



Australian Government  
Australian Public Service Commission

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AUSTRALIAN PUBLIC SERVICE COMMISSIONER  
LYNELLE BRIGGS

Ms Cheryl Scarlett  
Inquiry Secretary  
Standing Committee on Employment and Workplace Relations  
PO Box 6021  
Parliament House  
CANBERRA ACT 2600

Dear Ms Scarlett

At the Committee's public hearing on 16 October 2008, the Commission was asked to provide further information.

Please find the requested information attached.

We will also provide the Committee with copies of the Australian Public Service Commission's *Statistical Bulletin* for 2007-08 when it becomes available next week.

Yours sincerely

Lynelle Briggs

27 November 2008

## Standing Committee on Employment and Workplace Relations

### ANSWERS TO QUESTIONS ON NOTICE

#### Australian Public Service Commission

Inquiry into Pay equity and increasing female participation in the workforce

**Ms Sharryn Jackson MP and Mr Richard Marles MP asked: Could they be provided with the actual number of women and men at each of the classification levels presented in Table 1 in the APS Commission's submission. Mr Richard Marles MP also asked for data on separation rates for women.**

**Answer:** The table below presents data on the number of ongoing APS staff by classification by gender at June 2007. It also presents the percentage of ongoing employees that were women in June 2007 and the percentage of engagements, promotions and separations filled by women over 2006-07.

#### **Ongoing staff: percentage of women's representation by classification, engagements, promotions and separations, June 2007 and 2006-07**

	<i>Men</i>	<i>Women</i>	<i>Total</i>	<i>Women as % of ongoing employees</i>	<i>Women as % of engagements</i>	<i>Women as % of promotions</i>	<i>Women as % of separations</i>
APS 1	521	1066	1587	67.2	67.6		57.4
APS 2	1882	3685	5567	66.2	65.5	67.1	66.9
APS 3	7492	14093	21585	65.3	71.0	75.8	68.4
APS 4	8890	19432	28322	68.6	61.3	67.9	65.2
APS 5	8552	11204	19756	56.7	55.4	61.8	50.1
APS 6	13446	15108	28554	52.9	53.4	57.7	48.3
EL 1	11898	10538	22436	47.0	44.3	50.6	39.5
EL 2	7342	4270	11612	36.8	33.7	42.8	30.3
SES 1	1171	707	1878	37.6	29.2	45.0	35.2
SES 2	345	166	511	32.5	27.6	47.0	25.0
SES 3	87	33	120	27.5	33.3	22.2	8.3
Graduate APS	484	723	1207	59.9	60.1		54.9
<b>Total</b>	<b>62338</b>	<b>81187</b>	<b>143525</b>	<b>56.6</b>	<b>60.8</b>	<b>59.8</b>	<b>54.6</b>

Source: APSED

Key points to note are:

- Women are over represented in classifications APS1-6 while men are over represented in higher level classifications.
- However, generally women have proportionately higher rates of promotions and lower rates of separation (compared to their proportion of ongoing employees)

- It was estimated in 2007 that if the current engagement, promotion and separation trends continue women will reach 50% of EL1 employment in three years and 50% of SES employment in 10 years.

**Mr Richard Marles MP asked: Could the data in Table 1 in the APS Commission's submission be provided based on mean figures in addition to the median data already presented. He also asked if an APS-wide average could be provided in Table 1.**

**Answer:** The table below presents data on both median and mean remuneration by gender at June 2007.

Key points to note are:

- the mean (average) data tells much the same story as the median data in relation to the pay equity ratio (ie. women's earnings as a proportion of male earnings)
- the pay equity ratio at the APS-wide level, at 0.88 for both the median and mean data, is much lower than the pay equity ratio for any individual classification.

This is because it is affected by the different classification structures of men and women – men have higher proportional representation at higher earning classifications compared to women.

**Median and mean remuneration by gender and classification, June 2007**

	Median			Mean		
	Men \$	Women \$	Pay equity ratio (median)	Men \$	Women \$	Pay equity ratio (mean)
APS 1	37698	35242	0.93	36931	35588	0.96
APS 2	42854	41960	0.98	42554	41924	0.99
APS 3	46972	46251	0.98	46843	46097	0.98
APS 4	53047	53047	1.00	52227	51953	0.99
APS 5	57937	56549	0.98	57464	56735	0.99
APS 6	67276	65496	0.97	66191	64817	0.98
EL 1	83050	80928	0.97	82315	81063	0.98
EL 2	101299	99750	0.98	101868	99095	0.97
SES 1	130000	127920	0.98	132916	130603	0.98
SES 2	165.39	160431	0.97	165439	161241	0.97
SES 3	205588	199300	0.97	209818	200193	0.95
Graduate APS	45008	44714	0.99	44852	44201	0.99
<b>Total</b>	<b>62365</b>	<b>54846</b>	<b>0.88</b>	<b>68552</b>	<b>60246</b>	<b>0.88</b>

Source: APSED

**Mr Richard Marles MP asked: Could the Commission provide a table which ranks the agencies by the proportion of women and match that up with agencies' pay rates.**

**Answer:** Table A (attached) presents earnings data for a range of agencies for the APS 4 and APS 6 classifications. These classifications were chosen as they are the most populous classifications in the APS.

Agencies are ranked by the percentage of women employed at June 2007.

Two measures of earnings are presented:

- HBA Consulting 'Commonwealth Remuneration Guide' provides minimum and maximum rates in agencies' collective agreements by classification. The data in the table are the maximum rates for each agency for each classification.
- APSED median remuneration data which covers employees on collective and individual agreements (although the coverage rates of individual agreements at the APS 4 and APS 6 classification is not generally high except in those agencies whose policy was to employ all staff on AWAs) and also includes allowances (these can not be separated out).

For most agencies, it can be seen from Table A, that the maximum rates in collective agreements (HBA data) exceeds the APSED median remuneration. There are a small number of agencies (purple shading) where the two rates are essentially the same, indicating that most employees have reached the maximum pay point in the salary range for their classification (indicating longer lengths of service at their classification level). There are also a small number of agencies where the APSED median remuneration is higher than the HBA data (light blue shading). This appears to be the result of large numbers of staff either being paid a standard type of allowance or a significant number of staff being employed on AWAs (that have higher rates than the collective agreement for that agency).

