The State of the Public Sector in Victoria 2009–10

State Government Victoria

statservicesauthority

The State of the
Public Sector
in Victoria
2009–10

About the State Services Authority

The Victorian Government has vested the State Services Authority with functions designed to foster the development of an efficient, integrated and responsive public sector which is highly ethical, accountable and professional in the ways it delivers services to the Victorian community.

The key functions of the Authority are to:

• identify opportunities to improve the delivery and integration of government services and report on service delivery outcomes and standards;

• promote high standards of integrity and conduct in the public sector;

• strengthen the professionalism and adaptability of the public sector; and

• promote high standards of governance, accountability and performance for public entities.

The Authority seeks to achieve its charter by working closely and collaboratively with public sector departments and agencies.

The Honourable Ted Baillieu, MP
Premier of Victoria

Dear Premier

Section 74 of the *Public Administration Act 2004* requires the State Services Authority
to report to you annually on:

- its operations during the year;
- the adherence by public officials to public sector values during the year and their
  compliance with any applicable code of conduct;
- the application during the year of the public sector values, public sector employment
  principles, codes of conduct and standards;
- the profile of the public service and the public sector; and
- any other matter which the Authority considers it appropriate to include in its report.

For the 2009–10 year this responsibility is again being met through two separate reports.
The first is the Authority's Annual Report which describes its operations during the year and
was tabled in Parliament in September 2010. The second is this report, The State of the
Public Sector in Victoria 2009–10, which meets the balance of the reporting obligations.

It is first and foremost a report to you and your government. It will also be of value to those
with an interest in the public sector, including those who work in the sector, and interested
observers from the community at large.

Section 74(4) of the *Public Administration Act 2004* requires that you lay a copy of this
report before each House of Parliament within seven sitting days after receiving it.

Yours sincerely

Bruce C Hartnett
Chair
State Services Authority

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Executive summary

Section 74 of the *Public Administration Act 2004* requires the State Services Authority to report annually on:

- the profile of the public service and the public sector;
- the adherence by public officials to public sector values during the year and their compliance with any applicable code of conduct;
- the application during the year of the public sector values, public sector employment principles, codes of conduct and standards; and
- any other matter which the Authority considers it appropriate to include in its report.

In fulfilment of this responsibility, the SSA produces a report to the Victorian Parliament each year. *The State of the Public Sector in Victoria* reports on the employees of the Victorian public sector and their actions to support the Victorian Government and serve the Victorian people.

This year's report reviews the roles, structure, activities and workforce composition of the Victorian public sector during 2009–10, and how this has changed in response to challenges facing the State. In particular the report identifies an increased demand for services and ongoing work in bushfire recovery and prevention as challenges in 2009–10.

To give greater context to the operations of the public sector today, the *State of the Public Sector in Victoria 2009–10* report also reflects back over 50 years of public administration in Victoria, identifying both the enduring features and significant changes to public sector operations and workforce since the 1960s.

Chapter 1
Overview of the Victorian public sector

In 2009–10, the Victorian public sector continued to provide a diverse range of services including health, education, law enforcement overseeing public assets, budget management and providing support to Executive Government. These services were provided in the context of a number of challenges, including the ongoing impact of the global financial crisis, increased demand brought about by population growth, demographic change and increased demand in the water and land management sectors.

1.1 Functions performed by the public sector

The Victorian public sector provides public services, administers programs and contracts for service delivery via the not-for-profit and private sectors, builds and maintains physical and social infrastructure, manages resources, administers State finances, provides economic stewardship, and supports Ministers in developing and implementing policies and legislation. Table 1.1 illustrates the major functions of the Victorian public sector.

Table 1.1: Major functions of the Victorian public sector

Function	Action (examples)
Service delivery	Funding, providing system management and operating public health care, aged care and hospital services
	Operating schools and TAFE institutions and delivering education services
	Providing police and emergency services
	Managing the public transport system
	Undertaking fire prevention and suppression
	Funding and hosting arts and cultural events
	Constructing and maintaining major roads
	Managing water storage and sewerage disposal
	Funding a wide range of community organisations to deliver services on behalf of government

Function	Action (examples)
	Overseeing community services for children, families, older Victorians and people with disabilities
	Developing town planning frameworks
	Funding and managing major infrastructure projects
	Promoting tourism and major events such as the Grand Prix, the motorcycle Grand Prix and the Castlemaine State Festival
	Promoting cultural events such as the Melbourne Writer's Festival, the Melbourne International Comedy Festival and the Melbourne International Arts Festival
	Supporting industry development
	Providing or funding technical and scientific support for the agricultural and health industries
	Promoting innovation in key industries such as biotechnology and Information and Communication Technologies
Stewardship	Managing and protecting national parks, marine parks, alpine resorts, state forests, coastal foreshores, water catchments, irrigation services, cemeteries, crematoriums and other public land
	Managing major heritage buildings, public buildings and facilities such as Federation Square, Olympic Park and the National Tennis Centre; as well as major cultural institutions such as the National Gallery of Victoria, the Melbourne Museum, Scienceworks, the Botanical Gardens and Wilson's Promontory
	Protecting the State's biodiversity
Integrity	Supporting the operations of integrity agents such as the Ombudsman and Auditor-General
Regulatory	Regulating electricity, gas, transport and water
	Regulating gambling and providing consumer protection
	Regulating planning and building
	Regulating economic systems and undertaking regulatory reform
	Managing shipping channels and regulating ports
Judicial and quasi-judicial	Supporting dispute resolution and mediation services
Advisory	Providing policy advice to Ministers
	Supporting Government to develop policy
	Advising Government on policy implementation
Executive Government support	Providing support to the Governor of Victoria
	Providing support to the Premier, Cabinet and Ministers
	Supporting the operations of the Parliament through preparation of legislation
	Collecting taxation, subsidies and levies
	Managing the State's finances and investments

Figure 1.1: Composition of employing organisations in the Victorian public sector and the distribution of public sector employees as at June 2010

Victorian public sector
1,832 Public sector employers
261,068 employees
212,474 FTE

Victorian Public Service
34 Public Service employers
39,694 employees
36,364 FTE

11 Departments
34,580 employees
31,523 FTE

Education and Early Childhood Development
Health
Human Services
Innovation Industry and Regional Development
Justice
Planning and Community Development
Premier and Cabinet
Primary Industries
Sustainability and Environment
Transport
Treasury and Finance

23 Authorities and Offices
5,114 employees
4,842 FTE

Designated as Public Service employers by specific legislative reference
CenITex
Emergency Services Superannuation Board
Essential Services Commission
Office of Police Integrity
Office of Public Prosecutions
Office of the Chief Commissioner of Police
Office of the Legal Services Commissioner
Office of the Ombudsman Victoria
Office of the Special Investigations Monitor
Office of the Victorian Electoral Commission
State Services Authority
Victorian Auditor-General's Office
Victorian Equal Opportunity and Human Rights Commission

Designated as Administrative Offices under Public Administration Act 2004
Bushfire Recovery and Reconstruction Authority
Environment Protection Authority
Local Government Investigations and Compliance Inspectorate
Office of the Chief Parliamentary Counsel
Office of the Child Safety Commissioner
Office of the Governor of Victoria
Office of the Victorian Privacy Commission
Public Record Office Victoria
Victorian Government Solicitor's Office
Victorian Multicultural Commission

Victorian public entities
employer bodies 1,798
221,374 employees
176,111 FTE

Government Schools
1,556 entities
65,270 employees
54,484 FTE

School Councils (1,555)
Teaching Service including education support class employees (1)

TAFE and other education
25 entities
18,163 employees
12,181 FTE

Technical & Further Education institutions (18)
Miscellaneous (7)

Health sector
96 entities
94,667 employees
69,693 FTE

Health research and others (3)
Health Care Services (86)
Professional Registration Boards (7)

Police & Emergency Services
6 entities
20,227 employees
19,270 FTE

Ambulance Victoria
Country Fire Authority
Emergency Services Telecommunications Authority
Metropolitan Fire and Emergency Services Board
Victoria Police
Victoria State Emergency Service

Water & Land Management
49 entities
8,169 employees
7,699 FTE

Alpine Resorts Management Boards (5)
Catchment Management Authorities (10)
Water bodies (19)
Miscellaneous (15)

Balance of the public sector
66 entities
14,878 employees
12,784 FTE

Arts Agencies (9)
Cemetery trusts (5)
Facilities management (8)
Finance and Insurance (9)
Regulators (7)
Sport and recreation (11)
Transport (8)
Miscellaneous (9)

Victoria's public sector is composed of the public service and public entities operating in the wider public sector. The number and scope of public service departments reflects the strategy and priorities of the government of the day.

A detailed illustration of the composition of the public sector is provided at Figure 1.1.

Employees in the public service deliver a wide range of services such as child protection, housing and corrections. They coordinate and allocate funding for a range of public services including health care, education, community services, law and order, fire prevention, land management, environmental sustainability and support for primary industry producers. Public service staff also provide administrative support to government and assist ministers to carry out their statutory responsibilities.

Public sector entities include employing bodies such as hospitals, schools, tertiary and further education (TAFE) institutions, police and emergency services organisations, and water, land management and other bodies. Figure 1.1 outlines details of the composition of Victorian public sector employing bodies.

In addition there are many other public entities that have no employees. They typically have functions specified in legislation, with board of management, generally comprised of volunteers. They include most of Victoria's cemetery trusts, some of the committees that manage Victoria's Crown land reserves and advisory bodies. There are approximately 1,850 non-employing public entities in Victoria.

1.2 The challenges for the Victorian public sector in 2009–10

In 2009–10, the Victorian public sector continued to provide services, as directed by Government, in the context of a number of major challenges. These included the continuing impact of the global financial crisis (GFC) of 2008–09, and an increased demand for services. The increased demand for services was driven by a growing population, and changes to its demographic profile, as well as a continued focus on drought mitigation, and bushfire recovery and prevention.

1.2.1 Economic stewardship following the global financial crisis

The GFC of 2008–09 was predicted to dramatically impact Australia's economic prospects. The expected downturn in new investments, and a weakening of business and consumer confidence, prompted governments at both the Commonwealth and State levels to implement measures designed to counter unemployment and to maintain business confidence. The Commonwealth and State Government responses to the GFC enabled Victoria to embark on large scale infrastructure renewal and development programs to address other challenges facing the state, such as an increased demand for public services.

1.2.2 Increased demand for services

In 2009-2010, Victoria experienced rising demand for its public services, in particular those it delivers directly, such as childcare, education, policing and law enforcement, health care, transport, and child protection.

A significant driver of this growth in demand was population growth. The Victorian population grew by 1.9 per cent in the year to 30 June 2010, a slightly lower rate of growth than in previous years, but adding 99,300 people to the Victorian population.[1]

Population growth is being driven by three factors:

• high levels of births: the Victorian Registry of Births, Death and Marriages recorded 72,254 births in 2009–10, which is approximately 8,900 more births than recorded in 2005;[2]

• high levels of overseas migration: an additional 60,420 people arrived in Victoria from overseas in 2009–10;[3] and

• comparatively low levels of population movement to other states.

The consequent demand on services is predicted to continue. Projections indicate that over the 30 years from 2006 to 2036, Victoria will grow by 2.3 million people, with 1.8 million additional people in metropolitan Melbourne and 477,000 in regional Victoria.[4] By 2036, Victoria's population is expected to reach 7.395 million, an increase of 42 per cent from 2006.[5]

Increasing population has significant implications for the services provided by the public sector. Some of these are experienced immediately, while others take time to emerge. For example, in 2009–10 increased demand was experienced in:

• **Maternal and child health care:** approximately two-thirds of all births take place in public hospitals.[6] The increased number of births in recent years has resulted in a parallel increase in the number of presentations in maternity wards.

• **Presentations at emergency departments:** 42,816 additional patients were treated in emergency departments in 2009–10, bringing the total number of emergency department presentations to 1.4 million.[7]

The baby boom experienced in Victoria in recent years continues to have short term implications for the delivery of services such as child and maternal health and children's services. Medium and longer term implications of this growth include an increased demand on primary school and secondary school education services.

The age profile of the population is also changing. The number of people aged 65 and over grew by 2.9 per cent in 2009–10, while the number of people aged 85 and over grew by 6.3 per cent. The number of Victorians aged 65 and over is expected to increase by 910,000

1   Australian Bureau of Statistics (ABS 2010), Cat. No. 3101.0, *Australian Demographic Statistics*, *June 2010*, ABS, Canberra, 2010.

2   Department of Justice 2010, *Annual Report 2009–10*, Department of Justice, Melbourne, ABS 2006, Cat. No. 3301.0, *2005 Births, Australia.*

3   ABS 2010, Cat. No. 3101.0, *Australian Demographic Statistics, June 2010*.

4   Department of Planning and Community Development 2008, *Melbourne @5 million*, Department of Planning and Community Development, Melbourne.

5   Department of Sustainability and Environment 2008, *Victoria in Future 2008 – Victorian state government population and household projections 2006–2036*. Department of Sustainability and Environment, Melbourne.
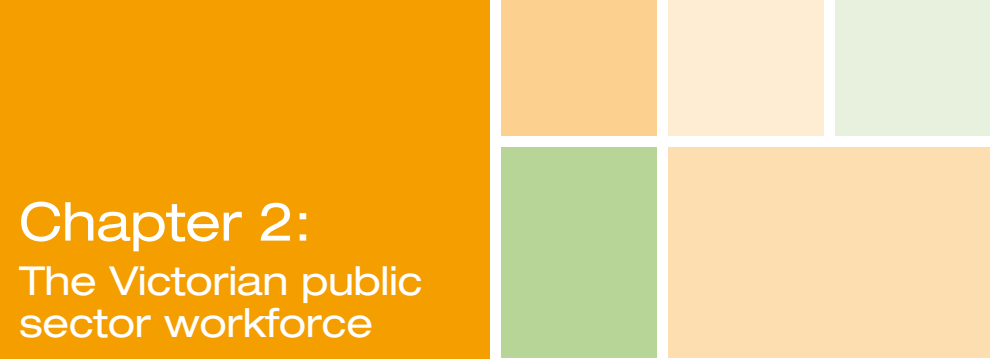
6   Department of Health 2010, *Victorian Maternity Services Performance Indicators, Complete Set for 2008–9*, Department of Health, Melbourne.

7   Department of Health 2010, *Annual Report 2009–10*, Department of Health, Melbourne.

between 2006 and 2036.[8] This is expected to result in increased demand on health and aged care services.

The water and land management sectors, in particular, experienced increased demand in 2009–10. In response to the increased fire threat posed by warmer weather and the effects of a persistent dry period experienced in 2009–10, major investment was made in bushfire prevention and control, including completion of a project to construct a network of fuel breaks to protect Melbourne's water catchments in the event of bushfires. Victorian public sector agencies including the Victorian Bushfire Reconstruction and Recovery Authority and the Department of Sustainability and Environment continued to work to assist in the recovery of native animals, plants, waterways and catchments impacted by the 2009 bushfires.

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8   Department of Sustainability and Environment 2008, *Victoria in Future 2008 – Victorian state government population and household projections 2006–2036*, Department of Sustainability and Environment, Melbourne. ABS Cat. No. 3101.0, *Australian Demographic Statistics, June 2010.*

Chapter 2:
The Victorian public sector workforce

The Victorian public sector delivers the core government services in health, law and order, education, transport, welfare and water supply. The profile of the public sector workforce changes over time as government adjusts its priorities and methods of delivery in response to the challenges and demands facing the Victorian community. This chapter provides an overview of the Victorian public sector workforce as at June 2010. Detailed profiles of major workforces in the public sector are outlined at Appendix A.

2.1 Public sector workforce distribution

The Victorian public sector workforce represents nearly nine percent of the total Victorian workforce. It is comprised of the Victorian Public Service and the staff of 1,798 public entities (statutory authorities, state owned corporations and school councils).

At June 2010, public service staff were employed in 11 government departments and 23 associated authorities and offices, and constituted 15 per cent (39,694 people) of all public sector staff (261,068 people). Public entities employ the vast majority of public sector staff (85 per cent, or 221,374 people) predominantly in direct service delivery roles.

A detailed illustration of the composition of the public sector is provided at Figure 1.1 in Chapter 1. All public sector employer organisations are listed in Appendix C.

Around 30 per cent (80,000) of public sector employees work in rural and regional Victoria, accounting for nine per cent of the State's regional labour force.

As shown in Table 2.1, the public health care sector has the largest number of employees (94,667), followed by the government schools sector with 65,270 teachers, teacher aides and administrative and support staff. Detailed profiles of each of the Victorian public sector industry groupings are provided in Appendix A. Appendix B provides longitudinal data on staff levels in the Victorian public sector from 1999–2010.

Table 2.1: Distribution of public sector employees (headcount) by sector

Sector	Number of entities	% of public sector employees
Public health care	96	36%
Government schools	1,556	25%
Victorian Public Service	34	15%
Police and emergency services	6	8%
TAFE and other education	25	7%
Balance of the public sector	66	6%
Water and land management	49	3%
Total Victorian public sector	**1,832**	**100%**

Source: 2010 Workforce Data Collection

A breakdown of public sector employees across employment, demographic and occupational categories is shown at Table 2.2.

2.2 Public sector workforce profile

When comparing the Victorian public sector workforce to the Victorian workforce generally, the public sector has higher rates of tertiary qualification, an older age profile and is more highly feminised. Eighty six per cent of the sector's employees are from six key occupational areas (see Table 2.3, overleaf).

2.2.1 Qualifications and occupation

The Victorian public sector is highly qualified and tertiary educated, with 61 per cent of employees having a bachelor's degree or higher. This reflects the requirement for tertiary qualifications for a large proportion of public sector occupational categories. There are also a significant proportion of employees with trade and recognised technical skills. By comparison 30 per cent of the total Victorian labour force has a bachelor's degree or higher.[9]

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9   ABS 2010, Cat No. 6278, *Education and Training Experience, 2009,* ABS 2011.

Table 2.2: Statistical snapshot of the Victorian public sector workforce

Total employees (headcount)	**261,068**	**Regional distribution**	
Total employees (full time equivalent)	**212,474**	CBD	14%
Employees by sector		Other Melbourne metropolitan	
Public health care	94,667	North and West	25%
Government schools	65,270	Eastern	17%
Victorian Public Service	39,694	Southern	13%
Police and emergency services	20,227	*Total*	56%
TAFE and other education	18,163	Regional Victoria	
Balance of the public sector	14,878	Barwon South Western	8%
Water and land management	8,169	Gippsland	6%
Ongoing/non-ongoing (FTE)		Hume	6%
Ongoing	80%	Loddon Mallee	6%
Fixed term, temporary or casual*	20%	Grampians	6%
Full time/part time		*Total*	31%
Full time	59%	**Occupational category***	
Part time	41%	Professionals	50%
Base salary		Community and personal service	
<$40,000	9%	workers	22%
$40,000–$59,999	34%	Clerical and administrative workers	16%
$60,000–$79,999	40%	Managers	5%
$80,000+	17%	Labourers and related workers	3%
Gender		Technicians and trades workers	3%
Female	67%	Machinery operators and drivers	1%
Male	33%	**Education**	
Age		Doctoral / masters degree	11%
<30 years	17%	Graduate diploma / certificate	21%
30–49 years	50%	Bachelor degree / honours	29%
50+ years	33%	Advanced diploma / diploma	11%
Country of birth		Certificate level / trade	12%
Australia	80%	Year 12 or equivalent or less	17%
Overseas	20%	**Turnover of ongoing employees**	
Language spoken at home		Separation rate	9%
English only	81%	Separation rate by age	
Language other than English	19%	less than 30 years	14%
Indigenous status		30–54	7%
Non-Indigenous	99%	over 55	10%
Indigenous Australian	1%	Recruitment by age	
Disability status		less than 30 years	41%
No disability	96%	30–54	46%
Disability	4%	over 55	13%

Source: 2010 Workforce Data Collection, 2010 People Matter Survey

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated.

* Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

** Base salary information is provided here for all active ongoing and fixed term staff.

*** These occupational categories are those used in the Australian Bureau of Statistics' occupational classification system – the Australian and New Zealand Standard Classification of Occupations.

Table 2.3: Distribution of all public sector staff by general occupational areas

Professions	Percentage of employees in sector
Doctors, nurses and other health care professionals	26%
Teachers and other education professionals	21%
General administration and support employees	16%
Welfare, aides and care providers	11%
Police, fire fighters and ambulance officers	7%
Managers	5%

Source: 2010 Workforce Data Collection

2.2.2 Age

The Victorian public sector has an older age profile than the Victorian labour market overall (see Figure 2.1). This reflects the older and longer serving teaching workforce in government schools and TAFE, and the demand for these staff to hold tertiary qualifications. It also reflects the growing proportion of staff aged over 55 in the health care sector. The under-representation of people under 25 years of age is due to a range of factors, including a common requirement for tertiary qualifications for public sector occupations.

Figure 2.1: Age Profile of Victorian public sector employees compared to the age profile of the total Victorian workforce
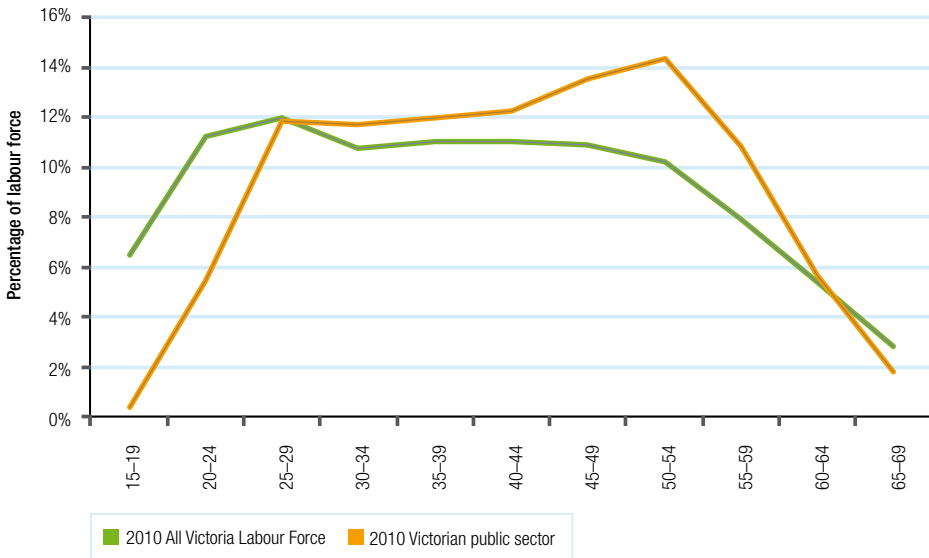
Source: 2010 Workforce Data Collection, ABS Labour Force, Australia, Detailed cat no. 6291.0.55.001

Some notable variations in the age profiles of employees in different sectors are:

- the police and emergency services sector has the youngest age profile of all the sectors, reflecting operational requirements for staff;
- TAFE and other education entities have the oldest workforce of any of the sectors. Comparatively few employees are under 40 years and most of these are non-teaching staff;
- the proportion of government schools sector employees in the 25–34 year age group is increasing, reflecting the increased intake in recent years of graduate teachers; and
- male employees in the water and land management sector are significantly older than women – most men are in the 45–59 age group and most women are aged 25–34 years.

Figure 2.2 shows the age and gender profile of Victorian public sector employees.

Figure 2.2: Age and gender profile of Victorian public sector employees
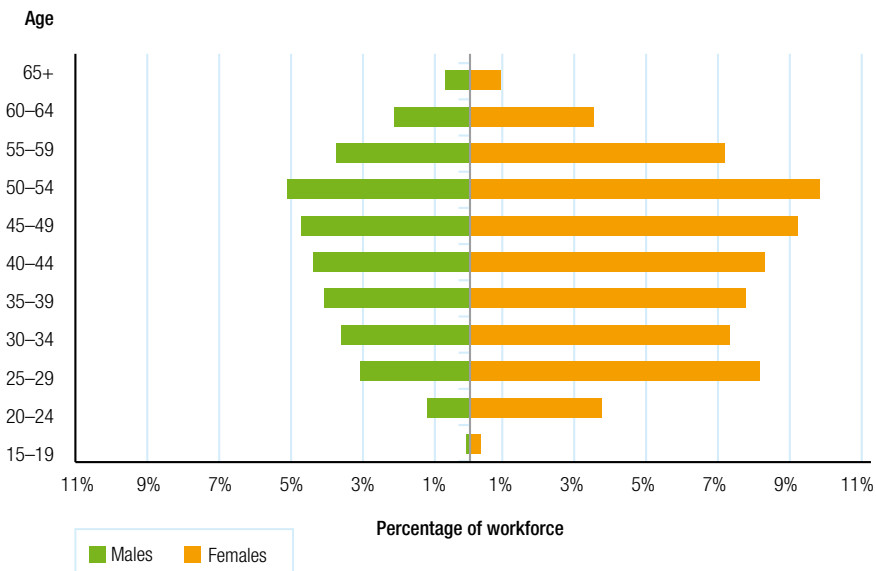
Source: 2010 Workforce Data Collection

2.2.3 Gender

Women comprise a higher proportion of the public sector than the Victorian labour market overall. Two-thirds of all public sector employees are female, and there are more women than men across all age groups. This reflects the higher proportion of women employed in the public health care and government schools sectors (79 per cent and 76 per cent respectively), and that these sectors form the majority (61 per cent) of the total public sector workforce.

Of note has been an increase in the number of women in sectors with historically low proportions of women. An example is the increase in the proportion of women working in the police and emergency services sector, from 20 per cent in June 2003 up to 27 per cent in June 2010.

As shown in Figure 2.3, the distribution of employees across pay scales shows that the majority of employees are within the range of $40,000 to $79,999. Gender distribution across salary ranges indicates a higher proportion of women in positions paid less than $80,000 per year and fewer women in higher paid roles.

Figure 2.3: Gender profile of Victorian public sector employees by salary range
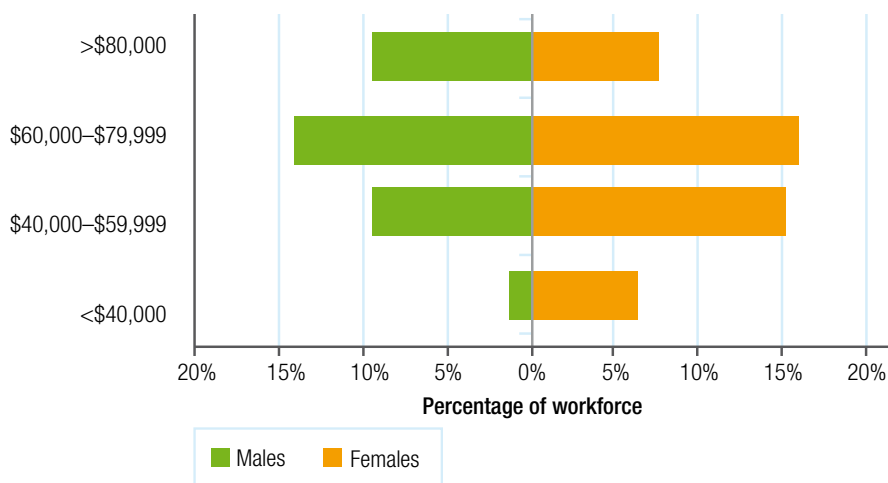
Source: 2010 Workforce Data Collection

2.2.4 Diversity

The estimated proportion of Indigenous employees in the Victorian public sector workforce (0.6 per cent) is higher than in the total Victorian workforce (0.4 per cent). The proportion of employees born overseas has remained steady at 20 per cent having risen from 16 per cent in 2006. This is trending towards the proportion of people born overseas in the general Victorian population (24 per cent). The proportion of employees who identified as having a disability that restricts them from performing everyday activities has remained consistent at 4 per cent since 2006, and is consistent with the proportion of people with restricting disabilities in the Australian workforce. Data collection relies on self disclosure so it is possible that these proportions are understated.

