

# Public administration and safety

...covers central government administration, state government administration, local government administration, justice systems, government representation, defence and public order, safety and regulatory services.

This suite of Industry Snapshots complements *Future Focus*, the 2013 National Workforce Development Strategy. These snapshots provide additional information and analysis on each industry to assist stakeholders in planning for the future of their industry or sector. It should be noted that the longer term data contained in this publication is based on AWP's four scenarios for Australia to 2025 and is not intended to be compared to other data sources or projections.

## Key points

- ▶ The public administration and safety industry employs approximately 710,900 people, accounting for around 6 per cent of the total Australian workforce.
- ▶ 37 per cent of the workforce is employed in large enterprises (i.e. those that employ 200 workers or more), with 34 per cent in medium-sized enterprises (i.e. those that employ between 20 and 199 workers).<sup>1</sup>
- ▶ 43 per cent of employment in public administration and safety occurs in regional and remote areas, compared to the all-industry average of 37 per cent.<sup>2</sup>
- ▶ Only 17 per cent of the public administration and safety workforce is employed part-time, compared to 30 per cent for all industries.
- ▶ Nearly half (47 per cent) of workers are female.
- ▶ The public administration and safety sector has an older age profile with 45 per cent of the workforce aged 45 years or above compared to 38 per cent for all industries.
- ▶ Less than one third (29 per cent) workers do not hold post-school qualifications, with 36 per cent having completed a Bachelor degree or higher.
- ▶ A detailed employment profile for public administration and safety (including information on its workforce, industry and occupational characteristics) can be found at [www.skillsinfo.gov.au](http://www.skillsinfo.gov.au).

## Industry outlook

The public administration and safety sector provides essential public services and governance within the community. In terms of industry value added, the public administration and safety industry contributed \$70.1b (5.1 per cent) to the Australian economy in 2011–12.<sup>3</sup>

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<sup>1</sup> Business size data refers only to private enterprises and excludes employment in the public sector.

<sup>2</sup> Regional and remote areas are defined as those outside state capital cities.

<sup>3</sup> 'Industry value added' is the measure of the contribution by industry to gross domestic product (GDP) at basic prices. ABS (2012) *Australian System of National Accounts* (Cat. no. 5204.0).

## Short-term growth

The public administration and safety sector has grown by 12.3 per cent over the past five years, exceeding employment growth for all industries, at 7.4 per cent. Much of this growth has occurred within the Public Order, Safety and Regulatory Services subsector, which increased by 42,500 workers (27.3 per cent) during this period.

**Table 1 Current and past employment in public administration and safety**

Industry	Current employment		Past growth: five years	
	'000	% of total	'000	%
<b>Public Administration and Safety</b>	<b>710.9</b>	<b>6.1</b>	<b>78.0</b>	<b>12.3</b>
Public Administration	483.7	4.3	34.4	7.7
Defence	29.5	0.3	2.6	9.8
Public Order, Safety and Regulatory Services	198.4	1.8	42.5	27.3
<b>All industries</b>	<b>11,588.7</b>	<b>100.0</b>	<b>798.1</b>	<b>7.4</b>

Note: Data for industry subsectors may not sum to the industry total because data for each subsector have been separately seasonally adjusted and trended and at the higher levels include 'not further defined' categories. Source: ABS (2013) *Labour Force Australia*, February, cat. no. 6291.0.55.003 (DEEWR trend).

## Long-term growth

Australia needs to position itself in a world where work is changing rapidly. Technological innovation, globalisation, the Asian century and new patterns of work are impacting on the demand for skills and the speed of change is making it hard to predict and plan for the future.

To deal with this uncertainty, AWPA has adopted a scenario planning approach to help us overcome these limitations in making projections about the future. Scenarios are alternative visions of potential futures, and provide a means to make decisions that take account of uncertainty.

AWPA developed four possible, plausible scenarios for Australia to 2025.

- ▶ In the **Long Boom** scenario, the high demand for resources traded with China and other countries continues. Industries challenged by the high terms of trade undertake structural adjustment. This results in a scenario of sustained prosperity and a restructured economy.
- ▶ In **Smart Recovery**, the challenges facing Europe and the United States affect financial markets. This means low growth for Australia to 2014–15. Growth then improves and Australia benefits from industry and government strategies to implement a knowledge economy.
- ▶ In **Terms of Trade Shock**, resource prices fall mainly due to increased supply from other countries, the Australian dollar falls and we move to a broader-based economy.
- ▶ **Ring of Fire** is a risky world with multiple economic and environmental shocks resulting in ongoing lower growth.

