



A state of change:

better value for the people of Queensland

State of the Service Report | 2013

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Foreword

The Queensland public sector is in a state of change. The state has embarked upon the largest public sector renewal process seen in Queensland in the past two decades.

The Queensland Government's renewal process aims to create the most responsive and respected public service in the nation. It is an ambitious goal, but one that is achievable with innovation, courage and persistence. We owe it to the people and communities of Queensland to achieve better value for their taxpayer dollars.

This report aims to share the story of the public sector's progress towards this goal, based on an analysis of our current performance, and our key priorities for renewal that will take us to where we want to be.

I believe the program of renewal introduced since March 2012 places Queensland on the leading edge of public sector reform in Australia.

It is an exciting time to work in the Queensland Government, and I hope you will join me in meeting the challenges of renewal head-on and celebrating our many achievements along the way.



Dr Doug McTaggart

Chair, Public Service Commission

Commission Chief Executive's introduction

Every day, around the state, Queensland Government employees are making a difference:

- teaching our children, keeping people safe, helping people in need
- working behind the scenes, to plan for our future and grow the economy.

Our goal is to be the most respected and most responsive public service in the nation. It is an ambitious goal, but one that is important for our state and the people who work and live here.

The public sector reforms that are occurring are all about 'renewal' - new ways of working and new ways of meeting the needs of Queenslanders. This renewal process means that:

- we place customers at the centre of everything we do
- we encourage innovation and new and better ways of working
- we build partnerships with the community and across the public, private and not-for-profit sectors
- we attract, retain and develop a workforce that is engaged and has the capability we need now and into the future.

To be the best public service, we need to measure our performance.

A state of change: better value for the people of Queensland gives us a snapshot of where we are in our renewal journey. The report highlights some of the areas we need to improve, such as:

- leadership and communication
- motivating and inspiring performance
- embedding our new public service values and embracing new ways of working.

The report also tells us we have many achievements to celebrate, including the commitment of employees to delivering excellent service and a willingness to go the extra mile to get a job done.

The Queensland public service has a proud history of serving Queensland and has an exciting future ahead. I am passionate about working with you to make the Queensland public service the best in the nation.



Andrew Chesterman
Commission Chief Executive
Public Service Commission

About this report

This report, *A state of change: better value for the people of Queensland*, analyses the goals, strategies and performance of the Queensland public service (QPS) during the 18-months to September 2013.

The report draws on data and a range of case studies to discuss public sector renewal in Queensland, to set out our progress towards being the most responsive and respected public service in the nation. The report does this by:

- benchmarking our performance against other jurisdictions
- exploring the views of more than 80,000 QPS employees who completed the *Working for Queensland Employee Opinion Survey 2013*
- analysing the ‘why, what and how’ of some of the key renewal initiatives being implemented
- showcasing practical examples of successful renewal in the QPS.

The report is divided into two parts:

1. The first part considers what better value and high performance looks like in the public sector, including an analysis of some preliminary comparative data on Queensland’s performance, and notes some of the key challenges.
2. The second part considers the key drivers of public sector workforce renewal in Queensland, including leadership and direction, employee engagement, and enabling systems and processes.

The report is supported by a companion document, the *Working for Queensland Employee Opinion Survey 2013 Report* (the survey report). This report was prepared by the independent survey provider, ORC International, based on the 2013 QPS-wide survey results.

Both *A state of change: better value for the people of Queensland* and the survey report can be accessed from the [Public Service Commission \(PSC\) website](#).

This report is part of a series which will be prepared periodically to inform the QPS and the wider community about the ‘state of the public service’.

The framework for renewal

The Queensland Government’s framework for public sector renewal will be achieved through three levers of change: leadership and direction, employee engagement, and enabling systems and processes. They are represented in Figure 1 below.

Figure 1: Queensland’s Renewal Framework



Source: Department of the Premier and Cabinet, 2013, Queensland’s Renewal Framework

Our performance against the renewal framework will be measured in four ways, which is discussed in [part one](#) of this report.

Each lever for change is supported by a range of initiatives, some of which are strongly aligned to workforce renewal and are highlighted in [part two](#) of this report. Case studies and examples of each lever for change are also included in part two.

The Queensland Government is also developing a 30-year vision for the state, [The Queensland Plan](#), which is intended to be released in 2014. The public sector renewal initiatives discussed in this report will contribute to this 30-year vision.

Part 1:

What does better value and high performance look like?

Achieving our goal of being the most responsive and respected public service in the nation means building a high performance workforce that delivers high quality and sustainable services for Queensland. But what does this look like in practice?

A new set of public service values has been developed that represent the aspirations and behaviours that are vital to creating a high performance workforce that meets the needs of Queenslanders. The values and supporting behaviours (Figure 2) were developed following engagement with QPS employees across the state.

Figure 2: values and supporting behaviours



Customers first

- Know your customer
- Deliver what matters
- Make decisions with empathy



Ideas into action

- Challenge the norm and suggest solutions
- Encourage and embrace new ideas
- Work across boundaries



Unleash potential

- Expect greatness
- Lead and set clear expectations
- Seek, provide and act on feedback



Be courageous

- Own your actions, successes and mistakes
- Take calculated risks
- Act with transparency



Empower people

- Lead, empower and trust
- Play to everyone's strengths
- Develop yourself and those around you

Source: Public Service Commission, 2013, *About the public service*

These values are a key foundation in achieving the government's goal of a more responsive and respected QPS. Our progress towards this goal and the broader renewal agenda will be measured in four ways:

Figure 3: measures of success



Source: Department of the Premier and Cabinet, 2013, *Queensland's Renewal Framework*

Setting the benchmark

Measuring our performance allows the QPS to track progress towards becoming the best public service in the nation.

To do this, baseline data is reported below that allows comparisons to be made across the jurisdictions, and within Queensland over time. This data includes employee opinion survey data, client satisfaction data and economic measures.

Making the QPS a better place to work



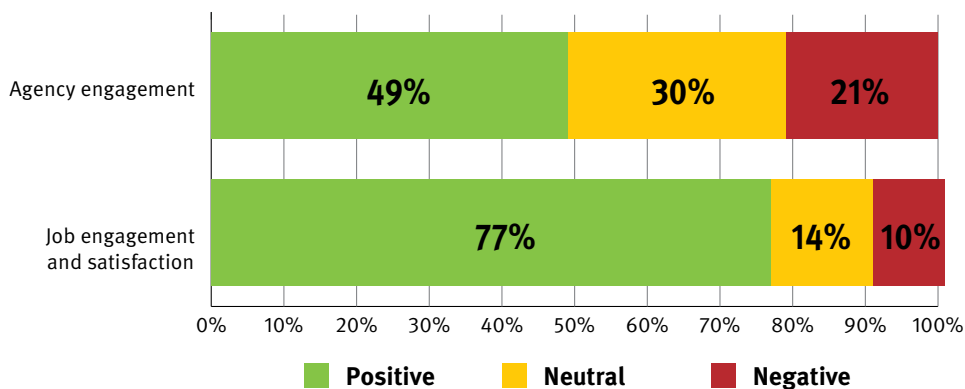
The QPS must compete to attract and retain talented and committed staff. One of the ways to measure whether the QPS is a good place to work is to analyse the level of employee engagement.

The *Working for Queensland Employee Opinion Survey 2013* considered two different types of employee engagement:

- Agency engagement:** captures the extent to which employees are emotionally attached to, speak positively of, and are motivated by their agency to help it achieve its objectives.
- Job engagement and satisfaction:** captures the extent to which employees enjoy their work, identify with their work, are willing to contribute extra effort and rate their overall job satisfaction.

Figure 4 below shows that the level of engagement with an employee’s job was considerably higher than the level of an employee’s engagement with their agency.

Figure 4: measures of engagement



Source: *Working for Queensland Employee Opinion Survey 2013*

Note: Reported percentages are based on valid responses to the respective questions. *Positive* expresses the average percentage agreement ('Strongly agree' and 'Agree') for survey questions included in the engagement measures. *Neutral* expresses the average percentage of neutral responses to the relevant questions. *Negative* expresses the average percentage disagreement ('Strongly disagree' and 'Disagree') for the relevant survey questions. Survey items included in the engagement measures are listed in Appendix 1. Percentages are rounded and may not add up to 100%.

Comparative data on engagement is available from the United Kingdom (UK) Civil Service People Survey 2012 and the Australian Public Service (APS) State of the Service Employee Census 2012. Table 1 suggests that levels of agency engagement in the UK in 2012 were very similar to that of Queensland in 2013. The only significant difference was on the item relating to feeling a strong personal attachment to their organisation, where Queensland’s result was five percentage points higher than the UK.

Table 1: agency engagement in the QPS and the UK civil service

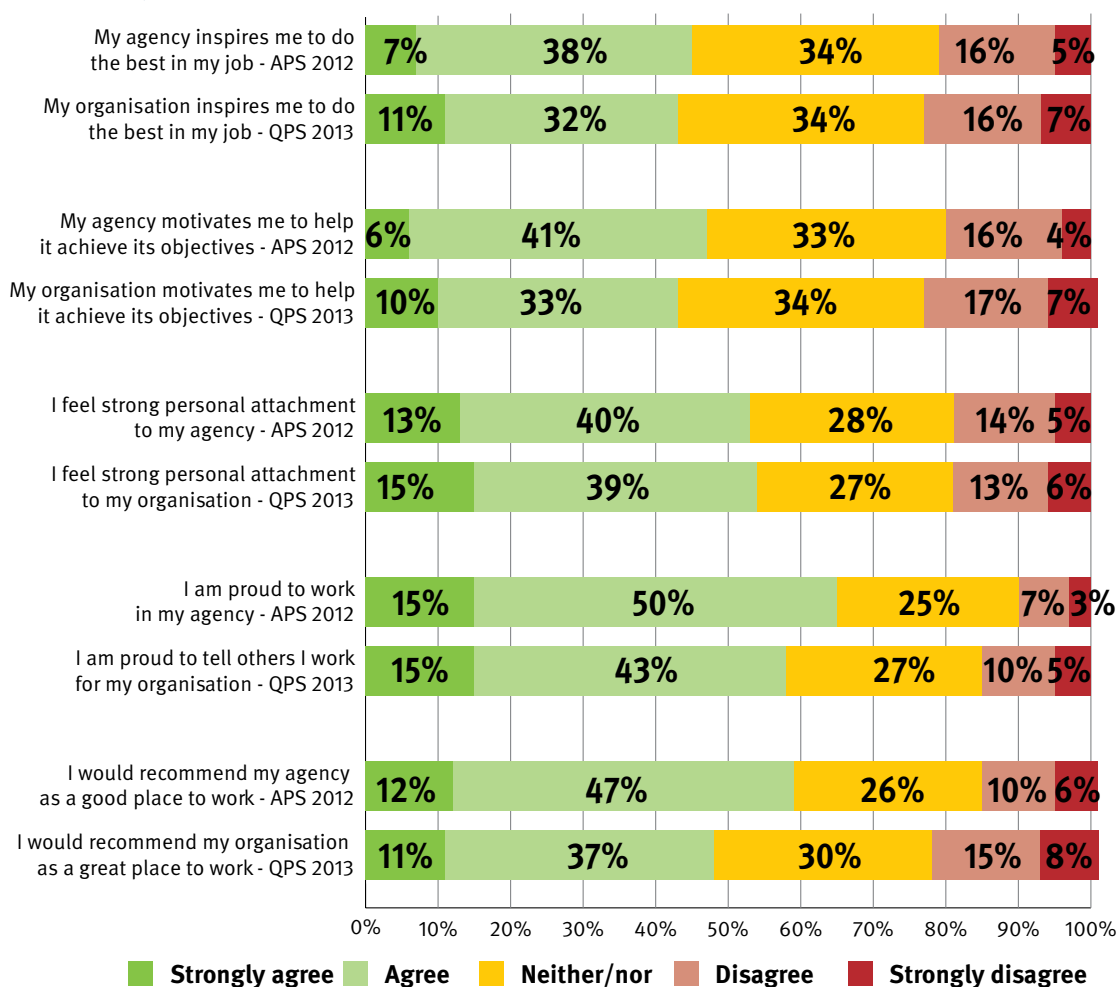
Survey item	QPS 2013	UK 2012
I would recommend my organisation as a great place to work	45%	46%
I am proud to tell others I work for my organisation	54%	53%
I feel a strong personal attachment to my organisation	49%	44%
My organisation inspires me to do the best in my job	40%	41%
My organisation motivates me to help it achieve its objectives	40%	38%

Source: Working for Queensland Employee Opinion Survey 2013; UK Civil Service People Survey 2012

Note: Percentages combine ‘Strongly agree’ and ‘Agree’ responses and are median scores of participating agencies (51 agencies in Queensland and 97 agencies in the UK).

The APS, in its annual survey of employees, also includes the five agency engagement survey items used in the UK civil service employee census. Both the APS and the QPS data are compiled using the same scale and results are illustrated in Figure 5. The data indicates that the APS generally has higher percentage positive responses than Queensland to most of the agency engagement items. The one exception is the item on feeling a strong personal attachment to the organisation they work for, where Queensland’s result was one percentage point higher than that of the APS.