2.2.5 Employment growth

Overall staffing has increased by 2.5 per cent in full time equivalent (FTE) staff terms (5,179 FTE) between June 2009 and 2010, to reach 212,474 FTE staff. During the same period, the total number of staff members employed in the Victorian public sector, has only grown by 1 per cent (2,561 staff).

The rise in FTE numbers is higher than the rise in the number of newly-appointed staff as the result of an increase in the number of hours worked by part time staff across the sector. The proportion of staff working full time has remained steady at 59 per cent.

The largest increase was in the public health care sector (2,064 FTE) in response to increased service demands. The largest increase in percentage terms was in the water and land management sector (6.8 per cent or 491 FTE), reflecting initiatives in management of water and land resources and upgrading information management systems.

Other significant increases occurred in the police and emergency services sector (703 FTE) reflecting an increase in police numbers, and in the Public Service (1,097 FTE). Public service increases were concentrated in the departments of Justice, Human Services/Health, Education and Early Childhood Development, and Transport. These were the result of the implementation of service delivery initiatives, including economic stimulus and Council of Australian Governments (COAG) reform programs.

The increase in hours worked by part time staff was particularly noticeable in the public health care and police and emergency services sectors. Public health care sector FTE staff rose by 2,064 to 69,693 (3.1 per cent) while the number of employees in this sector rose by only 797 to 94,667 (0.8 per cent). The police and emergency services sector experienced a similar rise in hours worked by part time staff, with FTE rising 3.8 per cent (703) and total employees only rising 3.2 per cent (635).

2.2.6 Workforce culture

The People Matter Survey measures Victorian public sector employees' perceptions of the application of the public sector values and employment principles in their workplace. The survey also gathers information on a broad range of other people management issues, such as employee commitment and job satisfaction.

Between 115 and 130 organisations and a sample of schools are surveyed each year. Approximately 50,000 employees are invited to participate in the survey every year. In 2010, 18,935 employees in 118 organisations and 43 schools completed the survey. The response rate was 32 per cent. Both the number of respondents and the response rate are the highest achieved by the survey so far. In previous years the response rate has generally fluctuated between 25 per cent and 27 per cent. The large sample size and relatively high response rate gives a high level of confidence in the validity and statistical significance of results in all years of the survey.

The public sector values are responsiveness, integrity, impartiality, accountability, respect, leadership and a commitment to human rights (see section 3.13 for more information on the public sector values). Results from the 2010 survey were generally consistent with results from previous surveys. The 2010 survey showed that most employees believe their workplaces are performing well in the application of the public sector values. In particular, employees believe that their organisations provide high quality services and are highly responsive to the needs of the Victorian public. They also believe that interaction with the community is characterised by a high level of respect for and promotion of individuals' human rights.

Figure 2.4 shows survey results for the public sector values since 2004. Responsiveness and human rights have always been the highest performing values, achieving agreement scores of 90% or higher. Achieving agreement scores of 80% or higher for nearly all the public sector values is a positive result (note that data collection on the human rights value commenced in 2008).

Leadership has consistently scored the lowest results of all public sector values and employment principles. However, approximately three quarters of respondents to the 2010 survey agreed or strongly agreed that their leaders do model the values. This has been a consistent result since collection of leadership data commenced in 2007.

Figure 2.4 also shows that employee perceptions of how well the public sector values are applied in their organisation achieved significant improvements from 2004 to 2007 and has been relatively stable since then. For example, the average percentage agreement for impartiality increased from 79% in 2004 to 88% in 2007 and has remained almost unchanged at that level since then. The average percentage agreement for accountability increased from 72% in 2004 to 80% in 2007, remaining at about that level since then. Survey results show similar trends for all the other values presented in Figure 2.4.

Figure 2.4: Public sector values – average percentage agreement 2004–2010

Source: People Matter Survey 2010 Main Findings Report
Note: The 'percentage agreement' is the sum of 'agree' plus 'strongly agree' responses as a percentage of total responses excluding 'don't know' responses.

The public sector employment principles are merit, fair and reasonable treatment, equal employment opportunity, reasonable avenues of redress, human rights, and for the public service only, fostering a career public service. The employment principles reinforce the Victorian public sector values and provide Victorian public sector employees with a framework for ensuring all employment processes are fair and merit-based. As with the values, most employees believe that their organisation effectively applied the employment principles, particularly in relation to equal employment opportunity and human rights.

Comparison of results over time presented in Figure 2.5 shows that application of the principles of equal employment opportunity and human rights has always been highly regarded by employees, whereas avenues of redress have scored the lowest results.

Figure 2.5 also shows that employee perceptions of the application of the avenues of redress principle have experienced the highest improvement. The average percentage agreement for avenues of redress increased from 68 per cent in 2004 to 77 per cent in 2007, remaining at about that level since then.

As with the public sector values, Figure 2.5 shows that employee perceptions of the application of the employment principles in their organisation achieved significant improvements from 2004 to 2007 and has been relatively stable since then.

Figure 2.5: Employment principles – average percentage agreement 2004–2010
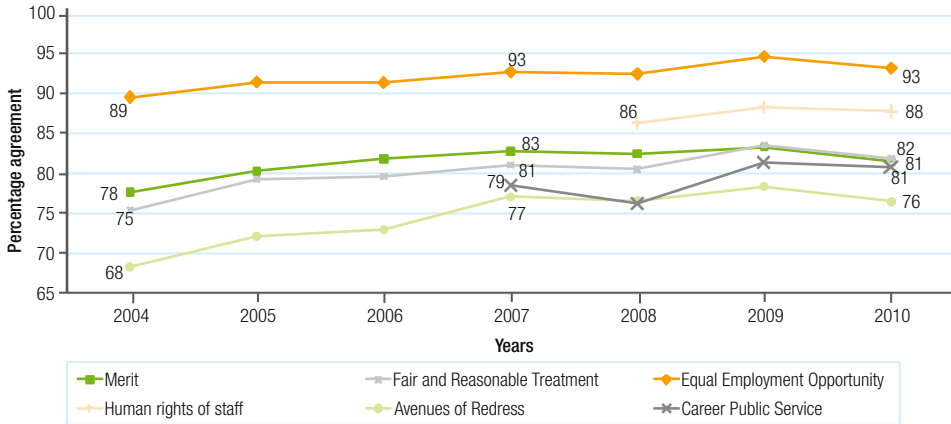
Source: People Matter Survey 2010 Main Findings Report

Results from the 2010 survey also showed that most Victorian public sector employees were satisfied with their jobs (over three quarters of survey respondents were satisfied with their job overall and job security) and were proud to work in the public sector (91 per cent). Fewer than 20 per cent report that they often think about leaving the public sector.

To assist public sector organisations to achieve further improvements, the SSA:

- has developed a wide range of resources and made them available to public sector organisations including: the *Great manager, great results* toolkit; the *Developing conflict resilient workplaces* report and implementation guide; and the *Tackling bullying* guide;

- has engaged public sector organisations through workshops, seminars, forums and targeted visits to further support them in achieving improvements; and

- continuously undertakes further developmental work to provide better and more comprehensive business intelligence which can lead more readily to management intervention in critical areas.

Further information on SSA resources is available at http://www.ssa.vic.gov.au.

2.3 Conclusion

The Victorian public sector workforce makes up nearly nine per cent of the total Victorian workforce. The proportion of public sector workers to the general population has remained largely consistent over the past five years. The public sector workforce is more highly qualified, feminised and older than the Victorian workforce as a whole, although there has been a recent influx of younger workers in the health care sector in response to increased service delivery demands.

The characteristics of the public sector workforce reflect the nature of the work it undertakes: complex management and service delivery work require high level qualifications, and the sector's significant roles in health, education and community services have historically attracted women.

FTE staff numbers increased by 2.5 per cent in 2009–10, reflecting an increase in hours worked by part time staff. Total staff numbers grew by 1 per cent, reflecting an increased demand for the services provided by the sector such as health care, water and land management, and police and emergency services.

Results from the People Matter Survey indicate significant improvement between 2004 and 2007 in Victorian public sector employees' perceptions of the application of both the public sector values and employment principles. Results from 2007 have remained relatively stable.

Chapter 3:
The public sector over 50 years

Over the last 50 years, the Victorian public sector has evolved to become more skilled, responsive and innovative. The sector has undergone significant reforms, with changes to governance arrangements, how services are delivered and the accountability and transparency mechanisms in place. This chapter reviews the enduring features and the key changes in the sector since the 1960s, including the impact on the public sector workforce.

3.1 Enduring features of the public sector

3.1.1 Public sector purpose

Once responsible government was transferred from Britain to the Colony of Victoria in 1855, the new Victorian Government set about creating its own administration and public service. The Victorian public sector was established to support the government to serve the public, by developing and maintaining policies and implementing government decisions. This purpose, to serve the government of the day, remains equally relevant for the Victorian public sector today.

In 1960, the Public Service Board (the employer body of the public service) noted that 'public service is the heart of community life'.[10] The Board also drew attention to the need for public administration to evolve, moving with, and at times ahead, of changes within society, to maintain an efficient and flexible public service with strong leadership and sound organisation.

These themes continue to be important for the Victorian public sector in 2010. With challenges such as climate change, the global economic downturn, population growth and rising expectations of citizens, the public sector is expected to respond to the changing policy environment and continue to provide support to government so that it can act in flexible and responsive ways to meet citizen needs.[11]

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10   Public Service Board 1960, *Report of the Public Service Board, Public Service Board,* Melbourne, p. 7.

11   Silver, H. (Secretary, Department of Premier and Cabinet) 2009, *Action for Victoria's future launch*, viewed 1 February 2011, <http://www.dpc.vic.gov.au>.

3.1.2 Core service delivery

Over time, community expectations and needs for government services change, requiring new commitments, expansion of existing services or the reduction of others. While there are differences in the services delivered in 2010 compared to 1960, the public sector continues to deliver core services such as hospitals, schools and police. While the specific emphasis of individual departments may be slightly different, comparison of departments and their areas of responsibility in 1960 and in 2010 shows many similarities. As indicated by Figure 3.1, many of the departments at June 2010 had a similarly-titled predecessor in 1960. For example, in 1960 the Department of Treasury and Finance was known as the Department of Treasury while the Department of Sustainability and Environment existed as the Departments of Water Supply and State Forests.

Figure 3.1: Victorian public service departments in 1960 and 2010

Departments in 1960	Departments at June 2010
Premier	Premier and Cabinet
Chief Secretary	Human Services
Education	Education & Early Childhood Development
Health (other than Mental Hygiene)	Health
Health (Mental Hygiene)	
Water Supply	Sustainability and Environment
State Forests	
Ministry of Transport	Transport
Public Works	Innovation, Industry and Regional Development
Labour and Industry	
Agriculture	Primary Industries
Mines	
Law	Justice
Treasurer	Treasury and Finance
Local Government	Planning and Community Development
Crown Lands and Survey	

3.1.3 Public sector values

Victoria has a long history of articulating the values to which the public sector aspires and adheres. Public sector legislation in 1883 introduced two key expectations: that impartiality and integrity should be core values of the public sector and that public servants should be recruited using competitive processes and promoted on the basis of merit. Over the years, these key themes have been developed and extended.

For example, the organisation and conditions of the public service were set out in the *Public Service Act 1958*, which set out expectations that public servants would act with integrity, and would fulfil their roles efficiently and effectively. This legislation set out penalties for a number of behaviours, including being negligent or careless, acting inefficiently or incompetently (where this is within the person's control) or engaging in misconduct or disgraceful behaviour.[12]

In 2010, the Public Administration Act provides a similar guide for public sector employers and employees. In addition to dealing with misconduct, the Act explicitly sets out the public sector values and employment principles for the whole sector, as shown in Box 3.1.

Box 3.1: Victorian public sector values and employment principles

Public sector values	Public sector employment principles
The Public Administration Act requires public officials to demonstrate: • responsiveness – providing best standards of service and advice; • impartiality – acting objectively; • respect – treating others fairly and objectively; • integrity – earning and sustaining public trust; • accountability – accepting responsibility for decisions and actions; • human rights – respecting, promoting and supporting human rights; • leadership – actively implementing, promoting and supporting the values.	The Public Administration Act requires public sector body heads to establish employment processes that will ensure: • employment decisions are based on merit; • public sector employees are treated fairly and reasonably; • equal employment opportunity is provided; • human rights set out in the Charter of Human Rights and Responsibilities are upheld; • public sector employees have a reasonable avenue of redress against unfair or unreasonable treatment; • in the case of public service bodies, the development of a career public service is fostered.

3.2 Key changes in operations and delivery

The public sector has undergone significant change over the last 50 years. It is serving a much larger and more diverse population, which has increased by 87 per cent, up from 2.9 million in 1961 to an estimated 5.5 million in 2010.[13] Victorians are better informed and more highly educated than ever before and have developed higher expectations of government. Government and the public sector have been called upon to address increasingly complex challenges that traverse levels of government, portfolios and sectors.

3.2.1 New public sector functions

Since the 1960s, successive governments and public institutions have taken on new functions. Changing public expectations in areas such as environmental protection, community services and social justice have influenced and been influenced by the public sector.

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12 *Public Service Act 1958*, Part 3, Section 55.

13 Arnold, V.H. 1965, Victorian year book 1965, Commonwealth Bureau of Census and Statistics, Victorian Office, Melbourne; ABS 2010, Cat. No. 3101.0, *Australian demographic statistics, June 2010*.

The public sector's role in protecting the natural environment emerged at a time of considerable industrial growth. The development of coal and offshore oil and gas reserves during the 1960s and 1970s was matched by a growing public interest in environmental controls and conservation agendas. The *Environment Protection Act 1970* laid the foundation for a new approach to environmental regulation. It established the Environment Protection Authority and set environmental quality objectives to control the impact of pollutants on the natural environment. At this time, Victoria was only the second jurisdiction in the world to pass legislation dealing with the environment in a systematic and integrated manner.

As the conservation movement developed, the Victorian public became increasingly aware of the environmental value of forests. The uses of and demands placed upon forests changed significantly during the 1970s and 1980s. Previously, the emphasis was on supporting economic growth with readily available, low cost wood, particularly during the gold mining era and in the post-war housing booms. Today, forest management encompasses maintaining a comprehensive forest reserve system, with each region managed on a sustainable yield basis and with strategies in place to ensure environmental values are protected.[14]

In recent decades, public sector functions have also expanded in response to emerging research and evidence. For example, in the early 2000s there was significant public interest in the value of strong, connected communities and 'social capital', with research showing links between social and economic capital.[15] The public sector responded to support government to deliver projects and programs with an emphasis on community-strengthening and human capital development. Examples include neighbourhood renewal areas, where residents, government, business and community groups were brought together to tackle disadvantage in areas with high concentrations of public housing; early childhood programs, such as increasing the availability of kindergartens', and, investment in preventative health initiatives.

Changing public expectations will continue to push governments and the public sector to take on new roles and expand into different areas of policy and services in the future. One such area is action to address climate change, a significant intergenerational challenge for Victoria and jurisdictions around the world. Challenges such as this are requiring the government and public sector to develop new policy, regulatory and service delivery responses.

3.2.2 Service delivery changes

Models of service delivery have also undergone significant changes in Victoria over the last 50 years. Community attitudes and expectations have evolved, with strong community advocacy for changes in both the nature of services provided and the way these are delivered. Governments in turn have placed greater emphasis on understanding and meeting community needs and on gaining input from service users, their families and non-government organisations to improve the design and delivery of services.

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14   Department of Sustainability and Environment 2006, *Victoria's forests: Forests fact sheet,* viewed 6 December 2010, <http://www.dse.vic.gov.au>.

15   Putnam, R. 1995, Bowling alone: America's declining social capital. *Journal of Democracy*, 6(1): 65–78.

In the early history of Victoria, charitable organisations provided the majority of welfare to people in need, offering a wide range of services from housing to counselling and child protection. Public services tended to focus on public health and education, with a limited range of services such as foster care, youth welfare and prisons, parole and probation.

Today, governments and their public institutions have accepted an increasing level of responsibility for services formerly provided by charitable organisations. In some cases this has meant employing public sector employees to deliver services. In other cases, it has meant developing policies, regulations, programs and funding mechanisms to provide public services through service agreements and contracts with not-for-profit and private sector organisations.

Since the 1960s, there has been a considerable shift in the way in which the public sector provides services for people with disabilities. The system of large-scale residential institutions has been replaced by community-based models of care. In the 1970s, there was a significant shift in attitudes towards people with disabilities. There emerged a growing appreciation of the rights of people with disabilities and acceptance of their place in mainstream communities. Advocacy, support and self help groups for clients or consumers of services emerged, often banding together for greater support and political effectiveness. Diagnostic and medical advances also expanded the options available to assist people.

In addition, there was a growing recognition of the need to decrease dependence on institutional care and to encourage people with a disability and their families to participate in service planning. Initially, training and educational services were established for clients within institutions, while dormitories were partitioned into smaller living spaces to make them more like community living. With social policy researchers and community groups advocating for the inclusion of people with a disability into mainstream society, large institutions such as Kew Cottages and Aradale were progressively closed and residents moved into community settings. The change from institutional to community living then increased the need for community based support services.

3.2.3 Developments in good governance

The governance arrangements in Victorian public sector organisations have also evolved over the last fifty years. Governance encompasses processes by which organisations are directed, controlled and held to account. It refers to the authority, accountability, stewardship, leadership, direction and control exercised in the organisation and includes the processes whereby decisions important to the future of an organisation are taken, communicated, monitored and assessed.

Good governance underpins the public sector's ability to support government to develop public policy and deliver services. It ensures that public policy is developed in an environment that is forward and outward looking, and involves attention to process and a comprehensive understanding of the environmental context. Good governance also gives practical meaning to public sector accountability obligations.

Good governance provides the foundation for high performance in the public sector. It enables public bodies to perform efficiently and effectively and to respond strategically to

changing demands. It strengthens community confidence in the public sector and helps ensure the reputation of public bodies is maintained and enhanced. Over time, governments have undertaken significant reforms in the Victorian public sector to improve governance arrangements. These changes have included devolving and decentralising authority, distinguishing between policy, service delivery and regulatory functions and separating the roles of owner, purchaser and provider.

Decentralisation and devolution

In recent decades, governments have used decentralisation and devolution of authority and responsibility to improve the governance of public sector bodies and to enhance delivery of government services.

Within the public service, a number of key pieces of legislation have been used to decentralise employment powers and financial responsibilities to individual departments and to devolve management and performance responsibility and accountability. The *Public Sector Management Act 1992* abolished the Public Service Board (until then the central employer for the public service) and devolved employment powers to department heads, giving them control over the management of their budget and department and making employment costs more transparent. The changes included giving department heads the power to make employment and promotion decisions, determine the work value of jobs and manage disciplinary procedures, redeployment and redundancies. This Act was superseded in 2004 by the Public Administration Act, which also specifies the public sector values or standards that public officials are expected to adhere to in performing their duties.

The introduction of the *Financial Management Act 1994* was another key legislative change, introduced to improve budget management and reporting and to enhance accountability to Parliament. Under the Act, heads of departments gained greater responsibility for their own financial management, with greater discretion in expenditure through provision for forward borrowing, the introduction of new appropriations, receipts, retention for user charges and specific purpose payments from the Commonwealth. Increased departmental control was balanced by greater performance reporting, increasingly based on outputs rather than inputs, and accounting for the full cost of delivering services.

Along with the Financial Management Act, the government introduced the *Audit Act 1994* to overhaul financial management within the public sector. The Audit Act provides for financial and performance audits in the Victorian public sector by the Auditor-General and has the following objectives:

• determining whether financial statements prepared in the Victorian public sector present fairly the financial position and financial results of operations of authorities and the State;

• determining whether authorities are achieving their objectives effectively, economically, efficiently and in compliance with legislation; and

• monitoring wastage of public resources or any lack of probity or financial prudence in the management or application of public resources.

While the Public Sector Management Act and the Financial Management Act devolved responsibility to departments, the Audit Act provided assurance mechanisms and improved transparency for government and the community.

Authority and accountability have been shifted from central control to local public sector bodies, to improve responsiveness to local needs and priorities. Governance and oversight of public schools is one example of how responsibility has been transferred to local organisations. Under successive policies, control over resources and administration of public schools has been increasingly devolved from central or regional departments to the school itself. Today, each school is governed by a school council, which is a public entity in its own right. The school council is responsible for governing the school within a consistent regulatory framework and is responsible for establishing the broad direction and vision of the school, managing budgets, employing staff and raising funds for school related purposes to supplement government funding. Statutory authorities, such as the Victorian Registration and Qualifications Authority, the Victorian Institute of Teaching and the Victorian Curriculum and Assessment Authority are responsible for registering government schools and teachers and for setting the curriculum and standards. The Department of Education and Early Childhood Development provides support to the Minister for Education to develop and deliver education policy. This approach has developed in recognition that school principals and communities best know their needs and can spend the available resources in a way that addresses these needs.[16]

Devolution of governance has been designed to make government services more flexible and responsive at the local level. Devolved government can provide a differentiated response based on client need and allows for greater innovation and flexibility rather than control and consistency.[17] It can also make services more accessible to client groups that are difficult to reach through traditional government approaches. Devolution also gives the community greater opportunities to participate in decision making, particularly when the decisions affect them and when local knowledge and insight is important for developing effective policies and programs.

Separation of policy, service delivery and regulation

Victoria has a long history of using boards, authorities, commissions, trusts and corporations to undertake public functions, in addition to public service departments. There is considerable diversity in the legal structures, financial arrangements and powers of these bodies, but they are usually subject to government control in matters of major policy and are free from Ministerial control over day to day operations.

By the early 1960s, a number of these authorities were large bodies with wide ranging responsibilities. These included the Railways Commission, the State Electricity Commission, the Country Roads Board and the Melbourne Metropolitan Board of Works. Many of these bodies had multiple roles, which created the potential for conflict between different internal functions. This was particularly the case if an authority was responsible for developing policy advice and regulating businesses or occupations, a situation that lead to risks such as providing narrow policy advice or 'industry capture' of the organisation.

In one of the key shifts in governance arrangements since the 1960s, governments during the 1980s and 1990s reorganised many of the large statutory authorities to reduce the

16   Department of Education and Early Childhood Development 2011, *Victorian Government Schools reference guide*, viewed 8 February 2011, <http://www.education.vic.gov.au>.
17   Australian Government 2009, Policy implementation through devolved government, viewed 1 February 2011, <http://www.apsc.gov.au>.

potential conflicts between different roles. Separation of policy development, service delivery and regulatory roles is now generally recognised as good practice for public sector organisations. Under these arrangements, departments and public entities tend to have distinct roles, including:

- departments are the principle source of advice for Ministers on portfolio matters, perform the role of 'purchaser' in major procurement and undertake service functions that warrant high levels of government or Ministerial control over how they are carried out; and

- public entities such as statutory authorities undertake functions at 'arm's length' from government with some autonomy from Ministerial control in their day to day decisions, purchasing or delivering services on behalf of government in accordance with plans and budgets agreed by the Minister and department.

Box 3.2: Separating policy, regulatory and service delivery functions: Melbourne Metropolitan Board of Works

The Melbourne Metropolitan Board of Works (MMBW) was established in 1891 to manage the supply of water and sewerage in metropolitan Melbourne. The MMBW was governed by commissioners who represented the Melbourne and other metropolitan local government municipalities. Over time, government gave the MMBW additional responsibilities in surveying and mapping urban areas, maintaining metropolitan highways and bridges and regulating standards of plumbing and sanitary fittings. By the 1970s, the MMBW had become the chief planning authority for Melbourne and the delegated agency for the Environmental Planning Authority in detecting, monitoring and licensing waste discharges.

During the 1980s, many of the roles undertaken by the MMBW, such as the regulatory functions, were re-allocated either to departments or to other public bodies. In particular, the Government moved responsibility for planning policies for the state's capital city from the statutory authority into the Department of Planning and Environment. In the 1990s, the MMBW was replaced with the Melbourne Water Corporation, which later became Melbourne Water, with responsibility for water supply, sewerage and drainage.

Owner, purchaser and provider roles

In the 1960s and 1970s, services were provided to Victorians either directly by government or through not-for-profit organisations funded via grants, subsidies, or which were self-funded. Today, many services previously delivered by government are now provided by non-government organisations, including both for-profit and not-for-profit, using contractual arrangements. In what is known as the 'purchaser-provider model', this approach separates out the roles of owner, purchaser and provider and is based on the concept that government should increasingly be 'steering rather than rowing'.

The implementation of the National Competition Policy (NCP) during the 1990s also influenced the shift towards the purchaser-provider model. The NCP involved a range of microeconomic reform, including changes to regulations and structural arrangements and a move towards competitive neutrality. This was based on the principle that more competitive markets will generally best serve the interests of consumers and the wider community.

By having government as the purchaser stipulate their expectations, the model encouraged clearer definition of outputs, outcomes or performance that the provider must achieve to receive payment. The purchaser was required to define levels and quality of services or goods as well as provide the resources and monitor performance of the provider. Service agreements set out the predetermined levels of quantity, quality, cost and timeliness of services, to provide an accountability mechanism.

Distinguishing between these roles provides improved transparency in decision making, greater clarity of and less conflict in purpose and roles, clearer reporting and improved efficiency through competition. With greater autonomy in service delivery, providers also have greater opportunities for experimentation and innovation in service delivery.

The purchaser-provider model has been used widely within the Victorian public sector, reducing the number of services delivered directly by government and formalising the relationship with service providers. Examples include public transport, the operation of prisons, and services for people with disabilities.

Separation of the purchaser and provider roles, increasing competition and privatisation and commercialisation have each led to significant changes in the public sector in Victoria since the 1960s. These changes have included:

• sale of a number of major assets to the private sector to operate. Examples include power stations, utilities and prisons;

• leasing of functions to private operators, including rail and tram public transport services and the operation of prisons; and

• creation of state owned companies to manage services such as water supply.

3.2.4 Accountability and transparency

With decentralisation, devolution and greater use of contractual arrangements, there has also been an increased need for accountability and transparency mechanisms. In addition, higher education levels and greater exposure to what is happening in other parts of the world have led to the Victorian population being more informed and inquiring, with greater expectations of government openness. Higher levels of accountability and transparency across government have been achieved by more explicit legislated responsibilities to uphold defined standards.

Governments have introduced a range of legislation to set standards and to increase accountability and transparency in the public sector. These include:

• the *Freedom of Information Act 1982*, giving citizens the right of access to information about themselves and government activities;

• the Public Administration Act, which sets out the public sector values and standards that all public officials and public sector employees are expected to adhere to in performing their roles; and

• the *Whistleblower Protection Act 1991*, which allows persons to disclose the improper conduct of public officers of public bodies and for these disclosures to be investigated.

There has also been an increase in oversight of the public sector, strengthening existing arrangements such as the Auditor-General. New mechanisms introduced included:

- the Ombudsman, first appointed in 1973 to investigate citizens' grievances against state authorities;
- special commissioners such as the Privacy Commissioner or Health Services Commissioner, responsible for receiving complaints and improving services or strengthening protections for the Victorian community;
- the Charter of Human Rights and Responsibilities legislation requiring the Victorian Government, local councils and other public authorities to act consistently with the Charter rights and to consider human rights when making laws, developing policies and providing services; and
- the Victorian Civil and Administrative Tribunal, established in 1984 as the Administrative Appeals Tribunal to provide a low-cost, less formal tribunal where citizens could seek remedies against state actions.

3.3 Key changes in the workforce

Over the last 50 years, the public sector workforce has become highly educated and professional. Career paths have become more flexible and there are equal employment opportunities for men and women.

