Letter of transmittal

Hon Mark McGowan MLA
PREMIER

In accordance with Section 144 of the Equal Opportunity Act 1984 I hereby submit my annual report for the year ending 30 June 2018, for your information and presentation to the Parliament of Western Australia.

Kristabel Rosario
Acting Director of Equal Opportunity in Public Employment

20 September 2018

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Director's message

As the Acting Director of Equal Opportunity in Public Employment, I am pleased to present my annual report to the Parliament of Western Australia, public authorities and the Western Australian community.

I commenced my term as Acting Director in March 2018 and I wish to recognise the contribution of former Director, Ms Rebecca Harris.

The promotion of equal opportunity in public employment reinforces the Government's commitment to reflecting diversity in the community and recognising the value of individual differences. This year’s report outlines the activities of my office in the preceding year and highlights progress in outcomes for diversity groups in public authorities.

The year has been a period of much change for the public sector with the most significant workforce reform programs in recent memory.

This has impacted the public sector workforce, with almost three times more permanent public sector employees separating from the public sector than commencing work in it since those changes took effect on 1 July 2017.

For local governments, public universities and government trading enterprises the challenges of managing through times of change have also been observed.

Diversity in the public sector has become a fundamental focus of recent reform programs, with public authorities seeking a workforce that better reflects the diversity of the communities they serve.

For leaders and people managers across the sectors this presents enormous opportunity to foster diverse talent and to attract, recruit and develop the best person for the role—regardless of race, gender, age, ability or sexual orientation.
Introduction

Breaking down barriers

Since March, I have spent my time facilitating improved public employment outcomes for people who identify as diverse. I have also heard many stories about the barriers that have long existed—and continue to exist—directly from the perspective of people from diverse backgrounds, their advocates and our industry stakeholders.

The barriers faced in trying to gain and retain employment, and to feel included in the workplace, are structural, process-based and cultural. They include:

- real or perceived unconscious bias and discriminatory attitudes and behaviours by managers and colleagues towards people who identify as diverse
- lack of flexibility in work practices, job design or workplace design, for example to accommodate reasonable adjustments for people with disability, or phased retirement or part time initiatives to retain mature workers
- recognising overseas skills and qualifications for refugee or migrant workers, and the lack of English language proficiency for people from non-English speaking backgrounds
- lack of information about, and assistance with, training opportunities and transport, that others take for granted.

Looking back over 34 years since the Equal Opportunity Act 1984 (EO Act) was introduced and the work of Directors over that time—the public employment workforce has changed dramatically. We generally have a much more mature approach to managing equal opportunity and promoting diversity and inclusion in our workplaces, yet the barriers still remain for people from diverse groups to gain and retain employment.

Reducing these barriers and enabling these groups to fully and authentically participate in public employment is challenging, but not unachievable. It requires senior leaders and people managers to pursue inclusive cultures which are representative of the communities we serve.

It requires sustained effort over a long period working on: organisational cultural settings; modifying governance processes to remove bias and discrimination; and investing in individual, team and leadership capability on how to manage and take advantage of a diverse workforce.

Pulling the levers to promote equity

Progress on achieving positive outcomes in public employment and inclusive workplaces can be slow. There are however, mechanisms the Director, in conjunction with the Public Sector Commissioner, can use to further progress this agenda. It has become apparent through my interactions with the public sector there is a need for clarity around the intersection of ‘measures intended to achieve equality’ in the EO Act and the public sector employment framework.

In late June, the Public Sector Commissioner Circular 2018-02: Measures to achieve equality in human resource management and an accompanying Employing for diversity resource were released. The Circular articulates the relationship between the legislation and the employment framework, and empowers authorities to use the measures to afford ‘specific’ equal employment opportunities to people who identify as diverse in public sector recruitment and employment decisions.
A common misconception is that the principles of merit and equity in the employment framework do not accord with using the measures to address past injustices for people from diverse groups or progressing diversity targets. What the new Circular and supporting material specifically aims to do is clarify that—within the parameters of documented equal employment opportunity and workforce policies—people identifying as diverse can be selected over others providing they meet the minimum skills, knowledge and abilities to do the job and their appointment advances the authority’s stated diversity and inclusion outcomes.

It is anticipated that the advice will give authorities confidence to employ people who identify as diverse and provide a strong platform for positive diversity outcomes.

**Education and awareness is key**

Education and awareness about: how to reduce barriers; what skills and knowledge people who identify as diverse bring; and what creating a truly inclusive culture can do for productivity and employee engagement—are critical in getting traction on positive outcomes.

The business case for diversity and inclusion is well understood. However, we need to consider more contemporary human resource practices and approaches, and plan for how to employ, manage and maximise a diverse workforce.

**Looking ahead to improved outcomes**

I urge senior leaders and people managers to consider how diversity and inclusion can be considered in every business decision making process. Small, incremental changes at the local level all contribute to our collective goal of having sectors that are truly representative of the Western Australian community we all serve.

I conclude by thanking public authorities for their commitment to improving workforce diversity and their contribution to the information in this report.

I look forward to continuing to engage with public authorities and other stakeholders to improve the representation and distribution of diversity groups in public employment.
Role of the Director of Equal Opportunity in Public Employment

The Director of Equal Opportunity in Public Employment (DEOPE) is an independent statutory officer appointed by the Governor to perform the functions defined in Part IX of the EO Act. The Public Sector Commission (the Commission) is the accountable authority under the Financial Management Act 2006 and provides the DEOPE with staff, accommodation, corporate services and administrative support.

While the current DEOPE is an employee of the Commission, the role remains legislatively and jurisdictionally independent.

The DEOPE’s jurisdiction extends to all public authorities1 including public sector agencies and non-public sector authorities (local governments, public universities and other authorities, including government trading enterprises [GTEs], Police Force and electorate offices).

A list of public sector agencies and non-public sector authorities reporting to the DEOPE is provided in Appendix A.

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1 The term ‘authority’ is defined by Section 138 of the EO Act and the ‘public authority’ is defined by the Section 139(3) of the EO Act. The term ‘public sector’ is defined by Section 3 of the Public Sector Management Act 1994.
Equal employment opportunity management plans

Under Part IX of the EO Act public authorities are required to prepare, implement and provide the DEOPE with an equal employment opportunity (EEO) management plan. This management plan may be a stand-alone plan or an integrated workforce and diversity plan.

For a range of reasons employees identifying as diverse may experience inequitable access to public employment. The preparation and implementation of EEO management plans by public authorities under Section 145(1) of the EO Act provides a mechanism to address this. As required by the EO Act, plans must include:

- a process for developing EEO policies and programs by which the objects of Part IX of the EO Act are to be achieved
- strategies to communicate EEO policies and programs
- strategies to evaluate EEO policies and programs
- methods for the collection and recording of workforce diversity data
- a process to review personnel practices to identify possible discriminatory practices
- goals or targets to determine the success of the EEO management plan
- a process to review and amend the EEO management plan
- the delegation of implementation, monitoring and review responsibilities.

Copies of EEO plans, and any amendments, are provided to the DEOPE in accordance with Section 145(6) of the EO Act.

Advice and assistance

The DEOPE continues to consult with authorities to provide advice and assistance on the development and implementation of EEO management plans.

During this reporting period, 13 authorities submitted plans which required review and were subsequently amended. The DEOPE also worked closely with regional councils to assist them in developing their inaugural EEO management plans.

Assistance was also provided to public sector agencies that had undergone reform or Machinery of Government changes on how best to integrate the EEO management plans of a number of former entities.

Authorities’ survey data suggests ‘Disability access and inclusion plans’ and ‘Reconciliation action plans’ tend to be authorities’ key diversity and inclusion governance documents. These documents are important in the suite of diversity and inclusion policies. However, authorities’ foundation governance tool for workforce diversity should be the EEO management plan or integrated workforce and diversity plan, as required under the EO Act. The DEOPE always recommends that EEO management or integrated workforce and diversity plans are most effective when they are dynamic documents that are reviewed, monitored and reported on.
Equal employment opportunity data collection

Measuring diversity

The Equal employment opportunity (EEO) survey is conducted annually for local governments, universities and GTEs. This survey provides one of the primary data sets that directly informs the DEOPE’s functions. In 2018, the survey was revised to better capture information on barriers to achieving diversity targets and setting priorities for the coming year. The 2018 EEO survey is reflected in the relevant sections of the Public sector entity survey (PSES) to enable comparisons across sectors.

Authorities completing the 2018 EEO survey were provided with two options to submit their workforce data: through the Commission’s survey platform (as in previous years) or via a spreadsheet. The spreadsheet method called for authorities to provide a de-identified excerpt from their HR system. This was seen to be a more effective method of submitting workforce information for smaller authorities. Forty seven per cent of authorities chose to submit via the spreadsheet method.

The change in collection methodology resulted in more accurate recording of workforce information and facilitated comparability. Next year the DEOPE will require all authorities reporting under the EEO survey to complete via the spreadsheet method.

Public sector entities (including the Police Force and electorate offices) also provide workforce data each quarter through the Human resource minimum obligatory information requirement (HRMOIR).

The data provided to the DEOPE through the EEO survey and HRMOIR, fulfils public authorities annual reporting requirements under Section 146 of the EO Act.

All workforce data presented in this report is current as at the end of March 2018.

Source: EEO survey and HRMOIR data (March 2018)
Reading the numbers

Employees provide their diversity status (e.g. age, gender, cultural background, disability) through on-boarding processes, or voluntary questionnaires that may be available to them throughout the year. People may also choose not to disclose their diversity status for many reasons.