Economic modelling against each of these four scenarios was undertaken by Deloitte Access Economics (DAE) to determine the skills demand for the economy into the future.<sup>4</sup>

Employment growth per annum in public administration and safety is expected to be below the all industry average between 2011 and 2025 across all scenarios. However growth is forecast to be uneven across industry subsectors. Employment in Defence is expected to grow very strongly in the years to 2018, and continue to grow at an above-average rate to 2025. By contrast, employment growth in the Public Order, Safety and Regulatory Services is expected to be very low in the years to 2018, and marginally higher (but still below average) across all four scenarios to 2025.

**Table 2 Average annual industry employment growth in four scenarios, 2011–18 and 2011–25 (% per annum)**

Industry	Long Boom		Smart Recovery		Terms of Trade Shock		Ring of Fire	
	2018	2025	2018	2025	2018	2025	2018	2025
<b>Public Administration and Safety</b>	<b>1.7</b>	<b>1.4</b>	<b>1.5</b>	<b>1.3</b>	<b>2.0</b>	<b>1.5</b>	<b>1.0</b>	<b>0.6</b>
Public Administration	1.7	1.4	1.5	1.3	2.1	1.4	1.1	0.6
Defence	5.6	3.5	5.5	3.4	6.0	3.6	5.0	2.7
Public Order, Safety and Regulatory Services	0.8	1.2	0.6	1.1	1.1	1.2	0.1	0.4
<b>All industries</b>	<b>2.1</b>	<b>2.0</b>	<b>1.5</b>	<b>1.5</b>	<b>1.7</b>	<b>1.6</b>	<b>0.8</b>	<b>0.7</b>

Source: Deloitte Access Economics (2012) *Economic modelling of skills demand and supply*, Scenario output—detailed employment results.

## Occupation outlook

### Key occupations

The top ten public administration and safety occupations comprise less than half (39.4 per cent) of total employment within the industry, indicating that it is a broad-based sector which encompasses a large number of different job roles. The largest occupations are Police (7.6 per cent); General Clerks (6.9 per cent); and Security Officers and Guards (5.4 per cent).

<sup>4</sup> A description of the scenarios and the Deloitte Access Economics modeling of employment in each, with state and territory breakdowns, is available at the AWPA website [www.awpa.gov.au](http://www.awpa.gov.au).

**Table 3 Top ten public administration and safety occupations**

Occupation	People employed	Industry employment
	'000	% of total
4413 Police	53.6	7.6
5311 General Clerks	49.1	6.9
4422 Security Officers and Guards	38.3	5.4
5111 Contract, Program and Project Administrators	27.8	3.9
5995 Inspectors and Regulatory Officers	25.6	3.6
2244 Intelligence and Policy Analysts	18.9	2.7
5412 Inquiry Clerks	18.3	2.6
8999 Other Miscellaneous Labourers	17.0	2.4
4412 Fire and Emergency Workers	15.2	2.1
1324 Policy and Planning Managers	14.7	2.1
<b>Total public administration and safety</b>	<b>707.5</b>	<b>39.4</b>

Source: ABS (2013) *Labour Force Australia*, detailed quarterly report, 2012 average of four quarters, cat. no. 6291.0.55.003.

### Short-term growth

Table 4 shows current employment and past growth for the occupations that feature prominently within the industry. **Note that the figures refer to the expected number of people in these occupations across all industries, not just in the public administration and safety sector.**

Over the past five years, employment of Intelligence and Policy Analysts has more than doubled, while Fire and Emergency Workers; Police; and General Clerks have increased their numbers by more than 50 per cent. Conversely, employment of Policy and Planning Managers; and Security Officers and Guards has decreased over the same period.