Figure 5: agency engagement in the QPS and the APS

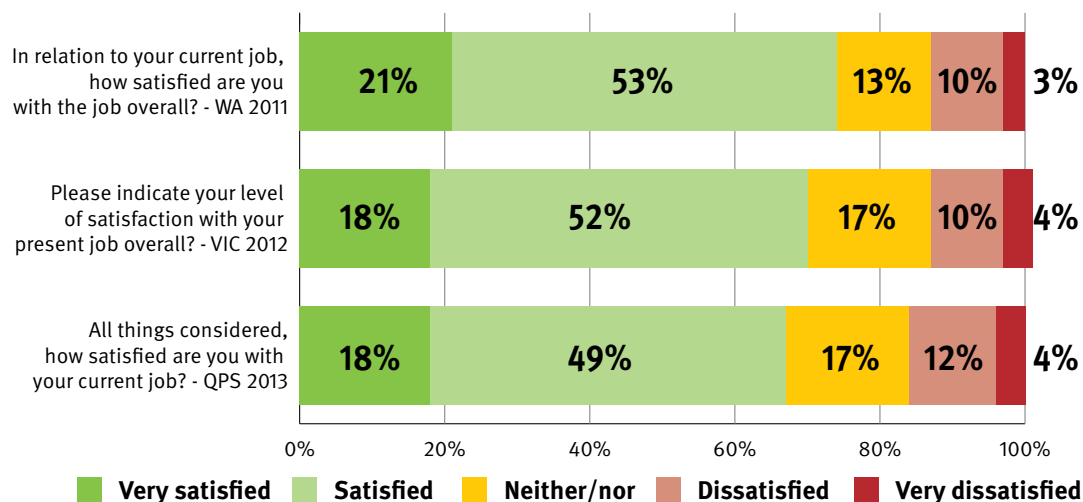


Source: Working for Queensland Employee Opinion Survey 2013; Australian Public Service 2012 State of the Service Employee Census

Note: The five questions used in the Working for Queensland Employee Opinion Survey were sourced or adapted from the UK Civil Service People Survey. Reported percentages are based on valid responses to the respective question(s). Percentages are rounded and may not add up to 100%

Figure 6 below indicates that perceptions on overall job satisfaction were similar across Western Australia (WA) (2011), Victoria (2012) and Queensland (2013), with Queensland showing slightly lower satisfaction scores.

Figure 6: overall job satisfaction in Queensland, Victoria and Western Australia



Source: *State of the sector 2012 (WA)*; *Working for Queensland Employee Opinion Survey 2013*; *The State of the Public Sector in Victoria 2011-12, Chapter 3 and Appendix D*.

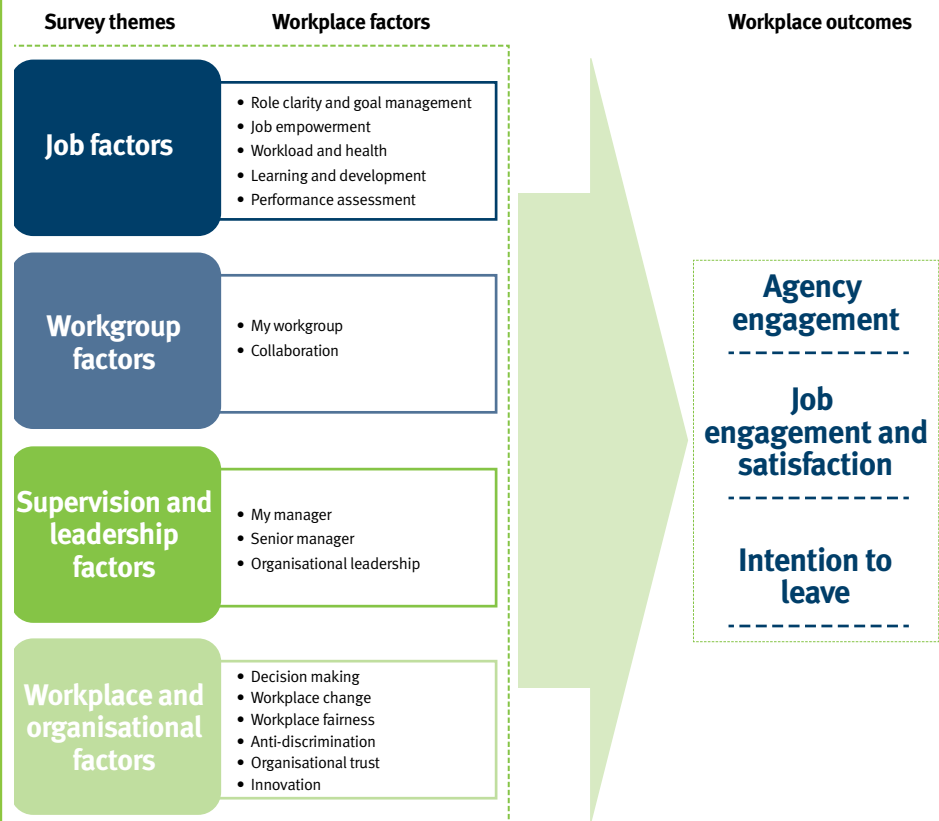
Note: Reported percentages are based on valid responses to the respective questions. Percentages are rounded and may not add up to 100%

Further information about the *Working for Queensland Employee Opinion Survey 2013* is displayed below.

Working for Queensland Employee Opinion Survey 2013	
What	The <i>Working for Queensland Employee Opinion Survey 2013</i> explored various aspects of workplace climate in the QPS. It provides a rich source of information about the factors which drive employee engagement and which can support improved public sector performance.
How	The survey was sent to approximately 215,000 employees using a mix of online and hard copy surveys. The survey was in field from 3 to 28 June 2013. A response rate of 38% was achieved. The survey was conducted by independent provider, ORC International, on behalf of the PSC.
Results	<p>The survey report identified 16 key ‘factors’ or underlying themes in the survey results. These factors can be categorised as job factors, workgroup factors, supervision and leadership factors, and workplace and organisational factors. They are depicted in Figure 7, along with the three workplace outcomes that they influence:</p> <ul style="list-style-type: none"> • agency engagement • job engagement and satisfaction • intention to leave/stay

Results cont.

Figure 7: survey workplace factors and workplace outcomes



Collectively the factors which drive the greatest positive changes in these workplace outcomes were:

- organisational leadership
- learning and development
- role clarity and goal alignment
- job empowerment
- workload and health.

ORC International benchmarked the performance of the QPS against high performing organisations internationally. The results indicate there is a significant difference between the performance of the QPS and the global high performance benchmark.

The survey report concludes that agency engagement, job engagement and satisfaction, and intention to stay are key indicators of success for the QPS. Focussing on the key drivers of these workplace outcomes will help build the capability and culture the QPS needs to improve its performance.

Why

Results from the survey are likely to reflect the effects of large-scale organisational change across the QPS, as well as more embedded issues such as perceptions of organisational leadership and learning and development, which were identified as matters for further work in the [State of the Service Report 2010](#).

Improving agency engagement and employee job engagement and satisfaction will help drive improvements in the productivity of the QPS.

Success looks like

- improved perceptions of organisational leadership, job empowerment and employee health
- improved workforce capability, through better learning and development opportunities for employees and executives
- greater levels of engagement at the job and agency level

Reducing the cost of service delivery to Queenslanders

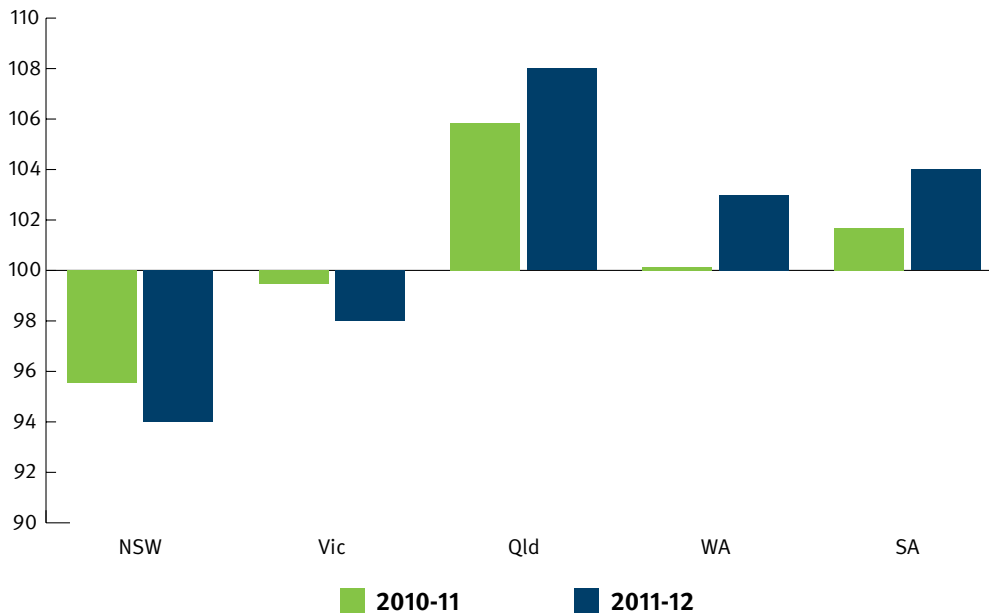


The cost of service delivery in Queensland has traditionally been lower than the national per capita average.

The Commission of Audit noted that this trend has now changed, with service expenditure in Queensland being approximately six per cent higher than the Australian average since 2007-08.¹

Figure 8 below indicates that in both 2010-11 and 2011-12, Queensland had the highest cost of service provision of any mainland state.

Figure 8: cost of service provision by state

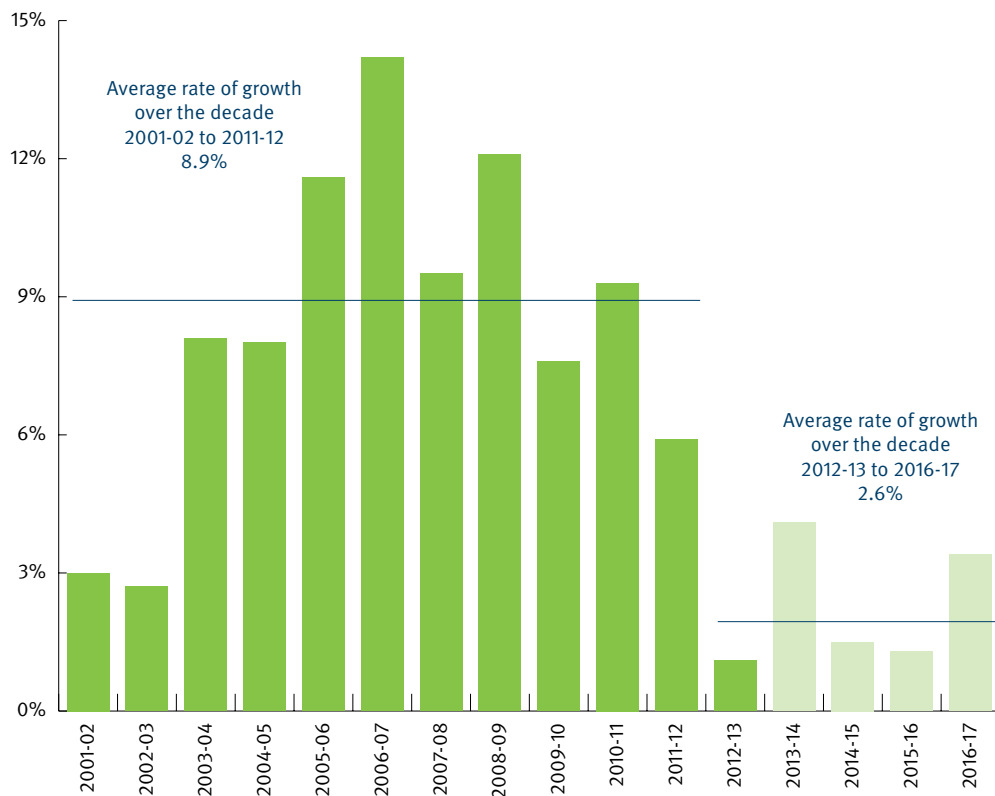


Source: Commonwealth Grants Commission, assessed level of service ratio

¹ Queensland Commission of Audit Final Report, February 2013, Volume 1, p. 20

Since 2012-13, the government has sought to reduce the rate of growth in general government sector expenses. As shown in Figure 9 below, the average rate of growth in Queensland's general government sector expenses was 8.9 per cent in the decade to 2011-12. In contrast, the rate of growth in 2012-13 was 1.1 per cent, the lowest since 1998-99. Expenses are projected to grow on average by 2.6 per cent over the period 2012-13 to 2016-17.

Figure 9: growth in general government sector expenses



Source: Queensland State Budget 2013-14

Increasing public sector productivity



Improving public sector productivity essentially requires the QPS to deliver better services to more customers with the same or fewer resources.

Measuring public sector productivity is a challenge. Academic and Public Sector Renewal Board member, Professor Gary Sturgess, notes that:

“Lack of competition and performance benchmarking means that governments have only a limited understanding of productivity in the public service economy. Indeed, this issue has been studied so little that policy makers have not yet developed meaningful measures of productivity for this sector.”²

For this reason, most assessments of public sector productivity have traditionally been made by measuring inputs and outputs. This is an imperfect approach, as it does not take into account the quality and value of particular services. An important future focus for the QPS will be partnering with academia and productivity commissions to develop more comprehensive and nuanced measures for public sector productivity.