When an employee chooses to provide their diversity status, it is known as a valid response, regardless of what the employee discloses. The total number of valid responses may be less than or equal to the total number of employees (headcount) in a public authority. An authority’s number of valid responses is usually less than its headcount due to employees choosing not to provide their diversity status, or not being provided with the opportunity to do so.

As employees enter and exit authorities, and choose to provide their diversity status year to year, the valid response rate for an authority fluctuates. Ideally, authorities would collect valid responses from all employees at the same time to maximise valid responses and accuracy.

This fluctuation presents some challenges in reading the representation rate data. A decrease in representation may mean more disclosures from a particular diversity group, while at the same time, more from the workforce in general. While it provides a general view of workforce diversity, a decreasing representation rate is often assumed to mean fewer employees from a particular diversity group, which may not be accurate.

All percentage figures quoted in this report have been rounded to one decimal place.

As an example, 12,241 local government employees or 50.3 per cent of the workforce provided diversity information to their authority during one year. In the following year, 16,929 or 69.3 per cent disclosed. This increase provides a more accurate picture of workforce diversity in the local government sector.

The increase in valid responses over the 12 months results in a lower representation rate for Aboriginal employees of 1.7 per cent, down from 2.1 per cent. This is despite an increase in disclosure from 18 Aboriginal employees (263 in one year compared with 281 the following).

2 Representation rate (expressed as a percentage) shows the number of valid responses for a diversity group as a proportion of total valid responses.
**Public sector**

140 799 employees in the public sector

### Groups

<table>
<thead>
<tr>
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<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
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### Employees across salary bands (%)

- **403 SES**
  - Class 1: 21.4%
  - Class 2: 11.9%
  - Class 3: 8.5%
  - Class 4: 11.3%
  - Class 5: 15.5%
  - Class 6: 6.2%
  - Class 7: 26%
  - Class 8: 2.6%
  - Class 9: 2.3%
  - Class C*: 2.5%

### Across WA

- **75.5% work in the Perth metro area**
- **24.1% work in regional WA**

### Gender

- **72.4% Female**
- **27.6% Male**
- **<0.1% Indeterminate/intersex/unspecified (X)**

### Employment type

- **71.1% Permanent**
- **16.9% Fixed term**
- **10.9% Casual**
- **1.1% Other**

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* Denotes Class 1 and above
Diversity snapshot | 2018

Local governments

24,545 employees in local governments

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<thead>
<tr>
<th>Groups</th>
<th>Representation (%)</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
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<tr>
<td>People from culturally and linguistically diverse (CaLD) backgrounds</td>
<td>17.2</td>
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<td>People 24 and under</td>
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<td>13.9</td>
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<td>49.4</td>
<td>45.0</td>
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<td>48.7</td>
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Diversity

- 1.2% with disability
- 2.2% Aboriginal Australians
- 13.6% from CaLD backgrounds

Age profile

- 12.1% 24 and under
- 39.2% 25-44 years
- 48.7% 45 and over

Work type

- 75.6% work indoors
- 24.4% work outdoors

Senior management

- 146 Tier 1 managers
- 501 Tier 2 managers
- 1,131 Tier 3 managers

Gender

- 54.1% Female
- 45.9% Male
- <0.1% Indeterminate/intersex/unspecified (X)

Employment type

- 64.7% Permanent
- 8.9% Fixed term
- 26.2% Casual
- 0.3% Other
### Diversity snapshot | 2018

**Public universities**

21,967 employees in public universities

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<th>Groups</th>
<th>Representation (%)</th>
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<td>2014</td>
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<tr>
<td>Aboriginal Australians</td>
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<td>People with disability</td>
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<tr>
<td><strong>Women in management</strong></td>
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<tr>
<td>Tier 1 (Academic and general)</td>
<td>25.0%</td>
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<td>Tier 2 (Academic and general)</td>
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<td>People from culturally and linguistically diverse (CaLD) backgrounds</td>
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<td>People 24 and under</td>
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<tr>
<td>People 45 and over</td>
<td>37.3%</td>
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**Diversity**

- 1.3% with disability
- 1.5% Aboriginal Australians
- 18.8% from CaLD backgrounds

**Age profile**

- 10.4% 24 and under
- 48.0% 25-44 years
- 41.7% 45 and over

**Work type**

- 53.3% are general staff
- 46.7% are academic staff

**Senior management**

- 4 Tier 1 managers
- 33 Tier 2 managers
- 206 Tier 3 managers

**Gender**

- 60.6% Female
- 39.3% Male
- <0.1% Indeterminate/intersex/unspecified (X)

**Employment type**

- 30.7% Permanent
- 18.3% Fixed term
- 49.3% Casual
- 1.8% Other
Diversity snapshot | 2018

Other authorities
16,048 employees in other authorities

<table>
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</tr>
<tr>
<td>People 45 and over</td>
<td>42.9</td>
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</table>

Work type
- 9013 Government trading enterprises
- 6775 Police Force
- 260 Parliamentary electorate offices

Senior management
- 16 Tier 1 managers
- 91 Tier 2 managers
- 422 Tier 3 managers

Gender
- 29.4% Female
- 70.6% Male
- 0.0% Indeterminate/intersex/unspecified (X)

Employment type
- 90.7% Permanent
- 6.7% Fixed term
- 2.6% Casual
- 0.0% Other

Age profile
- 4.2% 24 and under
- 52.1% 25-44 years
- 43.7% 45 and over

Diversity
- 1.4% with disability
- 2.1% Aboriginal Australians
- 12.0% from CaLD backgrounds
Breaking down barriers

Understanding the barriers
There are barriers to the employment, retention and inclusion of diverse employees that are common across all the sectors. Barriers are typically structural or habitual, process-based and cultural and lead to the under-representation of particular groups in the workforce.

This year’s EEO survey and PSES data suggests authorities face a number of barriers to setting and achieving diversity employment targets. Responses to this question were broad and often focused on general challenges around employment and inclusion. The responses reveal several ‘barriers’ unique to each sector and outline the challenges to be overcome.

Public sector context
The public sector’s extensive workforce reform program occurring over the past year has broadly affected the progress of the sector’s diversity and inclusion agenda. Wide-ranging change, including a significant reduction in the Senior Executive Service (SES) and the loss of around 2300 employees through the Voluntary Targeted Separation Scheme (VTSS) has impacted public sector agencies in their diversity and inclusion efforts.

Workforce data shows that employees who identify as diverse—particularly Aboriginal employees and people aged 24 years and under—were more likely to separate from their agency over the past year. It appears many young people who were employed on a fixed term basis did not have their contracts continued during the year.

Employees who identify as Aboriginal, those with a disability, those from culturally and linguistically diverse backgrounds, males and employees aged 45 and over were over-represented among employees who left the sector specifically through the VTSS.

Despite the significant focus on change and workforce reduction initiatives, large public sector agencies revealed through their PSES responses that they have continued to support diversity through commitments to specific graduate and traineeship programs, albeit perhaps less extensively than in previous years. Opportunities to bolster inclusive workplaces through the celebration of cultural days of significance and partnering with peak diversity and inclusion organisations were also reported. Efforts such as these are commendable and valuable in building workplace environments that are safe and welcoming for everyone.

Local government context
Local governments’ responses to the EEO survey show that barriers, particularly around the employment of diverse talent, are different for large metropolitan and regional local governments, and small regional and remote local governments.

Larger local governments generally face barriers similar to those reported by the public sector. For smaller local governments the barriers are far more challenging. Regional local governments, including but not limited to the Shires of Kent, Sandstone, Chittering, Jeramungup and Denmark reported:

- low, or no, staff turnover means they rarely advertise positions and when they do, positions may go unfilled due to a lack of applicants
- talent pools, particularly diverse talent pools, may be very limited or non-existent due to small town populations
in circumstances where only one application is received, that applicant is generally employed, even when it is apparent significant on-the-job training is required

- temporary or contract staff are often sourced from Perth to fill business-critical roles, often at a significantly higher cost than employing someone

- finding and/or providing appropriate accommodation in the local area makes employment for people from outside the local area less attractive.

Public university context

For public universities, the nature and context of their business and their large diversity and inclusion teams generally mean workforce diversity and inclusion efforts are more mature.

Curtin University indicated the sheer volume of its international student population, and corresponding 30 per cent representation of culturally and linguistically diverse employees, provides a lively environment where diversity is the norm and everyone feels included. Barriers to the employment and retention of women and people with disability among its workforce were however acknowledged and a targeted initiative around inclusive practice and capability development was being developed to address these particular barriers.

Government trading enterprise context

GTEs operate in both the corporate and public sector environments. The representation of women on corporate boards and the various initiatives to improve this representation have been well documented in recent years. Many GTEs’ EEO survey responses revealed a strong recognition of barriers and subsequent efforts to include more women and more diversity on their respective boards.

The ad hoc implementation of corporate plans and policies around diversity and inclusion was identified by Western Power in its survey response as a structural barrier to achieving its diversity employment targets. Plans are underway to address this issue through whole-of-organisation commitments and application of a consistent framework.

Horizon Power indicated in its survey response an organisational restructure, process streamlining and the introduction of new technologies has led to fewer entry level roles being available for recruitment. This has meant limited opportunities were available for refreshing the workforce and attracting diverse talent (particularly young people) stalling efforts to progress the diversity agenda. However a partnership has been formed with a leading industry group to develop an industry graduate and vacation student program to help overcome this barrier.