3.3.1 Employment model conditions

The employment model for Victorian public sector employees has changed significantly since the 1960s, particularly within the public service. Employment powers have devolved, conditions are more flexible and career paths within the public sector are encouraged and developed.

During the 1960s, the Public Service Board employed all public servants. The Board was also the industrial tribunal, setting wages and conditions, allocating position numbers to departments, regulating recruitment, deciding on staff classifications and determining grievances and appointment appeals.

In the 1990s, the Government abolished the Public Service Board and moved the regulation of terms and conditions to the general industrial system. Department and agency heads were given the rights, powers and authorities of individual employers, such as the capacity to appoint, promote, transfer and terminate employment. Distinctions between professional and administrative officers and other staff were removed and executives were transferred to fixed term performance based contracts. Employment was no longer position based. Prescriptive employment provisions were replaced with public sector employment and conduct principles, which were legislated to apply beyond the public service to the whole public sector.

These changes were introduced to improve the efficiency and effectiveness of the public sector. With devolved employment powers, department and agency heads had greater authority and responsibility for improving individual and organisational performance. The introduction of a new performance management system put public employees on a more comparable footing with private sector employees.

3.3.2 Workforce profile

Over time, the profile of the public sector workforce in Victoria has also changed. The gender profile has changed significantly since the 1960s and, in comparison to the broader Victorian workforce, public sector employees tend to be highly educated, professional and older.

Roles and occupations

In 1960, a total of 16,457 staff were employed in the Victorian Public Service serving a population of approximately 2.9 million people. There were 9,979 permanent staff and 6,478 temporary staff.[18] Within the public service, in the 1960s permanent public servants were employed under four classifications, including the:

- First Division – the heads of the public sector departments, appointed on a permanent, ongoing basis;
- Administrative Division – officers engaged in duties that required administrative or clerical skill or experience, such as accountant or an administrator;
- Professional Division – officers engaged in duties that required knowledge or skills only acquired by being a member of a profession; and
- Technical and General Division – staff not included in the other three divisions.

In 1960, the Technical and General Division was the largest, with 5,609 employees. These staff included sub-professional, clerical or manual workers in roles such as typists, shorthand writers and tradesmen. Positions in this division were filled either through advertisement or by recruiting staff from the pool of temporary employees. The Administrative Division had 2,466 employees and included roles such as accountants or administrators. To join this division, candidates were required to be under the age of 22 years, to have completed their secondary schooling and to pass a competitive entrance examination. Thus both of these divisions included employees who were not required to have any tertiary qualification.[19]

Members of the Professional Division did require professional qualifications. The division included roles such as archivists, librarians, dentists, medical officers, agricultural scientists, chemists, engineers, hydrographers, court reporters, social workers and so on. Officers in this Division were either recruited through competitive examinations or via public advertisements to fulfil vacancies. In 1960, there were 1,892 employees in this division.[20]

Table 3.1: Distribution of permanent public service staff by division in 1960

Division	Percentage of employees
First	Less than 1%
Professional	19%
Administrative	25%
Technical and General	56%

18 Arnold, V.H. 1965, *Victorian year book 1965*, Commonwealth Bureau of Census and Statistics, Victorian Office, Melbourne

19 Public Service Board 1960, *Report of the Public Service Board*, Public Service Board, Melbourne.

20 ibid.

In addition, there were 6,478 temporary staff employed in the public service in 1960, appointed to positions for up to twelve months with the possibility of extension. While many of these positions were temporary in nature, many were permanent roles and were being reclassified as such by the Public Service Board.

At 30 June 2010, 261,068 people were employed across the Victorian public sector, accounting for approximately nine per cent of the total Victorian workforce and serving a population of approximately 5.4 million people. The four divisions have been disbanded. The major occupational areas in the public sector are shown in Table 2.2 in section 2.2.1. Major occupations include doctors, nurses and health professionals and teachers and education professionals.

In 2010, 61 per cent of employees in the Victorian public sector have a bachelor's degree or higher qualification, reflecting the requirement for tertiary qualifications for a large proportion of public sector occupations. In comparison, only 30 per cent of the total Victorian labour force has a bachelor's degree or higher.[21]

Age profile of the workforce

In 1960, the Public Service Board was concerned about the age profile of the public service workforce. In the years following the war, returned servicemen were given priority in appointments. This interrupted the steady intake of younger public servants and meant that the age distribution of the workforce was very uneven. Traditionally, positions vacated by retiring men in their sixties were fulfilled by men in the next age bracket. However, by 1960, a large number of senior public servants were retiring and their positions being filled by relatively young men, given the lack of 45 to 60 year olds available to fill the vacancies. The Public Service Board responded by introducing internal training courses, promoting staff transfers between departments and encouraging officers to undertake relevant tertiary education at universities and technical schools.[22]

In 2010, the Victorian public sector has an older age profile compared to the Victorian labour market in general, reflecting a demand for a workforce that is experienced and tertiary educated. The older and longer serving teaching workforce in government schools and TAFE institutes, and the large number of 'baby boomers' born between 1946 and 1960 also contribute to the older age profile.

Women in the public sector workforce

In 1960s, the profile of the Victorian Public Service was predominantly male, with women banned from holding permanent positions in the service once they were married. This restriction had been introduced in 1890, when women were employed in the public service mainly as receptionists or clerks, and was removed in the *Public Service Act 1974*. The revised Act also permitted women to sit the entrance examination for the Administrative Division, thus allowing women to be employed in higher grades, from which they had previously been excluded.

The workforce across the public sector was predominantly male in the 1960s, but there

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21 ABS 2010, Cat No. 6278, *Education and Training Experience, 2009,* ABS Cat No. 6105, *Australian Labour Market Statistics, Jan 2011*

22 Public Service Board 1960, *Report of the Public Service Board*, Public Service Board, Melbourne.

were more women in areas such as teaching. In earlier decades it had been a requirement that a female teacher, upon marrying, had to resign from a permanent position and, if re-employed, take a temporary position at a lower salary, but this was repealed in 1956. Until 1970, however, women could only be principals of schools that were for girls or disabled students or were one teacher schools. They did not receive equal pay until 1971.[23]

Throughout the 1960s women campaigned for equal pay for work of equal value. The claim was achieved in 1969, with equal rate of pay between males and females implemented across the sector from the beginning of 1972. Married women employed in permanent positions became eligible to join the State Superannuation Fund in 1975, although this was not compulsory until 1982.

In 2010, two thirds of Victorian public sector employees were female, reflecting the high proportion of women employed in the public health care and government schools sectors. In recent years there has also been an increase in the number of women in sectors that traditionally have not had high female representation. The proportion of women working in the police and emergency services sector is increasing; in 2010, 27 per cent of the workforce is female, compared to 20 per cent in 2003. Similarly, the proportion of women working in the water and land management sector is increasing.

There has also been a notable increase in the proportion of women in executive positions within the Victorian Public Service over the last two decades. At 30 June 2010, 29 per cent of all executive positions in the Victorian public sector were held by women, including four out of 11 departmental secretary positions. Figure 3.2 shows the gender distribution within the Victorian Public Service executive over the last two decades.

Figure 3.2 : Gender distribution of the Victorian Public Service executive 1992–2010
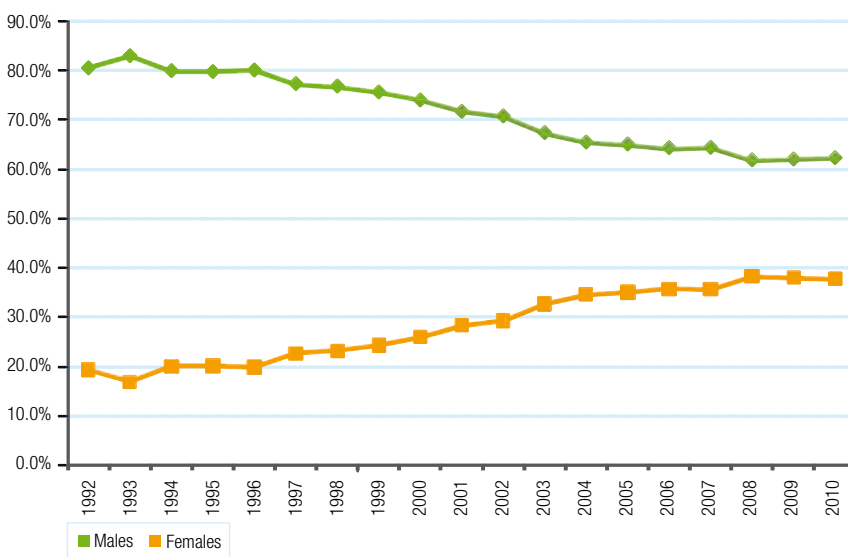
Sources: Public Service Board Annual Report 1991–92, Public Service Commissioner – Annual Reports, Commissioner for Public Employment – Annual Reports, VPS Executive Data Collection

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23   Department of the Parliamentary Library 1996, *One step forward, two steps back? Women and affirmative action: A case study of the Victorian Teaching Service*, viewed 6 December 2010, <http://www.aph.gov.au>.

Apart from the legislative changes in 1974 that allowed married women to hold permanent positions in the public sector, there are a number of other factors that have contributed to the increased employment of women. Since the 1960s, community action and protest has lead to recognition of women's rights to paid work, equal pay and access to child care. Increasing access to education has also lead to improved employment opportunities for women in the public sector. In addition, the Victorian public sector's policies on greater flexibility in working arrangements and promotion and appointment based on merit have contributed to more women being employed in the public sector and being appointed to senior positions.

3.4 Conclusion

Looking back over the last 50 years, the Victorian public sector has undergone significant reforms. While the sector continues to deliver core services such as education and emergency management, government activities have extended into new areas such as environmental protection and community development. Models of service delivery have also been reformed, with greater emphasis on understanding and meeting community needs and providing flexible and innovative services.

Appendix A:
The Victorian public sector workforce 2010

The Victorian public sector employed 261,068 people at 30 June 2010 (full time equivalent count was 212,474), representing nearly nine per cent of the total Victorian labour force.

This large and diverse workforce delivers the core government services of health, security, education, transport, welfare, and water supply. The profile of the public sector workforce changes over time as the government adjusts priorities and delivery methods to respond to the challenges and demands facing the Victorian community.

This appendix details the profile of the Victorian public sector workforce as at June 2010.

A.1 Victorian public sector workforce 2010

Table A.1: Statistical snapshot of the Victorian public sector workforce

Total employees (headcount)	**261,068**	**Regional distribution**		
Total employees (full time equivalent)	**212,474**	CBD		14%
Employees by sector		Other Melbourne metropolitan		
Public health care	94,667	North and West		25%
Government schools	65,270	Eastern		17%
Victorian Public Service	39,694	Southern		13%
Police and emergency services	20,227	*Total*		56%
TAFE and other education	18,163	Regional Victoria		
Balance of the public sector	14,878	Barwon South Western		8%
Water and land management	8,169	Gippsland		6%
Ongoing/non-ongoing (FTE)		Hume		6%
Ongoing	80%	Loddon Mallee		6%
Fixed term, temporary or casual*	20%	Grampians		6%
Full time/part time		*Total*		31%
Full time	59%	**Occupational category***		
Part time	41%	Professionals		50%
Base salary*		Community and personal service		
<$40,000	9%	workers		22%
$40,000–$59,999	34%	Clerical and administrative workers		16%
$60,000–$79,999	40%	Managers		5%
$80,000+	17%	Labourers and related workers		3%
Gender		Technicians and trades workers		3%
Female	67%	Machinery operators and drivers		1%
Male	33%	**Education**		
Age		Doctoral / masters degree		11%
<30 years	17%	Graduate diploma / certificate		21%
30–49 years	50%	Bachelor degree / honours		29%
50+ years	33%	Advanced diploma / diploma		11%
Country of birth		Certificate level / trade		12%
Australia	80%	Year 12 or equivalent or less		17%
Overseas	20%	**Turnover of ongoing employees**		
Language spoken at home		Separation rate		9%
English only	81%	Separation rate by age		
Language other than English	19%	less than 30 years		14%
Indigenous status		30–54		7%
Non-Indigenous	99%	over 55		10%
Indigenous Australian	1%	Recruitment by age		
Disability status		less than 30 years		41%
No disability	96%	30–54		46%
Disability	4%	over 55		13%

Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated.

*   Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

**   Base salary information is provided here for all active ongoing and fixed term staff.

***   These occupational categories are those used in the Australian Bureau of Statistics' occupational classification system – the Australian and New Zealand Standard Classification of Occupations.

A.2 Victorian Public Service

Table A.2: Statistical snapshot of the Victorian Public Service

Total Employees	39,694		**Turnover of ongoing employees**	
Full time Equivalent	36,364		Separation Rate	9%
Employment type (FTE)			Separations by age	
Ongoing	84%		Less than 30 years	12%
Fixed Term / Casual*	16%		30–54	8%
			Over 55	8%
Base salary**			Recruitment by age	
<$40,000	4%		Less than 30 years	39%
$40,000–$59,999	40%		30–54	48%
$60,000–$79,999	31%		Over 55	12%
$80,000+	25%			
			Age and Gender	
Part Time Employment			Men	39%
Overall	22%		Women	61%
Women working part time	29%		Average Age (All staff)	43
Men working part time	11%		Men	45
			Women	41
Regional Distribution				
CBD	48%		**Age and gender profile the Victorian Public Service**	
Other Melbourne Metropolitan				
Eastern	7%			
North and West	16%			
Southern	6%			
Total	29%			
Regional Victoria				
Barwon South Western	6%			
Gippsland	4%			
Grampians	5%			
Hume	4%			
Loddon Mallee	4%			
Total	23%			

Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated

*   Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

**   Base salary information is provided here for all active ongoing and fixed term staff.

At June 2010 the Victorian Public Service comprised 11 government departments and 23 authorities and offices.

Departments provide parliament and ministers with policy and administrative support required by a functioning government, as well as carry out, on their behalf, the statutory responsibilities that are assigned to ministers.

Departments are responsible for major service delivery functions such as:

- child protection, welfare services for families, services for people with disabilities and their families, and public housing services;
- providing advice to the community on public health issues and consumer issues;
- maintenance and management of state forests and fisheries;
- bushfire prevention and suppression on public land;
- delivering education through the government schools system;
- provision of research and other support to agriculture industries;
- running the courts and the corrections system (including prisons); and
- public registries such as Land Titles and the Registry of Births, Deaths and Marriages.

Departments are also responsible for funding and coordinating the delivery of services by service providers such as:

- public health care services;
- public transport, roads and ports;
- TAFE and adult education;
- water and sewage supply and environmental management;
- community based not for profit agencies such as Yooralla, Anglicare, UnitingCare and community based kindergartens; and
- public buildings, and other cultural assets like the Royal Melbourne Zoological Gardens and the Victorian Arts Centre.

In contrast, authorities and offices are established to undertake specific tasks, such as:

- providing administrative support to police officers (Office of the Chief Commissioner of Police);
- undertaking public audits as required by the Victorian Parliament (Victorian Auditor General's Office);
- managing and conducting elections (Victorian Electoral Commissioner); and
- advocating for protection of the environment, regulating environmental standards, and prosecute breaches of environmental laws (Environmental Protection Authority).

A.2.1 Victorian Public Service employees

Victoria has 39,694 public servants employed under the Public Administration Act. As shown in Table A.3, the overwhelming majority are ongoing, full time employees, with just under half employed in the Melbourne central business district (CBD) and the remainder split between metropolitan Melbourne and regional Victoria. The workforce is predominantly female (61 per cent) except at the top executive level, and has an average age of 42.5 years.

Over the last ten years the public service workforce has increased from a little over 23,000 FTE to 36,364 FTE. The growth reflects a change in the scope and nature of the work undertaken by the public service, particularly in expanding its activity in management, coordination and delivery of services. That 80 per cent of the growth has occurred in the service oriented departments (Human Services, Health, Education and Early Childhood Development, Justice, Sustainability and Environment, Primary Industries, and Transport) illustrates that the growth has been concentrated in the key service areas of health care, children's services, community welfare and security, emergency services, water, environmental sustainability, and public transport.

The workforce mix of the public service by gender, age, full time/part time, ongoing/fixed term-casual, geographic location, and turnover changes little from year to year. However, when viewed over a ten year period, several clear trends become evident.

The workforce is slowly becoming more feminised, the proportion of the workforce who are women increased from 56 per cent to 61 per cent in 2010 over the last decade.

During the same period the average age of employees has increased from 40.3 years to 42.5 years. The proportion of staff aged over 55 has risen from 8 per cent to 18 per cent, by contrast the proportion of staff aged between 35 and 44 has fallen from 30 per cent to 26 per cent. The proportions of staff in the other age groups (15–24, 25–34 and 45–54) have varied only slightly over the period. Part time employment has risen from 18 per cent of employees to 22 per cent. The number of employees by department at June 2010 is provided at Table A.3.

Table A.3: Total number of employees within the Victorian Public Service by department

	Headcount	FTE
Public Service department	34,580	31,522
Department of Education and Early Childhood Development	3,096	2,735
Department of Health	1,703	1,594
Department of Human Services	11,746	10,164
Department of Industry Innovation and Regional Development	1,031	989
Department of Justice	7,361	6,959
Department of Planning and Community Development	1,122	1,065
Department of Premier and Cabinet*	386	363
Department of Primary Industries	2,527	2,337
Department of Sustainability and Environment	3,123	2,918
Department of Transport	1,280	1,242
Department of Treasury and Finance	1,205	1,156
Administrative Offices and Authorities**	5,114	4,842
Grand total	**39,694**	**36,364**

Source: 2010 Workforce Data Collection

* Figures for the Department of Premier and Cabinet includes employees working with the Victorian Bushfires Royal Commission.

** Includes bodies designated as public service employers by specific legislative reference.

Salaries

There are three categories of public servant.

1. Secretaries and other senior managers in the public service – the executives comprising 2 per cent of public servants – are employed on a standard contract which specifies remuneration and terms and conditions. Executives are appointed by their secretary to a role for a fixed period of not more than five years. Secretaries are appointed by the Premier.

2. Sixty one per cent of the public service workforce is employed in the generic Victorian Public Service grade classification structure.

3. The remaining 37 per cent of public service employees work in specialised roles that are covered by occupation-specific classifications. These classifications are generally associated with service delivery work and often specific to a department.

Table A.4 provides a breakdown of the salary range and distribution of the public sector workforce across the generic VPS grade classifications.

Table A.4: Distribution of workforce and salary ranges by generic VPS grade classifications

Classification	Minimum	Maximum	No. of staff	% of VPS Workforce
VPS Grade 1	$36,035	$38,253	227	1%
VPS Grade 2	$39,487	$50,709	4,415	11%
VPS Grade 3	$51,818	$62,917	5,078	13%
VPS Grade 4	$64,150	$72,785	4,812	12%
VPS Grade 5	$74,018	$89,556	5,733	14%
VPS Grade 6	$90,789	$121,495	3,802	10%
Total			**24,067**	**61%**

Sources: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

The public service classification structure was redeveloped during the 2004–05 year and was fully implemented by June 2006. Since June 2006 there has been a consistent trend for the proportion of staff employed at each of grades 1, 2 and 3 to decline, and increase at each of grades 4, 5 and 6. This change in employment mix is consistent with the increasing professionalisation of the public service workforce over time. Figure A.1 illustrates how the proportion of staff by grade has changed over time.

Figure A.1: Percentage distribution of generic VPS grade staff by classification level 2006–10

Percent of all VPS grade staff
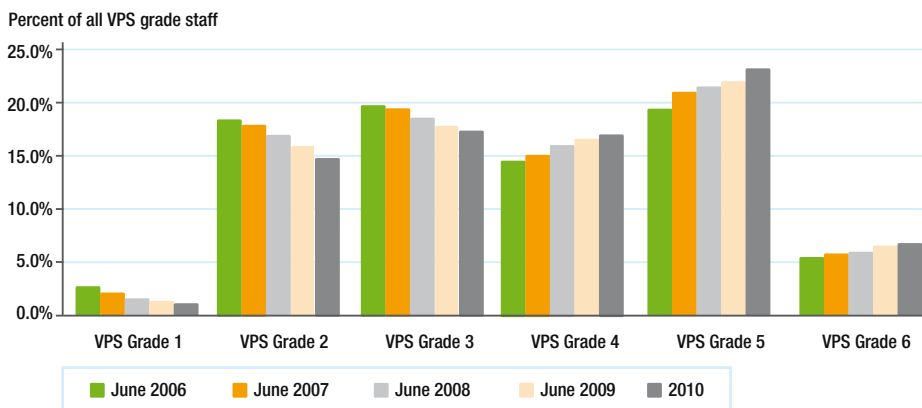
Source: Workforce Data Collections 2006 to 2010

Table A.5 shows the distribution of the public service workforce across the occupation specific and senior specialist classifications.

Table A.5: Distribution of public service workforce by occupational/specialist classification

Occupational Classification		% of VPS Workforce
Allied health	1,145	3%
Child protection worker	1,660	4%
Clerk of Courts	431	1%
Community corrections officers	400	1%
Custodial officers	1,766	4%
Disability development and support officer	5,452	14%
Forensic officer	239	1%
Forestry field staff	313	1%
Housing services officers	495	1%
Juvenile justice worker	433	1%
Legal officers	468	1%
Nurses	251	1%
Science officers	1,119	3%
Senior specialists (includes senior technical specialists, principal scientists, senior medical advisors)	283	1%
Other (sheriffs, ministerial drivers, and miscellaneous)	506	1%
Total	14,961	37%

Source: 2010 Workforce Data Collection

Key classification groups

The following section provides further information about each of the key classification groups with the Victorian Public Service.

The key classification groups of public servants show:

- an overwhelming predominance of women in 'caring professions', and an increasing number of women employed in the law and order related forensic (65 per cent) and custodial (28 per cent) fields;
- the employment type is predominantly ongoing rather than fixed term or casual; and
- the time fraction is predominantly full-time rather than part-time, except for disability development and support officers and nurses.

Allied health

Allied health includes psychologists, guidance officers, speech pathologists, social workers, welfare workers, occupational therapists, and dieticians. They provide health services to students in primary and secondary schools, people serving custodial sentences and clients of community welfare services. The Department of Human Services, the Department of Education and Early Childhood Development, the Department of Justice, the Department of Health, and the Office of Public Prosecutions all employ allied health professionals.

Table A.6: Allied health workers profile by employment type and gender

Total employees	1,145	Salary range	$39,487–$89,556
Full time equivalent	976		
Employment type (FTE)		**Age and gender**	
Ongoing	84%	Men	13%
Fixed term/casual	16%	Women	87%
Part time employment	38%	Average age	40

Sources: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Child protection workers

Child protection workers protect children and young people from abuse and neglect by assessing cases and intervening as necessary. They case manage adoption and permanent care, support children and young people who are humanitarian refugees, and support adopted people and their families while releasing confidential information for locating family members. Child protection workers are involved in a range of programs, including youth justice community-based services and placement support programs. They are primarily employed in the Department of Human Services. FTE staffing in this classification has increased 6 per cent over the 2009–10 year.

Table A.7: Child protection workers profile by employment type and gender

Total employees	1,660	Salary range	$39,487–$121,495
Full time equivalent	1,505		
Employment type (FTE)		**Age and gender**	
Ongoing	82%	Men	15%
Fixed term/casual	18%	Women	85%
Part time employment	22%	Average age	39

Sources: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Community corrections officers

Community corrections officers are employed by the Department of Justice to monitor and supervise offenders who have been sentenced by the courts to serve community correctional orders.

Table A.8: Community corrections officers profile by employment type and gender

Total employees	400	Salary range	$39,487–$72,785
Full time equivalent	370		
Employment type (FTE)		**Age and gender**	
Ongoing	83%	Men	26%
Fixed term/casual	17%	Women	74%
Part time employment	18%	Average age	36

Source: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Custodial officers

This classification covers officers employed by the Department of Justice who manage prisoners and provide security in the State's public sector adult prisons. This is one of the few areas of the Victorian Public Service that remains a predominantly male workforce.

Table A.9: Custodial officers profile by employment type and gender

Total employees	1,766	Salary range	$38,253–$121,495
Full time equivalent	1,689		
Employment type (FTE)		**Age and gender**	
Ongoing	86%	Men	72%
Fixed term/casual	14%	Women	28%
Part time employment	9%	Average age	45

Source: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Disability development and support officers

These officers provide care and support to people with a disability, including those living in residential care. They are employed by the Department of Human Services. FTE staffing in this classification has increased 3 per cent over the 2009–10 year.

Table A.10: Disability development & support officers profile by employment type and genderr

Total employees	5,452	Salary range	$35,778–$107,700
Full time equivalent	4,346		
Employment type (FTE)		**Age and gender**	
Ongoing	77%	Men	32%
Fixed term/casual	23%	Women	68%
Part time employment	58%	Average age	46

Source: Department of Human Services, 2010 Workforce Data Collection

Forensic officers

Forensic officers are technicians and scientists who assist sworn police officers in the collection of forensic evidence and assess collected material using forensic science techniques. Most are employed within Victoria Police but a small number are employed by the Department of Justice at the Victorian Institute of Forensic Medicine.

Table A.11: Forensic officers profile by employment type and gender

Total employees	239	Salary range	$42,204–$126,698
Full time equivalent	223		
Employment type (FTE)		**Age and gender**	
Ongoing	92%	Men	35%
Fixed term/casual	8%	Women	65%
Part time employment	17%	Average age	38

Source: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Forestry field staff

Forestry field staff are employed by the Department of Sustainability and Environment to undertake fire prevention and suppression tasks, as well as track and facilities maintenance in State forests and reserves. Several hundred additional staff are employed on a fixed term basis over summer each year to meet fire season requirements. The number of field staff employed at June 2009 was unusually high as bushfire remediation work continued but returned to more typical levels by June 2010.

Table A.12: Forestry field staff profile by employment type and gender

Total employees	313	Salary range	$37,451–$56,466
Full time equivalent	312		
Employment type (FTE)		**Age and gender**	
Ongoing	73%	Men	95%
Fixed term/casual	27%	Women	5%
Part time employment	0.3%	Average age	42

Source: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Housing services officers

These officers manage relationships with tenants and applicants for housing assistance, manage rental accounts and assess property maintenance needs. They are employed by the Department of Human Services.

Table A.13: Housing services officers profile by employment type and genderr

Total employees	495	Salary range	$39,487–$62,917
Full time equivalent	460		
Employment type (FTE)		**Age and gender**	
Ongoing	90%	Men	22%
Fixed term/casual	10%	Women	77%
Part time employment	20%	Average age	41

Source: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

Juvenile justice workers

These workers supervise young people who are sentenced to serve in a youth training centre, are on parole or are placed on a community based order. They provide advice to the courts on young people and offer access to services that support young people at risk of re-offending. They are employed by the Department of Human Services.

Table A.14: Juvenile justice workers profile by employment type and gender

Total employees	433	Salary range	$39,448–$121,495
Full time equivalent	390		
Employment type (FTE)		**Age and gender**	
Ongoing	68%	Men	63%
Fixed term/casual	32%	Women	37%
Part time employment	23%	Average age	42

Source: 2010 Workforce Data Collection, Victorian Public Service Agreement 2006 (extended 2009)

<u>Nurses</u>

This classification refers to registered nurses. They are employed by the Department of Education and Early Childhood Development, undertaking health screening checks for primary school students.

Table A.15: Registered nurses profile by employment type and gender

Total employees	251	Salary range	$33,770–$122,842
Full time equivalent	192		
Employment type (FTE)		**Age and gender**	
Ongoing	89%	Men	3%
Fixed term/casual	11%	Women	97%
Part time employment	55%	Average age	47

Source: Department of Education and Early Childhood Development, 2010 Workforce Data Collection

Superannuation

Employer contributions to superannuation funds are in addition to salaries. Most public service staff (81 per cent) are members of accumulation superannuation funds where the employer contributes 9 per cent of salary to a complying fund, as required under Commonwealth legislation. Staff have the option of making additional contributions to these schemes from their salary.

