

STAFF DEVELOPMENT AND TRAINING IN THE AUSTRALIAN PUBLIC SERVICE

B.G. McCallum

Assistant Commissioner, Staff Development Branch,
Australian Public Service Board

(Views expressed in this paper are those of the author and are not
necessarily those of the Australian Public Service Board.)
Australia

INTRODUCTION

Two factors exemplify the major task of training and developing staff of the Australian Public Service (APS). These are :

the great diversity of staff development needs of the Service; and

the rapid pace of change in such needs.

Diversity of Needs

2. The Australian Public Service comprises 166,000 staff employed in 28 departments and in 39 authorities staffed under the Public Service Act. Staff of the Service are employed in over 500 different occupations located in many hundreds of different locations, in each State and Territory of the Commonwealth. Staff development needs of the Service vary enormously from, for example, the training of air traffic controllers, apprentice electrical fitters, X-ray technicians, tax assessors, nurses, teachers and storemen, to the task of developing senior manager. Merely to maintain existing skill levels within the service a very significant training and development effort is required to respond to the training needs deriving from:

growth in the size of the APS in response to growing demands from the Australian community for public services; and

staff turnover.

Rapidly Changing Needs

3. In addition to the staff development needs arising from these factors, the process of change itself generates further developmental needs. The following paragraph from the Board's 1982-83 Annual Report summarises some of the major changes of the past decade which have impacted significantly on APS training and development needs:

Demands upon the management skills of public servants, particularly senior managers, have grown significantly throughout the past decade. Factors underlying this have included the requirement for departments to 'manage with less' despite the growing scale and complexity of the management tasks and policy issues confronting them; a series of major machinery of government changes; technological change; industrial relations problems; increased public criticism; and a significant increase in formal scrutiny of the Service under the administrative law processes introduced since 1975, by parliamentary committees, by the courts, and by various other mechanisms including royal commissions, committees of inquiry, efficiency audits, management reviews, and so on. The combination of these factors has imposed strains on the morale, performance and leadership of the Service. (p.1).

4. These changes have increased departmental training needs in a variety of ways. Changing technology in office and other equipment has necessitated extensive training of public servants in, for example, information technology. Introduction of a number of new pieces of legislation relevant to personnel management, for example, in the areas of administrative law and industrial relations, have involved Service-wide training programs to acquaint staff, particularly senior staff, of their responsibilities under such legislation.

5. But by far the most significant development needs have been experienced in the areas of supervision and management. It is in these areas that the impact of rapid change has been most significant and the inadequacy of past training efforts most obvious. The requirement for 'managing with less' combined with a significant increase in the intensity of public scrutiny of, and public accountability of, Public Service managers, has made urgent the task of upgrading the management skills of public servants, particularly those at senior levels. Again, the following paragraph from the Board's 1982/83 Annual Report encapsulates the views of recent inquiries into the APS which have emphasised this need:

Two recent reports have underlined the need, in the interests of improved effectiveness and performance of the Public Service, to upgrade existing approaches to the selection and development of managers, particularly senior managers. These reports are the 202nd Report of the Joint Committee of Public Accounts, titled 'The Selection and Development of Senior Managers in the Commonwealth Public Service' (the JCPA Report), and the Report of the Review of Commonwealth Administration (the RCA Report). The JCPA, for example, pointed out that '... the efficiency of senior public service managers is crucial to overall effectiveness' (para 1.34) and that there is '... an urgent need to improve public service management' (para 1.4). In similar vein, the RCA indicated that a crucial factor in upgrading the performance of the Service lay in '... the quality and experience of senior management-that is, the 1300 or so members of the First and Second Divisions'. (para 16). The RCA added that:

The Service needs senior officers who are good managers; equipped with relevant up-to-date skills; experienced in a variety of fields such as policy advising, program delivery and personnel and financial management; and sensitive to the needs of government and its clients (para 17).

The Board shares with both the JCPA and RCA the conviction that it is essential in the interest of effective performance of the Australian Public Service to upgrade further the selection and development of senior managers in the Service. (P.1)

STAFF DEVELOPMENT AND TRAINING: WHO IS RESPONSIBLE ?

The Objective

6. Ultimately, the objective of staff development and training policy in the APS is to produce staff who are sufficiently developed to be able to contribute in full measure to an efficient, economic and effective Public Service. This means the development of staff who are suitably educated, skilled, knowledgeable and expert in the performance of their existing duties and who are also sufficiently flexible and adaptable to cope effectively with rapid change.

A Shared Responsibility

7. Under the Public Service Act 1922, the Secretary of a Commonwealth department, under the Minister, has a responsibility for the 'general working, and for all the business thereof' of that department (s.25(2)).

This implies, among other things, that the Secretary has direct responsibility, under the Minister, for the training of that department's staff.

8. On the other hand, the Public Service Act also places a duty on the Public Service Board for the 'improvement of the training of officers' as a means of effecting and economies promoting efficiency throughout the Service. (s.17(1)(a)(vi)). The Public Service Reform Act 1984 has also underlined responsibilities of the Board for the development of officers of the Senior Executive Service. As a consequence, both in law and in practice, responsibility for the staff development function within the APS is shared between departments and the Public Service Board.

