



Australian Government
Australian Public Service Commission

2021-22

State of the Service Report

Building the future



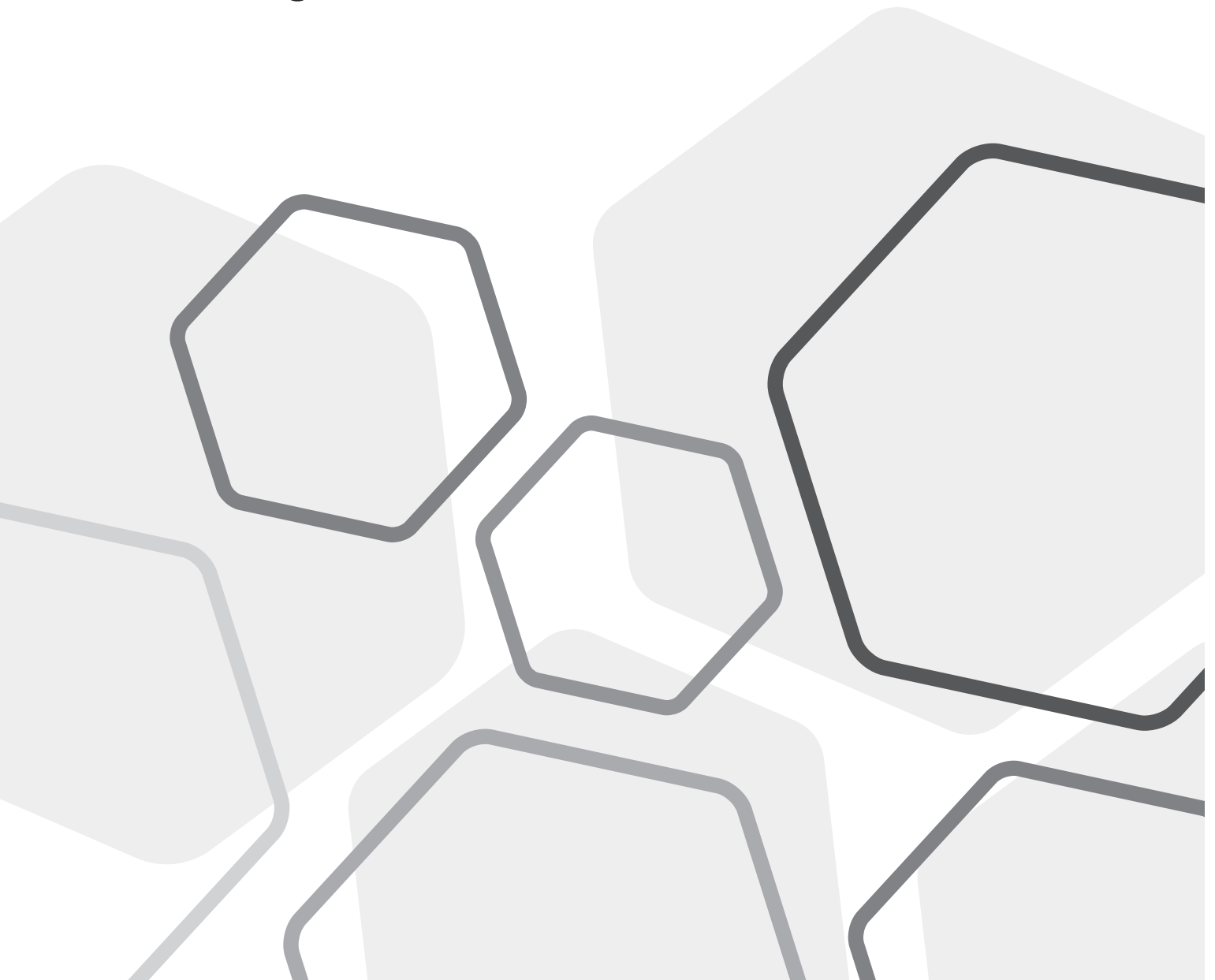


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State of the Service Report

Building the future



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This document must be attributed as the *State of the Service Report 2021–22*.



Australian Government
Australian Public Service Commission

Senator the Hon Katy Gallagher
Minister for Women
Minister for Finance
Minister for the Public Service
Parliament House
Canberra ACT 2600

Dear Minister

In accordance with section 44(1) of the *Public Service Act 1999* (Cth), I present you with my report on the state of the Australian Public Service for 2021–22.

Section 44(3) of the *Public Service Act 1999* requires that this report is laid before each House of Parliament by 30 November 2022.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Peter Woolcott', followed by a long, horizontal, wavy line.

Peter Woolcott AO
Australian Public Service Commissioner
3 November 2022



PREFACE

Section 44 of the *Public Service Act 1999* stipulates that the Australian Public Service Commissioner issue a report each year to the agency's Minister for presentation to the Australian Parliament. It is required to report on the state of the Australian Public Service (APS) during the past year.

The *State of the Service Report 2021–22* identifies year-to-year trends in workforce participation and capability across the APS.

This is the 25th annual report on the state of the APS presented to Parliament.

The report is informed by the results of the APS Employee Census. It also draws on the APS Employment Database, the APS Agency Survey, and other data collections and research undertaken to evaluate the APS during the past year.

The appendices of the *State of the Service Report 2021–22* comprise:

- APS workforce information sources
- APS agencies
- APS workforce trends
- supporting statistics to the report
- unscheduled absence data.

At a glance

Employee headcount

159,469

3.8%
increase from
30 June 2021

engagements **17,921**
separations **11,082**

2022 ongoing and non-ongoing employees

ongoing employees **140,759**
non-ongoing employees **18,710**

Patterns of work

proportion % of total APS

80.9%
full-time

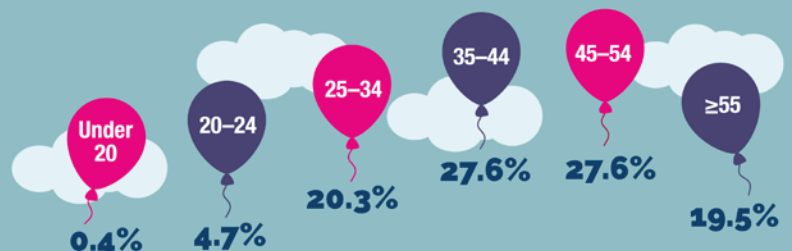
13.2%
part-time

5.9%
casual

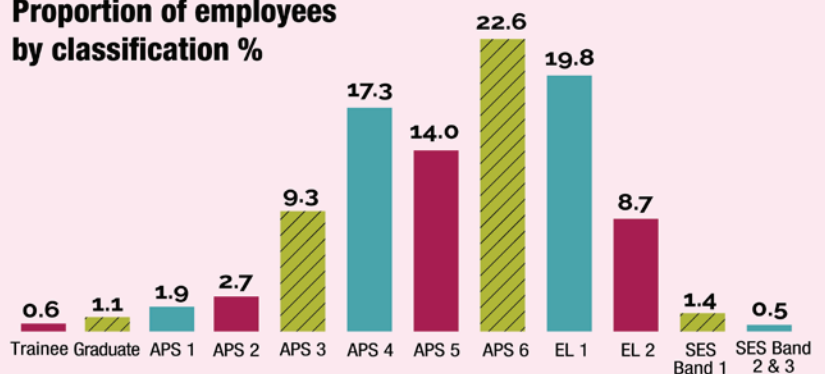
Gender by classification

Classification	Women %	Men %
Trainee	50.8	48.2
Graduate	45.9	53.5
APS 1	70.0	29.6
APS 2	58.7	40.9
APS 3	64.2	35.3
APS 4	68.8	30.9
APS 5	63.2	36.6
APS 6	59.3	40.5
EL 1	55.9	44.1
EL 2	51.1	48.9
SES Band 1	53.8	46.0
SES Band 2 & 3	46.9	53.0

Proportion of employees by age



Proportion of employees by classification %



Diversity

60.4%
Women

3.5%
Aboriginal and Torres
Strait Islander employees

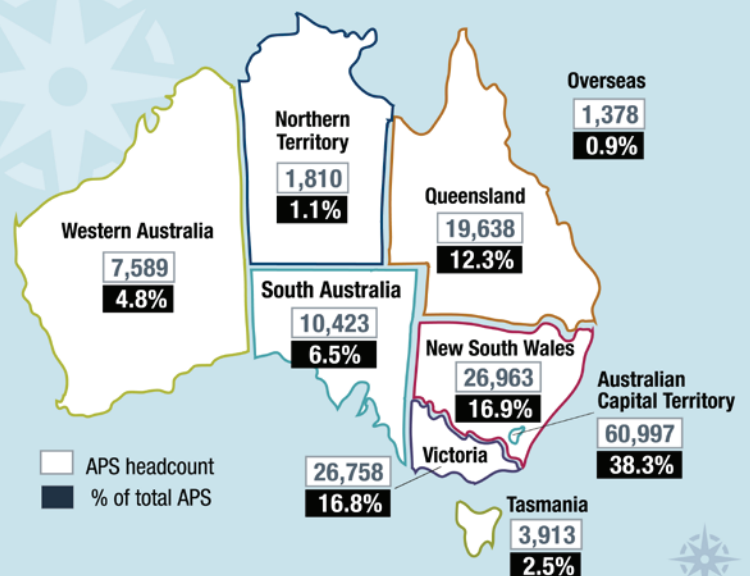
4.7%
Employees with
a disability

7.9%
LGBTIQA+
(2022 APS Employee Census)

22.7%
Employees born
overseas

16.8%
Employees born in a
non-English speaking
country

Number and proportion of employees by location



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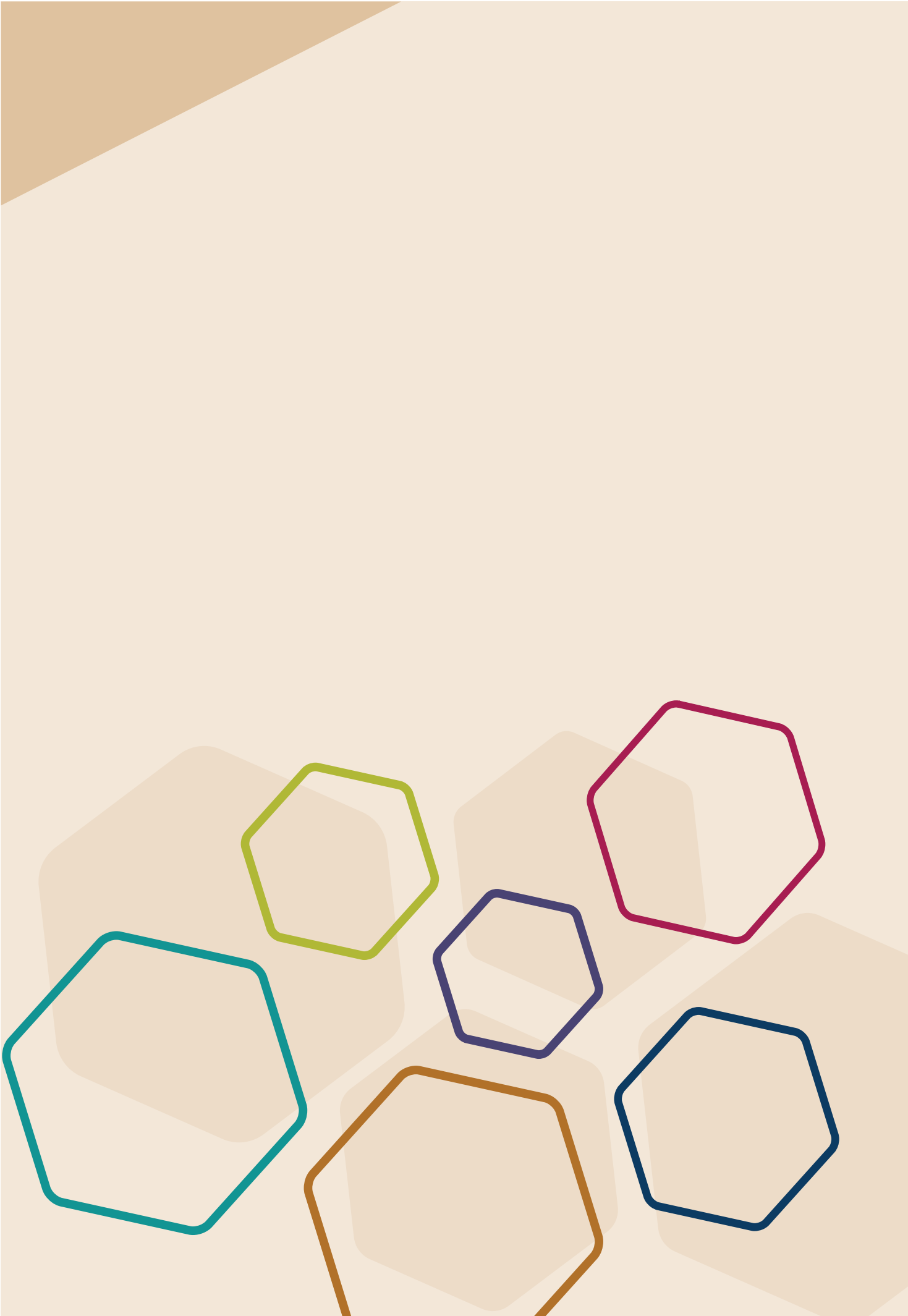
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COMMISSIONER'S OVERVIEW



It has been another challenging year for the Australian Public Service (APS). We have had to manage the impact of natural disasters; the continuing social and economic reverberations from COVID-19; the transition to, and the settling in of, a new Government with an ambitious agenda; and the consequences of geopolitical upheaval.

Kierkegaard said 'life can only be understood backwards but it must be lived forwards' – mistakes are sometimes made but overall the APS continues to serve the Australian people well.

The fundamental purpose of Government is to keep the Australian people safe and to keep Australia prosperous. Government establishes laws and regulations. It provides services that the private sector cannot or would not provide. It is good government and a professional APS which makes bad things less likely to occur and good things more likely to happen.

We have done this in a myriad of ways. The public service is vast and we touch upon every aspect of the lives of Australians.

This is a great responsibility and one we continue to carry out with integrity and professionalism.

Every day I know that thousands of public servants are striving to make Government services more accessible and more efficient for the people of Australia.

That is the constant.



But we also know that the public service in 10 years' time is going to look different to the public service today – because society is changing, expectations are changing and technology is galloping at pace.

The APS needs to continue evolving to ensure we are always ready to deliver what the Australian people expect of us.

We need to be flexible and able to share ideas, resources and accountability. The issues we are facing are increasingly complex and interconnected. What we need is a public service that deals effectively with issues that cut across silos and old patterns of work. We need to attract, develop and leverage the different skills, knowledge, experiences and networks that characterise Australian society and we need to have a public service that is outward facing and more porous.

A great deal of hard work on public sector reform continues to be done by the Secretaries Board. Much of this has flowed from aspects of the Independent Review of the APS by David Thodey. The new Government has made it clear that it wants public sector reform accelerated and the Review's recommendations advanced more widely. The appointment of Gordon de Brouwer as Secretary of Public Sector Reform has been an important driver of the reform effort. Gordon has also been a great ally of the Commission in this endeavour.

This year's State of the Service Report provides data and stories to paint an accurate portrait of how the APS is meeting its responsibilities and tackling public service reform to ensure we are fit for the challenges of the future.

Peter Woolcott AO
Australian Public Service Commissioner

*Strong foundations
Diverse and inclusive workplaces
Leading the APS*

CULTURE



‘For though never in ideal circumstances,
we make our history. The changes described
to the Australian Public Service over
40 years are choices, the collective actions
of ministers, officials, advisers, commentators
all responding to ideas and opportunity. Such
choices can be challenged, revisited – and
changed. We are capable of looking at what
works well, and what can be improved. We can
reshape traditions that fall on hard times, use
crisis to rethink our approach.’

Professor Glyn Davis
Secretary, Department of the Prime Minister and Cabinet ¹

¹ G. Davis, *Public service and the decline of capability*,
2021 Jim Carlton Annual Integrity Lecture, 7 May 2021.





CHAPTER 1

STRONG FOUNDATIONS

The importance of strong foundations in Government has rarely been greater.

The Government and the Australian Public Service (APS) are grappling with the challenges posed by geopolitical tensions, international economic disruptions and the increasing complexity of issues. We are also still grappling with COVID-19 and its aftermath, as well as a range of natural disasters.

The ability of public institutions and workforces to manage the nature of such challenges and quickly respond – with creativity at the core – is critical for future prosperity.

A big part of this will be working differently, responding at pace and in unison, without unnecessary processes and too much hierarchy.

The focus must be on services centred on people and the building of partnerships with businesses, civil society and First Nations people. This is how to build trust in uncertain times.

The APS must strive to work better across jurisdictions and sectors, focusing on outcomes not who delivers them.

In addition, the APS must harness the opportunities of technology and data to deliver better services, improve advice to government, and increase efficiency.

The APS also needs to consider how to develop capabilities and leadership for the future.

While the APS has changed, it is clear the public service must keep evolving at pace. It must look beyond the horizon and continue to maintain the high standards of policy advice, regulation and service delivery Australians rightly expect.

And while the APS must accept and embrace change, some principles need to stand firm, like service, integrity and impartiality.

The Australian Government has rightly reinforced that the public service must embody integrity in everything it does, put people and business at the centre of policy and services, be a model employer and have the capability to do its job well.

The bedrock of the APS is its culture – a culture built upon impartiality, commitment to service, accountability, respect, and the highest standards of ethical behaviour.



APS Reform Priorities²

Priority one An APS that embodies integrity in everything it does

The APS acts with integrity and fairness and is accountable and transparent in everything it does. This will build public trust and strengthen standards of integrity in our federal government.

Priority two An APS that puts people and business at the centre of policy and services

The APS works in genuine partnership with the community to solve problems and co-design the best solutions to improve the lives of the Australian community.

Priority three An APS that is a model employer

The APS is a great place to work, offering staff a quality employee experience in a dynamic workplace that sets the standard for diversity and inclusion.

Priority four An APS that has the capability to do its job well

The APS builds the capability of its staff to create a skilled and confident workforce. It should be a robust and trusted institution that can deliver modern policy and service solutions for decades to come.

TRUST AND AUSTRALIAN PUBLIC SERVICES

‘There has been a significant decline internationally in trust in democracies and the institutions that represent those democratic systems. Winning back people’s trust is a key challenge facing our government and its institutions.’

Senator the Hon Katy Gallagher, Minister for the Public Service³



The inaugural Organisation for Economic Co-operation and Development (OECD) Survey on the Drivers of Trust in Public Institutions is a new measurement tool for democratic governments seeking to improve public confidence in government reliability, responsiveness,

² APS Reform Office, *Our areas of focus*, October 2022.

³ PM&C (Department of the Prime Minister and Cabinet), *Albanese Government’s APS Reform agenda*, 13 October 2022.



integrity, fairness and openness.⁴ This survey found that public confidence is evenly split between people who trust their national government and those who do not. Disadvantaged groups with less real or perceived access to opportunity are particularly likely to report low levels of trust in government. This has implications for Australia as we seek to address systemic inequality through changes to the delivery of policies, programs and services as well as national dialogues to build a more cohesive society.⁵

Noting that it takes a long time to rebuild trust once it is diminished, the OECD calls for 'countries to urgently reinvest in re-establishing trust to tackle the policy challenges ahead.'⁶

To meet citizens' increasing expectations, the study argues that OECD governments must enhance integrity and fight undue influence. They must also credibly address long-term challenges, evaluate and communicate the effects of reforms, develop better governance models for information ecosystems, and monitor public trust in institutions.⁷

To support the Government to deliver on its resolve means emphasising the Westminster traditions which underpin the APS. This includes frank and fearless advice and preparing for the future by building the capabilities needed to deliver modern people-focused policy and service solutions.

AUSTRALIAN PUBLIC SERVICES

The first annual report of the Survey of Trust in Australian public services was published in 2022 (previously known as the Citizen Experience Survey). Australian public services include those delivered by the Australian Tax Office, Centrelink, National Disability Insurance Agency and Medicare. Since March 2019, the Department of the Prime Minister and Cabinet (PM&C) has collected people's feedback through the survey to provide robust, regular data on experiences of Australian public services. In 2021–22, the survey was conducted in 12 monthly waves, with approximately 1,000 Australians participating in each wave. The high-level results were published twice annually.

From July 2021 to June 2022, levels of trust in Australian public services remained stable. In 2022, 61% of Australians 'strongly trust', 'trust' or 'somewhat trust' these services (Figure 1.1). This represents an improvement on pre-pandemic levels, but there is still much room for improvement.

⁴ OECD (Organisation for Economic Co-operation and Development), *Building Trust to Reinforce Democracy: Main Findings from the 2021 OECD Survey on Drivers of Trust in Public Institutions*, 13 July 2022.

⁵ NIAA (National Indigenous Australians Agency), *Referendum on an Aboriginal and Torres Strait Islander Voice*, n.d.

⁶ OECD (Organisation for Economic Co-operation and Development), *Building Trust to Reinforce Democracy: Main Findings from the 2021 OECD Survey on Drivers of Trust in Public Institutions*, 13 July 2022.

⁷ *ibid.*

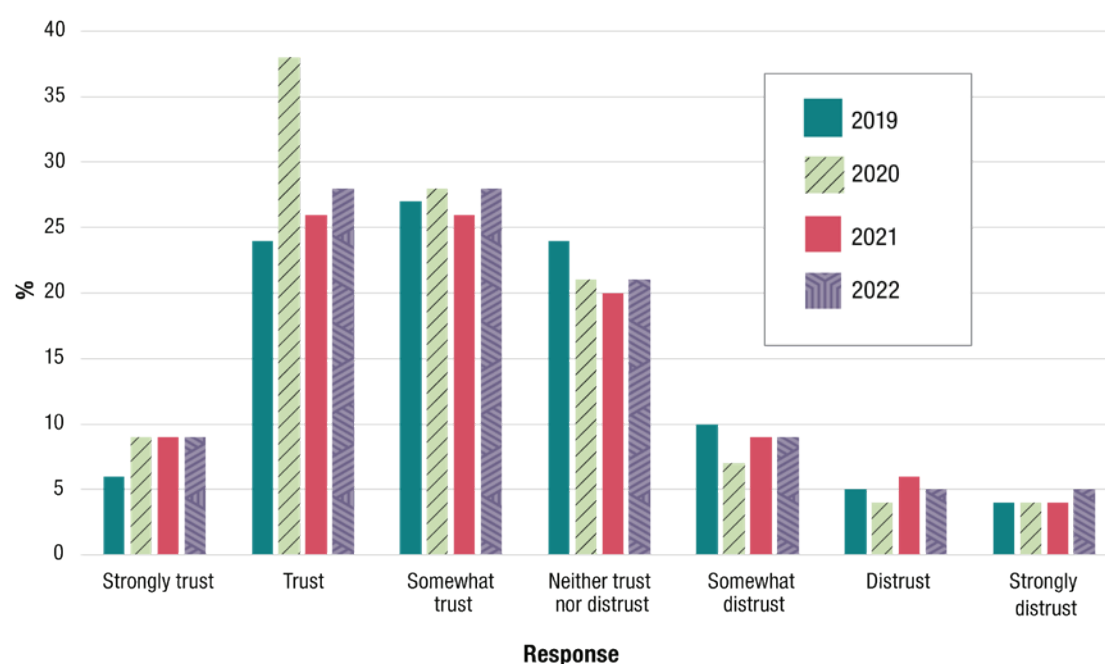


Over the past few years, natural disasters have meant that many people who have not previously relied on government assistance have engaged with Australian public services for the first time. The survey showed that people who access government services are more likely to trust them (63%) than people who have not accessed any services (57%). Given accessing and using public services is a key factor influencing public trust, continuing to improve experiences of these services is important.

Trust is also variable depending on location, gender and cultural background, highlighting opportunities to improve services in regional areas and support specific groups.

People in regional Australia tend to trust services less (56%) than those in metro areas (63%). Women trust Australian public services significantly less (57%) than men (65%). Migrant Australians, however, have significantly higher trust in Australian public services (68%) than people born in Australia (59%).

Figure 1.1: Trust in Australian public services (2019 to 2022)



Source: PM&C Survey of Trust in Australian public services

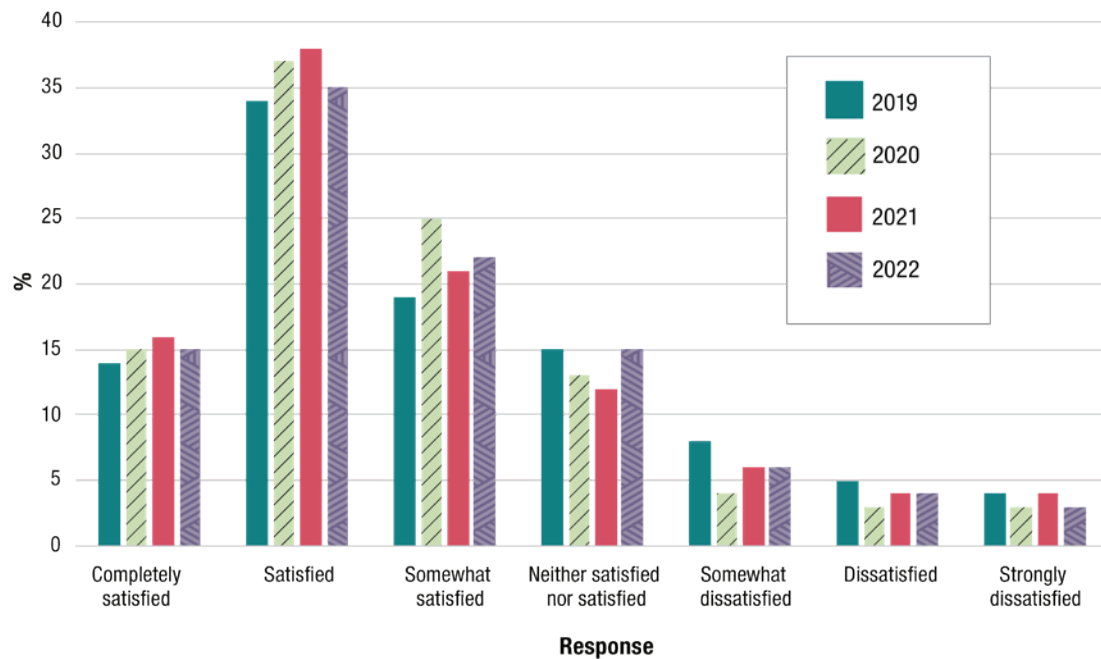
The survey also measures how satisfied people are with the Australian public services they accessed in the last 12 months. From July 2021 to June 2022, satisfaction was stable and remained higher than before the COVID-19 pandemic. In 2022, 73% of Australians reported feeling 'completely satisfied', 'satisfied' or 'somewhat satisfied' with their experience (Figure 1.2).

More people aged 65 and over are satisfied with public services (78%) than other age groups (73% for 35 to 64 and 70% for 18 to 34). People with disability are less satisfied



with all public services they use (64%) than people without disability (75%). Unemployed people are more dissatisfied with public services (18%) than employed people (11%). In October 2022, the Government committed to making more survey information publicly available.

Figure 1.2: Satisfaction with Australian public services (2019 to 2022)



Source: PM&C Survey of Trust in Australian public services

Overall, people's trust in and satisfaction with Australian public services was steady over 2022, stabilising above pre COVID-19 pandemic levels. Looking to the future, most people (62%) trust these services to make the changes required to meet the needs of all Australians.

Based on survey results, it is clear that building trust and confidence in the APS requires ongoing effort and a constant, robust focus on integrity and ethical behaviours.

Results of the 2022 APS Employee Census suggest the APS is positioned to help build citizens' trust and satisfaction with public services. A vast majority of employees (92%) understand how their role contributes to achieving an outcome for the Australian public, and 85% believe strongly in the purpose and objectives of the APS. This serves as a strong foundation for the continued improvement of services and increased trust.



Read more about the [Survey of Trust in Australian public services](#)



SUPPORTING A SMOOTH TRANSITION OF POWER

The ultimate test for Australian democracy is how we conduct elections that are free and fair, and how we achieve high levels of confidence of our people in the integrity of the outcome. This need is sharpened when there is a change of government following a Federal election.

The APS performed in an exemplary manner in the lead-up to the 21 May 2022 Federal election, and during the transition to the new Albanese Labor Government. Federal elections are always complex undertakings, but the planning and delivery challenges this year were unprecedented. The election coincided with high levels of the COVID-19 pandemic in the community, prompting measures to support safety in thousands of booths around the country, as well as legislative and APS staff surge measures to rapidly implement telephone voting for the first time. This was in addition to addressing significant election security and disinformation concerns and contending with labour force shortages on the one hand and high service delivery expectations on the other.

Following the election, the transition between governments occurred smoothly and peacefully. While Australians may take this for granted, its immense value should never be underestimated.

Prime Minister Albanese met with departmental secretaries and staff at the Department of Prime Minister and Cabinet (PM&C) on 18 July 2022. He made it clear that his government intends to make full use of the creativity and intelligence of the APS.

One APS delivers the Secure Telephone Voting Service



A counting centre in operation in Port Melbourne during the 2022 Federal election (Image: AEC)

the Australian Electoral Commission (AEC) partnered with multiple government agencies to design and deliver the Secure Telephone Voting Service. This was rapidly developed and implemented in less than four months. It is a great example of agile, cross-agency collaboration on behalf of the Australian community, with electoral integrity and service to the public at the heart of the solution.

Agencies involved included Services Australia, Department of Education, Skills and Employment, Australian Taxation Office, Department of Defence, Australian Bureau of Statistics (ABS), Department of Home Affairs, Department of Social Services, Australian Centre for Cyber Security, Australian Public Service Commission (APSC) and PM&C.

A Secure Telephone Voting Inter-Departmental Committee and associated taskforce provided robust project governance and a platform for all agencies to provide suggestions, manage risks and consider potential design options.

Open and transparent communication underpinned this effective collaboration.

The workforce included over 7,000 committed public servants working across 26 Services Australia sites nationally. As a result of this whole-of-government collaboration, over 75,000 eligible voters from across the country safely cast their vote using the service. The integrity of the voting process was protected.

Although the 2022 Federal election was the most complex in Australia's history, it gave electors the opportunity to exercise their right to vote in an accessible, safe manner. This was critical to successful delivery.

Efforts involved more than 100,000 staff, nearly 8,000 polling locations and work to serve over 15 million electors in just over two weeks. This all unfolded as COVID-19 cases were increasing in the lead-up to polling day, driven by the Omicron strain of COVID-19.

To ensure voters subject to quarantine or isolation requirements could vote,

'The key is to build trusting partnerships, which we quickly achieved in the Inter-Departmental Committee through openness and transparency.'

AEC Deputy Electoral Commissioner Jeff Pope



Immediate support for the newly elected Government

Following the Federal election on 21 May 2022, the APS supported the transition of government from the Morrison Coalition Government to the newly elected Albanese Labor Government.

Within hours of Mr Morrison's concession speech late on the evening of 21 May 2022, Incoming Government Briefs were delivered to the new Prime Minister. Early on the afternoon of 22 May 2022, senior officials from PM&C met with the new Prime Minister in Sydney. Briefings included immediate policy and operational priorities and arrangements for recommending a new ministry to the Governor-General.

Imposing an urgent timing imperative, a meeting of Quad Leaders was scheduled in Tokyo on 24 May 2022, only three days after the election. For Mr Albanese to attend this significant international event as Prime Minister, the APS moved swiftly to facilitate the swearing in of an interim ministry within 36 hours of the outcome of the election being known.

During this time, PM&C and the Department of Foreign Affairs and Trade also worked urgently to make the necessary arrangements to have Mr Albanese, Senator Wong, and their delegation in Tokyo by 24 May 2022. This included travel arrangements as well as policy, operational and logistical briefings, many of which could only be conducted once the party departed Sydney on the afternoon of 23 May 2022.

The efficiency, effectiveness and professionalism of the APS during this time shows the public service operating at its best to support the democratic institutions of government at the most pivotal times. It demonstrated the capacity of the APS to provide expert advice, practical guidance and pragmatic support.

Each government makes changes to the way departments and their resources are organised, to reflect and achieve its priorities. Machinery of Government changes are a normal feature of the APS. They involve the movement of functions, resources and people from one agency to another. Changes are implemented as quickly as possible, ensuring public services and the administration of government continues uninterrupted. The degree of movement across multiple portfolios can be significant and challenging, and agencies must work co-operatively with a One APS mindset to prioritise whole-of-government outcomes.

Following the 2022 Federal election, Machinery of Government changes were jointly announced by the Prime Minister and the Minister for Finance on 1 June 2022 and took effect from 1 July 2022.⁸ As a result, by 30 September 2022, almost 7,000 employees across 12 agencies had moved to their new agencies.

Key changes included:

- a new Department of Employment and Workplace Relations
- a new Department of Climate Change, Energy, the Environment and Water
- a renamed Department of Health and Aged Care
- a renamed Department of Infrastructure, Transport, Regional Development, Communications and the Arts
- the Department of Finance gained responsibility for data policy, de-regulation and the Digital Transformation Agency
- the Department of Home Affairs gained responsibility for natural disaster response and mitigation, including the National Recovery and Resilience Agency
- the Attorney-General's portfolio gained responsibility for criminal law enforcement and policy, including the Australian Federal Police.

⁸ PM&C, *Delivering a Better Government*, 1 June 2022.



WORKING WITH MINISTERS AND THEIR OFFICES

A productive partnership between ministers and their offices and officials is integral for effective government. Public policy outcomes are enhanced where there is a strong understanding of, and respect for, the complementary roles each plays.

A strong, impartial APS is crucial to ensuring that advice to Government is oriented toward public outcomes, is based on cross-portfolio insights and data, and is developed and delivered in partnership with community and stakeholders. The APS must consider the integrity of government processes and legal risk.

That the APS understands the ministerial operating environment is equally essential. The APS builds credibility and trust with ministers by providing astute advice and recognising the work and time pressures ministers and their offices are under.

In 2021, the Australian Public Service Commissioner appointed a Ministerial Liaison Reference Panel to progress practical ways to support the APS to develop strong partnerships. This took forward a recommendation made by the 2019 *Independent Review of the Australian Public Service* (the Thodey Review).⁹

Drawing on their consultations, the panel developed the Strengthening Partnerships – SES Learning Program, and guidance to support the APS. This included:¹⁰

- Working with Ministers – how a strong partnership is characterised by a responsive and proactive APS who engage in regular, informed discussions and interactions.
- The Operating Environment of a Ministerial Office – how a fast-paced, constantly changing environment presents a daily set of competing and often complex priorities in the service of the Australian community.
- Departmental Liaison Officers – supporting ministers on portfolio matters in an apolitical manner, and working cooperatively to ensure effective relationships and appropriate communication between ministers and departments.
- Ministerial Transitions – managing the change of a Minister, Secretary or senior ministerial staff effectively ensures continuity of government and has a lasting impact on the partnership between the APS and government of the day.

In 2022, a total of 22 Senior Executive Service (SES) officers from across the APS participated in a pilot delivery of Strengthening Partnerships – SES Learning Program. The program has now been added to the APS Academy course calendar, with five courses scheduled for delivery in 2023.

⁹ Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019. Recommendation 11.

¹⁰ APSC (Australian Public Service Commission), *Strengthening Partnerships: Ministerial Liaison Reference Panel Final Report*, 23 May 2022.



Development of a toolkit, comprising resources to support the APS workforce to work effectively with ministers and their staff, is underway.

Membership of the Ministerial Liaison Reference Panel was renewed in late 2022 and will now focus on the development of a new learning program: Strengthening Partnerships – Working with the APS. Designed for staff engaged under the *Members of Parliament (Staff) Act 1984*, this program aims to strengthen understanding of the role of the APS and ensure an effective partnership between ministers and their offices and the APS. When these different components of Australian democracy work effectively together is when you see governance at its best.

CASE STUDY

Strengthening Partnerships – SES Learning Program

Designed for our most senior leaders, the unique Strengthening Partnerships SES Learning program was developed with the Ministerial Liaison Reference Panel and APS Academy Faculty to ensure it reflects the experience of ministerial advisers and senior APS leaders.

Highly contextual and practitioner-led, the program engages respected leaders from ministerial offices and the APS, coaching participants through case studies and reflections and exploring options for navigating complexity, often at high-pressure moments.

The 22 public servants, from across a broad range of agencies, functions and roles, who participated in the pilot, reported that Strengthening Partnerships was highly valuable. The program has also helped build awareness of the ministerial environment, improving participants' ability to shape sound, timely advice, and consider how to expand approaches through a partnership approach.

Following an evaluation of the pilot, the program will now be offered more widely through the APS Academy, providing all SES with the opportunity to participate.

'The importance of empathy in engaging with ministers and their staff was insightful for me ... as well as the advice to be prepared for when the window opens. I learned about understanding context to making advice influential, the bandwidth of the office and how to get ahead of reactive transactional relationships.'

Strengthening Partnerships program participant November 2021





INTEGRITY IN ALL THE APS DOES

Every public servant has a role to play in ensuring the APS is trustworthy and meets the high expectations of the Australian people. Fostering a strong culture of integrity across the APS continues to be of the highest priority.

This year, the APSC implemented a suite of pro-integrity measures for the APS, responding to all 10 recommendations of the report conducted by Stephen Sedgwick AO in 2020 on institutional integrity, and agreed by the Secretaries Board.¹¹

New provisions in the APS Commissioner's Directions enhance transparency and accountability. Of particular note is the introduction of mandatory integrity training for new APS employees. In addition, a series of SES integrity masterclasses have been developed and integrity-related workforce management guidance updated.

The APSC has strengthened the capability of public servants to model, champion and advance institutional integrity through a new leadership capabilities model, endorsed by the Secretaries Talent Council and Deputy Secretaries Talent Council: VICEED (Figure 1.3).

Figure 1.3: VICEED Leadership Capabilities Model



Source: APSC

¹¹ S Sedgwick, *Report into consultations regarding APS approaches to ensure institutional integrity*, 16 December 2020.



Integrity and professionalism are also now better reflected in the Secretaries' Performance Framework managed by PM&C.

The focus on integrity in the APS will be greatly heightened by the Government's commitment to establish a powerful, independent and transparent National Anti-Corruption Commission with broad jurisdiction to investigate serious and systemic corruption in government and the public sector.¹²

CASE STUDY

Championing an integrity culture SES Integrity Masterclass Series

In May 2022, the APSC partnered with the Australia and New Zealand School of Government to launch the SES Integrity Masterclass Series. This assists senior APS leaders to strengthen integrity culture and capability within their organisations and across the wider public service.

Integrity is crucial to building a high-performing and trusted public service. It is a cornerstone of the APS. While every member of the APS is obliged to act with integrity, SES leaders – as stewards of organisational culture – play an important role in setting expectations and modelling behaviours. With this in mind, the APSC developed the SES Integrity Masterclass Series to equip SES participants with the knowledge and tools needed to build key integrity capabilities on both individual and organisational levels.

The series comprises three masterclasses, with modules delivered online and in-person. The modules include an opening address from the APS Commissioner, a panel discussion with prominent APS integrity experts, videos, and a face-to-face workshop.

On completion, participants have the knowledge and tools to:

Champion integrity – cultivate an environment where employees feel confident to raise integrity concerns and have positive and empowering conversations about integrity.

Lead with integrity – foster a positive and collaborative working environment conducive to high performance.

Promote integrity – implement tools and resources to build the integrity capability of teams and organisations.

'As people progress through the ranks, they have greater personal responsibility for driving integrity culture at an institutional level and are faced with far more complex integrity challenges. Integrity in the APS needs constant care and maintenance.'

Peter Woolcott AO, APS Commissioner

¹² The Governor-General of the Commonwealth of Australia, *Opening of the First Session of the Forty-seventh Commonwealth Parliament, Parliament House Canberra*, 26 July 2022.



APS COMMISSIONER'S DIRECTIONS 2022

The Commissioner's Directions are another avenue through which the integrity of the APS is upheld and maintained. The Directions prescribe the standards to which Agency Heads and APS employees must comply to meet their obligations under the *Public Service Act 1999*. The Directions also support APS agencies to incorporate and uphold the APS Values and Employment Principles, conduct recruitment activities and undertake performance management.

On 1 February 2022, the APS Commissioner issued new Directions, replacing the 2016 Directions, in support of this aim. They include new provisions to:

- mandate integrity training for APS employees
- require agencies to consult with the Commissioner before entering into a confidentiality or non-disclosure agreement with an APS employee relating to sexual harassment
- require agencies to notify the Commissioner when entering into any confidentiality or non-disclosure agreement with an APS employee
- provide additional circumstances where an employee's name can be excluded from the Australian Public Service Employment Gazette when publishing a termination for breach of the Code of Conduct
- direct that APS employees be engaged on probation
- establish how employment related data is to be provided by agencies to the APSC
- require agency heads to consult with the Commissioner regarding suspected breaches of the Code of Conduct by SES employees
- provide greater flexibility in utilising merit lists and merit pools.

The *Public Service Act* and Directions are simply one tool that embeds integrity in APS culture.

All APS agencies play a role in integrity matters. An Integrity Agencies Group assists in the coordination, enhancement and promotion of institutional integrity across APS agencies. The group's mission is to place integrity at the centre of the work of the public sector and ensure the APS approach to integrity is integrated, capable and transparent. In 2021–22, key areas of focus included the establishment of the Commonwealth Fraud Prevention Centre and the development and implementation of proposed reforms to the Public Interest Disclosure regime.

Other collaborative opportunities on integrity across the APS include the Ethics Contact Officer Network and the Cross-agency Code of Conduct Practitioners' Forum. Through the network, more than 30 agencies build capability for ethical decision-making, profile

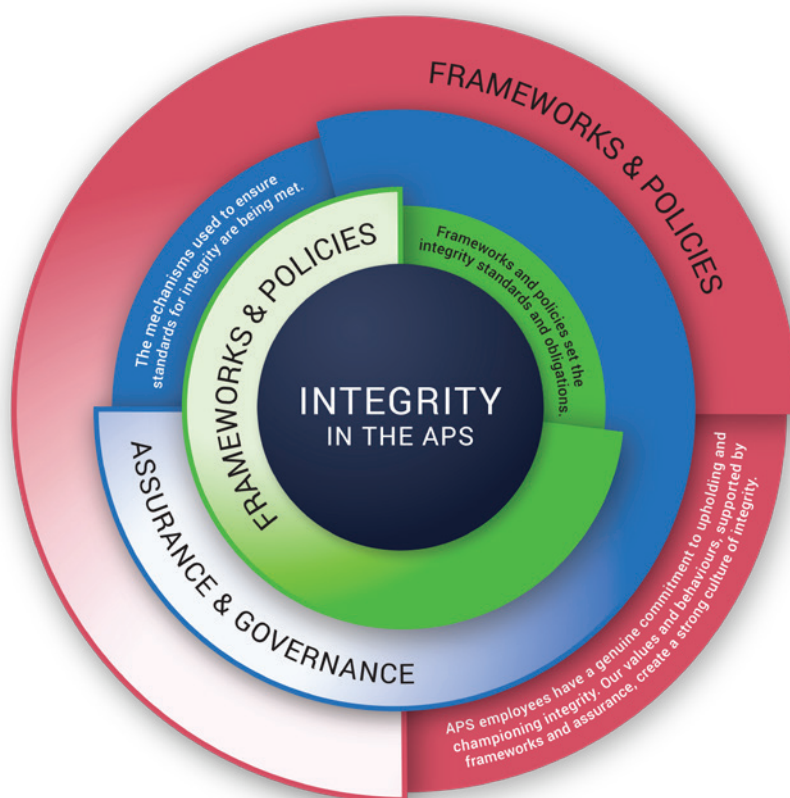


emerging ethics and integrity issues, and contribute to the APSC's pro-integrity work. Recent discussion topics have included complaints handling, applying the APS conduct framework to employees' personal behaviour, and fraud and corruption prevention in the APS. The Cross-agency Code of Conduct Practitioners' Forum, co-chaired by the APSC and the Department of Defence, focuses on sharing expertise and best practice in applying the Code of Conduct in agencies. During 2021–22, the forum considered issues such as managing the interplay between employees' personal behaviour and the APS conduct framework, case management systems, and misconduct that may also be a criminal matter.