Nineteen per cent of current public service staff are members of defined benefit schemes. The public service pension superannuation scheme was closed to new members in 1988. It was replaced with a defined benefit lump sum scheme which, in turn, was closed to new members in 1993. The employer contribution to these schemes is revised periodically based on an actuarial assessment. Under the pension scheme staff are required to make a set percentage contribution from their salary, whereas under the lump sum scheme staff may choose to contribute 0, 3, 5 or 7 per cent (in certain circumstances) of their salary. The proportion of public service staff in these schemes is declining at around 2.5 per cent per year as members retire.

Changes in numbers of staff working in key occupations

Figures A.2 and A.3 show noticeable increases in Victorian Public Service employment in a number of areas over the past 10 years, reflecting changing government priorities over this time.

Figure A.2: Change in selected Victorian Public Service occupational groups with more than 500 FTE employees, 2000/01–2009/10
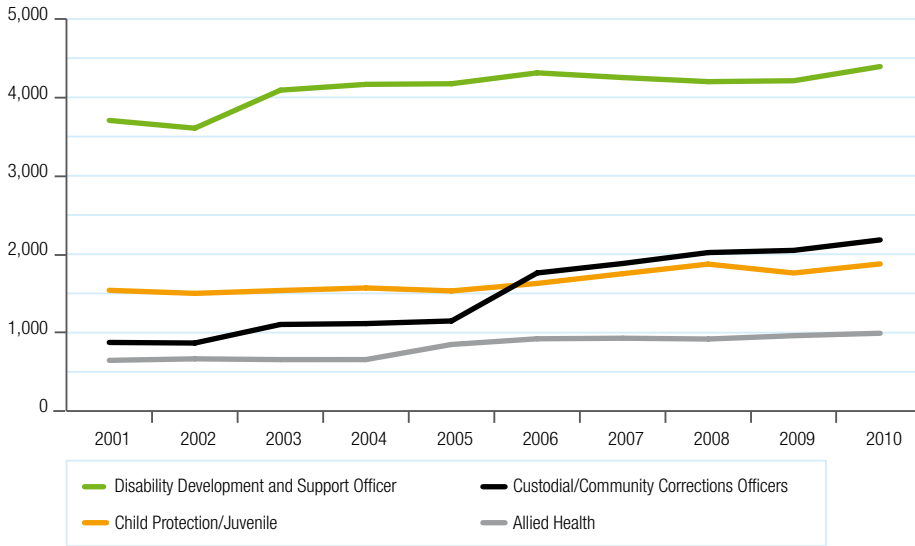
Source: Department of Human Services, the Department of Justice and the Workforce Data Collection surveys from 2005 to 2010

Notes: Due to improvements in data quality and classification, figures may differ from last year. Changes to the public service classification structure in 2005 resulted in health professionals employed in the Departments of Justice and Education being reclassified from the VPS structure to Allied Health.

Figure A.3: Change in selected Victorian Public Service occupational groups with 500 FTE employees or less, 2000/01–2009/10
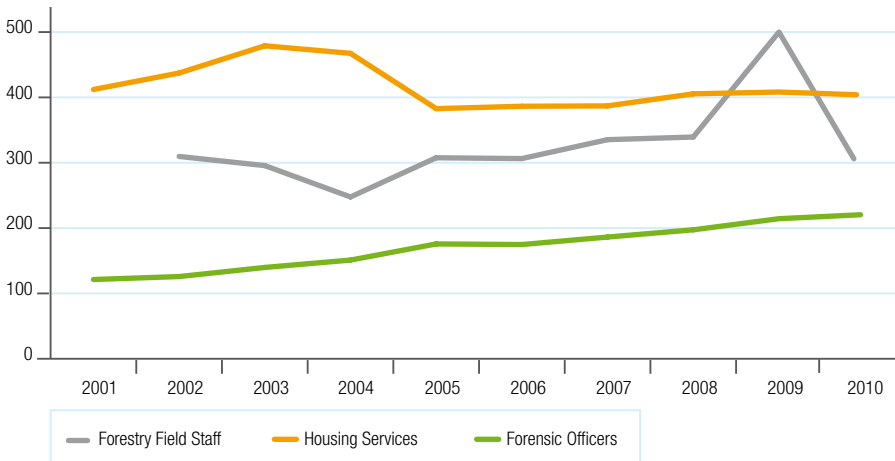
Source: Department of Human Services, the Department of Justice and the Workforce Data Collection surveys from 2005 to 2010

Notes: A review of the housing services function in 2004–05 resulted in some positions previously classified as housing service officers being translated to the VPS classified structure. Employment of forensic officers has increased since 2005 due to a renewed focus on an investment in resources within the forensics area of Victoria Police. Forestry field staff numbers increased in 2009 due to need for remediation work following the 2009 bushfires and dropped back in 2010 after remediation was complete.

A.3 Public health care

Table A.16: Statistical snapshot of the public health care sector

Total Employees	94,667	**Turnover of ongoing employees**	
Full time Equivalent	69,693	Separation Rate	10%
Employment type (FTE)		Separations by age	
Ongoing	78%	Less than 30 years	17%
Fixed Term / Casual*	22%	30–54	9%
		Over 55	8%
Base salary**		Recruitment by age	
<$40,000	16%	Less than 30 years	43%
$40,000–$59,999	33%	30–54	46%
$60,000–$79,999	34%	Over 55	11%
$80,000+	17%		
		Age and Gender	
Part Time Employment		Men	21%
Overall	61%	Women	79%
Women working part time	66%	Average Age (All staff)	42
Men working part time	41%	Men	43
		Women	41

Regional Distribution

CBD	4%
Other Melbourne Metropolitan	
Eastern	21%
North and West	30%
Southern	12%
Total	62%
Regional Victoria	
Barwon South Western	8%
Gippsland	6%
Grampians	7%
Hume	6%
Loddon Mallee	7%
Total	34%

Age and gender profile of public care health sector
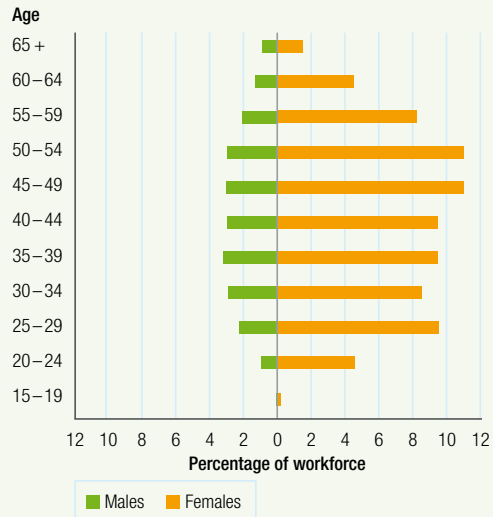
Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated

* Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

** Base salary information is provided here for all active ongoing and fixed term staff.

The public health care sector is comprised of government owned hospitals and health services, and a small number of related organisations including research institutions, professional registration bodies, and health promotion and ancillary service bodies. Included are the large metropolitan health services that each run multiple hospital campuses (for example, Southern Health), the specialist hospitals (for example, Peter McCallum Cancer Centre, the Royal Victorian Eye and Ear Hospital), regional hospitals (Ballarat Health Services, West Gippsland Health Care Group), and the rural health services (Mansfield District Hospital, Upper Murray Health and Community Service).

Each organisation in the public health care sector is a separate and discrete employer with its own management structure.

A.3.1 Public health care sector employees

With over 90,000 employees the public health care sector is the largest sector in the State Government, almost two-and-a-half times that of the Victorian Public Service and nearly 50 per cent larger than the public schools sector. The health workforce is also spread throughout Victoria's population centres, reflecting the location of hospitals and other health services.

Women comprise 79 per cent of the workforce, a proportion that has not changed since 2003. A high proportion of staff work part time (61 per cent).

Compared to the metropolitan workforce, the regional workforce has a higher proportion of women (83 per cent compared to 76 per cent) and is more likely to work part time (71 per cent compared to 55 per cent). Over time, the proportion of the workforce aged over 55 has been increasing.

Employees in this sector work in a wide variety of occupations. These encompass professional staff (including doctors, nurses, scientists, therapists, and radiographers), social and welfare workers (including child care, personal care and nursing assistants, psychologists, and counsellors), clerical and administrative support (including operational and project staff and managers, IT support officers and administrators), ancillary services (including cleaning, catering, patient services, and maintenance trades) and management roles. The vast majority of staff are employed in hospitals and health services.

Steady increases in service demand, combined with intense national and international competition for skills means the public health care sector has critical workforce shortages in some areas, including doctors, nurses and allied health workers. The Department of Health has implemented a number of initiatives to address these shortages, including:

• a specialist medical training scheme which funds hospitals to take on specialist trainees;

• an early graduate scheme which encourages health services to take on new graduates in nursing and allied health fields in return for funding;

• the Better Skills Best Care initiative which aims to examine opportunities for role redesign of the workforce as a way of building capacity; and

• nursing innovation grants aimed at improving the recruitment and retention of the nursing workforce and in particular enrolled nurses (division 2 nurses).

Implementation of these initiatives has contributed to an increase in the proportion of recruits under 30 years of age from 40 per cent in 2008–09 to 43 per cent in 2009–10.

Classifications and salaries

As shown in Tables A.17 and A.18, common pay structures are applicable across the public health care sector for health professionals and nurses.

Table A.17: Salary ranges for nurses June 2010[24]

Role title	Minimum	Maximum
Registered nurse grade 1 – division 2	$33,770	$47,096
Registered nurse grade 2 – division 1	$47,357	$62,687
Clinical nurse specialist	$64,524	
Registered nurse grade 3	$65,286	$67,890
Registered nurse grade 4	$71,479	$76,129
Registered nurse grade 5	$76,113	$86,867
Registered nurse grade 6	$77,652	$99,995
Registered nurse grade 7	$77,652	$122,839

Source: Nurses (Victorian Public Health Sector) Multiple Business Agreement 2007–2011

Table A.18: Salary ranges for health professionals June 2010

Position	Minimum	Maximum
Audiologist	$44,561	$103,856
Dental technician	$41,576	$48,510
Dietician	$45,301	$109,001
Medical imaging technician	$35,471	$109,956
Medical physicist	$51,897	$145,004
Nuclear medical technician	$35,471	$109,956
Pharmacists	$47,827	$131,271
Physiotherapist	$44,347	$109,956
Psychologist	$43,747	$103,856
Radiation engineers	$49,742	$104,989
Radiation therapist	$35,471	$140,454
Research assistant	$50,055	$72,716
Research fellow	$85,401	$129,617
Research officer	$70,185	$87,926
Scientists	$35,654	$117,151
Social worker	$44,347	$109,956
Welfare worker	$32,116	$58,080

Source: Public Health Sector (Medical Scientists, Pharmacists and Psychologists) Multi-Enterprise Agreement 2008–2011, Health Services Union – Health Professionals – Workplace Determination 2008

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24 'Registered Nurses grade 1 – division 2' are also known as 'Enrolled Nurses, or 'State Enrolled Nurses'.

Superannuation arrangements

Approximately 95 per cent of staff in the public health care sector are members of accumulation superannuation funds where the employer contributes 9 per cent of salary to a complying fund, as required under Commonwealth legislation. Staff have the option of making additional contributions to these schemes from their salary.

Just over 5 per cent of staff are members of a defined benefit superannuation scheme. Most of these are members of the Healthsuper defined benefit scheme, which was closed to new members in 1993. Less than 1 per cent are members of the public service defined benefit superannuation schemes. Generally these staff commenced as public service employees who became public health care sector employees when the functions they undertook were transferred to the health care services.

Employer contributions to superannuation funds are in addition to salaries.

Changes in numbers of staff working in the Victorian health care sector

Staffing levels in full time equivalent terms have increased 3.1 per cent over the 2009–10 year, but the number of people employed has increased by only 0.8 per cent. This reflects an increase in the number of hours worked by part time staff. On average each part time employee worked an additional hour in June 2010 compared to June 2009. Spread over 57,000 part time employees, this has delivered the equivalent of an additional 1,700 full time staff.

In response to an increase in the demand for services, employment has continued to rise across all occupational groups in Victorian hospitals and health services. This reflects increasing expenditure, numbers of hospital beds and improvements to nurse-patient ratios in hospitals. Figure A.4 illustrates the increases in health service occupational groups to support these initiatives.

Figure A.4: Change in hospital occupational group numbers, FTE employees, 2000–10
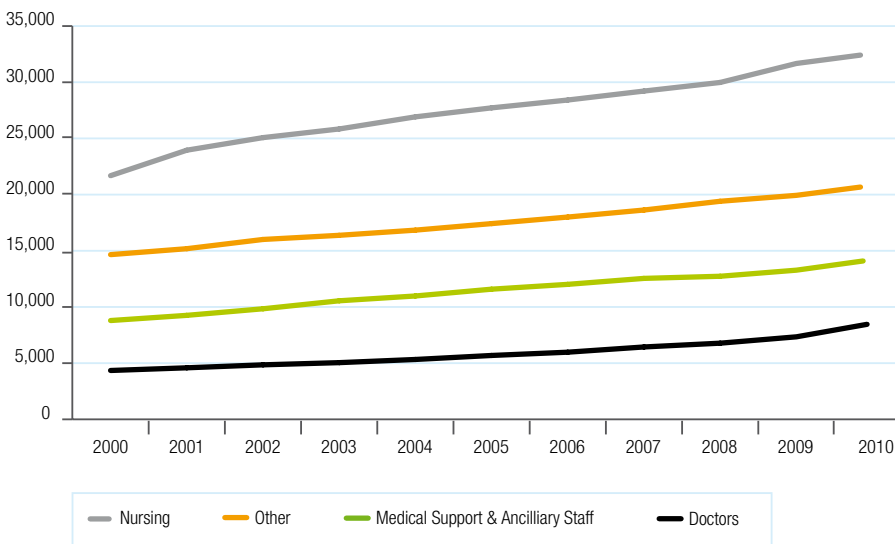
Source: Based on information supplied by the Department of Human Services

A.4 Government schools

Table A.19: Statistical snapshot of the government schools sector

Total Employees	65,270		**Turnover of ongoing employees***	
Full time Equivalent	54,484		Separation Rate	N/A
Employment type (FTE)			Separations by age	
Ongoing	75%		Less than 30 years	N/A
Fixed Term / Casual*	25%		30–54	N/A
			Over 55	N/A
Base salary**			Recruitment by age	
<$40,000	7%		Less than 30 years	53%
$40,000–$59,999	35%		30–54	37%
$60,000–$79,999	47%		Over 55	10%
$80,000+	11%			
			Age and Gender	
Part Time Employment			Men	24%
Overall	39%		Women	76%
Women working part time	44%		Average Age (All staff)	44
Men working part time	23%		Men	44
			Women	44
Regional Distribution				
CBD	0%		**Age and gender profile of government schools sector**	
Other Melbourne Metropolitan				
Eastern	18%			
North and West	28%			
Southern	21%			
Total	67%			
Regional Victoria				
Barwon South Western	8%			
Gippsland	6%			
Grampians	5%			
Hume	6%			
Loddon Mallee	8%			
Total	33%			

Age and gender profile of government schools sector
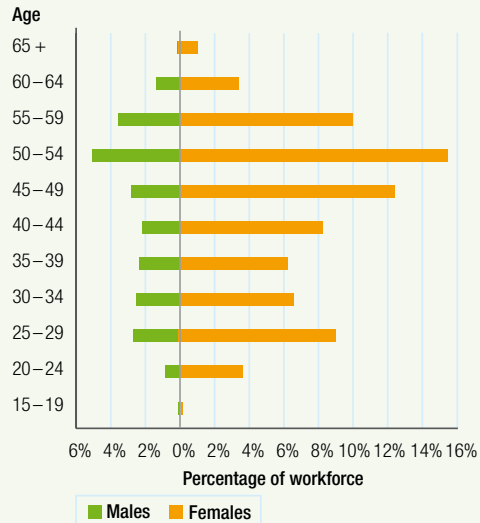
Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated

* Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

** Base salary information is provided here for all active ongoing and fixed term staff.

*** Separation rates not available at the time of publication.

The government schools sector includes primary, secondary, primary–secondary (P–12), special and other schools. In 2010 there are 1,555 Victorian government schools.

A.4.1 Employees in government schools

Staff employed in this sector include employees of the Government Teaching Service (principal, teacher, paraprofessional and education support classes) employed by the Department of Education and Early Childhood Development as well as casual relief teachers and support staff employed directly by school councils.

Government Teaching Service employment is under Part 2.4 of the *Education and Training Reform Act 2006*. The Act provides the Secretary with powers and functions for the administration and management of Department employees. Some of these functions and powers, including the power to employ, transfer and promote, have been delegated to principals.

School councils have employment powers under Part 2.3 of the *Education and Training Reform Act 2006* in respect to casual relief teachers and non-teaching support roles.

Women comprise a high proportion of the schools workforce (76 per cent). The proportion of women in this workforce has been increasing slowly over time but in 2010 it remained constant.

The average age of employees in government schools has remained steady at 44 years since 2003. The proportion of employees in the 25–34 year age group continues to increase, reflecting the greater intake in recent years of graduate teachers.

Part time employment in this sector has increased from 30 per cent in 2003 to 39 per cent in 2010. In regional areas part time employment is more common (38 per cent) than in metropolitan areas (34 per cent).

Classifications and salaries

Principals, teachers and paraprofessionals are covered by the *Victorian Government Schools Agreement 2008* and Education Support Class employees are covered by the *Education Support Class Agreement 2008*.

Table A.20: Salary ranges for the Government Teaching Service as at June 2010

Job title	Minimum	Maximum
Graduate teacher	$53,996	$55,535
Accomplished teacher	$58,745	$65,735
Expert teacher	$68,100	$79,648
Leading teacher	$82,305	$87,064
Assistant principals	$95,807	$139,089
Principals	$95,807	$156,788
Education support officer (ESO) 1	$36,798	$53,085
Education support officer (ESO) 2	$53,996	$98,887

Source: Department of Education and Early Childhood Development

Superannuation arrangements

Traditionally teachers and other schools staff were employed under the same superannuation arrangements as applied to public service staff.

As at June 2010, 28 per cent of staff in government schools are members of the public service defined benefit superannuation schemes. As with public service staff, the proportion of school staff in these schemes is declining at around 2.5 per cent per year as staff members retire.

The remaining 72 per cent of staff in schools are members of accumulation superannuation funds where the employer contributes 9 per cent of salary to a complying fund, as required under Commonwealth legislation. Staff have the option of making additional contributions to these schemes.

Changes in staff numbers in government schools

A number of government policy commitments (in particular to smaller average class sizes, alongside the addition of teacher aides, integration aides and administrative staff in schools), has resulted in increases in the numbers of teachers and support staff in schools. Figures A.5 and A.6 illustrate the impact over time of these changes on government school staffing numbers.

Figure A.5: FTE change in government schools occupational groups (Teachers), 2000–10
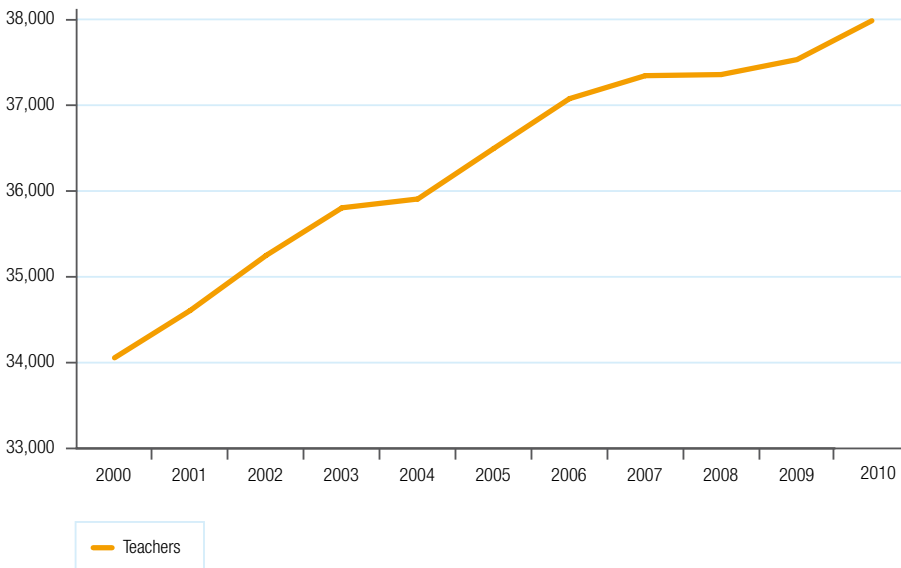
Source: Department of Education and Early Childhood Development

Figure A.6: FTE change in government schools occupational groups (principals and education support officers), 2000–10
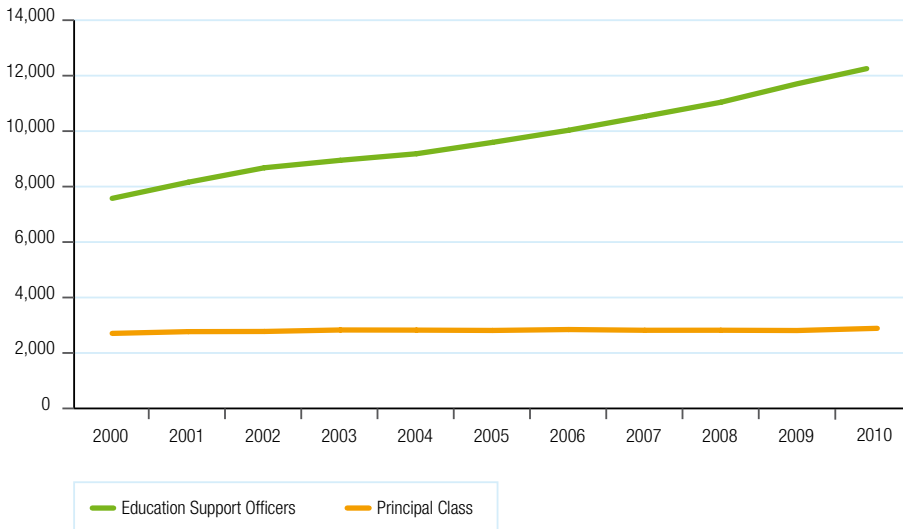
Source: Department of Education and Early Childhood Development

A.5 TAFE and other education entities

The TAFE and other education entities sector comprises TAFE institutes, the TAFE divisions within the four dual sector universities, and other non-school entities engaged in education and training related activities (for example the Centre for Adult Education, Adult Multicultural Education Service).

TAFE institutions provide vocational training and education services to industry as well as to school leavers and adults enrolling in apprenticeships, and other training courses and programs. Industry provides advice on training needs through Skills Victoria.

The Centre for Adult Education specialises in adult education and runs short courses for general interest and professional development, as well as teaching skills for employment or further study. The remaining organisations provide specialist training services or support the professional status and development of teachers.

Each organisation is a discrete and separate employer with its own management structure.

Table A.21: Statistical snapshot of TAFE and other education entities sector

Total Employees	18,163	**Turnover of ongoing employees**	
Full time Equivalent	12,181	Separation Rate	11%
Employment type (FTE)		Separations by age	
Ongoing	60%	Less than 30 years	23%
Fixed Term / Casual*	40%	30–54	10%
		Over 55	10%
Base salary**		Recruitment by age	
<$40,000	4%	Less than 30 years	20%
$40,000–$59,999	37%	30–54	55%
$60,000–$79,999	51%	Over 55	25%
$80,000+	8%		
		Age and Gender	
Part Time Employment		Men	43%
Overall	54%	Women	57%
Women working part time	61%	Average Age (All staff)	46
Men working part time	44%	Men	48
		Women	45
Regional Distribution			
CBD	15%		

Regional Distribution

CBD	15%
Other Melbourne Metropolitan	
Eastern	14%
North and West	27%
Southern	20%
Total	60%
Regional Victoria	
Barwon South Western	7%
Gippsland	5%
Grampians	2%
Hume	6%
Loddon Mallee	5%
Total	25%

Age and gender profile of TAFE and other education entities
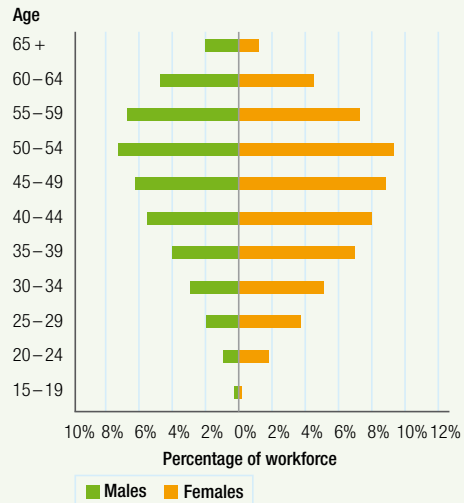
Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated. TAFE and other education sector employment headcount numbers were overstated in the State of the Public Sector in Victoria 2008–09 report due to incorrect reporting of casual staff by a small number of institutions. The overstatement cannot be verified but appears to be in the order of 1000 people.

*   Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

**   Base salary information is provided here for all active ongoing and fixed term staff.

A.5.1 Employees in TAFE and other education entities

The majority of employees in this sector work in TAFE institutions. Teachers are the major employee group. Other categories include non-teaching professionals, administrative and clerical, computing, technical, and general maintenance staff.

Women form the overall majority of the workforce in this sector, but there are more men than women in the 60 and over age group.

This sector has the oldest workforce of any of the sectors, partly because many TAFE teachers enter the workforce at an older age compared with other sectors. With the ageing of ongoing employees, the proportion of staff aged over 55 is increasing, growing from 21 per cent in 2005 to 27 per cent in 2010. Compared to other sectors, few employees (23 per cent) are in the under 40 age group and most of these are non-teaching staff. Part-time employment in this sector has fallen back from 58 per cent in 2008–09 to 54 per cent in 2009–10.

Classifications and Salaries

There is a common pay structure for TAFE teachers and support staff (Professional, Administrative, Computing Clerical and Technical (PACCT) Officers).

Table A.22: Salary ranges for TAFE teachers and PACCT Officers, June 2010

Job title	Minimum	Maximum
Teacher	$46,542	$72,275
Senior Educator	$74,856	$80,019
Professional Administrative Computing Clerical &Technical		
Administrative Officer	$31,907	$83,956
Library Officer	$37,738	$72,310
Technical Officer	$35,538	$58,273
Computer Officer	$33,895	$78,670
Counselling Services Officer	$38,593	$65,419

Source: Victorian TAFE Teaching Staff Multi-Business Agreement 2009, TAFE PACCT Certified Agreements 2005 (extended and varied in 2009)

Superannuation arrangements

Elements of the current TAFE and other education sector were once part of the government school system and, as for other schools, staff were members of the public service defined benefit superannuation schemes. Following the creation of TAFE and further education institutions as discrete organisations, school teachers and other staff eligible to be members of the public service defined benefit schemes have transferred to these organisations.

Currently, 9 per cent of the TAFE and other education entities workforce are members of the public service defined benefit superannuation schemes.

The remaining 91 per cent of staff in this sector are members of accumulation superannuation funds where the employer contributes 9 per cent of salary to a complying fund, as required under Commonwealth legislation. Staff have the option of making additional contributions to these schemes from their salary.

Employer contributions to superannuation funds are in addition to salaries.