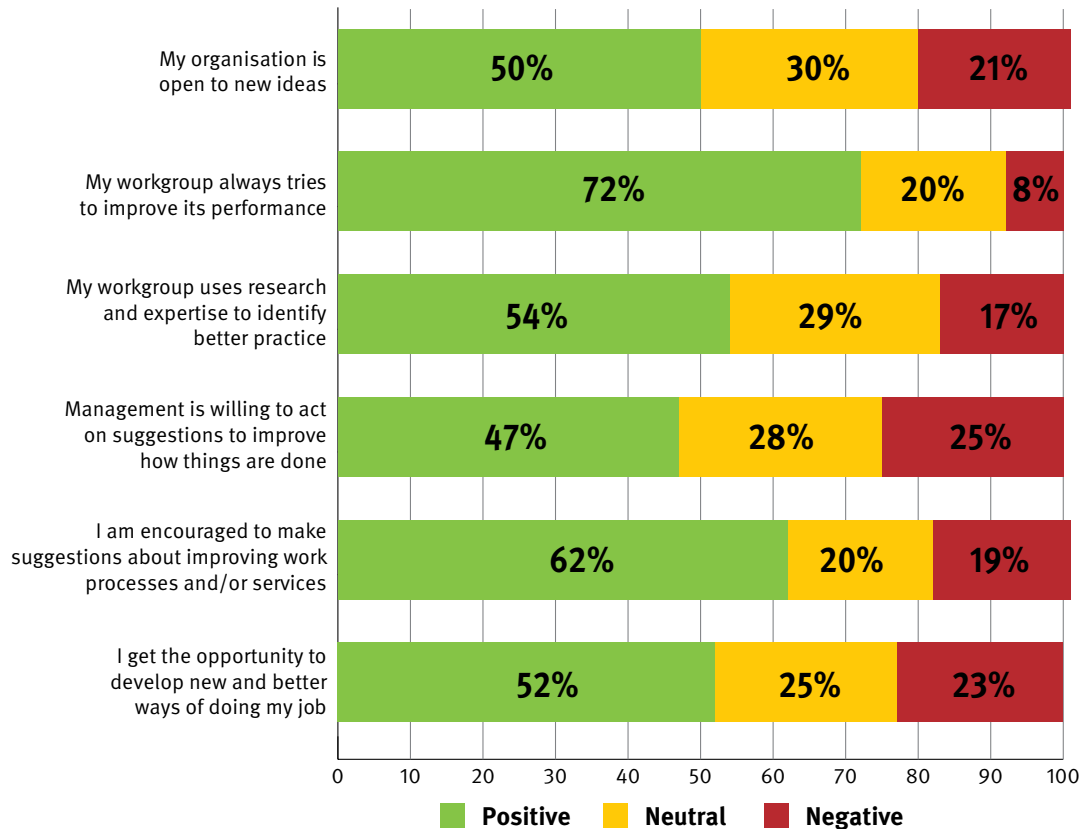
Productivity can be improved in a number of ways, including:

- embedding innovation in our ways of working
- streamlining business processes
- improving the use of information and communication technology
- enhancing workforce management practices
- increasing employee engagement.

The *Working for Queensland Employee Opinion Survey 2013* explored employee views of innovation, including opportunities to develop new and better ways of working, and whether the organisation was open to new ideas. Results are shown in [Figure 10](#).

² Gary L Sturgess, 2012, *Diversity and Contestability in the Public Service Economy*, p.7, NSW Business Chamber.

Figure 10: ideas into action – innovation factor



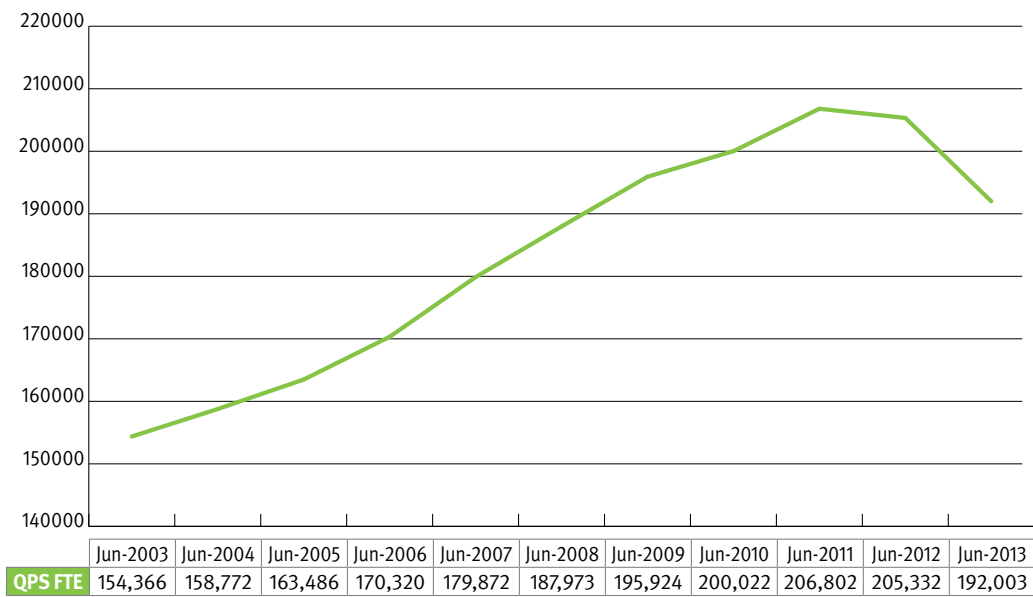
Source: Working for Queensland Employee Opinion Survey 2013

Note: Reported percentages are based on valid responses to the respective questions. *Positive* expresses the average percentage agreement (‘Strongly agree’ and ‘Agree’) for survey questions included in the innovation factor. *Neutral* expresses the average percentage of neutral responses to the relevant questions. *Negative* expresses the average percentage disagreement (‘Strongly disagree’ and ‘Disagree’) for the relevant survey questions. Percentages are rounded and may not add up to 100%.

Less than half of respondents (47 per cent) agreed that management is willing to act on suggestions to improve how things are done. This would suggest that there are still some barriers to innovation in the workplace, including a need to build a workplace culture that can effectively manage the potential risks associated with innovation and new ways of working.

Trends in the size of the public service workforce are a key input measure and can also provide some insights into productivity, although the data must be interpreted with caution because it does not take into account any changes in the level of output, or their quality or value. As shown in Figure 11, the QPS increased in size by nearly a quarter in the 10-years to June 2013, with a net increase of 37,637 full-time equivalents (FTE). However, in the past 12-months, there has been a net reduction of 13,329 FTEs (-6.29 per cent).

Figure 11: trends in QPS growth (FTE) from 2003-2013

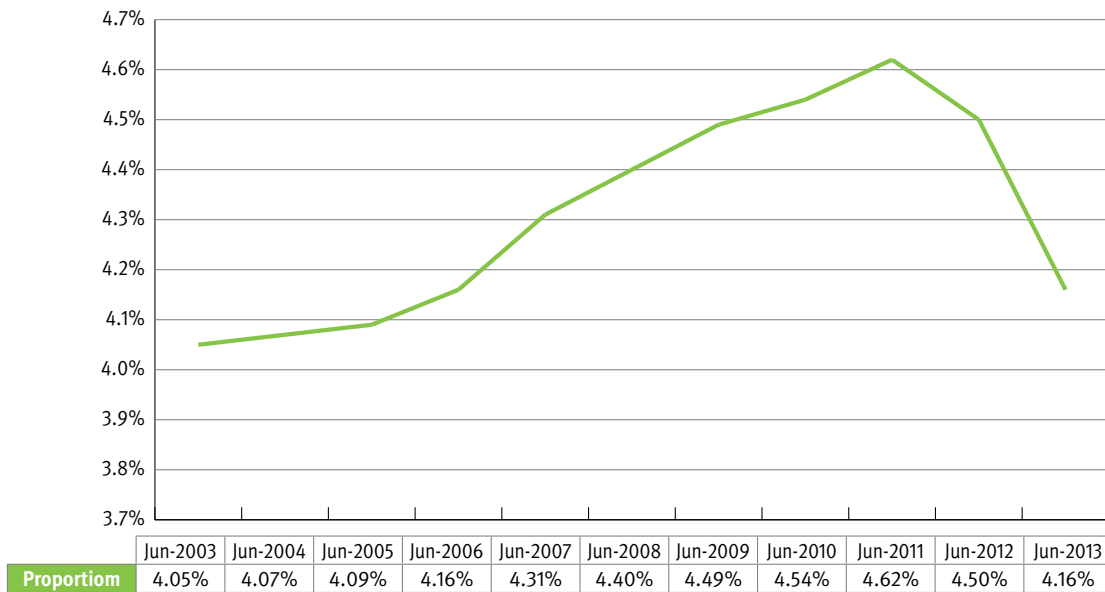


Source: Public Service Commission, *Queensland Public Service Workforce Characteristics 2012-13*

The reduction in FTEs in 2012–13 can be attributed in large part to the government’s aim to restore financial sustainability. This was implemented through the [Establishment Management Program \(EMP\)](#), voluntary redundancies and natural attrition. Commencing in late March 2012, the EMP sought to reduce agency workforce size through greater scrutiny of recruitment decisions.

Recent FTE reductions have also brought the size of the QPS back in line with the historical proportional relationship with the Queensland population. In the last decade, the number of QPS employees expressed as a proportion of the Queensland Estimated Resident Population (ERP) increased each year until June 2011. By June 2013, the proportion decreased to 4.16 per cent – returning to the level that existed in June 2006 ([Figure 12](#)).

Figure 12: trends in QPS (FTE) as a proportion of the Queensland population



Source: Public Service Commission, *Queensland Public Service Workforce Characteristics 2012-13*

Absenteeism can also have a negative effect on productivity. Figure 13 sets out trends in absenteeism and sick leave in Queensland in the 10-years to 2012-13. Both absenteeism and sick leave have trended upwards since 2010-11.

Figure 13: comparisons of employee absenteeism and sick leave



Source: Public Service Commission, *Queensland Public Service Workforce Characteristics 2012-13*

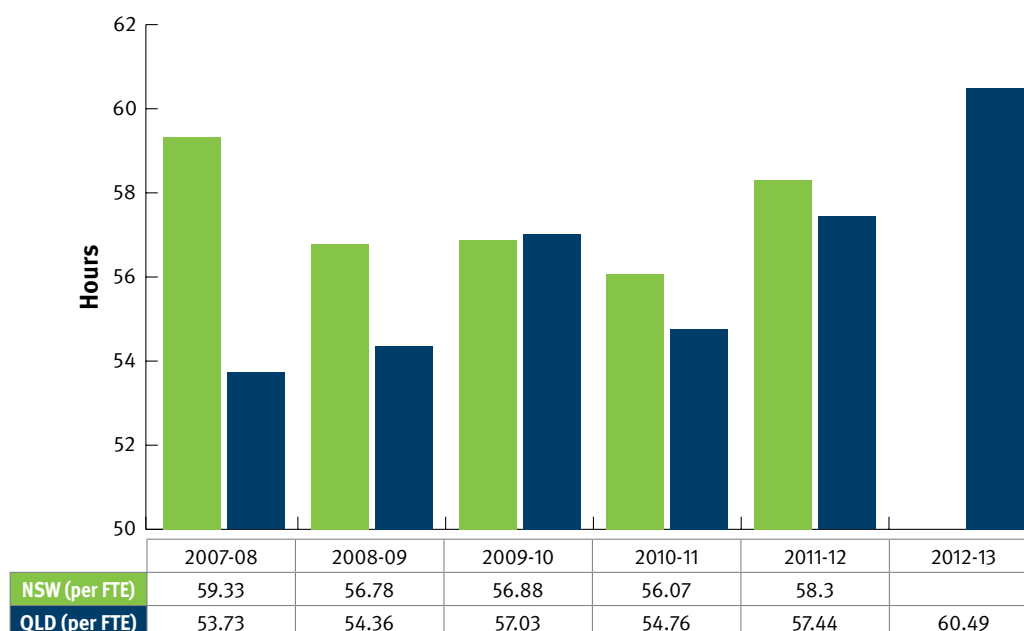
Note: data reports average full time days taken per employee (excluding casuals).

The costs of absenteeism in the QPS are substantial. The direct costs of absenteeism³ have increased over time, rising from \$272.4 million in 2003-04, to \$568.7 million in 2012-13. This equates to 3.94 per cent of total direct payroll costs in 2003-04, rising to 4.47 per cent of total direct payroll costs in 2012-13. These costs are influenced by a range of factors, including growth in workforce size, the ageing workforce, enterprise bargaining increases and the rate of absenteeism.

The indirect costs of absenteeism, such as the costs of replacement staff and overtime, are much more difficult to calculate, due to a combination of IT system limitations and the tendency of some agencies to absorb the costs of absenteeism via temporary reductions in productivity. Research indicates that the indirect costs of absenteeism are typically around 6.1 per cent of payroll.⁴

There is limited data available on which to compare Queensland’s performance in this area with that of other jurisdictions. An analysis of the average hours’ sick leave taken per FTE suggests that in the six years to 30 June 2012, less sick leave was generally taken in Queensland than in New South Wales (Figure 14).

