



ACT PUBLIC SERVICE

CLASSIFICATION REVIEW

ELEMENT 1

INTERIM REPORT

Career Clusters

a new approach to vocational streams for the ACT Public Service

(REVISED)

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1 EXECUTIVE SUMMARY

Background

At the initiative of the Australian Capital Territory (ACT) Government, there has been a commitment to review the classification structures of the ACT Public Service (ACTPS) in Enterprise Agreements since 2003-2004. Whilst the initial scope was limited, it was expanded in the 2004-2007 agreement. In current ACTPS certified agreements, the parties most recent expression of their plans for the review are expressed in detail at clause D7 (refer Annexe E). In 2010 Recommendation 58 of the *Hawke Report* proposed “a simplified employment framework ... and a simplified classification structure” as an integral part of broader restructuring and refocusing of the ACTPS.

Black Circle Pty Ltd has been commissioned to undertake this Review in response to these requirements.

1.1 AIMS AND OBJECTIVES

The aims of the Review are to:

- a) Achieve greater consistency across the ACT Public Service in classifying positions and to improve work equity between positions having equivalent work level standards and work value requirements;
- b) Facilitate recruitment to the ACTPS by making the competencies, qualifications and remuneration levels for ACTPS vacancies more accessible, and intelligible, to potential applicants;
- c) Improve mobility within the ACTPS by removing structural barriers;
- d) Accommodate the changing needs of a modern public sector workforce, including the consideration of the most effective way of moving to a single salary spine; and
- e) Rationalise and simplify the classification structure for the ACTPS, which currently includes 236 classifications, in order to improve administrative efficiency.

1.2 SCOPE

The scope of this Review excludes the following groups of employees: Statutory Officeholders; Members of the Senior Executive Service including Chief Executives & Executives; Medical Officers, Nursing Staff; Fire Brigade Officers, Ambulance Officers, Bus drivers & Transport Officers; Teachers, School Leaders, Vocation Education and Training (VET) Teachers & VET Teachers-Managers. A specification of the classification groups included is attached at Annexe D.

Workplan

A workplan of five elements has been established:

Element 1: Recommend the most effective way of creating a new vocational stream structure;

Element 2: Recommend appropriate market based salary levels for each proposed vocational stream;

Element 3: Consider the most effective way of moving to a single salary spine for the ACTPS;

Element 4: Simplify and reduce current classifications wherever possible;

Element 5: Recommend an implementation process and related transitional arrangements.

This Interim Report covers only Element 1.

Proposals

The core of the Career Cluster/vocational structure proposed at Section 9 is a series of vocational streams, which are based on groups of competencies and capabilities that are linked by external industry-aware agencies into qualifications and vocational paths. These Vocational streams are grouped into four Career Clusters, characterised as follows: *Infrastructure Services, People Services, Support Services* and *Legal Services*.

A Cluster is divided into Bands, each of which is made up of Pay Points. All Pay Points in all Clusters, including training grades, will relate to the same Single Salary Spine. Vocational pathways will provide the means for staff to progress vertically throughout the range.

Because the vocational streams are based on groups of competencies, they can be related to qualifications in the Australian Qualifications Framework (AQF) and other relevant qualifications. Qualifications can therefore become an element in the rules for appointment or advancement within a band or broadband for all vocational streams.

Status:

A Draft of this Report was submitted to CMCD on 30 June 2011. The Consultants met with members of the Advisory Panel on 11 and 12 July and have revised the draft in the light of the feedback received.

Recommendations:

1. That the proposed Career Cluster/vocational stream alignment outlined at Section 9 be adopted as the basis for further work in the Review project.
2. That the Review proceed to the previously specified workplan.

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5 INTRODUCTION

5.1 BACKGROUND

Between the advent of self-government for the Australian Capital Territory (ACT) in 1989 and creation of a separate ACT Public Service (ACTPS) in 1994, much of the ACT public service workforce was comprised of employees of the Office of the ACT Public Service. This Office was a branch of the Australian Public Service (APS), and its staff were employed under the *Public Service Act 1922*. The Office was controlled by ACT statutory office holder with the title Head of Administration.

Several Commonwealth statutory authorities and government business enterprises providing services within the ACT (e.g. the ACT Electricity and Water Authority (ACTEW), the ACT Health Authority, and the ACT Schools Authority) were transferred to local government control in 1989. Ultimately, the staff of some of these authorities became ACT public servants. A small number of government business enterprises became ACT Territory Owned Corporations.

The newly elected ACT Government made a conscious decision to align its classification structures, rates of pay, and employment conditions with the APS, on the basis that this was expected to secure a free flow of staff between the APS and the ACT public sector. For this reason, it was convenient for the ACT public sector to participate in the 1990 Australian Public Service *Structural Efficiency Principle Case* (the *APS SEP Case*), as a result of which the following classification structures were created (or substantially reformed):

- General Service Officer
- Stores Supervisor
- Transport Officer
- Administrative Service Officer and Senior Officers
- Professional Officer and Senior Professional Officers
- Technical Officers and Senior Officers (Technical)
- Information Technology Officers and Senior Information Technology Officers
- Public Affairs Officer and Senior Public Affairs Officer
- Custodial Officer
- Park Rangers
- Health Services Officers
- Disability Services Officers
- Dentist 1, 2, 3 and 4
- Legal 1, 2

The new structures were adopted very broadly in the ACT public sector, including in government business enterprises.

One feature of APS classification practice that was not carried forward to the ACTPS at the time it was created in 1994 was the classification of Senior Executive Specialist. The senior executive management of ACTPS agencies became the responsibility of newly created grades of Chief Executives and Executives.

At the initiative of the ACT Government, there has been a commitment to review the classification structures of the ACT Public Service in Enterprise Agreements since 2003-2004. Whilst the initial scope was limited, it was expanded in the 2004-2007 agreement. In current ACTPS certified agreements, the parties most recent expression of their plans for the review are expressed in detail at clause D7. This clause is reproduced at Annexe E. In February 2011 Recommendation 58 of the *Hawke Report* proposed “a simplified employment framework ... and a simplified classification structure” as an integral part of broader restructuring and refocusing of the ACTPS. This Review has been conducted in response to these requirements.

5.2 AUTHORISATION

The Terms of Reference for the Review were agreed by the *ACTPS Review Project Advisory Panel*, which comprises:

- the Senior Manager (Workplace Relations), CMCD;
- a second Government representative from Joint Council or delegate; and
- representatives from the following unions: APESMA, AMWU, CEPU, CFMEU, HSU, CPSU.

5.3 AIMS AND OBJECTIVES

The aims of the Review are to:

- a) Achieve greater consistency across the ACTPS in classifying positions and to improve work equity between positions having equivalent work level standards and work value requirements;
- b) Facilitate recruitment to the ACTPS by making the competencies, qualifications and remuneration levels for ACTPS vacancies more accessible, and intelligible, to potential applicants;
- c) Improve mobility within the ACTPS by removing structural barriers;
- d) Accommodate the changing needs of a modern public sector workforce, including the consideration of the most effective way of moving to a single salary spine; and
- e) Rationalise and simplify the classification structure for the ACTPS, which currently includes 236 classifications, in order to improve administrative efficiency.

5.4 SCOPE

5.4.1 Scope of Investigation

The scope of this Review excludes the following groups of employees:

- Statutory Officeholders;
- Chief Executives & Executives;
- Medical Officers,
- Nursing Staff;
- Fire Brigade Officers,
- Ambulance Officers,
- Bus drivers & Transport Officers;
- Teachers & School Leaders,
- Vocational Education & Training (VET) Teachers & VET Teacher-Managers.

A specification of the classification groups included was provided to the Advisory Panel on 12 May 2011, and confirmed on 31 May 2011 (refer Annexe D).

Whilst the following organisations may be included in any analysis of comparative data, the results of the Review will not apply to them: Legal Aid, Legislative Assembly Members Staff, ACTTAB and ACTEW-AGL.

5.4.2 Scope of Report

A workplan of five elements has been established:

Element 1: Recommend the most effective way of creating a new vocational stream structure;

Element 2: Recommend appropriate market based salary levels for each proposed vocational stream;

Element 3: Consider the most effective way of moving to a single salary spine for the ACTPS;

Element 4: Simplify and reduce current classifications wherever possible;

Element 5: Recommend an implementation process and related transitional arrangements.

This Interim Report covers only Element 1.

Workplan for Element 1

The Workplan for Element 1 requires that:

The Consultant will focus on trades, technical professional, health professional and legal professional fields to:

- a) Identify gaps in, and veracity of, data collated in comparative document.
- b) Identify any additional sources of available data.
- c) Meet with large scale private sector organisations.
- d) Liaise with, and obtain the views of, stakeholders (CMD, unions and agencies) to determine preferences.
- e) Examine, analyse and provide a draft report on vocational stream structures.
- f) The draft report should include:
 - i. an analysis of existing classifications in other jurisdictions;
 - ii. recommendations for the optimal system of vocational streams and classification structures for the ACTPS; and
 - iii. an analysis of any implications for the ACTPS –bearing in mind the requirements of a single salary spine and simplified classification structure.
- g) conduct focus groups of employees as required.

5.5 STATUS:

A Draft of this Report was submitted to CMCD on 30 June 2011. The Consultants met with members of the Advisory Panel on 11 and 12 July and have revised the draft in the light of the feedback received. In particular, Section 8 has been expanded and reordered.

19 June 2012: Corrections noted in Annexe V of Element 5 are reflected in this text.

5.6 ACTPS ORGANISATION

The Review was conducted at a time when significant Machinery of Government (MoG) changes were being implemented in the ACTPS, resulting in a thorough re-organisation of several important segments of the workforce. In this report we have for the most part used the previous names of agencies. In future reports we will employ the new nomenclature.

5.7 ACKNOWLEDGEMENTS

The consultants acknowledge the assistance provided by unions in providing reference information and making themselves available for consultation as rapidly as possible.

In addition, the consultants acknowledge the generosity with their time that stakeholders brought to consultations.

6 THE PUBLIC SECTOR CONTEXT

The Past

Through the last two decades of the twentieth century and into the twenty-first century the *New Public Management* (NPM) approach (Boston et al, 1996) dominated much public management theory and practice. Self-government for the ACT was granted in 1988, taking effect in 1989, and this co-incidence has had the effect of bringing a particular flavour to public sector management, behaviours, structures, norms and values in the ACTPS through highly decentralised structures including many small statutory authorities together with decentralised decision-making. Key justifications for this model focus around (Laking 2002):

- Performance efficiency;
- Independence from political intervention; and
- Greater local control of service delivery.

Prior to 1989 the Territory was administered by the Commonwealth Minister for Territories, through the APS. This, then, is the other key influence to date on the ACTPS: it is based on the policies, procedures and practices of the Australian Public Service as they were two decades ago. Developed over the 20th century to meet the needs of a national government, much was adopted¹ (rather than adapted) by the ACTPS when it took on the state government and local government responsibilities for the ACT in 1994.

The Present

The three core challenges identified by Edwards (2003) to be now facing the Australian Public Service—and by implication, other public services—are:

- declining public trust in government and its institutions;
- improving educational standards and communications, thereby facilitating active debate and criticism of policy and its implementation; and
- the trend towards globalisation of the economy and ideas.

Even in comparable countries such as New Zealand and the United Kingdom the efficiencies proposed by NPM have been found to be elusive (Putnam et al 1998; Boston 2000), with much evidence anecdotal, and at best a 3% per annum saving in running costs apparently a realistic outcome (Scott & Taylor 2000).

It is in this broad context that the Hawke Review of the ACTPS was undertaken, and proposed “One ACT Government – One ACT Public Service” (Hawke 2011).

¹ Leading to such oddities for ACTPS staff in the 21st century as the continuation of a “horse and dog allowance” for sustenance of their working animals as prescribed by APS Determination 10 of 1921.

The Future

Reflecting these challenges, two new influences are emerging.

Firstly, and with the principles of *New Public Management* losing ground, the concept of *Public Value* (Moore 1995) is gaining traction. Focused on public sector purpose, accountability and success (Coats & Passmore 2008), this approach rejects the simpler market models of *Customer Value* underpinning *New Public Management*. It posits instead awareness of the public sector as an area of adaptive systems responding in complex ways to relationships between citizens as citizens and those same people in the role of public servants “responsive [...] to refined public preferences” (Coats & Passmore 2008, p.8).

Secondly, the topic of e-Government is exciting much interest, activity and research—so much so that, in addition to existing publications, an entirely new journal has sprung up to address this area, *Transforming Government: People, Process and Policy* (Irani 2007-). Covering national, local and intermediate levels of government, the journal has published papers reflecting the experiences of Australia, New Zealand, USA, England, Scotland, Wales and the United Kingdom, Austria, Portugal, Italy, Norway, Greece, Turkey, and the European Union more generally, Palestine, Jordan, Oman, Pakistan, India, Sri Lanka, Malaysia, Thailand, and Japan. Clearly e-government is a matter of international interest and exploration. Topics covered since its commencement in 2007 to date cover a wide range of primary outcomes such as: e-participation, e-inclusion, use of e-reverse auctions, citizen engagement and participation, community development, audit, innovation, elections, online traffic assessment, exam timetabling, shared services, satisfaction with taxation services, criminal justice, income tax, public health websites, healthcare pathways, age-related cognitive impairment, logistics and transportation, higher education, models of citizen interaction, public portals and the relationship between the state and the individual, social networking and online petitions, internet voting, simulation as a tool for health care, internal service and psychological empowerment of public sector employees. As well, supporting issues such as privacy, enterprise integration, integration of legal constraints, evaluation of design, government interoperability frameworks, realisation of benefits, network security, grid portal features, benchmarking, evaluation, and critical success factors, broadband adoption, and citizen-oriented evaluation are being addressed. This is a wide-ranging agenda, with further research directions proposed, and it all foreshadows significant new opportunities, new directions, new expectations and new challenges for governments wheresoever they are located.

Further key trends have become apparent throughout the national economy over the last couple of decades.

1. There has been significant growth in establishment of national standards, frameworks and quality systems.
2. In many industries “best practice” models are emerging, supported by manuals, consulting and training. In ACTPS, IPSAM², ITIL & PRINCE2³ exemplify this trend.
3. As well, there has been an increasing trend, noted by the *Hawke Report* (2011, p.56), towards national regulatory and licensing schemes and mutual recognition frameworks.
4. Finally, there is a strong national agenda, supported by Council of Australian Governments (CoAG) (Guthrie et al 2011), for co-ordinating and harmonising education and training across the curriculum-based higher education and the VET sectors, and further integrating both into the workforce.

That these influences are significant for the ACT and for the ACTPS is confirmed by the *Hawke Report*, which notes the development of concepts of *Public Value* (Hawke 2011, pp.61-62), ACTPS research on methods for community engagement (Hawke 2011, p.67), and the Web 2.0 as an “opportunity to achieve more open, accountable, responsive and efficient government” (Commonwealth Government, quoted in Hawke 2011, p.89).

It is in this broad context that this Review was undertaken.

² Auditor-General: 30 May 2011

³ Shared Services-ICT: 5 June 2011

7 INVESTIGATION

7.1 STAKEHOLDER CONSULTATION

Initially consultations were scheduled with Unions, who were provided with the Aim and Workplan to assist them in formulating their input. Agencies were then contacted to nominate and arrange consultations with appropriate staff. To assist these consultations agencies were provided with a briefing paper describing the background to the Review, its Aims, the scope of coverage, and a broad-ranging series of questions (refer Annexe F).

A list of people with whom discussions have taken place to date is at Annexe C.

Initial interviews took place during May and June 2011, focused on Element 1 of the Review. Stakeholders were advised that further consultation will take place over the course of the year, to address other Elements of the Review in turn.

To date there has been no requirement identified to conduct focus groups of employees.

7.2 ANALYSIS OF EXISTING CLASSIFICATIONS IN OTHER JURISDICTIONS

The Advisory Panel meeting of 31 May 2011 confirmed that information regarding vocational, classification and remuneration structures in other public jurisdictions could usefully be sought from the following:

- Queensland
- New South Wales
- Victoria
- Tasmania
- South Australia.

To date discussions have been held in Tasmania and South Australia, as the development of new vocational streams in these jurisdictions were of some importance to Element 1.

The following survey of the various Australian jurisdictions provides an overview of the main characteristics of their classification systems. The purpose is to:

- demonstrate the diversity of approaches taken to the classification of their employees
- clarify the details of these arrangements, where this is instructive
- relate the most important features of each jurisdiction's arrangements to the objects of this review.

The detailed examination of pay rates will occur in the context of Element 2 of the Review.

Australian Public Service

With over 60,000 non-SES staff in the ACT, mostly employed in Canberra-based central bureaucracies, the APS is a major competitor with the ACTPS for employment in justice and legal services, economic and statistical research, social and economic policy development, support for the national Parliament, intergovernmental relations, procurement, program management, finance and other general functions of public administration. The APS also provides careers in scientific services and health administration (e.g. Geoscience Australia, Therapeutic Goods Administration, Food Standards) and at the major national cultural institutions (e.g. National Museum, Old Parliament House).

There are more staff classified in the Executive Level (EL) bands EL1s and EL2s in Canberra than there are employees of all kinds in the entire ACTPS. However, as we shall see, examining the APS workforce at this shallow level can be misleading.

Within a decade of the *APS SEP Case* mentioned earlier, the system of classifying positions in the APS had been dramatically reformed. In the APS system, the Australian Public Service Commissioner (APSC) has the authority to establish the classification rules for the whole of the public service. This power has been exercised in a “light touch” way, with only the broadest parameters being fixed centrally, and most of the detailed features of the system being in the hands of agencies.

The APSC has fixed the general classification structure for Senior Executive Service (SES) and non-SES grades:

- APS Trainee
- APS Graduate
- APS 1-6
- EL1 and EL2
- SES 1-3

This simple arrangement was achieved by combining all of the classifications established in the *APS SEP Case* in 8 broad work value bands (APS1-6 and EL1 and EL2). From the perspective of the APSC, there are no separately identifiable medical officers, general service officers, research scientists, public affairs officers, legal officers, etc.

APS agencies are responsible for developing their own work level definitions, including work level definitions for individual occupational groups. For example, the Federal primary industries department has developed extremely detailed work level definitions for its veterinary officers. An elaborate scheme of this kind would be of limited interest to the ACTPS, because the field of operations and

specific work undertaken by AQIS veterinary inspectors is quite different to veterinary services provided in Canberra.

Operating at a higher level of abstraction than the occupational group, the APSC has developed an Integrated Leadership Framework (ILS) that is intended to be used to guide the development of the APS workforce from APS1 to SES. The ILS identifies generic skills, behaviours and attitudes – that is, personal attributes of employees – in several broad domains. The exercise of technical and professional expertise is only dealt with at a very broad level.

Although the ILS is not meant to describe the work that employees undertake, that has not prevented a few APS agencies from importing large portions of the ILS into their work level standards. The APSC advised the Review that there are several APS agencies who have never finalised their agency-specific work level definitions.

Even though they all make use of the same official classification titles, it appears (from examining 51 current APS enterprise agreements) that no two APS agencies will share the same combination of:

- Pay scales,
- Salary advancement arrangements, and
- Broadbanding schemes

Generally speaking, the unique agency salary scales:

- work as a single salary spine for general advancement broadbanding schemes *and*
- to provide extended salary ranges for specific professions (refer to the discussion at Section 9.5 for examples of how different APS agencies have chosen to remunerate employees in the legal professional group).

It is sometimes surprising to see what work is performed at each classification level. For example, the EL2 grade at Geoscience Australia includes the classification of Principal Research Scientist, with a superior salary point that is not accessible by other staff. The EL2s grade in other APS agencies includes other seemingly anomalous salary levels reserved for various other specialised employees – but the classification remains EL2.

What this implies, in the logic of the classification system, is that there are fundamental characteristics of the work that are common, regardless of actual salary levels.

APS agencies have broadbanded two, three and more APS/EL levels .

Broadbanding permits staff to take on higher level work on an ongoing basis, without the formalities of promotion, and without the decision being open to appeal. In the APS, the broadbanding is allocated to a group of duties, not to the

individual employee performing the duties. Advancement in a broadband is not a promotion. The employee retains their original classification until promoted.

The most common model for these schemes implemented in current APS agreements (Australian Public Service Commission n.d.⁴) requires the employee to demonstrate satisfactory performance at their present level, and show that they have the skills to perform the work at the higher level. In the great majority of cases (though not all), APS broadbanding schemes require that there is higher level work available to be done. This condition operates as a strong gravitational force against the upward drift of every employee in a broadbanded structure.

Broadbanding arrangements like this challenge some of the assumptions of traditional public sector classification and pay systems, and various theoretical and practical objections are often raised, including:

- A perception that broadbanding arrangements side step selection for promotion based on merit
- Concern about equitable treatment of different segments of the workforce, in cases where such schemes are not generally distributed (in the ACTPS this circumstance arises directly from the incidence of separate enterprise agreements for each agency)
- Suspicion that advancement rules may not be sufficiently rigorous to ensure that broadbanding arrangements do not provide endorsement for classification creep
- Doubt that an assessment of an employee's technical competence is an adequate proxy for other important aspects of work at the higher level, and
- The interaction of competency-based advancement with the performance management framework – for example, in the case where an employee does not subsequently perform to the expected standard at the higher level.

⁴ <http://www.apsc.gov.au/employmentpolicy/classificationsandbroadbanding.htm>

Queensland

In the Queensland Public Service, the classification structures are similar in overall appearance to that used in the ACTPS:

- Administrative Stream
- Professional Stream
- Technical Stream
- Operational Stream

Disability service workers and youth workers are classified in the Operational Stream, along with a variety of other grades that deliver client services, and do not readily fit into the other streams.

However, Building workers and other trades are employed as ‘wages staff’ in more traditional classification structures aligned to private sector paradigms for these occupations.

There is an exact correspondence between the pay rates of the two topmost classifications in the Administrative Stream and the Professional Stream – similar to the correspondence between Senior Officer and Senior Professional Officers in the ACTPS. Otherwise, there is no evidence of a salary spine being used more generally.

Award- and agreement-based work level descriptions are available, and these will be valuable for performing a comparison of work value between Queensland and the ACTPS under Element 2.

At the systematic level, Queensland Public Service classification arrangements are not very different in kind to those found in the ACTPS.

On the other hand, the 2007 agreement that resulted in the creation of the Queensland Health Practitioner structure is very significant, especially from the perspective of providing a model for a “technical professional” stream (Queensland Health n.d.⁵).

A major feature of the new model was the establishment of different expectations for technical and professional streams in the new Health Practitioner structure. The table which follows sets out the differences that exist between the technical and professional streams at Health Practitioner Level 3:

⁵ <http://www.health.qld.gov.au/eb/hp/work-level-agree.pdf>

Technical Stream	Professional Stream
Knowledge, Skills & Expertise	
<ul style="list-style-type: none"> ✓ Demonstrates an advanced level of knowledge and skill in the given technical domain, with the ability to undertake complex tasks in the domain with minimal clinical practice supervision ✓ Demonstrates expertise as a technical practitioner ✓ Demonstrates ability to supervise or manage a technical work unit or team, providing guidance to less experienced unit or team members 	<ul style="list-style-type: none"> ✓ Demonstrates recognised expertise and knowledge obtained through relevant tertiary education ✓ At lower HP3 increments, health practitioners are newly qualified clinicians who demonstrate a base level of professional knowledge, clinical skills, judgment and problem solving ability ✓ Building experience in contemporary clinical practice standards, up to the level of routine evidence based day to day clinical practice ✓ Demonstrates ability to participate in the multidisciplinary team and in quality or service improvement activities under the clinical practice and/or operational supervision of a more experienced practitioner
Accountability	
<ul style="list-style-type: none"> ✓ Technical positions at level HP3 exhibit independent judgment and responsibility in undertaking work of all levels in the given technical domain without the need for direct regular clinical practice supervision including the following: ✓ Coordination of workflow for given technical work unit or team ✓ Supervision of a technical work unit or team, including limited management of staff and resources within prescribed limits ✓ Providing advice on matters pertaining to complex technical matters for less senior staff members ✓ Providing clinical education for students 	<ul style="list-style-type: none"> ✓ Responsible for providing professional level clinical services to Queensland Health commensurate with level of clinical experience ✓ Required to work under discipline specific clinical practice supervision, with level of supervision decreasing and professional accountability increasing commensurate with level of clinical experience ✓ Responsible for providing clinical practice and operational supervision to work experience students or those involved in observational clinical placements, as well as direction to assistant and support staff ✓ Commensurate with level of experience in role, provide student education and clinical practice supervision for less experienced practitioners with the guidance of senior clinical staff ✓ Commensurate with level of experience in role, assist in the development of policies, procedures and clinical practice, and participate in quality and service improvement activities

Table 1: Comparison of health and technical professional streams, Qld

The Queensland approach improves on the arrangements that have been in place in ACT Health since 2004 where health-related Technical Officer jobs were amalgamated into the new Health Professional structure.

New South Wales

As the most proximate jurisdiction, NSW exercises considerable influence over the thinking of staff, unions and managers in many occupations at the state government level – for example, the health professions.

Regulation of employment conditions in the NSW public sector is enormously complex. The system of awards and agreements presently in place caters on the one hand to relatively limited numbers of employees in relatively small and specialised agencies, and on the other hand to whole of government arrangements for significant categories of employee across several departments, or across the whole of government.

Hidden under this complexity, there is a degree of underlying organisation. The NSW public service SEP case about 20 years ago resulted in 130 standard pay points being fixed as a kind of salary spine. To some degree, then, it is possible to align employment categories at the level of their salary scales, and presume that the underlying work value follows the pattern of the pay points/salary bands in each career stream.

However, an examination of pay points for various key employment categories shows that the relative work value is often out of alignment. Consider for example the salary points for the second level of employee in the following professions:

Professional Officer	Pay point	Engineer	Pay point	Legal Officer	Pay point	Occupational Therapist	Pay point
Grade II	81	Grade II	82	Grade II	73	Grade 2	85
	84		86		78	Grade 3	92
	87		89		84	Grade 4	95
	91		92		89		
					93		

Table 2: Comparison of salary points for second level employees in NSW

There is a reasonable level of uniformity of pay points amongst groups such as therapists. Clerical and administrative employee in various departments will have almost identical salary scales. But the general position is that each employment category has a bespoke salary range. There are also many cases where pay points do not rely in any degree on the common salary point system. A similar pattern of fragmentation is apparent in NSW public health sector classification systems and pay scales. Current classification and pay structures in NSW do not appear to follow the same pay equity model adopted in other jurisdictions, that has seen therapists and scientists achieve similar outcomes.

The larger size of the NSW public service has permitted more elaborate classification structures to develop for certain categories of employee.

For example, where NSW has specific prison officer senior grades, in the ACTPS, these senior roles would be in the SO structure. Similarly, the NSW Community Offender Support program has its own class of employees. These are a variety of Administrative Services Officer (ASO) in the ACTPS.

NSW awards are often deficient in making the work requirements at each level explicit. Classification descriptions, where they do exist, are often quite terse, and open to highly subjective interpretation of vague terminology. Thankfully, most NSW Government agencies prepare quite informative position documentation, and these can be used to make work value comparisons.

The NSW public service approach demonstrates that it is possible to use a single salary spine flexibly to express fine gradations in relative work value between employment categories. The following questions are relevant:

- How much ‘fine-grained’ work value distinction is required in a single salary spine?
- How much flexibility in the use of the spine should be permitted to recognise market conditions for different occupations?

Consideration of these questions will have a bearing on the design of the ACTPS salary spine (Element 3).

Victoria

Following a Career Structure review, the Victorian Public Service (VPS) has adopted a novel and unique classification system containing 6 levels and a Senior Technical Specialist.

The structure is described in the 2006 VPS agreement in the following terms (where a ‘Value Range’ is a distinctly defined work value level with a ‘Grade’):

“The classification of each grade is based on the level of the work undertaken and encompasses the elements of decision-making, communication and knowledge and proficiency. The Grade and Value Range descriptors group generic functions under the categories of Policy and Projects, Administrative and Corporate Support, Operational Service Delivery and Technical/Specialist roles.

Grade level descriptors ... provide an indicative summary of the entry point of each Grade as a guide.

The Value Range descriptors then provide further detail on work value within each Grade. Not all elements of each Value Range are required to satisfy the requirements of the Grade/Value Range, but should be considered on the basis of best fit to describe the work. In Grades with a number of Value Ranges, the first Value Range provides the base, to which relevant elements from the second value range must be added for the purposes of advancement to this level.”

(Victorian Public Service Agreement 2006⁶)

⁶ http://www.business.vic.gov.au/scripts/nc.dll?BUSVIC:STANDARD:1001:pc=PC_61258.html

To summarise the VPS structure:

- VPS Grade 1 only has one Value Range.
- VPS Grades 2-6 have two Value Ranges.
- VPS Senior Technical Specialists have three value Ranges.

The descriptors for the Grades and Value Ranges are quite clearly expressed, and would be readily interpreted for the purpose of preparing job descriptions.

Taken together then, the seven Grades/Value ranges incorporate 14 separate work value levels. The agreement governing movement through ranges provides that:

“Employees and/or positions can move between Value Ranges.

Movement between the Value Ranges can occur following a job resizing review. The review process includes an assessment of the work the employer requires to be undertaken and the performance of that work by the employee. These are assessed against the benchmarks specified in the Classification and Value Range Standard Descriptors” (Victorian Public Service Agreement 2006)

The VPS system extends to a variety of special occupations, such as legal officers and scientists, via a system of “Adaptive Classification Structures”. These special occupations access a subset of the VPS Grade and Value Range system, *and* the associated salary points.

That is, the VPS salary scales operate as a salary spine for the associated occupations. This is a similar approach to that taken in the APS to accommodate its special professional grades.

The work requirements of each level of the special occupations are more or less broadly based on the standard VPS descriptors, but also include features more specifically relevant to the occupations.

The VPS system, which is found at Schedule 1 of the Victorian Public Service Award (Victorian Public Service Award 2005⁷), represents a good example of a system that has a measure of standardisation while permitting flexibility. The documentation is detailed, but also reasonably intelligible and specific.

Tasmania

In 2006, the Tasmanian State Service (TSS) had a very similar classification system to the ACTPS – an Administrative Stream, a Professional Stream, a Technical Stream and a Trades Stream. In the Health portfolio, it also had a variety of health professionals, including allied health professionals and radiation therapists under separate agreements.

⁷ http://www.fwa.gov.au/consolidated_awards/at/at841792/asframe.html

The rates of pay for the Trades Stream were of particular concern – apprentices in the private sector were often paid more than qualified tradespersons in the TSS.

Over the period of 2007-2008, a new classification structure was developed in the context of enterprise bargaining for the Tasmanian State Service. Health professionals were not included in this bargaining, and what follows does not apply to them.

