PLAUSIBLE FUTURES FOR THE QUEENSLAND PUBLIC SERVICE: EXPLORING THE CHANGING NATURE OF GOVERNMENT BUREAUCRACIES AND GENERATIONAL CHANGE

Kathleen M Teske

B.A. (University of Queensland)

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University of the Sunshine Coast

Maroochydore DC Qld 4558

Sippy Downs Drive

Sippy Downs 4556

Australia

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ABSTRACT

Queensland Government bureaucracies are being forced to change due to several major social, economic, environmental, technological and political influences. These include changes brought about by an ageing population, globalisation and generational change, and diversity within perceptions of the time and space in which we live as Queenslanders. A better educated, more politically aware and technologically literate society is expecting, not only open and accountable government run by knowledgeable staff working effectively and efficiently, but a public service that works in partnership with private enterprise and other levels of government to provide sustainable services into the future.

The chaos and complexity of the changes required to meet society's needs for the public sector of the future, working within historical structures and characteristics of government bureaucracies, and the resultant contradictions within everyday working life for public servants, have been identified as the source of a sense of anxiety, currently evident in the Queensland Public Service.

This research discovered, through anticipatory action learning workshops, issues identified by the Strategic Management Network of the Queensland Public Service (QPS) as contributing to this anxiety. These issues include: differences in the skills base required for the future QPS; a broad range of emerging and future issues involved with the changing nature of work in the QPS; generational change issues; and requirements for structural change. They were identified using metaphors of the future, near and distant future emerging issues analysis, and the participants' tacit knowledge. These issues were then tested by surveying 500 Queensland public servants and posing four plausible futures for the sector. The survey found that these issues and plausible futures generated from them were acknowledged as being of importance and relevance, and that there were response differences relevant to the age and gender of the respondent.

University of the Sunshine Coast

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by Kathleen M Teske

Professor Robert Elliot (Principal Supervisor and Dean of Faculty)

Adjunct Professor Sohail Inayatullah (Co-supervisor)

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I would also like to thank all those Queensland Public Servants who so honestly and openly contributed their tacit knowledge to this research.

On a personal note, I also wishes to acknowledge the support given me by family and friends during the writing of this thesis, especially my mother Kathleen Cuthbert (deceased), my husband Craig and my children who encouraged me and gave of our family time so that I might have this opportunity.

ETHICAL CLEARANCE

Ethical clearance for undertaking this research will be lodged with the University of the Sunshine Coast. Clearance and support for this research has been obtained from the Interdepartmental Strategic Management Network of the Queensland Public Service.

STATEMENT OF AUTHORSHIP

Except where explicit reference is made in the text of the thesis/portfolio, this thesis/portfolio contains no material published elsewhere or extracted in whole or in part from a thesis by which I have qualified for or been awarded another degree or diploma. No other person's work has been relied upon or used without due acknowledgement in the main text and bibliography of the thesis/portfolio.

Applicant

Kathleen M Teske

Supervisor

Adjunct Professor Sohail Inayatullah (Co-supervisor)

GLOSSARY

Base-grade staff	Entry level staff who have generic skills
e-Government	Applying all the potential of the digital age to transform how government carries out its functions, including using portals to interconnect government and all its stakeholders. (Marsh, McAllum and Purcell, 2002)
Explicit Knowledge	Recorded knowledge
Gold Collar Workers	Knowledge workers who have skills which are not readily available in the market and of significant value to the organisation
Incommensurability	Although the same terms may be used to describe the characteristics of different futures it does not necessarily have the same meaning in each of these futures as the futures have different underlying myths and metaphors. Having different meaning due to originating from different sources
Memetics	Collective unconscious links which allow functionality between and within parts of an organisation
Residual Uncertainty	Uncertainty remaining following analysis to separate the unknown from the unknowable
Strategic Management Network (SMN)	The Strategic Management Network is a community of interest for senior public sector personnel from across a wide range of departments, and fields of government, interested in the effects

	of improved strategic management practices on the outcomes of government. The group meets regularly to discuss issues of interest and take and active role in developing agenda across the public sector.
Synchronous Contradictions	Contradictory circumstance occurring within the same time and space
Tacit Knowledge	Knowledge which has not yet been recorded so as to be
Trained incapacity	Conscious and sub-conscious training in not thinking about or questioning the status quo so as to avoid change Processes and procedures are performed without a full understanding of their reason or outcome

PREFACE

At the beginning of the 21st Century, bureaucracies are being forced to change due to numerous social, economic, environmental, technological and political influences.

The Queensland Public Service (QPS) as a large government bureaucracy needs to respond to these influences. The public is aware of changes brought about by an ageing population, globalisation and generational change, and diversity within the state regarding the time and space in which we live as Queenslanders. A better educated, more politically aware and more technologically literate society is expecting, not only open and accountable government run by knowledgeable staff working effectively and efficiently, but, a public service that works in partnership with private enterprise and other levels of government to provide sustainability and sustainable services into the future.

The need for the public sector to move forward is being accepted as a given, however, there is an identifiable sense of anxiety first expressed by the members of the interdepartmental Strategic Management Network[1] (SMN) in 2001. They identified the source of this anxiety as the chaos being caused by, and complexity of, the changes required to meet society's needs for the public sector of the future. These when combined with having to work within historical structures and characteristics of government bureaucracies, give rise to a number of contradictions within everyday working life of Queensland public servants.

This research discovered, using anticipatory action learning workshops, issues identified by the Strategic Management Network of the Queensland Public Service which were contributing to this anxiety. The workshops by their nature allowed this group use their ways of being and knowing as strategic thinkers, planners and performance managers across government, to look

[1] The Strategic Management Network is a community of interest for senior public sector personnel from across a wide range of departments, and fields of government, interested in the effects of improved strategic management practices on the outcomes of government. The group meets regularly to discuss issues of interest and take and active role in developing agenda across the public sector.

at metaphors of the future, near and distant future emerging issues, fears and concerns for the future of the Queensland Public Service, and skills they considered would be required to fulfil these future roles. Then, having checked the validity of the workshops' output through the survey, using their tacit knowledge, we began to explore the contradictions evident in this system of government bureaucracy which, from experience, in their everyday work, they could identify as being in a state of change or contradiction (non-equilibrium).

1.1 Thesis Structure

The thesis is arranged in six chapters and is informed by several different sources of information and data. These sources include: the literature review; anticipatory action learning workshops; surveys; and a study of the changing memetics of the QPS.

The outline of the thesis is as follows:

- The Introduction: outlines the research question, problem and significance; and presents a brief outline of the four plausible futures for the Queensland Public Service being explored in this thesis: e-Government, Global/Regional Government, Generational Government and Outcome/Program based Portfolio Government.
- Chapter 2 presents the research methodology; the theoretical frameworks used in the four phases of research of this thesis.
- Chapter 3 is the Literature Review which contains a review of some of the wide range of literature available on the following topics: the changing nature of government bureaucracies, the influence of technology, globalisation and regionalisation, the knowledge economy and generation change on the Public Service and e-Government.
- Chapter 4 brings together the findings from all the different phases of the research.
- Chapter 5 contains a causal layered analysis of the four futures explored.
- The concluding chapter summarises the research of the thesis and raises a number of observed synchronous contradictions and questions for further investigation.

Files containing all statistical data in SPSS, MS Word, and MS Excel and the survey distributed as part of this research are included in the appendices in electronic format.

CHAPTER 1: INTRODUCTION

Government bureaucracies are large, complex systems, the bases of which have been established for millennia. The last major changes to government bureaucracies, before the late C20th, were made prior to the Industrial Age. Many of these changes are the result of the thinking of the philosophers of the French revolution. These systems are ill-equipped and not designed to change in order to service a changed world-view, as we move from the Industrial Age to the Knowledge Age.

As in similar complex systems when undergoing significant change the Queensland Public Service has displayed characteristics of non-equilibrium evident through a number of synchronous contradictions[2] which multiply as the need for this change intensifies. (Discussion with Johan Galtung, Mooloolaba, 2002)

1 Research Question

1.1 What are plausible futures for the Queensland Public Service exploring the changing nature of government bureaucracies and the influence of generational change?

The use of diminishing government resources, and its impact of government output, is significant to the future for the government bureaucracies like the Queensland Public Services, especially in this information and knowledge driven era. (Keating and Mitchell, 2000)

The business practices of Queensland government departments and agencies tend to follow the trends of government bureaucracies throughout the world in that: they are slow to change[3]; their processes and procedures are performed without a full understanding of their reason or outcome; and there is a noticeable lack of willingness to take up the accountability and responsibility attached to these services and processes. This results in a lack of trust. However, government

[2] Synchronous Contradiction: a set of contradictory circumstances competing within the same time and space.

[3] The SMN estimates that to introduce minor change can take between three to five years.

bureaucracies are being forced to change in the 21st Century as public expectations of them change. (2001, Keating and Mitchell, 2000)

The scope of this thesis is not to find solutions to the contradictions which exist between the current traits of the Queensland Public Service (QPS), as influenced by its past, and society's requirements of it in the future, but to identify some of them, issues raised by them, influences of them and plausible futures for the QPS which will enable it to begin addressing these contradictions.

2 Research Problem

2.1 What are the historical and enduring myths about government bureaucracies?

An ethological study, of current and past characteristics of the Queensland Public Service, from within, was undertaken to determine changes that have occurred, in the past 25 years, and to help identify underlying enduring myths which anchor the QPS to its past. This research was conducted using legislative and regulatory change in relations to the roles and functions of Public Officials, and administered legislative and statutory information, to determine change over time in these functions. This study, when combined with the findings of the anticipatory action learning workshops undertaken with the Strategic Management Network (SMN), assists in identifying the contradictions evident in the QPS psyche, during this period of rapid change.

A survey and (where requested by participants) interviews were conducted with Managers of a variety of functions within Queensland Public Service departments. These addressed the changes in the nature of government bureaucracies, and the participants' attitudes to the findings of the anticipatory action learning workshops, testing the validity of the SMN members' opinions, and the significance participants felt these had to government for the future.

The identified myths are mainly centred on the underlying mores and characteristics of government bureaucracies as defined by sociologists, like Michels (1962), Mannheim (1940), Denisoff, Wahrman (1975) and Veblen (Denisoff and Wahrman, 1975). These characteristics comprise:

- high degrees of specialisation considered essential to the maintenance of the reason for being for any bureaucracy;
- hierarchical and stratified positioning considered essential for the equitable distribution of authority and responsibility;
- roles and rules that are set and clearly defined;
- an environment where personality has no bearing on the hiring, promotion or reward and recognition of individuals;
- "trained incapacity" which is reflected in the inability to be flexible and inability to easily adapt; and
- the "Iron law of oligarchy" which states that there are certain internal tasks that must be done if the organisation is to survive (this law gives rise to the consciousness of power of those who can control the "essential" tasks).

2.2 What are the scenarios for the future of government bureaucracies covered by the research question?

There are several major changes in government bureaucracies that have significant effect on the future nature of government bureaucracies and governance which include:

- the influence of generational change, especially the rapid changes in white and gold collar workforces and the latter's influence of the former as individuals working within the collective (Barbagello, 2000);
- rapidly changing technology (Eisler, 1997);
- the requirement of the citizenry for more transparency to the functions of Government (this requires organisational structural rethink as to how government is organised, so as to be more responsible to and easily accessible by citizens) (Davis, 2001); and
- the need for trust to be built from within government bureaucracies, and hence building balance between agency, individuals and structure (Davis, 2001).

These in turn give rise to numerous plausible futures identified in the anticipatory action learning workshops and the literature review, four of which will be addressed by this thesis:

- **e-Government** The requirement for government to communicate between the community, business and itself via electronic media is becoming essential in the current global economy

(Schoeniger, 2000) and the need for transparency and accountability, in this environment, requires that information be accessible to all citizens via the use of available technology (Michalski et al., 2000).

- **Global/Regional Government** The need to operate in a global environment, as government, is imperative if society is to engage in the mutually reinforcing technology, governance, economy and social dynamism cycle. It is also necessary for government to write policy for the individual and collective outcomes of such a cycle (Michalski et al., 2000).
- **Generational Change** Generational change and the implications of the social impacts of this on Australian society, and on the Public Service as part of that society are well documented. Differences in abilities, values, and needs of the different generations will require innovative solutions from limited resources (Keating and Mitchell, 2000). This future also requires that government decision making ensures sustainability for future generations.
- **Outcome/Program based Portfolio Government** The changing global economy, the Knowledge Age's requirement for flatter, heterarchical structures (Pickett, 2003, Michalski et al., 2000) and the desire of Generations X and Y to engage in project/task based work (Pickett, 2003) will alter the structure of public service bureaucracies.

2.3 What are some emerging issues that may challenge these futures? [4]

The following emerging issues came from a series of Anticipatory Action Workshops, which I facilitated with the Strategic Management Network (SMN) of the Queensland Public Service (QPS) in 2001 prior to this current study:

- there is a need for bureaucracies to be agile enough to work in several of these scenarios depending on changing circumstances;
- the elimination of the "government bureaucrats" and their electronic replacement, given the rapidly spreading influence of the internet and other electronic means of access, is a possibility;
- the continued outsourcing to private enterprise, sharing and centralisation of government corporate services will see many of the operational functions of the QPS eliminated or standardised over time;

[4] Participative Action Learning Workshops undertaken with the Queensland Public Service Strategic Management Network (2001)

- direct access of the citizenry to government services and functions, via the web may require fewer government bureaucracies, with fewer resources;
- changing the memetics[5] (Price and Shaw, 1998) of any organisation can have unexpected results, which need to be understood (as far as is possible) before change is made, so as to avoid any unintended detrimental outcomes; and
- generational change through the different work, management, ethics and technology requirements of Baby Boomers, Generation Xers and Generation Yers may contribute to conflict as the QPS changes to meet future need.

3 Research Significance

3.1 Changing Traits of Government Bureaucracies [6] [7]

Government bureaucracies, as characterised in earlier works, are changing in nature and, in doing so, need to overcome deficiencies in underlying myths and mores, which have existed for centuries, and adapt or adopt business acumen in order to function in their future role. There are certain risks in the deficiencies of government bureaucracies, as characterised in earlier sociological works, inherent in their inability to address what may be required of them in the future. This unwillingness to address residual uncertainty[8], and its associated risk, means that these uncontrolled changes are taking place in the Queensland Public Service without a plausible or probable vision of the future with regard to societal wants or needs at the end of the process.

This evolution is creating chaos in the complex QPS bureaucratic system. In many cases the changes appear to be being made without thought as to: what attributes of public service, or government bureaucracy, need to be changed; how much change the current workforce is capable of sustaining; what may need to be retained for future government to function effectively and

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[5] Memetics: the collective unconscious links which allow functionality between and within parts of an organisation.

[6] Strategic Management Network of the Queensland Government, Managing For Outcomes Implementation: a Marriage of Pragmatism and Idealism, May 2001

[7] Future Directions for the Queensland Public Service: Draft paper prepared for the CEO Committee on Governance, 2002

[8] Residual Uncertainty: "the uncertainty left after the best possible analysis to separate the unknown from the unknowable" COURTNEY, H. (2001) *20/20 Foresight: Crafting Strategy in an Uncertain World,* Boston, Harvard Business School Publishing. Pg 4.

efficiently with social and fiscal responsibility; and where and when the system will reach critical states to evolve from non-equilibrium.

This thesis explores the four plausible futures discussed previously to assist Queensland government bureaucracies to understand some of these possibilities, and the difficulties and contradictions experienced while adopting them.

4 State Significance

The interdepartmental Strategic Management Network (SMN) has repeatedly identified, as underlying several of the major issues now confronting the Queensland Government, the lack of understanding of our business processes and procedures, their interconnectedness (memetics), and the ability of the QPS to move forward without any clear direction as to how the business should, or might, be required to function in the future. The SMN has also outlined a number of behavioural issues common to government bureaucracies that raise issues of ethics, trust and aesthetics for the public, and behavioural and business implications/issues which are experienced by Public Servants but seen as remote. (2001).

Through the surveys/interviews, ethological study and causal layered analysis undertaken in this thesis there should emerge a better understanding of the memetics of these issues, as well as their implications for the future, as the QPS undergoes change.

The SMN has undertaken to support this research. Information from this thesis will be made available to the SMN as part of its longitudinal study of the issues emerging from change made to the Queensland Public Service.

5 Summary

This chapter addressed the research questions and problems being explored in this thesis, its scope and significance. It is important that in this period of increased change and complexity of that change, that government bureaucracies be able to understand their environment to the extent that they can define and explore that which is currently unknown and the reduce risk of the unknowable.

The following chapter will outline the research methodology being undertaken to explore plausible futures for the Queensland Public Service, in the current environment of increasing complex change, as it aims to meet the needs society has of a public sector for the Knowledge Age, and the contradictions arising during this change caused by the differences between the traditional traits of government bureaucracies and those required for the future.

CHAPTER 2: RESEARCH METHODOLOGY

In this research, I have endeavoured to use both critical and empirical research methodologies to complement the outcomes of anticipatory action learning, so as to obtain as clear and defined an understanding as possible of the identified issues and the question.

1 Research Theoretical Frameworks

The larger part of this research attempted to tap into the tacit knowledge of Queensland Public Servants, to capture information about emerging issues, which they anticipate having a significant effect on the ways in which Public Service is delivered in the future. Futures Studies methodologies are designed to facilitate our discovery of this type of knowledge about our ways of knowing (epistemology) and of being (ontology) by examining the current in a broader perspective in terms of past, present and future time and space. In so doing, a range of future perspectives, alternatives based on our individual diversity, can be explored (Inayatullah, 1999, Courtney, 2001).

The research proposed in is four phases.

1.1 Phase 1 Anticipatory Action Learning Workshops

Phase 1 was a series of Anticipatory Action Workshops with members of the Strategic Management Network of the Queensland Public Service, undertaken prior to the current research. The aim of these workshops was to gather information from the participants as to their unique ways of knowing and being due to:

- their observations as senior public servants of the emerging issues regarding the future of public service in Queensland;
- their hopes and fears regarding these issues;
- their understanding of possible plausible futures for government bureaucracy in Queensland; and
- their tacit knowledge of what, in the current public service environment, holds the QPS to the present and past, or pushed or pulled public service in particular directions for the future.

This is a study of plausible futures for government and therefore anticipatory action workshops were more useful in discovering these plausible futures because these workshops, as apposed to other action learning formats, take into account participants' ways of knowing about the issues being generated and the possibility or probability of the futures proposed.

Action learning, as a process, has come a long way since the 1982 writings of Revans (1982) on the theory of action learning which draws on the underlying premise of Piaget's work that "Knowledge is derived from action"(Piaget, 1969). It has been applied and refined on an individual level through several contemporary learning theories which use cycles similar to the "plan, act, reflect, understand" cycle of action learning, and on an organisational learning basis through the five disciplines outlined by Senge (1990).

There is a logical progression from Revans' formula for Action Learning (1982) to Inayatullah's Anticipatory Action Learning (2002). Revans (1982) began with Learing = programmed learning + questioning insight; Marquardt (1999) included implementation; Davies (1997) included non-rational, culture; to Inayatullah (2002) including ways of knowing L = P + Q + WoK + C +I. It is the inclusion of ways of knowing in this formula which allows for multiple plausible futures. It allows for the tacit information modes of intuition, values, civilization and cultural insights, as well as quantifiable and qualitative data, and theory to be included in possible, plausible futures.

The anticipatory action learning workshops conducted with the Strategic Management Network included the following types of analysis:

- Emerging Issues Analysis, which aims to identify problems or difficult issues, before they become problems, is one of the main roles of the Strategic Management Network of the Queensland Public Service. Through the use of trend data, quantitative data, or observations made by participants (valid because of their understanding of the environment and the circumstances) several emerging issues were identified.
- Paradigm consideration, which looks at various world views and then considers the emerging issues from these perspectives, was undertaken.
- Causal Layered Analysis, which considers layers of complexity of the issues identified: at the local and daily level by means of identifying where these issues had been addressed in the local press or in departmental information; at a social level which looked at what developments socially might be causes of the issues; at a broader world context global

changes impacting these issues and their context, were considered. From these layers came a list of metaphors, which the individual or collective unconscious uses to identify or make sense of futures relevant to the issues (Inayatullah, 2002).

The outcomes of these workshops will inform the remainder of the research.

1.2 Phase 2 Surveys and Interviews

As part of this thesis, a survey has been designed using the outcomes of the Anticipatory Action Learning Workshops. This survey was distributed to 500 Queensland Public Servants to validate the data from the workshops, and to identify other significant futures.

The survey is an attitudinal survey which asked for consideration of each statement in terms of individual agreement or disagreement on the part of the survey participant and on the participant's perceived importance of the issue to the Queensland Public Service. The survey is designed using two Likert scales.

A three directional, five point, categorical Likert scale was chosen for analysis of the attitudinal survey data, and a one directional, five point, categorical scale for the importance to Queensland government. Likert scales were chosen, as opposed to Thurston or more complicated scales such as Guttman scales, for a number of reasons (Kumar, 1996). The statements included in the survey have been identified by the workshop participants in relation to one or more of the plausible futures being studied. The survey is not assessing attitude per se, but the intensity of the participants attitudes toward the issues. The analysis also looked at the intensity of the participants' views in relation to each other and hence the reaction to the plausible futures to which the statements are related. It is important to keep in mind that this is a study of plausible futures not preferred futures. The information sought to investigate the plausible futures identified by the workshop and reinforced by the literature review (Bouma, 2000).

Some relevant demographic questions, generation and gender classifications are also asked for in the survey as it is anticipated that there may be some difference in response to the questions from these different cohorts (Inayatullah, 2002). This information will be analysised using multi-variant analysis to show comparisons between gender, generation and the plausible futures (Keppel, 1973).

1.3 Phase 3: A Study of the Changing Memetics of the Queensland Public Service

A study of changing memetics within Queensland Public Service, in the knowledge economy, and the rapid changes in white and gold collar workforces, and how the latter will influence the former, was suggested from the workshop. Information on this topic specific to the Queensland government was not readily available through the literature review and was collected and collated from government documents and materials available from within the public service.

This was undertaken with the assistance of the Strategic Management Network as the collectors of this knowledge from their specific departments, a qualitative analysis undertaken of changes emerging in the nature of government bureaucracies in Queensland as compared to changes being experienced in government elsewhere, business and the community as evidenced through the literature review.

1.4 Phase 4: Causal Layered Analysis

Each of the first three research methods (anticipatory action workshops, survey and/or interviews and the study of changing Queensland Public Service memetics) contributed to the outcomes of a causal layered analysis of four possible futures scenarios which emerged from the workshops.

> By layered, we mean that the causes of the future are always multi-fold in vertical space - technological and economic at the most obvious levels, and worldview/myth based at other levels. There is no single all encompassing cause or theory or paradigm of the future. This is trans-disciplinary, learning from many disciplines and many civilizational ways of knowing…It means moving to genuine alternatives. (Inayatullah, 2002)

The Litany level was informed by the ethological study and information gathered from the literature review of government reports and strategic plans over a number of years and from newspaper articles of the same period covering changes in the nature of government.

The Social level was informed by the Survey/Interviews and articles covered in the literature review.

The Structure and Discourse, and Metaphor levels was also be informed by the Surveys / Interviews and the study of the memetics of changing government bureaucracies especially the Queensland Government.

The four futures to be studied are e-Government, Global/Regional Government, Generational Government, and Outcome/Program based Portfolio Government.

Causal Layered Analysis allows for analysis of issues both within and between the layers of the alternative futures being studied. The multiple layers and dimensions within this method of analysis allow for an explanation of some knowledge which, in most methods of analysis, remains tacit or, at best, is accounted for in assumptions made during analysis. In this analysis the unconscious underlying myth or metaphor, and our understanding of the world view as influenced by our collective and individual space and time, gain expression and therefore become part of the analysis (Inayatullah, 2002).

Horizontally, the analysis allows for comparisons between the vertical litany, social, structure and discourse levels, allowing for identification of "associated solutions", "associated problem-solvers", and sources of information between the alternative futures. Vertical analysis using causal layered analysis allows for exploration of causes and solutions to issues from various perspectives of the alternative futures being studied (Inayatullah, 2002).

Causal Layered Analysis is important to this study as it enables the building of explicit knowledge, reducing the unknown and further defining the unknowable.

2 Summary

In this chapter I have outlined the research methodology used and the different phases of the study:

- Phase 1: anticipatory action learning workshops which enabled the stakeholders (the SMN) to identify using tools of futures studies, detail of the plausible futures to be examined;
- Phase 2: testing the outcomes of phase 1 using a survey designed to seek from a sample of Queensland Public Servants their attitudes to the issues raised by the SMN;

- Phase 3: a study of recent change in the memetics of the Queensland Public Service from legislative and documentary sources; and
- Phase 4: a review of the findings of the literature review and survey using causal layered analysis.

Each of these phases of exploration will create explicit knowledge from the epistemology and ontology of the participants (i.e. their tacit knowledge of their environment) which should assist the Queensland Public Service (QPS) to gain a fuller understanding of the unconscious changes taking place. It should also enable the QPS to reduce the anxiety felt by the Strategic Management Network (SMN) by separating some of the unknown from the unknowable by converting this tacit to explicit knowledge.

The following chapter reviews some of the literature available on plausible futures which may influence the characteristics of government bureaucracies.

CHAPTER 3: LITERATURE REVIEW

This Literature review focuses on the major influences of government in the 21st Century as outlined by the OECD (Michalski et al., 2000) globalisation, technology, and the knowledge economy, as well as the links between them including shifting demographics, blurring borders, and generational change. (These are the basis of the four plausible futures outlined in this thesis: e-Government; Generational Government; Global/Regional Government; and Outcome/ Performance Based Government.)

> This is a very difficult period of change for governments and government decision makers as they must combine the needs of society to work within the growth of the global market economy, its perspectives and ambitions, and consequent new social movements, and the technological change in communications and related areas; and at the same time understand the resurgence of nationalism, and the growing political and social significance of localist ethnic and cultural identity. (Orchard, 2001)

The concerns raised by the Strategic Management Network of the Queensland Public Service in their meeting of 14 February 2001[9] indicated the members' recognition of ongoing and exponentially increasing change within the Queensland Publics Service, and their concern at the perceived lack of overt formalised direction, or a defined preferred future at which to aim. This changing nature of government bureaucracies, as they and society react to exponential increases of change and complexity of our time and space (Modis, 2003, Bell, 2003), and the residual uncertainty caused by the synchronous contradictions it creates, form the basis of this thesis.

To form views of alternative or multiple futures requires that governments be able to address issues associated with: collective unconscious; the incommensurability of the underlying myths and metaphors which supported their past and those which support society's expectation of them in the future (Narayanan and Fahey, 2004); and the understanding of resultant residual uncertainty and risk (Courtney, 2001). That is, they need to begin exploring their future, and discerning the unknown from the unknowable of their collective unconscious. It is difficult for organisations which historically have not valued or trusted the contribution of the individual (their tacit

[9] Minutes of the Meetings of the Inter-Departmental Strategic Management Network are available through the Office of Financial Management, Queensland Treasury

knowledge, their ways of knowing and being) to begin such relationships with either their employees or their clients, so as to build explicit knowledge required to achieve this goal. Government bureaucracies have been struggling to address these issues since the 1980s when their underlying traits began to adopt more feminine characteristics of cooperation, partnerships, personal relationships, balance of work and family life, and adaptability (Milojevic, 1999).

For some parts of government within Australia, and its states and territories, this has been further complicated by the legislated requirement for those parts of government which compete with private enterprise for work to operate within an open competitive market, under the *National Competition Policy*.

These influences are causing fundamental changes to the myths, mores and traits of the Queensland Public Service (QPS) similar to those studied in government bureaucracies elsewhere (Michalski et al., 2000) and have sparked the need to look at plausible futures for the QPS.

1 The Changing Nature of Government Bureaucracy

In June 2001[10] it was obvious to the Strategic Management Network of the Queensland Public Service that the characteristics of a bureaucracy as outlined by Denisoff and Wahrman in the 1970s (1975) were beginning to breakdown or become ineffective in an Australian context.

1.1 A Highly Educated and Pluralist Population is Changing the basic Character

> In the western world the philosophy of government changed radically during the last 20 years of the 20th century. The prevailing free market ideology was applied to the practice of government in the form of deregulation, privatisation, and the adoption of business-type management model across remaining functions of government. The catchcry was increased performance, accountability and efficiency. …

[10] Minutes of the ISMN Meeting 28 June 2001 and attachment "Managing for Outcomes Implementation – A Marriage of Pragmatism and Idealism"

> … the practice of government in the 21st century will need to be reconsidered and changed to meet the challenges posed at all levels of society by the tsunamis of change, and in particular the challenges thrown up by the advent of the Knowledge Age. (Marsh et al., 2002: 182)

Specialisation could not be sustained. It became imperative that bureaucracies within Government work together, share resources (including human capital) to address societal issues. This gave rise to issues of cross-subsidisation, cross-fertilisation of ideas, and blurring as to the roles of long-term government institutions, and pan-governmental responsibilities in Australia between government and private enterprise. Australian governments in the 1980s and 1990s sought solutions to issues of their changing environment using new models of governance based on contracting, outsourcing and purchaser-provider relations, deregulation in favour of competition and corporatisation (Weller, 2000).

This blurring flowed through to the ranking of positions within these bureaucracies as the hierarchies crumble (Michalski et al., 2000). In a knowledge-based bureaucracy, knowledge will be found at all levels of the organisation and this knowledge will become significant as it becomes relevant (Michalski et al., 2000). Also as the half-life of knowledge decreases at an accelerating rate it becomes impossible for any one individual to hold all the answers (Pickett, 2003). Therefore, the normal rankings in terms of roles are becoming less relevant within such bureaucratic structures. The individuals who had been hired, promoted, rewarded for individual bureaucratic attributes in the past found themselves needing other sets of skills in order to contribute in the future to these rapidly changing organisations. In such an atmosphere, with dramatic shifts in the stratification of power and prestige structures, the stability in government employment taken for granted for so long became tenuous (Bishop, 2003, Pickett, 2003).

In the short term this structural shift is highlighting issues of: "trained incapacity", in that the bureaucratised responses of the past are no longer appropriate in this changing situation; the devotion to the rules that was the mainstay of government bureaucracies for millennia being frequently inappropriate to the situations at hand; the influences on bureaucracies from the individuals, who are their members, are becoming much more obvious (Weller, 2000, Keating and Mitchell, 2000, Michalski et al., 2000).

When Max Weber (Gerth and Mills, 1946), Mannheim (1940), and Merton (1968) wrote about the traits of government bureaucracies, between the 1940s to1970s, would they have been surprised to

know that at the turn of the century (a short period of time in the life of bureaucracies) these traits would be changing so rapidly? This change has come about due to the demand for bureaucracies to keep pace within the information and knowledge ages, and a greater call for transparency and accountability (Weller, 2000) from a far better educated populace (Keating and Mitchell, 2000).

> In Australia's highly educated and pluralist society, confidence in the system of governance requires that policies and institutions respond to and meet people's needs efficiently, effectively and equitably. (Keating and Mitchell, 2000: 18)

1.2 Questions of Governality: Who are our citizens? How should we govern?

With such fundamental changes in the nature of government bureaucracy come the same questions discussed by Foucault (Faubion, 1994) as the ongoing problem for government: who should rule, how intensely, why and how. Michel Foucault (Faubion, 1994) in his essays on security, population and governmentality focused on a set of questions for modern government. He began his discussion of governmentality by discussing the development of governing philosophy between the 16th and 18th Centuries mainly by Machiavelli and the famous French philosophers, La Motha Le Vayer, Guillaume de La Perriere and Jeans-Jacques Rousseau as they struggled with the questions of: personal governance; how to deliver the best possible governance; how to govern others, and be governed; who the populace will accept as delivering acceptable governance; economics and security in government. Many of these questions are again being addressed today as changes, due to globalisation, technology and generational differences, impact the beginning of the new millennium (Michalski et al., 2000, Held, 1999, Mittelman, 1999).

The association of State with sovereignty defined by territory may seem Machiavellian but its violation by the removal of borders of "territory", due to technological advances, is central to many works on globalisation (Drucker, 1997, Mittelman, 1999, Held, 1999).

Foucault concludes that it may be possible for global government to work its way through the phases of the state of justice, the administrative state and the state of government based in its population, economic knowledge and hence controlled by security (Faubion, 1994).

> Maybe after all, the state is no more than a composite reality and a mythicized abstraction, whose importance is a lot more limited than many of us think. (Faubion, 1994: 220)

The argument for 16th Century philosophers was between the legitimacy of government by Church or Principality, as Europe moved from its feudal past. The same sorts of questions arise now as we enter another age of revolution, knowledge revolution (Pickett, 2003).

1.3 Generational Future-oriented Government

Bruce Tonn (1996), in his work on future-oriented government, poses the question: will democracy, as it exists at the end of the 20th Century, be capable of protecting and representing individual and group rights in the global environment of the 21st Century? He proposes three elements to future government: a Court of Generations which has (as its mandate) to determine if the quality or existence of life is threatened for future generations, the Futures Congress, which would make decisions based on the diagnosis of the Court of Generations, and a Futures Administration which would support both the Court and the Congress.

Tonn's (1996) Futures Administration is of particular interest to this thesis as it gives some insight as to what a future public service might entail. He sees this arm of government as having several basic functions including the provision and maintenance of a Diagnostic Decision Support System to meet the need to support foresight and counterfactual analysis, considering the possible futures based on current and historical knowledge and exploring consequences of hypothetical decisions. This system could use Delphi techniques similar to those currently available and require access and linkages to multiple databases, information sites, browsers and knowbots. This he saw as needing to be user friendly and accessible to all at any place and time and capable of continuous feedback. Language and literacy issues would need to be overcome to have this available to all (there are even problems using a natural language processing methodology). The systems would need to support internal and external communication as well as different decision making processes.(Tonn, 1996)

Other administrative functions, outlined by Tonn, include Co-ordination/Mediation Services, which he envisages providing interpersonal communication, co-ordination, mediation and negotiation, as well as the education of citizens on decision making and conflict resolution, and a Futures Issues Commission which would issue regulations and guidelines for the regulatory mandates. (Tonn, 1996)

Tonn's (1996) article, although it gives a basic blueprint for some ideas of future government, is conspicuous by those issues not discussed. He portrays future government as a system for 'non-

spatial' government as well as nation-states but, does not discuss how a citizen is defined in a borderless society. Such systems, as suggested by Tonn, raise issues of privacy of information and knowledge being accessed and by whom. To be identified as citizens implies that they are somehow tracked through some mechanism built into the system now and in the future. Is such tracking ethical? The access for those without modern means of communication and hence equality of their rights in such a global system are not also discussed.

Some of Tonn's (1996) proposed criteria for this system of future-oriented government are reflected in other studies such as Destatte's (2001) work on civil ethics and governance in Walloon.

Both Tonn (1996) and Destatte (2001) see the need to: develop participative democracy; account for issues of sustainable development through long term development and planning; foster learning through the use of innovative tools, processes and methods; be able to distinguish between strategies from the community and political strategy; and a need for explicit accountability of government to public sector users. Where they differ is in Tonn's (1996) explicit recognition of the future generations and future oriented issues, and his suggested incentives to include people of "wisdom" and Destatte's (2001) emphasis on trust and human rights. Paul Nutt and Robert Backoff (1992) support Tonn's (1996) vision of the need to use search techniques to uncover information and innovative ideas (Delphi and synectics techniques, nominal grouping and scenarios) and synthesis techniques. Nutt and Backoff (1992) emphasise the need to create and manage responses to dynamically changing need.

Tonn (1996) does not indicate, in the instance of implementation of these components within a pre-existing nation state, which would take precedence, the existing governmental structures or futures oriented government structures. Would this form of future governance add yet another layer to the national and international sovereignty issues of the Westphalian system (Rudd, 2001)?

1.4 Is there a need to seek out Virtuous Cycles to prove Transparency and Accountability?

Tonn's and Destate's findings are backed by a series of OECD papers on Governance in the 21st Century (Inayatullah, 2000) which encourage new discourse based on the changed assumptions, networks and interdependencies. These papers address the issues of changes in authority,

technology, economy and social dynamism which future micro and macro society will need to develop, and puts forward challenges for policy makers in this new environment.

The articles put the question:

> …how might societies in the future become more effective in arriving at desirable collective outcomes? (Michalski et al., 2000: 23)

Michalski, Miller and Stevens (2000) addresses the need for a "virtuous cycle" between the mutually reinforcing changes in technology, governance, economy and social dynamism through the enablement of participative decision making. This sort of policy making requires the ability to be spontaneous, fluid and task-based rather than sustaining the rigid organisational hierarchies (which currently exist), their habits, traditions and relationships (Michalski et al., 2000). Policies are required which support ongoing transition and leave behind more traditional forms of command based planning for mass-driven or creative knowledge driven societies. Such policies need to be grounded in a framework which promotes the learning of new skills, and supplies the values and goals to build capacity to enable participative decision making (Michalski et al., 2000) (Lucas, 2002). Thus, there will be a need to overtly facilitate transparency, accountability, integrity and legitimacy of institutions values, rules, and practices through policy (Michalski et al., 2000).

> …passivity either enforced by powerful authorities or chosen by engrained habit, is in long-run decline. (Michalski et al., 2000: 10)

1.5 Feminine Futures

It may seem strange to include a section on feminine futures within a thesis on such a paternalistic topic as government bureaucracies, however, as I shall discuss later in this document, the gender balance of the Queensland Public Service, as a whole, has favoured females for a number of years and forecasts suggest this trend is likely to continue. (MOHRI data 2000-2005)

Many of the attributes of female futures as outlined by Elise Boulding, Riane Eisler and Ivana Milojevic throughout their writing are connected with those characteristics expected of government bureaucracies post 1980, and highlighted in this literature review as being required, even fundamental to the bureaucracies' futures.

> The feminist dictum of the personal being political gave us the legitimation to bring what has always been extremely important to us (personal relationships, family, [and] community) to a societal level. (Milojevic, 1999: 67)

2 Public Service, Technology and e-Government

Advances in technology are having, and will continue to have, significant impact in the fields of governance and governality (Orchard, 2001). In this section I have concentrated on two articles which simply and in non-technical terms explain the significance of singularity (Bell, 2003) and complexity (Modis, 2003). These concepts are important to this thesis as they give explanation to feelings, expressed by the Strategic Management Network of the Queensland Public Service, of uncontrolled change[11]. Bell's article is also significant as it explains the contribution bio-technology will have to the technological singularity. Bio-technology has been a central part of the Queensland Government's "Smart State" policy since the policy's introduction. These articles raise some of the issues that the State may have to address as a supporter of bio-technological advances.

Riane Eisler (1997) challenges us to be aware of the macrohistorical effects of cultural transformation theory, through her work on the interaction of increasing complexity through technological change and cultural shifts brought about by the movement between dominator and partnership models (Eisler, 1997). She argues that, at each juncture of cultural and social evolution choices with respect to the application of technology are made using either dominator or partnership models and these in turn are influenced by accumulation which drives the direction taken by society from that point. Eisler takes us through a brief description of the phases of macrohistory as she sees them: from the beginning of coevolution or co-creation; through the Agrarian, Industrial and Nuclear/Electronic/Biochemical age; to the current juncture the Human Actualization or Extinction Phase.

> Today we stand at an evolutionary crossroads. Guided by a partnership cognitive cultural map, the cumulating result of human creativity and technology could be the realization of our unique human potentials. Guided by a dominator cognitive cultural map, our level

[11] These feelings were well documented in the minutes of Strategic Management Network meetings throughout 2001, and are documented in the minutes of the anticipatory action learning workshops, all of which can be accessed through the Office of Financial Management, Queensland Treasury.

> of technological development could lead to the end of our human adventure on Earth. (Eisler, 1997: 7)

It is the dominator / partnership choice at the current juncture of the technological singularity (Bell, 2003) that creates the alternative futures: Human Actualization and Extinction Phase (Eisler, 1997).

John J Bell (2003) explores the issue of the coming technological singularity - a point in time and space, similar to an astrophysical singularity event, where the rate of change due to technology and the changes themselves will create so much change within such a short period of time as to create a rift in the fabric of knowledge and society as we know it. What is perhaps most disturbing about Bell's article is the information communication technology community puts the possibility of the occurrence of this phenomenon in our near future rather that distant, between 2004 and 2030.

