

# Overview Report for the NSW Public Sector Workforce Profile

## 2000

NSW Premier's Department  
Review and Reform Division

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Review and Reform Division

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# Foreword

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The NSW Government is a significant employer in the NSW economy. This second annual *Overview Report for the NSW Public Sector Workforce Profile 2000* reports on our most important investment in the public sector, our workforce, and highlights new and emerging workforce patterns and trends across the sector.

The 1999 Workforce Profile Overview Report presented summary findings from the first year of collection. The 2000 Overview builds on that important initial work by providing a much more comprehensive picture of the characteristics of our public sector employees, as well as analysing trends in workforce mobility and discussing its implications for our workforce planning. This significantly enhances our understanding of the NSW public sector workforce, as well as providing a reliable tool for developing workforce policies and strategies. It also allows us to compare trends with those reported by other Australian jurisdictions.

During this second year of collection, the Review and Reform Division of the Premier's Department has worked closely with agencies to improve the accuracy of data collected. Initiatives to further develop the collection during the next year include developing a standard method for calculating full-time equivalent figures, and testing a methodology to enable data to be collected on occupation and organisational function for the first time.

The Workforce Profile provides a valuable tool for sector wide and agency level workforce planning, as well for reporting regular comprehensive data in a form readily accessible to the community. I encourage all agencies to use its findings in their continued efforts to provide high quality services to the community.



Col Gellatly  
Director-General

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# Introduction

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## **The NSW Public Sector Workforce Profile**

Introduced in 1999, the Workforce Profile data collection was conducted for the second consecutive year in June 2000. The collection is undertaken by the Review and Reform Division, Premier's Department, in conjunction with NSW public sector agencies. It is an annual data collection of the key characteristics of the NSW public sector workforce drawn from the individual anonymous records of all persons employed in the sector during a given year. The data covers areas such as demographics, employment conditions, work patterns, leave, remuneration and earnings.

## **The Workforce Profile and workforce planning**

Workforce Profile data can be used both as a key input to policy development and planning and as a diagnostic tool to assess the workforce status of the sector and its agencies. Workforce Profile data can help to:

- assess the degree of fit between the existing workforce and current activities and goals;
- consider the workforce implications of strategic directions; and
- provide useful comparative information that can point to aspects of workforce management that might need enhancement, review or a different approach.

In order to assist agencies to use workforce data, workforce indicators for individual agencies are being provided via a secure internet site. This site will allow agencies to compare their profile with the overall profile of other agencies in the same budget sector and/or policy area. Further development of this site will assist agencies to design, conduct and present their own analysis.

Work currently under way to test a coding system for classifying the occupations of employees and the major organisational functions to which they contribute will

further improve the usefulness of the data. The integration of data returns required by the Office of the Director of Equal Opportunity in Public Employment with Workforce Profile returns will create one seamless data collection and reporting process for agencies.

The body of this report provides a general discussion of major patterns in the data over the 1999/00 period, with selected comparisons to the previous year. The final chapter highlights some of the issues arising from the findings from a workforce planning point of view.

For Workforce Profile 2000, data was provided by 136 agencies, representing the range of state government controlled agencies including budget dependent agencies, government trading enterprises (GTEs), state owned corporations (SOCs) and other government controlled self-funding bodies.

# Major Features

## Major features of the NSW public sector workforce at June 2000

### Size

- There were 324,345 NSW public sector employees, representing 270,688 full-time equivalent (FTE) employees at June 2000.
- NSW public servants represented 13.4 percent of the state's wage and salary earners and 10.7 percent of the total NSW workforce<sup>1</sup>.
- Almost 84 percent of public sector employees worked in budget dependent agencies.
- Around 70 percent of public sector employees work in the Education and Health policy areas.

### Age

- Around 42 percent of public sector employees were aged 45 or over compared to 32 percent of the state workforce.
- Only five percent of public sector employees were under 25 years of age, compared to 18 percent of the state workforce.

### Employment conditions

- Around 80 percent of public servants were permanent employees.
- Around 14 percent were casual employees and around 5.5 percent were in temporary positions.
- Casual employees accounted for an estimated 6.5 percent of total paid hours during the year.
- 97.5 percent of casual employees worked in budget dependent agencies and 88 percent worked in the policy areas of Education, Health, and Social and Community Services.
- Around 50 percent of temporary employees were aged under 35 years.

<sup>1</sup> The total workforce is all full-time and part-time employed persons in NSW, including those working for themselves and those working for profit, commission or payment in kind. (See ABS Cat. No.6201.1.). University employees are excluded from the public sector in the calculation of these percentages. Their inclusion, as per ABS definitions, would bring the percentages to 14.7 and 11.7 respectively.

- A third of public sector employees aged under 25 years and almost half of those older than 65 were casuals.
- 81 percent of non-casual employees worked full-time.
- Part-time employment arrangements were largely confined to budget sector agencies in the Education, Health, and Social and Community Services policy areas.
- In non-budget dependent agencies around 95 percent of employees worked full-time.

### Gender

- Women constituted 58 percent of the public sector workforce. By comparison they constituted only 43.5 percent of the state's wage and salary earners.
- 80 percent of female employees worked in budget sector agencies in the Education, Health, and Social and Community services policy areas.
- Men held the majority of permanent and temporary positions in GTEs and SOCs.
- Women were more likely than men to work in part-time, temporary or casual positions.

### Remuneration

- The average full-time equivalent remuneration rate was \$46,216 p.a. in the public sector.
- The average full-time equivalent remuneration rate for females in the public sector was 89 percent of the male average. In comparison, the average full-time ordinary time earnings of females was 81 percent of the male rate among all NSW wage and salary earners.

### Earnings

- On average total gross earnings were 6.2 percent higher than remuneration rates.
- On average total gross earnings exceeded remuneration rates by 24 percent in SOCs and by 26 percent in GTEs.
- Overtime payments accounted for around half of the difference between remuneration rate and actual earnings. In comparison allowances for acting in

# Workforce Trends

higher duties, for recruitment, retention or skills shortages, and salary maintenance payments were minor.

## Movement

- Available data on public sector and university employees indicates that the combined number has remained fairly stable over the past eight years, declining by a total of 0.4 percent. Most of the decrease has occurred amongst university employees.
- However, during the same period, public sector and university employees have declined as a percentage of the total NSW workforce from 13.7 percent to 11.7 percent. This is a consequence of the increasing size of the NSW workforce.
- Similarly, public sector and university employees have declined from 16.9 percent to 14.7 percent of the state's wage and salary earners, as a result of the increasing number of wage and salary earners.
- In the shorter term, public sector employees (excluding university employees) decreased by 0.8 percent in FTE terms between 1998/99 and 1999/00 and by 0.7 percent in terms of headcount between June 1999 and June 2000.
- Most of this decrease occurred in GTEs and SOCs.
- As a percentage of the average size of the workforce during 1999/00, 10.9 percent of public sector employees commenced during the year and 11.6 percent separated.
- 90 percent of public sector employees at June 1999 remained employed during 1999/00.
- This high stability rate indicates that employee turnover was limited to a relatively small percentage of positions.
- Commencement and separation rates indicate a high turnover of younger employees.
- Permanent employees had low turnover rates and higher stability compared to other employees.

## Public sector workforce trends 1981-2000 (Australian Bureau of Statistics)

Employee estimates published by the Australian Bureau of Statistics (ABS) provide a picture of trends in the size of the public sector workforce prior to the introduction of the Workforce Profile in 1999. These estimates include total numbers of employees in the state public sector, including casuals, and employees of tertiary institutions (who account for around nine to ten percent of the state public sector in the ABS estimates)<sup>2</sup>. The estimates provide broad trends in the size of the state public sector over the past two decades (see Explanatory Notes).

### Changes in the NSW employment environment

Between 1981 and 2000 the population of working age in NSW increased by 27 percent, the NSW labour force increased by 36 percent and the NSW workforce increased by 35 percent<sup>3</sup>.

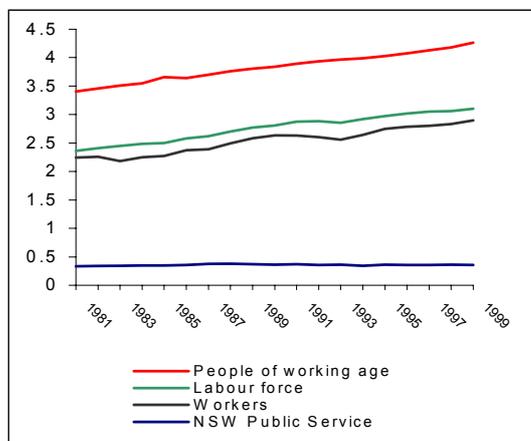
By contrast, the NSW public sector grew by only 5.6 percent during this period. In June 2000 the public sector workforce was estimated to be 11.7 percent of the total workforce in the state, down from 15 percent in 1981.

The picture suggested by these figures is of a growing working age population with a growing percentage of people within that population who are looking for work. The state's workforce has increased by almost the same percentage as the available labour force, while the public sector workforce as a proportion of the NSW workforce is declining.

<sup>2</sup> Information on employees of tertiary institutions is only available since 1997. ABS advises that in May 1997, university employees accounted for 10.2 percent of the total public sector workforce, 9.4 percent in May 1998, 9.1 percent in May 1999 and 8.6 percent in May 2000. This would indicate that, at least since 1997, the number of university employees is decreasing relative to the rest of the public sector.

<sup>3</sup> The NSW labour force is defined as employed persons in NSW plus unemployed persons aged 15 years and over who are available for work and actively looking for work or waiting to start work. The NSW workforce is the total number employed persons in NSW (ABS Cat. No. 6201.1).

**Graph 1: Population, labour force and state and public sector workforce trends in NSW 1981 to 2000 (millions)**



Sources: 1 People of working age: ABS Cat. No. 3101.0, "Australian Demographic Statistics," Table 6. 2 NSW labour force, and NSW workforce: ABS Cat. No. 6201.1, "Labour Force: New South Wales and Australian Capital Territory," Table 1. 3 State public sector workforce: ABS Cat. No. 6248.0, "Wage and Salary Earners," Table 7.

*‘The public sector workforce as a proportion of the NSW workforce is declining.’*

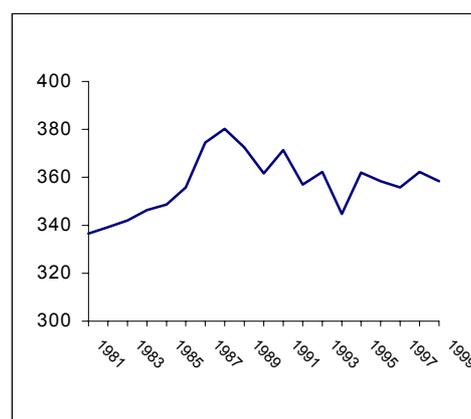
**Table 1: Population, labour force and state and public sector workforce in NSW 1981 to 2000**

Yr	NSW (millions)			
	Working age pop.	NSW labour force	NSW work-force	Pub Sec work-force
1981	3.4045	2.3651	2.2477	0.3366
1982	3.4600	2.4072	2.2568	0.3393
1983	3.5076	2.4493	2.1827	0.3421
1984	3.5476	2.4840	2.2482	0.3464
1985	3.6602	2.5000	2.2739	0.3487
1986	3.6387	2.5823	2.3708	0.3558
1987	3.6966	2.6208	2.3899	0.3745
1988	3.7611	2.7009	2.4962	0.3803
1989	3.8086	2.7727	2.5864	0.3726
1990	3.8384	2.8081	2.6335	0.3617
1991	3.8943	2.8738	2.6325	0.3714
1992	3.9319	2.8849	2.6012	0.3570
1993	3.9655	2.8578	2.5600	0.3623
1994	3.9885	2.9216	2.6454	0.3447
1995	4.0291	2.9731	2.7465	0.3620
1996	4.0749	3.0194	2.7886	0.3584
1997	4.1291	3.0492	2.8065	0.3558
1998	4.1799	3.0662	2.8404	0.3623
1999	4.2655	3.1131	2.9129	0.3584
2000	4.3179	3.2263	3.0444	0.3555

Source: ABS as for previous graph. All figures exclude people under 15 years.