Breaking through

Inclusive workplace cultures

‘Employees who believe that management is concerned about them as a whole person — not just an employee — are more productive, more satisfied, more fulfilled. Satisfied employees mean satisfied customers, which leads to profitability.’

Anne M. Mulcahy, CEO of Xerox (Northpass, 2018).

There is a clear preference among employees to work in organisations that value and respect diversity. The findings of the Diversity Council Australia’s (DCA) Inclusion@work Index 2017-18 reveals that three out of four Australian workers support their organisation making efforts to ensure their workplace is diverse and inclusive (DCA, 2018).

The benefits for employers is clear, with results indicating those who work in inclusive teams are:

- nine times more likely to innovate
- ten times more likely to be highly effective
- five times more likely to provide excellent customer service (DCA, 2018).
When asked about strategies or initiatives implemented over the past year to create an inclusive workplace culture:

- 93% of all authorities said they had strong zero-tolerance for discrimination and harassment enforced through governance policies
- 61% of all authorities said they celebrated significant days in the workplace
- 55% of all authorities said they implemented cultural and/or diversity training
- 45% of all authorities said they had documented leadership commitment statements
- 43% of all authorities said they implemented unconscious bias training.

While these initiatives are positive, they are often now seen as the ‘minimum standard.’ Every authority should have moved beyond simply promoting an inclusive workplace, to a mature model of workforce and diversity planning that clearly demonstrates improved attraction, retention and inclusion outcomes.

Research conducted by Deloitte found that many organisations aspired to have inclusive cultures, but attributes overall very low levels of maturity to a default reliance on compliance-based, programmatic methods (Burke and Dillon, 2018). As is the case in Western Australian public authorities, it suggests current practices have been heavily weighted to events and training, but to see real change, cultures need to be completely reset, end goals redefined and behaviours reshaped (Burke and Dillon, 2018).

The majority (82 per cent) of public authorities report diversity and inclusion are covered in employee induction or orientation. Outlining how diversity and inclusion are viewed and managed within an organisation early in the employee life-cycle is a useful tool, particularly around mitigating discrimination. Beyond this, regular updates and reinforcement of these messages is required over time to keep inclusion at the top of employee’s minds. WA Police report all employees must complete mandatory Equal Opportunity and Bullying Awareness training upon commencement with the agency and every three years thereafter.

The importance of accurate diversity data in order to fully understand an authority’s workforce profile and build an inclusive workforce cannot be underestimated. Although voluntary, authorities should encourage employees to disclose their diversity status, through a diversity survey or questionnaire, on commencement of employment and at multiple additional points throughout the employee life-cycle. It may take some time working within an authority, and experiencing the culture, for an employee to feel comfortable to disclose.

North Metropolitan and East Metropolitan Health Services acknowledge in their survey responses getting a clearer understanding of their workforce profile through increased surveying activities will be a priority in the coming year. There is also strong acknowledgement that allowing people to disclose, and the activities and programs put in place to support diverse employees, builds a more inclusive culture.

**Bold leadership**

‘Good leadership requires you to surround yourself with people of diverse perspectives who can disagree with you without fear of retaliation.’

*Doris Kearns Goodwin, American biographer, historian and political commentator (Northpass, 2018).*

It is well-documented that senior leadership or executive sponsorship of the diversity and inclusion agenda is essential to driving positive outcomes.

Deloitte identifies six signature traits which distinguish highly inclusive leaders from their counterparts. It suggests these traits are interrelated and mutually reinforcing:
• Commitment: They are deeply committed to diversity and inclusion because it aligns with their personal values, and they believe in the business case for diversity and inclusion. They articulate their commitment authentically, bravely challenge the status quo, and take personal responsibility for change.

• Courage: They are humble about their own capabilities and invite contributions by others.

• Cognisance of bias: They are conscious of their own blind spots as well as flaws in the system, and work hard to ensure opportunities for others.

• Curiosity: They have an open mind-set; they are deeply curious about others, listen without judgment, and seek to understand.

• Culturally intelligent: They are attentive to others’ cultures and adapt as required.

• Collaboration: They empower others and create the conditions, such as team cohesion, for diversity of thinking to flourish (Burke and Dillon, 2018).

Only half of all public authorities report diversity and inclusion is monitored and reported on by the Corporate Executive, which is being driven by strong commitment from universities and GTEs. Strong leadership is essential and Corporate Executive level monitoring and reporting ensures a sense of accountability and connection to corporate strategy is maintained.

It appears the public sector and local governments have some way to go in realising true leadership and accountability in this space. There are however, pockets of good practice occurring. The Department of Mines, Industry Regulation and Safety has established an EEO and Diversity Corporate Executive sub-committee to promote practical EEO and diversity initiatives across the organisation. Central Regional TAFE is planning to introduce an anonymous HR email address that staff can use to raise any concerns or make suggestions in regard to EEO and discrimination. The promotion of this will raise further awareness of its training and policies and enable people to ‘call out’ any practices they believe do not live up to the expected standard.

Measures to achieve equality

Through various means, public sector agencies told the Acting DEOPE and the Commission that a lack of formal advice and clarity around how to use certain provisions in the EO Act in combination with the PSM Act was a barrier for selecting diversity in employment decisions.

Jointly progressed with the Acting DEOPE, the Acting Commissioner released a new policy – *Public Sector Commissioner’s Circular: 2018-02 Measures to achieve equality in human resource management* during the reporting year. The project was supported by the Equal Opportunity Commission. This policy, and additional guidance material, aim to clarify how to apply ‘measures to achieve equality’ in employment using provisions in the EO Act in conjunction with the PSM Act. While the Commissioner’s Instruction does not apply to public authorities outside the public sector, the guidance material provides advice on how to use the measures effectively while preserving merit and equity in the recruitment process.

The Acting DEOPE will follow the release of the policy with engagement activities to raise awareness, additional recruitment resources and more tailored support to agencies.
Diversity profile

Aboriginal Australians

While Aboriginal Australian employment targets in the private sector are seen as one way to address workplace underrepresentation, companies should avoid creating short term unsustainable jobs just to meet them. Key initiatives that have proven to deliver employment outcomes include allocating specific positions such as school-based trainees, mentoring schemes, flexible work practices and raising awareness of role diversity and career paths (Constable, J., 2009).

Public authorities continue to implement a number of strategies to eliminate employment barriers and to promote equal employment opportunities. During the reporting period only 38 per cent of all authorities reported having a particular focus on Aboriginal employees.

The initiatives most used by authorities to contribute towards the employment and inclusion of Aboriginal employees include:

- flexible work practices to assist with balancing work and cultural commitments (in place in 56 per cent of all authorities)
- culturally appropriate recruitment and selection practices (in place in almost half of all authorities)
- providing unconscious bias awareness raising and/or training (in place in 44 per cent of all authorities).

Representation of Aboriginal employees in senior roles in the public sector has been declining in recent years with only two Aboriginal leaders currently in the SES. Aboriginal leaders provide key role models and offer an important perspective in designing thoughtful strategies to further equal opportunities (Leitch and Enkil, 2017).

Workforce and survey data suggests significant work is still needed to advance the careers of Aboriginal employees through the talent pipeline and into leadership roles. Strategies for leadership, development and advancement opportunities were in place or being developed in only 56 per cent of all authorities during 2017/18. Advancing Aboriginal talent is a key pillar of the Commission’s Attract, appoint and advance: An employment strategy for Aboriginal employees.

Just over a quarter of all authorities report using the strategy to underpin their work with Aboriginal employees. Authorities should continue to focus on retention and progression initiatives to capitalise on the positive work in attracting and employing Aboriginal trainees.

One such retention strategy is mentoring and networking. Across all authorities, 39 per cent state they had mentoring programs or other formal support networks in place for Aboriginal employees.
Aboriginal Australians

2729 employees in the public sector identify as Aboriginal Australian ▲ 111 from 2017

Employees across salary bands (%)

Diversity

2.1% with disability
0.7% from CaLD backgrounds

Age profile

43 years median age

Gender

74.4% Female
25.6% Male
<0.1% Indeterminate/intersex/unspecified (X)

Across WA

43% work in the Perth metro area
57% work in regional WA

Employment type

71.1% Permanent
19.9% Fixed term
7.4% Casual
1.6% Other

Top five occupations

1. 682 Aboriginal and Torres Strait Islander education aides
2. 207 Aboriginal and Torres Strait Islander health workers
3. 156 General clerks
4. 145 Primary school teachers
5. 138 Workforce support workers

* Denotes Class 1 and above
Creating inclusive workplaces free from discrimination, including racism, is another retention strategy for Aboriginal employees. While 93 per cent of authorities say they have a strong, zero tolerance approach to discrimination and harassment, DCA’s Inclusion@work Index 2017-18 shows 38 per cent of Aboriginal and/or Torres Strait Islander Australians have personally experienced harassment and/or discrimination in the past 12 months – the highest rate of workplace discrimination and harassment of any demographic group (DCA, 2018).

One strategy authorities can use to improve this is to embed cultural awareness information in training materials and programs. Only 45 per cent of all authorities say they are currently doing this. Real or perceived discrimination must be addressed to ensure Aboriginal employees continue to be active and productive participants in authorities.

**Strategies at work**

Workforce data continues to show that Aboriginal employees remain highly concentrated at lower classification levels. Survey data confirms this trend, showing strong efforts are being made across all sectors to employ Aboriginal Australians through entry-level pathways like apprenticeships and traineeships. Some authorities report partnering with the corporate and not-for-profit sectors to help fund these programs. School-based traineeships also feature strongly as an employment pathway into entry-level positions with a number of authorities working directly with schools.