APSC INTEGRITY SERVICES AND RESOURCES

The APSC provides services and resources to help APS agencies and employees understand their integrity obligations and how they apply in a range of circumstances. These include the Ethics Advisory Service (EAS), the Integrity Metrics Resource, Integrity in the APS induction eLearning module guides, the Handling Misconduct: A human resource manager's guide, and integrity fact sheets (Figure 1.4).

Figure 1.4: Integrity in the APS



Source: APSC



ETHICS ADVISORY SERVICE

The APS Values make clear that all APS employees must demonstrate leadership, act with integrity and remain trustworthy in performing their duties. The EAS plays an important role in supporting APS employees to meet these expectations.

The EAS provides information, policy advice and guidance on applying the APS Values and Code of Conduct, and the APS conduct framework. It also provides options, considerations, and strategies to help APS employees work through ethical issues and dilemmas and make sound judgements and choices.

The EAS receives enquiries from APS employees, agency corporate or human resources (HR) areas, legal practitioners, managers, and members of the public. Most enquiries fall within the broad categories of 'misconduct' (35%) or 'conflict of interest' (11%). Other topics of enquiry include bullying and harassment, interpretation of the APS Values or elements of the Code of Conduct, and behaviour by employees in a private capacity, including on social media.

Some enquiries are straightforward, while others are sensitive and complex. The EAS is not directive, nor does it form a view on the merits of a matter. Instead, it uses the REFLECT decision-making model to help enquirers identify and work through their query or dilemma and empower them to make a sound decision. This includes:

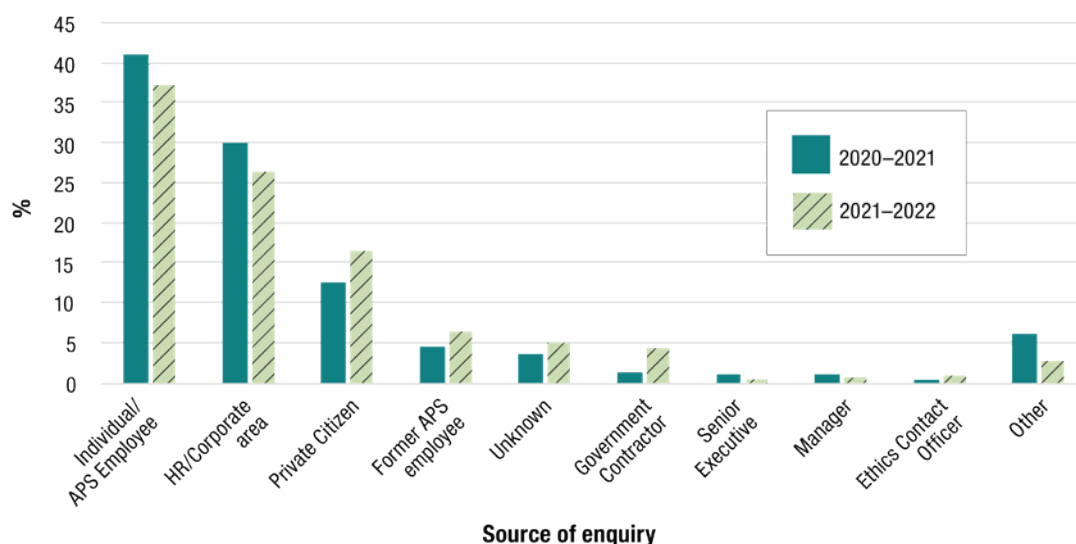
- helping them to recognise the ethical dimensions of their situation
- referring them to sources of relevant information
- helping them evaluate options and consider likely and unintended consequences and
- inviting them to see their situation from different perspectives.

In this way, the EAS promotes ethical decision-making in the APS.

In 2021–22, the EAS received 376 enquiries with 37% from individual APS employees, 26% from agency corporate or HR areas, and 16% from members of the public (Figure 1.5). Enquiries were received from APS employees between APS 4 and SES 1 classifications, with 10% coming from EL 1 employees. Of those who provided their location, the greatest proportion (20%) was in the Australian Capital Territory (ACT). The EAS provides advice on a confidential basis and those who contact the service can choose to remain anonymous.



Figure 1.5: Ethics Advisory Service source of enquiries



Source: EAS

Enquiries to the EAS help the APSC identify areas in which additional support and guidance may be beneficial. The revised Handling Misconduct guidance, for example, was partly informed by enquiries to the EAS about addressing conduct matters.

ZERO TOLERANCE FOR CORRUPTION

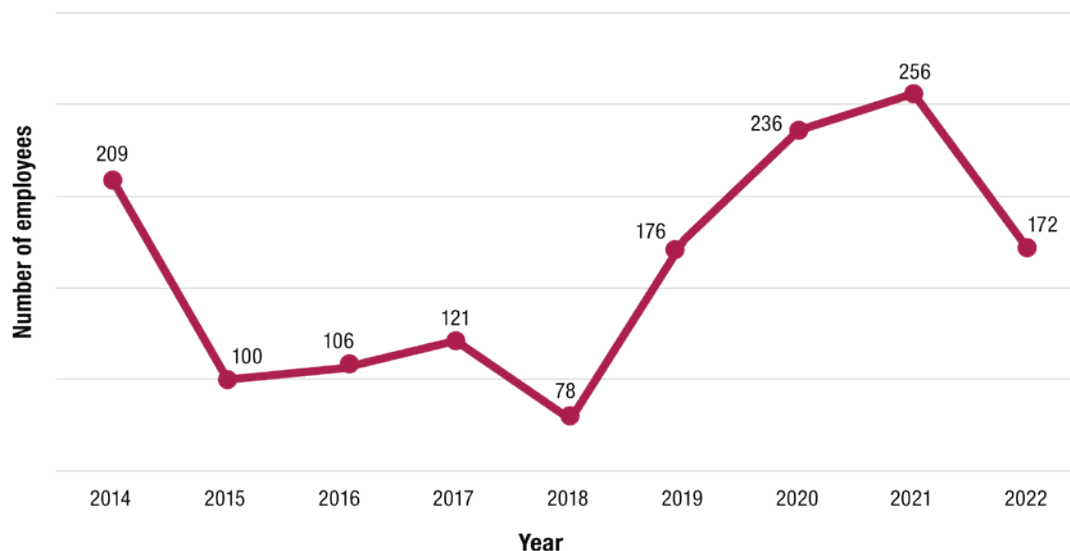
Monitoring and responding to incidents of corruption is therefore of paramount importance to the APS, across all its operations. Collecting and reporting on integrity-related data is one way the APS promotes transparency and trust in its activities.

The 2022 APS Agency Survey defined corruption as ‘the dishonest or improper exercise of a Commonwealth public official’s functions.’ While data shows that corruption in the APS is not a systemic issue, any form of corruption must be taken seriously – it has no place in the APS.

In 2021–22, 172 instances of behaviour that could be categorised as corrupt were identified through investigations for a suspected breach of the APS Code of Conduct (Figure 1.5). Of these employees, 138 (80%) were found to have breached the APS Code of Conduct. This is a reduction from 256 employees identified in 2020–21.



Figure 1.6: Number of employees investigated for corrupt behaviour (2014 to 2022)



Source: APS Agency Survey

The types of possible corrupt behaviours investigated in 2021–22 mostly related to acting or failing to act in the presence of a conflict of interest (97 employees). The next most common type investigated included fraud, forgery or embezzlement (45 employees) and nepotism (31 employees).

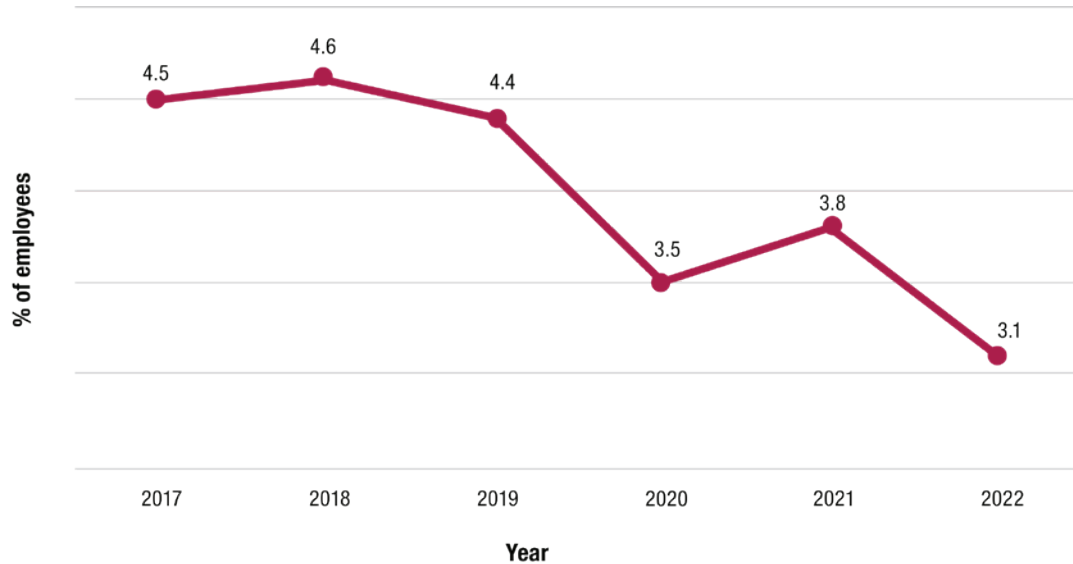
While these numbers may be relatively low, they reinforce the importance of vigilance. In 2021–22, these behaviours were identified through direct reports from managers and other employees, and through dedicated monitoring systems and integrity units within agencies. This illustrates the importance of both organisational culture and integrity-related structures for ensuring the APS maintains the highest levels of integrity.

Recognising that employees witness behaviour that may not be officially reported, the APS Employee Census asked if respondents had seen another employee in their agency engage in behaviour they thought was serious enough to be corruption over the preceding 12 months. The limitations with this measure are known; multiple employees may have witnessed a single incident. Employee perception data is, however, still a useful indicator for the integrity climate of agencies and the broader APS.

In the 2022 APS Employee Census, 3.1% of respondents (n = 3,645) said that in the previous 12 months they had witnessed another employee in their agency engage in behaviour they believed was serious enough to be corruption. This is slightly reduced from 2021 (3.8%) and represents a continued downwards trend in the proportion witnessing corruption since 2018 (Figure 1.7).



Figure 1.7: Reported rates of witnessed potential corruption (2017 to 2022)



Source: APS Employee Census

While it is encouraging that the available metrics for corruption in the APS trended downwards in 2022, the APS must continue to be vigilant. Efforts to foster a strong culture of integrity continue, as do monitoring and responding to incidents of corruption. Such efforts serve to ensure that the APS has strong foundations for high performance and remains a valued and inclusive employer of talented employees.

CHAPTER 2

DIVERSE AND INCLUSIVE WORKPLACES

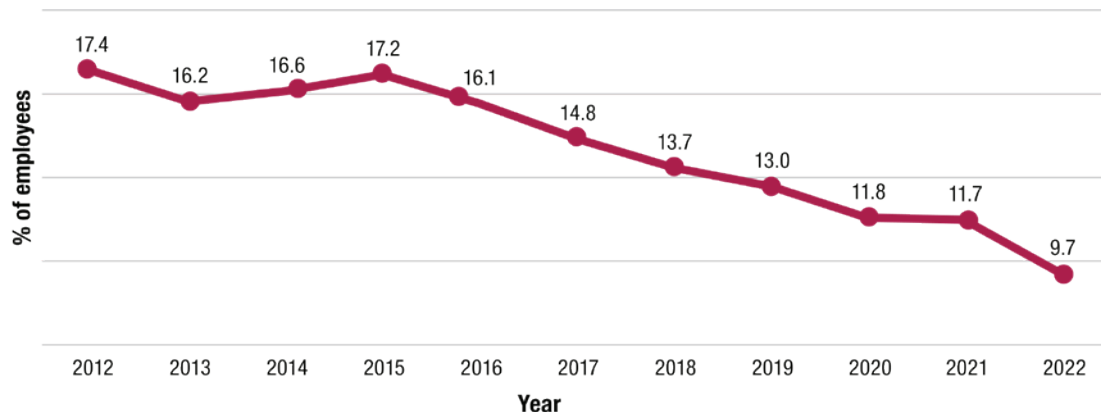
To effectively serve a modern Australia, the APS needs to reflect the diversity of our nation, so it is best positioned to deliver policies and services that reflect the community.

RESPECTFUL WORKPLACES

A positive, pro-integrity culture promotes professional and respectful workplace behaviour. Diverse and inclusive workplaces build trust across different communities.

Perceptions of harassment and bullying have declined over the past decade. In 2022, 9.7% of respondents to the APS Employee Census said they were subjected to harassment or bullying in their current workplace in the past 12 months (Figure 2.1). In 2022, the most common types of harassment or bullying perceived by employees were verbal abuse, interference with work tasks (such as withholding needed information) and inappropriate and unfair application of work policies or rules.

Figure 2.1: Reported perceived rates of bullying and harassment (2012 to 2022)



Source: APS Employee Census

Perceptions of harassment and bullying for First Nations employees (16.1% compared to 21.7% in 2012) and employees with disability (18.2% compared to 31.2% in 2012) are also declining.

During 2021–22, agencies recorded 627 complaints from employees about individual types of harassment and bullying. This represents a slight increase on the number recorded in



2020–21 (615 complaints against individual types of behaviour). In 2021–22, the number of recorded complaints of sexual harassment (59) declined from the previous year (78).

The APS must maintain efforts to create an environment that supports and encourages the reporting of unacceptable behaviour. Just over one-third (34%) of all APS Employee Census respondents in 2022 who said they had been subjected to harassment or bullying went on to report the behaviour in accordance with their agency's policies and procedures. Another 7% said it had been reported by someone else. Of the remaining 59% who did not report the behaviour they experienced, the most common reasons cited included not thinking that action would be taken, fear of possible retaliations or reprisals, and not wanting to upset workplace relationships.

The prospects for navigating complexity and achieving lasting results are far greater in environments where staff of all ages, genders and cultural backgrounds can perform well, individually and together.

FIRST NATIONS AUSTRALIANS

Closing the Gap Priority Reform 3, Transforming Government Organisations, seeks to ensure governments are culturally safe and responsive to the needs of Aboriginal and Torres Strait Islander peoples.

As an employer, it is crucial the APS has strong First Nations representation at every level. It is essential that the APS benefits from the cultural perspectives of First Nations Australians, particularly given the important role the APS plays in Closing the Gap and working in genuine partnership with First Nations Australians.

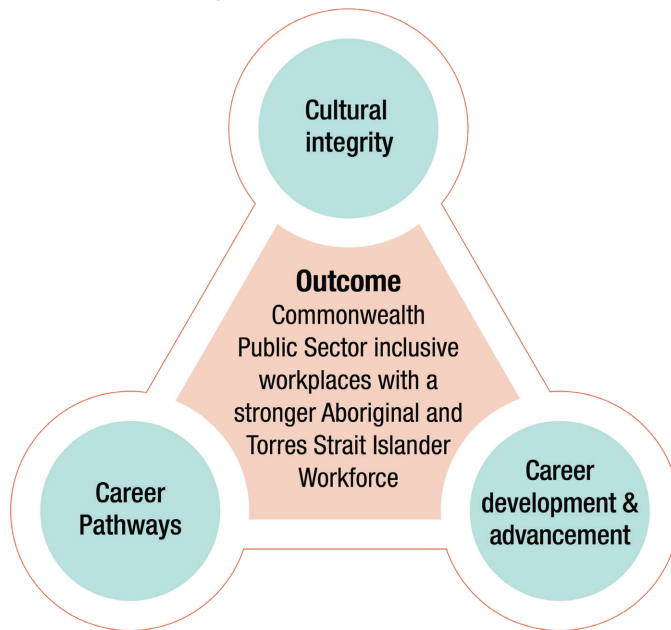
Cultural competency is one essential component of this, and the APS is working to improve cultural understanding and better recognise the skills and perspectives First Nations people bring. A focus on building community partnerships and involving First Nations Australians in decision-making works on many fronts. It builds community capability and APS cultural capability. It also harnesses diversity to solve problems.

Through the *Commonwealth Aboriginal and Torres Strait Islander Workforce Strategy 2020–24*, the APS also seeks to improve employment outcomes for First Nations employees through three core focus areas: cultural integrity; career pathways; and career development and advancement (Figure 2.2). Despite this, the APS is not on track to meet its targets for First Nations people to be in leadership positions. Moreover, the Albanese Government has set a target of 5% for First Nations representation in the APS by 2030. Significant further work will be required by APS agencies to ensure these targets will be realised.



A mid-point review of the strategy is underway to support a refocus of actions and activities across the APS. Rethinking employment location strategies, improving career pathways and greater mentoring and development will be important.

Figure 2.2: Commonwealth Aboriginal and Torres Strait Islander Workforce Strategy 2020–24



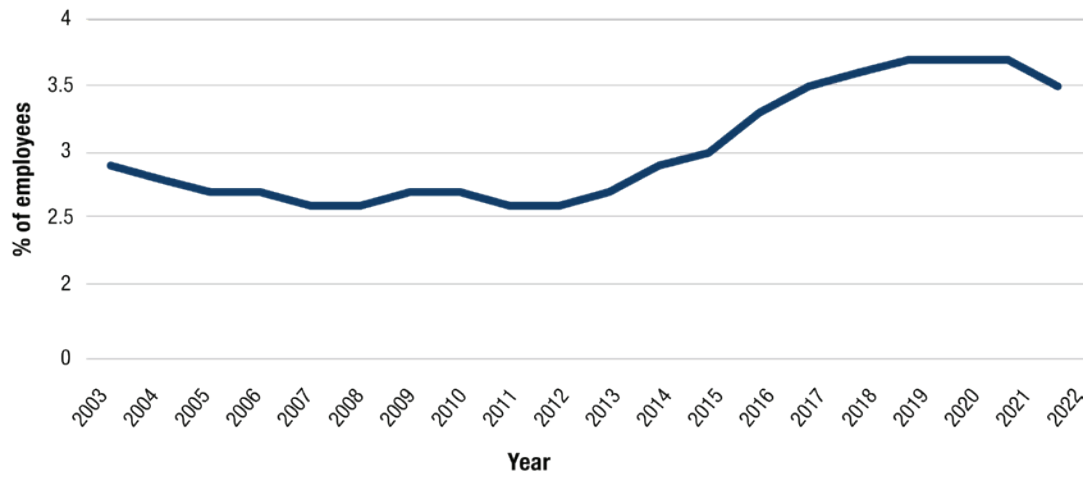
Source: Commonwealth Aboriginal and Torres Strait Islander Workforce Strategy 2020–24

As at 30 June 2021, First Nations Australians represented 3.8% of the Australian population.¹³ In the APS, First Nations representation levels remained steady from 2003 to 2022 and represented 3.5% of the workforce in 2022 (Figure 2.3). Behind this data, issues presenting challenges for the APS are: concentration of First Nations employees in lower classification levels (Figure 2.4); high separation rates (Figure 2.5); and shorter APS careers (Figure 2.6).

¹³ ABS (Australian Bureau of Statistics), *Estimates of Aboriginal and Torres Strait Islander Australians*, 21 September 2022.

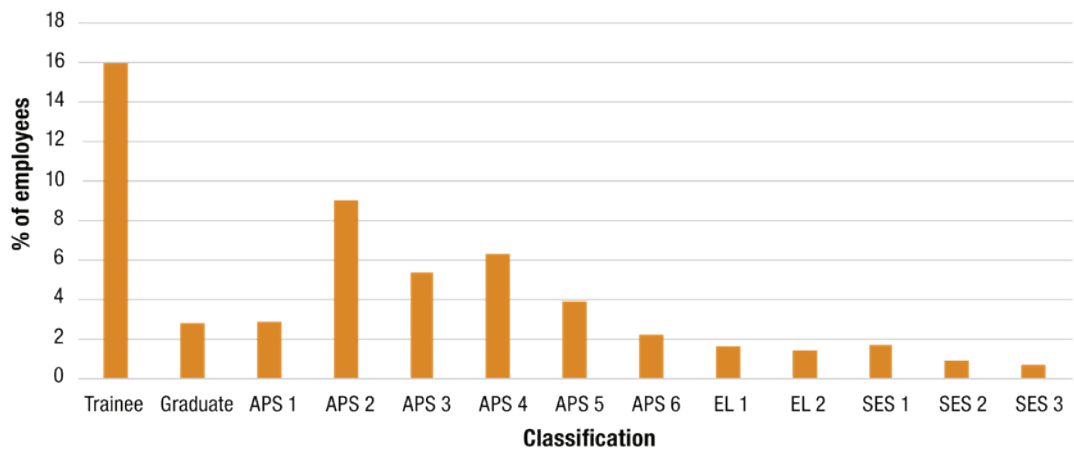


Figure 2.3: Proportion of First Nations employees (2003 to 2022)



Source: APSED

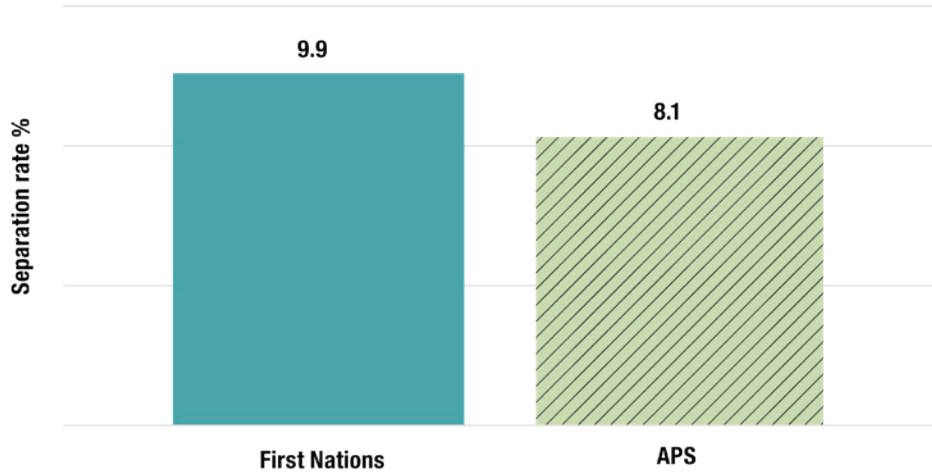
Figure 2.4: Proportions of First Nations employees by classification (30 June 2022)



Source: APSED

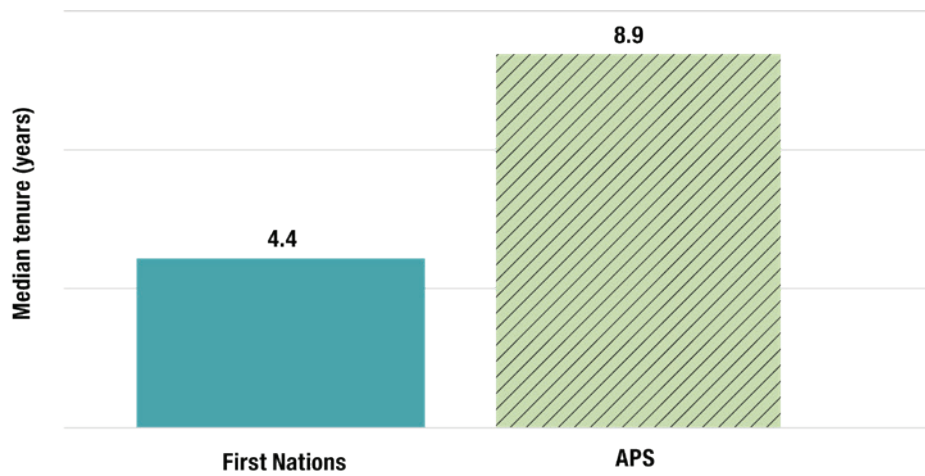


Figure 2.5: Separation rate of First Nations employees compared to all APS (30 June 2022)



Source: APSED

Figure 2.6: Median length of service at separation for First Nations employees compared to all APS (30 June 2022)



Source: APSED



CULTURAL INTEGRITY

Creating culturally safe workplaces and embedding an understanding of First Nations culture is vital to attracting and retaining First Nations employees in the APS and achieving Closing the Gap Priority Reform 3. The APSC has worked with First Nations employees and the National Indigenous Australians Agency (NIAA) to deliver support and practical guidance to uplift workforce cultural capability. The APS Academy provides dedicated learning to improve cultural capability among APS employees. The Aboriginal and Torres Strait Islander Cultural Capability: A Framework for Commonwealth Agencies is under review and resources to assist agencies to improve the cultural capability of their workforces, under development, are to be released in late 2022.

CASE STUDY

Footprints Program National Indigenous Australians Agency

The NIAA Footprints Cultural Learning Program aims to cultivate cross-cultural knowledge and understanding within the agency, by promoting an inclusive workplace where staff can bring their whole selves to work. Staff participate in a range of bespoke activities (books, movies, podcasts and exhibitions) to learn about cultural backgrounds, including First Nations peoples, cultures, lands and histories.

Footprints encourages staff to take responsibility for their own cross-cultural learning journey through a 'choose your own adventure' approach to learning, led by their own curiosity. Post-activity reflections help embed the learning as does sharing their learning experience with others.

Linked to the performance management cycle, conversations on cross-cultural knowledge and learning are a regular feature of the Footprints Program.

In 2022, the program was announced as a runner up for the Institute of Public Administration Australia (IPAA) 2021 Spirit of Service Awards, learning category. The next step for Footprints includes developing a toolkit to share with other workplaces interested in implementing the program.



Find out more
about the
Indigenous
Rangers Program

Commonwealth Indigenous Rangers Program National Indigenous Australians Agency



**Grestina Wilson, Bawinanga Ranger
(Western Arnhem Land) (Image: NIAA)**

The Commonwealth Indigenous Rangers Program, managed by the NIAA, recognises the expertise of First Nations peoples in caring for Country. Organisations are funded through competitive grant rounds to deliver Indigenous ranger programs that connect with and care for Country. This assists First Nations peoples to maintain Traditional obligations at the heart of their culture. It also provides communities with opportunities for employment, economic development and environmental management.

As at 30 June 2022, ranger organisations supported around 1,900 full-time, part-time and casual jobs through 128 Indigenous ranger groups across Australia. Approximately 86% of full-time equivalent positions had been filled by First Nations

people and measures put in place through funding agreements to increase this proportion through transition planning. About one-third of ranger jobs were filled by women.

In 2021, the Australian Government approved more than \$746 million to extend the Indigenous Rangers Program to 2028. This funding security will help Indigenous ranger groups undertake longer-term planning to manage Country. Another commitment by the Government is to double the number of Indigenous rangers by the end of the decade. Additional funding will expand existing ranger groups, create new ones, increase the number of women rangers, build further capacity in the First Nations land and water management sector, and create additional pathways for youth ranger programs.

Traditional Owners and community members play a key role in local project design, development, implementation and leadership. This aligns outcomes with the needs and interests of the community and the local environment. It also empowers ranger groups and communities to develop partnerships with research, education, philanthropic and commercial organisations. These partnerships support sharing skills and knowledge, engaging with schools, and generating additional income and jobs in environmental, biosecurity, heritage and other sectors.

Rangers report they feel more pride, self-worth, health and wellbeing. They also report having closer connections to family, culture and Country. Ranger groups point to a wide range of community benefits from the program. These include safer communities, strengthened language and culture, an ability to find meaningful employment, increased respect for women, and more role models for younger people.

In August 2022, the Minister for Indigenous Australians, the Hon Linda Burney MP, and the Minister for the Environment and Water, the Hon Tanya Plibersek MP, acknowledged the work of the program in protecting land and sea Country for the benefit of all Australians by launching *Stories from Country 2022*.

Minister Burney said that the Indigenous rangers deliver 'ecological and cultural outcomes as well as creating meaningful and culturally appropriate employment and career pathways for First Nations people.'





CAREER PATHWAYS

Under the Commonwealth Aboriginal and Torres Strait Islander Workforce Strategy 2020–24, work to date has focused on entry level pathways, such as graduate programs, rather than retention and/or recruitment into more senior roles.

The focus on junior roles, coupled with high separation rates, has likely contributed to low representation of First Nations Australians at middle and senior levels of the APS.

In a tight labour market with strong competition from all sectors for First Nations talent, career development and advancement offerings are vital in attracting and retaining First Nations employees. To build greater representation in senior ranks, the APS is exploring opportunities for a targeted SES recruitment and retention program with ongoing career development for First Nations SES.

The APS recognises that the geographic work location of First Nation employees may impact on career advancement.¹⁴ The APS Location Strategy, being developed as an initiative of the Future of Work Sub-committee, finds that the APS has been Canberra-centric in its recruitment. The Sub-committee is exploring options to locate staff closer to local communities (more information on the Location Strategy is in Chapter 7). Offering more opportunities in regional locations such as Darwin, the four APS Academy campuses established from 2023 will enable fulfilling careers in the APS where people can continue to stay close to where they have built their lives.

Affirmative Measures recruitment is one way the APS brings First Nations people into the workforce. Over the past year the number of positions advertised using Affirmative Measures increased from 110 in 2019–20 to 477 in 2021–22, including more positions advertised at senior levels. Despite this, and targeted campaigns by some agencies, this approach has not translated into significant change in the overall proportion of First Nations people in the APS workforce. This suggests more effort is required on the APS's employee value proposition for First Nations people, the recruitment processes involved and the capability of managers and human resource professionals. The launch of an Affirmative Measure Hub is one example of work undertaken over the past year to strengthen APS's ability to attract and recruit First Nations Australians.

¹⁴ APSC Research Note 11–22.



Helping agencies recruit First Nations Australians Affirmative Measure Recruitment Hub

The APSC launched the Affirmative Measure Recruitment Hub in July 2022 to support greater inclusivity in the workforce. The hub is a GovTeams page for everyone involved in recruiting and on-boarding First Nations staff. It provides an end-to-end suite of guidance, tools and resources to assist agencies in recruiting First Nations talent in a culturally safe way.

The guidance is designed to supplement and complement agency recruitment processes. The hub includes:

- guidance on every step of recruitment – job design, advertising, assessment, interviewing, merit lists and on-boarding
- fully customisable templates, tools and resources for use within any agency context.

The Aboriginal and Torres Strait Islander Employee Value Proposition: A Tool for Recruiters contains templates and suggesting wording, hints and checklists to help agencies create compelling recruitment campaigns specific to them and their vacancies. It is one of the significant resources housed on the hub.

The Affirmative Measure Recruitment Hub is the result of a collaborative project run by the APSC's Inclusion Group. This group works with other teams across the APSC and APS to support a diverse, inclusive workforce. The hub is the key output of the six-month, cross-agency Affirmative Measure Indigenous Recruitment project, which involved 23 agencies.

Any Australian Government employee can access the hub. To do so, employees email diversity@apsc.gov.au

JAWUN PROGRAM

APS employees benefit when they can engage directly with First Nations communities, while contributing their skills to practical activities that build greater inclusion.

Jawun is a not-for-profit organisation placing people from corporate and government organisations into Indigenous communities in 12 regions across Australia. Commonwealth government agencies have been participating in the Jawun APS Secondment Program since 2011, facilitating more than 700 APS employees to live and work in Indigenous communities across Australia.



The primary purpose of these secondments is to contribute to the capacity of Indigenous organisations through skill and knowledge transfer. APS secondees also bring Jawun experience back to their agencies, positioning them to help drive cultural change.

To better leverage secondee learnings and relationships gained through Jawun to further Closing the Gap priority reforms, the APS is working closely with Jawun to expand the program. This includes:

- increasing the total number of secondees by broadening the secondment target group to include APS 6 through to SES
- considering different secondment formats, such as longer secondments or small team secondments
- developing a strong and active alumni of Jawun secondees to support cultural change in the APS.

GENDER EQUALITY

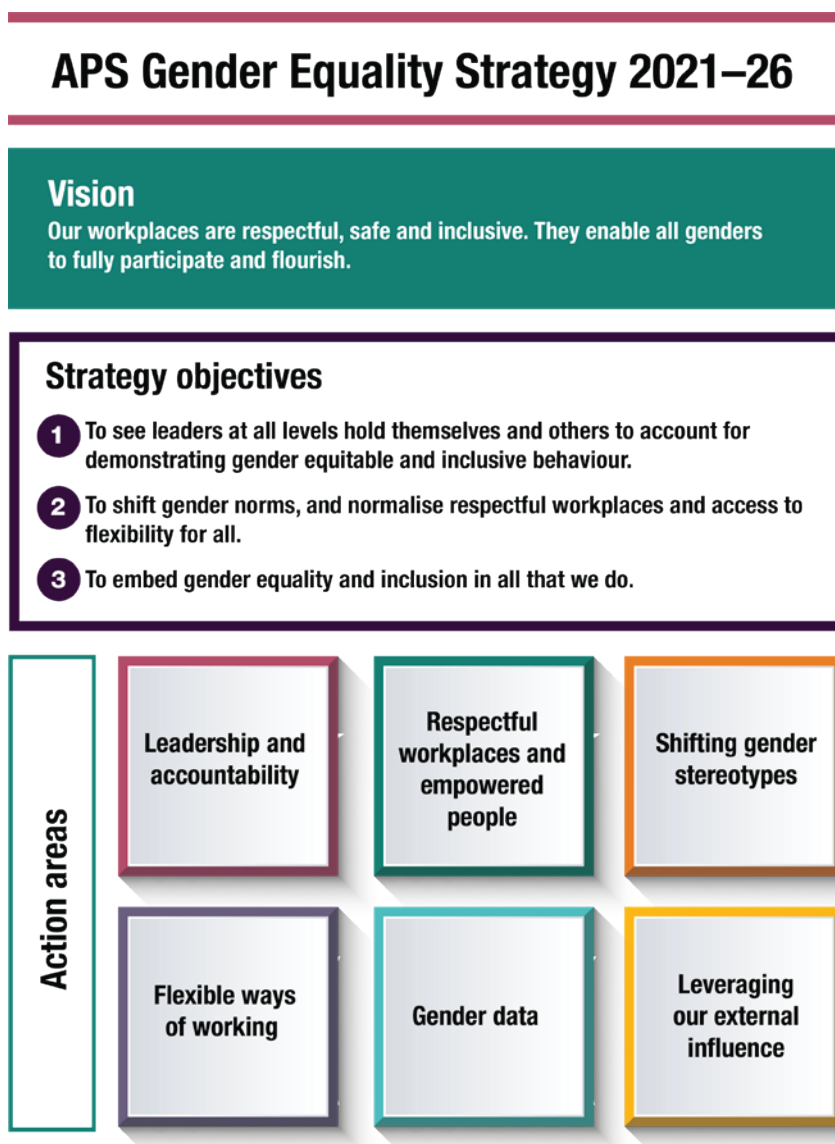
The APS continues to lead the way in many aspects of gender equality. Female representation is strong, with the APS now comprising 60.4% women. For the first time, the APS has achieved gender balance at most senior leadership levels, and the gender pay gap continues to decline.

Despite this progress, gender equality remains a focus and there is still much to do. The APS needs to embed areas of strength and identify and respond to opportunities to further gender equality. To support this the APS Gender Equality Strategy 2021–26 was launched in December 2021.

This is not just a ‘women’s strategy’. It is a strategy that prioritises leadership and role modelling, greater gender diversity in specific occupations, safe and respectful workplaces, and continued focus on the gender pay gap (Figure 2.7).



Figure 2.7: Summary of the APS Gender Equality Strategy 2021–26



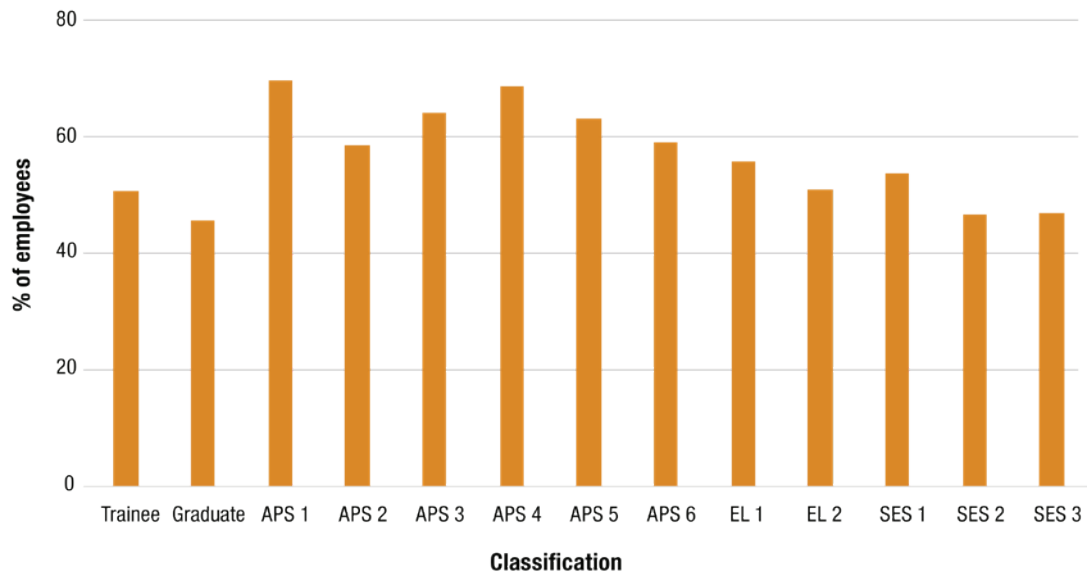
Source: APS Gender Equality Strategy 2021–26

WOMEN IN LEADERSHIP

The proportion of women in leadership positions continues to grow, with women making up 52% of the SES. The greater proportion of women at lower classification levels (Figure 2.8) continues, but the APS expects a positive flow-on effect from the increasing number of women in leadership roles. Change happens when leaders lead by example, and employees can see themselves in the leadership cohort. With targeted development programs and communication, women in the APS 4 to APS 5 levels are expected to feed into leadership levels.



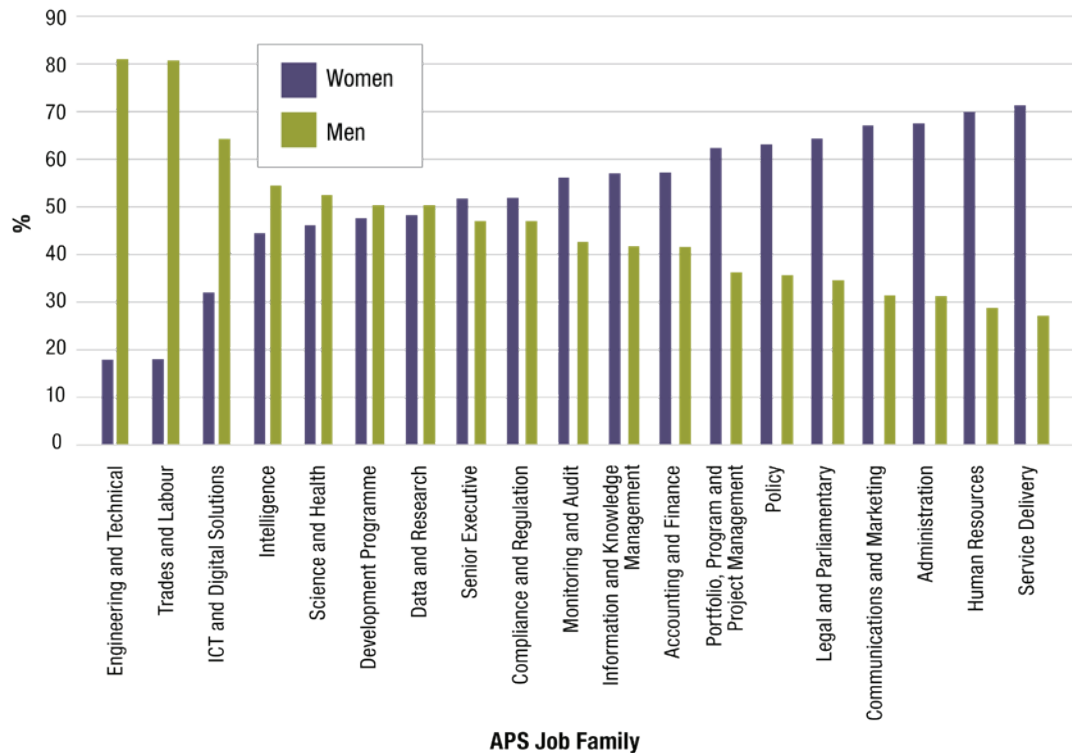
Figure 2.8: Proportion of women in each classification (30 June 2022)



Source: APSED

While the number of women in leadership roles continues to grow, a high proportion of women fill roles at lower classification levels doing work more likely to be automated as technology evolves. With high proportions of women in the areas of service delivery, HR and administration (Figure 2.9), these impacts present an opportunity for reskilling and transitioning to different, higher-paying roles¹⁵ in in-demand or emerging occupations. Over time, these targeted reskilling efforts are expected to change the shape of Australia's workforce, by increasing the proportion of women in traditionally male-dominated fields including information and communications technology (ICT) and project management.

¹⁵ A Madgavkar et al., *The future of women at work: Transitions in the age of automation*, June 2019.

**Figure 2.9: Proportion of APS Job Family by gender (30 June 2022)**

Note: A Job Family represents functionally similar jobs that perform related tasks and require similar or related skills and knowledge.

Source: APSED.

Programs to build leadership capability for women are already underway in areas of work that hold a high proportion of women at lower classification levels. Initiatives such as Coaching for Women in Digital and Women in IT Executive Mentoring are examples of approaches seeking to prepare women for the future.



CASE STUDY

Bridging the gender gap in digital roles



Developing leadership skills for women in digital roles
(Image: nenetus/ Adobe Stock)

The Digital Profession is helping to create a more diversified and digital-ready APS workforce through programs and initiatives targeting groups historically under-represented in digital roles.

Two programs, Coaching for Women in Digital and Women in IT Executive Mentoring, aim to develop leadership skills, increase the number of women in leadership roles and reduce barriers to women's career progression. This is vital to help foster a culture of innovation and the change needed to support digital transformation in government.

The 1,000 APS digital traineeships announced at the Government's Jobs and Skills Summit (September 2022) will also provide opportunities for women, First Nations peoples, older Australians, and veterans transitioning to civilian life. By providing flexible training alongside employment, the APS Digital Traineeship Program will unlock opportunities for people, including women, wanting to reskill so they can more fully participate in the workforce.

These programs, and other Digital Profession initiatives, are helping to build the digital capability and diversity the APS needs to support digital transformation and continue to deliver quality outcomes for the people and businesses of Australia.

'The program really does try to get you to be self-reflective in a positive but realistic way. The focus on strengths was a revelation for me. It has allowed me to share my knowledge, enthusiasm for learning and support my team more confidently.'

Helen – participant, Coaching for Women in Digital program, 5 August 2021.