The ABS data indicate that public sector employee numbers rose steadily throughout the 1980s to a peak of 380,000 in 1988. Since 1988, there has been a decline in employee numbers. The decrease between 1988 and 2000 was 6.5 percent, which is an average of 0.5 percent per year.

**Graph 2: NSW public sector employees 1981 to 2000 ('000s)**



Source: ABS Cat. No. 6248.0, "Wage and Salary Earners", Table 7. Based on persons aged over 18 years.

Over the last eight years while State Government employment has decreased as a proportion of employment in New South Wales, public sector employee numbers have fluctuated, but not changed to any great extent.

This pattern is consistent with a national trend since 1985 for general government employment to decline as a proportion of total employment, a trend shared by countries such as New Zealand, the United Kingdom and Germany.<sup>4</sup>

### Size of the public sector workforce (Workforce Profile)

The ABS estimates of State Government employment are based on sample surveys and include university employees. By comparison, the Workforce Profile is a census of all NSW public sector employees (excluding

<sup>4</sup> OECD: 1999. However, other countries such as Canada and the USA have seen the rate remain steady, while others such as Portugal, Spain and some Scandinavian countries have seen it rise.

universities). The collection aims to provide a full count of employees who worked in NSW Government agencies at any time during the year, and also a snapshot of those who worked during the last fortnightly pay period in June.

The end of June 2000 figure of 324,345 employees<sup>5</sup> closely approximates ABS estimates of State Government employees, adjusting for estimated numbers of university employees<sup>6</sup>.

### Estimated full-time equivalent (FTE) staff numbers

The 324,345 paid employees at June 2000 represented a full-time equivalent (FTE) staff number of 270,688<sup>7</sup>. The FTE figures are as reported by agencies (rather than calculated from Workforce Profile data)<sup>8</sup>. They reflect the volume of paid hours (excluding overtime) worked by employees, converted to full-time equivalent units, rather than the number of people employed. The lower FTE than headcount is indicative of part-time employment arrangements across the sector.

Budget dependent agencies employ the great majority of public sector workers, both in terms of headcount and FTE, employing 83.5 percent of FTE staff at June 2000. GTEs and SOCs accounted for around seven to eight percent each of FTE staff and other off-budget agencies represented two percent.

<sup>5</sup> This count is based on non-casual employees present at census date (end June 2000), and casual employees who were considered to be employees of the agency at census date and who were paid in the last fortnightly pay period of 1999/00. A further 24,289 casual staff were also considered to be ongoing employees but performed no paid work during the last pay period in the financial year. Note that this count excludes 909 casuals who received payment in the last fortnightly payment of 1999/00 but who were reported as no longer employed at census date.

<sup>6</sup> In May 2000, the ABS estimated that university employees accounted for 30,600 State Government employees. This would indicate 324,900 non-university state public sector employees.

<sup>7</sup> This is an "as at" figure (at June 2000) and differs from the average FTE figure for the year given below.

<sup>8</sup> One agency did not supply FTE figures for the last pay period in June 2000. For this agency an estimate was derived from the total number of persons working at the end of the year. By 2001, it is expected that a calculation of FTE from the WP data will be possible rather than relying on agency reports which may be calculated according to different formulae.

**Table 2: Estimated FTE workforce in the public sector by budget sector at June 2000**

Budget sector	FTE	
	workforce	%
Budget dependent agencies	225,956	83.5
GTEs	17,729	6.5
SOCs	21,721	8.0
Other off-budget agencies	5,282	2.0
<b>Total</b>	<b>270,688</b>	<b>100</b>

Based on total number of FTE staff reported by agencies at June 2000.

*'Budget dependent agencies employed 83.5 percent of FTE staff at June 2000.'*

### Size of individual public sector agencies

NSW public sector agencies vary considerably in size. The two largest agencies, the Department of Education and Training (DET) and the various entities comprising NSW Health, accounted for 58.9 percent of FTE staff at June 2000. Other agencies are much smaller. The third largest agency, the NSW Police Service, accounted for only 6.3 percent of FTE staff at this time.

**Table 3: Employee strength of public sector agencies at June 2000**

Employee strength	Agencies		
	No.	%	Cum%
0 to 19	10	7.4	7.4
20 to 30	10	7.4	14.7
31 to 60	27	19.9	34.6
61 to 100	10	7.4	41.9
101 to 200	13	9.6	51.5
201 to 300	14	10.3	61.8
301 to 500	14	10.3	72.1
501 to 700	8	5.9	77.9
701 to 1,000	4	2.9	80.9
1,000 to 2,000	7	5.1	86.0
2,001 to 3,000	6	4.4	90.4
3001 to 5,000	6	4.4	94.9
5,000 to 10,000	4	2.9	97.8
Over 10,000	3	2.2	100.0
<b>Total</b>	<b>136</b>	<b>100.0</b>	

Based on the total number of FTE staff reported by agencies at June 2000. Percentages do not sum to 100 percent due to rounding.

In total, only seven public sector agencies reported more than 5,000 FTE positions at June 2000. Six of these are located in the budget dependent sector. 95 percent of agencies reported less than 5,000 staff, 81 percent less than 1,000, and just over half of all agencies reported fewer than 200 FTE staff at June 2000. The four smallest public sector agencies reported between two and nine FTE staff.

### Changes in the estimated FTE workforce 1998/99 to 1999/00

The most comprehensive assessment of the size of the workforce is provided by the average FTE workforce during the year, since it takes account of seasonal fluctuations in the workforce and the number of hours contracted to work for each employee, including casual employees. The estimated average FTE workforce during 1999/00 was 0.8 percent lower than the average during 1998/99<sup>9</sup>.

### Estimated FTE changes by policy sector

While the total estimated public sector FTE decreased by 0.8 percent in 1999/00, the change in FTE varied across the different functional areas, or policy sectors, of government.

The Recreation and Culture sector increased by 2.9 percent FTE and the Health sector experienced a gain of 2.5 per cent as services expanded in growth areas of the state.

While the Education sector experienced a net loss of 0.3 percent FTE in 1999/00, FTE school teaching staff has increased by 1.6 percent over the past 5 years<sup>10</sup>. The Law, Order and Public Safety sector and the Social and Community Services sector both decreased by around one percent, while the

number of sworn police officers increased<sup>11</sup> as did staff in the frontline agency for families and children, the Department of Community Services<sup>12</sup>.

Decreases of 9.7 percent in the transport sector and 3.2 percent in the mining, energy and construction sector are associated with productivity gains made in GTEs and SOCs operating in the transport and energy areas<sup>13</sup>.

**Table 4: Average FTE workforce by policy area: 1998/99 and 1999/00**

Policy area	98/99	99/00	% Change
Law, Order and Public Safety	31,561	31,209	-1.12
Education	86,829	86,560	-0.31
Health	78,310	80,297	2.54
Social and Community Services	12,043	11,923	-1.00
Housing, Water and Sewerage, and Environment	10,202	9,947	-2.50
Recreation and Culture	5,705	5,869	2.87
Agriculture, Forestry and Fishing	5,463	5,401	-1.13
Mining, Energy and Construction	12,125	11,742	-3.16
Transport and Communication	30,791	27,805	-9.70
Other Economic Services	3,244	3,062	-5.61
General Public Services	5,608	5,712	1.85
<b>Total</b>	<b>281,881</b>	<b>279,527</b>	<b>-0.84</b>

Based on estimated average FTE employees (including casuals) during the year, as reported directly by agencies.

### Net gain or loss in the non-casual workforce

Between census date 1999 and census date 2000, it is estimated that the actual number of non-casual public sector employees (counting part-time and full-time staff equally) decreased by 0.7 percent. By comparison, the

<sup>9</sup> Average annual FTE staff numbers were reported directly by agencies, and are subject to some variation in calculation methods.

<sup>10</sup> Data reported separately by DET. DET report 50,868 FTE school teaching staff at June 2000, up from 50,059 at June 1996.

<sup>11</sup> Data reported separately by NSW Police. The number of FTE sworn police officers was reported at 13,483 in 1999/00, up from 13,070 in 1995-96.

<sup>12</sup> From 1998/99 to 1999/00, FTE staff for DoCS increased by 0.6 percent.

<sup>13</sup> See *Performance of NSW Government Businesses 1999/00*, NSW Treasury 2001.

number of employees remained relatively constant in size between June 1998 and June 1999, changing by less than 0.1 percent<sup>14</sup>.

Within this overall pattern, the extent and direction of change in staff numbers varied between budget sectors, and between years. The direction of change during 1998/99 apparently varied from that during 1999/00 in the budget dependent agencies and GTEs<sup>15</sup>. The largest apparent difference occurred among GTEs, with rates of change moving from an estimated decrease of 8.2 percent in 1998/99 to an increase of 2.0 percent in 1999/00. However these figures need to be treated with caution due to the extent of missing 'movement' data in the 1998/99 collection.

By comparison, the budget dependent sector grew by 1.4 percent in 1998/99 and contracted by 0.4 percent in 1999/00. The percentage changes for the budget dependent agencies appear small, yet the difference in the actual number of employees joining or leaving the sector is relatively large. There was a net gain of 3,067 non-casual employees in budget dependent agencies between June 1998 and June 1999 and a net loss of 846 employees between June 1999 and June 2000.

**Table 5: Percentage change in non-casual employee numbers by budget sector during 1998/99 and 1999/00**

Budget sector	% Change 98/99	% Change 99/00
Budget depend.	1.4	-0.4
GTEs	-8.2*	2.0
SOCs	-7.9*	-5.7
Other	-1.7	-1.1
<b>Total</b>	<b>0.03</b>	<b>-0.7</b>

Based on the total number of employees who commenced or separated during the year. \*Figures should be interpreted with caution.

<sup>14</sup> The percent change reported for 1998/99 differs by 1.53 percentage points from that reported in the Overview Report 1999. This adjustment reflects a refined estimate of employee numbers at June 1998, with employee numbers at June 1999 remaining constant.

<sup>15</sup> The quality of data used to estimate percent change varies across the budget sectors. Change rates for GTEs and SOC's for the 1998/99 period should be interpreted with caution. In these sectors employee movement data was missing for around 15-20 percent of staff.

## Net gain or loss in agencies

The direction and extent of change in non-casual employee numbers over 1998-2000 varied considerably from agency to agency. Table 6 indicates that in both 1998/99 and 1999/00 around 45 percent of agencies reported a contraction in numbers.<sup>16</sup> Each year, around one-third of these agencies reported a decrease of more than 10 percent.

Conversely, around 33 percent of agencies reported an increase in employee numbers in both 1998/99 and 1999/00. Well over 40 percent of these each year reported increases over 10 percent. However, the majority of these agencies were small (37 of the 43 that increased in 1999/00 had fewer than 1,000 staff) and the overall numbers involved are therefore also small.

The largest agencies in the sector (Department of Education and Training, NSW Health and NSW Police Service) remained roughly constant in size with rates of change between -0.7 percent and 4.0 percent in 1998/99 and -0.9 percent and 0.7 percent in 1999/00.