The distribution of Aboriginal employees is more even for outdoor workers in the local government sector and in university academia. Edith Cowan University noted in its survey that employing and retaining Aboriginal Australians in academic roles remains a challenge across all Western Australian universities.

A number of local governments, particularly in regional areas, also reported forming partnerships with local Aboriginal employment businesses to source applicants for vacancies and use existing Aboriginal job boards to advertise jobs.

The Office of the Inspector of Custodial Services reported it had set and achieved its targets around increasing representation of Aboriginal employees within its workforce. Targets were achieved given the critical operational requirement for working with prisons, given the representation of Aboriginal Australians in custody. It notes without appropriate Aboriginal representation in its workforce, prisoners will not talk to other members of the team, creating a significant barrier to the Office achieving good outcomes.

The Mental Health Commission reported its Elders in Residency Program was initiated to provide cultural guidance to the executive and all employees. This program assists the Commission to respond appropriately to cultural and social diversity, including for Aboriginal people and helps to build inclusion within the organisation. It also noted it plans to introduce a formal mentorship program, where its Aboriginal employees will feature, to help improve cultural understanding and competency.

Ombudsman Western Australia noted it will explore the possibility of creating an Aboriginal Assistant Ombudsman position within its workforce, further improving the Aboriginal senior leadership cohort in the sector.

**Breaking down barriers**

Many authorities are putting in place solutions to improve diversity representation in employment.

While 43 per cent of all authorities report using measures in the EO Act to actively recruit Aboriginal employees, there is inconsistent use of section 50(d) ‘genuine occupation qualification’ exceptions and section 51 ‘measures intended to achieve equality’ across authorities. All universities and most public sector agencies report making use of these provisions, while fewer local governments and GTEs consider it as a strategy to improve representation.
Although section 50(d) ‘genuine occupation qualification’ exceptions provide vital opportunities for Aboriginal employees to enter public employment, they can pose a significant barrier to advancement of those employees into mainstream roles (PwC and IPAA Victoria, 2013). Caution should be exercised in relation to ‘pigeonholing’ Aboriginal employees into specific roles, and specific strategies should be devised to provide clear pathways for advancement, education and career development.

Following a commitment to the employment of local community members the Shire of Yalgoo employed two local Aboriginal Australians, provided them with on the job training and supported them to obtain relevant driving licenses so they could fulfil all requirements of the jobs they were employed for.

The Shire of Wyndham-East Kimberley reported an increase of their Aboriginal workforce by 23 during the reporting period. This increase is due to the Shire’s proactive approach to reduce barriers by making recruitment processes less confrontational and easier to understand. The Shire’s approach has been to acknowledge any skills shortages and work with Aboriginal employees to address these gaps over time rather than seeing them as barriers for employment.

Another example of how regional local governments are committing to breaking down barriers to employment for Aboriginal Australians is highlighted by the Shire of Menzies. The Shire has made changes to its job application process by removing the requirement to address selection criteria and replacing this with interview questions. This simple modification has resulted in five positive employment outcomes over the past year.

The Legal Aid Commission of Western Australia reported it is continuing to remove barriers for Aboriginal people who apply for its Aboriginal Law Student Cadetship Program. Recruitment processes ensure that all Aboriginal and Torres Strait Islander job applicants who meet the minimum requirements for the cadetship position are offered an interview. Successful cadets are offered one regional winter placement per year.

The Department of Communities Regional Services Reform Unit’s recent consultations suggests regional and remote Aboriginal community leaders had a strong preference for community jobs to go to local residents first. They indicated government and contractors need to be more innovative and culturally appropriate in how they recruit and fill positions (Government of Western Australia, 2017).

Examples such as those noted here show public authorities are starting to make progress on removing barriers to allow Aboriginal Australians to participate fully in public employment.

A strong commitment to advancing Aboriginal employees

The Water Corporation reported its strong commitment to increasing employment opportunities for Aboriginal Australians. It has a number of initiatives in place that have seen the authority meet its 3.2 per cent Aboriginal representation target and set a stretch target of 6 per cent for 2021.

In 2013, in an effort to increase its Aboriginal workforce, the Water Corporation developed and implemented its Aboriginal recruitment standard. This standard outlines the process for progressing Aboriginal candidates through the recruitment process, of which a key element is the requirement to progress Aboriginal candidates directly to interview if they meet the minimum criteria requirements. The standard also outlines the support provided to candidates in interview preparation and mentoring.
Water Corporation have also appointed an Aboriginal recruitment advisor, whose role is to support Aboriginal candidates, the recruitment team and hiring managers in understanding the standard and progressing Aboriginal candidates through the recruitment process. The advisor also maintains Water Corporation’s Aboriginal candidate talent pipeline.

Central to the success of the recruitment and retention strategy is Water Corporation’s partnerships with the Clontarf Foundation and the Aboriginal Workforce Development Centre. These partnerships were formed and are maintained to create sustainable employment opportunities for Aboriginal people.

Water Corporation’s retention strategy is paramount to maintaining its Aboriginal workforce. To complement work done in this area they have introduced the Emerging Aboriginal leadership program. This program is designed for aspiring Aboriginal leaders at Water Corporation who are committed to building their leadership skills, inspiring and mentoring others and finding the balance to work within Aboriginal culture and business practices. The program consists of five days of face-to-face delivery over 12 weeks and includes internal and external facilitators, guest speakers and ongoing mentoring and/or coaching.

### Representation of Aboriginal Australians

<table>
<thead>
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<th>2016</th>
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### Distribution (equity index) of Aboriginal Australians

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Diversity profile

People with disability

Disability diversity can be both visible and invisible, which can lead to incorrect assumptions about a person’s abilities. Reasonable adjustment may sometimes be required for an employee to do their job effectively, but not always. Breaking down barriers of misinformation and creating inclusive team environments that focus on the strengths and contributions of all employees are key to creating confident, respectful relationships and better performance outcomes.

During the reporting period, only 26 per cent of all authorities reported having a particular focus on employees with disability. To achieve a diverse workforce, it is important that authorities understand their workforce profile as this informs their workforce planning and reasons for employing people from diversity groups.

To this point, almost 80 per cent of all authorities surveyed stated that employees with disability are provided with opportunities to disclose their diversity status during data collection. While the opportunities exist, it is well understood there are a number of reasons why people with a disability in particular choose not to disclose in the workplace. There is additional work to be done by authorities to build inclusive workplace cultures where people feel comfortable to disclose.

Communication and access to information can be barriers for potential employees with disability. Encouragingly 68 per cent of all authorities ensure that information about working within their organisation is available in accessible formats. The East Metropolitan Regional Council recently updated its website to meet W3C Web Content Accessibility Guidelines 2.0 Level AA, making the site’s content accessible to a wide range of people with disabilities, including blindness and low vision, deafness and hearing loss, learning disabilities, cognitive limitations, limited movement, speech disabilities, photosensitivity, and combinations of these.

Data reported suggests that authorities in general are not proactive in providing mentoring programs or other formal support networks for their employees with disability with only 36 per cent declaring they are using this strategy to support employees. Similarly, only 43 per cent provide opportunities for leadership, development and advancement for employees with disability.

Inaccessible recruitment practices, lack of reasonable adjustments and excessive and unnecessary selection criteria are other barriers to employment for people with disability. Although 67 per cent of all authorities report managers are trained in how to support employees with disability, just over half of all authorities stated they do not currently have flexible and innovative recruitment approaches for people with disability.
People with disability

1569 employees in the public sector identify as having a disability ▼ 127 from 2017

Diversity snapshot | 2018

Employees across salary bands (%)

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<td>26</td>
</tr>
<tr>
<td>Total</td>
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</table>

Age profile

- 3.0% 24 and under
- 31.2% 25-44 years
- 65.8% 45 and over
- 50 years median age

Gender

- 62.0% Female
- 38.0% Male
- <0.1% Indeterminate/intersex/unspecified (X)

Across WA

- 78.3% work in the Perth metro area
- 21.7% work in regional WA

Employment type

- 82.7% Permanent
- 10.5% Fixed term
- 5.5% Casual
- 1.2% Other

Top five occupations

1. Education aides
2. Secondary school teachers
3. General clerks
4. Primary school teachers
5. Cleaners

In 2017, the DEOPE reported 1890 people with disability. This included 194 employees from the former Department of Corrective services who were incorrectly reported as having a disability. Taking this into account, the actual decrease in people identifying with a disability over the year is 127.
In the workplace, unconscious bias can have an impact on recruitment, mentoring and progression if action is not taken to recognise the signs and attempts made to eliminate it from decisions concerning employees with disability. Just under half of all public authorities have indicated that conscious and unconscious bias awareness raising and/or training still features as a regular inclusion practice in their organisations.

**Strategies at work**

In efforts to remove barriers for people with disability, authorities have completed audits of their recruitment practices, reviewed job descriptions, posted advertised vacancies on job boards on a number of disability networks and modified office environments to be more accommodating for their employees with disability. The Department of Health reported that it is looking at working closely with its employees who identify as having a disability in the coming year to ensure it can provide more effective support to them.

A number of authorities have seen the value in preparing their organisations to better recruit and accommodate people with disability, and make working environments more inclusive. Many stated they have engaged support and assistance from disability employment service providers.