To summarise the outcome:

- Administrative Stream, Technical Stream and Trades Stream were amalgamated into a single 8 level General Stream with a single salary spine
- Levels 4, 6, 7 and 8 of the new structure each have two salary bands, with a performance barrier between them
- A distinct 4 level Professional Stream was created, selectively using the same salary spine as the General Stream,
- The first and second work value level of professional have a soft barrier between them, which can be crossed by persons who exhibits exceptional professional service.
- The third and fourth level Professional are identical in salary terms to the seventh and eighth level in the General Stream levels, with the same requirement for employees to demonstrate a higher level of performance to advance across the internal ‘soft’ barriers
- Staff at higher salary levels in the previous classification structures were, as required, grandfathered into the upper performance band of the new grades. The transitional arrangements were carefully designed in such a way that no employee was denied access to the salary they would have been entitled to in the previous structure
- At the top of both Streams, two entirely new senior grades were created, with salary points identical to those of the two lowest grades of TSS executive service officer.

A consultant was engaged to write new work level definitions. The new work level definitions have the value of being elegantly expressed and identifying how work at one level is delineated from work at the next higher level. They cover Focus, Context and Framework, Expertise, Interpersonal Skills, Judgment, Influence on Outcomes, and Responsibility for Outcomes.

We suggest that stakeholders closely examine the Tasmanian model as another strong example of recent innovation in classification structures (*Tasmanian State Service Union Agreement 2008*⁸).

⁸ http://www.tic.tas.gov.au/_data/assets/pdf_file/0019/114247/Tas_State_Service_Union_-_T13303.pdf

South Australia

South Australian classification arrangements are surprisingly similar to those found in Queensland.

There is a similar stream structure for the core public service, with the SA Operational Stream serving a similar role to the Queensland stream of the same name. As in Queensland, the classification of employees in trades and trades-related “wages staff” occupations would be instantly recognisable to someone who was familiar with awards in the building and metal trades industries.

SA work level descriptions date back to 1994. They are reasonably detailed and address many of the same job dimensions that are covered in ACTPS work level definitions. SA has no plans to change the substance of these definitions, but it will be removing material that relies on early 1990’s job descriptions for benchmarking purposes.

A significant recent development for South Australia has been the creation of separate allied health and medical scientist grades. The modern definitions for these new streams will be helpful in Elements 2 and 3.

South Australia has developed (although not yet deployed) a competency-based development system for Administrative Officers, based on the Public Sector Training Package.

Competencies drawn from Certificate III, Certificate IV and Diploma in Government are used as a basis for performance management and personal development at various levels in the Administrative Officer classification structure (entry level, first line managers, and middle managers respectively).

A core of Service-wide competencies have been identified at each level, which amount to a majority of those needed to attain a qualification. The balance of the competencies that would complete each qualification are intended to be agreed between employees and their managers to meet agency needs, from electives specified in the PSP.

How the competencies are attained is left to employees and managers to determine, but it occurs too us that a system of this kind can be used to generate records/evidence that can be useful for undertaking RPL and RCC assessments.

Northern Territory

For the most part, the Northern Territory has a relatively straightforward scheme of classifications. The major employment categories relevant to the scope of this review are:

- Administrative Officers
- Executive Officers
- Professional Officers
- Technical Officers
- Physical Grades
- Prison Officers

NT does not make use of a salary spine, or anything like it.

NT does not make use of detailed work level standards. The current NT public sector enterprise agreement incorporates some stream-specific classification material (appearing to be drawn from underlying awards), but the format and content are quite dissimilar, and coverage of employment categories is not complete.

The NT has a systematic approach to classifying jobs. Its Job Evaluation System (JES), based on Mercer CED intellectual property, is used to classify all administrative, clerical and technical jobs in the NT public service.

We intend that the NT's experience with its JES will be the subject of further investigation in connection with Element 3, when we must examine options for benchmarking of positions.

Western Australia

Although the discussion that opens this Section excludes Western Australia from the list of public jurisdictions to be researched, we understand that there have been significant changes in WA recently. We recommend analysis of the WA jurisdiction in a subsequent Element of the Review, with particular reference to the salary spine arrangements in place and their method of job evaluation.

7.3 INVESTIGATION FINDINGS

Below, findings of broad application from the consultations conducted with stakeholders during May and June, together with other research conducted to date, has been structured around core elements of the Aims of the Review. Initial findings in relation to the trades are addressed in Sections 10.1 and 10.2, with longer term matters in respect of trades, technical professional, health professional and legal professional fields addressed in Section 9.

Consistency

If there is one clear pattern in place to be detected, it is a pattern of variation. Of the 236 classifications referenced in the Aims of the Review, 190 are in scope (refer Annexe D). Many are highly local: Sportsground Ranger, Capital Linen Service Officer, WorkCover Officer, Tourism & Events Officer, for example: some are used to classify only a handful of employees in specific agencies, whilst others—such as the ASO classifications—cover thousands.

This all reflects a history of devolution, with positions conceived and structured within an agency to provide local control of service delivery. In the context of “One ACT Government – One ACT Public Service” (Hawke 2011), the weaknesses of this approach are exposed: whole of government management may be sacrificed for local efficiency, and an outcome of local efficiency is corporate inefficiency. Thus recruitment is hampered by inconsistent descriptions of similar roles (not helped by standards that may be unclear⁹). As well, centralised functions such as Shared Services struggle to support multiple approaches to similar situations. The provision of advice and staffing administration are complicated by the lack of funding to resource tools such as Standards and handbooks¹⁰, and by the numerous exceptions and special situations to be addressed... which leads to perceptions of structural barriers that may not in fact be real¹¹ ... and where special circumstances are not addressed accurately, so may new exceptions and special cases be created, thus adding further complications. To add further confusion, in some agencies recruitment needs have been met by assigning staff such as Engineers to ASO-classified positions¹². New classifications may be created through Enterprise Agreements¹³. What is in the Agreements may be difficult to use—complex, repetitive and focused on minor differences¹⁴, and

⁹ ESDD: 7 June 2011

¹⁰ ESDD: 7 June 2011

¹¹ CMCD-Employment Policy: 5 May 2011

¹² Land & Planning: 3 June 2011

¹³ CMCD-Employment Policy: 5 May 2011

¹⁴ ESDD: 7 June 2011

the use of Agreements for this purpose creates the opportunity to introduce further inconsistencies¹⁵.

- The capacity to create new classifications in individual enterprise agreements should be removed to maintain a consistent classification system for the ACTPS.

“Decentralisation of decision-making still requires efficient centralised systems for monitoring ... and control ...” (Department of Finance 1992a, p.9).

A final twist to this story is being played out right now. General Services Officer (GSO) staff make up around 5% of the overall ACTPS workforce, yet there are many different arrangements and structures in place in respect of these staff, generated to meet the local needs of the multiplicity of agencies in which they have been located over the years. After years of separation the structural changes implementing recommendations of the *Hawke Report* have led to many of these GSO staff, with all their many and various particular arrangements, being re-connected within a single agency, namely Territory & Municipal Services (TAMS).

The workforce of 20,349 is distributed across the 21 agencies as follows (ACT Public Service Workforce Profile 2009-2010 2010, p.10):

- Two have over 5,000 employees, and total over half the workforce of 20,349;
- Five agencies have between 1,000 and 5,000 employees;
- Seven have between 100 and 1000; and
- Seven have less than 100 employees—the smallest has 12.

The small size of some of these agencies leads to inconsistencies in workforce practices across the ACTPS. Mentoring and on-the-job development of staff are made difficult^{16,17}. Smaller agencies reported that they are hard-pressed to provide adequate supervision or even enough appropriate work for apprentices, and accordingly there are only a few areas where apprentices and trainees are taken on. Interestingly enough, InTACT, the **centralised** ICT service provider, has been a significant player in this area, with 26 ICT traineeships on offer in 2008-2009 (ACT Skills Future Progress Report 2009)

¹⁵ CMCD-Employment Policy: 5 May 2011

¹⁶ CFC: 22 June 2011

¹⁷ Land & Planning: 3 June 2011

Mobility

To be able to respond to changing community pressures there is a need to be able to start new activities, and also to stop old ones. Skills may be re structured over time: Building Services Officers (BSO) in schools used to be trade-qualified, and now have to deal with works management and work safety issues, electronic locker maintenance, and synthetic turf¹⁸. In two months of interviews no agency was prepared to admit to any range of skills where need is diminishing. Business planning, which encapsulates and structures priorities for the future, needs to be linked firmly to workforce and people planning (Hawke 2011).

Yet with a multiplicity of inconsistent levels and ambiguous definitions¹⁹, moving staff from one situation to another, whether long-term or short-term, is complicated by these structural barriers. Transfers at level avoid advertising costs. Consider scenarios where “pre-assessing” staff for transfers in order to establish a ‘short list’ of suitable individuals, who could then be transferred to different positions or roles at level over some reasonable time period (a year, for instance) with no further costs incurred, as an opportunity to improve mobility. The Act and Standards permit this , but the salary and classification structures do not fully support it²⁰.

- Re-aligning classifications to support standardisation of pay rates may improve mobility within the ACTPS.

From the perspective of the person in the workplace who wishes to progress, structures with a ceiling force them to move to a different stream—which will have different requirements, but not necessarily clear pathways or mechanisms to enable transition. Thus, for example the GSO stream stops short of the top of the ASO stream, and creates a dilemma for the GSO. Similarly, there is no obvious career progression available for Building Services Officers²¹, Youth Workers^{22 23} or Disability Officers^{24 25}. Even temporary movement, such as acting in a higher position, may be made difficult under these circumstances, and may restrict the individual’s development, succession planning and agile response to emergent situations.

¹⁸ Education: 8 June 2011

¹⁹ TAMS: 23 June 2011

²⁰ CMCD: 9 May 2011:

²¹ Education: 8 June 2011

²² AEU: 19 May 2011:

²³ DHCS: 3 June 2011:

²⁴ HSU-East: 20 May 2011:

²⁵ DHCS: 3 June 2011:

- o Vertical mobility is hampered by vocational and classification structures that do not provide clear pathways.

In the building trades²⁶ certification at trade plus post-trade level is emerging. In other areas, the AMWU²⁷ has suggested that the situation where a person has dual trade qualification is now becoming common in some industries. Indeed it is actively encouraged at ACTION²⁸, where it pays dividends in the Fleet Workshops in terms of increased mobility to respond to short-term and medium-term fluctuations in requirements for skills.

For all the advantages that multi-skilling brings²⁹, there are limits to the number of areas a staff member can focus on. Canberra Institute of Technology (CIT) noted that requiring the same person to teach, undertake technical tasks and also bring in business is not as effective as a team-based approach, where some specialisation of individuals leads to a “better and cheaper service delivery model”³⁰. Experience at ACTION and at TAMS³¹ supports this: it appears that two skill streams are the maximum that can usefully or practically be maintained by an individual, and even then often one becomes the major skill and one the supplementary skill.

- o Classification structures should be capable of addressing multi-skilling of the workforce,

The quantitative aspects of wage equity will be addressed in Element 3. However, perceptions of wage equity are currently undermined by inconsistencies in current structures and arrangements³². It has been suggested³³ that the long history of devolution of responsibility to agencies has been paralleled by devolution of functional responsibility, but without parallel upgrading of jobs occurring. Certainly the creation of a multiplicity of classifications means that staff undertaking similar tasks at similar work levels appear to be classified differently; conversely, similar classifications are used in respect of people undertaking very different duties. The number of grades within a classification varies from situation to situation for no obvious reason: CIT³⁴ noted that this creates complications,

²⁶ CFMEU, CEPU, ETU: 17 May 2011:

²⁷ AMWU: 12 May 2011:

²⁸ ACTION: 23 June 2011:

²⁹ TAMS: 23 June 2011

³⁰ CIT: 27 May 2011

³¹ TAMS: 23 June 2011

³² ESDD: 7 June 2011

³³ AMWU: 12 May 2011

³⁴ CIT: 27 May 2011

and would like to see more equivalence across Technical Officer (TO), ASO and GSO grades. The original (early 20th Century) APS structures were conceived with many small increments to clarify seniority and reward long service. Nearly a century later and in the light of current national agendas for a more skilled and more productive workforce, a closer linkage with the relevant skills and knowledge is desirable.

- The classification structure and the number of grades in a classification should have some logical foundation in the nature of the work and the development of skills and knowledge relevant to the work.

Finally equity is as much about access as it is about equality. Vocational and classification structures that are clear and unambiguous will lend themselves to support the *Respect, Equity and Diversity* (RED) initiatives (*Respect, Equity & Diversity Frameworks* 2011), by making clear the lines of judgment, accountability and other aspects of the job that can be addressed by an individual irrespective of their intellectual, social or physical challenges.

Adaptability

Equally importantly, local variations conceived in isolation from a bigger picture fail to adequately address the need to respond to large-scale workforce evolution. Whole vocations have evolved in recent decades: WorkCover inspectors being a case in point—their purpose and skills have been transformed over two decades. Indeed, whole industries have emerged: the lifespan of the Information & Communications Technology (ICT) industry is only 5-6 decades in total, and many of its vocational streams such as business analysis and networks engineering are much younger—emerging only in the 1980s.

Further, it is not possible to predict from where these new vocations will arise. The ICT industry could reasonably have been expected to flow out of technology, but in fact in the APS emerged from the clerical/administrative streams. Yet WorkCover Inspectors, which have a process management function, historically had a background in the technical trade vocations. The many new community service roles—youth worker, for example—have emerged in a variety of contexts and are being filled by people from a wide range of backgrounds. Some come with a Sports qualification; others have a trade background and are seeking a career change: in either case these are valuable contributions, and need to be complemented by skills to address complexity and relationships³⁵. Structures linked to entry qualification struggle to remain relevant in these situations.

³⁵ DHCS: 3 June 2011

Increasing regulation—whether of players in the health industry, the financial industry or any other industry—is intended to protect the public from risk—the risks associated with new technologies, new models of delivery, and indeed the public interest in ensuring that public investment in for example, the healthcare industry, is not lost. All of this brings increased costs. The growing costs associated with the health industry means that the roles will continue to be restructured. Concepts such as extended scope of practice in nursing, podiatry and the like have seen the transfer of functions such as prescribing of drugs, that traditionally were only available to doctors. But “classification stifles innovation”³⁶: new models will be difficult to trial and implement if classification structures assume historical relationships and relativities.

CANBERRA INSTITUTE OF TECHNOLOGY³⁷

Pressures requiring adaptive responses from CIT include the proposed merger with the University of Canberra (UC) the increasingly commercial focus of the VET sector, with concomitant requirement to build business acumen and similar competencies across all grades of staff. The other side of this focus is the need to deploy staff in new circumstances that are not always supported by current structures and arrangements. Examples of situations discussed include:

- Course delivery on Xmas Day in Abu Dhabi;
- Restrictions flowing from linkage to the ACTPS classification structures.

Whilst the specifics of this situation may be immediate and transitory, it is perhaps indicative of the situations that other agencies may find themselves in, and accordingly an exemplar of the need for adaptability.

Climate change, and sustainability in general

Whilst much attention has been paid to developing public policy, the ACTPS will also be impacted operationally. The capital works program has more than doubled to around \$600 million³⁸. Creative approaches such as stormwater harvesting have implications of increased monitoring effort, and perhaps requirements for more plumbers or other relevant staff in order to implement and manage the new practices³⁹. Adaptability will be required in order to support the new approaches that will be needed to address this unprecedented challenge.

³⁶ ACT Health: 24 June 2011

³⁷ CIT: 27 May 2011

³⁸ Shared Services-Procurement: 7 June 2011

³⁹ Land & Planning: 3 June 2011

Health

An immediate example of this requirement for adaptability on a large scale is the national agenda in respect of health⁴⁰.

Health Workforce Australia (HWA) is a national organisation established by the Commonwealth to operate across the health and educational sectors and jurisdictional responsibilities in health to devise solutions that effectively integrate workforce planning, policy and reform with the necessary complementary reforms in education and training (Health Workforce Australia 2011a).

Discussion papers (Health Workforce Australia 2011b) issued by HWA in the last 12 months highlight the need for the education system to not simply produce more health workers of the same kind, but also workers equipped to work in the areas of highest national priority for the future such as aged care, chronic disease, indigenous health. The model for developing the health workforce needs to shift away from needs driven by existing institutions and industry participants to satisfying the needs of health service consumers.

Discussions were held with senior personnel of HWA in Adelaide in June to identify trends in health workforce development. These discussions covered:

- Common education platforms and common generalist skill base for the health professions.
- Work underway to define the competencies required for clinical supervision of new graduates in all health disciplines.
- The main features of the proposed National Health Workforce Innovation and Reform Strategic Framework.

HWA expects that the Strategic Framework for Action will be considered by AHMC in August this year. It is also expected that the final report on competency-based education and a competency-based career framework for the industry, currently under review, will be released reasonably soon.

National Disability Insurance Scheme

The proposal for a national levy (similar to the Medicare levy) to fund support for people with disabilities is in the early stages of contemplation and discussion (FaHCSIA 2009). But whatever the outcome of those discussions, if the proposed model is implemented it will impact funding and the purchasing of services and standards, to bring changes paralleling those seen in the health industry over the last two decades⁴¹.

⁴⁰ Health Workforce Australia: 14 June 2011

⁴¹ DHCS: 3 June 2011

The aging population

More generally, almost⁴² all agencies mentioned the impact of an aging population on the workforce. This is discussed in further detail at Section 8.5.3. Fewer mentioned the impact in terms of an aging client base. For community services the impact of age-related conditions in a client base already challenged⁴³ will be doubly difficult to meet. Similar impacts are seen in health-related areas: for example, in the aging population dental problems soar⁴⁴, and cancer is more frequent⁴⁵—but also diagnosed earlier, treated at home, managed more successfully—all of which is good news for service outcomes, but places additional complexity on service delivery. The impacts are, firstly, higher complexity of care, and secondly, greater duration of care: this combination is clearly going to require adaptive responses from the ACTPS in coming years.

More complex outcomes

- For the public face of the ACT public service—community service providers such as health, disability workers, and the like—the levels of accountability, public scrutiny, procedural and technical complexity in delivery of care are climbing, and together with expectations of earlier intervention can be expected to result in more complexity in management and service delivery.⁴⁶
- The impact⁴⁷ of technological change in many health-related fields is to improve service delivery qualitatively. Only rarely does it lead to automation of functions and consequent efficiency improvement. Thus, for example, one effect of the availability of complex specialised diagnostic technologies including laboratory tests and medical imaging equipment is to increase detection rates, and correspondingly increase confirmatory tests. They are accompanied by a corresponding increase in the complexity of machines, quality assurance processes, and accountability requirements.
- For areas that have traditionally been “behind the scenes”, the expectation is also increasing, and with it, the risk. ICT initiatives such as computer-aided dispatch of ambulances intervene directly into acute and emergency situation management, in sharp contrast to the information portals, Enterprise Resource Planning systems and other more traditional applications.⁴⁸

⁴² Shared Services-ICT: 5 June 2011 - an exception, noting 54 people over 51 years, but most still young.

⁴³ DHCS: 3 June 2011

⁴⁴ ACT Health-Dental Service: 21 June 2011

⁴⁵ TCH: 9 June 2011

⁴⁶ DHCS: 3 June 2011

⁴⁷ TCH: 9 June 2011

⁴⁸ Shared Services-ICT: 5 June 2011

- In the area of capital works, projects such as the Public Service Office Block (\$432 million), the new Prison (\$175 million), works relating to two Schools (\$103 million) and Harrison College (\$75 million) each total individually to amounts similar to the total capital works budget 7-8 years ago⁴⁹, and are correspondingly more complicated to manage.
- A new sub-acute hospital is proposed for Northside⁵⁰, which (once built) will bring its own challenges in the medium-term: finding staff; linking with education providers, developing and implementing a new model of care delivery and integrating it efficiently with other service providers. Other pressures described include the “Care around the Clock” model, ‘24-hour hospital’, and matching the workforce and the Capital Asset Development Plan to these needs⁵¹.

All these scenarios have more complex outcomes warranting more stakeholder involvement, and require tighter procurement control, and higher levels of skills, knowledge and responsibility to achieve this.

There are two implications flowing from this discussion:

- Any systems of vocational streams, classification structures and pay structures must be adaptable over time to meet the emergent needs of a modern public sector workforce in a dynamic economy.
- Any systems of vocational streams, classification structures and pay structures must be linked to the broader economy, so as to be able to detect and respond rapidly to changing needs as they emerge (*Department of Finance 1992a*).

Integrity

The integrity of the public sector is as much in the perception as in the reality. Wage equity is one aspect of the reality, and will be addressed in more detail in Elements 2 and 3 of the Review.

However, both fairness to employees and public value demand transparency around remuneration and accountability. Special arrangements, whether for individuals or for groups of employees, only go to undermine perceptions of integrity. Pay equity is better served by a salary or salary range that is broadly appropriate than it is by a single “right” rate for every job.

- The principles of merit and integrity will be supported by a publicised classification structure that makes understandable the basis of remuneration.

⁴⁹ Shared Services-Procurement: 8 June 2011

⁵⁰ ACT Health: 23 June 2011

⁵¹ ACT Health: 24 June 2011

Further, the principles of merit selection are only hampered by poorly differentiated position descriptions. Comparison of Tourism & Events Officers and ASOs indicates that the key distinction is the range of hours of duty, thus giving multiple classifications for similar or the same type of positions, but no guarantee that the position documentation will remain consistent. Conversely, the role and duties of paralegal positions vary across agencies, and are not adequately distinguished from some ASO roles, thus making unclear both the principles to be applied in selection, and the justification for the remuneration structure. Perceptions of “classification creep” can emerge where the distinctions between levels are both unclear and porous. Anecdotal evidence suggests that Graduates make their way to Senior Officer (SO) Grade C (SOGC) with surprising rapidity, and in some areas the effective “base” level is ASO4⁵² (particularly after Special Employment Arrangements (SEA) are taken into account—and the SEAs apparently can’t be removed for non-performance⁵³).

- The concepts of merit and integrity will be further supported by a simpler classification structure that eliminates duplications, recognises the relevant skills and qualifications properly, and provides greater clarity on the distinctions between positions.
- This may require reducing the number of increments, the number of classifications, or both.
- This may further require a closer linkage to qualifications at each level of the classification structure.

Merit of itself is not primarily a function of the selection process. Rather, it is one means of meeting the responsibility due to the tax-payer for proper and prudent disbursement of the funds entrusted to the Government. This responsibility may be met in many different ways, and the future will likely bring new scenarios that could be better addressed if these are not linked to historical notions of merit as a selection mechanism tied to positions.

- Classification structures and vocational stream structures that lend themselves to “recruitment to the team” will be more adaptable to meet emergent needs without sacrificing integrity than those linked to single functions and single positions.

⁵² Shared Services: 1 June 2011

⁵³ Shared Services-ICT: 5 June 2011

Retention

Some agencies^{54 55 56} noted a tradition of stable retention. Some others expressed concerns about ability to retain staff, and many pointed to the APS as the culprit. Looking at the numbers tells a different story. The following table compares the ACTPS with two nearby competitors:

Measure	ACTPS	APS	NSW
Reference (page references are to these documents)	(ACT Public Service Workforce Profile 2009-2010 2010)	(State of the Service 2009-2010 2010)	(The NSW Public Sector Workforce: A 2010 Snapshot and Snapshot Tables 2010)
Separation Rate	6.4% (p.9)	6.4% (p.153)	8.24% (p. 17)
Mean Length of Service (excluding casual staff)	8.4 years (p. 9)	Not reported	Not reported
Length of Service (Median)	5-10 years (p.24)	8 years (p.161)	8.49 years (pp.2,18) derived

Table 3: Comparison of retention metrics

The separation rates are clearly comparable between the ACTPS and APS, whilst the NSW government apparently is having a much harder time. The presentations of median length of service differ, but are comparable within their presentations. Whilst further data would be useful, there is no clear case supporting the proposition that the ACTPS has a major retention problem overall, compared with other public sector employers.

This is not to say that there are not specific areas with specific issues, but unusual permanent separation rates are linked with smaller agencies.

Take, for example, the following table (ACT Public Service Workforce Profile 2009-2010 2010, p.27):

Agency	Workforce (FTE)	% of total Headcount	Permanent Separation Rate
Auditor-General's Office	34.75	0.2%	12%
Gambling & Racing Commission	27	0.1%	13.3%

Table 4: ACTPS Agencies with Separation Rate above 10%, 2009-2010

It shows those agencies with a Separation Rate above 10%, but in both cases, the approximate number of people actually separating was 3-4.

⁵⁴ CIT: 27 May 2011

⁵⁵ TAMS: 23 June 2011

⁵⁶ ACT Health: 23 June 2011-around 8% across all grades

The following table shows a similar situation. Here, separations above 10% are analysed by classification (ACT Public Service Workforce Profile 2009-2010 2010, p.28).

Classification	Workforce (FTE) at 31 March 2011	Workforce (Headcount) at 31 March 2011	Permanent Separation Rate at 30 June 2010	Approximate Number of staff separating
Legal Support	13	13	35.5%	4-5
Dentist/Dental Officers	9.98	13	27.8%	2-3
Prosecutors	34	34	17.1%	5-6

Table 5: Vocational groups in ACTPS with Separation Rate above 10%, 2009-2010

Similarly, the following table shows those agencies with a large growth in separation rate on the previous year (ACT Public Service Workforce Profile 2009-2010 2010, p.27):

Agency	Permanent Separation Rate 2009-2010	Permanent Separation Rate 2008-2009	Percentage Increase in Separation Rate	Workforce (FTE)
Department of the Environment, Climate Change, Energy and Water	6.7%	1.1%	500%	98.73
Land Development Agency	9.5%	3.9%	150%	138.96

Table 6: ACTPS Agencies with significant growth in Separation Rate, 2009-2010

But again, the size of the agency must be considered: the change in the number of people actually separating in 2009-2010 was around 6-8 people in both cases.

For 97% of the ACTPS, the separation rates (by agency) are all between 6.5% and 8.5%. Clearly, for small groups modest movements in staff numbers make a big percentage difference, but this is a function of workforce design rather than of a structural problem with retention. It is possible that one effect of reversing the atomisation of the ACTPS into small agencies will be to re-structure employees into teams that are more viable.

The pattern of time to separation is possibly more important than the overall retention rate. Thus, for example, for some people undertaking community work the distribution of separations is bi-modal: the turnover is generally around 9 months, but if they stay for 2 years then they stay for 5⁵⁷. Understanding these profiles for particular groups can assist in understanding the dynamics of the workforce. An appropriate metric for tracking effectiveness of recruitment is:

⁵⁷ DHCS: 3 June 2011

percentage of recruits who leave within the first 12 months of service. For the ACTPS it is a useful metric for benchmarking as the APS is tracking it (State of the Service 2010, p.133): the APS figure for 2010 is 11.2%.

There is considerable anecdotal evidence to support the proposition that many separations are to the APS^{58 59 60 61}. For a start, there is a real perception that people work to levels above the expectations of the APS^{62 63} and accordingly their resume is in good shape. Incentives to apply for APS positions include:

- the dramatically different employer superannuation contributions—15.4% in the APS against 9% in the ACTPS;
- the possibility of a higher rate of pay (as described in Section 7.2, there can be considerable variation in rates of pay across the APS); and
- the professional attractions of working in a national government role.

Given the portability agreement in place that allows ACTPS employees to transfer their entitlements to the APS without any penalty, these are powerful incentives, and the APS is doing much to further improve its professionalism and overall attraction as an employer (*Ahead of the Game* 2010). Until the ACTPS has adequate separation interviews to document the destination employer and the reason(s) for separation, the evidence will remain anecdotal. For some areas, it is the Australian Institute of Sport (AIS) that is the attractor⁶⁴. On the other hand, ACTPS manages Transition to Retirement differently⁶⁵, which may be a counteracting influence as the current workforce ages. And the experience of both Treasury⁶⁶ and Land & Planning⁶⁷ is that the Graduates can be retained. With competition from the APS, and also from NSW and local governments, Economic Sustainability & Development Directorate⁶⁸ is managing with churn of its Planning workforce at around 7% for the last couple of years—not so different from the ACTPS-wide figure of 6.4%.

⁵⁸ HSU-East, APESMA: 31 May 2011

⁵⁹ DHCS: 3 June 2011

⁶⁰ CMCD: 1 June 2011

⁶¹ CFC: 22 June 2011-...but on the other hand this organisation also draws staff from, for example, the National Gallery of Australia and Old Parliament House

⁶² Shared Service: 5 June 2011

⁶³ ACT Health: 23 June 2011

⁶⁴ Land & Planning: 3 June 2011

⁶⁵ Shared Services: 1 June 2011

⁶⁶ Treasury: 1 June 2011

⁶⁷ Land & Planning: 3 June 2011

⁶⁸ ESDD: 7 June 2011

Regardless of how accurate the perception is that the APS is a major attractor, it is not intuitively obvious that reducing the disparity between the two situations will change the separation rate for ACTPS employees. The Auditor-General⁶⁹ noted philosophically that "... even the ANAO has difficulty". An equally feasible interpretation of the data is that ACTPS staff who are attracted to the activities of a national government are taking the opportunity to move to a more congenial field of employment. The fact remains that overall, retention to the ACTPS is as good or better than that of competitors.

The following table for non-casual staff gives another perspective (*ACT Public Service Workforce Profile 2009-2010* 2010, p.22). Here, the average length of service for various vocational groups within scope for this Review is compared to the ACTPS-wide mean⁷⁰ (includes all ACTPS staff, including those out of scope).

Vocational Group	Female	Male	All Staff
Senior Officers	9.8	10.6	10.1
Linen Production & Maintenance	10.4	9.4	10.0
Technical Officers	7.7	11.7	9.9
General Service Officers & Equivalent	9.1	9.6	9.5
Rangers	4.7	10.4	8.9
Dentists/Dental Officers	9.6	6.5	8.7
AVERAGE (ACTPS-wide)	8.1	8.9	8.4
Health Assistants	8.2	-	8.2
Legal Officers	6.5	9.5	7.7
Disability Officers	7.4	7	7.2
Administrative Officers	6.9	6.6	6.8
Professional Officers	6.8	6.7	6.8
Health Professional Officers	6.5	7.4	6.7
Information Technology Officers	6.2	5.9	5.9
Correctional Officers	7	5.3	5.7
Prosecutors	3.4	5.8	4.4
Legal Support	1.8	1.5	1.7
Trainees & Apprentices	1.4	1.3	1.3

Table 7: Average length of service for ACTPS by vocational group, 2009-2010

What this Table suggests is that almost all groups within scope for this Review stay on average for five years or more. Assuming the working lifespan of a person is around 40 years, then this represents 12.5% or more of an employee's working

⁶⁹ Auditor-General: 30 May 2011

⁷⁰ The mean for the vocational groups within scope would be lower, as the ACTPS-wide mean includes high populations of high-retention employees such as teachers.

life—not a negligible investment on their part. Leaving aside the highly mobile workforces of the ICT industry⁷¹ and Correctional Officers^{72 73}, the average length of each employment group is over six and a half years, representing over 16% of an employee’s working life.

It is important to recognise that the workforce of the 21st century is mobile^{74 75}, and to accept this as part of the background in which the ACTPS operates. The current perception appears to be that staff separation threaten service provision and creates inconvenience and cost. An equally valid view is to recognise it as an opportunity to re-balance work teams, to bring in new skills, and to benefit from experience gained at other organisations.