Figure 14: interstate comparison of average hours’ sick leave per FTE in public sector/service



Source: Queensland Public Service Commission; NSW Public Service Commission

Notes: the above data was compiled using the following business rules:

NSW:

- Sick leave only (excludes carer’s leave and Family and Community Services leave)
- Includes all employees for the 12 month reference period whose employment conditions include sick leave provisions.
- Average hours sick leave per FTE is calculated as the sum of sick leave hours taken over the 12 month reference period divided by the reference period FTE.
- NSW data covers the NSW Public Sector. It includes all departments, Government owned corporations and statutory authorities, and some government offices, bodies, and commissions.
- It should be noted that for 2010-11, Health data was excluded as NSW Health were only able to provide six months data due to the extensive nature of the restructure of NSW Health in early 2011

Queensland:

- Sick leave only (excludes carer’s leave)
- Includes employees whose employment status is “active” or “on paid leave”. Excludes employees whose employment status is “separated” or “on unpaid leave greater than 8 weeks”
- Excludes casual employees
- Measure is “average hours sick leave per FTE” (i.e. the sum of sick leave hours taken over the 12 month period divided by the FTE as at the end of the 12 month period)
- For the 12 month reporting periods of 2007-08, 2008-09, 2009-10, 2010-11 and 2011-12
- The scope for the Queensland data is Queensland Public Service. It includes all departments, and some government offices, bodies, and commissions. Government owned corporations and statutory authorities are excluded.

³ The Queensland Audit Office defines unplanned absence as including sick leave, carers leave, workers’ compensation, short periods of special leave (such as bereavement leave), and industrial disputes. For further information, see the Auditor-General of Queensland’s 2012 publication, [Managing employee unplanned absence](#), p. 12.

⁴ Mercer, 2010, [Survey on the Total Financial Impact of Employee Absences](#), p. 8. See also C. Bass and D. Fleury, 2011, [The \(Not So\) Hidden Costs of Member Absences](#), p. 13.

The Australian Public Service (APS) also publishes data on absenteeism and sick leave rates in the Australian Public Service Commissioner's State of the Service Report. The 2011-12 report for the APS indicated that the median unscheduled absence rate for APS agencies in 2011-12 was 11.1 days, and the median sick leave rate was 8.5 days. This compares to 9.2 average full-time days of unplanned absence, incorporating 7.16 average full-time days of sick leave, for the QPS workforce in 2011-12. In interpreting this data, it should be noted that the APS and the QPS use different data reporting approaches (the APS reports on the median, including paid and unpaid leave, while the QPS reports the average based on paid leave only).

A number of agencies have implemented proactive strategies to manage and reduce the rate of absenteeism, including preventative health initiatives, setting targets within the agency and enhanced monitoring and reporting. One example is illustrated in the case study below.

Case study: managing absenteeism in the QPS

Fast Facts

Department: Department of Agriculture, Fisheries and Forestry

Employees: 2,230

Focus area: Reducing absenteeism

Year: 2012-13

Geographic area: South-east Queensland

The situation

The Department of Agriculture, Fisheries and Forestry (DAFF) has implemented tailored and highly successful strategies to reduce absenteeism in a specific program area.

The program area, which has a large in-field workforce, has been subject to significant change. The size of the workforce was reduced by over one third in October 2012, which had an effect on staff morale and work performance.

An analysis of field staff attendance in October 2012 indicated that average daily absenteeism peaked at 20 per cent in October 2012. While this reduced to 10 per cent by early 2013, absenteeism was still unacceptably high and unsustainable.

Approach

To respond to these issues, DAFF implemented a structured process to manage absenteeism, with union and workforce consultation. Field staff were provided with an analysis of their patterns of absence, and given an opportunity to provide an explanation. Counselling assistance was provided to field staff with legitimate reasons for absence and agreed strategies were implemented to ensure staff had an appropriate work life balance that was consistent with operational goals. Field staff unable to satisfactorily explain their absences received written notification and strategies to improve attendance were agreed. Fortnightly review meetings were also held to monitor improvements.

Outcomes

As a result of these initiatives, daily absenteeism fell to 2 to 3 per cent. When contractors were employed to provide seasonal capacity in mid-2013, daily absenteeism fell to 0 to 2 per cent.

Operationally, the reduction in absenteeism has translated into:

- increased productivity
- higher responsiveness to clients
- increased daily operational outputs
- decreased organisational costs
- increased staff morale.

Source: Department of Agriculture, Fisheries and Forestry

Improving customer experience

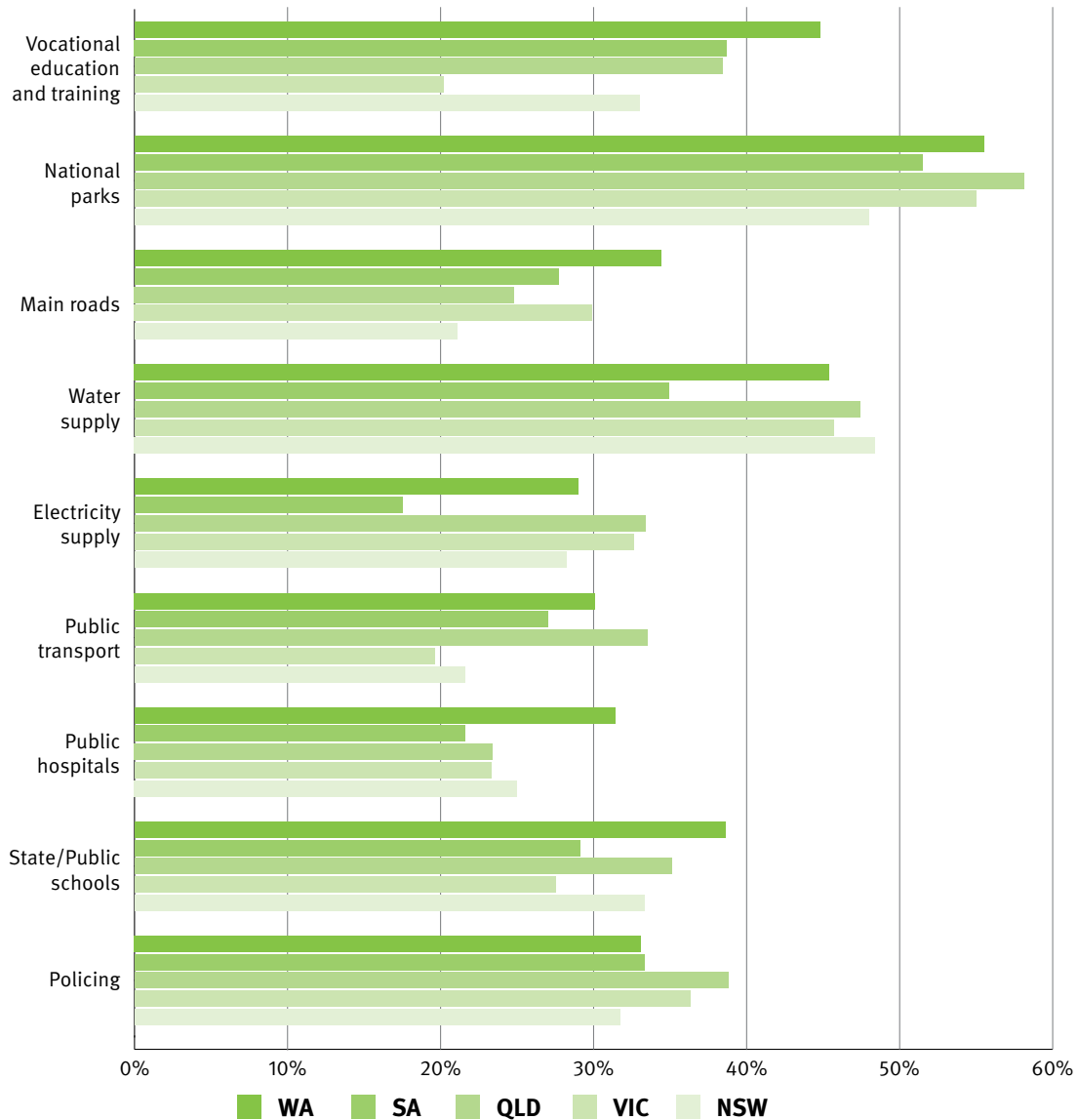


The Queensland Government commissioned a whole-of-government customer satisfaction survey, which was conducted in March 2012. The survey compared customer satisfaction with service delivery across all three levels of government (local, state and Australian governments) and across the five mainland states.

The survey results clearly showed that local government attracts the highest level of customer satisfaction, with state governments and the Australian Government behind in most jurisdictions. This can perhaps be attributed to the proximity of the service provision to the individual, and the fact that state services (policing, education, public transport) and federal services are typically more complex to deliver than local government services.

Overall satisfaction with service delivery in Queensland is compared with other mainland states in Figure 15.

Figure 15: overall satisfaction with services delivered by state governments in Australia



Source: Public Service Commission, *Whole-of-Government service delivery research: Summary of outcomes*

Note: due to small jurisdictional sample sizes, differences between jurisdictions need to be interpreted with caution.

As shown in Figure 15, Queensland's results were mixed:

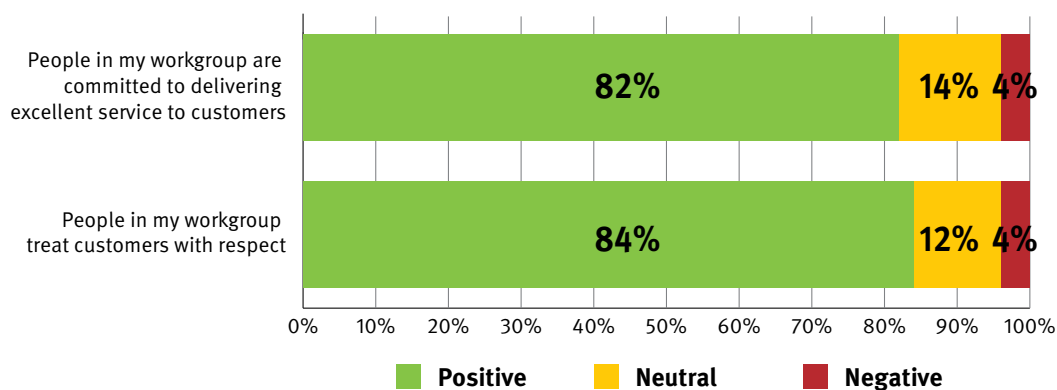
- Queensland scored the highest levels of satisfaction of any state in national parks (59 per cent), policing (39 per cent), public transport (34 per cent) and electricity supply (33.4 per cent).
- Queensland attracted low levels of satisfaction in a number of areas, including main roads (24 per cent) and public hospitals (23 per cent).
- Queensland was not the worst performing state in any service.

The next survey of customer satisfaction will be completed by the Queensland Government in December 2013. The results, which are expected to be available in the first quarter of 2014, will provide the QPS with a better understanding of customer satisfaction across the state.

The *Working for Queensland Employee Opinion Survey 2013* also provides a rich source of data on employee perceptions of customer service. Employees were asked to what extent they believed people in their workgroup treated customers with respect and were committed to delivering excellent services.

The results suggest that respect for customers and commitment to delivering excellent services are common among the QPS workforce (Figure 16).

Figure 16: customer service in the QPS



Source: *Working for Queensland Employee Opinion Survey 2013*

Note: reported percentages are based on valid responses to the respective questions. *Positive* expresses the percentage agreement ('Strongly agree' and 'Agree') and *Negative* expresses the percentage disagreement ('Strongly disagree' and 'Disagree') for the survey questions. Percentages are rounded and may not add up to 100%.

An analysis of the benchmarking data in part one of this report indicates that the QPS has a strong platform on which to improve its performance, but there is still a significant body of work to undertake and achieve the goal of being the most responsive and respected public service in Australia. Future work in this area is likely to focus on:

- increasing levels of employee engagement (both agency engagement and job engagement and satisfaction) across the QPS
- developing appropriate indicators for measuring public sector productivity in Queensland
- reducing the rate of absenteeism in the QPS
- reducing the costs of service delivery so that expenditure is at, or below, the national average
- improving levels of customer satisfaction, especially in areas where Queensland scores comparatively poorly against other jurisdictions, including main roads and public hospitals.

Achieving these performance goals will help to position Queensland as the most respected and responsive public service in Australia.

Risks and challenges of renewal

Any major change process brings a range of risks and challenges. Public sector reform and, more specifically, the Queensland Government's renewal process are no different.

Both the government and public sector employees will need to proactively manage and mitigate a number of major risks and challenges during the renewal process. The risks and challenges include:

- **understanding the significance of the reforms:** the public sector renewal agenda represents a fundamental change in the way we work and the way we do business. It involves changes to the structure, operations and culture of the QPS, and is therefore far more significant in scope than previous reforms undertaken in the past 20-years. The QPS will need to develop a workplace culture that can better engage with, and manage, risk in order to successfully implement the reforms.
- **sequencing and prioritising reform:** the government's renewal agenda comprises many initiatives, some of which are 'foundational' in nature and need to occur first to create a platform for further reform. Coordination, sequencing and prioritising these reforms is important to ensure the right supports are in place, and to make sure we deliver on our commitment to renewal.
- **building capability:** implementing many of the renewal initiatives, and especially those relating to greater competition and contestability in service delivery, will require skills and capabilities that are quite different to those traditionally found in the public sector. This includes skills in market analysis and development, strategic procurement and performance-based contract management. The QPS will need to 'buy, borrow and build' the requisite skills in the short to medium term, so that reforms can be successfully implemented.
- **measuring performance:** measuring our progress towards our goals is complex, due to difficulties associated with making performance comparisons over time and across jurisdictions. Despite the absence of perfect data, the ongoing monitoring and reporting of our performance is vital.
- **maintaining momentum and engagement in the renewal agenda:** implementing lasting change takes time, especially when it comes to organisational culture and values. Queensland's renewal journey will be measured in years, not months. Delivering on the renewal agenda will therefore be an exercise in persistence as much as planning.