A number of local governments have undertaken disability awareness training for managers and employees. Water Corporation reported having piloted a successful training program in its contact centre.

Murdoch University stated it has recently established a Disability Advisory Committee which supports conversation and decision making relating to disability matters for all students and staff as well as promoting and advocating for access and equity for all.

During the reporting period, South Metropolitan TAFE (SM TAFE) was one of four organisations selected as employers of the year by Bizlink Quality Employment for consistently providing quality employment opportunities for people with disability. Over the past three years, SM TAFE has employed five people with a variety of abilities. North Metropolitan TAFE reports it has also established a relationship with Bizlink Quality Employment and successfully placed one employee with disability in its workforce over the year.

**Adult people with disability traineeship pilot program**

During 2018 the Acting DEOPE in collaboration with the Commissioner launched the Adult disability traineeship pilot program. The pilot program offers six people, registered with a disability employment service provider, a 12 month full time or 18 month part time traineeship in a public sector agency. The program provides a structured combination of employment, training and mentoring, with the opportunity for participants to complete a nationally accredited Certificate III in Government (Public Administration).

The pilot program made use of the National Disability Recruitment Coordinator (NDRC)—an Australian Government funded service which partners with employers to assist them to recruit people with a disability including providing advice and support. Using the NDRC, as opposed to the traditional public sector advertising mechanisms alone, allowed the program to access the existing extensive vacancy distribution service that is easily accessible and free to a network of disability employment service providers; giving large numbers of candidates immediate access to the traineeship vacancies.
People with disability

There was significant interest in the program, with 60 applications received and 11 agencies expressing an interest in hosting trainees. The successful applicants commenced placements in July 2018 at the Department of Health, and the Department of Mines, Industry Regulation and Safety.

Breaking down barriers

A 2015 Business Council of Australia survey of its member companies (in the private sector) suggests limited resources—and competition for resources to engage with various diversity groups—was the main barrier for companies employing people with disability. Confidence, knowing what to do and where to start were also sighted as barriers (Business Council of Australia, 2015).

The Shire of Kalamunda reported it has modified its pre-employment medical process to make it easier for people with disability to apply for suitable roles.

Providing Auslan interpreters for a person who is deaf or hard of hearing, or e-readers for someone with low-vision are common workplace adjustments. The Department of Finance proved its commitment to inclusion by going one step further while supporting a deaf employee under the Public Sector Commission’s full time traineeship program for people with disability. In this case, Auslan was the employee’s first language and English the second language.

The Department told the Acting DEOPE they engaged DEAFinite Employment Services to assist them with support, information and training. The training included Deaf Awareness training and basic Auslan classes – Sign Language in the Workplace. These classes benefited the manager and the trainee’s colleagues by opening lines of communication, improving work practices and making the trainee feel an integral and valuable member of the team.

As a result of the supports put in place to overcome this barrier by both parties, the young trainee was successful in securing a permanent position with the Department following the traineeship.

Local governments stepping up

The Cities of Canning, Cockburn and Stirling were all honoured in late 2017 with awards from Western Australian Disability Enterprises (WADEs) for their commitment to people with disability or a mental health condition. The WADEs Awards recognise the steps each local government has undertaken to increase employment opportunities for people with disability and those living with mental illness working within the eight WADEs enterprises.

The City of Canning received the award for ‘Creating inclusiveness’. The City provides social procurement opportunities to ensure WADEs and Indigenous businesses are considered for any purchase of goods or services. Their procurement policy now enables the City to contract directly with these entities, in keeping with the Department of Finance’s Australian Disability Enterprise Initiative. This will inevitably lead to more work opportunities for people with disability.
The City of Cockburn was also recognised for ‘Embracing social value’, embedding social procurement within its policies and practices. This has created new business opportunities and better quality work for WADE employees. The City of Cockburn has also provided direct employment opportunities through its parks and reserves maintenance, cleaning, fire equipment servicing areas and the three-bin-roll-out program.

The City of Stirling received the 2017 LG Professionals WA ‘Lighthouse’ Award for its work in partnering with Workpower, in the management of recycling at its Balcatta waste facility. This initiative has increased the employment potential for people with disability within the City which now directly employs eight people and contributes to the wider community.

The Shire of Manjimup's property care team is one of eight registered WADEs which comprises six workers with some disabilities and one supervisor. The property care team assists local businesses and farms with mowing, mulching, picking crops and rubbish removal.

### Representation of people with disability

<table>
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* In 2017, the DEOPE reported 1890 people with disability. This included 194 employees from the former Department of Corrective Services who were incorrectly reported as having a disability. Taking this into account, the actual decrease in people identifying with a disability over the year is 127.

### Distribution (equity index) of people with disability

<table>
<thead>
<tr>
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Sexuality, sex and gender diversity

Representation of women in public leadership roles remains low when compared to general representation in the sectors. While the main barriers to equal opportunity and gender parity are widely understood, lack of significant outcomes suggest that current solutions are not enough. The persistence of cultural, social and institutional barriers through recent history and beyond, point to the continued need for full and critical engagement with the barriers to gender equity (Carey and Dickinson, 2015).

This past year, Government’s agenda for women in public employment has conveyed a strong message in favour of achieving equality and parity. Women in leadership and equal representation of women on government boards and committees remain a strong focus. This must be complemented with a sustainably balanced pipeline. This can be achieved by authorities employing gender equality strategies at all classification levels.

The 2018 survey program included a question about the initiatives authorities use to achieve gender equality. While equitable human resource practices are well used (in 93 per cent of all authorities), it appears much work is required by authorities with setting and monitoring gender diversity targets and evaluating the effectiveness of initiatives (only occurring in 13 per cent of all authorities).

The Organisation of Economic Co-Operation and Development states that flexible work arrangements are among the most effective measures deployed to smooth women’s pathways to top jobs in the public service (Organisation of Economic Co-Operation and Development, 2018). It is pleasing to note the vast majority, 87 per cent of authorities provide flexible work policies and practices for all employees. Structurally and from a process standpoint, flexible work practices may be available, but culturally there is still work for authorities to do to ensure access for all employees.

The data indicates that all universities and GTEs report having fair and impartial human resource processes and they ensure selection criteria, job description forms and other recruitment documentation are non-discriminatory. While still responding favourably but showing room for improvement, 89 per cent of local governments and 94 per cent of public sector agencies also note this.

Universities are demonstrating a strong commitment to gender equality with all four claiming senior leadership accountability is an integral initiative. To assist in evaluating the effectiveness of gender strategies they also monitor and report on progress towards their internally set gender targets—this is critical to achieving positive gender equality outcomes.
Sexuality, sex and gender diversity

101,886 females are employed in the public sector ▲ 761 from 2017

Female employees across WA

Employment type

- 46.7% Full time
- 40.5% Part time
- 12.1% Casual
- 0.7% Others

Male employees across WA

- 78.7% work in the Perth metro area
- 21.2% work in regional WA

Female employees across WA

- 74.6% work in the Perth metro area
- 25.4% work in regional WA

Top five occupations

1. 11,752 Registered nurses
2. 11,249 Education aides
3. 10,539 Primary school teachers
4. 5,343 Secondary school teachers
5. 3,621 General clerks

Employment type

- 77.1% Full time
- 12.7% Part time
- 7.9% Casual
- 2.2% Others

Gender

- 72.4% Female
- 27.6% Male
- <0.1% Indeterminate/intersex/unspecified (X)
It seems very few authorities (25 per cent), particularly regional local governments, set targets for women. As previously stated, this is most likely due to small workforce numbers, low staff turnover and a very literal understanding of merit. Of those authorities that did set targets for women, over a third undertook a formal evaluation of initiatives to ascertain whether agreed performance measures were achieved.

Strategies at work

**Women**

On 1 March 2018, the Commission hosted an International Women’s Day CEO luncheon with a keynote address by the Minister for Women’s Interests, Hon Simone McGurk MLA. The Acting DEOPE supported this event prior to her formal appointment.

In June 2018 the Acting DEOPE engaged in the first Women in Leadership Networking Event. This forum was intended to be the first of many and aims to provide an avenue for senior women to share experiences and build a strong sphere of influence directed towards change.

In working towards removing employment and progression barriers for women, authorities are implementing strategies that have been proven to be effective. Examples cited include the provision of flexible work arrangements, mentoring programs, reviews of work-life balance frameworks and benefits, modification of job descriptions and job advertisements and the development of targeted leadership programs for women.

Water Corporation reported it implements annual pay gap audits and provides scholarships for senior female leaders.

Synergy highlighted it has set a target for women in leadership that matches its representation of women across all levels. To achieve this, targeted recruitment strategies have been implemented including training for managers to aid in keeping equality forefront in managers minds when looking for new or replacement employees.

The Department of Education reported its Women in Leadership Strategy, a three-day Rising leaders program, was implemented for female school administrators to enhance their leadership capabilities. The program included professional learning and small group coaching to support participants’ personal and professional growth. As a result, over 70 per cent of participants applied for a promotion and over 40 per cent achieved promotional positions.

Despite recent reform in the public sector, representation for women in leadership positions is trending upwards. With the SES reductions, there was a drop of only 0.9 per cent across the cohort suggesting males and females left the sector relatively proportionally. Women in tier 1 increased, despite a smaller overall cohort. The talent pipeline also looks stronger than in previous years, closing in on parity in tier 3.

**LGBTI inclusion**

The past year saw a returning focus on building lesbian, gay, bisexual, transgender, intersex (LGBTI) inclusion and awareness within authorities. The Acting DEOPE remains committed to supporting LGBTI employees through inclusive workplace practices and Ally networks.