Bell (2003) discusses the vigorous debate which has raged between Extropians, Posthumanists, Transhumanists and neo-Luddites, of the science and technology fields regarding the moral and ethical outcomes of GNR (Genetic, Nanotechnology and Robotics) technological advancement and the blurring of the sciences.

> Some individuals are even warning we could lose control of this expanding techno-cornucopia and cause the total extinction of life as we know it. (Bell, 2003: 19)

Extropians define the singularity as that point at which technological development is at its fastest, (Bell, 2003) and while they, Transhumanists, and Posthumanists eagerly await, others are cautioning regards these rapid developments. The technologists in these new fields of GNR are aware of the backlash experienced historically by rapid advances in technology, for which the general public was ill prepared, and are seeing to their defences. However, on this occasion, they view the real threat to their work and its advances as coming from a small group within the scientific community who are already crying caution, rather than external groups, such as environmentalist lobbies.

The ethics of these rapid advances were the topic for discussion of the Foundation for the Future Humanity 3000 series in 1999 and 2000 (Inayatullah, 2000). In this report on the outcomes of the debate entered into by then leading scientific minds on advances in AI (artificial intelligence) we are left to wonder if as we begin to intervene in our own evolution whether our current means of

understanding consciousness is adequate to even debate or understand this topic yet alone the epsitomological and ethical outcomes for future generations.

For futurists like Jim Dator (2001), who would eagerly embrace the artificial future, our challenge is not whether we take up these next group of technological changes that would shape our evolution, but how we accomplish this using the post-rational quantum leaps that will come with artificial intelligence. This is a view shared by Mark Stefik (Principal Scientist at Xerox) (1999) as he addresses the legal implications of a technology which could bring about drastic civilizational change, through its effect on underlying archetypes, myths and metaphors.

Edward Cornish (President of the World Futures Society) (2003) discusses the element of Wild Cards, in this future and the need to prepare methods of coping with them in this changing environment. These are the outliers in the equation of technological advancement and the area causing most technological fear in the scientific community. Wild Cards according to Cornish, are (by nature): surprising in that they may exert influence on our expectations; important in their consequences for individuals, groups, or the population as a whole; uncontrollable in their detrimental or beneficial nature. Another aspect of Wild Cards discussed by Cornish is that, although unexpected and unusual by nature, history has taught that they are not rare.

Cornish (2003)discusses the work of John L Peterson (from the Arlington Institute) and Rockfellow (from the Copenhagen Institute for Future Studies) regarding Wild Cards and the need to deconstruct managers' views of benefits, from their perception of reality, by using Wild Cards to explore new levels of creative thinking, and the essential study of Wild Cards in order to anticipate the future, and where necessary avoid catastrophe. Peterson emphasizes the ethical and moral responsibility for consideration of Wild Cards (especially in the areas of rapidly advancing technology where there is potential to have devastating outcomes for the human race) and offers three basic reasons for their consideration: thinking about Wild Cards before they happen is important and valuable in terms of cost and resources saved; extraordinary events require extraordinary approaches; accessing and understanding information is essential.

Understanding why Wild Cards would be of such concern to some of the scientific community is easy, as they are at the forefront of this exponential change. As the biologists, chemists, engineers, physicists and others of the scientific community collaborate they are rapidly advancing toward new scientific and technological paradigms which will be the outcome of molecular sized chips and quantum computing. (Bell, 2003)

The technology field has already seen the revision of Moore's Law to have the number of transistors that can fit on a computer chip doubling every 18 months rather than six years. This combined with Monsanto's Law that the ability to identify and use genetic information doubles every 12 to 24 months, leads some in the scientific community to visualise viable three dimensional interfaces between humans and computers by 2030. According to Bell, this would lead to the sixth technological paradigm and Moore's Law would become irrelevant (Bell, 2003).

Although he has played a major role in the advancement of information, communication and technology, Bill Joy (Head Scientist at Sun Microsystems) is a neo-Luddite according to Bell. Joy termed the phrase "knowledge-enabled mass destruction" and warns that given the advances in the GNR technologies unless things were to change dramatically this could be the last generation of humans, and knowledge alone will enable this mass destruction. (Bell, 2003). This is a reflection of Eisler's Extinction Phase (1997).

Why such dire warnings? Bell discusses numerous human-machine interfaces and bio-technological experiments which raise ethical concerns such as: the development of control mechanisms for mammals; personal encoding implants for GPS location or medical information; the Israeli development of the bio-computer; IBM Blue Gene technology; the USA development of independently operating unmanned combat aircraft and human-robotic military apparatus. These are current undertakings rather than future possibilities. They Bell and Joy see one of the major issues being the inability of ethics law, government regulation or policy to keep pace with the changes in technology, a view shared by Stefik (1999).

Joy's (Bell, 2003) fear is that as GNR technologies are mainly the premise of private global corporations or government enterprises the majority of the populace will have little input to their development or the ethics of their control. In this capital driven knowledge economy the challenge is to be able to differentiate one business from another and where accomplishing this requires innovation so as to be unique in time and space, according to Kjell Nordstrom (Professor of Economics, Stockholm School of Economics) (Pickett, 2003). Therefore, it is unlikely that corporations will openly discuss their intellectual capital and it is Joy's fear that, in not doing so, developments will be "miss keyed" (Bell, 2003).

Bell concludes by warning that, although preparing themselves for the inevitable backlash from exponential change, the scientific community needs to address the cultural, political, economic and

social ramifications of such change and be aware of the difficulties of doing so in such a profit driven environment.

In his study of complexity and change Theodore Modis (2003) suggests that the current rate of change is heading towards absurdity, if left unchecked, and ultimately reaching Bell's singularity (2003) by 2028 if it follows exponential laws. However, through his study of historical patterns of change and definition of complexity (Importance = Change in Complexity x Duration of Ensuing Stasis), Modis (2003) hypothesises that this change in complexity, if natural growth, should follow a series of S-curves and slow before the next and subsequent 'world-shaking' milestones, rather than causing the rift associated with a singularity. He cautions the simplicity of his model, given its replacement of time in the logistic function with milestones, and the underlying lineal concept of time. He argues that, while the sudden burst in complexity and the leaps of change are a sign of punctuated equilibrium in our current environment, these have become more frequent over the 20th Century and created a challenge for those unable to cope. Even this natural option clearly shows the acceleration of complexity and change, with those born in the mid-1940s, by the peak of the current cycle, becoming the first to have seen three evolutionary milestones within 88 years.(Modis, 2003)

E-Government is not just about technology; rather it is about the way in which government will interact with its citizens. It is a cultural shift enabling more involvement of citizens in participative government, not merely the delivery of services on line (Schoeniger, 2000).

The Queensland government has been introducing various aspects of Presence, Interaction, Transaction and Transformation stages of e-government (as described by Schoeniger (2000)) over the past decade. Queensland is working to move toward 24x7 service which is based on fully connected government services which demands services be free of organisational boundaries (Bushell, 2003). This is, as Bushell outlines, a major mind shift for government. Departments, which traditionally were concerned with services relating to their own output, are having to see their service as part of a wider whole (Bushell, 2003). Bushell sees a shift for staff resulting from this shift from "specialisation" to collaboration, of becoming less transaction focused and more knowledge focused, and using their knowledge for continued process improvement. Since the process began, Queensland has seen the delivery of parliamentary sittings and judicial hearings on-line, the acceptance of partitions on-line and the delivery to the public of several specialised portals (Beattie, 2001).

Policy writing, in such an environment, will become more challenging with the growth of accumulated and embedded knowledge in tools, techniques and products and, as the personal use of technology becomes more individualised and more integrated, into bodies and psyches. Such an environment will challenge cultural and societal definitions of our ways of knowing and being a society, our place in the universe and life itself (Inayatullah, 2000).

> Michalski and his colleagues are hopeful that future technologies while imposing will also facilitate the acquisition of the capacity and capability of the community, including public servants to govern and judge whatever pervasive tools humanity may invent. (Michalski et al., 2000)

3 Public Service and Globalisation

One of the most fundamental changes to future governance (and hence public service), as the exercise of authority, is the end of authority as we know it (Michalski et al., 2000). Traditional ideas of sovereign authority are being gradually replaced by universal principles which are proving more legitimate and effective than imposed rules based on national prerogatives. Changes brought about through higher levels of education, greater democracy, competitive markets, a growing expectation of the respect of individual human rights, and economic productivity have instigated change in the underlying rules and belief systems that guide decision making (Michalski et al., 2000). The shift is from one of oligarchic hierarchical / patriarchal authority to one of participative decision making (Michalski et al., 2000).

Many of these advances in the quality of decision making have been made by the three 'transborder' institutions: trans-national private sector corporations; global civil institutions; organised groups of nation-states (Michalski et al., 2000).

> Globally, there has been a shift away from divine right to active pursuit of human rights and from unquestioning obedience to an egalitarian recognition of individual liberty. (Michalski et al., 2000: 10)

Nassbaum (1996) views us as living in a world where nations are so intertwined with respect to ecological and nutritional need, that our survival relies on our ability to, firstly, recognise our shared future and, secondly, to intelligently deliberate using global planning and knowledge.

This point made by Nassbaum underpins the idea of cosmopolitan democracy as put by David Held (Held, 1999, , 1999). His argument is that the current national and international political order based on the Westphalian' system is increasingly limited in its ability to address the economic, social, and political problems raised by globalisation. This has resulted from demand placed on the system to grapple with regional and global responsibilities in matters of economics, law, security, information communication and technology and the environment (Orchard, 2001).

Since the 1648 Treaty of Westphalia, there are countless instances of nation-states surrendering or sharing their sovereignty via acceding to international agreements (Rudd, 2001). However, there is a major difference between this acquiescence and globalisation. As Held (and others) have argued the major outcome of the failing Westphalia system was not the end of the nation-state under a free market economy, but that autonomy is shifting increasingly to sources of economic power which are unelected and unrepresentative. Fear of capital flight, environmental challenges and changes in international law have left national governments with less capacity to shape their own destiny and yet more necessity for accountability. (Held, 1999, Mittelman, 1999)

The alternative view of the impact of globalisation and the continued survival of the nation state is put by Drucker (1997) who concludes that such dire outcomes for the Westphalian systems of government are premature. Although these views focus on alternative outcomes they do acknowledge a common challenge posed by the globalisation phenomenon in its effects on sovereignty through the vision of a boundary less / borderless society.

This issue of the effects of globalisation is further expanded if planetary issues rather than "global" issues are considered:

> …the emergence of new planetary issues and new constituencies that lie outside the mandates and/or competencies of existing international organisations could be significant enough to call into question the ways in which authority is exercised at a global level. (Michalski et al., 2000: 1)

In the Australian context Patrick Weller (2000) sees globalisation as raising the questions of the role of the state in promoting the promises of economic growth, albeit sometimes at the expense of equity and social development. Some will prosper from globalisation while many see only economic hardship. He also addresses the spectre of the unelected, unrepresentative international forces that restrain or override a nation's ability to solve its own problems (Weller, 2000).

Given the influence of globalisation on our systems of government and governance, there are choices to be made by society and government. Are we willing to let globalisation drive, or do we try to control this 'great upheaval', or is the cost of opting out of the current global economic system so damaging as to be impractical (Rudd, 2001, Weller, 2000)? Should we accept global impact in our society through 'globalisation-from-above' via economy and market driven forces or from below through fourth world social movements, environmentalists and feminists seeking a global civil society (Falk, 1999)?

Australian society has undergone numerous changes in the last half of the 20th Century which have lead to a significantly wealthier, culturally diverse, highly educated population. As such the populace is overtly encouraged: to question; to be critical of all sources of authority; to be more conscious of its rights; to contest government decisions (Keating and Mitchell, 2000). Keating sees these changing demographics as leading to healthy development for democracy outcomes from Australia's perspective but cautions that they also could potentially be disruptive to social relations:

> Individualism, pluralism and tolerance have the potential to undermine moral values inherited form the past, and a dynamic, technologically innovative economy will by its very nature disrupt existing social relations. (Keating and Mitchell, 2000: 20)

Some of these associated social challenges are already emerging in Australian society: differences between the material and postmaterialist values; the gap between educated knowledge rich and knowledge poor; the divergence between those who want to seek their maximum potential as individuals and those seeking cooperation and social capital; the clash between those who are having difficulty coping with an accelerated rate of change and those who embrace it (Keating and Mitchell, 2000).

> The objective then is for governance which once saw its task as 'getting the prices right' to move on to 'getting the fundamentals right' or 'creating competitive capability' (Withers, 1998). The core elements of success here are as follows: workforce skills…management and entrepreneurship…physical infrastructure… political infrastructure…information and innovation…(Wanna and Withers, 2000: 91-92)

4 Public Service and a Knowledge Economy Workforce

During the next decade the Labour Markets can expect high growth, especially in the skilled workforce, resulting in a need for innovative recruiting and retention practices, as the need for an agile, creative and innovative workforce becomes imperative (Citron and Davies, 2003). This is a view shared by Kjell Nordstrom (Pickett, 2003). In his interview with Les Pickett, Nordstrom outlines the conundrum for modern business, which he sees as their reliance on the intangible assets of intellectual capital and brainpower. He argues that businesses are distinguished by their employees' knowledge, which he sees as ethereal and elusive but essential so as to be unique in time and space in the marketplace of a knowledge economy.

Because knowledge is a perishable, the rate at which an organisation can generate new commodity (innovate and create), its agility in the use, reuse and change of this commodity, as well as its ability to dispose of this commodity (on-sell or forget) will differentiate between businesses. "Agility rules. Speed is all." (Pickett, 2003) Nordstrom argues that the rate of change in the workforce required by the new economy is so monumental, and the variety of skills so diverse, that revolution is taking place already. This amount of change and complexity echoes the views of Modis (2003) and Bell (2003).

> During revolutions you throw out the rule book. In this new environment there are no rules, there are no laws nothing is given. Revolution is lawless, spontaneous and dangerous. There is constant motion – perpetual crisis.
>
> Traditional roles, jobs, skills, ways of doing things, insights, strategies, aspirations, fears and expectations no longer count. In this environment we cannot have business as usual. (Pickett, 2003: 16)

Nordstrom would have us believe that in the current and future environment looking for core competencies for new roles is so much 'navel-gazing'. Because of the flexibility required to work across numbers of projects requiring diverse skills, he claims the 'job' with a defined 'position description' is dead. Its demise will be mainly due to the rate at which new skills and new roles will need to be acquired and absorbed by business (Pickett, 2003).

But others disagree.

Karen Bishop (2003) in her work on the competencies required to function in the knowledge economy. While these competencies are not as specific in nature as custom has dictated they are relevant to the environment Nordstrom (Pickett, 2003) aspires to: cross-disciplinary knowledge; ability to work with a wide variety of knowledge workers; ability to cope with ambiguity; high levels of energy; leadership, coaching and facilitation skills; a 'solutions not problems' mind; creative calculated risk taking; strategic rather than operational understanding of the organisation, understanding its linguistics, behaviour and information, communication and technology; respect and trust (Bishop, 2003). But, even this generic skills set for the knowledge economy is lacking computer competencies which Citron and Davies (2003) deem mandatory in most fields.

The knowledge economy requires higher levels of education even at entry level, and with the necessity for this education, knowledge workers are usually better paid than un-skilled labour (Citron and Davies, 2003). With new technology, and new knowledge come new industries, new jobs and new career paths (Citron and Davies, 2003, Pickett, 2003). With this requirement for higher education and in the interest of maintaining this perishable commodity of knowledge, therefore comes the need for one of the most desirable benefits from any job - training (Citron and Davies, 2003), and the need for its maintenance through a learning organisation (Pickett, 2003).

Michael Keating and Deborah Mitchell (2000) see this as a key future challenge for the Australian economy, and its social outcomes:

> Many people will need to learn new skills and the distribution of earnings may well continue to widen so that lower income families may increasingly depend upon some form of government assistance throughout their life course…(Keating and Mitchell, 2000: 151)

The internet has opened up the possibilities for small business to compete in the global marketplace with world leaders. It also opens the possibility of better returns on investment in intangible assets, such as knowledge, through partnering and trade conglomerates to smaller companies which would not necessarily otherwise have access to such affiliations (Citron and Davies, 2003). This requires that management be able to manage both explicit and tacit knowledge to make maximum gains from these endeavours. (Bishop, 2003)

The internet, common commercial databases and computer networks in global markets have also changed the way many employers and companies view their 'work'. They are beginning to divest themselves of work not directly contributing to their bottom line by partnering with other suppliers to perform this work which would previously be done in-house. The partners need not necessarily be from within the same country nor from similar cultural backgrounds (Citron and Davies, 2003).

According to Citron and Davies (2003), developed societies will increasingly take their cues from the more techno-literate Generations X and Y in the areas of changing attitudes to authority, gender roles, values and concerns. These will tend more toward homogeneity of certain basic attitudes as the mass media impacts for these generations impact society. The Generations X and Y have a more global perspective on many aspects of life than do their parents (Citron and Davies, 2003). Generations X and Y are the most entrepreneurial generations in history according to Citron and Davies, and they place much more emphasis on economic success than other social outcomes. They value both self reliance and cooperation (Citron and Davies, 2003), and are very discerning as to with whom they share knowledge, having been raised in the information age. The Generation Ys value wisdom rather than authority, and safety and security above privacy, therefore in the future economy it will be crucial that there be greater demand for accountability and transparency (Citron and Davies, 2003).

But there are other characteristics of Generations X and Y which will lead to changes in the structure of organisations and the nature of work, especially in Australia. These generations having lived through the economic downturns of the 1980s and 1990s which saw their parents unemployed despite their loyalty and long service to a specific employer, have little or no company loyalty themselves (Allen, 2002). They are a more mobile workforce than previous generations according to the Australian Bureau of Statistics.

Table 1: The percentage of people who changed employer, business or locality in the year to February 2002 : ABS February 2002

Generation	Born	Age	% Job Mobile
Generation Y	1980-1995	15-19 20-24	9.3% 25.8%
Generation X	1961-1979	25-34 35-44	19.6% 13.1%
Baby Boomers	1945-1960	45-54 55-69	9.9% 5.6%

Given these characteristics, Nordstrom (Pickett, 2003) sees the need for a shift from hierarchy to heterarchical organisational structures, because no one leader no longer can be expected to know about everything or to be always right. Management and leadership needs to come from all levels. He sees the need to address issues which cross multiple boundaries using organisational structures which enhance the flow, combination and re-combination of corporate knowledge. This view is supported by Michalski, Miller and Stevens as they consider the reliance of the Knowledge Economy on the creativity and innovative input of the individual and egalitarian decision making. They envisage that structures reliant on oligopoly could find themselves inverted due to: reductions in cost of high quality information; openly negotiated productivity; the closer engagement of conception and execution (Michalski et al., 2000). These are all being driven by the demand for customized product which requires the utilization of all available knowledge.(2000)

> Playgrounds must gradually replace pyramids…(Pickett, 2003: 16)

5 Public Service and Generational Change

Changes brought about by globalisation, technology and the knowledge economy are already influencing generational change in our society (Allen, 2002). The Public Service 25 years hence will be predominantly generations X and Y with some earlier Xers looking toward retirement. The intervening 25 years and the interaction between these generations, the Baby Boomers and their rapidly changing environment will determine the nature of future Public Service.

Bureaucracy is a constant source of frustration to both generations X and Y (Allen, 2002, Zemke et al., 2000). Zemke, Raines and Filipczak (Zemke et al., 2000) consider that, rather than overtly

trying to rid themselves of bureaucracy, Xers are more likely to use subversive means of getting around it. They view Xers as more likely to ask forgiveness than seek permission in finding a way around obstacles of red tape, thus over time they as managers will either have to change to be in line with bureaucracy or, which Zemke, Raines and Filipczak (Zemke et al., 2000) consider more likely, learn to bend the rules without breaking them.

Generation Xers given their proven ability to do a lot more work with fewer meetings and more emails are also likely to be the first generation of absentee managers (Zemke et al., 2000). Given the Yers need to have their ideas and opinions heard, absent management could be flaunting trouble. Xers are apt to think that politics especially in the workplace is so much waste of time will confronted with the prospect of managing Yers "the most politically active generation since … the Veterans" (Zemke et al., 2000).

The individuality of the Xers and the collective "Nobody Gets Left Behind" attitude of Yers and their independent self sufficiency could lead to considerable conflict (Zemke et al., 2000) or it could be what is needed to better outcomes for a knowledge economy reliant on both individualism and the collective (Michalski et al., 2000). While both of these groups have little respect for authority which is most in question by the knowledge economy (Michalski et al., 2000), Xers value information and Yers value wisdom (Zemke et al., 2000, Allen, 2002) and will be the dominant groups during the knowledge age. Authority as a mantle did not sit well with Baby Boomers either, and their benevolent management style, and their fascination with "gurus" make it understandable as to why so many would contemplate phased retirement[12] on the basis of retention for consultation regarding business wisdom (Zemke et al., 2000). The retention of Xers and Yers in the workplace is far more likely to depend on opportunities presented and training or education offered to them (Pickett, 2003, Allen, 2002, Tulgan, 1996).

As a group, Baby boomers value optimism, team orientation, personal gratification, personal growth, health and wellness, youth, work and involvement (Zemke et al., 2000). Generation X values diversity, the ability to think globally, a balance in work and life, technoliteracy, fun, informality, self-reliance and pragmatism (Zemke et al., 2000, Tulgan, 1996). Generation Y values diversity, optimism, civil duty, confidence, achievement, sociability, morality and "street smarts"

[12] The Queensland Department of Industrial Relations has just issued its lead agency policy on phased retirement in the Queensland Public Sector.

(Zemke et al., 2000). The three generations, although distinct, do have some shared values, with which to shape common futures, which will be necessary to supply the skills, infrastructure, frameworks values and goals to ensure capacity for participative decision making support necessary in a global knowledge economy (Michalski et al., 2000).

Globalisation has already highlighted some of the issues which will be influenced by and influence inter-generational matters in the near future for which participative decisions and associated frameworks and infrastructure will be necessary (Zemke et al., 2000). These include the issue of aging populations, which is likely to be a major influence of economic outcomes in the next decade (Citron and Davies, 2003, Keating and Mitchell, 2000). The population of the developed world is living longer. Life expectancy for Australia is now 75 years for males and 80 years for females, mainly due to improved health outcomes. This increase in longevity, coupled with a population explosion, which would see the world population double in the next 40 years even with the steady decline of population in developing countries, is likely to lead to several areas of societal conflict (Citron and Davies, 2003, Wagner, 2003).

This increase in longevity in Australia according to Keating and Mitchell (2000) will increase pressure on social policy due to rising costs of health care, the need to meet specific needs of the individual and to assist communities and individuals to help themselves. The secondary impact form an older population and limited funding will be the question of what is society is willing to pay. Governments will be forced to seek mechanisms which allow them to reduce their share of this economic burden (Keating and Mitchell, 2000).

The need for services and products for aged care to increase dramatically globally could lead to intergenerational conflict, as the competition for finite resources increases between the benefits given to retired population and the declining working population supporting them. It will also result in would-be retirees being required to work longer and/or immigration increasing to maintain the levels of resources available to government to prevent decline in economic status in the developed world (Citron and Davies, 2003).

Citron and Davies (2003) see the growing concentration of wealth among the elderly and increased longevity as possibly resulting in a loss of purchasing power to the younger generations which could over time offset economic growth. They also warn that the impact of increased migration in developed countries could be a destabilisation of the societies caused by cultural clashes evidenced recently in asylum and immigration policy outcomes in Europe.

Adverse immigration outcomes would, according to Citron and Davies, impact the:

> Growing acceptance of cultural diversity aided by unifying effect of mass media, [which] is promoting the growth of a truly integrated global society.(Citron and Davies, 2003: 31)

In cyber-space, regional differences, attitudes, incomes and lifestyles are becoming blurred, and this becomes amplified in a global economy where multi-lingual society, versed in acceptable practices in other countries, given cultural diversity, is a necessity. Only through such a society can the global distribution patterns, already evident in many manufacturing industries, due to the introduction of mass media technologies such as the cable TV and internet, be maintained (Citron and Davies, 2003).

The values and skills of the three generations with regard to optimism, valuing diversity, individualism and collectivism (Zemke et al., 2000) will be necessary to encourage ongoing transition and leave behind traditional command-driven planning so as to develop creative knowledge driven policy to support literacy, health and nutritional outcomes for the future (Michalski et al., 2000). These policies will need the attributes of Xers and Yers, as well as their technological skills (Zemke et al., 2000) and their ability to work within change driven chaos and complexity (Allen, 2002) in order to find solutions to future governance, economy and social dynamism issues (Michalski et al., 2000).

Given the changes in governance, technology and social dynamism, we are left to ponder whether La Perrier's definition of government as 'the right disposition of things, arranged so as to lead to a convenient end' (Faubion, 1994) or the jurists' view of the 'common good' (Faubion, 1994) will develop and be more relevant in global government.

6 Summary

The literature review examined some of the major influences of government as we enter the 21st Century. The changes in society in the last quarter of last century have led to change in the needs of society for delivery of government services, in terms modern process, accountability, flexibility and informed advice. This change will continue and accelerate as technology, the global economy, the participative workforce, and generations change.

CHAPTER 4: RESEARCH AND FINDINGS

This chapter has a different layout to the other chapters of this thesis. So as to make it easier for the reader: references to the appendices are given for each statement's tables and graphs; stacked graphs of the attitudinal and importance results from the survey have been placed side by side and similarly coloured, so as to allow for ease of comparison.

The chapter explains the progression of the research from the pre-research papers which raised some of the original questions from the Strategic Management Network (SMN) with regard to the future of the QPS, to the results and findings, and questions raised form the survey outcomes which give insight into the wider public service's understanding and responses to the issues.

This chapter also expands on the findings of the literature review, by exploring the ideas put forward in the review, through the other phases of this research.

1 Pre-research Papers and Their Raising of Issues

As a member of the SMN, I participated in research which began in February 2001 when the SMN produced two papers, which I co-authored, for distribution to the CEO Managing for Outcomes (MFO) Reference Group for the Queensland Government called *Managing for Outcomes Implementation: A Marriage of Pragmatism and Idealism* and *Change Management Options: Outcome (Portfolio) Management*. Both of these papers, although written within a MFO environment, were indications of the first signs that the strategic planners and thinkers, within government, were experiencing some difficulty addressing issues of synchronous contradiction within their work environment.

Both of these papers addressed the need to move away from the financial/budget focus to focus resources on social, environmental and economic outcomes as well as fiscal. This is a fundamental shift in focus for Government agencies whose everyday life revolves around budget.

The papers identified the drivers for this change as:

- A better educated community having a greater expectation to be consulted about needs through consultation (i.e. Community engagement);

- Community expectation that Government be more transparent and accountable, as the better educated populous made use of the tools available to it in the information age to make comparisons on a global scale;
- Community requirements for more information about government responses that are integrated and designed to meet their needs (e.g. coordinated/integrated services to meet life events);
- Resource constraints that forced focus on collaborative effort across government and with industry in order to achieve the communities desired outcomes.

The two papers also addressed key elements of a systemic change process which the SMN considered essential:

- Managing for Outcomes (MFO) was introduced to the Queensland Public Service throughout the 1980s and 1990s. It was introduced in an attempt to have government agencies become more open and accountable to the public. Yet, it was not clear who "owned", or was responsible for, the outcomes of government. The confusion was caused by little attempt to link outcomes, outputs and inputs, to reporting which was seen as a compliance activity rather than for decision making, and a bureaucracy which was still driven by budgetary input. As a result collectives (departments and agencies) were responsible for output and claimed little or no responsibility for outcome.
- If no one was directly responsible for outcome the silo characteristics of departments and agencies were reinforced, because as long as the output from a particular department or agency was being reported as successful there were no repercussions for negatively effecting outcomes.
- Resistance to change could be seen in the most basic of government bureaucracy characteristics: the way they budget. Although output based budgeting had been "implemented" many areas didn't utilise it fully and used cash accounting for internal business. This spoke to the previous two issues, and indicated that what was visible on the surface as change was not evident in practice.
- An alignment methodology was needed to link community needs to outcomes and then to align inputs and outputs to the outcomes across government. This would require long-term planning on the part of the public service, which remains difficult with changing political priorities.

- Without the former issues being addressed it was difficult even to have many public servants recognise that they are part of one organisation, the Queensland Public Service. Were this recognition made then it would be easier to meet the need and the capacity for managers with business skills and ability to work in an outcomes and consultative basis through the sharing of sector-wide resources.
- There was a need to set vision for the Queensland Public Service as a whole and to support this structurally, with clear objectives with public servants committed to move forward.

Another issue raised in the same papers was the instability being felt, stemming from the contractual employment of the Executive and Senior Officer levels of the Queensland Public Service and the blurring this had caused in the separation of powers between Executive Government and Administrative Government, in Queensland.

2 Phase 1: Anticipatory Action Learning Workshops and Phase 2: Survey Responses to Metaphors and Emerging Issues Analysis

This section combines the outcomes of the Anticipatory Action Learning Workshops and the survey which resulted from them. These two phases of the research results are shown together so the reader may gain a fuller understanding of the results.

The first phase of the research undertaken for this thesis comprised a series of anticipatory action learning workshops which I facilitated, with participating members of the Strategic Management Network of the Queensland Public Service, on 28 June 2001 and 26 July 2001. The workshops gathered information from the participants as to:

- their observations as senior public servants of the emerging issues for the future of public service in Queensland;
- their hopes and fears regarding these issues;
- what they considered possible plausible futures for government bureaucracy in Queensland;
- what was anchoring it to its past, pushing or forcing change in terms of external influence; and what was drawing it toward a future; (Inayatullah, 2002).

Anticipatory action learning workshops were used so as to take into account participants' unique ways of knowing about the issues being generated and the possibility or probability of the futures proposed, due to their ways of working within the State Public Service environment and context.

The participants' 'ways of knowing' were essential to this research. The research needed to draw on the members' of the Strategic Management Network and other public servants participants' tacit understanding of the memetics of their working environment. Through their understanding of the Queensland Public Service environment, they could contribute information about its values, and cultural insights and intuitive information, which would otherwise be unavailable.

The members of the Strategic Management Network (SMN) confirmed a number of ways in which they have knowledge of their environment, which were explored in the workshop. These were derived during: their tenure as Queensland Public Servants (the average tenure of the group was 8.9 years, with a range of 2 to 23 years); their everyday lives as citizens of Queensland in the 20th and 21st Centuries; their experience as drafters of much of the policy and legislation for the State of Queensland. Their 'ways of knowing' included:

- their understanding and compilation of legislation: acts; regulations; and change in these over time;
- their roles in researching and compiling statutory reporting: government directives; strategic plans; Ministerial Portfolio Statements; and annual reports;
- their roles in writing and contributing to whole of Government reporting: mainly through Queensland Government *Priorities in Progress* reports; MOHRI data; budgetary reporting etc;
- their observation and participation in the ongoing changing environment which is the Queensland Public Service;
- their intuitive understanding of the different time and space perspectives which comprise Queensland, their workplace and their client base, during the 20th and 21st Centuries;
- their understanding as citizens of Queensland as to the changing and diverse expectations of Queensland society, entering the knowledge age, of its government entities.

The members of SMN added that they also considered their networks, both intra-governmental and inter-governmental as additional valuable sources of knowledge gained by the cross-fertilization of ideas and exchange of tacit knowledge.

The members of the network expressed a feeling of growing urgency, for the need to be doing something, in an environment of a rapidly increasing rate of change, toward an outcome they couldn't identify. This frustration being expressed by the network members lead to a need to know what to do and how to react to the change, and an understanding that there would need to be change in how they themselves saw their future role as public servants, and how they would be seen and would relate to both the internal public sector community and the general public in the future. This change was evident to them through what they experienced as requirements from Queensland society, as public servants. They felt they needed to show the agility and flexibility required of other sections of the community to function in an open and accountable manner, in the current era. They expressed frustration that they had difficulty delivering these requirements within a structure that by nature was contradicting these modern characteristics of government bureaucracies.

Using the outcomes from the anticipatory action learning workshop with the Strategic Management Network of the Queensland Public Service, I designed a survey which was distributed to 500 Queensland Public Servants in late 2002. This survey is included in Appendix A of this thesis.

The wording of the questions accurately reflects the wording of the outcomes from the workshops. Although this meant that some of the questions were not using academically correct phrasing for use within a survey, it was felt by the SMN that the questions/statements lost some of their meaning when re-interpreted. For this reason the statistics analysis was restricted to basic descriptive statistics. Summaries of the results of the Pearson's Chi Square (χ^2) analysis, and stacked bar graphs of the results were created to assist those readers of the thesis who are unfamiliar with statistics.

The Lickert scale used in the thesis was interpreted using cross-tabulations of data from the survey by generation, gender and response, and Pearson's Chi square. Although the survey's return rate was 393 returns from the 500 surveys distributed, there were difficulties administering the chi-square tests as many of the categories when broken down over combinations of generation and gender had frequencies less than five. This was especially true of male responses from Veterans. (There were no female veteran responses.) Therefore, the tests were applied to the totals of the attitude of the respondents and their interpretation of the level of importance which the government attached to the subject of the question or statement, and within these to the generation and gender of respondents which were cross tabulated separately.

Of the surveys returned, there were three returns where the respondent recorded that they felt the question or statement was ambiguous, and therefore submitted a nil response. This nil response has been recorded in the statistics.

There are therefore four statistical tables for each of the questions in the survey which can be found in Appendix B of this document. (Appendix B is provided in Word format, so as to be available to more readers, the SPSS files from which it was generated are also included for reference purposes.)

These results show that when interpreting the total result for each statement/question in the survey there was a significant degree of agreement with the statements put forward by the workshop participants, differences are evident when the responses are broken down into gender and generation categories. Many of the χ^2 results are high and the asymptotic significance 0.05, which indicates that they are statistically significant. Where the results of the χ^2 analysis varies significantly, I have commented.

Appendix C of this document includes graphical displays of the data comparing percentages of responses by gender and generation for each of the survey questions.

Appendix D gives a summary of all the totals for percentages per response to statements in the survey.

Two of the Baby Boomer respondents didn't respond to the gender question, and there were only 6 Veteran respondents (all male).

2.1 Push, Pull and Weight

The SMN identified technology and globalisation as being major influences currently pushing government bureaucracies to change.

The members also identified the complexity and increasing pace of this change as influencing their anxiety about the need to change. This was seen as being accelerated by the demands of a better educated and more technologically literate community which is expecting flexibility and agility in government decision making, and that this flexibility not be at the expense of efficiency; nor should it increase risk.

More collaborative relationships with private enterprise, as a result of *National Competition Policy*, were also pushing towards the future. These were seen as requiring government bureaucracies to be more accountable, and to build business acumen, entrepreneurial, and innovation skills not usually associated with government bureaucracies.

The Knowledge Age, generational change, influences of regional government in Europe and the Americas and the possibilities of future Asian regional government were identified by the SMN as being major influences pulling the government bureaucracies to change.

The near future for the Queensland public service was seen as being influenced by these elements already as evidenced by:

- the ageing public service, (the Public Service is ageing at a rapid rate and is already bringing to question the sustainability of some sections of government on the basis of age);
- demand outstripping supply in certain occupational groups due to global demand which has resulted in shortages over recent times of teachers, nurses, planners and others;
- changes in trade brought about by regional government in other areas of the globe; and
- change in understanding of who the client is, as technology allows for the client base to cross state and country borders.

Weight anchoring the Queensland Public Service to its past was the easiest for workshop participants to identify.

Two of the fundamentals for any organisation are how they employ and retain staff and how they are financed. These fundamentals are the weights seen as having most impact on the Queensland Public Service's difficulty in introducing and sustaining change. The difficulties with introducing and sustaining *Managing for Outcomes* as a culture within the Queensland Public Service have already been discussed. The SMN also expressed frustration with trying to move the sector toward a performance culture, and being frustrated by hierarchical structures which were prohibiting the take-up of individual accountability and responsibility.

But, perhaps, the greatest weight was seen as the nature of the bureaucracy itself. The SMN acknowledged that the manner in which Queensland Public Servants were, and are, attracted and retained is having a negative influence on its ability to change.

In a time when these changes need to be made, many senior public servants, in oversight positions, were: hired for their specialisation (which cannot be sustained); into rigidly hierarchical structures with ranked positions (which still exist); their skills and abilities, in areas of business, management, innovation, analysis have been whittled away, over time, by "trained incapacity"; and being hired, promoted, rewarded for individual attributes in the past, they have find themselves needing another set of skills in order to contribute in the rapidly changing future.

Many of these managers realise how long it takes to change anything within this bureaucracy (conservatively estimated by the SMN to be 3-5 years to move from idea to beginning implementation), and have realised that they will have reached retirement age before the change is seen, and therefore have little or no incentive to change. For these reasons the age of middle and upper management was seen as a significant weight.

2.2 Metaphors of the Future Queensland Public Service

Before beginning to look at emerging issues the participants in the workshop tried to distance itself from the present by finding metaphors for the wide ranging possibilities of what the Service might look like at the end of the next 25 year period. The following metaphors were submitted by individual members. Some were considered outlier by the main group; however, they were included both here and in the survey because they could be possible outcomes of recent trends and changes.

Included in the analysis are explanations of the metaphors given by the individuals who suggested them during the workshop.

2.2.1.1 QPS is like a large advisory knowledge source

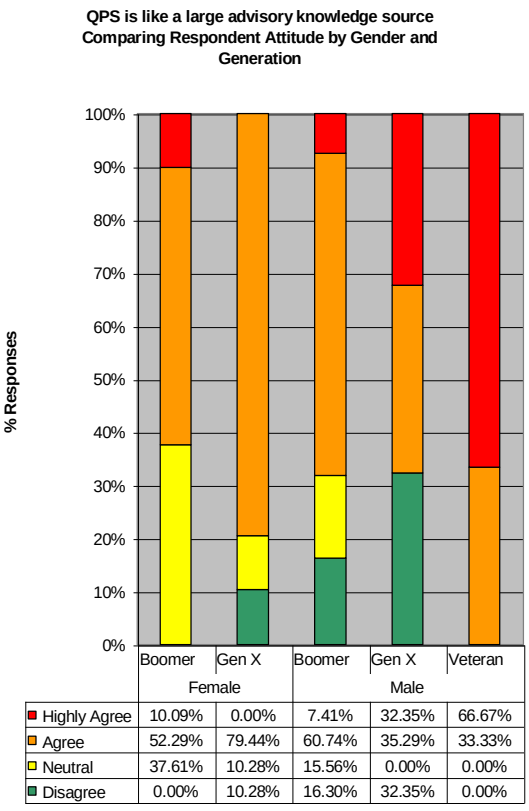
(Appendix B Pages 1 – 4; Appendix C Metaphor 1 Chart)

The 1990s and the first years of the 21st century have seen a number of 'processing and operational' occupations outsourced to private enterprise, and shared service provider structures within the QPS, as a result of the influences and outcomes of the *National Competition Policy*. Members of SMN saw the possibility of this trend continuing until only the advisory/consultative services were provided by government.