9. As information is more readily available about the staff development activities of the Board as opposed to those of departments (or of statutory organisations staffed under the Public Service Act) the principal focus of this paper will tend to be on the former.

10. Before outlining the respective staff development roles of the Board and departments, it is necessary to provide some relevant historical background.

Historical Perspective

11. Prior to the 1976 Report of the Royal Commission on Australian Government Administration (RCAGA Report) the Public Service Board exercised its staff development role in basically 2 ways:

by providing, in response to proposals from the Secretaries of departments, specific organisations and establishments* within departments to undertake the training and development function; and

* It should be pointed out, however, that following proclamation of the Public Service Reform Act 1984 responsibility for establishment matters is now a matter for Secretaries of departments.

by conducting special Service-wide personnel development programs in circumstances in which it was the most efficient or economic means to do so and/or in which it is impractical for individual departments to provide such programs for themselves. (Examples of such programs included the Studies Assistance Program and postgraduate study awards.)

12. In its Report, the RCAGA recommended that in respect of its training and development role the Public Service Board should:

'... concentrate on providing services to departments and agencies of a consultancy nature designed to upgrade training capability and expertise within operating organisations. It should act as a resource bank, providing special training courses where needed, for example, instructing training staff in training skills, suggesting and propagating new techniques, assisting with evaluation studies, and in negotiating training courses with educational institutions ...' (R160(a)).

13. Elsewhere, the Royal Commission recommended initiatives to be taken by the Board and departments to facilitate management training and to foster increased staff mobility as a means of developing flexibility, adaptability, expertise and breadth of vision among Public Service managers.

14. At about the time of the RCAGA Report (in the early months of 1976) the then Commonwealth government imposed significant staffing and financial restraints on the APS. These restraints tended to produce disproportionately large reductions in the level of resources devoted within both departments and the Board to the training and development function. Insofar as the Board was concerned, it was obliged to cut back on a variety of training courses that it offered to departments, particularly those programs provided by the Board's regional offices. It was also obliged to reduce its Service-wide staff development coordinating activities and to significantly reduce its activities in the field of trainer training. In the ACT, for example, the Board encouraged the Centre for Continuing Education at the ANU and the Canberra College of Advanced Education to undertake its trainer training role.

15. On the other hand, in an endeavour to respond to the RCAGA

recommendations discussed above, the Board used its limited resources to introduce several new Service-wide management development programs. These were the Executive Development Scheme (EDS) and Interchange Program (both introduced in 1977) and the Personnel Management Scheme (PMS) (introduced in 1980). The Interchange Program is designed to facilitate the development of APS managers through work placements in the private sector or in other public sector organisations. The EDS and PMS programs combine formal management training with on-the-job work placements in several different organisations. More recently, as discussed later in this paper, the Board has given higher priority to management training for more senior officers. Within its regional offices the Board has continued to offer a range of courses relevant to administration, management, supervision, trainer training and personnel policy and practices.

Staff Development Role of Board

16. Currently, the training and development role of the Board may be summarised as follows:

to provide special Service-wide development programs where training needs are common to all, or at least a significant number of departments (e.g. programs which provide opportunities for officers to improve their knowledge and skills by study at universities, technical colleges, etc); or which provide general, financial and personnel management skills (e.g. Senior Executive Management Program, Financial Management Improvement Program, Personnel Operations Program, program for the training of Assistant Research Officers, Equal Employment Opportunity etc).

to evaluate the Service-wide development programs that it offers and to modify such programs in the light of these evaluations;

to provide trainer training;

to provide consultancy assistance to departments. For example, earlier this year the Board participated in a review of the training and development function in the Department of Health. The Board is currently leading a

review of the training and development function within the Department of Aboriginal Affairs;

to provide training materials for use Service-wide on topics such as induction, supervision, staff appraisal, staff counselling, financial management and equal employment opportunity; and

to engage in Service-wide coordination activities relevant to the staff development function, including:

- the conduct, in collaboration with departments, of a review of the training needs of staff development officers in contemporary circumstances;
- advice to governments on the Service-wide resource requirements of the staff development function; and
- provision of an information service for departments including production and distribution Service-wide of relevant publications such as 'Personnel Development News', a 'Directory of Training Materials', a 'Personnel Development Directory' and a 'Directory of Courses for Personnel Development Staff'.

17. The Board has also established within its Staff Development Branch a Resource Centre. This Centre offers the following services to assist departments in implementing department personnel development programs:

a training equipment and training materials lending service with audio-visual equipment, films, audio and video tapes, training packages etc. Some 400 items, including over 160 film titles are available to departments through this service and through similar services offered by the Board's regional offices.

(Departments make about 2500 requests per year for the loan of films and training packages from the Centre);

central training facilities, including an audio-visual production facility and suites of training rooms, both in the Board's central office and regional offices; and

a limited advisory service to departments on training methods and policies.

18. Details of courses offered by the Board's central and regional offices during 1983-84 are included in Attachments 1 and 2.

Staff Development Role of Departments

19. A major responsibility of the Secretary of a department is to provide efficient and effective administration of that department. In pursuit of that objective the Secretary will devote greater or lesser amounts of the resources available to him or her to investment in the training and development of departmental staff.