Attraction & Recruitment

Many stakeholders expressed concerns about ability to attract staff, citing unattractive rates of pay⁷⁶ and perception of the ACTPS as a second-rate institution as key reasons⁷⁷. Around 500 applications were received from university graduates for the 2011 Graduate Program intake, which suggest that not everyone sees the ACTPS as a second-rate employer. However, the question of rates of pay is more significant. There is evidence (Towers 2008) to support the proposition that rates of pay are the single most significant factor in initial attraction of applicants.

Several agencies did report difficulties in recruitment of specific groups of staff that were addressed at least in part through boosting remuneration: among them tradespersons⁷⁸; social work⁷⁹ and psychology skills⁸⁰; health sciences and therapies⁸¹ and allied health⁸²; audit⁸³ and financial skills⁸⁴; planning⁸⁵; engineering

⁷¹ Shared Services-ICT: 5 June 2011

⁷² JACS: 21 June 2011

⁷³ Government Skills Australia: 20 June 2011

⁷⁴ ...including the workforce of the ACTPS. The implementation of nation-wide, industry-wide fully portable superannuation means that the public sector workforce of the ACT is no longer constrained by the structure and entitlements of the Commonwealth Superannuation Scheme (CSS), which delivered maximum benefits where the employee had unbroken service over a period of decades.

⁷⁵ Land & Planning: 3 June 2011

⁷⁶ ACT Health: 23 June 2011

⁷⁷ Land & Planning: 3 June 2011– noted the perception, and that it is not necessarily justified

⁷⁸ AMWU, CEPU, CFMEU, 17 May 2011-SEAs usually in respect of inspectors and higher GSO levels

⁷⁹ DHCS: 3 June 2011

⁸⁰ ACT Health: 30 May 2011

⁸¹ TCH: 9 June 2011

⁸² ACT Health: 24 June 2011

⁸³ Auditor-General: 30 May 2011

⁸⁴ Shared Services: 1 June 2011

and project management skills^{86 87 88}; specialist ICT skills⁸⁹; and legal skills^{90 91}. From a broader perspective it becomes clear that these skills shortages do not represent structural problems in the ACTPS. The common factor in these difficulties is the national skills shortages in these areas, and the key problem is that they threaten ACT Government program delivery.

However, the importance of rate of pay as a retention factor diminishes over time (Towers 2008). Non-income conditions such as leave, flextime and other conditions of service are significant^{92 93 94}, and should continue to be described in recruitment material (Smith 2010b, p.3) in order to address the interests of the widest pool of potential applicants. As well, the remuneration package should be described in a way that makes clear the ACTPS total remuneration packages in comparison with alternatives. This suggests that all inclusions should be clearly identified, to ensure that potential applicants are comparing “like with like”.

- To facilitate this, allowances and other elements of the total remuneration package may appropriately be “rolled up” into a single figure

However, in order to attract applicants, it is necessary to be noticed in the job market first. The ACTPS operates in the State/Territory/local government sphere, and as such addresses a national labour market. For merit-based external recruitment to be most effective, it is important that it draw the widest possible group of suitable applicants. If a job advertisement is too opaque⁹⁵, a suitable applicant may skip over it, reducing the opportunity to attract a better candidate. Equally, if the job advertisement is unclear, unsuitable applicants may mis-understand the requirements and apply, thus increasing the workload associated with the selection to no good effect. CIT⁹⁶ noted the importance of being able to clarify the requirements to job applicants, including specification of whether it is primarily technical or “admin”; and also noted the inability to require essential qualifications for ASO positions—even though the Graduate program requires

⁸⁵ ESDD: 7 June 2011

⁸⁶ ESDD: 7 June 2011

⁸⁷ Shared Serviced-Procurement: 8 June 2011

⁸⁸ Land & Planning: 3 June 2011

⁸⁹ Shared Services-ICT: 5 June 2011

⁹⁰ JACS: 21 June 2011

⁹¹ Shared Services-Procurement: 8 June 2011

⁹² DHCS: 3 June 2011

⁹³ TAMS: 23 June 2011

⁹⁴ ACT Health-Dental Service: 21 June 2011

⁹⁵ Education: 8 June 2011-comment on the negative effect of out-dated Standards in this context

⁹⁶ CIT: 27 May 2011

qualifications. It is important therefore that positions, qualifications and competencies be described in terms that are intelligible to people outside the ACTPS.

Land & Planning⁹⁷

By 2012 the number of new blocks of land to be released per year will have grown 140% in 4 years, from 2,500 to 6,000. With no increase in staff the Land & Planning team need new starters to bring industry experience to “hit the ground running”. In this situation they need clarity in the job market to ensure that they attract the attention of the right applicants.

- Reference to external or national standards when describing qualifications, and competencies will ensure that potential applicants can understand the requirements and therefore more accurately determine their interest and suitability.

The ACTPS Attraction and Retention Framework (2009) provides a strategy for addressing these matters. With a solid Employee Value Proposition (EVP) in place (Smith 2010b, p.2), that focuses on the key differences between the ACTPS and other employers, attraction may be improved, with a side-effect possibly of improving retention beyond its already healthy rate. Such an EVP could focus on two main elements⁹⁸.

Firstly, geographical location, which can contribute three-quarters of the variation in perception of EVP (Smith 2010b). With access to snow, surf, sports facilities, major educational institutions, a “family-friendly” environment and a beautiful setting the ACTPS is well placed to appeal to a wide range of people.

Secondly, the high impact of state and local government responsibilities provides a very different EVP. The ACTPS is not the same as the APS, the career options are completely different, and will appeal to very different individuals. Thus, for example, the ACTPS can not offer careers in Foreign Affairs, Defence or other high-profile aspects of a national public service, but it does offer the opportunity to work on state and local government level, with professional rewards focused around community service. There are whole industries in the ACT where the Commonwealth does not compete, especially in local government functions, health, and community services. Equally, the ACTPS does not offer employment at national institutions such as the National Gallery or the National Museum of Australia, but it does offer curatorial opportunities in the specialties of local history and community arts, and opportunities for individuals to have significant impact within the team.

⁹⁷ Land & Planning: 3 June 2011

⁹⁸ Presentation as a “good employer” is focused on the employer, not the applicant, and is of less effect (Smith 2011, p.4)

- The vocation and classification structures in use would be optimally useful if they could be seen to support these distinctive aspects of working with the ACTPS.

If the local population may have difficulty with ACTPS recruitment processes, this will be exacerbated for those interstate—and even more so when national skills shortages, such as those in the community sector, lead to recruitment from overseas. People may have the appropriate qualifications in the discipline sought, but may not understand the advertisements or indeed the overall recruitment process in place in ACT⁹⁹.

Importantly for this Review, people looking around the job market also look to opportunities unfolding over time (*Employment Value Proposition – Corporate Leadership Council (CLC) Research Summary 2006*). For some individuals this may be more easily found in the vocational structure than in their qualification pathway. Thus, for example, Allied Health Assistance qualifications are suited to an apprenticeship setting, and accordingly cover Certificate II, III and IV only—no Diploma is presently available¹⁰⁰ Further, there appears to be no obvious certification offered locally by CIT to support many theatre workers, and with casual employment the norm, no obvious career, either¹⁰¹.

- Designing a classification structure with clear career paths could be of significance in addressing this aspect of the EVP during recruitment.

Administrative Efficiency

By any measure of inputs, the ACT is small. With a population of 358,894 at June 2010 representing 1.6% of the Australian population (1308.8 – *In FACT – Statistical Information on the ACT and Region, Feb 2011 2011*), only the Northern Territory has a smaller population base. With staffing costs totalling around 47% of the Budget (2011-2012 Budget Paper No. 1 – Speech 2011, p.2), managing staffing costs is clearly a priority for the Government, and administrative efficiency in all aspects of this expenditure is important both in the short-term and the long-term. In the context of this review this implies a requirement to identify areas either where direct expenditures can be avoided, or where tasks may be undertaken with less effort thus allowing the release of staff for other functions.

Some key possibilities are as follows:

⁹⁹ DHCS: 3 June 2011

¹⁰⁰ HSU-East: 20 May 2011

¹⁰¹ MEAA: 27 May 2011:

Reduction in costs of redeployment of current staff.

Whilst of long-term significance as well, this area has added short and medium term significance, because with budgetary restraint required to meet the ACT Government's target of a surplus in 2013-2014, staffing required for new initiatives must be sourced primarily from internal re-deployment. Thus of the 320 Full-Time [Employee] Equivalent (FTE) required for new initiatives in 2011-2012 : 210 FTE will be sourced from current staff (2011-2012 Budget Paper No. 1 – Speech 2011, p.3).

Many stakeholders expressed clear support for broadbanding arrangement to minimise the overheads associated with transferring or promoting current staff. Shared Services noted that it had been used as part of a strategy for retention, and turnover had diminished¹⁰². A broadbanding of School Assistant 2 and 3 levels has been used to support staff during completion of training for a qualification, and then allow appointment at the higher level on completion of the qualification¹⁰³. Some¹⁰⁴ mentioned a degree of “blurring that can occur”¹⁰⁵, often¹⁰⁶ where a “soft barrier” was placed between levels rather than a qualification barrier, particularly where there is labour market pressure¹⁰⁷. Performance management¹⁰⁸ and recognition of training were noted as critical for managing these transitions¹⁰⁹. Some stakeholders suggesting restricting the range of any broadband to 2 classification levels.

- Broadbanding may be a useful feature as part of a range of measures to ensure efficiency of future classifications structures.

Reduction in costs of appeals.

Any cost reduction are likely to flow consequently from reductions in numbers of appellable appointments.

¹⁰² Shared Services: 1 June 2011

¹⁰³ Education: 8 June 2011

¹⁰⁴ CIT: 27 May 2011-has broadbanded ASO2/ASO3 positions in the Student Service Hub

¹⁰⁵ ACTEW-AGL: 13 May 2011

¹⁰⁶ ESDD: 7 June 2011

¹⁰⁷ Auditor-General: 30 May 2011

¹⁰⁸ ESDD: 7 June 2011

¹⁰⁹ Education: 8 June 2011

Reduction in costs of external recruitment.

These costs include advertising charges, selection panel time, reporting costs including secretarial services if required, as well as agency fees. They can be considerable. Some examples drawn from the APS suggest that they can range from \$700-\$19,000 per recruitment exercise (State of the Service 2010, p.134). Other metrics suggest that replacement costs for staff in Australia range between 50% and 150% of the first year's salary (Mercer Human Resource Consulting 2004). With recruitment fees in the range of 15%, and display advertisements around \$6,000 per run in major daily newspapers, the estimates soon mount, no matter what the basis. Few of these costs can reasonably be reduced per case by altering the classification and salary structures.

- However, extending broadbanding arrangements where appropriate may minimise the requirement to go to merit-based external selection and accordingly have an effect in this area also.
- In addition, restructuring the classifications to standardise the pay rates may reduce the number and associated costs of nominal promotions that may be created through small variations in pay rates for different classifications¹¹⁰.

Reduction in costs of maintenance of position documentation, work level standards, salary structures, etc.

These costs can be considerable, and for a smaller organisation such as the ACTPS amount to a higher charge per position than in large organisations because, for instance, there are fewer positions at a given level across which to spread the development and maintenance costs of the work level standards. Reduction in the number of levels in the GSO and HSO ranges was proposed, at least in the context of ACT Health¹¹¹.

- Re-developing the classification structure to reduce the number of standards is one option.
- Adoption of or reference to externally maintained standards is potentially an effective way of reducing these costs.

¹¹⁰ CMCD-Employment Policy: 5 May 2011

¹¹¹ HSU-East: 20 May 2011

ACTEW-AGL¹¹²

Since 2008 ACTEW-AGL has had a single salary spine structure that accommodates many different streams within 6 levels. The first 5 of these levels correspond roughly to Trainee through to SOG A in the ACTPS. As well the structure accommodates technical, professional and general staff. This structure replaced a classification structure that was otherwise virtually identical to that applying presently in the ACTPS. For ACTEW-AGL this structure has brought:

- The comfort of properly qualified people on the job; and
- Productivity benefits.

Staff on 'stretch targets' are accessing higher earnings as a result.

This is not to suggest that the ACTEW-AGL model can be adopted wholesale, as ACTEW-AGL has a narrower focus and narrower clientele than the ACTPS. However, the model has the value of simplicity and is a useful local proof of principle.

Improvement in reporting capacity.

The importance of measurement is firmly enshrined in modern management theory and practice (Drucker 2001), yet the current classification structures and salary arrangements do little to support accurate measurement of key aspects of the people of the ACTPS. Apparent variation is being created by the existence of multiple labels and classifications for similar tasks of similar work value and similar salary: Tourism & Events Officer classifications appears on the face of it almost indistinguishable from ASO classifications; Health Professional Psychologists may be appointed to a School Counsellor role, and be paid as a teacher¹¹³.

Inconsistencies are disguised by arrangements such as SEAs, of which there may be hundreds in operation at any time. Pre-1 July 2010 data shows there were at least 228 in effect in respect of full-time staff, effecting variations in salary across individuals with the same classification or similar work value of between 0.62% to 73.40% of base salary, although only 23—a little over 10%—exceed 25%. Some SEAs may be being maintained long after their usefulness has passed^{114 115}. The proliferation of SEAs further impacts management: budgeting is generally done on the basis of known costs, yet SEA's by their very nature may be unknown and unpredictable, and with an all up cost of \$3,034,687 (from pre-1 July 2010 data – full-time staff only), in times of efficiency dividends and cut-backs they have the potential to distort the picture.

¹¹² ACTEW-AGL: 13 May 2011

¹¹³ AEU: 19 May 2011

¹¹⁴ ACT Health: 21 June 2011

¹¹⁵ 20 May 2011: HSU

The devolution of employment arrangements has not only led to these structural problems, but has supported the continued separation of various payroll and staff records on a multiplicity of platforms and created difficulty in consolidating data¹¹⁶.

- Recommendation 55 of the *Hawke Report* specifically addresses improvement in workforce data quality and capability to assist in planning an efficient and effective workforce, and this Review strongly supports the thrust of that Recommendation.
- Simplifying the classification structure to reduce data anomalies and consequent requirement for manual intervention in data preparation may improve administrative efficiency in management reporting.

Summary

Throughout our consultations we observed that, within the framework available to them, agencies, including their corporate HRM staff, are bringing highly professional responses to bear on their workforce management. For example:

- developing innovative responses to labour supply issues (eg: ICT traineeships);
- targeting of recruitment advertising (eg: to relevant industry journals);
- careful justification for proposals, including appropriate market rate research;
- overseas recruitment campaigns;
- implementation of training programs of kinds that appeal to their employees.

But many of these responses are developed in isolation, rather than in a ‘whole of government’ context to deliver best value for the ACT community, and are developed within the confines of a framework that requires overhaul to meet the challenges of the 21st century.

¹¹⁶ CFC: 22 June 2011 - The weekly pay runs required by the Media & Entertainment industry for staff at Canberra Theatre are made on a separate payroll system run by CFC. There are another 7 systems in place, from which data must be integrated with CRIS21 data.

8 WORKFORCE CAPABILITY

8.1 COMPETENCY

8.1.1 Areas of competency

In the Australian vocational context, competency focuses around three key areas (Smith 2011), and elements of the National Training Framework (NTF) specifically address these areas. In particular, Training Packages draw them together in the context of specific units of competency. The Training Packages are developed by eleven Industry Skills Councils (ISC) which draw membership from industry as well as the VET sector. There is local representation of various ISCs in the ACT.

Literacy, Numeracy and Language.

This is an area of significance in obtaining the national outcomes of equity, life-long learning, and an adaptable workforce. Many Australians are hampered from developing their competencies and obtaining qualifications by lack of these basic learning skills. Scenarios include: socio-economic backgrounds that favoured early drop-out from school, ATSI backgrounds with limited access to schooling, or refugees who are not literate in their native language, let alone English. Whilst developing these skills is critical, it is equally important to insist on assessing against only the level necessary to undertake the required task successfully.

Employability skills

These are generic skills that are transferable across disciplines, and may be performed at different levels for differing roles. The set of skills seen as critical by industry include (Australian Chamber of Commerce and Industry & Business Council of Australia 2002):

- communication skills that contribute to productive and harmonious relations between employees and customers;
- team work skills that contribute to productive working relationships and outcomes;
- problem-solving skills that contribute to productive outcomes;
- initiative and enterprise skills that contribute to innovative outcomes;
- planning and organising skills that contribute to long-term and short-term strategic planning;
- self-management skills that contribute to employee satisfaction and growth;
- learning skills that contribute to ongoing improvement and expansion in employee and company operations and outcomes; and
- technology skills that contribute to effective execution of tasks

These skills may be performed at levels ranging from simply undertaking the activity, through managing a variety of elements of the task, to significant proactive planning of the task elements to provide novel outcomes under varying circumstances.

These eight skills are not identical to the seven Key Competencies developed by the Meyer Committee (1992) for the VET sector. These eight aggregate to similar coverage, but (interestingly enough) extend the skills into the hitherto uncovered areas of *Initiative and Enterprise* and *Learning*. *Initiative and Enterprise* may perhaps more properly be described as an attribute of the individual (possibly based on an innate disposition) rather than as a skill to be learned, and as such may be more appropriately addressed at time of recruitment. However, *Learning* is of obvious significance in the context of the NTF and the national outcomes sought from it.

Task-specific skills.

These are the functional competencies that differentiate one task from another. This includes the ability to perform the task at an appropriate level (Task Skills), in the relevant workplace environment (Job/Role Environment Skills), both routinely and under unexpected circumstances (Contingency Management Skill), and in conjunction with other related tasks (Task Management Skill).

To assist the individual in developing their career and to respond to change in their current role, the capacity to transfer the skills and knowledge to new situations and contexts (Transfer Skills) is also important. The significance of this set of skills is reinforced by the recent review of the VET sector (*Vet Products for the 21st Century* 2009, p.2)

Training Packages such as the PUAoo Public Safety Training Package are used to inform a number of industrial instrument, providing support for practices of, for example: incremental advancement; work level standards; methodologies for job-sizing; assessing complexity; job sizing; licensing requirements.

8.1.2 Levels of Competency & Types of Knowledge

Since being applied in the nursing profession in 1984 (Benner 2001) through to its more recent applications, such as the Business Analysis Competency Model (IIBA 2011) the Dreyfus' model (1986) has been widely used for modeling and understanding vocational competency. It is based on 5 levels:

- **Novice** – text-book understanding, but no experience; typically rule-governed behaviour
- **Advanced Beginner** – some experience, enough to give “marginally acceptable performance” (Benner 2001)
- **Competent** – uses standardised procedure and “conscious deliberate planning” (Benner 2001).
- **Proficient** – in-depth knowledge and experience is brought to the situation as a whole, and plans are modified in response to actual events.
- **Expert** – has an intuitive grasp of each situation as it arises, based on deep tacit understanding and experience

Each movement from one level to another occurs as a direct result of opportunity to practice the skills. This implies that as new skills and knowledge are required to meet changing needs, it is important to ensure that all staff have the opportunity to practice those skills in the workplace. So, for instance, where new ICT equipment is required in order to practice the skills, so do all staff require access to the equipment, as well as training in how to use it, and the opportunity to apply the skills in the performance of their duties. Any break in this chain will prevent development of those skills, and consequently prevent deployment of the individual in other situations or positions.

Moving through the lowest levels focuses on explicit knowledge, that is, theoretic-systematic knowledge that is not context-specific (Dietzen 2009). Experience in application of the knowledge is required in order to absorb and embed it. Service Desk staff require 6-9 months experience from commencement for proficiency¹¹⁷. Similarly, the Auditor-General¹¹⁸ noted that it typically takes 18 months after training new recruits to embed the IPSAM audit process in use, and one to two “audit seasons” for an Auditor to become “fully effective” – that is, competent.

However the two highest performance levels are not “more of the same”. Rather, they represent a capacity developed through deep experience to implicitly understand the full situation or context and to respond only in terms that are appropriate to that context (Benner 2001). The diagram below models these concepts, clarifying the three key dimensions represented: Consciousness, Competency, and Contextuality (Smith 2010a). The passage of the individual through the 5 levels is represented by the arrow.

¹¹⁷ Shared Services-ICT: 5 June 2011

¹¹⁸ Auditor-General: 30 May 2011

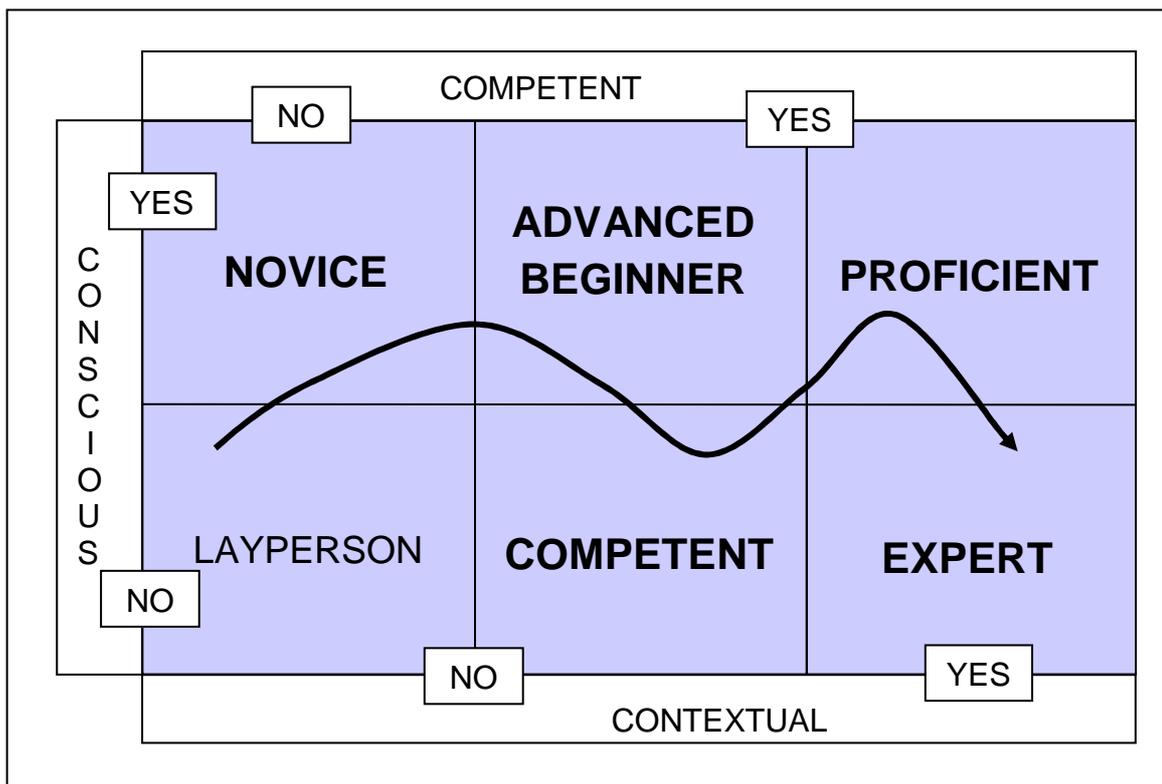


Figure 1: Passage of individual through increasing levels of work capability

There is also perhaps a higher reliance on tacit knowledge—that is, knowledge that is “unspoken; ... implied without being openly expressed or stated; understood, inferred” (Shorter Oxford). Collins (2010) identifies three types of tacit knowledge:

- **Somatic** (embodied)—describable in principle but can not be used in a self-conscious way;
- **Relational** (information about social relationships and logistics)—describable in practice, but private, secret or unrecognised;
- **Collective** (the property of society)—unspoken, ineffable, dynamic.

It follows that proficiency is gained through widening the breadth of contexts in which the competency is demonstrated, and through multiple exposures: typically it takes some years to develop. In the context of the ACTPS this underlines both the importance of rotation programs and job shadowing of peers as opportunities to develop the Proficiency of staff, and the significance of having structures in place that enable this to happen. However, acting in higher positions and job shadowing of higher functions are more properly considered opportunities to provide on-the-job training in the higher-level functions. They support the individual through Novice, Advanced Beginner and Competent stage of understanding of those functions.

In its Competency Guide for practitioners, the IIBA (2011) observes that the Expert level is rarely required, and that even where required, may not be uniformly required over all elements of a position.

Dietzen (2009, p.4) suggests that in the work situation experience-based knowledge is rated more highly. Vocational and classification structures have recognised theoretic-systematic knowledge more strongly at lower levels, in the form of entry qualifications, competency-based training, and the like. At higher levels the tacit functions of judgment, decision-making and leadership have been rated more highly, and accordingly the balance has shifted towards experience-based knowledge.

As the knowledge base of a discipline increases over time, so too does the explicit theoretic-systematic knowledge of practitioners at all levels need to be brought up to date. No matter what their previous level, this requires that they re-enter the learning at Novice level. With the rapidly increasing pace of change and of growth in the human knowledge base, there will be an increase in the importance of returning to formal learning (Baethge, in Dietzen 2009, p.3). Examples of this occurring right now in Australia include: post-tertiary qualification, professional refresher courses, VET “update” courses, conferences and seminars, and increasing reference to “continuing professional development”.

However, even where the new knowledge or new skills are initially considered “leading edge” or “extended scope of practice”, they will eventually be absorbed into the core body of knowledge of the industry and be taught at the entry level. Thus, for example, medication by a Podiatrist no longer requires a post-graduate qualification, as this “extended scope” is being absorbed into the primary 4-year Podiatry qualification at some institutions (Podiatrists Registration Board & Australian Podiatry Association 2002).

What this makes clear is that there is no tension between “know-how/know-what” on the one hand, and “book-learning” on the other. Experiential knowledge can degenerate into “informal” learning, lacking structure, integrity and the capacity to extend to cover new discoveries. Theoretic-systematic knowledge can degenerate into learning for its own sake, divorced from real-world relevance in any field. In future there will only be increasing need for both forms of knowledge, and for them to be linked so as to overcome any tendency to degenerate in either direction. In specific areas the ACTPS engages with local education providers in positive partnerships—for example, ACT Pathology staff also lecture at University of Canberra (UC)¹¹⁹, ICT traineeships are co-ordinated

¹¹⁹ TCH: 9 June 2011

with CIT¹²⁰. A strength of these arrangements lies in the strong experience base that the ACTPS staff bring to complement the structured delivery of theoretic-systemic knowledge. Throughout their ranges the vocational and classification structures of the future will be required to recognise both experiential learnings and theoretic knowledge, and to reflect the various levels of competency that individuals bring to the workplace over time.

8.2 QUALIFICATION

What is a qualification? Why are they important?

In essence, a qualification provides evidence from an independent source that establishes the nature and extent of the knowledge, skills and experience an individual has acquired.

Consistent with this, the Australian Qualification Framework (AQF) defines Qualification in its sphere as “formal certification, issued by a relevant approved body, in recognition that a person has achieved learning outcomes or competencies relevant to identified individual, professional, industry or community needs” (AQF Handbook, p.v).

Key functions of qualifications in the modern labour market are:

- Centralisation of assessment of knowledge, skills and experience, in order to achieve consistency and accuracy of such assessment;
- Portability of skills, knowledge and experience across employers, across industries and across national boundaries; and
- Independent verification, in order to reduce bias and fraud.

A qualification may also be considered in the abstract as a *standard* that may be used to characterise the knowledge, skills and experience required for the effective performance of a particular job, or a whole class of jobs.

For employment purposes, a qualification may include any of the following types:

¹²⁰ Shared Services-ICT: 5 June 2011

Type	Examples
An AQF qualification awarded by an Australian RTO in the vocational education sector or an institution in the higher education sector	<ul style="list-style-type: none"> • Certificate IV in Workplace Training and Assessment • Diploma in Government • Bachelor of Nursing • Bachelor of Medicine, Bachelor of Surgery • Master of Environmental Science
An occupational or role-specific qualification of a professional society, issued following the successful completion of a course of study conducted by the society	<ul style="list-style-type: none"> • Fellow of the Royal Australian College of Physicians • Certified Practising Accountant • Fellow of the Human Genetics Society of Australia
Proficiency certificates	<ul style="list-style-type: none"> • Australian Society of Cytology (Cytotechnologist) • Certificate of Proficiency in Mammography • Magnetic Resonance Imaging accreditation • Keyboard Speed Test conducted to AS2708: 2001 Keyboarding Speed Tests (formerly Typing speed tests)¹²¹
An occupational or role-specific accreditation or certification issued by a professional society	<ul style="list-style-type: none"> • Practising Certificate issued by a legal practice board • Certified Business Analysis Practitioner • Registered Project Manager (Reg PM), Australian Institute of Project Management
An overseas qualification that is certified to be equivalent to a qualification awarded by an Australian institution	<ul style="list-style-type: none"> • Australian Recognised Trade Certificate • Australian Medical Council Certificate • A valid migration skills assessment issued by an Australian skills assessing authority
Graded professional membership of a professional society	<ul style="list-style-type: none"> • Australian Human Resources Institute Fellowship
Evidence of participation in continuing education for ensuring currency of knowledge and skills	<ul style="list-style-type: none"> • Certified Professional (CP) endorsement from Australian Computer Society
A licensing or registration requirement imposed by government regulation	<ul style="list-style-type: none"> • Registration with an Australian Health Practitioner Regulation Agency National Board (or similar Territory registration authority) • High Risk Work Licence • Electrician's licence and other similar construction occupation licences • A driver's licence
Product-specific or framework-specific certification issued following the successful completion of a course of study.	<ul style="list-style-type: none"> • PRINCE2 certification • Microsoft Certified Engineer

Table 8: Examples of types of qualifications

¹²¹ (Standards Australia International 2001)

A qualification may be used in combination with other personal characteristics (for example, personal traits, or relevant experience and knowledge and skills acquired by other means) to assess job fit—that is, how likely it will be that a job applicant will meet the work requirements of a position. A test administered by an organisation from time to time to determine physical capacity to undertake duties associated with a position without injury would fall into this category.

ACT RURAL FIRE SERVICE¹²²

An example of such as test is the Pack Hike Test that has been used by the ACT Rural Fire Service for more than a decade for assessing fitness of both paid and volunteer firefighters.

Equally, a security clearance, or a police check required for those working with young children are not qualifications. Whilst they may be administered by an external agency, they do not assess an individual's knowledge, skills or experience. They are conducted in order to manage risk.

Categorisation of Qualifications

Qualifications may be broadly categorised as *required* or *desirable*.

Required Qualifications

Qualifications may be *required* either because they have been made *mandatory* by some external agency, or because the employer identifies them as *essential* for effective performance of a job function.

AUDITOR-GENERAL'S OFFICE¹²³

Auditors at the Auditor-General's Office currently undertake either Financial Audits or Performance Audits. There is little movement between the two groups, even though they apply the same IPSAM methodology to the audits they conduct. Financial Audits are characterised by financial rigor and more need for IT audit skills; Performance Audits are characterised by the planning, the research and analysis skills, and judgment brought to the task. Qualifications are mandated for Financial Auditors. Currently qualifications are desirable for Performance Auditors, but preference would be for them to be essential.