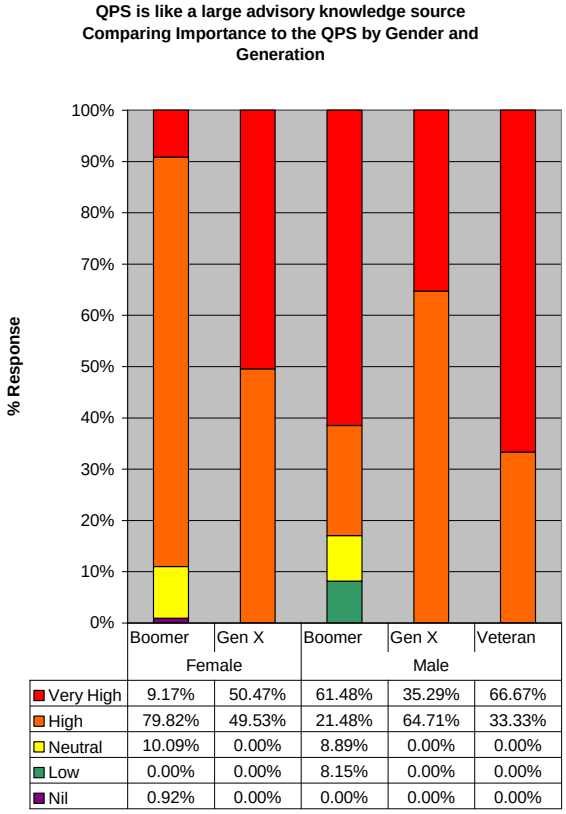
Table 2: Results of Chi Square Analysis: QPS is like a large advisory knowledge source

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	20.584	.000
	Gender	34.581	.000
Importance to the QPS	Generation	22.975	.000
	Gender	55.083	.000

From the results of the survey most of the respondents have agreed that this is a likely metaphor for the future QPS, and that it is of importance to the view of the future as held by the government. Their level of agreement is dependant on their gender and the generational group to which they belong or their age.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	10.09%	0.00%	7.41%	32.35%	66.67%
Agree	52.29%	79.44%	60.74%	35.29%	33.33%
Neutral	37.61%	10.28%	15.56%	0.00%	0.00%
Disagree	0.00%	10.28%	16.30%	32.35%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	9.17%	50.47%	61.48%	35.29%	66.67%
High	79.82%	49.53%	21.48%	64.71%	33.33%
Neutral	10.09%	0.00%	8.89%	0.00%	0.00%
Low	0.00%	0.00%	8.15%	0.00%	0.00%
Nil	0.92%	0.00%	0.00%	0.00%	0.00%

The Attitudinal data for this metaphor shows that although both Females and Males agree with the metaphor (Baby Boomer Females: 62.38%; Generation X Females: 79.44%; Baby Boomer Males: 68.15; Generation X Males: 67.64 and Veteran Males: 100%), a larger proportion of Males highly agree with the metaphor (Baby Boomer Females: 10.09; Baby Boomer Males: 7.41; Generation X Males: 32.35; and Veteran Males: 66.67%), and a larger proportion of Males disagreed (Generation X Females: 10.28%; Baby Boomer Males: 16.3%; and Generation X Males: 32.35%).

The modal response for Females, Baby Boomer and Generation X Males was "Agree", while the Veterans' mode was "Highly Agree".

There are Low responses from 8.15% of Baby Boomer Males, Neutral responses from 10.19% of Baby Boomer Females and 8.89% of Baby Boomer Males, and Nil response from 0.92% of Baby Boomer Females as to the importance of this metaphor to the future QPS. All other respondents recorded High and Very High responses.

This trend reflects the ongoing divestment of operational tasks by government agencies.

2.2.1.2 QPS is like a consulting firm a collection of consultants and facilitators

(Appendix B Pages 5 – 8; Appendix C Metaphor 2 Chart)

The members of the SMN saw the QPS as moving away from the providing of infrastructure and services, with the removal of the operational levels of the bureaucracy, and toward facilitation of the community consultation, which would need to be undertaken to assist with the introduction of aspects of e-Government, Generational Government or Global/Regional Government.

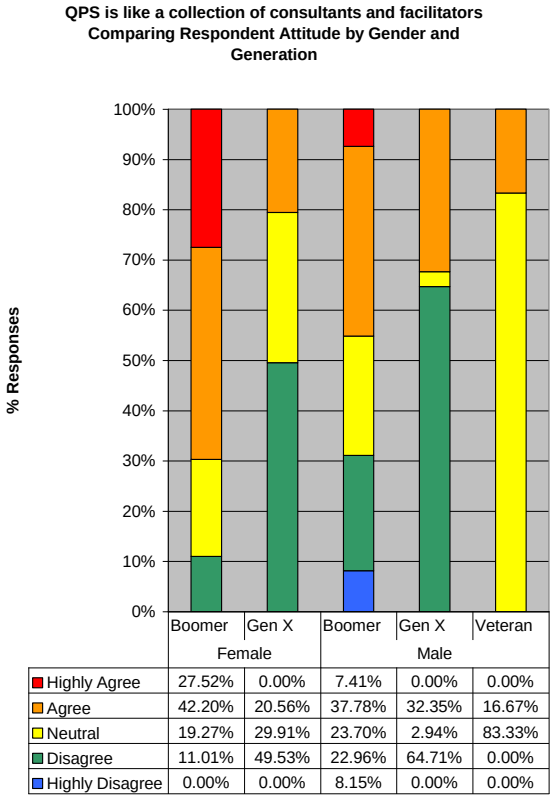
Table 3: Results of Chi Square Analysis: QPS is like a consulting firm

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	74.583	.000
	Gender	20.813	.000
Importance to the QPS	Generation	41.347	.000
	Gender	53.233	.000

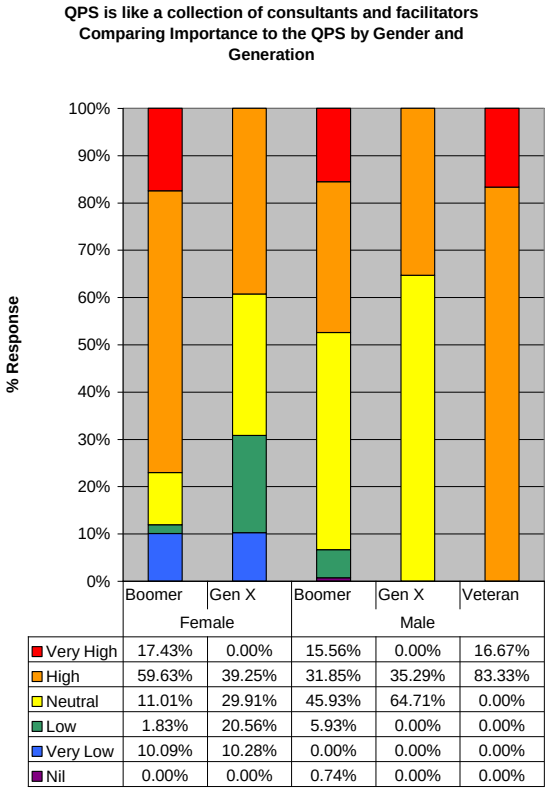
A χ^2 value of 74.583 is indicative of the difference between the generations in their response to this metaphor. The high value of χ^2 and the asymptotic significance of 0.000 show the results to be statistically significant.

The most frequent response of Generation X, regardless of gender, was to disagree with this metaphor (49.53% of Females and 64.71% of Males). The mode for Baby Boomers was the Agree response; with 69.72% of Baby Boomer Females and 45.19% of Baby Boomer Males agreeing or highly agreeing.

This outcome could be of importance in any future changes within the QPS as it may reflect an underlying difference in generational values and beliefs in the purpose of the administrative tier of government, i.e. the Public Service.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	27.52%	0.00%	7.41%	0.00%	0.00%
Agree	42.20%	20.56%	37.78%	32.35%	16.67%
Neutral	19.27%	29.91%	23.70%	2.94%	83.33%
Disagree	11.01%	49.53%	22.96%	64.71%	0.00%
Highly Disagree	0.00%	0.00%	8.15%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	17.43%	0.00%	15.56%	0.00%	16.67%
High	59.63%	39.25%	31.85%	35.29%	83.33%
Neutral	11.01%	29.91%	45.93%	64.71%	0.00%
Low	1.83%	20.56%	5.93%	0.00%	0.00%
Very Low	10.09%	10.28%	0.00%	0.00%	0.00%
Nil	0.00%	0.00%	0.74%	0.00%	0.00%

Five of the six Veterans were undecided.

The modal responses to this metaphor's importance to the Queensland Public Services differ according to gender rather than generation. This would account for the χ^2 value of 53.233.

For Females the modal response was High (59.63% of Baby Boomers and 39.25% of Generation X). For Males the modal response is Neutral (46.27% Baby Boomers and 64.27% of Generation X). The Veterans, however, have a modal response of High.

While a large number of Males were undecided about the importance of the metaphor no Males recorded a response of Very Low and only 5.97% of Baby Boomer Males recorded a low response, and 0.74% recorded a "Nil" response. Females recorded some Low and Very Low responses (Low responses from 1.83% of Baby Boomer Females and 20.56% of Generation X Females; Very Low responses from 10.09% of Baby Boomer Females and 10.28% of Generation X Females).

2.2.1.3 QPS is like a giant call centre at the end of George St

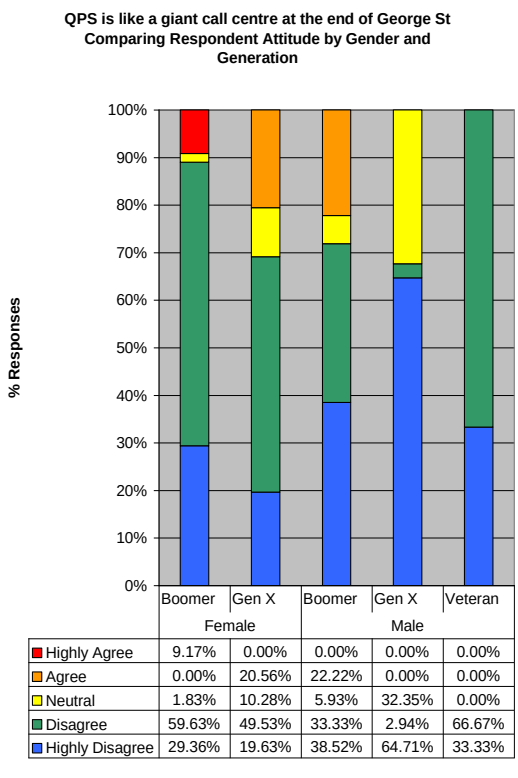
(Appendix B Pages 9 – 12; Appendix C Metaphor 3 Chart)

George Street, Brisbane is the heart of the Government precinct in Queensland. The image of a giant call centre came from the fear of the Queensland Public Service becoming more and more reliant on electronic communication with the population, as it follows a path to e-Government. With on-line responses able to be recorded and analysed by machine and a developing trend toward the use of call centres, there was a fear, recognised by the SMN, that the Service could, at some later date, loose personal contact and communication with its clients, and in the extreme reach a state where all responses were pre-recorded and delivered by voice activated computer, in the name of smaller more efficient government.

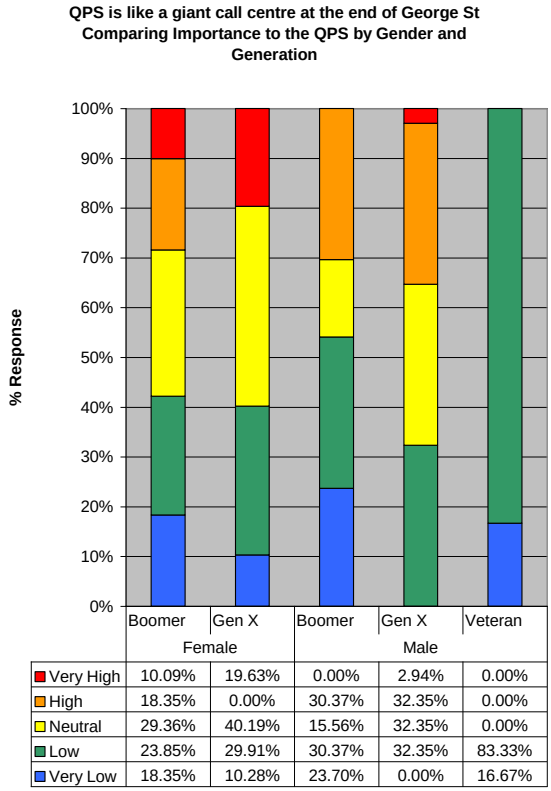
This was not an expression of feelings toward the current government call centres, but rather a vision of what could happen if there were no planning in place for the next 25 year, and an understanding of the QPS and Queensland Government current involvement in GNR technologies.

Table 4: Results of Chi Square Analysis: QPS is like a giant call centre at the end of George St

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	20.847	.000
	Gender	40.122	.000
Importance to the QPS	Generation	46.528	.000
	Gender	57.023	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	9.17%	0.00%	0.00%	0.00%	0.00%
Agree	0.00%	20.56%	22.22%	0.00%	0.00%
Neutral	1.83%	10.28%	5.93%	32.35%	0.00%
Disagree	59.63%	49.53%	33.33%	2.94%	66.67%
Highly Disagree	29.36%	19.63%	38.52%	64.71%	33.33%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	10.09%	19.63%	0.00%	2.94%	0.00%
High	18.35%	0.00%	30.37%	32.35%	0.00%
Neutral	29.36%	40.19%	15.56%	32.35%	0.00%
Low	23.85%	29.91%	30.37%	32.35%	83.33%
Very Low	18.35%	10.28%	23.70%	0.00%	16.67%

Very few of the respondents found this an agreeable metaphor.

The differences between the genders are reflected in the χ^2 value of 40.122. This shows the level of disagreement with modal responses to this metaphor (59.63% of Baby Boomer and 49.53% of Generation X Females disagreed while 38.52% of Baby Boomer and 64.71% of Generation X Males highly disagreed, and 4 out of 6 Veterans disagreed and the remaining two highly disagreed).

After considering the modal responses shown above a further 29.36% Baby Boomer and 19.63% Generation X Females highly disagreed, and 33.33% Baby Boomer and 2.94% of Generation X Males disagreed with the metaphor.

Baby Boomer Females were the only group to have any Highly Agree responses (9.17%).

20.56% of Generation X Females and 22.22% of Baby Boomer Males agreed with the metaphor. Although the Agree response is not modal as more than a fifth of the respondents chose this response it may bare some future further investigation.

The χ^2 values for of the importance of this metaphor to the Queensland Public Service indicate that there are both generational and gender differences in the responses.

The modal response for Females was Neutral (Baby Boomers 29.36% and Generation X 40.19 %).

The modal response for Baby Boomer and Generation X Males was split between Low and High and that for Veterans was Low.

More than 50% of Baby Boomer Males see this of Low or Very Low importance to Government, while 32.35% of Generation X Males see it as low importance. Differences between Male generations with regard to this metaphor and responses to other survey statements regarding changes in electronic usage or communication need further investigation.

2.2.1.4 QPS is like a large virtual office

(Appendix B Pages 13 – 16; Appendix C Metaphor 4 Chart)

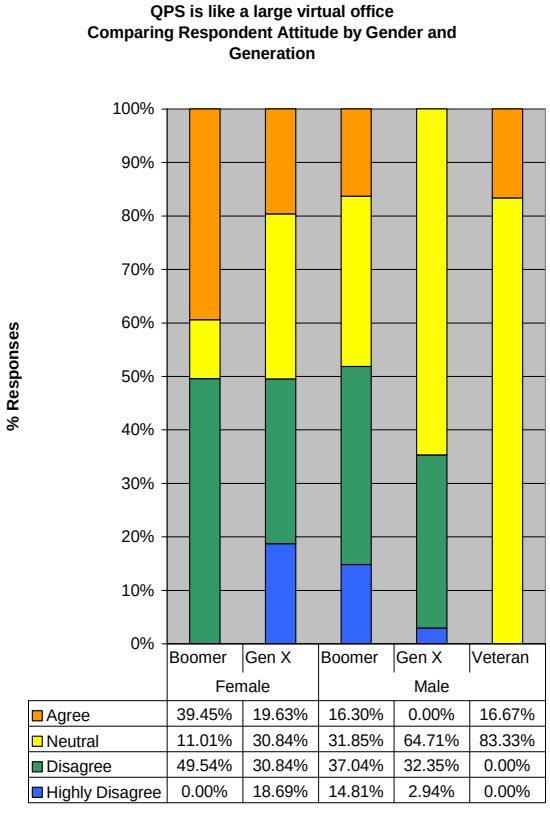
Many of the members of the SMN could foresee that in the next 25 years it would prove too expensive for the government to own or rent the floor space it requires in the Brisbane CBD.

They felt that this and the change in the nature of work would see fewer people working from a government office and more working from a virtual office via a laptop and mobile technology.

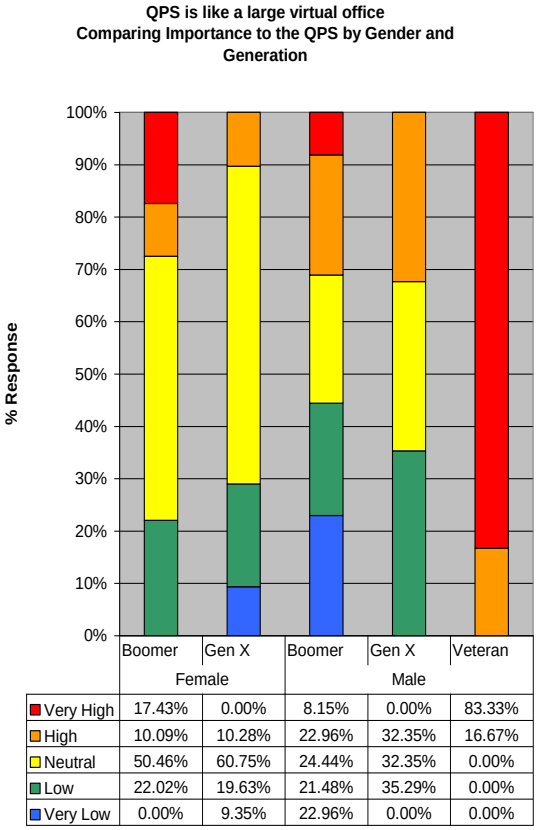
Others in the network found it difficult to imagine that within 25 years government bureaucracies would be this flexible and allow public servants this much autonomy. Questions which would need to be answered before they felt this could be a viable option included a means of accounting for time and output, and the need to overcome some of the legal ramifications for workers compensation and workplace health and safety if working from the virtual office.

Table 5: Results of Chi Square Analysis: QPS is like a large virtual office

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	21.238	.000
	Gender	25.328	.000
Importance to the QPS	Generation	26.567	.000
	Gender	49.448	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Agree	39.45%	19.63%	16.30%	0.00%	16.67%
Neutral	11.01%	30.84%	31.85%	64.71%	83.33%
Disagree	49.54%	30.84%	37.04%	32.35%	0.00%
Highly Disagree	0.00%	18.69%	14.81%	2.94%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	17.43%	0.00%	8.15%	0.00%	83.33%
High	10.09%	10.28%	22.96%	32.35%	16.67%
Neutral	50.46%	60.75%	24.44%	32.35%	0.00%
Low	22.02%	19.63%	21.48%	35.29%	0.00%
Very Low	0.00%	9.35%	22.96%	0.00%	0.00%

The responses to this metaphor would seem to reflect the opinion held by those of the SMN who doubted this could become reality. The Baby Boomers are in disagreement with the metaphor (49.54% Females and 37.04% of Males). Generation X Female modal response is split between

Neutral and Disagree (30.84%). Generation X Males have a modal response of Neutral (64.71%), as do the Veterans with 5 of the 6 responses Neutral.

Generation X Males are the only group with no Agree responses. Baby Boomer Females with 39.45% of the group agreeing are the most in favour of the metaphor.

Further investigation of the Baby Boomer Female agreement may be beneficial as this group with its need to balance work and family life would conceivably have the most to gain were this metaphor to eventuate. They may also be the group which has given the metaphor the most consideration, or be influenced by experience under working from home provisions currently available in some departments, while caring for invalids.

The majority of women responded Neutral to the importance of this metaphor to the Queensland Public Service. Baby Boomer Males also had a modal response of neutral but a further 45.82% saw it as either a low or very low priority. A 35.29% modal response rate for Generation X Males saw this metaphor as being of low importance.

The Veterans in contrast had a 5 out of 6 response of Very High importance. Were there more veterans to survey it may have been beneficial to ask why they felt this to be of such import to the QPS.

2.2.1.5 QPS is like a series of ongoing programs or projects

(Appendix B Pages 17– 20; Appendix C Metaphor 5 Chart)

Members of the SMN made the observation that there were fewer departmental specific projects becoming available, as it was almost inevitable that consultation would need to take place between several government departments at some time during the life of any major project or suite of projects (program).

They expressed the view that this was likely to continue and develop further as changes occurred in relation to the nature of work within government, especially its relationship with private enterprise, under public private partnerships and requirements of the *National Competition Policy*.

They saw that no one department, in the future, would be able to supply all the expertise for any one project and the silo mentality which exists between government agencies would eventually give way to a project/program friendly structure.

Table 6: Results of Chi Square Analysis: QPS is like a series of ongoing programs or projects

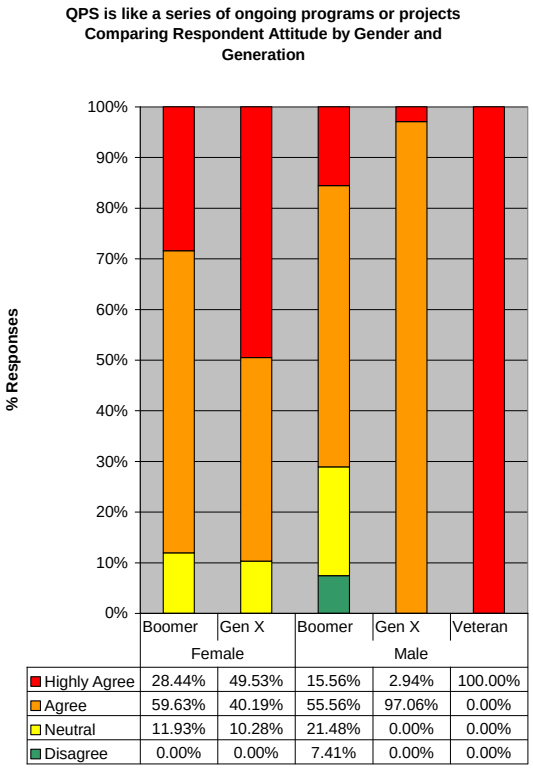
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	21.570	.000
	Gender	34.552	.000
Importance to the QPS	Generation	21.646	.000
	Gender	23.205	.000

There was very little disagreement with this metaphor. The χ^2 values are indicative of the difference of the level of agreement between the different groups.

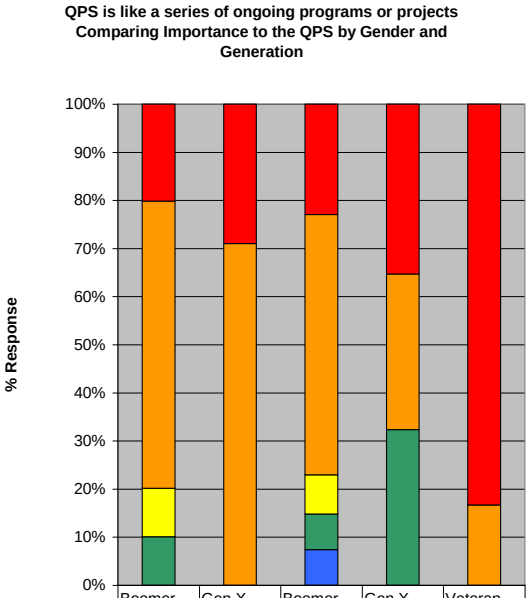
Only 7.41% of Baby Boomer Males disagree with this metaphor.

The modes for Baby Boomers and Generation X Males are in the Agree response (59.63% Baby Boomer Females, 55.56% Baby Boomer Males and 97.06% Generation X Males). 40.19% of Generation X Females also agreed. The mode for Generation X Females was the Highly Agree response (49.53%). All of the Veterans highly agreed with the metaphor.

As in the previous graph the χ^2 value is indicative of the difference in the level of agreement across generations and gender.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	28.44%	49.53%	15.56%	2.94%	100.00%
Agree	59.63%	40.19%	55.56%	97.06%	0.00%
Neutral	11.93%	10.28%	21.48%	0.00%	0.00%
Disagree	0.00%	0.00%	7.41%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	20.18%	28.97%	22.96%	35.29%	83.33%
High	59.63%	71.03%	54.07%	32.35%	16.67%
Neutral	10.09%	0.00%	8.15%	0.00%	0.00%
Low	10.09%	0.00%	7.41%	32.35%	0.00%
Very Low	0.00%	0.00%	7.41%	0.00%	0.00%

59.63% of Baby Boomer Females, 71.03% of Generation X Females and 54.07% of Baby Boomer Males saw this metaphor as being of high importance to the QPS. A further 20.18%, 28.97% and 22.96% of each of these groups respectively gave the Very High response to this metaphor's importance to the QPS.

35.29% of Generation X Males Highly Agree with the metaphor and a further 32.35% gave it a High rating.

Of the Veterans 5 of 6 rated it Very High and the remaining Veteran rated its importance to the QPS as High.

The degree of acceptance of this metaphor and its importance to Government, make project and program based structures plausible scenarios for the future of the Queensland Public Service. These structures can have multiple formats and may require further investigation as to which formats would be acceptable to both Public Servants and the legislative arm of Government.

2.2.1.6 QPS is like a sustainable organisation based on trust

(Appendix B Pages 21 – 24; Appendix C Metaphor 6 Chart)

Of the metaphors presented here, this was the one considered least attainable by the members of SMN. It was seen as an unobtainable ideal rather than a plausible goal. It was included as were all proposed metaphors, however the SMN acknowledged that this metaphor was, in their opinion an outlier.

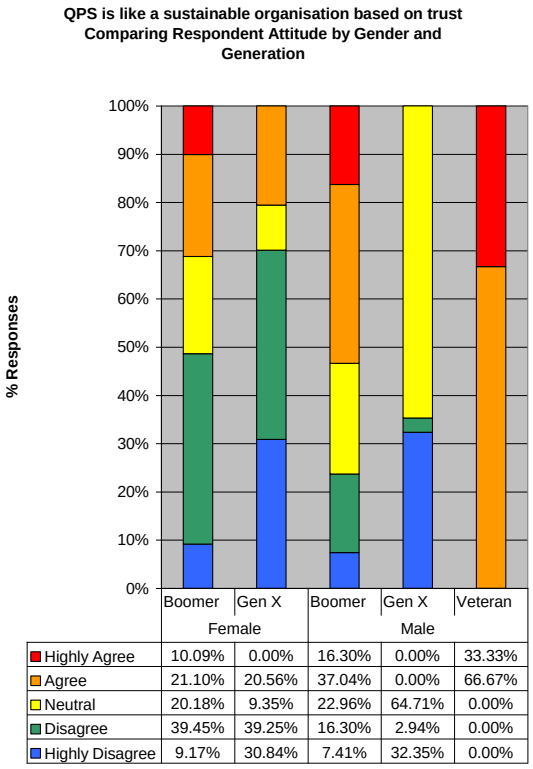
Table 7: Results of Chi Square Analysis: QPS is like a sustainable organisation based on trust

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	56.283	.000
	Gender	50.243	.000
Importance to the QPS	Generation	85.520	.000
	Gender	31.645	.000

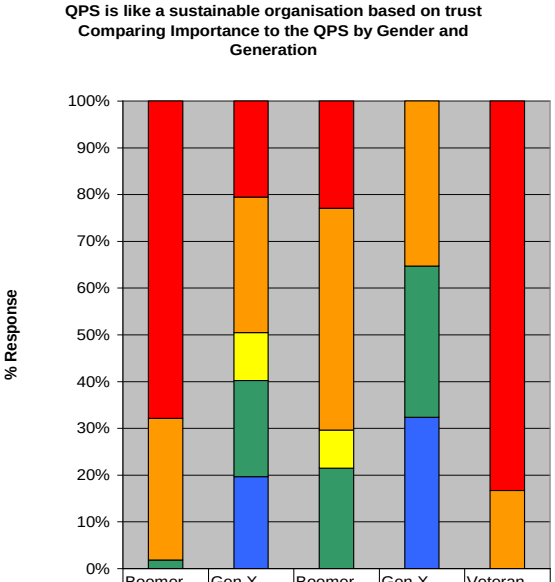
Differences between the genders are immediately identifiable from the Attitude Graph of this metaphor. The Females disagree with this metaphor with the mode for Baby Boomer Females being 39.45% and for Generation X Females 39.25%. A further 9.17% of Baby Boomers and 30.84% of Generation X highly disagree. The Generation X Males modal response is neutral (64.71%) and 32.35% highly disagree. However, Baby Boomer Males and Veterans have modal

responses of Agree and a further 16.3% of Baby Boomers and the remaining Veterans Highly Agree with this metaphor.

Further investigation of this metaphor may discover why these differences have occurred and whether they are in relation to the sustainability or trust elements of the metaphor, or the combination of both. It may also be necessary to determine historical influences of perceived inequity between the genders in relation to trust.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	10.09%	0.00%	16.30%	0.00%	33.33%
Agree	21.10%	20.56%	37.04%	0.00%	66.67%
Neutral	20.18%	9.35%	22.96%	64.71%	0.00%
Disagree	39.45%	39.25%	16.30%	2.94%	0.00%
Highly Disagree	9.17%	30.84%	7.41%	32.35%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	67.89%	20.56%	22.96%	0.00%	83.33%
High	30.28%	28.97%	47.41%	35.29%	16.67%
Neutral	0.00%	10.28%	8.15%	0.00%	0.00%
Low	1.83%	20.56%	21.48%	32.35%	0.00%
Very Low	0.00%	19.63%	0.00%	32.35%	0.00%

Baby Boomer Females (67.89%) and Veterans have a mode of Very High with regard to the importance of the metaphor to the QPS, while Baby Boomer Males (47.41%), Generation X Females (28.97%) and Generation X Males (35.29%) have a mode response of High.

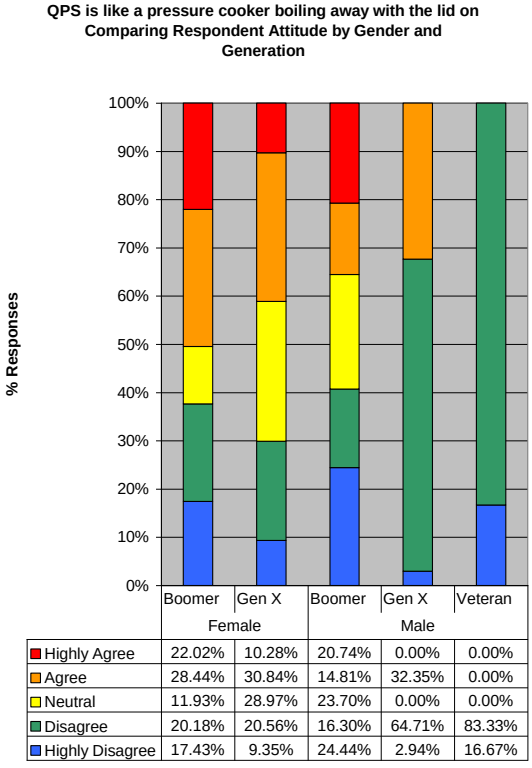
2.2.1.7 QPS is like a pressure cooker boiling away with the lid on

(Appendix B Pages 25 – 28; Appendix C Metaphor 7 Chart)

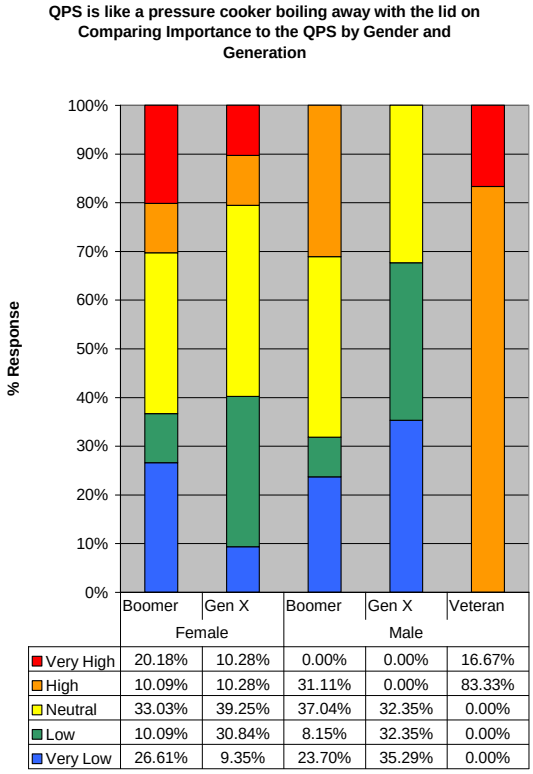
This metaphor was seen by the SMN as being indicative of their feelings of anxiety and the disaster that could occur were they not to address them. It is a very vivid visual picture and those of us who have used pressure cookers can identify immediately with the feeling of impending disaster.

Table 8: Results of Chi Square Analysis: QPS is like a pressure cooker boiling away with the lid on

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	31.156	.000
	Gender	10.786	.029
Importance to the QPS	Generation	40.183	.000
	Gender	45.086	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	22.02%	10.28%	20.74%	0.00%	0.00%
Agree	28.44%	30.84%	14.81%	32.35%	0.00%
Neutral	11.93%	28.97%	23.70%	0.00%	0.00%
Disagree	20.18%	20.56%	16.30%	64.71%	83.33%
Highly Disagree	17.43%	9.35%	24.44%	2.94%	16.67%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	20.18%	10.28%	0.00%	0.00%	16.67%
High	10.09%	10.28%	31.11%	0.00%	83.33%
Neutral	33.03%	39.25%	37.04%	32.35%	0.00%
Low	10.09%	30.84%	8.15%	32.35%	0.00%
Very Low	26.61%	9.35%	23.70%	35.29%	0.00%

As can be seen from the graphs, all of the Veterans and the majority of Generation X Males disagree with this metaphor. The modal response of Baby Boomer Males is Highly Disagree; however, their responses are not as skewed toward disagreement as the other two Male generational groups. The modal response for both Female generational groups is 'Agree'. The differences between the genders is further highlighted by the results of the Chi-Square test as shown in Table 8 (Attitude of Respondents by Gender χ^2 value of 10.786 and asymptotic significance. (two sided) of 0.029.)

In contrast to the respondents' attitudinal responses to this metaphor the modal responses for Females as to the significance of this metaphor for future QPS was "Neutral". Also, a larger proportion of these groups ranked its significance to Government as lower rather than higher. Modal response for Baby Boomer males was also "Neutral", with almost equal proportions

ranking the statement High (31.11%) and Low/Very Low (31.85%). Generation X males had a modal response of Very Low significance to government. Only the Veterans saw this metaphor as of significance to Government which is in contrast to the own attitude to the metaphor.

2.2.1.8 QPS is like a multi-generational powerhouse for projects

(Appendix B Pages 29 – 32; Appendix C Metaphor 1 Chart)

The Strategic Management Network recognised that more frequently the expertise required to accomplish projects was to be found in both the technical and administrative skills of the different generations. No longer could all the knowledge be claimed by those who had longer tenure as many of the skills now required had not been available for experiential knowledge to be built during the term of a longer tenure. Managers were relying on the tacit knowledge of many of their generation X and Y staff, in new fields employing new skills, which their managers were learning to combine with the administrative experience of other project team members to get the job done.

The Network also recognised that work was being done on a project, program, or portfolio basis across government, rather than piecework by individual experts in siloed departments.

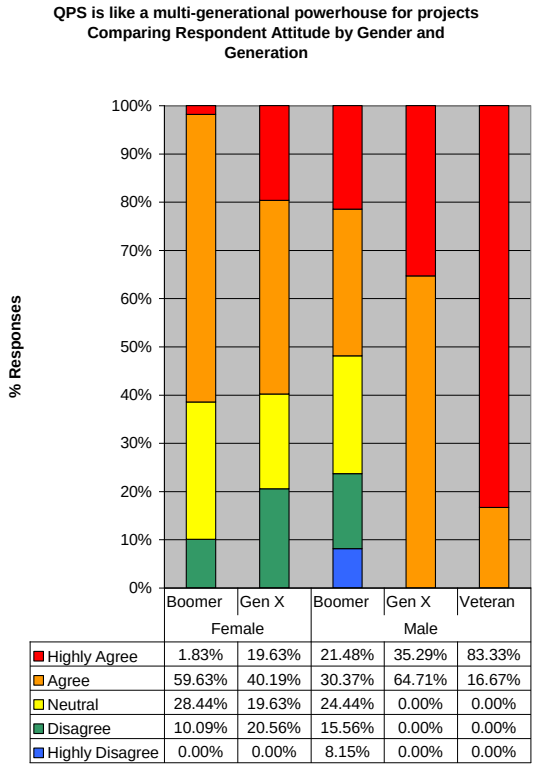
Table 9: Results of Chi Square Analysis: QPS is like a multi-generational powerhouse for projects.

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	17.690	.001
	Gender	32.899	.000
Importance to the QPS	Generation	8.321	.040
	Gender	11.871	.008

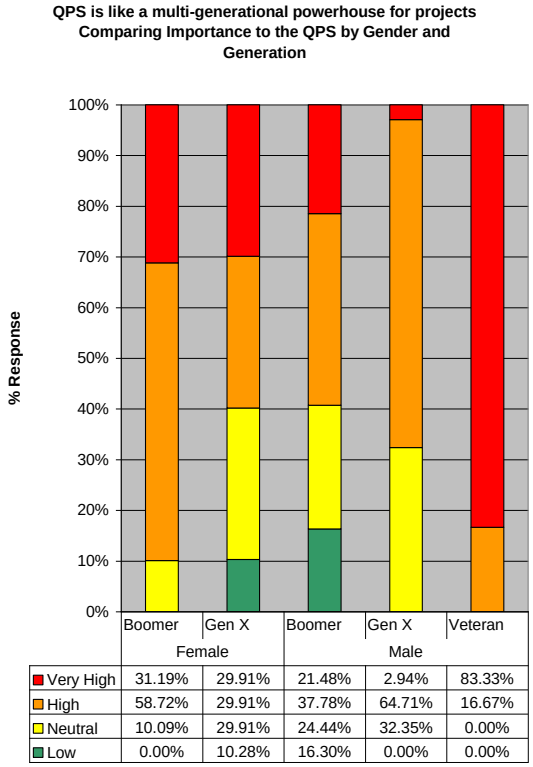
The chi square values of this metaphor reflect the differences in the level of agreement between the generations and genders rather than agreement with the metaphor itself, as seen in the graphs.

The modal response for Baby Boomers (59.63% of Females and 30.37% of males) and Generation X (40.19% of Females and 64.71% of males) respondents was 'Agree', while the Veterans had a modal response of 'Highly Agree' (5 of 6).

The modal responses to the importance of this metaphor to the future QPS also reflects this agreement in that Baby Boomers (58.7% of Females and 37.78% of males) and 64.71% of Generation X males have a modal response of 'High', and 5 of the 6 Veterans 'Very High'.



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	1.83%	19.63%	21.48%	35.29%	83.33%
Agree	59.63%	40.19%	30.37%	64.71%	16.67%
Neutral	28.44%	19.63%	24.44%	0.00%	0.00%
Disagree	10.09%	20.56%	15.56%	0.00%	0.00%
Highly Disagree	0.00%	0.00%	8.15%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	31.19%	29.91%	21.48%	2.94%	83.33%
High	58.72%	29.91%	37.78%	64.71%	16.67%
Neutral	10.09%	29.91%	24.44%	32.35%	0.00%
Low	0.00%	10.28%	16.30%	0.00%	0.00%

Generation X Females are split with 29.91% of them in each of the categories 'Very High', 'High' and 'Neutral'.

2.3 Emerging Issues

Emerging Issues Analysis, which aims to identify problems or difficult issues, before they become problems, is one of the main roles of the Strategic Management Network of the Queensland Public Service. Through the use of trend data, quantitative data, or observations made by participants (valid because of their understanding of the environment and the circumstances) several emerging issues were identified. Many of these have already been raised as significant issues in Chapter Three from the writings of other authors. These findings from the anticipatory action learning workshops confirm that the ways of knowing and being of the Network are able to support the current literature review.

Similar recurring themes included: the changing expectations of the better educated, wealthier populace of its public sector; the economic importance of openness, accountability and trust; generational differences in terms of skills, management, work ethics, employment conditions, values; conditions changing to require increased cross-Government and inter-Government, and

Private Sector collaboration; fear of the inability of public servants to cope with the rate of change and complexity required in the future due to technological advances.

These issues were approved by the SMN as accurately reflecting the emerging issues as described at the workshops. Minimal change was made to their wording when including them in the survey as some members felt that meaning was lost when any changes were made to the original.

2.3.1.1 A better educated populace will demand more of its public sector

(Appendix B Pages 33 – 36; Appendix C Emerging 1 Chart)

The Strategic Management Network (SMN) were aware that as society became better educated, its awareness and understanding of issues which had previously been the sole domain of the Public Service and its ability to research these issues, ask pertinent questions and demand change would increase.