20. The roles of departments vary. So too do the characteristics of their staff. In addition, the degree of commitment by departmental Secretaries and their senior officers to staff development differs markedly between departments. Hence the intensity and effectiveness of staff development activity varies considerably throughout the Service. In general, those departments with significant operational responsibilities, such as the Departments of Aviation and Social Security and the Taxation Office, tend to display the greatest commitment to training and development, to devote the highest levels of resources to the function, and to have the most sophisticated training and development organisations and policies. These departments also tend to focus their staff development efforts upon the provision of formal training of staff in operational procedures (eg. air traffic control, assessing social security claims and assessing income tax returns) as opposed to more general management/administrative training.

21. On the other hand, the more policy-oriented departments have tended to rely more heavily upon on-the-job training by supervisors to equip their staff for policy work. Against the background of rapid change, however, on-the-job training is becoming less and less adequate as a means to acquaint staff, particularly senior staff, with all the management techniques and legislative requirements that they need to know if they are to be effective. Hence there is a growing recognition within the APS of the need for more formal management/administrative training.

22. The task of coordinating staff development activities for a

department is usually performed by its staff development unit. In addition to providing a focus for the department's operational or specialist training, some staff development units also provide general administrative training in such areas as:

- communication skills;
- induction;
- management and supervision; and
- interviewing techniques.

23. Other functions of departmental staff development units include:

the coordination of departmental nominations for attendance at Service-wide development programs offered by the Public Service Board;

the nomination of departmental officers to attend courses and programs offered by other departments, external institutions and consultants;

administration of the 12-month induction program for graduate staff recruited as Assistant Research Officers;

managing a departmental staff rotation scheme;

administering application within the department of the Service-wide Studies Assistance Scheme;

preparing training materials; and

where relevant, administering a departmental staff appraisal scheme.

24. Particularly during the period of heavy restraint on APS staffing and funding which commenced in early 1976, many departments have tended to give low priority to management/administrative training and to look particularly to Public Service Board Service-wide courses or to external courses to meet the management development needs of their staff. There are, however, signs that this trend is being reversed.

25. A significant obstacle to the effective performance of the

training and development function within departments has been the relatively low status and priority often accorded to the function. Again, there are signs that this is changing. For example, a Training and Development Branch under the leadership of a Senior Executive Officer was provided in the Department of Social Security during 1983. Also the status of the head of the training and development function in the Department of Health was recently elevated from that of a Class 8 to a Class 11 clerical administrative officer.

PRIORITIES AND PROGRAMS:

A. SERVICE-WIDE

26. During the period from January 1983, Service-wide training and development priorities have focussed on 3 principal goals. These are:

- to upgrade management training for senior APS managers, particularly members of the Senior Executive Service;

- to upgrade the delivery of general administrative, supervisory and management training to staff other than those in the Senior Executive Service; and

- to achieve other training objectives consistent with the Government's Policy Paper of December 1983, 'Reforming the Australian Public Service' and with the Public Service Reform Act enacted in July 1984.

Management Training for Senior Managers

27. As indicated in para 5 above, both the JCPA and RCA reports (of October 1982 and January 1983 respectively) recommended action to upgrade the development of senior APS managers in the interests of efficiency of the Service. Both reports emphasised the need for greater mobility of officers as between jobs, occupations, departments and regions as a means to enhance their flexibility, range of experience and development as potential senior officers. The RCA report, in particular, also recommended the upgrading of formal management training for members of the Senior Executive Service.

28. In its 1982-83 Annual Report the Board indicated its agreement with the broad thrust of the JCPA and RCA reports and announced the

introduction of several new formal management development programs for senior officers. These included:

the Senior Executive Management Program (SEMP). This program provides a coordinated development program for newentrants to the Senior Executive Service. Elements of this program include an introductory workshop, a two week residential management course and individual one to two day modules on financial management, information technology, and so on. Other elements include a group management project and individualised career counselling. To date over 100 officers (4 intakes) have participated inthe program.

Senior Executive Fellowships (SEF). This program offers up to 50 fellowships annually to selected members of the Senior Executive Service to undertake up to 3 months of 'state of the art' visits overseas on an approved study program. To date 19 Fellowships have been awarded under the program.

Senior Executive Conferences (SEC). This program involves an upgrading of an earlier program titled Second Division Seminars. This program provides Senior Executive Officers with the opportunity to meet with their peers in one or two day guided discussions on issues of practical management importance. So far six Conferences, involving a total of 162 Senior Executive Officers, have been held under this program.

29. In addition to these formal management training programs, increased mobility for Senior Executive Officers will be a feature of practices for the management of the Senior Executive Service under the provisions of the Public Service Reform Act 1984. Under this Act (relevant provisions of which were proclaimed on 1 October 1984), promotions to Senior Executive Service positions will be made by the Board on the recommendations of Secretaries. In addition, the Board, in consultationwith the departmental Secretaries and the individuals concerned, will have the power to transfer Senior Executive Staff between departments:

in the interests of the Service; and

in the interest of the development of the officers concerned.

A Senior Executive Staffing Unit has been established within the Board's Office for the purpose of managing the Board's role in the recruitment, selection, promotion or transfer, assessment and development of Senior Executive Officers.