**Table 6: Distribution of changes in agency size during 1998/99 and 1999/00**

Change	No. of agencies 98/99	No. of agencies 99/00
Growth >10%	17	21
Growth 1-10%	22	22
Constant Size (-1 to 1%)	26	28
Decrease 1-10%	36	43
Decrease >10%	17	19
<b>Total<sup>1</sup></b>	<b>118</b>	<b>133</b>

Note: Figures are based on agencies reporting more than 80 percent complete data for employee movement. 13 agencies in 1998/99 and three agencies in 1999/00 are excluded. Source: Workforce Profile 1999 and 2000

<sup>16</sup> Agency numbers reported in Table 5 are not strictly comparable and are indicative only. Three agencies whose 1998/99 data is amalgamated with other agencies are separately reported in the 2000 figures. In addition, the 1999/00 figures include two new agencies that did not exist in 1998/99. The specific agencies that contracted in numbers differ from 1998/99 to 1999/00, although 32 agencies reported a contraction in employee numbers both years.

# Employee Mobility

## Mobility in the workforce

Mobility in the non-casual public sector workforce can be measured in a number of ways<sup>17</sup>. Rates of commencement and separation are useful indicators but could over-state the extent of change if there is a large amount of turnover during the year in a relatively small number of positions. The workforce stability measure provides an indication of the proportion of employees present at the beginning of the year who are still employed at the end of the year<sup>18</sup>.

## Commencements and separations

Commencement and separation rates describe the number of employees joining or leaving agencies, relative to the average size of the agencies' workforce. For non-casual employees, the commencement rate during 1999/00 was 10.9 percent and the separation rate was 11.6 percent<sup>19</sup>. These rates are slightly higher than the previous year. In 1998/99 commencement and separation rates were 10.4 percent and 10.3 percent respectively.

The movement rates for non-casual employees varied by budget sector and gender<sup>20</sup>:

- Females have higher rates of both commencements and separations than males in all sectors and in both years.
- In the non-budget sectors, females had much higher rates of commencement and separation than males. This general pattern was evident in both years.

The rates are generally stable across 1998-2000, with little change across the period, particularly in budget dependent agencies.

The apparent increase in movement rates in the GTEs should be interpreted with caution due to high levels of missing data for this sector in 1998/99.

**Table 7: Commencement and separation rates by budget sector and gender 1998/99 and 1999/00**

Budget sector M/F	Commence. rate		Separation rate	
	98/99	99/00	98/99	99/00
Budget dep – Male	9.6	9.8	9.3	10.9
Budget dep – Female	12.2	11.8	10.1	11.7
GTEs – Male	2.5*	10.8	10.0*	10.8
GTEs – Female	11.5*	27.4	25.8*	17.8
SOCs - Male	4.0*	5.2	12.3*	11.4
SOCs – Female	14.5*	16.3	22.1*	20.5
Other - Male	10.1	9.9	9.9	12.3
Other - Female	21.8	22.5	17.6	21.3
<b>Total</b>	<b>10.4</b>	<b>10.9</b>	<b>10.3</b>	<b>11.6</b>

Based on persons employed during the year, excluding casuals.  
\* Figures should be interpreted with caution.

Rates of commencement and separation also differed across age groups, with higher movement in the younger workforce:

- Amongst 16-24 year olds, commencement and separation rates exceeded 25 percent.
- In both years, commencement rates for younger workers have been higher than separation rates, resulting in an overall growth in the number of young people in the sector.

This relatively high movement results in part from the higher proportion of young people engaged in time-limited employment contracts (e.g. temporary and training positions). However, even among permanent staff young people show higher rates than their older colleagues.

Employees in the workforce aged 35-55 years have low rates of commencement and separation relative to younger employees and low rates of separation relative to older employees. Employees aged above 55 have low commencement rates but very high separation rates.

<sup>17</sup> Casual employees are not included in the calculation of commencement, separation or stability rates because of the non-continuous nature of their working arrangement and the difficulty in determining when they joined or left the workforce.

<sup>18</sup> Formulae used to derive commencement rates, separation rates and the stability index are presented in the Explanatory Notes.

<sup>19</sup> These rates reflect commencement with and separation from individual agencies.

<sup>20</sup> Rates for SOCs and GTEs in 1998/99 should be interpreted cautiously. These two budget sectors did not report employee movement data for around 15-20 percent of non-casual employees.

**Table 8: Commencement and separation rates by age group 1998/99 and 1999/00**

Age	Commence. rate		Separation rate	
	98/99	99/00	98/99	99/00
16-24 yrs	49.0	54.7	26.6	27.2
25-34 yrs	17.9	18.5	15.8	17.2
35-44 yrs	8.0	8.6	8.0	8.7
45-54 yrs	4.5	4.9	5.5	6.5
55-64 yrs	3.0	3.4	12.2	16.3
65 yrs or older	6.0	5.3	15.9	28.4
<b>Total</b>	<b>10.4</b>	<b>10.9</b>	<b>10.3</b>	<b>11.6</b>

Based on persons employed during the year, excluding casuals.

Commencement and separation rates varied for employees with different contractual working arrangements<sup>21</sup>. Permanent employees had the lowest rates of movement, followed by contract-based employees. During both years of the collection, commencement and separation rates for these employees were below 20 percent.

Much higher rates of movement were recorded for employees in training positions and those in temporary positions. While these two groups represent only a small segment of the workforce, higher commencement than separation rates reflect increased numbers of temporary and training employees. These issues are further addressed in the Workforce Stability section below.

**Table 9: Commencement and separation rates by employment category 1998/99 and 1999/00**

	Commence. rate		Separation rate	
	98/99	99/00	98/99	99/00
Permanent	7.4	7.6	8.0	9.3
Temporary	59.2	62.0	37.1	46.2
Contract <sup>1</sup>	12.0*	13.0	12.6*	19.0
Training <sup>2</sup>	44.7*	60.4	28.0*	26.1

Based on persons employed during the year, excluding casuals.  
1 Includes executive and non-executives. 2 Includes cadets, trainees and apprentices. \*Figures should be interpreted with caution.

<sup>21</sup> Rates for employees in contract-based and training positions in 1998/99 should be interpreted cautiously. For these two employment categories around 16 percent of employee movement data was not reported.

Employee separation rates decrease with length of agency service, rising again after 20 years of service. Almost 40 percent of permanent employees separate within one year, while the proportion drops to six percent for those with 15 to 19 years service. For those with 20 or more years of service the separation rate rises to seven percent.

While in general, contract staff show higher separation rates than do permanent staff, contract staff are less likely to separate within one year of commencement.

Temporary employees and those in training positions show the highest separation rates, particularly among those with less than two years agency service.

Among non-casual employees separating from their agency in 1999/00, the average length of agency service was 7.5 years.

51 percent of non-casual employees leaving the sector had been employed for two years or less. 25 percent had been employed in their agency for 10 years or more.

**Table 10: Separation rate and stability index by employment category and length of service 1999/00**

Employment category and length of service	Separation rate	Stability index
<b>Permanent</b>		
Under 1 year	39.3	87.4
1 to 2 years	20.7	81.2
2 to 4 years	12.1	88.6
5 to 9 years	7.6	92.7
10 to 14 yrs	6.2	94.0
15 to 19 yrs	6.0	94.2
20 years or more	7.0	93.2
<b>Temporary</b>		
Under 1 year	143.4	63.4
1 to 2 years	58.1	54.9
2 to 4 years	28.5	75.0
5 to 9 years	16.9	84.4
10 to 14 yrs	13.5	87.2
15 to 19 yrs	10.1	90.2
20 years or more	15.0	85.8
<b>Contract</b>		
1 to 2 years	27.6	75.64
2 to 4 years	26.0	76.98
5 to 9 years	19.8	82.01
10 to 14 years	12.29	88.4
15 to 19 years	6.0	94.2
20 years or more	14.4	86.5

Source: The NSW Public Sector Workforce Profile 2000

## Workforce stability

Measures of workforce stability can be used to gauge the extent to which movement in and out of the workforce affects the overall stability of employment in a given period.

For non-casual public sector employees in 1999/00, the overall stability index was 90.2 percent. This means that 90.2 percent of people employed at June 1999 were still working within their agency at June 2000<sup>22</sup>. The comparable rate for 1998/99 was 91.4 percent.

When viewed by budget sector, the stability index for both males and females was around 91-92 percent in the budget dependent sector and 80 percent or higher in the non-budget sectors.

Females in non-budget sector agencies had relatively lower stability rates than males. This is consistent with data (above) showing relatively high commencement and separation rates amongst females in the non-budget sectors.

The generally high stability rates for female employees, however, suggest this movement represents rapid churning or throughput in a relatively small number of positions occupied by a female workforce within the 12 months<sup>23</sup>. In effect, the large majority of female staff remained employed with their agency.

<sup>22</sup> The stability index reported here is based on a period of 12 months. Reporting over two years is possible for those agencies that used the same unique identifiers for employees in the two collections. Agencies will be encouraged to use the same unique identifiers in subsequent collections to allow for trend analysis in this and other areas.

<sup>23</sup> Commencement and separation rates are based on the number of employees who join or leave the workforce. A given number of such movements for a defined period may reflect multiple movements in and out of relatively few jobs or single movements in a greater number of jobs. A given number of commencements and separations in an agency will have less impact on the stability of the workforce if they are confined to a relatively small proportion of positions than will the same number spread across a larger proportion of positions. Hence high commencement and separation rates combined with high stability suggests employee movement is confined to relatively few jobs.

**Table 11: Stability index by budget sector and gender 1998/99 and 1999/00**

Budget sector and gender	Stability indexes	
	98/99	99/00
Budget dependent-Male	92.3	90.9
Budget dependent – Female	91.6	90.11
GTEs – Male	90.7*	91.2
GTEs – Female	79.7*	86.4
SOCs- Male	88.9*	89.7
SOCs – Female	82.5*	82.9
Other off-budget - Male	91.5	89.2
Other off-budget –Female	86.6	83.6
<b>Total</b>	<b>91.4</b>	<b>90.2</b>

Based on persons employed during the year, excluding casuals.  
\* Figures should be interpreted with caution.

Table 8 shows a high turnover of young employees through public sector agencies. For those aged 16-24 years, commencement rates were around 45 to 55 percent and separation rates were around 27 percent, resulting in a net gain.

The stability index shows that, in spite of this turnover, around 77 percent of 16-24 year olds employed at June 1999, were still employed in their agency at June 2000.

On the other hand, for employees aged 55-64 years, separation rates (12 to 16 percent) were much higher than commencement rates (around 3 percent). Employees in this age group appear to be steadily moving out of public sector agencies and are gradually being replaced by younger employees.

15 percent of 55-64 year olds employed at June 1999, had separated from their agency by June 2000, while 85 percent remained employed.

**Table 12: Stability index by age group 1998/99 and 1999/00**

Age	Stability index	
	98/99	99/00
16-24 yrs	79.3	77.4
25-34 yrs	87.5	86.2
35-44 yrs	93.1	92.5
45-54 yrs	95.1	94.2
55-64 yrs	88.9	85.3
65 yrs or older <sup>1</sup>	86.1	76.4

Based on persons employed during the year, excluding casuals.  
1. Employees aged 65 years or older make up less than one percent of the workforce and the variation in the stability index for this age group from 1999 to 2000 reflects the small numbers of persons involved.

Analysis of movement data by employment category suggests rapid turnover in temporary positions, compared to permanent and contract-based positions (see Table 9).

During 1999/00, both the commencement and the separation rates for temporary employees exceeded 45 percent.

The stability index, however, showed that 68 percent of temporary employees at July 1999 remained employed by their agency at June 2000. While this is a relatively high level of stability, it represents a substantial drop from the 1998/99 rate of 75.9 percent for this group.