Table 10: Results of Chi Square Analysis: A better educated populace will demand more of its public sector

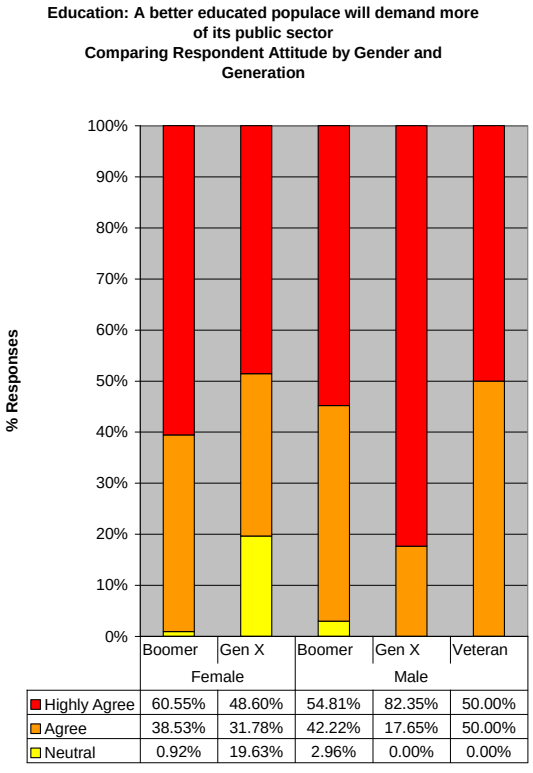
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	25.809	.000
	Gender	9.731	.008
Importance to the QPS	Generation	8.957	.011
	Gender	11.981	.003

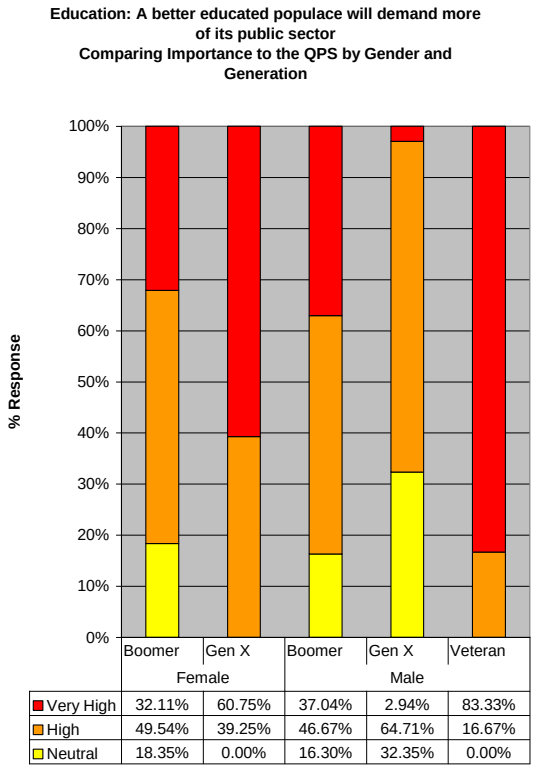
As both the χ^2 data and the graphs indicate there is very little disagreement with this statement. The differences indicate the level of agreement different genders and generations have.

The attitudinal modal response for each of the groups is 'Highly Agree'. These figures are such that the majority of Baby Boomer Females (60.55%) and Males (54.81%), and Generation X Males highly agree.

While still agreeing on the importance of the statement to Government the level of agreement has changed. The modal response of 'Very High' was recorded by the majority of Generation X Females (60.75%) and Veterans (5 of 6), while the modal response for the other groups is 'High' (Baby Boomer Females 49.54%, Baby Boomer Males 46.67% and Generation X Males 64.71%).

Some of this response may be due to the future QPS having already taken some steps at the time of survey, to begin introducing websites where the population of Queensland can post questions to the Ministers and people accessing the site can view the responses.





2.3.1.2 A wealthier society will expect a more efficient public sector

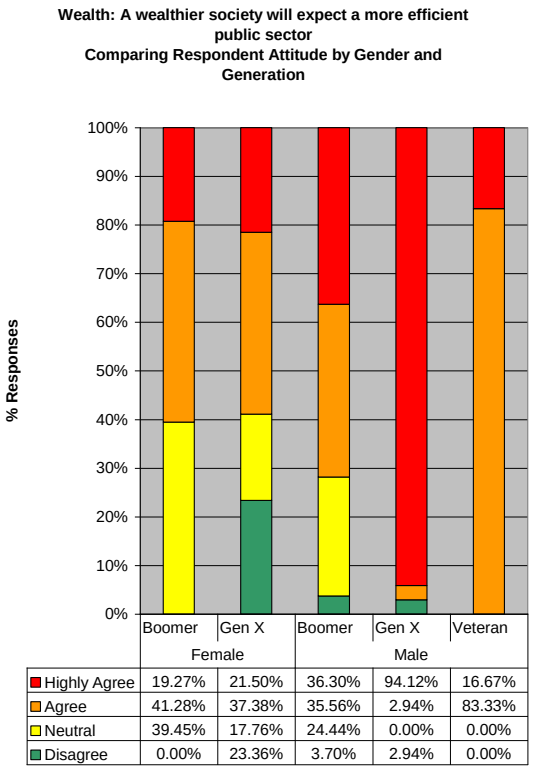
(Appendix B Pages 37 – 40; Appendix C Emerging 2 Chart)

The Strategic Management Network (SMN) commented that as society became wealthier and consequently contributed more funds to the tax base it would expect these funds to be spent appropriately and with greater efficiency than in the past. It would expect the public service to be responsible for the efficient spending of these public funds and would find ways to make responsible officers account for this spending.

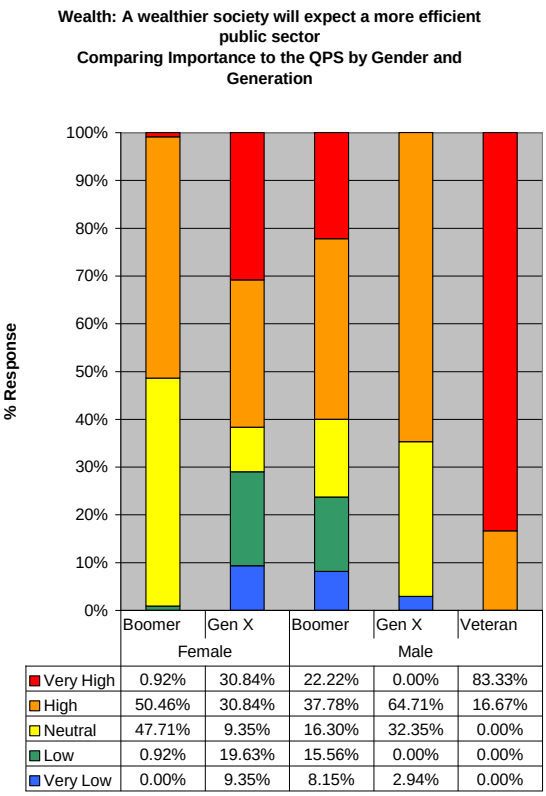
Table 11: Results of Chi Square Analysis: A wealthier society will expect a more efficient public sector

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	46.834	.000
	Gender	34.957	.000
Importance to the QPS	Generation	20.147	.000
	Gender	6.049	.195

While there is generally agreement with this statement as reflected in both the attitude of the respondents and their responses to the importance of this statement to the future QPS, the level of agreement changed between generational and gender groupings.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	19.27%	21.50%	36.30%	94.12%	16.67%
Agree	41.28%	37.38%	35.56%	2.94%	83.33%
Neutral	39.45%	17.76%	24.44%	0.00%	0.00%
Disagree	0.00%	23.36%	3.70%	2.94%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	0.92%	30.84%	22.22%	0.00%	83.33%
High	50.46%	30.84%	37.78%	64.71%	16.67%
Neutral	47.71%	9.35%	16.30%	32.35%	0.00%
Low	0.92%	19.63%	15.56%	0.00%	0.00%
Very Low	0.00%	9.35%	8.15%	2.94%	0.00%

Baby Boomer (36.30%) and Generation X Males (94.12%) 'Highly Agree' with the statement, while the remaining groups 'Agree' (Baby Boomer Females 41.28%, Generation X Females 37.38% and 5 of 6 Veterans).

It should be noted that there are 23.36% of Generation X Females who disagree with this statement. Although this is not the modal response, it is the second most popular response for Generation X Females and may require further enquiry. (28.98% of Generation X Females also rated this statement of 'Low' or 'Very Low' importance to the future QPS.)

The groups were in agreement with the importance of this statement for the future QPS. Modal responses were: 'Very High' for 5 of 6 Veterans; split between 'Very High' and 'High' for Generation X Females (30.84%); and 'High' for Baby Boomer Females (50.46%), Baby Boomer Males (37.78%) and Generation X Males (64.71%).

2.3.1.3 The community will demand more genuinely open and accountable government

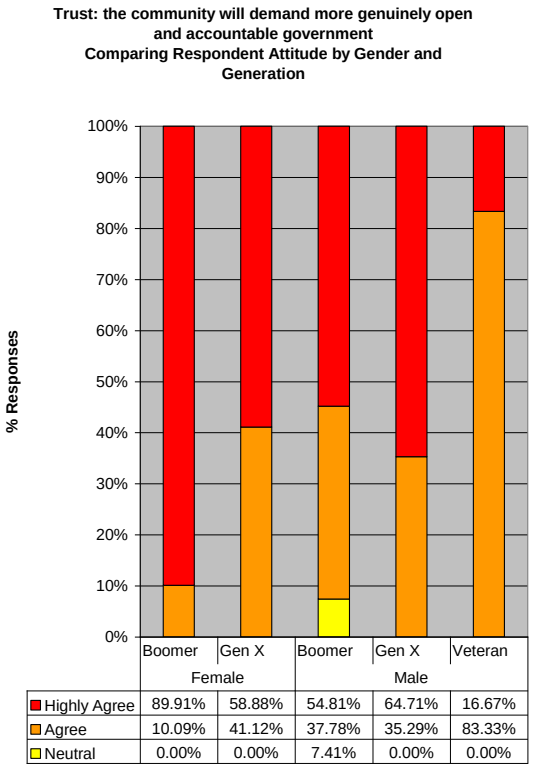
(Appendix B Pages 41 – 44; Appendix C Emerging 3 Chart)

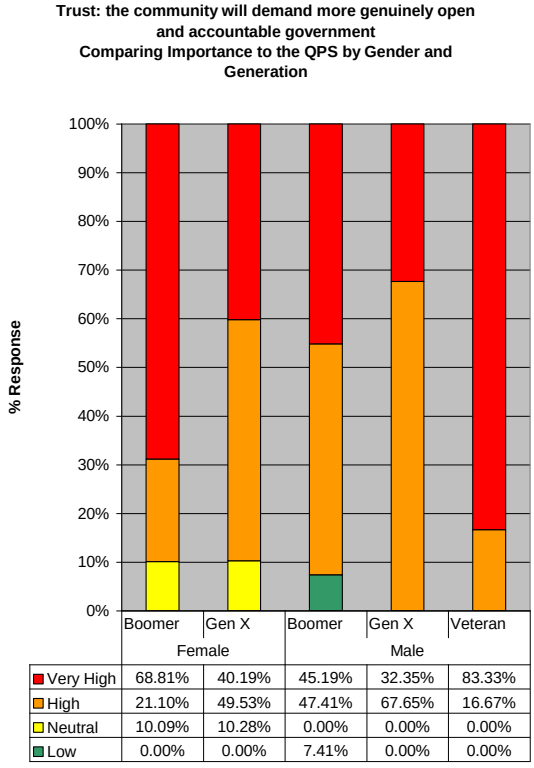
The Strategic Management Network (SMN) saw this statement as a natural progression from the previous two statements. They concluded that secrecy, which was a trait of government

bureaucracy in the past, becomes far more difficult to maintain the better educated the population. Their reasoning was that: better educated populations have the means of reasoning and researching for themselves the outcomes of government and are reasonably likely to ask more questions and be in positions, especially with increased wealth, to demand answers.

Table 12: Results of Chi Square Analysis: The community will demand more genuinely open and accountable government

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	13.385	.001
	Gender	23.206	.000
Importance to the QPS	Generation	20.514	.000
	Gender	37.613	.000





Again, it is not a question of respondents varying in their agreement with the statement overall, but the levels to which the generations and genders agreed that is evident in both the χ^2 results and the graphs. Five of the six Veterans 'Agree' with the statement, while each of the other groups has a modal response of 'Highly Agree'.

There is also a high level of agreement on the importance of this statement to the future QPS with only 7.41% of Baby Boomer Males scoring it of 'Low' importance.

(Since this study was undertaken there have been a number of Government enquiries into various aspects of the accountability of the Queensland Public Service, which began from community demand. It may be worth re-surveying this statement to see if attitudes have changed during the intervening period.)

2.3.1.4 Recognition of the economic importance of trust will grow

(Appendix B Pages 45 – 48; Appendix C Emerging 4 Chart)

Trust is one of the many factors affecting the bottom line of both private and public enterprise at the beginning of this millennium. This was acknowledged by the SMN during the workshops.

The Government relies on this factor as part of its credit rating. The SMN participants also saw that on a local scale trust between the populace and Government leads to stability and stability to economic returns. They suggested that stability within the Australian and Queensland environment should over time be beneficial to the economy.

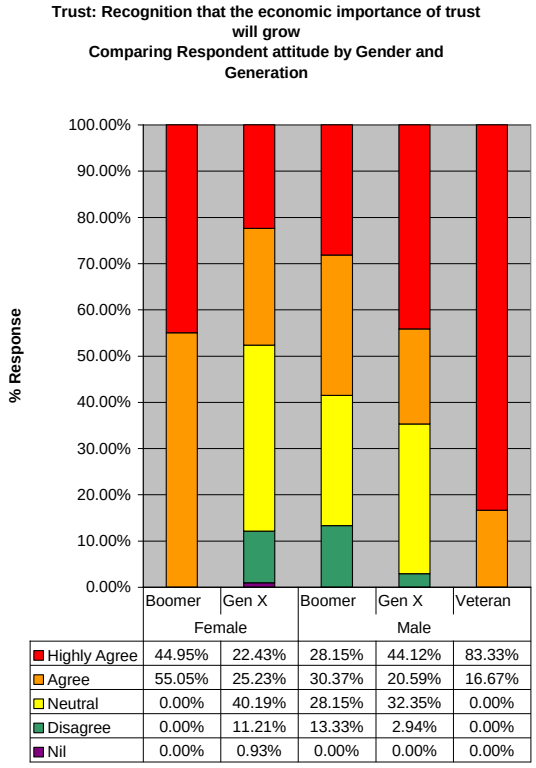
Table 13: Results of Chi Square Analysis: Recognition of the economic importance of trust will grow

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	31.454	.000
	Gender	11.130	.025
Importance to the QPS	Generation	52.141	.000
	Gender	34.957	.000

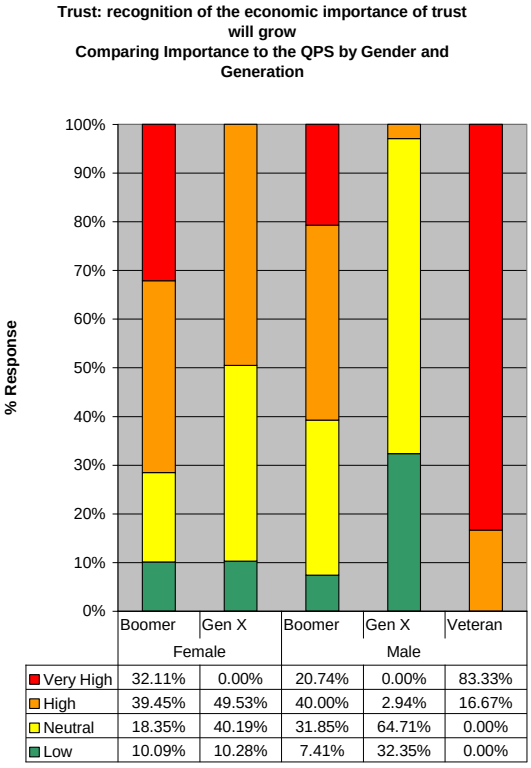
There were differences between the groups as to their attitude to this statement and their view of its importance to the future QPS. Of the Baby Boomer Females 44.95% 'Highly Agreed' and the remainder 'Agreed' with this statement. Five of the six Veterans 'Highly Agreed' and the sixth 'Agreed' with this statement. The modal attitudinal response for Generation X Males was to 'Highly Agree' (44.12%) with a majority of 64.71% in agreement. Baby Boomer Males' modal response was 'Agree' (30.37%) with the majority in agreement (58.52%). Generation X Females were 40.19% undecided.

The modal responses from the groups for the importance of this statement to the future QPS show: the Veterans viewing the importance to the future QPS as 'Very High' (5 of 6); Baby Boomers (39.45% of Females and 40% of Males) and Generation X Females (40.53%) as 'High'; and Generation X Males as "64.71% 'Neutral'.

(Perhaps some of the differences between the levels of agreement between the generations and genders are reflective of the periods of their maturity. The level of agreement and importance envisaged seems to correspond to the age of the respondent. This would be difficult to prove without undertaking a series of longitudinal studies to see if opinions on these statements change as the respondents mature.)



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	44.95%	22.43%	28.15%	44.12%	83.33%
Agree	55.05%	25.23%	30.37%	20.59%	16.67%
Neutral	0.00%	40.19%	28.15%	32.35%	0.00%
Disagree	0.00%	11.21%	13.33%	2.94%	0.00%
Nil	0.00%	0.93%	0.00%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	32.11%	0.00%	20.74%	0.00%	83.33%
High	39.45%	49.53%	40.00%	2.94%	16.67%
Neutral	18.35%	40.19%	31.85%	64.71%	0.00%
Low	10.09%	10.28%	7.41%	32.35%	0.00%

The next series of questions relates to differences between the generations, it highlights some of the statements which emerged from the Strategic Management Network and differences which emerged from the Literature Review.

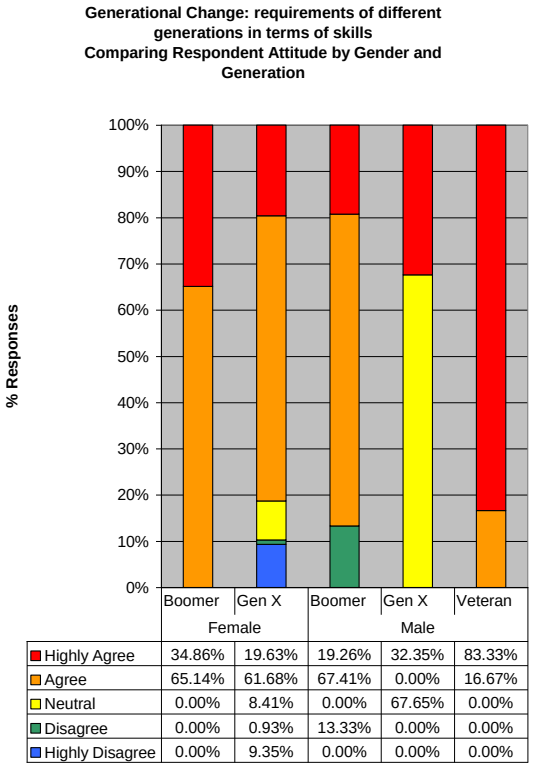
2.3.1.5 Requirements of different generations in terms of skills

(Appendix B Pages 49 – 52; Appendix C Emerging 5 Chart)

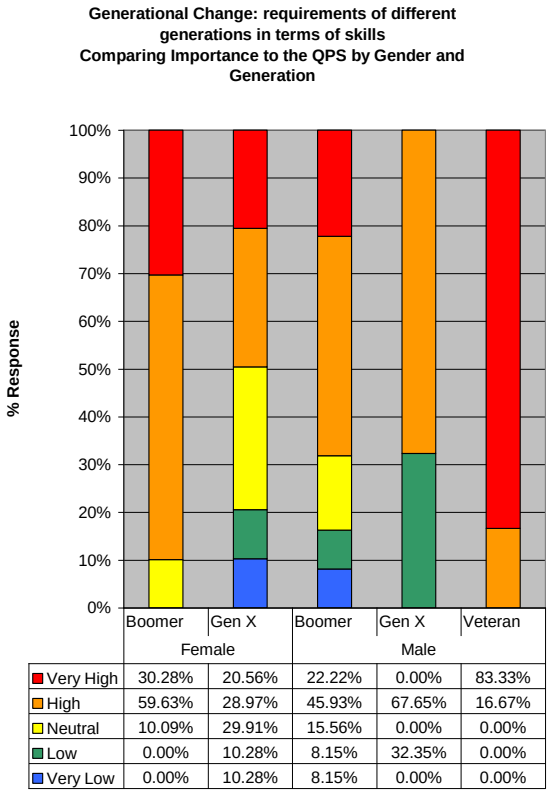
The Strategic Management Network was aware of the different skills available both across and within the different generations, and the need for the different generations to acquire different skills into the future. (Some of the skills they saw as necessary for change to take place in the nature of the Queensland Public Service are discussed later in this chapter.) The SMN had previously identified this as an issue in the papers sent to the CEO Management Committee.

Table 14: Results of Chi Square Analysis: Requirements of different generations in terms of skills

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	83.763	.000
	Gender	39.171	.000
Importance to the QPS	Generation	27.049	.000
	Gender	12.056	.017



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	34.86%	19.63%	19.26%	32.35%	83.33%
Agree	65.14%	61.68%	67.41%	0.00%	16.67%
Neutral	0.00%	8.41%	0.00%	67.65%	0.00%
Disagree	0.00%	0.93%	13.33%	0.00%	0.00%
Highly Disagree	0.00%	9.35%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	30.28%	20.56%	22.22%	0.00%	83.33%
High	59.63%	28.97%	45.93%	67.65%	16.67%
Neutral	10.09%	29.91%	15.56%	0.00%	0.00%
Low	0.00%	10.28%	8.15%	32.35%	0.00%
Very Low	0.00%	10.28%	8.15%	0.00%	0.00%

Generation X Males are the only group not in agreement with this statement. 67.65% of Generation X Males responded 'Neutral' to the statement. The other groups had modal responses of: 65.14% Baby Boomer Females, 61.88% Generation X Females and 67.41% of Baby Boomer Males responded 'Agree'; 5 of 6 Veterans 'Highly Agree'.

Generation X Females are undecided as to the importance of this statement to the future QPS (29.91%). Baby Boomers (59.63% of Females and 45.93% of Males) and Generation X Males (67.65%) gave modal response of 'High' importance of the statement to the future QPS and 5 of the 6 Veterans thought it of 'Very High' importance.

(Since this survey a major project has begun within Government to address the issue of skill requirements for Government into the future.)

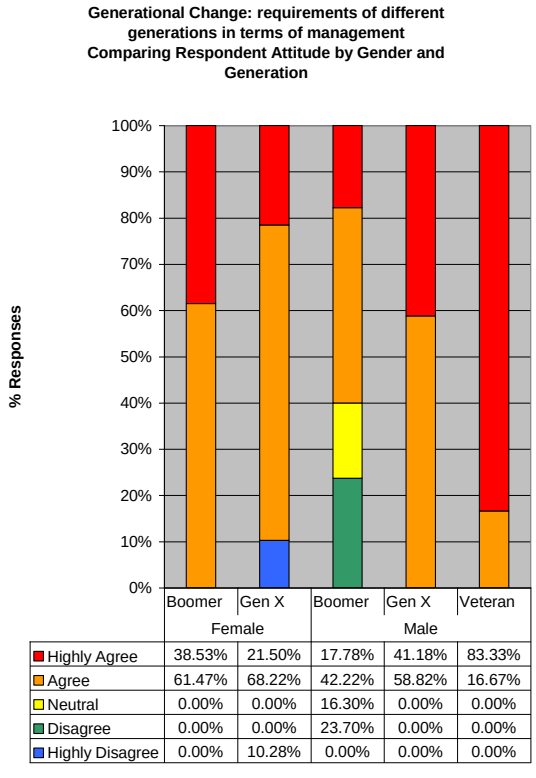
2.3.1.6 Requirements of different generations in terms of management

(Appendix B Pages 53 – 56; Appendix C Emerging 6 Chart)

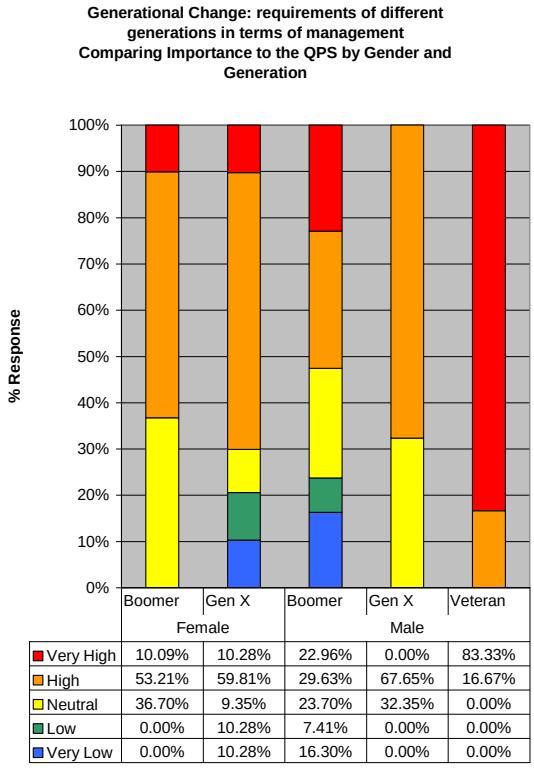
Some of the members of the Strategic Management Network were already aware of the need for different management styles to be used for staff of different generations, not for any reasons of inequity but because different generations responded more favourably to different styles. They saw the need to extend these findings throughout the public service through the use and teaching of these management styles. This would differ considerably from the "one-size-fits-all" approach traditionally used in government bureaucracies.

Table 15: Results of Chi Square Analysis: Requirements of different generations in terms of management

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	53.595	.000
	Gender	83.736	.000
Importance to the QPS	Generation	23.996	.000
	Gender	21.645	.000



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	38.53%	21.50%	17.78%	41.18%	83.33%
Agree	61.47%	68.22%	42.22%	58.82%	16.67%
Neutral	0.00%	0.00%	16.30%	0.00%	0.00%
Disagree	0.00%	0.00%	23.70%	0.00%	0.00%
Highly Disagree	0.00%	10.28%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	10.09%	10.28%	22.96%	0.00%	83.33%
High	53.21%	59.81%	29.63%	67.65%	16.67%
Neutral	36.70%	9.35%	23.70%	32.35%	0.00%
Low	0.00%	10.28%	7.41%	0.00%	0.00%
Very Low	0.00%	10.28%	16.30%	0.00%	0.00%

The χ^2 results show the respondents' degree of agreement with this statement, and this is reflected in the modal responses of the Generational and Gender groups.

The modal response from both Baby Boomers (61.47% of Female and 42.22% of Male) and Generation Xers (68.22% of Female and 58.82% of Male) to the attitudinal survey was to "Agree" and they perceive the issue of different managerial requirements of the different generations as of "High" importance to the Government (53.21% Baby Boomer Females, 29.63% of Baby Boomer Males, 59.81% of Generation X Females and 67.65% of Generation X Males). The Veterans "Highly Agree" with the need to address the different requirements, of the generations, in respect of management, and see this as being of "Very High" importance to the future QPS.

2.3.1.7 Requirements of different generations in term of work ethics

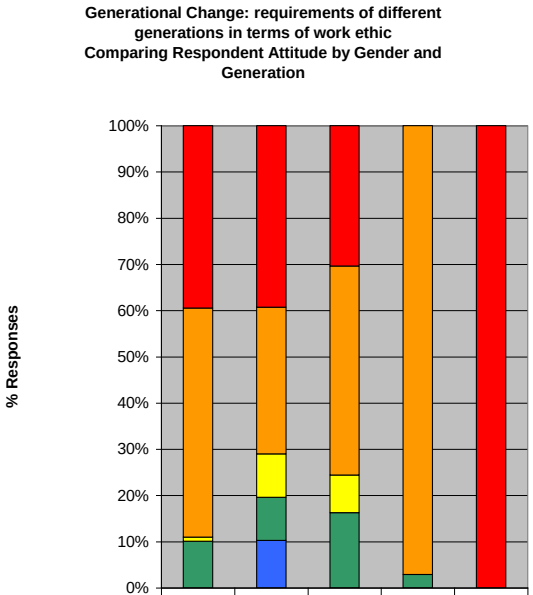
(Appendix B Pages 57 –60; Appendix C Emerging 7 Chart)

The Strategic Management Network identified that there were different work ethics between Veterans, Baby Boomer and Generation X staff. This difference was due mainly to the economic environment in which each generation grew up. Veterans being influenced by World War II, Baby Boomers by the employment stability and continuity of the post War era, and Generation X by the turbulent economic period which saw higher unemployment and waning loyalty to staff during the 1970s and 1980s. These differences if not addressed can cause conflict in the workplace with each generation placing unrealistic expectations on the others.

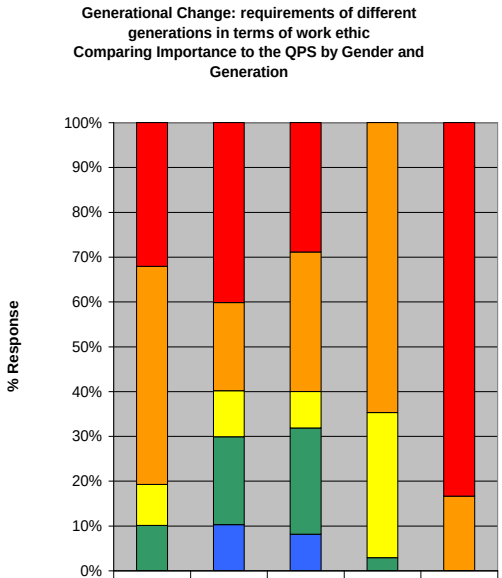
Table 16: Results of Chi Square Analysis: Requirements of different generations in terms of work ethics

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	22.971	.000
	Gender	18.128	.001
Importance to the QPS	Generation	7.779	.100
	Gender	5.862	.210

The χ^2 test results reflect the degree of agreement of the different Generational and Gender groupings, with this statement. The asymptotic significance on the importance of this statement to Government, however, is greater than 0.05 and therefore these results are not highly significant for differences between the genders or generations.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	39.45%	39.25%	30.37%	0.00%	100.00%
Agree	49.54%	31.78%	45.19%	97.06%	0.00%
Neutral	0.92%	9.35%	8.15%	0.00%	0.00%
Disagree	10.09%	9.35%	16.30%	2.94%	0.00%
Highly Disagree	0.00%	10.28%	0.00%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	32.11%	40.19%	28.89%	0.00%	83.33%
High	48.62%	19.63%	31.11%	64.71%	16.67%
Neutral	9.17%	10.28%	8.15%	32.35%	0.00%
Low	10.09%	19.63%	23.70%	2.94%	0.00%
Very Low	0.00%	10.28%	8.15%	0.00%	0.00%

More than 70% of each of the groups agreed with the statement in the attitudinal survey. Generation X Females (39.25%) and Veterans (unanimous) had a modal attitudinal response to the statement of "Highly Agree" and considered the statement of "Very High" importance to the future QPS (40..19% Generation X Females and 5 of the 6 Veterans). The other three groups had an attitudinal mode of "Agree" (Baby Boomer Females had 49.54%, Baby Boomer Males 45.19% and Generation X Males 97.05%) and modal responses of "High" to its importance to the future QPS (Baby Boomer Females had 48.62%, Baby Boomer Males 31.11% and Generation X Males 64.71%)

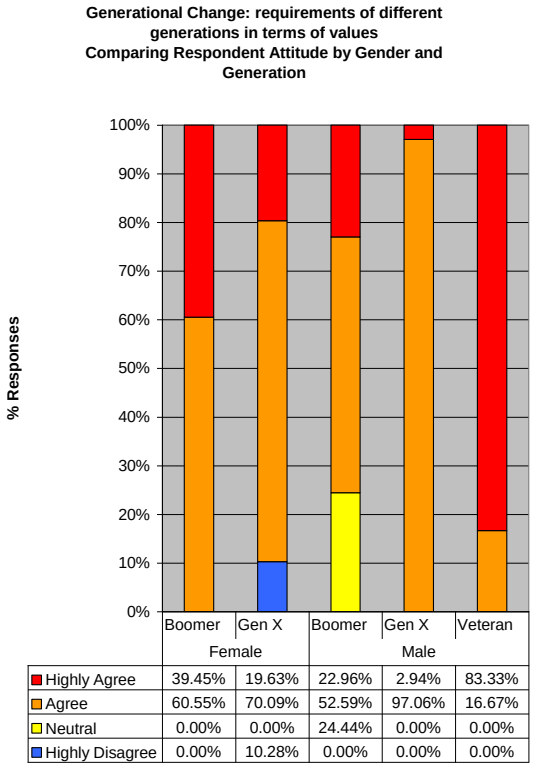
2.3.1.8 Requirements of different generations in terms of understanding of Values

(Appendix B Pages 61 – 64; Appendix C Emerging 8 Chart)

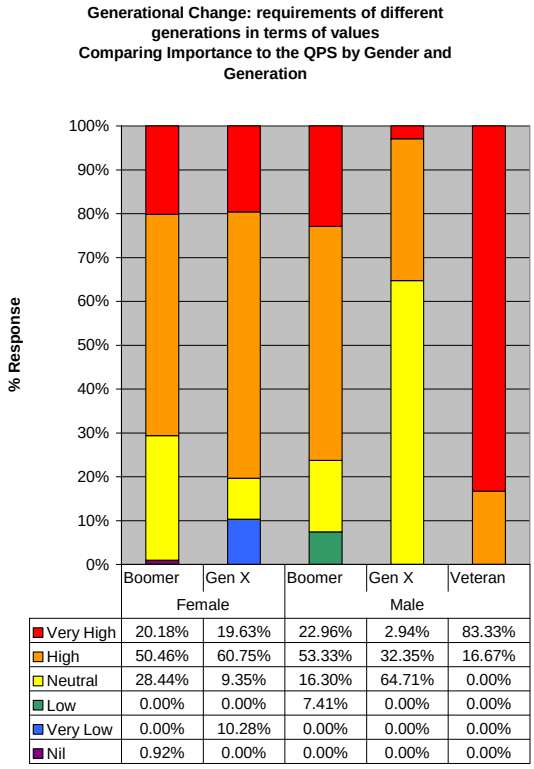
Similarly to the two previous statements the Strategic Management Network saw the differences in the underlying values of the different generations as a source of potential conflict for the workplace.

Table 17: Results of Chi Square Analysis: Requirements of different generations in terms of values

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	51.349	.000
	Gender	52.767	.000
Importance to the QPS	Generation	27.219	.000
	Gender	24.883	.000



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	39.45%	19.63%	22.96%	2.94%	83.33%
Agree	60.55%	70.09%	52.59%	97.06%	16.67%
Neutral	0.00%	0.00%	24.44%	0.00%	0.00%
Highly Disagree	0.00%	10.28%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	20.18%	19.63%	22.96%	2.94%	83.33%
High	50.46%	60.75%	53.33%	32.35%	16.67%
Neutral	28.44%	9.35%	16.30%	64.71%	0.00%
Low	0.00%	0.00%	7.41%	0.00%	0.00%
Very Low	0.00%	10.28%	0.00%	0.00%	0.00%
Nil	0.92%	0.00%	0.00%	0.00%	0.00%

The χ^2 results again reflect the understanding of the groups that the different generations can be reflective of different values. Baby Boomers and Generation Xers all had a modal response to their attitude to the statement of "Agree" (Baby Boomer Females 60.55% and Males 52.59%, Generation X Females 70.09% and Males 97.06%), while 5 of the 6 Veterans had responses of "Highly Agree". Theses responses are reflected in their perception of the importance of this statement for the future QPS ("High" responses from Baby Boomer Females 50.46% and Males 53.33%, Generation X Females 60.75%, and "Very High" for 5 of 6 Veterans), except for Generation X Males who are unsure of the importance of this statement to the future QPS, with 64.71% remaining "Neutral".

2.3.1.9 Requirements of different generations in terms of employment conditions

(Appendix B Pages 64 – 68; Appendix C Emerging 9 Chart)

The Strategic Management Network identified from their work environment and their knowledge of current employment, retention and tenure rates in the Queensland Public Service (QPS), the differences required by the different generations. They saw these as changing over time with the removal of the retirement age and the aging of the QPS.

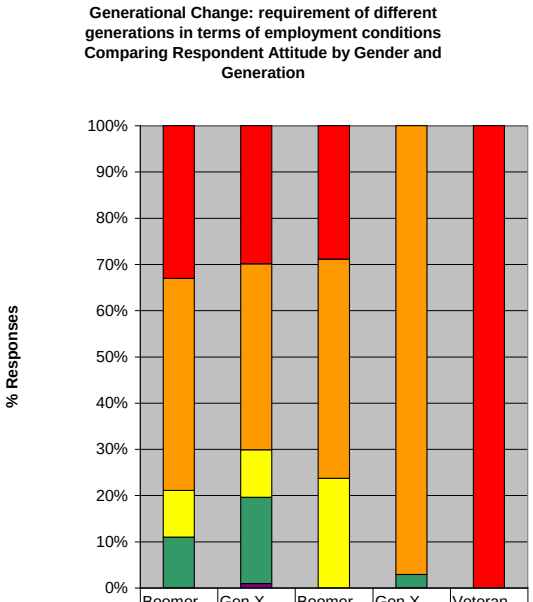
Their responses were based on their understanding that, as the public service ages, it is more likely that older staff will be looking to work their way into retirement and require additional time for care of partners or older family members and for more serious illness. There are others who would be looking to leave and re-enter the workforce or to work part-year work during peak times.

The Network participants identified that younger staff did not appear to have the same connection to the permanent full-time positions which their predecessors had. They were seen to often seek multiple positions on multiple teams working multiple projects. They were also seen to value the variety and the flexibility of the time arrangements offered by temporary and part-time project work.

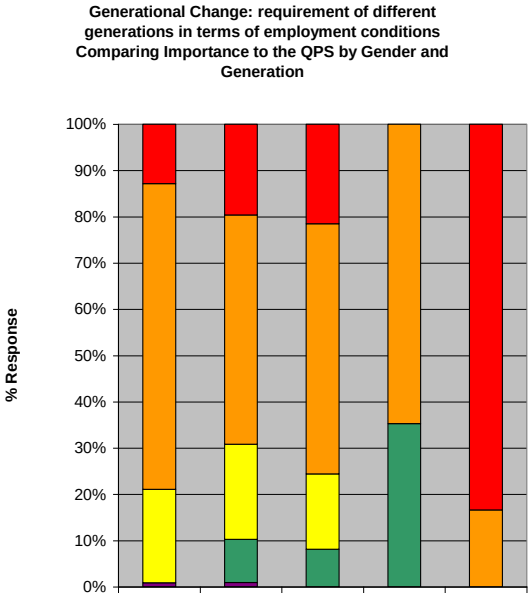
Since this study began some of these conditions are being addressed through individual agency policy and some through service-wide policy. However, their full effect will not be felt for sometime as managers are reluctant to grant these privileges to some staff in the fear that too many will want to take up the offer and therefore disrupt the stability of the workforce.

Table 18: Results of Chi Square Analysis: Requirements of different generations in terms of employment status

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	21.905	.000
	Gender	32.800	.000
Importance to the QPS	Generation	14.557	.006
	Gender	14.131	.007



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	33.03%	29.91%	28.89%	0.00%	100.00%
Agree	45.87%	40.19%	47.41%	97.06%	0.00%
Neutral	10.09%	10.28%	23.70%	0.00%	0.00%
Disagree	11.01%	18.69%	0.00%	2.94%	0.00%
Nil	0.00%	0.93%	0.00%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	12.84%	19.63%	21.48%	0.00%	83.33%
High	66.06%	49.53%	54.07%	64.71%	16.67%
Neutral	20.18%	20.56%	16.30%	0.00%	0.00%
Low	0.00%	9.35%	8.15%	35.29%	0.00%
Nil	0.92%	0.93%	0.00%	0.00%	0.00%

The responses and χ^2 results show that there is a general understanding of the different requirements of the different generations for different employment conditions. As can be seen from the graphs Baby Boomers and Generation Xers had modal responses of "Agee" to the attitude survey (Baby Boomer Females 45.87% and Males 47.41%, Generation X Females 40.19% and Males 97.06%) and "High" to the importance of this statement to the future QPS (Baby Boomer Females 66.06% and Males 54.07%, Generation X Females 49.53% and Males 64.71%). Veterans had a unanimous response of "Highly Agree" to the attitude survey and a modal response of "Very High" to the importance of the statement to the future QPS.