¹²² ('The Relevance of the Pack Hike Test for Australian Bushfire Firefighters' 2011)

¹²³ Auditor-General: 30 May 2011

Mandatory Qualifications

When must a qualification be *mandatory*? Where the decision to hold a qualification is not with the employer or the employee, then the employer has no choice but to apply the externally fixed standard. Under these circumstances the required qualification will be *mandatory* (in line with meaning 3 from the *Macquarie Dictionary*, “permitting no option”). For example:

Reason for qualification	Example	Required qualification
The vocation is regulated by the Commonwealth or the Territory with the objective of securing the safety and high quality of goods and/or services	Health Professional (Physiotherapist)	In this case, entry and continued employment will require the employee to be registered with the relevant AHPRA National Board
	Financial Product Advisor	As required by ASIC in <i>Regulatory Guide 146 Licensing: Training of Financial Product Advisers</i>
A qualification is required by statute	Pathology Courier	A driver’s licence
	Asbestos Assessor	As required by s. 13 of <i>Construction Occupations (Licensing) Regulation 2004 (ACT)</i>

Table 9: Examples of Mandatory qualifications

In these cases, it would usually be most effective to specify the qualification requirement for an employment category as a whole: for example, all radiation therapists.

In our view it would be appropriate for *mandatory* qualification for defined streams, occupations or levels to be established centrally, and apply equally to entry to specific occupations wherever they are employed.

Essential Qualifications

When would it be reasonable for a qualification to be made *essential*? *Essential* means:

- “absolutely indispensable or necessary”;
- “constituting or forming part of a thing’s essence”;
- “fundamental to its composition”.

These meanings from the *Shorter Oxford* parallel meanings given in the *Macquarie Dictionary*, and clarify that an *essential* qualification will provide evidence of skills, knowledge or experience that are “absolutely indispensable” or “fundamental”.

Examples of *essential* qualifications include:

Reason for qualification	Example	Required qualification
To ensure that only applicants who can demonstrate suitable skills and knowledge are eligible to be employed in the job	Health Professional (Physiotherapist)	In this case, entry to employment will require the possession of a suitable formal qualification in physiotherapy.
To secure the quality of the service provided	Pathology Courier	Accreditation in safe transport of biological products
To meet the formal competency recognition requirements for advancement in salary and/or classification	Youth Worker, Bimberi	Certificate IV is required for advancement from ASO3 to ASO4 classification.

Table 10: Examples of Essential qualifications

In the case of an *essential* qualification, the employer is entitled to set the standard for entry. The following table shows examples of situations where an employer may decide to set a number of *different standards* to suit different circumstances.

Situation	Reason
New graduate entry to professional development year	The employer may choose to adopt the most up to date standard of educational preparation. In the case of the physiotherapy profession, a Bachelor of Physiotherapy is presently undertaken over a period of four years.
Proficient practitioner	A wider standard may be required, to ensure that persons who have qualified in earlier years will not be excluded from consideration. For example: “A degree or diploma in physiotherapy awarded by an Australian institution, or equivalent overseas qualification.”
Specialist practitioner	It may be desirable to require a team leader, educator or specialised practitioner to hold higher level formal qualifications – for example: “A degree or diploma in physiotherapy awarded by an Australian institution, or equivalent overseas qualification, together with a Graduate Certificate in Musculoskeletal Physiotherapy”

Table 11: Examples of differing situations requiring Essential qualifications

- Centrally, to meet whole-of-government requirements: *for example, any role undertaking records management could be required centrally to undertake Certificate IV in Records Management;*
- At agency level, to meet agency needs. *for example, Graduate intake could continue to be specified by agencies to meet their specific needs.*

We further propose that agencies should have scope to apply an *essential* qualification standard, even if there is no mandatory qualification for the stream, occupation or level.

In light of their preparatory and entry-level nature (*Vet Products for the 21st Century 2009*), it would not be usual for VET-sector qualifications at Certificate I and II level to be classed as essential.

Desirable Qualifications

The *Macquarie Dictionary* suggests that “desirable” implies “advisable”. When, then, would it be reasonable for a qualification to be made *desirable*?

In cases where there is no requirement for the occupant of a position to hold formal qualifications, it is nevertheless recommended that consideration be given to setting a qualification standard. This approach should be followed in *all* cases where the possession of a qualification is likely to materially impact the effective performance of work of the kind entailed in some subsequent role, whether higher or at the same or similar level.

As is presently the case, *desirable* qualifications would be fixed at the agency level

Reason for qualification	Example	Desired qualification
Establish entry requirements for a specific vocational area	Information Technology Trainee	Certificate I or Certificate II in Information Technology <ul style="list-style-type: none"> Desirable because these are required for entry to study of Certificate III and subsequent qualifications, and accordingly would be required in order to be appointed to a permanent position on completion.
Enable maximum flexibility in allocating staff to excursions	Disability Services Officer	Senior First Aid Certificate. <ul style="list-style-type: none"> The subsequent role here (provider of first aid) is not higher than, but runs parallel to the core role. It is intermittent and may be “shared” around the team.
Round out team capability	Senior Information Technology Officer C	Graduate Certificate in Project Management or in Business Informatics <ul style="list-style-type: none"> In this hypothetical example the ICT unit requires a mix of capabilities, but does not require all capabilities in all team members. Again the capability may be “shared” around the team, and the precise need at the time of selection will determine which is preferred.
Succession Planning and Career Development	Professional Officer 2	Diploma in Government <ul style="list-style-type: none"> In this hypothetical example, if a Diploma in Government were required for higher positions, then the opportunity for an individual to act in a higher position would be dependent on them having the qualification.
Provides relevant background skills and knowledge to meet quality levels	Senior Officer C	Degree-level studies in relevant discipline such as Economics, Politics, etc, <ul style="list-style-type: none"> May be Essential at a more senior level (at the Senior Officer B level, in this hypothetical example) in order to ensure and demonstrate the reliability of high-level advice.

Table 12: Examples of Desirable qualifications

Relationships between Qualifications

A qualification may be a means of recognising levels of capability. Thus a BSc with majors in Histology and other relevant areas may indicate Competency—the mid-point on Dreyfus’ 5-point scale—in Cytology, whilst qualification as Australian Society of Cytology (Cytotechnologist) indicates Proficiency—the 4th point on Dreyfus’ scale—attained through quantified experience “on the job” (in this case measured by number of slides examined). Equally, a Certificate III in a trade indicates Competency, whilst thousands of hours “on the job” may be required as well for completion of an apprenticeship, signifying a level of Proficiency.

However, the ranking of qualifications by the issuing body does not imply that a “higher” qualification may automatically be substituted for a “lower” one in the context of a specific work situation. Take, for example, the case of the AQF. Here, a PhD is ranked at the ‘top’ of the Framework, yet a PhD does not necessarily indicate excellent practice skills and knowledge. What it does imply is that the individual possesses research skills and capability, possibly together with some very specific knowledge in an area of specialisation that may (and may not) be of relevance to the area of practice proposed by the employer. Equally, once a Registered Nurse commences practice of the competencies signified by a role-specific qualification such as Graduate Certificate in Critical Care Nursing, this may preclude the exercise of other aspects of the discipline—for example, general medical nursing. Furthermore, a “higher” Master-level degree may be undertaken by thesis; by coursework specialising in an area of initial qualification; or by coursework independent of the area of initial qualification. The first situation could reasonably be interpreted to imply that the Master qualification is in effect a base-grade research qualification, and the PhD the “higher” grade of research qualification. The second situation resembles the nursing example above, whilst under the third scenario there is no “higher” or “lower” relationship between the two areas of knowledge. Further, the *AQF Handbook* (p.2) notes that “there are no standardised rankings or equivalences between different qualifications issued in different sectors”.

A minimum qualification may be set for a particular classification; however, this does not prohibit a higher classification from requiring the same qualification. Thus a Diploma in Government may be established as appropriate for, say, a Senior Officer C, whilst another position may be a Senior Officer B and yet have the same minimum qualification. In the latter case, factors such as complexity of duties, responsibility levels and other considerations may lead to the higher classification. Conversely, a qualification may be required at one level, but this does not imply that it may not be appropriate at a lower level.

From this discussion it becomes clear that any position may have a suite of associated qualifications, and elements of the suite may be *mandatory* and/or *essential* and/or *desirable*.

8.3 THE NATIONAL AGENDA

At its best the VET sector offers a pathway to a balance between theoretic-systematic learning and knowledge and experience-based knowledge. It provides a systematic structure to present the learning that is linked to industry needs and uses experience-based methods to deliver and assess the knowledge: “the combination of institutionalised learning and practical doing that is attractive for the requirements associated with knowledge-based work” (Dietzen 2009, p.9)

The closing decades of the 20th century saw major changes in the skills and knowledge required of a modern workforce, together with widespread introduction of computers and other forms of ICT into all aspects of the economy, including the public sector. The increasing importance of e-Government initiatives referred to earlier implies that these pressures will only continue to grow. Other pressures include the increase in legislative and standards-based compliance obligations, and the emergence of risk management as a core organisational competency. Taken together, these factors add up to an increasing requirement for qualifications to be adopted in order to efficiently manage and demonstrate the adequacy of the skills and knowledge brought to the workplace.

The national response to these changes commenced in the 1990s with the structuring of the VET sector in 1992 (Smith 2011). Now, nearly two decades later, a generation of Australians has grown up through school with the AQF being a part of their horizon, and the VET sector offering a wide range of modern training and education opportunities to complement those offered by the higher education sector.

With the strong regulatory agenda in place in a number of industries, there is a higher level of specification of competencies. Qualities standards are set first, then the ISC(s) work with industry to develop the ‘industry-standard’ Training Package¹²⁴.

Over 70% of Training Packages inform industrial instruments to some degree¹²⁵ *PUAoo Public Safety Training Package* is used to provide support for practices of, for example: incremental advancement; work level standards; methodologies for job-sizing; assessing complexity; job sizing; licensing requirements in relevant industries. Similarly, national mobility of employees has been enabled by the

¹²⁴ 20 June 2011: Government Skills Australia

¹²⁵ 20 June 2011: Government Skills Australia

linkage of the Training Package to industrial instruments, using specified qualifications to inform progression and set ‘hard’ barriers.

Since 2008 the Fee-Help loan assistance scheme has been extended from the Higher Education Sector to include the VET sector as well. The *Skills Australia Act 2008* resulted in funding for an additional 450,000 training places over 2008-2012, with most places leading to a higher level qualification; and strengthening of the sector through establishment of Industry Skills Councils and Skills Australia (to provide expert advice on trends and options). In addition, integration of school and VET sector education was strengthened by the *Trade Training Centres in Schools Program (2010)*, which is providing \$2.5 billion over 10 years to secondary schools to build or upgrade IT facilities, trade workshops, and other necessary equipment and infrastructure.

Recent developments include passage of a bill in June 2011 for a national approach to management of the higher education sector from 1 July 2012 through creation of the Tertiary Education Quality and Standards Agency (TEQSA) (*World Leading Regulator builds on transformative higher education reform 2011*). This parallels the similar arrangements in place in the VET sector from 1 July 2011 through the Australian Skills Quality Authority (ASQA) (*Gillard Government delivers national reform to Australia’s VET sector 2011*). As well, \$558 million is available over the next few years to support organisations—including public sector organisations—to undertake skills audits, advise organisations on focusing their training dollar, and to support training to address critical gaps¹²⁶.

Significant revision is underway¹²⁷, including recommendations embodied in the 2009 report ‘Vet Products for the 21st Century’. These include streamlining and simplification of Training Packages over the next 3-5 years at CoAG’s initiative: revising and restructuring them from the perspective of industry users, focusing them on foundation skills (*No More Excuses 2011*), and in parallel with the higher education sector, creating more pathways to higher education.

Clearly, the delivery of the AQF through integration of the school, VET and higher education sectors is here to stay. The Federal Government is supporting and extending it: it is part of the landscape in which the ACT Public Service operates.

¹²⁶ Government Skills Australia: 20 June 2011—skills audits are undertaken on a cost-free basis, and funding for training to meet critical gaps identified by a skills audit ranges between 35% and 75% of cost.

¹²⁷ Government Skills Australia: 20 June 2011

8.4 THE SITUATION OF THE ACT & THE ACTPS

The ACT is exceptionally well placed to strengthen the skilling and qualification base of its workforce. Consider the profile shown in the following chart.

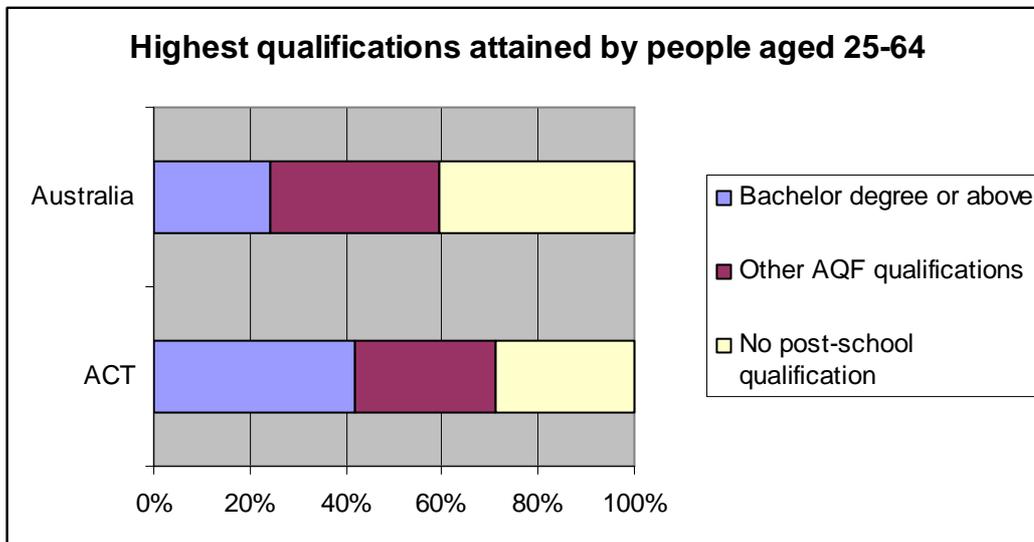


Figure 2: Highest qualification attained by people aged 25-64 - ACT, Australia

In 2007 the proportion of people in the ACT aged 25-64 with post-school qualification was 71%, nearly 20% higher than the national figure of 59.4%. Even more significantly, the proportion is skewed towards higher qualifications, with 41.9% having a Bachelor degree or above, over 70% higher than the national figure of 24.1% (*Canberra Quick Stats 2009-2010* 2010).

Whilst some proportion of these people are unavailable to the ACTPS, being associated with the Australian National University or other national organisations and institutions, the situation in respect of the local population is still very strong. The 2008 high school retention rate to Year 12 was 85.2%, significantly higher than the national figure of 74.5%. Even more importantly in the context of preparation for post-school qualifications, the Year 12 completion rate was also the highest of all States and Territories—78% compared with the national average of 66% (*A Social Overview of the ACT 2009-2010* 2010).

As well, the ACT has the highest ranking of all States and Territories for those who attained literacy scores of Level 3 or above (*Adult Literacy and Life Skills Survey, Summary Results 2008*, p.9), where 3 represents “the minimum required for individuals to meet the complex demands of everyday life and work in the emerging knowledge-based economy” (from *Learning a Living: First Results from the Adult Literacy and Life Skills Survey*, quoted in *Adult Literacy and Life Skills Survey, Summary Results 2008*, p.5). The following table shows that ACT significantly exceeded the national performance, and indeed met or exceeded the highest ranking of seven countries on these scales (*Adult Literacy and Life Skills Survey, Summary Results 2008*, pp.8-9).

Scale	No. of Points on scale	ACT	Australia (National Average)	International Comparison (Country ranked highest ¹²⁸)	National Average for listed Country
Prose	5	68%	57%	Norway	66%
Document	5	68%	57%	Norway	68%
Numeracy	5	63%	50%	Switzerland	61%
Problem Solving	4	46%	32%	Norway	39%

Table 13: Comparison of Literacy testing (ACT, Australia, International)

8.5 THE AGING WORKFORCE

There is considerable anxiety about the impact of an ageing ACTPS workforce, expressed in almost all meetings with agencies. Most anxiety arises around the loss of experienced staff. Many agencies describe acute key person risk and loss of key corporate knowledge¹²⁹. However, this ACTPS-wide challenge is being addressed tactically at the agency level, at most.

It might be argued that, with its present profile, the ACTPS is a high-experience workforce that draws on the well-developed expertise¹³⁰ of its most senior staff to maintain effectiveness. An abrupt transition from a high-experience workforce to a low-experience workforce is obviously undesirable and should be avoided. However, the ACTPS can not rely forever on bringing back a pool of retirees¹³¹ in their seventh decade on a casual or intermittent basis¹³²--if they can be drawn at all¹³³.

Data on the age of the public sector workforces of the ACT, NSW and the APS is compiled in the following table. Clearly the ACT workforce age (mean) is only slightly older than the APS workforce. Unfortunately the NSW Public Sector only publishes median age of its workforce, which at 45 years is 5 years older than the median age of the State's workforce (*The NSW Public Sector Workforce: A 2010 Snapshot and Snapshot Tables 2010*, p.14)).

¹²⁸ Australia, Canada, Bermuda, Norway, Italy, Switzerland and USA were sampled in this research.

¹²⁹ ESDD: 7 June 2011

¹³⁰ ESDD: 7 June 2011

¹³¹ Land & Planning: 3 June 2011

¹³² Shared Services: 1 June 2011

¹³³ ESDD: 7 June 2011

Measure	ACTPS	APS	NSW
Reference (page references are to these documents)	(ACT Public Service Workforce Profile 2009-2010 2010, p.9)	(State of the Service 2009-2010 2010, p.87)	(The NSW Public Sector Workforce: A 2010 Snapshot and Snapshot Tables 2010, p.14)
Average Age (Mean)	43.4 years	42 years	45 years (median)

Table 14: Age profiles of ACT, NSW and APS public sector workforces

Comparison of these workforce data against the corresponding general workforces in the following table (*National Regional Profile 2005-2009 2010*) confirms the pattern hinted at by the public sector workforce data in the previous table.

Age Group	ACT	National	NSW
Aged 15 years to 24 years	19.7	19.4	18.6
Aged 25 years to 34 years	24.1	23.2	23.9
Aged 35 years to 44 years	21.9	22.4	22.2
Aged 45 years to 54 years	20.0	20.6	20.6
Aged 55 years to 64 years	12.1	12.1	12.2
Aged 65 years and over	2.2	2.2	2.5

Table 15: Age profiles of ACT, NSW and APS general workforces

The age profile of the ACT workforce parallels that of the Australian workforce overall, and if anything is a little younger than the NSW workforce.

What this all establishes is that the ACT public sector workforce displays a similar demographic profile to comparator workforces, including the national workforce. And so in order to understand the particular future of the ACTPS, it is necessary to look at the detailed age profile of the ACTPS.

The next figure represents the age profile of the ACTPS workforce (*ACT Public Service Workforce Profile 2009-2010 2010, p.18*), and inspection highlights the following:

- The female workforce is approximately twice the size of the male workforce (*ACT Public Service Workforce Profile 2009-2010 2010, p.54*)¹³⁴. This impacts the presentation by making the fluctuations in female workforce movements appear larger. Scaled to match the male workforce curve, these fluctuations would appear similar.
- There is a noticeable dip in female participation between age 30 and age 40 which, if due to child-bearing and child-rearing choices, will continue

¹³⁴ Reference to Annexes I and J makes clear that the gender ratio of the workforce in scope is 64% female and 36% male—effectively identical to the workforce profile reflected in Figure 3.

over time. That said, from age 40 onwards female participation tends to return to and then fluctuate around a flat trend line

- There is a rapid drop-off after age 55. Two factors may tend to flatten this slope in future: firstly, the movement of staff with CSS¹³⁵ benefits through to retirement; secondly, the impact of changing rules around access to the -age pension. All this implies that in future more staff may be retained a little longer.
- Clearly there is a peak of (mainly female) staff imminently addressing retirement options that will move through over the next few years.
- Equally, young women make up the majority of new young entrants to the workforce.

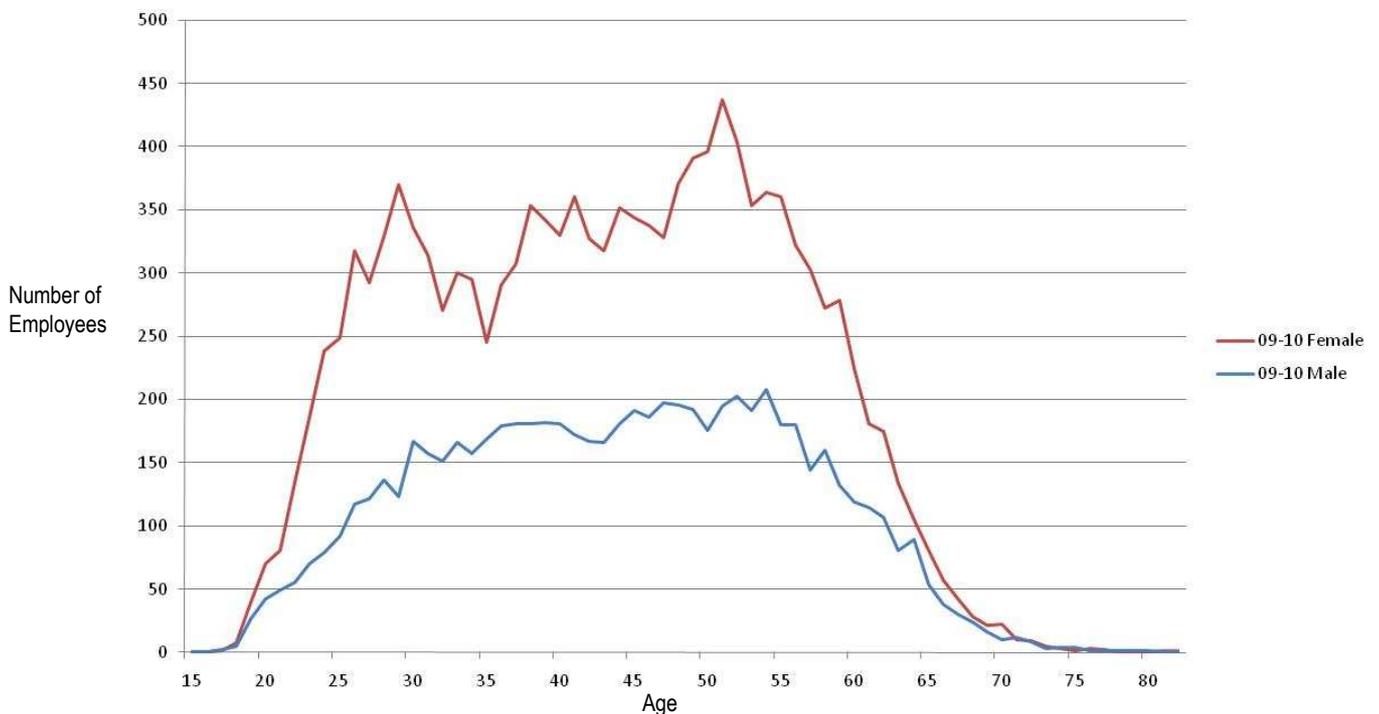


Figure 3: Number of ACTPS employees at June 2010 by age and gender

The key conclusion to be drawn here is the need to recruit younger people to replace those older members of the workforce who will retire in the next 5-10 years.

The following table looks at the age profile of the ACTPS by vocational group (ACT Public Service Workforce Profile 2009-2010 2010, pp.17,60).

¹³⁵ This superannuation scheme is now closed to new entrants, and accordingly there will come a point in time where its rules cease to impact workforce choices around retirement.

Classification Group	Female Average Age	Male Average Age	Total Average Age	% of Total Workforce
Linen Production & Maintenance	50.8	44.1	48.0	0.4%
Senior Officers	44.8	47.4	46.0	9.2%
General Service Officers & Equivalent	43.9	46.2	45.7	5.4%
Disability Officers	44.5	44.6	44.5	1.4%
Technical Officers	42.2	46.2	44.2	1.9%
Dentists/Dental Officers	40.4	52.1	43.8	0.1%
ACTPS Mean (all ongoing staff):			43.4%	
Rangers	36.8	44.9	42.7	0.2%
Professional Officers	43.0	41.7	42.5	0.8%
Legal Officers	39.0	46.0	42.0	0.4%
Administrative Officers	42.4	39.6	41.8	25.7%
Correctional Officers	42.4	41.1	41.4	0.8%
Health Professional Officers	39.9	42.0	40.3	6.2%
Health Assistants	37.2	-	37.2	0.2%
Information Technology Officers	34.3	35.9	35.6	0.7%
Prosecutors	33.2	38.8	35.4	0.1%
Legal Support	28.7	27.9	28.6	0.1%
Trainees & Apprentices	27.1	22.1	23.5	0.3%

Table 16: Average age of ACTPS employees by vocational group

The maturity of Senior Officers is predictable, given the industry experience required to fulfill roles at this level. However the age profile of General Service Officers and equivalents is of concern in this context.

As the average age of the working age population increases, there will be increasing competition for the employment of people in lower age cohorts. Employers will find that it becomes increasingly necessary to respond to the needs and expectations of young people and workforce re-entrants to keep their age profile in balance.

The ACTPS mature age employment strategy and excellent entitlements for employees with family responsibilities operate to retain the upper and middle age segments of the workforce. However (other than the abolition of age-based rates) little attention is given to employment practices, working arrangements and training pathways that will attract and retain young people in ACTPS employment.

Not every person who enters the ACTPS will enter through a training pathway. But the value of recruiting an employee via a training pathway lies in:

- the scope it provides for developing an employee's skills to meet specific workplace requirements
- demonstrating to employees that the employer values training and is interested in the development of its employees
- the opportunity that presents to develop in the employee attitudes and skills to support life long learning

8.6 WORKFORCE DEVELOPMENT

8.6.1 What is workforce development?

The concept of workforce development is core to the management of a modern public service. Jacobs (2002, p. 13) reviewed several aspects of workforce development as practiced in the USA, and concluded that “no definition assumes a sufficiently integrated perspective of working and learning”. He proposed that workforce development is:

“...the coordination of school, company and government policies and programs such that as a collective they enable individuals the opportunity to realize a sustainable livelihood and organizations to achieve exemplary goals...”

He also proposed that workforce development focuses on:

- how educational institutions prepare individuals to enter/re-enter the workforce;
- how organisations provide learning to improve workforce performance;
- how they respond to changes that affect workforce effectiveness; and
- individuals' life transitions related to workforce participation.

The central ideas of workforce development have been developed and extended into the Australian context (for example, NCETA 2005; NCOSS 2007; YANQ 2009; AHWI 2009; CPSISC 2010). There is considerable diversity in the approaches that Australian organisations have adopted to implementing workforce development in industry, but some common threads have become apparent:

- Workforce development requires employers, educational institutions and government agencies to work together to identify the current and future workforce requirements for the industry and the means by which they will be satisfied
- Broader objectives, such as increasing workforce participation and social inclusion, are also “in the frame” in workforce development
- The characteristics of the current labour force and potential sources of labour supply are taken into account in planning

- Importantly, and as well as attracting new employees to the industry, strategies that maximise previous investments in skills development are also required, to provide opportunities for the existing workforce to make its best contribution. This will be discussed further in Sub-section 8.6.3 below.

8.6.2 Developing the workforce at point of entry

What is a training grade?

Training grades are indispensable in any vocational stream.

In the present state of understanding, a training grade is a classification designed to permit an employee to undertake a course of study. A distinct classification is often used for training required to enter an employment stream. Other classifications may be used for training required for advancement above base level. Most training grades have elements of on the job and off the job training.

In our view most vocational streams should have entry points for unqualified persons who are required as a part of their employment to undertake a course of training.

In the case of apprentices and ICT trainees, training grades have been or have now become essential for workforce development, in light of intense competition for skilled and experienced personnel in the current labour market. Shared Services reported that they are experiencing more success in “growing their own” than in recruiting to some of their key capabilities¹³⁶, which include customer service, analytical skills, business acumen, and project management.

There is an element of this in the health professions as well, although the decision to establish the Level 1 practitioner in 2004 also gave recognition to the need to provide entry to persons whose registration as a health professional depended on them undertaking a program of supervised professional practice. The training undertaken at this level is usually directed to the development of discipline-specific competencies that equip the beginning professional to work independently.

The Commissioner for Public Administration has recently published comprehensive strategies for the employment in the ACTPS of Aboriginal and Torres Strait Islander (ATSI) people, and people with a disability. As a result, the Graduate Program will in future identify a number of positions for ATSI people. The annual employment target for ATSI trainees has been set at 15. The range of potential entry pathways identified for people with a disability includes school-based apprenticeships, traineeships, cadetships, and graduate entry.

¹³⁶ Shared Services: 1 June 2011

These Service-wide programs have been established in the context of the ACTPS's desire to increase the workforce participation of designated groups. Assuming that these trainees are successfully retained in ACTPS employment, the programs will also make a small contribution to the replenishment of the ACTPS workforce.

Current training arrangements in the ACTPS

The following table summarises the current staff in training in the ACTPS.

	Apprentices	ICT Trainees	Other Trainees	TTO	Cadets	GAA	HP1 entry
ACTION	7	--	--	--	--	--	--
Calvary	1	--	--	--	--	--	11
CMD	--	--	--	--	--	2	--
DHCS	--	--	--	--	--	1	18
DJCS	--	--	--	--	--	7	1
ECEW	--	--	--	--	--	3	--
EDUC	--	--	1	--	--	1	5
HEA	2 (Cooks)	--	5	2	1	1	60
LAPS	4	--	--	--	--	1	--
SSICT	--	10 (Dip)	4 (Cert)	--	--	--	--
TAMS	11	--	--	--	--	1	--
TOTAL	25	14	6	2	1	17	95

Table 17: Headcount of ACTPS staff in Training Grades – 31 March 2011

Relative to the number of jobs in the streams serviced by these grades, the highest levels of training grade use are in the trades, ICT trainees and the allied health/medical science/medical physicist professions.

Experience with VET-trained ICT staff ¹³⁷has by and large been positive, with around 50% retain after articulating a Certificate IV to a Diploma. With only one School-based apprenticeship it is difficult to comment on this model. The main focus is on traineeships, although competition from the APS was noted as a problem.

As has been mentioned elsewhere in this Report, the 2011 ACTPS Graduate Program attracted over 500 applicants. Applications for the 2012 Program have already opened. Recruitment to the 2012 Program has been focused on particular disciplines specified by agencies—for example human resources, finance and

¹³⁷ Shared Services-ICT: 5 June 2011

engineering—and it will be interesting to see later whether this more specific marketing attracts suitable candidates in the targeted disciplines.

Participation in the Graduate Program requires the employee to complete the Diploma in Government. The rotation of participants through various ACTPS agencies provides the opportunity for early career graduates with specialised formal knowledge to acquire work-related knowledge and experience. To that extent it is similar to the way the Level 1 Health Professional operates.