To investigate the proposition that agencies with higher levels of female employment pay lower down in the salary scale, a quintile ranking was calculated for each agency

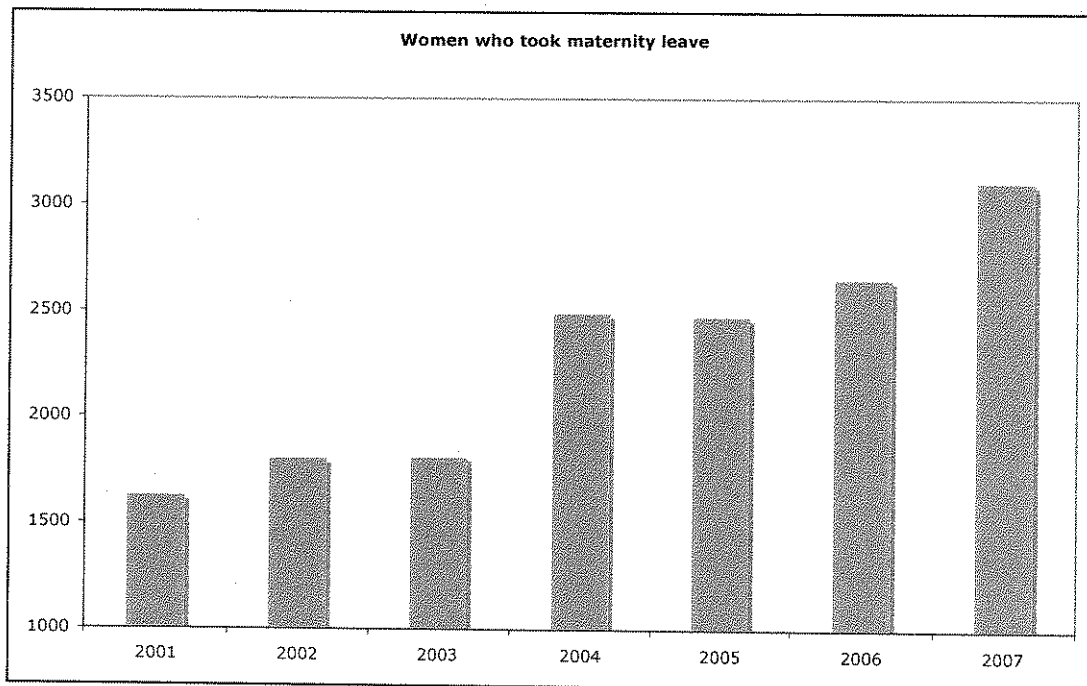
to indicate where it rated in the APS-wide remuneration range. A ranking of '1' meant that the agency paid in the top 20% of the salary range (the 100% to 80% quintile) while a ranking of '5' indicated that the agency paid in the bottom 20% (the 20% to 0% quintile). Most agencies were ranked '3' (indicating that there is a significant clustering of agencies around the median in the 60% – 40% quintile). The quintile rankings were then averaged for those agencies with particular proportions of female employees. The results are presented in the table below.

Proportion of Female Employees	Average Quintile Ranking			
	APS6 HBA	APS6 APSED Median	APS4 HBA	APS4 APSED Median
More than 70% of Women	4.0	3.0	4.1	3.0
More than 60% of Women	3.6	3.1	4.0	2.7
Less than 50% of Women	3.1	2.8	3.6	2.3
Less than 40% of Women	2.7	2.7	3.7	2.7

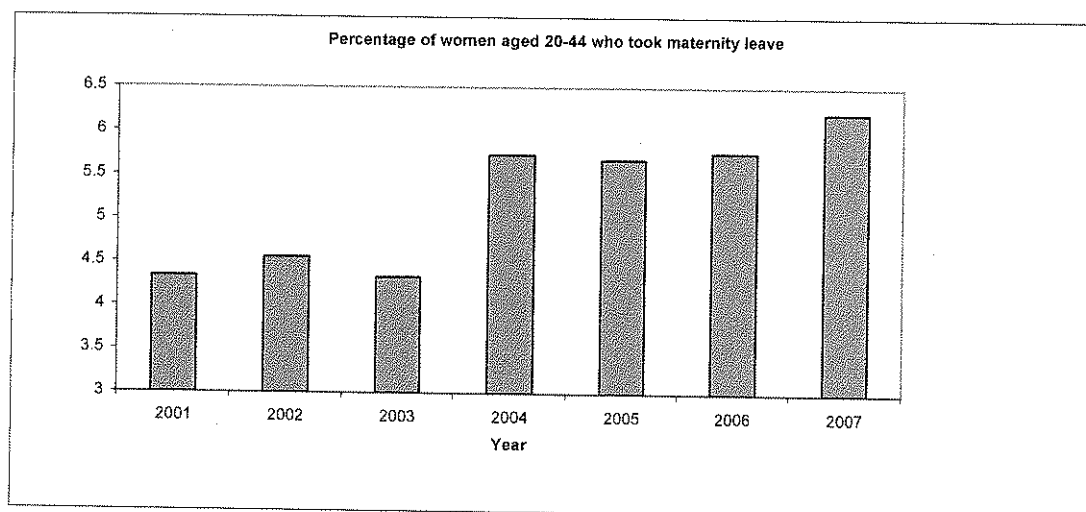
It can be seen that there is a tendency for those agencies with higher proportions of women (more than 70% and more than 60%) to be lower down the salary range than those agencies that employ fewer women (less than 50% or less than 40%). For example, the average quintile ranking for the APS 6 classification, using the HBA remuneration data, for those agencies with more than 70% women was 4.0 (ie. in the 40% to 20% quintile of the salary range) whereas for agencies with less than 40% of women the average quintile ranking was 2.7 (ie. in the 80% to 60% quintile).

**Mr Richard Marles MP asked: was it correct that in any year the percentage of women taking maternity leave in the APS was around six percent?**

**Answer:** At the presentation to the Committee it was noted that in the 2006-07 financial year approximately 6.2% of female APS employees aged between 20 and 44 had taken maternity leave but also that this represented a relatively high figure and that the incidence of maternity leave had been rising in recent years.



As the graph immediately above shows, the numbers of women taking maternity leave each year since 2001 has almost doubled.