During the reporting period, the Disability Services Commission partnered with the Public Sector Commission and Pride in Diversity, the national not-for-profit employer support program for LGBTI workplace inclusion, to support a transgender employee through transition. One of the strategies used was to provide awareness raising opportunities for interested employees.
The Department of Finance and the Department of Water and Environmental Regulation both celebrated the International Day Against Homophobia, Biphobia, Intersexism and Transphobia (IDAHOBIT) on May 10 with a series of presentations by guest speaker Bree Campbell. Celebrating days of importance to the LGBTI community acknowledges that the Western Australian community is diverse with respect to sex, sexual orientation and gender identity and helps foster inclusion, an increase in awareness and stronger accountability to reduce discriminatory practices.

On 6 July 2018 the Acting DEOPE and her team attended the LGBTI+ Diversity@Work conference hosted by the Australian Taxation Office (Perth). The event was well attended by a range of stakeholders and speakers from national private, public and not-for-profit sectors. A recurrent theme was addressing the barriers to establishing strong LGBTI networks in workplaces, with a focus on the Australian Workplace Equality Index as a tool for benchmarking and measuring the success of initiatives. Continuing to foster these networks assists the Acting DEOPE with ongoing work on the LGBTI inclusion and transition guides.

**Breaking down barriers**

Family and carer responsibilities, and the need to take career breaks to attend to these, have been identified as barriers to progression for many women. To ensure a supportive workplace for female employees returning to work following maternity leave, the Cities of Canning and Swan and the Town of Victoria Park reported they had attained breastfeeding friendly workplace accreditation. This support has been proven to improve retention rates of female workers, while minimising recruitment and training costs and loss of corporate knowledge.

Unconscious bias in recruitment and selection decisions may result in highly suitable and talented women being overlooked during selection processes. To overcome unconscious bias, authorities are implementing a number of strategies including committing to a 50/50 gender balance at both management and generalist staff levels and insisting on gender balance during recruitment processes in both applicants and panel members.

In its effort to reduce unconscious bias, the Insurance Commission of Western Australia has introduced a number of strategies to improve female representation in its workforce. All senior managers, and a large portion of people managers, have undertaken unconscious bias training. ‘Blind’ recruitment has been used in the organisation since 2015 with identifying information removed from applications before being sent to the hiring manager for screening. Redacting personal information from applications is not just limited to gender but also removes identifiers such as age and cultural background. The Insurance Commission also stated that ‘every shortlist of candidates must contain at least one representative of each gender.’ During the reporting period, of the 58 candidates the Insurance Commission deemed suitable, 77 per cent were female.

All universities reported they are participating in the Athena SWAN accreditation process. The Science in Australia Gender Equity (SAGE) Initiative is a partnership between the Australian Academy of Science and the Australian Academy of Technology and Engineering. SAGE’s vision is to improve gender equity for science, technology, engineering, mathematics and medicine in the Australian higher education and research sector by building a sustainable and adaptable Athena SWAN model for Australia.
The Athena SWAN Charter is governed by 10 principles, including tackling the gender pay gap, removing barriers faced by women, tackling discriminatory treatment experienced by transgender people and advancing gender equality in academia. The Charter encourages institutions to ensure that women from diverse backgrounds as well as under-represented groups are best positioned to reach their full potential. This is undertaken by adopting the principles within their policies, practices, action plans and culture.

SAGE’s pilot is currently focused on implementing the Bronze Institutional Award (Accreditation) and inaugural recipients will be announced at the end of 2018. The University of Western Australia, Curtin University and Edith Cowan University are eligible to receive the award/accreditation this year. Murdoch University will be eligible in mid-2019.

### Representation of women in management

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### Distribution (equity index) of women

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Diversity profile

People from CaLD backgrounds

Of all states and territories, Western Australia has the largest proportion of people born overseas (30.7 per cent) with over 14 per cent of the population speaking a language other than English at home. Western Australians come from over 200 countries, speak nearly 300 different languages and follow over 100 faiths (Office of Multicultural Interests, 2014). Tapping into this cultural diversity provides authorities with a unique opportunity to access and better harness the enormous talent pool available in the community.

The representation of people from culturally and linguistically diverse (CaLD) backgrounds in all authorities is strong and has increased over the reporting period. However, these figures are still below the representation of people who identify as CaLD in the Western Australian community. In recognition of this, the DEOPE has continued collaborative work with the Office of Multicultural Interests and the Minister’s Multicultural Advisory Group in the development of an employment and inclusion strategy for CaLD people. A key aim of the strategy is to support authorities to increase representation and ensure workplaces are well prepared to include people from CaLD backgrounds at all levels.

Authorities who employ culturally diverse talent benefit from a wealth of knowledge, experience and perspectives that generate innovative and creative approaches to public policy development and service delivery. Workforce data from all authorities indicates CaLD employees are generally well distributed across salary bands. Universities and GTEs tend to have CaLD employees positioned in higher salaried positions. In the public sector, workforce data suggests many CaLD employees work in professions like teaching and nursing where they can contribute to the community in this way. Conversely, the public sector occupation with the second highest number of CaLD employees is cleaners working in schools and hospitals across the State.

A recent report by Curtin University outlined that more than half of respondents to an online survey were employed in a job that was of a lower level than the job they had prior to migrating (Cameron, Dantas, Farivar and Strauss, 2017). Despite this, most migrant workers are well educated. The 2016 Census shows an estimated 65 per cent of recent migrants held a non-school qualification before arriving in Australia—of those 76 per cent had a Bachelor Degree or higher. The ABS also estimates 36 per cent of recent migrants obtained a non-school qualification after arriving in Australia—of those 50 per cent had a Bachelor Degree or higher (Australian Bureau of Statistics, 2017). This situation has been well researched over time and highlights the additional challenges and barriers CaLD people face when seeking employment.
People from CaLD backgrounds

12,195 employees in the public sector identify as CaLD since 2017

Employees across salary bands (%)

Diversity

1.2% with disability
0.2% Aboriginal Australians

Age profile

2.1% 24 and under
46.9% 25-44 years
51.0% 45 and over

Gender

68.5% Female
31.5% Male
0.0% Indeterminate/intersex/unspecified (X)

Across WA

86.4% work in the Perth metro area
13.5% work in regional WA

Employment type

72.9% Permanent
17.4% Fixed term
8.9% Casual
0.8% Other

Top five occupations

1. 1082 Registered nurses
2. 1080 Cleaners
3. 747 Education aides
4. 618 Secondary school teachers
5. 493 Primary school teachers

* Denotes Class 1 and above
Language and an assumed level of English proficiency particularly in the public sector presents a significant barrier to successfully participating in recruitment processes. Many authorities still have employment processes which require a written component (resume and addressing of selection criteria) and a verbal component (a panel-style interview or assessment centre) even for roles that do not involve significant communication with others.

The Journal of Social Issues indicates the Longitudinal Survey of Immigrants to Australia shows about 20 per cent of migrants change their preferred career pathway during the 18 months post-arrival, often due to an inability to find work matching their overseas qualifications (O’Dwyer and Colic Peisker, 2016). Having overseas qualifications appropriately recognised by Australian accreditation bodies can also present a lengthy process and may require additional study or work experience. In the meantime, accessing relevant, paid interim employment in their chosen field can be problematic.

All these factors may impact on a CaLD person’s ability to be competitive in recruitment processes that are still relatively inflexible and sometimes influenced by unconscious bias.

**Strategies at work**

In an effort to minimise these barriers a number of authorities have strategies in place to promote better employment outcomes for CaLD people.

The Shire of Capel advised it hosts cultural integration activities for its CaLD employees to assist them to better understand the Australian workplace context.

The City of Melville indicated it had reviewed its recruitment practices during the year. It now provides recruiting managers and applicants who may have English as a second language, with access to culturally diverse people to support them during the recruitment process.

The Town of Port Hedland noted it provides a variety of support and training options for their CaLD employees, including English proficiency classes for those who have English as a second language, diversity-appropriate counselling through their employee assistance program and communications training.

The Department of Education reported that workforce representation of people from CaLD backgrounds has significantly increased over the last five years. This increase in representation is due to improvements made to the Department’s diversity disclosure processes which encourages employees to disclose diversity.
Pilbara Ports Authority highlighted that leadership plays a strong role at the organisation. The CEO formally advises managers and supervisors to consider upcoming religious/cultural events and to be mindful of any flexibilities that may be required by employees. The Authority’s data confirms this inclusion strategy’s effectiveness with CaLD employees representing 34 per cent of the workforce which is in line with the broader CaLD community representation.

### Representation of people from culturally and linguistically diverse backgrounds

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### Distribution (equity index) of people from culturally and linguistically diverse backgrounds

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Multigenerational workforce

Public sector workforce data shows that 11,733 employees—or 8.3 per cent of the workforce—are eligible for retirement in the next five years. Of these, 5,538—or 3.9 per cent—are already at retirement age and could potentially leave the sector at any time. Conversely there are 6,057 employees—or 4.4 per cent—aged 24 years and under. These figures highlight the urgency for all sectors around robust workforce planning processes, embedding succession planning and strong intergenerational learning to ensure the sectors are well positioned into the future.