**Table 4 Current and past employment in key occupations**

Occupation	Current employment (all industries)		Past growth: five years	
	'000	% of total	'000	%
4413 Police	71.5	0.6	25.7	56.1
5311 General Clerks	204.1	1.8	70.0	52.2
4422 Security Officers and Guards	48.7	0.4	-0.7	-1.4
5111 Contract, Program and Project Administrators	120.1	1.1	38.8	47.8
5995 Inspectors and Regulatory Officers	35.8	0.3	6.1	20.7
2244 Intelligence and Policy Analysts	25.9	0.2	13.0	101.1
5412 Inquiry Clerks	69.6	0.6	7.8	12.7
8999 Other Miscellaneous Labourers	55.9	0.5	0.2	0.4
4412 Fire and Emergency Workers	18.2	0.2	6.6	56.3
1324 Policy and Planning Managers	20.4	0.2	-3.4	-14.3
<b>All employed</b>	<b>11,588.7</b>	<b>100.0</b>	<b>798.1</b>	<b>7.4</b>

Source: ABS (2013) *Labour Force Australia*, February, cat. no. 6291.0.55.003 (DEEWR trend).

## Long-term growth and job openings

Table 5 indicates the long-term net job growth per annum expected in these occupation groups, according to Deloitte Access Economics' economic modelling of the scenarios.

Average annual growth is mixed across the occupations, with Intelligence and Policy Analysts expected to experience very high growth across all scenarios to 2025 (and even stronger growth to 2018), while employment among Inquiry Clerks; Police; and Fire and Emergency Workers is forecast to be below average.

The decline in employment experienced by Policy and Planning Managers over the past five years (as shown in Table 4) is predicted to undergo a reversal, growing at above the average rate for all occupations in the years to 2018 and 2025 across all scenarios.

**Table 5 Average annual occupation growth in four scenarios, 2011–18 and 2011–25 (%pa)**

Industry	Long Boom		Smart Recovery		Terms of Trade Shock		Ring of Fire	
	2018	2025	2018	2025	2018	2025	2018	2025
4413 Police	1.4	1.5	1.2	1.4	1.9	1.6	0.6	0.5
5311 General Clerks	4.0	3.1	3.2	2.6	3.5	2.6	2.3	1.6
4422 Security Officers and Guards	2.0	1.9	1.7	1.7	2.2	1.9	1.2	1.0
5111 Contract, Program and Project Administrators	3.4	2.8	2.7	2.3	3.1	2.4	2.0	1.5
5995 Inspectors and Regulatory Officers	3.6	1.8	3.2	1.6	3.6	1.7	2.6	0.8
2244 Intelligence and Policy Analysts	6.8	4.8	6.3	4.5	6.8	4.7	5.8	3.9
5412 Inquiry Clerks	0.8	1.2	0.3	0.8	0.6	0.9	-0.3	0.1
8999 Other Miscellaneous Labourers	3.8	2.7	3.3	2.3	3.3	2.3	2.8	1.8
4412 Fire and Emergency Workers	-0.1	1.1	-0.3	0.9	0.2	1.1	-0.9	0.1
1324 Policy and Planning Managers	2.9	2.6	2.6	2.3	2.9	2.4	2.1	1.7
<b>All occupations</b>	<b>2.1</b>	<b>2.0</b>	<b>1.5</b>	<b>1.5</b>	<b>1.7</b>	<b>1.6</b>	<b>0.8</b>	<b>0.7</b>

Source: Deloitte Access Economics (2012) *Economic modelling of skills demand and supply*, Scenario output—detailed employment results.

As noted, the data in Table 5 concerns employment growth in an industry. The number of total **job openings** which includes both employment growth and **the replacement resulting from individuals leaving the occupation net of those re-entering** can also be estimated. This replacement requirement is particularly significant in industries where there are high numbers of people retiring or leaving the occupation.

Table 6 shows the average annual job openings projected in key public administration and safety occupations to 2025.

As Table 6 illustrates, the highest proportion of job openings across all four scenarios to 2025 is forecast for Intelligence and Policy Analysts, followed by Policy and Planning Managers; and General Clerks. Other Miscellaneous Labourers are forecast to have job opening rates above the average for all occupations in the Ring of Fire and Smart Recovery worlds, but slightly below average rates under Long Boom and Terms of Trade Shock.