These data suggest that the increased use of temporary employees has been accompanied by increased separation rates and reduced stability of employment for these employees. Employees in contract-based positions showed a similar pattern to those in temporary positions, with a drop in their stability rate from 88.9 percent to 83.2 percent and an increase in their separation rate from 12.6 percent to 19 percent.

Employees in training positions had high commencement and separation rates in 1999/00, though with a higher stability index than in the previous year (80.3 percent versus 74 percent), suggesting the movement in and out was confined to a limited number of positions, and the overall trend was towards longer retention of trainees.

Permanent employees, who constitute the bulk of the sector's workforce, have low mobility rates and a high stability index. This suggests low turnover of employees in a relatively small proportion of positions. These numerically predominant employees largely account for the low movement and high stability that is evident for the sector as a whole. The stability rates for 1998/99 and 1999/00 are similar (92.8 percent and 91.6 percent), suggesting that the changes in size in the non-casual workforce across the sector have generally not affected permanent staff.

The picture that emerges from employee movement data is of a sector that is currently retaining a high proportion of its experienced workforce, particularly its permanent employees. Concurrent with this is a relatively high movement in and out of a limited number of positions by female staff, younger staff and temporary staff.

*'Permanent employees account for the low movement and high stability that is evident for the sector as a whole.'*

**Table 13: Stability index by employment category 1998/99 and 1999/00**

Employment category	Stability index	
	98/99	99/00
Permanent	92.8	91.6
Temporary	75.9	68.0
Contract-based <sup>1</sup>	88.9*	83.2
Training position <sup>2</sup>	74.0*	80.3

Based on persons employed during the year, excluding casuals.  
 1. Includes executive and non-executives. 2. Includes cadets, trainees and apprentices. \* Figures should be interpreted with caution.

# Demographics

Key characteristics of public sector employees captured in the Workforce Profile are gender, age, length of service and the location of employees.

These characteristics have largely remained stable across the first and second Workforce Profile collections.

## Gender

The NSW State Government is a major employer of women. At June 2000, female representation in the public sector workforce was recorded at 58.4 percent<sup>24</sup>. By comparison, women accounted for only 43.5 percent of all employees in NSW<sup>25</sup>.

Women in the public sector tend to be concentrated in particular areas of the sector, with rates of representation in agencies like the Department of Education and Training, the Department of Community Services, the Home Care Service, and NSW Health around or exceeding 70 percent for 1999/00. These agencies, which have a major role in traditionally female dominated occupations, employ 80.1 percent of the public sector's females, but only 43.9 percent of the sector's males<sup>26</sup>. The concentration of women in certain industries or occupations was evident also in the major awards and agreements that govern employment conditions. This is discussed in more detail in the Employment Environment chapter.

## Gender and employment category

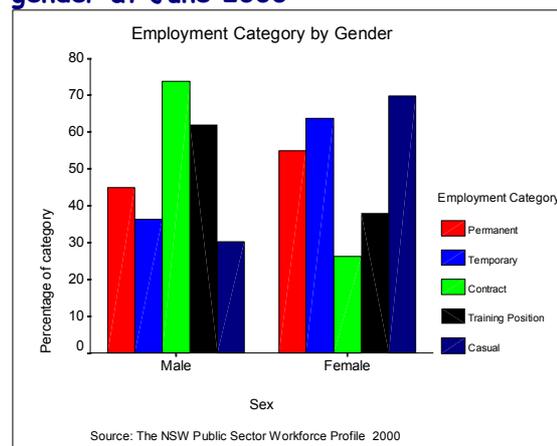
In addition to being concentrated in certain industries or occupations, women tend to work under different arrangements to men. In particular, women are more likely than men to be employed under temporary or casual arrangements.

Overall, women constituted 55 percent of permanent employees and 64 percent of

temporary employees as at June 2000. 70 percent of casual employees were women.

On the other hand, women constituted 25 percent of contract employees, a group that includes the most senior and highly paid employees in the public sector, and 26 percent of training positions.

**Graph 3: Employment category by gender at June 2000**



Source: The NSW Public Sector Workforce Profile 2000

Budget dependent agencies, because of their relative overall size, have a large influence on the whole of sector gender distribution. Non- budget dependent agencies show variation in that:

- women hold the majority of permanent positions in the budget dependent sector, but the minority of permanent positions in the non-budget sectors;
- men hold the majority of temporary positions in GTEs and SOCs; and
- women hold a higher proportion of contract positions in budget dependent agencies than they do in non-budget dependent agencies.

In policy area terms, the Education, Health, Social and Community Services areas, because of their relative size, largely influence gender distribution, particularly for permanent employment. While at the whole of sector level women held the majority of permanent and temporary positions:

<sup>24</sup> This figure is slightly higher than the 56.6 percent of females reported in 1999. This is due to improved information about casual staff (who are more likely to be female) employed at the end of the year.

<sup>25</sup> As at May 2000: ABS Catalogue No. 6201.1.

<sup>26</sup> Percentages based on employees at June 2000.

- Women held the minority of permanent positions in all sectors other than Education, Health, Social and Community Services.
- Women held a minority of both permanent and temporary positions in Mining, Energy, Transport and other Economic Services.

While at the whole of sector level women were in the minority in contract roles, female representation was equivalent to male representation for contract positions in Law, Order and Public Safety, and in Education, Health, Social and Community Services. These areas represent around 80 percent of the total non-casual workforce, indicating a higher representation of females in senior positions than suggested by the overall pattern.

### Gender and remuneration

Remuneration rates for women tend to be lower than those for men. Female average full-time equivalent remuneration rate at June 2000 (\$43,821) was 89 percent of the average rate for men (\$49,479). These rates have increased from June 1999 (\$41,815 for females and \$46,611 for males) though the actual gap in average remuneration rates for women and men has slightly widened (the average full-time female remuneration rate was 90 percent of the male rate in 1998/99). The average remuneration rate for females on fixed-term contracts was 74.5 percent of the rate for their male counterparts<sup>27</sup>.

By comparison with the public sector, women in the NSW workforce at May 2000 had full-time ordinary time earnings that were 81.0 percent of men's<sup>28</sup>.

<sup>27</sup> Figures exclude one agency with incorrect remuneration data for employees on fixed-term contracts. Some agencies did not report the full salary sacrificed or packaged components of base remuneration. It is unlikely that this underreporting differentially affected the remuneration of males and females.

<sup>28</sup> ABS Catalogue No. 6302.0. Note that this figure includes full-time casual staff, who are excluded from the figure for public sector employees. Fewer than two percent of public sector casual staff are recorded as usually working full-time (more than 34 hours per week).

**Table 14: Gender differences in the public sector workforce at June 2000**

	Females	Males
% of all permanent employees	54.9	45.1
% of all temporary employees	63.8	36.2
% of all casuals	71.1	28.9
% of all contract-based employees	20.6	79.4
% of all part-time employees	85.5	14.5
% of all employees working paid overtime	43.3	56.7
% of total employees	58.4	41.6
Av. full-time equivalent salary	\$43,821	\$49,479
Av. total gross earnings	\$31,999	\$46,430

Based on all employees at the end of June 2000. Remuneration, part-time, and overtime figures exclude casual staff.

Average total gross earnings for public sector female employees is only 69 percent of the average for males (\$31,999 versus \$46,430). This is considerably less than the 89 percent of male average remuneration rates earned by females, and reflects the relatively high proportion of females working part-time (85.5 percent of all employees working part-time are women) as well as the high proportion of men earning additional payments such as overtime.

### Age

The median age of the public sector workforce during 1999/00 was 43 years for males and 41 years for females.

In budget dependent agencies, females make up the majority in all age groups except 55 to 64 years, where they are slightly outnumbered by males. In non-budget sector agencies, however, the general pattern is for males to outnumber females in each age group.

Among policy areas females outnumber males across all age ranges only in Education, Health, and Social and Community Services. In the other policy areas, males tend to outnumber females particularly after age 35.

The age profile of employees remains unchanged from June 1999 to June 2000, with relatively few young employees:

- People aged less than 25 years represented only five percent of people employed in the NSW Public Sector at June 2000.
- By comparison, people aged less than 25 years accounted for 18.2 percent of those employed across NSW in May 2000<sup>29</sup>.
- 14.0 percent of 15-19 year olds and 8.6 percent of 20-24 year olds were part-time employees<sup>30</sup>.

A considerable proportion of the young people employed in the NSW labour force at May 2000 were engaged in part-time employment (64 percent of 15-19 year old workers and 23 percent of 20-24 year old workers). Allowing for the fact that these figures include casual employees<sup>31</sup>, the proportion of younger employees working part-time is much higher in the NSW labour force than in the NSW public sector.

**Table 15: Age profile of the NSW workforce and the Public Sector workforce at June 2000**

Age	NSW workforce <sup>1</sup>	Public Sector <sup>2</sup>
Under 25 yrs	18.2%	5.0%
25-34 yrs	24.7%	22.4%
35-44 yrs	25.3%	31.0%
45-54 yrs	21.4%	30.6%
55-64 yrs	8.8%	10.1%
65 yrs or older	1.6%	0.9%

1. Source: ABS Cat. No. 6201.1. 2. Based on employees at the end of June 2000.

The majority of the non-casual workforce (84 percent) is aged between 25 years and 54 years. Employees aged 45 years or more account for 42 percent of the public sector workforce but only 31 percent of people in the NSW labour force<sup>32</sup>.

The NSW public sector workforce contains relatively fewer younger people and relatively more older people than does the pool of

people who make up the labour force in NSW. The exception to this is for employees aged 65 years and older, where only 0.9 percent of the public sector workforce is aged over 65 years, compared to 1.6 percent of the NSW labour force.

The pattern of an older workforce compared with the NSW labour force suggests the need for workforce planning. As many as 40 percent of the current public sector workforce will, in the next 10 years, be at or reaching an age where they could choose to retire. About 11 percent are already at this age.

Age distribution varies across budget sectors with the oldest age profile in the Other non-budget sector agencies and the youngest in GTEs.

Among policy areas, Law, Order and Public Safety agencies had a relatively greater proportion of younger employees.

Greater commencement than separation rates among young employees (see Table 8) has increased the actual number of under 25-year olds between 1999 and 2000. Young people represent, however, a very small segment of the public sector workforce and as a result high commencement rates have had little short-term impact on the overall age profile of the workforce. The high representation of young people in temporary positions and high turnover of young people in a relatively small proportion of positions have also slowed the percentage growth of young workers.

The age profile of the non-casual workforce as a whole is primarily a reflection of the age profile of permanent employees:

- At the end of June 2000 permanent employees constituted around 90 percent of the non-casual workforce. They had highest representation in the 35-44 and 45-54 year age brackets.
- Contract staff had a similar age profile with a relatively high proportion of employees in the 45-55 year age bracket.

<sup>29</sup> ABS Cat. No. 6201.1 May 2000

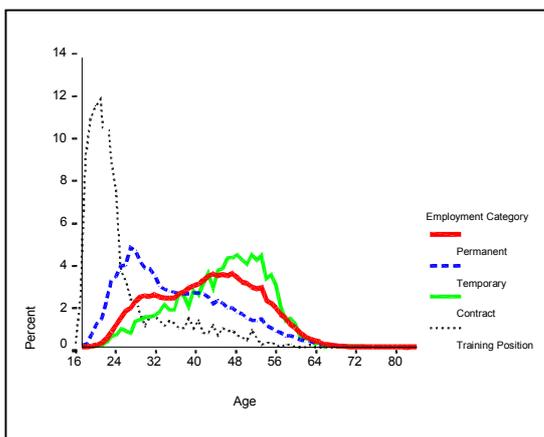
<sup>30</sup> Excludes casual employees (who accounted for around 19 percent of the 15-24 year olds employed at June 2000).