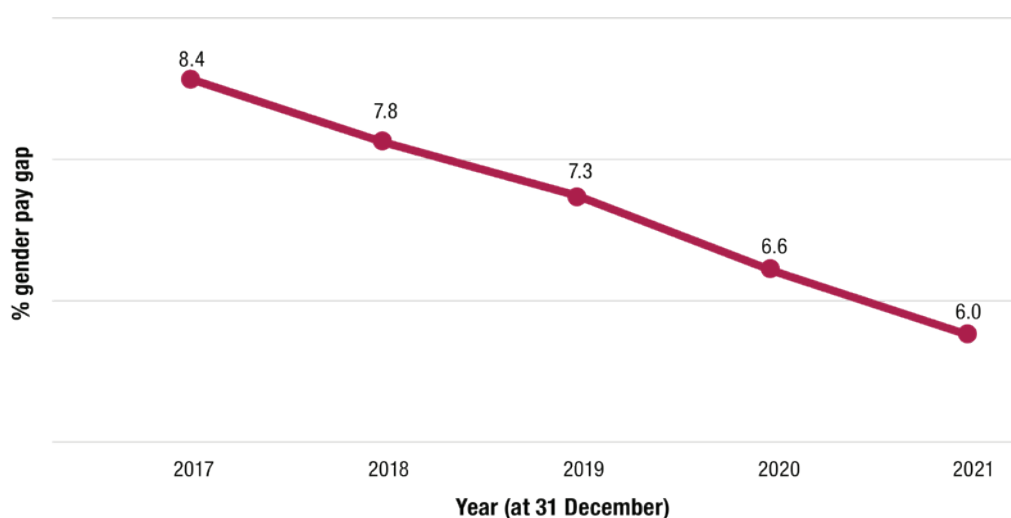




APS GENDER PAY GAP

The gender pay gap across the APS in 2021 was 6.0%, a decrease from 6.6% in 2020 and a continuation of a steady downwards trend since it was first reported in 2015. In 2021, the APS gender pay gap was less than half the national gender pay gap of 14.1% (Figure 2.10).

Figure 2.10: Average gender pay gap trends (2017 to 2021)



Source: APS Remuneration Report

The APS gender pay gap calculation is based on the methodology used by the ABS and the Workplace Gender Equality Agency (WGEA) and uses average base salary to allow for comparisons across sectors. Another method to measure gender equality in the APS is the difference in median base salaries at each classification level. As shown in Figure 2.11, the greatest difference in median base salary in 2021 occurred at the APS 2 level, 2.7% in favour of women. Four classifications had an observable difference in median base salaries in favour of men: Graduate, EL 2, SES Band 2 and SES Band 3 levels. Four classifications at the APS 1 through APS 4 levels had an observable difference in base salaries in favour of women. All other classifications had negligible differences.

**Figure 2.11: Median base salary by gender and classification (31 December 2021)**

Class'n.		Headcount	Median Base Salary	% difference between genders
Grad.	Female	855	\$66,563	2.4
	Male	798	\$68,219	
APS 1	Female	125	\$53,468	-1.8
	Male	167	\$52,514	
APS 2	Female	1,204	\$58,059	-2.7
	Male	785	\$56,515	
APS 3	Female	7,926	\$66,646	-0.1
	Male	4,651	\$66,563	
APS 4	Female	17,718	\$76,103	-0.4
	Male	7,996	\$75,835	
APS 5	Female	13,223	\$82,059	0.0
	Male	7,952	\$82,059	
APS 6	Female	20,004	\$95,859	0.0
	Male	14,093	\$95,873	
EL 1	Female	16,365	\$119,651	0.0
	Male	13,233	\$119,651	
EL 2	Female	6,555	\$147,828	0.3
	Male	6,411	\$148,315	
SES 1	Female	1,124	\$211,531	0.0
	Male	979	\$211,429	
SES 2	Female	287	\$274,940	0.2
	Male	332	\$275,378	
SES 3	Female	60	\$375,028	1.6
	Male	76	\$381,062	

Note: The percentage difference between genders is the difference between male and female median base salaries expressed as a percentage of male earnings.

Source: 2021 APS Remuneration Report

The factors influencing and contributing to the APS gender pay gap are complex and varied. They include:

- higher representation of women at lower classifications
- the impact on career progression for women accessing maternity leave or caring arrangements
- the differences in negotiated conditions and remuneration across APS agency enterprise agreements and policies.

Solving the gender pay gap in the APS is complex and is linked to the need for broader societal change to remove barriers to women's workforce participation, along with fair and equal pay. The APS-wide work in implementing the Gender Equality Strategy and APSC's work in reviewing the *Maternity Leave (Commonwealth Employees) Act 1973* are both designed to help drive the gender pay gap down to inconsequential levels.



REVIEW OF THE *MATERNITY LEAVE (COMMONWEALTH EMPLOYEES) ACT 1973*

The review of the Maternity Leave Act began in November 2021. It is the first comprehensive examination of parental leave entitlements in the APS for more than 40 years.

The review aims to ensure the APS remains an employer of choice in providing appropriate support to new parents, promoting gender equality and inclusion, and providing increased flexibility. It is exploring:

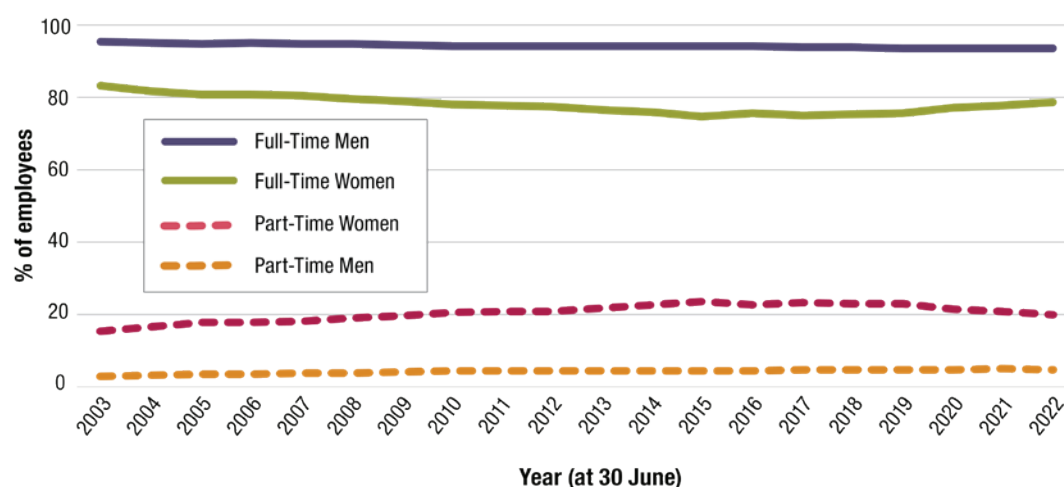
- eligibility and entitlements
- health needs of birth mothers
- superannuation on parental leave and
- creating a more equitable landscape for non-birth parents.

The review is also drawing comparisons with state public service offerings and private sector employers to deliver a suite of recommendations intended to bring the APS in line with community expectations and what is expected as a model employer.

SHIFTING GENDER STEREOTYPES

All APS employees should have equal choice when it comes to balancing work and caring responsibilities while being supported to pursue career opportunities. Over the past 20 years, the percentage of women accessing part-time work steadily increased but for men it remained largely unchanged (Figure 2.12).

Figure 2.12: Working hours by gender and year (2003 to 2022)



Source: APSED



Across the world, women were disproportionately impacted by the COVID-19 pandemic.¹⁶ Rates of overall employment, hours of work, and the division of unpaid work at home were all affected. The situation in Australia was no different.¹⁷ While the impacts on women were pronounced during the pandemic, the response to COVID-19 may ultimately offer opportunities for greater gender equality.

As the pandemic unfolded, employers offered more access to flexible working arrangements. The size and speed of this transition within Australia was unprecedented.¹⁸ If managed well, this greater access to flexibility has the potential to increase gender equality and workforce participation of women, including in leadership roles. Through working from home, a greater number of men have experienced the demands associated with caring and domestic work. This has the potential to shift gender norms, at work and at home.¹⁹

Increased access to flexible working arrangements was one way the APS responded to COVID-19. These changes may ultimately see greater gender equality across the public service.

GENDER EQUALITY REPORTING

Alongside implementing the APS Gender Equality Strategy, the APS continues to focus on gender equality by supporting the work of the WGEA.

Before the review of the *Workplace Gender Equality Act 2021*, the Australian Government committed APS agencies to report to WGEA from 2022–23. To prepare for this new annual reporting, the APSC has worked closely with WGEA to align data already collected through its existing reporting arrangements to WGEA's reporting requirements. This demonstrates responsible data sharing and streamlines processes for all APS agencies.

A pilot involving five agencies was completed in 2021. The feedback was used to update elements of WGEA's reporting to align more closely to the public sector environment. In 2022, APS agencies were encouraged to report to WGEA on a voluntary basis, with more than 40 agencies participating and providing additional feedback on data collection and survey processes to further develop WGEA's approach for the APS.

¹⁶ T Alon et al., *The Impact of COVID-19 on Gender Equality*, n.d., 2020.

¹⁷ TW Fitzsimmons, MS Yates and VJ Callan, *Experiences of COVID-19: The pandemic and work/life outcomes for Australian men and women*, Brisbane: University of Queensland Business School, n.d., 2022.

¹⁸ Productivity Commission, *Working from home*, 16 September 2021.

¹⁹ T Alon et al., *The Impact of COVID-19 on Gender Equality*, n.d., 2020.



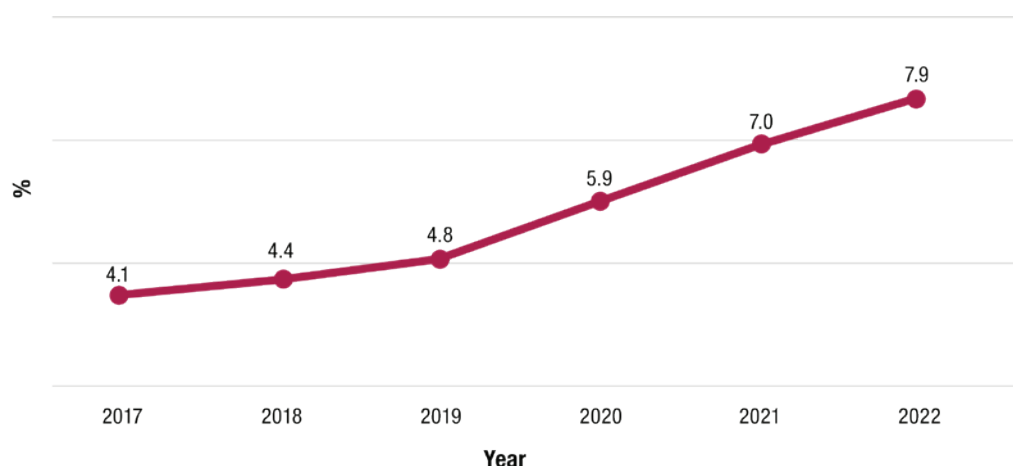
This valuable data collection process will allow the APS to benchmark progress on gender equality matters against other entities and compare progress against other industries. It will also help measure the participation of women in the workforce, measure the representation of women in leadership roles and help identify gender equality challenges for future action.

LGBTIQA+ EMPLOYEES

APS inclusion is achieved when a diversity of people, regardless of gender identity or sexual orientation, have equal access to opportunities and can contribute their unique perspectives, skills and capability to realise better outcomes for our nation.

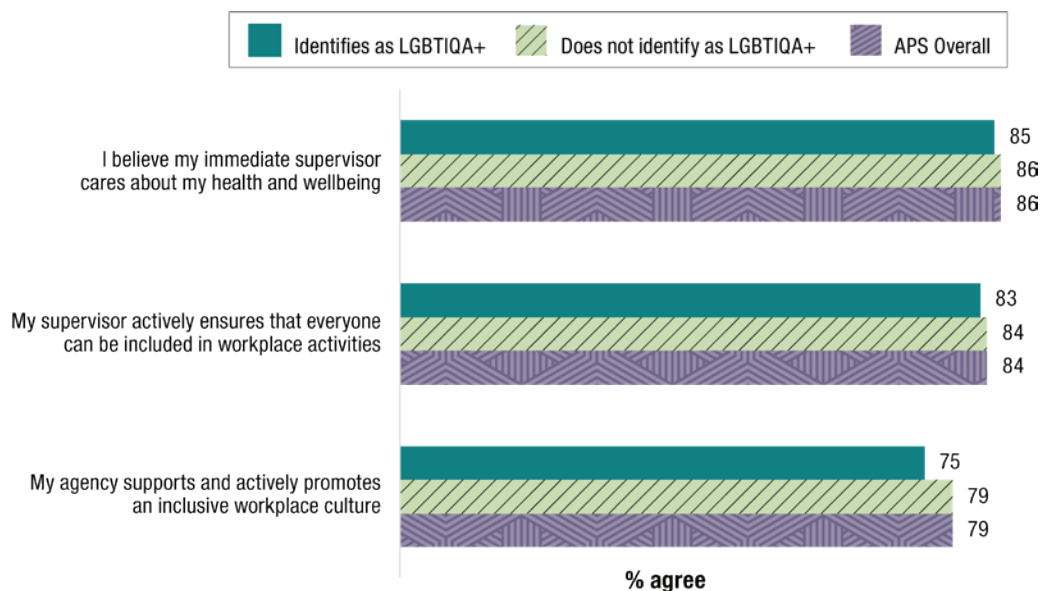
In 2022, 7.9% of APS Employee Census respondents identified as LGBTIQA+ (Figure 2.13). The proportion identifying as LGBTIQA+ has steadily increased since data first became available in 2017. This suggests that the APS is successfully attracting, recruiting and retaining greater numbers of people who identify as LGBTIQA+ and/or increasingly providing workplaces in which employees feel safe to disclose their LGBTQA+ identity – an important step toward a more diverse APS.

Figure 2.13: Proportion of employees identifying as LGBTIQA+ (2017 to 2022)



Source: APS Employee Census

While recruiting and retaining LGBTIQA+ employees is important, so is providing inclusive environments. Employees who feel valued, safe and respected at work can be satisfied with their jobs and perform at their best. LGBTIQA+ employees are no different. The APS Employee Census data suggests that most respondents who identified as LGBTIQA+ (83%) thought their immediate supervisor actively ensured that everyone can be included in workplace activities. A similar majority (85%) thought their immediate supervisor cared for their health and wellbeing (Figure 2.14).

**Figure 2.14: LGBTIQ+ employee perceptions (2022)**

Source: 2022 APS Employee Census

PEOPLE WITH DISABILITY

The APS is committed to supporting a more inclusive Australia where everyone can participate socially and economically.²⁰ As an employer, this means providing opportunities for people with disability to build rewarding public service careers.

The number of people living with disability in Australia is estimated to be 17.7% of the population, or about 4.4 million people. The unemployment rate of working-age people with disability (10%) is twice that of those without disability (4.6%).²¹

In the APS, the rate of employees who identify in their agencies' HR system as living with disability is significantly less than those who identify anonymously in the Employee Census. This situation is not unique to the APS. It is reflected in public and private sectors both nationally and internationally.

²⁰ NDIS (National Disability Insurance Scheme), *Australia's Disability Strategy 2021–2031*, 3 December 2021.

²¹ AIHW (Australian Institute of Health and Welfare), *People with disability in Australia*, 5 July 2022.



Research shows that some employees feel safe identifying within their immediate work areas but are less inclined to provide this information centrally and without context.²² The APSC is working to better understand the cultural or structural barriers to identification. In the 2022 Employee Census, almost one in three (30%) of respondents advised that their disability status was not recorded in their agency's HR system. The top three reasons for this were that respondents:

- did not require any adjustments to perform their role (38%)
- were concerned about being discriminated against (34%)
- saw no reason or benefit in sharing this information with their agency (33%).

The Disability Employment Strategy 2020–25 aims to attract, recruit and retain more people with disability in the APS and ensure that workplace cultures and environments are accessible and inclusive (Figure 2.15). A mid-point strategy evaluation, due to start at the end of 2022, will assist the APS to better understand the scope of work being implemented across the public service and identify where to further focus agency actions.

Figure 2.15: Focus areas of the Australian Public Service Disability Employment Strategy 2020–25



Source: Australian Public Service Disability Employment Strategy 2020–25

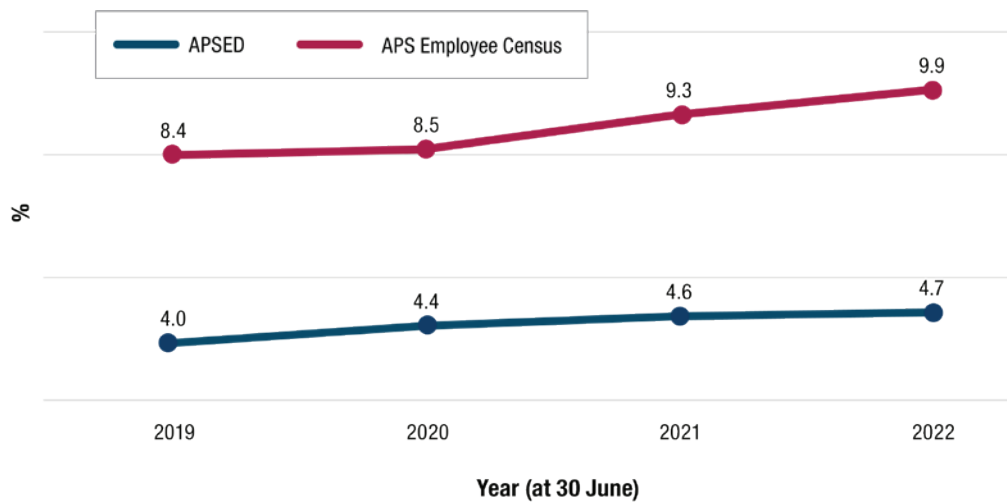
²² P Gray, *To tell or not to tell? Disability disclosure in the Australian Public Service*, 12 March 2020.



The proportion of APS employees who identify in their agencies' HR system as having a disability has slightly increased since 2013 to 4.7%. The Australian Public Service Disability Employment Strategy 2020–25 sets a goal of 7% employees with disability across the APS by 2025.²³ Only 10% of agencies have met this target.

In the anonymous 2022 APS Employee Census, 9.9% of employees reported having an ongoing disability, a slight increase from 9.3% in 2021 (Figure 2.16).

Figure 2.16: Proportion of employees who reported having a disability within APSED and the APS Employee Census (2019 to 2022)



Source: APSED; APS Employee Census

²³ APSC, *Australian Public Service Disability Employment Strategy 2020–25*, 3 December 2020.



CASE STUDY

Dandelion Program Department of Home Affairs

The Department of Home Affairs partnered with DXC to deliver the Dandelion Program, which creates a talent pipeline for filling junior technical positions for the ICT Division. It is unique and specifically designed for people with autism and/or neurodiversity, enabling them to gain employment in a suitably supportive environment. The program also facilitates participants to undertake an ICT qualification if they choose to.

Highlights of the Dandelion Program over the last 5 years include:

- 22 trainees have completed the program
- 100% of trainees have moved into paid, full-time roles since completing the program
- 8 trainees have won full-time positions within the APS at APS 3, APS 4 and APS 5 levels
- 10 trainees have transitioned into non-APS roles
- 9 trainees have achieved an International Software Testing Qualifications Board Certification, the leading global certification scheme in the field of software testing.

Feedback on the program is very positive, with 80% of co-workers and supervisors agreeing it succeeds without requiring additional overhead costs. Staff are genuinely proud of the program.

The Dandelion Program was a finalist in the IPAA awards, learning category.

'The Dandelion program was a chance, an opportunity to be accepted, acknowledged, and valued for who you truly are. This program is my life changer, from someone with almost no self-esteem or self-worth, depression, and no source of income, to someone who is valued, respected, adored and loved. Within my few years in this program, I had won an APS position twice, purchased an apartment, I made dear life-long friends, and I also met my partner through the program. I think this program changed how people see Autism. It helped dispel the stigma and prejudice, it opened up an opportunity for people to be more understanding and kind. It also helped people see that Autism isn't just a disability, it's a strength.'

Dandelion Program trainee

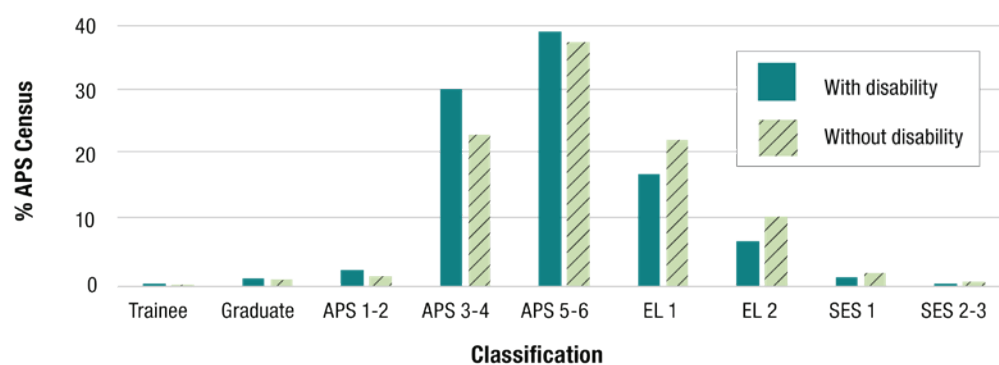
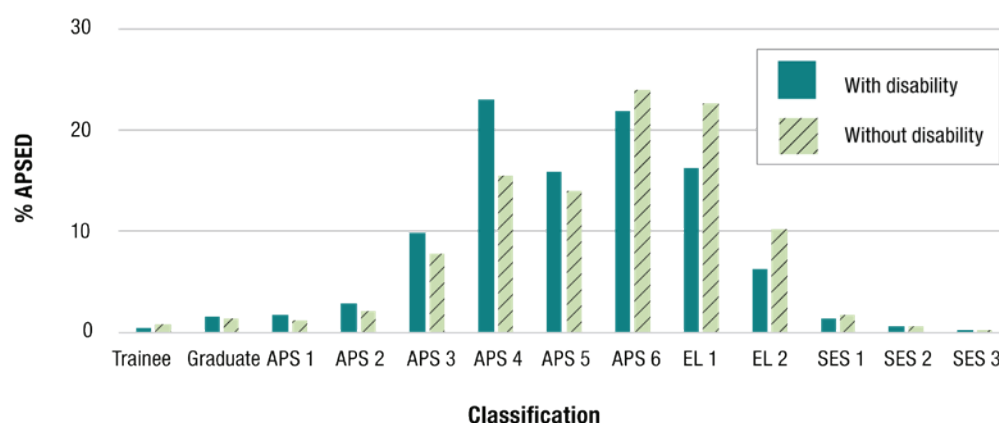




RECRUITMENT AND RETENTION

When compared to employees without disability, a greater proportion of those with disability are employed at the APS 1 to APS 5 classification levels. They are less represented at EL 1 and EL 2 classifications (Figure 2.17). Greater attraction and retention of people with disability will help balance disability by all classification levels.

Figure 2.17: Proportion of employees with disability by classification (30 June 2022)



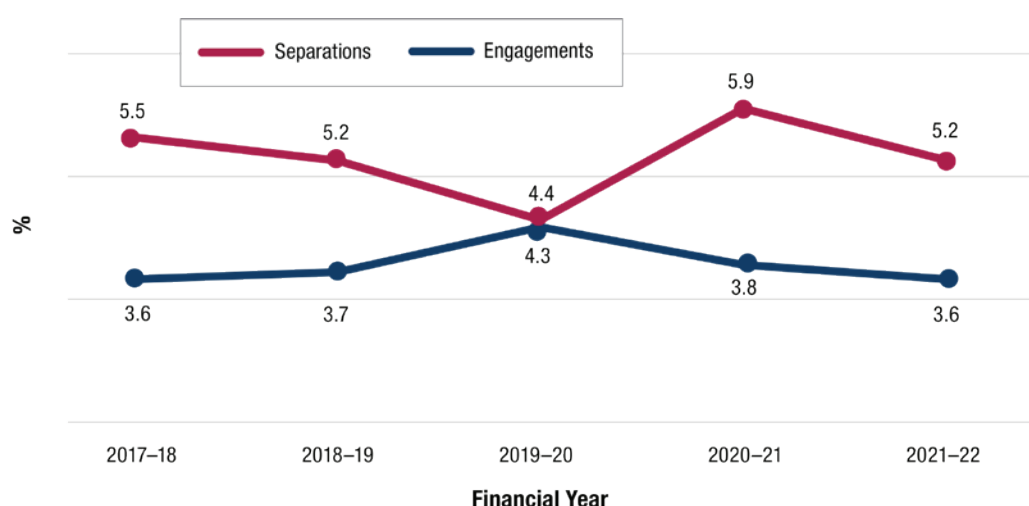
Source: 2022 APS Employee Census, APSED, 30 June 2022



The proportion of engagements of employees with disabilities was between 3.6% and 4.3% over the past five financial years (Figure 2.18). Advertising positions under Affirmative Measures provisions and using the RecruitAbility scheme are core initiatives to support candidates with disability. RecruitAbility allows candidates who meet the minimum requirements for the position to progress to the next stage of recruitment. In most cases, this is the interview stage. Over 65% of jobs in the APS are now advertised with RecruitAbility.

The proportion of separations of employees with disability declined in 2021–22 (Figure 2.18). While this may have been influenced initially by COVID-19, increased workplace flexibility, including more opportunities to work remotely may also be having an effect.

Figure 2.18: Engagements and separations for employees with disability (2017–18 to 2021–22)



Source: APSED



ACCESSIBLE AND INCLUSIVE WORKPLACE CULTURES AND ENVIRONMENTS

The APS must continue to focus on removing barriers to the career development of people with disability.

Employees with disability were more likely (39%) to report barriers to seeking a temporary move compared to employees without disability (26%). One barrier reported by a high proportion of employees with disability was concerns about losing flexible working arrangements (34%). People living with disability are more likely to be:

- in part-time work (19% compared with 14% for employees without disability)
- accessing flexible hours (30% compared with 26% for employees without disability).

Normalising flexible working and ensuring it is offered consistently throughout the APS will help address some reported barriers around mobility and career development for people with disability.

Lack of accessibility is another key barrier to mobility. In 2021–22, the Department of Finance and the APSC progressed Action 10 of the Disability Employment Strategy 2020–25 to build an understanding of accessibility across APS premises. This is being achieved by reviewing a sample of Australian Government owned and rented premises for their levels of accessibility. Work is expected to be completed by the end of 2022.

Visibility of senior leaders with disability is important to demonstrating that the APS is a place where people with disability can aspire to leadership positions. The establishment in 2021 of a network for SES with disability provides visible leadership. It is also an opportunity for SES officers with lived experience to provide input into initiatives that support career development for people with disability.



CASE STUDY

Disability Contact Officer Australian Electoral Commission

In February 2022, the AEC introduced the role of Disability Contact Officer. This is a single point of contact for employees with disability, and the managers and colleagues who assist them to access support within the AEC.

This newly created role is designed to increase employment opportunities and outcomes for people with disability, as outlined in the Australian Public Service Disability Employment Strategy 2020–25. It is part of AEC's diversity and inclusion function within the People Branch.

The Disability Contact Officer provides a consistent approach to giving confidential advice, assistance and support on issues related to disability in the workplace. Key responsibilities include:

- providing support, information and advice to employees with disability, their colleagues and their managers
- connecting staff to resources and support networks related to accessibility, workplace participation and inclusion of people with disability
- providing information and suggestions about applying for workplace adjustments
- providing assistance and information to managers for employees with newly acquired or newly disclosed disability.

A dedicated mailbox provides employees with an easy, discrete and accessible contact point. It also allows the Disability Contact Officer to provide timely, confidential and tailored advice and support, including on information and support in accessing reasonable adjustments in the workplace and flexible work arrangements.

The new role has been promoted through intranet articles and updates to existing webpages. The AEC's letter of offer to new employees has been updated so those starting with the agency are aware of this support.



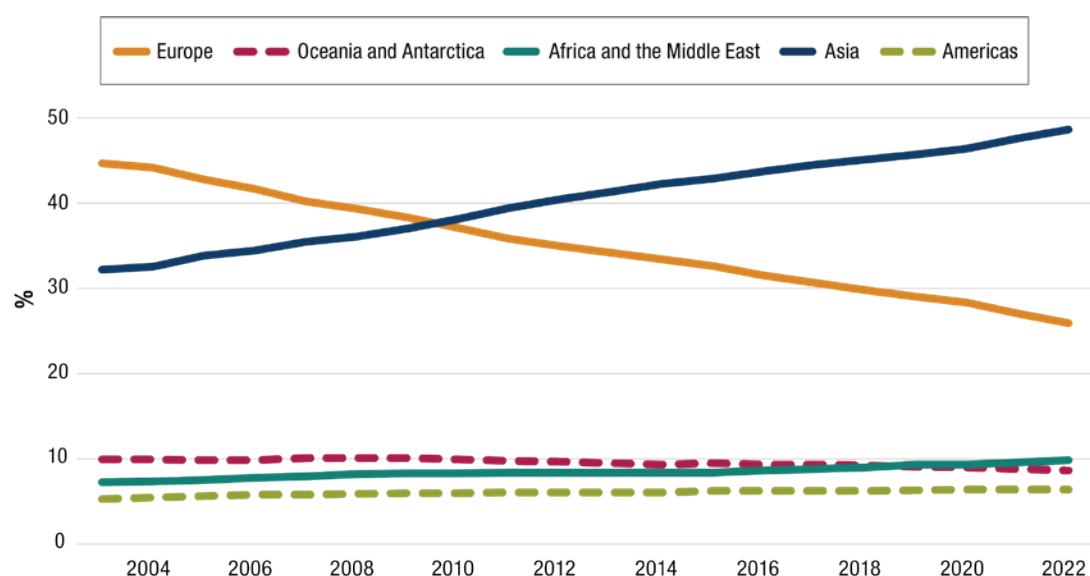
CULTURAL AND LINGUISTIC CONNECTIONS

Having a culturally and linguistically diverse workforce is one way the APS can understand the range of views that represent people's experiences.

Culturally and linguistically diverse Australians make up a substantial proportion of the Australian population. ABS census data showed that, in 2021, around one-quarter of Australia's population (27.6%) were born overseas. The APS workforce mirrors this diversity, with 22.7% of employees recorded as born outside of Australia, and a similar proportion stating they first spoke a language other than English (23.2%).²⁴ These figures have gradually but steadily increased over the last 20 years. These trends highlight the strong representative connections between the APS workforce and the wider Australian population, including those of culturally and linguistically diverse backgrounds.

Of APS employees born overseas, the proportion born in European countries has decreased steadily since 2003, while the proportion born in Asian countries has increased. This trend continued in 2021–22, with 26.1% of APS employees born overseas being from European countries, and 48.9% being from Asian countries. Other regions have only changed marginally over the last 20 years, and each make up less than 10% of the APS workforce born overseas (Figure 2.19).

Figure 2.19: Region of birth for APS employees born overseas (2003 to 2022)



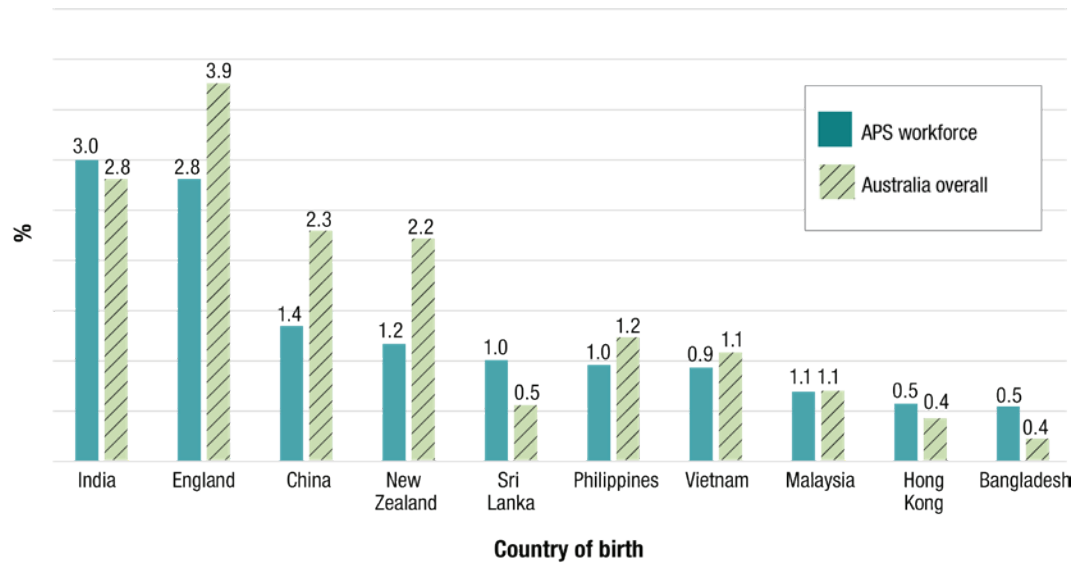
Source: APSED

²⁴ APSED as at 30 June 2022



Excluding Australia, the most common countries of birth of APS employees include India (3%), England (2.8%) and China (1.4%). These largely reflect the composition of the wider Australian population (Figure 2.20).

Figure 2.20: Country of birth of APS employees and the Australian population, excluding Australia (30 June 2022)



Source: APSED and ABS²⁵

The proportion of APS employees whose first language was English only has steadily decreased over the last 20 years, from 82% in 2003 to 76.7% in 2022. Similarly, proportions of those whose first languages were English and another language increased from 7.7% in 2003 to 12.2% in 2022.

²⁵ ABS, *Census of Population and Housing: Cultural diversity data summary, 2021*, 28 June 2022. Note: Population of China does not include semi-autonomous regions or Taiwan.



Racism. It Stops With Me Australian Human Rights Commission



**Racism. It Stops With Me campaign imagery
(Image: Australian Human Rights Commission)**

Racism. It Stops With Me is a priority initiative of the Australian Human Rights Commission.

This national public awareness campaign provides tools and resources to help people and organisations learn more about racism and develop the skills to act against it. The campaign invites all members of the Australian community to reflect on and educate themselves about what they can do to challenge interpersonal, institutional, and systemic racism and work within their sphere of influence to create meaningful change.

As part of the campaign, a Workplace Cultural Diversity tool is freely available online. This self-assessment tool supports organisations to increase cultural diversity and inclusion by way of a commitment to anti-racist practice. By prompting organisations to think critically about the role of racism in the workplace, the tool aims to support a more robust approach to cultural safety, cultural competency, cultural diversity and inclusion.

The comprehensive resource hub also showcases Australian organisations' experiences with improving aspects of cultural diversity and inclusion across different sectors.



Read more about the *Racism. It Stops With Me campaign*

Explore the AHRC resource hub

Discover the AHRC Workplace Diversity Tool



A MULTIGENERATIONAL WORKFORCE

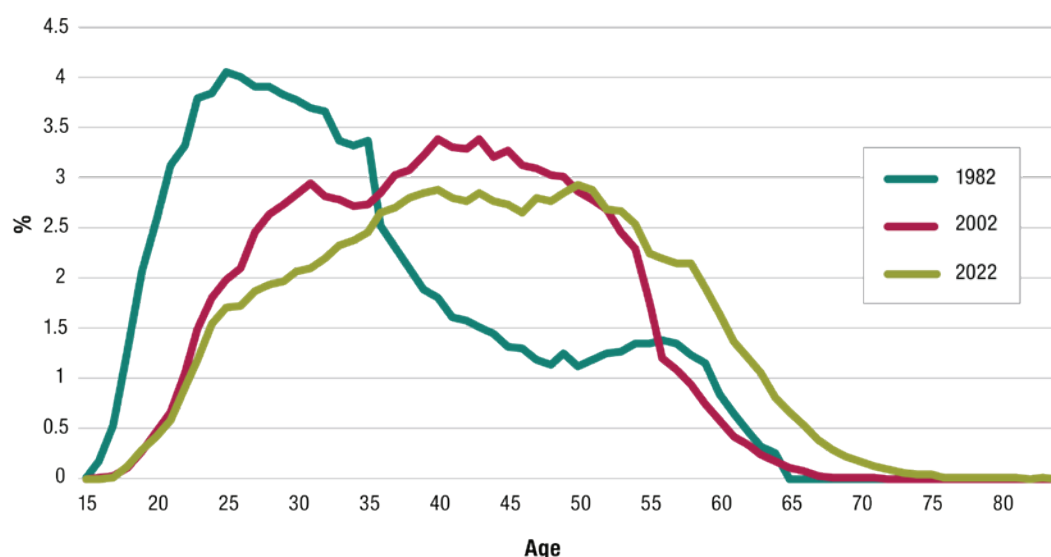
Australia's ageing population was cited as the country's greatest demographic challenge in the *2021 Intergenerational Report*.²⁶ By 2060–61, the number of Australians aged 65 years and older will double to 8.9 million, comprising 23% of the population.

As Australians are living longer, they are also working later into their lives. For the first time in history, the workforce now comprises five generations. A multi-generational workforce enables synergies, with each generation delivering complementary benefits to each other. Recent research suggests employees are more productive when they work with others of a different age.²⁷

It will not, however, be straightforward to realise these opportunities. To maximise the benefit of a multigenerational workforce, agencies need to actively target the aspects of work and work design that are important to each generation. At a fundamental level, both older and younger staff are alike in what they value from a workplace. Older workers, however, tend to place increased importance on jobs they find interesting and value flexible working arrangements to support a work-life balance.²⁸

The APS workforce is ageing. The mix of workers of all generations has increased, with 47% of the APS aged 45 years or older (Figure 2.21).

Figure 2.21: Age distribution of APS employees over time (1982 to 2022)



Source: APSED

²⁶ The Treasury, *2021 Intergenerational Report*, 28 June 2021.

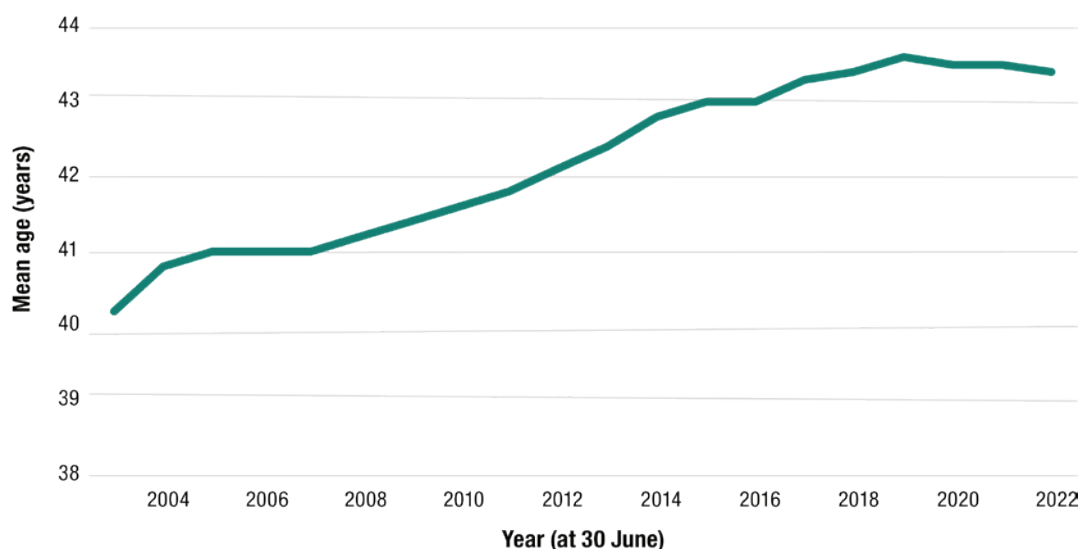
²⁷ OECD, *Promoting an Age-Inclusive Workforce: Living, Learning and Earning Longer*, 16 December 2020.

²⁸ Australian HR Institute, *Employing and retaining older workers*, n.d., 2021.



Overall, the average age of APS employees increased over the past two decades (Figure 2.22). In 2003, APS employees had an average age of 40.2 years. As at 30 June 2022, this was 43.4 years. In 2022, the average retirement age of APS employees is 61.3 years.

Figure 2.22: Average APS employee age (2003 to 2022)



Source: APSED

APS employees within the youngest and oldest age groups are more likely to seek alternatives to full-time work.²⁹ This is confirmed by recent data indicating that the proportion of the APS workforce undertaking casual employment is highest among those aged 24 years and younger, and 65 years and older. In addition, 8.4% of employees who retired over the past 10 years returned to a role in the APS and 90% of these were reemployed in a non-ongoing or casual role.

When older employees retire, they take with them their years of knowledge and skills, which cannot be immediately replaced by recruiting new employees. A work culture that supports older workers can improve retention of skills, experience and corporate knowledge. As mentoring programs come online across leadership programs or specialist areas, there is an opportunity to leverage off older workers by having them share their experiences and pass on corporate knowledge.

The APS will continue efforts to attract both younger and older employees. It will need to identify productive ways to apply the diverse wealth of skills and experiences held within its multigenerational workforce.

²⁹ APSC internal research, May to November 2020.



CHAPTER 3

LEADING THE APS

A modern, responsive and empowered APS requires leaders who can lead by example and inspire a workforce that maintains the trust of government and the Australian community.

APS leaders at all levels need to be supported to face future challenges through continuous development, peer networking and more modern structures and ways of working.

REVIEW OF HIERARCHY AND CLASSIFICATION

Good leaders will set the culture but still need the structures to back them in.

The independent APS Hierarchy and Classification Review identified ways the APS could streamline management, strengthen leadership and culture, and adopt more modern, agile ways of working. The aim is to reduce unnecessary hierarchy, improve decision-making and bring together the right expertise and resources to achieve the best services and outcomes for Australians.

Arising from a recommendation of the Thodey Review³⁰, the APS Hierarchy and Classification Review was undertaken by an independent panel comprising Dr Heather Smith PSM, Ms Kathryn Fagg AO FTSE, and Mr Finn Pratt AO PSM.

The review is fundamentally about modernising the way the APS operates, to better position itself to meet future challenges, provide more rewarding careers for employees and drive positive change for Australians in partnership with the Government. It was released on 26 August 2022.

FLEXIBLE, MODERN STRUCTURES

The APS will take measured steps towards more modern structures and ways of working, guided by the issues raised in the review. This includes accelerating work on culture and capability and supporting agencies to adjust their structures flexibly over time in line with updated guidance on optimal management structures.

³⁰ Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019.



The APS Framework for Optimal Management Structures sets out design principles to guide agencies' management structures, including the optimal number of vertical layers and management spans of control. An agency should not have more organisational layers than is necessary to perform effectively, with five to seven vertical layers seen as optimal in most cases. The framework also guides agencies on the number of direct reports a manager should have. This will vary based on the type of work and other characteristics of the operating environment.

The APS Hierarchy and Classification Review found that average spans of control across the APS are well below the benchmarks recommended in the framework, and that parts of the APS need to move to flatter, more contemporary structures and larger teams. Wider spans of control promote more effective delegation and risk-based decision-making and enable leaders to focus on the core task of 'leading'. This will be a key area of focus in updating the framework. The work will aim to modernise management structures and ways of working, while allowing flexibility, so agencies can adjust their structures over time.

LEADERSHIP BEHAVIOURS FOR ALL APS LEADERS

The APS Hierarchy and Classification Review highlighted the importance of great leadership to deliver a modern, responsive and empowered APS. The new Secretaries' Charter of Leadership Behaviours translates that insight into action. The charter sets out the behaviours Secretaries expect of themselves and the SES and want to see in leaders at all levels of the APS. Introduced in 2022, the charter focuses on behaviours that support modern systems leadership within the construct of the APS Values and Code of Conduct and builds on the APS Leadership Capability Framework.

The charter establishes key leadership behaviours expected of APS Secretaries and the SES – to be dynamic, respectful, have integrity, value others, and empower people (Figure 3.1). It is being adopted within agencies where appropriate and is being embedded in agency performance and development policy and initiatives. At the whole-of-APS level, the behaviours will guide the assessment and development of leaders as the public service strengthens and diversifies its leadership pipeline under the direction of the Talent Councils, enabled by work underway in the APS Academy.