Part two of this report outlines the approach of the Queensland public service to the workforce renewal agenda, in terms of leadership and direction, employee engagement, and enabling systems and processes.

Part 2: Levers for renewal

There are three levers for public sector renewal in Queensland:

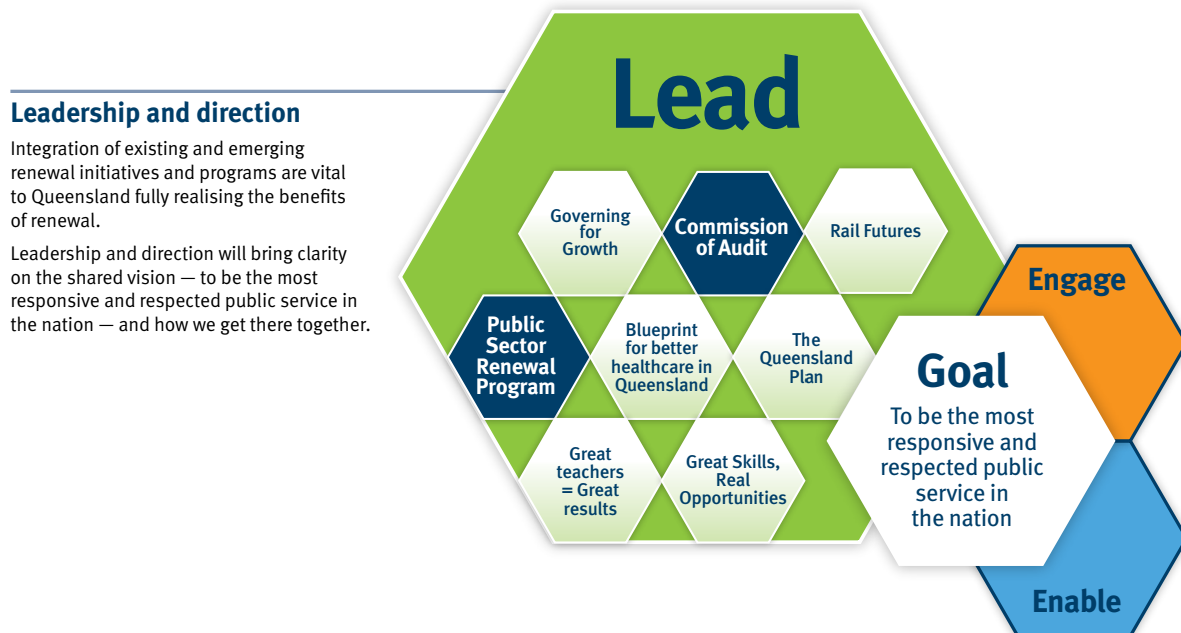
- leadership and direction
- employee engagement
- enabling systems and processes.

These are discussed in the next sections.

Leadership and direction

The leadership and direction lever sets out the strategic direction for the QPS. The scope of initiatives is expansive, covering renewal in service delivery and the way the public service operates (Figure 17). Some of the renewal initiatives are pitched at the whole-of-government level, while others involve several agencies. Yet others are specific to a particular agency or portfolio.

Figure 17: Queensland’s renewal framework – leadership and direction



Source: Department of the Premier and Cabinet, 2013, Queensland’s Renewal Framework

The leadership and direction lever includes two key QPS-wide initiatives that strongly align to workforce renewal:

Leadership and direction initiatives:

- Commission of Audit
- Public Sector Renewal Program

Commission of Audit

What

The Queensland Government established the independent Commission of Audit (CoA) in March 2012. The purpose of the audit was to review the government's financial position and make recommendations on:

- strengthening the Queensland economy
- improving the state's financial position including regaining a AAA credit rating
- ensuring value for money in the delivery of frontline services⁵.

How

The CoA's final report was released in April 2013 and accompanied by the Government's response to the final report, *A Plan – Better Services for Queensland*.

The final report makes 155 recommendations, covering government commercial enterprises, financial management, service delivery and public sector reform. In the government's response:

- 118 recommendations were accepted in full by the government
- 13 recommendations were noted, six recommendations were not accepted and 18 were being further considered.

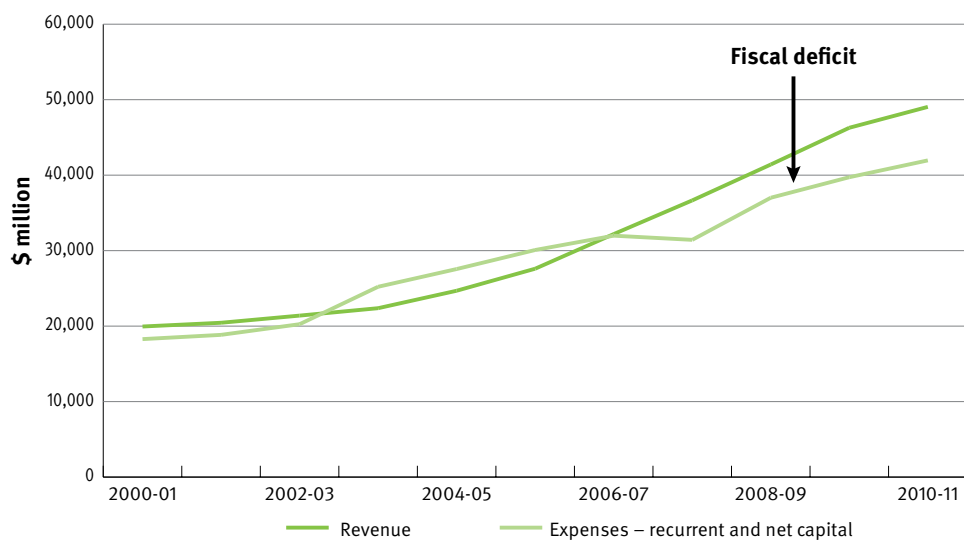
Many of the recommendations relate to improving service delivery, and the introduction of greater competition and contestability in the procurement of services.

Why

The CoA's June 2012 interim report analysed the government's financial position, and provides a rationale for the renewal agenda.

The report found that gross debt had increased dramatically since 2006 as a result of increases in expenditure. Revenue increases were insufficient to cover expenditure, and large government borrowings occurred as a result. The CoA predicted that *“unless immediate corrective action is taken, gross debt will continue to escalate, reaching \$100 billion by 2018-19.”*⁶ The widening gap between government revenues and expenses is shown in Figure 18.

Figure 18: general government revenue and expenses



Source: Treasury data cited in Queensland Commission of Audit Interim Report June 2012, p. 3

The renewal process will restore financial sustainability and improve service delivery.

Success looks like

- increased financial strength through the paying down of debt
- more and better services delivered at lower cost
- a stronger Queensland economy.

⁵ Queensland Commission of Audit, *Interim Report June 2012*, Queensland Government, Brisbane, 2012

⁶ Queensland Commission of Audit, *Interim Report June 2012*, Queensland Government, Brisbane, 2012, p. 3.

Public Sector Renewal Program

What

The Public Sector Renewal Program is the government's main program for achieving the goal of the QPS being the most responsive and respected public service in the nation. The program includes renewal reviews of departments, which include a review of their services and how these services are delivered.

How

Renewal encompasses a range of reform activity across government, including the development of new QPS values, the implementation of the COA recommendations and applying contestability to government services. It aims to improve the way we do our business by driving innovation, investing in partnerships and giving Queenslanders real choice.

Agency reviews are a key element in the Public Sector Renewal Program. In mid 2012, the Department of the Premier and Cabinet (DPC) commenced a series of agency reviews oversighted by the Public Sector Renewal Board (PSRB). The reviews aimed to provide a comprehensive analysis of each agency's service strategy, delivery models and governance in terms of the following principles:

- customer focus
- innovation
- contestability, commissioning and core services
- excellence, agility and productivity
- governance and accountability⁷.

The PSRB engages with agencies on key service delivery issues, and acts as an independent body which can analyse, improve and challenge agency plans for improvement. All agency reviews will be completed by December 2013.

Why

The Public Sector Renewal Program recognises that business as usual will not deliver the necessary benefits for Queenslanders. The program is therefore a conscious search for better ways to deliver better services for Queenslanders.

The PSRB was established by the Premier in June 2012 to provide advice on the delivery and implementation of the QPS renewal program.

Success looks like

- greater focus on core service delivery and contestability
- greater innovation and accountability in service delivery

⁷ Public Sector Renewal Board, *A Blended set of Principles*, unpublished.

Case study: Improved ambulance services deliver faster transport times

Fast facts

Department: Queensland Health

Area: Queensland Ambulance Service

Employees: 3,678

Focus area: ambulance transport times of patients

Year: 2013

Geographical area: Queensland-wide

The situation

Like ambulance services in other jurisdictions, the Queensland Ambulance Service (QAS) was facing an increased demand for its services and consequent resourcing pressures.

The approach

The changes focussed on implementing structural and service changes to better integrate ambulance and health services. These changes took two main forms:

- the QAS re-aligned its regional structure in November 2012 to correspond with the boundaries of the Queensland Hospital and Health Services (HHS).
- implementation on 1 January 2013 of recommendations from the Metropolitan Emergency Department Access Initiative (MEDAI).

Outcomes

Since the realignment of the regional structure, in the first six months of 2013, emergency response times for Code One cases in the south east corner of the state have improved:

- in 50 per cent of cases, ambulances arrived at the scene within 8.3 minutes, an improvement of 18 seconds from the 2012 calendar year
- in 90 per cent of cases, ambulances arrived at the scene within 15.5 minutes, an improvement of 42 seconds.

The implementation of the MEDAI recommendations has also resulted in the more rapid transfer of care for patients from the ambulance service to the emergency department improving treatment pathways.

Patient off-stretcher time (time from arrival at hospital to the patient being moved from the ambulance stretcher into the care of the emergency department) has improved by around 10 per cent to June 2013, compared to the first half of 2012. This not only means that the patients receive hospital treatment more quickly, but that the ambulances are available to go to the next job sooner.

Prior to the implementation of the MEDAI recommendations, it was calculated that for QAS in 2010-11 a total of 1,315 days of lost time were associated with ambulance crews being delayed for greater than 30 minutes at the 27 major hospitals in Queensland. In the first six months of 2013, this was reduced to 318 days of lost time, meaning that 433 days of extra ambulance availability has been returned to the Queensland community.

Further service improvements are also expected following the merging of QAS with Queensland Health on 1 October 2013. The merger, which is in line with recommendations from the Queensland [Commission of Audit](#) and the [Police and Community Safety Review \(PACSR\)](#), brings Queensland's acute health care structural arrangements into line with other states. It also provides enhanced opportunities for improved service integration and demand management, given that the majority of the ambulance services' operations interface directly with health-related services.

Source: Queensland Ambulance Service, Department of Health. See also 'New approach results in improved ambulance services' and 'New era for Queensland Ambulance Service'.

Case study: Service redesign results in reduced hospital waiting lists

Fast facts

Department: Queensland Health

Area: Clinical Services Redesign Program

Employees: 76,856

Focus area: Reducing hospital waiting lists for patients

Year: 2010-2013

Geographical area: Queensland-wide

The situation

Queensland Health established the Clinical Services Redesign Program (CSRP) in September 2010 to improve the performance of the public hospital system.

Approach

The CSRP included service redesign projects in up to twelve service areas each year. They aimed to improve capability in service redesign and foster clinical service improvements across the state. The approach quickly expanded across the state.

The program was based on working closely with operational staff on the ground to identify potential improvements. Changes focussed on redesigned clinical processes in the emergency department, and reducing red tape.

Outcomes

The CSRP has resulted in significant quality and performance improvements in the public hospital system.

Data indicates that the CSRP has:

- removed over 500 years worth of waiting in inpatient and emergency department length of stay
- led to improvements in performance against the four hour National Emergency Access Target, rising from 62 per cent to 75 per cent
- released over \$100 million in capacity in Queensland's public hospital system, which can be prioritised towards the faster treatment of more patients.

These outcomes represent a more patient-focussed service that is far more efficient.

Source: Premier's Awards for Excellence in Public Service Delivery, 2013, 'Clinical Services Redesign Program'

Case study: Better and more efficient social housing outcomes through partnerships

Fast facts

Department: Department of Housing and Public Works

Employees: 3,720

Focus area: Improving social housing in Queensland

Year: 2013

Geographical area: Queensland-wide

The situation

Social housing in Queensland is experiencing a number of challenges, including:

- demand exceeding supply, with 21,500 households currently on the waiting list
- an ageing housing portfolio, with much of the existing stock comprising three bedroom homes that are expensive to maintain and do not meet the needs of clients
- a changing clientele, requiring one or two bedrooms, especially those with a disability or with other high support needs, needing more appropriate housing.

Approach

The Department of Housing and Public Works (DHPW) is collaborating with the non-government sector to better utilise the department's property assets and improve social housing in Queensland.

In response to the challenges outlined above, DHPW is developing innovative property solutions in partnership with organisations such as Defence Housing Australia (DHA), BHC (formerly known as Brisbane Housing Company), Youngcare, Churches of Christ and the Lady Musgrave Trust.