Programs for All Other Staff:

Administrative, Supervisory and Management Training

30. The JCPA and RCA reports, the Government's Policy Paper 'Reforming the Australian Public Service' and the Public Service Reform legislation have each emphasised the need to upgrade management development for senior officers. The following paragraph of the Government's Policy Paper, however, indicates the need for efforts to be made to improve development opportunities for APS staff generally:

There will be increased emphasis on the Public Service Board's general responsibility to provide mobility programs, training courses and educational opportunities to improve management skills in the Service. (para 3.4.2).

31. The Public Service Board shares the view that there is a need to upgrade development opportunities for staff generally. The resources available to the Board during 1984-85 for staff development purposes, do not however, permit this objective to be pursued as vigorously as the Board might wish. Notwithstanding this the Board has undertaken the following relevant initiatives over the last 12 months:

liberalisation of the Studies Assistance Guidelines (under this program, staff receive various forms of encouragement, including time off to attend lectures, to encourage them to undertake further education, primarily at tertiary educational institutions). Currently over 8000 staff are participating in this program;

introduction within several of the Board's regional offices of pilot mobility programs (intended to facilitate inter-departmental movement of staff for developmental purposes within the states in question);

Introduction within most of the Board's regional offices of management development programs for senior and middle level managers within the regions concerned. These programs have been introduced at the initiative of the Board but with the involvement and cooperation of departmental regional directors through coordinating committees established in the states in question. To date, several of these programs have included residential management courses for mid to senior level managers;

introduction of a training program for departmental central office training managers in Canberra. This program has taken the form of a series of workshops to train participants in relevant management and professional training practices. A number of the Board's regional offices also conduct training programs for departmental training officers;

introduction of a regular (6 monthly) series of conferences for training managers in Canberra. This program, coordinated by the Board, seeks to provide an inter-departmental forum for the exchange of views on training and development issues of Service-wide significance. (Topics to date have included the role of the APS staff development officer in contemporary circumstances and implications for the staff development function of the APS Reform legislation);

establishment of an inter-departmental working group, under the chairmanship of the Board's Office, with the task of advising the Board on the training and development needs of APS staff development officers in contemporary circumstances.

32. Increasing staff organisation interest in staff development has also been reflected in an initiative by the staff side of the APS Joint Council to establish a Joint Council Sub-committee to report on the continuing education needs of APS professional staff. The Sub-committee will report to the Council in November 1984. (Joint Council is a staff/management joint consultative body established under the Public Service Act in 1945 to advise the Public Service Board on APS

conditions of service.)

Reform Legislation: Training and Development Activities

33. The Government's Public Service Reform Act 1984 has provided a watershed in management practice within the APS. Specifically, it imposes markedly changed personnel management obligations upon both the Board and departments in a number of areas, including management of senior officers, establishments, classification, human resource budgeting, personnel policy and practice, equal employment opportunity, and industrial democracy. Significant Service-wide training efforts will be required to acquaint staff with their new responsibilities under the legislation. The Act also provides the Board with new powers (eg. to request personnel management reports from departments which should facilitate Service-wide improvements in personnel practice and thus in on-the-job development of staff.

PRIORITIES AND PROGRAMS:

B. DEPARTMENTAL

34. Departments, or at least some of them, appear to be increasingly recognising the importance of training and development activities to departmental effectiveness. As indicated earlier, this has been reflected in a variety of ways including:

- increases in departmental training establishments and in the classifications of training managers;

- establishment of better management systems for control by senior management of training activities and for relating such activities more closely to departmental objectives (eg. by the establishment of senior level departmental staff development committees); and

- increased attention by departments to the introduction of their own development programs (including course work and job rotations) for mid to senior level managers.

It would, however, be fair to say that from a Service-wide point of view much remains to be done.

35. Some key problems faced by departments in the delivery of staff development services to their staff members include:

determination of priorities within the context of scarce resources. Not only are there heavy demands for and management training, but the requirements of administrative operational training and for induction, supervision law and of the Public Service Reform legislation also place heavy obligations upon departmental training staff to develop and introduce new practices relevant to staff selection, appraisal, equal employment opportunity and industrial democracy;

the need to upgrade the training of staff within the training and development function and to attract more staff into the function of the appropriate quality;

the need to bring the staff development function under tighter management control, to relate efforts much more closely to departmental objectives, to avoid duplication of effort (eg by the necessity for training staff to 're-invent the wheel' in respect of the design of supervision and management courses), and to upgrade the quality of training provided, by for example, relating management course curricula more closely to the practical requirements for effective management within a Public Service environment; and

shortage of travel funds to provide, in particular, for adequate training for regional staff or staff in remote areas.

TRAINING MATERIALS

36. Departments produce a wide range of training materials for their staff members. While much of the material produced is used for technical training some is of a more general nature (eg. material on the role and functions of a department is frequently used for staff induction purposes). Materials produced include manuals and guidelines, films, video-cassettes, slide-sound sequences, self-learning kits and computer-assisted instruction packages.