<sup>31</sup> ABS figures on part-time employment in the NSW workforce include any casuals who worked less than 35 hours per week in the one-week reference period, or who usually work less than 35 hours per week. NSW Workforce Profile figures however, are based on non-casual employees due to difficulty for agencies in recording the usual hours that casuals work.

<sup>32</sup> ABS Cat. No. 6201.1

- Temporary employees and trainees had younger age profiles, with half of the temporary workforce under 35 years of age.

**Graph 4: Employment category by age at June 2000**



Source: NSW Public Sector Workforce Profile 2000

At the end of June 2000, around 75 percent of non-casuals under 25 years had permanent positions, around 20 percent were temporary and close to four percent were in training positions (including trainees, cadetships and apprenticeships). Fewer than one percent of young people held contract-based positions.

For all other age groups, permanent positions were held by at least 90 percent of employees and less than 10 percent of employees held temporary positions.

**Table 16: Age profile of permanent and temporary employees at June 2000**

Age in years	% Permanent	% Temporary
Under 25 yrs	3.7	15.5
25-34 yrs	22.2	34.5
35-44 yrs	30.8	26.6
45-54 yrs	32.2	17.1
55-64 yrs	10.3	5.5
65 yrs or older	0.6	0.7
<b>Total</b>	<b>100</b>	<b>100</b>

Based on employees at the end of June 2000, excluding casuals.

## Location

An estimated 76 percent of public sector employees worked in metropolitan areas of the state (Sydney, Newcastle, Wollongong) during 1999/00, with 24 percent located in non-metropolitan areas. Five percent of agencies employed staff only in non-metropolitan areas<sup>33</sup>.

The Department of Education and Training and NSW Health are major employers in non-metropolitan locations, together accounting for 59 percent of the sector's workforce, and employing around 69 percent of public sector employees located in non-metropolitan areas during 1999/00.

## Length of service

The median length of service for employees as at June 2000 was nine years; 11 years for males and seven years for females. Males had longer median service than females, especially in GTEs and SOCs. This is consistent with higher rates of movement amongst female employees in the non-budget sectors (see Table 7) and a higher rate of temporary employment for women.

**Table 17: Median length of agency service at June 2000**

Budget sector	Length of agency service (years)	
	Males	Females
Budget dependent agencies	10	7
GTEs	14	5
SOCs	17	6
Other off-budget agencies	6	4
<b>Total</b>	<b>11</b>	<b>7</b>

Based on all employees at the end of June 2000, excluding casuals.

Median length of agency service for all permanent employees was 10 years. For temporary employees it was 1.3 years.

<sup>33</sup> The estimated percentage of the public sector working in metropolitan areas in 1998/99 was 74 percent which mirrored the distribution of the general population across metropolitan and non-metropolitan areas. However, up to 20% of workforce profile records in 1998/99 (and up to 14 percent in 1999/00) have missing or unreliable location data. Hence no significance can be attached to the difference in estimates between the two years.

# Employment Environment

Public sector employees work under a variety of awards and other industrial instruments that determine a range of employment conditions, including contracted working hours and the accrual and use of various types of leave.

## Awards

While a large number of awards are used to determine conditions of employment across the sector, a majority of employees, primarily employed in the areas of Health and Education, fall under only five separate awards (see Table 18).

The awards most commonly used in 1999/00 were the Crown Employees (Teachers and Related Employees) Salaries and Conditions Award, the Public Hospital Nurses (State) Award, and the Health Employees Conditions of Employment State Award. Together these three awards set the conditions of employment for around 41 percent of the sector's employees.

However the patterns for male and female employees women are very different. More than half (63 percent) of the female workforce at June 2000 worked under four major awards in the areas of education and health.

**Table 18: Percentage of employees under major awards at June 2000**

Award	% of Total employees
Crown Employees (Teachers and Related Employees) Award	20.7
Public Hospital Nurses (State) Award	11.3
Health Employees (HAREA) Award	9.3
Crown Employees (Public Service Conditions of Employment) Award	8.1
Public Hospital Professional Association Staff (Professional Group HAREA) Award	4.7
Other Awards <sup>1</sup>	45.9

Based on all persons employed at the end of June 2000.  
1. Includes 5.2 percent of employees whose awards were not reported by agencies.

A much lower proportion of men are covered by each of these awards, particularly the Public Hospital Nurses (State) Award.

A greater number of awards are used to employ men than women in the public Sector and the male workforce is more evenly dispersed across the different awards.

The major awards and agreements that governed the employment conditions of men were the Crown Employees (Teachers and Related Employees) Salaries and Conditions Award (14.6 percent of males), the Crown Employees (Public Service Conditions of Employment 1999) Award (11.7 percent of males), the Health Employees Conditions of Employment State Award (HAREA) and Status of Employment (Interim) State Award (7.0 percent of males) and the Police Service of NSW NCPO Enterprise Agreement (7.1 percent of males).

**Table 19: Percentage of males and females under major awards at June 2000**

Award	% of Females	% of Males
Crown Employees (Teachers) Award	25.1	14.6
Public Hospital Nurses (State) Award	17.2	3.0
Health Employees State Award	11.0	7.0
Crown Employees (School Administrative and Support Staff) Award	9.5	0.9
Other Awards <sup>1</sup>	37.2	74.5
<b>Total</b>	<b>100</b>	<b>100</b>

Based on all persons employed at the end of June 2000.  
1. Includes 4.4 percent of female employees and 6.2 percent of males whose awards were not reported by agencies.

The basic conditions set by these awards, such as hours of employment, leave entitlements and employment protection provisions vary.

## Hours worked

The awards and agreements in place across the sector govern the hours that employees are contracted to work.

Around 81 percent of non-casual employees at the end of June 2000 were engaged in full-time employment<sup>34</sup>. Most commonly, these employees were contracted to work 35 or 38 hours per week. Very few employees (1.9 percent) were contracted to work more than 38 hours per week.

Part-time employees represented 18.9 percent of the non-casual workforce at the end of June 2000. Around half of these part-time employees were contracted to work between 22 and 33 hours per week, around one-third were contracted to work 15-21 hours and around one-sixth were engaged to work fewer than 15 hours. This pattern differs little from the contracted working hours recorded in June 1999.

**Table 20: Contracted working hours at June 2000**

Contracted hours	% of Non-casual employees
Part-time (34 hours or less per week)	18.9
35-36 <sup>1</sup> hours	39.4
37-38 hours	39.8
39-40 hours	1.2
<b>Total<sup>2</sup></b>	<b>100</b>

Based on persons employed at the end of June 2000, excluding casuals. 1. The percentage of employees working for 35-36 hours includes teachers. However, it must be recognised that successive tribunals for the NSW Industrial Relations Commission have recognised that teachers' work includes work before and after school hours, work at night, at weekends, and in vacation periods. 2. Total includes 0.7 percent of employees who were recorded as having contract work hours in excess of 40 hours per week.

Among non-casual employees, males were more likely to be engaged in full-time employment (94 percent) than were females (70 percent). Employees in GTEs (97 percent), SOCs (98 percent) and other off-budget agencies (94 percent) were more likely to be engaged in full-time employment than were employees in budget dependent agencies (78 percent):

- The distribution of part-time employment across budget sectors and gender has remained consistent during 1998-2000.
- 92 percent of males in the budget dependent sector and 97-100 percent in the non-budget sectors worked full-time.

- Only 69 percent of females in the budget dependent sector worked full-time.
- Between 86-92 percent of female employees in non-budget agencies worked full-time.

**Table 21: Percentage of male and female full-time non-casual employees at June 2000**

Budget sector	% of Females	% of Males
Budget dependent agencies	69.1	91.8
GTEs	91.9	98.7
SOCs	89.6	99.8
Other off-budget agencies	86.5	98.7
<b>Total</b>	<b>70.4</b>	<b>94.0</b>

Based on persons employed at the end of June 2000.

Females are less likely in all age groups to work full-time. This pattern is consistent with the pattern found with employed persons across Australia<sup>35</sup> and for the NSW workforce. In NSW, part-time employees are predominantly female and females largely account for rising part-time employment amongst an existing group of older workers<sup>36</sup>:

- The percentage of employees who work full-time decreases with age.
- The incidence of part-time work is highest in the Education, Health, and Social and Community Services policy areas.

### Overtime hours

Around 55 percent of eligible full-time employees worked paid overtime, as did around 35 percent of part-time employees. Males were far more likely than females to work paid overtime and there was little average difference in overtime hours between part-time and full-time males.

By contrast, part-time female employees worked about 50 percent fewer overtime hours than their full-time counterparts, and full-time females employees worked fewer overtime hours than men.

<sup>34</sup> Full-time employees are defined as those working 35 hours or more per week.

<sup>35</sup> ABS Catalogue 6203.0 Labour Force June 1999

<sup>36</sup> ABS Catalogue 6247.1 Part-time, Casual and Temporary Employment, NSW October 1997

## Leave

Employees' accrual and use of leave is governed by awards and agreements.

At the end of June 2000, the average accrued recreation leave balance for non-casual public sector employees was 194 hours<sup>37</sup>. This amounts to at least 42 million hours of unused recreation leave<sup>38</sup>.

The ongoing accumulation of leave is affected by the extent to which employees make use of their leave entitlements as they are accruing.

Based on a subset of employees with comparable data over time<sup>39</sup>, it appears that average accrued recreation leave balances have increased from June 1999 to June 2000. This average increase of 17 hours per employee has occurred despite these staff using around 133 hours of their leave during the year. These findings suggest that, on average, employees are not taking recreation leave as quickly as it accrues, with longer term implications for the cost of payouts on termination.

In many budget sector agencies, human resource management policies have sought to limit the accrual of recreation leave to eight weeks (though the rule has recently been abolished for employees under the *Public Sector Management Act*). This equates to around 280 hours for an employee working 35 hours per week. While accrued recreation leave had increased over 1999/00 for employees remaining in the sector, the average absolute levels of accrued leave remained well within the 8-week target (at an estimated 227 hours per full-time employee).

*'Average absolute levels of accrued leave remained well within the eight-week target.'*

<sup>37</sup> This figures is based on employees present at June 2000.

<sup>38</sup> This total excludes around 3,000 employees present at June 2000 for whom recreation leave accrued is unknown. It also excludes teachers who do not accrue recreation leave.

<sup>39</sup> The subset of employees selected for analysis included full-time continuously employed non-casual staff. The analysis is based on the 48.9 percent of these employees in 2000 who had matchable unique identifiers and valid recreation leave data for both the 1999 and 2000 collections.

The amount of leave entitlements utilised by employees per 1,000 hours paid (ordinary time) is a standardised count that is not confounded by differing contracted hours, pro-rata entitlements or reduced working hours.

**Table 22: Recreation and sick leave taken per 1000 paid hours by government sector and gender 1999/00**

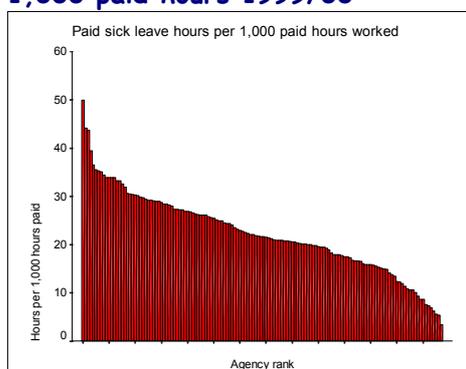
Recreation leave taken	Males	Females
Budget dependent agencies	65	70
GTEs	95	72
SOCs	74	63
Other off-budget agencies	66	62
Total	69	68
Paid sick leave taken	Males	Females
Budget dependent agencies	22	24
GTEs	38	35
SOCs	30	27
Other off-budget agencies	22	27
Total	24	25

Based on persons employed during 1999-2000, excluding casuals.