There are also many “training grades” embedded in other classification structures. Examples include:

- ASO3/ASO4 Youth Workers at Bimberi, who advance through the salary barrier on the basis of acquiring a VET sector Certificate in the field
- The lowest salary point in the Legal 1 classification, which is the domain of the recent law graduate until they are admitted to practice
- ACTION workshop staff at GSO Level 7 who are in-progress to their second trade certificate
- Staff entering the unqualified level of Health Care Assistant (HCA) are expected to acquire a Certificate in Health Care Assistance
- Food Services Officers at The Canberra Hospital (TCH) enter the HSO2 grade as a Food Services Trainee, and can advance to HSO3 once they have successfully completed a defined set of Food Service competencies

Some specific observations on various types of training grade are set out below:

Traineeships

The ACTPS has an advantage over the APS when it comes to recruiting junior employees. We note that junior rates still apply in the APS, whereas the ACTPS abolished junior rates in a recent enterprise bargaining round. As a result, an administrative traineeship in the ACTPS, leading to appointment at ASO1, should be an attractive option for a recent school leaver

We notice that the pay scale structure for Trainees under current ACTPS enterprise agreements is out of step with the structure now found in modern awards, and in particular there is no separate scale of rates for trainees undertaking a Certificate IV traineeship.

We also note that later this year Fair Work Australia (FWA) will be examining the question of whether or not the regulation of apprenticeships and traineeships under modern awards warrants a general review. We will monitor developments and incorporate any considerations arising into subsequent Reports.

Apprenticeships

Within our broad terms of reference, we consider it appropriate to comment and make interim recommendations on issues relating to apprentices.

Competency-based completion and competency-based salary advancement

We note that COAG mandated competency-based completion (CBC) of apprenticeships in 2006. CBC replaces the time-served basis for undertaking an apprenticeship. Competency-based completion is intended to increase the supply of tradespersons, to provide industry with the skilled workforce it requires, and in turn overcome faltering national productivity.

The new arrangements have been almost uniformly adopted by State and Territory apprenticeship authorities. The ACT VET regulator was an early adopter of this regime, having fully implemented this approach in 1998.

Flowing from this development, competency-based salary advancement (CBSA) arrangements have begun to emerge. Under CBSA, an apprentice's salary is related to their progress through their training program. However, CBSA is by no means widespread at present.

As already noted, Fair Work Australia will examine the question of whether or not the regulation of apprenticeships and traineeships under modern awards warrants a general review.

FWA research has shown that the arrangements presently in place are widely variable from one award to another. FWA will decide how it will proceed once the Australian Government has made public its response to the recent *Apprenticeships for the 21st Century* report. We note that the Workplace Relations Ministerial Council will consider competency-based completion arrangements again in August 2011. Outcomes from this process may also have a bearing on developments in the workplace relations sphere.

We recommend that the industrial parties monitor the progress and outcome of the expected FWA case, and decide how the principles determined in that case are best implemented in the ACTPS. In the event that FWA issues a decision before 31 December 2011, we would be prepared to undertake further research and make recommendations based on that outcome, if the client requires it.

If competency-based completion becomes more widespread, the ACTPS must keep pace with developments. There would be no advantage to the ACTPS in retaining a time-served model. Apprentices are more likely to seek employment with an employer who rewards the early acquisition of skills.

Adult apprenticeships

The building and metal trades unions drew our attention to the existence of adult apprentice rates of pay in private sector awards, and proposed the adoption of the same in the ACTPS. We are aware that ACTEW-AGL has adopted a separate adult apprentice salary scale. We have seen that other private employers pay higher rates to adult apprentices. We will deal with this matter under Element 2 of the Review.

Cadetships

The Public Sector Management Standards provide in detail for the engagement of cadets in various disciplines, namely:

- Cadet Economist
- Cadet Information Technology Officer
- Cadet Legal
- Cadet Professional Officer
- Cadet Professional Officer (Engineering)
- Cadet Research Scientist
- Cadet Veterinary Officer

(Note: There are also corresponding Aboriginal Cadet Economists, etc.)

We note that most cadetships are designed to support the acquisition of a relevant degree. The Cadet Information Technology Officer is an exception in specifying study at the diploma level.

Cadetships have been implemented in Procurement at Shared Services, with mixed results. A key issue has been the lack of experienced staff to undertake mentoring¹³⁸.

We consider that the concept of cadetship should be broadened to support a wider range of qualifications in a wider range of disciplines, across all career clusters.

A more comprehensive discretion ought to be available to the employer to establish cadetships for new and emerging occupations. Rules governing eligibility for entry and advancement upon completion of study would be built on a standard model.

We also recommend that cadetships should be available for students in the following programs:

- Diploma
- Advanced Diploma

¹³⁸ Shared Services-Procurement: 8 June 2011

- Associate Degree
- Bachelor Degree
- Professional preparation courses at the level of Graduate Certificate and Graduate Diploma (to encourage upskilling of workforce re-entrants)

It should be possible to offer a cadetship at any stage of a student's progress through their course.

It may be feasible for the grade of Trainee Technical Officer to be subsumed into the new-style Cadet.

A single pay scale ought to be adopted for all cadetships. In our report on Element 2 of the Review, we will make recommendations about an appropriate pay scale.

Graduate Entry

Every discipline will have its own regime for orienting new graduates to their professional role during the earliest stages of their employment. In the health professions, this is often referred to as a professional development year (PDY).

Experience of the Program was varied. With only 18-20 per year, there are only limited opportunities for agencies to come into contact with them: CIT had only had one Graduate placement in the last couple of years¹³⁹. Some saw the Graduate Program as not offering graduates with the skills they need^{140 141}, although we were advised that agencies are requested to specify their requirements¹⁴².

Treasury, with a specific need for financial qualifications, run's its own equivalent program¹⁴³ successfully, and advertise the positions after 12 months to be filled on merit: to date only one graduate has not been successful¹⁴⁴. Land & Planning reported success with the Program, with six Graduates taken on over 3 years, and all retained¹⁴⁵. Some of those agencies that were able to obtain graduates with relevant skills expressed concerned that the rotation process penalised the agency funding a specific graduate, that it encourages 'poaching'. The model is not uniformly useful: the Graduate Program has not been particularly successful for Audit staff¹⁴⁶. Performance Audit requires industry exposure, which many Graduates do not have. As well, auditing needs a specific approach, and any single

¹³⁹ CIT: 27 May 2011

¹⁴⁰ LAPS: 3 June 2011

¹⁴¹ Shared Services-Procurement: 8 June 2011

¹⁴² CMCD: 1 June 2011

¹⁴³ Treasury: 1 June 2011

¹⁴⁴ Shared Services: 1 June 2011

¹⁴⁵ Land & Planning: 3 June 2011

¹⁴⁶ Auditor-General: 30 May 2011

individual may or may not be compatible. More generally, there are also inconsistencies in conditions such as probation to manage¹⁴⁷.

But these are perhaps concerns about the current details of the Graduate Program, rather than of the model of Graduate Entry. Certainly the Team managing the Program have been responsive to feedback they have received and have modified the Program to address concerns.

It is not practical to prescribe in detail, for every occupation, the types of development activities that should be undertaken by a new graduate during their professional development year. However, it is practical to identify responsibilities and competencies for above-base practitioners who are involved in the development of early career professionals. We will address this issue in Element 3.

Limitations of the current training pathways

The suite of current entry level training system meet the needs of important, but limited segments of the workforce. Significant segments of the workforce are not served in any way by any formal training pathway. The main factors that create this situation have been reported to us as follows:

- General financial constraints and strict limits on the number of staff who can be employed in each agency
- Fear that employment at the completion of the training period “won’t work out”

It has recently¹⁴⁸ become common practice in the ACTPS to engage trainees (including apprentices, trainees and cadets) on temporary contracts, with no guarantee that they will be placed in permanent positions upon completion of their training.

It is outside our scope to make recommendations on human resource management policies, but we think that a whole of Government policy that favours further employment once training is successfully completed should be considered.

Whatever policy is adopted, it should apply equally to ALL training grades – that is, apprenticeships, traineeships, cadetships and graduate entry/professional entry schemes.

The expansion of VET sector offerings and new models of training delivery (for example, school-based apprenticeships) requires a re-evaluation of entry-level training arrangements for all vocational streams and career clusters. The Graduate

¹⁴⁷ Strategic HR & Attraction and Retention: 1 June 2011

¹⁴⁸ TAMS: 11 July 2011

Program requires a degree, so does not take CIT graduates, yet CIT is an apparently untapped source of skills for the ACTPS¹⁴⁹. Cadetships and traineeships may both be appropriate routes¹⁵⁰. Multiple options are needed to meet various circumstances. Subject to mandatory requirements that the employer cannot avoid, we recommend that all streams and clusters be serviced by the following training models:

- Traineeships at Certificate II, III and IV
- Apprenticeships
- Cadetships for full-time students at diploma level and above (including advanced diploma, associate degree, bachelor degree, and professional preparation courses at the graduate level)
- Graduate entry grades for new and recent graduates of these courses

As well, we received suggestions¹⁵¹ for an-ACTPS-wide approach to apprenticeships, rather than them being an agency responsibility. The recent structural changes would support this initiative.

An associated topic, which we will take up in greater detail in Element 3 of the Review is: What are the appropriate entry points for persons who are already fully trained at each Australian Qualifications Framework level?

We will make further recommendations on training grades and models in the report for Element 3.

Finally, the development and ongoing skilling of current staff must be addressed creatively. Some areas are already developing interesting and innovative options.

LAND & PLANNING¹⁵²

With climate change part of the landscape, and new water conservation strategies in place, watering of playing fields and the like must be monitored – which gives the opportunity for a Ranger to undertake training on-line whilst simultaneously monitoring the watering equipment remotely.

8.6.3 Developing the workforce after entry

Over half the ACTPS workforce has transitioned through vocational training pathways to obtain qualifications—graduates, health professionals and trade-qualified staff, for instance. Other members of the ACTPS workforce have obtained and developed their skills in the workplace. Regardless of the means

¹⁴⁹ CIT: 27 May 2011

¹⁵⁰ Strategic HR & Attraction and Retention: 1 June 2011

¹⁵¹ AMWU: 12 May 2011

¹⁵² Land & Planning: 3 June 2011

whereby skills have been obtained, as discussed in Sub-section 8.1.2 any person's skills will require to be refreshed, refined and modernised over time. Key concepts to assist all staff in this respect include:

- Recognition of prior learning (where competencies have been gained in previous learning situations of any kind, including workplace experience, formal training settings, volunteer activities or other contexts);
- Recognition of current competency (that is, assessment of currency of skills and knowledge, regardless of when or how they were acquired) ;
- Recognition of current qualifications;
- Identification of gaps in skills, knowledge or experience;
- Identification of training requirements to meet gaps in skills and/or knowledge
- Identification of opportunities to develop skills and/or knowledge through experience.

8.6.4 Further implications

There are several tasks within scope for the ACTPS Classification Review Project that will require some work to be undertaken in respect of workforce development considerations. Under Element 3, we are required to analyse and report on the competencies and work level standards for the new classification structures. Element 5 requires us to recommend measures required to implement new working arrangements and set out how the transition from current to new systems might be accomplished. Accordingly the matters outlined in Sub-section 8.6 will be further discussed in those subsequent Reports.

9 VOCATIONAL STREAMS AND CLASSIFICATION STRUCTURES

The following diagram illustrates some key items from the Review’s workplan, contextualised with some other items which would interact in practice (some relationships are omitted for clarity). The specifications of qualifications, positions and persons (indicated in grey type) are out of scope for this Review, but are shown in order to contextualise the items that are drawn from the workplan. The dashed line marks off the scope of Element 1: these items are discussed in more detail in this Section. Other items from this diagram will be discussed in more detail in subsequent Elements of the Review.

The Overview outlines the basic items and how they are interlinked, and then the following sub-sections describes the four proposed Clusters. The first three follow a similar format. The fourth, Legal Services, has far fewer staff than the other three, and some very distinct characteristics. Accordingly it has been analysed and presented separately from the other three.

In describing the Clusters some relevant VET-sector qualifications have been identified to clarify the range of roles and options for qualifications. In fact there is available a much wider range of qualifications relevant to each Cluster, including university-issued qualifications.

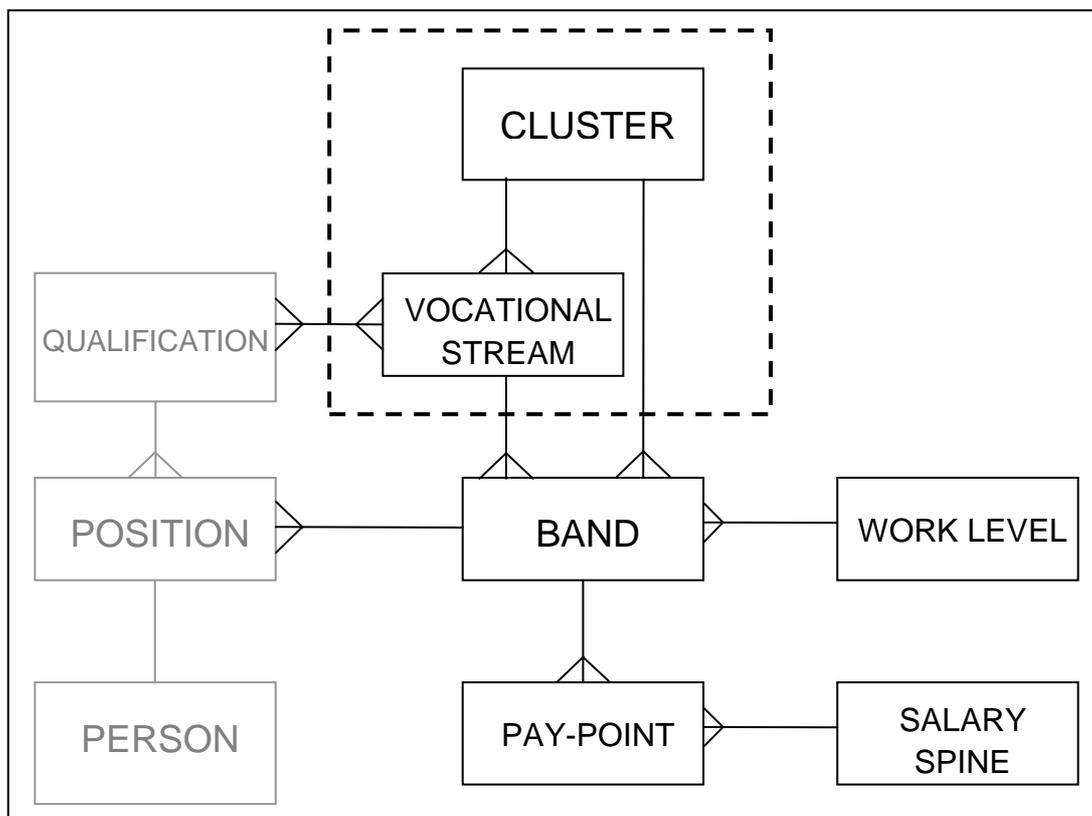


Figure 4: Overview of proposed vocational structures

Vocational Stream

The core of the proposed structure is a series of vocational streams, which are based on groups of competencies and capabilities that are linked by external industry-aware agencies into qualifications and vocational paths. Relevant agencies include the various ISCs that manage Training Packages in the VET sector, TEQSA, and professional bodies and registration boards.

- *Because of the trend towards national bodies being set up to manage training and qualifications, this will place the ACTPS on the national stage when undertaking recruitment; recruitment material will use language and concepts immediately intelligible to people outside the ACTPS.*
- *Connecting the Vocational streams with externally established standards is an efficient means of ensuring that the competencies defining the vocational streams are maintained.*
- *With the high level of industry engagement on professional boards, ISCs and similar bodies, the levels will be maintained over time in that national context.*

Cluster

These vocational streams are grouped into four Clusters:

INFRASTRUCTURE SERVICES	PEOPLE SERVICES
Plan and execute activities to manage, maintain and enhance the natural and urban environments to the benefit of the ACT community, and provide specialised support for the operation of public infrastructure, institutions and services.	Provide diagnostic and therapeutic services and social interventions in health care and/or institutional and/or community settings. This cluster includes regulated and non-regulated health professions.
SUPPORT SERVICES	LEGAL SERVICES
Workers in this cluster assemble, manage, transform and distribute data and information within the ACTPS and between the ACTPS and stakeholders (such as ratepayers and MLAs), and supervise and manage these functions.	Professionals and paralegals in this career cluster provide the full range of legal services required by the Territory

Figure 5: Proposed Career Clusters

These Clusters are discussed individually in following sub-sections, and summarised at Annexe H. The Clusters are defined in terms of the broad category of outputs that the vocational streams making up the Cluster focus on. Career Clusters will bring together vocational streams which:

- Share a common connection with an identifiable industry sector
- Share knowledge, skills and experience
- Bring together occupations that provide services of a related kind
- Bring together occupations that are mutually supportive

Effects of this approach include:

- *Enabling the streams within a cluster to evolve together*
- *Greater staff mobility within the cluster based on related competencies*
- *Wider career options within a cluster*
- *A clearer focus on the training and competencies relevant to providing quality service in the industry sector served by the cluster*
- *Cohesion of the workforce at the level of values and ethical behaviour*

Accordingly there will be some overlap of competencies across vocational streams within the Cluster.

The relationships between 'professional', 'associate', 'para-professional', 'technical', 'assistant' roles within Clusters will be discussed in detail in the Report for Element 3.

Band

A Cluster is divided into Bands, each of which is made up of Pay Points.

- *Bands will form the basis for broadbanding, supporting mobility requirements and providing adaptability to meet medium term changes in workforce requirements.*

All Pay Points in all Clusters, including training grades, will relate to the same Single Salary Spine.

- *The use of a common set of Pay Points across all vocational streams will standardise pay rates and improve mobility, by reducing or eliminating merit selection processes being required because of minor arbitrary variations in pay scales across streams.*

Vocational pathways will provide the means for staff to progress vertically throughout the range.

- *Staff will have clear pathways for career progression.*

All Bands within all Clusters may have qualifications associated with them, whether *mandatory and/or essential and/or desirable*.

Qualification

Because the vocational streams are based on groups of competencies, they can be related to qualifications in the AQF and other relevant qualifications.

Qualifications can therefore become an element in the rules for appointment or advancement within a band or broadband for all vocational streams.

- *This will support consistent application of rules for appointment and advancement, which will be considered in more detail in Element 2 of the Review.*
- *As and when the content of qualifications is updated by professional and vocational bodies, or new qualifications are added to meet emergent trends, so is new material incorporated into ACTPS standards, linking the ACTPS to broader industry trends.*
- *The wide range of bands available to all will provide options for addition or deletion of qualifications, extension of pathways and generally provide adaptability to meet emergent needs.*
- *With externally structured qualifications in place, and a common salary spine published, the basis for remuneration will be presented more transparently, and the integrity of the classification and remuneration structures supported.*

In the following discussion VET sector qualifications are used to illustrate the concepts, but other qualifications including university degrees may be applied similarly as appropriate.

Bands may be linked or “broadbanded”.

- *Support for broadbanding may reduce overheads under some circumstances, and linkage of Bands to qualifications will assist in maintaining integrity of the levels of the broadbands.*

Summary

This relatively simple set of connections ,with consistent application across all structures would replace the complications of the current structure. Concern amongst managers to use the structure the “right way” would be relieved, and management attention may be turned to focus on ensuring that the position is described and qualified correctly to achieve the corporate outcomes desired from the position.

In the following diagram the 3 sequences of grades on the right represent sample hypothetical structures, whilst the structure on the left shown in **bold** represents a hypothetical Cluster from the proposed model into which staff would be translated. Training grades are not shown as they may be interpolated at various points.

Career Cluster (New)	Current Streams		
	Stream 1	Stream 2	Stream 3
Band 9			Level 5
Band 8		Level 6	Level 4
Band 7	Level 7	Level 5	Level 3
Band 6	Level 6	Level 4	Level 2
Band 5	Level 5	Level 3	Level 1
Band 4	Level 4	Level 2	PDY entry
Band 3	Level 3	Level 1	
Band 2	Level 2		
Band 1	Level 1		

Figure 6: Model of new and corresponding current structures

9.1 INFRASTRUCTURE SERVICES CAREER CLUSTER

Description

The Infrastructure Services Career Cluster focuses on vocations relating to the management of the physical assets of the ACT community. These include land, real estate, buildings, vehicles, plant & equipment related to asset management.

Most candidate classifications for a technical professional stream would be in this Cluster. A few professional disciplines are found in the Support Services Career Cluster, and are further dealt with when considering this Cluster in later Elements of the Review. Some examples of proposed inclusions follow:

Engineers, Town Planners and Surveyors, Construction Project Managers

Water Quality testing staff

Veterinary workers,

Engineering Technical Officers, Drafting Officers,

Most GSOs, including those from the building trades stream, metal trades stream and related supervisors, trades assistants and technicians

Motor drivers,

Stores employees,

Rangers,

Relevant VET Qualifications

This group is well serviced by qualifications at all levels, and with special purpose certification of skills such as Electrical Tagging, Chainsaw Operations or Chemical Handling: in some areas an individual may have up to 10 different certifications¹⁵³. What this all implies is that these groups have a high level of comfort with the use of qualifications.

Asset Management

- 14 VET qualifications from Training Package PRM04 Asset Maintenance Training Package, ranging from Certificate I through Certificate IV.

This Training Package addresses the following building and installation site service: Cleaning Operations, Fire Protection Equipment, Waste Management, Carpet Cleaning, Pest Management Services, and Fires Safety Systems Inspection

¹⁵³ Land & Planning: 3 June 2011

Construction Services:

- 55 VET qualifications ranging from Certificate I through to Advanced Diploma and Vocational Graduate Certificate, from CPCo8: Construction, Plumbing and Services Training Package

Trade outcomes include shopfitting, joinery, stair building, stonemasonry (monumental/installation), signage, brick and blocklaying, carpentry, concreting, demolition, dogging, painting and decorating, segmental paving, rigging, roof tiling, scaffolding, solid plastering, steelfixing, wall and ceiling lining, wall and floor tiling and waterproofing. Plumbing and services occupations include coverage of urban irrigation, drainage, metal roofing and cladding, plumbing, mechanical services, roof plumbing, gas fitting and fire protection services. Certificate IV and Diploma qualifications cover building and plumbing licensing requirements with the Advanced Diploma meeting skills of construction managers. The specialist field of building surveying is included with Diploma and Advanced Diploma outcomes.

Environmental Management:

- 6 VET qualifications ranging from Certificate I through to Advanced Diploma, from RTDo2: Conservation and Land Management Training Package

Weed management, vertebrate pest management, natural area restoration, community co-ordination, indigenous land management, conservation earthworks, and lands, parks and wildlife care are the focus of this Training Package .

Fleet Maintenance Services :

- 32 VET qualifications ranging from Certificate I through to Diploma, from AURo5: Automotive Industry Retail, Service and Repair Training Package
This Training Package is aimed at satisfying the training needs of the Retail, Service and Repair (RS&R) sector of the automotive industry, including occupational areas covering outdoor power equipment, bicycles, farm machinery and mobile plant and equipment. The RS&R sector of the automotive industry specifically covers aftermarket activities including repair and maintenance of vehicles, performance enhancement and rectifying and disposal of components at the end of vehicle life. The coverage of the industry identifies 32 separate occupational groupings.

Laboratory Services:

- 6 VET qualifications from Training Package MSLog Laboratory Operations Package, ranging from Certificate II through Advanced Diploma and Vocational Graduate Certificate.

This Training Package addresses the needs of samplers, testers and laboratory personnel working in biotechnology testing, food and beverage processing, environmental monitoring and assay, calibration, chemical, forensic and environmental analysis, and education..

Land and Property Management Services:

- 28 VET qualifications ranging from Certificate I through to Advanced Diploma , from CPP07: Property Services Training Package
Coverage includes property development, sales and management sector, property operations and development, real estate, spatial information services, security, access provision, and home sustainability.

Local Government

- 8 VET qualifications from Training Package LGA04 Local Government Training Package, ranging from Certificate I through Advanced Diploma
These specialist qualifications in operation works and health and environment are specifically designed for local government functions, and do not overlap with qualifications of more general application. A further 15 qualifications cover administration, land management, planning, regulatory services and senior management and are included under infrastructure cluster.

Logistics:

- Some VET qualifications from TLL10 Transport and Logistics Amenity Horticulture Training Package
Competencies in logistics, warehousing, route planning, load handling and other aspects of logistics and transport may be relevant to some specific roles.

Public Amenity:

- 18 VET qualifications ranging from Certificate I through to Advanced Diploma, from RTF03: Amenity Horticulture Training Package
In the Bush Capital this Training Package supports an important range of functions—horticulture, arboriculture, floriculture and landscaping.

Public Safety

- 28 VET qualifications ranging from Certificate II through Advanced Diploma drawn from PUA00 Public Safety Training Package¹⁵⁴

¹⁵⁴ GSA: 20 June 2011-Jan Weir: Whilst Defence Sector Qualifications are currently in this Package it is anticipated that these will be moved to a separate Training Package shortly.

Covers Police, Fire, Emergency Services and other Public Safety functions such as emergency management, emergency communications, search and rescue coordination, community safety and aquatic safety¹⁵⁵.

Veterinary Services :

- 15 VET qualifications ranging from Certificate I through to Diploma, from ACM10 Animal Care and Management Training Package.

This Training Package addresses the following pathways of relevance to the ACTPS: animal welfare inspectors, council animal control officers, generalist council rangers, pastures protection officers, national parks and wildlife officers, veterinary and veterinary nursing staff.

¹⁵⁵ Whilst Police Services and Fire Services are out of scope for this Review, this Package does provide material relevant for rural fire service members.

9.2 PEOPLE SERVICES CAREER CLUSTER

Description

The People Services Career Cluster focuses on vocations related primarily to the delivery of services to benefit the people of the ACT community: residents, rate-payers and property-owners.

The following list provide some examples of proposed inclusions

- Dentists and other dental practitioners,
- Physiotherapists and other therapy professionals,
- Psychologists,
- Social Workers,
- Diagnostic Radiographers,
- Radiation Therapists,
- Nuclear Medicine Technologists,
- Medical Laboratory Scientists,
- Diagnostic Pathology Scientists,
- Technical Officers in health-related fields,
- Disability Services Officers,
- Therapy Aides,
- Health Care Assistants,
- Cooks and food services employees
- Patient Service Officers (HSOs)
- Correctional Officers
- Youth Workers, Counsellors, Welfare Officers, Parole Officers (presently in the ASO structure
- Indigenous Education Officers,
- School Assistants
- Special Needs Transport Assistant
- Community Services Managers
- Health Services Managers
- Correctional Services Managers

Relevant VET Qualifications

Community Services

- 74 VET qualifications from Training Package CHCo8 Community Services Training Package, ranging from Certificate I through Advanced Diploma and Vocational Graduate Certificate.

This Training Package addresses the needs of people working as community works, disability workers, social workers, youth workers and the like, in alcohol and drugs, childrens' services, disability support, aged care and mental health, including support, advocacy, personal care, counselling, medication, community development, intervention and case management.

Correctional Services

- 7 VET qualifications from Training Package CSCo7 Correctional Services Training Package, ranging from Certificate II through Advanced Diploma and Vocational Graduate Certificate.

The general qualifications allow a selection for generalist applications and maximum transferability for staff whose work is not defined within the two major sector roles. There are general qualifications at all levels. The specialist qualifications define the two major operational roles within the industry: custodial and community corrections officers. These are required where entry level specifies occupational specialisation and mandatory training and qualifications.

Health Services

- 78 VET qualifications from Training Package HLT07 Health Package, ranging from Certificate II through Advanced Diploma.

Direct Client care, in ATSI health work, non-emergency transport, anaesthetic technology, audiometry, medical, health and allied health assistance, dental, complementary medicine, nutrition, optical, cardiac, pharmacy, hyperbaric, prosthetics, rehabilitation, sterilization services, health support, population health, and nursing (enrolled).

Laboratory Services

- 6 VET qualifications from Training Package MSLo9 Laboratory Operations Package, ranging from Certificate II through Advanced Diploma and Vocational Graduate Certificate.

This Training Package addresses the needs of samplers, testers and laboratory personnel working in biotechnology, biomedical and pathology testing, calibration and education.

9.3 SUPPORT SERVICES CAREER CLUSTER

Description

The Support Services Career Cluster focuses on vocations related primarily to the creation, management, transformation, storage and transmission of information. A key and growing element of any modern economy, it includes information transmission in and out of the organisation as well as within it .

The following list provides examples of proposed inclusions:

Some Administrative Services Officers (eg: staff performing work in areas such as Canberra Connect, finance, human resources, records management, policy),

Senior Officers,

Librarians, Library Officers, Library Technicians and Library Assistants

Research Officers and Senior Research Officers,

Accountants,

Economists,

Statisticians,

Information Technology Officers,

Business Analysts,

Project Managers,

Auditors,

Workcover Officers/Managers.

Dental Receptionists.Relevant VET Qualifications

Administration, Management, Resource Management

- 59 VET qualifications from Training Package BSB07 Business Services Training Package, ranging from Certificate I through Advanced Diploma
This Training Package addresses the following domains of relevance to the ACTPS: administration, business development, communications, creativity and innovation, design, finance, industry capability, information and communication technology use, knowledge management, management and leadership, regulation, licensing and risk, stakeholder relations, and workforce development.

- 63 VET qualifications from Training Package PSP04 Public Sector Training Package, ranging from Certificate I through Advanced Diploma and Vocational Graduate Certificate.

Focused on the specific needs of government, this Training Package includes 5 entry-oriented generalist qualifications at Certificate II and III, with one higher level qualification in Management—a Diploma—and then specialises into a wide range of government functions. Specialist qualifications include: Border Protection, Community Capacity, Court Compliance, Court Services, Financial Services, Financial Management, Fraud Control, Service Delivery, Human Resources, Injury Claims Administration, Injury Rehabilitation, Injury Management, Land Administration, Occupational Health & Safety, Policy Development, Procurement & Contracting, Project Management, Strategic Procurement, Statutory Compliance, Investigation, Security, Personnel Security, Road Transport Compliance, Trade Measurement, Workplace Inspection, Workplace Relations, School Support Services, Revenue Administration, Interpreting, Translating and Radiation Safety. The relevant units of competency are intended not to overlap with those in other training packages, and accordingly this list may be supplemented by qualifications from other packages.

Curatorial Services

- 10 VET qualifications from Training Package CULO4 Museum and Library/Information Services Training Package, ranging from Certificate II through Advanced Diploma

This Training Package addresses the following domains of relevance to the ACTPS: museum practice, ATSI museum practice, collection management, education and visitor services, exhibition development, library practice, arts administration and management, conservation event management.

Information Systems

- 23 VET qualifications from Training Package ICA05 Information and Communications Training Package, ranging from Certificate I through Advanced Diploma

Pathways commence at entry level Certificate I and extend to Support, Websites, Networking, Programming, Testing, Systems Analysis and Design, Multimedia, Project Management, Systems Administration, Database and Security.

Local Government

- 15 VET qualifications from Training Package ICA05 Information and Communications Training Package, ranging from Certificate I through Diploma and Vocational Graduate Certificate.

General and introductory qualifications form the basis for specialisation in administration, land management, planning, regulatory services and senior management. A further 8 cover operation works and health and environment and are included under infrastructure cluster. These qualifications are specifically designed for the local government functions, so do not overlap with qualifications of more general application, and accordingly this list may be supplemented by qualifications from other packages.