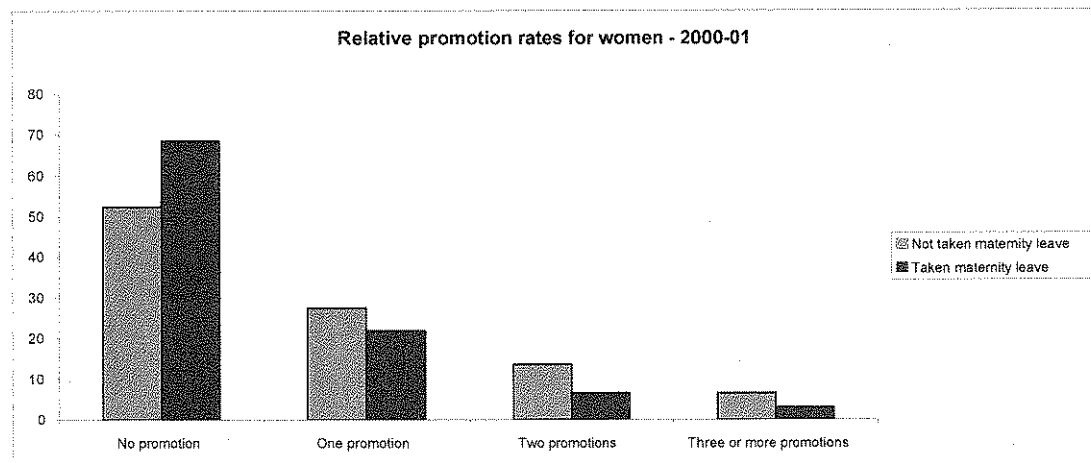
The rise expressed as a percentage of female employees aged 20-44 is less pronounced, reflecting the fact that the overall representation of women in the APS workforce has continued to increase during this period.

**Mr Richard Marles MP asked: have there been any longitudinal studies on the effects on promotion on women who have taken maternity leave?**

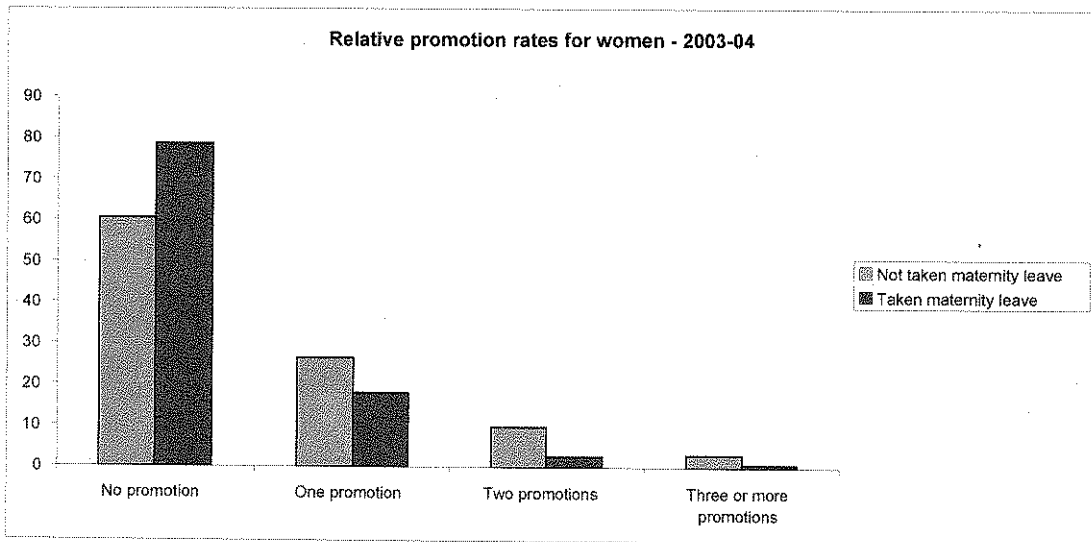
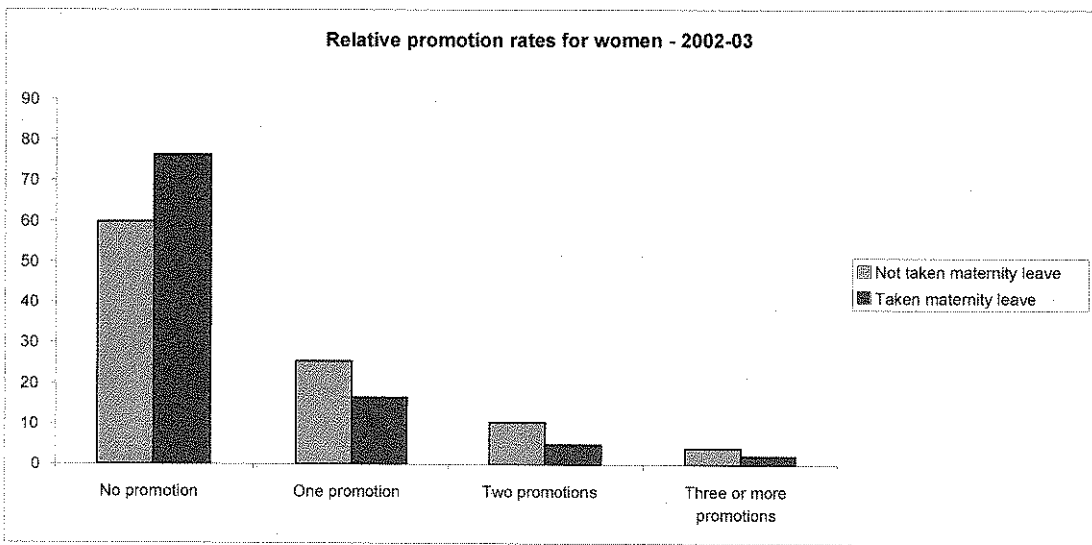
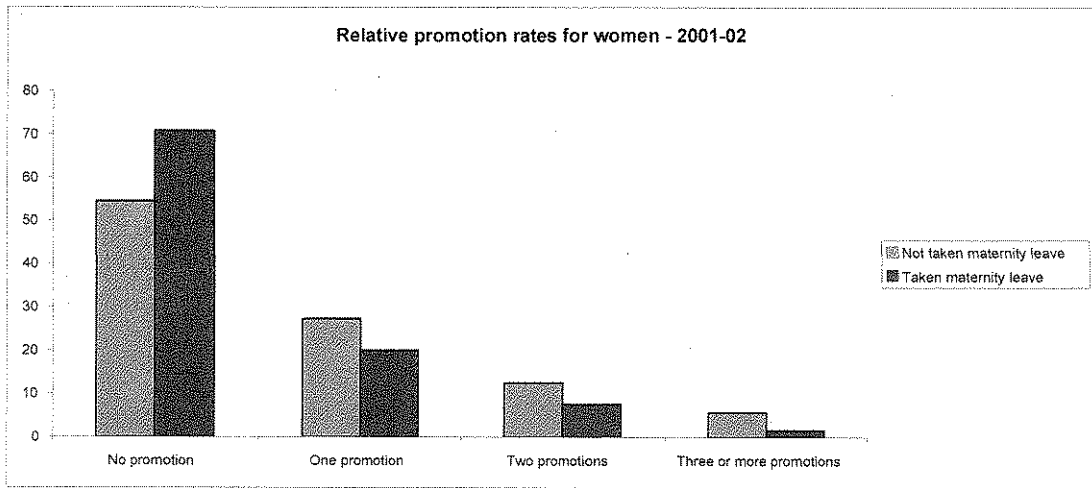
**Answer:** Discussion before the Committee touched on material supplied in the original submission that showed that women who took maternity leave during the 2000-01 financial year had comparatively lower rates of promotion than other female employees aged 20-44 over the period to 30 June 2007.