Across the sector males and females took a similar proportion of paid leave hours. Considerable variability underlies these average figures:

- Employees in GTEs took the highest proportion of paid leave hours, both sick leave and recreation leave.
- Males in GTEs and SOCs took a higher proportion of paid recreation leave hours than females. This is probably related to the higher proportion of permanent staff and longer length of service amongst males in these non-budget agencies.
- Around one-quarter of employees recorded no paid sick leave whilst some recorded levels in excess of six months.
- On an agency basis, paid sick leave accounted for less than one percent of paid contracted hours worked in some agencies and for almost five percent of paid contracted hours worked in others.

**Graph 5: Paid sick leave hours per 1,000 paid hours 1999/00**



Source: The NSW Public Sector Workforce Profile NSW 2000

Analysis of sick leave data for separating and non-separating employees showed greater use of sick leave by separating employees<sup>40</sup>. The effect was most notable amongst older employees, who generally have more sick leave accrued than younger employees.

### Employment category

The range of different employment contracts used in the NSW Public Sector include permanent, temporary, casual and training positions, as well as fixed-term individual contracts.

The most common arrangement in the sector continues to be permanent employment, accounting for 80 percent of those employed at June 2000.

- 14 percent were employed on a casual basis<sup>41</sup>.
- 5.4 percent of employees occupied temporary positions.
- 0.7 percent held contract-based positions.
- Around 0.2 percent held training positions (including cadets, trainees and apprentices).

<sup>40</sup> This is unlikely to be the result of greater leave accruals amongst separating employees. Length of service, (which is related to sick leave accruals), was not higher amongst those who separated, compared to those continuously employed.

<sup>41</sup> The count of casual staff includes all casuals reported to have performed paid work during the last pay period in June 2000.

The comparisons shown below between working arrangements of public sector employees at June 1999 and June 2000 need to be interpreted with some caution due to different rates of missing data<sup>34</sup>. In broad terms, employment arrangements appear to have been stable from June 1999 to June 2000.

**Table 23: Contractual employment arrangements at June 1999 and June 2000**

Employment category	% of Total employees June 1999	% of Total employees June 2000
Permanent	78.5	79.7
Temporary	4.8	5.4
Casual	15.9	14.0
Contract-based <sup>1</sup>	0.7	0.7
Training position <sup>2</sup>	0.2	0.2
<b>Total</b>	<b>100</b>	<b>100</b>

Based on all persons employed at June, 2000. 1. Includes executive and non-executives. 2. Includes cadets, trainees and apprentices.

*'Permanent employment accounts for 80 percent of those employed at June 2000, including casuals.'*

As would be expected, there are stark differences in the length of service profile of permanent and temporary employees. At June 2000, almost 43 percent of temporary employees had been employed with their agency for less than 12 months compared to only seven percent of permanent employees. At the other extreme, 50 percent of permanent employees had been employed for over 10 years, compared to only four percent of temporary employees.

**Table 24: Length of agency service for permanent and temporary employees at June 2000**

Length of agency service	% of Employment category	
	Permanent	Temporary
Under 1	6.9	42.7
1 to under 2 years	6.1	20.3
2-4 years	17.5	25.1
5-9 years	19.4	8.3
10 years or more	50.1	3.6
	<b>100.0</b>	<b>100.0</b>

Source: Workforce Profile 2000. Based on all persons employed at June, 2000.

## Casual employees

Casual employees, as defined in the Workforce Profile, include sessional workers such as HSC examination markers, seasonal workers such as swimming instructors, retained firefighters with the NSW Fire Brigades<sup>42</sup> and other employees who work for an hourly rate and are paid through an agency's payroll system. The figures reported for casual employment during the year include casuals reported only in aggregate numbers and exclude any staff hired through an employment agency<sup>43</sup>.

Ongoing employment is not a characteristic of all employment arrangements, and casual employees in particular may not work regularly throughout the year. While casuals accounted for an estimated 26 percent of the total number of people considered to be employees during 1999/00, they accounted for only 14 percent of employees paid in a single pay period (end June 2000). Overall, an estimated 6.5 percent of total paid hours during the year were attributable to casual staff.

An unknown proportion of casual employees may have permanent or temporary positions in another agency. For example, the Board of Studies, a major employer of casual staff, uses suitably qualified casual staff as examination markers in periods of peak demand. Many of these casuals are employed in permanent teaching positions with the Department of Education and Training, as teachers provide the qualified labour force for such work.

<sup>42</sup> Retained Firefighters (who represent 3.3 percent of all casual employees) receive a small retainer per month, additional compensation for attendance at incidents or training, and entitlements such as annual leave.

<sup>43</sup> The number of casual staff currently employed by agencies can be defined in different ways. The definition used in this section of the report includes only those considered part of the workforce and paid in the reference period. It excludes 909 casuals who were paid but not considered part of the agency. It also excludes those employees retained by the agency but not actively employed in the period. In the last pay period in June 2000, approximately 45,300 casual employees who were considered part of the workforce were paid, while during the year 1999/00 approximately 110,100 casuals were paid. A wider definition would include all casual employees on the books. However, some agencies cull their register of "active" casuals only infrequently and so this definition would result in an overestimate of the actual number of retained casual employees.

Thus the number of people who work only as casual employees is not known.

Casual employment was more common in budget dependent agencies, where 31 percent of employees during the year were casuals. Casual employment arrangements were markedly less frequent in the non-budget sectors. Only 6.2 percent of employees in GTEs and 2.4 percent of employees in SOCs were casuals.

**Table 25: Percentage of casual employees during 1999/00**

Budget sector	% Casual employees
Budget dependent agencies	31.0
GTEs	6.2
SOCs	2.4
Other off-budget agencies	20.5
<b>Total</b>	<b>26.2</b>

Based on all persons employed during 1999-2000 (includes aggregate casual numbers).

The 31 percent of budget sector employees who were casuals represented 97.5 percent of the total public sector casual workforce during 1999/00. Most of these casual employees worked in the areas of Education, Social Services and Health.

*'97.5 percent of casual employees worked within budget dependent agencies.'*

The Education, Social Services and Health areas employed 88.3 percent of the casual staff who had worked between July 1999 and June 2000. A further 5.6 percent of casual staff were employed in the area of Law, Order and Public Safety, mainly in the NSW Fire Brigades (Retained Firefighters) and the Department of Juvenile Justice. In total these policy areas accounted for 93.9 percent of all casual and retained staff.

**Table 26: Distribution of casual employees across policy sectors 1999/00**

Policy sector	% of Casual employees
Education and Social Services	68.0
Health	20.3
Law, Order and Public Safety	5.6
Recreational facilities and services	2.7
Other	3.4
<b>Total</b>	<b>100</b>

Based on the total number of casual employees during the year (includes aggregate casual numbers)

Even within the policy sectors where most casual employees work, the amount of total paid hours attributable to casual staff is relatively low. While 68 percent of casuals work in the Education and Social Services policy area, they perform only 14.2 percent of the total normal time paid work performed in this area. In the Health area, which accounts for 20.3 percent of total public sector casual employees, casuals perform an estimated 5.6 percent of the paid work.

*‘Casual employees accounted for 6.5 percent of the total normal time paid hours worked in 1999/00.’*

During the period June 1999 to June 2000, across the public sector as a whole, the rate of casual staffing remained generally stable. However there was considerable variability in the use of casual arrangements between individual public sector agencies, with casuals representing from 0 percent to more than 50 percent of agency staff.

In both years, around 40 percent of agencies reported less than one percent of casual staff, around 35 percent of agencies reported one to 19 percent casual staff and around 25 percent of agencies reported that more than 20 percent of their staff were employed as casuals.

**Table 27: Agency rates of casual employment 1999/00**

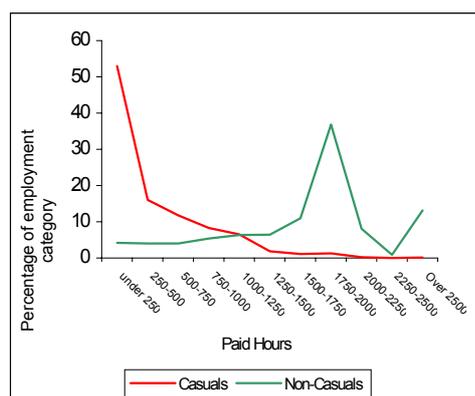
% Casual employees	No. agencies
Less than 1%	57
1-5%	22
5-10%	11
10-20%	14
More than 20%	32
<b>Total</b>	<b>136</b>

Based on the total number of casual employees during the year in each agency (includes aggregate casual numbers).

Graph 6 shows that the bulk of casual employees worked limited hours during the year, with almost 50 percent working fewer than 250 hours, while a small proportion worked hours close to full-time hours. Casual employees worked an average of 346 hours during the year compared to an average 1,651 worked by non-casual employees. These figures do not include any paid or unpaid overtime<sup>44</sup>.

Thus while most agencies employ some casual staff, the use of casual employees by most agencies is low with the result that casual employees actually undertake a relatively small proportion of the work of the NSW Public Sector<sup>45</sup>.

**Graph 6: Total paid hours for casual and non-casual employees 1999/00**



Source: The NSW Public Sector Workforce Profile NSW 2000

<sup>44</sup> Graph 6 does not include the casuals reported in aggregate form, and on average, these employees worked very few hours during the year. Inclusion of these employees would further lower the overall average hours worked by casuals.

<sup>45</sup> The estimate of 6.5 percent of total paid hours includes 17,105 of the 19,065 casuals reported in aggregate form for whom aggregate total contracted hours were available. The estimate is based on 123 agencies (90 percent of agencies) who reported the total paid contracted hours of employees.

# Remuneration and Earnings

Casual employees are more likely to be female than male (around 70 percent of casuals are women) and more likely to be relatively younger or older than other employees, with a relatively lower percentage of casuals aged between 25 and 55 years. This general pattern characterises casual employees in the Australian labour force<sup>46</sup>.

Around a third of employees aged under 25 years and almost half of those older than 65 are casuals.

Casual employees in the NSW Public Sector tend to have a shorter employment history with their agency than non-casual staff:

- Around 40 percent of the casual workforce employed during 1999/00 had been employed in the agency for less than two years.
- 25 percent had been employed for two to five years.
- 14 percent had been employed for 10 or more years.

**Table 28: Length of agency service of casual and non-casual employees 1999/00**

Length of agency service	% of Non-casual employees	% of Casual employees
Under 1 year	9.0	24.2
1-under 2 years	7.0	15.4
2-under 5 years	17.9	25.3
5-under 10 years	18.7	21.4
10 years or more	47.5	13.7
<b>Total</b>	<b>100</b>	<b>100</b>

Based on all persons employed during 1999/00 (does not include casual employees reported as an aggregate). Length of service was calculated at 30 June 2000 for continuing employees and as at termination date for separating employees.

At the end of June the median length of agency service for casual employees was 2.6 years, compared 9.3 years for non-casuals.

Casual employees with more than five years of service work mainly in the Education and Law, Order and Public Safety sectors.

## Average full-time equivalent (FTE) remuneration rates

The Workforce Profile collection includes data on employee remuneration, total earnings and the main components of these annual gross earnings.

For the non-casual public sector workforce employed at June 2000, the average full-time remuneration rate was \$46,216 p.a. This rate reflects base salary and is independent of actual hours worked and of additional overtime or lump sum payments. The average rate for women was \$43,821, 89 percent of the average rate for men (\$49,479).