DHPW has identified redevelopment opportunities and is redeveloping existing homes sites into apartments. The partnership with DHA, for example, will see government-owned land being made available for DHA to construct defence housing, as well as social housing apartments. Redevelopment is also being carried out by DHPW as well as registered housing providers.

Outcomes

These partnership arrangements are changing the face of social housing in Queensland and delivering many benefits, such as:

- a more efficient use of land for housing smaller households using apartments
- projects are funded through land equity, rather than large cash outlays
- leveraging the capacity of non-government organisations (NGOs) to part-fund the projects
- new apartments are designed for clients with high support needs and accessibility features.

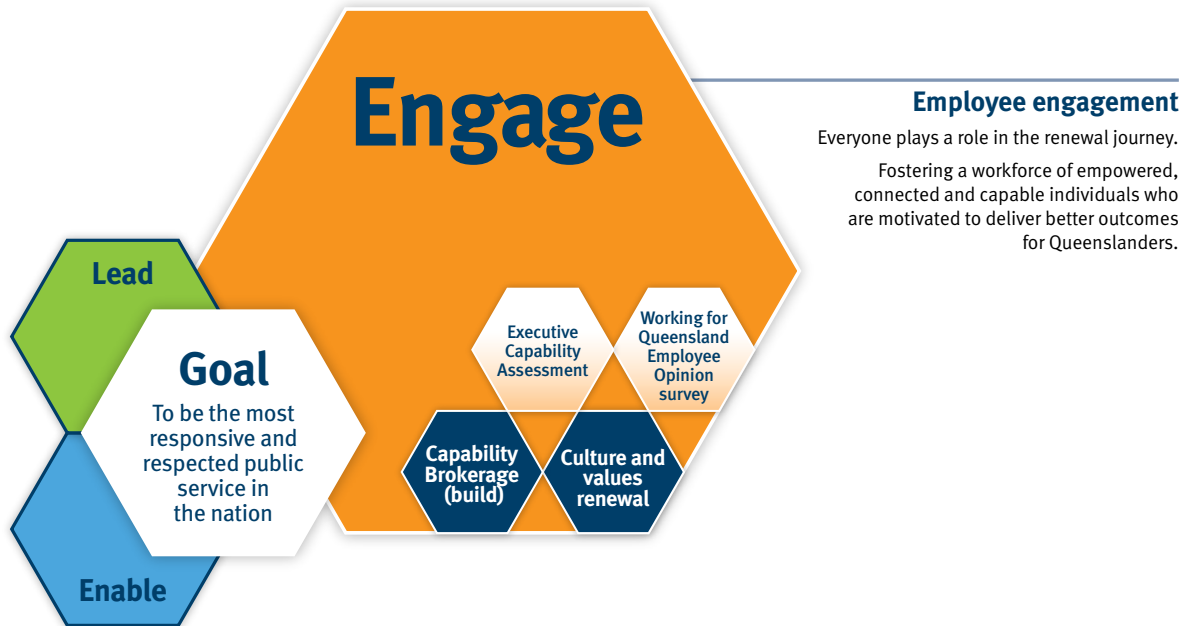
Redeveloping existing sites also positions the social housing sector for a more sustainable future by reducing the level of under-occupancy in dwellings. Single tenants who occupy multi-bedroom detached houses can be relocated to an apartment, and older dwellings with a high maintenance burden can be sold, with the proceeds reinvested in further housing assistance. The approach also leverages skilled industry capability to accelerate housing provision.

Source: Department of Housing and Public Works

Employee engagement

At the heart of service delivery is people — the people who receive services, and those that deliver services to the community. To this end, it is vital that public service employees are engaged in their work, and have the skills they need to deliver high quality services.

Figure 19: Queensland’s renewal framework – employee engagement



Source: Department of the Premier and Cabinet, 2013, Queensland’s Renewal Framework

This section analyses two key initiatives for the employee engagement lever that strongly align to workforce renewal:

Employee engagement initiatives

- culture and values renewal
- capability brokerage

Culture and values renewal

What

A new set of values for the QPS was launched in September 2013. Renewing the values of the QPS aims to create better ways of working that support improved customer service and make the QPS an employer of choice. There are five values:



Customers first

- Know your customer
- Deliver what matters
- Make decisions with empathy



Ideas into action

- Challenge the norm and suggest solutions
- Encourage and embrace new ideas
- Work across boundaries



Unleash potential

- Expect greatness
- Lead and set clear expectations
- Seek, provide and act on feedback



Be courageous

- Own your actions, successes and mistakes
- Take calculated risks
- Act with transparency



Empower people

- Lead, empower and trust
- Play to everyone's strengths
- Develop yourself and those around you

Source: Public Service Commission, 2013, *About the public service*

How

A grassroots approach was taken to develop the values, based on engagement with over 21,000 QPS employees across the state through surveys and forums. The values reflect the key characteristics employees want to see in their workplace and organisational culture.

Agency chief executives will play a central role in driving cultural change and embedding the new values in the QPS.

Key aspects of embedding the new values will include:

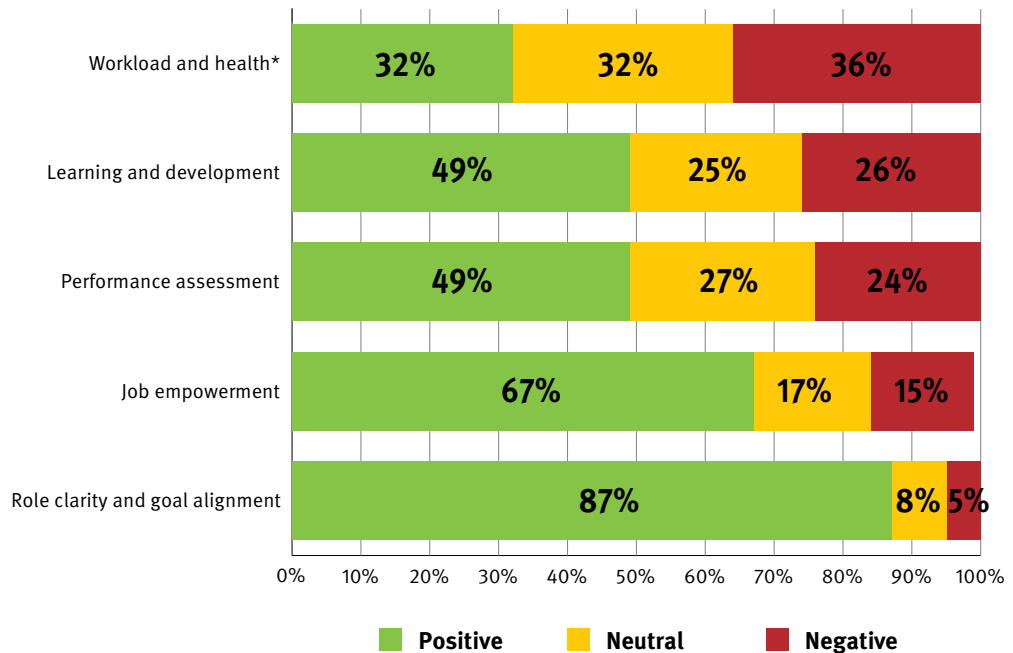
- senior executives modelling the values and behaviours that the QPS is seeking
- leaders engaging in regular conversations with their employees about how to operationalise the values in a visible way
- creating a common language about the values.

Cultural change of this type usually takes years to successfully implement. The *Working for Queensland Employee Opinion Survey 2013* results will help monitor progress in embedding the values across the QPS.

The survey provides baseline data on perceptions relating to innovation and ideas, as well as perceptions of customer service (discussed previously in this report). The survey also provides data on empowerment and realising employee potential (see [Figure 20](#)), with a list of factors and items provided in [Appendix 1](#).

The results suggest that employees understand their roles and that employee roles are aligned with organisational goals (role clarity and goal alignment factor). Further, over two thirds of responses (67 per cent) to the six question items under the job empowerment factor were positive.

Figure 20: individual job factors



Source: Working for Queensland Employee Opinion Survey 2013

Note: reported percentages are based on valid responses to the respective questions. *Positive* expresses the average percentage agreement ('Strongly agree' and 'Agree') for survey questions included in each factor. *Neutral* expresses the average percentage of neutral responses to the relevant questions. *Negative* expresses the average percentage disagreement ('Strongly disagree' and 'Disagree') for the relevant survey questions. Survey items included in the displayed factors are listed in Appendix 1. Percentages are rounded and may not add up to 100%.

* Question items under the Workload and health factor were reverse coded so that 'Positive' indicates the average disagreement and 'Negative' indicates the average agreement with the statements 'I am overloaded with work', 'I feel burned out by my work' and 'My work has a negative impact on my health'.

In contrast, Figure 20 also indicates that empowerment through learning and development, and effective performance assessment are less prevalent in employees' work experiences with only about half of the given responses to the relevant questions expressing agreement with the posed statements.

Empowerment is compromised when people are overloaded with work or experience other negative impacts on their health. The results for the workload and health factor are a concern, with 32 per cent of responses to the three questions being neutral and a further 36 per cent being negative.

Why

A new set of public service values were created to help renew workplace culture with increased employee engagement and service delivery responsiveness

Success looks like

- chief executives, managers and employees model better ways of working and values
- employees have improved levels of engagement over time.

Case study: innovation and collaboration achieve rapid damage assessments for Queensland communities

Fast facts

Department: Queensland Reconstruction Authority

Employees: 70

Focus area: damage assessments for Queensland communities

Year: 2013

Geographical area: Queensland-wide

The situation

Managing a reconstruction program the size and scale of Queensland's requires innovative and collaborative solutions. The 2013 disaster events caused more than \$2.4 billion in damage, bringing the total of the reconstruction program the Queensland Reconstruction Authority (the Authority) is managing to approximately \$14 billion.

Approach

Following the disaster events of early 2013, the Authority swiftly developed a collaborative and streamlined process to help councils get on with the job of rebuilding.

Staff members were deployed to the worst-affected communities across the state to work side-by-side with Council employees to conduct rapid damage assessments of commercial, residential and council infrastructure.

Quick assessments of infrastructure damage are vital to speed up applications for Natural Disaster Relief and Recovery Arrangements (NDRRA) funding. A combination of cross-government collaboration and state-of-the-art technology was used in the field to help councils capture data on infrastructure damage in the immediate aftermath:

- damage was mapped and photographed with hand-held devices using the Authority's Damage Assessment and Reconstruction Monitoring system (DARMSys™), which it developed following the natural disasters in 2011.
- technical staff and assessing officers worked with Councils to identify priority projects and focus on getting those submissions prepared and lodged as soon as possible.
- the hand-held devices in the field were linked to the Authority's internal Grants Management and Reporting System, so that councils could transmit data directly to the Authority's systems and make the process applying for NDRRA funds simpler and faster.

Outcome

These innovative and collaborative approaches made a big difference to local councils and their communities. For example, Bundaberg Regional Council was able to go to market for \$40 million of its 2013 restoration program in just four months. In comparison, it took approximately 18 months to go to market for \$25 million worth of works following the 2011 floods.

Source: Queensland Reconstruction Authority

Capability brokerage

What

The QPS needs to invest in its employees and leaders so it can continue to attract high quality candidates, compete for talent with the private and not-for-profit sectors and have the skills and capabilities to deliver high quality services. The sector seeks a mobile workforce which can draw on diverse experiences and perspectives.

How

The PSC Leadership Development Strategy (LDS) will guide future leadership capability building across the QPS. The strategy seeks to:

- build depth of leadership capability across the sector
- ensure a broad pool of ready talent
- make leadership development intentional, relevant and targeted
- develop best practice approaches to leadership development and talent management.

The PSC takes a sector-wide perspective to building capability through three main approaches: lead the sector, engage with individuals, and enable agency initiatives.

Figure 21: leadership development strategy 2013-15



Source: Public Service Commission, Leadership Development Strategy 2013-2015

PSC brokers the delivery of development programs and initiatives with third party providers for whom leadership development is core business, such as universities, professional bodies and contractors. Programs are reviewed regularly to align with the government's renewal agenda, such as the new [QUT Emerging Leaders Program – Leading Public Sector Contestability Module](#).

A key plank in the LDS will be the use of the [Executive Capability Assessment and Development \(ECAD\)](#) initiative to identify and develop executives with high potential. Data from this process can be used for selection processes, a similar approach that has been used successfully in Hospital and Health Services in Queensland (see case study [Recruitment of 17 new health service chief executives](#)). Approximately 400 executives across the QPS are expected to complete executive profiling processes in 2013–14 under the ECAD initiative.

Why

Agencies will prepare five-year strategic workforce plans that identify the skills profile needed by the organisation, so appropriate skills can be sourced, developed and retained. These agency plans will inform a strategic workforce plan for the broader QPS, which will be prepared by the PSC.