**Table 6 Average annual job openings per annum, 2011 to 2025, in four scenarios**

Occupation		Long Boom		Smart Recovery		Terms of Trade Shock		Ring of Fire	
		('000)	%	('000)	%	('000)	%	('000)	%
4413	Police	2.3	3.8	2.2	3.6	2.4	3.8	1.7	2.8
5311	General Clerks	10.6	4.7	9.2	4.2	9.4	4.2	6.7	3.2
4422	Security Officers and Guards	2.6	3.7	2.4	3.4	2.5	3.6	2.0	2.7
5111	Contract, Program and Project Administrators	4.8	4.3	4.1	3.8	4.3	3.9	3.1	3.0
5995	Inspectors and Regulatory Officers	1.4	3.8	1.3	3.5	1.4	3.6	1.2	2.8
2244	Intelligence and Policy Analysts	1.6	6.1	1.5	5.8	1.6	6.0	1.3	5.2
5412	Inquiry Clerks	3.2	3.6	2.9	3.2	2.9	3.3	2.3	2.5
8999	Other Miscellaneous Labourers	3.2	4.3	2.9	4.0	2.8	3.9	2.4	3.5
4412	Fire and Emergency Workers	1.1	3.3	1.0	3.1	1.1	3.3	0.9	2.3
1324	Policy and Planning Managers	1.7	4.9	1.6	4.7	1.6	4.8	1.4	4.1
<b>All occupations</b>		<b>576.4</b>	<b>4.4</b>	<b>500.9</b>	<b>3.9</b>	<b>513.3</b>	<b>4.0</b>	<b>391.4</b>	<b>3.1</b>

Source: Deloitte Access Economics (2012) *Economic modelling of skills demand and supply*, Scenario output—detailed employment results. Net replacement demand by AWP (2013).

Table 7 shows the number and proportion of job openings that are driven by new growth and replacement, respectively. The majority of job openings for Police; Inspectors and Regulatory Officers; and Inquiry Clerks are driven by replacement demand rather than new growth under all four scenarios. High replacement demand may reflect the age profile of these occupations or other workforce dynamics such as the rate of job turnover. In the low-growth Ring of Fire world, the majority of jobs in key occupations are expected to be driven by replacement. In comparison, job openings for Intelligence and Policy Analysts are driven primarily by growth (that is, new jobs) rather than replacement requirements across all four scenarios.

**Table 7 Total job openings (growth and net replacement) in four scenarios, 2011 to 2025**

### 7.1 Long Boom

Occupation		Total growth (persons)		Net replacement estimates (persons)		Total job openings (persons)	
		('000)	%	('000)	%	('000)	%
4413	Police	15.4	44.4	19.4	55.6	34.8	100.0
5311	General Clerks	102.0	64.1	57.1	35.9	159.0	100.0
4422	Security Officers and Guards	23.0	59.2	15.8	40.8	38.8	100.0
5111	Contract, Program and Project Administrators	44.1	61.8	27.2	38.2	71.4	100.0
5995	Inspectors and Regulatory Officers	9.4	44.4	11.8	55.6	21.2	100.0
2244	Intelligence and Policy Analysts	18.4	75.4	6.0	24.6	24.4	100.0
5412	Inquiry Clerks	21.4	44.4	26.7	55.6	48.1	100.0
8999	Other Miscellaneous Labourers	27.9	58.6	19.7	41.4	47.6	100.0
4412	Fire and Emergency Workers	10.3	63.0	6.0	37.0	16.4	100.0
1324	Policy and Planning Managers	13.9	54.8	11.5	45.2	25.4	100.0
<b>All occupations</b>		<b>3,889.7</b>	<b>45.0</b>	<b>4,755.6</b>	<b>55.0</b>	<b>8,645.3</b>	<b>100.0</b>

## 7.2 Smart Recovery

Occupation	Total growth (persons)		Net replacement estimates (persons)		Total job openings (persons)	
	('000)	%	('000)	%	('000)	%
4413 Police	14.2	42.6	19.1	57.4	33.3	100.0
5311 General Clerks	83.0	60.4	54.3	39.6	137.3	100.0
4422 Security Officers and Guards	21.1	57.6	15.5	42.4	36.7	100.0
5111 Contract, Program and Project Administrators	36.0	58.0	26.1	42.0	62.1	100.0
5995 Inspectors and Regulatory Officers	8.2	41.4	11.5	58.6	19.7	100.0
2244 Intelligence and Policy Analysts	17.0	74.3	5.9	25.7	22.8	100.0
5412 Inquiry Clerks	17.1	39.8	25.8	60.2	42.9	100.0
8999 Other Miscellaneous Labourers	23.9	55.6	19.1	44.4	43.0	100.0
4412 Fire and Emergency Workers	9.7	62.1	5.9	37.9	15.7	100.0
1324 Policy and Planning Managers	12.6	53.0	11.2	47.0	23.8	100.0
<b>All occupations</b>	<b>2,953.2</b>	<b>39.3</b>	<b>4,559.6</b>	<b>60.7</b>	<b>7,512.9</b>	<b>100.0</b>