The average remuneration rate for public sector employees at June 2000 has increased by 4.5 percent from the rate at June 1999 (\$44,209<sup>47</sup>).

Remuneration rates for males increased by an average 6.2 percent from \$46,611 and for females by an average 4.8 percent from \$41,815. Thus the gap between male and female remuneration rates in the public sector has slightly widened over the period 1998-2000. This is most probably due to percentage-based award increases over the period, which have a compounding effect on any difference.

However, progress towards evening out gender differences in remuneration rates was greater in the public sector than in the workforce as a whole.

For the NSW workforce as a whole, the average full-time ordinary time earnings increased from \$41,028 p.a. at May 1999 to \$42,754 at May 2000. Average full-time ordinary time earnings increased from May 1999 to May 2000 by 5.5 percent for males and 2.1 percent for females<sup>48</sup>.

Almost 28 percent of public sector non-casual employees had annual remuneration rates under \$35,000. Around four percent had rates over \$75,000.

<sup>46</sup> ABS Labour Force, Australia Cat. No. 6203.0 July 1999 Feature article on casual employment.

<sup>47</sup> This figure is a revised estimate and differs slightly from the average remuneration rate published in the 1999 Overview Report.

<sup>48</sup> ABS Catalogue No. 6302.0 Table13.

**Table 29: Remuneration rates for non-casual employees 1999/00**

Remuneration rate	No.	Percent
Under \$25,000 p.a.	6259	2.2
\$25,000 to under \$35,000	73354	25.4
\$35,000 to under \$55,000	154369	53.4
\$55,000 to under \$75,000	43003	14.9
\$75,000 to under \$95,000	6295	2.2
Over \$95,000	5619	1.9
<b>Total</b>	<b>288899</b>	<b>100.0</b>

Based on all non-casual employees during 1999/00, excluding 7.2 percent of employees with missing remuneration data.

### Total gross earnings

Annual total gross earnings (TGE) describe what employees actually earn. It includes payments made in addition to base remuneration, such as overtime, higher duties allowance and lump sum payments on termination.

A comparison of remuneration rates and earnings for full-time employees is indicative of additional income through special purpose payments such as allowances and paid overtime:

- Among permanent employees, average earnings were 6.8 percent higher than the average rate of remuneration.
- Across budget sectors the difference in remuneration rate and earnings was greatest in SOCs and GTEs, with full-time continuous permanent staff of SOCs earning, on average an additional 24 percent.

**Table 30: Average remuneration and total gross earnings for permanent staff 1999/00**

Budget sector	Average remun.	Average TGE	Difference %
Bud Dep	\$48,814	\$51,187	4.9
GTEs	\$47,291	\$54,723	15.7
SOCs	\$46,015	\$56,880	23.6
Non-budget	\$55,007	\$55,911	1.6
<b>Total</b>	<b>\$48,618</b>	<b>\$51,936</b>	<b>6.8</b>

Based on permanent full-time non-casual staff employed continuously during 1999/00.

Average total gross earnings were higher than average remuneration rates in all policy sector areas:

- The difference was significantly greater in the policy areas concerning Mining, Energy, Transport and other Economic Services and was also high in those concerning Law, Order and Public Safety.
- Mining, Energy, Transport and other Economic Services reported the highest average TGE.
- Education, Health, Social and Community Services reported the lowest average TGE.

### Overtime payments

Analysis of the components of TGE indicates that overtime payments are one of the major contributors to this additional income.

Across the sector, the proportion of TGE attributable to overtime payments in 1999/00 was 3.6 percent for full-time continuous employees. This varied across budget sectors in the same pattern as the overall differences between remuneration rates and earnings.

**Table 31: Overtime payments as a percentage of total gross earnings 1999/00**

Budget sector	%
Budget dependent agencies	2.7
GTEs	6.4
SOCs	9.5
Other off-budget agencies	2.3
<b>Total</b>	<b>3.6</b>

Based on full-time non-casual staff employed continuously during 1999/00.

Overtime earnings accounted for 58 percent of additional payments in budget dependent agencies, 47 percent in GTEs, 50 percent in SOCs and almost all in other non-budget dependent agencies.

By comparison, higher duties allowance accounted for 1.5 percent or less in all sectors.

# Workforce Planning Issues

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## Gender issues

A major characteristic of the workforce is the disproportionate representation of women in different employment situations in the public sector. Women make up 70 percent of casual employees and 64 percent of temporary employees but only 21 percent of executive and other contract employees. Women are under-represented in non-budget dependent agencies in all employment categories.

While women have high separation rates, reflecting the limited tenure of temporary and casual employment arrangements, they are nevertheless a slowly growing proportion of the workforce, accounting for 58 percent of all public sector employees at June 2000.

The recruitment and retention of women are thus major issues for the public sector. It would seem worthwhile to examine reasons for the high representation of women in limited tenure positions, including any attractive features of such employment arrangements from the employees' point of view. Examination might also be made of the reasons for the relatively small proportion and high separation rates of female employees in GTEs and SOCs and the relatively high proportion in budget sector agencies.

## Retirement and superannuation issues

A critical issue reflected in all areas of the sector is the age distribution of the workforce. As many as 40 percent of current employees will, in the next 10 years, be at or reaching an age where they could choose to retire (55). Over 11 percent are already at this age. The implications of this for the sector's future capacity to deliver the Government's services to the public of NSW are potentially serious.

A high proportion of employees currently retire at or around 55-60 years. A key factor causing this is that 55 years is the minimum possible retirement age for accessing

superannuation for employees aged 40 years or over at 30 June 2000.

Assuming no change to current provisions under the older superannuation schemes, the incentive to leave at age 55 will continue to have a marked effect for the next 16 years (to 2015). In this context, it is worth noting that employees nearing retirement have little financial incentive to stay on in the public sector on a part-time basis or in a lower level position where superannuation pay-outs and pensions are calculated on the retiring salary.

Besides these financial considerations, there is almost certainly a widely held perception that employees are expected to retire from the public sector at age 55 years. Employees themselves may accept this as the norm and start preparing mentally for public sector retirement. Widely publicised strategies to rejuvenate the public sector may, if not accompanied by other strategies designed to 'smooth out' the exit rate of older employees, have the unintended effect of accelerating the departure of these staff.

A very high proportion of staff in the 35-44 years and 45-54 years age brackets are permanent employees. This has the effect of giving these employees considerable control over their retirement age and also means that it is difficult to free up positions at more senior levels to provide a visible career path for existing younger employees. Strategies such as the creation of new positions or mentoring may need to be explored.

## Mature workforce issues

The implications of an ageing population on the public sector workforce have been recognised for some time. Existing initiatives aimed at developing and supporting the mature worker include the *Mature Workforce: Policy and Guidelines* issued to all agencies in August 1998. This publication provides advice and information to assist agencies recruit and retain mature-aged workers through strategies such as recruitment and selection; use of existing employment programs; training and development;

recognition of prior skills; performance management; flexible work arrangements; and graduated retirement programs.

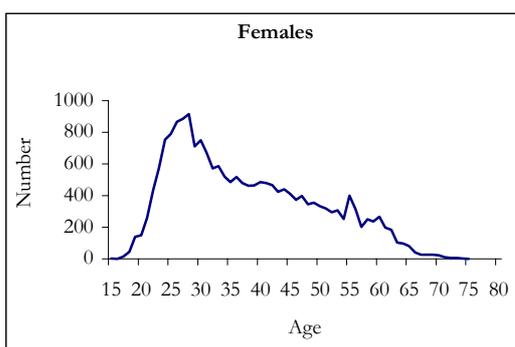
As well, the NSW Committee on Ageing has established the *Task Force on Mature Age Employment* to give strategic direction to mature age employment programs currently being undertaken throughout the State.

However, as the mature workforce ages, greater loss of employees from the stable permanent segment of the workforce will occur. Workforce planning initiatives will be necessary to anticipate and plan for this turnover so that an appropriately skilled workforce is maintained, especially in those agencies where key occupational groups are comprised largely of more mature and experienced workers.

### Youth employment issues

As the following graphs show, among non-casual employees, a very high proportion of younger employees currently exit from the sector within a short period of commencing employment.

**Graph 7: Separating non-casual employees: age distribution by gender 1999/00**



One reason for the high number of young people leaving the employing agency after a short period of time is the large proportion of younger employees employed in limited tenure positions. 15.5 percent of under 25 year olds are employed in temporary positions and among temporary employees, 58 percent of those aged 16 to 24 years separate within a year. Thus the high exit rate of young people reflects, to some extent, a high turnover in a limited number of positions.

However, even amongst permanent employees, the separation rate for younger employees 16 to 24 years (18.6 percent) is much higher than for any other age group excepting those aged 65 years or more.

While the pattern among younger workers for shorter periods of employment and higher turnover appears to be a widespread social phenomenon, the basis and process for selection of younger employees as well as the opportunities afforded to these staff once employed clearly warrant closer examination.

The data presented in this report show that the absolute number of younger employees (19 to 25 years) is growing and that the percentage of the workforce aged under 35 years is also growing. However the current rate of growth is too slow to compensate for the forecast exit rate of older employees.

The need to develop policies and strategies to attract and retain a higher number of young employees was recently identified in an Executive Development Program project

report<sup>49</sup> and options are being examined to address this particular issue.

Current initiatives to address the recruitment and training of younger employees include the 2000 by 2000 Strategy established in 1999 with the Department of Education and Training to significantly increase the number of trainees employed in the NSW public sector.

A variety of employment arrangements have been used to implement the strategy. These include: the use of traineeships in association with the permanent recruitment of staff; employment of trainees in excess of existing establishment levels; creation of supernumerary traineeship positions in rural and regional NSW through a wage subsidy; and employment of trainees shared between more than one agency.

Young people aged 15 to 24 years have taken up 35 percent of the traineeships and young people aged 25 to 29 years have taken a further 16 percent. Overall gender representation is almost equal. Aboriginal and Torres Strait Islanders have taken up 7 percent of the traineeships.

The Public Sector Management Office reports that this strategy had resulted in over 5,300 traineeships by March 2001. The strategy, now known as the Public Sector Traineeship Strategy, is continuing.

A further development has been negotiation between the Public Sector Management Office and the Department of Education and Training to provide recruitment services for the NSW public sector which address specific issues such as entry level recruitment, recruitment of young people, women, people with a disability and people of mature age. The scoping and potential demand for such services are currently being determined.

Negotiations are also currently underway to obtain the Public Sector Recruitment Test and Indigenous Australian Recruitment Test

following the closure of Recruitment Services Australia which previously administered these tests for the Commonwealth and some State public sectors.

Workforce profile data for both 1998/99 and 1999/2000 is accessible via the Premier's Department website at:

<http://www.premiers.nsw.gov.au/pubs/part5/public/index.html>

The site includes available workforce reports and sector level workforce data. Individual agency data is available to the subject agency via use of a secure password.

Individual agencies can assess their own workforce profile characteristics in key areas. Information is presented as a series of graphs showing a comparison between the agency, the total for other agencies operating in the same budget sector and the total for other agencies operating in the same policy sector. Each graph is accompanied by a brief discussion of the possible implications of the data and the issues they raise for human resource management.

Key workforce indicators displayed include:

- Separation rates
- Stability rates
- Gender representation
- Age profile
- Use of temporary staff
- Remuneration rates
- Sick leave.

<sup>49</sup> Bridge, L. et al, "The State of the NSW Public Sector in the Future: The People Perspective", Executive Development Program 2000, March 2001.

# Explanatory Notes

## General explanatory notes

Depending on the issue discussed, some tables are based on all staff employed at some time during the year, while others are based only on those employed during the last pay period of June 2000 (i.e., excluding staff who separated during the year and casual staff who did not work during this pay period). As well, some counts exclude casual staff. The specific population counts used are noted in each section and table.