It is anticipated that the introduction of greater contestability in service delivery will create an increased need for skills in a range of areas, such as:

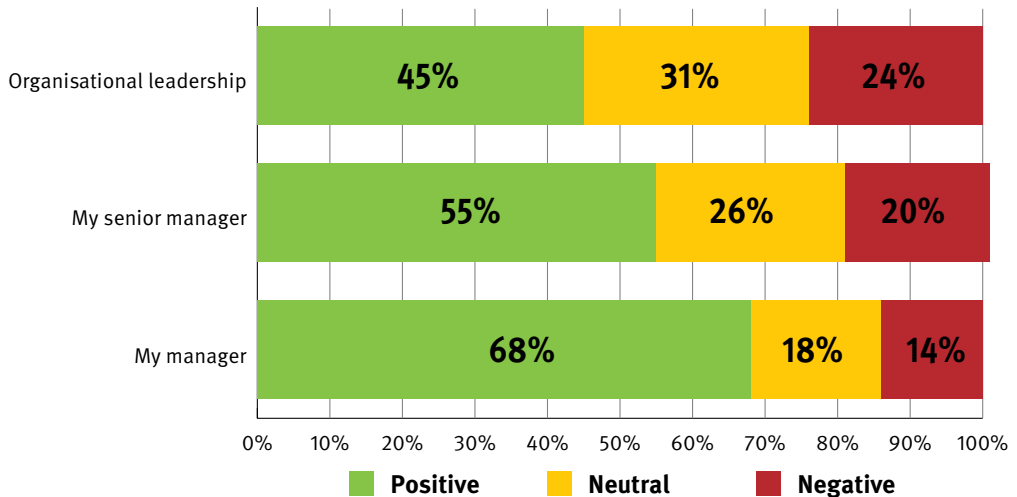
- market design
- innovative service delivery models
- strategic procurement
- commissioning of services
- contract management
- corporate governance
- financial management.

Improved workforce planning and capability development is vital in the context of demographic change, and the significant renewal occurring in service delivery models via contestability (see the [Enabling systems and process](#) section within this report).

Results from the *Working for Queensland Employee Opinion Survey 2013* also indicate that perceptions of organisational leadership influence the level of agency and job engagement and are therefore a key area for improvement within the QPS.

The survey asked employees questions about their manager (the person they usually report to), their senior manager (the person their manager usually reports to) and organisational leadership/management. The responses at each of these leadership levels are shown in Figure 22. Factor items are provided in [Appendix 1](#).

Figure 22: leadership at various levels



Source: *Working for Queensland Employee Opinion Survey 2013*

Note: reported percentages are based on valid responses to the respective questions. *Positive* expresses the average percentage agreement ('Strongly agree' and 'Agree') for survey questions included in each factor. *Neutral* expresses the average percentage of neutral responses to the relevant questions. *Negative* expresses the average percentage disagreement ('Strongly disagree' and 'Disagree') for the relevant survey questions. Survey items included in the displayed factors are listed in Appendix 1. Percentages are rounded and may not add up to 100%.

As shown above, the further away an organisational leader is from an employee, the less positive the employee's perceptions of that level tend to be. This is not unusual in employee surveys, where closer proximity often (but not always) results in higher scores.

Results from the *Working for Queensland Employee Opinion Survey 2013* also suggest there is limited mobility across the QPS with limited experience in other sectors. Almost two thirds of respondents (64 per cent) have worked in only one QPS agency. A further 20 per cent of respondents have worked in two agencies, and 16 per cent have worked in three or more agencies. In regard to broader experience:

- 23 per cent of respondents have worked in other government sectors (e.g. local, interstate, federal, or overseas public sectors) for a minimum of one year
- 17 per cent of respondents have worked in non-government sectors (e.g. not-for-profit sector, academia) for a year or longer
- 55 per cent of respondents have worked in the private sector for a minimum of one year.

Success looks like

The QPS workforce is well-led and has the skill profile and capability needed, now and into the future.

Case study: recruitment of 17 new health service chief executives

Fast facts

Department: Queensland Health

Employees: 85,000

Focus area: recruitment of 17 chief executives

Year: 2013

Geographical area: Queensland-wide

The situation

As part of the national health reforms, Queensland Health had to recruit and develop 17 health service chief executives (CEs) to lead 17 Hospital and Health Services (HHSs) across Queensland.

The recruitment task was complex, with three key objectives to achieve:

- 1 maximise CE performance by facilitating and accelerating onboarding
- 2 maximise HHS performance by inducting and developing CEs in-line with business needs and strategic priorities
- 3 maximise return on investment for the recruitment and selection process.

Approach

To deliver on these objectives within a 12-month period, Queensland Health worked closely with the HHS Boards and partnered with executive search firm Talent2, and executive assessors Cerno.

As the first step, Queensland Health developed success profiles for each role, outlining key skills, experience, behaviours and suitable fit. These profiles guided the next critical role in the recruitment process – the executive search process.

As the second step, Queensland Health worked with Talent2 to refine the executive search process. The search was broad – local, national and international markets – and targeted:

- Australia
- New Zealand
- Hong Kong
- Singapore
- United Kingdom
- America
- Canada.

The advertising strategy was critical to target the ‘right’ candidates, which incorporated a wide-range of local channels, such as: newspaper (local and national), editorial, international health journals, electronic media (SEEK, CareerOne, HealthJobsUK and Guardian Jobs) and a dedicated website from Talent2.

Outcomes

A total of 1,056 applications were received for the 17 CE positions. Working with Cerno and Talent2, Queensland Health commenced the shortlist process, leading to the identification of 4–5 candidates for each position, which were presented to the respective Board Chairs for each HHS to confirm their shortlists. Selection panels representing each of the 17 HHSs were able to draw on robust, multi-layered and diverse sources of information for selection decisions.

Leadership assessments (interviews, psychometric assessment, profiles) were then used to guide the evaluation and selection process. For successful candidates, development plans were created from the guided feedback sessions which framed their individual leadership plans. This strategic approach to CE transitions ensured that adequate and relevant support was provided during the critical induction period.

Positive feedback was received from a range of parties — chairs, panels and candidates — and indicated this approach:

- provided a robust view of each candidate
- allowed in-depth discussion during interviews
- provided insights into strengths and areas for development
- encouraged rich feedback to and from candidates
- lead to a tailored and targeted development process.

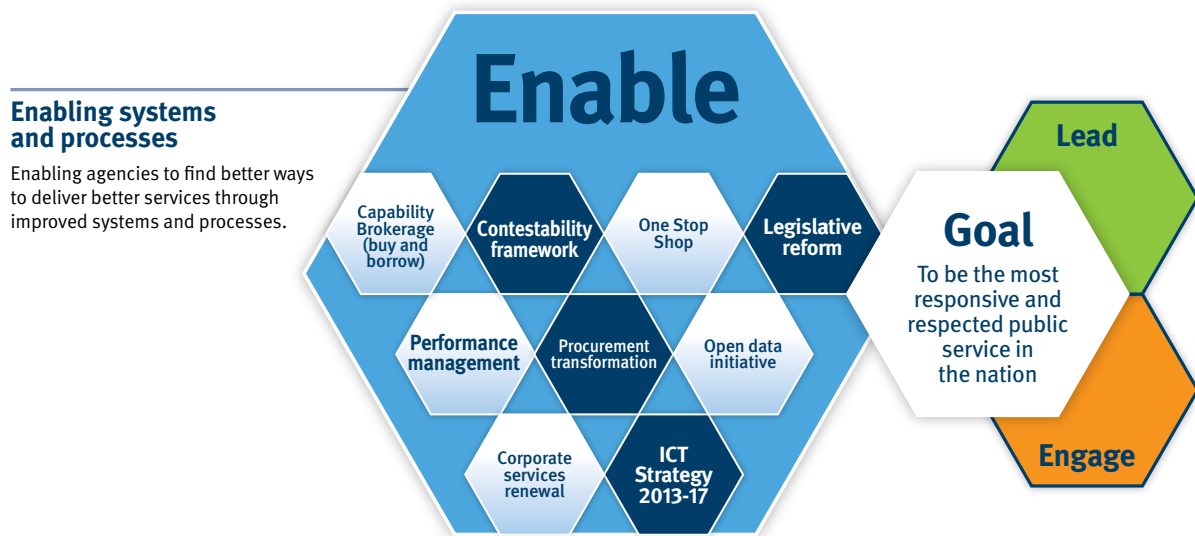
Source: Department of Health

Enabling systems and processes

Much of the Queensland Government’s renewal agenda relates to enabling reform through improved systems and process. The enabling environment can include ‘systems governing procurement, budgeting, sector-wide personnel frameworks, and probity’.⁸

The enabling lever is vital because much of the reform agenda is about ‘back office’ reforms that improve the efficiency and effectiveness of the QPS. Many of the reforms act as a platform for other renewal initiatives, and therefore ‘enable’ and facilitate aspects of the Lead and Engage levers.

Figure 23: Queensland’s renewal framework – enabling systems and processes



Source: Department of the Premier and Cabinet, 2013, Queensland’s Renewal Framework

A common theme in the enabling initiatives is creating greater flexibility in our services, infrastructure systems and human capital.

The enabling reforms cover a range of internal and external initiatives, including four that strongly align with workforce renewal:

Enabling initiatives

- contestability framework
- legislative reform
- procurement transformation
- ICT Strategy 2013-17

⁸ John Alford and Janine O’Flynn, *Rethinking public service delivery: managing with external providers*, The Public Management and Leadership Series, Palgrave Macmillan, Basingstoke, England, 2012, p. 251.

Contestability framework

What

The Independent Commission of Audit (COA) identified contestability as the means to provide better value for money in the delivery of front-line services. Contestability encourages more efficient and more innovative service delivery, whether by the public, private or the not for profit sector.

How

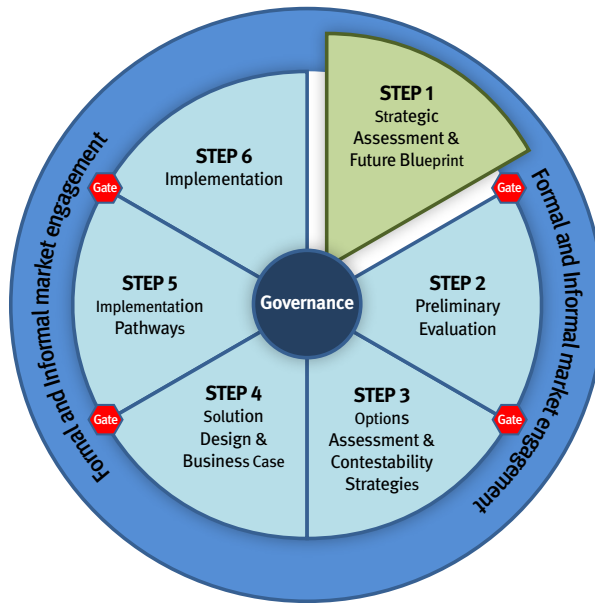
Contestability is a process where government tests the market to ensure it is providing the public with the best possible solution at the best possible price.

It challenges the way services are delivered by looking for new and better ways to deliver the services Queenslanders want and need.

Contestability does not automatically result in the outsourcing of a service. A contestability review will consider a whole range of service delivery options to ensure all possible options are considered. These include:

- keep and improve the service
- joint ventures
- performance-based contracting, such as payment by outcomes
- mutuals and employee-owned organisations.

Figure 24: contestability lifecycle



The Queensland Government has developed a contestability lifecycle to provide a fair, transparent and thorough process for considering how services are best delivered and who is best to deliver them (Figure 24).

It ensures that decisions are made based on sound, objective information.

Source: Department of the Premier Cabinet, 2013, The process – contestability lifecycle

Why

It is important that the QPS provides high-quality services that are flexible, responsive and efficient. To do this, the QPS must find new and better ways to ensure its services provide the best value for money for customers.

Success looks like

- the government is able to provide more and better services to the people and communities of Queensland
- government services remain contestable.

Legislative reform

What

The QPS has embarked on a range of legislative and administrative reforms to make the sector more responsive, flexible and streamlined.

How

Public sector legislative and administrative reform acts as an enabler for other renewal activities. As part of this process, the PSC reviewed a number of directives, guidelines and policies relating to the public sector employment framework to create greater innovation and productivity. These changes have:

- removed duplication
- simplified processes
- re-established managerial prerogative by removing barriers to managers making decisions
- reduced the total number of pages associated with the instruments by 35 per cent in 2012–13 alone.

The *Public Service Act 2008* will be reviewed in 2013–14 as part of the legislative reforms.

Additionally, under the guidance of the Public Sector Renewal Board (PSRB), many agencies have implemented administrative initiatives to streamline decision-making and reduce red tape in service provision.

The PSC worked closely with agencies throughout 2012–13 to create flatter organisational structures across the QPS. These reforms aimed to establish more appropriate spans of control that reflected the size and type of organisation. The reforms reflect concerns over the growth of middle and senior management positions that had limited or no supervisory responsibilities.

Agencies are also reviewing their business processes to create savings for government and external stakeholders alike. A number of red tape and green tape reduction initiatives have been highly successful (see case study: Increasing productivity through reducing green tape).

Why

The principles and approaches that underpin the *Public Service Act 2008* and other employment instruments have not been subject to comprehensive review for almost 20-years. The COA final report noted that a review of the public sector employment framework and other workplace management approaches were necessary to ensure that the public sector was contemporary and responsive.

Success looks like

- increased employee productivity over time
- enhanced customer experience through employees focussing on client needs and outcomes, rather than processes

Case study: Increasing productivity through reducing green tape

Fast facts

Department: Department of Environment and Heritage Protection

Employees: 1,066

Focus area: Environment licensing laws

Year: 2013

Geographical area: Queensland-wide

The situation

Changes made to environment licensing laws by the Department of Environment and Heritage Protection (DEHP) have freed-up small business and government by reducing the number of licences required.

Approach

This green-tape cutting outcome was achieved by moving to an outcomes-based approach to protecting the environment.