37. For its part, the Public Service Board is currently developing and reviewing materials on the following topics: personnel management, supervision, Australian Government administration, staff development, on-the-job training, staff counselling, financial management and administration, industrial democracy, equal employment opportunity and industrial relations.

MANAGEMENT AND ORGANISATION OF STAFF DEVELOPMENT

38. As indicated earlier, responsibility for staff development and training within the APS is shared between the Board and departments. Within this framework, while departments have a very high degree of autonomy to decide how they might best meet their staff development needs, the Board seeks to exercise a role of leadership, assistance and coordination, with a view to facilitating the most effective Service-wide use of available staff development resources.

A. Public Service Board

39. Within the Board's Office the staff development function is managed and organised as follows. Responsibility for coordination of the staff development function within the Board's Office as a whole currently lies with Staff Development Branch. This Branch:

- arranges Service-wide programs such as the Executive Development and Personnel Management Schemes;

- exercises a liaison/coordination role with respect to departments; and

- administers the Australian Public Service Training and Development Program (APSTD). This program, discussed in more detail under 'Resources', represents a single line appropriation which is devoted by the Board to funding the total staff development activities undertaken by its Office. Funds from this program are allocated each year by the Board to be used by Staff Development Branch in the conduct of its programs, by the Board's regional offices for their training activities and by each of the Board's other policy divisions and branches in the conduct of particular training programs for which they have a responsibility. For example, the Board's Management Improvement Division has responsibility for the conduct of personnel operations training throughout Australia and draws on allocation

from APSTD for this purpose. Similarly, the Equal Employment Opportunity Bureau undertakes its Service-wide training programs with the aid of funds from APSTD.

40. Staff Development Branch is managed by an Assistant Commissioner who is a Level 2 officer in the Senior Executive Service. The Branch is one of four branches of the Board's Personnel Management Division. The Branch has 43 staff and is organised into four sections each lead by a Director (a Class 11 officer in the clerical administrative area of the Service). The four sections are titled 'Development Programs', 'Training Programs', 'Continuing Education' and 'Interchange' Sections.

41. Recently, a fifth section of the Branch, Senior Executive Programs Section, was transferred from the Branch to form the nucleus of a new Branch, titled Senior Staff Development Branch. This Branch has the task of delivering all of the Board's development programs for officers of the Senior Executive Service (eg. The Senior Executive Management Program). When fully staffed this Branch will have 11 staff. Organisationally, Senior Staff Development Branch is located in the newly created Senior Executive Staffing Unit (see para 29). This Branch is also managed by a Level 2 Senior Executive Officer.

42. In addition to the 43 staff of Staff Development Branch and the 11 of Senior Staff Development Branch the equivalent of about another 6 staff of other Divisions of the Board's Central Office are engaged full-time in staff development activities. Another 20 staff development staff work in the Board's regional offices.

43. Coordination of the Board's staff development activities is maintained by means of the Board taking decisions with respect to individual programs, through the annual process of allocating and monitoring of funds expended under APSTD, and through an annual conference of the Board's staff development officers held in Canberra.

B. Departments

44. Management and organisation of the staff development function varies greatly between departments, depending on their role, size, types of staff, and degree of priority given to the function by departmental management. In only one department, Social Security, is a department's staff development function coordinated by a Branch led by

a Senior Executive Officer. In another, Defence, the function represents part of the responsibilities of two branches. In some departments the function is headed by a Section Head at the Class 10 or 11 level. In others staff development is handled within a sub-section headed by a more lowly classified officer. Usually, at the Central Office level, the function is located within a Management Services Branch.

45. In some of the smaller policy departments virtually all of the staff development resources may be concentrated within the department's Canberra central office. This is because the departments concerned may have too few staff in at least the smaller regions to warrant the allocation of training staff in those regions. In these circumstances the department will tend to depend heavily upon access to the training resources and opportunities offered by the regional office of the Public Service Board in that region and/or by local educational institutions.

46. Where departments have a large presence in a state capital or regional centre, they will usually have some local training capacity. In organisations such as Social Security and the Taxation Office, the training establishments in the major capitals may be quite large.

47. Coordination by individual departments of their training activities Australia-wide also varies greatly between departments. The Department of Social Security, for example, is developing a tightly coordinated national training program. On the other hand, Deputy Commissioners of Taxation in each state have a high degree of autonomy, within broad policy guidelines, over the manner in which they use the staff development resources of the Taxation Office in that state.

48. Examples of the training establishments and budgets of several departments are provided in Attachment 3.

RESOURCES

49. Recent estimates made by the Board's Office suggest that there is in the order of 1300 staff employed Service-wide in the APS 'staff development industry', at a cost of about \$150m (including salaries). More precise figures are not available as many departments do not identify separately their expenditure and other resources devoted to the staff development function.

50. For its part the Board will spend \$1.682m on the hire of consultants, training venues, travel, training materials etc under its Australian Public Service Training and Development Program (APSTD) in 1984-85. This amount represents a very significant increase on the figure of just over \$1/2m devoted to this program as recently as 1982/83. Details of how expenditure under APSTD has varied in both actual and real terms is provided in Attachment 4. In general, if actual expenditure under the Program in 1971/72 represents a base of 100, expenditure in real terms had fallen to 85 by 1982-83. Expenditure has, however, since risen rapidly in real terms to the equivalent of almost 163 in 1984-85.