2.3.1.10 A more technologically literate, better educated public will require greater Participative Government

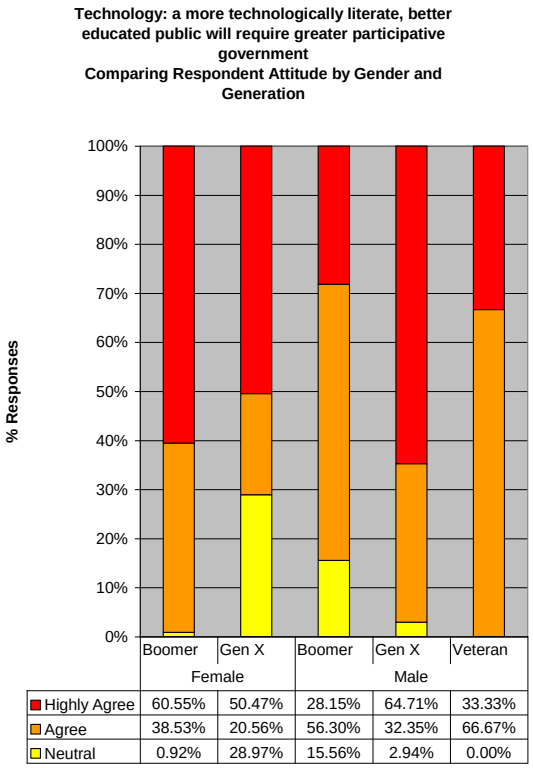
(Appendix B Pages 69 – 72; Appendix C Emerging 10 Chart)

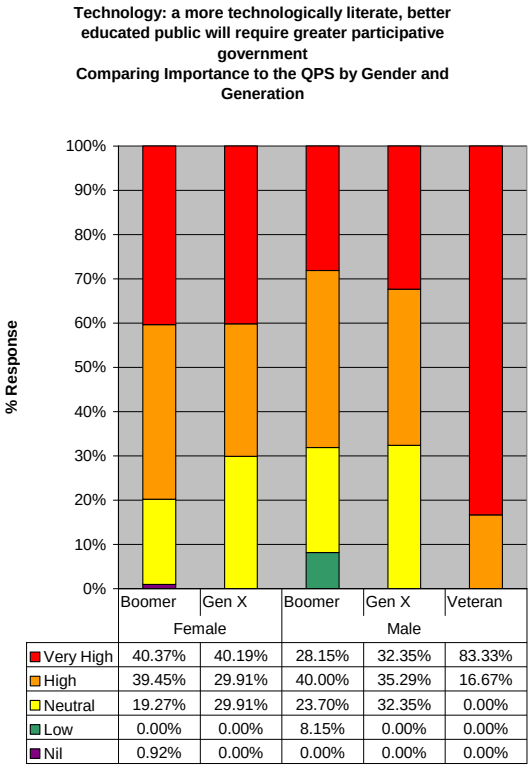
This is an area in which the Queensland Government had already begun to make change during the time this research was being undertaken. The Strategic Management Network felt that it was appropriate to include this statement in the survey because of the increasing sophistication of technological communication available for use by members of the Queensland public, and the lack of any direction as to how much participation in government decision making could be made available (i.e. where are the limits to be set). The lack of understanding of these limitations was at

the time causing difficulties for the Network and they could foresee these escalating if the issues were not addressed.

Table 19: Results of Chi Square Analysis: A more technologically literate, better educated public will require greater Participative Government

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	28.787	.000
	Gender	20.970	.000
Importance to the QPS	Generation	12.119	.016
	Gender	17.105	.002





The survey respondents acknowledge that the more technologically literate the community becomes the more participation they will expect to have in their government.

Modal responses of Females (Baby Boomers 60.55% and Generation X 50.47%) and Generation X Males (64.71%) were "Highly Agree" for their attitude to this statement and the other two groups had modal response of "Agree". The Females respondents viewed this statement of "Very High" importance to the future QPS which was the modal response of more than 40% of both groups. This opinion was shared by 4 of the 6 Veterans. Generation X and Baby Boomer Males responded with a modal response of "High" to the importance of the statement to the future QPS (40% of Baby Boomers and 35.29% of Generation X).

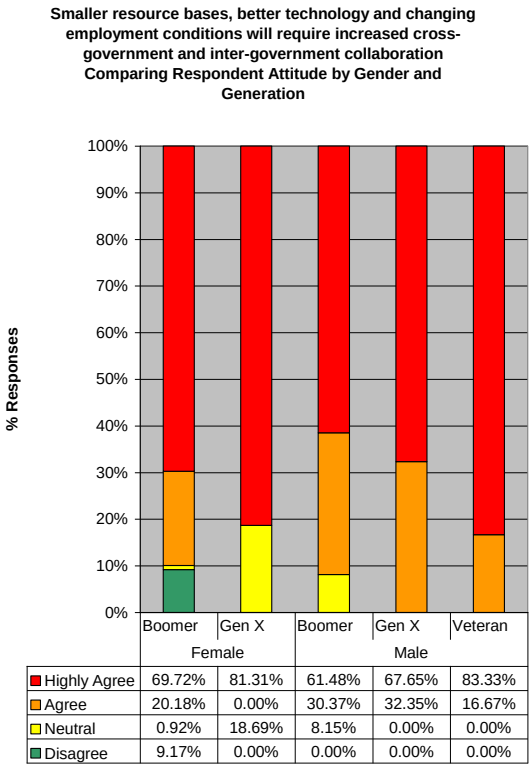
2.3.1.11 Smaller resource bases, better technology and changing employment conditions will require increased cross-Government and inter-Government collaboration

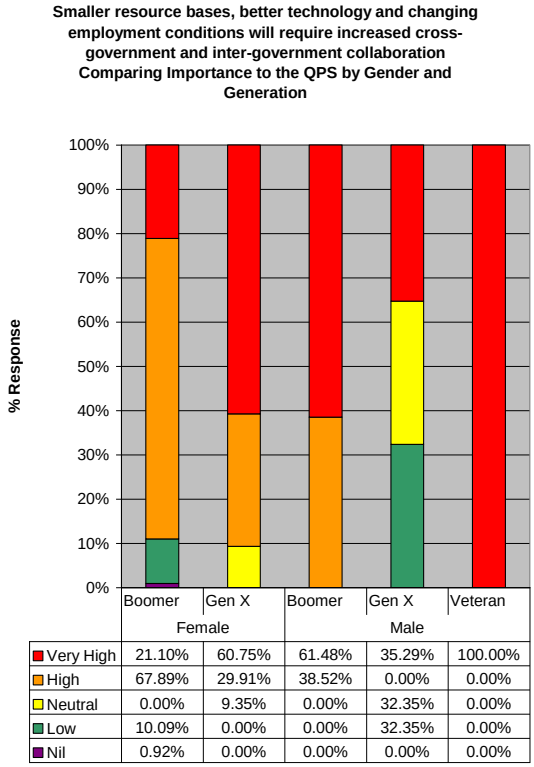
(Appendix B Pages 73 – 76; Appendix C Emerging 11 Chart)

The Strategic Management Network saw the need for ever increasing collaboration between the three levels of government in Australia and between the agencies and departments of the Queensland Government. With a reducing employed workforce and tax base, as the population ages, the need to fund technological changes and the changes in employment conditions due to the workforce changes, means for Australia, that many of the professional/knowledge human resources may need to be shared.

Table 20: Results of Chi Square Analysis: Smaller resource bases, better technology and changing employment conditions will require increased cross-Government and inter-Government collaboration

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	33.254	.000
	Gender	31.858	.000
Importance to the QPS	Generation	60.134	.000
	Gender	16.277	.003





All of the groups recorded a modal response of "Highly Agree" to this statement. They were also aware of the importance to the future QPS of such collaboration, with all groups other than Baby

Boomer Females having modal responses of "Very High". The modal response of Baby Boomer Females was "High" (67.89%).

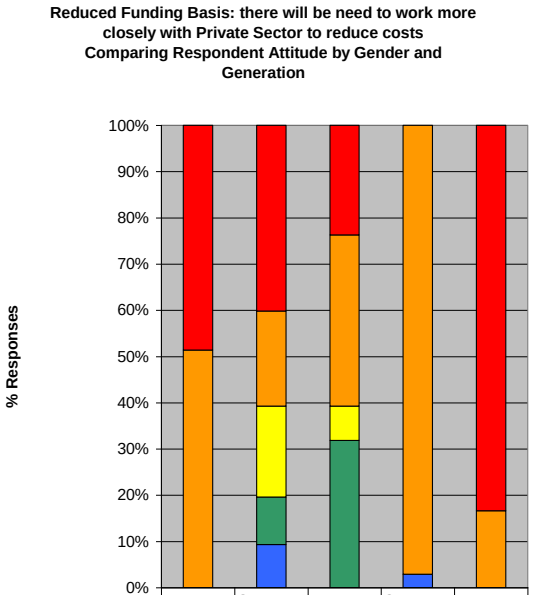
2.3.1.12 There will be need to work more closely with the Private Sector to reduce costs

(Appendix B Pages 77 – 80; Appendix C Emerging 12 Chart)

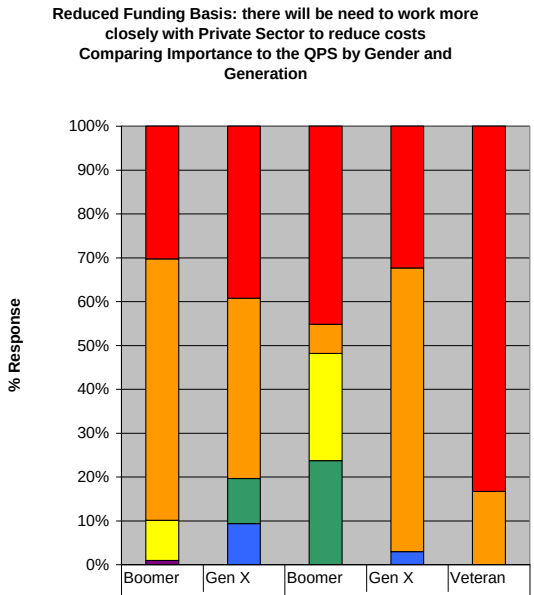
Following on from the previous question the Strategic Management Network concluded that there would also be a need to collaborate more with the Private Sector so as to reduce the cost of maintaining rare knowledge and professional skills in the public service.

Table 21: Results of Chi Square Analysis: There will be need to work more closely with the Private Sector to reduce costs

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	39.295	.000
	Gender	52.907	.000
Importance to the QPS	Generation	53.175	.000
	Gender	69.462	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	48.62%	40.19%	23.70%	0.00%	83.33%
Agree	51.38%	20.56%	37.04%	97.06%	16.67%
Neutral	0.00%	19.63%	7.41%	0.00%	0.00%
Disagree	0.00%	10.28%	31.85%	0.00%	0.00%
Highly Disagree	0.00%	9.35%	0.00%	2.94%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	30.28%	39.25%	45.19%	32.35%	83.33%
High	59.63%	41.12%	6.67%	64.71%	16.67%
Neutral	9.17%	0.00%	24.44%	0.00%	0.00%
Low	0.00%	10.28%	23.70%	0.00%	0.00%
Very Low	0.00%	9.35%	0.00%	2.94%	0.00%
Nil	0.92%	0.00%	0.00%	0.00%	0.00%

Generation X Females and Veterans have a modal response of "Highly Agree" to the statement (Generation X Females 40% and 5 of 6 of the Veterans.), while the other groups have a modal

response of "Agree" (Baby Boomer Females 51.38% and Males 37.04%, and Generation X Males 97.06%).

Baby Boomer Males (45.19%) and Veterans (5 of 6) on average consider this cooperation with private enterprise of "Very High" importance to Government, and the other three groups have modal responses of "High" (Female Baby Boomers 59.63% and Generation X 41.12%, and Generation X Males 64.71%).

2.3.1.13 Shrinking tax base but growing demand for public services

(Appendix B Pages 81 – 84; Appendix C Emerging 13 Chart)

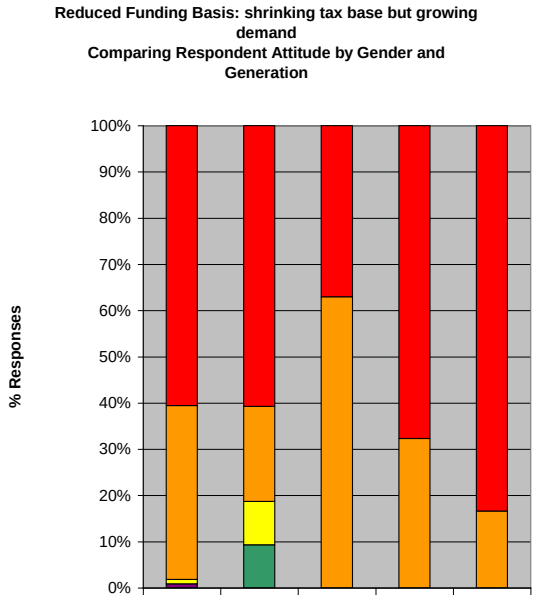
The Strategic Management Network highlighted the need for Government to understand the relationship between the shrinking tax base and increased demand on public services that will be caused by the aging population. They felt that not enough had been done to explain how more was to be delivered with less on an continual basis. They saw this as a source of potential conflict between those paying the taxes, those delivering and those receiving the services.

Table 22: Results of Chi Square Analysis: Reduced funding basis due to shrinking tax base but growing demand

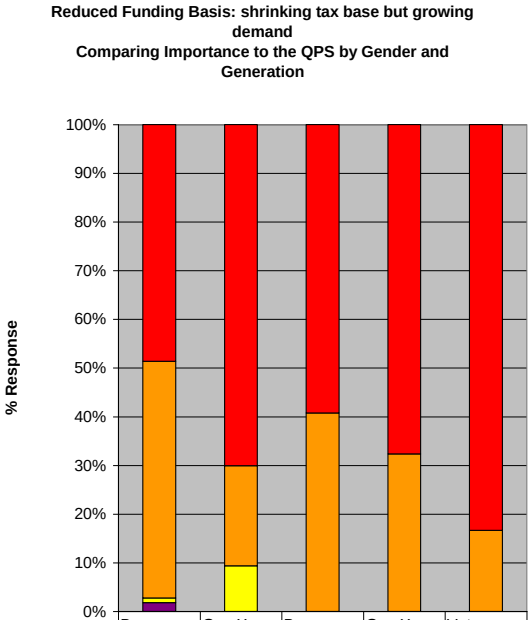
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	52.506	.000
	Gender	38.793	.000
Importance to the QPS	Generation	28.762	.000
	Gender	10.967	.012

All of the Males had responses of either "Highly Agree" or "Agree" to their attitude to this statement that there would be a shrinking tax base but growing demand for services, and again either consider it of "Very High" importance (which was the modal response for all three generations of Males) or "High" importance to the future QPS.

Both Female groups record modal responses of "Highly Agree" to their attitude to the statement. The modal response of Baby Boomer Females to its importance to the future QPS was evenly distributed between "Very High" and "High" with 48.62% of the groups responses in each category and Generation X females were responded with a mode of "Very High" (70.09%).



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	60.55%	60.75%	37.04%	67.65%	83.33%
Agree	37.61%	20.56%	62.96%	32.35%	16.67%
Neutral	0.92%	9.35%	0.00%	0.00%	0.00%
Disagree	0.00%	9.35%	0.00%	0.00%	0.00%
Nil	0.92%	0.00%	0.00%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	48.62%	70.09%	59.26%	67.65%	83.33%
High	48.62%	20.56%	40.74%	32.35%	16.67%
Neutral	0.92%	9.35%	0.00%	0.00%	0.00%
Nil	1.83%	0.00%	0.00%	0.00%	0.00%

2.3.1.14 Inability of public servants to cope with the rate of change and complexity required in the future due to technological advances

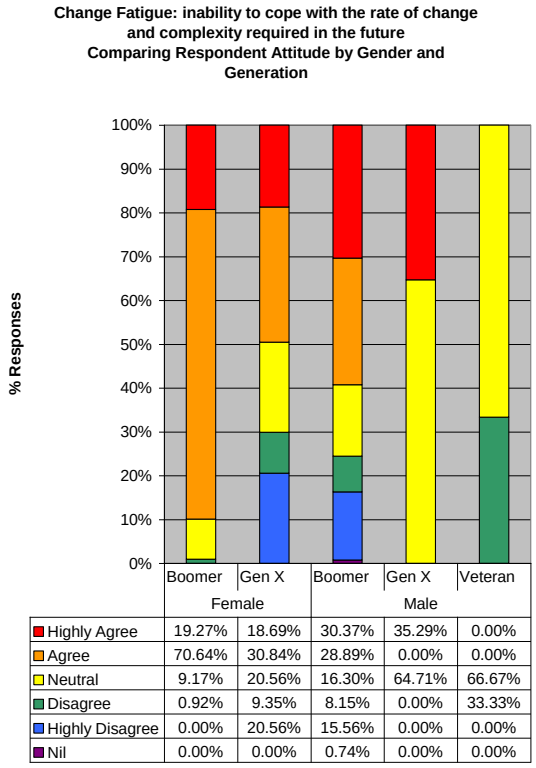
(Appendix B Pages 85 – 88; Appendix C Emerging 14 Chart)

The Strategic Management Network saw this every increasing rate of change with regard to technology and the historical inability of the public service to quickly respond to such change as a major issue for the future.

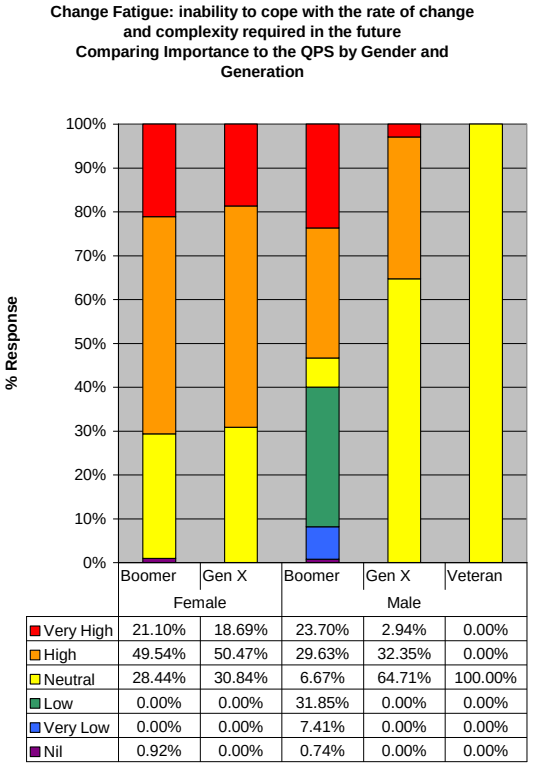
One example of this as raised in the workshop was that although author self-typing had been a requirement for Queensland Public Servants since their first enterprise bargaining agreement in the 1990s there are still very few who can type, fewer who can touch type, and few who can use the word-processing software above a basic standard. This slows work production as there are very few public service documents which are not required to be electronically recorded and maintained. Members of the Network saw this situation as worsening over time as the gap between the proficiency in these areas to adequately perform duties and the ability of the workforce increased.

Table 23: Results of Chi Square Analysis: Inability of public servants to cope with the rate of change and complexity required in the future due to technological advances

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	33.358	.000
	Gender	35.849	.000
Importance to the QPS	Generation	54.037	.000
	Gender	78.532	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	19.27%	18.69%	30.37%	35.29%	0.00%
Agree	70.64%	30.84%	28.89%	0.00%	0.00%
Neutral	9.17%	20.56%	16.30%	64.71%	66.67%
Disagree	0.92%	9.35%	8.15%	0.00%	33.33%
Highly Disagree	0.00%	20.56%	15.56%	0.00%	0.00%
Nil	0.00%	0.00%	0.74%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	21.10%	18.69%	23.70%	2.94%	0.00%
High	49.54%	50.47%	29.63%	32.35%	0.00%
Neutral	28.44%	30.84%	6.67%	64.71%	100.00%
Low	0.00%	0.00%	31.85%	0.00%	0.00%
Very Low	0.00%	0.00%	7.41%	0.00%	0.00%
Nil	0.92%	0.00%	0.74%	0.00%	0.00%

There was considerable difference between the generations and the genders over this statement. Generation X Males and Veterans returned a mode of "Neutral" on both of the surveys.

The Females had modal responses of "Agree" (Baby Boomers 70.64% and Generation X 30.84%) to the attitude survey and "High" (Baby Boomers 49.54% and Generation X 50.47%) to the importance to the future QPS of its inability to cope with the rate of change and the complexity which is expected in the next 25 years.

Baby Boomer Males "Highly Agree" with the statement in the attitude survey and returned a modal response of "Low" to the significance of this statement to the future QPS. (This response of "Low" importance to government could be of importance in itself as this group forms the majority the of the management required to direct such change will be found.)

2.3.1.15 The exponential increase in knowledge required to function in a knowledge economy will drive flatter structures in Government as no one manager will be able to be "the font of all Knowledge"

(Appendix B Pages 89 – 92; Appendix C Emerging 15 Chart)

The need to address issues of the changes which could be expected over time in the basic structure of the government bureaucracy was of significant importance to the Strategic Management Network. They could see the beginnings of this change in their own work which was often performed in cross-agency and government groups addressing the same issue from different perspectives or multiple projects forming a program of work involving multiple jurisdictions.

They were also aware of the breakdown of the "that's the way it's always been done" dictum, because quite often the work they were being asked to address had no precedent.

They were also aware of an increasing unease among lower levels of the bureaucracy who were being asked to impart their tacit knowledge to the benefit of their management with little or no reward for so doing. They could see that this is untenable in the long term as those put in this situation can not be made to impart their knowledge in order to train or teach their management. This could be addressed in the past by sending management to courses to gain the knowledge but the current rapidly changing rate of change makes this option increasingly expensive and of short term benefit.

Table 24: Results of Chi Square Analysis: The exponential increase in knowledge required to function in a knowledge economy will drive flatter structures in Government as no one manager will be able to be "the font of all Knowledge"

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	79.006	.000
	Gender	10.682	.014
Importance to the QPS	Generation	65.891	.000
	Gender	20.148	.000

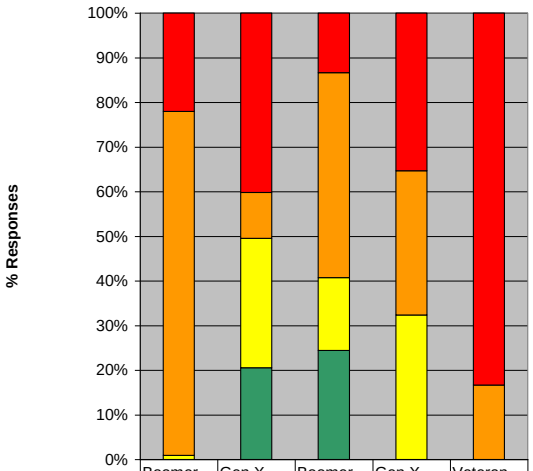
Generation Xers recorded modes of ""Highly Agree" (40.19% of Females and 35.29% of Males) for their attitude to this statement, however, they were unsure of its importance to the future QPS, both groups recording modes of "Neutral" (49.53% of Females and 64.71% of Males).

Baby Boomers recorded modes of "Agree" (77.06% of Females and 45.93% of Males).for the attitude survey and "High" (67.89% of Females and 54.07% of Males).on the importance of the statement to the future QPS.

The Veterans agree with the Generation Xers as to their attitude to the statement, but consider it also to be of "Very High" importance to the future QPS (5 of 6).

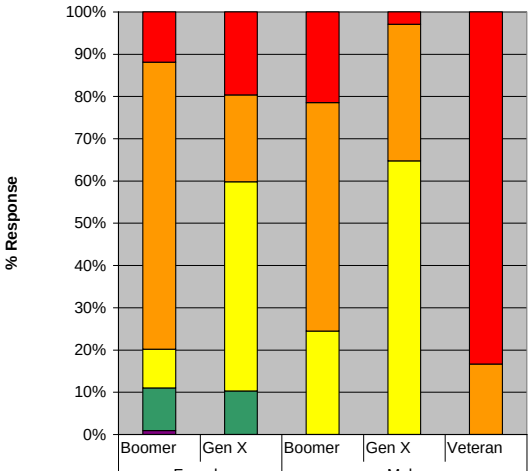
With all of the groups agreeing that there must be flatter structures in the Knowledge Era, to allow the Public Service to cope with the exponential increase in knowledge perhaps this is indicative of an opportunity, in time, to address some of the issues within bureaucracies which are brought about due to their hierarchical nature.

The exponential increase in knowledge required to function in a knowledge economy will drive flatter structures in Government as no one manager will be able to be "the Font of all Knowledge"
Comparing Respondent Attitude by Gender and Generation



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	22.02%	40.19%	13.33%	35.29%	83.33%
Agree	77.06%	10.28%	45.93%	32.35%	16.67%
Neutral	0.92%	28.97%	16.30%	32.35%	0.00%
Disagree	0.00%	20.56%	24.44%	0.00%	0.00%

The exponential increase in knowledge required to function in a knowledge economy will drive flatter structures in Government as no one manager will be able to be "the font of all Knowledge
Comparing Importance to the QPS by Gender and Generation



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	11.93%	19.63%	21.48%	2.94%	83.33%
High	67.89%	20.56%	54.07%	32.35%	16.67%
Neutral	9.17%	49.53%	24.44%	64.71%	0.00%
Low	10.09%	10.28%	0.00%	0.00%	0.00%
Nil	0.92%	0.00%	0.00%	0.00%	0.00%

2.3.1.16 There will need to be genuine acceptance of the benefits of the inclusivity of our workforce (e.g. EEO, multi-culturalism).

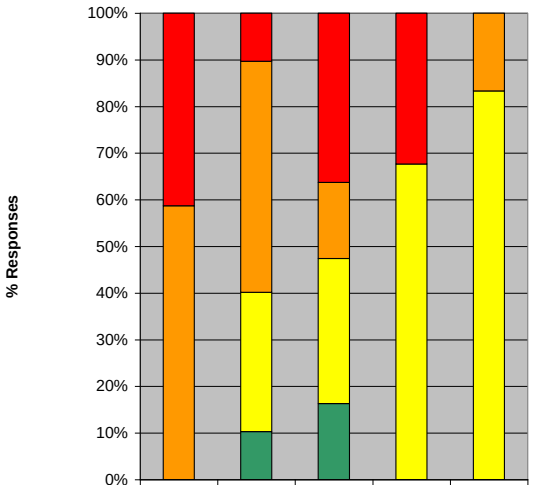
(Appendix B Pages 93 – 96; Appendix C Emerging 16 Chart)

As Australia better understands the benefit of multiculturalism to its unique place in the economic regions of the world, its European background and Australasian Pacific location, our multiple ethnicities and cultures as reflected in the population and the workforce were seen by the Network as being of major benefit to our future economic development. Consequently, the Network saw the amount of diversity and benefit as overcoming any problems of exclusion. The exclusion issues of the future they saw as connected more with socio-economics and technological accessibility rather than cultural difference.

Table 25: Results of Chi Square Analysis: There will need to be genuine acceptance of the benefits of the inclusivity of our workforce

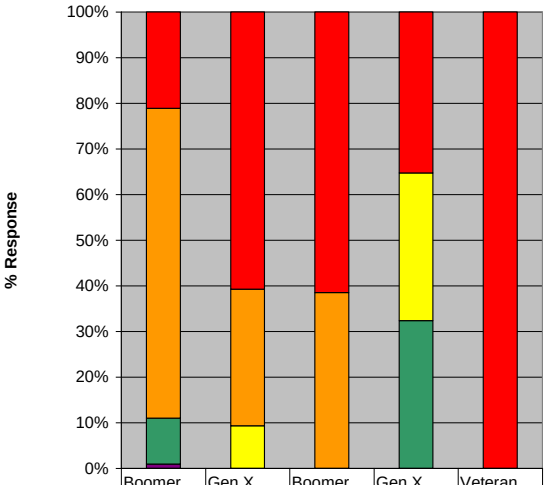
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	33.166	.000
	Gender	77.630	.000
Importance to the QPS	Generation	48.336	.000
	Gender	34.845	.000

There will need to be genuine acceptance of the benefits of the inclusivity of our workforce (eg EEO, multi-culturalism)
Comparing Respondent Attitude by Gender and Generation



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	41.28%	10.28%	36.30%	32.35%	0.00%
Agree	58.72%	49.53%	16.30%	0.00%	16.67%
Neutral	0.00%	29.91%	31.11%	67.65%	83.33%
Disagree	0.00%	10.28%	16.30%	0.00%	0.00%

There will need to be genuine acceptance of the benefits of the inclusivity of our workforce (eg EEO, multi-culturalism)
Comparing Importance to the QPS by Gender and Generation



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	21.10%	60.75%	61.48%	35.29%	100.00%
High	67.89%	29.91%	38.52%	0.00%	0.00%
Neutral	0.00%	9.35%	0.00%	32.35%	0.00%
Low	10.09%	0.00%	0.00%	32.35%	0.00%
Nil	0.92%	0.00%	0.00%	0.00%	0.00%

Generation X Males (67.65%) and Veterans (5 of 6) have remained neutral on this statement in the attitude survey, although they agree with their other Male colleagues and Generation X Females on the "Very High" importance of this statement to the future QPS (Generation X Females 60.75%, Baby Boomer Males 61.48%, Generation X Males 35.29% and Veterans 100%). Baby Boomer Females viewed the statement as being of "High" importance to the future QPS (67.89%).

Male Baby Boomers have a modal response of "Highly Agree" to this statement (36.30%), while both Female generations recorded a modal response of "Agree" (Baby Boomer Females 58.72% and Generation X Females 49.53%).

2.4 Changes needed to the Queensland Public Service in the Next 25 Years

Two groups of emerging issues were identified by the Strategic Management Network as needing to be separated from the others because of their importance to the Network's original focus in backing this research. These were issues based on change and skills in the Queensland Public Service.

This section looks at the emerging issues related to change. Those identified by the Network included: the need for ever smaller government; the need for the Queensland Public Service to make itself more accessible to the Queensland public; the need to be more open and accountable; the need for legislative and regulatory requirements to be expressed in "Plain English"; the need for genuine acceptance of the inclusivity of our citizens and our culture; and the need for acceptance of difference in accessibility issues.

Some of these issues have been addressed in the previous section. The reason for the repetition is that the following questions/statements were to address the Queensland Public Service's need to change whereas the previous section addressed issues emerging from the public.

2.4.1.1 There will be a need for ever smaller government

(Appendix B Pages 97 – 100; Appendix C Change 1 Chart)

The Strategic Management Network expressed some reservations about the lack of planning currently available with regard to the size of the public service. Approximately 150,000 Queenslanders are public servants and currently this number is decreasing by natural attrition. Some steps toward smaller government such as the Shared Services Arrangements, which saw agencies sharing staff for their transactional work, were acknowledged by the workshop participants however, they were concerned that the major changes in size were connected more with the retirement age of the workforce than any business planning.

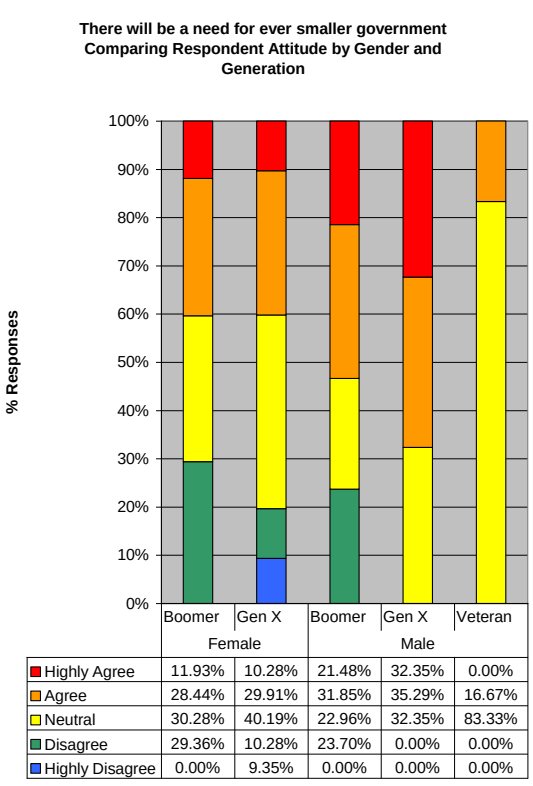
The rate at which the workforce is aging is a major cause for concern to the SMN. They raised this issue with the CEO Governance Committees in the initial phases of this research and some action began in earnest on this topic in 2005, when it was realised that a large proportion of the public service would reach possible retirement age (55 for women and 60-65 for men) within the next 10 years. There was also concern expressed by Network members through the workshops as to the low numbers of school leavers seeing the public service as a career choice.

The need for smaller government was seen by the Network as a given, given the shrinking tax base and the continual need for further efficiency. Their major concern was the method in which it was accomplished, and flow-on effects for the remaining workforce.

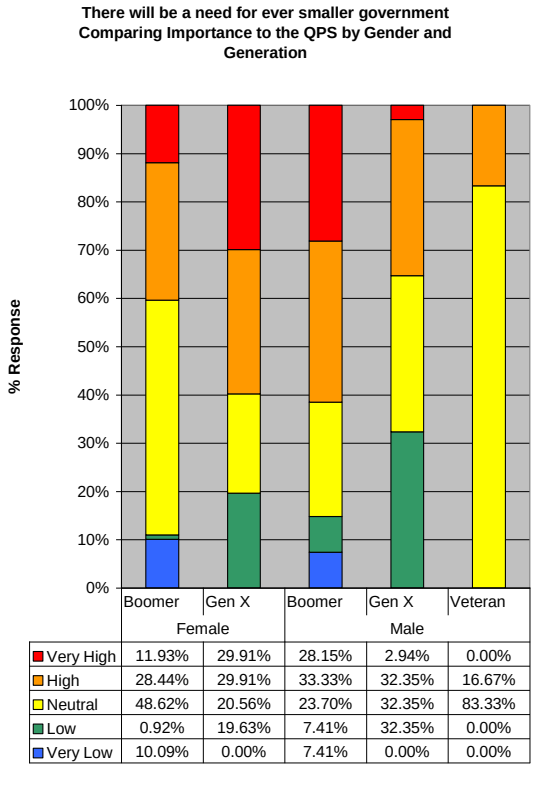
Table 26: Results of Chi Square Analysis: There will be a need for ever smaller government

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	37.127	.000
	Gender	18.770	.000
Importance to the QPS	Generation	42.931	.000
	Gender	2.454	.653

The low χ^2 result and asymptotic significance of 0.653 show that the Gender results for the Importance of this statement to the Queensland Public Service are not statistically significant.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	11.93%	10.28%	21.48%	32.35%	0.00%
Agree	28.44%	29.91%	31.85%	35.29%	16.67%
Neutral	30.28%	40.19%	22.96%	32.35%	83.33%
Disagree	29.36%	10.28%	23.70%	0.00%	0.00%
Highly Disagree	0.00%	9.35%	0.00%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	11.93%	29.91%	28.15%	2.94%	0.00%
High	28.44%	29.91%	33.33%	32.35%	16.67%
Neutral	48.62%	20.56%	23.70%	32.35%	83.33%
Low	0.92%	19.63%	7.41%	32.35%	0.00%
Very Low	10.09%	0.00%	7.41%	0.00%	0.00%

Both Female groups and the Veterans returned a mode of "Neutral" to their attitude to this statement, while the Baby Boomer (31.85%) and Generation X (35.29%) Males both recorded a mode of "Agree".

The responses to this question bare further investigation. While the literature points to smaller government and the Strategic Management Network participants saw this as one of the issues the QPS needs to address, and the totals of the survey results would suggest the same, when it comes to the observations of the different genders and generations the survey respondents seem uncertain, from their responses.

2.4.1.2 The QPS will need to make itself more accessible to the Queensland public

(Appendix B Pages 101 - 104; Appendix C Change 2 Chart)

The Strategic Management Network saw the need to have the Queensland Public Service more accessible to the public as the meaning of distance changes from one of travel and space to one of time and technological accessibility. The Workshop participants saw the responsibility for the provision of this accessibility as lying with the government bureaucracies rather than with individuals.

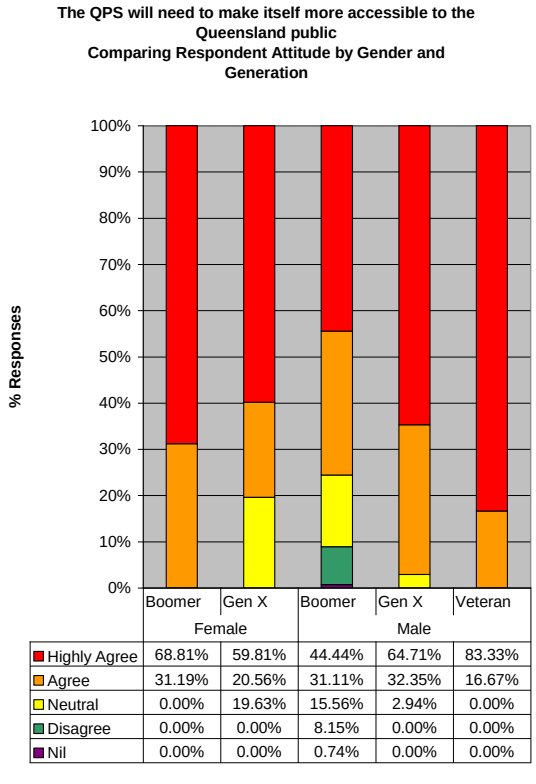
Table 27: Results of Chi Square Analysis: The QPS will need to make itself more accessible to the Queensland public

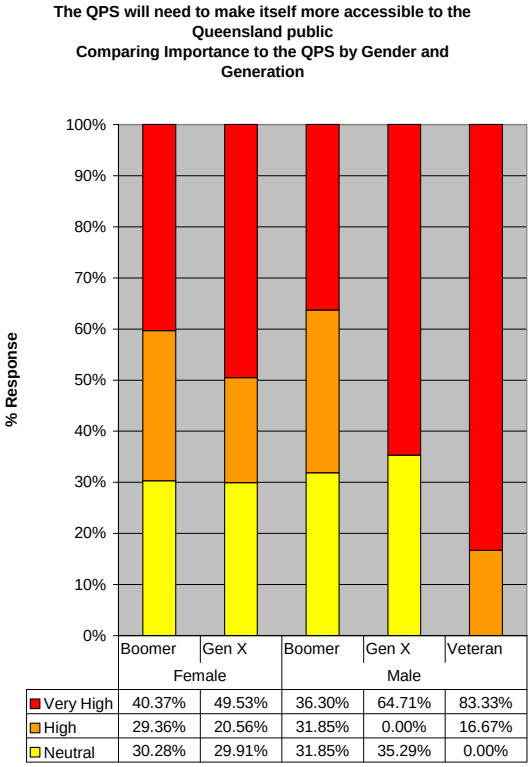
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	13.381	.010
	Gender	19.944	.001
Importance to the QPS	Generation	12.885	.002
	Gender	.105	.949

The low χ^2 result for the Gender response to the importance of this statement to Government and the high asymptotic significance show that this result is not statistically significant, i.e. there is little difference between the gender groups in this question.

This is born out in their modal responses. All of the groups had modal responses of "Highly Agree" to the attitude survey and "Very High" to the importance of the statement to Government.

This is important as the survey shows that Queensland Public Servants believe they should be more accessible to the people of Queensland. This response is further enhanced by later responses to the statements concerning "Desires and Fears for the Queensland Public Service" from this survey, where one of the major fears of Public Servants is the increasing use of technology and its impact on personal contact with clients.