Figure 3.1: Secretaries' Charter of Leadership Behaviours



Source: APSC



Read more about the Secretaries' Charter of Leadership Behaviours



Secretaries' Charter of Leadership Behaviours to DRIVE Great APS Leadership



IPAA Event, 6 September 2022 (Image: Rob Little Digital Images)

'If, regardless of formal lines, you can share ideas, empower others and draw on diversity of opinion and experience to achieve a shared goal – then you are exactly the leaders we need in the Australian Public Service.'

Professor Glyn Davis, Secretary, Department of the Prime Minister and Cabinet, 6 September 2022

In consultations to develop the Charter, Secretaries reflected on the importance of leaders collaborating across boundaries and working in partnership to succeed. They want to see leaders empower their people and actively seek out and value diverse perspectives, across all levels of their organisations, with less weight placed on positional authority and reporting lines.

Development of the Charter was led by then Secretary Simon Atkinson and Secretary David Fredericks, with support from the APSC. The starting point was the impact leaders have on those around them and how their behaviour influences the behaviour of their teams. Secretaries are now leading discussions in their portfolios to implement the charter, so it becomes part of the fabric of APS leadership.

'Your teams, your staff, your people will always be watching you. Always. They will always be learning from you. They'll always be taking their cues from you. They'll always be making judgements about you. That can either be a burden, or it can be a wonderful opportunity.'

David Fredericks, Secretary, Department of Climate Change, Energy, the Environment and Water, 6 September 2022





STEWARDSHIP

Central to the success of a high-functioning APS is its overarching stewardship role. The *Public Service Act 1999* specifically aligns the concept to Secretaries and the Secretaries Board. Stewardship goes well beyond effective planning and resource management to ensure high performance and sustainability into the future. It takes on the mantle of ensuring the long-term interests of the Australian community, through fit for purpose and innovative policy advice, regulation and services to meet changing priorities and circumstances.

Trust is central to the role of stewardship. The integrity of advice and the ability of the APS to deliver policies and programs that respond to community needs not only builds government trust in the APS, most importantly it builds the Australian community's trust in government itself.

To be effective stewards, public servants must reach beyond institutional barriers to work collectively to harness experience, diversity and resources and to deliver common objectives.

The Government has made clear that it will enshrine the responsibility of stewardship in the *Public Service Act 1999*. As Minister Gallagher stated on 13 October 2022, 'As servants of the public, we are all responsible and accountable for leaving the APS in better shape than we found it'.³¹

RECOGNISING EMERGING TALENT

Identifying and developing talented employees and leaders is critical for sustained high performance, innovation and continuity of professional service to government and the community.

A STRONG DIVERSE TALENT PIPELINE

Two SES talent councils support the development of APS leaders who are equipped to deliver now and into the future. Their goal is to identify and develop talented senior executives to ensure the APS has a pipeline of leaders equipped to steward a modern and dynamic public service in the future. The Secretaries Talent Council focuses on SES Band 3s and agency heads. The Deputy Secretaries Talent Council focuses on high-potential SES Band 1s and Band 2s.

³¹ PM&C, *Albanese Government's APS Reform Agenda*, 13 October 2022.



Expanding the work of talent councils was a key recommendation of the Thodey Review, recognising the importance of developing APS senior leaders to lead transformation and support a high-performing public service. Three years on from the Thodey Review, the talent councils – in partnership with secretaries and agency heads – have embedded and matured an enterprise-wide SES talent management system built around an annual talent cycle of assessment and development that draws on global practice tailored for the unique APS operating context. Benchmarking in 2022 indicates that this approach compares well against the approaches in large knowledge organisations across Australia.

Talent councils have linked with global assessment experts to assess the experience, capability and potential of nearly 400 senior officers from 50 agencies including all SES Band 3s who have been in their role for more than a year. This has provided leaders with an understanding of their strengths and areas to focus their development to fulfil their potential. It has also built evidence-based insight into the collective capability of APS leadership.

To identify and develop talent earlier in the senior leadership pipeline, the two talent councils work together to understand critical gateway experiences including the opportunity to work closely with ministers. The Deputy Secretaries Talent Council guides the career plans of high potential Band 1s and Band 2s to ensure they are developing the building blocks required for success in more senior roles. The Secretaries Talent Council oversees the systematic assessment and development of Band 3s, which includes an annual scan of internal and external talented executives who could fill critical senior roles in the APS. This annual scan provides an enterprise-wide view of the strength and diversity of the leadership cohort. The data and insights gleaned through the work of the talent councils guides consideration of development and mobility for high-performing senior staff.

Encouraging greater connection across the APS, this approach supports senior executives to renew and refresh their capability to deliver in their large and complex roles and lead the system transformation required for a high-performing public service.

SES officers are expected to lead by example and model behaviours reflecting integrity as the foundation of APS culture. In recognition of this critical leadership role, the Minister for the Public Service, Senator the Hon Katy Gallagher, has announced that SES performance will be assessed against behaviours as well as outcomes, with perceptions of SES behaviour to be reported in the next State of the Service Report.³² This aligns with the Charter of Leadership Behaviours announced in August 2022.

³² PM&C, [Albanese Government's APS Reform agenda](#), 13 October 2022



STRENGTHENING LEADERSHIP CAPABILITY

The APS Academy offers leadership and talent programs for APS leaders, deepening shared APS capabilities, mindsets and culture. This supports leaders to embrace the values and behaviours required of public servants, emphasising respect, integrity and empowerment. Through the APS Academy, leaders also engage with thought leaders and other APS practitioners, and build connections and networks with colleagues representing the full breadth of APS agencies. This whole-of-system approach ensures that APS Academy leadership programs are distinct from, and complement, opportunities offered within agencies themselves.

The APS Academy has an established yet dynamic offering including SES orientation and Band 1, 2 and 3 leadership development and women in leadership programs. In 2021–22, the APS Academy provided formal leadership and management development programs for over 900 participants from more than 90 agencies.

To enable the cultural shift needed to foster a more responsive, collaborative and entrepreneurial workforce the APS Academy launched the Senior Executive Stewardship Program for Band 3 deputy secretary and equivalent agency heads. The program is part of a holistic approach to development in response to the Band 3 capability and development review commissioned by the Secretaries Talent Council.

In 2022, a new initiative to honour exemplary leadership was established in honour of APS Academy Faculty Convenor, Dr Margot McCarthy. In partnership with the Secretaries Talent Council, the APS Academy established the scholarship in recognition of Dr McCarthy's contribution to the APS, her role in establishing the Academy and her approach to leadership. Each year the scholarship will recognise a high-performing Band 2 leader who has made a significant contribution to public policy and has a track record of inclusive leadership, including coaching and mentoring others. The scholarship offers the chosen leader international development and a secondment opportunity to extend their leadership practice. Upon completion, the recipient will give back to the APS by contributing to practitioner-led APS Academy learning experiences.



CASE STUDY

Connecting development for the most senior APS leaders

APS senior leadership roles are some of the largest and most complex in any sector in Australia. Senior leaders are collectively responsible for inspiring and engaging tens of thousands of staff to deliver policies and programs on behalf of the Government. The decisions they make, and the programs they lead, impact on every member of the Australian community.

In 2021–22, the Secretaries Talent Council – in partnership with the APS Academy – designed a continuous learning approach for SES Band 3s. This enables Band 3s to refresh and renew their capability across their careers. It also positions them to build the connections needed to progress multifaceted and complex policy issues.

The learning approach comprises regular assessment, feedback and coaching to inform development. More targeted support can be provided for new and less experienced Band 3s. This includes providing more detailed induction, assisting with building networks and supporting participation in the new Senior Leadership Stewardship program. This program focuses on systems leadership and the Secretaries Charter of Leadership Behaviours.

By establishing this integrated approach at the most senior levels, the Secretaries Talent Council signals the importance of creating a feedback, learning and performance culture across the APS.

FEEDBACK ON SES LEADERS

The annual APS Employee Census gives employees the opportunity to offer confidential thoughts and feedback about what they think is working in the public service. This employee voice provides valuable and realistic indicators of how leadership across the APS is being received.

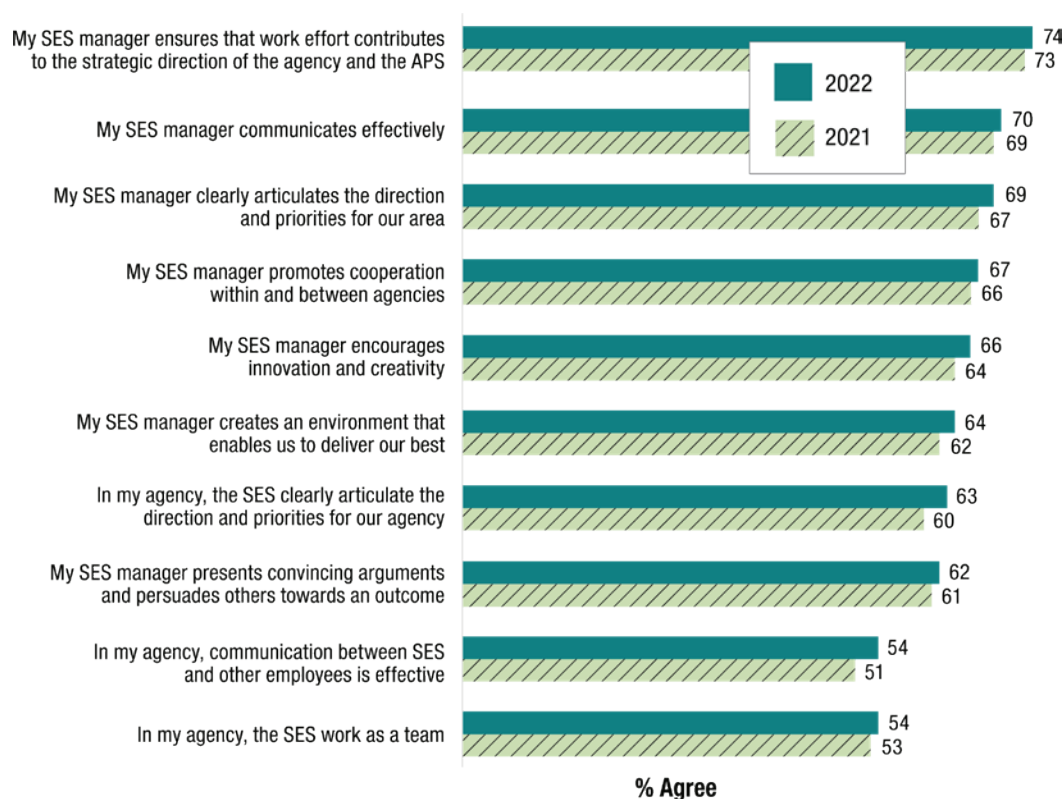


Support for SES leaders by APS employees continued to grow during these challenging times. Results of the 2022 APS Employee Census indicate that employees are viewing their SES leaders with greater positivity across all measures of SES performance. These increases were most pronounced in the important areas of strategic direction, communication, and enabling others to deliver outcomes.

APS leaders provide purpose and direction to empower the APS workforce to get the job done. In 2022, three-quarters of respondents (74%) agreed their SES manager ensured their work efforts contributed toward the strategic direction of the Agency and the APS, up from 73% in 2021 (Figure 3.2).

Clear and effective communication is a key factor underlying the ability to empower others to perform in their roles. While the APS continues to strive for further gains, it is positive to see that perceptions of communication effectiveness between SES leaders and other APS employees experienced a three-percentage point gain in 2022 (54%, up from 51% in 2021 – Figure 3.2).

Figure 3.2: Employee perceptions of SES leaders (2021 to 2022)



Source: APS Employee Census



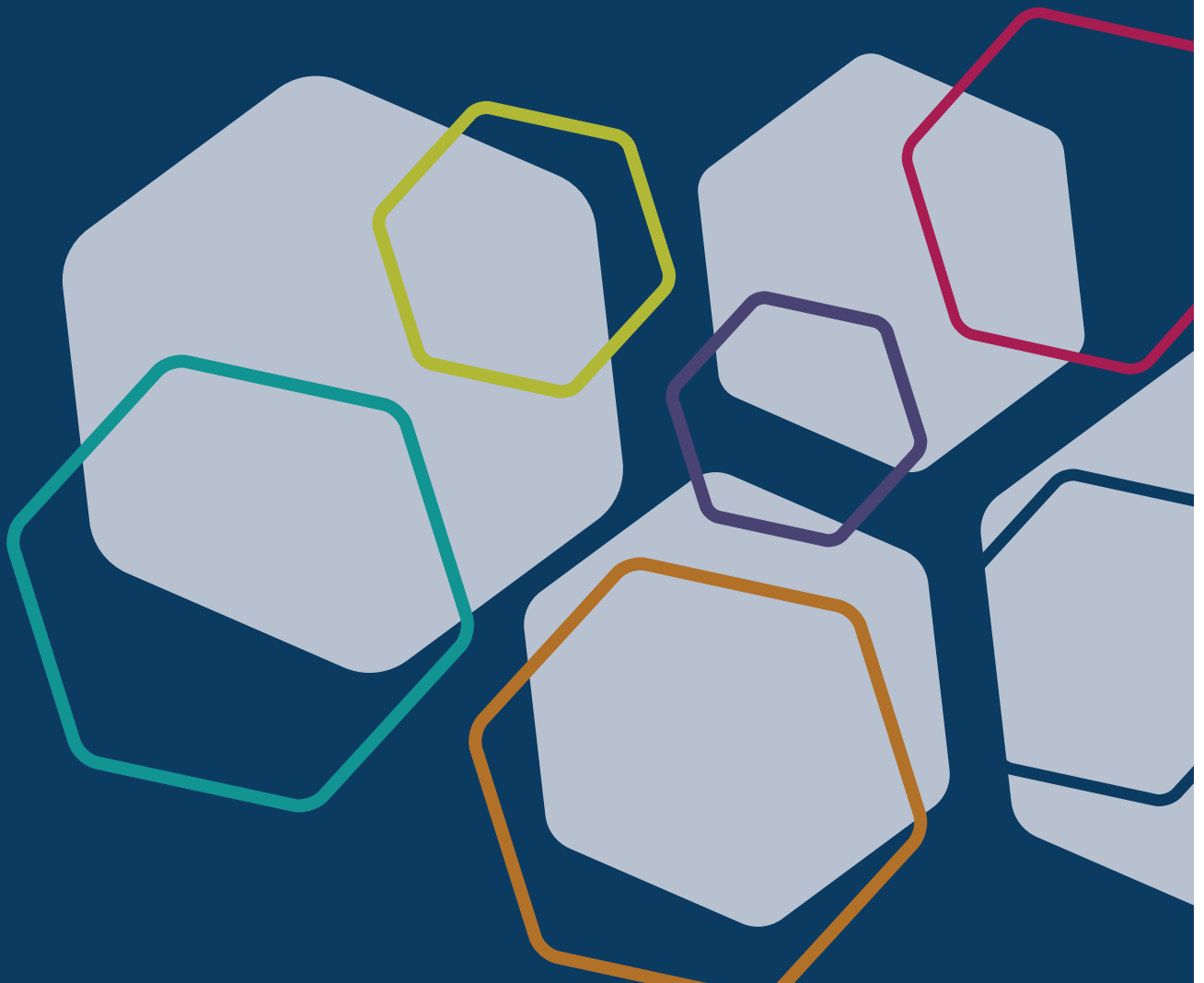
Agreement that SES leaders promote cooperation within and between agencies grew in 2022 (67%, up from 66% in 2021). Positive perceptions that SES managers create environments that enable others to deliver their best also grew (64%, up from 62% in 2021).

Leadership behaviours are embodied at all levels within the APS. The same upward trend in positive perceptions is evident across multiple APS Employee Census immediate supervisor measures. This indicates that employees are also viewing their immediate supervisors with greater positivity.

Supervisors connect teams through work purpose and by building environments of supportive relationships that value individuals for their unique perspectives and contributions. In 2022, APS Employee Census respondents overwhelmingly agreed their supervisors invited a range of views, including those different from their own (82%). Most respondents agreed that their immediate supervisor ensured their workgroup delivered on their responsibilities (87%).

*Professional and effective
A skilled workforce*

CAPABILITY



‘We have to take our time to listen to the voices, to listen to the experiences, and make sure that we are giving that common sense of purpose, that space to hear where we need to go, where the community wants us to prioritise our efforts, and making sure we have the right data to inform those conversations.’

Rachael Jackson
Chief Operating Officer, NIAA³³

³³ R Jackson, *Work with Purpose – Episode 67 – Great Inspiration*, IPAA ACT, 26 September 2022.





CHAPTER 4

PROFESSIONAL AND EFFECTIVE

APS capability is as much about how agencies work together, in partnership with business and civil society, as it is about individual skills across core capabilities.

For sustained high performance, strategic workforce planning and a focus on each aspect of an APS career journey is essential. In today's competitive labour market, the APS focuses on efforts to attract and retain talent, strengthen entry level pathways, and develop its own talent. For a professional APS, learning and development (L&D) must be continuous and backed by opportunities to apply skills and attributes, deepen experiences and facilitate career progression.

WORKING IN PARTNERSHIP

Working in partnership with business, civil society and communities, the APS can achieve better outcomes through more robust policies, better targeted programs, fit-for-purpose regulation and user-centred services.

To support stronger partnerships between the APS and other sectors, the Secretaries Board is taking forward the Thodey Review³⁴ recommendation to establish a Charter of Partnerships and Engagement.

Aligning with the Government's focus on people and business-centred policy and delivery, a new Secretaries Board Partnership Priorities Sub-committee is being created. It will focus on bringing together sectors on priority topics, such as Closing the Gap, or developing place-based approaches to areas of significant national challenge. APS Academy initiatives to uplift APS engagement and partnership capability supplement this focus, ensuring APS employee readiness to strengthen this work. The new sub-committee will play an important role in shaping how the APS Academy can build stronger partnership and engagement capabilities in its people, particularly to work more closely with First Nations Australians and communities.

³⁴ Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019.



While many APS agencies and departments continue to build strong, collaborative partnerships with other sectors, cross-agency collaboration is essential and often facilitated through short-term taskforces to address multi-faceted issues facing agencies and project-specific partnerships.

The Chief Operating Officers Committee is an example of essential collaboration between corporate leaders. With membership representing all portfolio agencies and large service delivery agencies, the committee was established in 2020, with two main roles:

- to assist the APSC in managing whole-of-government operational and implementation matters
- driving delivery of whole-of-government initiatives in line with the APS Reform agenda and the direction set by the Secretaries Board.

The committee has been instrumental in managing and implementing a broad range of APS workforce decisions throughout the COVID-19 crisis. It is now focusing on a broader set of issues in line with its original mandate and the Government's renewed focus on the APS Reform agenda.

APS collaborations with other sectors



New students at the Biosecurity Training Centre
(Image: Department of Agriculture, Fisheries and Forestry)

Collaborating with the research sector

The Department of Agriculture, Fisheries and Forestry is collaborating with Charles Sturt University to deliver a new Biosecurity Training Centre. Based in the regional centre of Wagga Wagga, the centre will significantly strengthen Australia's biosecurity capability. Students began training as biosecurity officers in July 2022.



Renewable hydrogen plane and truck (Image: Katherine Tonini)

Collaborating with industry

Through its Industry Growth Centres Initiative, the Department of Industry, Resources and Science is driving innovation, productivity and competitiveness in key growth industry sectors. Included in the initiative is the National Energy Resources Australia's Regional Hydrogen Technology Cluster Network. This network of hydrogen technology clusters across Australia supports the emerging hydrogen industry.

Collaborating with community

On Cape York Peninsula, the Department of Climate Change, Energy, the Environment and Water is involved in a collaborative project to improve the management of feral pigs in wetlands ecosystems. This National Environmental Science Program project provides an opportunity to synthesise the on-ground knowledge and priorities of Traditional Owners, land managers and researchers with Commonwealth and state government objectives for wetlands and the control of feral species.



Feral pig in Cape York Peninsular
(Image: Samantha Setterfield)



CONNECTED

Improvements in productivity are also dependent on reduced system duplication, improved data collation and consistent user experience. The Cyber Hubs program, which is currently in a pilot phase, has been designed to drive improvements in productivity by reducing duplication across government agencies, leveraging existing cyber investment, uplifting cyber security capability, and improving the Government's ability to detect, protect and respond to cyber threats. Coordinated by the Digital Transformation Agency, Cyber Hubs are being established in the Department of Home Affairs, the Department of Defence, Services Australia, and the Australian Taxation Office. The program is also supported by the Australian Cyber Security Centre and the Attorney-General's Department. Similarly, the APS continues to transform individual agency operating models and seeks to improve public sector productivity through shared services. Central service hubs focus on corporate services and organisational management. The Department of Finance's Service Delivery Office is the first of several hubs to start using an element of the new common enterprise resource planning platform (GovERP) that is being built. Delivered through extensive client engagement and multi-disciplinary teams, it now provides a whole-of-government solution for travel and expense management.

DIGITAL AND DATA

The APS response to COVID-19 illustrated the importance of having high quality systems and data sets in place for more than one purpose. It demonstrated how we were able to leverage existing capabilities and develop new ones to deliver government services at scale and speed and provide real-time advice to Government about how the pandemic was unfolding. We need to keep building on this.

The revamping of the Secretaries Digital and Data Committee places digital transformation at the forefront of the APS, in considering investment in digital technology and APS workforce capability. It has also been supported by a renewed mandate of the Digital Transformation Agency, moving to the Department of Finance portfolio in 2022. The Digital Transformation Agency and the APS Digital Profession are playing a critical role in analysing existing APS technical and workforce capabilities and planning how to meet future capability needs.

With an ambitious goal to become one of the top three digital governments in the world by 2025 and a world-leading digital economy and society by 2030, the right investments are pivotal. The Digital and ICT Investment Oversight Framework seeks to provide Government with a coordinated approach to prioritising investment and a longer-term strategic focus.³⁵

³⁵ Digital Transformation Agency, *Digital and ICT Investment Oversight Framework*, n.d., 2021.



Part of this is providing agencies with clear views on risks and shared digital capabilities to establish a more connected digital landscape across the APS.

Digital investment is essential for delivering simpler, seamless services for Australians. Following a five-fold increase in capacity to meet community demand during the pandemic, myGov now has the largest capacity of any authenticated online platform in Australia, with a daily average of more than one million sign-ins. In September 2022, myGov underwent a significant upgrade to make online government services simpler and more unified.

Digital transformation is also integral to the ability to use new public and private sector 'big data' sources to generate new statistical insights for public policy outcomes.

To realise the potential of data in supporting services and policy, new data sources, including the Australian Taxation Office's Single Touch Payroll system, provide access to statistical information previously unavailable. Single Touch Payroll covers more than 10 million employees in Australia and enables decision-makers to have access to near real-time jobs and wages data.

In October 2021, the ABS began releasing a new monthly indicator of business turnover and in February 2022 released a second monthly indicator that provides a measure of household consumption. The new consumption indicator on banks' transaction data now covers 68% of household consumption, a significant step-up from the previous measure that covered about 30% of household consumption.³⁶ Household consumption accounts for about half of Australia's Gross Domestic Product and the new indicator considerably enhances its accuracy.

Integrated data sets are being expanded and are improving our ability to design and implement policy. Core APS business and person integrated data assets, BLADE (Business Longitudinal Analysis Data Environment) and MADIP (Multi-Agency Data Integration Project³⁷) have been developed over many years, and continue to mature and expand in use. For example, the rollout of COVID-19 vaccines was informed by data that linked the Australian Immunisation Register with MAPID, helping identify low-vaccine uptake among people from culturally diverse populations and enhance communication and community engagement.

Integrated data also informed responses to the devastating floods in New South Wales and Queensland, enabling detailed geographic business and economic information to be provided to the National Recovery and Resilience Agency to improve the effectiveness of their response.

³⁶ D Gruen, *Realising the potential of data in government*, IPAA ACT, 15 June 2022.

³⁷ MAPID links data on healthcare, education, government payments, income tax and population demographics.



Two new integrated data sets that are currently under development are the National Disability Data Asset (NDDA) and the Criminal Justice Data Asset. The NDDA is a partnership between the ABS, Australian Institute of Health and Welfare, and the Department of Social Services. It will offer the opportunity to better understand the lives of people with disability and their pathways through services.

The Criminal Justice Data Asset is a longitudinal national data asset under development showing how people move through the justice system nationally. Expected to be delivered in late 2023, this will offer the potential for approved policy-makers and researchers to analyse patterns of offending and inform policies to reduce recidivism.

Sophisticated analysis and secure access to data is supported through the ABS DataLab. Introduced as an on-premises facility in 2013, the DataLab went virtual in 2018 and then migrated to the cloud in early 2021. The DataLab has grown to have about 4,000 users across government, public policy institutes and academia. The number of Datalab users is currently growing at about 30 per cent every year. As data is a powerful tool for policy design and service delivery, data protection and privacy remains paramount. While the ABS DataLab enables authorised access to data while protecting the privacy of individuals, new legislation, the *Data Availability and Transparency Act 2022*, establishes a new, best-practice scheme for sharing Australian Government data, underpinned by strong safeguards. The DataLab is also being made available as a Commonwealth-wide platform for data sharing. The Department of Finance and the ATO will use the ABS DataLab to enable sophisticated analysis of their data and secure data sharing.

A fundamental shift is occurring, from a default where public and private sector data is not shared, to one in which it is. Learnings from the pandemic, including that the APS can quickly upscale and repurpose technology to deliver services differently, and that integrating data has significant benefits, will inform rolling improvements to reduce costs and improve services to businesses and the community.



CASE STUDY

Working together to deliver the 2021 Australian Census ABS and Australian Signals Directorate



ABS and ASD staff at the 2022 IPAA Spirit of Service Awards (Image: IPAA)

The 2021 Census Digital Service (CDS) was arguably Australia's largest ever online event. It collected data from more than 20 million people and provided a smooth and easy digital experience for users, with no service interruption. In achieving such an impressive outcome, the CDS demonstrated APS agency collaboration at its best, setting a new benchmark for digital delivery in government.

Over three years, the ABS and Australian Signals Directorate (ASD) worked together to make the CDS resilient to cyber-attack. Enhanced cyber security protections were put in place, together with defences against large-scale sophisticated distributed denial-of-service attacks.

The 2021 Census achieved a 96.1% dwelling response rate, and the lowest ever net undercount of 0.7%. This level of engagement by the Australian community reflected a high degree of public trust and confidence, made possible in part by the partnership between ABS and ASD.

The successful delivery of the 2021 Australian Census, and the cross-agency partnership between the ABS and ASD, were publicly recognised in the IPAA Spirit of Service Awards, winning the 2022 Collaboration Award.

Building APS-wide capability to deliver significant cross-border trade reforms

Simplified Trade System Taskforce



Cross-border trade is critical for all Australians (Image: Simplified Trade System Implementation Taskforce)

The Simplified Trade System Implementation Taskforce is leading the Government's cross-border trade reform agenda. It is an example of One APS working at its best, delivering significant microeconomic reform and building APS-wide capability. The taskforce is working to make trade rules simpler and easier for business to comply with, while strengthening border and biosecurity protections.

Australia's cross-border trade environment is complex and fragmented, posing challenges for businesses and reducing our competitiveness on the global stage. Working across all levels of government and with business, the Taskforce brings together a range of talent from within and outside the APS. This talent offers diverse skills in strategic policy, regulatory reform, data and digital strategy, human-centred design, business engagement, and program management.

In 2021–22, the taskforce, working with key agencies, built a comprehensive understanding of Australia's cross-border trade environment, including the first-ever baseline of trade regulations, digital systems and the business experience. This work informed the co-design of a draft future state with business. It also provided advice to the Government on aligning and integrating cross-border trade reforms.

The work of the Simplified Trade System Implementation Taskforce and key agency partners is already delivering value to business, Government and the Australian community. Reforms such as a biosecurity self-service portal, simpler customs rules, and real-time customs system status information have been delivered or are well underway. The taskforce will continue to deliver regulatory, process, digital systems and data reforms to improve Australia's cross-border trade environment in the short, medium and longer terms.

'I attribute our success to the application of a One APS mindset. We've looked across the full cross-border trade environment, and this has allowed us to break down silos, facilitate meaningful collaboration, and provide integrated advice on trade-related reforms.'

Randall Brugeaud, Head of the Simplified Trade System Implementation Taskforce





WORKFORCE PLANNING

Attracting, developing and empowering people to build a high-performing, capable APS is the focus of the Delivering for Tomorrow: APS Workforce Strategy 2025. The APSC continues to implement the strategy and build workforce planning capability across the service.

Underpinned by insights from environmental scanning, future scenario planning, and labour market analysis, strategic workforce planning helps identify workforce risks and facilitate long-term workforce preparation.

In the 18 months since the launch of the strategy, significant increased momentum in workforce planning activity has occurred. Forty-eight agencies now report having a workforce plan in place which aligns to the APS Workforce Strategy. More than 950 members engage with the APS Workforce Planning Community of Practice convened by the APSC Centre of Excellence for Workforce Planning. In addition, 288 workforce planners have participated in both Start Up and Boost training modules of workforce planning capability, delivered by the centre in partnership with the APS Academy.

APSC CENTRE OF EXCELLENCE FOR APS WORKFORCE PLANNING

The APSC Centre of Excellence for APS Workforce Planning supports agencies to develop modern, data-driven and business-integrated workforce management and planning practices. The mechanisms it uses include:

- working with the APS Academy to deliver capability development programs for workforce planners and strategists, and for managers and senior leaders
- supporting a 950-strong workforce planning community of practice, consisting of agencies that represent 99% of the APS workforce, and includes representatives from state and territory jurisdictions
- engaging internationally and with education partners to further explore best practice.

Insights from the centre also support developing APS profession groups and delivery of the first APS Accounting and Finance Profession Workforce Strategy. This strategy articulates critical workforce risks and key initiatives to support accounting and finance functions into the future.

The centre's strategic contribution to the APS was recognised by the 2021 IPAA 2021 Spirit of Service Awards, learning category. The centre was also internationally recognised and, most recently, featured by the OECD as a case study in *Public Employment and Management 2021: The Future of the Public Service*.³⁸



Read the case study featured by the OECD:
Workforce planning in the Australian Public Service.

³⁸ OECD, *Public Employment and Management 2021: The Future of the Public Service*, 8 December 2021.



APS WORKFORCE PLANNING ADVISORY SERVICE

The APS Workforce Planning Advisory Service provides hands-on support for small to medium-sized agencies undertaking workforce planning activities, leveraging expertise from the APSC Centre of Excellence. In 2021–22, the centre piloted advisory services across six projects, working directly with senior leadership teams. Feedback confirmed a strong appetite from agencies and senior leaders for this service.

CASE STUDY

A new workforce strategy for the Administrative Appeals Tribunal

In July 2021, the Centre of Excellence for APS Workforce Planning began a skills-based workforce planning advisory pilot. This tested a new model for supporting APS agencies and job families to build workforce planning capability and enhance APS workforce management. This initiative is connected with Delivering for Tomorrow: APS Workforce Strategy 2025.

The Administrative Appeals Tribunal became a partner in the pilot. Its workforce planning team received support from the centre to communicate with senior leaders and stakeholders, identify and articulate workforce risks, and build the foundational and technical skills needed to develop and implement an evidence-based workforce plan.

The tribunal's organisational workforce planning capability was assessed at the beginning and end of the pilot. Improvements were achieved in all five targeted capability areas: demand for workforce planning; evidence-based practice; quality of the planning model; effective use of workforce planning; and links to the employee lifecycle.

'For the first time, this work has provided us a strong evidence base to develop strategies that allow us to holistically support our people management priorities. Importantly, it has also enabled strategic conversations in relation to our key risks.'

Chris Sutton A/Chief Operating Officer, Administrative Appeals Tribunal





CAREER PATHWAYS

A strong pipeline of diverse and capable employees is crucial for meeting current and future workforce needs. The Australian Government Career Pathways initiative aims to improve the way the APS attracts and recruits entry level talent, including career changers. It now covers a broad range of pathways into APS employment, including graduate, apprentice and cadet programs, internships, traineeships and career change programs.

Offering a coordinated and streamlined application and assessment process improves the candidate's experience and helps establish the APS as an employer of choice. Successful candidates then build their capability in a supported environment through rewarding placements and tailored development programs across a diverse range of portfolios around Australia.

The APS Career Pathways Communications Plan and Content Strategy, launched in 2022, is increasing awareness, understanding and support of career pathways. Successes include:

- a record number of agencies participated in the Australian Government Graduate Program (over 60), receiving more than 5,000 applications for graduate roles across seven capability streams: Digital; Data; Science, Technology, Engineering and Math; HR; Economist; Generalist; and the Indigenous Graduate Pathway
- consolidation of multiple Australian Government Indigenous Apprenticeship Programs, with Services Australia leading a consolidated approach to marketing, recruitment and pastoral care for Indigenous apprentices from 2023
- the Department of Employment and Workplace Relations expanded its delivery of APS apprentices to a whole-of-government service offering under the Career Pathways banner, delivering the first Australian Government Apprenticeship Program
- the Department of Veterans' Affairs delivered its first pilot program for veterans entering the public service.

Two new capability streams are being added to the Australian Government Graduate Program – Legal and Accounting/Finance. The Australian Government Career Pathways initiative also supports the recently announced 1,000 Digital Traineeships across the APS (over four years), focusing on opportunities for women, First Nations people, older Australians, and veterans transitioning to civilian life.

The APSC is launching four APS Academy campuses in regional locations from 2023. The APS is partnering with universities to deliver digital and data internships, cadetships, and graduate programs, providing a supported pathway into the APS. Located in Newcastle, Townsville, Darwin and Launceston, campuses will support digital and data students and



professionals to stay in their regions to expand their skills and secure a rewarding career to deliver for Australians. Campuses will have dedicated data and digital expert supervisors and participants will collaborate with peers from across the APS and other sectors to deliver outcomes for Australians.

IMPROVING RECRUITMENT PLATFORMS

Organisational systems and processes are changing to facilitate easier access to the APS recruitment environment, and to support career development and mobility of employees. The main platform for these enhancements is APSJobs (Figure 4.1).

Figure 4.1: APSJobs 2021–22





MOBILITY

Mobility enhances the capability of employees and organisations. Exposure to different roles and workplaces increases employee skills and experience. The array of work in the APS is also one of its attractions. On an organisational level, mobility encourages new thinking and the contestability of ideas, and brings fresh perspectives to complex problems. Mobility is also a way for organisations to quickly find the staff they need to respond to a sudden surge in demand for services. That said, mobility is not for mobility's sake. The service needs deep expertise and continuity and, as such, movement needs to work for the system and the individual.

THE APS SURGE RESERVE

Initially established in response to the bushfires of the 2019–20 Australian summer, the APS Surge Reserve is now a mechanism for deploying people within short timeframes to meet critical workforce needs and support delivery of essential public services. It also acts to broaden professional experiences and develop new networks across the APS.

At the forefront of helping the Australian community during times of crisis, in 2021–22, the APS Surge Reserve was called on three times:

- In January 2022, some 500 APS staff from 19 agencies were deployed to assist Services Australia to process over 730,000 COVID-19 pandemic leave claims arising from the Omicron strain impacting across Australia.
- In March 2022, extreme weather events across Queensland and NSW saw over 500 APS staff from 18 agencies assist Services Australia to deliver the Australian Government Flood Disaster Recovery Payment, with more than 1.3 million claims paid.
- In May 2022, over 1,000 APS staff from six agencies were deployed to assist the AEC with the Secure Telephone Voting Service. This support enabled over 70,000 individuals affected by COVID-19 to use the service to cast their vote in the 2022 Federal election.

The APS is continuing to revise its practices to improve deployment timeframes. To date, activation of surge can take an average of 13 to 17 days to achieve the requested number of nominations.

To ensure preparedness, new initiatives to support rapid deployment of the APS Surge Reserve include:

- **Pre-registration:** APS staff will be invited to register their interest to participate using a digital platform which will provide accurate, single source and consistent data, and allow for communication to be delivered consistently and in real time.



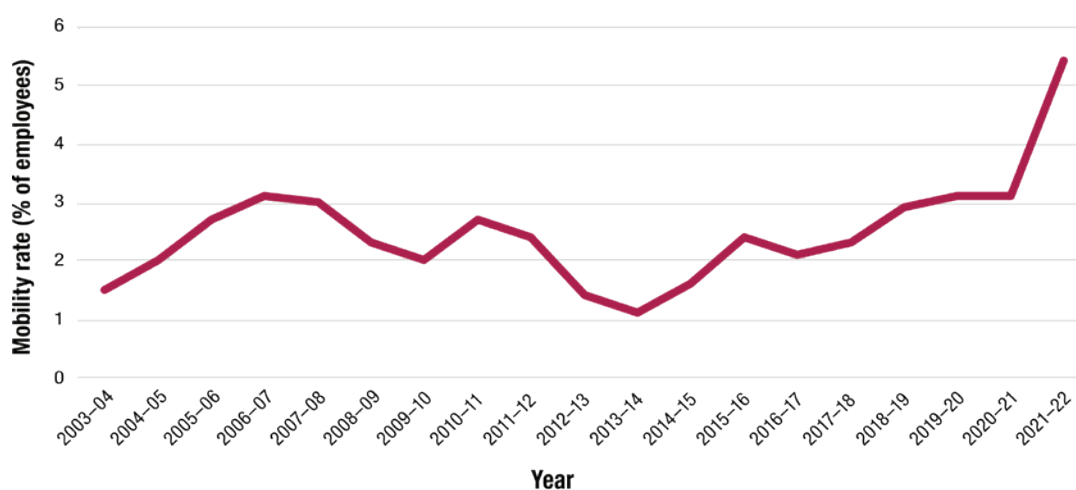
- **Preparatory training:** All reservists, before deployment, receive 'baseline' training – available centrally on APSLearn. This approach creates efficiencies by facilitating best-fit placements.
- **Recognition:** All reservists are recognised for their contribution and for promoting the benefits of the Reserve.

APS STAFF ON THE MOVE

During 2021–22, more ongoing APS employees moved between agencies on a permanent basis than had done so in each of the previous 20 years.³⁹ This movement excluded APS Surge Reserve and other temporary transfers. This coincides with an increase in ongoing employees (5%) across the APS over the same period, which points to greater opportunities for movement.

A total of 7,360 or 5.4% of ongoing employees moved to another agency within the APS by a permanent transfer or as a promotion (Figure 4.2). Comparatively large proportions of ongoing employees moved to small (10%), medium (9%) and large (10%) agencies during 2021–22. However, the mobility rate of those in extra-large agencies (2%) was far lower, likely due to the larger set of roles and functions available within extra-large agencies, offering employees more internal mobility opportunities.⁴⁰

Figure 4.2: Mobility rate of ongoing APS employees (2003 to 2022)



Source: APSED

³⁹ Ongoing permanent movements exclude APS Surge Reserve and other temporary transfers.

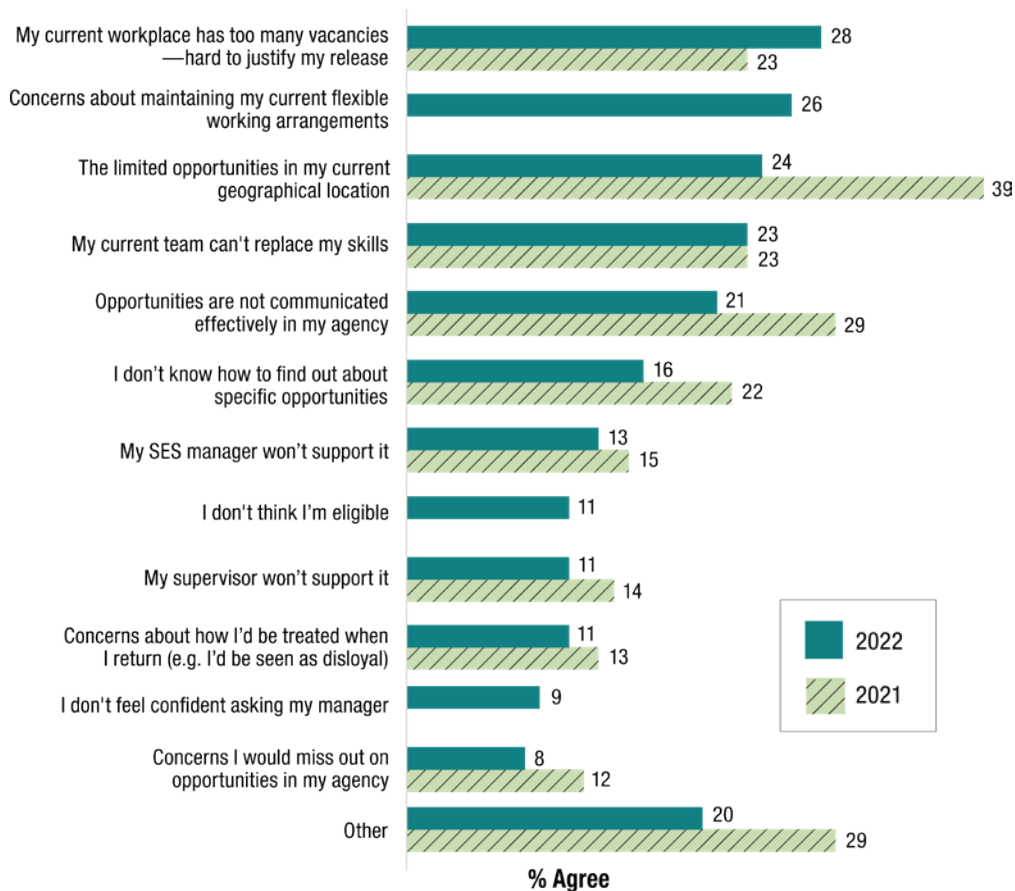
⁴⁰ Movement within agencies is not currently captured by available data.



While permanent staff transfers and promotions between agencies are a key component of employee mobility within the APS, more recent focus has been applied to enabling temporary mobility. The APS Mobility Framework⁴¹ was released in 2021 giving APS employees practical guidance on how to use temporary moves to experience new employment challenges, improve capability and facilitate career progression. One-third (34%) of respondents to the 2022 APS Employee Census had taken a temporary move at some time over the previous 3 years. While most of these were made within the respondent's agency (81%), one-fifth (19%) were to a different APS or Commonwealth government agency.

It is encouraging that, when compared to 2021, smaller proportions of employees in 2022 are identifying a lack of awareness (16%; 22% in 2021) and ineffective communication (21%; 29% in 2021) as barriers to seeking temporary movements (Figure 4.3). This suggests that initiatives such as the APS Mobility Framework and the Temporary Opportunities Jobs Board are having a positive impact on short-term mobility in the APS.

Figure 4.3: Perceived barriers to seeking a temporary move (2021 to 2022)



Source: APS Employee Census

⁴¹ APSC, *APS Mobility Framework*, 29 April 2021.



One principle of the APS Mobility Framework is to offer temporary moves as widely as practical, including outside the APS, to promote links between sectors and sharing of ideas. For example, the Department of Foreign Affairs and Trade supports Australian participation in the United Nations Junior Professional Officer Program, which gives young professionals the opportunity to gain hands-on experience in multilateral technical cooperation and international development.

However, temporary moves between the APS and non-government sectors are rare. In 2022, only 1% of employees who had taken a temporary move had gone to a private, not-for-profit or academic employer. This is consistent with previous years. The Future of Work Sub-committee of the Secretaries Board is looking at ways to promote a more porous and connected workforce as part of planning for a future-ready APS.

CAPABILITY REVIEWS

To reinforce capability at the organisational level, implementation of agency capability reviews⁴² will be prioritised as part of the Government's APS Reform agenda.

These reviews are intended to embed a culture of continuous improvement and to ensure the APS is building and maintaining the right capabilities to respond to challenges now and into the future.

The proposed new approach builds on the program of APS capability reviews conducted between 2010 and 2016. It is informed by lessons learned from international, state and territory experiences – specifically, the work of the New Zealand Performance Improvement Framework and Western Australian Agency Capability Review Program.