51. Despite the increased allocation of funds to the function in recent years, I would not like to suggest that the APS has overcome the training backlog of the past or is meeting all of the needs of the future. There remains a great deal to be done and there is, of course, fierce competition for resources from the Commonwealth Budget. In this context the Board is particularly eager to foster initiatives that will result in greater effectiveness and economy in the use of staff development resources. Relevant initiatives include:

- encouragement to departments to upgrade the quality of management of their staff development resources;

- measures to upgrade the training and quality of staff development staff;

- the fostering of cooperation between departments, and between departments and Board, in the sharing of staff development resources;

- the fostering of relevant cooperation between State and Commonwealth Public Service Boards and departments;

- increased liaison with educational institutions to encourage them to tailor their programs more closely to public sector requirements; and

- greater use of the 'user pays' principle in respect of Service-wide training programs.

Brief comments on each of these follow.

Management of Staff Development Resources

52. Reference was made earlier to reviews of the training and development function within the Departments of Health and Aboriginal Affairs. The Board is presently considering the possibility of a major review of the staff development function throughout the Service. It is envisaged that such a review would be concerned with, amongst other things, ways to ensure that training and staff development activities are related as closely as possible to departmental objectives and that the effectiveness of existing programs is increased (eg by defining more clearly the role and functions of departmental staff development units, improving the training and quality of staff development staff, and so on).

Training and Quality of Staff Development Staff

53. Within the APS the staff development function has historically been an area of low priority. Classifications are relatively low, staff turnover has been high, standards of training of newer training staff have not been adequate. Consequently, morale within the function has tended to be low. Apart from other measures directed towards enhancing the priority and status of the function there is an urgent need for specialised training programs for staff development staff to upgrade both their professional knowledge and their management skills. Apart from some recent initiatives taken by the Board (see para 31) there are currently insufficient resources available to the Board to do this. It is essential therefore to continue to look to educational institutions and consultants to assist with the training of staff development officers.

Cooperation between Departments

54. Recently the Board has sought to foster a greater degree of corporate identity and cooperation between departments with respect to the staff development function. For example, a Secretaries Advisory Committee has been established to advise the Board on matters concerning management of the Senior Executive Service, including staff development for Senior Executive Officers.

55. In addition, as mentioned in para 31, committees of departmental regional directors have been established in most states to identify staff development needs for Public Service managers in those states and

to develop and implement programs to meet those needs. While the committees are serviced by the Board's regional offices they have been successful in reinforcing cooperative attitudes among departmental regional directors and a willingness to share resources in the interest of introducing new management development programs that could not have been introduced by the Board or individual departments acting alone.

Cooperation Between the Australian and State Public Service Boards

56. There are several areas where there has been practical cooperation between the Australian and State Public Service Boards with respect to staff development. For example, each year the Australian Board offers five places at its residential management course for participants in its Executive Development Scheme to officers of a State Public Service. (These latter officers are invited from the State in which the residential course is being held.) The Northern Territory Public Service Board also offers places on its senior management courses to APS officers located in Darwin. Moreover, the APS Interchange Scheme provides an avenue for exchange of staff in the interests of development. There is undoubtedly scope for greater cooperation between Public Service Boards with respect to offers of course places, to exchanges of officers and of training materials.

Liaison with Educational Institutions

57. The APS already relies heavily on educational institutions to provide continuing education and management training for large numbers of its staff. For example, some 8,000 APS staff are currently studying for award courses at Australian universities, CAE's and TAFE's under the Board's Studies Assistance Program. In addition, departments send significant numbers of staff to short (non-award) courses conducted by these institutions or by consultants. Also, the Board sends 24 mid-to-senior level managers to senior management courses at Australia's premier residential management colleges. The Board is currently looking at ways in which the Service might make even more use of the development opportunities offered by educational institutions. A major problem is that educational institutions (and consultants) often tend to have little knowledge of the special characteristics of management in the APS and many courses offered by them tend to lack relevance to the management needs of the Service. The Board is seeking to reduce this problem through closer liaison with the educational institutions.

'User Pays Principle'

58. In response to the JCPA and RCA reports, the Board recognised during 1983 the need to introduce new programs for the development of senior managers. Adequate funds were not available for this purpose from APSTD. Consequently, two new management development programs introduced by the Board in the latter half of 1983, the Senior Executive Management Program and the Senior Executive Fellowship Program, were introduced on a 'user pays' basis. That is, departments were obliged to cover costs incurred by their officers participating in these programs. This initiative has sometimes caused difficulties for smaller departments with limited staff development budgets in sponsoring the participation of their officers in such programs. By and large, however, the experiment has proved successful. It is becoming increasingly clear that sufficient funds will not be available to the Board to itself conduct all of those Service-wide programs that it considers to be desirable. Hence the Board is increasingly looking to marshal sufficient funds through the 'user pays principle' to finance such programs. Apart from permitting the introduction of central programs that would not otherwise be possible, the principle introduces a market test to the staff development function. This itself can facilitate a more efficient allocation of resources devoted to the function.