A.6 Police and emergency services

Table A.23: Statistical snapshot of police and emergency services

Total Employees	20,227	**Turnover of ongoing employees**	
Full time Equivalent	19,270	Separation Rate	4%
Employment type (FTE)		Separations by age	
Ongoing	97%	Less than 30 years	4%
Fixed Term / Casual*	3%	30–54	3%
		Over 55	6%
Base salary**		Recruitment by age	
<$40,000	2%	Less than 30 years	55%
$40,000–$59,999	20%	30–54	40%
$60,000–$79,999	59%	Over 55	5%
$80,000+	19%		
		Age and Gender	
Part Time Employment		Men	73%
Overall	9%	Women	27%
Women working part time	24%	Average Age (All staff)	41
Men working part time	4%	Men	43
		Women	37
Regional Distribution			
CBD	23%	**Age and gender profile of police and emergency services sector**	
Other Melbourne Metropolitan			
Eastern	18%		
North and West	21%		
Southern	14%		
Total	53%		
Regional Victoria			
Barwon South Western	5%		
Gippsland	4%		
Grampians	5%		
Hume	5%		
Loddon Mallee	5%		
Total	24%		

Age and gender profile of police and emergency services sector

Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated.

*   Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

**   Base salary information is provided here for all active ongoing and fixed term staff.

The police and emergency services sector includes employees of the country and metropolitan fire services, Ambulance Victoria, the State Emergency Service, sworn police officers, and the employees of the Emergency Services Telecommunications Authority.

Police

Victoria Police deliver a diverse range of law enforcement services that are aimed at the prevention, detection, investigation and prosecution of crime and disorderly behaviour.

Ambulance

Ambulance Victoria provides emergency and non-emergency pre-hospital patient treatment, ambulance transport services and various public education services.

Fire services

Victoria's fire services are delivered by three agencies.

1. The Metropolitan Fire Brigade (MFB) provides fire prevention, fire suppression and emergency response services to Melbourne's CBD, inner and middle suburbs and a large portion of Port Phillip Bay.

2. The Country Fire Authority (CFA) is responsible for providing fire services to the remainder of rural Victoria and parts of metropolitan Melbourne. The CFA has more than 1,200 brigades and approximately 1,500 tankers, pumpers and other emergency response vehicles. In addition to career officers and paid fire fighters, the CFA draws on a force of around 60,000 volunteers.

3. The Department of Sustainability and Environment (DSE) is responsible for the public land which comprises one-third of Victoria and maintains a fire detection system of lookout towers. DSE employs seasonal fire fighters during the fire season. In addition, employees from DSE, the Department of Primary Industries (DPI), and Parks Victoria are trained and available for fire duties. (DSE and DPI staff are included in the sector profile of the Victorian Public Service. Parks Victoria staff are included in the Water and Land Management workforce sector profile.)

The State Aircraft Unit, on behalf of DSE and CFA, manages a fleet of between 20–30 specialised contracted aircraft to assist with fire suppression during the fire season.

A.6.1 Employees of emergency service organisations

Each of the emergency service organisations is a discrete and separate employer with their own management structure.

The main occupational groups within this sector are operational fire fighters, ambulance officers and police. Police constitute a majority of staff in this sector. Also covered are support staff of the emergency, fire, and ambulance services: clerical and administration (including operational and project staff and managers and IT support officers and administrators), call takers in call centres, maintenance trades, and technicians. Volunteers are not included in staffing figures.

Police are technically not employees, but are officers engaged under the Police Regulation Act 1958 and include sworn police officers, and recruits in training. Police and protective

service officers, are responsible to the Chief Commissioner of Police and collectively form the Victorian Police Force.

Professional, technical, and support staff working within Victoria Police are public service employees. They are excluded from this analysis of emergency service workers but are included in the analysis of the Victorian Public Service workforce.

The proportion of women working in this sector is increasing, up to 27 per cent in 2010 from 20 per cent in 2003. This has resulted from increasing numbers of women working as police and ambulance officers. Growth in part time employment has also been observed over time, up from 7 per cent in 2007, but remains low at 9 per cent overall in 2010. In the 2009–10 year growth in part time employment has been most significant in Ambulance Victoria.

The police and emergency services sector has the youngest age profile of all the public sectors, reflecting the requirement for operational staff to be physically fit in order to undertake physically demanding and potentially dangerous work.

Classifications and salaries

The pay structures for ambulance paramedics and police officers are shown in Table A.24.

Table A.24: Salary ranges for ambulance paramedics and police officers, June 2010

Position	Minimum	Maximum
Ambulance Paramedics		
Graduate ambulance paramedic	$40,775	$45,711
Mobile intensive care paramedic	$56,651	$60,486
MICA flight paramedic	$62,206	$63,784
Roster paramedic ALS	$62,571	$68,727
Senior reserve paramedic	$65,820	$68,495
Station officer	$55,337	$64,167
Paramedic educator	$57,140	$65,609
Team manager	$60,590	$74,212
Station Officer	$50,469	$61,617
Duty Team Manager	$68,005	$77,093
Team Manager	$57,482	$71,342
Police Officers		
Constable	$51,156	$56,943
Senior constable	$62,470	$73,843
Leading senior constable	$75,320	$76,684
Sergeant	$77,896	$84,889
Senior sergeant	$86,020	$91,576
Inspector	$103,850	$115,310
Superintendent	$117,353	$133,095

Source: Department of Human Services and Office of the Chief Commissioner of Police

Superannuation arrangements

Operational police and staff of the emergency services are eligible to be members of the defined benefit Emergency Services Superannuation Scheme. This fund remains open to new members. Currently 83 per cent of staff in the police and emergency services sector are members of this fund.

As for the closed public service defined benefit superannuation schemes, the employer contribution is revised periodically based on an actuarial assessment. Staff may generally choose to contribute 0, 3, 5, 7, or 8 per cent (in certain circumstances) of their salary.

The remaining 17 per cent are members of the ESSPLAN accumulation superannuation fund where the employer contributes 9 per cent of salary to a complying fund, as required under Commonwealth legislation. Staff have the option of making additional contributions to this scheme from their salary.

Employer contributions to superannuation funds are in addition to salaries.

Changes in numbers of police[25]

The Government had committed to increase police numbers over time. Figure A.7 shows the impact of these initiatives on police and recruit numbers over the period 2000 to 2010. Also included are police funded by the Federal Government for overseas deployment, Airport Security and additional police funded for other specific outcomes.

Figure A.7: Change in police numbers, FTE 2000–10

FTE employees
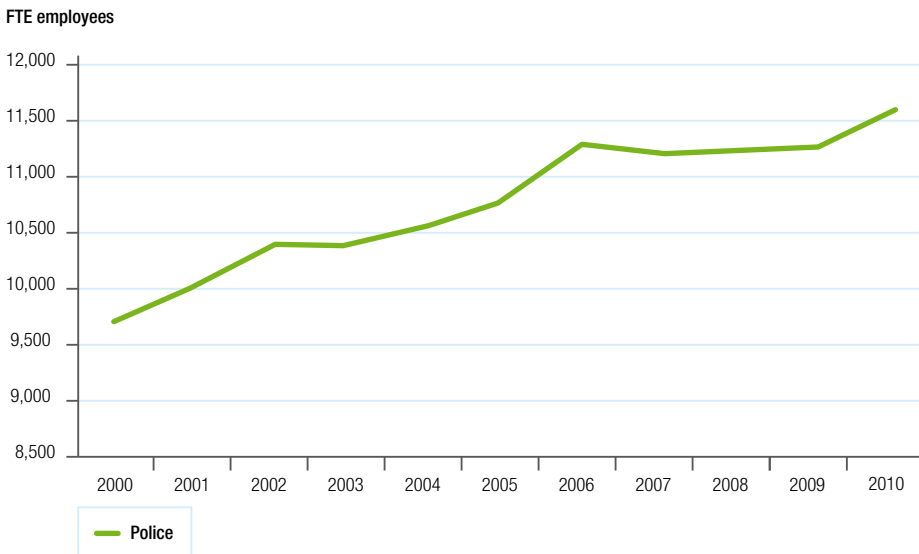
Source: Office of the Chief Commissioner of Police

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25 Time series information on ambulance officer and firefighter numbers is not shown because operational staff are not unambiguously and consistently distinguished from other staff categories over time. Police are clearly identifiable due to their status as officers appointed under the *Police Regulation Act 1958*.

A.7 Water and land management

Table A.25: Statistical snapshot of the water and land management sector

Total Employees	8,169	**Turnover of ongoing employees**	
Full time Equivalent	7,699	Separation Rate	7%
Employment type (FTE)		Separations by age	
Ongoing	86%	Less than 30 years	10%
Fixed Term / Casual*	14%	30–54	6%
		Over 55	7%
Base salary**		Recruitment by age	
<$40,000	2%	Less than 30 years	38%
$40,000–$59,999	42%	30–54	52%
$60,000–$79,999	33%	Over 55	10%
$80,000+	23%		
		Age and Gender	
Part Time Employment		Men	65%
Overall	13%	Women	35%
Women working part time	29%	Average Age (All staff)	42
Men working part time	5%	Men	44
		Women	38
Regional Distribution			
CBD	14%		
Other Melbourne Metropolitan			
Eastern	11%		
North and West	10%		
Southern	10%		
Total	31%		
Regional Victoria			
Barwon South Western	10%		
Gippsland	12%		
Grampians	6%		
Hume	18%		
Loddon Mallee	9%		
Total	55%		

Age and gender profile of water and land management sector

Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated.

*   Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

**   Base salary information is provided here for all active ongoing and fixed term staff.

The water and land management sector is comprised of a range of organisations that have responsibility for water resources and administration of public land. The sector includes:

- the metropolitan water retailers who provide and service water supply to domestic and commercial users in metropolitan Melbourne;
- Melbourne Water and the regional water authorities that manage the State's water storage, sewage, and distribution systems, and retail water in rural and regional Victoria;
- catchment management authorities that plan, promote and co-ordinate water and land management within their regions to support sustainable use, conservation and rehabilitation; and
- other land management and planning organisations, such as Parks Victoria, VicForests, the Alpine Resorts Management Boards, VicUrban, and the Growth Areas Authority.

A.7.1 Employees in the water and land management sector

Organisations in this sector employ people in a wide variety of occupations including: foresters, park rangers and other environmental professionals, water and waste engineers and other technical officers, reticulation and purification maintenance and other operational mechanical and maintenance staff, as well as operational and project officers and managers and IT support staff and administrators.

The water and land management sector workforce is predominantly male in management, science, building and project administration roles as well as labouring and mechanical operation roles. Women are more likely to be found in clerical roles, however, significant numbers of women are employed in science, management, building and engineering, and business administration.

Male employees are significantly older than women – most men are in the 45–59 age group and most women are aged 25–39. This clustering does not appear to be related to occupation as women are younger than men across all occupations in the sector.

The metropolitan and regional workforces differ slightly. A higher proportion of women are employed in the metropolitan area (42 per cent compared to 29 per cent in regional Victoria). Part time employment is 12 per cent in regional areas (this figure has been between 10 and 13 per cent since 2006) compared to 14 per cent in metropolitan Melbourne (a steady upward trend from 10 per cent in 2006).

Classifications and salaries

Standardised salary or classification structures do not apply across the water and land management sector. Conditions and remuneration structures are determined through the enterprise bargaining process at the organisation level. Generally agreements vary across organisations to reflect the needs and requirements of those organisations and their employees.

Superannuation arrangements

Many organisations in this sector were created from agencies that were once public service bodies. Staff of these bodies were eligible to join the public service defined benefit superannuation schemes.

Eight per cent of staff in the water and land management sector remain members of the public service defined benefit superannuation schemes.

The remaining 92 per cent of staff in this sector are members of accumulation superannuation funds where the employer contributes 9 per cent of salary to a complying fund, as required under Commonwealth legislation. Staff have the option of making additional contributions to these schemes from their salary.

Employer contributions to superannuation funds are in addition to salaries.

A.8 Employees in the balance of the public sector

The balance of the public sector comprises 66 entities, which include arts agencies (for example the Museum of Victoria, the State Library), cemetery trusts (large cemeteries, for example the Greater Metropolitan Cemetery Trust), facilities management entities (for example the Shrine of Remembrance Trust, Melbourne Convention and Exhibition Centre), finance and insurance entities (for example Transport Accident Commission, State Trustees Ltd), regulators (for example Building Commission, Architects Registration Board), sports and recreation entities (Melbourne and Olympic Parks Trust, Royal Botanical Gardens Board), transport entities (VicRoads, Victorian Regional Channels Authority) and a small group of other miscellaneous entities.

Table A.26 shows the number of staff and mix of ongoing, fixed term and casual staff by each industry group included in the balance of the sector.

Table A.26: Staff numbers and employment type of industry groups included in the balance of the public sector

Industry groups	Staff numbers		Breakdown by employment type (headcount)		
	Headcount	FTE	Ongoing	Fixed term	Casual
Arts	2,214	1,633	60%	18%	23%
Cemetery	445	421	88%	9%	3%
Facilities management	487	397	33%	7%	60%
Finance	2,987	2,855	92%	8%	1%
Miscellaneous	908	809	80%	15%	5%
Regulator	303	287	90%	8%	1%
Sport and recreation	2,250	1,253	47%	6%	47%
Transport	5,284	5,130	94%	5%	0%
Balance of the sector – total	**14,878**	**12,784**	**79%**	**8%**	**12%**

Source: 2010 Workforce Data Collection

The nature of the activities undertaken in these industry groups is varied and distinct. Similarly, the entities vary greatly in size – from over three thousand in the largest organisation to less than five in the smallest. The characteristics of the workforces of each group vary accordingly, reflecting the different requirements and demands on the entities that make up each group.

Table A.27: Statistical snapshot of the balance of the public sector

Total Employees	14,878		**Turnover of ongoing employees**	
Full time Equivalent	12,784		Separation Rate	10%
Employment type (FTE)			Separations by age	
Ongoing	87%		Less than 30 years	16%
Fixed Term / Casual*	13%		30–54	10%
			Over 55	8%
Base salary**			Recruitment by age	
<$40,000	5%		Less than 30 years	42%
$40,000–$59,999	38%		30–54	47%
$60,000–$79,999	27%		Over 55	11%
$80,000+	30%			
			Age and Gender	
Part Time Employment			Men	53%
Overall	24%		Women	47%
Women working part time	35%		Average Age (All staff)	41
Men working part time	15%		Men	43
			Women	38

Regional Distribution		
CBD	36%	
Other Melbourne Metropolitan		
Eastern	15%	
North and West	18%	
Southern	10%	
Total	43%	
Regional Victoria		
Barwon South Western	9%	
Gippsland	3%	
Grampians	3%	
Hume	2%	
Loddon Mallee	3%	
Total	21%	

Age and gender profile of the balance of the public sector

Source: 2010 Workforce Data Collection

Notes: All proportions listed in this table are as a percentage of total headcount unless otherwise stated.

*   Casuals are employees who are typically employed on an hourly or sessional basis. Such employees may be rostered to work regularly or engaged to work on an 'as and when required' basis.

**   Base salary information is provided here for all active ongoing and fixed term staff.

Given the disparate nature of the activities undertaken and the number of staff employed, an analysis of each workforce will not identify relevant general trends (as has been done for each of the major sectors above).

However, the variation in the mix of ongoing, fixed term and casual staff numbers is notable. The high level of casual employment in the arts, facilities management, and sport and recreation groups reflects the event focused nature of the activity within these groups. Short term staff are required to support these events. Accordingly employment levels in the entities in these groups can rise and fall significantly subject to the scheduling of activities.

Appendix B:
Composition and size of the public sector 1999–2010

B.1 Introduction

This appendix details the number of public sector employees in headcount and full time equivalent terms by industry sector, as reported by public sector employers as at June each year. The gathered information provides a time series on employment levels in the Victorian public sector employment for the period 1999 to 2010. This information is accumulated through the annual Workforce Data Collection (WDC) administered by the State Services Authority (SSA).

The time series information must be read with caution because:

- the statutory definition of the scope of the public sector was changed with the commencement in 2005 of the Public Administration Act. The main impact of the definition change was to add State owned corporations and the Police Force as public sector organisations and to remove universities;

- machinery of government changes have amalgamated or ceased some organisations and lead to the creation of others resulting in staff being moved between industry groupings within the sector;

- the quality of the information in the WDC is dependent upon the accuracy of the information held and reported by organisations. The information contained in the data set reflects the information reported to the SSA and its predecessors the Office of Public Employment (OPE) and the Office for Workforce Development (OWD);

- the first year of the data series (1999) represents the first time detailed workforce information was collected from across the Victorian public sector. The data collected over the eleven years contains gaps and may include reporting errors, particularly in the early years; and

- estimated employment numbers have been included where there are gaps in reported data to minimise the impact of missing data in the analysis of employment levels over time.

Data quality and reporting has improved over time as organisations have become aware of their reporting obligations, developed an understanding of the information required, and implemented systems and processes to manage reporting.

In 2009 the SSA invited the Australian Bureau of Statistics (ABS) to review the data collection, validation, and editing practices used in processing the data submitted by organisations. The ABS found that the practices applied by the SSA are sound and appropriate to the identified needs.

Further discussion of data limitations can be found at the end of this appendix.

After adjusting for changes in the composition, FTE growth in Victorian public sector employment from 1999 is estimated at 2 per cent per annum. Over the same period the Victorian population has grown by 2.1 per cent per annum (806,000 people over the 11 year period), whilst the Victorian labour force has grown by an average of 1.8 per cent per annum.

Growth in the Victorian population has been one driver for the growth in public sector employment. The other driver has been an increase in resourcing to support delivery of services. The largest increases have occurred in public health care, government schools and the Victorian Public Service.

B.1.1 The workforce data collection

The workforce data collection (WDC) is an annual collection performed by the SSA that gathers a range of information about employees from Victorian public sector organisations. For the WDC:

- public sector organisations employing more than 50 staff are requested to supply data on each active and separated employee as at June. Data requested includes age, gender, occupation, education levels, salary, location and employment details;

- public sector organisations employing less than fifty staff (other than school councils) are requested to report limited aggregate data on the number of people employed and the full-time equivalent (FTE) by age group and salary cohorts. These organisations employ 1% of all public sector staff; and

- information on employees of the Government School Councils is sourced from the annual National Schools Statistical Collection. It is supplied by the Department of Education and Early Childhood Development. In 2005 aggregate numbers only were supplied. From 2006, information on gender, time fraction, occupation and regional location has been supplied for each employee.

B.1.2 Reading the information in this appendix

Detailed analysis of the increases in each industry sector, including tables showing staff numbers and growth rates for each year are provided in the following sections.

Changes to the composition of organisations included in the public sector over time means that a calculation of net growth rates from 1999 to 2010 is not a like with like comparison and is therefore not meaningful. Accordingly, the published tables show:

- *year-on-year* growth rates for each year, both with and without adjustments for composition changes; and

- *change over time* rates, with and without adjustments. These are a simple average of the year on year growth rates for each year over the time series.

Adjustments for composition changes are made as a one-off compensatory calculation in the year in which the composition change occurs. This involves adjusting for the staff numbers associated with the organisations added or removed from the sector when calculating the year on year growth rate for the relevant year. For example, Police were added to the public sector and included in the Police and Emergency Services industry data in 2005. The adjusted growth rate for the 2004–05 year is therefore expressed as:

$$\frac{(2005 \text{ staff numbers} - \text{police staff}) - 2004 \text{ staff numbers}}{2004 \text{ staff numbers}} \times 100$$

Growth rates for 2005–06 and subsequent years then include police numbers.

The effect is to provide yearly growth rates based on like with like comparisons that compensate for skewing that arises from composition change. A meaningful change over time rate for the 1999–10 period can therefore be derived by averaging the adjusted yearly growth rates calculated for each year in the 1999 to 2010 time series.

B.2 Public sector employees by industry sector: 1999–2010

B.2.1 Public health care

Position at June 2010

The public health care sector is the largest of the government sectors. It is comprised of 96 government owned hospitals and health services, as well as related organisations including research institutions, professional registration bodies, and health promotion and ancillary service bodies. Included are the large metropolitan health services that run multiple hospital campuses (eg. Eastern Health), the specialist hospitals (eg. Peter McCallum Cancer Centre), regional hospitals, and rural health services.

The public health care sector employs 94,667 people or 69,693 FTE. The largest three employers in this sector are Southern Health (11,822 staff or FTE of 8,994), Melbourne Health (7,637 staff or 5,953 FTE), and Eastern Health (7,288 staff or 5,100 FTE).

Changes from 1999 to 2010

The following tables provide the FTE and headcount of the public health care sector from 1999 to 2010. Year on year FTE growth has averaged 4 per cent per annum (adjusting for changes in organisations covered) across the 11 year period. In comparison, growth in headcount has averaged an adjusted growth of 2 per cent per annum.

Table B.1: FTE of public health care sector 1999–2010

FTE												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Public health care												
47,143	46,538	51,774	53,590	56,301	56,789	61,127	60,805	62,047	65,432	67,629	69,693	22,549
Yearly growth over time												
n/a	−1%	11%	4%	5%	1%	8%	−1%	2%	5%	3%	3%	4%
*Less collection changes**												
	-21	499	7						−196	−92	57	255
*A*djusted yearly growth**												
n/a	−1%	10%	3%	5%	1%	8%	−1%	2%	6%	3%	3%	4%

*   Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.
**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.
***   Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.2 Headcount of public health care sector 1999–2010

HEADCOUNT												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Public health care												
72,823	69,710	79,661	78,251	77,786	78,018	83,022	84,995	84,552	89,407	93,870	94,667	21,844
Yearly growth over time												
n/a	−4%	14%	−2%	−1%	0%	6%	2%	−1%	6%	5%	1%	3%
*Less collection changes**												
	−22	866	8						−206	−115	77	608
*A*djusted yearly growth**												
n/a	−4%	13%	−2%	−1%	0%	6%	2%	−1%	6%	5%	1%	2%

*   Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.
**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.
***   Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Health care networks underwent structural changes between 1999 and 2001, including the amalgamation and separation of entities in both the metropolitan and regional areas. The quality of reporting has also improved significantly over time, particularly the reporting of casuals and reporting only those staff who were current employees at the census date.

Major changes within this sector from 2001 to 2010:

- Southern Health increased FTE by 3,160 or 54 per cent (headcount increased by 3,659 or 45 per cent). This is due to the commencement of new campuses (eg. Casey Hospital).

- Eastern Health increased FTE by 1,920 or 60 per cent (headcount increased by 1,385 or 23 per cent).

- Austin Health increased FTE by 1,815 or 49 per cent (headcount increased by 1,965 or 38 per cent).

- Alfred Health increased FTE by 1,561 or 46 per cent. Headcount has fallen by 9 per cent, or 639 people from 2002. Headcount figures in 2001 appear to be over reported and do not offer a true indication of growth.

- Western Health increased FTE by 1,508 or 83 per cent (headcount increased by 1,573 or 56 per cent).

- Dental Health Services Victoria decreased FTE by 187.3 or 34 per cent while also reducing headcount by 526 or 48 per cent. This decline is due to children based dental services being transferred to community health services.

Collection changes from 1999 to 2010

Collection changes within the public health care sector between 1999 and 2010 include:

- In 2001 Latrobe Regional Hospital was transferred from private ownership to the State of Victoria and included in the collection for the first time. Mildura Base Hospital was transferred to private ownership and was no longer counted. These two changes combined for a net collection increase of 499 FTE.

- In 2008 the governance of the Howard Florey Institute was amended and it ceased to be a part of the public sector. This resulted in a collection decrease of 196 FTE.

- In 2009 Prince Henry's Institute of Medical Research ceased to be a part of the public sector. This resulted in a collection decrease of 92 FTE.

- In 2010 Breast Screen Victoria was identified as a Victorian public sector entity. Their inclusion in the collection resulted in an increase of 57 FTE.

B.2.2 Government schools

Position at June 2010

The government schools sector includes government primary, secondary, special, primary–secondary (P–12), special and other schools. In 2010 there were 1,555 Victorian government schools. Employees of the Government Teaching Service (principal, teacher, paraprofessionals and education support staff) are employed by the Department of Education and Early Childhood Development. Also included in this sector are staff employed by school councils.

This sector employs a total of 65,270 staff or 54,484 FTE. Employees of the Government Teaching Service combine to a total of 53,256 FTE across 61,589 staff. School council local payroll staff comprise the remaining 1,228 FTE across 3,681 staff.

Changes from 1999 to 2010

The following tables provide the FTE and headcount for the government schools sector from 1999 to 2010. In this time, growth has been constant and regular, with adjusted FTE growth ranging from between 1 per cent and 2 per cent from 2002. Year on year FTE growth in the government schools sector has averaged 2 per cent per annum (adjusting for changes in organisations covered) across the 11 year period from 1999. Growth in headcount has also averaged an adjusted growth of 2 per cent per annum.

Table B.3: FTE of government schools sector 1999–2010

FTE												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Government schools												
43,041	44,594	46,099	46,889	47,879	48,216	50,489	51,665	52,430	52,881	53,744	54,484	11,443
Yearly growth over time												
n/a	4%	3%	2%	2%	1%	5%	2%	1%	1%	2%	1%	3%
*Less collection changes**												
						1,259						1,259
*A*djusted yearly growth**												
n/a	4%	3%	2%	2%	1%	2%	2%	1%	1%	2%	1%	2%

*   Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.

**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.4 Headcount of government schools sector 1999–2010

HEADCOUNT												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Government schools												
47,921	49,942	51,926	53,057	54,277	54,764	59,798	61,166	62,290	62,794	64,180	65,270	17,349
Yearly growth over time												
n/a	4%	4%	2%	2%	1%	9%	2%	2%	1%	2%	2%	2%
*Less collection changes**												
						3,880						3,880
*A*djusted yearly growth**												
n/a	4%	4%	2%	2%	1%	2%	2%	2%	1%	2%	2%	2%

*   Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.

**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Collection changes from 1999 to 2010

The only collection change occurring within the government schools sector took place in 2005 when staff employed by school councils were included following the changes made to the scope of the public sector by the enactment of the Public Administration Act. This caused a collection increase of 1,259 FTE.

B.2.3 TAFE and other education

Position at June 2010

The TAFE and other education sector is comprised of 25 entities. This sector includes TAFE institutes, the TAFE divisions within the four dual sector universities, and other non-school entities engaged in education and training related activities (eg. the Centre for Adult Education, Adult Multicultural Education Service).

The TAFE and other education sector employs 18,163 staff or 12,181 FTE. The largest three employers in this sector are the Northern Melbourne Institute of TAFE (which employs 1,959 staff for 1,096 FTE), Victoria University TAFE division (1,793 staff for 994 FTE), and Holmesglen Institute of TAFE (1,776 staff for 1,247 FTE).

Changes from 1999 to 2010

It is difficult to generate reliable growth figures over time within this sector due to several issues including:

• the removal of universities and the subsequent separate inclusion of the TAFE divisions of the universities in 2005;

• an upgrade to the reporting specification applied from 2007; and

• ongoing issues with the quality of reporting.

Reporting issues mainly relate to consistency of reporting of casual staff members (institutes have advised that this has resulted in overstated headcount figures for 2009), but also result from difficulties for universities in identifying TAFE staff within their record systems, and occasional under reporting in some institutes. Notwithstanding, it is clear that staffing grew within the TAFE and other education sector in the 1999 to 2010 period.

Based on the available figures, year on year FTE growth in the TAFE and other education sector has averaged 5 per cent per annum (adjusting for changes in organisations covered) across the 11 year period, however individual years fluctuate between –2 per cent adjusted growth (2002) up to 19 per cent adjusted growth (2001). The 2001 increase is driven by the universities reporting an increase of 4,800 FTE staff. The growth reported in 2007 (12 per cent adjusted growth) is related to the introduction of the upgraded reporting specification.

Headcount within the sector has averaged an adjusted growth of 5 per cent per annum.