Capability reviews are future focused and will enable individual agency reviews and cross-cutting thematic reviews. This approach will be based on Government priorities and designed to identify capability needs in areas such as: whole-of-government collaboration; transparency and integrity; and culture and behaviours. A pilot will begin in late 2022, and will then be reviewed to inform the future direction.

EVALUATING PERFORMANCE

A connected and effective APS can only be maintained if critical outcomes are examined, agencies and employees learn from experience, and continuous improvement is embedded into decision-making and everyday practice.

⁴² Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019, Recommendation 2A.



Work has started on strengthening evaluation across the APS, through the Commonwealth Evaluation Policy launched by the Department of Finance on 1 December 2021. Over 40 Commonwealth entities and external stakeholders collaborated on its development. The policy anchors evaluation within existing public sector frameworks established under the *Public Governance, Performance and Accountability Act 2013*. It embeds a culture of learning from experience, improving the impact of programs through evidence-based policy and delivery, and supporting Commonwealth agencies to improve performance reporting. An associated toolkit provides practical guidance and builds agency capability.

To strengthen the Strategy, Policy and Evaluation craft, the APS Academy has partnered with the Department of Finance to support the release and ongoing promotion of an Evaluation Toolkit. The toolkit offers a range of templates, tools and additional resources to support people who are new to evaluation, with an overview of evaluation concepts and approaches.

Under the APS Reform Plan, the Department of Finance is now establishing a Commonwealth Evaluation Community of Practice to provide a network to help embed the Commonwealth Evaluation Policy and the Evaluation Toolkit. The community of practice will create opportunities to share perspectives and experiences about how the policy and toolkit are being operationalised in different contexts.



CHAPTER 5

A SKILLED WORKFORCE

Over the past year there has been a fundamental shift in the governance and operating model for L&D in the APS. These changes are focused on driving a system-wide lift in quality learning and efficiency, identified in the Thodey Review as essential components to shape and build a future-ready, high-performing public service.⁴³

At the core of this integrated approach are the APS Workforce Strategy, APS Learning and Development Strategy and Action Plan, and APS Academy (launched in July 2021).⁴⁴ Engaging senior practitioners from across the APS and L&D sector, the APS Learning Board steers future direction, and the APS Academy Faculty ensures learning offerings are practitioner-informed and targeted to the practical needs of core APS craft.

Supported by the Secretaries Board and through this active network of expert practitioners, the APS capability goals are a shared commitment where participants – the Learning Board, Faculty, Academy, senior leaders and learners – contribute to and share responsibility for building APS capability.

A STRONG BASE FOR LEARNING AND DEVELOPMENT

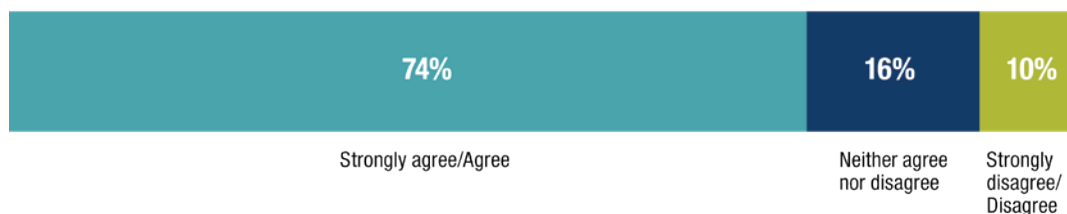
Recent findings show that the public service is working from a strong base for L&D. A high proportion of APS agencies (92%) now have in place, or are creating, an L&D strategy, framework or action plan. In 2022, most APS Employee Census respondents reported they had actively sought an opportunity to learn or enhance their knowledge within the previous month (78%). They also reported being able to access formal and informal L&D when and where they were required (74%) (Figure 5.1).

⁴³ Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019.

⁴⁴ 2022 APS Employee Census.

**Figure 5.1: Perceived access to relevant formal and informal learning (2022)**

I am able to access relevant formal and informal learning and development when and where required

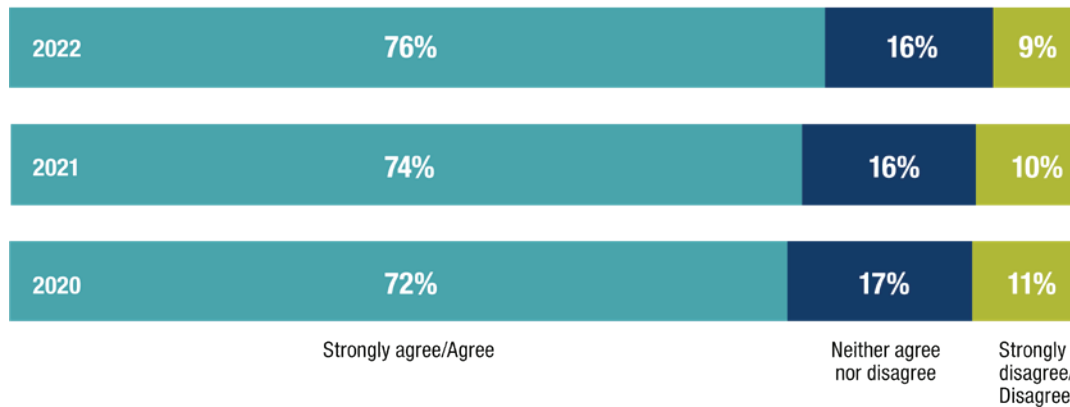


Source: APS Employee Census

APS supervisors continue to play a vital role in empowering APS teams and individuals to access learning. Year on year, a higher proportion of employees are reporting that their supervisors are invested in their development (76% in 2022; 74% in 2021; 72% in 2020).⁴⁵ Positive perceptions that supervisors support team members with helpful feedback to improve performance have also risen to 78%, up from 74% in 2021 (Figure 5.2).

Figure 5.2: Perceived supervisor investment in development (2020 to 2022)

My supervisor is invested in my development



Source: APS Employee Census

⁴⁵ 2022 APS Employee Census.



THE APS ACADEMY

The APS Academy is a shared enterprise of the APS. It plays a role at the centre and draws from and is enabled by the contributions of all agencies. This sense of shared ownership is critical to its success and the success of the APS L&D Strategy. The Secretaries Board charged the APS Academy with responsibility to provide a more contemporary, efficient and agile learning ecosystem, tapping into the expertise of the whole of the APS.

To achieve this, the Academy plays two key roles:

- to steward the notion of APS Craft and design, develop and deliver high-quality learning experiences that support developing APS Craft capability across the public service and
- to transform the L&D system towards more efficient and effective practice through the publication of best-practice frameworks and standards, and by encouraging the sharing and re-use of existing L&D content by agencies, minimising duplicate procurement.

Taking a new approach, the APS Academy is:

- embedding practitioner-led learning at all stages of design, delivery and evaluation
- shifting mindsets about learning to include a range of experiences, such as on the job, access to point of need resources, learning from people, and relevant, timely programs and events
- adopting an APS-wide approach to learning, leveraging existing expertise and resources
- building an evidence-based approach to setting APS learning priorities, design and investment.

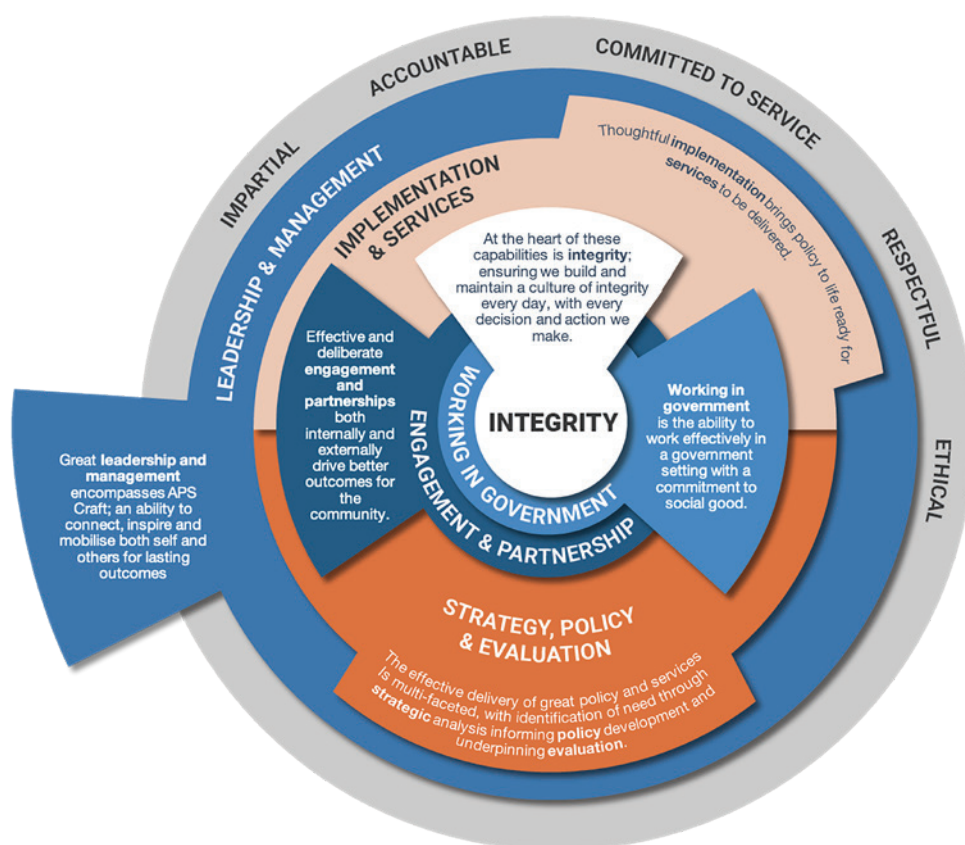


APS CRAFT

Collaboration and knowledge sharing are foundational to the APS Academy's success in drawing on existing APS strengths, supported by research and evaluation, systems and partnerships.

APS Craft capabilities describe the fundamental capabilities needed across the APS. Broader than profession-specific skillsets, each craft provides employees with the necessary foundation of skills across six areas (Figure 5.3).

Figure 5.3: APS Craft Wheel



Source: APSC

To build craft capabilities the APS Academy delivers a range of high-quality, innovative and targeted capability development offerings in partnership with other APS agencies, academia and the private sector.



In 2022, 1,442 people participated in a Craft Conversation. This series of live discussions highlights emerging contemporary practices, discusses up-to-date and emerging issues and challenges, and provides a platform to promote real-world successes from across the APS. For example, one Craft Conversation was held on digital and data professions with the topic 'What is Digital and Data and why it matters'.

In 2022, 1,227 people engaged in six MasterCraft sessions, where experts from the six APS Crafts help APS staff hone their craft. The most attended MasterCraft session was 'Making the most from your capability framework', with 192 participants. This session focused on building a better understanding of an agency's capability framework. The ATO's Workforce Strategy team explained aspects of its capability framework and the capabilities, skills, knowledge and behaviours of its workforce. The ATO team also discussed how to assess and develop capability effectively using a framework.

In addition to honing APS craft, the APS Academy delivers high-quality, innovative and targeted capability development offerings in partnership with other APS agencies, academia and the private sector.

DELIVERING GREAT POLICY PROGRAM

The Delivering Great Policy program has been designed in partnership with PM&C and co-facilitated by experienced policy practitioners and the APS Academy to deliver learning offerings to lift policy capability across the APS. In 2022, 318 APS employees undertook a Delivering Great Policy offering.

This policy program directly addresses a key capability gap highlighted in the Thodey Review.⁴⁶ It is an example of how the APS Academy is leveraging the expertise of different parts of the APS to build and offer capability development widely.



⁴⁶ Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019.



EXCELLENCE IN PROFESSIONAL REGULATION

The APS Academy has partnered with PM&C and the Department of Agriculture, Fisheries and Forestry (DAFF) to deliver the Excellence in Professional Regulation pilot program. The program supports senior executives in shaping regulatory organisations and culture, and provides regulatory staff with the essential skills, knowledge and tools to be an effective regulatory practitioner.

The APS Academy has worked with SkillsIQ to develop a new vocational education and training qualification, the Certificate IV in Government (Regulation). This supports the development and professionalisation of APS regulators.



Biosecurity Officer (Image: DAFF)

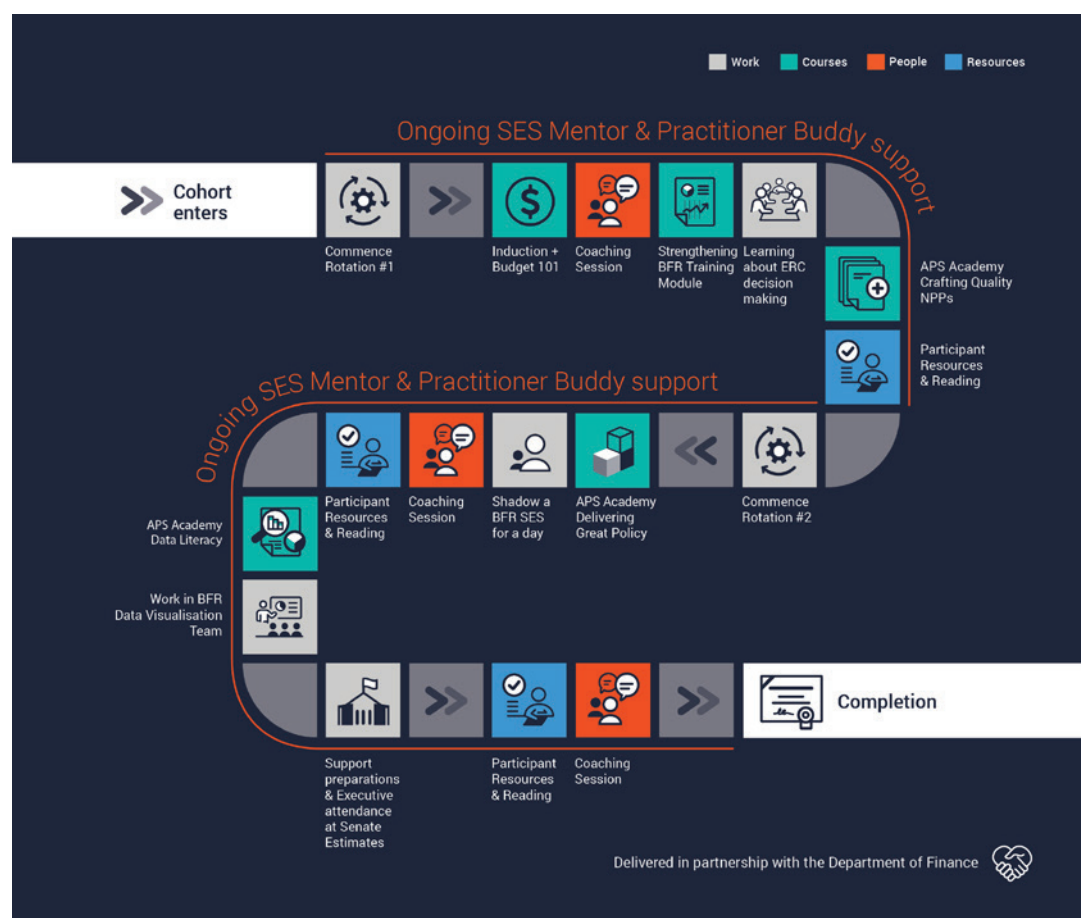
BUDGET PROGRAM WITH FINANCE

The APS Academy is working in partnership with the Department of Finance to deliver the Budget Policy Advancement Program. This immersive learning experience allows participants to develop knowledge and understanding of the budget process. It also builds



skills in developing and costing new policy proposals, and preparing policy advice to support Cabinet consideration of budget proposals (Figure 5.4). The program incorporates all four components of the APS Continuous Learning Model, providing participants with opportunities to learn through work, people, courses and resources.

Figure 5.4: Budget Policy Advancement Program pathway



Source: APSC



CASE STUDY

Building a One APS mindset and capability from the outset



Whole-of-APS graduate event, Executive Q&A, 31 May 2022 (Image: APSC)

The APS Graduate Development Program is a 10-month flagship development pathway for new APS graduates, with a focus on core APS Craft. It concentrates on working in Government, leadership and management skills and promoting a One APS mindset from the outset among new graduate recruits.

The program is available to graduates in all APS agencies regardless of location. Participation increased from 143 graduates in 2021 to 210 graduates in 2022. With increasing participation of more geographically dispersed graduates, the program is expected to expand in 2023.

The program demonstrates new ways of learning and working together to build capability. It aligns with the APS L&D Strategy's continuous learning model and offers a consistent approach and experience for participants, while reducing duplication of effort and investment across agencies.

Delivery is through workshops, graduate events, individual and group coaching, on-the-job activities, peer discussion, and self-directed learning. Agencies can now access graduate development through three pathways – the Graduate Development Program, a tailored approach where agencies supplement their own in-house program, and enrolment in APS graduate events.



APS PROFESSIONS

The APS Professions model was established to support the attraction, development and retention of specialist skills in critical areas of demand. To date, three APS Professional Streams are working to improve overall APS capability – digital, data and HR.

Over three years, the professions have matured, with growing community membership. Each delivers targeted capability strategies and frameworks, learning and career development offerings for staff, entry level programs, and cross-APS skilling and sharing opportunities.

Now, APS Professions and the APS Academy are coming together to better align delivery on the intended capability uplift and provide a more seamless experience for learners. Work is also underway to establish a professions threshold model so the APS prioritises and invests in the right workforce capability initiatives to deliver on long-term capability uplift requirements and support a greater level of mobility across the public service.

DIGITAL PROFESSIONAL STREAM

The Digital Professional Stream had more than 7,100 members from all tiers of government as at September 2022. Members benefit from access to career development and training, mobility opportunities, networking and mentorship.

Under the leadership of its inaugural Head of Profession, Mr Randall Brugeaud, the Digital Profession has made significant progress in developing digital capability in the APS that is essential for transforming the design and delivery of services to the Australian community. Key initiatives in 2021–22 included:

- An online community platform is drawing a large number of practitioners and experts to one place to connect, share knowledge, experiences and capability.
- APS Career Pathfinder tool enhancements, developed in collaboration with other government agencies, are enabling workforce managers to search for talent based on the skills required, mapped against over 180 digital roles.
- Digital entry-level programs received over 1,650 applications for 2023, providing a critical digital pipeline of talent into the APS to address the skills shortage.
- A network of over 250 digital leaders across the APS has been established alongside a process to support the recruitment of senior digital leaders.
- A successful pilot to test the effectiveness of short-term APS mobility opportunities or micro-assignments was completed. Functionality is now built into the APSJobs website to better support mobility across the APS.



- Industry partnerships have been established to deliver targeted programs, and facilitate development opportunities, particularly in identified critical disciplines.
- A digital capability measurement framework has been developed to assess the impact of Digital Profession initiatives against one or more capability measurement levers of attraction, retention, development and deployment.

Randall Brugeaud, Head of the Australian Simplified Trade System Implementation Taskforce, was appointed in 2020 and finishes his term in this role in December 2022. Chris Fechner, Chief Executive Officer of the Digital Transformation Agency, begins as Head of the Digital Professional Stream for a two-year term in January 2023.

DATA PROFESSIONAL STREAM

The Data Professional Stream aims to promote a data-driven culture in the APS, to support evidence-based policy making and citizen-centric program and service delivery. At August 2022, it had more than 2,100 members.

Led by Dr David Gruen, the Data Professional Stream is working with partners on these initiatives:

- APS data graduate recruitment – the ABS is leading a recruitment program for data graduates, for positions starting in 2023. There is over 1,600 applications for data analyst, data scientist, and statistical methodologist roles across more than 30 APS agencies.
- Growing data talent pipelines – the ABS is partnering with the APSC to create data career opportunities with a focus on growing talent outside major capital cities. From 2023, four APS Academy Campuses will be established at Newcastle, Townsville, Darwin and Launceston.
- Data roles and the APS Data Capability Framework – the Australian Taxation Office has led a project to develop a universal understanding of data profession roles and capabilities. These are mapped to the framework, which details 26 data-specific capabilities for data proficiency areas across the APS.
- Data profession community platform – the Stream has collaborated with the Digital Profession to offer an online Member Community Platform. The platform offers members a space to connect with other data professionals, providing information on mobility opportunities, events and learning resources.

L&D opportunities for the Stream include:

- Graduate data modules – the Department of Education has developed a development module to provide data graduates with a broader appreciation of working with data in a government context. A pilot program will be delivered in early 2023.



- Data literacy learning pathways – Services Australia has developed data literacy pathways to provide APS employees with foundational data skills.
- Data capability development of the SES – the Department of Industry, Science and Resources has produced a guide for SES which outlines a framework for influencing with data. The ABS has collaborated with the Australian National University to develop a modularised SES Data Leadership course for the SES.

Dr David Gruen AO, Australian Statistician, was appointed Head of the Data Professional Stream in 2020.

CASE STUDY

Expanding the data and digital talent pipeline

The APSC and ABS are working together to expand the pipeline of data and digital talent into the APS under the Career Pathways initiative.

The APSC has consulted widely with over 200 stakeholders from across academia and the APS to develop whole-of-government entry pathways to attract talented employees with digital and data skills. Entry pathways include:

- Data Cadet Program – where university students work part-time for an APS agency, with a permanent position available once their studies are complete.
- Data and Digital Intern Program – where university students undertake short-term work placements in APS agencies to build their experience of what it means to work in the APS.
- APS Academy Campuses – where university students, through partnerships with universities, can access APS entry level programs across Australia.

Support for agencies and supervisors participating in entry level programs is under development and will be available by the end of 2022. APS Academy Campuses will be established at Newcastle, Townsville, Darwin and Launceston in 2023 and will support students participating in the data cadet program as well as the data and digital intern programs.



Discover more about digital and data cadet programs in the APS



HR PROFESSIONAL STREAM

The HR Professional Stream was established to attract, build and retain strategic HR capability across the APS. It now has over 4,000 members. Initiatives in 2021–22 have included:

- Mobility bulletin – releasing a regular mobility bulletin promoting secondment and temporary transfer opportunities, with over 50 agencies promoting more than 260 opportunities in 2021–22.
- APS HR Graduate Program – continuing to lead the streamlined and centralised entry level development programs for HR graduates, with over 30 partner agencies participating in 2022. Onboarding is underway for 2023 and recruitment is being planned for 2024.
- Australian Government Human Resource School Leavers Program – after a successful pilot in 2022, recruitment for the 2023 program is underway with 16 partner agencies placing up to 43 HR school leavers. Participants will undertake a Certificate IV in HR as part of the program.
- HR Panellist initiative – continuing to support agencies with strategic HR leader recruitment by providing APS HR experts to sit on recruitment panels for key HR leadership roles.
- Community engagement and events:
 - newsletters – bi-monthly and in-depth communications to the network to highlight best practice from across the APS and the private sector
 - networking events – allowing HR professionals from the same region to come together and network with the HR Head of Profession and other senior HR leaders.
- Capability development opportunities include:
 - HR Foundational learning modules – launching four foundational HR learning modules for those new to the profession or to the APS. They were developed in partnership with subject matter experts from across the APS and can be accessed through the APS Academy.
 - Webinars – showcasing innovative and interesting HR topics and case studies and providing an opportunity for the HR professional network to ask questions of subject matter experts.
 - Immersive program – building capability across a specific HR area, this program gives APS HR professionals the opportunity to work in, or closely with, another agency and receive a development opportunity tailored to their needs. A successful pilot ran on workforce planning and a HR Business Partnering Program will begin at the end of 2022.

Jacqui Curtis PSM, Chief Operating Officer of the Australian Taxation Office, was appointed Head of the HR Professional Stream in 2019.



APS LEARNING AND DEVELOPMENT TRANSFORMATION

The APS Learning and Development Strategy and Action Plan recognises the need for a significant transformation in the way the APS thinks about learning experiences and how to build capabilities throughout the service. In 2022, the APS Academy worked through the APS Learning Board to deliver key projects which support the APS to drive more efficient and effective learning practices.

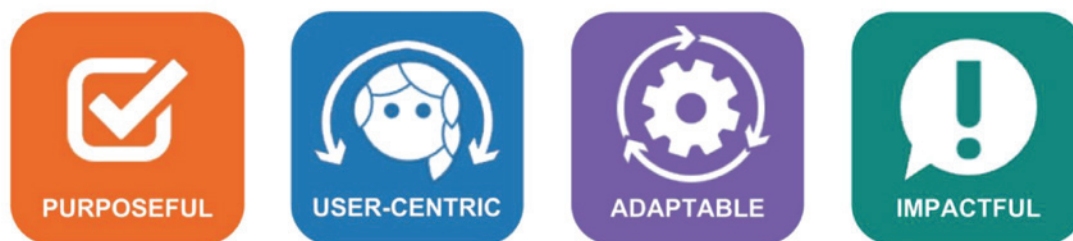
APS LEARNING QUALITY FRAMEWORK

Consistent, high-quality learning experiences must underpin any APS investment in L&D. The *APS Learning Quality Framework and Design Standards* are a best-practice tool for APS agencies and external partners to use, to drive consistency in approach and benchmark the quality of L&D offerings.

The four design standards were developed to guide decision-making and investment (Figure 5.5). Together, they align learning to government and organisational strategy, fuel a culture of learning, enhance user experiences and accessibility, and foster innovative approaches.

- Purposeful: capability need is diagnosed and informs the solution.
- User-centric: design is inclusive, relevant and supports continuous learning.
- Adaptable: design can be shared, scaled up and leverages technology to create efficiencies.
- Impactful: design incorporates a mix of innovative and engaging learning methods.

Figure 5.5: APS Learning Quality Framework and Design Standards



Fifteen agencies supported pilot application of the Learning Quality Framework to their own learning objectives in 2022. This led to the identification of quality learning experiences suitable for APS-wide delivery. The Academy is currently working with two agencies to make their learning available through the APS Academy.



LEARNING MARKETPLACE

To drive efficiency, discovery and design, work has begun on implementing an APS-wide approach to procuring L&D goods and services. Insights from work completed to date reinforce findings from the Thodey Review, including:

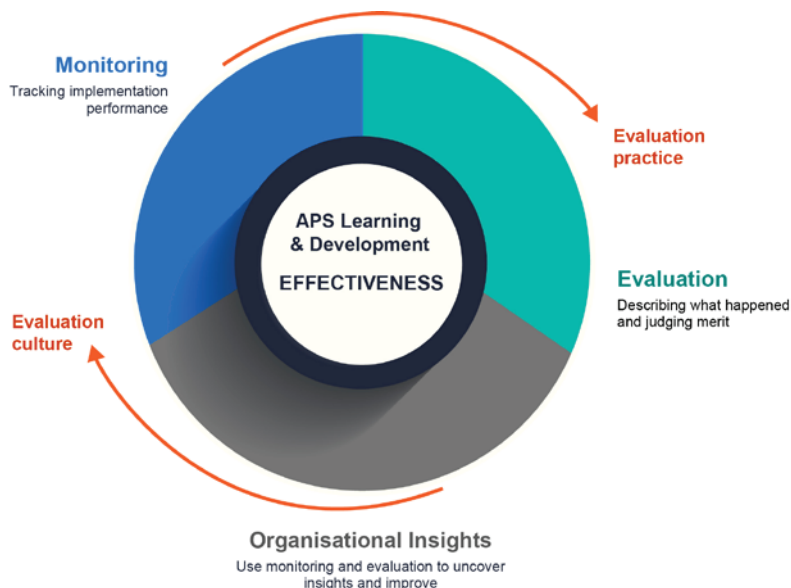
- lack of system-wide insights into procurement activity
- difficulties in determining levels of investment in APS employees
- informal supplier performance management
- duplication of procured goods and services of varying quality.

Opportunities to innovate have been identified which will leverage contemporary procurement practices and inform the establishment of an APS Learning Panel. Innovative opportunities, including a Learning Bank and a marketplace platform, are new ideas being scoped. These will leverage technology to promote the coordination and consolidation of solutions and the efficient and effective use of Commonwealth resources.

EVALUATION

To support the uplift in L&D practice across the APS, the APS Academy launched the APS Learning and Evaluation Framework and the Learning Evaluation Handbook in June 2022. The framework (Figure 5.6) is underpinned by an evaluation model that encourages practitioners to assess the effectiveness, efficiency, impact, relevance, flexibility and accessibility of L&D offerings across the APS.

Figure 5.6: APS Learning and Evaluation Framework



Source: APS Academy



BUILDING MENTAL HEALTH CAPABILITY

The APS Mental Health and Suicide Prevention Unit promotes developing APS workforce literacy, capability and expertise in mental health and suicide prevention. It also provides practical support and coaching to APS agencies, as they align their practices to the APS Mental Health Capability Framework (Figure 5.7). This framework provides agencies with a foundation to guide and underpin the development of programs to build mental health capability in the context of their specific operating environments.

The unit is actively supporting over 25 agencies to align their practice to the framework. These agencies are diverse in their operating contexts and include PM&C and the Department of Social Services. Agencies involved in the 2020–21 pilot of the framework are continuing to align their practice, with IP Australia’s Director of People Support, Leonie Graham, highlighting the benefits of the framework’s integrated approach.

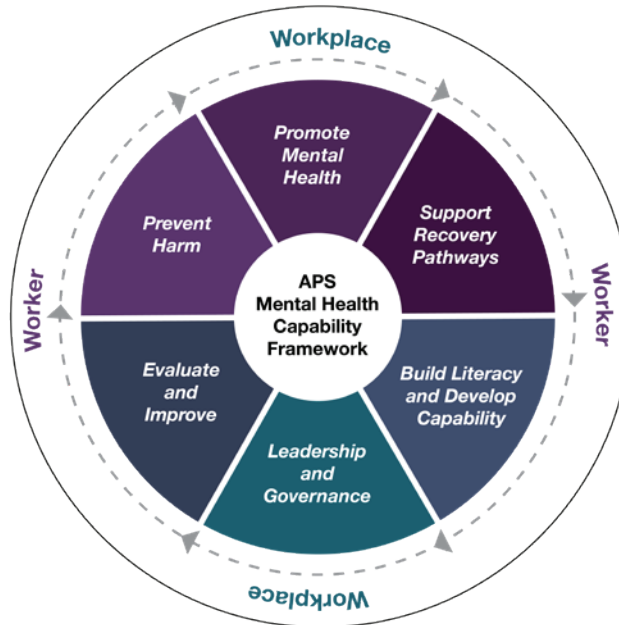
‘The framework positions capability development for mental health and suicide prevention as an enterprise-level approach, using multiple levers to ensure traction throughout the organisation. Using the framework’s overarching structure, we have been able to adapt it to our operating context and internal culture. And with our integrated HR service model, IP Australia’s implementation has been highly effective, aligning all the streams of HR to deliver a cohesive mental health and wellbeing experience for employees. Through the use of the Maturity Scale Assessment, IP Australia can demonstrate our progress against the framework, and communicate the effectiveness of our investment to the workforce and the Senior Executive.’

Leonie Graham, Director of People Support, IP Australia





Figure 5.7: APS Mental Health Capability Framework



Source: APS Mental Health and Suicide Prevention Unit

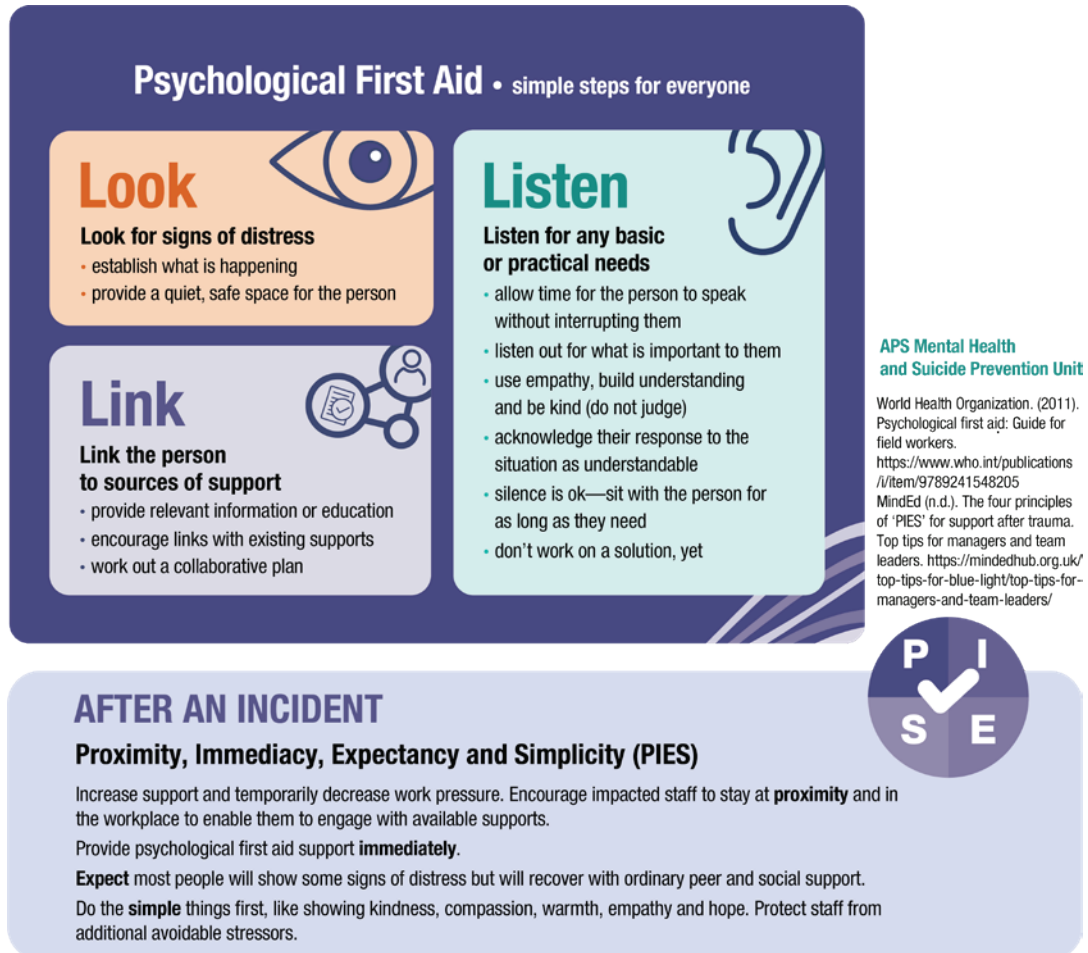
The Mental Health and Suicide Prevention Unit has developed and launched a whole-of-service approach to building workforce capability in suicide prevention, through the Compassionate Foundations training suite. Compassionate Foundations is a six-module suicide prevention eLearning course available to all APS agencies. Participants learn concepts and skills that improve their understanding of distress, so they can have safe and effective conversations well before a crisis occurs. The course is informed by academic theory and people with lived experience. First Nations content was developed with cultural knowledge shared by Indigenous academics and clinicians.

Since its launch in 2022, more than 3,000 APS staff representing 75 agencies have enrolled in the course. Importantly, participants are reporting strong shifts in their suicide prevention capability.

Look, Listen and Link (Figure 5.8) promotes the understanding and adoption of three simple steps that can help make people feel safe and connected with others. In turn, this leads people to feel better able to help themselves.



Figure 5.8: Look, Listen and Link



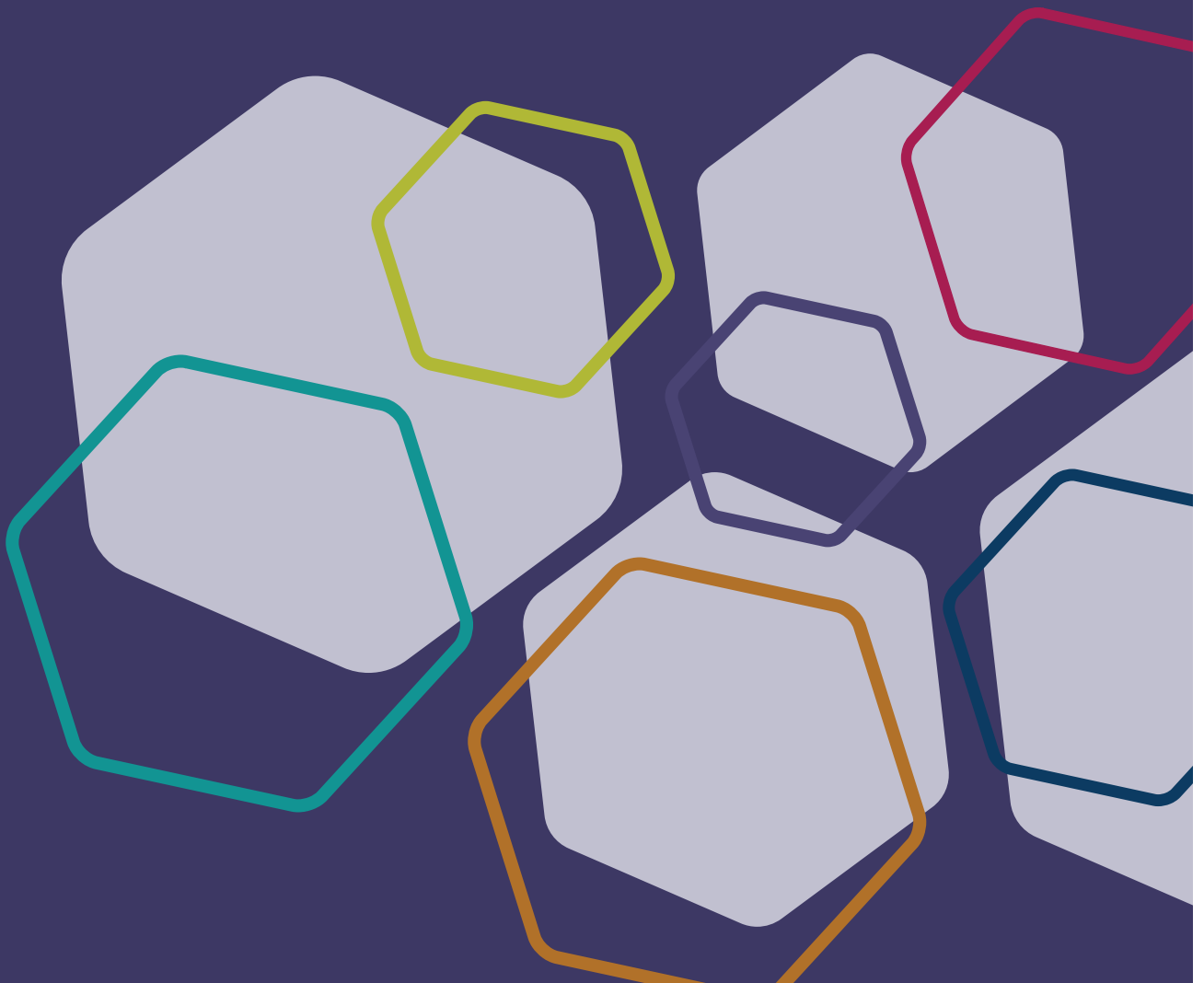
Source: APS Mental Health and Suicide Prevention Unit



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COMMITMENT



‘...the Australian Public Service
is the only institution in
Australia where in a lifetime
of service, you could have
2, 5, 10, 20 careers. That’s the
opportunity the APS offers
young people.’

David Fredericks, Secretary of the Department
of Climate Change, Energy, the Environment and Water⁴⁷

⁴⁷ D Fredericks, *APS Leadership: Rising to the road ahead*, IPAA ACT, 6 September 2022.





CHAPTER 6

BECOMING A MODEL EMPLOYER

As a model employer, the APS must foster respectful workplaces and an inclusive culture, with integrity at the core. To attract and retain talent, the APS must be well-placed to offer rewarding careers with opportunities for development and the application of skills, offering secure and meaningful work.

AGREEMENTS AND DETERMINATIONS

In recent years, each APS agency has been responsible for establishing and maintaining its own workplace relations arrangements governing wages and conditions, within the broader legislative and policy framework. Workplace arrangements in APS agencies have included enterprise agreements, common law agreements and determinations made under the *Public Service Act 1999*.

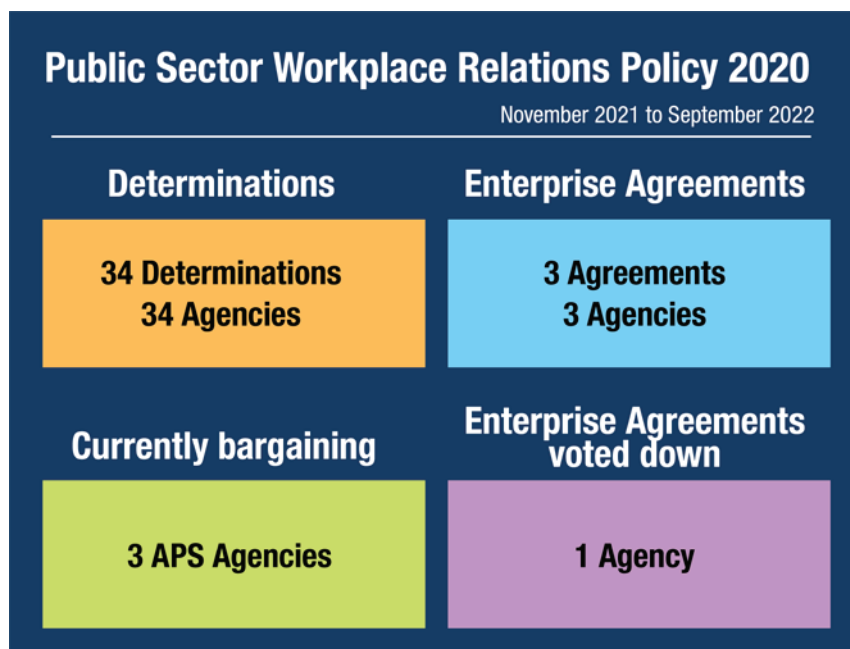
Between November 2021 and May 2022, employees in three APS agencies voted up new enterprise agreements. Another 34 APS agencies received APSC approval to make determinations under section 24(1) of the *Public Service Act 1999*. Thirty-two of these determinations supplement nominally expired enterprise agreements by providing pay increases for APS employees. Two provided comprehensive entitlements for employees (Figure 6.1).

Before September 2022, the Public Sector Workplace Relations Policy 2020 established the policy settings for workplace relations in the Commonwealth public sector. For instruments made under this policy, pay increases were linked to the annual percentage change in the seasonally adjusted private sector Wage Price Index for the preceding June quarter. This figure became the cap for the maximum wage increase available for Commonwealth employees. Agencies were able to negotiate a lower value based on affordability.

From 1 September 2021 to 31 August 2022, the cap was 1.9% based on the year to June quarter 2021 change in private sector Wage Price Index, published by the ABS on 18 August 2021. This replaced the 1.7% cap based on the previous year's Wage Price Index results.



Figure 6.1: Workforce relations summary statistics (November 2021 to September 2022)



Source: APSC

PUBLIC SECTOR INTERIM WORKPLACE ARRANGEMENTS 2022

In October 2022, the Government released the Public Sector Interim Workplace Arrangements 2022, which replaces the Public Sector Workplace Relations Policy 2020 in its entirety. The interim arrangements are the first step towards a broader package of workplace relations reforms for the Commonwealth public sector. They are a short-term measure, designed to allow agencies to provide an equitable and timely remuneration increase to their employees.

The interim arrangements operate from 1 September 2022 until 31 August 2023. They apply to APS and non-APS Australian Government entities and members of parliament staff, subject to certain exceptions. Government Business Enterprises, the Australian National University, the Australian Broadcasting Corporation, the Special Broadcasting Service and the Reserve Bank of Australia are encouraged to apply the interim arrangements to the extent consistent with their commercial focus. The arrangements also apply to SES and equivalent employees.

The interim arrangements provide for a one-off annual remuneration increase of 3% for Commonwealth employees. Unlike previous workplace relations policies, this is not a cap or upper limit, but a fixed percentage the Government has decided to pay employees. Pay increases will apply prospectively from the date any new instrument begins. Existing pay



increases scheduled over the term of the interim arrangements are also to be increased to 3%.