## Notes

ABS estimates are based on two independent sample surveys: The Labour Force Survey, and the Survey of Employment and Earnings. The overall trend in both surveys is of increasing numbers of employees in NSW. Estimates from the Labour Force Survey suggest a greater increase in employee numbers than do estimates of wage and salary earners.

While the ABS considers the Labour Force series a better indicator of overall movement at the State level, the estimates of wage and salary earners are the preferred estimates of employment in various sectors (e.g. State Government employment relative to overall State employment).

Conceptual and methodological reasons for the differences in estimates produced by the two surveys are discussed in *Information Paper: Comparison of Employment Estimates from the Labour Force Survey and the Survey of Employment and Earnings* Australian Bureau of Statistics, 1985 (Cat. No. 6263.0).

ABS estimates for State Government employment include all departments and authorities created by, or reporting to State Parliaments, including universities and other organisations for which the Commonwealth has assumed financial responsibility. In 2000, the ABS estimated that university employees constituted around 9 percent of state public sector employees.

Employees of universities, who are employed under Commonwealth industrial awards and

funded directly by the Commonwealth, are not included in the Workforce Profile.

The employees reported by public sector agencies in the Workforce Profile are those paid through agency payroll systems. As a consequence, certain categories of human resources used by agencies are not included, such as independent contractors and temporary staff supplied by employment agencies on a fee for service basis.

Selected comparisons with Workforce Profile 1999 data are presented in this report. Comparisons between the two collections are generally reliable although the precision of some figures is affected by the improvements in data quality made in the 2000 collection, particularly the reduction in missing data values and the removal of definitional ambiguity for some items.

As a result of the continuing process of data verification, some agencies revised the data originally submitted in 1999 for some variables. The 1999 figures used in this report are revised and may differ slightly from figures published in the *Overview Report for Workforce Profile 1999*.

The 2000 figure of 136 agencies used in the report includes as a single agency the 22 administratively independent health agencies (including 16 Area Health Authorities), operating within NSW Health.

Two newly formed agencies contributed to the collection for the first time in 2000. These are agencies that did not exist in 1999, or entities that resulted from mergers between existing public sector agencies. The new agencies are the Commission for Children and Young People, and the Sydney Catchment Authority.

Another three agencies (Election Funding Authority of NSW, Ministry for Police, and Technical and Further Education Commission) have been reported here as part of the three agencies that supplied their employee data. These three agencies are not separately included in the total number of agencies (136).

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The Sydney organizing committees for the Olympic and Paralympic Games (SOCOG and SPOC) are excluded from the collection.

Employee headcounts do not include those of two public hospitals that reported only aggregated full-time equivalent staff numbers. These employees (representing 311.1 FTE positions) are included in FTE totals but excluded from all other tables in the report. Neither hospital was included in the relevant Area Health Service returns of the 1999 Workforce Profile.

### Definition of terms used in this report

*Budget sector* agencies are classified according to their source of revenue and commercial charters. These classifications are referred to as budget sectors:

- *Budget dependent* agencies are funded mainly from the Consolidated Fund and do not have a commercial charter.
- *Government trading enterprises (GTEs)* are self-contained organisational units within the public sector which are principally engaged in trading activities that could, in principle, be provided through the market place without compromising the government's social and economic objectives.
- *State owned corporations (SOCs)* are essentially corporatised GTEs. SOCs, in addition to having a "Portfolio Minister", have Shareholding Ministers with clearly defined separate responsibilities. This arrangement ensures the separation of the Government's regulatory functions from shareholder control, as is the case for private sector corporations.
- *Other non-budget dependent* agencies are mainly self-funding regulatory bodies which do not have a commercial charter.

*Casuals* include Retained Firefighters reported by NSW Fire Brigades as working at some time during 1999/00. Firefighters receive a monthly retainer and additional payment for attendance at incidents or training. The Retained Firefighters have various

entitlements including annual, sick and maternity leave.

*Change in size of workforce.* Changes in employee numbers (headcount) over the reporting periods are calculated for non-casual employees by comparing commencements and separations. Casual employees are excluded from this calculation due to the difficulty in identifying when casual employment ceases.

*Full-time equivalent (FTE) staff number* is a standardised way of describing the size of the workforce based on the total number of ordinary time paid hours worked (i.e. it excludes overtime and unpaid work). The FTE staff number describes the total number of full-time employees required to account for all paid ordinary time work.

*Full-time equivalent (FTE) remuneration rate* describes the full-time rate of pay, before tax, for which an employee is contracted to work, irrespective of hours actually worked and not including additional payments such as overtime or allowances.

*Policy sector.* Agencies are classified into broad policy areas based on standards for government financial reporting published by the ABS.

*Total gross earnings (TGE)* describes total actual earnings before tax, including overtime, allowances and salary packaging/sacrifice components.

*Unit record data* means that an entire data record was submitted for each individual in the database. These individual records are identified by unique codes to ensure the identity of each employee remains confidential. As each record is anonymous, individuals working in more than one agency or job during the year may be reported here as more than one individual.

*Commencement rate* measures the number of people starting work with an agency during a period as a proportion of average employee strength during the same period.

The commencement rate was calculated for non-casual employees for a 12 month period. The formula used for 1999/00 rates was:

*(No. of employees commencing with agencies between July 1999 and June 2000 × 100) ÷ (Average of (no. of employees at July 1999 + no. of employees at June 2000)).*

*Separation rate* measures the number of people separating from their agency during a period as a proportion of the average employee strength in the agency over the period.

The separation rate was calculated for non-casual employees for a 12 month period. The formula used for 1999/00 rates was:

*(No. of employees separating from agencies between July 1999 and June 2000 × 100) ÷ (Average of (no. of employees at July 1999 + no. of employees at June 2000)).*

*Stability index* measures the proportion of employees at a given point in time that remain employed at some point in time later.

The stability index was calculated for non-casual employees for a 12 month period. The formula used for 1999/00 rates was:

*(No. of employees reported as continuously employed 1999 - 2000 × 100) ÷ (No. of employees at July 1999)*

### **Agencies included in the workforce profile 2000 collection**

Aboriginal Affairs, Department of  
Aboriginal Housing Office  
Advance Energy  
Ageing and Disability, Department of  
Agriculture, NSW  
Art Gallery of NSW  
Attorney General's Department  
Audit Office of NSW, The  
Australian Inland Energy  
Australian Museum  
Bicentennial Park Trust  
Board of Studies, Office of the  
Broken Hill Water Board  
Building and Construction Industry Long Service  
Payments Corporation

Cabinet Office  
Casino Control Authority  
Centennial Park and Moore Park Trust  
Coleambally Irrigation Cooperative Limited  
Commission for Children & Young People  
Community Services Commission  
Community Services, Department of  
Corrective Services, Department of  
Crime Commission, NSW  
Darling Harbour Authority  
Delta Electricity  
Director of Public Prosecutions, Office of the  
Education and Training, Department of  
Energy Australia  
Environment Protection Authority  
Ethnic Affairs Commission  
Fair Trading, Department of  
Festival Development Corporation  
Film and Television Office, NSW  
Fire Brigades, NSW  
Fisheries, NSW  
Freight Rail Corporation  
Gaming and Racing, Department of  
Great Southern Energy  
Greyhound Racing Control Board  
Harness Racing Authority of NSW  
Hawkesbury Nepean Catchment Management  
Trust  
Health - Health Care Complaints Commission  
Health - Health, Department of, NSW  
Health - Ambulance Service of NSW  
Health - Central Coast Area Health Service  
Health - Central Sydney Area Health Service  
Health - Corrections Health Service  
Health - Far West Area Health Service  
Health - Greater Murray Area Health Service  
Health - Hunter Area Health Service  
Health - Illawarra Area Health Service  
Health - Macquarie Area Health Service  
Health - Mid North Coast Area Health Service  
Health - Mid Western Area Health Service  
Health - New Children's Hospital, Westmead  
Health - New England Area Health Service  
Health - Northern Rivers Area Health Service  
Health - Northern Sydney Area Health Service  
Health - South Eastern Sydney Area Health  
Service  
Health - South Western Sydney Area Health  
Service  
Health - Southern Area Health Service  
Health - St Vincent's Hospital

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Health - Wentworth Area Health Service  
 Health - Western Sydney Area Health Service  
 Heritage Office  
 Historic Houses Trust of NSW  
 Home Care Service of NSW  
 Honeysuckle Development Corporation  
 Housing, Department of  
 Hunter Catchment Management Trust  
 Hunter Water Corporation  
 Independent Commission Against Corruption  
 Independent Pricing and Regulatory Tribunal  
 Industrial Relations, Department of  
 Information Technology and Management,  
 Department of  
 Institute of Sport, NSW  
 Integral Energy  
 Internal Audit Bureau  
 Jenolan Caves Reserve Trust  
 Judicial Commission of NSW  
 Juvenile Justice, Department of  
 Land and Water Conservation, Department of  
 Landcom  
 Legal Aid Commission of NSW  
 Legislative Assembly, Parliament of NSW  
 Legislative Council, Parliament of NSW  
 Local Government, Department of  
 Lord Howe Island Board  
 Lotteries Corporation, NSW  
 Macquarie Generation  
 Marine Administration, Office of  
 Meat Industry Authority, NSW  
 Mineral Resources, Department of  
 Mines Rescue Board  
 Mines Subsidence Board  
 Ministry for the Arts  
 Ministry of Energy and Utilities  
 Motor Accidents Authority  
 Motor Vehicle Repair Industry Council  
 Museum of Applied Arts and Sciences  
 (Powerhouse Museum)  
 National Parks and Wildlife Services  
 Newcastle Port Corporation  
 North Power  
 Olympic Co-ordination Authority  
 Olympic Roads and Transport Authority  
 Ombudsman's Office, NSW  
 Pacific Power  
 Parliamentary Counsel's Office  
 Parramatta Stadium Trust  
 Police Integrity Commission  
 Police Service, NSW / Ministry for Police  
 Port Kembla Port Corporation  
 Premier's Department  
 Protective Commissioner and Public Guardian,  
 Office of the  
 Public Trust Office  
 Public Works and Services, Department of  
 Rail Access Corporation  
 Rail Infrastructure Corporation  
 Roads and Traffic Authority  
 Royal Botanic Gardens and Domain Trust  
 Rural Assistance Authority  
 Rural Fire Service, NSW  
 Safe Food Production of NSW  
 South Sydney Development Corporation  
 Sport and Recreation, Department of  
 State and Regional Development, Department of  
 State Electoral Office  
 State Emergency Service  
 State Forests of NSW  
 State Library of NSW  
 State Rail Authority  
 State Records  
 State Sports Centre Trust  
 State Transit Authority  
 Superannuation Administration Corporation  
 Sustainable Energy Development Authority  
 Sydney Catchment Authority  
 Sydney Cricket and Sports Ground Trust  
 Sydney Harbour Foreshore Authority  
 Sydney Opera House Trust  
 Sydney Ports Corporation  
 Sydney Water Corporation  
 Teacher Housing Authority of NSW  
 Tourism NSW  
 Tow Truck Industry Council of NSW  
 Transgrid  
 Transport, Department of  
 Treasury Corporation  
 Treasury, NSW (Office of Financial Management  
 and Office of State Revenue)  
 Upper Parramatta River Catchment Management  
 Urban Affairs and Planning, Department of  
 Waste Service NSW  
 Waterways Authority  
 Wollongong Entertainment Centre &  
 Wollongong Sportsground Trust  
 Women, Department for  
 Workcover Authority  
 Zoological Parks Board