FUTURE ISSUES AND DIRECTIONS

60. Most issues of direction and/or future concern have already been touched on in this paper. In conclusion, brief mention is made of the following:

the Australian Public Service requires very considerable investment in training and development to maintain and/or improve existing levels of skill, morale and performance in response to continuing pressures for rapid change and increased productivity;

in a period commencing from say the late 1970s the Service-wide level of investment in staff development in the APS lagged very considerably behind rapidly increasing needs with predictable results;

in the last few years new initiatives and increased

levelsof investment have gone some way to redress the imbalance between needs and training and development activities.

There is, however, a long way to go;

apart from the issue of the appropriate level of resourcesto be devoted to the training and development function, there is considerable scope for better management and use of existing resources;

in particular, there is scope for much clearer definition of the objectives and functions of staff development units throughout the Service and for ensuring that resources under their control are more tightly managed and related more closely to departmental needs and objectives;

there is a need for the training of staff development staff to be significantly upgraded and for training establishments and classifications to be reviewed;

above all there is a need to upgrade the image and status of the function and to attract into it a greater share of the best quality staff available;

resources available to the APS staff development function are likely to remain very scarce. Therefore every opportunity should be taken to make the best use of existing resources for the training of public servants, (eg through better management of departmental resources, by sharing of resources between departments and the PublicService Board, and between the Commonwealth and State Boards, and through more extensive use of the services of educational institutions and private consultants).

TRAINING STATISTICS

Courses, conducted by the Public Service Board, Central Office: July 1983
- June 1984

Course title	Number of Courses	Number of officers attending			Total Training Days
		Men	Women	Total	
<u>Management</u>					
ADP Methodologies	2	17	3	20	4
Computer Awareness	54	548	35	583	55.5
Executive Development Scheme (a)	3	86	25	111	50
Future Directions of Information Technologies	12	246	13	259	24
Senior Executive Conferences	7	179	8	187	11
Senior Executive Management Program	4	62	9	71	35
Senior Management Occasional Seminars	3	436	52	488	2.5
Sub-total	85	1574	145	1719	182
<u>Management Skills and Techniques</u>					
Establishment Officer	1	1	1	2	5
Intake Planning Seminars	5	55	45	100	5
Management Improvement	3	37	12	49	15
Personnel Development Manager's Workshops	5	48	37	85	8
Personnel Management Scheme (b)	4	55	42	97	64
Personnel Operations Program	9	76	78	154	4.5
Sub-total	27	272	215	487	101.5
<u>New Entrant.</u>					
Assistant Research Officer (c)	12	215	180	395	22
<u>Equal Employment Opportunity</u>					
Aboriginal	6	54	98	152	6
General	7	121	143	264	11.5
Women	22	-	730	730	31.5
Sub-total	35	175	971	1146	49

<u>Finance</u>					
Authorising/Certifying Officer	3	30	30	60	11
<u>Industrial Democracy</u>					
Industrial Democracy Information					
Seminars	2	35	5	40	1
Introduction to Industrial Democracy	7	168	46	214	4
Trainers' Workshop on Industrial Democracy	1	20	10	30	1
Sub-total	10	223	61	284	6
<u>Industrial Relations</u>					
Industrial Relations Training					
Course	1	17	8	25	5
<u>Personnel Policies and Practices</u>					
Alcohol and Other Drugs Misuse	1	17	-	17	1
Discipline Counselling	1	15	1	16	1
Discipline Seminars					
- Chief Officer	12	106	1	107	6
- Authorising Officers	15	180	29	209	15
Healthy Lifestyle	1	10	7	17	1
Personnel Policy Contact Officer					
Seminars	2	46	32	78	1
Supervisor's and Probation Package	1	9	4	13	1
Sub-total	33	383	74	457	26
<u>Internal Audit</u>					
ADP Audit Training					
Audit Trainers' Workshops	5	33	5	38	4
Basic Audit Training	7	102	19	121	26.5
Sub-total	46	611	101	712	142.5

Course title	Number of Courses	Number of officers attending			Total Training Days
		Men	Women	Total	
<u>Other</u>					
Audio Visual Production	1	1	7	8	3
CS01 Selection Workshop	2	17	18	35	1
Freedom of Information Seminars (d)	5	109	35	144	5
Media Awareness	1	4	4	8	2
Office Automation Seminar	1	50	1	51	3
Personnel Development Opportunities					
Seminars	17	349	108	457	6.5
Recruitment Advertising	1	8	14	22	1
Study Assistance Seminars	10	131	129	260	4.5
Woomen and Staff Development Seminars	17	-	1135	1135	8.5
Sub-total	55	669	1451	2120	34.5
TOTAL	307	4169	3236	7405	579.5

- (a) The Executive Development Scheme is a one year program comprising 10 weeks formal coursework and three work placements of varying duration. The eighth intake commenced in February 1983 and the ninth intake in February 1984.
- (b) The Personnel Management Scheme is a one year program comprising nine weeks formal coursework and three 14 week work assignments. The sixth intake finished in September 1983, the seventh in June 1984. The eighth intake commenced March 1984 and the ninth in June 1984.
- (c) The Assistant Research Officer program is spread over a calendar year and comprises short course on Government, Public Administration and public Service issues.
- (d) Training activities on the Freedom of Information legislation were run in co-operation with the Attorney-General's Department.