Other key aspects of the interim arrangements are provisions to:

- provide maximum support and flexibility to employees affected by family and domestic violence
- promote workplace flexibility as a standard practice
- support genuine and effective consultation with employees and their representatives
- facilitate union representation in Commonwealth agencies.

The interim arrangements were supported by the parallel release of APSC circulars on Genuine and Effective Employee and Union Consultation in Commonwealth Agencies and Union Representation in Commonwealth Agencies. These circulars were designed to reflect the new Government's approach to workplace relations, including a desire for improved collaboration and consultation with union stakeholders. They set the expectation for Commonwealth agencies to act as model employers in these matters.

Agencies are encouraged to consider making a one-year determination to provide employees with certainty and a timely wage increase while details of the Government's new comprehensive workplace relations policy are being developed. Under the interim arrangements, changes to terms and conditions are only approved in exceptional circumstances. This is to minimise the impact on future Commonwealth bargaining, which will aim to improve commonality of conditions across Commonwealth agencies.

DEVELOPING A COMPREHENSIVE WORKPLACE RELATIONS POLICY

A comprehensive workplace relations policy is one of the Government's first steps towards a more unified One APS employment model. This will allow for greater mobility, attraction and retention within the APS, greater equity in pay and conditions, and enhanced administrative efficiency. The development of the policy focuses on an approach to genuine service-wide negotiations on pay and common conditions, with agency specific conditions negotiated at agency level.

The APSC has initiated a consultation process to inform the development of the comprehensive policy. Consultation is occurring with unions and Commonwealth agencies on matters such as an approach to service-wide negotiations, and the potential scope and coverage of such an approach. The comprehensive policy is due to start in 2023.



CHAPTER 7

THE FUTURE OF WORK

The APS is experiencing sustained workforce pressures. It is responding to wider labour market skills shortages in emerging technologies and specialist areas, due to historic low unemployment rates and changing employee expectations. There is a focused effort to improve the APS value proposition, including how the APS attracts, employs, retains and develops talent.

FUTURE OF WORK SUB-COMMITTEE OF THE SECRETARIES BOARD

Established in February 2022, the Future of Work Sub-committee of the Secretaries Board focuses on practical reforms that build on the Thodey Review⁴⁸ and the focus areas of the APS Workforce Strategy 2025. It provides advice to the Secretaries Board on opportunities to strengthen APS workforce and organisational capability.

The Government's focus on driving a stronger and more capable APS has broadened the scope and raises the profile of the sub-committee to directly support key Government priorities. This includes rebuilding APS capability (APS Reform Plan priority 4) and positioning the APS as a model employer, including through reduced reliance on contractors and consultants (APS Reform Plan priority 3). (See Figure 7.5)

The Future of Work Sub-committee builds on existing efforts to develop APS capability, including the APS professional streams, APS Learning Board, the work program being delivered by the Chief Operating Officers Committee and other bodies. It is supported by a taskforce within the APSC, drawing on skills and expertise from across the service, including policy development, data and economic analysis, research, and secretariat support.

Initially established as a short-term mechanism, the Future of Work Sub-committee is now an enduring feature in the APS governance landscape.

⁴⁸ Commonwealth of Australia, *Our Public Service, Our Future. Independent Review of the Australian Public Service*, 13 December 2019.



ATTRACTION AND RETENTION

Employees within Australia, and across the world, have changing expectations of what they want from work and how they will work. The traditional operating models of the APS are being challenged and technological advances are requiring the service to adapt rapidly to the future of work. Employees have a new benchmark for the workplace experience and want more flexibility, more inclusive workplaces and a greater sense of purpose.

The Future of Work Sub-committee is exploring push and pull factors in attracting and retaining critical skills and talent for the APS. This work has drawn insights from across the service, for example:

- just over half (53%) of all new recruits into the service have had previous APS experience⁴⁹
- the APS is more likely to recruit from within for senior roles
- across all jobs, the APS advertises for more positions in Canberra than other employers nationally.

These recruitment characteristics pose significant risk in attracting and retaining the right workforce skills and capabilities. As a consequence:

- the APS nearly always appoints or promotes from within for EL and SES levels
- where APS employees are located is changing, however the APS remains Canberra-centric for senior roles
- recruitment does not target in-demand occupations where they are located (that is, in New South Wales, Victoria, and Queensland).

This means the APS is missing out on opportunities to source talent, especially for in-demand occupations. It also risks not better reflecting the diversity of the community it serves if these narrow recruitment actions prevail.

ATTRACTION

The Future of Work Sub-committee builds on the priorities in the APS Workforce Strategy 2025, primarily supporting its first action area of 'attract, build and retain skills, expertise and talent'. Specifically, the sub-committee has explored trends in APS hiring practices and identified areas for uplift.

The APS surveyed a number of new APS employees to paint a picture of factors that attracted them to the service and how their expectations had been met. This survey drew

⁴⁹ 2022 Future of Work Taskforce Survey for APS New Starters.



on approximately 1,600 APS employees who started over the course of 12 months from February 2021. Findings suggest that most new recruits find jobs through the APSJobs website (49%) or by word of mouth (20%). A large proportion of new starters indicate the hiring process could be improved (65%), in areas such as timeliness and communication.⁵⁰

These new starter experiences and insights also intersect with recruitment practices that are cumbersome, inefficient and characterised by a highly fragmented approach across the APS. Recruitment processes are lengthy, with a sample of three extra-large APS agencies indicating the average time to merit pool selection was 69 days, compared to the NSW public service reporting 39 days and the Australian Human Resources Institute reporting an average of 33 days for the private sector.⁵¹ This means the APS is often losing the best talent before even getting that talent in the door.

The APS can also do more to ensure consistency in key recruitment information and approach across agencies to attract talent. Advertising of similar APS jobs, often at the same level, can vary significantly in terms of recruitment forms, advertising approach, position descriptions and requirements of candidates throughout the selection process. Refining a One APS approach to recruitment, without an 'insider' bias, will better position the APS as an employer of choice at the forefront when prospective employees are researching and applying for positions.

A One APS approach to recruitment can also deliver transparent, efficient and consistent recruitment outcomes by:

- reducing timeframes and sharing merit lists across agencies
- designing best-practice recruitment and selection options that satisfy the merit principle but also provide for flexibility and diversity
- enhancing the internal marketing of the APS and reducing reliance on recruitment agencies and labour hire firms
- improving the candidate experience and APS brand and
- securing access to new talent pools through further flexibility in employment arrangements.

RETENTION

The drivers of retention in the APS are multi-faceted. Respondents to the 2022 APS Employee Census most commonly said their reasons for staying in the APS were job security (69%), the type and nature of the work they were doing (51%) and non-monetary

⁵⁰ 2022 Future of Work Taskforce Survey for APS New Starters.

⁵¹ APSC analysis based on 2020 and 2021 recruitment system data provided by three extra-large APS agencies.



employment conditions (51%). The drivers of employee retention, however, are not one-dimensional. For example, the type and nature of work was more likely to be important to more senior employees and employees in strategic policy roles whereas remuneration was more commonly cited by those in communications and marketing roles.

The APS is also beginning to better understand the top attrition drivers across the service. Those planning to leave the service most commonly cite that they:

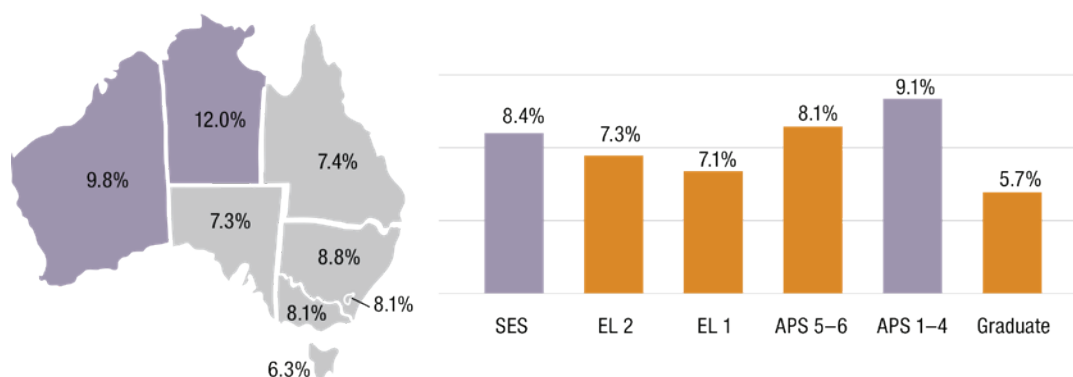
- can receive a higher salary elsewhere
- are seeking different work or a career change
- lack future career opportunities within their agency.

Separation rates across the APS substantially declined in 2019–20 with the emergence of COVID-19 and they remained low over 2020–21. In 2021–22, however, separation rates rose to levels above those seen before the pandemic. More generally, a reduction in the Australian unemployment rate (indicating a tighter labour market) is historically associated with an increase in the APS separation rate. If Australia's unemployment rate remains very low, the APS separation rate may continue to be elevated through to the end of 2024.

Separation rates vary by location and classification, with the highest rates reported in the Northern Territory and Western Australia, and for SES and APS 1 to APS 4 employees (Figure 7.1). Separation rates are also relatively high among APS staff with less than two years of service (12.2%), approximately twice that of employees who have worked in the service for 10 to 15 years (6.2%).

Figure 7.1: APS separation rates by location and by classification level (2022)

Separation rates vary by location and classification, with the highest rates reported in NT and WA, and for SES and APS 1–4



Source: APSED



Developing meaningful career pathways is an emerging focus for the APS to attract and retain top talent, particularly for critical roles. Strategic workforce tools can be deployed to support career pathways, including mobility, having formal approaches in place to support career development and adopting a One APS approach to skill investment.

Offering APS employees opportunities to work closer to home and their local communities is also a core focus. Public servants of the future do not necessarily have to move to Canberra to have a meaningful and purposeful career with the APS.

IN-DEMAND OCCUPATIONS

The labour market for particular skills is increasingly competitive. On the demand side, the Australian economy has experienced rebounding gross domestic product growth coming out of COVID-19, which has meant demand for labour is strong across the nation.⁵² On the supply side, disruption to skilled migration through the pandemic has hit some occupations particularly hard, exacerbating competition for existing workers. This is particularly true in fields such as ICT and accounting which have a high reliance on skilled migration. In 2020–21, there were only 5,509 ICT and software related skilled migrants, compared to a nine-year annual average of 9,467. For general and management accountant skilled migrants, there were only 1,062 migrants compared to nine-year annual average of 5,003.⁵³ This results in rising wages for these occupations in the private sector, which puts pressure on APS wage competitiveness for those roles. For APS employees working within these in-demand occupations, receiving a higher salary elsewhere is of increasing importance in their reasons for wanting to leave the APS.⁵⁴

⁵² Reserve Bank of Australia, *Statement on Monetary Policy: August 2022*, n.d., 2022.

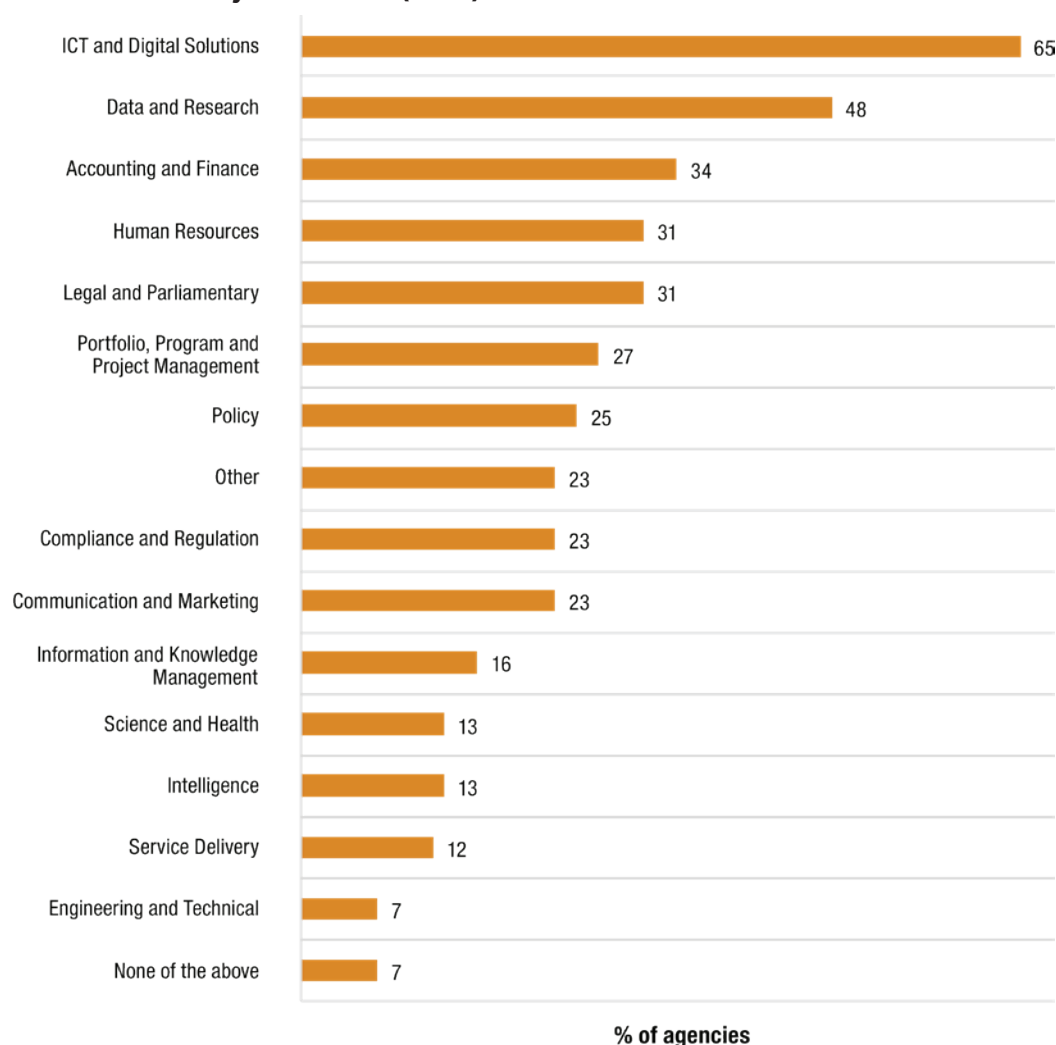
⁵³ Department of Home Affairs, *Permanent Migration Program (Skilled & Family) Outcomes Snapshot Annual Statistics: Program years 2011–12 to 2020–21*, n.d.

⁵⁴ 2022 APS Employee Census.



These trends are impacting the ability of APS agencies to fill roles in some in-demand occupations, such as in the accounting, data analysis and science, ICT, engineering and security, program and project management, and legal fields. Agencies are facing acute worker shortages across these job families as well as in HR (Figure 7.2).

Figure 7.2: Proportion of agencies experiencing skills or labour shortages in each job in the APS Job Family Framework (2022)



Source: 2022 APS Agency Survey

Tight labour market conditions are expected to eventually loosen. At the Jobs and Skills Summit, the Australian Government agreed to increase Australia's permanent migration to 195,000 places in 2022–23 to help ease widespread, critical workforce shortages.⁵⁵ Gross domestic product growth is also expected to return to long-term trends, with the Reserve

⁵⁵ Australian Government, *Jobs + Skills Summit: Outcomes*, 1–2 September 2022.



Bank of Australia forecasting that it will return to a growth rate of 1.8% by December 2023.⁵⁶ Forecasts of growth rates for in-demand occupations indicate robust growth (Table 7.1), which will see wage pressures reduce.

Table 7.1: National Skills Commission 5-year forecast growth rates for in-demand occupations

In-demand occupations	National workforce future growth (5 years to November 2026) (%)
Database and Data Administration Officer	38.9
ICT/Cyber Security Officer	38.9
Data Engineer	27.0
Software Engineer	27.0
Lawyer	21.0
IT Architect	12.9
Data Miner/Data Scientist	11.0
Program and Project Administrators (for example, Program Support Officer, Project Support Officer)	9.3
General Accountant	9.2
Overall	9.1

Note: National Skills Commission unit groups have been mapped to job roles in the APS Job Family Framework.

Source: National Skills Commission Labour Market Insights Occupation Profiles 2022.

APS LOCATION STRATEGY

COVID-19 saw a seismic shift in perceptions of where work can be done, disrupting the nature of workplaces across the world.

The APS is exploring options to locate staff closer to local communities, for not only better service design and delivery, but also to tap into emerging labour markets outside of Canberra to remain a world-class public service that reflects the community it serves. This approach will provide options for employees in choosing where they work from, and when, often allowing employees to be closer to home.

The APS Location Strategy is being developed as an initiative of the Future of Work Sub-committee. This strategy will set the scene for the APS to think more broadly about accessing talent pools, overcome the Canberra-centric nature of APS recruitment and

⁵⁶ Reserve Bank of Australia, *Forecast Table: August 2022*, n.d., 2022.



address the disaggregated approach to the APS footprint.⁵⁷ It will tie to the APS Workforce Strategy 2025 to ensure the APS has the right people, in the right places, at the right times to meet existing and emerging workforce demands.

This may mean exploring closer partnerships with business and industry to share talent and grow the presence of the APS workforce in locations not traditionally explored by the service. The APSC is working with the Department of Finance to develop the strategy to align it with the Commonwealth Leasing Strategy and the Commonwealth Property Management Framework.

Key principles being tested to help guide strategy development and inform decisions that go to the location of the APS workforce:

- attract skills by accessing national talent pools
- leverage existing property footprint, foster collaboration and APS culture
- support flexible work, wherever reasonable
- ensure workplaces strengthen diversity and inclusion
- consider proximity to stakeholders and partners.

The APS Location Strategy is expected to be publicly released in early 2023.

FLEXIBLE WORK

The APS has long offered flexible work arrangements for staff (Figure 7.3), however COVID-19 transformed working from home arrangements with flexibility adopted at scale.⁵⁸

Flexible work in the APS may take many forms, including:

- flexible conditions such as part-time work and/or job sharing
- changes to hours or patterns of work (that is, flexible start and finish time or compressed hours)
- flexible work locations such as home-based work, remote work, telework and hybrid working arrangements.

Flexible work has numerous benefits, not only for the APS but the broader economy. Flexible work arrangements and providing the workforce with options is likely to see increased productivity and workforce participation, greater employee satisfaction, improved work culture, more diverse teams and greater retention of talent – reducing overall recruitment costs.⁵⁹

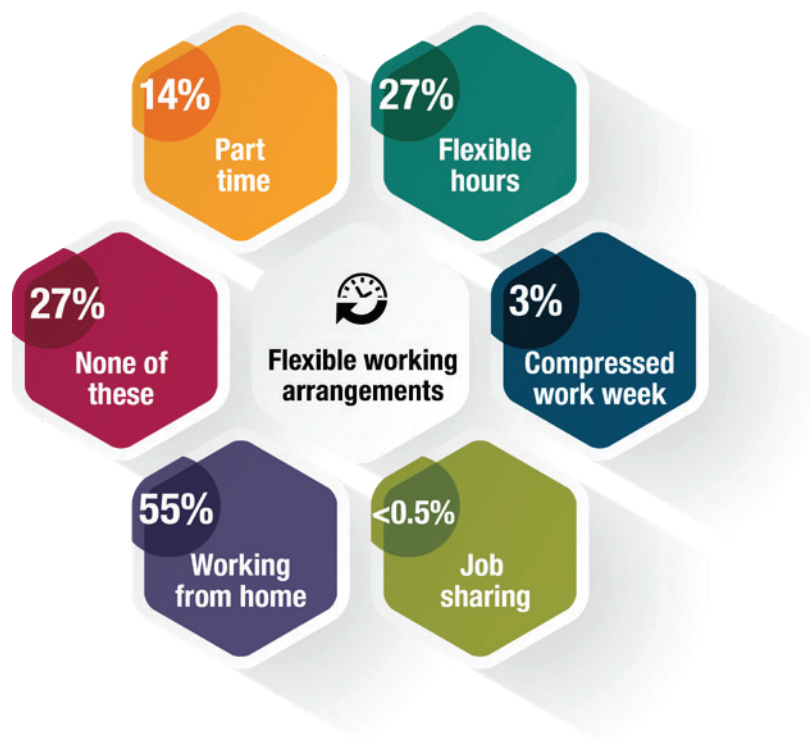
⁵⁷ The labour market talent pools for in-demand occupations are in New South Wales, Victoria, and Queensland, based on analysis of National Skills Commission Labour Market Insights Occupation Profiles 2022.

⁵⁸ APSC, *State of the Service Report 2020–21: Reform in the shadow of COVID*, 29 November 2021.

⁵⁹ LR Soga et al., *Unmasking the other face of flexible working practices: A systematic literature review*, 8 January 2022.



Figure 7.3: Access to flexible working arrangements



Source: 2022 APS Employee Census

The use of flexible working arrangements in the APS pre-dates COVID-19 and will be a mainstay for the APS to be seen as an employer of choice.

The shift of working away from the office at least some of the time is a trend that continues to increase for the APS. A total of 55% of respondents to the 2022 APS Employee Census had arrangements in place to work away from the office or from home at least some of the time (Figure 7.3), an increase of nine percentage points from 2021. Flexible work hours and part-time work also feature prominently in flexible working arrangements across the APS.

In 2022, more than three-quarters of APS Employee Census respondents (78%) agreed they are confident that if they requested a flexible work arrangement, their request would be given reasonable consideration. This is a positive trend, up three percentage points from 2021.

As a system, the APS needs to be mindful, in the context of a competitive marketplace for talent, that reasonable consideration is offered in a request for flexibility – in line with an ‘if not, why not’ principle. As found in the ABS Household Impacts of COVID-19 Survey, working from home and spending more time with family and friends were the two most common aspects of life wanted to see continue after COVID-19 ended.⁶⁰

⁶⁰ ABS, *Household Impacts of COVID-19 Survey*, 14 July 2021.



The Future of Work Sub-committee is also exploring how the flexible work options offered within the APS can feature in the APS employee value proposition in its attraction and retention strategies. The APS needs to balance flexibility with the importance of building a culture, so staff develop networks of influence and understanding that learning is often advanced through collaboration in an office setting.

REBALANCING THE APS WORKFORCE

The Australian Government is committed to ensuring ongoing capability of the public service by maintaining a strong, responsive and apolitical APS. Efforts across the service are underway to rebuild public sector capability by increasing the number of direct, permanent public sector jobs, reducing the use of consultants and outsourcing, abolishing the average staffing level cap, and restoring the independence of vital public sector institutions.

The Future of Work Sub-committee is examining how the workforce mix across the APS can be rebalanced to reinvest in internal capability while reducing APS reliance on external expertise. Strategically thinking about how to engage capability has these benefits:

- ensures value for money and generates public benefit
- reduces the reliance on the use of external suppliers, contractors and labour hire
- maximises public sector capability internal to the APS
- seeks to achieve the best results from consultancy services engaged by the APS.

Rebalancing the workforce will likely take time, as investment in employee capability is prioritised and trust in the diversity, deep expertise and collaborative approach of the APS is restored. In the near future, modes of delivery will likely continue to be wide and varied given the complex operating environment and competing community expectations of the APS.

The APS Audit of Employment, administered by the Department of Finance with support from the APSC, will assist in baselining the APS workforce and provide a better understanding of the scale and nature of the contingent workforce (for example, contractors and labour hire staff) and its implications for APS capability in the short, medium and long term.

APS STRATEGIC COMMISSIONING FRAMEWORK

To assist with rebalancing the public service workforce, the APS Strategic Commissioning Framework is being developed to guide how the APS can best employ and leverage external expertise of the contingent workforce in a considered, effective way.



The APS Strategic Commissioning Framework will draw on outcomes from the Government's audits on wasteful spending and employment. It will provide guidance to support managers in determining the most appropriate resourcing option, whether that be to:

- recruit permanently and build internal core capability
- draw temporarily on existing APS employees with the requisite skills
- share knowledge and ideas through centres of excellence and expert hubs
- commission external expertise, through a consultancy or a contractor to undertake a project or body of work.

Central to this concept is gaining greater shared understanding across the APS of what might constitute the core public service functions that should be primarily performed in-house by APS employees. These may include functions that:

- are inherently the responsibility of government or require the exercise of public authority
- contribute to goods and services to support the public good or public interest
- should be resourced using public service employees as a first principle to ensure the ongoing stewardship role of the APS.

The APS also plays a role as a model employer to create secure employment and address how to most efficiently and effectively reduce reliance on contractors, consultants and labour hire over time. Ongoing work to ensure fair and equitable conditions of employment, alongside growing APS talent, will continue to feature in the months and years ahead.

The APS Employment Principles set a high standard for the APS as a model employer, laying the foundations for a career-based APS that:

- makes fair employment decisions with a fair system of review
- recognises that the usual basis for engagement is as an ongoing APS employee
- makes decisions relating to engagement and promotion that are based on merit
- requires effective performance from each employee
- provides flexible, safe and rewarding workplaces where communication, consultation, cooperation and input from employees on matters that affect their workplaces are valued
- provides workplaces that are free from discrimination, patronage and favouritism
- recognises the diversity of the Australian community and fosters diversity in the workplace.

Embedding these practices across the APS in concert with rebalancing the workforce, building genuine partnerships, and providing unparalleled opportunities to serve Australians will also position the APS as an employer of choice.

Managing an unprecedented workforce transition Australian Digital Health Agency

Looking for a job
that means so much
to so many?

We're hiring.



**Partnership Manager -
Identified Position**

APPLY NOW

**Australian Digital Health Agency recruitment drive:
A job that means so much to so many
(Image: Australian Digital Health Agency)**

and diversity. A re-designed recruitment brand – A job that means so much to so many – was launched. The agency also began an unprecedented culture change and recruitment project to convert 160 labour hire jobs, equating to around 40% of the roles in the agency, to APS jobs.

Factoring in general recruitment to fill vacancies as they emerged, the agency conducted more than 400 recruitment activities in 2021–22, in a highly competitive job market. Recruitment processes were streamlined and featured rolling recruitment campaigns, bulk recruitment processes, and consideration of existing merit lists from across the APS. Recruitment training was offered across the agency and improvements made to onboarding and induction programs. Internal communication was enhanced with fortnightly question and answer sessions, including with guest speakers from the Merit Protection Commissioner and the Employee Assistance Program provider.

Evidence from the 2022 APS Employee Census indicates significant improvements in engagement and satisfaction levels at the Agency compared with the previous year. The percentage of staff:

- reporting a strong attachment to the APS increased from 39% to 52%
- expressing strong belief in the purpose and objectives of the APS increased from 63% to 77%
- satisfied with the stability and security of their employment increased from 48% to 69%.

For an agency which has operated since January 2016, these large gains validate the importance of this significant shift in approach to attracting and retaining staff.

In July 2021, with the COVID-19 pandemic placing the national health system under great pressure, the Australian Digital Health Agency (ADHA) undertook a critical review of its capacity to deliver new and improved digital health solutions. An outcome, supported by the APSC, saw the agency rapidly implement significant changes to workforce practices and recruitment processes.

Revised Workforce and Leadership Strategies and a new Flexible Work Policy were introduced to support the Agency, as an employer, to offer innovation, flexibility



EMPLOYEE VALUE PROPOSITION

Drawing on the themes explored in this chapter, the APS is acting to best position itself for the future of work. The APS is not unique in its experience and challenges. With an increasingly competitive labour market, skills shortages are being seen across the economy and private and public sectors alike are having to adapt quickly to secure talent.

This means the APS must continue to hone and refine its employee value proposition and meet employee expectations. How the APS attracts and retains talent over the coming years will directly impact on its ability to best serve all Australians. The Future of Work Sub-committee is exploring ways to integrate its findings and opportunities throughout its program of work to develop the best value proposition for the APS in the competitive employment market.

An employee value proposition is a set of attributes that employees perceive as the value they gain through employment with an organisation.⁶¹ A strong, authentic employee value proposition is critical to attracting, retaining and developing the workforce that the APS needs now and into the future.

The pillars of the APS employee value proposition centre around the employment factors important to most APS employees. Research suggests, however, that the level of importance varies across workforce segments and employee demographics and may be influenced by the stages of employees' professional and personal lives. Examples of this include:

- superannuation tends to be more important for older employees
- work-life balance and access to flexible working arrangements tends to be more important for employees with caring responsibilities
- professional L&D tends to be more important for graduates.

Further insights from the 2022 Future of Work Taskforce Survey for APS New Starters showed that 81% of respondents said job security was an important attraction factor, followed by the job offered a good match with the skills (80%) and the nature of the work (74%). Not surprisingly, respondents who did not feel their expectations had been met by the reality of their experience in the APS showed a greater intention to leave the service.

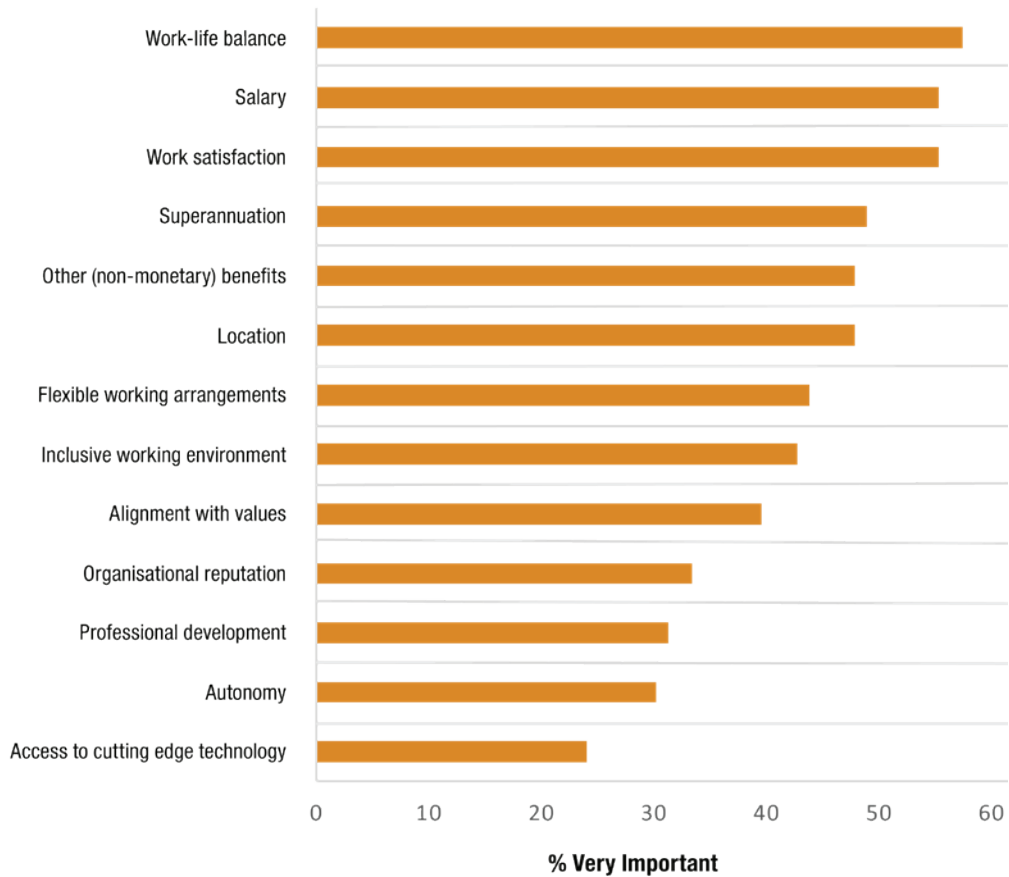
The Survey of Trust in Australian Public Services, conducted in June 2022, also explored the job qualities important to individuals in their work. Just over half (55%) of respondents indicated that work-life balance and salary was very important. Work satisfaction was also considered very important for over half of the respondents (53%) (Figure 7.4).

⁶¹ Gartner, *Gartner Glossary: Employee Value Proposition*, n.d., 2022.



Figure 7.4: Importance of job qualities (2022)

Please indicate how important the following job qualities are to you in your work

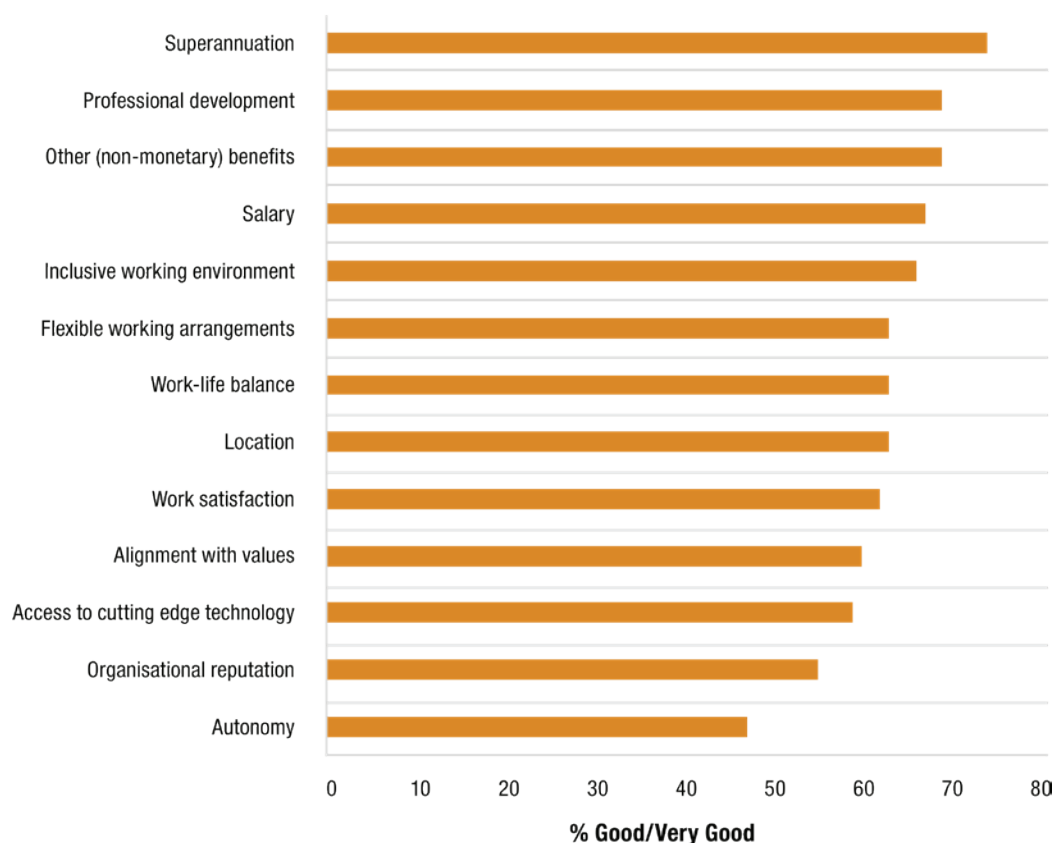


Source: 2022 PM&C Survey of Trust in Australian public services



Figure 7.5: APS perceived job quality performance (2022)

Thinking about the Australian Public Service as a potential employer, please indicate how you think it performs in the following job qualities



Source: 2022 PM&C Survey of Trust in Australian public services

APS employees also want more flexibility, a greater sense of purpose and more inclusive workplaces. The APS is taking a step in the right direction. Larger proportions of respondents to the 2022 APS Employee Census indicated that their job inspired them (61% in 2022 compared to 56% in 2021) and that they believed strongly in the purpose and objectives of the APS (85% in 2022; 82% in 2021).

These insights – as well as public perceptions of the APS (Figure 7.5) – are being used to develop an APS employee value proposition and an APS-wide approach to flexibility. This will be considered by the Future of Work Sub-committee before being trialled more broadly for release in 2023.



Figure 7.6: Future of Work Sub-committee of Secretaries Board

Future of Work Sub-committee of Secretaries Board

Aim: *to be a catalyst in driving organisational and workforce reform priorities for the APS, that meet the Government's expectations that the APS is a model employer and has the capability it needs to do its job well.*

APS REFORM PLAN PRIORITY 3: THE APS IS A MODEL EMPLOYER

APS EMPLOYEE VALUE PROPOSITION: Develop and communicate a strong value proposition for the APS, underpinned by a clear purpose statement, to attract and retain APS employees.

APS WIDE APPROACH TO FLEXIBLE WORK: Develop an APS position that captures the best of flexible work arrangements while still ensuring all employees can continue to learn by doing and seeing, building networks and being part of their workplace.

REDUCE RELIANCE ON CONTRACTORS AND CONSULTANTS: Complete the Audit of APS employment to understand how the external workforce is used across the service and deliver a strategic commissioning framework and in-house consulting model to build core capabilities and rebalance the workforce over time.

ATTRACT AND RETAIN IN-DEMAND WORKERS AND OTHER SPECIALISTS: Strengthen APS processes to secure in-demand workers and progress broader work to better support, recognise and utilise specialists as part of Hierarchy and Classification reforms.

APS LOCATION STRATEGY AND ACTION PLAN: Support agency decisions on the geographic distribution of the workforce to access diverse talent pools, overcome barriers to the APS going where the talent is and strengthen the APS value proposition by supporting flexible ways of working.

PERFORMANCE, PRODUCTIVITY AND FLEXIBLE WORK: Development of a measurement methodology and framework, which measures the direct impact of flexible working arrangements on organisational performance and productivity in the Department of Home Affairs.

PILOT: HIRING PRACTICES: Pilot best-practice approaches to recruitment to recruit and attract high-performing employees with diverse and emerging skills.

RESKILLING: Develop and pilot tools and resources to support reskilling and upskilling of employees to meet emerging skills needs.



APS REFORM PLAN PRIORITY 4: THE APS HAS THE CAPABILITY IT NEEDS TO DO ITS JOB WELL

CAPABILITY REVIEWS: Undertake an initial tranche of Agency Capability Reviews to embed a culture of continuous improvement and to ensure that the APS is building and maintaining the right capabilities to respond to challenges now and into the future.

HIERARCHY AND CLASSIFICATION REFORMS: Accelerate reforms to APS culture and capability, and modernise APS structures and ways of working within the current classification system.

PERFORMANCE MANAGEMENT: Establish measures to ensure performance management in the APS is focused on outcomes and behaviours and aligned to APS values.

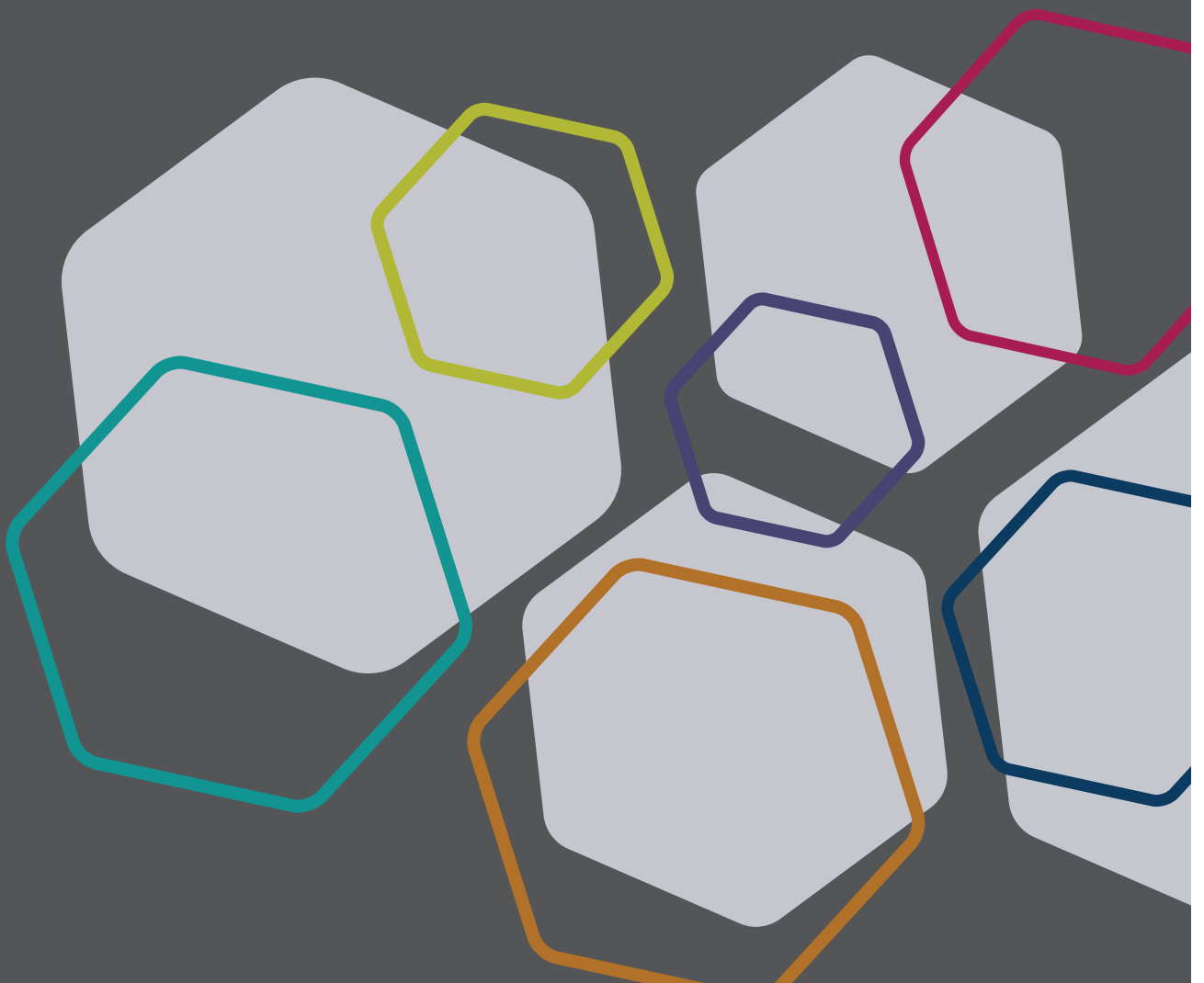
INTERNATIONAL (ASIA-PACIFIC) STRATEGIC KNOWLEDGE: Develop a pilot program to build Asia and the Pacific capability to build a workforce with deep experience in and knowledge of our region.

PILOT: H&C MANAGERIAL CAPABILITY UPLIFT: Uplift capability of APS managers to ensure current and future leaders have the leadership and management skills they need to perform their roles, particularly the EL2/manager cohort.

UPLIFT SPECIALIST CAPABILITY, EXPAND AND MATURE PROFESSIONS: Support ongoing delivery of APS professions and the development of the professions model, including options to establish Evaluation and Project Management professions and support the ongoing delivery of the existing professions and the professions model.

PILOT: DATA AND DIGITAL CAMPUSES: Establish campuses to attract people wanting a career change and students in Darwin, Newcastle, Launceston and Townsville to skill up in data and digital roles in the APS while remaining at home in their communities.

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APPENDIX 1

APS WORKFORCE DATA

APS EMPLOYMENT DATABASE

The Australian Public Service Employment Database (APSED) contains employment, diversity and education details for all people employed in the APS under the authority of the *Public Service Act 1999*.

Information on staffing, including trends in the size, structure and composition of the APS, contributes to research and evaluation work on the changing nature of the APS. This, in turn, assists agencies to formulate their people management policies and practices.

APSED is the definitive source of APS employment data, supporting strong evidence-based APS workforce policy, people management and advice.

APSED SCOPE AND COLLECTION METHODOLOGY

APSED stores the employment data of all current and former APS employees. The database was established in 1999 but contains data on APS employees from 1966. The most recent snapshot, conducted on 30 June 2022, contains records relating to 159,469 employees.

APSED is maintained by the APSC. Data are supplied to APSED from the HR systems of APS agencies.