## 7.3 Terms of Trade Shock

Occupation	Total growth (persons)		Net replacement estimates (persons)		Total job openings (persons)	
	('000)	%	('000)	%	('000)	%
4413 Police	15.8	44.5	19.7	55.5	35.5	100.0
5311 General Clerks	85.4	60.7	55.2	39.3	140.7	100.0
4422 Security Officers and Guards	22.3	58.4	15.9	41.6	38.2	100.0
5111 Contract, Program and Project Administrators	37.7	58.7	26.6	41.3	64.3	100.0
5995 Inspectors and Regulatory Officers	9.2	43.8	11.8	56.2	20.9	100.0
2244 Intelligence and Policy Analysts	17.7	74.8	6.0	25.2	23.7	100.0
5412 Inquiry Clerks	17.9	40.6	26.2	59.4	44.0	100.0
8999 Other Miscellaneous Labourers	23.5	55.1	19.1	44.9	42.6	100.0
4412 Fire and Emergency Workers	10.2	62.6	6.1	37.4	16.4	100.0
1324 Policy and Planning Managers	13.1	53.5	11.4	46.5	24.5	100.0
<b>All occupations</b>	<b>3,080.4</b>	<b>40.0</b>	<b>4,619.3</b>	<b>60.0</b>	<b>7,699.6</b>	<b>100.0</b>

## 7.4 Ring of Fire

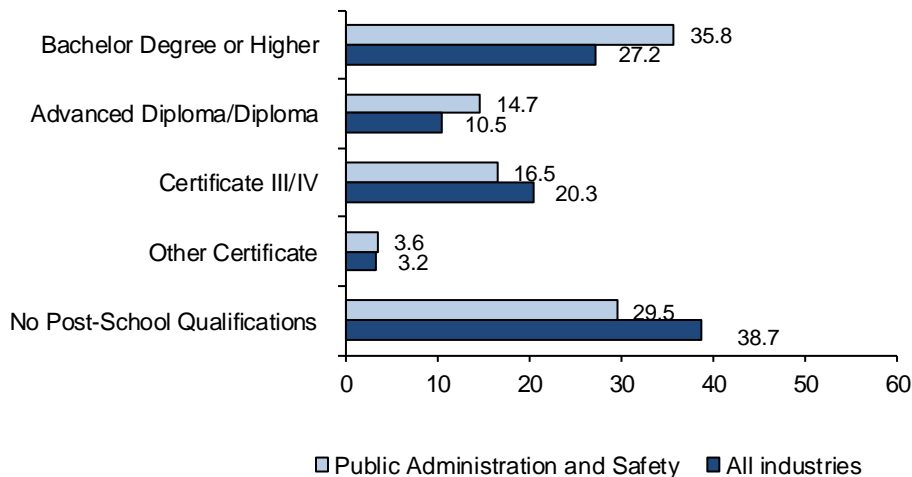
Occupation	Total growth (persons)		Net replacement estimates (persons)		Total job openings (persons)	
	('000)	%	('000)	%	('000)	%
4413 Police	7.1	28.2	18.2	71.8	25.3	100.0
5311 General Clerks	49.3	49.2	50.9	50.8	100.2	100.0
4422 Security Officers and Guards	14.5	49.3	14.9	50.7	29.3	100.0
5111 Contract, Program and Project Administrators	21.5	46.5	24.7	53.5	46.2	100.0
5995 Inspectors and Regulatory Officers	7.2	39.6	11.1	60.4	18.3	100.0
2244 Intelligence and Policy Analysts	13.9	71.2	5.6	28.8	19.5	100.0
5412 Inquiry Clerks	9.8	28.4	24.7	71.6	34.5	100.0
8999 Other Miscellaneous Labourers	18.0	49.4	18.4	50.6	36.4	100.0
4412 Fire and Emergency Workers	7.6	57.3	5.7	42.7	13.3	100.0
1324 Policy and Planning Managers	9.7	47.4	10.8	52.6	20.5	100.0
<b>All occupations</b>	<b>1,532.9</b>	<b>26.1</b>	<b>4,338.5</b>	<b>73.9</b>	<b>5,871.4</b>	<b>100.0</b>

Source: Deloitte Access Economics (2012) *Economic modelling of skills demand and supply*, Scenario output—detailed employment results. Net replacement demand by AWPA (2013).