2.4.1.3 The QPS will need to be more open and accountable

(Appendix B Pages 105 - 108; Appendix C Change 3 Chart)

The workshop participants expressed the need for the Queensland Public Service to be more open and accountable over time. This they saw as moving from a reactionary response to questioning by the public to one of proactive disclosure. This they saw as not being internally driven, rather it would be driven by a far better educated population being able to bring about pressure to disclose and having the means to reason and question non-disclosure.

Table 28: Results of Chi Square Analysis: The QPS will need to be more open and accountable

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	11.526	.009
	Gender	50.018	.000
Importance to the QPS	Generation	16.229	.003
	Gender	66.258	.000

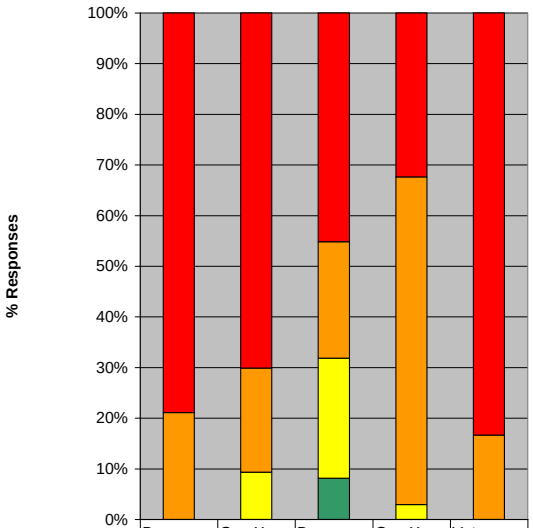
The response to the attitudinal survey drew a mode of "Highly Agree" (Baby Boomer Females 78.90%, Generation X Females 70.09%, Baby Boomer Males 45.19% and 5 of 6 Veterans) from

each of the groups with the exception of Generation X Males who returned a mode of "Agree" (64.71%).

The combined responses of "Highly Agree" and "Agree" for Baby Boomer Females, Generation Xers and Veterans are over 90% for each group: for Baby Boomer Males the combination is 78.15%. There would appear to be general agreement that the openness and accountability of the QPS should increase. The difference comes when the groups address the importance of this statement to the future QPS. The Baby Boomer Males have a modal response of "Neutral" to this statement, which could be of concern as, as discussed previously, this is the group which forms the majority of the managerial levels within the Public Service.

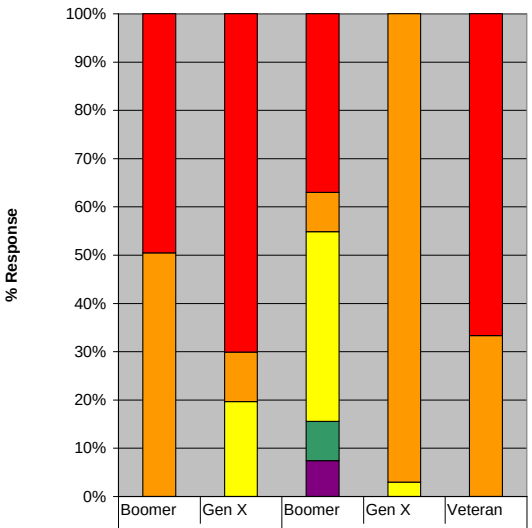
(Since this research was undertaken, several Government enquiries have been held which addressed this issue. These may have an influence on the results of the survey were it to be repeated.)

The QPS will need to be more open and accountable
Comparing Respondent Attitude by Gender and Generation



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	78.90%	70.09%	45.19%	32.35%	83.33%
Agree	21.10%	20.56%	22.96%	64.71%	16.67%
Neutral	0.00%	9.35%	23.70%	2.94%	0.00%
Disagree	0.00%	0.00%	8.15%	0.00%	0.00%

The QPS will need to be more open and accountable
Comparing Importance to the QPS by Gender and Generation



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	49.54%	70.09%	37.04%	0.00%	66.67%
High	50.46%	10.28%	8.15%	97.06%	33.33%
Neutral	0.00%	19.63%	39.26%	2.94%	0.00%
Low	0.00%	0.00%	8.15%	0.00%	0.00%
Nil	0.00%	0.00%	7.41%	0.00%	0.00%

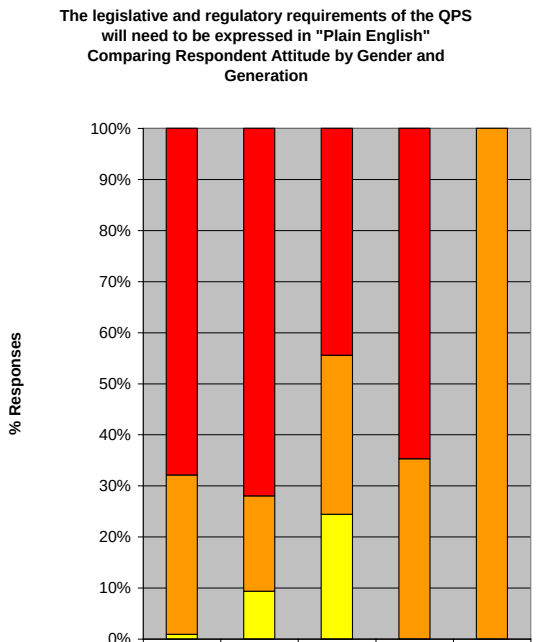
2.4.1.4 *The legislative and regulatory requirements of the QPS will need to be expressed in "Plain English"*

(Appendix B Pages 109 - 112; Appendix C Change 4 Chart)

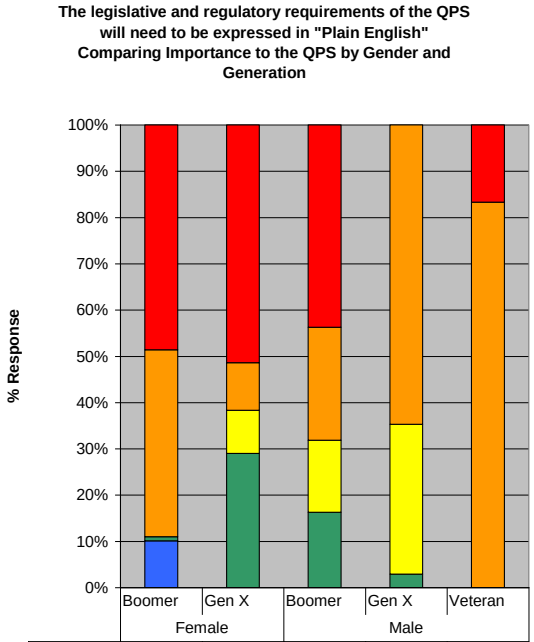
The Strategic Management Network participants expressed the need for the use of "Plain English" in the development of legislation and regulations so as to be as inclusive as possible for an increasingly diverse population.

Table 29: Results of Chi Square Analysis: The legislative and regulatory requirements of the QPS will need to be expressed in "Plain English"

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	9.018	.011
	Gender	27.755	.000
Importance to the QPS	Generation	23.945	.000
	Gender	34.003	.000



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	67.89%	71.96%	44.44%	64.71%	0.00%
Agree	31.19%	18.69%	31.11%	35.29%	100.00%
Neutral	0.92%	9.35%	24.44%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	48.62%	51.40%	43.70%	0.00%	16.67%
High	40.37%	10.28%	24.44%	64.71%	83.33%
Neutral	0.00%	9.35%	15.56%	32.35%	0.00%
Low	0.92%	28.97%	16.30%	2.94%	0.00%
Very Low	10.09%	0.00%	0.00%	0.00%	0.00%

There is general agreement with this statement with more than 70% of each of the groups returning responses of either "Highly Agree" or "Agee". Modes for the Baby Boomers (Female 67.89% and Males 44.44%) and Generation Xers (Females 71.96% and Males 64.71%) were "Highly Agree": the Veterans unanimous in their "Agree" response.

Females (Baby Boomers 48.62% and Generation X 51.40%) and Baby Boomer Males (43.70%) returned a modal response to the importance of this statement to the future QPS of "Very High", while Generation X Males (64.71%) and Veterans (5 of 6) returned it as "High".

This response may have been influenced by the increase in legislation governing the Public Service toward the end of the twentieth century which was difficult for many public servants to understand and on which their continued employment depends. They can see that these changes continue to take place and that it is of importance that they be able to read and interpret this legislation for their own employment requirements. Thus they can see the need for "Plain English" in the development of this legislation and the resulting regulations.

2.4.1.5 There will need to be genuine acceptance of the inclusivity of our citizens and our culture

(Appendix B Pages 113 - 116; Appendix C Change 5 Chart)

The Strategic Management Network with its knowledge of the Equal Employment Opportunity data for the Queensland Public Service, and an understanding of the rapidly changing demographics of the Queensland population, saw this as an area in which the Public Service must change. The use of the word 'our' in this statement is to imply the ownership of the change and diversity.

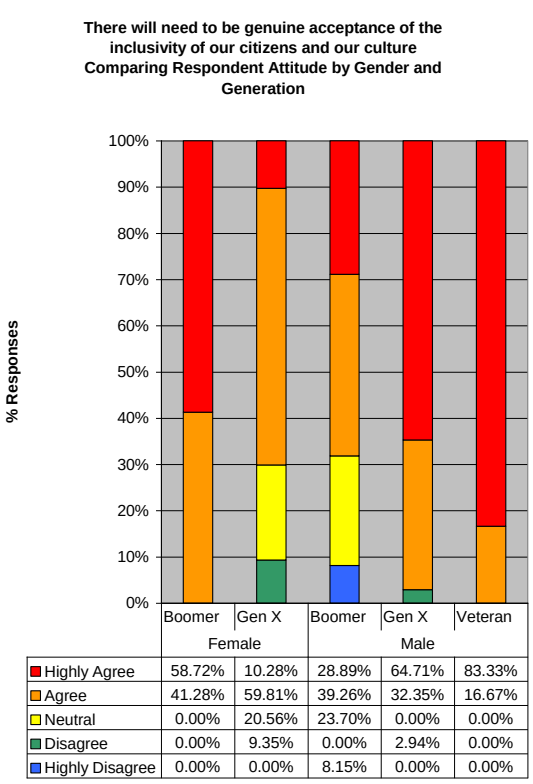
Table 30: Results of Chi Square Analysis: There will need to be genuine acceptance of the inclusivity of our citizens and our culture

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	38.288	.000
	Gender	27.924	.000
Importance to the QPS	Generation	57.798	.000
	Gender	26.532	.000

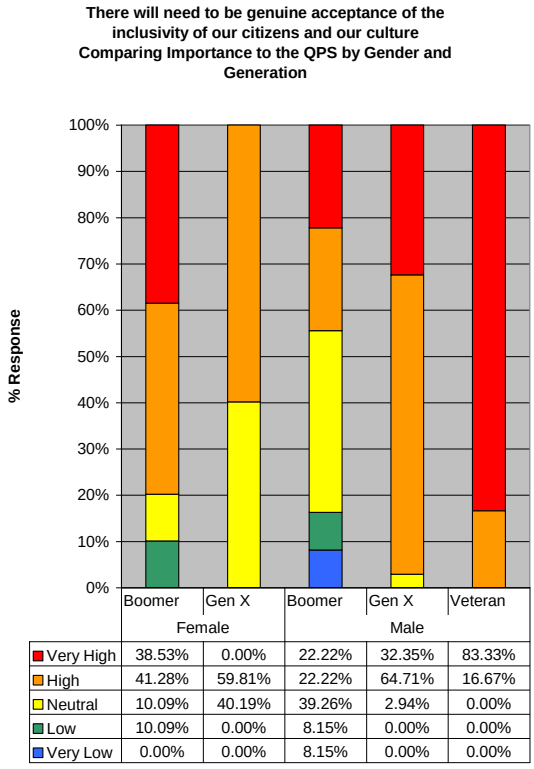
The χ^2 results show again the statistically significant differences between the Generation and Gender groups for this statement on inclusivity.

Baby Boomer Females, Generation X Males and Veterans returned modal responses of "Highly Agree" to this statement, and Generation X Females and Baby Boomer Males had modes in the "Agree" category. Veterans and Baby Boomer Females recorded all of their responses in the "Highly Agree" - "Agree" range while each of the other groups recorded more than 60% of their responses in this range. So it can be seen that while there is difference between the group responses they are positive.

The modal responses to the importance of this statement to the QPS, however has very different results. The Veterans have a modal response of "Highly Agree", and Females and Generation X Males had modal responses of "High, however, Baby Boomer Males returned a "Neutral" mode. This is of some concern for the future with most of the senior managerial roles during this period being occupied by Baby Boomer Males.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	58.72%	10.28%	28.89%	64.71%	83.33%
Agree	41.28%	59.81%	39.26%	32.35%	16.67%
Neutral	0.00%	20.56%	23.70%	0.00%	0.00%
Disagree	0.00%	9.35%	0.00%	2.94%	0.00%
Highly Disagree	0.00%	0.00%	8.15%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	38.53%	0.00%	22.22%	32.35%	83.33%
High	41.28%	59.81%	22.22%	64.71%	16.67%
Neutral	10.09%	40.19%	39.26%	2.94%	0.00%
Low	10.09%	0.00%	8.15%	0.00%	0.00%
Very Low	0.00%	0.00%	8.15%	0.00%	0.00%

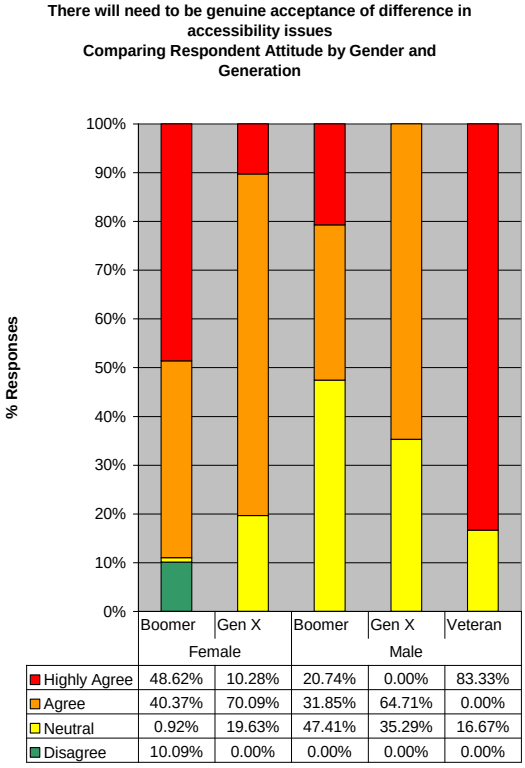
2.4.1.6 There will need to be genuine acceptance of difference in accessibility issues.

(Appendix B Pages 117 - 120; Appendix C Change 6 Chart)

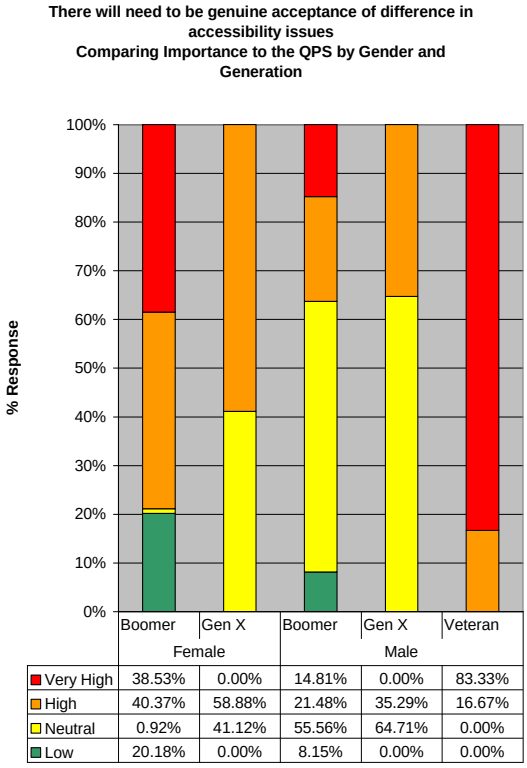
Members of the Strategic Management Network due to their strategic planning functions have often been asked to comment on accessibility issues. The workshop participants saw the differences in accessibility both due to socio-economics, distance and location as impacting in the future of the State and were anxious that these differences were not always readily accepted by white collared bureaucrats who had never lived or worked outside the South East region of the State.

Table 31: Results of Chi Square Analysis: There will need to be genuine acceptance of difference in accessibility issues

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	52.094	.000
	Gender	63.712	.000
Importance to the QPS	Generation	72.717	.000
	Gender	51.647	.000



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	48.62%	10.28%	20.74%	0.00%	83.33%
Agree	40.37%	70.09%	31.85%	64.71%	0.00%
Neutral	0.92%	19.63%	47.41%	35.29%	16.67%
Disagree	10.09%	0.00%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	38.53%	0.00%	14.81%	0.00%	83.33%
High	40.37%	58.88%	21.48%	35.29%	16.67%
Neutral	0.92%	41.12%	55.56%	64.71%	0.00%
Low	20.18%	0.00%	8.15%	0.00%	0.00%

The χ^2 results show significant differences between the groups.

Veterans and Baby Boomer Females returned "Very High" modal responses to the need for acceptance of the differences in accessibility becoming evident in the society. Generation X groups returned "High" modes and the Baby Boomer Males modal response was "Neutral".

Veterans recorded a modal response of "Very High" to the importance of this issue to the Queensland Public Service in the future, Females returned "High" modes, and the other Male groups were "Neutral" in their modal responses.

2.5 Skills essential to the Future Queensland Public Service

The second group of emerging issues identified by the workshops as being critical to the future of the Queensland Public Service were the skills required by a future public servant. The workshops saw the skills required by the average public servant as rapidly changing over the past ten years and they could see the trend continuing into the next 25 years as the public and private sectors worked more closely together in the Knowledge Age. Some of these skills anticipated by the Strategic Management Network included: knowledge management skills for a knowledge based public service; environmental and sustainability competencies; collaboration skills; making decisions in uncertainty; skills to operate in systematic evaluation; business acumen; individualism; long-term Planning; innovation; foresight and counterfactual analysis; multi-media skills, analytical skills; skills to unlearn; and accelerated learning skills.

2.5.1.1 Knowledge skills for a knowledge based public service

(Appendix B Pages 121 – 124; Appendix C Skill 1 Chart)

The Strategic Management Network members who participated in the workshops saw the need for the public service to be better skilled at capturing, retrieving and sharing its tacit and explicit knowledge. Skills in this area were seen as rare because of the use knowledge as power rather than as a means of empowering in the present and past government structures.

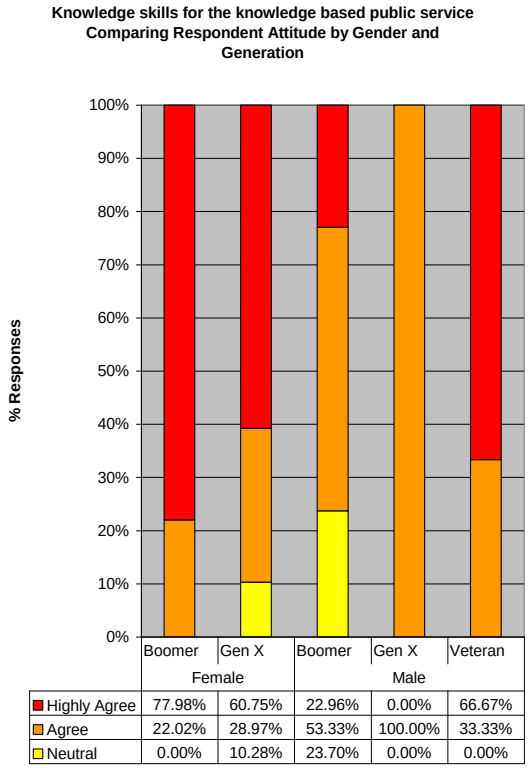
Table 32: Results of Chi Square Analysis: Knowledge skills for a knowledge based public service

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	3.180	.204
	Gender	95.729	.000
Importance to the QPS	Generation	7.830	.098
	Gender	19.191	.001

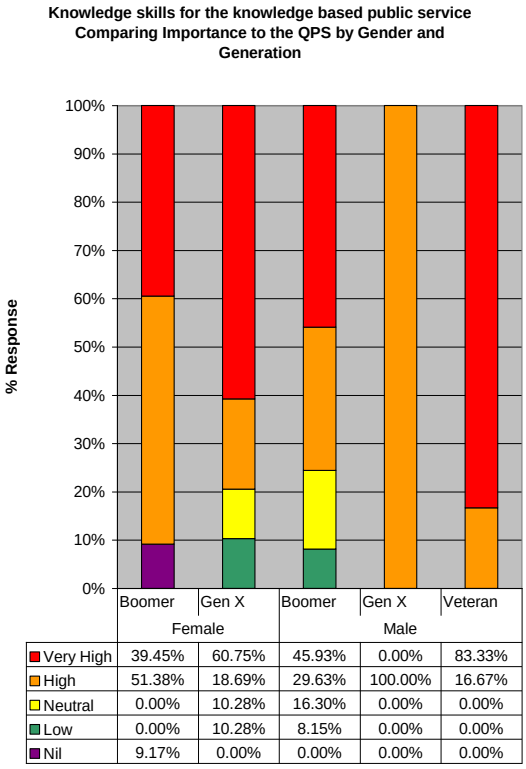
Both of the Generational responses to this statement have asymptotic significance levels higher than 0.05 and are therefore not statistically significant.

The difference between the genders is their level of agreement with the statement: Females (Baby Boomers 77.96% and Generation Xers 60.75%) returned modal responses to the attitude survey of "Highly Agree", along with the Veterans (4 of 6), while the Males returned a unanimous response of "Agree".

Generation X Females (60.75%), Baby Boomer Males (45.93%) and Veterans (5 of 6) had modes of "Very High" for the importance of the statement to the future QPS, while Baby Boomer Females (51.36%) and Generation X Males had modes of "High" (unanimous).



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	77.98%	60.75%	22.96%	0.00%	66.67%
Agree	22.02%	28.97%	53.33%	100.00%	33.33%
Neutral	0.00%	10.28%	23.70%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	39.45%	60.75%	45.93%	0.00%	83.33%
High	51.38%	18.69%	29.63%	100.00%	16.67%
Neutral	0.00%	10.28%	16.30%	0.00%	0.00%
Low	0.00%	10.28%	8.15%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

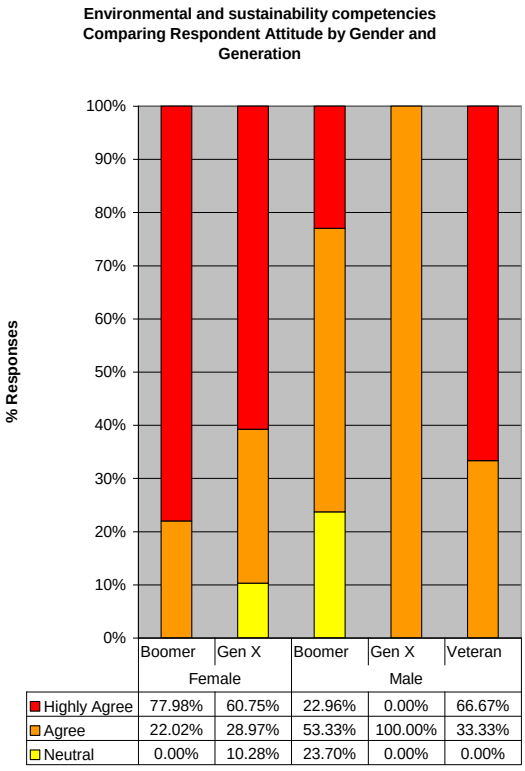
2.5.1.2 Environmental and sustainability competencies

(Appendix B Pages 125 - 128; Appendix C Skill 2 Chart)

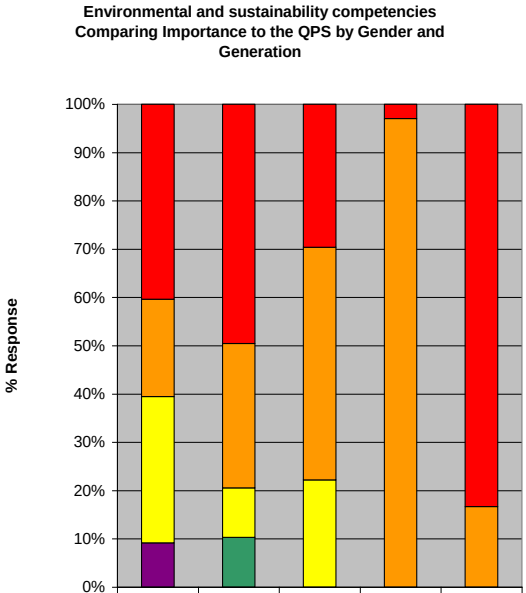
Understanding sustainability in all its facets, especially environmental sustainability, was seen as important to the future by participants in the workforce. This they saw as a major consideration for government of the future especially as it took into account its actions impacts on future generations. The Network participants saw that this held special significance then for the authors of legislation and regulations as well as for those who needed to consider triple or quadruple bottom lines for future budgets.

Table 33: Results of Chi Square Analysis: Environmental and sustainability competencies

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	45.197	.000
	Gender	101.933	.000
Importance to the QPS	Generation	43.246	.000
	Gender	51.338	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	77.98%	60.75%	22.96%	0.00%	66.67%
Agree	22.02%	28.97%	53.33%	100.00%	33.33%
Neutral	0.00%	10.28%	23.70%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	40.37%	49.53%	29.63%	2.94%	83.33%
High	20.18%	29.91%	48.15%	97.06%	16.67%
Neutral	30.28%	10.28%	22.22%	0.00%	0.00%
Low	0.00%	10.28%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

Females and Veterans returned modal responses of "Highly Agree" to their attitude to the need for environment and sustainability competencies, while Baby Boomer and Generation X Males had "Agree" as their modes. Each of the groups recorded more than 70% of their responses as either "Highly Agree" or "Agree" to the attitude survey, with Baby Boomer Females, Generation X Males and Veterans having all their responses in these two categories.

The modal response for Veterans and Females was "Very High" for the importance of these competencies to the future QPS, while the other Male groups had modes of "High". All of the responses for Veterans and Generation X Males fell into either the "Very High" or "High" categories.

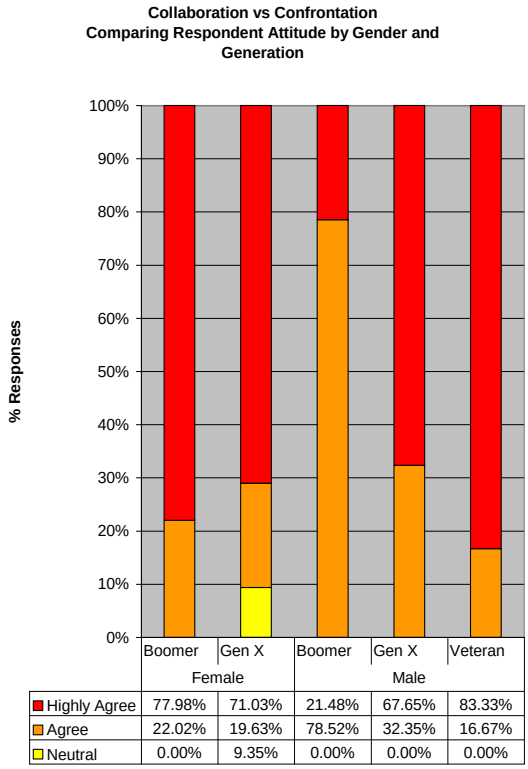
2.5.1.3 Collaboration verses Confrontation skills

(Appendix B Pages 129 - 132; Appendix C Skill 3 Chart)

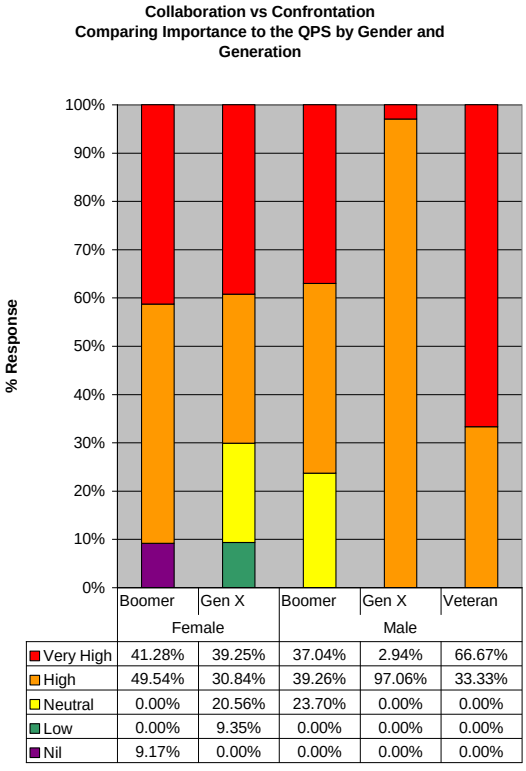
This statement by the workshop participants is related to the change in nature of the public service from one of reaction to pro-activity in its efforts to be open and accountable, as well as its accelerated participation with both the private sector and other jurisdictions. The network saw the need for the collaborative skills and the lack of time for confrontation caused by the rate at which projects and issues requiring this participation were currently taking place and likely to in the future.

Table 34: Results of Chi Square Analysis: Collaboration verses Confrontation skills

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	45.488	.000
	Gender	88.987	.000
Importance to the QPS	Generation	25.809	.000
	Gender	25.045	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	77.98%	71.03%	21.48%	67.65%	83.33%
Agree	22.02%	19.63%	78.52%	32.35%	16.67%
Neutral	0.00%	9.35%	0.00%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	41.28%	39.25%	37.04%	2.94%	66.67%
High	49.54%	30.84%	39.26%	97.06%	33.33%
Neutral	0.00%	20.56%	23.70%	0.00%	0.00%
Low	0.00%	9.35%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

All of the groups saw the significance of collaboration skills and their importance to Government into the future.

Four of the Groups recorded modal responses to the attitude survey of "Highly Agree" (Baby Boomer 77.98% and Generation X 71.03% Females, Generation X Males 67.65%, and 5 of 6 Veterans). The Baby Boomer Males had a 78.52% mode of "Agree". Four of the groups, Female Baby Boomers and the Males returned 100% of their responses to this skill in either the "Highly Agree" or "Agree" categories. Generation X Females had 9.35% remaining "Neutral".

More than 70% of the responses for each group reported the skill of collaboration as either "Very High" or "High" importance to the future QPS.

2.5.1.4 Skills for making decisions in uncertainty

(Appendix B Pages 133 - 136; Appendix C Skill 4 Chart)

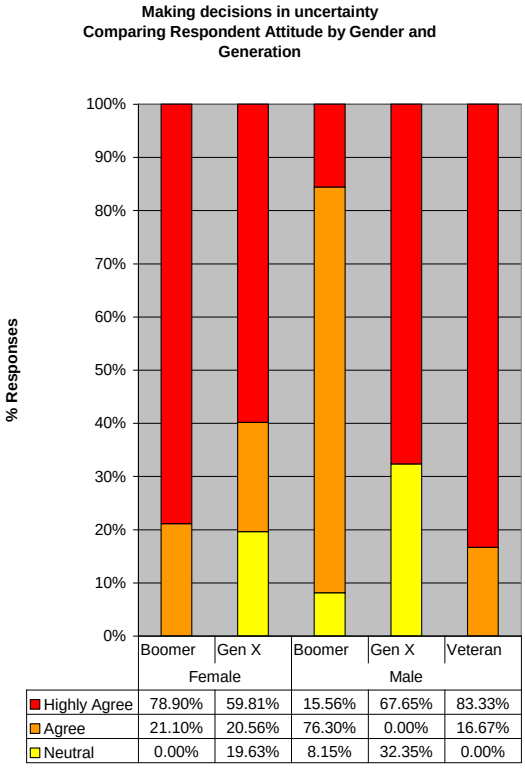
One of the issues about which the workshop members were emphatic was the level of uncertainty in which public servants would be required to make decisions in the future would increase exponentially. This they saw as being the result of the accelerated rate of change in so many of the fields in which they had come, in the past, to rely on stability. Their major concern is the exponential increase in legislation over the past 20 years and the likelihood of this continuing through the foreseeable future.

Table 35: Results of Chi Square Analysis: Skills for making decisions in uncertainty

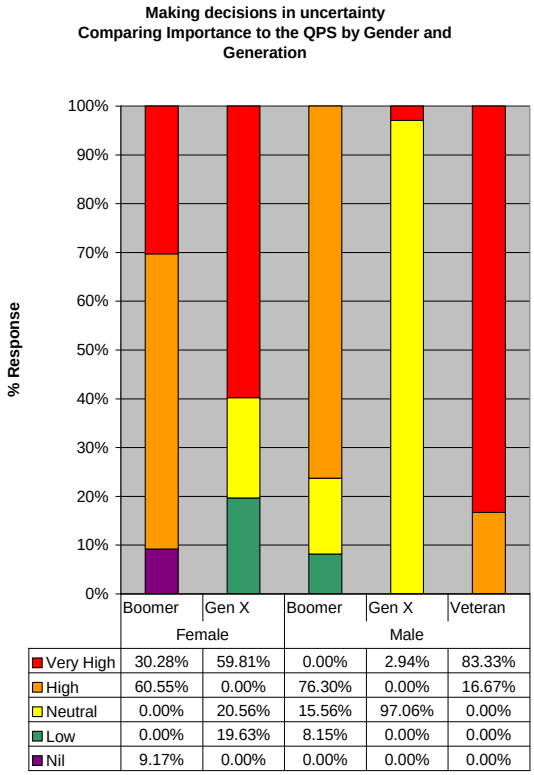
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	62.633	.000
	Gender	71.130	.000
Importance to the QPS	Generation	193.822	.000
	Gender	112.428	.000

Each of the groups recognised the need for the Queensland Public Service to develop the skills of making decisions in an uncertain environment. Females, Generation X Males and Veterans returned modal responses of "Highly Agree", while the Baby Boomer Male mode was "Agree". Both Baby Boomer Females and Veterans had all their responses in the "Highly Agree" or "Agree" categories.

Generation X Males were uncertain of the importance to the Public Service in the future. Generation X Females and Veterans returned a modal response of "Very High" to the importance of skills for decision making in uncertainty to the future QPS, while the Baby Boomers had modes of "High".



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	78.90%	59.81%	15.56%	67.65%	83.33%
Agree	21.10%	20.56%	76.30%	0.00%	16.67%
Neutral	0.00%	19.63%	8.15%	32.35%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	30.28%	59.81%	0.00%	2.94%	83.33%
High	60.55%	0.00%	76.30%	0.00%	16.67%
Neutral	0.00%	20.56%	15.56%	97.06%	0.00%
Low	0.00%	19.63%	8.15%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.5.1.5 Operate in systematic evaluation

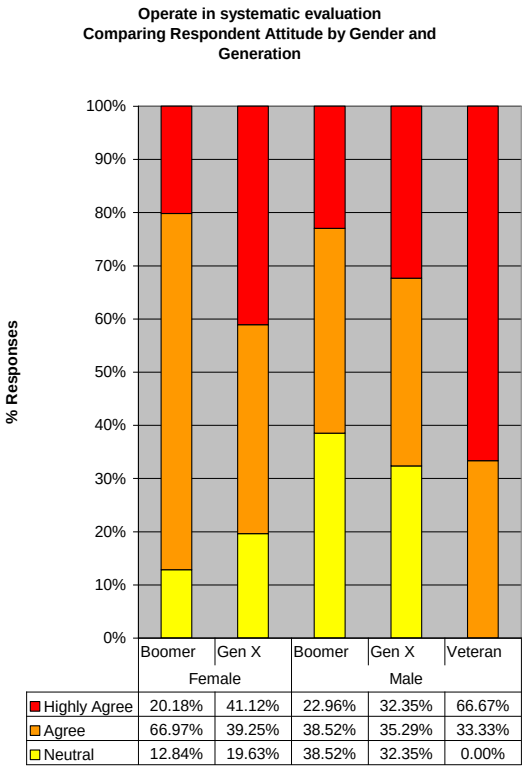
(Appendix B Pages 137- 140; Appendix C Skill 5 Chart)

The Strategic Management Network workshop participants were aware of the increased need for open accountability for efficiency and effectiveness as the future changes took place in the Queensland Public Service and they saw the only means of being able to account was to build into the operations of the public service systemic evaluation. They could foresee a future in which this was automated and were concerned that the "big brother" approach for detail may take effect if systems of evaluation weren't better planned and negotiated.

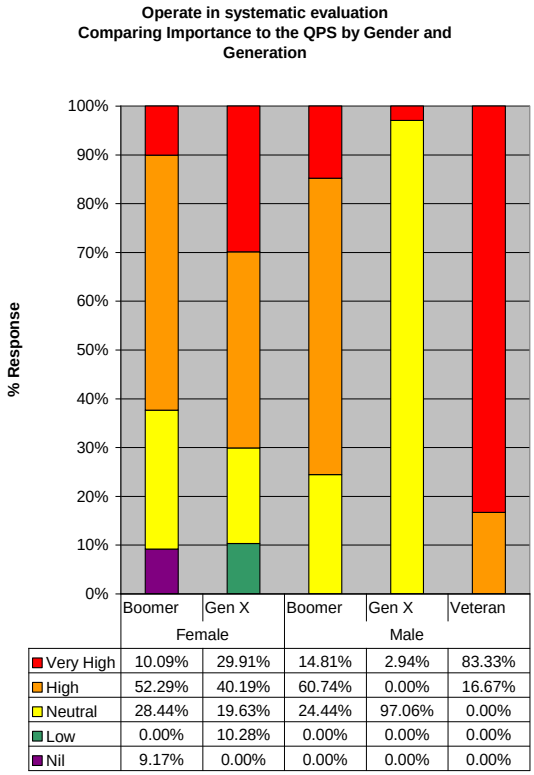
Table 36: Results of Chi Square Analysis: Skills to operate in systemic evaluation

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	13.015	.001
	Gender	20.766	.000
Importance to the QPS	Generation	48.349	.000
	Gender	24.398	.000

The χ^2 responses again show the significant differences between the generations' and genders' attitudes to and understanding of the importance to the Queensland Public Service of systemic evaluation. This is again the difference between their positive responses to the skills statement.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	20.18%	41.12%	22.96%	32.35%	66.67%
Agree	66.97%	39.25%	38.52%	35.29%	33.33%
Neutral	12.84%	19.63%	38.52%	32.35%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	10.09%	29.91%	14.81%	2.94%	83.33%
High	52.29%	40.19%	60.74%	0.00%	16.67%
Neutral	28.44%	19.63%	24.44%	97.06%	0.00%
Low	0.00%	10.28%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

Generation X Females and Veterans returned modes of "Highly Agree" to the attitude survey: the other three groups had modes of "Agree". More than 60% of each of the groups has returned "Highly Agree" or "Agree" responses.

Veterans consider the importance of systemic evaluation to be "Very High" for the QPS, while the Females and Baby Boomer Males returned modes of "High" and had more than 60% of their responses in the "Very High" to "High" range. The Generation X Males were non-committal as to the importance of this skill to future the QPS returning a modal response of "Neutral".