Age is unlike other acknowledged diversity groups, as employees move in and out of age cohorts each year. For example, workforce data reveals 1,584 public sector employees turned 25 between March 2017 and March 2018. In a similar way, most employees do not ‘identify’ with a particular age group as an individual’s birth date is factual and commonly collected at pre-employment. Age is perhaps one of the most reliable workforce demographics available.

Ensuring the workforce is well equipped for the future by attracting and retaining employees aged 24 and under while retaining the knowledge and experience of those aged 45 and over—or at least transferring it effectively—are challenges for leaders and people managers.

People aged 24 and under

The barriers for young people entering public employment are not unique, but are being experienced across many industries. The Organisation for Economic Co-Operation and Development notes that underemployment is growing for young people as they are working in jobs for which they are overqualified. This results in a waste of their talents and a poor return on the investment in their skills (Organisation for Economic Co-Operation and Development, 2013). At the same time, full time employment is limited with many young people working on fixed term contracts, part time or casually—sometimes in multiple jobs. The Foundation for Young Australians (FYA) report that while nearly 60 per cent of young Australians aged 25 hold a post-school qualification, 50 per cent of them are unable to secure more than 35 hours of work per week.

FYA goes on to say the young people that were part of its study identified four key barriers to attaining full time work which were:

• not enough work experience
• lack of appropriate education
• lack of career management skills
• not enough jobs (FYA, 2018).
**Diversity snapshot | 2018**

**People 24 and under**

6057 employees in the public sector are aged 24 and under ▼ 130 from 2017

**Employees across salary bands (%)**

**Diversity**

1.1% with disability

5.9% Aboriginal Australians

6.3% from CaLD backgrounds

**Gender**

- 77.5% Female
- 22.5% Male
- 0.0% Indeterminate/intersex/unspecified (X)

**Across WA**

- 76.2% work in the Perth metro area
- 23.7% work in regional WA

**Employment type**

- 28.4% Permanent
- 41.2% Fixed term
- 28.6% Casual
- 1.7% Other

**Top five occupations**

1. 866 Registered nurses
2. 685 Education aides
3. 547 Primary school teachers
4. 497 Secondary school teachers
5. 361 General clerks

* Denotes Class 1 and above
While public sector employment has traditionally been seen as ‘more stable’ than other industries or sectors, around 70 per cent of young people in the public sector work either on a fixed term contract or casual basis. Nearly a quarter of young people in the public sector work part time. Analysis of separations data shows that many young people on fixed term contracts did not have those contracts renewed in the past year.

There has also been a growing ‘professionalisation’ of the public sector over recent years. Hundreds of occupations require at least a tertiary qualification (or higher) or equivalent experience as an essential requirement of the job, which has led to some public sector agencies abolishing lower classification roles over time. The Department of Training and Workforce Development noted in its survey response that a recent organisational restructure led to less level one and two positions, and this had impacted on its ability to attract young people.

The Department of Training and Workforce Development also noted budgetary constraints over the year have impacted on its traineeship and graduate programs. Where as the Department of Communities indicated it has increased its graduate cohort from six graduates in 2016/17 to 20 in 2017/18. It also continues to support traineeship and cadetship programs.

The Canadian Government’s Expert Panel on Youth Employment provides additional insights suggesting that while there are common challenges to employment for all young people, vulnerable young people face additional barriers. Even for young people with high school or post-high school education, there can be gaps for those who also identify from CaLD backgrounds, with a disability and Indigenous youth who not only face employment challenges but being excluded from society more generally (Canadian Government, 2017).

Strategies at work

In recognition of similar patterns in Australia, public authorities report having strategies in place to address an under-representation of young people who also identify as Aboriginal Australian or with a disability.

The Kimberley Development Commission reports having played a key leadership role in promoting Aboriginal advancement across the Kimberley region including education, skills development and employment of Aboriginal people. In so doing it has had significant input into the Kimberley Schools Project (which it conceptualised and is now being implemented by the Department of Education) to enhance education for Aboriginal children in the region. It reports this will significantly increase employment opportunities for young Aboriginal Australians in the future.

Many public sector agencies surveyed said they participated in the Commission’s centrally-coordinated traineeship and cadetship programs for young Aboriginal Australians and people with disability. Increasingly, local government is also working with the not-for-profit and private sectors to ensure young, diverse talent is attracted to, and retained in, the sector.

Ombudsman Western Australia noted it was providing opportunities for young people to be exposed to the public sector by providing work placements through its participation in the University of Western Australia’s Legal Internship Program and the McCusker Centre for Citizenship Internship Program, and providing placements for two university students in its Summer Clerkship Program.

Beyond attraction initiatives, authorities need to focus on developing and retaining young talent. Canada’s Public Policy Forum report that many young people are drawn to public service for the opportunity to have a social impact, but once employed encounter complacent attitudes and hierarchical barriers that undermine productivity. It goes on to suggest managers play a key role in creating an engaging workplace and learning environment and this plays a big part in retaining top talent (Public Policy Forum, 2017).
It suggests the following strategies managers can use to fully maximise talent:

- allow for flexible work arrangements to support employee productivity
- integrate new technologies that foster collaboration and improve efficiency
- create ways to collect corporate memory to ensure continuity and progress as employees retire or change positions
- take a systematic approach to management training that promotes consistent standards
- incorporate talent management as a key criteria of manager performance reviews to enhance accountability
- create feedback loops by connecting young talent with leaders and stakeholder communities
- empower young talent through opportunities for professional growth and leadership development (Public Policy Forum, 2017).

These types of strategies are prevalent in public sector graduate programs, but often fall away once the program is complete and the employee becomes permanent. Authorities could benefit from incorporating better talent identification and development programs into their general workforce strategies. Beyond this, formal or informal peer and cross-generational networks and mentorships can easily be established by authorities at relatively low cost.

**Breaking down barriers**

LG Professionals, the Western Australian local government industry body, has an active and successful Young Professionals Network, with members aged between 20 and 35. In 2017 it won a United Nations Association of Australia Inc (WA) Award for Best young professionals platform. Additionally, its Lift Off! Aspiring Leaders’ Mentoring Program has been connecting 20 young professionals each year with more experienced volunteer mentors across the sector. The program aims to encourage the sponsorship of future leaders. While it has some formal guidelines, the program runs on the relationships established between the mentor and mentee over one calendar year (LG Professionals, 2018).

**People aged 45 and over**

Most Australian public sectors suggest they have an ageing workforce, with Western Australia having one of the oldest with a median age of 45 years. The Western Australian local government sector have also acknowledged they have a similar ageing workforce profile. Reflecting this, many authorities noted in their survey responses they did not set employment targets for people aged 45 and over because this group was already over-represented in their workforces. Data reveals that over 1700 people aged 50 years and over left the public sector through the VTSS. Natural attrition, through retirements for example, also leads to many years of experience leaving the sector.

The Australian Human Rights Commission (AHRC) defines age discrimination as when a person is treated less favourably, or not given the same opportunities, as others in a similar situation because they are considered to be too old or too young (AHRC, 2014).
**Diversity snapshot | 2018**

**People 45 and over**

73,316 employees in the public sector are aged 45 and over ▲ 117 from 2017

**Employees across salary bands (%)**

<table>
<thead>
<tr>
<th>Public sector salary bands</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>C*</th>
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<tbody>
<tr>
<td></td>
<td>242</td>
<td>113</td>
<td>62</td>
<td>8.9</td>
<td>133</td>
<td>6.9</td>
<td>3.0</td>
<td>1.5</td>
<td>3.0</td>
<td></td>
</tr>
</tbody>
</table>

**Diversity**

- 1.9% with disability
- 2.3% Aboriginal Australians
- 12.6% from CaLD backgrounds

**Gender**

- 70.9% Female
- 29.1% Male
- <0.1% Indeterminate/ intersex/ unspecified (X)

**Across WA**

- 74.1% work in the Perth metro area
- 25.8% work in regional WA

**Employment type**

- 79.3% Permanent
- 9.6% Fixed term
- 10.0% Casual
- 1.1% Other

**Top five occupations**

1. **6850**
   - Education aides
2. **5626**
   - Registered nurses
3. **5594**
   - Primary school teachers
4. **3843**
   - Secondary school teachers
5. **2934**
   - Cleaners

* Denotes Class 1 and above
In a 2010 report by the AHRC, it noted ageism—the systematic stereotyping of someone because of their age—and age discrimination are considered key barriers for older workers in many aspects of life, including employment. It continues by suggesting an ageist culture is invisible, accepted and largely unacknowledged within the community, and the attitudes that employers may hold are reflected in and reinforced by the negative attitudes to older age seen in the general community (AHRC, 2010).

It is clear non-discriminatory recruitment and employment practices are paramount to ensuring older workers have the same employment opportunities and experiences as everyone else. Everything from the language in the job advertisement to the application form, shortlisting process, composition of the panel and whether those people have had unconscious bias awareness training, can all impact on the success of older workers in the process.

The AHRC notes older workers may also experience barriers and aspects of discrimination when in the workplace, including:

- access to training and promotions
- insecure or uncertain employment arrangements
- redundancy and restructuring practices
- flexible workplace arrangements
- aged-based bullying and harassment (AHRC, 2010).

PwC research suggests that in the workforce of the future, individuals will need to be willing to acquire new skills and experiences throughout their lifetime, to try new tasks and even to rethink and retrain mid-career (PwC, 2018). The City of Bunbury reported it is proactively looking to engage mature workers in traineeships. This may be a useful consideration for all authorities given the success of traineeships with people 24 and under.