Table B.5: FTE of TAFE and other education sector 1999–2010

FTE												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
TAFE, University and other education entities												
25,090	27,329	32,621	31,854	33,951	33,847	10,159	10,143	11,166	11,440	12,173	12,181	–12,909
Yearly growth over time												
n/a	9%	19%	–2%	7%	0%	–70%	0%	10%	2%	6%	0%	–2%
*Less collection changes**												
	349			19		–23,533	4	–190			6	–23,345
*A*djusted yearly growth**												
n/a	8%	19%	–2%	7%	0%	0%	0%	12%	2%	6%	0%	5%

*   Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.

**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.6: Headcount of TAFE and other education sector 1999–2010

HEADCOUNT												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
TAFE, University and other education entities												
32,979	38,716	37,284	42,330	44,532	43,259	15,846	14,880	16,844	18,552	20,213	18,163	–14,816
Yearly growth over time												
n/a	17%	–4%	14%	5%	–3%	–63%	–6%	13%	10%	9%	–10%	–2%
*Less collection changes**												
	381			22		–28,515	4	–346			14	–28,440
*A*djusted yearly growth**												
n/a	16%	–4%	14%	5%	–3%	3%	–6%	16%	10%	9%	–10%	5%

*   Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.

**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Collection changes from 1999 to 2010

Collection changes within the TAFE and other education sector between 1999 and 2010 include:

- in 2000 the Adult Multicultural Education Service separated from the Department of Education to form a stand alone entity in the TAFE and other education sector resulting in a collection increase of 349 FTE;

- in 2003 the establishment of the Victorian Institute of Teaching resulted in a net collection increase of 19 FTE;

- in 2005, following the introduction of the Public Administration Act, universities were no longer required to submit data. However, dual sector universities were still required to submit figures for their TAFE Divisions. Dual sector universities are: Victoria University of Technology, Swinburne University, Royal Melbourne Institute of Technology and Ballarat University. These changes resulted in a collection decrease of 23,533 FTE;

- in 2007, the Victorian College of the Arts amalgamated with the University of Melbourne meaning the removal of this organisation from the collection scope. This change resulted in a net collection decrease of 190 FTE; and

- in 2010 the Continuing Education and Arts Centre of Alexandra was identified as a member of the Victorian public sector. This resulted in a collection increase of 14 FTE.

B.2.4 Police and emergency services

Position at June 2010

The police and emergency services sector is made up of the following organisations:

- Country and metropolitan fire services;
- Ambulance Victoria;
- State Emergency Service;
- Sworn Police; and
- the Emergency Services Telecommunications Authority.

This sector employs 20,227 people or 19,270 FTE. This sector does not include the Office of the Chief Commissioner of Police (2,600 FTE), which is included in the Victorian Public Service.

Changes from 1999 to 2010

The following tables provide the FTE and headcount of the police and emergency services sector from 1999 to 2010. The most significant changes in numbers within this sector have stemmed from coverage and collection changes in 2004, 2005 and 2006 (these changes are further outlined below).

The Police and Emergency Services sector has been significantly affected by collection changes between 1999 and 2010. These changes are further outlined below, however after adjusting for composition changes, year on year FTE growth has averaged 4 per cent per annum across the 11 year period. Adjusted growth in headcount has also averaged 4 per cent per annum.

Table B.7: FTE of police and emergency services sector 1999–2010

FTE													Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Police and emergency services													
4,066	3,979	4,570	4,707	5,031	5,691	16,805	17,485	17,665	17,982	18,567	19,270	15,204
Yearly growth over time													
n/a	−2%	15%	3%	7%	13%	195%	4%	1%	2%	3%	4%	23%
*Less collection changes**													
					363	10,926	82					11,370
*A*djusted yearly growth**													
n/a	−2%	15%	3%	7%	6%	3%	4%	1%	2%	3%	4%	4%

* Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.
** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.
*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.8: Headcount of police and emergency services sector 1999–2010

HEADCOUNT													Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Police and emergency services													
4,462	4,540	5,106	5,166	5,514	6,274	17,562	18,347	18,390	19,008	19,592	20,227	15,765
Yearly growth over time													
n/a	2%	12%	1%	7%	14%	180%	4%	0%	3%	3%		22%
*Less collection changes**													
					385	11,125	83					11,593
*A*djusted yearly growth**													
n/a	2%	12%	1%	7%	7%	3%	4%	0%	3%	3%	3%	4%

* Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.
** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.
*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

The ambulance (average of 7 per cent per annum) and fire (average of 4 per cent per annum) services have shown consistent growth over the 11 year period, with the only falls in staff numbers in these organisations occurring in 2000 and 2005 in the fire services. Numbers in the police force rose by 3 per cent (or 352 FTE) in 2010 after having been stable since 2006. Police staffing figures for the period prior to 2005 were not collected by the SSA but are published by Victoria Police. These figures show that police numbers increased by

1,500 FTE between 2000 and 2006. The slight dip in Police numbers in 2007 is due to the secondment of officers to the Australian Federal Police.

Collection changes from 1999 to 2010

Collection changes within the TAFE and other education sector between 1999 and 2010 include:

- in 2004 the Emergency Services Telecommunications Authority (the successor of Intergraph) was created as a separate authority and included in the collection, resulting in a net collection increase of 363 FTE;

- in 2005 sworn police were included in the collection for the first time following the change in the statutory definition of the public sector. This resulted in a net collection increase of 10,925 FTE; and

- in 2006 the State Emergency Service was transferred from the public service and established as a separate authority in this sector, resulting in a net collection increase of 82 FTE.

B.2.5 Water and land management

Position at June 2010

The water and land management sector is comprised of 49 entities that have responsibility for water resources and administration of public land. The sector includes:

- the metropolitan water retailers who provide and service water supply to domestic and commercial users in metropolitan Melbourne;

- Melbourne Water and regional water corporations that manage the State's water storage, sewage distribution systems, and retail water to the public;

- Catchment Management Authorities that plan, promote and co-ordinate water and land management to support sustainable use, conservation and rehabilitation; and

- other land management and planning organisations, such as Parks Victoria, the Alpine Resorts Management Boards and VicUrban.

The water and land management sector employs 8,169 people or 7,699 FTE. The largest three employers in this sector are Parks Victoria (which employs 1,190 staff or 1,135 FTE), Melbourne Water Corporation (817 staff or 794 FTE) and Goulburn Valley Region Water Corporation (735 staff or 720 FTE).

Changes from 1999 to 2010

The following tables provide the FTE and headcount of the water and land management sector from 1999 to 2010. Year on year FTE growth in the water and land management sector has averaged 4 per cent per annum (adjusting for changes in organisations covered) across the 11 year period. From 2005 onwards adjusted growth within this sector has consistently been between 3 per cent and 6 per cent per annum. Prior to 2005 there was more variance in this rate (between –3 per cent and 6 per cent per annum). This is due to inconsistent reporting by organisations.

The growth in headcount has also averaged an adjusted growth of 4 per cent per annum.

Table B.9: FTE of Water and land management sector 1999–2010

FTE												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Water and land management												
4,180	4,176	4,431	4,709	4,568	4,728	6,025	6,211	6,610	6,836	7,208	7,699	3,519
Yearly growth over time												
n/a	–0.1%	6%	6%	–3%	3%	26%	3%	6%	3%	5%	7%	6%
*Less collection changes**												
				15	40	1,016	–42	31	1	35	81	1,176
*A*djusted yearly growth**												
n/a	–0.1%	6%	6%	–3%	3%	6%	4%	6%	3%	5%	6%	4%

*   Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.
**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.
*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.10: Headcount of water and land management sector 1999–2010

HEADCOUNT												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Water and land management												
4,343	4,430	4,636	4,892	4,798	5,095	6,358	6,593	6,950	7,252	7,669	8,169	3,826
Yearly growth over time												
n/a	2%	5%	6%	–2%	6%	24%	4%	5%	4%	6%	7%	6%
*Less collection changes**												
				15	42	1,058	–44	32	1	35	101	1,240
*A*djusted yearly growth**												
n/a	2%	5%	6%	–2%	5%	4%	4%	5%	4%	5%	5%	4%

*   Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.
**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.
*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Major changes within the water and land management sector from 1999 include:

- Parks Victoria increased FTE by 337 or 42 per cent (headcount increased by 375 or 46 per cent)

- Melbourne Water Corporation increased FTE by 302 or 61 per cent (headcount increased by 323 or 65 per cent)

- VicUrban increased FTE by 147 or 248 per cent (headcount increased by 153 or 251 per cent)

- other smaller movements have taken place when organisations have been created, closed, or merged with other entities.

Within the water and land management sector Alpine resorts often experience a fluctuation in the reported FTE and headcount numbers due to the snow conditions in a particular year, and the quality of reporting of casual staff. Both FTE and headcounts may vary dependant upon any events being held throughout the snow season at each resort.

Growth in this sector has primarily been driven by increased demand for environmental management to respond to the extended drought conditions. This is reflected in significant growth in Parks Victoria, water corporations and catchment management authorities. Recent growth in water corporations reflects investment to improve the efficiency of Victoria's water infrastructure. In addition, increased demands in urban planning have driven growth in the planning bodies, VicUrban, the Growth Areas Authority and the Metropolitan Waste Management Group.

Collection changes from 1999 to 2010

The main collection change within the water and land management sector occurred in 2005, when the three metropolitan Water Corporations (City West Water, South East Water and Yarra Valley Water) were included in the workforce data collection for the first time. Combined with the inclusion of multiple other entities, this resulted in a net collection change increase of 1,016 FTE. Other collection changes include:

- in 2003 the inclusion of Port Phillip and Western Port catchment management authority caused a net collection increase of 15 FTE;

- in 2004 the inclusion of the Gippsland Ports Committee of Management caused a net collection increase of 40;

- in 2006 the amalgamation of EcoRecycle Victoria with Sustainable Energy Victoria to create Sustainability Victoria in the Victorian Public Service caused a net decrease of 42 FTE;

- in 2007 the inclusion of the Growth Areas Authority and the Metropolitan Waste Management Group caused a net collection change of 31 FTE.

- in 2009 the inclusion of the First Mildura Irrigation Trust caused a net collection change of 35 FTE;

- in 2010 the SSA identified six land management bodies who were members of the public sector but had not previously participated in the Workforce Data Collection. The organisations were included in the 2010 collection, causing a net collection change of 81 FTE.

B.2.6 The Victorian Public Service

Position at June 2010

The Victorian Public Service comprised 11 government departments and 23 authorities and offices.

The Victorian Public Service employed 39,694 people or 36,364 FTE. The largest four employers in this sector are the Department of Human Services (11,746 staff or 10,164 FTE), Department of Justice (7,361 staff or 6,959 FTE), the Department of Sustainability and Environment (3,123 staff or 2,918 FTE), and the Department of Education and Early Childhood Development (3,096 staff or 2,735 FTE).

Victorian Public Service staff are engaged in three broad areas of activity:

- service delivery, involving direct client contact, and support and co-ordination of staff involved in client contact;
- Ministerial and government services, involving policy advice and ministerial administrative support; and
- public accountability, involving meeting public accountability requirements.

The majority of staff are engaged in service delivery such as:

- child protection, welfare services for families and people with disabilities, and public housing services;
- providing advice to the community on public health issues and consumer issues;
- maintenance and management of state forests and fisheries;
- bushfire prevention and suppression on public land;
- delivering education through the Government schools system;
- provision of research and other support to agriculture industries;
- running the courts, and the corrections system – including prisons; and
- public registries such as Land Titles and the Registry of Births, Deaths and Marriages.

Victorian Public Service staff are also engaged in funding and co-ordinating the delivery of services by service providers such as:

- public health care services;
- public transport, roads and ports;
- TAFE and adult education;
- water and sewage supply and environmental management; and
- public buildings, and other cultural assets like the Zoological Gardens, and the Arts Centre.

Changes from 1999 to 2010

The following tables provide details of the FTE and headcount of the Victorian Public Service from 1999 to 2010. Year on year FTE growth in the Victorian Public Service has averaged 4 per cent per annum (adjusting for changes in organisations covered) across the 11 year period. The growth in headcount has averaged an adjusted growth of 4 per cent per annum.

Table B.11: FTE of Victorian Public Service 1999–2010

FTE													Changes over time***
	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Victorian Public Service													
	23,110	23,879	25,899	26,723	28,981	29,148	30,261	31,276	32,598	33,422	35,267	36,364	13,254
Yearly growth over time													
	n/a	3%	8%	3%	8%	1%	4%	3%	4%	3%	6%	3%	4%
*Less collection changes**													
		–349			313	–300	–20	94			44		–217
*A*djusted yearly growth**													
	n/a	5%	8%	3%	7%	2%	4%	3%	4%	3%	5%	3%	4%

*   Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.

**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

***   Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.12: Headcount of Victorian Public Service 1999–2010

HEADCOUNT													Changes over time***
	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Victorian Public Service													
	24,797	25,551	28,405	29,178	31,291	31,630	32,800	33,847	35,295	36,382	38,348	39,694	14,897
Yearly growth over time													
	n/a	3%	11%	3%	7%	1%	4%	3%	4%	3%	5%	4%	4%
*Less collection changes**													
		–381			313	–300	–20	103			45		–240
*A*djusted yearly growth**													
	n/a	5%	11%	3%	6%	2%	4%	3%	4%	3%	5%	4%	4%

*   Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.

**   Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

***   Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Eighty per cent of the growth in the public service between 1999 and 2010 is in the service oriented departments (Human Services, Education, Natural Resources and Environment/Sustainability and Environment and Primary Industries, Justice, and Infrastructure/Transport, and the Office of the Chief Commissioner of Police). This illustrates that the growth in the public service has been directed at increased service delivery in areas of government priorities – education, health care, community welfare and security, emergency services, water, environmental sustainability, and public transport.

Growth in public service employment fluctuates from year to year and is directly related to funding allocations associated with new State and Commonwealth Government program and policy initiatives. The highest growth rates occur in 2000–01 and 2002–03 and align with implementation of election policy commitments by departments following the start of a new government term.

The high growth in the 2008–09 year is an exception and is related to the Government's response to the February 2009 bushfires, the swine flu outbreak, and new State and Commonwealth funded initiatives – including responses to the global economic downturn.

Collection changes from 1999 to 2010

Composition changes in the Victorian Public Service include both organisations being removed and organisations added as follows:

- in 2000 the Adult Multicultural Education Service was established as a separate authority and moved into the TAFE and other education sector causing a net decrease of 349 FTE;

- in 2002–03 the Emergency Services Telecommunications function was brought into the Department of Justice and the Office of the Privacy Commissioner was established, causing a net increase of 313 FTE;

- in 2004, the Emergency Services Telecommunications Authority was subsequently established as a separate authority within the police and emergency services sector causing a net decrease of 300 in 2004;

- in 2005, the Office of Police Integrity was established (60 FTE). At the same time staff transferred from the Department of Sustainability and Environment to create Vic Forests (80 FTE). These movements combined caused a net decrease of 20 FTE;

- in 2006, Emergency Services Superannuation, the Government Superannuation Office, the Legal Practice Board and Eco Recycle Victoria were the subject of amalgamations and transferred into the Victorian Public Service, whilst the State Emergency Services was established as a separate authority in the police and emergency services sector. This caused a net increase of 94 FTE;

- in 2009 the Bushfire Reconstruction and Recovery Authority was established causing a net increase of 44 FTE;

- a range of other machinery of government changes have occurred over the 1999 to 2010 period that have altered the number of staff and nature of the work undertaken by the Victorian Public Service. These changes mean that like with like time series comparisons cannot reliably be made at the organisation level.

B.2.7 Balance of the sector

Position at June 2010

The balance of the public sector comprises 66 entities, which include arts agencies (eg. Museum Victoria) cemetery trusts, facilities management entities (e.g. the Shrine of Remembrance Trust), finance and insurance entities (e.g. Worksafe), regulators (e.g. the Architects Registration Board), sports and recreation entities, transport entities and a small group of other entities. The number of employees in each entity varies from over 3,000 in the largest organisation to less than five in the smallest.

The balance of the public sector employs 14,878 people or 12,784 FTE. The largest three employers in this sector are VicRoads (3,224 staff or FTE of 3,103), V/Line passenger corporation (1,435 staff or 1,421 FTE), and the Victorian Workcover Authority (1,220 staff or 1,171 FTE).

The Balance of the public sector is broken down into sub-sectors as follows:

Table B.13: FTE of the balance of the public sector by sub-sector, 2010

Sub-sector	FTE
Arts	1,633
Cemeteries	421
Facilities management	397
Finance	2,855
Miscellaneous	809
Regulator	287
Sport and recreation	5,130
Transport	5,052
Total	**12,784**

Changes from 1999 to 2010

The following tables provide the FTE and headcount of the balance of the public sector from 1999 to 2010. Year on year FTE growth in the balance of the public sector has averaged 4 per cent per annum (adjusting for changes in organisations covered) across the 11 year period. The adjusted growth in headcount has also averaged 4 per cent per annum.

Table B.14: FTE of balance of the public sector 1999–2010

FTE												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Balance of the public sector												
7,271	7,197	8,367	8,442	7,961	8,438	10,486	11,096	11,844	12,012	12,708	12,784	5,513
Yearly growth over time												
n/a	−1%	16%	1%	−6%	6%	24%	6%	7%	1%	6%	1%	6%
*Less collection changes**												
			34	63	96	1,872	−79	6	10	3	−129	1,876
*A*djusted yearly growth**												
n/a	−1%	16%	0.5%	−6%	5%	2%	7%	7%	1%	6%	2%	4%

* Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.

** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.15: Headcount of balance of the public sector 1999–2010

HEADCOUNT												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Balance of the public sector												
8,158	9,268	9,564	9,831	9,986	9,818	12,149	12,778	13,370	13,739	14,635	14,878	6,720
Yearly growth over time												
n/a	14%	3%	3%	2%	−2%	24%	5%	5%	3%	7%	2%	6%
*Less collection changes**												
			46	68	104	1,927	−83	7	10	3	−122	1,911
*A*djusted yearly growth**												
n/a	14%	3%	2%	1%	−3%	4%	6%	5%	3%	6%	2%	4%

* Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.

** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

The difficulty in providing conclusive analysis of workforce data concerning the balance of the public sector is due to the fluctuating nature of the sector's growth levels. Since 1999, adjusted yearly growth has ranged from −6 per cent (in 2003) to 16 per cent (2001). The introduction of the Public Administration Act also impacted considerably on the sector,

causing collection changes of more than 20 per cent in the 2005 collection. In 1999 there were 62 organisations within the sector compared to 66 in 2010. However, during this time period data on a total of 89 different organisations was collected for the sector.

Organisations with major levels of growth within the balance of the public sector from 1999 include:

- Victorian Workcover Authority increased FTE by 447 or 69 per cent (headcount increased by 518 or 74 per cent);
- V/Line Passenger Corporation has grown from 728 FTE when it was introduced in 2005 to 1,421 in 2010;
- VicRoads increased by 758 FTE or 32 per cent (headcount increased by 847 or 36 per cent);
- Port of Melbourne Corporation increased by 155 FTE or 293 per cent (headcount increased by 167 or 315 per cent); and
- Victorian Rail Track Corporation has grown from 108 FTE when it was introduced in 2005 to 229 in 2010.

Other organisations with notable increases were: Museum Victoria, the National Gallery, Transport Accident Commission, the Victorian Building Commission and the Transport Ticketing Authority.

Collection changes from 1999 to 2010

Composition changes in the balance of the public sector over the last 11 years include:

- in 2002 the inclusion of the Australian Centre for the Moving Image (ACMI) and Film Victoria, and the exclusion of Cinemedia resulted in a net collection change increase of 34 FTE. Both ACMI and Film Victoria had further FTE increases in 2003 resulting in a net collection increase of 63 FTE;
- in 2004, Linking Melbourne Authority, Southern Cross Station Authority and Transport Ticketing Authority were all included in the collection, causing a net collection increase of 96 FTE;
- in 2005, a variety of organisations were included or excluded from the sector as a result of the Public Administration Act. The combined impact was a net increase of 1,872 FTE. Major organisations affected by these changes include:
  - V/Line Passenger Corporation was included for the first time with 728 FTE
  - Victorian Rail Track Corporation was included for the first time with 108 FTE
  - the Departments of the Parliament were included for the first time with 199 FTE
  - State Trustees Limited was included for the first time with 425 FTE
  - the Melbourne 2006 Commonwealth Games Corporation entered the sector causing a net collection increase of 334 FTE
  - the 2007 World Swimming Championships Corporation entered the sector causing a net collection increase of 11

- in 2006, one new organisation was included with a further five ceasing. This caused a net collection decrease of 79 FTE. These organisations were:
  - the State Electricity Commission joined the sector causing a net collection increase of 5 FTE
  - Emergency Services Superannuation Board left the sector causing a net collection decrease of 31 FTE
  - the Government Superannuation Office left the sector causing a net collection decrease of 103 FTE
  - the Lord Mayors Charitable Fund left the sector causing a net collection decrease of 6 FTE
  - the Legal Practice Board left the sector causing a net collection decrease of 16 FTE
  - the Timber Promotion Council left the sector causing a net collection decrease of 6 FTE
  - the Melbourne 2006 Commonwealth Games Corporation exited the sector causing a net collection decrease of 43 FTE
- in 2007 the 2007 World Swimming Championships Corporation left the sector causing a net collection decrease of 6 FTE;
- in 2008, the Melbourne Recital Centre entered the collection, causing a net increase of 10 FTE;
- in 2010, five organisations who had previously not participated in the Workforce Data Collection were identified as being public sector entities. At the same time two entities were no longer inside the definition of the Public Administration Act and were not collected. These changes, which resulted in a net collection decrease of 129 FTE included:
  - the Victorian Law Foundation was identified as being a member of the public sector and included in the collection for the first time, causing a net collection increase of 10 FTE
  - the Consumer Utilities Advocacy Centre was identified as being a member of the public sector and included in the collection for the first time, causing a net collection increase of 5 FTE
  - the exclusion of the Southern Cross Station Authority which ceased to exist causing a net collection decrease of 22 FTE
  - Victorian Energy Network Corporation was amalgamated into the Commonwealth authority, the Australian Energy Market Operator, causing a net collection decrease of 129 FTE.

Table B.16 outlines FTE growth within the industries of the balance of the public sector between 1999 and 2010. The 1999 and 2010 columns provide the total FTE numbers for those years, unadjusted for collection changes. FTE net growth is the difference between these years. FTE collection changes provide the net collection changes for each industry across the 11 year period. Average adjusted FTE growth rate provides the average growth rate per annum, adjusting for changes in organisations covered, across the 11 year period. Similarly Table B.17 outlines headcount growth within the industries.

Table B.16: FTE of the balance of the public sector 1999–2010 by industry

FTE	1999	2010	Growth	Collection Changes*	Average adjusted growth rate**
Arts	1,176	1,633	457	110	4% per annum
Cemetery	367	421	54	0	1% per annum
Facilities management	155	397	242	18	14% per annum
Finance	1,602	2855	1253	291	7% per annum
Miscellaneous	337	809	472	193	3% per annum
Regulator	365	287	−78	−16	−2% per annum
Sport and recreation	789	1253	464	475	5% per annum
Transport	2,480	5130	2650	904	10% per annum

* Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.

** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

Table B.17: Headcount of the balance of the public sector 1999–2010 by industry

Headcount	1999	2010	Growth	Collection Changes*	Average adjusted growth rate**
Arts	1,788	2,214	426	0	2% per annum
Cemetery	379	445	66	0	2% per annum
Facilities management	164	487	328	20	18% per annum
Finance	1,648	2,987	1339	311	7% per annum
Miscellaneous	366	908	547	199	14% per annum
Regulator	379	303	−76	−145	−2% per annum
Sport and recreation	920	2,250	1330	488	13% per annum
Transport	2,514	5,284	2770	899	10% per annum

* Collection changes reflect headcount movements due to amendments in organisations covered by the workforce data collection.

** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

B.2.8 Total Victorian public sector

Position at June 2010

The Victorian public sector is large and diverse, comprising 261,068 employees – or nine per cent of the Victorian labour force. The sector is made up of 1,832 distinct employers. The Victorian Public Service comprises 34 employers while there are 1,798 public entity employers. The Victorian public sector is a major Victorian employer. As at 30 June 2010, the Victorian public sector comprised of 212,474 FTE.

Changes from 1999 to 2010

A longitudinal study of workforce size at the whole of sector level is difficult to achieve because of the range of factors influencing growth patterns in each sub-sector. Growth in numbers for the entire Victorian public sector needs to be considered in the context of the changes that have occurred in each of these groupings.

After adjusting for these collection changes, net year on year FTE growth averages 3 per cent per annum (adjusting for changes in organisations covered) between 1999 and 2010. The growth in headcount has also averaged an adjusted growth of 3 per cent per annum.

Table B.18: FTE of Victorian public sector 1999–2010

FTE												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Victorian public sector												
153,902	157,692	173,760	176,914	184,672	186,857	185,351	188,681	194,360	200,004	207,296	212,474	58,572
Yearly growth over time												
n/a	2%	10%	2%	4%	1%	−1%	2%	3%	3%	4%	2%	3%
*Less collection changes**												
	−21	499	41	410	199	-8,481	59	-153	-189	-10	15	-7,627
*A*djusted yearly growth**												
n/a	2%	10%	2%	4%	1%	4%	2%	3%	3%	4%	2%	3%

*   Collection changes reflect FTE movements due to amendments in organisations covered by the workforce data collection.

** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

Table B.19: WDC headcount of Victorian public sector 1999–2010

HEADCOUNT												Changes over time***
1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	
Victorian public sector												
195,483	202,157	216,582	222,705	228,858	228,898	227,535	232,606	237,691	247,134	258,507	261,068	65,585
Yearly growth over time												
n/a	3%	7%	3%	2%	0%	−1%	2%	2%	4%	5%	1%	3%
*Less collection changes**												
	-22	866	54	418	231	-10,545	63	-307	-195	-32	70	-9,399
*A*djusted yearly growth**												
n/a	3%	7%	3%	2%	0%	4%	2%	2%	4%	5%	1%	3%

*   Collection changes reflect Headcount movements due to amendments in organisations covered by the workforce data collection.

** Adjusted yearly growth shows the year on year growth rate after adjusting for the net changes to organisations in the collection.

*** Changes over time – Yearly growth and Adjusted yearly growth is the simple average of the year on year growth rate for each year from 1999 to 2010

B.3 Data limitations

This section regarding data limitations includes factors that should be taken into account when considering the information contained in this report.

B.3.1 Background

The first year of the data series (1999) represents the first time detailed workforce information was collected across the Victorian public sector. The data collected in these early years contains gaps and may include reporting errors. Therefore, data for 1999 and 2000 should be treated as being indicative at best.

The purpose of the collection has changed over time. For the period up to 2003, the collection was undertaken by the Commissioner for Public Employment primarily to support the statutory role of monitoring the application of the public sector employment and conduct principles. While accurate and complete information was sought, general statistical information was sufficient for the Commissioner's purposes.

From 2003 the emphasis shifted to reporting of staffing numbers and characteristics for workforce planning purposes. Attention to achieving complete reporting increased accordingly.

Since its commencement, the SSA has implemented a process to improve the quality and reliability of employment data. Significant effort has been expended to develop the complete workforce data set over time; first to establish a culture within public sector organisations for reporting, and then to validate, correct and improve the data through on-going review, interrogation and analysis. Data quality and reporting have improved over time as organisations have become aware of their reporting obligations, developed an understanding of the information required, and implemented systems and processes to manage reporting.

Improvements have been driven by:

- improving collection systems;
- refining data specifications;
- providing feedback to organisations on data requirements; and
- increasing rigor of data validation processes.