Training and Education

- 8 VET qualifications from Training Package TAE10 Training and Education Training Package, ranging from Certificate IV through Diploma and Vocational Graduate Diploma.

2 qualifications, the Certificate IV and the Diploma in Training and Education¹⁵⁶, are the bedrock qualifications in vocational training, both on-the-job and off-the-job, and are accordingly highly relevant. These are supported by 2 higher qualifications in Management of learning. A further 4 new qualifications at Diploma and above—2 in Adult Language, Learning and Literacy and 2 in International Education—may be of relevance in a policy context.

Tourism Services:

- 12- VET qualifications ranging from Certificate I through to Advanced Diploma, from SIT07: Tourism, Hospitality and Events Training Package

Much of this Package is aimed at the hospitality industry or retail sales, but selected qualifications or units of competency from this Package may have relevance to some specific ACTPS functions, including: Visitor Information Services, Guiding, and Diploma of Tourism in the context of developing new government responses to tourism issues, together with Event Management.

Refer to Annexe G for a detailed listing of the VET sector qualifications particularly relevant in the context of Support Services Career Cluster.

¹⁵⁶ One, the Diploma in Training and Assessment, is actually the sole survivor of a previous Training Package, but is referenced in TAE10 Training and Education, and is scheduled for redevelopment into that Training Package. Accordingly it has been counted in here.

9.4 LEGAL SERVICES CAREER CLUSTER

Description

Professionals and paralegals in this career cluster provide the full range of legal services required by the Territory. Most are located in the Office of the Director of Public Prosecutions (ODPP) and in Justice and Community Services Directorate (JCSD), together with some located in a few other areas.

The range of roles proposed for inclusion in this Cluster includes:

- Legal officers,
- Prosecutors
- Paralegal workers

Discussion

Legal officers and paralegal officers employed in the ACTPS fulfill a variety of roles, including work associated with:

- Government law
- Commercial law
- Industrial law
- Criminal law

This Sub-section of our report sets out our conclusions on the vocational stream placement of legal officers and paralegal workers.

Training Grades

Historically, two options were available to develop undergraduate legal officers: *Professional Assistant* – employees who had already completed one or two years of study towards a Bachelor of Laws, and who are required to undertake further approved study leading to a degree in Laws. Following successful completion of their course of study, Professional Assistants would be appointed as Legal 1.

Cadet Legal – similar to Professional Assistants, but the required course of study was intended to lead to admission as a practitioner of the Supreme Court of an Australian State or Territory.

These grades are only found in the Public Sector Management Standards, and do not appear in any ACTPS enterprise agreements. So far as the review team is aware, there are not presently any ACTPS employees classified in this way.

We recommend the reintroduction of legal officer cadetships, as a means of recruiting new entrants to the profession. We propose that the rules governing eligibility for entry to Cadet Legal Officer, the study requirements, advancement

arrangements, and salary structure and other benefits should be based upon the cadetship model described earlier in this report.

The Cadet Legal Officer would feed both the Legal and Prosecutor career structures, via a common new graduate entry point (see the next section for discussion of the Graduate Legal Officer). As is presently the case with cadetships, advancement to Graduate Legal Officer would be automatic, provided the cadet has successfully completed their course of study.

The option of appointing a Cadet Legal Officer as a Graduate Administrative Assistant at the end of their course of study should also be considered in cases where the new graduate prefers to pursue a career in general government administration.

Graduate Entry

New graduates enter employment in the ACTPS at the lowest salary point of the Legal 1.

There is presently no new graduate entry point for the Prosecutor classification structure, as it is assumed that the “beginning” Prosecutor will already have been admitted to practice, and have some industry experience.

We recommend that the ODPP consider introducing a pay structure for new graduate legal officers, to allow for an entry point for graduates without experience.

We further recommend that JCSD and ODPP consult with a view to developing a single graduate legal officer classification, to feed both the Legal and Prosecutor classification streams. The creation of a single graduate legal officer grade to serve both streams would necessitate severing one or more of the lower salary points from the Legal 1 salary range.

A person employed as a Graduate Legal Officer would be required to complete a professional development year and undertake such further education, training and supervised professional practice as may be required by the employer to prepare them to advance to Legal 1 or Prosecutor 1. Advancement to Legal 1/Prosecutor 1 would be automatic once an employee has successfully completed their PDY program.

The proposed cadetship and graduate entry pathways for legal officers is depicted below:

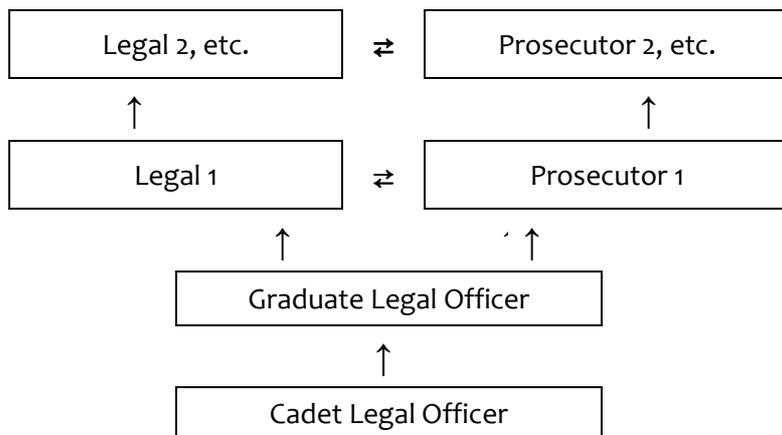


Figure 7: Pathways for cadet and graduate legal officers

Legal 1 – JCSD

This classification was established in 1990 from the broadbanding of earlier Legal Officer and Senior Legal Officer classifications that existed in the APS and ACTPS at that time. The resulting extended salary scale was predicted to support the retention of legal staff.

An examination of the ten-point salary scale for Legal 1 reveals several historical points of connection with the salary scale for ACTPS Professional Officer Levels 1 and 2, and Senior Professional Officer Grades C and B.

The first pay point of Legal 1 is reserved for new employees in their professional development year. An employee cannot progress beyond this pay point until they have been admitted to practice.

Currently in the ACTPS, progression through the next nine pay points is based on an assessment of the employee’s performance, using a three point rating scale. A superior performer can reach the tenth pay point within four or five years of being admitted to practice. An employee assessed at the annual performance review as needing development will not be advanced. That is, advancement is not automatic.

Previously, two distinct work value bands were recognised within Legal 1. The upper band recognised the performance of “higher level work”. The three topmost salary points were reserved for employees performing this higher level work.

While we are not required to address the issue of salary comparisons until we report in connection with Element 2 of the review, we have undertaken an initial assessment of salaries paid to government legal officers in other jurisdictions, in conjunction with our examination of alternative classification structures.

Comparison with APS agencies

The 1990 structure for legal officers has been largely preserved by APS agencies, although a few have opted to reduce the number of pay points from 10 to 9 or 8. Others have extended the range to 11, 12 and even 13 pay points.

Current (June 2011) enterprise agreements covering 51 Commonwealth agencies were obtained from the Fair Work Australia website. There were 49 APS agreements and 2 AFP agreements.

The AFP classifies its legal officers at levels 3 to 8 of its unique classification system. ACTPS pay rates are generally competitive with rates offered to legal officers employed by the AFP.

The classification and salary structures used by the Commonwealth Parliamentary Counsel (CPC) and Commonwealth Director of Public Prosecutions (CDPP) are discussed separately below.

Thirteen other APS agencies provide specific classification structures and salary scales for legal officers. All are based on various forms of broadbanding of their APS 3-EL 2 salary bands.

Concentrating on the equivalents of the ACTPS Legal 1, it is notable that evolution over the last two decades has seen about half the APS agencies employing legal officers deciding to repartition Legal 1 into two distinct classifications. The lower grade is usually based on pay points selected from APS 3-APS 6 salary ranges. The upper grade is based on EL 1 salaries.

The significance of dividing the grade into two parts is that the movement between the lower and upper levels has the character of a promotion. We do not recommend that the ACTPS adopt this approach. However, it is useful to analyse the two work value bands separately, and compare ACTPS and APS practices.

The most common number of pay points in the APS 3-APS 6 segment of the pay scale is 6 or 7. The majority of APS agencies have maintained 3 pay points at the EL 1-equivalent level. At this structural level, the ACTPS legal officer pay scale is not out of step with APS practice. Perhaps as well, it indicates a general level of robustness of the broadbanding system, and its ongoing acceptance amongst APS employers as a model for retaining legal staff.

ACTPS and APS legal officer salary scales are compared in the table below:

	Lower work value range (APS 3-APS 6 range)		Upper work value range (APS EL 1 range)	
	Min	Max	Min	Max
ACTPS Legal 1	\$50,796	\$73,983	\$83,816	\$104,152
APS agencies (n=13)	\$50,037-57,285	\$73,172-84,605	\$83,028-92,164	\$102,604-111,861

Table 18: Comparison of ACTPS and APS legal officer salary scales

ACTPS salaries are towards the bottom of the range of salaries offered by APS agencies. Graduate entry salaries for almost all APS agencies are ahead of the rates offered in the ACTPS.

Early-career legal officers might find pay points in the middle and upper levels of the Legal 1 salary range attractive, but the rates on offer to more experienced personnel are not, generally speaking, especially competitive.

Comparison with State government employers

A survey of industrial awards and enterprise agreements covering legal officers in other jurisdictions (Queensland, New South Wales, Victoria, Tasmania and South Australia) show that ACTPS Legal 1 pay rates are generally quite competitive with rates paid to their interstate counterparts.

The Queensland Legal Aid Commission uses five levels of the Queensland Professional Officer classification structure to classify its legal officers. Most other States have maintained a distinctive vocational stream for legal officers.

New South Wales and South Australia both offer the beginning legal professional a substantially higher commencement salary than does the ACTPS, but this initial advantage does not continue on to higher pay levels.

ACTPS Legal 1 is generally competitive up to and including NSW Legal Officer Grade IV. It is important to note, however, that NSW public sector employers frequently advertise legal officer positions as covering more than one grade (e.g. Grades I-II, II-III, or I-III). Advertised commencing salaries differ from agency to agency.

Legal 2 – JCSD

The forerunner to this classification was known as Principal Legal Officer. The two-point salary scale for this classification is broadly in line with salaries paid to SOAs, SOAEs, SPOAs, SPAO2s, Dentist 3s and Veterinary Officer 4s.

Comparison with APS agencies

Compared with pay rates for similar work undertaken in the APS, ACTPS salaries are not, in general, especially competitive.

	<i>Min</i>	<i>Max</i>
ACTPS Legal 2	\$113,158	\$117,809
APS agencies (n=13)	\$100,441-122,588	\$117,931-132,212

Table 19: Comparison of ACTPS and VPS legal officer salary scales

Comparison with State government employers

The survey of awards and agreements covering legal officers in other jurisdictions show that ACTPS Legal 2 pay rates are reasonably competitive with interstate equivalents.

Notable exceptions are:

- Victoria, where three levels of Senior Technical Specialist are available for senior legal professionals. The pay rates for these grades are substantial, ranging from \$127,323 to 173,160.
- Tasmania, which has recently restructured its middle and senior legal officer salary structure, and now offers its fourth level legal officer up to \$127,023 per annum.
- South Australia has a Legal Services Manager classification in its Legal Aid Commission. Senior legal roles can also be found in the South Australian Executive Service.

Parliamentary Counsel

ACTPC uses the Legal 1 and Legal 2 classification structure. As well, a small number of senior positions are classified in the ACT Executive structure.

CPC uses a three-level Assistant Parliamentary Counsel classification structure, with overlapping salary bands.

Assistant Parliamentary Counsel 1 \$54,168-101,053

Assistant Parliamentary Counsel 2 \$87,850-106,672

Assistant Parliamentary Counsel 3 \$101,053-121,658

The ACTPS Legal 1 salary scale is competitive with APC 1 and APC 2 across most of its range, with some weakness at the top.

The ACTPS Legal 2 salary scale is initially comparable with that of APC 3, but is totally uncompetitive with the higher pay points of APC 3.

It is important to note that the CPC enterprise agreement includes two further grades of Parliamentary Counsel whose salaries align with the APS SES.

Is there justification for a Legal 3?

In discussions with JCSD personnel, it was suggested that there may be a functional gap between the responsibilities exercised by staff employed at Legal 2 level and the strategic management function undertaken by members of the ACT Executive Service heading the two major divisions of the Directorate.

There is no equivalent in the ACTPS to the Victorian Senior Technical Specialist roles. We have noted previously in this report that the ACT Executive Service is not specifically designed to accommodate senior professional specialists. Nor is there support to expand the number of Executives in the ACTPS.

Tasmania, South Australia and CPC all include higher level, non-Executive roles for legal officers.

We are conscious of our obligation to identify opportunities to simplify ACTPS classification structures. Nevertheless, if there are sound reasons to increase the number of grades, it is not for us to be obstructive. Naturally, a sound justification based on normal work value principles will be required.

We recommend that JCSD gives consideration to defining the (new) role that a Legal 3 might fulfill within its organisation. We propose that the issues to be taken into account include:

- Whether the new grade will manage personnel and other resources, or be devoted to advanced legal professional practice, or be designed to accommodate both functions.
- Whether any of this work is being undertaken by any staff at the present time.
- What will the impact be on the work of staff at Legal 2 on the one hand and Executives on the other.

We request that this work be undertaken reasonably promptly, in parallel with our work to meet the requirements of Elements 2 and 3 of the review, scheduled to be completed before 30 September 2011. We expect that our work on these Elements will generate further information relevant to this task.

Prosecutor 1, 2 and 3 – ACT ODPP

Under the current enterprise agreement, the ACT Office of the Director of Public Prosecutions uses a three level Prosecutor classification structure, with the first level divided into a lower work value/salary band of three pay points and an upper band of six. We understand that the work requirements of the two Grade 1 work value bands are sufficiently different that they would readily be recognised as distinct classifications.

We have been informed by ODPP that staff have been engaged on SEAs to perform work requiring a higher level of skill and experience than is reasonably

accommodated at Prosecutor Grade 3. This suggests that up to five distinct work value levels may be appropriate in the Prosecutor classification structure.

Commonwealth Director of Public Prosecutions

The Commonwealth Director of Public Prosecutions uses a four level classification structure.

The ACTPS Prosecutor 1 is reasonably competitive with the CDPP Legal Officer 1 and 2.

However, Prosecutor 2 and Prosecutor 3 salary scales both lag behind the corresponding CDPP Senior Legal Officer and Principal Legal Officer.

NSW Director of Public Prosecutions

The salary structure for legal officers employed in the NSW DPP is based on pay points within the general NSW legal officer structure. Commencing rates, however, are notably higher (equating to the *maximum* of NSW Legal Officer 1 – \$62,399). We also note that:

- The two lowest pay points of the ACT Prosecutor Grade 1 are substantially below NSW commencing salaries for prosecutors.
- The middle and higher pay points of Prosecutor Grades 1 are comparable with or exceed the NSW Level 1 prosecutor.
- The ACT Prosecutor Grade 2 is closely comparable with the NSW Level 2 Prosecutor, with some weakness at the upper level.
- The ACT Prosecutor Grade 3 is reasonably comparable with the NSW Level 3 Prosecutor, with some weakness at the lower level.

The ACT classification structure truncates at Prosecutor 3. The NSW Level 4 prosecutor attracts rates well above the ACT Grade 3.

Senior NSW trial advocates are eligible for an allowance based on the amount of trial work undertaken. As a result, even at the salary levels paid under the ODPP SEAs, the most senior ACT Prosecutors are somewhat behind their NSW counterparts.

Comparison of ACTPS Legal 1/Legal 2 and ACTDPP Prosecutor 1/2/3

The first six pay points of Prosecutor 1 are identical with the 2nd-7th pay points of Legal 1 (and therefore preserve their common roots with the Professional Officer structure). Above this point, Prosecutor classifications and pay scales depart markedly from the Legal 1/Legal 2 pattern.

Legal 1 and Prosecutors 1 and 2 occupy a broadly similar range of salaries. As we have already indicated above, it is possible to advance in the Legal 1 salary band on the basis of personal performance. It would not be unusual to expect a high-performing Legal 1 to achieve the maximum salary of the grade – \$104,152 – within

five years of being admitted to practice. In the Prosecutor classification structure, however, this rate of pay is only available on promotion to Prosecutor 3 (\$104,152-111,662).

Options for salary advancement beyond the topmost point of Prosecutor 3 (\$111,662) include promotion to a Legal 2 position (\$113,158-117,809) in GSO or ACTPC, SO or SPOA in the ACTPS, or transfer or promotion to the CDPP, other APS agency, a State Government employer, or the private sector.

We understand from discussions with the CPSU and ODPP, and statistics provided by JCSD, that there has been and continues to be significant turnover for this category of staff. We are aware that the ODPP and the CPSU are agreed that there is a pressing need to improve pay rates in the hope of overcoming this situation.

We also understand that ODPP has market information in support of increasing Prosecutor pay rates. On the basis of our preliminary comparisons with the CDPP and NSW DPP, we consider that ACT rates are workable at lower levels, but we doubt that the current classification and salary structure can be effective in securing retention of Prosecutors at senior levels.

On the basis of the foregoing, it may be valuable for JCSD and the ODPP to consider whether transferring Prosecutors into the ACTPS Legal 1/Legal 2 structure may provide a useful avenue for addressing the pay disparity.

This approach has the following advantages:

- The broadbanding of salaries of Prosecutors 1 and 2 salaries would enable ODPP to appoint external applicants at a competitive salary within an extended salary range. Commencing salary could be tailored to match each applicant's skills and experience (and previous income).
- Prosecutors would have the opportunity to advance through a longer salary scale, potentially supporting retention of the workforce.
- Salary parity would work to support mobility between the various fields of legal practice in the ACTPS.
- This arrangement would leave room to fix a suitable salary scale for the proposed Graduate Legal Officer classification.
- It would also meet the objective of reducing the total number of classifications in use in the ACTPS, and is consistent with the objective of instituting a single salary spine.

A feasible model for the translation of Prosecutors into the Legal classification structure would be:

Prosecutor grades	Current salary	Legal grades	Translation salary
Prosecutor Grade 1 lower	\$54,187	Legal 1	\$61,697
	\$57,980		\$61,697
	\$61,697		\$61,697
Prosecutor Grade 1 upper	\$66,198	Legal 1	\$66,198
	\$70,117		\$70,117
	\$73,983		\$73,983
	\$77,863		\$83,816
	\$81,772		\$83,816
	\$85,700		\$90,372
Prosecutor Grade 2	\$90,372	Legal 1	\$104,152
	\$95,147		\$104,152
	\$99,932		\$104,152
Prosecutor Grade 3	\$104,152	Legal 2	\$113, 158
	\$107,894		\$113, 158
	\$111,662		\$117,809
Prosecutors on SEAs	Various SEA rates	New Legal 3	

Table 20: Model for the translation of Prosecutors into the Legal classification

This approach may be expected to ease the disparity between the ACT and NSW and go some way to meet more general market rates for experienced legal advocates.

A preliminary examination of the current Prosecutor Grade 3 job description and the Legal 2 work level standards suggests a good fit on work value grounds.

Under this proposal, ODPP and JCSD would cooperate over the creation of the proposed Legal 3, to ensure that the new classification meets the needs of both organisations.

With the object of closely matching NSW practice, \$61,697 would be fixed as the minimum commencing salary for Prosecutors. All Prosecutor positions would continue to be advertised as “Prosecutor”.

Paralegals 1, 2 and 3

The ODPP employs approximately 13 staff in three levels of Paralegal. The main duties of a paralegal include legal research and analysis, providing specialised paralegal assistance to Prosecutors, and liaison with the courts, AFP and witnesses.

The salary scale for each grade of Paralegal is constructed from pay points in the salary scales of ASO2 to ASO4. Paralegal salaries span the gaps between ASO2, ASO3 and ASO4.

The selection criteria for Paralegal positions are similar to those found in other sections of the ACTPS:

- Ability to undertake research
- Effective communication skills
- Commitment to customer service
- Facility with office software

Eligibility for entry is broad: The selection criteria for Paralegals include a statement that “Understanding the legal process would be an advantage”. There are no specific qualifications required for entry to the Paralegal stream.

In any other environment, the tasks undertaken would accurately be described as clerical and administrative in nature, with some connection with the work of a Research Officer at higher levels. We have been informed that ODPP will be undertaking research in the near future regarding the required competencies and appropriate qualifications that will distinguish them from ODPP clerical staff. We suggest that ODPP give consideration to whether there is a need for a special training grade to support the classification, and whether qualifications are required or optional. We also suggest that the lowest level of the classification structure remain open to general entry.

Elsewhere in the JCSD – including GSO and the courts – there is a variety of other work that could also be described as “paralegal”. Examples include:

- ASO3 Associates, who act as confidential clerks to Magistrates, and for whom “legal qualifications are highly desirable”.
- ASO4 Paralegal in ACT Government Solicitor, which requires “experience in the preparation of courts documents and knowledge of the court and tribunal procedures”.
- ASO5 Chamber Managers, who prepare judgments and generally act as confidential clerk to magistrates as required.
- Deputy Registrars at Senior Officer C, for whom “demonstrated knowledge and understanding of the role of the Law Courts and Tribunal in the ACT Community and the Law Courts and Tribunal practices, procedures and legislation would be an advantage.”

Should work of this kind also be formally classed as ‘paralegal’?

In line with the new approach we have recommended earlier in this report concerning how required and optional qualifications may be used, we consider that the case for a separate classification to accommodate paralegal work is not clear-cut.

Paralegal practice around Australia is broadly defined. A variety of roles are performed in legal offices around the country. Where clerical and administrative support ends and paralegal practice begins is not clear.

The case for establishing a Paralegal career stream separate from ASOs would be stronger if:

- Unique or special work is undertaken by persons in this class, that is usually not performed by other persons.
- The work can usually only be performed to an acceptable level by persons possessing certain well-defined knowledge and skills.
- The Paralegal's work clearly complements or is allied with the work of legal officers (as opposed to being generally supportive).

A relationship similar to that which exists, for example, between a physiotherapist and a qualified physiotherapy assistant, would support the case for the Paralegal classification to continue in place as a separate vocational stream.

In Australia, "paralegal studies" can be pursued in the VET sector at certificate, diploma and advanced diploma levels, and in the university sector as associate degrees and bachelors degrees. Three membership associations for paralegals and legal executives exist in Australia (in WA, SA and Victoria). They are involved in encouraging a high standard of paralegal practice and paralegal education

Increasingly, we expect the dividing line between the VET and university education sectors to blur, with the former moving to offer courses at degree level, and the latter beginning to offer diploma level programs. We also expect that the standardization of rules for granting credit within and between the two sectors will help to define learning pathways that support employees to move more readily from paraprofessional to professional careers.

We understand that progression from Paralegal to legal officer does not occur very frequently in the ACT, and it is not seen as the usual avenue for entry to legal professional practice. We have been advised that law students can find working as a part-time Paralegal to be valuable experience.

Other industries have established pathways to a professional career based on the gradual acquisition of qualifications. Engineering is a case in point. A large number of providers in the VET sector offer diploma-level programs which prepare employees for work as an Engineering Associate. It is recognised that many VET sector students intend to undertake further studies at a later stage in their career to enable them to work as professional engineers.

Is this kind of career progression proposed for ACT Paralegals? If it is, then this would strongly justify the maintenance of a separate vocational stream.

Imported to the legal practice environment of the ACTPS, a corresponding model for Paralegal career progression might be as below:

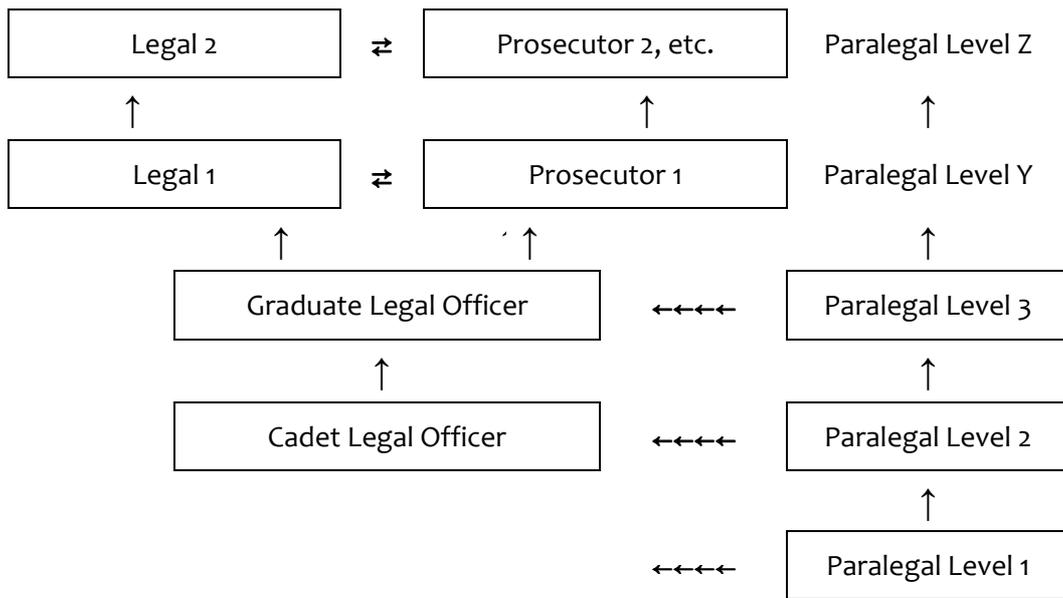


Figure 8: Pathways for paralegal officers

For the 13 Paralegal staff in ODPP, it has been suggested by ODPP that two new Paralegal levels be implemented, to create an enhanced career structure: this suggestion is modelled in grey type as the Paralegal Levels Y and Z that are shown above.

We are inclined to make a provisional recommendation that a distinct Paralegal grade should continue as a separate entity, subject to receiving further information and views from ODPP, JCSD and the CPSU on the matters raised in this Sub -section of the report. We will be happy to make ourselves available to facilitate these discussions.

Trust officers

Some Trust Officers have a legal aspect to their duties and accordingly may appropriately be considered here in the broader legal context. However, this is not common across all Trust Officers. Detailed consideration of this group will be deferred until Element 4 of the Review.

10 ANALYSIS OF IMPLICATIONS FOR ACT PUBLIC SERVICE

There is a requirement for the Consultants to provide some analysis of “Implications for ACT Public Service (bearing mind the Single Salary Spine model and simplified classification structure)”. First there are some considerations in respect of trades, and some other specific streams and classifications. Finally, the discussion draws together some considerations that will be addressed during subsequent Elements of the Review . They are subject to feedback, and may be modified in the light of subsequent work.

10.1 BUILDING TRADES

Building, Electrical and Plumbing Occupations

What are known as building trades in the ACT are all those occupations associated with the building and civil construction industry, including electrical workers, plumbing and mechanical service workers, and sprinkler fitters. Not all of these occupation are employed in the ACT public sector.

In this report, we prefer to expand the description of the building trades occupations. In this report, we will make reference to the building, electrical and plumbing (or BEP) occupations. In this report, the BEP occupations include tradespersons and related categories of employee, such as trades assistants and supervisors.

History

The general history of ACTPS classification structures following the advent of ACT self-government in 1989 is dealt with earlier in this Report.

The General Service Officer (GSO) classification structure was created as a result of the *APS SEP Case*. The new structure was adopted very broadly in the ACT public sector, including in government business enterprises.

The new GSO structure brought together almost all “blue collar” occupations – over a thousand separate APS classifications – into nine GSO levels. The new structure included all of the occupations for which a tradesperson’s certificate was required, and all of the associated supervisory occupations. Bus drivers, stores staff, trades assistants, and labourers were also incorporated into the new classification structure (although separate classification structures were introduced for transport officers and stores supervisors).

Staff then employed in BEP occupations in the Office of the ACT Public Service and various ACT statutory authorities were translated into the new structure in late 1990. Some variants to the model have evolved in the last two decades, but the underlying classification structure is still discernable.

The GSO structure was intended to meet the diverse needs of the APS. But then, as now, there was a recognition that the public sector is not a major employer of building trades staff, and that arrangements in the private sector must be taken into account when classification and pay issues are considered.

The GSO structure therefore incorporated key features of the “skill-based career paths” then emerging in the private sector, and mirrored to a significant degree the classification structures and pay relativities in private sector awards.

Present Situation in the ACTPS

Diversity of Practice

These employees are presently classified in the General Service Officer (GSO) and related Facilities Service Officer (FSO) classification structures.

The total remuneration of BEP staff across the ACTPS varies significantly from one agency to another. This arises from:

- Different base rates of pay for GSOs and FSOs.
- A variety of approaches to broadbanded – including differences regarding which grades (if any) will be broadbanded, and what rules apply for salary and grade advancement within the broadband.
- Differences between enterprise agreements regarding employees’ entitlements to access allowances typically paid to GSOs (such as construction industry allowance, other disability allowances, and licence allowances). In several cases, various allowances have been rolled up into a single allowance.
- Machinery of Government changes that have made and remade agencies, blending workforces with different employment conditions.

The resultant diversity in a GSO workforce of less than 5% of the ACTPS workforce is not justifiable, equitable or sustainable.

In several workplaces (mostly within TAMS, following the May 2011 MoG changes) GSO3 and GSO4 have been broadbanded.

Advancement to the higher grade in the broadband depends on:

- having been at the top of the GSO3 salary scale for at least a year
- demonstrating satisfactory conduct and work performance
- satisfying the assessment criteria, which usually require the acquisition of additional competencies relevant to the employer’s operations, and
- ability to undertake all duties specified in the position description for the broadband.

At and above the tradesperson entry point (and again, mostly in TAMS), the most widespread broadbanded model brings together GSO5 and GSO6. Employees with a trade certificate enter GSO5 at the topmost salary point.

The model for subsequent advancement is reasonably straightforward:

- The employee is required to attain the Certificate II in Government, with electives relevant to the position description.
- The employee must demonstrate that they can fulfill all of the duties specified in the position profile for the broadbanded position.

ACT Health’s FSO structure applies to a small number of employees, but covers the widest range of work of any of the broadbanded schemes. The grade ranges for various trade streams under ACT Health’s FSO structure are depicted in the following chart:

Grade	Carpenters	Electrical	Mechanical	Plumbing	Trades Assistants	Stores
FSO8			Senior	Senior		
FSO7	Senior					
FSO6						
FSO5						
FSO4						
FSO3						

Figure 9: Grade ranges for trade streams under FSO structure in ACT Health

The FSO structure encompasses most of the range covered by the BEP modern award classification structures, with the exception of GSO2 and GSO9. The absence of a senior electrician is an unexplained anomaly.

With only three increment points at each classification level, the FSO salary scale is beneficial to employees in that it permits accelerated progression through the salary structure, when the usual number of salary points at each level in the GSO scale is four. Salary advancement within each grade is based on “diligence, efficiency, conduct and attendance for duty”

The agreement establishing this system provided that “advancement to the next classification level is subject to satisfactory assessment by the panel against relevant work level standards and ITAB competencies”. (The reference here to “ITAB competencies” should, we believe, be read as a reference to competencies contained in the relevant National Training Package for the occupations covered by the FSO scheme.)