Under the new arrangements, businesses are required to achieve a set environmental standard, but have the freedom and flexibility to decide how they will achieve this goal. The approach encourages innovation and efficiency in business practices.

Outcome

The initiative has resulted in the number of licenses declining by 70 per cent (13,000 to 4,000) and will benefit up to 12,000 small businesses and individuals through a reduction in regulatory requirements. The changes represent a combined saving of around \$20 million through reduction in licensing fees and administrative red tape.

Source: Premier's Awards for Excellence in Public Service Delivery, 2013, Greentape Reduction Project

Procurement transformation

What	<p>Achieving greater value-for-money outcomes by better leveraging the Government's procurement spend and implementing smarter sourcing practices.</p>
How	<p>The first phase of a Procurement Transformation Program (wave 1) officially launched on 3 June 2013.</p> <p>One of the first major achievements has been the implementation of a new principles-based Queensland Procurement Policy. This was launched in June 2013 and provides a framework that:</p> <ul style="list-style-type: none"> • facilitates a 'one Government' way of working • delivers flexibility and simplification of processes without foregoing accountability • recognises that procurement has a key role to play in supporting the long term well being of our community • reinforces our commitment to being leaders in procurement practice and maintain the confidence of our stakeholders • cascades planning from a whole-of-government view through to operations via a category management approach. <p>Other key facts about Wave 1 of the Procurement Transformation Program:</p> <ul style="list-style-type: none"> • \$82 million to \$130 million in annualised benefits have been enabled in 92 business days, across 12 strategic sourcing initiatives (within five mega-categories: ICT, roads construction and maintenance, building construction and maintenance, medical, and general goods and services). • 140 staff from across the sector were directly involved in the Program • more than 250 staff participated in negotiation, strategic sourcing, presentation skills and LEAN training • over 1000 staff provided insight and feedback into one or more of the deliverables. <p>Wave 1 builds on a review undertaken in late 2012 that proposed that by investing in procurement and changing the way we operate, an estimated \$600 million to \$1300 million in benefits could be realised in three to five years – benefits that can contribute to debt reduction or be redirected to Government priorities. The success of Wave 1 is the proof of concept.</p>
Why	<p>The Queensland Government spends and estimated \$16.3 billion annually on procuring goods and services. Achieving even modest improvements in procurement processes and outcomes can deliver significant savings and other benefits ultimately to Queenslanders.</p> <p>The need to improve Government's approach to procurement was also identified in the final report of the Queensland Commission of Audit.</p>
Success looks like	<ul style="list-style-type: none"> • driving value for money outcomes, helping to support and improve front line service delivery • reduced waste by better managing demand and ensuring fit for purpose goods and services • streamlined tendering processes and simplified documentation, making it easier and cheaper to deal with Government • improved authentic engagement with suppliers to achieve the best solutions for government's procurement needs • improved information availability to help suppliers find future procurement opportunities

Source: Procurement Transformation Office, Department of Housing and Public Works

ICT Strategy 2013-17

What	Released in June 2013, the Queensland Government ICT Strategy 2013-17 sets out initiatives to improve the efficiency and responsiveness of ICT services for both customers and QPS employees alike.
How	<p>The <i>Queensland Government ICT strategy</i> will implement initiatives across 12 focus areas. Key areas of priority include:</p> <ul style="list-style-type: none"> • improving the customer experience of government services, through greater opportunities to complete transactions online • delivering greater transparency and value for money in ICT-related expenditure, via dedicated dashboards which set out expenditure, progress, priorities and outcomes • implementation of contestability and ICT strategic sourcing for the delivery of services, that allow government to become an ‘enabler’ rather than a doer • government information being placed on the Open Data website, to drive economic activity and greater transparency.⁹ t <p>An action plan has been developed that sets out timeframes and actions to support the strategy.</p>
Why	ICT reform is a key element in improving service delivery to customers and improving public sector productivity.
Success looks like	<ul style="list-style-type: none"> • greater mix of ICT providers, to create incentives for service quality, experience and cost improvements • greater transparency in expenditure and results

⁹ Queensland Government ICT Strategy 2013-17

Case study: Improving the delivery of police services through technology-enabled solutions

Fast facts

Department: Queensland Police Service

Employees: 14,966

Focus area: improved service delivery through enhanced technology

Year: 2013

Geographical area: Queensland-wide

The situation

PoliceLink was established in 2010 as a 24-hour telephone contact centre (131 444) for non-urgent matters. Queenslanders can use the service to report break and enters, stolen vehicles, property damage and stealing.

Approach

PoliceLink has continued to evolve, to make maximum use of new technologies and further simplify the process for people making contact with police.

A new PoliceLink app has been launched which allows Queenslanders to report non-urgent matters to police using their mobile phone.

Outcome

More channels by which to report minor matters; and better access to services.

Source: Queensland Police Service, 2013, Introduction to Policelink

Better value for the people of Queensland

Being the most respected and responsive public service in Australia is an ambitious goal that will not be achieved by accident. As noted in the foreword to this report, being the best public service will require innovation, courage and persistence.

Our achievements to date suggest that we have a strong foundation on which to work from. Equally, we also have significant amounts of work to do to achieve our goal. Some of our performance milestones will be achieved quickly, while others may take five years before the benefits are clear and measurable.

Key priorities for the future will include driving improvements that link directly to the QPS measures for success. This will include:

Better place to work

- increasing the level of agency engagement across the QPS
- increasing the level of job engagement and satisfaction across the QPS
- improving employee perceptions of organisational leadership and workload and health.

Cost to Queenslanders

- lowering the costs of service delivery
- implementing contestability processes to achieve better value for money
- building the state's financial strength.

Productivity

- reporting public sector productivity data, and developing measures which demonstrate, over time, an improvement in public sector productivity
- improved employee perceptions of the level of innovation in the QPS, and a reduction in red tape
- rates of absenteeism trending downwards.

Customer experience

- improved satisfaction with services delivered by or on behalf of the Queensland Government
- improved employee perceptions of customer focus
- building the workforce capability required to support contestability.

The role of the QPS is to provide the best possible services to the people and communities of Queensland. We do this by providing high quality and cost-effective services that meet the needs of individuals and the community.

The foundations are there for a truly great public service that represents better value for the people of Queensland.

Appendix 1: Factors and workplace outcomes in Working for Queensland Employee Opinion Survey

The *Working for Queensland Employee Opinion Survey 2013* identified 16 factors, which are grouped in four categories: 1. job factors; 2. workgroup factors; 3. supervision and leadership factors; and 4. workplace and organisational factors. Each factor, and the survey questions it comprises, is set out below.

Survey questions comprising the workplace outcomes of 1. agency engagement and 2. job engagement and satisfaction are also listed.

Job factors	Questions
Role clarity and goal alignment	q21a I am clear what my duties and responsibilities are
	q21b I understand what is expected of me to do well in my job
	q21c I understand how my work contributes to my organisation's objectives
	q21d I am committed to my organisation's goals
	q21f I feel I make a contribution to achieving the organisation's objectives
Job empowerment	q22a I have a choice in deciding how I do my work
	q22b I have the tools I need to do my job effectively
	q22c I get the information I need to do my job well
	q22d I have the authority necessary to do my job effectively
	q22e My job gives me opportunities to utilise my skills
	q36b Satisfaction with ability to work on own initiative
Workload and health	q23a I am overloaded with work
	q23b I feel burned out by my work
	q23h My work has a negative impact on my health
Learning and development	q28d In my organisation, there are opportunities for me to develop my skills and knowledge
	q28e I am able to access relevant learning and development opportunities
	q28f Learning and development activities I have completed in the past 12 months have helped to improve my performance
	q28g I am satisfied with the opportunities available for career development
	q33c My organisation is committed to developing its employees
Performance assessment	q28a I receive useful feedback on my performance
	q28b My performance is assessed against clear criteria
	q28c I have performance objectives that are within my control
	q28h I have had productive conversations with my manager on my performance in the past 12 months

Workgroup factors	Questions
My workgroup	q24a People in my workgroup treat each other with respect
	q24b I receive help and support from other people in my workgroup
	q24c People in my workgroup are honest, open and transparent in their dealings
	q24d People in my workgroup use their time and resources efficiently
	q24e People in my workgroup treat customers with respect
	q24f People in my workgroup are committed to delivering excellent service to customers
	q24g People in my workgroup do their jobs effectively
Collaboration	q24j People in my workgroup work effectively with other workgroups in my organisation to deliver services to our customers
	q24k People in my workgroup work effectively with other Queensland Government organisations to deliver services to our customers
	q24l People in my workgroup work effectively with other organisations outside the Queensland Government to deliver services to our customers
Supervision and leadership factors	Questions
My manager	q31a My manager treats employees with dignity and respect
	q31b My manager listens to what I have to say
	q31c My manager keeps me informed about what's going on
	q31d My manager understands my work
	q31e My manager creates a shared sense of purpose
	q31f My manager demonstrates honesty and integrity
	q31g My manager draws the best out of me
Senior manager	q32a My senior manager communicates timely information that is relevant for my work
	q32b My senior manager genuinely listens and is responsive to issues raised by staff
	q32c My senior manager demonstrates honesty and integrity
Organisational Leadership	q33a In my organisation, the leadership is of high quality
	q33b In my organisation, the leadership operates with a high level of integrity
	q33e Management model the behaviours expected of all employees
	q33g My organisation is well managed

Workplace and organisational factors	Questions
Decision making	q25a Important decisions at my workplace are based on a sound understanding of issues
	q25b Important decisions at my workplace are made by the people best placed to understand the issues
Workplace change	q26a I have received timely and relevant communication about workplace change in the past 12 months
	q26b Changes that have been implemented in my workplace have been done for a good reason in the past 12 months
	q26c Changes implemented in my workplace have been managed well in the past 12 months
	q26d I feel my workplace is functioning more efficiently as a result of change implemented in the past 12 months
Workplace fairness	q25i Performance is assessed and rewarded fairly in my workplace
	q25j I am confident that poor performance will be appropriately addressed in my workplace
	q25k People are treated fairly and consistently in my workplace
	q25l People take responsibility for their decisions and actions in my workplace
	q25m Bullying is not tolerated in my workplace
Anti-discrimination	q34d Gender is not a barrier to success in my organisation
	q34e Age is not a barrier to success in my organisation
	q34f Cultural background is not a barrier to success in my organisation
	q34g Sexual orientation is not a barrier to success in my organisation
	q34h Disability is not a barrier to success in my organisation
Organisational trust	q33f Recruitment and promotion decisions in this organisation are fair
	q34a I would feel comfortable raising complaints in my organisation
	q34b If I raised a complaint, I feel confident that it would be taken seriously
Innovation	q27a I get the opportunity to develop new and better ways of doing my job
	q27b I am encouraged to make suggestions about improving work processes and/or services
	q27c Management is willing to act on suggestions to improve how things are done
	q27d My workgroup uses research and expertise to identify better practice
	q27e My workgroup always tries to improve its performance
	q27f My organisation is open to new ideas

Workplace outcomes	Questions
Agency engagement	q35a I would recommend my organisation as a great place to work
	q35b I am proud to tell others I work for my organisation
	q35c I feel a strong personal attachment to my organisation
	q35d My organisation motivates me to help it achieve its objectives
	q35e My organisation inspires me to do the best in my job
Job engagement and satisfaction	q22f I enjoy the work in my current job
	q22g My job gives me a feeling of personal accomplishment
	q22h When needed, I am willing to put in the extra effort to get a job done
	q37 All things considered, how satisfied are you with your current job
Intention to leave	q38 I intend to leave my organisation within the next 12 months

Appendix 2: Definitions

Concept	Definition
Absenteeism	<p>Includes sick leave, miscellaneous special leave, and leave to claim workers' compensation, carers' leave and time absent due to industrial disputes.</p> <p>Excludes casual employees.</p> <p>Average absent full-time days taken per employee is derived from the total number of hours absent divided by the prescribed award hours per day for each employee. This is shown as an annual figure for agencies.</p> <p>There is a three month time lag in the collection period to allow the data to settle (e.g. data reported for the financial year 2011–12 represents leave taken in 12 month period to 31 March 2012).</p>
Establishment Management Program (EMP)	<p>Since late March 2012, the PSC has coordinated an Establishment Management Program (EMP). This program supports the government's commitment to introduce better control of establishment numbers and realise savings through greater scrutiny over recruitment decisions.</p>
Estimated resident population (ERP)	<p>Refer to Australian Bureau of Statistics (ABS) publication, Cat. No. 3101.0, Table 4.</p> <p>QPS calculations based on FTE.</p>
Full time equivalent (FTE) employees	<p>The hours worked by several part-time or casual employees, added together, may be required to make one full-time equivalent employee.</p>
Minimum Obligatory Human Resource Information (MOHRI)	<p>MOHRI data is provided by agencies from their individual human resource information systems to the PSC on a quarterly basis.</p> <p>This approach was adopted to facilitate strategic management of human resources across the QPS.</p> <p>Workforce details of agencies are reported to government and included in other statistical reports. Public Service Commission Directive 03/2013 specifies the data set which agencies are required to submit to the PSC. Headcounts and FTE's of employees whose employment status is A (active) or P (paid leave for a period greater than eight weeks) are included in the figures.</p> <p>It is important to note that the MOHRI collection is only concerned with employees of agencies and not private sector contractors and/or consultants who may be engaged to undertake specific work and who are not employees.</p>