### Education and training profile

More than one third of workers in the public administration and safety industry have attained a Bachelor degree or higher qualification, with a further 14.7 per cent holding a Diploma or Advanced Diploma.

**Figure 1 Education profile of the public administration and safety workforce (%)**



Note: Excludes 'Level of education not stated' from total.

Source: DEEWR (2012) *Australian Jobs 2012* (ABS 2011 Census data).



Figure 2 illustrates how demand for qualifications is expected to change over time. It shows the current education profile for each respective occupation: across all industries and within the public administration and safety industry. It also shows projected levels of educational attainment to 2025 by each occupation group depending on which of the four scenarios eventuates.

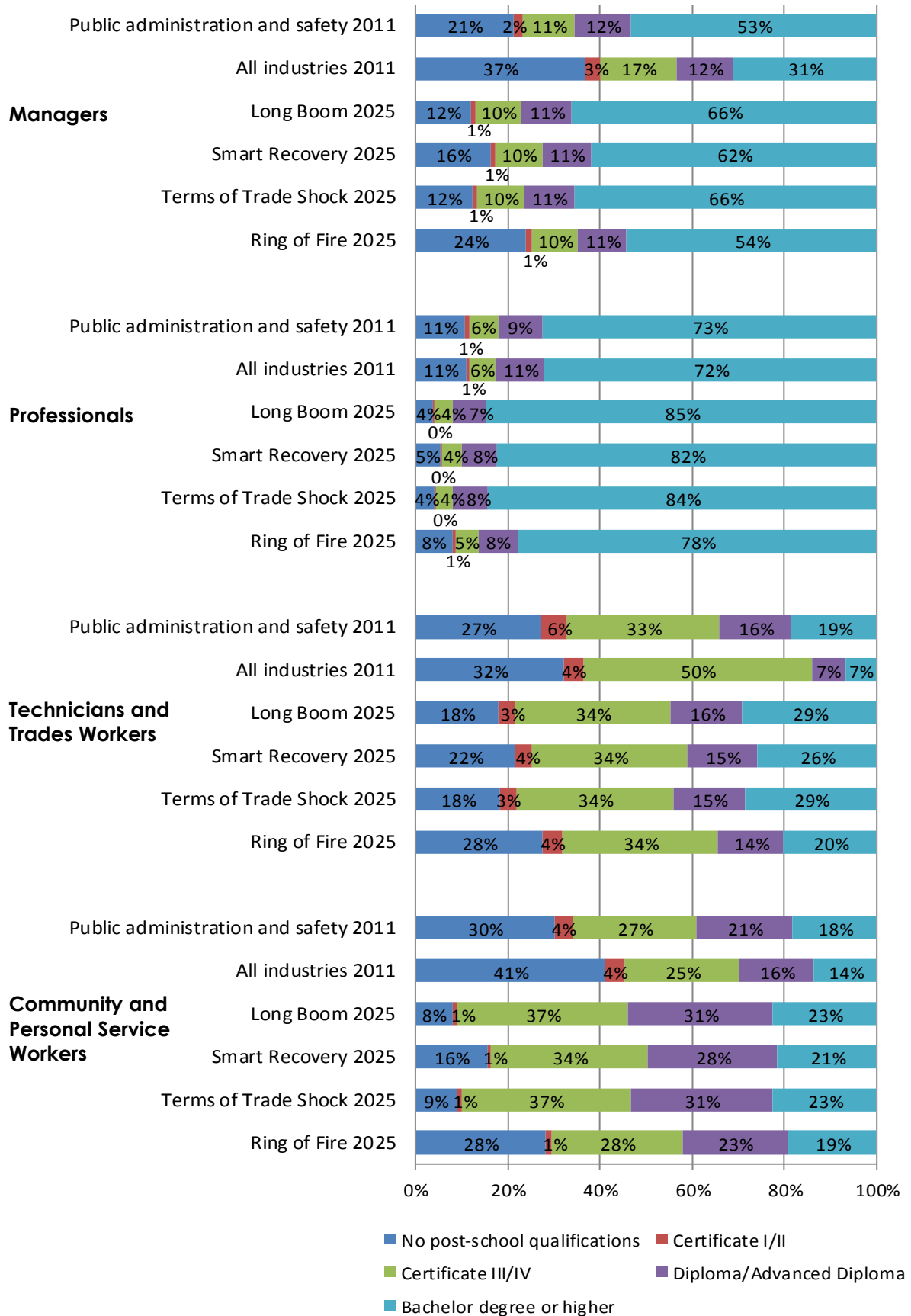
As Figure 2 shows, the managerial and professional occupations overwhelmingly hold a Bachelor degree or higher qualification, and this level of educational attainment is expected to increase irrespective of which scenario eventuates in the years to 2025.