**Intergenerational learning**

With as many young people entering the public sector workforce as those ready to leave it, how authorities plan to ‘fill the gaps’ and how corporate knowledge is appropriately captured and transferred are essential workforce strategies. Succession planning and knowledge management are often overlooked in authorities perhaps because they are seen as overwhelming, that the hierarchical nature of authorities means it will ‘sort itself out’ or perhaps a thought that ‘grooming’ new leaders does not accord with the principles of merit.

Cornerstone, an American talent management system and HR software company, defines contemporary succession planning like this: ‘Simply put: it’s the work, not the job. It’s the workforce, not a person.’ Succession planning is about growing and preparing the workforce to be leaders, developing the workforce of the future to meet the demands of the work of the future (Devlin, 2014).
Another article from the same series suggests there is a number of strategies authorities can embrace to deliver contemporary succession planning:

- radically embrace millennials—by 2025 they will be the predominate workforce cohort
- expand succession planning—beyond the few business-critical leadership roles by nurturing employee development from the moment they arrive in the organisation
- go beyond formal leadership development—the days of formal training are gone and a more ‘on demand’ approach to skills development—which includes collaboration and learning from each other—is needed
- capture knowledge now—create and implement strategies to share knowledge, understanding what knowledge is in an organisation and how it flows
- implement unified talent management—especially if the organisation is siloed, talent management is not done, or done across disparate systems (Dobberowsky, 2016).

Strong succession planning and intergenerational learning approaches in authorities will contribute to a workforce that appropriately takes advantage of the diverse skills, knowledge and experience of all employees.

### Representation of people 24 and under

<table>
<thead>
<tr>
<th>Groups</th>
<th>Representation (%)</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
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<tbody>
<tr>
<td>Public sector</td>
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<td>4.4</td>
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<td>4.3</td>
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<td>Local governments</td>
<td>Indoor workers</td>
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<td>14.6</td>
<td>13.8</td>
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<tr>
<td></td>
<td>Outdoor workers</td>
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<td>9.6</td>
<td>6.9</td>
</tr>
<tr>
<td>Public universities</td>
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<td>2.9</td>
<td>2.4</td>
<td>2.1</td>
<td>5.0</td>
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<tr>
<td></td>
<td>General staff</td>
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<td>9.8</td>
<td>11.0</td>
<td>10.8</td>
<td>15.0</td>
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<tr>
<td>Other authorities</td>
<td>All staff</td>
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<td>6.3</td>
<td>5.0</td>
<td>4.5</td>
<td>4.2</td>
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</table>

### Representation of people 45 and over

<table>
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<th>Groups</th>
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<th>2016</th>
<th>2017</th>
<th>2018</th>
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</thead>
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<td>52.4</td>
<td>52.6</td>
<td>52.6</td>
<td>52.1</td>
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<td>40.4</td>
<td>42.9</td>
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<tr>
<td></td>
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<td>Public universities</td>
<td>Academic staff</td>
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<td>40.2</td>
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<td>31.8</td>
<td>31.4</td>
<td>37.4</td>
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<tr>
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<td>41.7</td>
<td>43.5</td>
<td>42.6</td>
<td>43.7</td>
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</tbody>
</table>
**Glossary**

**Aboriginal Australians**
People of Aboriginal and/or Torres Strait Islander descent who identify and are accepted as such by the community in which they live.

**Academic staff**
A person who is employed by a public university as an academic member of the workforce.

**Authority and public authority**
The terms ‘authority’ and ‘public authority’ are defined at Section 138 and 139(9) of the EO Act respectively.

**Distribution (‘equity index’)**
The ‘equity index’ determines the distribution of a diversity group across salary bands.

The ideal index is 100, with an index of less than 100 indicating that a diversity group is concentrated at lower salary bands. An equity index greater than 100 indicates the group is concentrated at the higher salary bands.

**Full time equivalent (FTE)**
One FTE is one person paid for a full time position.
FTE totals include all current employees except board members (unless they are on a public sector authority payroll), trainees engaged through any traineeship program, award or agreement, and casuals who were not paid in the final pay period for the financial year.
FTE calculations do not include any time that is not ordinary time paid, such as overtime and flex-time.

**General staff**
A person who is employed by a public university as a non-academic member of the workforce.

**Headcount**
Number of employees directly employed by a public sector authority at a point in time, regardless of employment type.

**Indoor workers**
Employees in local governments who are generally office-based.

**Management tiers**
Linked to decision-making responsibility, rather than salaries.

- **Tier 1**
  - Directs and is responsible for the public authority, and its overall development.
  - Has ultimate control of, and responsibility for, the upper layers of management.
  - Typical titles include Director General, Chief Executive Officer, General Manager, Executive Director and Commissioner.

- **Tier 2**
  - Reports to Tier 1 and assists Tier 1 by implementing organisational plans.
  - Is directly responsible for leading and directing the work of other managers of functional departments.
  - May be responsible for managing professional and special employees.
  - Does not include professional and graduate employees, such as engineers, medical practitioners and accountants unless they have a primary management function.

- **Tier 3**
  - Reports to Tier 2 and formulates policies and plans for areas of control.
  - Manages a budget and employees.
  - Does not include professional and graduate employees, such as engineers, medical practitioners and accountants, unless they have a primary management function.
Outdoor workers
Employees in local governments who generally work outdoors.

People from culturally and linguistically diverse (CaLD) backgrounds
People born in countries other than those below, which have been categorised by the Australian Bureau of Statistics (ABS) as mainly English speaking countries as follows:
- Australia
- Canada
- England
- Ireland
- New Zealand
- Northern Ireland
- Scotland
- South Africa
- United Kingdom
- United States of America
- Wales

People with disability
People with ongoing disability who have an employment restriction that requires any of the following:
- modified hours of work or time schedules
- adaptations to the workplace or work area
- specialised equipment
- extra time for mobility or for some tasks
- ongoing assistance or supervision to carry out their duties.

Public sector
The term ‘public sector’ is defined by Section 3 of the Public Sector Management Act 1994.

Representation
Representation (expressed as a percentage) is based on the number of individuals who identify themselves as belonging to a diversity group as a proportion of the workforce who responded to a diversity survey (EEO survey or HRMOIR).

SES
Senior Executive Service generally comprises positions classified at Public Service and Government Officers CSA General Agreement 2017 (PSGOGA) Level 9 or above, with specific management and/or policy responsibilities.

Women in management
Women in management refers to the representation of women in the top three management tiers and includes the SES.

Shortened forms
CaLD
Culturally and linguistically diverse
DEOPE
Director of Equal Opportunity in Public Employment
EEO
Equal employment opportunity
EO Act
Equal Opportunity Act 1984 (WA)
HRMOIR
Human resource minimum obligatory information requirement
LGBTI
Lesbian, gay, bisexual, transgender, intersex
PSES
Public sector entity survey
References


References


Appendix A – Public authorities reporting to the DEOPE

Public sector entities as at 31 March 2018
Animal Resources Centre
Architects Board of Western Australia
Botanic Gardens and Parks Authority
Burswood Park Board
Central Regional TAFE
ChemCentre
Construction Training Fund
Corruption and Crime Commission
Department of Biodiversity, Conservation and Attractions
Department of Communities
Department of Education
Department of Finance
Department of Fire and Emergency Services
Department of Jobs, Tourism, Science and Innovation
Department of Justice
Department of Local Government, Sport and Cultural Industries
Department of Mines, Industry Regulation and Safety
Department of Planning, Lands and Heritage
Department of Primary Industries and Regional Development
Department of the Premier and Cabinet
Department of the Registrar Western Australian Industrial Relations Commission
Department of Training and Workforce Development
Department of Transport
Department of Treasury
Department of Water and Environmental Regulation
Disability Services Commission
Equal Opportunity Commission
Forest Products Commission
Gascoyne Development Commission
Goldfields-Esperance Development Commission
GESB (Government Employees Superannuation Board)
Great Southern Development Commission
Health and Disability Services Complaints Office
Healthway
Housing Authority
Insurance Commission of Western Australia
Keep Australia Beautiful WA
Kimberley Development Commission
Landgate
Legal Aid Commission of Western Australia
Legal Practice Board
Lotterywest
Main Roads Western Australia
Mental Health Commission
Metropolitan Cemeteries Board
Mid West Development Commission
Minerals Research Institute of Western Australia
National Trust of Western Australia
North Metropolitan TAFE
North Regional TAFE
Office of the Auditor General
Office of the Commissioner for Children and Young People
Office of the Director of Public Prosecutions
Office of the Information Commissioner
Office of the Inspector of Custodial Services
Ombudsman Western Australia
Local government as at 31 March 2018

A list of all local government authorities is available on the Western Australian Local Government Associations website http://walga.asn.au through their online directory. Please note that the Shire of the Christmas Island and the Shire of Cocos (Keeling) Islands are not required to report to the DEOPE under the EO Act.

Public universities as at 31 March 2018

Curtin University of Technology
Edith Cowan University
Murdoch University
The University of Western Australia

Other authorities as at 31 March 2018

Aqwest
Busselton Water
Fremantle Ports
Gold Corporation
Horizon Power
Kimberley Ports Authority
LandCorp
Mid West Ports
Parliamentary electorate offices
Pilbara Ports Authority

 Independent authorities reported by other authorities

For the purposes of EEO reporting some public authorities are covered by the EEO management plans and processes of larger authorities, for example:

- State Supply Commission is reported through the Department of Finance
- Liqueur Commission and Racing Penalties Appeal Tribunal are reported through the Department of Racing, Gaming and Liquor.