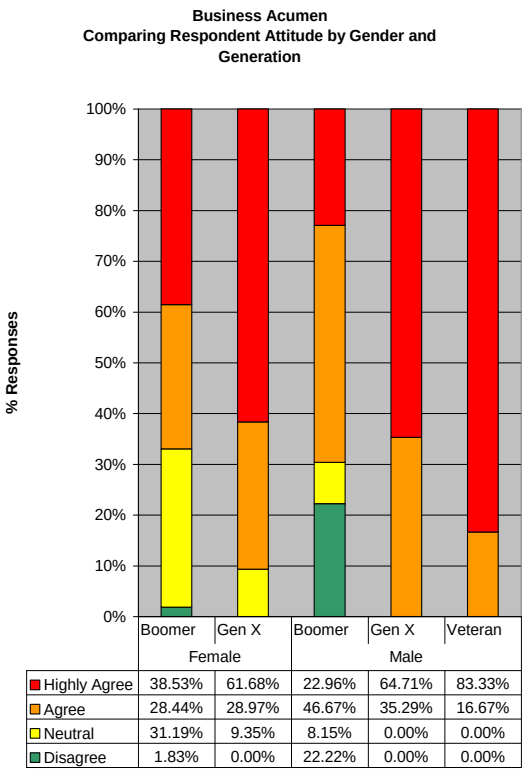
2.5.1.6 Business Acumen

(Appendix B Pages 141- 144; Appendix C Skill 6 Chart)

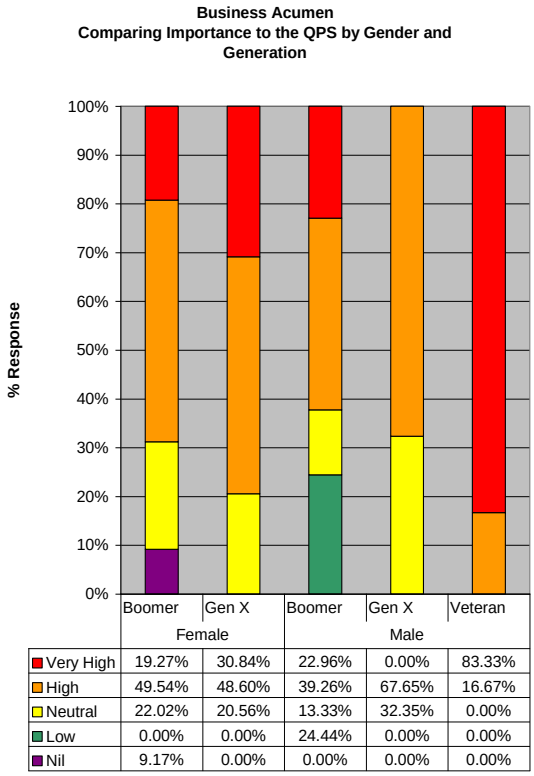
Business acumen was seen as an essential skill for the future, which most bureaucrats currently lack. Understanding how business works and consequences for business decisions will affect participative relationships with private enterprise in the future. Better educated private enterprise will expect the same rigour they apply to business from their public counterparts, and will hold them accountable.

Table 37: Results of Chi Square Analysis: Business Acumen

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	50.713	.000
	Gender	57.109	.000
Importance to the QPS	Generation	28.093	.000
	Gender	51.314	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	38.53%	61.68%	22.96%	64.71%	83.33%
Agree	28.44%	28.97%	46.67%	35.29%	16.67%
Neutral	31.19%	9.35%	8.15%	0.00%	0.00%
Disagree	1.83%	0.00%	22.22%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	19.27%	30.84%	22.96%	0.00%	83.33%
High	49.54%	48.60%	39.26%	67.65%	16.67%
Neutral	22.02%	20.56%	13.33%	32.35%	0.00%
Low	0.00%	0.00%	24.44%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

All of the groups had at least 60% of their respondents replying to the need for business acumen as skills of the future QPS as "Very High" to "High", and the attitude survey in the "Highly Agree" and "Agree" range.

Females, Generation X Males and Veterans had modal responses of "Highly Agree" to the attitude survey and Baby Boomer Males had a mode of "Agree".

Veterans returned a mode of "Very High" in response to the importance of these skills to the QPS of the future: the other groups all had mode of "High".

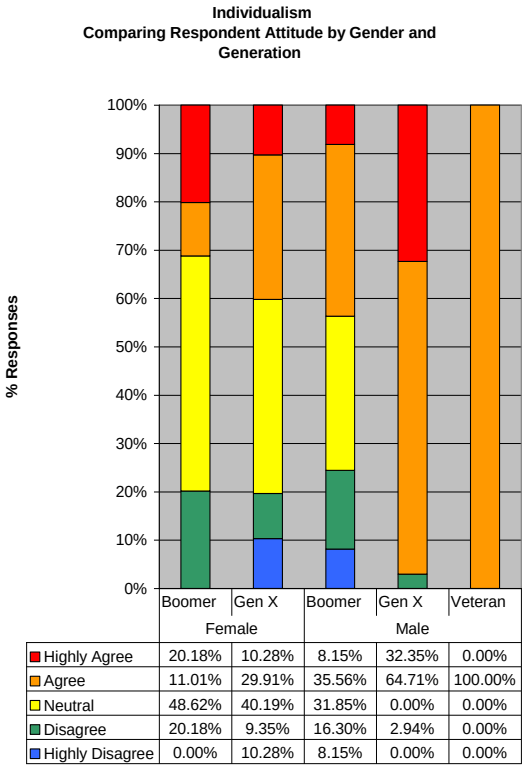
2.5.1.7 Individualism

(Appendix B Pages 145- 148; Appendix C Skill 7 Chart)

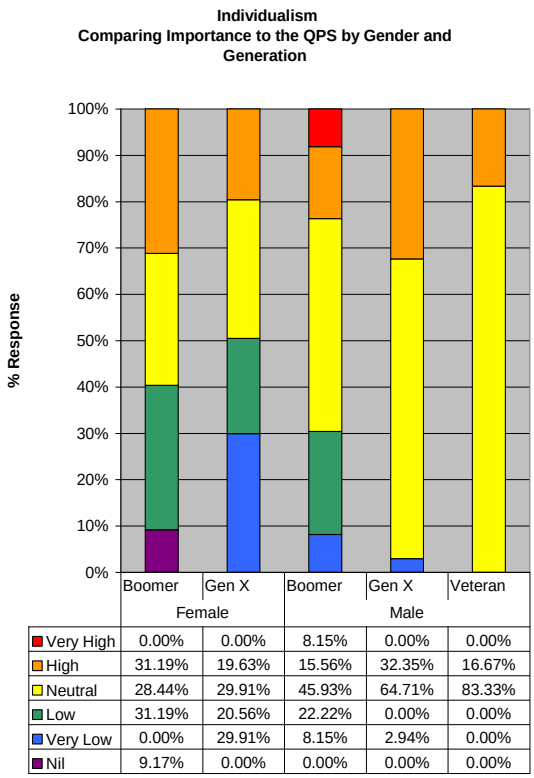
Individualism is not a skill currently associated with government bureaucracies. The Strategic Management Network participants saw this as essential for the future. As reliance on "the way it's always been done" breaks down, individuals with essential specific knowledge will need to be able to, willing to and encouraged to share their knowledge.

Table 38: Results of Chi Square Analysis: Individualism

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	15.940	.000
	Gender	28.428	.000
Importance to the QPS	Generation	44.966	.000
	Gender	44.084	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	20.18%	10.28%	8.15%	32.35%	0.00%
Agree	11.01%	29.91%	35.56%	64.71%	100.00%
Neutral	48.62%	40.19%	31.85%	0.00%	0.00%
Disagree	20.18%	9.35%	16.30%	2.94%	0.00%
Highly Disagree	0.00%	10.28%	8.15%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	0.00%	0.00%	8.15%	0.00%	0.00%
High	31.19%	19.63%	15.56%	32.35%	16.67%
Neutral	28.44%	29.91%	45.93%	64.71%	83.33%
Low	31.19%	20.56%	22.22%	0.00%	0.00%
Very Low	0.00%	29.91%	8.15%	2.94%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

Individualism as a skill for the future QPS raised marked differences between t he Gender groups.

Females returned modal responses of "Neutral" to the attitude survey and this is reflected in both Generations' splitting of their recognition of the importance of this skill to the future QPS between modal responses of "High" and "Low" for Baby Boomers and "Neutral" and "Very Low" for Generation X.

The Males each returned responses to the attitude survey with modes of "High" and were "Neutral" in their modal response to its importance to the future QPS.

2.5.1.8 Long Term Planning

(Appendix B Pages 149- 152; Appendix C Skill 8 Chart)

The Strategic Management Network participants expressed their concern that there was very little long term planning being undertaken, and that much of the planning done was reactionary or politically driven, which resulted in the inability to carry over long term planning in fear of changes in the political arm of government at the next election. Consequently most plans had at best a five year outlook, and the majority conformed to the legislative requirements of 4 years. While they acknowledged that scenario planning was undertaken on a longer term basis the implementation of any of these scenarios was dependant on political stability or bi-partisan agreement by the Parliament.

The participants concern was that long term planning would become more difficult to maintain as the accelerated rate of change rapidly increases.

Table 39: Results of Chi Square Analysis: Long term planning

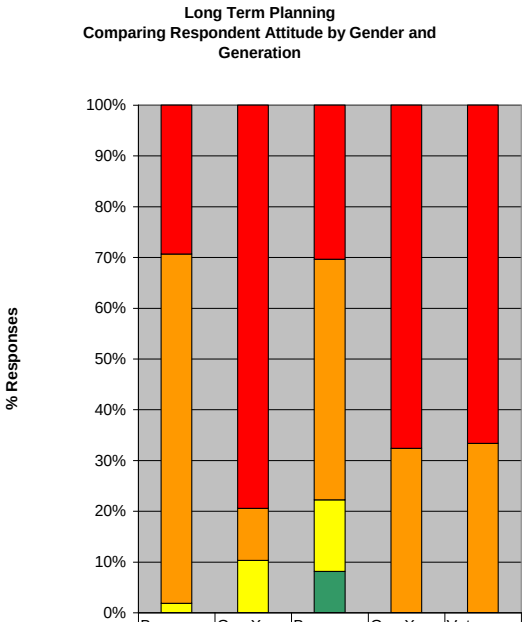
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	83.718	.000
	Gender	21.538	.000
Importance to the QPS	Generation	21.168	.001
	Gender	22.421	.000

The χ^2 analysis again shows the significant differences between the positive responses of the Generation and Gender groupings.

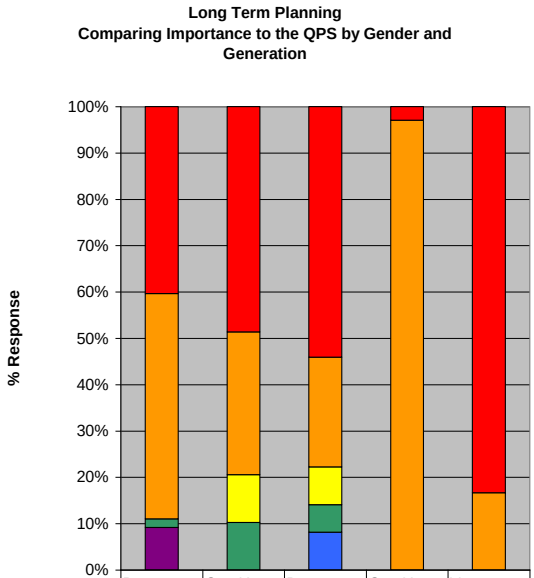
All groups had more than 70% of their responses in either the "Highly Agree" or "Agree" categories for the attitude survey for long term planning, and in either the "Very High" or "High" categories for the importance of long tem planning to the QPS.

In the attitude survey Generation X and Veterans had modes of "Highly Agree", and Baby Boomers had modes of "Agree".

Generation X Females, Baby Boomer Males and Veterans returned modal responses of "Very High to the importance of long term planning to the future QPS, while Baby Boomer Females and Generation X Males had modes in the "High" category.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	29.36%	79.44%	30.37%	67.65%	66.67%
Agree	68.81%	10.28%	47.41%	32.35%	33.33%
Neutral	1.83%	10.28%	14.07%	0.00%	0.00%
Disagree	0.00%	0.00%	8.15%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	40.37%	48.60%	54.07%	2.94%	83.33%
High	48.62%	30.84%	23.70%	97.06%	16.67%
Neutral	0.00%	10.28%	8.15%	0.00%	0.00%
Low	1.83%	10.28%	5.93%	0.00%	0.00%
Very Low	0.00%	0.00%	8.15%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.5.1.9 Application of Innovation tools

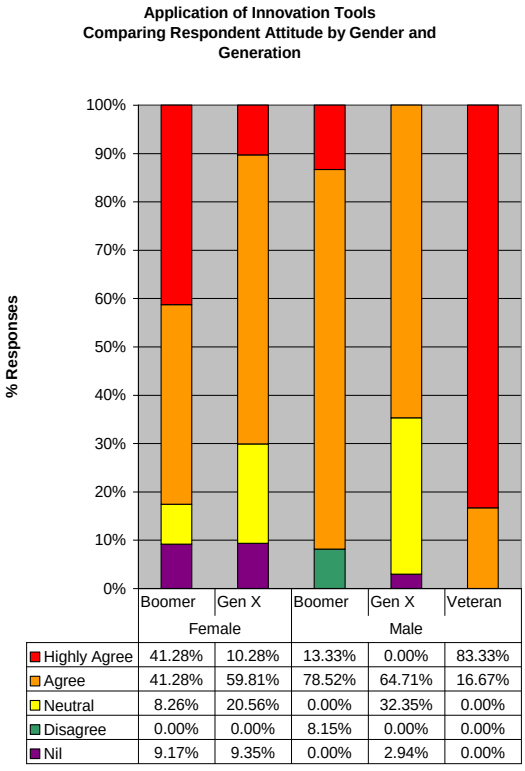
(Appendix B Pages 153- 156; Appendix C Skill 9 Chart)

The workshop participants acknowledged the need for innovation tools as reliance on usual means of operation for government bureaucracies will break down under the rate of change being experienced and likely to continue in the future. New ways would need to be found to conduct business within, between and with government agencies, and consequently the saw the need for the regular use of innovation tools.

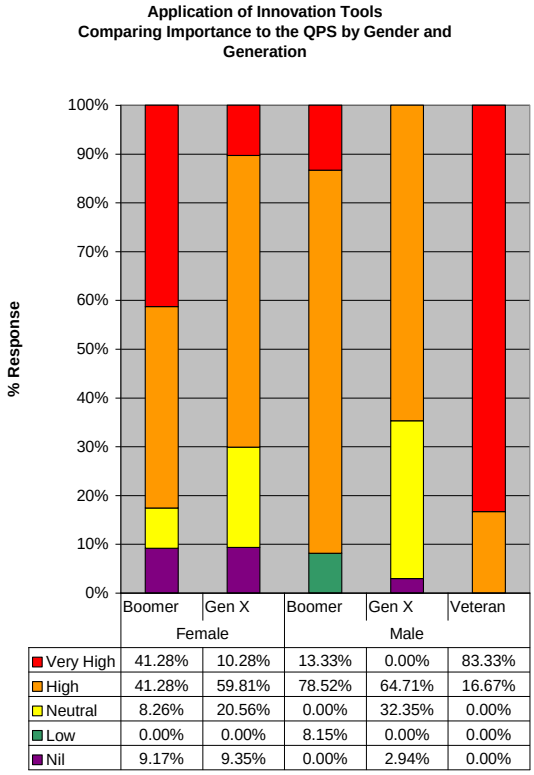
Table 40: Results of Chi Square Analysis: Application of innovation tools

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	28.205	.000
	Gender	35.338	.000
Importance to the QPS	Generation	56.164	.000
	Gender	49.424	.000

Skills in applying innovation skills were seen as important to the future QPS by the groups as reflected in their positive responses to both of the surveys. The χ^2 analysis is indicative of the difference in the strength of the groups' positive response.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	41.28%	10.28%	13.33%	0.00%	83.33%
Agree	41.28%	59.81%	78.52%	64.71%	16.67%
Neutral	8.26%	20.56%	0.00%	32.35%	0.00%
Disagree	0.00%	0.00%	8.15%	0.00%	0.00%
Nil	9.17%	9.35%	0.00%	2.94%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	41.28%	10.28%	13.33%	0.00%	83.33%
High	41.28%	59.81%	78.52%	64.71%	16.67%
Neutral	8.26%	20.56%	0.00%	32.35%	0.00%
Low	0.00%	0.00%	8.15%	0.00%	0.00%
Nil	9.17%	9.35%	0.00%	2.94%	0.00%

Veterans returned a modal response of "Highly Agree" to the attitude survey and "Very High" to the importance of these skills to the future QPS. All other groups had modal responses of "Agree" to the attitude survey and "High" to the importance to Government, with Baby Boomer Females having a dual mode to importance in the "Very High" category.

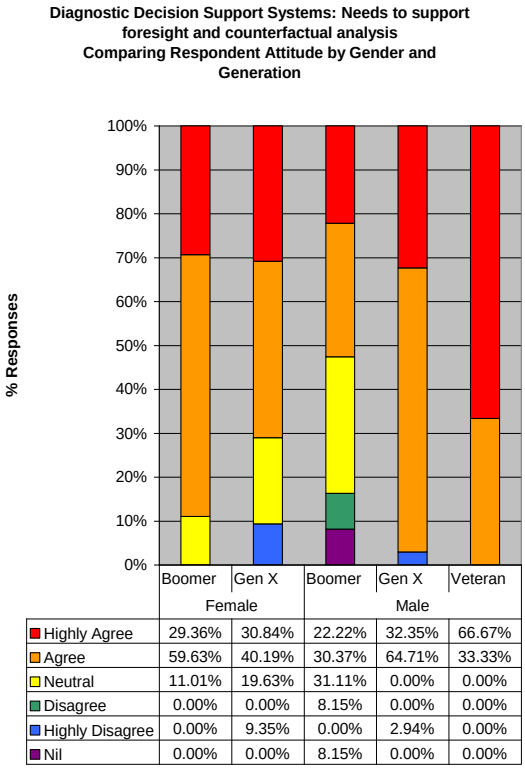
2.5.1.10 Diagnostic Decision Support Systems: Needs to support foresight and counterfactual analysis

(Appendix B Pages 157- 160; Appendix C Skill 10 Chart)

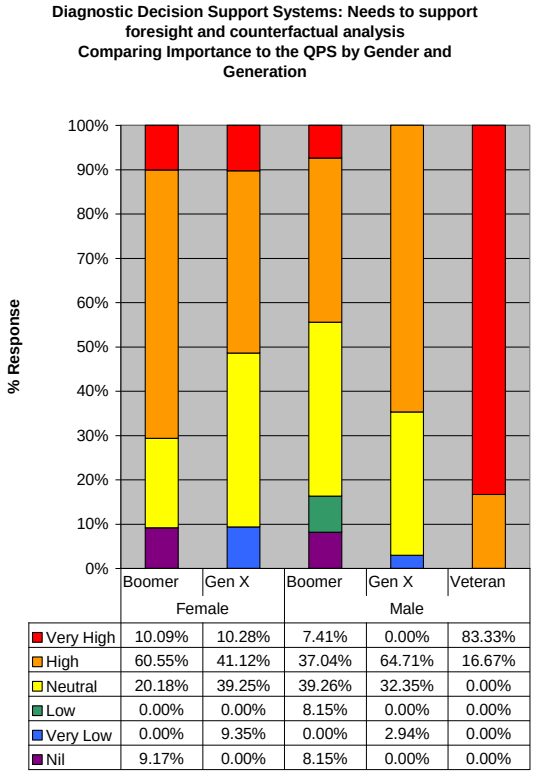
The Strategic Management Network members participating in the workshop saw the use of diagnostic decision support systems as a natural progression in an era of uncertainty. Many of the members already use skills associated with scenario planning and counterfactual analysis in their everyday work. The difference in the future was these skills becoming commonplace as more decisions lack any precedent.

Table 41: Results of Chi Square Analysis: Skills to support diagnostic decision support systems

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	35.660	.000
	Gender	40.919	.000
Importance to the QPS	Generation	38.983	.000
	Gender	23.172	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	29.36%	30.84%	22.22%	32.35%	66.67%
Agree	59.63%	40.19%	30.37%	64.71%	33.33%
Neutral	11.01%	19.63%	31.11%	0.00%	0.00%
Disagree	0.00%	0.00%	8.15%	0.00%	0.00%
Highly Disagree	0.00%	9.35%	0.00%	2.94%	0.00%
Nil	0.00%	0.00%	8.15%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	10.09%	10.28%	7.41%	0.00%	83.33%
High	60.55%	41.12%	37.04%	64.71%	16.67%
Neutral	20.18%	39.25%	39.26%	32.35%	0.00%
Low	0.00%	0.00%	8.15%	0.00%	0.00%
Very Low	0.00%	9.35%	0.00%	2.94%	0.00%
Nil	9.17%	0.00%	8.15%	0.00%	0.00%

Veterans returned modal responses of "Highly Agree" to the attitude survey and "Very High" to the importance of diagnostic decision support skills to the future QPS. Each of the other groups returned "Agree" modal responses to the attitude survey.

Females and Generation X Males returned "High" modal responses to the importance of these skills to the future QPS, while Baby Boomer Males remained "Neutral" in their modal response.

2.5.1.11 Presentation Skills for use in multiple media styles

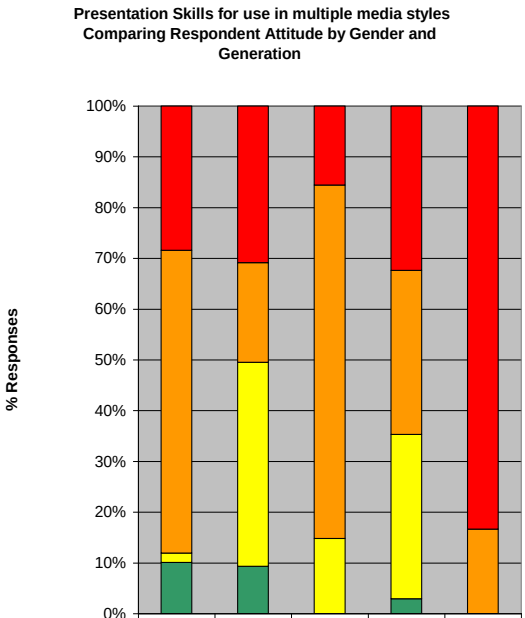
(Appendix B Pages 161- 164; Appendix C Skill 11 Chart)

In order to work within the technological environment likely to develop within the next 25 years the workshop participants saw the need for Queensland public servants to be able to communicate and present information in many different media. These included traditional media for the QPS as

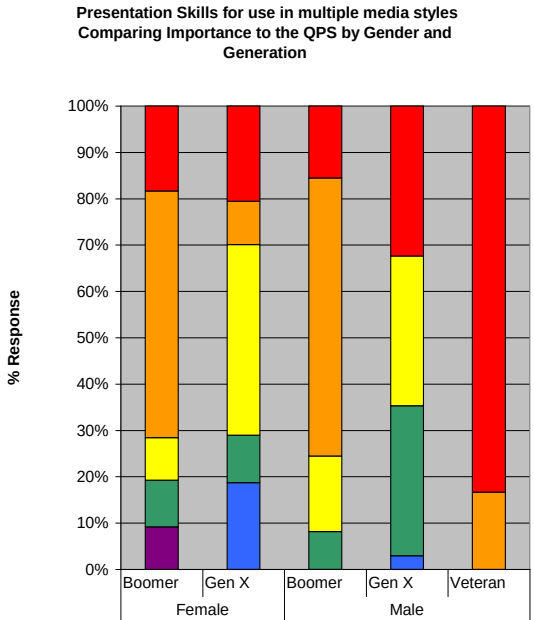
well as electronic media. They saw the need for this increasing to include all public servants as drives to economise lead to finding more efficient means of communication. They also saw this as more likely to occur as younger generations, who have used electronic means as their major communication media, participate in the workforce.

Table 42: Results of Chi Square Analysis: Presentation skills for use in multiple media styles

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	74.777	.000
	Gender	26.049	.000
Importance to the QPS	Generation	132.060	.000
	Gender	29.912	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	28.44%	30.84%	15.56%	32.35%	83.33%
Agree	59.63%	19.63%	69.63%	32.35%	16.67%
Neutral	1.83%	40.19%	14.81%	32.35%	0.00%
Disagree	10.09%	9.35%	0.00%	2.94%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	18.35%	20.56%	15.56%	32.35%	83.33%
High	53.21%	9.35%	60.00%	0.00%	16.67%
Neutral	9.17%	41.12%	16.30%	32.35%	0.00%
Low	10.09%	10.28%	8.15%	32.35%	0.00%
Very Low	0.00%	18.69%	0.00%	2.94%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

As indicated in the χ^2 test analysis the differences between the generations to presentation skills are significant.

Veterans had modal responses of "Highly Agree" to the attitude survey and "Very High" to the importance of these skills to the future QPS.

Baby Boomers have returned modes in the categories "Agree" in the attitude survey and "High" in the importance of these skills to the future QPS.

Generation X Females returned modes of "Neutral" to both surveys, while Generation X Males had modes split across three categories in both surveys. These splits in the responses of Generation X Males were between the categories "Highly Agree", "Agree" and "Neutral" for the attitude survey and "Very High", "Neutral" and "Low" categories for the importance of the skills to future Government.

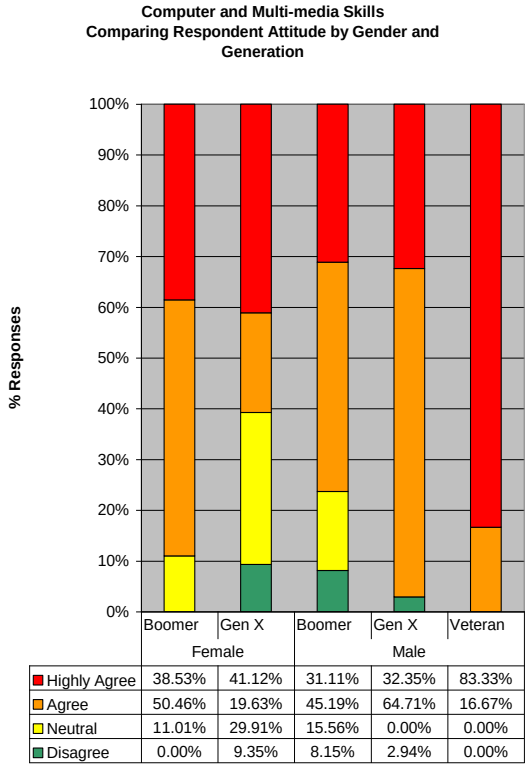
2.5.1.12 Computer and Multi-media Skills

(Appendix B Pages 165- 168; Appendix C Skill 12 Chart)

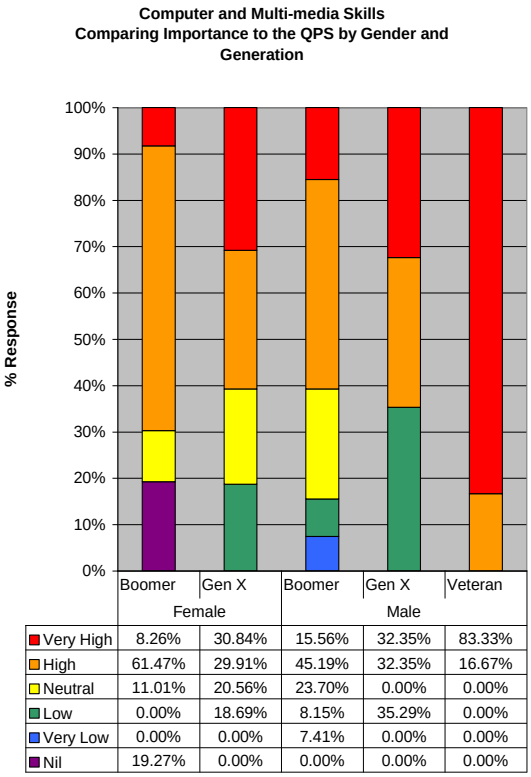
These skills were seen by the participants in the Strategic Management Network workshops as being as essential to government bureaucracies of the future as the use of pen and paper were prior 1990. They had become and were likely to be the future "tools of their trade".

Table 43: Results of Chi Square Analysis: Computer and multi-media skills

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	13.510	.004
	Gender	9.975	.019
Importance to the QPS	Generation	71.785	.000
	Gender	31.564	.000



	Female		Male		
Highly Agree	38.53%	41.12%	31.11%	32.35%	83.33%
Agree	50.46%	19.63%	45.19%	64.71%	16.67%
Neutral	11.01%	29.91%	15.56%	0.00%	0.00%
Disagree	0.00%	9.35%	8.15%	2.94%	0.00%



	Female		Male		
Very High	8.26%	30.84%	15.56%	32.35%	83.33%
High	61.47%	29.91%	45.19%	32.35%	16.67%
Neutral	11.01%	20.56%	23.70%	0.00%	0.00%
Low	0.00%	18.69%	8.15%	35.29%	0.00%
Very Low	0.00%	0.00%	7.41%	0.00%	0.00%
Nil	19.27%	0.00%	0.00%	0.00%	0.00%

The χ^2 test results are indicative of the significant differences between the Gender and Generation groups in response to their attitudes to the importance of computer and multi-media skills to the QPS of the future.

Each of the groups recorded at least 60% of their responses to the attitude survey in the "Highly Agree" to "Agree" range. Veterans and Generation X Females had a modal response of "Highly Agree"; Baby Boomers and Generation X Males returning modes in the "Agree" category.

Veterans and Generation X Females recorded modes in the "Very High" category as to the importance of these skills to the future QPS, while Baby Boomers had modes in the "High" category.

Generation X Males, however, had a modal response of "Low" to the importance of these skills to the future QPS, although more than 60% of the groups responses were in the "Very High" and "High" categories.

2.5.1.13 Analytical Skills

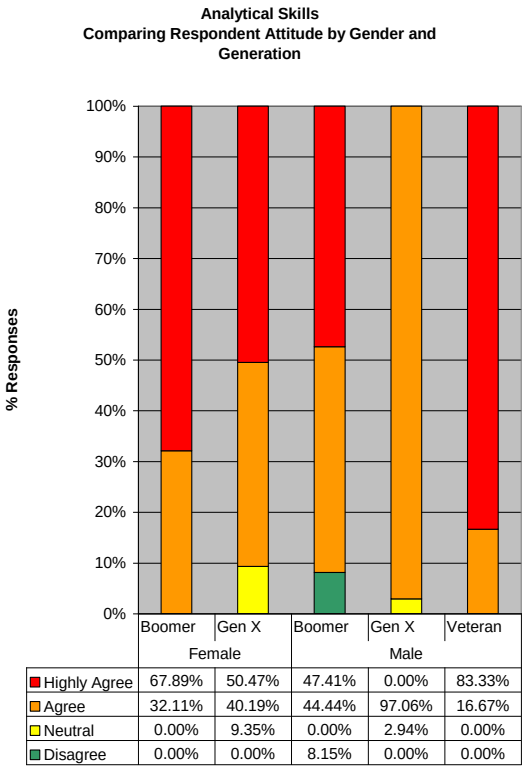
(Appendix B Pages 169- 172; Appendix C Skill 13 Chart)

These were another group of the skills which the Strategic Management Network workshop participants saw as being part of the basic requirements of future public servants. As a better educated public calls for more effective and efficient public service, the participants foresaw the need to work in an environment of continuous evaluation and therefore the need for analytical skills. These skills are rare within the general public service and the participants acknowledged that those public servants with analytical skills were currently undervalued and had noted an accelerated increase in the level of the use of their skills.

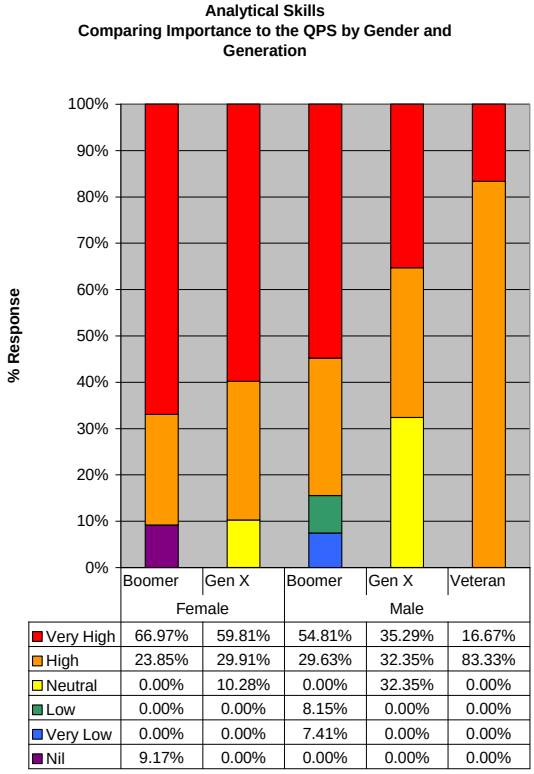
Table 44: Results of Chi Square Analysis: Analytical skills

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	35.916	.000
	Gender	33.592	.000
Importance to the QPS	Generation	57.094	.000
	Gender	38.318	.000

The χ^2 analysis suggests significant differences in the responses of each of the groups to the surveys.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	67.89%	50.47%	47.41%	0.00%	83.33%
Agree	32.11%	40.19%	44.44%	97.06%	16.67%
Neutral	0.00%	9.35%	0.00%	2.94%	0.00%
Disagree	0.00%	0.00%	8.15%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	66.97%	59.81%	54.81%	35.29%	16.67%
High	23.85%	29.91%	29.63%	32.35%	83.33%
Neutral	0.00%	10.28%	0.00%	32.35%	0.00%
Low	0.00%	0.00%	8.15%	0.00%	0.00%
Very Low	0.00%	0.00%	7.41%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

More than 90% of each group responded in either the "Highly Agree" or "Agree" categories to the attitude survey, with Baby Boomers, Generation X Females and Veterans having modes in the "Highly Agree" category and Generation X Males in the "Agree" category.

The modal responses to the importance of analytical skills to the future QPS was "Very High" for every groups except Veterans who returned a modal response of "High".

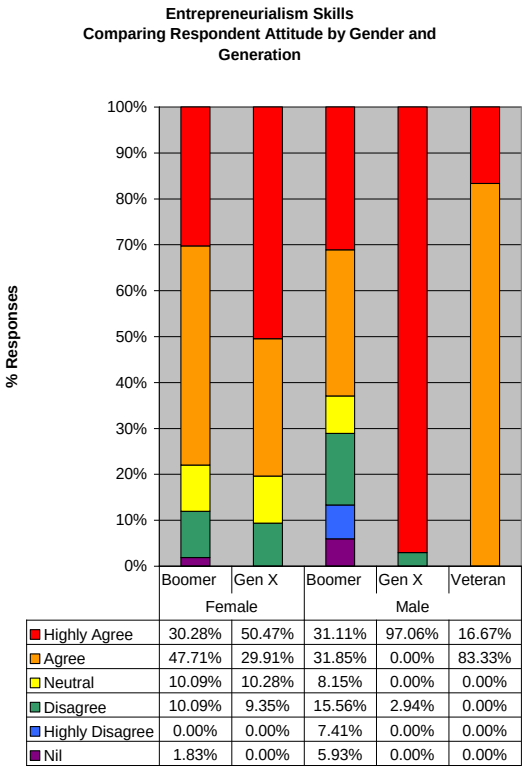
2.5.1.14 Entrepreneurialism Skills

(Appendix B Pages 173- 176; Appendix C Skill 14 Chart)

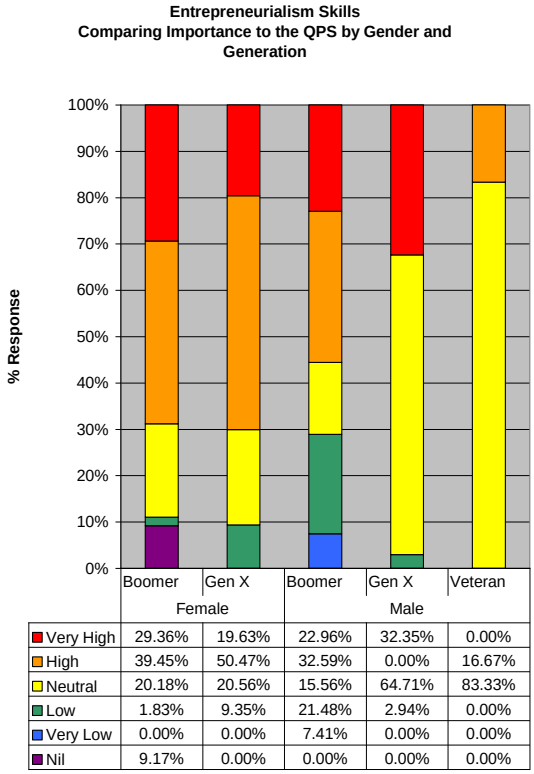
Entrepreneurial skills caused some debate amongst the participants of the workshops. Where many of them could see the need for individualism and business acumen within the next 25 years they could not anticipate the regular use of entrepreneurial skills. This was included as those who supported these skills were themselves working in fields which conceivably could use them in the next 25 years: trade, export, and industry development.

Table 45: Results of Chi Square Analysis: Entrepreneurial skills

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	42.448	.000
	Gender	23.813	.000
Importance to the QPS	Generation	21.628	.000
	Gender	44.393	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	30.28%	50.47%	31.11%	97.06%	16.67%
Agree	47.71%	29.91%	31.85%	0.00%	83.33%
Neutral	10.09%	10.28%	8.15%	0.00%	0.00%
Disagree	10.09%	9.35%	15.56%	2.94%	0.00%
Highly Disagree	0.00%	0.00%	7.41%	0.00%	0.00%
Nil	1.83%	0.00%	5.93%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	29.36%	19.63%	22.96%	32.35%	0.00%
High	39.45%	50.47%	32.59%	0.00%	16.67%
Neutral	20.18%	20.56%	15.56%	64.71%	83.33%
Low	1.83%	9.35%	21.48%	2.94%	0.00%
Very Low	0.00%	0.00%	7.41%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

The χ^2 analysis suggests significant differences between the groups in their response to the significance of entrepreneurial skills to the future Queensland Public Service.

Generation X modal responses to the attitude survey were in the "Highly Agree" category with both modes also being the majority of responses from each of these groups (Generation X Females 50.47% and Generation X Males 97.06%).

Baby Boomers and Veterans recorded modal responses of "Agree" to the attitude survey on entrepreneurial skills.

Females and Baby Boomer Males recorded modal responses of "High" to the importance of entrepreneurial skills to the future QPS, while Generation X Males and Veterans responded with modes in the "Neutral" category.

2.5.1.15 Awareness of the need for adaptability or change

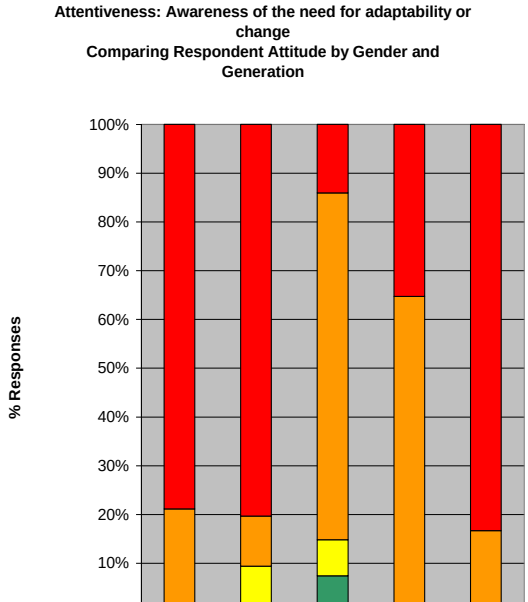
(Appendix B Pages 177- 180; Appendix C Skill 15 Chart)

This skill was of significant importance to the Strategic Management Network workshop participants. They were most concerned with the current lack of awareness of most of the rest of the Public Service, at the time of the workshops, for the scale of change required and the willingness to adapt to this change.

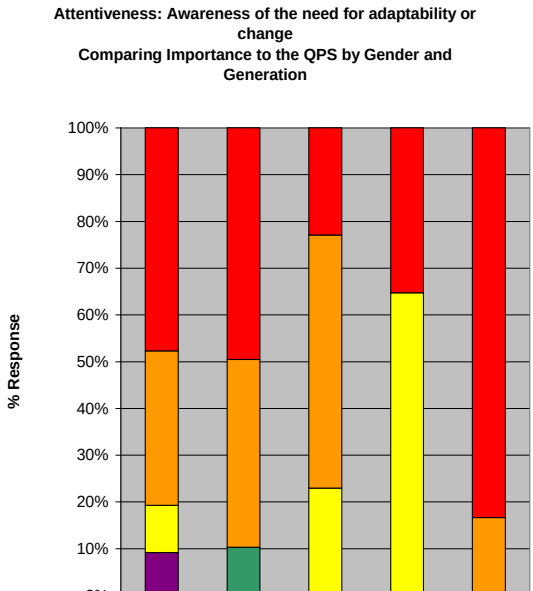
(It needs to be noted that since these workshops a number of working parties have been introduced to study different facets of the change taking place.)