Advancement to the next level can only occur once an employee has been on the top increment of their existing level for 12 months. A tripartite panel assesses the employee’s “skill and competence, diligence, efficiency, conduct and attendance

for duty” and verifies evidence that the employee holds any qualification that may be required.

Concerns

As already indicated above, broadbanding arrangements like this challenge some of the assumptions of traditional public sector classification and pay systems, and various theoretical and practical objections are often raised, including:

- A perception that broadbanding arrangements side step selection for promotion based on merit;
- Some vagueness regarding whether employees are being paid according to work requirements;
- Concern about equitable treatment of different segments of the workforce, in cases where such schemes are not generally distributed (in the ACTPS this circumstance arises directly from the incidence of separate enterprise agreements for each agency);
- Suspicion that advancement rules may not be sufficiently rigorous to ensure that broadbanding arrangements do not provide endorsement for classification creep;
- Doubt that an assessment of an employee’s technical competence is an adequate proxy for other important aspects of work at the higher level; and
- The interaction of competency-based advancement with the performance management framework – for example, in the case where an employee does not subsequently perform to the expected standard at the higher level.

These concerns need to be balanced against the success of such arrangements in various ACTPS agencies and their wide adoption in the APS. Having said that, we should make it clear that we believe the further extension of broadbanding schemes, if desired, must be based on sound principles. We have proposed principles for broadbanding for discussion earlier in this Report.

Comparators

The CFMEU and CEPU drew our attention to significant disparities between the rates of pay for BEP employees in the ACTPS GSO structure and the rates paid by the private building and construction sector in the ACT and region.

Modern awards in the private sector

The modern awards covering BEP staff in the private sector have been examined. They reveal several points of similarity between the various BEP career structures, *but also some important points of difference*. This raises the issue of what kind of classification structure is best implemented to accommodate these differences, if it is intended to establish a separate building trades stream.

The first important similarity is that tradespersons holding a Certificate III level qualification all share the same minimum pay rate in all four modern awards. Conveniently, a classification structure can be constructed that permits newly qualified tradespersons to be recruited to a common salary point. The lowest entry point for a person required to perform duties as a tradesperson in the ACTPS is GSO5.

ACTEWAGL

The APS GSO classification structure was adopted by ACTEW in 1990, but the two systems have drifted apart since that time.

By June 1994, ACTEW electrical worker rates were about 5% above ACTPS rates, mainly as a result of incorporating a “bulk disability allowance” into the base rate of pay. A competency-based salary advancement system was introduced for electrical workers around the same time.

DEEWR analyses and publishes research on enterprise bargaining outcomes in the Federal jurisdiction. It publishes a report on average annualised wage increases (AAWI) in enterprise agreements in major industry sectors every quarter. For the national Electricity, Gas, Water and Waste Services industry, it recorded AAWI in the range of 4.5-5.5% over the period September 2007 to March 2011. The national Construction industry saw even more marked growth – with increases ranging from 4.4-6.8% in the same period. (DEEWR, September 2010, Table 5 and Table 6)

We met with the HR Manager of ACTEWAGL, Mr Murray Campbell, early in the review. Mr Campbell provided us with information enabling us to interpret the current (2008-2010) ACTEWAGL enterprise agreement.

In the intervening years, pay rates for the ACTEW/ACTEWAGL workforce have grown much faster than pay rates in the ACTPS. The current enterprise agreement provided for three 5% pay increases in 2008, 2009 and 2010.

Features of the current system are as follows:

- Special rates of pay have been agreed for adult apprentices – \$50,528-52,605.
- The entry point for a newly-qualified tradesperson is Electrical Worker Level 6, top pay point – presently \$56,262.
- No separate disability allowances appear in the ACTEWAGL agreement.
- A separate Electrical Licence Allowance of \$28.82 per week (\$1,503 per annum) is paid to electrical tradespersons required to carry out work for which a licence is required.
- Competency-based advancement arrangements still exist, but they require revision to accommodate the fact that base tradespersons are no longer appointed at Level 5.

Construction industry

A large number of ACT private sector enterprise agreements have been examined.

Two recent and current agreements were provided by the CEPU Electrical Division (Network Electrical and O'Donnell Griffin) and two by the CFMEU (Brighton Australia and IC Formworking).

The CEPU Plumbing Division provided copies of standard form agreements generally applying in the ACT and surrounding NSW. These do not include an unlicensed rate, but the licensed rate in the Wollongong area is \$52,076, and in the Canberra district \$53,260.

In addition, we downloaded a further 22 ACT private sector building industry agreements from the Fair Work Australia web site, selected for recency of filing/approval and, therefore, currency of pay rates. Four downloaded agreements were disregarded for not including pay rates for work at the tradesperson level or for not providing sufficient information about job content to identify the unlicensed tradesperson rate.

The most notable features of these agreements are as follows:

- Overwhelmingly, rates of pay include a variety of allowances, including construction industry allowance, other disability allowances, plumbing and electrical licence allowances, and tool allowances.
- Where an employer uses more than one level of tradesperson, the classification structure found in the agreement tends to mirror the modern award classification structures.
- Similarly, the pay relativities broadly align with modern award pay relativities.

The adoption of an 'all-up' rate in the ACTPS is a substantial departure from the past which will require detailed analysis in order to determine the impact.

The unlicensed tradesperson rate applying at the date of analysis (late June) was extracted from each of the remaining agreements (given the similarity of its wage structure, ACTEW-AGL's trades entry rate was also included) and the rates ranked.

- The pay rates in the agreements that use this all up model vary enormously. They range from \$37,169 to \$68,787.
- The median salary (the 12th ranked salary from 23 data points) for the unlicensed tradesperson in the Canberra district is **\$51,699**. This rate is inclusive of tool allowance.

The median rate for the unlicensed tradesperson derived in this way is well-correlated with the slightly higher rates indicated earlier for licensed plumbers.

Separate redundancy payments are paid into a trust in the name of the employee, for the purpose of guaranteeing employees' accrued entitlements upon termination of employment for any reason. The Australian Construction Industry

Redundancy Trust (ACIRT) Annual Report 2010 advises its members that redundancy payments from ACIRT are classed as Eligible Termination Payments.

In the ACTPS, employees’ entitlements are not subject to the same uncertainty as they may be in the private building construction industry. For this reason, we do not consider it appropriate to include private sector redundancy payments in our analysis. Superannuation is also excluded from our consideration.

A more detailed analysis including consideration of working hours and conditions of employment will be undertaken in Element 2 of the Review.

Public Sector Comparators

In the limited time available to us, we found only two examples in the public sector where tradespersons’ separate special allowances have been rolled up into the base rate of pay:

- WA Health Services Engineering and Building Services Award 2004
- Public Transport Authority Railway Employees (Trades) Industrial Agreement 2009 (WA)

Work Level Standards

Most levels of the 1990 GSO structure incorporated dozens of former classifications. Each level comprehended a broader range of work value than most of the constituent grades, and the work level standards are consequently cast in general terms.

A classification structure with broad work value levels is usually expected to be suited to a wider range of circumstances than alternatives. However, with so many different types of work coming under a broadly defined work level, exceptions can be difficult to accommodate.

The 1990 GSO classification structure and the associated internal pay relativities in the GSO pay scales had several explicit points of connection with those found in private sector awards, and these can still be discerned today.

However, in matching the modern award grades to GSO levels, the GSO Work Level Standards (WLS) must also be taken into account.

The WLSs for GSO5-8 provide broad guidance on what level ought to be used for various grades of tradesperson, as the following table shows:

General Service Officer Level	Typical Level of Trades Work
General Service Officer Level 5	<p>“perform, within the scope of the trade, trades work or work requiring an equivalent level of skill and knowledge”</p> <p>“exercises independent judgment in deciding how tasks are to be performed and have authority to adapt work</p>

	methods in dealing with non standard problems”
General Service Officer Level 6	“under general supervision ... performs trade work requiring a <u>high level of trade skill</u> , employs initiative and judgment above that undertaken at the general trades level”
General Service Officer Level 7	“under limited supervision ... undertakes <u>special class trade work</u> , employs an independent approach and a high degree of initiative”
General Service Officer Level 8	“as an <u>advanced ... tradesperson</u> under limited supervision, performs work beyond the special class tradesperson involving intricate systems and designs”

Table 21: Work Level Standards for GSO5-8

The GSO work level definitions have their limitations, including:

- Building trade work is not described at Level 6 at all, and no mention is made of higher level building trades work at GSO7.
- The guidance material for plumbing and electrical trades work is thin.
- The definitions lack specific guidance on trades work above Level 8.

It is clear to us that the proper placement of the modern award Level 6 building tradesperson is GSO6. A Level 7 employee is properly accommodated at GSO7 along with the other special class trades. Yet there is nothing explicit in the GSO WLSs that would support this approach.

While it may not be relevant to the ACTPS at this time, the absence of an appropriate classification to accommodate the advanced electrical tradesperson Level 3 requires attention in any future BEP classification structure. GSO9-equivalent seems an obvious placement.

In the following table, we map the modern award classification structures to the GSO classifications adjusted to account for the limitations and reservations identified above.

Private sector modern award grades	Relativity	GSO WLSs grading
Electrical tradesperson Building Tradesperson Level 5 Plumbing Tradesperson Level 1	100%	GSO5
Building Tradesperson Level 6 Plumbing Tradesperson Level 2	105%	GSO6
Plumbing tradesperson special class Level 1 Level 7 building tradesperson	110%	GSO7
Electrical tradesperson special class Plumbing tradesperson special class Level 2	115%	GSO7
Advanced plumbing tradesperson Level 1	~120%	GSO8 lower
Advanced plumbing tradesperson Level 2 Advanced electrical tradesperson Level 1 Advanced electrical tradesperson Level 2	125% 130%	GSO8 lower GSO8 upper
Advanced electrical tradespersons Level 3	145%	GSO9

Table 22: Mapping of modern award classification to GSO classifications

A simple alignment of this kind can be used to guide the *initial* placement of an employee in the GSO structure, on the basis of their qualifications or demonstrated competencies. If an employee also has industry experience, then their starting salary may well be higher, consistent with normal rules for fixing salaries above the base.

However, regardless of the trade an employee works within, other factors of the job must also be considered to produce a result that is consistent with the GSO work level standards – for example, for work involving the supervision of other staff.

We conclude that the GSO classification standards and the relativities within the associated pay scales provide a skill-based career structure that reasonably closely follows the arrangements found in modern awards. In the development of a future BEP classification structure, we consider that it is desirable to carry forward these aspects of the current arrangements.

We consider that there are a few ways in which a future BEP classification structure would differ from the present arrangements:

- Explicit statements of competencies would be included, based on the schemes in use in modern awards and in relevant national training packages
- The scope of work (or “typical duties”) at each level would be revised to align more closely with work actually performed in the ACTPS
- They would recognise higher level building trades work
- Work at GSO6 and above would include training and mentoring apprentices

Such a scheme provides skill-based minimum entry points for staff recruited to BEP tradesperson positions. It also provides a basis for building a skill-based career path for BEP tradespersons, both within existing broadbanning arrangements and by promotion to vacant positions. The detail of the skills required for promotion should be determined at agency level.

10.2 METAL TRADES

Several of the comments that have been made above in relation to the building trades equally apply to the metal trades.

As with the building trades, the WLSs for GSO5-8 outlined at Table 21 provide guidance on what level ought to be used for various grades of tradesperson.

Consistent with the treatment of the building trades, the proper placement of the metal trades modern award levels in the GSO classification structure is therefore as follows:

Private sector modern award grades	Relativity	GSO WLSs grading
Metal tradesperson level C10	100%	GSO5
Metal tradesperson level C9	105%	GSO6
Metal tradesperson special class I level C8	110%	GSO7
Metal tradesperson special class II level C7	115%	GSO7
Advanced metal trades class I level C6	125%	GSO8 lower
Advanced metal trades class II level C5	130%	GSO8 upper

Table 23: Metal trades modern award levels in the GSO classification structure

In the development of a future classification structure, we consider that it is desirable to carry forward the main aspects of the GSO classification arrangements.

A future metal trades classification structure would differ from the present arrangements in including:

- Explicit statements of competencies would be included, based on the schemes in use in modern awards and in relevant national training packages
- The scope of work (or “typical duties”) at each level would be revised to align more closely with work actually performed in the ACTPS
- Work at GSO6 and above would include training and mentoring apprentices

Most metal trades employees in the ACTPS are in ACTION workshops. A new enterprise agreement is being negotiated for this agency at the present time, but the fundamentals of the current arrangements of interest are as follows:

- Metal trades employees trained outside the workshops enter at the top of GSO5
- Metal trades employees who have undertaken their apprenticeship inside the workshops start their employment as a tradesperson at the top of GSO6
- An outside trained GSO5 can advance to the top of GSO6 once they have undertaken extra training required by the employer – after which they are designated a “multi-skilled” tradesperson
- As opportunities arise, to meet the future needs of ACTION for more highly skilled tradespersons, staff may enter into an Individual Learning Agreement that gives them a second trade. Staff commence their ILA at the first salary point of GSO7, and at various milestones in their training, they are advanced towards the top of GSO7, which is the salary for the “dual trades” employee

- When and opportunity arises for technician training, a similar arrangement is followed, with the resulting salary for a fully trained technician being Technical Officer 4, second salary point

ACTION management is generally satisfied with this arrangement, which produces a well-skilled workforce that meets operational needs.

An interesting feature of the employment conditions for this group is a composite disability allowance, and another allowances for trades staff with current value of \$2,900 per annum. This is regarded as a market allowance, to ensure that ACTION offers pay rates that compete with prevailing market conditions.

10.3 RATIONALISATION OF CLASSIFICATIONS

Although simplification and rationalisation of classifications is part of Element 4 of the Review, some potential for rationalisation has already been identified.

Classification	Background
Tourism and Events Officer Class 1-6 CTEC Manager Grade C, B and A	These classifications are salary-aligned with ASO1 to ASO6 and Senior Officer C, B and A. <ul style="list-style-type: none"> • Advice has been received from CMCD that these classifications are no longer used. Tourism staff have been transferred into the corresponding ASO or SO level.
WorkCover Officer Class 1-3 ORS Inspector WorkCover Manager Grade B and A	These classifications are salary-aligned with ASO1 to ASO3, ASO6, and Senior Officer B and A. <ul style="list-style-type: none"> • Following the transfer of staff performing purely administrative and clerical roles to the ASO and SO streams, JCSD advises that these classifications are no longer used. • For the present, other WCM grades are still in use.
Custodial Officer Grade 1-4	JCSD advises that all staff previously classified as Custodial Officer have been translated over to the new Correctional Officer classification.
Family Services Worker 1	CSD reports that this grade has not been used for several years.

Table 24: Options for rationalisation

We may nominate other categories to be removed at a later stage, following further investigation and consultation with stakeholders.

10.4 OPTIONS FOR CONSIDERATION

Work Cover Officers

The term “WorkCover” refers to the organisation previously established to apply and administer the ACT’s occupational health and safety, workers compensation, and portable long service leave laws.

The WorkCover Officer (WCO) and WorkCover Manager (WCM) classifications were introduced several years ago for work safety inspectors and investigators, staff administering other labour regulation functions, and clerical and administrative support staff employed by WorkCover. All 9 grades of WCO/WCM were salary-aligned with the corresponding grades in the ASO/SO stream.

By creating a distinct classification, it became possible to work around the general prohibition on fixing mandatory qualifications within the ASO/SO stream. Selection criteria for jobs in the WCO/WCM stream typically include such criteria as: “Relevant tertiary qualifications are essential.”

In 2006, the Office of Regulatory Services (ORS) was created in the Justice and Community Safety Portfolio (CSP). The ORS brought together several regulatory functions, including the Office of Fair Trading, and the parking inspection function.

There has been an historical segmentation of the various types of work performed in WorkCover/WorkSafe. WorkSafe management advised us that staff have tended to specialise in particular kinds of work that matched their particular expertise.

This model is gradually changing, and inspectors in the future will be authorised to perform inspections and investigations under each of the laws administered by WorkSafe. The skills most relevant to performance under this model will be skills in inspection and investigation, rather than skills in administering individual laws.

Looking forward, we are advised that the ACT is expected to enact the national model occupational health and safety law later this year. The new law is expected to come into effect in January 2012. WorkSafe management advised us that the Commonwealth, State and Territory governments intend that the national law is administered in consistent way.

In the 2010-2011 DJCS enterprise agreement, it was agreed that staff in the WCO/WCM structure who performed purely clerical and administrative work would be transferred out of that stream and into the ASO/SO stream. Following the implementation of this agreement, approximately 20 staff in WorkSafe ACT continue to be employed as WorkCover Officers 4, 5 and 6.

We have obtained information about the organisation and classification of work of safety, mining and related inspectors from Queensland, Western Australia, the Northern Territory, South Australia, Victoria and New South Wales. There is no single approach taken to the way the work is organised. Instead, there are several models, and the inspection and investigation functions may be undertaken by clerical/administrative workers, technical officers, professional officers, or specific inspector grades.

Elsewhere in this report we have recommended a new model for specifying mandatory/essential and optional qualification standards. Under the proposed model, it would be open to the employer to apply a qualification standard to any position, including positions in the ASO stream. If one of the purposes of establishing a separate WCO classification was to work around the “qualification free zone” of the current ASO stream, then the new qualification model should satisfy that need.

On the basis of these considerations, we believe that there is no ongoing need for a separate classification to accommodate WorkSafe inspection and investigation functions. The process of phasing out the separate classification will be a subject for consideration under Element 5 of the review.

We are aware that the JCSD enterprise agreement contains a clause that permits a WCO who has obtained certain tertiary qualifications to advance to WCO6. The translation of WCOs to the ASO stream does not imply that this arrangement should cease. The ASO and GSO broadbanning models developed in various ACTPS agencies (e.g. Youth Workers at Bimberi, tradespersons and trades assistants in TAMS) are built upon very similar principles.

Research Officers

The Research Officer classification was an ASO-aligned classification used to classify positions engaged on research projects requiring the application of knowledge of statistics, economics, social policy and related fields. Traditionally, persons who had completed their cadetships in these fields were initially employed in the Research Officer category.

The salary scales of the five levels of Research Officer historically corresponded to ASO2/3, ASO4, ASO5, ASO6 and Senior Officer Grade C. The pay alignment between the Principal Research Officer and the Senior Officer Grade C seems to have been broken in recent years.

Graduate entry to the ACTPS occurs either directly to advertised positions, or via the Graduate Program coordinated by CMCD. The entry point for the Graduate Program is the Graduate Administrative Assistant. It would appear that Research Officer is no longer used either as a graduate entry point or as a substantive occupation or career.

Where the original function still exists, Research Officer work is usually entailed in the work of employees in the ASO and Senior Officer streams. For this reason, it would be attractive to formally incorporate the Research Officer role into the ASO stream. Under the new qualification model it would be open to the employer to make suitable qualifications essential for the performance of this function.

Roles involving participation in research work, the design and implementation of research projects, the supervision of research teams, and the management of the research function, should all be explicitly recognised in revised work level definitions.

Generally, the Research Officer classification has gone into disuse in ACTPS agencies, with the exception of ACT Health. We have requested information from ACT Health on its use of this classification structure. We will make a recommendation on the future of Research Officers as part of Element 4 of the Review once this information is to hand.

Curatorial, Collections and Education Professional Officer

Entry to positions at Class 1 requires a degree or diploma in Australian history, archaeology, cultural heritage management, teaching and/or Australian visual arts. Cultural Facilities Corporation (CFC) management would accept these positions being translated into the standard Professional Officer classification structure.

The pay rates for the classification are not the pay rates for a Professional Officer Level 1, but appear to have been selected from the ASO3, ASO4 and ASO5 salary scales. It would not advantage current occupants to be translated to the Professional Officer structure at this time. However, in the context of restructuring classifications and the adoption of a single salary spine, it may be possible for this grade to be translated into the same pay points as a Professional Officer Level 1.

CFC management would also accept positions at Class 2 being translated into the standard Professional Officer classification structure. Again, the pay rates are not standard, but are aligned to the ASO6.

We consider the best option would be to translate this grade into the new classification structure and single salary spine at the same time as the Class 1 is translated.

Canberra Theatre

Staff in this organisation occupy many and varied callings, and further work with CFC is required before a decision is made on vocational stream and career cluster placement

Dental Receptionist (ACT Health – Dental Health Program)

The management of the Dental Health Program advised us that the working arrangements for Dental Receptionists would change following the redevelopment of the Community Health Centres. The new model would involve a single reception desk for all Health Centre services. In this situation, the best

approach would be for the current occupants of Dental Receptionist positions to be transferred into the ASO stream.

While the pay rates for this grade were originally identical to ASO2, small difference in calculations over the last 20 years have resulted in Dental Receptionist pay points edging \$2-5 per annum ahead of ASO2 pay points. Technically, to transfer these staff to ASO2 positions would be to reduce them in classification.

We suggest that it is in the best interests of all concerned for ACT Health to take steps **now** to address this problem, rather than await an outcome from this Review.

Canberra Linen Service

In the time available, it has not been possible to consult with CLS on its views in relation to the Review.

19 June 2012: Michael Trushell, General Manager of Canberra Linen Service, was consulted on 1 August 2011.

10.5 CLASSIFICATION STRUCTURE CHARACTERISTICS

The following essential characteristics are appropriate for the classification structure of every vocational stream.

- Training grades that support people to acquire the knowledge and skills required for initial entry to the vocational stream – for example, apprenticeships, traineeships and cadetships.
- Entry grades for the employment of fully-qualified recruits in the earliest stages of their careers. An example is professional development year (PDY) entry to the Health Professional structure.
- Promotional grades for the employment of persons who have reached fully proficient and expert levels of performance in their vocation, and who have previous experience in the industry.
- Grades embodying key organisational requirements such as coordination and direction of work, supervision and training of staff, etc.
- Managerial grades, responsible for strategic planning and leadership for the work unit.

Within a vocational stream, a classification structure should offer a sufficient number of levels to adequately incorporate all of these features. At levels above training and entry grades, it should also permit a variety of levels of performance of these functions.

The ACT Public Service is sufficiently large and diverse to justify a degree of caution being applied to proposals to reduce the number of classification levels in a stream. There are a number of conflicting tendencies:

- If work levels are too numerous and too close in the way they are described, it is relatively easy for classification creep to take place. Labour costs rise, with no guarantee that quality or productivity will increase in similar proportion.
- If work levels are too broad, expectations of the work to be performed between one work unit and another will be inconsistent. Employees' salaries will tend over time to cluster at the top of the salary range, leading to a degree of inequity in salaries relative to work requirements. The lowest work requirement will come to be associated with the highest salary.

We are required to develop proposals that would reduce the number of classifications in the ACTPS. There are three broad approaches that could be applied here with good effect:

- Reduce the number of vocational streams
- Reduce the number of classification levels within each vocational stream
- Remove redundant classifications

Some options for rationalisation of redundant classifications will be addressed in detail Element 4 of the Review.

Finally, we note the lack of a senior executive specialist role in the present-day ACTPS, and observe that it appears to contribute to difficulty in providing adequate recognition for non-executive work performed at the highest levels.

10.6 BROAD-BANDING CONSIDERATIONS

Consistent with the idea that employment arrangements across the ACTPS should in the future be more closely aligned, we consider that, if used, all broadbanding arrangements should comply with a common framework.

We consider that the minimum elements of that framework are as follows:

- An employee will be advanced on the basis that they have attained competencies beyond those required for their current role, and relevant to the performance of higher level work.
- Skill levels defined in the work level standards and relevant national training packages can be used as a benchmark as to what general standard ought to be applied in the ACTPS. However, the actual competencies specified in the broadbanding scheme must be directly relevant to the work of the employing agency, and derived from the job description for work at the higher work level.
- There is higher level work available to be done

- The complexity of the work undertaken may increase, as may the overall level of accountability, responsibility, independence of action, and judgment. Organisational roles such as training and supervision may be required at the higher level. An employee advanced in work level under a broadbanded arrangement will be expected to undertake duties of a kind usually associated with work at the higher classification level.
- Before an employee is advanced to the higher range in the broadband, they must be performing at a satisfactory level at their current level. For this reason, it would not be usual to advance an employee to a higher level in the broadband until they have been employed at the lower level for a length of time sufficient for this assessment to be made. It may not be possible to make such an assessment until an employee has completed two or three performance management cycles.
- An employee who is subject to underperformance action should not be considered for advancement (although once corrective action has been taken, the employee will again be eligible for advancement).

If there is a desire for broadbanded to be used in the ACTPS in future, then there is much to learn from the APS (refer Section 7.2 for further discussion).

11 RECOMMENDATIONS

Recommendation 1:

That the proposed Career Cluster/vocational stream alignment outlined at Section 9 be adopted as the basis for further work in the Review project.

Recommendation 2:

That the Review proceed to the previously specified workplan.

12 NEXT STEPS

This Report is the first of a series of five reports that will be developed over 2011. In line with the agreed workplan, this Report focuses on vocational stream and classification structures.

Considerations of detailed classification levels, wage equity and salary spine structure will be addressed in subsequent Elements of the Review.

Advisory Panel members met with the consultants for clarification and feedback on the report:

- Agencies: 11 July 2011.
- Unions, 12 July 2011;

The comments and feedback received have been consolidated into this document and will be tabled at the Advisory Panel meeting scheduled for 19 July 2011.

This Report will contribute to Elements 2 and 3 of the Review, scheduled for completion by 30 September 2011.

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14 ANNEXE A: ACRONYMS & SHORT FORMS

AAWI	Average Annualised Wage Increase
ACT	Australian Capital Territory
ACTEW	ACT Electricity & Water
ACTION	ACT Internal Omnibus Network
ACTPS	Australian Capital Territory Public Service
ACTTAB	ACT Totaliser Agency Board
AGL	Australian Gas Ltd
AMWU	Australian Manufacturing Workers Union
APESMA	Association of Professional Engineers, Scientists and Managers Australia
APS	Australian Public Service
APSC	Australian Public Service Commissioner
AQF	Australian Qualifications Framework
AQTF	Australian Qualifications Training Framework.
ASO	Administrative Services Officer
ASQA	Australian Skills Quality Authority
BEP	building, electrical and plumbing
BEP	Building, Electrical and Plumbing
CBC	Competency-Based Completion
CBCA	Competency Based Salary Advancement
CDPP	Commonwealth Director of Public Prosecutions
CEPU	Communications, Electrical & Plumbing Union
CFC	Cultural Facilities Corporation
CFMEU	Construction, Forestry, Mining & Energy Union
CIT	Canberra Institute of Technology
CMCD	Chief Minister's & Cabinet Directorate
CMD	Chief Minister's Department
CoAG	Council of Australian Governments
CPC	Commonwealth Parliamentary Counsel

CPSU	Community & Public Sector Union
CSD	Community Services Directorate
CSP	Community Safety Portfolio
CSS	Commonwealth Superannuation Scheme (now closed)
EL	Executive [Officer] Level
ESDD	Environment & Sustainable Development Directorate
EVP	Employee Value Proposition
FSO	Facilities Services Officer
FSO	Facilities Services Officer
FTE	Full Time [Employee] Equivalent
FWA	Fair Work Australia
FWA	Fair Work Australia
GAA	Graduate Administrative Assistant
GSO	General Services Officer
HCA	Health Care Assistant
HPO	Health Professional Officer
HRM	Human Resource Management
HSU	Health Services Union
HWA	Health Workforce Australia
ICT	Information & Communications Technology
IIBA	International Institute of Business Analysis
ILS	Integrated Leadership Framework
IPSAM	Integrated Public Sector Audit Management
ISC	Industry Skills Council.
ISC	Industry Skills Council
ITAB	Industry Training Advisory Board
ITIL	Information Technology Infrastructure Library
JACS	Justice & Community Safety (see JCSD)
JCSD	Justice & Community Safety Directorate (see JACS)
JES	Job Evaluation System

MoG	Machinery of Government
NPM	New Public Management
NRS	National Reporting System
NTF	National Training Framework
ODPP	Office of the Director of Public Prosecutions (ACT)
ORS	Office of Regulatory Services
PDY	Professional Development Year
PO	Professional Services Officer
PRINC2	Projects in Control [methodology] Version 2.0
RCC	Recognition of Current Competency.
RED	Respect Equity & Diversity
RPL	Recognition of Prior Learning.
RTO	Registered Training Organisation.
SEA	Special Employment Arrangement
SEP	Structural Efficiency Principle
SES	Senior Executive Service
SO	Senior Officer
SSCE	Senior Secondary Certificate of Education.
STA	State Training Authority.
TAMS	Territory & Municipal Services
TCH	The Canberra Hospital
TEQSA	Tertiary Education Quality and Standards Agency
TO	Technical Officer
TSS	Tasmanian State Service
VET	Vocational. Education and Training.
VPS	Victorian Public Service
VTE	Vocational and Technical Education
WCM	WorkCover Manager
WCO	WorkCover Officer
WLS	Work Level Standard(s)

15 ANNEXE B: GLOSSARY

Adaptability: the ability of a system, organisation or process to respond to emergent requirements and influences unanticipated when it was implemented.

Australian Qualifications Framework (AQF): a national system of qualification types covering curriculum-based higher education as well as competency-based learning.

Australian Qualifications Training Framework (AQTF): a system of national standards for VET-sector training bodies and registration bodies.

Employee Value Proposition (EVP): the relationship between the cost to the employee—the work to be performed—and the quality experienced—the total balance of reward and benefit received as defined by the employee. (Smith 2010a).

Flexibility: the ability of a system, organisation or process to respond to a range of different possible requirements and influences at any given time.

Human Resource Management (HRM): The *Shorter Oxford* (1993) defines Human Resources as: “people (esp. personnel or workers) as a significant asset of a business etc”. This conceptualisation of employees, staff and other providers of skills and knowledge as “human capital” parallels the concepts of other inputs such as financial capital and physical assets. Contrasting this, much recent literature of HRM strongly rejects this interpretation, focusing instead on the unique aspects of people that separate them from such an abstracted view of inputs. Pfeffer (1994) puts the person first, bringing best practices to HRM in order to derive organisational benefit as a second order outcome. Another approach to putting the person first is the Resource view, which looks at the strengths of the individual and manages their role around that unique mix (Prahalad & Hamel 1990). A further approach focuses on a close fit between human resources and organisational strategy: Porter’s (1985) model provides an example, suggesting that human resource needs evolve to meet the contingencies of organisational evolution in a dynamic driven by his “five forces”.

Industry Skills Council (ISC): tasked with responsibility for determining the content of Training Packages.

Information Technology Infrastructure Library (ITIL): an IT management framework that provides frameworks and procedures for IT development and IT services management and operation

Integrated Public Sector Audit Management (IPSAM): a methodology for internal audit developed jointly by the Victorian and Queensland governments.

Mobility: the ability of a person to move across a range of environments.

National Reporting System (NRS): A system designed by literacy trainers to assess literacy, numeracy and language skills.

National Training Framework (NTF): made up of the AQTF and Training Packages.