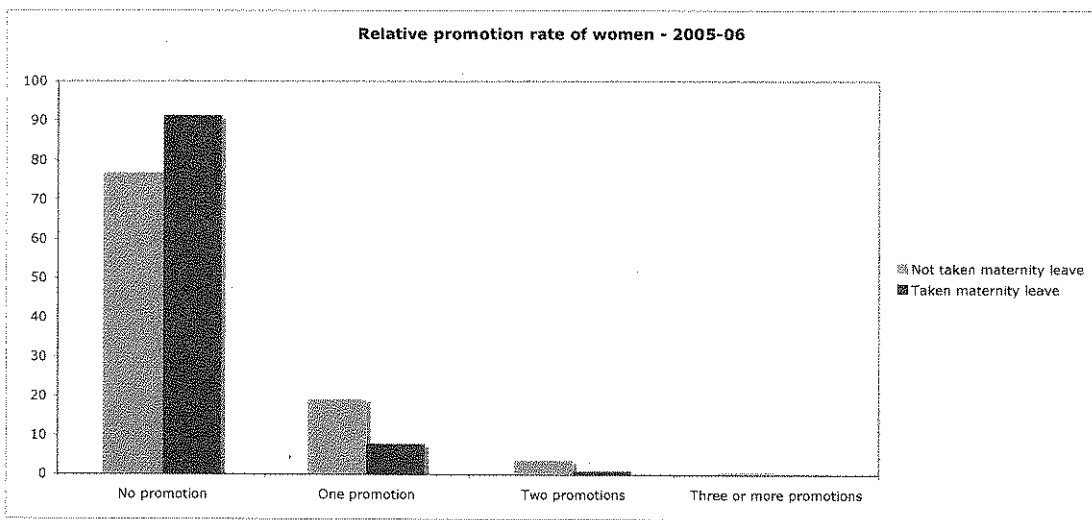
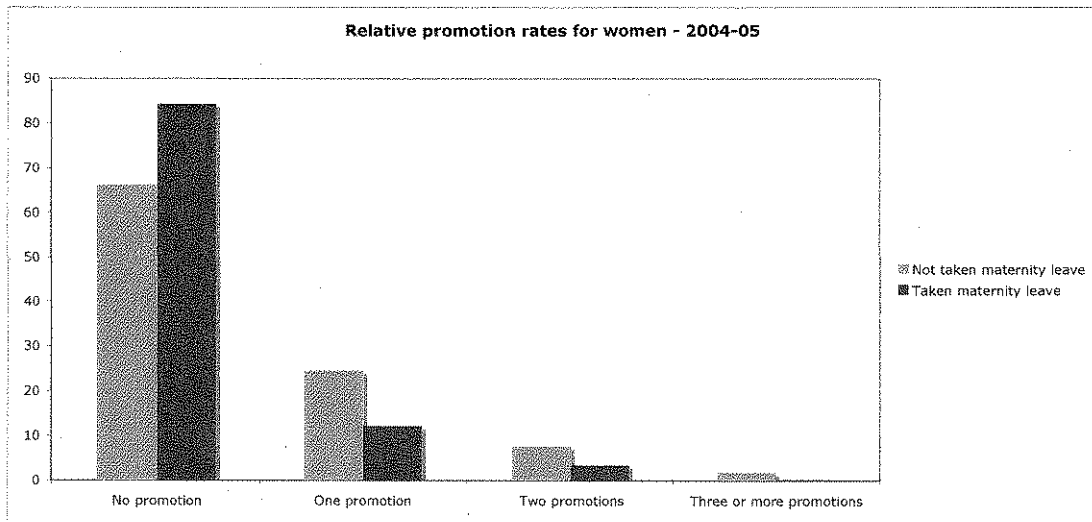
Following that discussion, similar data has been compiled for subsequent year cohorts charting career progression by 30 June 2007, and tends to confirm the conclusion within the submission i.e. that there is an apparent effect on career progression. Nonetheless, promotion rates of women overall remain higher than those for men despite this small countervailing effect from women who take maternity leave.

Data for each year is shown immediately below.