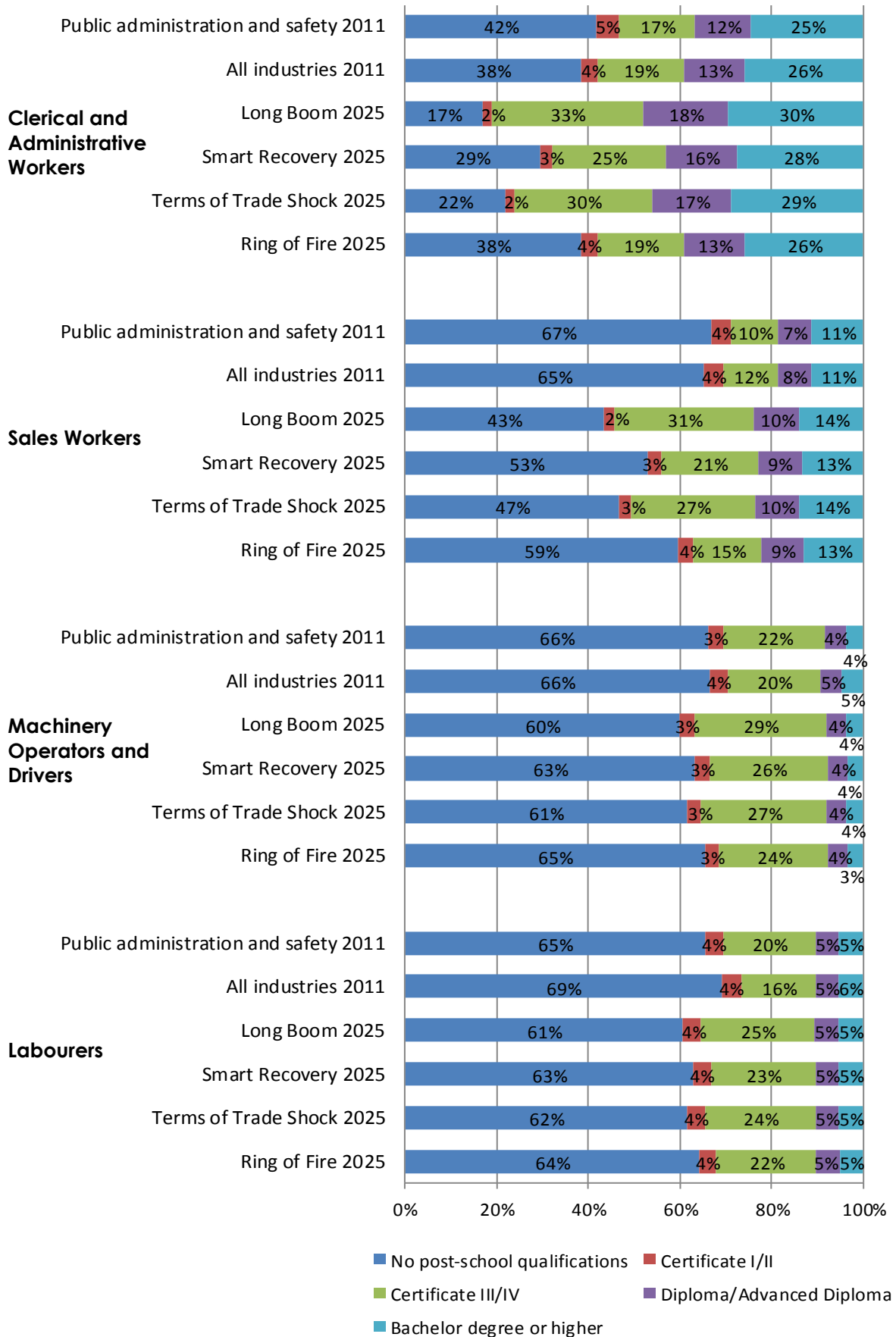
The proportion of Community and Personal Service Workers who do not hold post-school qualifications is expected to decrease markedly in the years to 2025 under the three higher growth scenarios, with the increase in qualification holding forecast to be split evenly across the Certificate III/IV, Diploma/Advanced Diploma, and higher qualification levels.