The Australian Bureau of Statistics undertook a review of the collection, editing and validation processes during 2009, which validated the current practices as being sound and appropriate.

B.3.2 Issues

The information contained in the workforce data collection reflects the information reported to the State Services Authority and its predecessors (the Office of Public Employment and the Office for Workforce Development). The quality of the information held by the SSA is dependent upon the quality of the information held and reported by organisations.

Organisations are requested to report:

- staff who were employed and paid by the organisation in the last pay period of June (active staff), and
- staff who left employment of the organisation during the reporting year (separated staff). Staff who are on leave without pay or seconded to (and paid by) another employer are excluded because they are not actively working at the reporting organisation. Analysis of the data set needs to allow for the categories of staff being included or excluded.

Measuring labour effort

Full time equivalent staff figures (FTE), that is the number of full time staff required to deliver the ordinary time worked by all full time, part time and casual staff, is the appropriate measure to reflect labour effort, rather than headcount, which shows the number of people employed to deliver that labour effort. For example, the total number of staff employed may increase (headcount increases) however, labour effort (FTE) may decrease if more staff use part-time work options.

Collection changes

Organisations requested to report are those known to be part of the public sector at the time of collection. Organisations have been added to the collection over time as they are identified as being part of the public sector. Machinery of government changes have also resulted in creation, amalgamation, and winding up of organisations over time.

The definition of the public sector changed in April 2005 when the Public Administration Act came into effect. As a result universities were excluded from the definition of the Victorian public sector, and police and state owned organisations that are established under corporations law (e.g. VLine Passenger Corporation, State Trustees Limited) were included. Most new organisations were requested to report aggregate data only in 2005 as a transitionary measure, with all new organisations providing full data returns from 2006.

The TAFE divisions of universities were not separately reported prior to 2005. TAFE staff employed by the dual sector universities were included in the university data returns and cannot be isolated. From 2005 the dual sector universities provided a data return for their TAFE staff only. This arrangement was established on an agreed basis so that a profile of the whole TAFE sector could be captured, while acknowledging that TAFE staff employed by the universities are not technically covered by the Public Administration Act definition of the public sector. A revised data specification, was implemented for TAFE institutions from 2007. The revised specification was introduced to meet the needs of both the Office for Tertiary and Technical Education and the SSA. It changed how TAFE institutions reported on their employees and has generally resulted in improved quality of reporting.

Limited and aggregate data for small organisations

Public entities of less than approximately 50 staff are not required to report data on each employee. These organisations are requested to report aggregate staff numbers only. This information is not held in this data set because it is not in a compatible form. These organisations represent less than 1 per cent of the public sector workforce.

Over each of the years 1999 to 2003 some of the organisations who were requested to report failed to do so within the required deadline, most subsequently reported aggregate staff numbers only. In some cases no data was returned. Estimates of employment levels have been included in these cases – based on an assumption that employment in missing years was similar to that where data was reported – to minimise the impact of missing data in the analysis of employment levels over time.

Appendix C
Employing organisations in the Victorian public sector
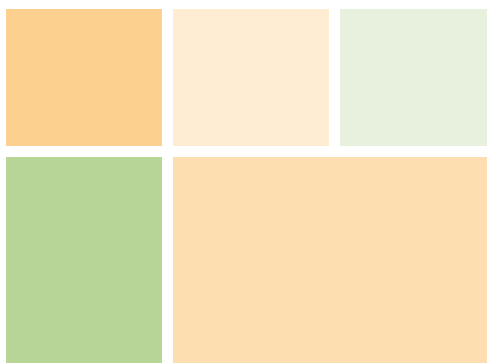
Victorian Public Service	
Public service department	Department of Education and Early Childhood Development
	Department of Health
	Department of Human Services
	Department of Industry, Innovation and Regional Development
	Department of Justice
	Department of Planning and Community Development
	Department of Premier and Cabinet
	Department of Primary Industries
	Department of Sustainability and Environment
	Department of Transport
	Department of Treasury and Finance
Public service office/ authority	Bushfire Recovery and Reconstruction Authority
	CenITex
	Emergency Services Superannuation Board
	Environment Protection Authority
	Essential Services Commission
	Local Government Investigations and Compliance Inspectorate
	Office of Police Integrity
	Office of Public Prosecutions
	Office of the Chief Commissioner of Police
	Office of the Chief Parliamentary Counsel
	Office of the Child Safety Commissioner
	Office of the Governor of Victoria
	Office of the Legal Services Commissioner
	Office of the Ombudsman Victoria

Office of the Special Investigations Monitor

Office of the Victorian Electoral Commissioner

Office of the Victorian Privacy Commissioner

Public Record Office Victoria

State Services Authority

Victorian Auditor-General

Victorian Equal Opportunity and Human Rights Commission

Victorian Government Solicitors Office

Victorian Multicultural Commission

Government schools

School entities

Department of Education and Early Childhood Development (Government Teaching Service)

School Council Staff

TAFE and other education

Other education

Adult Multicultural Education Services (AMES)

Centre for Adult Education

Continuing Education & Arts Centre of Alexandra Inc

Driver Education Centre of Aust Ltd

International Fibre Centre

TAFE Development Centre

Victorian Institute of Teaching

TAFE

Bendigo Regional Institute of TAFE

Box Hill Institute of TAFE

Central Gippsland Institute of TAFE

Chisholm Institute of TAFE

East Gippsland Institute of TAFE

Gordon Institute of TAFE

Goulburn Ovens Institute of TAFE

Holmesglen Institute of TAFE

Kangan Batman Institute of TAFE

Northern Melbourne Institute of TAFE

Royal Melbourne Institute of Technology TAFE

South West Institute of TAFE

Sunraysia Institute of TAFE

Swinburne University of Technology TAFE

University of Ballarat – TAFE Division

Victoria University of Technology TAFE

William Angliss Institute of TAFE

Wodonga Institute of TAFE

Public health care		
Public health entities	Albury Wodonga Health	
	Alexandra District Hospital	
	Alfred Health	
	Alpine Health	
	Austin Health	
	Bairnsdale Regional Health Service	
	Ballarat Health Services	
	Barwon Health	
	Bass Coast Regional Health	
	Beaufort and Skipton Health Service	
	Beechworth Health Service	
	Benalla and District Memorial Hospital	
	Bendigo Health Care Group	
	Boort District Hospital	
	Breast Screen Victoria	
	Casterton Memorial Hospital	
	Castlemaine Health	
	Central Gippsland Health Service	
	Chinese Medicine Registration Board	
	Chiropractors Registration Board of Victoria	
	Cobram District Hospital	
	Cohuna District Hospital	
	Colac Area Health	
	Dental Health Services Victoria	
	Dental Practice Board of Victoria	
	Djerriwarrh Health Services	
	Dunmunkle Health Services	
	East Grampians Health Service	
	East Wimmera Health Service	
	Eastern Health	
	Echuca Regional Health	
	Edenhope and District Memorial Hospital	
	Gippsland Southern Health Service	
	Goulburn Valley Health	
	Health Purchasing Victoria	
	Heathcote Health	
	Hepburn Health Service	
	Hesse Rural Health Service	
	Heywood Rural Health	

Inglewood and Districts Health Service

Kerang District Health

Kilmore and District Hospital

Kooweerup Regional Health Service

Kyabram and District Health Services

Kyneton District Health Service

Latrobe Regional Hospital

Lorne Community Hospital

Maldon Hospital and Community Care

Mallee Track Health and Community Service

Mansfield District Hospital

Maryborough District Health Service

Medical Practitioners Board of Victoria

Melbourne Health

Moyne Health Services

Nathalia District Hospital

Northeast Health Wangaratta

Northern Health

Numurkah District Health Service

Nurses Board of Victoria

Omeo District Health

Orbost Regional Health

Otway Health & Community Services

Peninsula Health

Peter MacCallum Cancer Centre

Pharmacy Board of Victoria

Portland District Health

Psychologists Registration Board of Victoria

Robinvale District Health Services

Rochester and Elmore District Health Service

Royal Children's Hospital

Royal Victorian Eye and Ear Hospital

Royal Women's Hospital

Rural Northwest Health

Seymour District Memorial Hospital

South Gippsland Hospital

South West Healthcare

Southern Health

Stawell Regional Health

Swan Hill District Health

Public health entities *(cont.)*	Tallangatta Health Service
	Terang and Mortlake Health Service
	The Queen Elizabeth Centre
	Timboon and District Health Care Service
	Tweddle Child and Family Health Service
	Upper Murray Health and Community Service
	Victorian Assisted Reproductive Treatment Authority
	Victorian Health Promotion Foundation
	Victorian Institute of Forensic Mental Health
	West Gippsland Healthcare Group
	West Wimmera Health Service
	Western District Health Service
	Western Health
	Wimmera Health Care Group
	Yarram and District Health Service
	Yarrawonga District Health Service
	Yea and District Memorial Hospital

Police and emergency services

Police and emergency services	Ambulance Victoria
	Country Fire Authority
	Emergency Services Telecommunications Authority
	Metropolitan Fire and Emergency Services Board
	Victoria Police
	Victoria State Emergency Service

Water & land management

Alpine resort	Falls Creek Alpine Resort Management Board
	Lake Mountain Alpine Resort Management Board
	Mount Baw Baw Alpine Resort Management Board
	Mount Hotham Alpine Resort Management Board
	Mt Buller and Mt Stirling Alpine Resort Management Board

Catchment	Corangamite Catchment Management Authority
	East Gippsland Catchment Management Authority
	Glenelg Hopkins Catchment Management Authority
	Goulburn Broken Catchment Management Authority
	Mallee Catchment Management Authority
	North Central Catchment Management Authority
	North East Catchment Management Authority
	Port Philip and Western Port Catchment Management Authority
	West Gippsland Catchment Management Authority
	Wimmera Catchment Management Authority

Miscellaneous water and land management	Barwon Coast Committee of Management
	Bellarine Bayside Coastal Committee
	Capel Sound Foreshore Committee of Management Inc
	Gippsland Ports Committee of Management
	Great Ocean Road Coast of Committee Inc
	Growth Areas Authority
	Metropolitan Waste Management Group
	Northern Victoria Irrigation Renewal Project
	Parks Victoria
	Point Leo Foreshore and Public Parks Reserves Committee of Management Inc
	Trust for Nature (Victoria)
	VicForests
	VicUrban
	Winton Wetlands Committee
Water corporations	Barwon Region Water Corporation
	Central Gippsland Region Water Corporation
	Central Highlands Region Water Corporation
	City West Water Limited
	Coliban Region Water Corporation
	East Gippsland Region Water Corporation
	Gippsland & Southern Rural Water Corporation
	Goulburn Valley Region Water Corporation
	Goulburn–Murray Rural Water Corporation
	Grampians Wimmera Mallee Water Corporation
	Lower Murray and Urban Rural Water Corporation
	Melbourne Water Corporation
	North East Region Water Corporation
	South East Water Limited
	South Gippsland Region Water Corporation
	Wannon Region Water Corporation
	Western Region Water Corporation
	Westernport Region Water Corporation
	Yarra Valley Water Limited

Other	
Arts	Australian Centre for the Moving Image
	Film Victoria
	Geelong Performing Arts Centre Trust
	Melbourne Recital Centre Ltd
	Museum Victoria
	National Gallery of Victoria
	State Library of Victoria
	Victorian Arts Centre Trust
	Wheeler Centre
Cemetery	Ballarat General Cemeteries Trust
	Bendigo Cemeteries Trust
	Geelong Cemeteries Trust
	Greater Metropolitan Cemetery Trust
	Southern Metropolitan Cemeteries Trust
Facilities management	Fed Square Pty Ltd
	Melbourne Convention & Exhibition Trust
	Melbourne Market Authority
	Mint Inc
	Old Treasury Building Reserve Committee
	Queen Victoria Women's Centre Trust
	Shrine of Remembrance Trust
	The Old Courthouse Committee of Management Inc
Finance	Legal Practitioners Liability Committee
	Rural Finance Corporation of Victoria
	State Electricity Commission of Victoria
	State Trustees Limited
	Transport Accident Commission
	Treasury Corporation of Victoria
	Victorian Funds Management Corporation
	Victorian Managed Insurance Authority

Miscellaneous	Agricultural Services Victoria Pty Ltd
	Consumer Utilities Advocacy Centre Ltd
	Departments of the Parliament
	Murray Valley Citrus Board
	Responsible Gambling Advocacy Centre Limited
	Victoria Law Foundation
	Victoria Legal Aid
	Victorian Institute of Forensic Medicine
	VITS LanguageLink
Regulator	Architects Registration Board of Victoria
	Building Commission
	Dairy Food Safety Victoria
	Energy Safe Victoria
	Plumbing Industry Commission
	PrimeSafe
	Veterinary Practitioners Registration Board
Sport and recreation	Australian Grand Prix Corporation
	Emerald Tourist Railway Board
	Greyhound Racing Victoria
	Harness Racing Victoria
	Melbourne and Olympic Parks Trust
	Phillip Island Nature Park Board of Management
	Royal Botanic Gardens Board
	State Sport Centres Trust
	Victorian Institute of Sport
	Victorian Major Events Company Ltd
	Zoological Parks and Gardens Board
Transport	Linking Melbourne Authority
	Port of Hastings Corporation
	Port of Melbourne Corporation
	Transport Ticketing Authority
	V/Line Passenger Corporation
	VicRoads
	Victorian Rail Track Corporation
	Victorian Regional Channels Authority
	Victorian Regional Channels Authority

Appendix D
Reporting on the public sector values and employment principles

D.1 Introduction

The State Services Authority (the Authority) has responsibility under the Public Administration Act to report to the Premier on the application of, and adherence to, the public sector values and employment principles.

The public sector values are: responsiveness; integrity; impartiality; accountability; respect; leadership; and a commitment to human rights.

The employment principles are: merit; fair and reasonable treatment; equal employment opportunity; reasonable avenues of redress; human rights; and for the public service only, fostering a career public service.

The People Matter Survey (the survey) is an annual survey undertaken by the Authority. The survey measures public sector employees' perceptions of how well the public sector values and employment principles are applied and adhered to within their organisations. The survey asks employees to respond to a series of statements about the application of the values and employment principles by their organisation, their manager and their workgroup. In addition, the survey also measures respondents' sense of workplace wellbeing and job satisfaction.

In 2010, a total of 58,356 public sector employees (in 118 organisations and 43 schools) were invited to participate in the survey. Of those, 18,935 employees, or 32 per cent, completed a questionnaire. Both the number of respondents and the response rate are the highest achieved by the survey to date (see Figure D.1)

Figure D.1: People Matter Survey response rates, 2004–2010

Number of respondents

Response rate

Legend: Number of respondents, Response rate
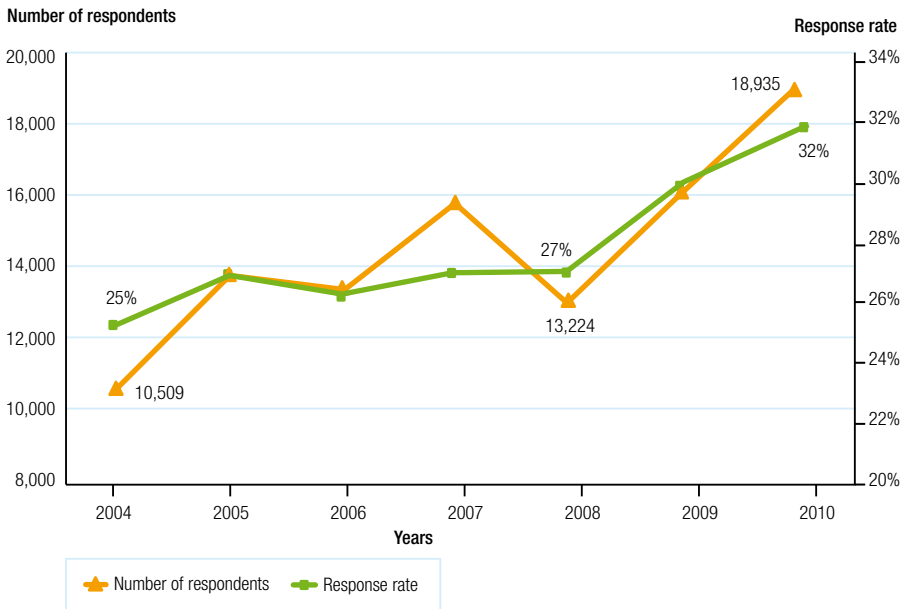
Source: People Matter Survey

Once the information is collected from the survey, it is used for a number of different purposes:

• strategic information is provided back to organisations who participated in the survey, especially with regards to areas where their employees think the public sector values and employment principles are being well applied and areas that require improvement;

• informing the Authority's work program, especially the development of resources that may assist organisations in areas where employees have highlighted a need for improvement; and

• creating the basis for providing topical reports about major trends and issues that emerge from the survey.

Although the findings that are outlined in the body of this Appendix are generally positive on how employees perceive the application of the public sector values and employment principles in their respective organisations, some areas for improvement are identified. These areas include:

• accountability – in the area of performance management;

• respect – in the area of combating bullying;

• fair and reasonable treatment – in the area of employee involvement in making decisions about their work; and

• reasonable avenue of redress – in the area of employee awareness and confidence in grievance procedures.

To assist organisations improve and create a better work environment in the abovementioned areas, the Authority has produced a number of different resources.

These are available by accessing the Authority's website (www.ssa.vic.gov.au) or alternatively, if applicable, may be presented by Authority staff in a workshop format. Some of the resources, which are outlined in more detail in the body of this appendix, are as follows:

- Talking performance;
- Managing poor behaviour in the workplace guide;
- Great managers, great results;
- How positive is your work environment second edition;
- Tackling bullying;
- Developing conflict resilient workplaces; and
- Welcome to management

D.2 key findings of survey

D.2.1 Public sector values

The 2010 survey shows that most employees believe their workplace is doing well in the application of the public sector values. In particular, employees believe their organisation provides high quality services and is highly responsive to the needs of the Victorian public, and that their interaction with the community is characterised by a high level of respect, promotion and support of individuals' human rights. These results are shown in Table D.1 below.

Table D.1: People Matter Survey 2010 – employee agreement that public sector values are applied within their organisation

Summary measures	Average percentage agreement *
Responsiveness	93
Human rights	93
Integrity	87
Impartiality	87
Respect	81
Accountability	79
Leadership	74

Source: 2010 People Matter Survey

* This measure is the 'average percentage agreement' for each of the values, principles, workplace wellbeing and commitment sections of the survey e.g. the summary measure for the integrity value is the average percentage agreement of all the five statements measuring employee perceptions of the application of the integrity value. The 'percentage agreement' is the sum of 'agree' plus 'strongly agree' responses as a percentage of total responses excluding 'don't know' responses.

'Responsiveness' and 'human rights' have always rated as the highest performing public sector values (data collection on the human rights value commenced in 2008 when it was included as a value in legislation). Figure D.2 shows survey results for the public sector values since 2004.

Employee perceptions of the role of managers in actively implementing, promoting and supporting the values ('leadership') have always scored the lowest results since data collection on this value commenced in 2007.

Figure D.2 highlights that employee perceptions of how well the public sector values are applied in their organisation has improved significantly from 2004 to 2007 and appears to have plateaued. For example, the average per centage agreement for 'impartiality' increased from 79 per cent in 2004 to 88 per cent in 2007 and has remained almost unchanged at that level since. The average per centage agreement for 'accountability' increased from 72 per cent in 2004 to 80 per cent in 2007, remaining at about that level since. Survey results show similar trends for all the other values. With results of 80 per cent or higher, improvement in these areas will be harder to achieve in future.

The results also show general improvement in employee sentiment between 2008 and 2009. Average percentage agreement for all public sector values increased between one and two percentage points during this period. This improvement may be attributable (in part) to the impact of the global financial crisis, reflecting the greater stability and security of public sector employment compared to the private sector during an economic downturn. However, indicators tend to fall back as the economy gradually improves and workplaces return to business as usual, and this is reflected in the 2010 survey results.

Figure D.2: Employee agreement that public sector values are applied within their organisation – change over time
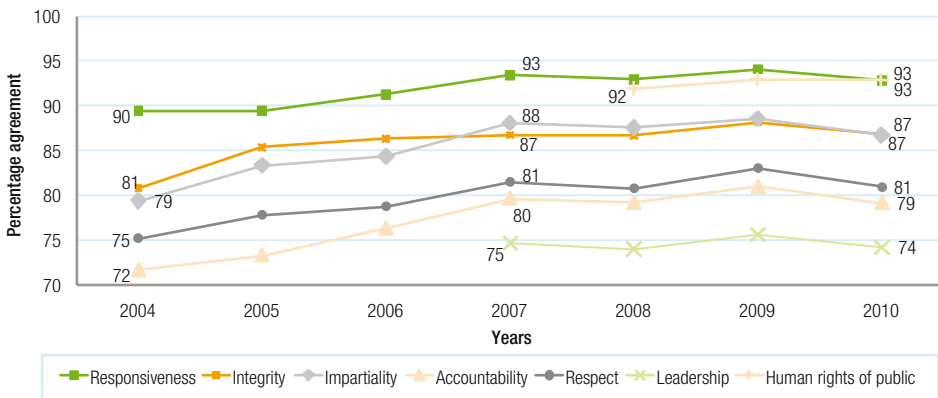
Source: People Matter Survey

Note: Change over time is measured using the 'average percentage agreement' for each public sector value as defined for Table D.1 above.

D.2.2 Employment principles

Most public sector employees believe that their organisation is effectively applying the employment principles, particularly in relation to 'equal employment opportunity' and 'human rights' (see Table D.2).

Table D.2: People Matter Survey 2010 – Employee agreement that public sector employment principles are applied within their organisation

Summary measures	Average percentage agreement*
Equal employment opportunity	93
Human rights	88
Fair and reasonable treatment	82
Merit	81
Career public service	81
Avenues of redress	76

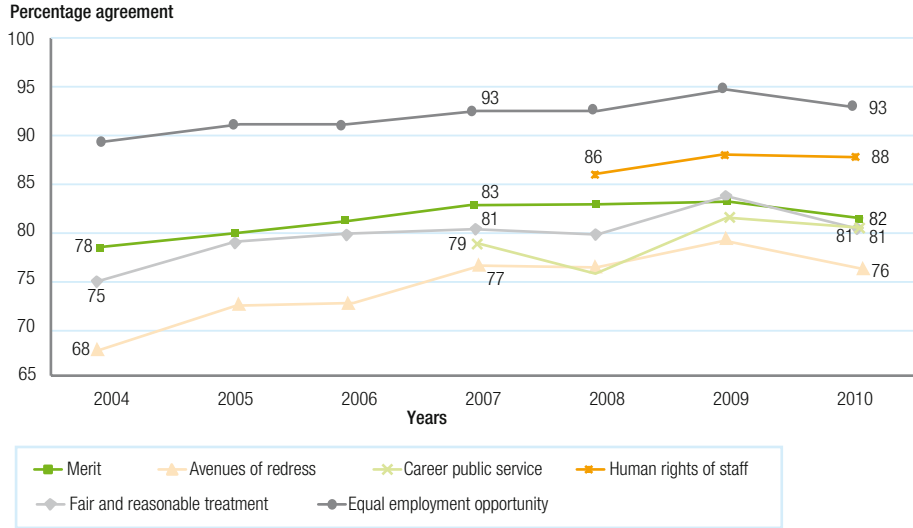Source: 2010 People Matter Survey

* This measure is the 'average percentage agreement' for each of the public sector employment principles section of the survey e.g. the summary measure for the merit principle is the average percentage agreement of all the six questions measuring employee perceptions of the application of the merit principle. The 'percentage agreement' is the sum of 'agree' plus 'strongly agree' responses as a percentage of total responses excluding 'don't know' responses.

Comparison of results over time (Figure D.3) show that the application of the principles of 'equal employment opportunity' and 'human rights' has always been highly regarded by employees, whereas 'avenues of redress' have scored the lowest results.

Results over time also show that employee perceptions of the application of the 'avenues of redress' principle have experienced the highest improvement. The average percentage agreement for 'avenues of redress' increased from 68 per cent in 2004 to 77 per cent in 2007, remaining at about that level since then.

As with the public sector values, Figure D.3 shows that employee perceptions of the application of the employment principles in their organisation achieved significant improvements from 2004 to 2007 and seem to plateau since then. Temporary increases in employee sentiment during the global financial crisis between 2008 and 2009 were also experienced across all employment principles.

Figure D.3: Employee agreement that public sector employment principles are applied within their organisation – change over time

Percentage agreement

Source: People Matter Survey
Note: Change over time is measured using the 'average percentage agreement' for each employment principle as defined for Table D.1 above.

D.2.3 Employer of choice and public sector pride

The survey includes a series of questions which measure respondents' belief that their employer (organisation) is an employer of choice and that a career in the public sector is a good career choice. Table D.3 shows 2010 results for these measures.

Table D.3: People Matter Survey 2010 – Employee agreement to their organisation being an employer of choice and their pride in being employed in the public sector

Survey item	Percentage agreement *
Employer of choice	
Working for my organisation makes me proud	90
Working for my organisation is a good career choice	88
I view my organisation as an employer of choice	86
Public sector pride	
I am proud to work in the Victorian public sector	91
Working in the Victorian public sector is a good career choice	90
I view the Victorian public sector as an employer of choice	87
I would recommend a career in the Victorian public sector to my friends	88

Source: 2010 People Matter Survey

*   The 'percentage agreement' is the sum of 'agree' plus 'strongly agree' responses as a percentage of total responses excluding 'don't know' responses.

According to these results, nearly 9 out of 10 respondents think that their organisation is an employer of choice and that working in the Victorian public sector is a good career choice. This indicates strong 'employment brand' strength, with positive implications for attraction and retention of employees, which is important where there is a highly competitive labour market.

D.2.4 Workplace wellbeing

A large majority of respondents feel very positive about their working environments. Most feel that they are well supported, can work to their potential, work well with their teams and generally do not feel too stressed at work.

Given this positive sentiment, it is not surprising that levels of commitment are relatively high, with only 20 per cent of respondents actively looking for work and 31 per cent thinking about leaving their organisation. Fewer than 20 per cent often think about leaving the sector.

Change management remains a weak spot in this otherwise positive picture with 34 per cent of respondents indicating that their organisations do not handle change well.

D.2.5 Job satisfaction

There are three distinct aspects of job satisfaction measured in the survey. The survey measures satisfaction with: opportunities and challenges; working relationships; and work-life balance, pay and job security.

Satisfaction with the challenges provided, and the ability to work on their own initiative is high among respondents (approximately 80 per cent satisfied for both). However, only 56 per cent are satisfied with the opportunities for career development. More respondents are satisfied with their relationships with members of their workgroup (84 per cent) than are satisfied with their relationship with their managers (74 per cent) or the level of feedback they receive (57 per cent).

Large proportions of respondents are satisfied with their job security (76 per cent), working environments (73 per cent) and their work-life balance (64 per cent). Satisfaction with 'fair pay' remains at around the level generally observed over time (51 per cent).

Regression analysis was conducted to measure the contribution of specific job aspects to the likelihood of respondents indicating that they are satisfied (rather than dissatisfied) with their job overall. The provision of interesting or challenging work is the most important contributor to job satisfaction. This need is being met for a large majority of employees (as noted above approximately 80 per cent of respondents report being satisfied on this measure). Opportunities for career development, work-life balance and the provision of a comfortable working environment are also important contributors to job satisfaction.

D.2.6 Responsiveness: providing the best standards of service and advice

Victorian public sector organisations exist to serve a public purpose, primarily to provide a service to the public. They must be responsive to the public and constantly adapt to meet the changing demands and circumstances of their clients and stakeholders. Responsiveness is an important public sector value. It will mean different things in different parts of the public sector: the highest quality of service and care to patients in the public

health care sector; adapting teaching and training to industry and student needs for particular skills in the TAFE sector; or providing frank, impartial and timely advice to the Government of the day for those in policy and advice roles in the public service.