New Public Management (NPM): Based on conceptualisation of public sector stakeholders as customers, suppliers and shareholders, this approach to public sector management was developed and promoted from the 1980s into the early years of the twenty-first century (Hood 1991). It suggested that reliance on appropriations and shielding from market forces compromised both efficiency and quality; public sector staff were seen to be protected by professional and trade membership: the inevitable outcomes were posited to be higher tax bills and a disgruntled electorate (Boston et al 1996; Dawson & Dargie 1999). Effects of this approach include: a move towards smaller agencies with more focused outcomes; greater focus on efficiency; exposure to market forces; competition between agencies. The key tool in public sector management become the contract, replacing the hierarchy that had dominated for so long (Dawson & Dargie 1999). More “business-like” (Dawson & Dargie 1999, p. 461) patterns came to dominate what was now referred to as *human resource management* (HRM), including performance management contracts, external recruitment and performance-based pay. More generally, an array of approaches emerged independently across many countries, all based on the same values but differing in implementation details (Dunleavy & Hood 1994), particularly the degree of prescription and the degree of distinction between public and private sector HRM, organisational and business methods.

PRINCE2: Version 2 of a project management methodology for management of ICT projects, developed by the UK government and in the public domain.

Public Good: a product that is not affected by consumption and which is available to all.

Public Value (PV): *Public Goods*, services, outcomes and trust (Kelly et al 2002) produced by government action through relationships between citizens and public servants.

Recognition of Current Competency (RCC): acknowledging that skills may decline over time, RCC determines the current status of an individual’s competency.

Recognition of Prior Learning (RPL): Assessment of competency gained in previous learning situations

Registered Training Organisation (RTO): provider of education and assessment services in the VET sector.

Senior Secondary Certificate of Education (SSCE): a nationally agreed final year certification of school-based education. Local titles may be used in each state or territory, and the content is set by the relevant state or territory body.

Skills Australia: a committee providing expert advice on the federal Minister for Education on workforce issues

State Training Authority (STA): state body with authority to register RTOs.

Training Package: a set of learning and assessment materials registered for delivery in the VET sector.

Vocational and Technical Education (VTE): see Vocational Education and Training.

Vocational Education and Training (VET): also referred to as Vocational and Technical Education (VTE), this sector provides learning pathways that provide competencies required for technical, trade, and other job-related area..

16 ANNEXE C: CONTACT LISTING

The following persons have provided input to the Review.

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17 ANNEXE D: SCOPE OF REVIEW - LIST OF CLASSIFICATIONS

Classification	Levels in enterprise agreements (2010-2011 version)	No. of distinct grades	No. of grades in use at 31/3/2011 NAD: No Accurate Data
Administrative Services Officer	1, 2, 3, 4, 5, 6	6	6
Senior Officer	C, B, A	3	3
Information Technology Officer	1, 2	2	2
Senior Information Technology Officer	C, B, A	3	3
Information Technology Officer Trainee		1	1
Public Affairs Officer	1, 2, 3	3	3
Senior Public Affairs Officer	1, 2	2	2
Public Relations Adviser	1, 2	2	Local title
Public Relations Manager	1, 2	2	Local title
Research Officer	1, 2	2	NAD
Senior Research Officer	1, 2	2	NAD
Principal Research Officer		1	NAD
Tourism & Events Officer	1, 2, 3, 4, 5, 6	6	1
CTEC Manager	C, B, A	3	NIL
WorkCover Officer	1, 2, 3, 4, 5, 6	6	3
WorkCover Manager	C, B, A	3	1
Trust Officer	1, 2	2	2
Graduate Administrative Assistant		1	1
Cadet	Practical training Full-time study	1	1
Schools Assistant	2, 2/3, 3	3	3
Disability Support Officer	1, 2, 3	3	3
Family Services Worker	1	1	NIL
Legal	1, 2	2	2
Para Legal	1, 2, 3	3	3
Prosecutor	1L, 1U, 2, 3, SEA	5	5
Custodial Officer	1, 2, 3, 4	4	NIL
Correctional Officer	1, 2, 3, 4	4	4
Veterinary Officer	1, 2, 3, 4, 5	5	1

Classification	Levels in enterprise agreements (2010-2011 version)	No. of distinct grades	No. of grades in use at 31/3/2011 NAD: No Accurate Data
Professional Officer	1, 2	2	2
Professional Officer CFC	1, 2	2	2
Senior Professional Officer	C, B, A	3	3
Cadet Professional Officer	Practical training Full-time study	1	NIL
Dentist	1/2, 3, 4	3	3
Dental Receptionist		1	1
Dental Assistant	Unqualified Qualified Principal	3	3
Health Professional	1, 2, 3, 4, 5, 6	6	6
Health Care Assistant	1, 2, 3, 4, 5	5	1
Radiation Therapist	1, 2, 3, 4, 5, 6	6	6
Medical Physics Registrar		5	4
Medical Physics Specialist			
Senior Medical Physics Specialist			
Principal Medical Physics Specialist			
Chief Medical Physics			
Canberra Theatre Staff	1, 2, 3, 4, 5, 6, 7	7	7
General Service Officer	2, 3, 4, 5, 6, 7, 8, 9, 10	9	9
Health Service Officer	2, 3, 4, 5, 6, 7, 8, 9, 10	9	9
Apprentices		1	1
Ranger	1, 2, 3	3	3
Sportsground Ranger	1	1	NAD
Park Ranger	1, 2	2	NAD
Senior Park Ranger	3	1	NAD
Facilities Service Officer	3, 4, 5, 6, 7, 8	6	6
Facilities Technical Officer	1, 2, 3	3	1
Building Service Officer		1	1
Sterilising Services	3/4	1	1
Health Service Officer			
Sterilising Services	1, 2	2	2
Technical Officer			
Central Linen Service	1, 2, 3, 4, 5, 6, 7	6	6
Central Linen Service	8, 9, 10	3	2
Stores Supervisor		1	1
Senior Stores Supervisor	1, 2, 3	3	1

Classification	Levels in enterprise agreements (2010-2011 version)	No. of distinct grades	No. of grades in use at 31/3/2011 NAD: No Accurate Data
Technical Officer Senior Officer (Technical) Trainee Technical Officer	1, 2, 3, 4 C, B	4 2 1	4 2 1
Calvary Hospital Technical Services Officer		1	1
Clinical Coders Clinical Coders Trainee		1 1	1 1
Trainees	A, B, C	3	1
TOTAL	---	190	---

18 ANNEXE E: ENTERPRISE AGREEMENTS – CLAUSE D7

Clause D7 of each current (that is, 2010-2011) ACTPS enterprise agreement provides as follows:

“ D7 ACTPS Classification Review and Single Salary Spine

- D7.1 The Chief Minister’s Department, in consultation with the Agency, will jointly undertake a review of the classification structure in the ACTPS with nominated union representatives.*
- D7.2 The purpose of the review, in order of priority, is to:*
- (a) recommend the most effective way of creating a new vocational stream structure, particularly in relation to identified classifications/categories of workers within a building trades stream, metal trades stream, technical professional stream, legal professional stream and a health professional stream;*
 - (b) recommend the appropriate market based salary levels for each proposed vocational stream;*
 - (c) consider the most effective way of moving to a single salary spine for the ACTPS;*
 - (d) simplify and reduce current classifications wherever possible across the ACTPS by taking into account conditions of employment and other relevant comparators, including market rates and comparators that are considered pertinent to the skills, competencies and general responsibilities required of positions; and*
 - (e) recommend an implementation process and related transitional arrangements.*
- D7.3 Any consultancy engaged to conduct the review will be agreed to between Chief Minister’s Department and the unions and all draft reports will be provided to Chief Minister’s Department and the unions.*
- D7.4 No employee will be disadvantaged by the outcomes of the review.*
- D7.5 The review will commence as soon as a project plan is agreed. The plan will include a staging of the review elements which recognises the particular emphasis being given to trades; technical professional; health professional and legal professional fields.*
- D7.6 The vocational stream review and the single salary spine review will be completed by 30 June 2011 and the ACTPS classification review by 31 December 2011.*
- D7.7 The outcomes of the three reviews will be implemented within the Agency only with joint agreement between the nominated union representatives and the Chief Minister’s Department.*
- D7.8 If agreement is reached on the implementation process and related transitional arrangements there is nothing to prevent the implementation of some elements of the review’s recommendations during the life of this and/or the next enterprise agreement.*
- D7.9 In the event that agreement is not reached as per subclause D7.8 then the Agency or any union(s) covered by this Agreement may refer the matter to FWA in accordance with clause H2.”*

19 ANNEXE F: BRIEFING FOR AGENCIES

ACTPS CLASSIFICATION REVIEW PROJECT DISCUSSION PAPER

Background to the Review

The review stems in part from the agreement reached during the last round of ACTPS enterprise bargaining (2010), when it was agreed that a review examining vocational streams, classifications, work value, and market rates would be conducted, including the development of a single salary spine.

But as well, CMD desires to build a more effective classification management system suited to a modern public service.

Independent consultants have been engaged to carry forward major aspects of the project. **Tim O'Shea** and **Ann Smith** of Black Circle Pty Ltd started full-time work on the project on 27 April 2011.

Consistent with the agreement with the unions, the work of the project will initially focus on trades, technical/professional, and health professional and legal professional fields. However the full scope of the project extends to cover other key employment groups, including Administrative Services Officers, Information Technology Officers, Correctional Officers, Public Affairs Officers, and Disability Services Officers.

The employment categories excluded from the scope of the project are: medical officers, nurses, fire fighters, ambulance officers, bus drivers, transport officers and teachers.

Attachment A sets out the aims of the review, and CMD's requirements for the work that the consultants will undertake for Element 1 – "Recommend the most effective way of creating a new vocational stream structure".

The consultants are required to make their recommendations on "the optimal system of vocational streams and classification structures for the ACTPS" by 30 June 2011. The purpose of consulting with agencies during June, therefore, is to obtain their input and views on this element of the review.

Further consultations over Elements 2, 3, 4 and 5 will take place between July and November 2011.

Historical Perspective

Many of the classification structures used in the ACTPS today arose from the *Australian Public Service Structural Efficiency Principle Case* in 1989-1990 (*APS SEP Case*): Administrative Service Officers; General Service Officers; Information Technology Officers; Legal; Professional Officers; Public Affairs Officers; Rangers; Technical Officers; and Veterinary Officers.

The *APS SEP Case* outcome included a partial “single salary spine”, with broad work value equivalence for salary-aligned grades above ASO5 in the ASO, GSO, ITO, PO and TO streams.

Other classification structures were specifically developed for ACT public service grades: Custodial Officers; and Disability Service Officers. The APS Dentist and Dental Assistant grades were substantially changed for use in the ACT public service.

Following the introduction of enterprise-based collective and individual agreement making in the 1990s, additional classifications have proliferated in the ACT public sector. The new classifications include:

- Health Care Assistants
- Health Service Officers
- Facilities Services Officers
- Health Professionals
- Medical Physicists
- Radiation Therapists
- Clinical Coders
- Canberra Linen Service
- Prosecutors
- Paralegals
- Trust Officers
- Correctional Officers
- Information Technology Officer Trainee

A number of agencies have introduced various other schemes that modify the classification structures, or salary advancement, or both, including:

- Occupation-specific schemes for recruitment, training and appointment – e.g. Food Service Officers

- Broadbanding arrangements for ASO, TO and GSO grades, with competency- or performance-based salary advancement

The motivations for creating new classifications have been various.

- To recognise changes in the qualifications required to perform particular duties
- To stimulate upskilling of the workforce and to provide staff with better career opportunities
- To improve business performance and efficiency
- To improve recruitment performance, in professions where persistent shortages have been experienced, and to retain skilled staff in ACTPS employment.

In several cases, more than one driver has been in operation.

Current Environment

There are several factors in the current environment that should be taken into account in a review of classification arrangements in the ACTPS:

- The changing needs and expectations of ACT citizens as consumers of public sector services
- Increasing secondary school retention rates and higher education participation rates, and the particularly favourable situation of the ACT
- The ACT's high labour force participation rate and low unemployment level
- The gradual divergence of APS and ACTPS salary scales
- The ACT Government's *Canberra Plan*
- The *Hawke Report*
- Structural changes in the economy that impact on patterns and types of employment
- Intense competition between employers for skilled workers
- The emergence of new types of services and new types of work, requiring restructuring of the workforce
- Changing expectations of new entrants to the labour market
- The consensus that has developed between all levels of government on the need to improve workforce mobility, participation and productivity
- The maturity and wide scope of the vocational training and education (VTE) sector
- Demographic trends in the population and the labour force

Questions for Agencies

What are the most pressing *external/environmental influences* your agency is facing in relation to developing and maintaining a skilled workforce?

What are the most significant *internal issues* your agency is facing in relation to developing and maintaining a skilled workforce?

Taking a long term perspective, do you have a view on what changes to classification arrangements could be made to resolve these issues?

What are the major skills that your organisation most needs for the future?

What are the major skills that your organisation is most lacking at present?

What are the major external sources of labour supply for the skills you most need?

What are the major internal sources of labour supply for these skills?

Are you recruiting trainees (e.g. new graduates, apprentices), or is your preference to recruit experienced staff?

Are there vocations which are *increasing* in importance for your organisation?

Are there vocations that are *declining* in importance?

Do you see training and career development pathways that could be used to improve the supply of skilled employees?

Are you engaged with the VTE and university sectors over the nature and extent of training and education they provide, to influence future labour supply?

If you have been involved in creating a new classification structure, broadbanded classification scheme, or other special working arrangement, have you been satisfied with the result? What would you do “better” next time?

From your perspective, what would a new vocational stream structure look like and how would it operate?

ATTACHMENT A

Aims of the Review

- a) Achieve greater consistency across the ACT Public Service (ACTPS) in classifying positions and to improve wage equity between positions having equivalent work level standards and work value requirements.
- b) Facilitate recruitment to the ACTPS by making the competencies, qualifications and remuneration levels for ACTPS vacancies more accessible, and intelligible, to potential applicants.
- c) Improve mobility within the ACTPS by removing structural barriers;
- d) Accommodate the changing needs of a modern public sector workforce, including the consideration of the most effective way of moving to a single salary spine.
- e) Rationalise and simplify the classification structure for the ACTPS, which currently includes 236 classifications, in order to improve administrative efficiency.

Element 1 –Recommend the most effective way of creating a new vocational stream structure

Requirements

The consultant, assisted by CMD resources, will:

- a) collect and consider comparative classification data from public and private sectors in use in and outside of the ACT;
- b) liaise with and obtain the views of stakeholders;
- c) examine and analyse vocational stream structure applications in other jurisdictions; and
- d) report on the vocational stream structures recommending what would best suit the ACT public service.

Work Plan

Focus on trades, technical professional, health professional and legal professional fields.

- a) Identify gaps in, and veracity of, data collated in comparative document.
- b) Identify any additional sources of available data.
- c) Meet with large scale private sector organisations.
- d) Liaise with, and obtain the views of, stakeholders (CMD, unions and agencies) to determine preferences.
- e) Examine, analyse and provide a draft report on vocational stream structures.
- f) The draft report should include:
 - i an analysis of existing classifications in other jurisdictions;
 - ii recommendations for the optimal system of vocational streams and classification structures for the ACTPS; and
 - iii an analysis of any implications for the ACTPS –bearing in mind the requirements of a single salary spine and simplified classification structure.
- j) Conduct focus groups of employees as required.

Element 1 is due for completion by 30 June 2011.

ATTACHMENT B

ACTPS Classification Review Project

Contact List

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20 ANNEXE G: QUALIFICATIONS RELEVANT TO SUPPORT SERVICES CAREER CLUSTER

BSB10107 Certificate I in Business

BSB20107 Certificate II in Business

BSB20207 Certificate II in Customer Contact

BSB30110 Certificate III in Business

BSB30207 Certificate III in Customer Contact

BSB30307 Certificate III in Micro Business Operations

BSB30407 Certificate III in Business Administration

BSB30507 Certificate III in Business Administration (International Education)

BSB30607 Certificate III in International Trade

BSB30707 Certificate III in Occupational Health and Safety

BSB30807 Certificate III in Recordkeeping

BSB30907 Certificate III in Business Administration (Education)

BSB31007 Certificate III in Business Administration (Legal)

BSB31107 Certificate III in Business Administration (Medical)

BSB40107 Certificate IV in Advertising

BSB40110 Certificate IV in Legal Services

BSB40207 Certificate IV in Business

BSB40307 Certificate IV in Customer Contact

BSB40407 Certificate IV in Small Business Management

BSB40507 Certificate IV in Business Administration

BSB40610 Certificate IV in Business Sales

BSB40707 Certificate IV in Franchising

BSB40807 Certificate IV in Frontline Management

BSB40907 Certificate IV in Governance

BSB41007 Certificate IV in Human Resources

BSB41307 Certificate IV in Marketing

BSB41407 Certificate IV in Occupational Health and Safety

BSB41507 Certificate IV in Project Management

BSB41607 Certificate IV in Purchasing
BSB41707 Certificate IV in Recordkeeping
BSB41807 Certificate IV in Unionism and Industrial Relations
BSB41910 Certificate IV in Business (Governance)
BSB50107 Diploma of Advertising
BSB50110 Diploma of Legal Services
BSB50207 Diploma of Business
BSB50307 Diploma of Customer Contact
BSB50407 Diploma of Business Administration
BSB50507 Diploma of Franchising
BSB50607 Diploma of Human Resources Management
BSB50710 Diploma of Business (Governance)
BSB50807 Diploma of International Business
BSB51107 Diploma of Management
BSB51207 Diploma of Marketing
BSB51307 Diploma of Occupational Health and Safety
BSB51407 Diploma of Project Management
BSB51507 Diploma of Purchasing
BSB51607 Diploma of Quality Auditing
BSB51707 Diploma of Recordkeeping
BSB51807 Diploma of Unionism and Industrial Relations
BSB60110 Advanced Diploma of Advertising
BSB60207 Advanced Diploma of Business
BSB60307 Advanced Diploma of Customer Contact
BSB60407 Advanced Diploma of Management
BSB60507 Advanced Diploma of Marketing
BSB60607 Advanced Diploma of Occupational Health and Safety
BSB60707 Advanced Diploma of Project Management
BSB60807 Advanced Diploma of Recordkeeping
BSB60907 Advanced Diploma of Management (Human Resources)

CUL20104 Certificate II in Library/Information Services

CUL20204 Certificate II in Museum Practice

CUL30104 Certificate III in Library/Information Services

CUL30204 Certificate III in Museum Practice

CUL40104 Certificate IV Library/Information Services

CUL40204 Certificate IV in Museum Practice

CUL50104 Diploma of Library/Information Services

CUL50204 Diploma of Museum Practice

CUL60104 Advanced Diploma of Library/Information Services

CUL60204 Advanced Diploma of Museum Practice

ICA10105 Certificate I in Information Technology

ICA20105 Certificate II in Information Technology

ICA30105 Certificate III in Information Technology

ICA40105 Certificate IV in Information Technology (General)

ICA40205 Certificate IV in Information Technology (Support)

ICA40305 Certificate IV in Information Technology (Websites)

ICA40405 Certificate IV in Information Technology (Networking)

ICA40505 Certificate IV in Information Technology (Programming)

ICA40605 Certificate IV in Information Technology (Testing)

ICA40705 Certificate IV in Information Technology (Systems Analysis and Design)

ICA40805 Certificate IV in Information Technology (Multimedia)

ICA50105 Diploma of Information Technology (General)

ICA50205 Diploma of Information Technology (Project Management)

ICA50305 Diploma of Information Technology (Systems Administration)

ICA50405 Diploma of Information Technology (Networking)

ICA50505 Diploma of Information Technology (Database Design and
Development)

ICA50605 Diploma of Information Technology (Website Development)

ICA50705 Diploma of Information Technology (Software Development)

ICA50805 Diploma of Information Technology (Systems Analysis and Design)

ICA50905 Diploma of Information Technology (Multimedia)

ICA60105 Advanced Diploma of Information Technology

ICA60208 Advanced Diploma of Information Technology (Network Security)

ICA60308 Advanced Diploma of Information Technology (E-security)

LGA10104 Certificate I in Local Government

LGA20104 Certificate II in Local Government

LGA30104 Certificate III in Local Government

LGA30208 Certificate III in Local Government (Health and Environment)

LGA30404 Certificate III in Local Government (Regulatory Services)

LGA40104 Certificate IV in Local Government

LGA40204 Certificate IV in Local Government Administration

LGA40308 Certificate IV in Local Government (Health and Environment)

LGA40504 Certificate IV in Local Government (Regulatory Services)

LGA40604 Certificate IV in Local Government (Land Management)

LGA40708 Certificate IV in Local Government (Planning)

LGA50104 Diploma of Local Government Administration

LGA50208 Diploma of Local Government (Health and Environment)

LGA50304 Diploma of Local Government (Land Management)

LGA50508 Diploma of Local Government (Planning)

LGA50604 Diploma of Local Government (Regulatory Services)

LGA70108 Vocational Graduate Certificate in Local Government Management

PSP20104 Certificate II in Government

PSP30104 Certificate III in Government

PSP30204 Certificate III in Government (Border Protection)

PSP30304 Certificate III in Government (Court Compliance)

PSP30404 Certificate III in Government (Land Administration)

PSP30504 Certificate III in Government (Security)

PSP30604 Certificate III in Government (School Support Services)
PSP30704 Certificate III in School Support Services
PSP40104 Certificate IV in Government
PSP40204 Certificate IV in Government (Border Protection)
PSP40304 Certificate IV in Government (Court Compliance)
PSP40404 Certificate IV in Government (Court Services)
PSP40504 Certificate IV in Government (Financial Services)
PSP40604 Certificate IV in Government (Fraud Control)
PSP40704 Certificate IV in Government (Service Delivery)
PSP40804 Certificate IV in Government (Injury Claims Administration)
PSP40904 Certificate IV in Government (Injury Rehabilitation Management)
PSP41004 Certificate IV in Government (Land Administration)
PSP41104 Certificate IV in Government (Occupational Health & Safety)
PSP41204 Certificate IV in Government (Project Management)
PSP41404 Certificate IV in Government (Statutory Compliance)
PSP41504 Certificate IV in Government (Investigation)
PSP41604 Certificate IV in Government (Security)
PSP41704 Certificate IV in Government (Personnel Security)
PSP41804 Certificate IV in Government (Road Transport Compliance)
PSP41904 Certificate IV in Government (School Support Services)
PSP42010 Certificate IV in School Support Services
PSP42108 Certificate IV in Government (Revenue Administration)
PSP42210 Certificate IV in Government (Workplace Relations)
PSP42310 Certificate IV in Government (Trade Measurement)
PSP42410 Certificate IV in Government (Procurement and Contracting)
PSP50104 Diploma of Government
PSP50204 Diploma of Government (Community Capacity)
PSP50304 Diploma of Government (Court Services)
PSP50504 Diploma of Government (Financial Services)
PSP50604 Diploma of Government (Fraud Control)

- PSP50804 Diploma of Government (Human Resources)
- PSP50904 Diploma of Government (Injury Management)
- PSP51004 Diploma of Government (Land Administration)
- PSP51104 Diploma of Government (Management)
- PSP51204 Diploma of Government (Occupational Health & Safety)
- PSP51304 Diploma of Government (Project Management)
- PSP51404 Diploma of Government (Policy Development)
- PSP51704 Diploma of Government (Investigation)
- PSP51804 Diploma of Government (Security)
- PSP51904 Diploma of Government (Workplace Inspection)
- PSP52008 Diploma of Government (Rail Safety Regulation)
- PSP52110 Diploma of Government (Workplace Relations)
- PSP52210 Diploma of Government (Trade Measurement)
- PSP52310 Diploma of Translating
- PSP52410 Diploma of Interpreting
- PSP52510 Diploma of Government (Procurement and Contracting)
- PSP60104 Advanced Diploma of Government
- PSP60304 Advanced Diploma of Government (Financial Management)
- PSP60404 Advanced Diploma of Government (Human Resources)
- PSP60504 Advanced Diploma of Government (Management)
- PSP60604 Advanced Diploma of Government (Occupational Health & Safety)
- PSP60904 Advanced Diploma of Government (Workplace Inspection)
- PSP61010 Advanced Diploma of Translating
- PSP61110 Advanced Diploma of Interpreting
- PSP61210 Advanced Diploma of Government (Procurement and Contracting)
- PSP70110 Vocational Graduate Certificate in Government (Strategic Procurement)
- PSP70210 Vocational Graduate Certificate in Radiation Safety

- SIT30407 Certificate III in Tourism (Visitor Information Services)
- SIT30607 Certificate III in Events
- SIT40207 Certificate IV in Tourism
- SIT50107 Diploma of Tourism
- SIT50207 Diploma of Events
- SIT60107 Advanced Diploma of Tourism
- SIT60207 Advanced Diploma of Events

- TAA50104 Diploma of Training and Assessment
- TAE40110 Certificate IV in Training and Assessment
- TAE50310 Diploma of International Education Services
- TAE70110 Vocational Graduate Certificate in Adult Language, Literacy and Numeracy Practice
- TAE70210 Vocational Graduate Certificate in Management (Learning)
- TAE70310 Vocational Graduate Certificate in International Education Services
- TAE80110 Vocational Graduate Diploma of Adult Language, Literacy and Numeracy Leadership
- TAE80210 Vocational Graduate Diploma of Management (Learning)

21 ANNEXE H: CAREER CLUSTERS – SUMMARY TABLE

Infrastructure Services	People Services
<p>Work in this Clusters undertakes planning and execution of activities to manage, maintain and enhance the natural and urban environments to the benefit of the ACT community, and provide specialised support for the operation of public infrastructure, institutions and services. Vocations relate to the management of the <u>physical assets</u> of the ACT community. These include land, real estate, buildings, vehicles, plant & equipment related to asset management. Examples of vocations include:</p>	<p>Work in this Cluster provides diagnostic and therapeutic services and social interventions in health care and/or institutional and/or community settings. The cluster includes regulated and non-regulated health professions. Vocations relate primarily to the delivery of services to benefit the <u>people</u> of the ACT community: residents, rate-payers and property-owners. Examples of vocations include:</p>
<ul style="list-style-type: none"> • Engineers, Town Planners and Surveyors, Construction Project Managers • Water Quality testing staff • Veterinary workers, • Engineering Technical Officers, Drafting Officers, • Most GSOs, including those from the building trades stream, metal trades stream and related supervisors, trades assistants and technicians • Motor drivers, • Stores employees, • Rangers, • Linen Service Attendants 	<ul style="list-style-type: none"> • Dentists and other dental practitioners, • Physiotherapists and other therapy professionals, • Psychologists, • Social Workers, • Diagnostic Radiographers, • Radiation Therapists, • Nuclear Medicine Technologists, • Medical Laboratory Scientists, • Diagnostic Pathology Scientists, • Technical Officers in health-related fields, • Disability Services Officers, • Therapy Aides, • Health Care Assistants, • Cooks and food services employees • Patient Service Officers (HSOs) • Correctional Officers • Youth Workers, Counsellors, Welfare Officers, Parole Officers (presently in the ASO structure • Indigenous Education Officers, • School Assistants • Special Needs Transport Assistant • Community Services Managers • Health Services Managers • Correctional Services Managers
Support Services	Legal Services
<p>Workers in this cluster assemble, manage, transform and distribute data and information within the ACTPS and between the ACTPS and stakeholders (such as ratepayers and MLAs), and supervise and manage these functions. Vocations relate primarily to the creation, management, transformation, storage and transmission of <u>information</u>. A key and growing element of any modern economy, it includes information transmission in and out of the organisation as well as within it . Examples of vocations include:</p>	<p>Professionals and paralegals in this career cluster provide the full range of legal services required by the Territory.</p>
<ul style="list-style-type: none"> • Some ASOs and Senior Officers (eg: staff performing work in areas such as Canberra Connect, finance, human resources, records management, policy), • Librarians, Library Officers/Technicians/Assistants • Research Officers and Senior Research Officers, • Accountants, • Economists, • Statisticians, • Information Technology Officers, • Business Analysts, • Project Managers, • Auditors, • Workcover Officers/Managers. • Dental Receptionists. 	<ul style="list-style-type: none"> • Legal officers, • Prosecutors • Paralegal workers

22 ANNEXE I: ACTPS WORKFORCE PROFILE – TOTAL

The gender balance of the workforce of 20,349 is as follows
(ACT Public Service Workforce Profile 2009-2010 2010, p.61):

Classification Group	Female	Male	Total
Administrative Officers	77%	23%	25.70%
Ambulance Officers	35%	65%	0.70%
Bus Operators	9%	91%	3.10%
Correctional Officers	23%	77%	0.80%
Dental	71%	29%	0.10%
Disability Officers	55%	45%	1.40%
Chief Executives/Executives	39%	61%	0.90%
Fire Brigade Officers	2%	98%	1.60%
General Service Officers & Equivalent	24%	76%	5.40%
Health Assistants	100%	0%	0.20%
Health Professional Officers	82%	18%	6.20%
Information Technology Officers	14%	86%	0.70%
Legal Officers	58%	42%	0.40%
Legal Support	83%	17%	0.10%
Linen Production & Maintenance	59%	41%	0.40%
Medical Officers	44%	56%	3.40%
Nursing Staff	91%	9%	14.40%
Professional Officers	62%	38%	0.80%
Prosecutors	60%	40%	0.10%
Rangers	27%	73%	0.20%
School Leaders	72%	28%	3.30%
Senior Officers	52%	48%	9.20%
Statutory Office Holders	39%	61%	0.10%
Teachers	78%	22%	16.00%
Technical Officers	50%	50%	1.90%
Trainees & Apprentices	29%	71%	0.30%
VET Teacher Managers	62%	38%	0.30%
VET Teachers	56%	44%	3.50%
<i>Total</i>	<i>66%</i>	<i>34%</i>	<i>100.00%</i>

23 ANNEXE J: ACTPS WORKFORCE PROFILE – IN SCOPE

The gender balance of the workforce in scope for this Review shown in the following table is calculated from the *ACT Public Service Workforce Profile 2009-2010* (2010, p.61). The classification groups are sorted in order of number of staff:

Classification Group	% of staff (Female)	% of staff (Male)	% of staff (Total)	No. of staff (Female)	No. of staff (Male)	No. of staff (Total)
Administrative Officers	77%	23%	47.7%	4,027	1,203	5,230
Senior Officers	52%	48%	17.1%	973	899	1,872
Health Professional Officers	82%	18%	11.5%	1,035	227	1,262
General Service Officers & Equivalent	24%	76%	10.0%	264	835	1,099
Technical Officers	50%	50%	3.5%	193	193	387
Disability Officers	55%	45%	2.6%	157	128	285
Professional Officers	62%	38%	1.5%	101	62	163
Correctional Officers	23%	77%	1.5%	37	125	163
Information Technology Officers	14%	86%	1.3%	20	123	142
Linen Production & Maintenance	59%	41%	0.7%	48	33	81
Legal Officers	58%	42%	0.7%	47	34	81
Trainees & Apprentices	29%	71%	0.6%	18	43	61
Health Assistants	100%	0%	0.4%	41	0	41
Rangers	27%	73%	0.4%	11	30	41
Legal Support	83%	17%	0.2%	17	3	20
Dental	71%	29%	0.2%	14	6	20
Prosecutors	60%	40%	0.2%	12	8	20
Total	64%	36%	100.0%	7,015	3,953	10,968