Clerical and Administrative Workers within the public administration and safety sector are also expected to upskill over time, with the proportion without post-school qualifications expected to halve under the Long Boom and Terms of Trade Shock scenarios to 2025.

The trend towards upskilling is expected to be modest for Sales Workers, while Machinery Operators and Drivers and Labours are forecast to show only small increases in qualification holding in future.

**Figure 2 Educational attainment in the public administration and safety industry by occupation, 2011 and projections to 2025 (%)**





Source: ABS (2012) *Survey of Education and Work 2012*, cat. no. 6227.0; and DAE (2012) Unpublished data.

## Specialised occupations

In *Future Focus*, the 2013 National Workforce Development Strategy, AWPA has proposed that national planning for skills and industry workforce development should focus on **specialised occupations**. Specialised occupations are defined as those 'where specialised skills, learned in formal education and training, are needed at entry level and where the impact of market failure is potentially significant for the economy and/or the community.'

Specialised occupations demonstrate these characteristics:

- ▶ long lead time—skills are highly specialised and require extended learning and preparation time over several years;
- ▶ high use—skills are deployed for the uses intended (i.e. good occupational 'fit');
- ▶ high risk—the disruption caused by the skills being in short supply is great, resulting either in bottlenecks in supply chains or imposing significant economic or community costs because an organisation cannot operate; and
- ▶ high information—the quality of information about the occupation is adequate to the task of assessing future demand and evaluating the first three criteria.

Monitoring skills supply, especially for specialised occupations, will remain a critical element in meeting our workforce needs.

Specialised occupations associated with the public administration and safety industry include:

**Health and Welfare Services Managers**

**Psychologists**

**Social Workers**

**Fire and Emergency Workers**

**Police**

Many other 'specialised occupations' have potential cross-over with the public administration and safety sector, such as those included under health care and social assistance; or among professional, scientific and technical services. These occupations are listed under the respective industry snapshots for each related industry.

More detailed information about specialised occupations is available in *Future Focus, 2013 National Workforce Development Strategy* at <http://www.awpa.gov.au>.

## Example workforce development initiatives

Investment in workforce development has been shown to maximise people's capabilities, lift productivity and increase workforce participation. Employee satisfaction levels and engagement also increase when enterprises make better use of their employees' skills.<sup>5</sup> Current workforce development initiatives in public administration and safety include the following examples:

- ▶ **Get Smart Get Skilled** is a GSA project in which Workforce Development Advisors offer the following three free audits: A skills audit focused on providing upskilling solutions for targeted work groups; a workforce development audit considering; upskilling, recruitment, retention and workforce planning strategies; and a sector stream audit that assists in a better understanding of a functional group across a number of organisations. For further information, see [www.governmentskills.com.au/get\\_smart/get\\_smart.php](http://www.governmentskills.com.au/get_smart/get_smart.php).
- ▶ The **Careergov.com.au** website is managed by GSA. It is an on-line directory of careers in Government and Community Safety featuring careers in the Correctional Services, Water, Local Government, Public Sector and Public Safety industries. The site offers job profiles, career videos, career pathway charts, region specific career news and links to industries featured on the site. It enables visitors to make informed choices. For further information, see [www.careergov.com.au](http://www.careergov.com.au).

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<sup>5</sup> Skills Australia (2012) *Better use of skills, better outcomes: A research report on skills utilisation in Australia*.