The survey measures employees' sense of their organisation's commitment to providing the best standards of service to their clients and the Victorian public, as well as how well they adapt and change to meet changing client needs. Items relating to responsiveness tend to achieve some of the highest levels of agreement in the survey.

In 2010, employees' perceptions of the standard of service provided to the Victorian public are very positive. A very large proportion (97 per cent) believe that their workgroup strives to achieve customer satisfaction, that their manager is committed to very high standards of service (94 per cent) and that their organisation provides high quality services to the Victorian public (93 per cent).

An important component of providing high quality service is an emphasis on continuous improvement or achieving best practice. Very large proportions of the respondents to the 2010 survey believe that their organisation is doing very well in this area.

D.2.7 Integrity: earning and sustaining public trust

Confidence in public institutions is fundamental to a robust community. In this regard it is particularly important that public sector employees demonstrate integrity by:

- avoiding conflicts of interest;
- using powers responsibly;
- behaving honestly and transparently; and
- reporting improper conduct.

The survey measures aspects of integrity such as employees' confidence in organisational processes for avoiding conflicts of interest and for reporting improper conduct, as well as their general sense of their organisation's efforts to earn the trust of the Victorian public. Most employees (86 per cent) believe that their organisation has mechanisms in place to assist them to avoid conflicts of interest (such as managerial support or procedures and systems). There are high levels of perception of workgroup integrity, together with a strong sense that organisations are working hard to achieve the trust and confidence of the public.

D.2.8 Reporting improper conduct

Even with the most rigorous integrity systems in place, improper conduct may still occur. Organisations must ensure that employees have enough confidence to report any improper conduct.

The survey measures employee awareness of and confidence in these systems. The 2010 results suggest that there is room for improvement in the area of employee awareness of the processes for reporting improper conduct. While respondents' awareness of their organisation's codes of conduct is quite high (89 per cent), they have lower levels of awareness of the processes for reporting improper conduct (75 per cent) and protections for whistleblowers (44 per cent). It is not surprising then, that close to 30 per cent of employees surveyed either didn't feel confident that they would be protected from reprisal or were not sure how they would be treated in such a circumstance.

D.2.9 Impartiality: acting objectively

Decisions made by public sector organisations must be objective, fair and open to scrutiny. To demonstrate impartiality requires that public sector employees and their organisations make decisions:

- without bias or self interest;
- based on merit, facts and fair criteria; and
- implement policies and programs equitably.

The survey measures how well employees believe their organisation supports objectivity and impartiality in decision making at three different levels within the organisation: workgroup; manager; and organisation.

Organisations are performing well on the impartiality measures. A large majority of respondents in 2010 believe that their workgroups and their managers are being impartial in their decision making. Nearly all respondents (93 per cent) believe that their organisations implement programs affecting the Victorian community equitably.

D.2.10 Accountability: accepting responsibility for decisions and actions

Being accountable for decisions and actions is important in all organisations but particularly so in the public sector because they exist to serve the public. Accountability requires the following behaviours:

- working to objectives;
- acting in a transparent manner;
- achieving the best use of resources; and
- being open to appropriate scrutiny.

The survey measures employees' perceptions of organisational performance and accountability, and the adequacy of performance management. Performance management is an area in which there is room for improvement. Thirty per cent of respondents did not believe that their manager deals appropriately with employees who perform poorly.

The survey also gathers information about the extent to which employees receive either formal or informal feedback on their performance. A total of 32 per cent of respondents did not receive formal feedback in the past 12 months and 25 per cent did not receive informal feedback.

A higher level of overall job satisfaction is apparent for employees receiving both formal and informal feedback (83 per cent), or informal feedback only (79 per cent), when compared to those who receive only formal feedback (59 per cent). These findings demonstrate the importance of seeking improvements in this area.

In response, the Authority has developed a resource for agency managers called *Talking performance*. *Talking performance* comprises on-line resources, videos and a book giving practical advice to managers about how to improve the performance of their staff by providing informal feedback on a regular basis.

The *Talking performance* resources form part of a broader set of resources. The Authority has developed a guide titled *Managing poor behaviour in the workplace,* which provides

guidance to managers and HR practitioners when addressing behavioural issues with their staff.

Other resources include *Welcome to management* and *Great manager, great results*. These publications help public sector managers understand the full scope of their role and the capabilities required to succeed in it.

All of these resources can be accessed from the Authority web site and are supplemented by a number of presentations. Delivered by Authority staff, these presentations emphasise the people management aspects of a public sector manager's role and highlight simple techniques for improving a manager's interactions with their staff.

D.2.11 Respect: treating others fairly and objectively

People like to be treated with respect – both in the workplace and in the community. Public sector organisations must ensure that their employees treat their colleagues and all members of the Victorian community with respect. This means treating them fairly and objectively; using feedback to improve; and ensuring that workplaces are free from bullying and harassment.

The survey measures a number of elements of respectful working environments including employee perceptions of the treatment of colleagues within workgroups, the extent to which bullying is tolerated and whether managers listen to staff.

Most respondents indicate that their workgroup treats each other with respect (87 per cent), believe that their manager listens to what they have to say and encourages them to improve the quality of their work (87 per cent), and that their organisation does not tolerate bullying (81 per cent). However, there remains room for improvement as 34 per cent of respondents indicate that they have witnessed bullying and 21 per cent that they have experienced bullying in the past 12 months.

The Authority's research report, *Trends in bullying in the Victorian public sector: 2004–10,* identifies a range of Victorian public sector strategies to address bullying. It also describes key activities conducted by the Authority to assist organisations respond to bullying concerns in the workplace. These included the following resources: the *Positive work environment toolkit*, *Developing conflict resilient workplaces, Talking performance,* and *Tackling bullying* – a guide providing information to managers regarding the identification and impacts of workplace bullying, as well as approaches for responding to and preventing bullying behaviours. A large number of seminars and workshops have also been held for public sector organisations about this issue. The Authority is continuing to undertake research on this matter.

D.2.12 Leadership: actively implementing, promoting and supporting the values

Leadership plays a fundamental role in the development of values-based cultures. Research shows that employees follow the behaviours modelled by their leaders and managers. In an organisation, if one set of values is published but another is modelled in practice, the modelled values will exert a more powerful influence. For the public to have confidence in the public sector, employees must demonstrate the highest standards of behaviour at all times.

Leadership in actively implementing, promoting and supporting the values requires:

- understanding what the values mean in practice;
- modelling the values in everyday behaviour; and
- inspiring colleagues to create a positive work culture.

The survey measures employee perceptions of the extent to which the values are modelled by leaders and managers within their organisations. It also measures whether employees believe that there is a gap between the stated values and the types of behaviours that are rewarded.

The 2010 survey results suggest that the majority of public sector employees believe that their leaders do model the values (78 per cent) and provide some guidance as to the role of values in their daily working lives (71 per cent). There remains some room for improvement in this area.

The Authority has been working for a number of years to establish a focus on effective public sector leadership.

In 2006, it undertook a major review of leadership development. This resulted in the report *Developing leaders: Strengthening leadership in the VPS*. The establishment of the Victorian Leadership Development Centre was recommended. The Centre has subsequently developed a number of resources outlining what public sector leaders do, the capabilities required to perform this role, and how to develop these capabilities. These are available from the VLDC website: http://www.vldc.vic.gov.au.

More recent Authority publications, such as *Welcome to management*, *Great manager, great results*, and *Serving as a Secretary* highlight the scope of leadership roles at different levels within the public sector. Each emphasises the importance of values-based leadership. They are available on the Authority website.

In addition, the Authority offers presentations for leaders and managers. Several focus on building positive values-based workplace cultures. Amongst the most requested presentations are:

- Taking the heat out of workplace issues;
- Positive work environment; and
- Great manager, great result.

D.2.13 Human rights: respecting and upholding human rights

Individuals and communities assume that governments and people in authority will respect and uphold their basic human rights. The Victorian Charter of Human Rights and Responsibilities provides a framework for those working in public sector organisations to consider human rights in everything they do. Human rights must be respected, promoted and supported when:

- making decisions;
- providing advice; and
- implementing decisions.

The survey measures employee perceptions of their organisations' performance in relation to respecting the human rights of the Victorian public, and the treatment of employees.

The results for 2010 in relation to respecting and upholding human rights of the public are very positive. A majority of respondents indicate that they:

- understand how the Victorian Charter of Human Rights and Responsibilities applies to their work (90 per cent);
- consider human rights when designing and delivering programs (93 per cent); and
- consider human rights when making decisions and providing advice (97 per cent).

Employees are also very positive about their workgroups and manager regarding human rights. Most feel that their human rights are respected and upheld at work.

There are relatively high levels of 'don't know' response for the nine items relating to human rights (ranging from four to 13 per cent). These results indicate that there remains further work to be done in promoting understanding of the Victorian Charter of Human Rights and Responsibilities and human rights as a public sector value and employment principle.

D.2.14 Merit: choosing people for the right reasons

The Victorian community expects that public sector organisations will select people for employment on their merit. It is in the interests of all that organisations recruit staff of the highest calibre, who will work to the highest standards of ethics. Choosing people for the right reasons means:

- attracting qualified people;
- objectively assessing applicants against fair criteria; and
- selecting based on individual ability.

The survey measures how well public sector employees believe their organisations are doing in relation to merit-based selection. It explores perceptions of the procedures and processes for selection as well as perceptions of management skills in making selection decisions.

A large majority of the employees surveyed in 2010 agree that their organisation has sound policies and procedures for selection decisions, and for performance assessment.

However, fair and transparent processes are only a part of the equation when it comes to merit-based selection. Managers must also exercise a high degree of skill in order to ensure fair and objective selection. The survey measures employees' confidence in their managers' skills in this area. The 2010 results for these items show that there are fairly high levels of confidence in the selection decisions being made in public sector organisations in Victoria with 86 per cent agreeing that their manager has the skills to make good selection decisions.

D.2.15 Fair and reasonable treatment: respecting and balancing people's needs

Treating people unfairly or unreasonably can compromise the integrity and reputation of public sector organisations and the sector as a whole. It has been consistently demonstrated, both in the survey findings and other research, that treating people with respect and balancing their needs increases their commitment to, and engagement with the organisation, as well as their sense of wellbeing and job satisfaction.

Victorian public sector workplaces must be underpinned by the principle of fair and reasonable treatment. This requires:

- managing consistently;
- freedom from bullying; and
- acknowledging individual differences.

The survey measures a number of aspects of fair and reasonable treatment. It measures employees' perceptions of the support and recognition they receive from their managers, fair access to development opportunities and assistance with work-life balance.

The results show that public sector managers are doing fairly well at providing a supportive and encouraging environment for their employees, however there is some scope for improvement. This is particularly so in relation to employee involvement in decisions about their work as one quarter (26 per cent) of respondents did not agree that they are involved in decisions about their work. The Authority resources, in particular *Talking performance* and *How positive is your work environment second edition* encourage more collaborative approaches between managers and their staff.

Most respondents agreed that there is fair access to development opportunities and that their organisations are committed to the professional development of their staff. Public sector organisations appear to be performing well in providing support for employees who seek to balance their working and personal lives. A large majority of respondents (85 per cent) agree that their manager takes into account differing needs and that their organisation has practical arrangements to assist with work-life balance (81 per cent).

D.2.15 Equal employment opportunity: providing a fair go for all

Public sector organisations are major employers and must be leaders in ensuring that workplaces reflect community diversity. Diverse communities are best served by diverse workforces and equal employment opportunity means building workforces that:

- reflect community diversity;
- are free from discrimination and harassment; and
- focus on essential job requirements.

The survey measures employees' perceptions of the extent to which their organisations provide a fair go for all and this is an area in which the Victorian public sector generally performs very well.

Perceptions do vary, however, according to demographic group. While overall results are very positive, some employees have a different perception. Respondents with a disability and Indigenous respondents are less likely to be positive about the equality of opportunity offered by their organisations, whereas there is almost no difference in response based on gender or age.

D.2.17 Reasonable avenues of redress: resolving issues fairly

Issues and disputes can arise in any workplace. The process that is used to resolve these issues is as important as the resolution itself. Public sector workplaces can be complex environments and need to ensure the avenues of redress they provide are built around:

• procedural fairness;

• ease of access; and

• employee confidence.

The survey measures employee understanding and confidence in procedures for resolving issues. While the majority of employees appear to understand and have confidence in the avenues of redress offered, there is a substantial proportion that do not. More than half of the employees surveyed believe that their organisation has fair and well understood grievance procedures and processes. However, there remains a small proportion (13 per cent) that does not know about these procedures. Understanding of the processes and procedures for resolving issues must be accompanied by confidence in those processes and procedures if they are to be effective. The results show that there is a need for strategies which build employee confidence in these areas. This is particularly the case in relation to employee confidence about lodging a grievance, with 40 per cent of employees either being unsure or believing that they would suffer negative consequences if they did lodge a grievance.

In 2008, the Authority commenced a project *'Taking the heat out of workplace issues'* in response to results received from earlier People Matter Surveys which consistently showed low levels of confidence in the ability of organisations to resolve grievance issues. One of the aims of the project was to establish the value of early, non-adversarial intervention in helping resolve disputes and conflicts in the workplace. The project has successfully stimulated discussions across the Victorian public sector about how to best manage workplace issues and has resulted in a report and implementation guide by the Authority: *Developing conflict resilient workplaces.*

Appendix E
Executive remuneration

E.1 Leadership and management in the Victorian public sector

Executives form the key leadership and management group of the Victorian public sector.

The key themes of government executive employment policy are employer accountability, clear processes and full disclosure. The policy provides government with a tool to ensure executive remuneration is not excessive, rewards effort and, where appropriate, increases in line with community wage movements and wider public sector wage levels.

The State Services Authority (the Authority) and the Department of Premier and Cabinet act as key advisers to government on executive employment policy matters. The Authority also provides advice and support to the operations of the Government Sector Executive Remuneration Panel (GSERP).

In the Victorian Public Service an executive is a person employed pursuant to the Public Administration Act and subject to policies approved by government. In public entities, an executive is a person employed in a management role under an executive contract. Employment and remuneration policy is established by government and managed by the GSERP.

E.2 The Victorian Public Service

In the public service the administration of the government's executive employment policy is the responsibility of the executive's employer (i.e. public service body heads and administrative office Chief Executive Officers). The Authority provides support and guidance to employers in the public service to assist them in meeting the requirements of the policy.

At June 2010 the public service consisted of 11 government departments and the 23 authorities and offices defined in Part 3 of the Public Administration Act (see Figure 1.1, Chapter 1). For the purposes of reporting, a public service executive is a person employed pursuant to Division 5, Part 3 of the Public Administration Act. The data presented here is sourced from the Authority's executive database as supplied by the requisite public service bodies.

The number of executives by portfolio is provided in Table E.1.

The number and percentage of executives employed, by remuneration package range, are detailed in Table E.2.

A gender breakdown by VPS Executive Officer band is provided in Table E.3.

Table E.1: Total number of contracted VPS executives, June 2010

Portfolio	Organisation	30 Jun '10
Premier and Cabinet	Department of Premier and Cabinet	31
	Office of the Chief Parliamentary Counsel	4
	Office of the Governor of Victoria	1
	Public Record Office Victoria	1
	Victorian Bushfire Reconstruction and Recovery Authority	7
	Victorian Multicultural Commission	1
Premier and Cabinet total		*45*
Treasury and Finance	Department of Treasury and Finance	78
	Emergency Services Superannuation Board	9
	Essential Services Commission	4
	CenITex	5
	State Revenue Office	6
Treasury and Finance total		*102*
Justice	Department of Justice	67
	Office of Police Integrity	4
	Office of Public Prosecutions	2
	Office of the Legal Services Commissioner	2
	Victoria Police	16
Justice Total		*91*
Sustainability and Environment	Department of Sustainability and Environment	39
	Environment Protection Authority	5
	Sustainability Victoria	5
Sustainability and Environment total		*49*
Education & Early Childhood Development	Department of Education & Early Childhood Development	66
Health	Department of Health	42
Human Services	Department of Human Services	75

Table E.1: Total number of contracted VPS executives, June 2010 (*cont.*)

Portfolio	Organisation	30 Jun '10
Innovation, Industry and Regional Development	Department of Innovation, Industry and Regional Development	56
Planning & Community Development	Department of Planning & Community Development	38
Primary Industries	Department of Primary Industries	23
Transport	Department of Transport	54
Victorian Auditor General's Office	Victorian Auditor General's Office	21
State Services Authority	State Services Authority	6
Ombudsman	Office of the Ombudsman Victoria	2
Total		**670**

Source: 2010 Executive Data Collection

Notes: The recorded figures refer to active contracted executives as at 30 June 2010. This excludes Governor-in Council appointments, sworn police, executives in statutory authorities, non-executives acting in executive positions, inactive executives (such as those on long-term leave or secondment) and vacant executive positions as at 30 June of each year.

Table E.2: VPS executives by total remuneration package range, June 2010

Salary Range	Number	Percentage
$130,000–$139,999	42	6.35%
$140,000–$149,999	92	13.92%
$150,000–$159,999	86	13.01%
$160,000–$169,999	80	12.10%
$170,000–$179,999	72	10.89%
$180,000–$189,999	75	11.35%
$190,000–$199,999	50	7.56%
$200,000–$209,999	26	3.93%
$210,000–$219,999	27	4.08%
$220,000–$229,999	28	4.24%
$230,000–$239,999	13	1.97%
$240,000–$249,999	14	2.12%
$250,000+	65	9.83%
Total	**670**	**100.00%**

Source: 2010 Executive Data Collection

Table E.3: VPS executives by band and gender, June 2010

Band	Female	Male	% Female	% Male	Total
Secretary	4	7	36%	64%	11
EO-1	8	17	32%	68%	25
EO-2	90	172	34%	66%	262
EO-3	159	213	43%	57%	372
Total	**261**	**409**	**39%**	**61%**	**670**

Source: 2010 Executive Data Collection

E.3 Victorian public entities

For public entities in the Victorian public sector, GSERP is responsible for the implementation of government policy to ensure a rigorous approach to the management of executive employment. While not interfering with the employer's direct employment powers, the GSERP's specific responsibility is to ensure compliance with government's overall executive employment policy in the broader public sector. Under this policy the GSERP:

- represents government as the owner of public entities by setting the remuneration packages of all chief executives in the public sector;
- advises government on executive remuneration policy and practice in the public sector; and
- monitors implementation of this policy by public sector employers.

The following is information on the composition and remuneration of executives in Victorian public entities as reported to GSERP. The data is provided by the public entities and is presented in a form that protects the identification of organisations and individuals. This is particularly necessary in public entities as there are many small employers employing very low numbers of executives.

For the purposes of this report, an executive is defined as a chief executive, or as a subordinate executive who earns a total remuneration package, excluding bonuses, of $130,914 per annum or more and has a material business responsibility. This definition does not include technical specialist roles (eg. medical specialists).

E.4 Portfolio entity executive profile (excluding public service executives)

At June 2010 there are 1,243 executives employed by public entities. A list of public entity chief executives by portfolio and by gender is listed in Table E.4.

Table E.4: Number of public entity executives by portfolio and gender, 30 June 2010

Portfolio	2010 Female	2010 Male	2010 Total
Education and Early Childhood Development	0	0	0
Health	164	205	369
Human Services	0	0	0
Innovation, Industry and Regional Development	51	89	140
Justice	23	78	101
Transport	31	117	148
Premier and Cabinet	14	14	28
Planning and Community Development	17	31	48
Primary Industries	3	11	14
Sustainability and Environment	28	167	195
Treasury and Finance	52	148	200
Total	**383**	**860**	**1,243**

Source: 2010 GSERP Data Collection
Note: Table includes Declared Authorities as defined in the Public Administration Act.

E.5 CEO remuneration levels

Table E.5 outlines the breakdown of the 204 CEO remuneration packages across public entities at the end of the reporting period. The definition of total remuneration package (TRP) is the total salary (annual value of cash component), employer superannuation contributions and the cost of any fringe benefits (plus associated fringe benefits tax).This table provides a consistent view of remuneration and allows comparisons not distorted by one-off payments (such as end of contract payments or bonuses).

Table E.5: Public entity CEO remuneration, June 2010

| TRP Band	Number	TRP Band	Number	TRP Band	Number
<$100,000	2	$200,000–$209,999	12	$310,000–$319,999	7
$100,000–$109,999	3	$210,000–$219,999	11	$320,000–$329,999	3
$110,000–$119,999	5	$220,000–$229,999	9	$330,000–$339,999	4
$120,000–$129,999	7	$230,000–$239,999	5	$340,000–$349,999	5
$130,000–$139,999	18	$240,000–$249,999	5	$350,000–$359,999	1
$140,000–$149,999	6	$250,000–$259,999	9	$360,000–$369,999	2
$150,000–$159,999	13	$260,000–$269,999	5	$370,000–$379,999	3
$160,000–$169,999	16	$270,000–$279,999	3	$380,000–$389,999	3
$170,000–$179,999	8	$280,000–$289,999	4	$400,000–$409,999	1
$180,000–$189,999	14	$290,000–$299,999	4	$410,000–$419,999	1
$190,000–$199,999	7	$300,000–$309,999	5	>=$430,000	3

Source: 2010 GSERP data collection
Notes: Six CEO Positions were vacant as at 30 June 2010.
Table excludes Governor-in-Council appointments.

General market remuneration comparison

Across public entities, the average remuneration practice for roles of lower work value compares more favourably to the general market than the average practice for more senior roles (see Figure E.1). This reflects the intent of the policy of conservative remuneration outcomes for public entity executives.

Figure E.1: 2010 GSERP market indicator compared to general market 25th percentile

Total Remuneration Package ($)
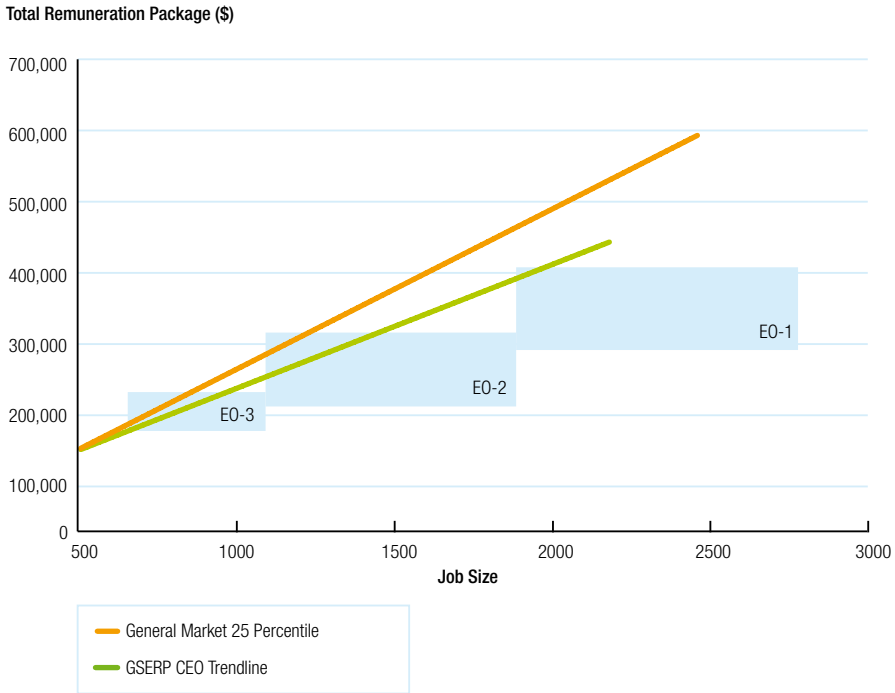
Source: 2010 GSERP Data Collection, 2010 Hay Industry Point scale

Appendix F
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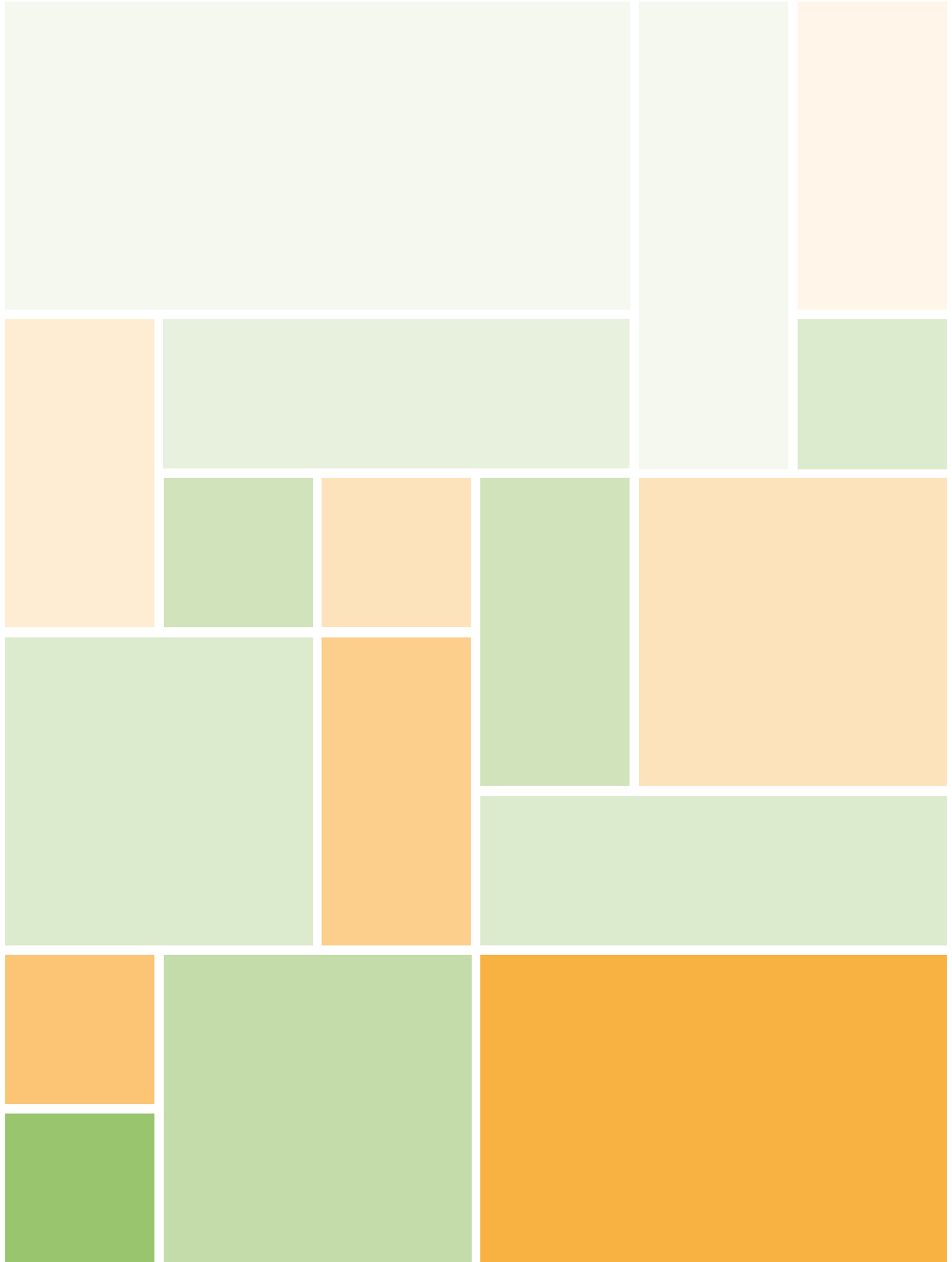Public Service Board 1960, *Report of the Public Service Board*, Public Service Board, Melbourne.

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