Two types of data files are used to update and maintain APSED: movement files and snapshot files. In general, both file types contain the same data items, but they differ in purpose.

1. Movement files are provided to the APSC from each agency every month. They are used to document changes in employment history (for example, engagements, promotions and maternity leave) for all people employed under the *Public Service Act 1999* on a monthly basis.

Changes in employment characteristics every month are recorded using movement codes. Movement files contain a record for every movement relevant to updating and maintaining employee records in APSED that has been processed in an agency's HR system during the month. Therefore, if an employee undertakes multiple movements within a reference period, the corresponding movement files will contain multiple records for that employee. Conversely, if an employee has no movements during the reference period, they will not appear in the movement file.



2. Snapshot files are provided to the APSC from each agency on a six-monthly basis. They are used to verify that all the information stored in APSED is correct and current at 31 December and 30 June each year. Snapshot files contain a single record for every APS employee employed by a particular agency on 31 December and 30 June.

APSED ITEMS

Agency HR systems supply APSED with unit records containing this personal information:

- Personal particulars—Australian Government staff number, name, and date of birth.
- Diversity data—gender, Indigenous identification, country of birth, year of arrival, first and main languages spoken, parents' first languages, disability status.
- Employment data—classification, email address, date of engagement, employment status, standard hours, workplace postcode, any movement details and dates, operative status, previous employment, job family, job function, job role, current and previous agencies.
- Educational qualifications and main fields of study.

Under section 54 of the Australian Public Service Commissioner's Directions 2022, an Agency Head must ensure measures are in place to collect information from each employee in the agency and give collected information to the APS Commissioner. While individuals do not explicitly consent to the collection of their movement and employment data, they can choose to supply or withhold all diversity data except gender data. An Agency Head must allow APS employees to provide a response of 'choose not to give this information'.

MANAGEMENT AND ADMINISTRATION

Agency HR systems collect relevant data items and supply these to the APSC through secure or encrypted means. Agencies are responsible for the collection, security, quality, storage, access, use, and disclosure of their HR data as well as compliance with the Australian Privacy Principles. While agency HR systems capture detailed information on each APS employee's pay, leave history and entitlements, these are out of scope for APSED. Only data fields supplied to the APSC are in scope.

Upon receipt, each data file is corrected in an iterative process. Once validated and transferred to the APSC, error checks on the new files are performed by the APSC against the extant data in APSED. The APSC and the agency work together to resolve these differences. Once resolved, cleaned data is incorporated into APSED.



APSED data is stored on a secure information technology system that is password protected and accessible only by a team in the APSC who have been granted access by team supervisors and trained in protecting and using these collections. Standard operating procedures dictate when personal information can be added or changed. All changes to the database are logged in an audit file.

PRIVACY AND CONFIDENTIALITY

APSED is compliant with the APSC's privacy policy, which sets out the kinds of information collected and held, how this information is collected and held, its purposes, and authority for its collection. The full APSC privacy policy, which includes specific information related to APSED collection, is available at www.apsc.gov.au/apsc-complete-privacy-policy. The APSC has undertaken a detailed privacy impact assessment in relation to APSED, concluding that it complies with all relevant Australian Privacy Principles.

APS EMPLOYEE CENSUS

The APS Employee Census is an annual employee perception survey of the APS workforce. All eligible personnel employed under the *Public Service Act 1999* are invited to participate. The Employee Census has been conducted since 2012 and collects APS employee opinions and perspectives on a range of topics, including employee engagement, wellbeing, leadership, and general impressions of the APS.

APS EMPLOYEE CENSUS COLLECTION METHODOLOGY

In 2022, the APS Employee Census was administered to eligible APS employees during the period 9 May to 10 June 2022. This timing was consistent with all past Employee Census administrations apart from 2020. In 2020, the Employee Census was postponed to October due to the unfolding COVID-19 pandemic.

Although participation is encouraged, the APS Employee Census is voluntary. If a respondent chooses to participate, only a limited number of demographic-type questions must be answered. The remaining questions do not require a response.

APS EMPLOYEE CENSUS DESIGN

Questions from previous years were used as the basis for the 2022 APS Employee Census questionnaire with the aim of maintaining a reliable longitudinal dataset. Questionnaire content was evaluated, reviewed and updated; new questions were included to address



topical issues or to improve the quality of the data collected. The underlying framework applied to the 2021 APS Employee Census questionnaire was maintained. This model from the field of organisational psychology continued to define core question sets and direct the interpretation and reporting of results. While a standardised questionnaire was employed, agencies could ask their employees a limited number of additional questions.

APS EMPLOYEE CENSUS DEVELOPMENT

The 2022 APS Employee Census questionnaire included 147 individual questions. These questions were grouped into sections addressing key aspects of working for an APS agency.

Each year the content of the APS Employee Census is reviewed to ensure each question has value and meets a specific purpose. The APSC researches and consults broadly to develop and select questions for inclusion. In 2022, the APSC:

- considered strategic-level priorities coming from the Secretaries Board and other senior-level committees to ensure the Employee Census would capture appropriate information to inform these priorities
- consulted with subject matter experts from within the APSC and other APS agencies to seek their input to question design and information requirements for supporting APS-level policies and programs
- researched contemporary understanding of issues and options for questionnaire content
- provided participating agencies with an opportunity to give feedback and input to questionnaire design.

The resulting questionnaire covered numerous themes and measures.

APS EMPLOYEE CENSUS DELIVERY

In 2022 the APS Employee Census was administered using these collection methods:

- online, through a unique link provided to each employee by email
- telephone surveys with employees who did not have available supportive information technology to provide reasonable adjustment for their disability
- paper-based surveys for employees who did not have access to an individual email account or did not have suitable access to the internet.



SAMPLING AND COVERAGE

The population for the APS Employee Census is provided by participating agencies. It is up to individual agencies to set their eligibility criteria. For example, some agencies remove employees on long-term leave, while others contact employees on long-term leave to ask if they would like to participate.

The 2022 APS Employee Census covered eligible ongoing and non-ongoing employees from 99 APS agencies. Two APS agencies elected not to participate.

Invitations to participate in the 2022 APS Employee Census were sent to employees from 9 May 2022. The number of invitations was adjusted as new employees were added, separations processed, and incorrect email addresses corrected. The deadline for survey completion was 10 June 2022.

The final sample size for the 2022 APS Employee Census was 145,051. A total of 120,662 APS employees responded, giving a response rate of 83%.

MANAGEMENT AND ADMINISTRATION

The APS Employee Census is managed and coordinated by the APSC's Strategic Policy and Research Group. The APSC contracts an external service provider to support survey administration and reporting activities. Big Village (previously named Engine) was this service provider in 2022.

PUBLIC RELEASE

The public release of agency Employee Census data is aggregated and de-identified to protect individual's privacy. The release complies with the *Privacy Act 1988*, and the principles and codes under the Act.

Individual agencies may elect to publicly release their agency-level Employee Census results on their respective websites after this report is tabled. These results can also be centrally accessed on the APSC website.



PRIVACY

The APSC employs specific rules around how results are reported. Such rules protect the privacy of respondents and individual agency results.

De-identification of data is undertaken in accordance with guidance provided by the Office of the Australian Information Commissioner.

More information about how privacy is maintained can be found within the APSC Privacy Policy, available at <https://www.apsc.gov.au/privacy>.

COMMUNICATION INDEX

The 2022 APS Employee Census addressed communication through a set of dedicated questions that contribute to an index score. The Communication Index assesses communication at the individual, group and agency level.

EMPLOYEE ENGAGEMENT INDEX

The APS Employee Census uses a model of employee engagement developed by external service provider Big Village. This model addresses three attributes associated with employee engagement and measures the emotional connection and commitment employees have to working for their organisation. In this model, an engaged employee will:

- **Say**—the employee is a positive advocate of the organisation
- **Stay**—the employee is committed to the organisation and wants to stay as an employee
- **Strive**—the employee is willing to put in discretionary effort to excel in their job and help their organisation succeed.

First introduced in 2017, the Say, Stay, Strive employee engagement model is flexible and the APSC has tailored questions for the APS context.

ENABLING INNOVATION INDEX

The 2022 APS Employee Census addressed innovation through a set of dedicated questions that contribute to an index score. This Enabling Innovation Index score assesses both whether employees feel willing and able to be innovative, and whether their agency has a culture that enables them to be so.



LEADERSHIP – SES MANAGER INDEX

In 2022, the APS Employee Census introduced the SES Manager Index. This Index assesses how employees view the leadership behaviours of their immediate SES manager in line with the APS Leadership Capability Framework.⁶²

LEADERSHIP – IMMEDIATE SUPERVISOR INDEX

In 2022, the APS Employee Census introduced the Immediate Supervisor Index. Similar to the SES Manager Index the Immediate Supervisor Index assesses employee views of the leadership behaviours of their immediate supervisor as described in the APS Leadership Capability Framework.⁶³

WELLBEING POLICIES AND SUPPORT INDEX

The Wellbeing Policies and Support Index in the APS Employee Census measures both the practical and cultural elements that allow for a sustainable and healthy working environment. The APS has long been focused on the wellbeing of its employees. As employers, APS agencies have obligations under work health and safety legislation. Together with these obligations is an acknowledgement that high performance of employees and organisations cannot be sustained without adequate levels of employee wellbeing.

CALCULATING AND INTERPRETING INDEX SCORES

The questions comprising the Employee Engagement, Innovation and Wellbeing indices were asked on a five-point agreement scale. To calculate the index score, each respondent's answers to the set of questions were recoded to fall on a scale of between 0 and 100%. The recoded responses were then averaged across the five or more index questions to provide the index score for that respondent. An individual only receives an index score if they have responded to all questions comprising that index.

⁶² APSC, *Delivering for Tomorrow: the APS Workforce Strategy 2025*, 18 March 2021.

⁶³ *ibid.*

**Figure A1.1: Example table used to calculate index scores (for one APS employee)**

	Strongly agree	Agree	Neither agree or disagree	Disagree	Strongly disagree	Score (%)
Weight	100%	75%	50%	25%	0%	
Example question 1		✓				75
Example question 2		✓				75
Example question 3			✓			50
Example question 4				✓		25
Example question 5	✓					100
Sum of question weights for this employee						325
Index score for this example respondent (325/5)						65

Index scores for groups of respondents are calculated by averaging the respondent scores comprising that group.

An index score on its own can provide information about the group to which it relates. Index scores, however, have the most use when compared with scores over time or between work units, organisations and demographic groups.

TREATMENT OF RESPONSES OF 'DON'T KNOW' AND 'NOT APPLICABLE'

Specific questions included within the 2022 APS Employee Census enabled respondents to provide responses of 'don't know', 'not applicable' or similar. Responses of this nature were typically excluded from the calculation of results for inclusion within this report. This was so that results reflected respondents who expressed an informed opinion to the relevant question.

Depending on intent, other products generated from the 2022 APS Employee Census may not apply these same rules. The method in analysis and reporting will be made clear within these products.



APS AGENCY SURVEY

The APS Agency Survey is conducted annually and collects information on a range of workforce initiatives, strategies and compliance matters, including the number and type of APS Code of Conduct breaches. APS agencies with at least 20 APS employees complete the survey. The information collected through the APS Agency Survey is used to inform workforce strategies and for other research and evaluation purposes.

Since 2002, the APS Agency Survey has been administered to APS agencies with employees employed under the *Public Service Act 1999*. The survey assists the APS Commissioner to fulfil a range of duties as specified in the Act. These include, but are not limited to:

- informing the annual State of the Service Report
- strengthening the professionalism of the APS and facilitating continuous improvement in its workforce management
- monitoring, reviewing and reporting on APS strategies, initiatives and policies.

APS AGENCY SURVEY COLLECTION METHODOLOGY

In 2022, the APS Agency Survey was administered to 97 agencies during 20 June to 29 July 2022. The response rate for 2022 was 100%, which is typical for this survey.

Each year the APS Agency Survey is sent to the contact officers nominated for each agency. These contact officers are responsible for coordinating the input from relevant areas and uploading responses to the survey. The survey requires each Agency Head to verify the agency's submission for completeness and accuracy of responses.

APS AGENCY SURVEY MANAGEMENT AND ADMINISTRATION

The APSC's Workforce Insights Group manages and coordinates the APS Agency Survey. The APSC contracts an external service provider to support survey administration. Big Village was the service provider in 2022.

PRIVACY

All APS Agency Survey data are stored in a secure password-protected environment. Where results are included in reporting, agency results are de-identified or aggregated.



COLLECTION OF DIVERSITY DATA

Concise demographic information enables the APS to produce accurate workforce descriptions to support the management of its workforce. The APSC collects personal data including diversity information concerning all employees employed under the *Public Service Act 1999*. On engagement to the APS, employees provide personal information to their employing agencies. This information is provided to the APSC to enable the execution of the APS Commissioner's functions.

With the exception of gender, the provision of diversity data is voluntary for APS employees. As a result, diversity rates represent the proportion of employees who identify as belonging to that diversity group, and actual diversity rates may be underestimated. The APS Employee Census, in which responses are de-identified, records higher rates for some diversity groups.

This difference is historically largest for the proportion of employees with ongoing disability. The Employee Census likely attracts higher disclosure rates as responses are not readily identifiable to individual employees, unlike the more formal HR system. Many people are likely to regard their diversity information as sensitive information and it has long been established that people avoid reporting details they regard as sensitive.⁶⁴ Employees may decide to withhold information when they believe it does not affect their ability to carry out their role. Some may have concerns about possible impacts to their future employment or how it will affect them socially within the workplace. The APS takes pride in its ability to foster inclusive workplaces but also respects employees' rights to privacy regarding personal information.

COLLECTING GENDER INFORMATION

Individuals may identify and be recognised within the community as a gender other than the sex they were assigned at birth or during infancy, or as a gender which is not exclusively male or female. Therefore, where gender information is collected and recorded in a personal record, individuals should be given the option to select M (Male), F (Female) or X (Indeterminate/Intersex/Unspecified).

From 2014 to 2020, respondents to the APS Employee Census could identify their gender as X (Indeterminate/Intersex/Unspecified). From 2021, this question was aligned with the updated ABS⁶⁵ standard. This standard better provides all employees the opportunity to more accurately describe their gender as man or male, woman or female, non-binary or that they use a different term.

⁶⁴ Tourangeau R and Yan T, 'Sensitive questions in surveys', *Psychological Bulletin*, 133(5):859, 2007.

⁶⁵ ABS, *Standard for Sex, Gender, Variations of Sex Characteristics and Sexual Orientation Variables*, 14 January 2021.

APPENDIX 2

APS AGENCIES

This appendix covers a range of data about APS agencies.

Table A2.1 lists all APS agencies and employee numbers and reflects data in APSED as at 30 June 2022. These are headcount numbers and include ongoing, non-ongoing and casual (intermittently engaged) employees.

APS agencies are grouped into functional clusters to allow comparisons to be made between agencies with similar primary functions. The functional clusters applied to APS agencies are:

- Policy: agencies involved in the development of public policy.
- Smaller operational: agencies with fewer than 1,000 employees involved in the implementation of public policy.
- Larger operational: agencies with 1,000 employees or more involved in the implementation of public policy.
- Regulatory: agencies involved in regulation and inspection.
- Specialist: agencies providing specialist support to government.

Table A2.1: List of APS agencies by portfolio

This list contains 97 agencies and five Category E entities (bodies which employ staff under the *Public Service Act 1999* and operate with some degree of independence).

Agency name	Functional cluster	Headcount
Agriculture, Water and the Environment	Larger Operational	7,795
Australian Fisheries Management Authority	Regulatory	163
Australian Pesticides and Veterinary Medicines Authority	Regulatory	190
Bureau of Meteorology	Larger Operational	1,692
Great Barrier Reef Marine Park Authority	Specialist	254
Murray Darling Basin Authority	Policy	273
Attorney-General's	Policy	2,167
Administrative Appeals Tribunal	Smaller Operational	708



Agency name	Functional cluster	Headcount
Asbestos Safety and Eradication Agency	Specialist	19
Australian Building and Construction Commission	Regulatory	146
Australian Commission for Law Enforcement Integrity	Specialist	99
Australian Financial Security Authority	Smaller Operational	368
Australian Human Rights Commission	Specialist	134
Australian Law Reform Commission	Policy	13
Comcare	Smaller Operational	634
Commonwealth Ombudsman	Specialist	268
Fair Work Commission	Smaller Operational	286
Fair Work Ombudsman	Regulatory	979
Federal Court Statutory Agency	Specialist	1,382
National Archives of Australia	Specialist	393
Parliamentary Counsel	Specialist	107
Australian Information Commissioner	Regulatory	128
Commonwealth Director of Public Prosecutions	Specialist	441
Inspector-General of Intelligence and Security	Specialist	49
Safe Work Australia	Policy	94
Defence	Larger Operational	16,887
Defence Housing Australia	Smaller Operational	561
Education, Skills and Employment	Policy	4,113
Australian Research Council	Specialist	139
Australian Skills Quality Authority	Regulatory	194
Tertiary Education Quality and Standards Agency	Regulatory	88
Finance	Policy	1,704
Australian Electoral Commission	Smaller Operational	3,200
Future Fund Management Agency	Specialist	220

APPENDIX 2 : APS AGENCIES



Agency name	Functional cluster	Headcount
Independent Parliamentary Expenses Authority	Specialist	63
Foreign Affairs and Trade	Policy	4,551
Australian Centre for International Agricultural Research	Specialist	62
Australian Trade and Investment Commission	Specialist	919
Health	Policy	5,689
Aged Care Quality and Safety Commission	Regulatory	834
Australian Commission on Safety and Quality in Health Care	Specialist	81
Australian Digital Health Agency	Smaller Operational	222
Australian Institute of Health and Welfare	Specialist	404
Australian Radiation Protection and Nuclear Safety Agency	Specialist	140
Cancer Australia	Specialist	79
Food Standards Australia New Zealand	Regulatory	115
National Blood Authority	Specialist	69
National Health and Medical Research Council	Specialist	213
National Health Funding Body	Specialist	25
National Mental Health Commission	Specialist	49
Organ and Tissue Authority	Specialist	26
Professional Services Review	Regulatory	31
Sport Integrity Australia	Regulatory	331
Home Affairs	Larger Operational	13,858
Australian Criminal Intelligence Commission	Specialist	744
Australian Transaction Reports and Analysis Centre	Regulatory	490
Industry, Science, Energy and Resources	Policy	3,526
Clean Energy Regulator	Regulatory	348



Agency name	Functional cluster	Headcount
Climate Change Authority	Specialist	13
Geoscience Australia	Specialist	638
IP Australia	Larger Operational	1,138
National Offshore Petroleum Safety And Environmental Management Authority	Regulatory	141
Infrastructure, Transport, Regional Development and Communications	Policy	1,938
Australian Communications and Media Authority	Regulatory	490
Australian National Maritime Museum	Specialist	111
Australian Transport Safety Bureau	Specialist	104
National Capital Authority	Specialist	58
National Faster Rail Agency	Specialist	8
National Film and Sound Archive	Specialist	185
National Library of Australia	Specialist	367
National Museum of Australia	Specialist	265
National Portrait Gallery	Specialist	59
North Queensland Water Infrastructure Authority	Specialist	1
Screen Australia	Specialist	5
Prime Minister and Cabinet	Policy	1,346
Aboriginal Hostels Limited	Smaller Operational	466
Australian Institute of Aboriginal and Torres Strait Islander Studies	Specialist	122
Australian National Audit Office	Specialist	373
Australian Public Service Commission	Policy	378
Digital Transformation Agency	Smaller Operational	216
National Indigenous Australians Agency	Policy	1,326
National Recovery and Resilience Agency	Policy	192
Office of National Intelligence	Specialist	287

APPENDIX 2 : APS AGENCIES



Agency name	Functional cluster	Headcount
Old Parliament House	Specialist	114
Torres Strait Regional Authority	Specialist	137
Workplace Gender Equality Agency	Specialist	37
Social Services	Policy	2,776
Australian Institute of Family Studies	Specialist	92
National Disability Insurance Agency	Larger Operational	5,066
NDIS Quality and Safeguards Commission	Regulatory	364
Services Australia	Larger Operational	32,296
Treasury	Policy	1,609
Australian Bureau of Statistics	Specialist	3,163
Australian Competition and Consumer Commission	Regulatory	1,396
Australian Office of Financial Management	Specialist	47
Australian Taxation Office	Larger Operational	20,242
Commonwealth Grants Commission	Specialist	35
Inspector-General of Taxation	Specialist	28
Productivity Commission	Specialist	183
Royal Australian Mint	Specialist	236
Veterans' Affairs	Larger Operational	2,346
Australian War Memorial	Specialist	318
All		159,469

Source: APSED 30 June 2022

APPENDIX 3

WORKFORCE TRENDS

This appendix summarises APS-overall workforce trends for 2021–22 and over the past 10 years. The primary source of data is the APSED. For more detailed breakdowns, including by APS agency, refer to the June 2022 APS employment data release.



**Access the June 2022 APS
employment data release**

The APS is a diverse workforce spanning 606 locations across Australia and overseas in 97 agencies. As at 30 June 2022, the APS had increased to 159,469 employees, undertaking a wide variety of work across 248 job roles in fields such as service delivery, research, regulation and policy development. This growth reflects an additional 5,783 employees in the recent financial year, an increase of 3.8% in the size of the APS overall.

APS EMPLOYMENT TRENDS

As at 30 June 2022, there were 159,469 employees in the APS, comprising:

- 140,759 ongoing employees, up by 5.1% from 133,939 ongoing employees in June 2021
- 18,710 non-ongoing employees, down by 5.3% from 19,747 non-ongoing employees in June 2021.

Table A3.1 shows how this distribution has changed over time. Non-ongoing employees in the APS are employed for a specified term, or for the duration of a specified task, or to perform duties that are irregular or intermittent (casual). Of all non-ongoing employees at 30 June 2022:

- 9,356 (50%) were employed for a specified term or the duration of a specified task
- 9,354 (50%) were employed on a casual basis.

The decrease in non-ongoing employees was due to a drop in specified term or task non-ongoing employees (- 2,075) during 2021–22. Casual employees increased by 1,038 during the same period.



During 2021–22:

- 17,921 ongoing employees were engaged, up by 75.9% from 10,188 ongoing engagements in 2020–21
- 11,082 ongoing employees separated from the APS, up by 30.3% from 8,503 separations of ongoing employees in 2020–21.

Table A3.2 and A3.3 show the agencies with the largest increases and reductions in employees.

Table A3.1: Ongoing and non-ongoing APS employees (2017 to 2022)

Year	Ongoing APS employees	Non-ongoing APS employees
June 2022	140,759 (88.3%)	18,710 (11.7%)
June 2021	133,939 (87.2%)	19,747 (12.8%)
June 2020	132,229 (87.9%)	18,149 (12.1%)
June 2019	132,227 (90.1%)	14,530 (9.9%)
June 2018	136,203 (90.6%)	14,055 (9.4%)
June 2017	137,283 (90.3%)	14,665 (9.7%)

Source: APSED

Table A3.2: Agencies with the largest increases of employees (2021–22)

Figures represent the net change and the percentage change from 30 June 2021 to 30 June 2022.

Agency	Ongoing	Non-ongoing	Total
Australian Electoral Commission	+65 (9.6%)	+1,702 (69.3%)	+1,767 (123.3%)
Health	+665 (15.0%)	+266 (46.2%)	+931 (19.6%)
Agriculture, Water and the Environment	+577 (9.2%)	+191 (20.3%)	+768 (10.9%)
National Disability Insurance Agency	+1,042 (30.0%)	-290 (52.9%)	+752 (17.4%)
Foreign Affairs and Trade	+594 (15.6%)	+36 (25.2%)	+630 (16.1%)
Veterans' Affairs	+233 (14.5%)	+341 (68.1%)	+574 (32.4%)

Source: APSED

**Table A3.3: Agencies with the largest reductions of employees (2021–22)**

Figures represent the net change and the percentage change from 30 June 2021 to 30 June 2022.

Agency	Ongoing	Non-ongoing	Total
Services Australia	+616 (2.3%)	-2,350 (49.4%)	-1,734 (5.1%)
Australian Taxation Office	+240 (1.3%)	-1,152 (57.9%)	-912 (4.3%)
Australian Bureau of Statistics	+247 (10.5%)	-420 (73.9%)	-173 (5.2%)
Defence	-198 (1.2%)	+47 (16.9%)	-151 (0.9%)

Source: APSED

LOCATION

At 30 June 2022, the largest number of APS employees were located in the Australian Capital Territory (60,997), which represented 38.3% of the APS. This is a decrease from 38.7% in 2013. Collectively, NSW, Victoria and Queensland made up 73,339 (46%) of the APS workforce. The proportion of APS employees based in regional Australia dropped from 13.8% in 2021 to 13.3% in 2022. Table A3.4 shows these changes.

Table A3.4: Location of APS employees at 30 June (2013 and 2022)

Location	2013		2022	
	Headcount	%	Headcount	%
ACT	64,322	38.7	60,997	38.3
NSW	31,517	19	26,963	16.9
VIC	26,651	16	26,758	16.8
QLD	18,009	10.8	19,638	12.3
SA	9,818	5.9	10,423	6.5
WA	7,631	4.6	7,589	4.8
TAS	4,240	2.6	3,913	2.5
NT	2,611	1.6	1,810	1.1
Overseas	1,348	0.8	1,378	0.9
All	166,147	100	159,469	100

Source: APSED



JOB FAMILIES

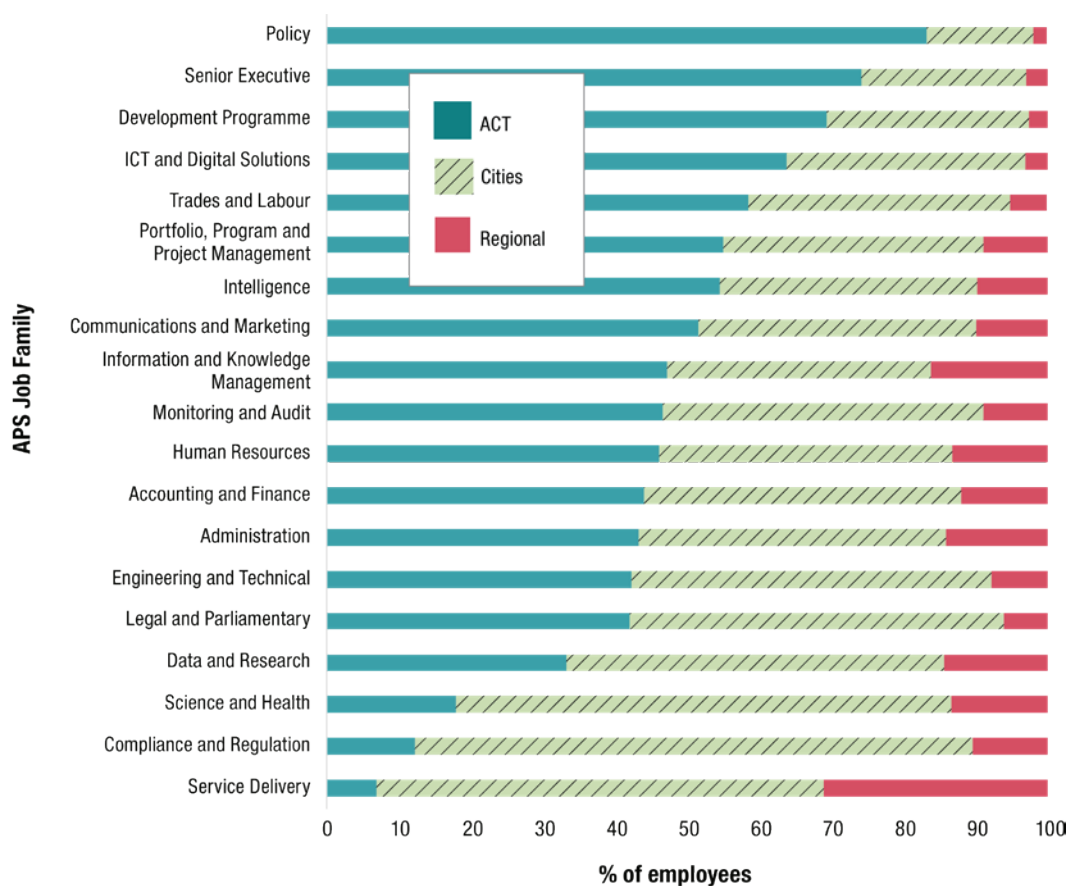
The APS Job Family Model groups functionally similar jobs that perform related tasks and require similar or related skills and knowledge. The model classifies jobs at 3 levels – family, function and role. The 19 job families are broken into clusters of job functions and further into job roles.

As at 30 June 2022, 41 agencies supplied job family data relating to 135,111 (84.7%) of APS employees.

LOCATION

Figure A3.5 presents the dispersion of APS Job Families across Canberra, other cities and regions across Australia.

Figure A3.5: APS Job Families, by location (30 June 2022)



Source: APSED



ENGAGEMENTS AND SEPARATIONS

Engagement numbers of ongoing employees have fluctuated over the last 10 years, ranging from 7,651 in 2012–13, down to 2,367 in 2014–15 during the APS-wide recruitment freeze, and then up to 17,921 in 2021–22.

Tables A3.6 and A3.7 cover ongoing APS engagements by classification and by age group respectively.

Table A3.6: Ongoing APS engagements by classification (2012–13 to 2021–22)

Class	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18	2018–19	2019–20	2020–21	2021–22
Trainee	283	251	130	584	558	641	442	503	569	828
Graduate	1,237	1,152	1,037	1,437	1,484	1,247	1,205	1,392	1,378	1,563
APS 1	130	181	36	48	57	44	46	62	82	140
APS 2	271	282	151	485	456	172	165	195	388	451
APS 3	1,298	533	247	2,493	1,632	2,086	773	1,561	1,263	2,889
APS 4	1,222	462	142	2,023	1,546	1,521	1,567	1,662	1,583	3,672
APS 5	880	427	157	1316	1,066	1,071	1,526	1,382	1,652	2,898
APS 6	1,148	673	241	1,321	1,305	1,213	1,633	1,793	1,797	3,106
EL 1	778	467	140	787	686	673	794	847	1,002	1,726
EL 2	346	185	58	360	292	268	323	342	387	561
SES 1	44	24	17	158	47	47	57	46	66	65
SES 2	13	12	9	31	17	26	15	25	19	19
SES 3	1	1	2	9	6	5	10	2	2	3
Total	7,651	4,650	2,367	11,052	9,152	9,014	8,556	9,812	10,188	17,921

Source: APSED

**Table A3.7: Ongoing APS engagements by age group (2012–13 to 2021–22)**

Age group (years)	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18	2018–19	2019–20	2020–21	2021–22
Under 20	152	108	74	157	169	126	149	143	160	306
20–24	1,691	1,095	703	2,022	1,813	1,751	1,477	1,784	1,961	3,035
25–29	1,716	1,034	632	2,533	2,101	1,938	1,836	2,127	2,140	3,564
30–34	1,148	674	317	1,795	1,362	1,429	1,287	1,465	1,548	2,670
35–39	838	470	166	1,299	1,001	1,096	1,042	1,238	1,279	2,372
40–44	732	380	163	1,062	874	878	861	950	964	1,890
45–49	553	340	130	894	717	746	772	854	857	1,541
50–54	420	254	102	685	592	534	560	636	638	1,297
55–59	278	187	55	425	379	342	373	428	424	802
60 and over	123	108	25	180	144	174	199	187	217	444
Total	7,651	4,650	2,367	11,052	9,152	9,014	8,556	9,812	10,188	17,921

Source: APSED

Table A3.8 covers ongoing APS separations by classification. In 2021–22, there were 11,082 separations of ongoing APS employees. The number of separations increased from 8,503 in 2020–21. Unlike engagements, separations have remained relatively steady over time.

Table A3.8: Ongoing APS separations by classification (2012–13 to 2021–22)

Class	2012–13	2013–14	2014–15	2015–16	2016–17	2017–18	2018–19	2019–20	2020–21	2021–22
Trainee	40	44	38	59	61	75	120	80	70	92
Grad	55	60	38	42	60	59	91	114	59	96
APS 1	123	100	85	59	61	69	51	49	24	25
APS 2	315	328	331	279	241	306	246	249	213	239
APS 3	1,235	1,273	1,139	991	1,190	1,219	1,048	911	821	1,071
APS 4	1,627	1,800	1,748	1,554	1,689	1,887	2,225	1,573	1,510	1,935
APS 5	1,354	1,422	1,391	1,285	1,434	1,478	1,785	1,293	1,234	1,746
APS 6	2,052	2,272	2,302	1,911	2,122	2,319	2,886	2,248	2,058	2,626
EL 1	1,736	2,375	2,191	2,274	1,757	1,734	2,225	1,851	1,488	2,070
EL 2	931	1,363	1,148	1,082	882	920	1,175	1,249	777	942
SES 1	142	189	170	177	174	160	178	148	176	171
SES 2	47	78	72	70	65	65	64	71	59	49
SES 3	15	13	13	14	20	18	15	13	14	20
Total	9,672	11,317	10,666	9,797	9,756	10,309	12,109	9,849	8,503	11,082

Source: APSED



CLASSIFICATION STRUCTURES

As at 30 June 2022, the most common classification was APS 6 level. This continued the trend of the last decade, during which APS 6 has consistently been the most common classification (Table A3.9).

Table A3.9: Number of APS employees by base classification at 30 June (2013 to 2022)

Class	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Trainee	356	346	221	581	618	764	564	612	634	890
Graduate	1,413	1,318	1,196	1,571	1,686	1,487	1,452	1,603	1,570	1,775
APS 1	5,262	4,945	4,351	3,901	2,903	2,677	2,842	2,203	1,604	3,041
APS 2	5,224	5,071	4,671	5,000	4,602	4,698	4,411	6,239	4,711	4,271
APS 3	20,468	19,203	19,401	20,766	18,422	17,211	15,321	15,734	16,822	14,851
APS 4	31,857	30,708	30,637	30,578	29,491	29,482	28,095	27,318	28,306	27,576
APS 5	22,243	21,240	20,670	20,931	21,237	20,853	20,590	21,143	21,689	22,351
APS 6	33,680	32,407	31,248	326,69	33,122	32,972	32,967	33,973	34,319	36,117
EL 1	29,307	27,567	25,852	25,484	25,543	25,656	26,017	26,944	28,498	31,602
EL 2	13,552	12,544	11,524	11,491	11,667	11,755	11,729	11,814	12,675	13,951
SES 1	2,055	1,918	1,821	1,965	1,977	2,024	2,048	2,064	2,095	2,242
SES 2	598	552	531	544	559	554	583	600	629	662
SES 3	132	121	116	126	121	125	138	131	134	140
Total	166,147	157,940	152,239	155,607	151,948	150,258	146,757	150,378	153,686	159,469

Source: APSED



AGE PROFILE

As at 30 June 2022, the average age of APS employees remained steady at 43.4, with most APS employees (55.1%) still aged between 35 and 54 (Table A3.10).

Table A3.10: Number of APS employees by age group at 30 June (2013 to 2022)

Age group (years)	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Under 20	726	470	458	578	407	456	430	572	582	675
20–24	7,042	5,643	5,238	5,885	5,508	5,526	5,313	6,298	6,747	7,422
25–29	18,049	15,835	14,394	14,322	13,650	12,947	12,585	13,132	13,702	14,730
30–34	21,985	21,029	20,148	20,260	19,178	18,432	17,214	17,051	17,116	17,675
35–39	21,897	21,143	20,587	21,308	21,258	21,127	20,679	20,989	21,379	21,515
40–44	23,137	22,440	22,087	21,981	21,281	20,851	20,752	20,964	21,578	22,467
45–49	22,838	21,834	21,056	21,704	21,789	21,907	21,708	22,011	21,896	22,065
50–54	24,035	23,184	22,352	22,172	21,260	20,630	19,973	20,146	20,814	21,897
55–59	15,666	15,582	15,409	16,169	16,360	16,698	16,403	16,757	16,821	17,004
60 and over	107,72	10,780	10,510	11,228	11,257	11,684	11,700	12,458	13,051	14,019
Total	166,147	157,940	152,239	155,607	151,948	150,258	146,757	150,378	153,686	159,469

Source: APSED

GENDER

The proportion of women has continued to grow over the past decade. During this period, the proportion of women has grown from 57.9% to 60.4% (Table A3.11).

Table A3.11: Gender representation in the APS at 30 June (2013 to 2022)

Gender	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Men	69,858	66,213	63,221	63,699	62,287	61,491	59,161	60,117	61,052	62,822
Women	96,252	91,688	88,977	91,862	89,613	88,704	87,516	90,169	92,458	96,341
X	.	.	.	.	48	63	80	92	176	306
Total	166,147	157,940	152,239	155,607	151,948	150,258	146,757	150,378	153,686	159,469

Source: APSED



The proportion of women is higher than that of men at all classifications up to and including SES Band 1. While women now comprise the majority (52%) of SES overall, there remains a lower proportion of women at SES Band 2 and 3 levels compared to men. However, the numbers at these levels continue to rise (Table A3.12).

Table A3.12: Gender representation by classification at 30 June (2013 to 2022)

Class	Gender	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Trainee	Men	146	152	112	275	321	405	251	293	294	429
	Women	210	194	109	306	297	357	312	318	334	452
Grad	Men	658	678	628	792	831	755	743	815	779	949
	Women	754	639	568	778	852	730	703	783	785	815
APS 1	Men	1,832	1,727	1,452	1,220	969	898	908	716	534	901
	Women	3,429	3,217	2,898	2,679	1,934	1,778	1,933	1,482	1,062	2,129
APS 2	Men	1,949	1,930	1,802	1,974	1,833	1,864	1,745	2,410	1,789	1,747
	Women	3,275	3,141	2,869	3,026	2,768	2,831	2,659	3,823	2,916	2,507
APS 3	Men	6,908	6,444	6,507	7,001	6,238	5,826	5,252	5,313	5,786	5,239
	Women	13,554	12,753	12,889	13,758	12,180	11,375	10,053	10,413	10,992	9,537
APS 4	Men	9,920	9,554	9,576	9,388	9,057	9,182	8,728	8,508	8,874	8,534
	Women	21,930	21,145	21,050	21,180	20,421	20,282	19,350	18,786	19,395	18,970
APS 5	Men	9,056	8,600	8,317	8,340	8,381	8,174	7,910	7,977	8,152	8,187
	Women	13,179	12,634	12,346	12,586	12,852	12,674	12,672	13,154	13,514	14,127
APS 6	Men	15,040	14,461	13,824	14,263	14,238	14,083	13,702	14,103	14,173	14,641
	Women	18,635	17,940	17,417	18,396	18,873	18,878	19,253	19,853	20,118	21,431
EL 1	Men	14,733	13,853	12,901	12,514	12,468	12,428	12,288	12,486	12,916	13,922
	Women	14,569	13,708	12,945	12,964	13,069	13,222	13,721	14,448	15,570	17,660
EL 2	Men	7,929	7,259	6,637	6,421	6,437	6,380	6,148	6,039	6,326	6,816
	Women	5,619	5,281	4,883	5,065	5,224	5,370	5,578	57,72	6,345	7,130
SES 1	Men	1,213	1,119	1,054	1,091	1,102	1,082	1,055	1,036	1,006	1,032
	Women	842	799	767	874	875	942	992	1,027	1,087	1,207
SES 2	Men	381	352	337	339	341	341	354	349	348	351
	Women	217	200	194	205	218	213	229	251	281	310
SES 3	Men	93	84	74	81	71	73	77	72	75	74
	Women	39	37	42	45	50	52	61	59	59	66

Source: APSED



Table A3.13 presents the proportion of APS employees identifying in each diversity group within their agency's HR system.

Table A3.13: Proportion of APS employees by diversity group at 30 June (2013 to 2022)

Diversity group	2013 (%)	2014 (%)	2015 (%)	2016 (%)	2017 (%)	2018 (%)	2019 (%)	2020 (%)	2021 (%)	2022 (%)
Women	57.9	58.1	58.4	59	59	59	59.6	60	60.2	60.4
Indigenous	2.7	2.9	3	3.3	3.5	3.6	3.7	3.7	3.7	3.5
People with disability	3.4	3.6	3.7	3.9	4	4.1	4	4.4	4.6	4.7
Non-English speaking background	14.6	14.9	14.9	14.9	15	15.1	15.1	14.9	15.1	14.9

Source: APSED

APPENDIX 4

SUPPORTING STATISTICS TO THE REPORT

This appendix presents additional data that supports the content included in the main chapters of this report.

CHAPTER 1: STRONG FOUNDATIONS

INTEGRITY IN ALL THE APS DOES

In the 2022 APS Agency Survey, agencies reported that 604 employees were the subject of an investigation into a suspected breach of the APS Code of Conduct that was finalised in 2020–21. Table A4.1 presents the number of APS employees investigated by agencies for suspected breaches of individual elements of the APS Code of Conduct and the number of breach findings in 2021–22. One employee can be investigated for multiple elements of the Code of Conduct of the *Public Service Act 1999*.

Table A4.1: Number of APS employees investigated and found in breach of elements of the APS Code of Conduct (2021–22)

Element of Code of Conduct	Investigated	Breached
Behave honestly and with integrity in connection with APS employment, (s. 13(1))	240	205
Act with care and diligence in connection with APS employment (s. 13(2))	155	93
When acting in connection with APS employment, treat everyone with respect and courtesy, and without harassment (s. 13(3))	118	78
When acting in connection with APS employment comply with all applicable Australian laws (s. 13(4))	28	16
Comply with any lawful and reasonable direction given by someone in the employee's Agency who has authority to give the direction (s. 13(5))	177	111



Element of Code of Conduct	Investigated	Breached
Maintain appropriate confidentiality about dealings that the employee has with any Minister or Minister's member of staff (s. 13(6))	2	2
Take reasonable steps to avoid any conflict of interest (real or apparent), and disclose details of any material personal interest of the employee, in connection with the employee's APS employment (s. 13(7))	36	31
Use Commonwealth resources in a proper manner and for a proper purpose (s. 13(8))	92	76
Not provide false or misleading information in response to a request for information that is made for official purposes in connection with the employee's APS employment (s. 13(9))	37	29
Not make improper use of: inside information, or the employee's duties, status, power or authority, in order to: a) gain, or seek to gain, a benefit or advantage for the employee or any other person; or b) cause, or seek to cause, a detriment to the employee's Agency, the Commonwealth or any other person (s. 13(10))	40	29
At all times behave in a way that upholds the APS Values and APS Employment Principles, and the integrity and good reputation of the employee's Agency and the APS (s. 13(11))	393	342
While on duty overseas, at all times behave in a way that upholds the good reputation of Australia (s. 13(12))	6	2
Comply with any other conduct requirement that is prescribed by the regulations (s. 13(13))	1	0

Source: 2022 APS Agency Survey



Table A4.2 presents the number of APS employees investigated for suspected breaches of the APS Code of Conduct during 2021–22 that resulted from each type of report.

Table A4.2: Type of reports leading to finalised APS Code of Conduct investigations (2021–22)

Type of report	Number of employees
A report generated by a compliance/monitoring system (e.g. audit)	273
A report made to a central conduct or ethics unit or nominated person in a human resources area	160
A report made to an email reporting address	67
A report made to a fraud prevention and control unit or hotline	32
A Public Interest Disclosure	8
A report made to another hotline	6
A report made to an employee advice or counselling unit	5
Other	57

Source: 2022 APS Agency Survey

Table A4.3 presents the outcomes for APS employees investigated for suspected breaches of the APS Code of Conduct during 2021–22.

Table A4.3: Outcome of investigations into suspected breaches of the APS Code of Conduct (2021–22)

Outcome	Number of employees
Breach found and sanction applied	290
No breach found (for any element of the Code)	136
Breach found but no sanction applied – employee resigned prior to sanction decision	119
Breach found but no sanction applied – other reason	34
Investigation discontinued – employee resigned	18
Investigation discontinued – other reason	7

Source: 2022 APS Agency Survey



Table A4.4 presents the sanctions applied to APS employees found to have breached the APS Code of Conduct during 2021–22.