Coursed conducted by Regional Offices of the Public Service Board:
July 1983 - June 1984

Course title	Number of Courses	Number of officers attending			Total Training Days
		Men	Women	Total	
Aboriginal Officer	17	139	185	324	52
Administrative Law	3	77	6	83	3.5
ADP	3	21	23	44	8.5
Assistant Research Officer	5	14	43	57	4
Assertiveness	2	4	35	39	2
Authorising/Certifying Officer	5	50	36	86	15
Career Planning	2	-	63	63	1
Clerical	28	299	142	441	74
Compensation	1	17	11	28	1
Equal Employment Opportunity	67	438	1271	1709	38.5
Establishment Officer	2	23	14	37	12
Induction	1	8	7	15	1
Industrial Democracy	2	66	15	81	0.8
Internal Audit	1	8	4	12	4
Interviewing/Selection Techniques	12	100	47	147	46
Management Development	72	977	214	1191	174.5
NESA	20	109	122	231	36
Personnel Development/ Training Officer	36	328	196	524	58.5
Personnel Management Manual- Information	8	195	95	290	4.5
Personnel Operations Program	72	614	799	1413	53.5
Personnel Policy	8	132	26	158	5
Personnel Practices	24	251	98	349	45
Promotion Appeal	3	48	24	72	2.5
Public Contact	5	25	37	62	7
Recruitment	12	70	95	165	2.5
Reform Legislation	2	17	15	32	1
Retirement	15	725	349	1074	19
Senior Management Development	5	157	11	168	2
Staff Clerk	40	279	261	540	39.5
Staff Mobility	2	13	2	15	1
Steno-Secretary	1	-	13	13	2
Statistical Reproting	1	36	18	54	0.5

Stress Management	1	17	3	20	2
Superannuation	4	28	55	83	3.5
Supervision	19	140	104	244	57.5
TOTAL	501	5425	4439	9864	780.3

RATIOS OF STAFF DEVELOPMENT STAFF TO TOTAL STAFF AND STAFF
DEVELOPMENT BUDGETS : SELECTED DEPARTMENTS

<u>Organisation</u>	<u>Total Staff Numbers</u>	<u>Training/Staff Development Staff</u>	<u>Ratio Training Staff per Staff member</u>	<u>Training/Staff Development Budget</u>
Attorney- General's	2964	18(b)	1/165	\$130 000
Australian Bureau of Statistics	3445	46(d)	1/75	\$390 000
Industry and Commerce	5332	85(e)(f)	1/63	UNAVAILABLE
Social Security	15827	447	1/35	\$4.3 million
Veterans' Affairs	11875	43(e)	1/276	\$2000,000.00
Health	4779	13(g)	1/368	UNAVAILABLE

- (a) Full-time and part-time staff
Source: PSB Annual Report 1982-83
- (b) includes 5 ADP training staff
- (c) excludes 'substantial' amount for ADP training
- (d) includes 15 ADP training staff
- (e) estimate
- (f) includes 3 ADP training staff
- (g) includes 4.5 ADP training staff

Source: Department of Health, Review of Staff Training and Development
Needs, Draft Report, February 1984, p.13

Attachment 4

AUSTRALIAN PUBLIC SERVICE TRAINING AND DEVELOPMENT PROGRAM
EXPENDITURE IN ACTUAL AND REAL TERMS (a)

YEAR	EXPENDITURE		CPI (d)	EXPENDITURE IN REAL TERMS BASED ON 1971-72	
	(b)	(c)		\$	%
1971/72	223107		100	223107	100.0
1972/73	223270		107	208664	93.5
1973/74	317907		113	281334	126.1
1974/75	259512		128	202744	90.9
1975/76	329179		149	220926	99.0
1976/77	376530		168	224125	100.5
1977/78 (e)	481362		183	263039	117.9
1978/79	502356		198	253715	113.7
1979/80	490565		218	225030	100.9
1980/81 (f)	556557		238	233847	104.8
1981/82	579040		252	221008	99.1
1982/83	555635		292	190286	85.3
1983/84 (i)	810261		312	259699	116.4
1984/85 (g) (j)	1246526		343	363418	162.8

- (a) Compiled from Staff Development records of expenditure against vote items appropriate to APSTD activities.
- (b) Excludes expenditure by Regional Offices.
- (c) Excludes travel and overtime costs.
- (d) CPI increases have been applied to the base year and each subsequent year on a retrospective basis to express expenditure in 1971/72 terms. CPI increase have been taken from ABS Publications.
- (e) EDS introduced.
- (f) PMS introduced.
- (g) Based on estimated expenditure and estimated CPI of 10%.

- (h) The figures for 1971/72 through to 1978/79 have been compiled from an amalgamation of vote items of which only some parts were for APSTD purposes and they are therefore not as accurate as the figures for the most recent years.
- (i) Introduction of the Senior Executive Management Program, increased emphasis on RMCs, Trainer Training, Supervision Training and EEO.
- (j) Introduction of the Administrative Trainee Scheme, increased emphasis on PD within the Board's Regional Offices. Increased awareness of Service-wide Equal Employment Opportunity issues.