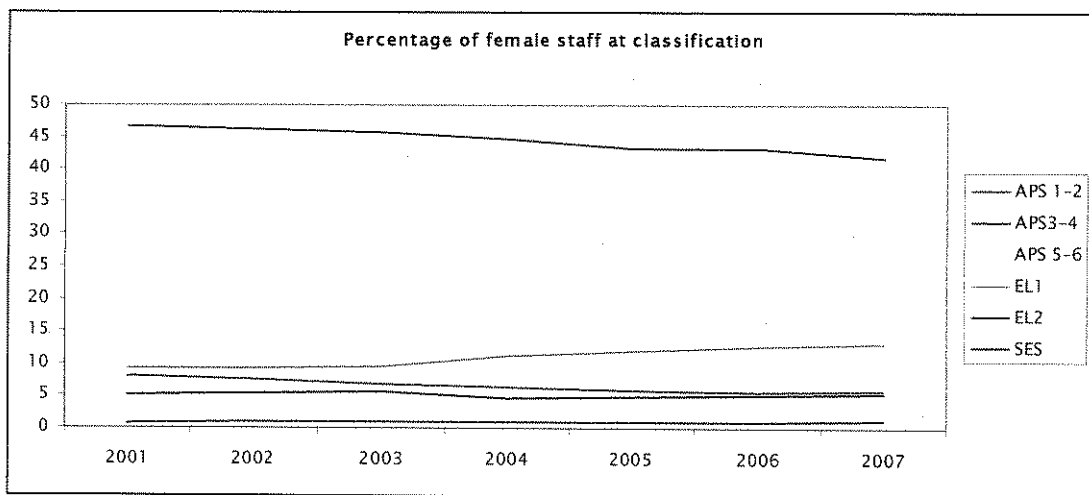
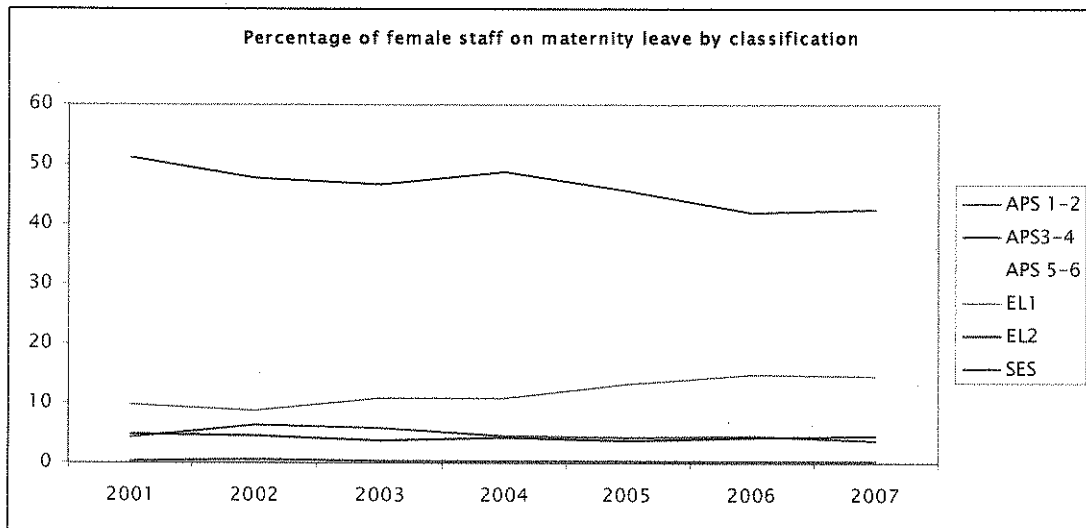






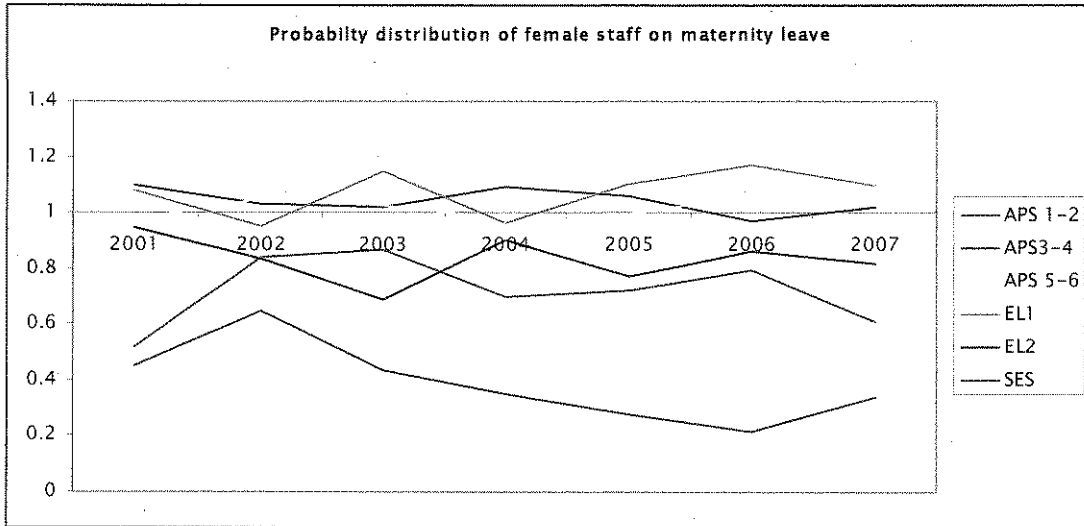
**Mr Richard Marles MP asked for information about the distribution of women taking maternity leave and its impact on women at more senior classifications within the APS.**

**Answer:** The graph immediately below shows the break-up of women taking maternity leave during each year by their classification. It shows clearly that the great majority of women employees within the APS that have taken maternity leave are at the APS 3, 4, 5 and 6 classifications. This distribution substantially parallels the profile of the APS itself which, as the second graph shows, also has most women distributed at these levels.



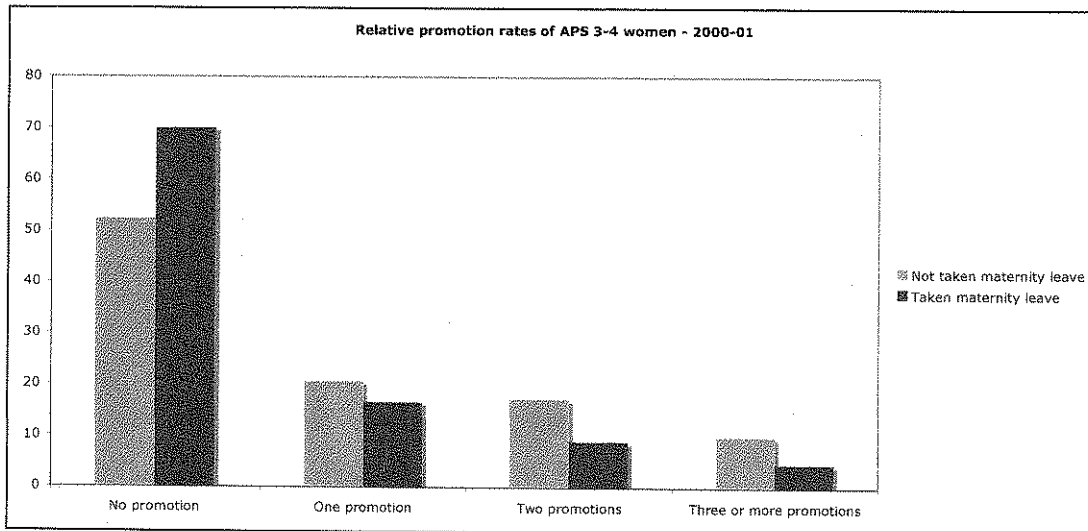
The final graph immediately below shows more starkly the pattern of taking maternity leave. In essence it asks the question: if a woman at a specified classification was randomly selected from the population, what would the relative probability be that she had taken maternity leave in this year?