Table A4.4: Sanctions imposed for breaches of the APS Code of Conduct (2021–22)

Sanction	Number of employees
Reprimand	181
Deductions from salary by way of a fine	81
Reduction in salary	78
Termination of employment	65
Reduction in classification	23
Re-assignment of duties	13

Source: 2022 APS Agency Survey

Table A4.5 presents the proportion of respondents who, during the previous 12 months, had witnessed another APS employee within their agency engaging in behaviour they considered may be serious enough to be viewed as corruption.

Table A4.5: APS employee perceptions of corruption

Potential corruption witnessed	%
Yes	3.1
No	90.9
Not sure	3.6
Would prefer not to answer	2.3

Source: 2022 APS Employee Census



Of those who had witnessed potential corruption, the types of corruption are presented in Table A4.6

Table A4.6: Type of potential corruption witnessed

Type of potential corruption witnessed	% who had witnessed potential corruption
Cronyism-preferential treatment of friends, such as appointing them to positions without proper regard to merit	63.1
Nepotism-preferential treatment of family members, such as appointing them to positions without proper regard to merit	26.3
Acting (or failing to act) in the presence of an undisclosed conflict of interest	19.3
Fraud, forgery or embezzlement	12.6
Green-lighting	11.8
Theft or misappropriation of official assets	5.4
Unlawful disclosure of government information	3.9
Perverting the course of justice	3.1
Bribery, domestic and foreign – obtaining, offering or soliciting secret commissions, kickbacks or gratuities	2.7
Blackmail	1.6
Insider trading	1.1
Colluding, conspiring with, or harbouring criminals	0.6
Other	11.7

Source: 2022 APS Employee Census. Percentages are based on respondents who said they witnessed potential corruption. As respondents could select more than one option, total percentages may exceed 100%.



CHAPTER 2: DIVERSE AND INCLUSIVE WORKPLACES

RESPECTFUL WORKPLACES

In the 2022 APS Employee Census, 9.7% of respondents indicated they had been subjected to harassment or bullying in their workplace in the 12 months preceding the APS Employee Census.

Table A4.7 presents the types of behaviour perceived by respondents.

Table A4.7: Type of harassment or bullying perceived by respondents

Type of behaviour	% of those who indicated they had been subjected to harassment or bullying in their workplace in the previous 12 months preceding the 2022 APS Employee Census
Verbal abuse (e.g. offensive language, derogatory remarks, shouting or screaming)	41.7
Interference with work tasks (i.e. withholding needed information, undermining or sabotage)	40.3
Inappropriate and unfair application of work policies or rules (e.g. performance management, access to leave, access to learning and development)	31.4
Deliberate exclusion from work-related activities	26.2
Cyberbullying (e.g. harassment via IT, or the spreading of gossip/materials intended to defame or humiliate)	8.1
Sexual harassment	4.2
Physical behaviour	3.9
Interference with personal property or work equipment	3.9
'Initiations' or pranks	2.7
Other	19.7

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had been subjected to harassment or bullying in their current workplace. As respondents could select more than one option, total percentages may exceed 100%.



Table A4.8 presents the perceived source of the harassment or bullying indicated by respondents in 2022.

Table A4.8: Perceived source of harassment or bullying

Perceived source	% of those who indicated they had been subjected to harassment or bullying in their workplace in the previous 12 months preceding the 2022 APS Employee Census
Co-worker	36.7
Someone more senior (other than your supervisor)	30.8
A previous supervisor	27.6
Your current supervisor	17.7
Someone more junior than you	8.0
Client, customer or stakeholder	4.4
Contractor	2.5
Consultant/service provider	1.0
Representative of another APS agency	0.7
Minister or ministerial adviser	0.4
Unknown	1.8

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had been subjected to harassment or bullying in their current workplace. As respondents could select more than one option, total percentages may exceed 100%.

Table A4.9 presents the reporting behaviour of respondents who had perceived harassment or bullying in their workplace in the 12 months preceding the APS Employee Census.

Table A4.9: Reporting behaviour of harassment or bullying

Reporting behaviour	% who perceived harassment or bullying in their workplace during the previous 12 months preceding the 2022 APS Employee Census
I reported the behaviour in accordance with my agency's policies and procedures	33.5
It was reported by someone else	7.3
I did not report the behaviour	59.1

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had been subjected to harassment or bullying in their current workplace.



Table A4.10 presents the reasons for not reporting harassment or bullying given by respondents who had perceived harassment or bullying in their workplace in the 12 months preceding the APS Employee Census and who did not report the behaviour.

Table A4.10: Reasons for not reporting harassment or bullying

Reason	% who perceived harassment or bullying in their workplace during the previous 12 months preceding the 2022 APS Employee Census and did not report the behaviour
I did not think action would be taken	47.5
I feared possible retaliation or reprisals	47.4
I did not want to upset relationships in the workplace	39.9
It could affect my career	37.2
I did not think it was worth the hassle of going through the reporting process	32.3
Managers accepted the behaviour	31.3
I did not think the harassment or bullying was serious enough	16.6
I did not have enough evidence	15.3
The matter was resolved informally	8.2
I did not know how to report it	5.1
Other	10.0

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had been subjected to harassment or bullying in their current workplace and did not report the behaviour. As respondents could select more than one option, total percentages may exceed 100%.

Table A4.11 presents the number of recorded complaints of harassment and bullying made by APS employees within APS agencies during 2021–22.

Table A4.11: Complaints to agencies about harassment and bullying (2021–22)

Type of behaviour	Number of complaints
Verbal abuse (e.g. offensive language, derogatory remarks, shouting or screaming)	165
Inappropriate and unfair application of work policies or rules (e.g. performance management, access to leave, access to learning and development)	75
Interference with work tasks (i.e. withholding needed information, undermining or sabotage)	65
Sexual harassment	59
Physical behaviour	30



Type of behaviour	Number of complaints
Cyberbullying (e.g. harassment via IT, or the spreading of gossip/materials intended to defame/humiliate)	27
Interference with personal property or work equipment	3
Initiations or pranks	2
Other	201

Source: 2022 APS Agency Survey

In the 2022 APS Employee Census, 10% of respondents indicated they had been subjected to discrimination during the 12 months preceding the APS Employee Census and in the course of their employment.

Table A4.12 presents the types of discrimination perceived by respondents during the 12 months preceding the APS Employee Census and in the course of their employment.

Table A4.12: Type of discrimination perceived by respondents

Type of behaviour	% of those who indicated they had been subjected to discrimination during the 12 months preceding the 2022 APS Employee Census and in the course of their employment
Gender	28.9
Age	24.9
Caring responsibilities	21.4
Race	19.7
Disability (e.g. loss of hearing or sight, incomplete use of limbs, or mental health issues)	15.9
LGBTIQA+	4.4
Religion	3.6
Identification as an Australian Aboriginal and/or Torres Strait Islander person	3.4
Other	20.5

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had perceived discrimination during the 12 months preceding the APS Employee Census and in the course of their employment. As respondents could select more than one option, total percentages may exceed 100%.



LGBTIQA+ EMPLOYEES

Table A4.13 presents perceptions of inclusion held by respondents who do and do not identify as LGBTIQA+.

Table A4.13: Perceptions of employees who do and do not identify as LGBTIQA+

Statement		% of those who identified as LGBTIQA+	% of those who did not identify as LGBTIQA+	% of APS Overall
My supervisor actively ensures that everyone can be included in workplace activities	Agree	83	84	84
	Neither agree nor disagree	11	11	11
	Disagree	6	5	5
My agency supports and actively promotes an inclusive workplace culture	Agree	75	79	79
	Neither agree nor disagree	15	14	14
	Disagree	11	7	8
I believe my immediate supervisor cares about my health and wellbeing	Agree	85	86	86
	Neither agree nor disagree	8	9	9
	Disagree	6	5	5

Source: 2022 APS Employee Census

PEOPLE WITH DISABILITY

Table A4.14 presents the proportion of respondents with an ongoing disability who have that information recorded in their agency's HR information system.

Table A4.14: Respondents with disability who have that information recorded in their agency's human resources information system

Is the information that you have an ongoing disability recorded in your agency's human resources information system (i.e. have you informed your agency that you have a disability)?	% of those with an ongoing disability
Yes	46
No	30
Not sure	25

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had an ongoing disability.



Table A4.15 presents the reasons respondents with an ongoing disability provided for not having the information they have an ongoing disability recorded in their agency's HR information system.

Table A4.15: Reason respondents did not provide the information they had a disability to agency human resources systems

Why is the information that you have an ongoing disability not recorded in your agency's human resources information system?	% with an ongoing disability who did not have that information recorded in their agency's human resources information system
I do not require any adjustments to be made to perform my role	38
I am concerned about being discriminated against	34
I do not see any reason for or benefit in sharing this information with my agency	33
It is private information I do not wish to share	28
My disability is not relevant to my employment	23
I have never been asked for this information	21
Other reason	10

Source: 2022 APS Employee Census. Percentages are based on respondents who said they had not recorded their ongoing disability in their agency's HR information system. As respondents could select more than one option, total percentages may exceed 100%.

Table A4.16 presents the proportion of respondents with and without an ongoing disability who perceived barriers to temporary moves.

Table A4.16: Perceptions of employees with and without an ongoing disability

Are there barriers to you seeking a temporary move?	% of those with an ongoing disability	% of those without an ongoing disability
Yes	39	26
No	35	46
Not sure	26	28

Source: 2022 APS Employee Census



Table A4.17 presents the barriers to seeking a temporary move perceived by respondents with and without an ongoing disability.

Table A4.17: Perceived barriers to seeking a temporary move

What are the barriers to you seeking a temporary move?	% of those with an ongoing disability who identified barriers to seeking a temporary move	% of those without an ongoing disability who identified barriers to seeking a temporary move
Concerns about maintaining my current flexible working arrangements	34	25
Limited opportunities in my current geographical location	24	24
My current workplace has too many vacancies – hard to justify my release	24	29
My current team can't replace my skills	23	23
Opportunities are not communicated effectively in my agency	22	20
I don't know how to find out about specific opportunities	16	16
Concerns about how I'd be treated when I return (e.g. I'd be seen as disloyal)	14	10
I don't think I'm eligible	14	10
My SES manager won't support it	12	13
My supervisor won't support it	11	11
I don't feel confident asking my manager	11	9
Concerns I would miss out on opportunities in my agency	10	9
Other	26	19

Source: 2022 APS Employee Census. Percentages are based on respondents who said there were barriers to seeking a temporary move. As respondents could select more than one option, total percentages may exceed 100%.



Table A4.18 presents the proportion of respondents with and without an ongoing disability that currently access flexible working arrangements.

Table A4.18: Currently accessed flexible working arrangements

Do you currently access any of the following flexible working arrangements?	% of those with an ongoing disability	% of those without an ongoing disability
Working away from the office/working from home	56	55
Flexible hours of work	30	26
Part-time	19	14
Compressed work week	3	3
Job sharing	<0.5	<0.5
None of the above	23	27

Source: 2022 APS Employee Census. As respondents could select more than one option, total percentages may exceed 100%.

CHAPTER 3: LEADING THE APS

REVIEW OF HIERARCHY AND CLASSIFICATION

Table A4.19 presents the average proportion of EL 1 and EL 2 employees with numbers of direct reports.

Table A4.19: Average proportion of EL 1 and EL 2 employees with number of direct reports

Number of direct reports	Average % of EL 1 employees	Average % of EL 2 employees
No direct reports	43.4	15.6
One to 3 direct reports	43.0	46.5
Four to 6 direct reports	10.7	28.9
More than 6 direct reports	2.9	9.1

Source: 2022 APS Agency Survey



STRENGTHENING LEADERSHIP CAPABILITY

Table A4.20 presents attitudes towards SES managers by APS Employee Census respondents between 2021 and 2022.

Table A4.20: Percentage agreement to the following statements (2021–22)

Statement		% in 2021	% in 2022
My SES manager communicates effectively	Agree	69	70
	Neither agree nor disagree	19	20
	Disagree	12	11
My SES manager ensures that work effort contributes to the strategic direction of the agency and the APS	Agree	73	74
	Neither agree nor disagree	20	20
	Disagree	7	6
My SES manager clearly articulates the direction and priorities for our area	Agree	67	69
	Neither agree nor disagree	21	21
	Disagree	12	10
My SES manager promotes cooperation within and between agencies	Agree	66	67
	Neither agree nor disagree	27	27
	Disagree	7	6
My SES manager encourages innovation and creativity	Agree	64	66
	Neither agree nor disagree	26	25
	Disagree	10	9
My SES manager presents convincing arguments and persuades others towards an outcome	Agree	61	62
	Neither agree nor disagree	29	29
	Disagree	10	9
My SES manager creates an environment that enables us to deliver our best	Agree	62	64
	Neither agree nor disagree	25	24
	Disagree	13	12
In my agency, the SES work as a team	Agree	53	54
	Neither agree nor disagree	32	32
	Disagree	15	14
In my agency, the SES clearly articulate the direction and priorities for our agency	Agree	60	63
	Neither agree nor disagree	26	24
	Disagree	14	13
In my agency, communication between SES and other employees is effective	Agree	51	54
	Neither agree nor disagree	29	28
	Disagree	20	19

Source: 2021 and 2022 APS Employee Census



CHAPTER 4: PROFESSIONAL AND EFFECTIVE

MOBILITY

Table A4.21 presents employee responses in the 2022 APS Employee Census to questions about when and where they last took a temporary move.

Table A4.21: When and where employees took a temporary move

Question	Response	%
When did you last take a temporary move?	In the past 12 months	20
	1 to 3 years ago	13
	More than 3 years ago	13
	I have not taken a temporary move	53
Where have you taken temporary moves?	Within my current agency	81
	In another APS or Commonwealth government agency	19
	In a state or territory government agency	1
	In the private, not-for-profit, or academic sectors	1
	In a Minister's Office	1
	Overseas/international outside my current agency	1
	Other	2

Source: 2022 APS Employee Census. As respondents could select more than one location of a temporary move, total percentages may exceed 100%

Table A4.22 presents employee perceptions towards temporary moves in their current agency.

Table A4.22: Employee perceptions relating to temporary moves

Question	Response	%
My agency provides opportunities for temporary moves within my agency	Agree	57
	Neither agree nor disagree	29
	Disagree	14
My agency provides opportunities for temporary moves outside my agency	Agree	31
	Neither agree nor disagree	45
	Disagree	24

Source: 2022 APS Employee Census



Table A4.23 presents the proportion of respondents who perceived barriers to temporary moves.

Table A4.23: Employee perceptions of barriers to temporary moves

Are there barriers to you seeking a temporary move?	%
Yes	28
No	45
Not sure	28

Source: 2022 APS Employee Census

CHAPTER 5: A SKILLED WORKFORCE

A STRONG BASE FOR LEARNING AND DEVELOPMENT

Table A4.24 presents the status of L&D strategies across agencies.

Table A4.24: Status of L&D strategies, frameworks, or action plans

Does your agency have an existing strategy, framework or action plan to set the direction of learning and development?	Number of agencies	%
Yes, our agency has a learning and development strategy, framework or action plan in place	56	58
Not yet, our learning and development strategy, framework or action plan is currently in development	33	34
No, we do not have a learning and development strategy, framework or action plan	8	8

Source: 2022 APS Agency Survey



Table A4.25 presents the proportion of respondents who in the previous 4 weeks, had actively sought an opportunity to learn something new or enhance their knowledge or skills.

Table A4.25: Employee perceptions of actions taken to learn something new or enhance their knowledge or skills

In the last four weeks, have you actively sought an opportunity to learn something new or enhance your knowledge or skills (e.g. doing a new workplace task, reading an article or listening to a podcast, seeking feedback or coaching)?	%
Yes	78
No	19
Not sure	3

Source: 2022 APS Employee Census

Table A4.26 presents employee perceptions of the accessibility of L&D opportunities.

Table A4.26: Employee perceptions of the accessibility of relevant L&D opportunities

I am able to access relevant formal and informal learning and development when and where required	%
Agree	74
Neither agree nor disagree	16
Disagree	10

Source: 2022 APS Employee Census



CHAPTER 7: THE FUTURE OF WORK

ATTRACTION AND RETENTION

Table A4.27 presents the proportion of respondents who had previous experience with the APS before starting in the APS.

Table A4.27: Prior APS experience of new employees

Prior to most recently commencing in the APS, what previous experience have you had with the APS?	%
Previously worked as an ongoing employee in an APS agency	18
Previously worked as a non-ongoing or casual employee in an APS agency	23
Previously worked as a contractor or consultant to an APS agency	21
None	43
Other	4

Source: 2022 Future of Work Taskforce Survey for APS New Starters. As respondents could select more than one option, total percentages may exceed 100%.

Table A4.28 presents the proportion of ongoing APS vacancies at each classification level in 2021–22 that were filled by external engagements and internal promotions.

Table A4.28: Ongoing APS vacancies at each classification level filled by external engagements and internal APS promotions/inter-agency transfers (2021–22)

Classification level	% of ongoing vacancies filled by external engagements	% of ongoing vacancies filled either by internal APS promotions or inter-agency transfers
SES 3	12.0	88.0
SES 2	17.9	82.1
SES 1	15.8	84.2
EL 2	21.9	78.1
EL 1	24.2	75.8
APS 6	33.1	66.9
APS 5	39.1	60.9
APS 4	73.4	26.6
APS 3	93.5	6.5
APS 2	99.3	0.7

Source: APSED. Note that this database does not capture ongoing vacancies filled by intra-agency movements.



Table A4.29 presents the proportion of job advertisements within each Job Family in 2021 that were advertised as ACT-only roles.

Table A4.29: Proportion of APS and national job advertisements that were only advertised as ACT-only roles by Job Family (2022)

Job Family	% of APS job advertisements that were advertised as ACT-only roles	% of national job advertisements that were advertised as ACT-only roles
Accounting and Finance	62.8	2.7
Administration	50.4	4.4
Communications and Marketing	54.5	4.1
Compliance and Regulation	39.3	3.9
Data and Research	43.5	6.6
Engineering and Technical	27.8	1.6
Human Resources	48.2	2.7
ICT and Digital Solutions	58.5	7.6
Information and Knowledge Management	63.7	6.1
Intelligence	62.1	11.4
Legal and Parliamentary	42.1	4.6
Policy	47.8	5.9
Portfolio, Program and Project Management	46.6	6.7
Science and Health	47.9	6.8
Service Delivery	32.3	2.4
Trades and Labour	39.3	2.0

Source: APSJobs database 2022, National Skills Commission Internet Vacancy Index 2022, APSC analysis



Table A4.30 presents the proportion of specific occupations employed nationally and their role locations, as advertised through APSJobs, that were located in each state and territory.

Table A4.30: National and APSJobs role location distributions for specific roles

Role		State or Territory							
		NSW	VIC	QLD	SA	WA	TAS	NT	ACT
General Accountant	National employment (%)	39.1	27.3	15.0	5.4	9.7	1.2	0.5	1.9
	APSJobs role locations (%)	10.0	10.9	4.8	2.5	2.5	0.8	1.7	66.7
Data Engineer	National employment (%)	36.9	30.1	14.5	4.6	6.7	1.1	0.3	5.9
	APSJobs role locations (%)	11.4	16.0	5.4	7.2	3.3	2.2	2.9	51.3
Data Miner, Data Scientist	National employment (%)	27.1	22.1	14.1	8.2	9.7	2.7	1.0	15.1
	APSJobs role locations (%)	11.4	16.0	5.4	7.2	3.3	2.2	2.9	51.3
Database and Data Administration Officer	National employment (%)	33.6	29.2	14.0	5.9	9.0	1.4	0.8	6.3
	APSJobs role locations (%)	11.4	16.0	5.4	7.2	3.3	2.2	2.9	51.3
IT Architect	National employment (%)	36.0	34.6	13.1	3.6	6.0	0.6	0.2	5.9
	APSJobs role locations (%)	8.3	9.5	5.9	4.6	1.6	2.1	1.3	66.7
ICT/Cyber Security Officer	National employment (%)	35.5	30.4	11.8	4.7	5.4	0.5	0.3	11.4
	APSJobs role locations (%)	10.3	6.7	5.9	4.7	3.2	0.9	1.3	67.0
Program and Project Administrators (e.g. Program Support Officer, Project Support Officer)	National employment (%)	31.3	23.4	20.1	7.1	8.9	1.4	1.4	6.3
	APSJobs role locations (%)	11.7	8.6	8.2	6.2	3.9	3.1	4.1	54.1
Software Engineer	National employment (%)	41.7	30.1	12.4	5.1	5.9	0.6	0.2	4.0
	APSJobs role locations (%)	8.3	9.5	5.9	4.6	1.6	2.1	1.3	66.7
Lawyer	National employment (%)	38.9	25.5	17.2	5.0	8.2	1.1	0.7	3.4
	APSJobs role locations (%)	15.5	15.5	7.8	4.2	4.3	1.5	1.5	49.7

Source: APSJobs database 2022, National Skills Commission Labour Market Insights 2022. Note National Skills Commission occupations have been mapped to job roles in the APS Job Family Framework. APSJobs data are for job family that the job role fits within, for 2021, and can be advertised for multiple locations which is why ACT data differ from Table A4.29. International location roles not reported.



Table A4.31 presents the ways respondents found out about their new APS employment opportunity.

Table A4.31: Ways respondents found out about their new APS employment opportunity

How did you find this position?	%
APS Jobs	49
Word of mouth	20
Other non-APS website (e.g. Seek)	11
Recruitment agency	7
Other APS website	6
Other	8

Source: 2022 Future of Work Taskforce Survey for APS New Starters

Table A4.32 presents the reasons respondents provided for staying in the APS.

Table A4.32: Employees' reasons for staying in the APS

What are your reasons for staying in the APS?	%
Job security	69
Type/nature of work (e.g. interesting, challenging, specialised, autonomous)	51
Non-monetary employment conditions (e.g. leave, flexible work arrangements, other benefits)	51
Remuneration (e.g. salary, superannuation)	47
Service to the Australian public	46
Location of work	44
Workplace relationships with colleagues	42
Belief in the purpose and objectives of the APS	35
Professional development (e.g. learning new skills or developing current skills)	34
Career progression opportunities	31
Inclusive work environment	24
Quality of leadership (e.g. supportive, clear communication)	16
Lack of suitable alternative job prospects	10
There are no reasons for staying	1
Not applicable	1
Other	2

Source: 2022 APS Employee Census. As respondents could select more than one option, total percentages may exceed 100%.



Table A4.33 presents the skill or labour shortages experienced by agencies.

Table A4.33: Skill or labour shortages within the APS Job Families experienced by agencies

In which of the APS Job Families is your agency experiencing skill or labour shortages?	Number of agencies	%
ICT and Digital Solutions	63	65
Data and Research	47	48
Accounting and Finance	33	34
Legal and Parliamentary	30	31
Human Resources	30	31
Portfolio, Program and Project Management	26	27
Policy	24	25
Communication and Marketing	22	23
Compliance and Regulation	22	23
Information and Knowledge Management	16	16
Intelligence	13	13
Science and Health	13	13
Service Delivery	12	12
Engineering and Technical	7	7
None of the above	7	7
Other	22	23

Source: 2022 APS Agency Survey. As agencies could select more than one option, total percentages may exceed 100%.

Table A4.34 presents the proportion of respondents that currently accessed flexible working arrangements.

Table A4.34: Currently accessed flexible working arrangements

Do you currently access any of the following flexible working arrangements?	%
Working away from the office/working from home	55
Flexible hours of work	27
Part-time	14
Compressed work week	3
Job sharing	<0.5
None of the above	27

Source: 2022 APS Employee Census. As respondents could select more than one option, total percentages may exceed 100%.



Table A4.35 presents employee perceptions of whether their request for a flexible work arrangement would be given reasonable consideration.

Table A4.35: Employee perceptions of flexible work arrangements

I am confident that if I requested a flexible work arrangement, my request would be given reasonable consideration	%
Agree	78
Neither agree nor disagree	11
Disagree	11

Source: 2022 APS Employee Census

Table A4.36 presents the extent to which each factor attracted respondents to apply for their job in the APS.

Table A4.36: Factors attracting new starters to the APS

To what degree did the following factors attract you to apply for a job in the APS?	Not at all (%)	A little (%)	Somewhat (%)	Quite a lot (%)	To a great extent (%)
Job security	2	4	13	35	46
Good match with my skills	1	3	16	47	33
Opportunity to advance my career	6	6	22	34	33
The nature of work done by the organisation	3	6	17	42	32
Opportunity for good work-life balance	4	6	20	40	30
Opportunity to serve the public	4	9	24	36	27
Access to flexible work arrangements	9	9	22	34	26
Professional learning and development opportunities	5	9	23	37	26
Interesting/challenging work	2	4	21	47	26
Superannuation	5	11	23	37	26
Geographic location	12	10	24	32	22
Inclusive working environment	9	9	28	34	19



To what degree did the following factors attract you to apply for a job in the APS?	Not at all (%)	A little (%)	Somewhat (%)	Quite a lot (%)	To a great extent (%)
Good fit with organisational values	6	11	26	39	19
Non-monetary employment conditions (i.e. leave provisions, study support, etc.)	13	12	28	29	18
Organisational culture/reputation of the organisation	11	13	27	32	18
Salary	12	14	30	31	14
Quality of people employed by the organisation	12	14	31	31	12
Quality of organisational leadership	17	17	33	25	9
Travel opportunities	43	23	20	10	4
Access to cutting-edge technology	35	23	27	11	3
Other (please specify)	40	4	19	10	26

Source: 2022 Future of Work Taskforce Survey for APS New Starters

Table A4.37 presents employee perceptions of their job and the APS.

Table A4.37: Employee perceptions of their job and the APS

Statement	Response	%
My job inspires me	Agree	61
	Neither agree nor disagree	25
	Disagree	14
I believe strongly in the purposes and objectives of the APS	Agree	85
	Neither agree nor disagree	13
	Disagree	2

Source: 2022 APS Employee Census



MACHINERY OF GOVERNMENT CHANGES

Machinery of Government changes involve the movement of functions, resources and people from one agency to another. They are executed by Government decisions; predominantly through Administrative Arrangement Orders (AAOs), the engagement of employees under the *Public Service Act 1999* or the compulsory movement of employees outside of the APS.

Six Machinery of Government changes were executed throughout 2021–22. The most significant were:

- Home Affairs function (45 employees) transferring to the National Recovery and Resilience Agency
- Digital Transformation Agency function (31 employees) transferring to the APSC
- Education, Skills and Employment function (28 employees) transferring to Foreign Affairs and Trade.

Table A4.38 presents all 2021–22 Machinery of Government changes.

Table A4.38: Machinery of Government changes (2021–22)

Date	Administrative Arrangement Orders
1 July 2021	The Department of Home Affairs moved 45 employees to the National Recovery and Resilience Agency.
5 August 2021	The Murray Darling Basin Authority moved 12 employees to the Department of Agriculture, Water and the Environment.
2 September 2021	The Department of Industry, Science, Energy and Resources moved 18 employees to the Department of Infrastructure, Transport, Regional Development and Communications.
16 September 2021	The Digital Transformation Agency moved 31 employees to the APSC.
30 September 2021	The Digital Transformation Agency moved 1 employee to the Department of Finance.
20 January 2022	The Department of Education, Skills and Employment moved 28 employees to the Department of Foreign Affairs and Trade.



APPENDIX 5

UNSCHEDULED ABSENCE

APS agencies provide aggregated figures on unscheduled absences to the APSC for annual collation and reporting. Unscheduled absences include personal, carer's and miscellaneous leave (bereavement, compassionate and emergency leave). It includes instances of these leave types with or without a supporting medical certificate, whether paid or unpaid.

The methodology used to calculate the unscheduled absence rate changed in 2020–21. The 2021–22 reporting period is the second year in which this updated calculation method has been used.

The previous measure of APS unscheduled absence rate was determined by calculating the unscheduled absence rate for each agency individually and then obtaining the average of those agency rates. In this method, all agencies had equal influence on the overall unscheduled absence rate irrespective of agency size.

It is well established that larger agencies tend to have a higher unscheduled absence rate than smaller agencies. As a result, this method underestimated the true unscheduled absence rate across the APS as it was disproportionately influenced by employees in smaller agencies – which make up more than 50% of APS agencies, yet only 3.4% of APS employees.

The updated method incorporates the headcount of agencies when calculating the APS unscheduled absence rate. In practice, every agency's unscheduled absence days and full-time equivalent (FTE) are summed, and the unscheduled absence rate is calculated by dividing the total number of unscheduled absence days by the total FTE of the APS.

$$\text{APS unscheduled absence rate} = \frac{\text{Total days of unscheduled absence across APS}}{\text{Total FTE of APS}}$$

This change shows an increased unscheduled absence rate for the whole APS of around 2 days. The method of calculating each individual agency's unscheduled absence rate remains the same.



Table A5.1 compares the unscheduled absence rate between the current and previous methods of calculations across the whole-of-APS and broken down by agency size. Over the last 6 years, both methods show similar trends; however, the updated method adds approximately two days to the APS unscheduled absence rate. The updated, current method also increases the unscheduled absence rate for small and large agencies with only a slight difference for medium size agencies.

Table A5.1: Comparison of calculation methods for unscheduled absence rates (2016–17 to 2021–22) (expressed as an average number of days)

Year	APS		Small		Medium		Large	
	Current method	Previous method	Current method	Previous method	Current method	Previous method	Current method	Previous method
2016–17	13.1	11.4	11.5	10.6	12.0	12.1	13.3	12.3
2017–18	13.3	11.4	11.0	10.5	11.9	11.9	13.5	12.7
2018–19	13.4	11.4	11.0	10.7	11.7	11.7	13.7	12.7
2019–20	13.1	11.1	11.2	10.6	11.4	11.6	13.3	11.9
2020–21	12.2	10.1	9.8	9.5	10.5	10.6	12.5	10.9
2021–22	12.8	10.6	10.1	9.8	11.1	11.2	13.1	11.6

Table A5.2 shows unscheduled absence rates by agency size for the financial year 2021–22. The absence rate for the APS and each agency size group increased from 2020–21, particularly in medium and large agencies. This increase partially reverses a decline observed in the previous year. This may reflect working conditions beginning to return to a pre-COVID way of working, such as lower rates of remote work.

Table A5.2: Unscheduled absence by agency size (2020–21 and 2021–22)

Agency size	Unscheduled absence 2020–21 (days)	Unscheduled absence 2021–22 (days)
Small agencies	9.8	10.1
Medium agencies	10.5	11.1
Large agencies	12.5	13.1
Overall APS	12.2	12.8



Table A5.3 provides personal and miscellaneous leave use and unscheduled absence rates by agency for 2020–21 and 2021–22 (expressed as an average number of days). Note that for small agencies, a small number of individuals with a large amount of leave taken can influence the unscheduled absence rate substantially.

Table A5.3: Sick leave, carer's leave, miscellaneous leave and unscheduled absence rate by agency (2020–21 and 2021–22) (expressed as an average number of days)

Agency name	Sick leave 2021–22	Carer's leave 2021–22	Miscellaneous leave 2021–22	Total unscheduled absence rate 2021–22	Total unscheduled absence rate 2020–21
Aboriginal Hostels Limited	13.3	1.4	0.4	15.1	15.7
Administrative Appeals Tribunal	7.5	1.1	0.2	8.8	9.2
Aged Care Quality and Safety Commission*	8.1	1.2	0.4	9.6	8.0
Agriculture, Fisheries and Forestry	10.3	2.3	1.3	13.9	13.5
Attorney-General's Department	8.2	1.6	0.2	10.1	9.5
Australian Building and Construction Commission	12.7	2.0	0.2	15.0	13.4
Australian Bureau of Statistics	9.3	2.0	0.6	11.9	11.0
Australian Centre for International Agricultural Research	6.7	1.8	0.1	8.5	10.3
Australian Charities and Not-for- profits Commission	6.9	1.1	1.7	9.6	7.7
Australian Commission for Law Enforcement Integrity	6.0	1.0	0.4	7.3	7.1
Australian Commission on Safety and Quality in Health Care	6.4	3.8	0.3	10.5	6.6
Australian Communications and Media Authority	9.4	1.7	0.3	11.3	12.3
Australian Competition Consumer Commission	7.1	2.0	0.4	9.5	7.6
Australian Criminal Intelligence Commission	9.8	2.2	0.2	12.2	9.3
Australian Digital Health Agency	8.3	0.9	0.5	9.7	12.1
Australian Electoral Commission	10.2	1.3	0.3	11.8	13.6
Australian Financial Security Authority	11.0	1.8	0.2	13.0	11.7



Agency name	Sick leave 2021–22	Carer's leave 2021–22	Miscellaneous leave 2021–22	Total unscheduled absence rate 2021–22	Total unscheduled absence rate 2020–21
Australian Fisheries Management Authority	7.6	1.6	0.3	9.6	12.2
Australian Human Rights Commission	6.1	1.6	0.3	7.9	6.6
Australian Information Commissioner	7.0	1.2	0.3	8.5	7.8
Australian Institute of Aboriginal and Torres Strait Islanders Studies	9.7	2.0	0.4	12.1	9.7
Australian Institute of Family Studies	7.1	2.0	0.3	9.4	9.0
Australian Institute of Health and Welfare	7.4	1.4	0.5	9.3	11.8
Australian National Audit Office	8.5	1.5	0.3	10.3	10.2
Australian National Maritime Museum	6.5	1.1	0.3	7.8	9.4
Australian Office of Financial Management	5.9	2.0	0.3	8.2	6.4
Australian Pesticides and Veterinary Medicines Authority	6.6	2.3	0.3	9.2	9.1
Australian Public Service Commission	7.5	1.3	0.4	9.2	7.9
Australian Radiation Protection and Nuclear Safety Agency	3.5	1.4	0.0	4.9	7.4
Australian Research Council*	7.7	2.5	1.3	11.5	11.8
Australian Skills Quality Authority	9.4	1.7	0.1	11.2	12.4
Australian Taxation Office	9.0	1.5	0.3	10.8	9.8
Australian Trade Commission	7.0	1.6	0.2	8.8	7.1
Australian Transaction Reports and Analysis Centre	6.5	2.0	1.0	9.5	7.2
Australian Transport Safety Bureau	7.9	1.8	0.4	10.1	8.7
Australian War Memorial	9.1	3.4	0.3	12.7	11.4
Bureau of Meteorology	6.8	2.1	0.2	9.2	7.0
Cancer Australia*	4.1	1.3	0.5	5.9	6.1

APPENDIX 5 : UNSCHEDULED ABSENCE



Agency name	Sick leave 2021–22	Carer's leave 2021–22	Miscellaneous leave 2021–22	Total unscheduled absence rate 2021–22	Total unscheduled absence rate 2020–21
Clean Energy Regulator	10.1	1.7	0.8	12.7	9.7
Comcare	9.5	1.6	0.6	11.8	12.1
Commonwealth Grants Commission	6.8	0.8	0.2	7.7	9.4
Commonwealth Ombudsman	10.1	2.6	0.3	13.0	13.5
Defence	9.5	1.6	0.3	11.5	11.2
Defence Housing Australia	9.5	2.4	0.7	12.6	11.9
Digital Transformation Agency	8.8	2.1	0.4	11.3	10.6
Director of Public Prosecutions	6.4	1.4	0.2	8.0	7.5
Education, Skills and Employment	9.6	2.0	0.4	12.0	11.3
Fair Work Commission*	7.5	1.3	0.4	9.2	7.4
Fair Work Ombudsman	9.8	2.0	0.5	12.2	10.1
Federal Court Statutory Agency	5.4	2.0	0.3	7.7	7.4
Finance	7.8	1.9	0.2	9.9	9.9
Food Standards Australia New Zealand*	9.0	2.1	0.5	11.5	9.7
Foreign Affairs and Trade	7.8	2.9	0.2	10.9	9.6
Future Fund Management Agency	3.2	1.5	0.1	4.9	3.0
Geoscience Australia	8.4	3.7	0.3	12.4	11.4
Great Barrier Reef Marine Park Authority	8.0	2.1	0.3	10.5	8.9
Health	8.8	1.4	0.6	10.8	10.2
Home Affairs	12.1	3.1	0.5	15.7	14.3
Independent Parliamentary Expenses Authority	13.6	1.3	0.1	15.1	15.2
Industry, Science, Energy and Resources	9.8	1.4	0.4	11.7	10.7



Agency name	Sick leave 2021–22	Carer's leave 2021–22	Miscellaneous leave 2021–22	Total unscheduled absence rate 2021–22	Total unscheduled absence rate 2020–21
Infrastructure, Transport, Regional Development and Communications	9.1	1.9	0.3	11.3	11.1
Inspector-General of Intelligence and Security	8.5	1.6	0.3	10.5	.
Inspector-General of Taxation and Taxation Ombudsman	6.1	3.2	0.0	9.4	4.9
IP Australia	6.2	1.9	0.2	8.3	10.7
Murray-Darling Basin Authority	11.3	2.4	0.2	14.0	9.9
Museum of Australian Democracy at Old Parliament House	10.4	2.6	0.3	13.2	10.4
National Archives of Australia	12.8	1.9	0.3	15.0	15.2
National Blood Authority	11.2	1.3	0.1	12.6	12.4
National Capital Authority	6.3	2.1	0.1	8.5	8.1
National Disability Insurance Agency	12.9	1.9	0.4	15.2	12.6
National Film and Sound Archive	5.5	1.5	0.2	7.2	8.1
National Health Funding Body	5.4	1.6	0.5	7.5	9.3
National Health and Medical Research Council	7.4	2.7	0.2	10.3	7.9
National Indigenous Australians Agency	12.3	2.2	0.7	15.2	14.5
National Library of Australia	10.6	1.7	0.5	12.8	14.7
National Mental Health Commission	6.1	2.8	0.6	9.5	.
National Museum of Australia	10.6	2.9	0.3	13.8	13.8
National Offshore Petroleum Safety and Environmental Management Authority	8.5	1.9	0.3	10.6	9.0
National Portrait Gallery	8.0	2.4	1.0	11.4	9.7
National Recovery and Resilience Agency	7.3	1.1	0.3	8.7	.

APPENDIX 5 : UNSCHEDULED ABSENCE



Agency name	Sick leave 2021-22	Carer's leave 2021-22	Miscellaneous leave 2021-22	Total unscheduled absence rate 2021-22	Total unscheduled absence rate 2020-21
National Intelligence*	5.7	2.2	0.0	8.0	8.7
NDIS Quality and Safeguards Commission	8.4	1.1	0.3	9.8	9.3
Organ and Tissue Authority	9.3	1.0	0.6	10.8	9.0
Parliamentary Counsel	6.2	0.4	0.6	7.2	7.6
Prime Minister and Cabinet	8.9	1.6	0.2	10.7	8.4
Productivity Commission	8.0	2.0	0.2	10.2	8.5
Royal Australian Mint	10.7	3.3	0.2	14.1	15.3
Safe Work Australia	10.2	2.2	0.2	12.6	12.1
Services Australia	13.6	2.3	0.6	16.5	16.6
Social Services	9.8	1.7	0.3	11.8	13.6
Sport Integrity Australia	4.5	0.9	0.6	5.9	10.6
Tertiary Education Quality and Standards Agency	4.7	0.7	0.3	5.7	7.9
Torres Strait Regional Authority	9.9	2.6	1.5	14.1	15.0
Treasury	8.1	1.8	0.4	10.3	8.7
Veterans' Affairs	10.4	1.6	0.5	12.5	11.5
Workplace Gender Equality Agency	6.3	0.9	0.3	7.4	7.6

* Agency provided headcount (not full-time equivalent) data



ABBREVIATIONS

Term	Description
ABS	Australian Bureau of Statistics
ACT	Australian Capital Territory
AEC	Australian Electoral Commission
AIHW	Australian Institute of Health and Welfare
APS	Australian Public Service
APS Academy	The Academy
APSC	Australian Public Service Commission
APSED	Australian Public Service Employment Database
ASD	Australian Signals Directorate
ATO	Australian Taxation Office
AUSTRAC	Australian Transaction Reports and Analysis Centre
AO	Order of Australia
CDS	Census Digital Service
COVID-19	Coronavirus disease
EAS	Ethics Advisory Service
EL	Executive Level
FTE	Full-time equivalent
HR	Human resources
ICT	Information and communications technology
IPAA	Institute of Public Administration Australia
IPAA ACT	Institute of Public Administration Australia ACT Limited
L&D	Learning and development
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender and/or gender diverse, Intersex, Queer, Questioning and/or Asexual LGBTQIA+
NDIS	National Disability Insurance Scheme
NIAA	National Indigenous Australians Agency
OECD	Organisation for Economic Co-Operation and Development
PM&C	Department of the Prime Minister and Cabinet
PSM	Public Service Medal
SES	Senior Executive Service



GLOSSARY

Australia and New Zealand School of Government (ANZSOG)

ANZSOG was established by the Australian and New Zealand governments. It works to strengthen the quality of public sector leadership in Australia and Aotearoa—New Zealand through education programs, thought leadership and government-focused research that meet the contemporary challenges faced by public services.

APS agency

An APS agency operates under the *Public Service Act 1999*. This includes departments, statutory agencies and executive agencies. APS agencies are a subset of Commonwealth agencies.

APS Craft

APS Craft encompasses the fundamental capabilities that APS employees need to deliver great policy and services.

APS employee

An APS employee is an employee engaged under the *Public Service Act 1999*.

APS Values

The APS Values are set out in section 10 of the *Public Service Act 1999*. The APS Values articulate the Parliament's expectations of public servants in terms of their performance and standards of behaviour. The values are: impartial; committed to service; accountable; respectful; and ethical.

Commonwealth agency

An agency under the Commonwealth of Australia, including those not covered under the *Public Service Act 1999*.

Commissioner's Directions

The Australian Public Service Commissioner's Directions 2022 are made under the *Public Service Act 1999*. The directions prescribe standards with which agency heads and APS employees must comply to meet their obligations under the Act.

Chief Operating Officers Committee

The Chief Operating Officers Committee was established by the Secretaries Board with a remit to embed an enterprise-wide approach to APS operations and management. Its membership includes the chief operating officers from all departments and major agencies.

**Engagement**

An engagement refers to the engagement or re-engagement of employees under section 22 of the *Public Service Act 1999*. Employees of agencies moving into coverage of the Act are counted as engagements. Engagement can be employment: as an ongoing APS employee; for a specified term or for the duration of a specified task; or for duties that are irregular or intermittent.

Job family/ies

The APS Job Family Model groups functionally similar positions that have related skills, tasks and knowledge requirements. The model does not reflect work level classification.

Machinery of Government

A Machinery of Government change occurs when the Government decides to change the way Commonwealth responsibilities are managed. It can involve the movement of functions, resources and people from one agency to another.

Organisation for Economic Co-operation and Development (OECD)

The OECD is an international organisation founded in 1961. It aims to find evidence-based solutions to a range of social, economic and environmental challenges.

Promotion

A promotion is when an existing APS employee moves to a higher classification level. For example, an APS 6 employee is successful in gaining a promotion to an EL 1 classification.

Secretaries Board

The Secretaries Board was established by the *Public Service Act 1999* to set the direction for the APS, drive collaboration and draw together advice from senior government leaders, business and the community.

Separation

A separation occurs when an employee ceases to be employed under the *Public Service Act 1999*. It does not refer to employees moving from one APS agency to another. Separations include retirement, resignations, and terminations of employment for grounds stated at section 29 in the *Public Service Act 1999*.

Stewardship

Under section 57 of the *Public Service Act 1999*, as part of their roles, Secretaries are expected to take on a leadership role, providing stewardship within their departments.

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