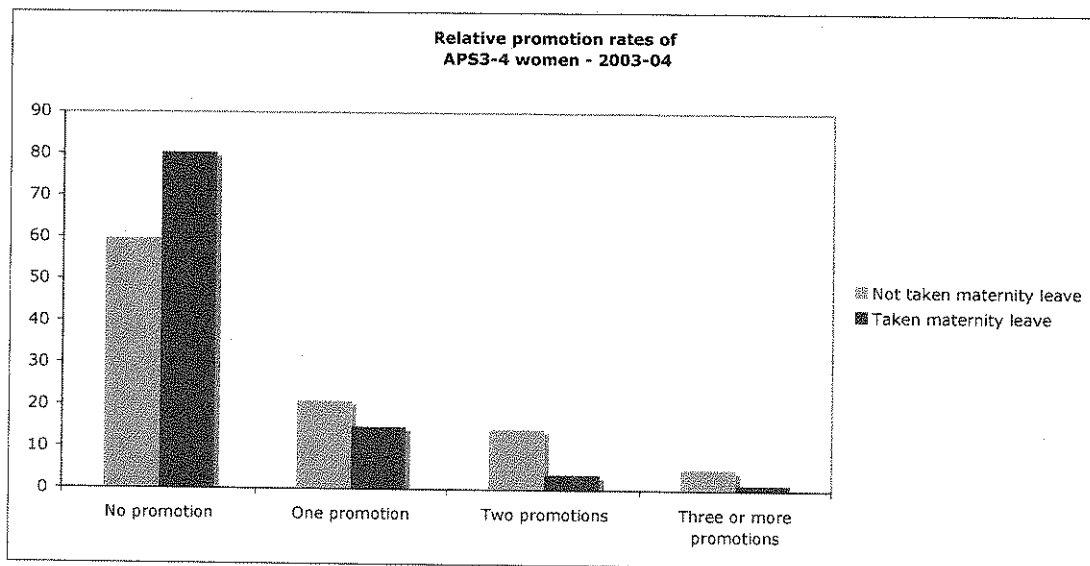
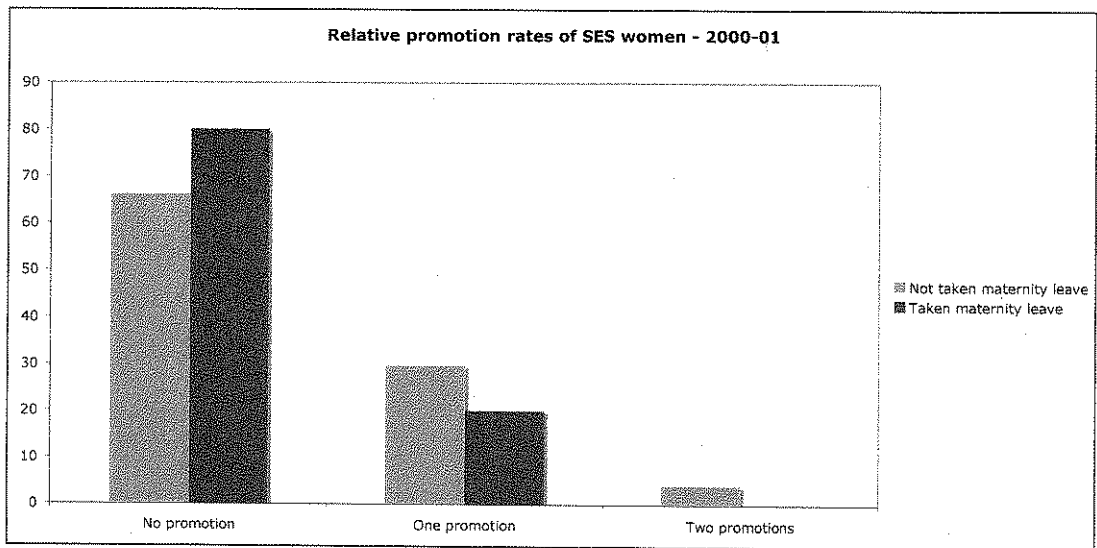
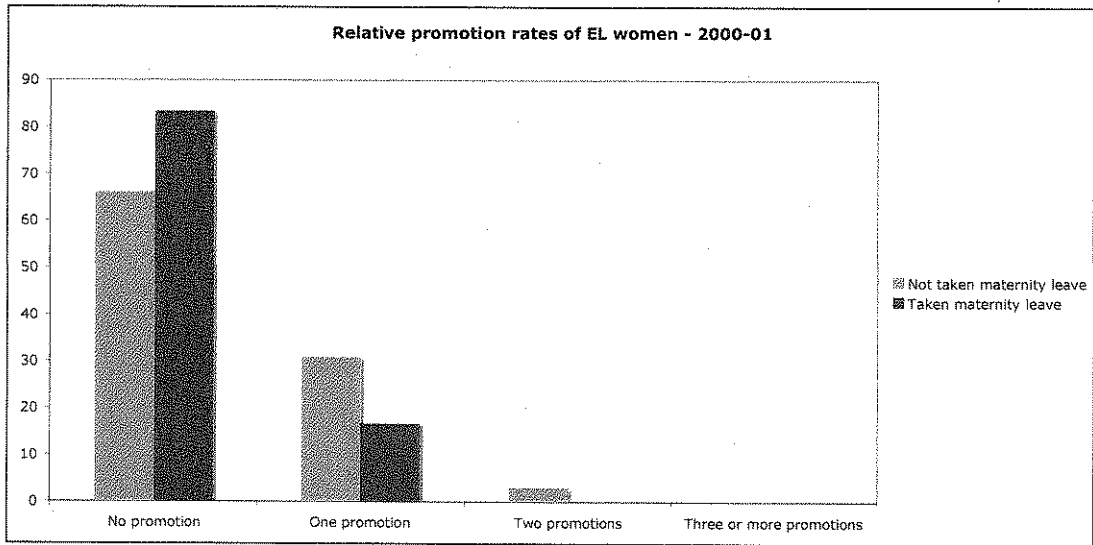
The data indicates that women at APS 3-4, 5-6 and EL1 are relatively over-represented on maternity leave among the population of women that took maternity leave. This may simply be a function of the relative age of women at senior classifications, while the relative lack of maternity leave at APS 1-2 may be affected by both a smaller sample size and a desire among women to establish their career before starting a family.

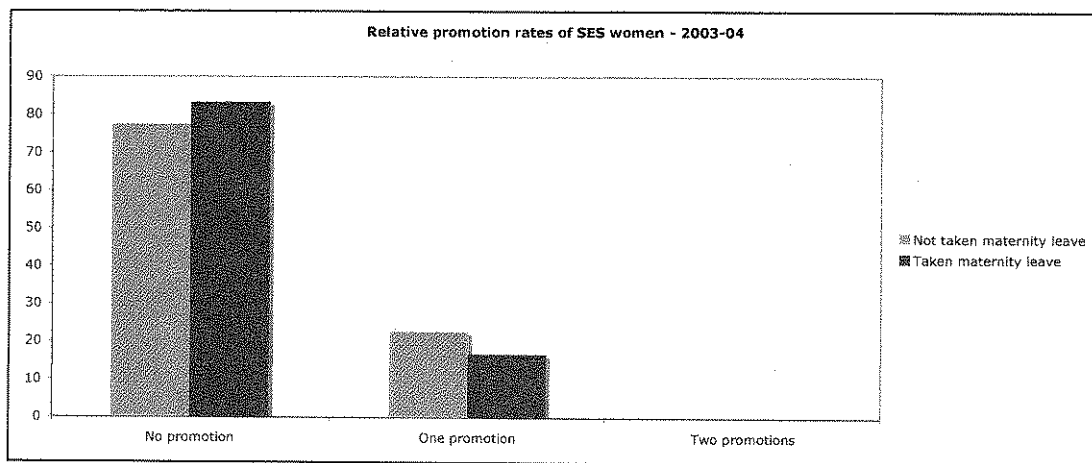
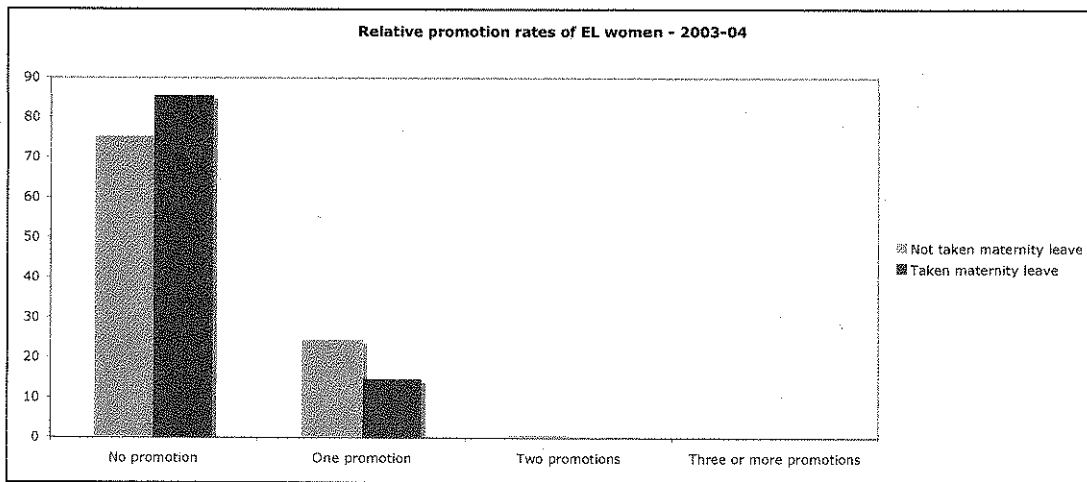


Data in tables earlier in this paper shows a consistent pattern indicating that women returning from maternity leave experience relatively slow rates of promotion compared to other women of similar age that did not take maternity leave. The Committee indicated that it would be useful to its consideration if this data could be disaggregated by classification level.

Given that the trend above seems consistent from year to year, the following data has been compiled for a subset of years only. While it provides some information on women at junior classifications, it also shows career progression for women already at Executive and Senior Executive levels within the APS.







Some caution should be expressed about these graphs, particularly those dealing with women in the Senior Executive Service. The numbers of women taking maternity leave at these levels is relatively small and the associated potential statistical errors are relatively large. In 2000-01, for example, women in Executive and Senior Executive levels accounted for only 17.3% of those women that took maternity leave in that year (SES women were just 0.7%).

Nonetheless, these graphs appear to suggest that taking maternity leave has some impact on the career progression of women regardless of their classification. The difference appears to be less marked for women at more senior classifications but, as noted in the original submission, this may be in part a reflection of the fact that career progression at more senior levels is generally slower than for most members of the APS.

Table A: Agencies by female employment (June 2007) and earnings data (January 2008)

AGENCY	Percentage of women (June 2007)	APS6		APS4		TOTAL STAFF (June 07)	Number of APS6 Staff (June 07)	Number of APS4 Staff (June 07)
		HBA data (Jan 08)	APSED Median (Jan 08)	HBA data (Jan 08)	APSED Median (Jan 08)			
Federal Magistrates Court	83.13%	\$65,292	\$61,106	\$55,383		160	7	67
MEDICARE	81.14%	\$71,517	\$66,370	\$65,404	\$53,073	5,959	403	397
AIFS	79.66%	\$66,793	\$66,793	\$52,409	\$51,100	59	15	10
DHA	73.68%	\$65,834	\$70,000	\$52,317	\$52,317	699	57	96
HREOC	72.41%	\$65,509	\$65,906	\$51,400	\$49,470	116	28	10
APSC	71.60%	\$69,680	\$69,680	\$54,080	\$51,007	250	37	17
FSANZ	70.99%	\$70,393	\$70,393	\$55,233	\$52,621	131	24	12
NLA	70.83%	\$69,839	\$67,986	\$53,388	\$50,390	521	87	68
AIR	69.14%	\$68,644	\$71,664	\$53,861		175	92	29
HEALTH	69.05%	\$70,429	\$68,887	\$54,975	\$53,461	4,830	1,252	4,000
CENTRELINK	69.03%	\$70,344	\$68,448	\$55,169	\$55,169	27,296	3,888	14,036
FAMILY COURT	68.91%	\$69,074	\$69,074	\$54,196	\$54,196	727	37	131
MUSEUEM	68.79%	\$68,461	\$68,461	\$53,716	\$51,045	282	51	42
AIHW	67.30%	\$68,880	\$62,307	\$53,968	\$51,122	211	43	19
DFACS	66.57%	\$67,964	\$67,964	\$54,127	\$54,127	3,099	781	373
AIATSI	65.79%	\$64,534	\$64,534	\$50,635	\$50,635	114	16	15
OCDDP	65.59%	\$70,011	\$63,618	\$55,063	\$57,403	497	54	92
FEDERAL COURT	63.84%	\$70,403	\$67,141	\$52,240	\$52,493	401	74	25
A-Gs	62.90%	\$71,280	\$62,196	\$54,697	\$51,977	1,504	332	171
MRT/RR	62.83%	\$70,337	\$67,712	\$55,209	\$52,478	304	54	67
COMCARE	62.68%	\$68,744	\$66,198	\$53,368	\$50,736	426	91	64
DIAC	61.96%	\$70,683	\$67,848	\$55,438	\$53,916	6,788	1,379	1,413
PM&C	61.18%	\$72,152	\$67,385	\$54,988	\$58,166	711	146	64
DCITA	61.05%	\$70,005	\$65,625	\$54,927	\$50,824	914	184	115

AGENCY	Percentage of women (June 2007)	APS6		APS4		TOTAL STAFF (June 07)	Number of APS6 Staff (June 07)	Number of APS4 Staff (June 07)
		HBA data (Jan 08)	APSED Median (Jan 08)	HBA data (Jan 08)	APSED Median (Jan 08)			
OMBUDSMAN	60.78%	\$70,819	\$64,916	\$55,565	\$52,805	153	36	27
AusAID	59.87%	\$71,052	\$67,702	\$55,759	\$55,750	775	202	31
AUSTRAC	59.51%	\$73,527	\$62,661	\$56,908		247	82	67
NAA	58.49%	\$70,133	\$70,133	\$54,771	\$54,771	465	87	66
ITSA	57.89%	\$70,737	\$68,099	\$55,500	\$54,114	285	57	19
COMSUPER	57.66%	\$69,552	\$69,552	\$54,431	\$52,283	595	86	120
Australian Film Commission	57.38%	\$68,113	\$68,113	\$53,173		244	44	37
GBRMIPA	57.31%	\$73,192	\$73,192	\$57,885	\$55,454	171	32	20
DVA	56.89%	\$71,779	\$71,779	\$56,320	\$56,320	2,401	552	216
DEWR	56.34%	\$68,700	\$65,520	\$54,099	\$51,895	3,862	866	443
PRIVACY								
COMMISSIONER	55.17%	\$66,460	\$63,660	\$52,147	\$44,383	58	19	5
QUESTACON	54.55%	\$67,812	\$62,421	\$53,349	\$51,895	231	21	35
ATO	54.24%	\$73,082	\$73,082	\$57,342	\$57,342	23,110	4,197	3,464
DEH	52.88%	\$69,795	\$69,795	\$54,810	\$53,214	2,292	562	245
NCA	52.83%	\$68,813	\$66,809	\$53,994	\$51,905	106	22	10
Australian War Memorial	52.22%	\$66,772	\$65,516	\$52,391		293	48	42
ABS	51.18%	\$68,844	\$66,431	\$54,263	\$51,305	3,167	827	530
ACCC	51.16%	\$73,124	\$69,183	\$57,375	\$54,958	647	134	79
DITR	50.02%	\$69,967	\$69,587	\$54,806	\$54,602	2,075	508	181
DFAT	49.75%	\$70,294	\$73,105	\$55,141	\$57,347	2,784	456	397
IP AUST.	49.18%	\$69,908	\$64,787	\$55,470	\$51,396	913	386	159
TREASURY	48.19%	\$70,753	\$68,032	\$55,554	\$53,418	996	203	69
AUSTRADE	46.99%	\$67,442	\$67,299	\$55,037	\$52,802	515	115	39
ONA	45.86%	\$73,146	\$69,819	\$57,071	\$56,456	133	23	21



AGENCY	Percentage of women (June 2007)	APS6		APS4		TOTAL STAFF (June 07)	Number of APS6 Staff (June 07)	Number of APS4 Staff (June 07)
		HBA data (Jan 08)	APSED Median (Jan 08)	HBA data (Jan 08)	APSED Median (Jan 08)			
ACMA	45.29%	\$68,372	\$65,549	\$53,530	\$50,769	552	121	77
DAFF	42.60%	\$68,116	\$68,116	\$53,446	\$53,446	4,951	607	1,025
MINT	39.23%	\$69,242	\$64,338	\$52,670	\$50,388	181	18	43
Defence	38.65%	\$70,481	\$72,596	\$55,431	\$56,038	21,177	4,901	2,228
GEOSCIENCE	28.45%	\$76,461	\$66,055	\$56,253	\$49,600	682	306	78

Notes:

Red	No data is available
Light blue	Median is more than CA maximum. This can occur due to APSED also capturing AWAs and allowances and/or a large number of employees on AWAs/individual agreements.
Purple	CA maximum and APSED median are the same.

The percentage of women and staffing numbers is based on the *State of the Service Statistical Bulletin 2006-07*

The table excludes some agencies – if they did not have a collective agreement at 1 January 2008 or if they were affected by machinery of government changes between June 2007 and January 2008 or if they employed fewer than 3% of staff in the APS 4 or 6 classification or if their broadbanded classification structure made APSED remuneration data unreliable.