Table 46: Results of Chi Square Analysis: Awareness of the need for adaptability or change

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	32.993	.000
	Gender	143.423	.000
Importance to the QPS	Generation	32.950	.000
	Gender	66.392	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	78.90%	80.37%	14.07%	35.29%	83.33%
Agree	21.10%	10.28%	71.11%	64.71%	16.67%
Neutral	0.00%	9.35%	7.41%	0.00%	0.00%
Disagree	0.00%	0.00%	7.41%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	47.71%	49.53%	22.96%	35.29%	83.33%
High	33.03%	40.19%	54.07%	0.00%	16.67%
Neutral	10.09%	0.00%	22.96%	64.71%	0.00%
Low	0.00%	10.28%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

The χ^2 analysis results suggest significant differences between the Gender and Generation groups in their response to the significance of awareness for the need to change to the QPS of the future.

Although all of the groups have more than 80% of their responses in to the attitude survey in the "Highly Agree" and "Agree" categories there are obvious differences in the responses of the Genders. Females have a modal response of "Highly Agree" (78.90% of Baby Boomers and 80.37% of Generation X). While, 5 of the 6 Veterans also responded in the "Highly Agree" category, the remainder of the Males returned modal response of "Agree".

On the importance of the awareness of change to the future QPS, the Females and Veterans returned modal responses of "Very High", the Baby Boomer Males had a mode in the "High" category and Generation X Males had a modal response of "Neutral".

2.5.1.16 Accelerated Learning Skills

(Appendix B Pages 181- 184; Appendix C Skill 16 Chart)

One of the major anxieties of the workshop participants was the rate at which change was taking place in their working environment and the complexity of the change. They saw a need for accelerated learning skills if they were to keep pace with the change, and not be overwhelmed by it.

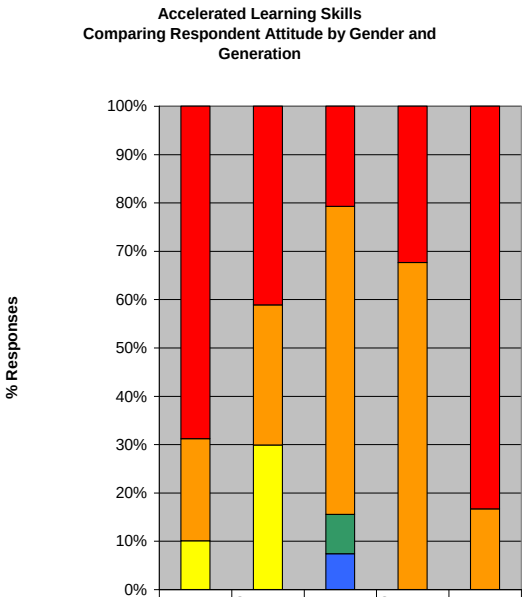
Table 47: Results of Chi Square Analysis: Accelerated learning skills

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	39.929	.000
	Gender	114.592	.000
Importance to the QPS	Generation	13.663	.008
	Gender	11.481	.022

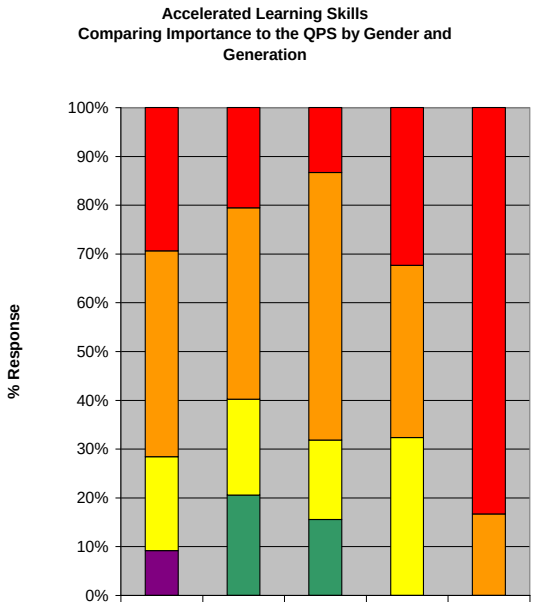
Again there are statistically significant differences between the Genders and Generations with regard to the need for accelerated learning skills in the QPS.

Females and the Veterans returned modal responses in the "Highly Agree" category to the attitude survey, while Baby Boomer and Generation X Males had modes of "Agree". Although this difference exists more than 70% of each group recorded responses in the "Highly Agree" to "Agree" range.

Veterans had a mode of "Very High" to the importance of accelerated learning skills to the future QPS. Females and Baby Boomer Males had modal responses to the importance of these skills to the QPS of "High". Generation X Males however, had dual modes in the "Very High" and "Neutral" categories.



	Female		Male		
Highly Agree	68.81%	41.12%	20.74%	32.35%	83.33%
Agree	21.10%	28.97%	63.70%	67.65%	16.67%
Neutral	10.09%	29.91%	0.00%	0.00%	0.00%
Disagree	0.00%	0.00%	8.15%	0.00%	0.00%
Highly Disagree	0.00%	0.00%	7.41%	0.00%	0.00%



	Female		Male		
Very High	29.36%	20.56%	13.33%	32.35%	83.33%
High	42.20%	39.25%	54.81%	35.29%	16.67%
Neutral	19.27%	19.63%	16.30%	32.35%	0.00%
Low	0.00%	20.56%	15.56%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.5.1.17 Skills to unlearn those bureaucratic skills which tether the QPS to the past.

(Appendix B Pages 185 - 188; Appendix C Skill 17 Chart)

Many of the workshop participants had change management skills and they saw the need to assist the Queensland Public Service to unlearn some of the bureaucratic skills of the past as essential to progress in the future. Many of these skills the participants saw as supporting and maintaining the structures of the bureaucracy which they could see as being unsustainable into the future.

Table 48: Results of Chi Square Analysis: Skills to unlearn those bureaucratic skills which tether the QPS to the past

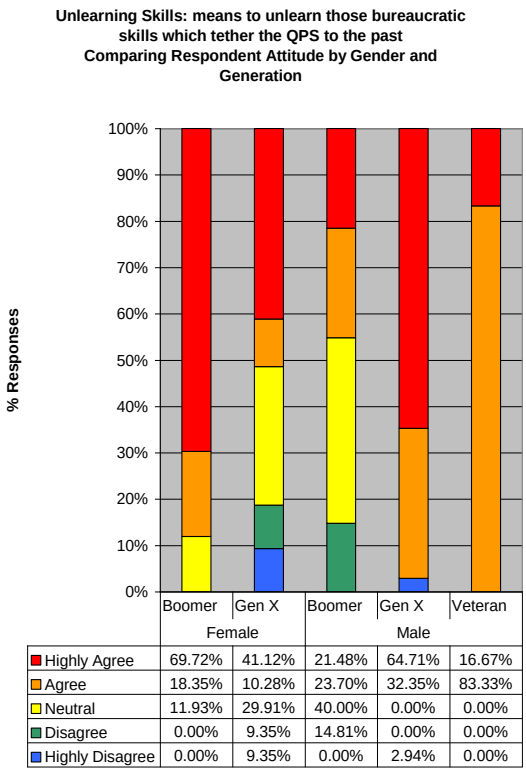
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	21.695	.000
	Gender	38.178	.000
Importance to the QPS	Generation	25.215	.000
	Gender	34.697	.000

The χ^2 analysis shows statistically significant differences between the Generations and Genders as to the significance of unlearning the bureaucratic skills which tether the QPS to its past.

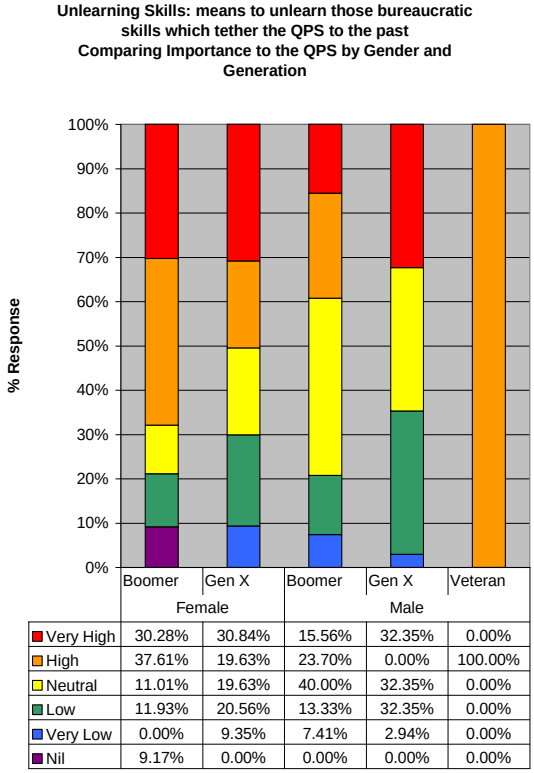
Females and Generation X Males returned modal responses of "Highly Agree" to the attitude survey for these skills. Veterans returned a mode in the "Agree" category. Baby Boomer Males,

who it might be argued have the most to lose from the employment of such skills, returned a "Neutral" modal response.

Generation X Females returned a "Very High" modal response to the importance of these unlearning skills to the future QPS. Baby Boomer Females and Veterans had modal response rates of "High" to the importance of these skills. Generation X Males had modes split between "Very High", "Neutral" and "Low". Baby Boomer Males returned a modal response of "Neutral".



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	69.72%	41.12%	21.48%	64.71%	16.67%
Agree	18.35%	10.28%	23.70%	32.35%	83.33%
Neutral	11.93%	29.91%	40.00%	0.00%	0.00%
Disagree	0.00%	9.35%	14.81%	0.00%	0.00%
Highly Disagree	0.00%	9.35%	0.00%	2.94%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	30.28%	30.84%	15.56%	32.35%	0.00%
High	37.61%	19.63%	23.70%	0.00%	100.00%
Neutral	11.01%	19.63%	40.00%	32.35%	0.00%
Low	11.93%	20.56%	13.33%	32.35%	0.00%
Very Low	0.00%	9.35%	7.41%	2.94%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.6 Desires and Fears for the Queensland Public Service

The Strategic Management Network (SMN) also identified, as part of the workshops, desires and fears they had as Public Servants for the future of the services. These were essential to the understanding of the anxiety they had expressed as to the lack of clear direction regarding the future of their working environment, the Queensland Public Service.

The desires identified included: cross agency cooperation developing as a major factor in increasing productivity and producing better client outcomes; regional government; automated and performance measurement; cohesive and sustainable approaches to service delivery; flexible

governance models that are more adaptable to change; increased job mobility; a highly specialised workforce - highly differentiated specilaised second line; increased expert and community involvement; and balance between advanced specializations and the ability to work across disciplines.

Fears identified included: less permanence; one layer of government rather than the three which currently exist in Australia; decreases in customer focus as more efficiency reforms are technology driven; centralised information systems which will develop efficiencies in information management becoming a silo within itself and Information Management will define work; the loss of face to face contact with clients/customers; virtual government; entrepreneurial government resulting from a conflict between the public provider partnership models and the regulatory focus for compliant qualities -one sector economy; extreme E-Government (concrete box at the end of George St); accelerated change in society leading to so little change in the public sector; distinctions between generations leading to dispute and disruption; loss of some of the basics of the public service/government toolkit such as policy writing; lack of corporate "belonging" leading to lack of commitment.

2.6.1.1 The QPS of the future will have less permanence

(Appendix B Pages 189 – 192; Appendix C DandF 1 Chart)

The Strategic Management Network workshop participants saw the removal of permanence from public service positions as a threat to the future. This was not as a result of self preservation but rather an identification of the possible removal of one of the perceived benefits of public service employment. This they saw as occurring in a number of ways, including by default as more work became project driven and more positions temporary. It is not uncommon in the QPS, currently, to find permanent public servants working in temporary positions.

Table 49: Results of Chi Square Analysis: The QPS of the future will have less permanence

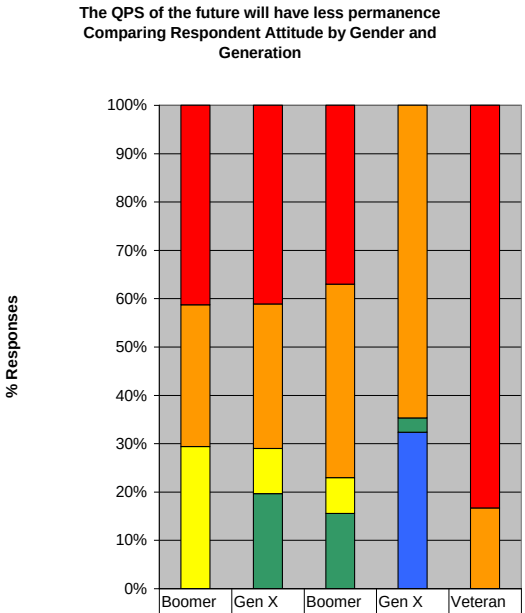
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	31.124	.000
	Gender	36.039	.000
Importance to the QPS	Generation	62.120	.000
	Gender	24.915	.000

The χ^2 results show statistically significant differences between the Generations and Genders as to the levels of permanence within the future QPS

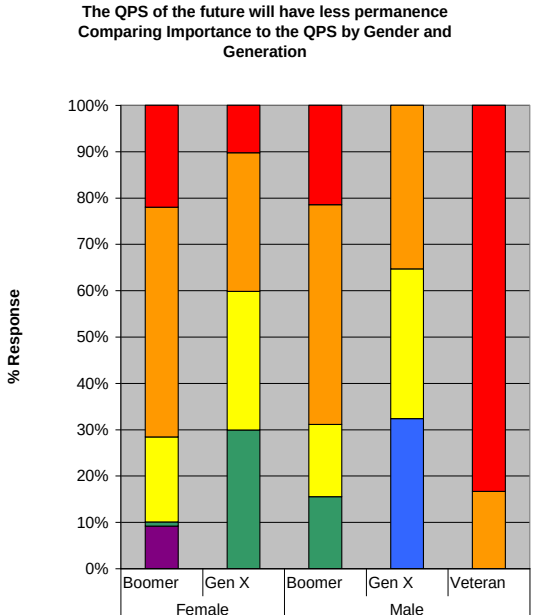
Females and Veterans returned modal responses to the attitude survey of "Highly Agree", while Baby Boomer and Generation X Males had modes in the "Agree" category.

Veterans returned a modal response of "Very High" to the importance of less permanence in the future QPS and Baby Boomers and Generation X Males had modal responses to the importance survey of "High".

Generation X Females responses were multi-modal with recordings in the "High", "Neutral" and "Low" categories.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	41.28%	41.12%	37.04%	0.00%	83.33%
Agree	29.36%	29.91%	40.00%	64.71%	16.67%
Neutral	29.36%	9.35%	7.41%	0.00%	0.00%
Disagree	0.00%	19.63%	15.56%	2.94%	0.00%
Highly Disagree	0.00%	0.00%	0.00%	32.35%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	22.02%	10.28%	21.48%	0.00%	83.33%
High	49.54%	29.91%	47.41%	35.29%	16.67%
Neutral	18.35%	29.91%	15.56%	32.35%	0.00%
Low	0.92%	29.91%	15.56%	0.00%	0.00%
Very Low	0.00%	0.00%	0.00%	32.35%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.6.1.2 Cross agency cooperation will become a major factor in increasing productivity and producing better client outcomes

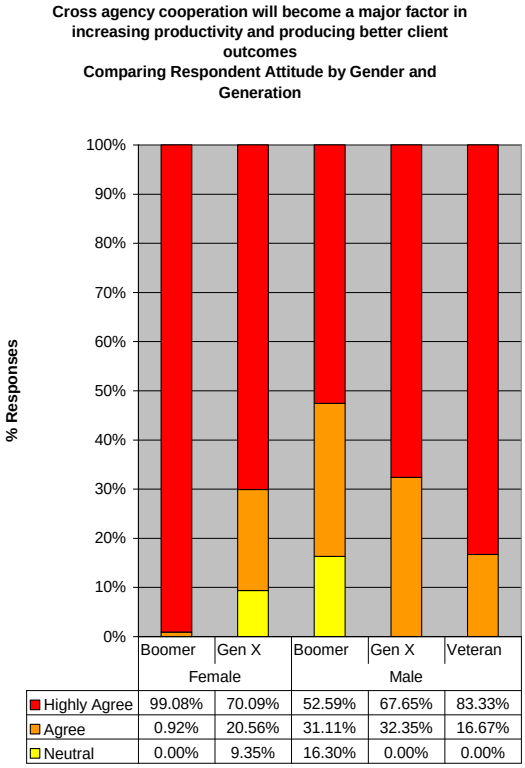
(Appendix B Pages 193 – 196; Appendix C DandF 2 Chart)

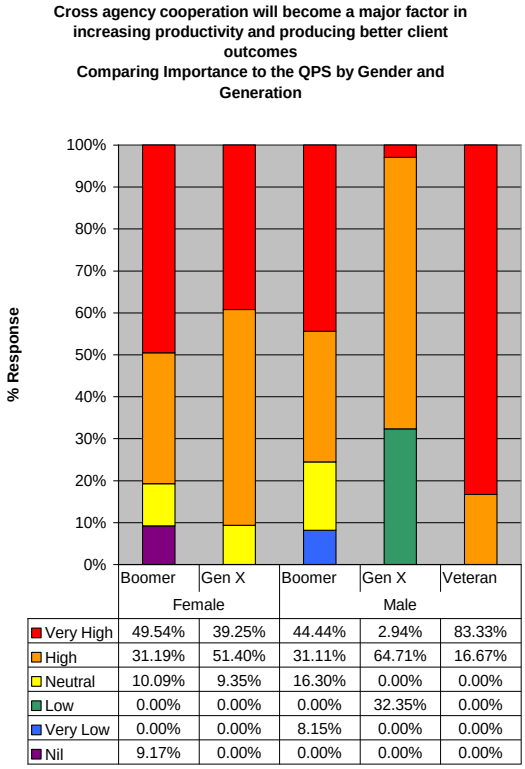
Participants of the Strategic Management Network workshop saw the need for more cross-agency cooperation in order to deliver better outcomes for clients. This they saw as being response to more and more issues for individual clients which required the client to have multiple contacts with multiple agencies to achieve desired outcomes, rather than being able to have a "one stop shop" approach to government communication. (Some of the issues identified in the workshop on

this desire have since been addressed in the Queensland Government paper *Seamless Government* published by the Office of Public Sector Merit and Equity in 2004 as part of the Smart State initiative.)

Table 50: Results of Chi Square Analysis: Cross agency cooperation will become a major factor in increasing productivity and producing better client outcomes

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	2.180	.336
	Gender	38.122	.000
Importance to the QPS	Generation	53.257	.000
	Gender	37.431	.000





The χ^2 analysis shows that the differences in the attitude of responses are not significantly different between the Generations with regard to cross-agency cooperation becoming a major factor in increasing productivity. However, there are significant differences between the Genders in their attitude response and their responses to the importance of this statement to the Queensland Public Service.

Each of the groups had a modal response of "Highly Agree" to the attitude survey.

Baby Boomers and Veterans had modes in the "Very High" range for the importance of this statement to the future QPS, while Generation X modal responses were "High".

2.6.1.3 The QPS will cease to exist in its current form within the next 25 years - government departments are anachronisms

(Appendix B Pages 197 – 200; Appendix C DandF 3 Chart)

This statement was one of conflicting views in the workshop. Some of the members saw significant structural change, such as change form the hierarchical structures and silos of agencies and departments to matrix structures or project based structures, as being necessary change for future government. Others saw this as going too far and could not concede that within the next 25 years this would be possible. This argument was based mainly on the idea of Government Ministers being willing to change their portfolio status to this extent, rather than the QPS needing to change for administrative purposes.

Table 51: Results of Chi Square Analysis: The QPS will cease to exist in its current form within the next 25 years

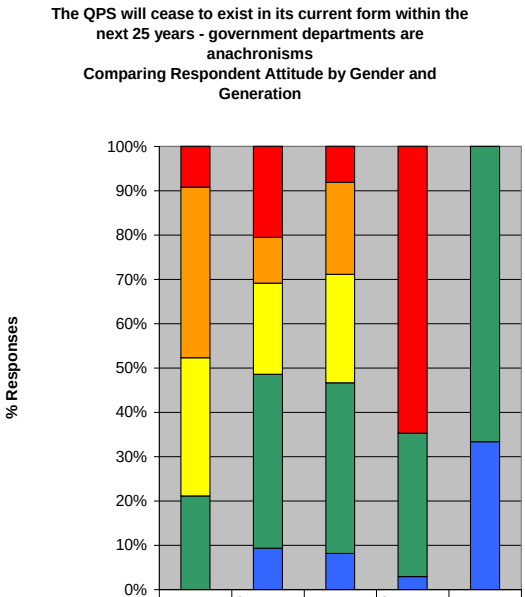
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	54.412	.000
	Gender	10.185	.037
Importance to the QPS	Generation	132.370	.000
	Gender	103.885	.000

As indicated by the χ^2 results there were significant differences between the Generational and Gender groups in respect of this statement.

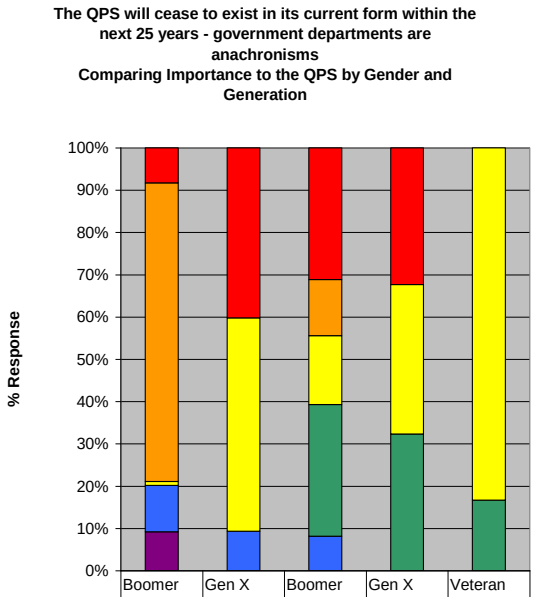
Generation X Males returned a modal response of "Highly Agree" to the attitude survey, but had a "Neutral" modal response to the importance of this to the Queensland Public Service.

Baby Boomer Females had a mode of "Agree" to the attitude survey and "High" to the importance of this statement to the Queensland Public Service.

Generation X Females, Baby Boomer Males and Veterans had modal responses of "Disagree" to the attitude survey. Generation X Females and Veterans returned "Neutral" modal responses to the importance of this statement to the future QPS. Baby Boomer Males, however, had dual modes of "Very High" and "Low" to the importance of this statement to the future QPS.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	9.17%	20.56%	8.15%	64.71%	0.00%
Agree	38.53%	10.28%	20.74%	0.00%	0.00%
Neutral	31.19%	20.56%	24.44%	0.00%	0.00%
Disagree	21.10%	39.25%	38.52%	32.35%	66.67%
Highly Disagree	0.00%	9.35%	8.15%	2.94%	33.33%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	8.26%	40.19%	31.11%	32.35%	0.00%
High	70.64%	0.00%	13.33%	0.00%	0.00%
Neutral	0.92%	50.47%	16.30%	35.29%	83.33%
Low	0.00%	0.00%	31.11%	32.35%	16.67%
Very Low	11.01%	9.35%	8.15%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.6.1.4 There will be one layer of government within the next 25 years

(Appendix B Pages 201 – 204; Appendix C DandF 4 Chart)

Regional government has been a matter of discussion for some time in the Queensland and Australian context. At the time of the workshops the members could concede that there may be two levels of government (Regional and Commonwealth) within this timeframe, however they could not concede that there may be one, national government within an Asian regional context.

Table 52: Results of Chi Square Analysis: There will be one layer of government within the next 25 years

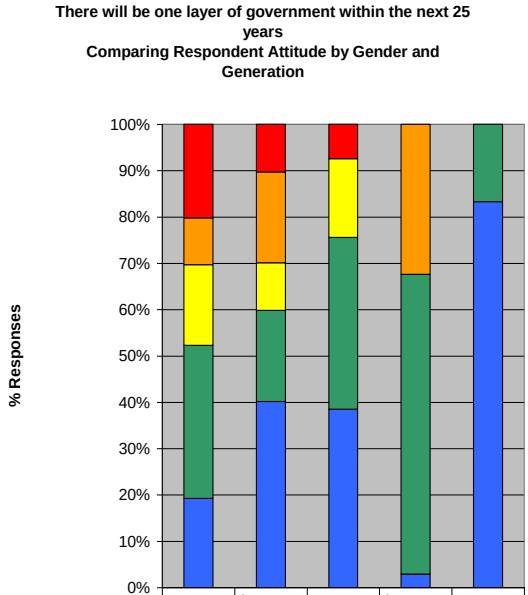
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	35.271	.000
	Gender	21.686	.000
Importance to the QPS	Generation	55.102	.000
	Gender	50.554	.000

The χ^2 analysis shows that there are statistically significant different results for both the Generation and Gender groups.

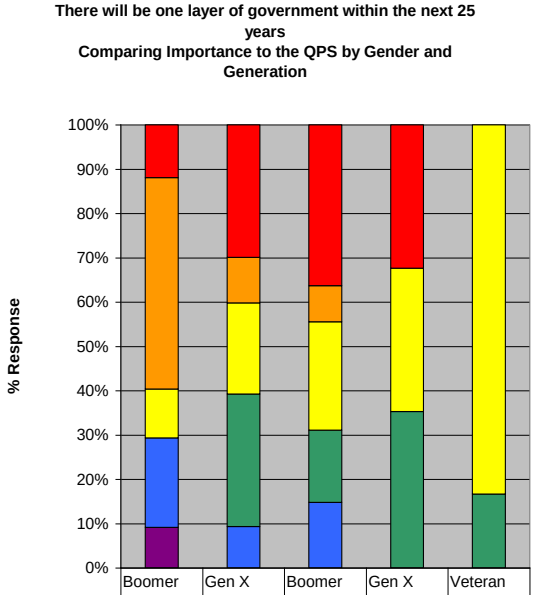
The groups disagree with this statement, as did the SMN. Generation X Females, Baby Boomer Males and Veterans returned a modal response of "Highly Disagree" to the attitude survey, and

Baby Boomer Females and Generation X Males returned a mode of "Disagree". Also, more than 50% of each of the groups' responses were in the "Highly Disagree" to "Disagree" range.

The differences between the groups in response to this statement are more evident in their modal responses to the importance of this statement to the future Queensland Public Service. Baby Boomer Males have a mode of "Very High". Baby Boomer Females' mode is "High". Veterans have a mode of "Neutral". Generation X Females are bi-modal with modes at "Very High" and "Low". Generation X Males have a mode of "Low".



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	20.18%	10.28%	7.41%	0.00%	0.00%
Agree	10.09%	19.63%	0.00%	32.35%	0.00%
Neutral	17.43%	10.28%	17.04%	0.00%	0.00%
Disagree	33.03%	19.63%	37.04%	64.71%	16.67%
Highly Disagree	19.27%	40.19%	38.52%	2.94%	83.33%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	11.93%	29.91%	36.30%	32.35%	0.00%
High	47.71%	10.28%	8.15%	0.00%	0.00%
Neutral	11.01%	20.56%	24.44%	32.35%	83.33%
Low	0.00%	29.91%	16.30%	35.29%	16.67%
Very Low	20.18%	9.35%	14.81%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

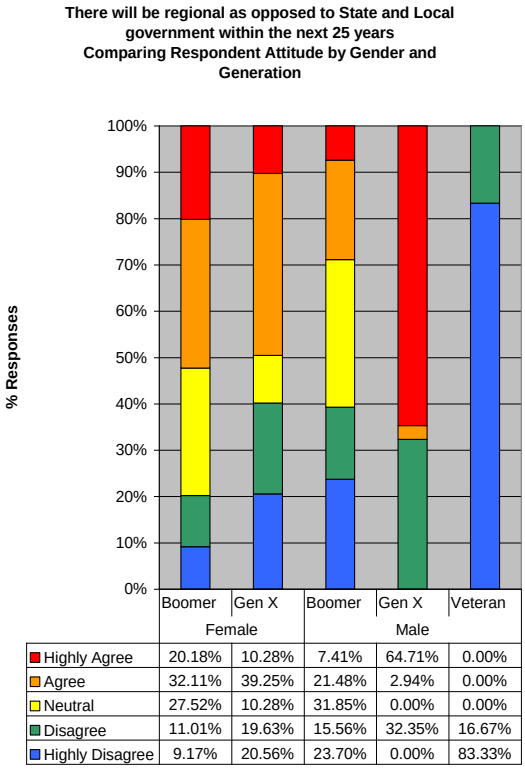
2.6.1.5 There will be regional as opposed to State and Local government within the next 25 years

(Appendix B Pages 205 – 208; Appendix C DandF 5 Chart)

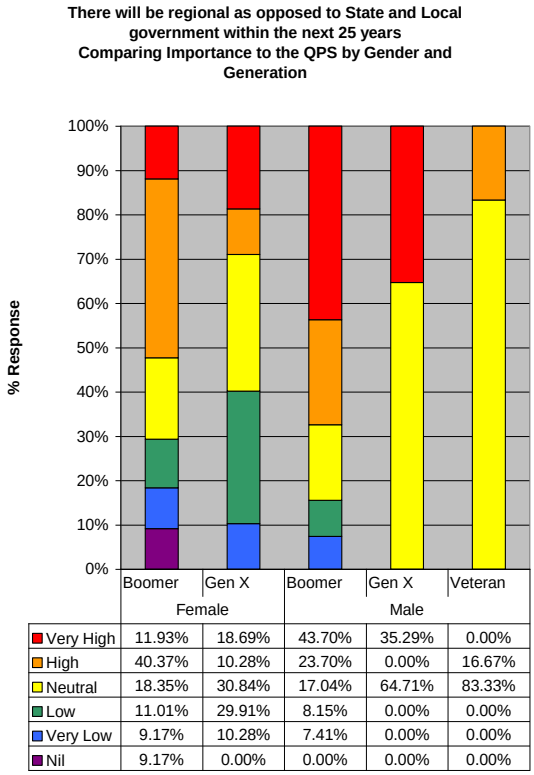
This continued on from the previous statement with many of the workshop participants seeing the benefit of regional rather than state and local government within the Queensland context. They saw this as possible and beneficial within the 25 year timeframe as they regularly work with smaller local governments which have impact on each other, or impacted by larger cities in their areas. (During the period since the workshops a number of amalgamations of local authorities across the state have been mooted.)

Table 53: Results of Chi Square Analysis: There will be regional as opposed to State and Local government within the next 25 years

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	31.270	.000
	Gender	16.957	.002
Importance to the QPS	Generation	56.425	.000
	Gender	49.419	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	20.18%	10.28%	7.41%	64.71%	0.00%
Agree	32.11%	39.25%	21.48%	2.94%	0.00%
Neutral	27.52%	10.28%	31.85%	0.00%	0.00%
Disagree	11.01%	19.63%	15.56%	32.35%	16.67%
Highly Disagree	9.17%	20.56%	23.70%	0.00%	83.33%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	11.93%	18.69%	43.70%	35.29%	0.00%
High	40.37%	10.28%	23.70%	0.00%	16.67%
Neutral	18.35%	30.84%	17.04%	64.71%	83.33%
Low	11.01%	29.91%	8.15%	0.00%	0.00%
Very Low	9.17%	10.28%	7.41%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

The χ^2 analysis of the responses to this statement shows that there are statistically significant differences between the groups as to their opinion of the replacement of state and local government with regional government within the next 25 years. Differences are very obvious between the groups' opinions in each of the two surveys.

Generation X Males have a modal response to the attitude survey of "Highly Agree", and "Neutral" to the importance of this statement to the QPS.

Females have a mode of "Agree" to the attitude survey. Baby Boomer Females considered this statement of "High" importance to the future QPS, while Generation X Females returned a mode of "Neutral" to the importance survey.

Baby Boomer Males had a mode of "Neutral" to the attitude survey, and "Very High" to the importance of the statement to the future QPS.

Veterans returned modal responses of "Highly Disagree:" to the attitude survey and "Neutral" to the importance survey.

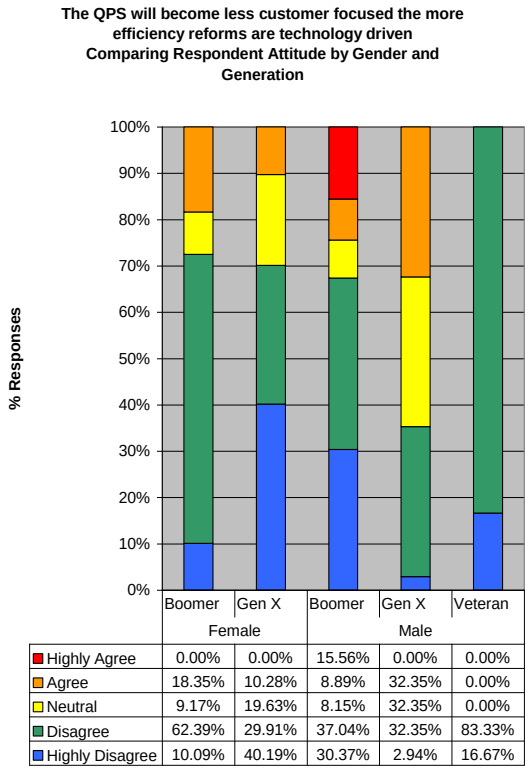
2.6.1.6 The QPS will become less customer focused the more efficiency reforms are technology driven

(Appendix B Pages 209 – 212; Appendix C DandF 6 Chart)

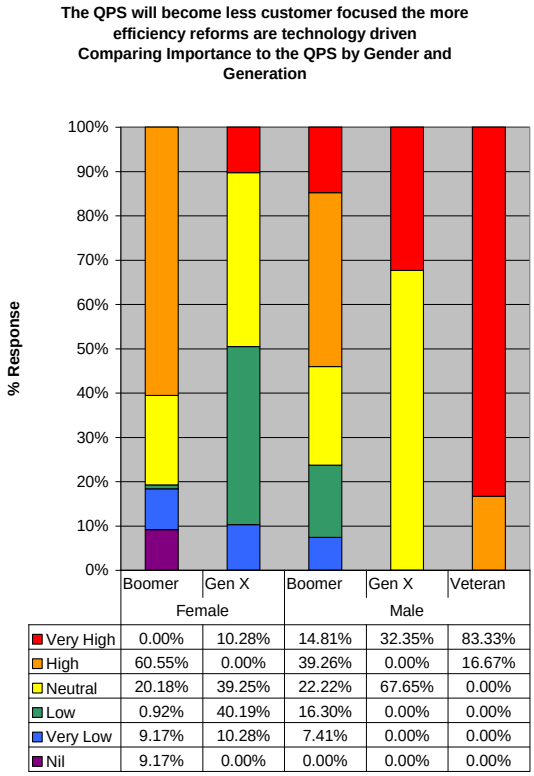
One of the major sources of anxiety for the Strategic Management Network as identified in the workshops was the sense of becoming more isolated from their clients as they moved toward more electronic and technology driven means of communication.

Table 54: Results of Chi Square Analysis: The QPS will become less customer focused the more efficiency reforms are technology driven

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	36.364	.000
	Gender	27.933	.000
Importance to the QPS	Generation	120.361	.000
	Gender	32.830	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	0.00%	0.00%	15.56%	0.00%	0.00%
Agree	18.35%	10.28%	8.89%	32.35%	0.00%
Neutral	9.17%	19.63%	8.15%	32.35%	0.00%
Disagree	62.39%	29.91%	37.04%	32.35%	83.33%
Highly Disagree	10.09%	40.19%	30.37%	2.94%	16.67%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	0.00%	10.28%	14.81%	32.35%	83.33%
High	60.55%	0.00%	39.26%	0.00%	16.67%
Neutral	20.18%	39.25%	22.22%	67.65%	0.00%
Low	0.92%	40.19%	16.30%	0.00%	0.00%
Very Low	9.17%	10.28%	7.41%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

The χ^2 responses show that there are statistically significant differences between the groups in their responses to this statement: the QPS will become less customer focused the more efficiency reforms are technology driven.

Females, Baby Boomer and Veteran Males returned a modal response of "Disagree" to this statement, while Generation X Males returned a tri-modal response in the "Agree" to "Disagree" ranges. (It may be worth further investigation as to why so many Generation X Males would consider the possibility that increased technology driven efficiency reforms might drive a decline in customer focus.)

Veterans saw this statement as being of "Very High" importance to the future QPS. Baby Boomers had modes of "High". Generation X Males returned a mode of "Neutral". Generation X Females on average thought this statement of "Low" importance to the QPS of the future.

2.6.1.7 Performance measurement will become more automated and the use of data more critical

(Appendix B Pages 213 – 216; Appendix C DandF 7 Chart)

With the need to show proof of efficiency and effectiveness in government agencies the participants in the workshops saw the need for future systems to build in the collection systems for automated performance measurement, so that data would be available, on demand, and to some extent tamper proof.

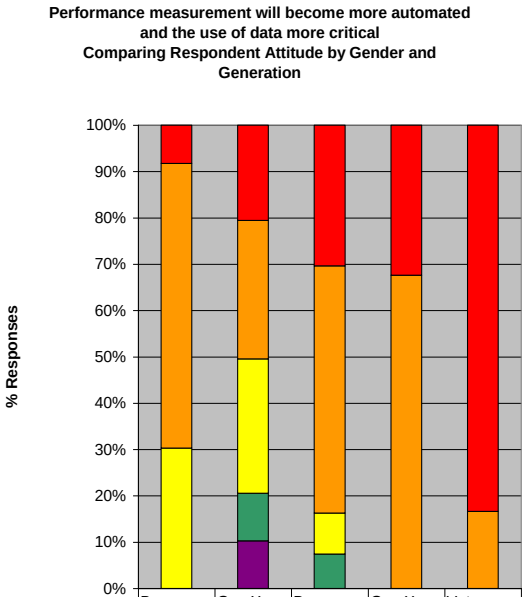
Table 55: Results of Chi Square Analysis: Performance measurement will become more automated and the use of data more critical

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	28.082	.000
	Gender	50.612	.000
Importance to the QPS	Generation	44.828	.000
	Gender	55.936	.000

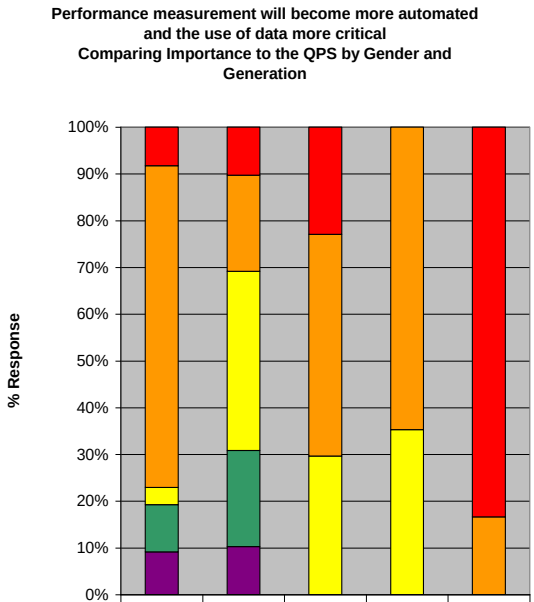
The χ^2 analysis shows that there is statistically significant difference between the responses of the groups.

More than 50% of the responses from each group responded in the "Highly Agree" to "Agree" range to the attitude survey. The modal response for Females, Baby Boomer and Generation X Males was "Agree", while the Veterans' mode was "Highly Agree".

Veterans' modal response for the importance of this statement to the future Queensland Public Service was "Very High". Baby Boomer Females and the other Males groups returned modes of "High". Generation X Female responses form a bell curve with the modal response of "Neutral".



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	8.26%	20.56%	30.37%	32.35%	83.33%
Agree	61.47%	29.91%	53.33%	67.65%	16.67%
Neutral	30.28%	28.97%	8.89%	0.00%	0.00%
Disagree	0.00%	10.28%	7.41%	0.00%	0.00%
Nil	0.00%	10.28%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	8.26%	10.28%	22.96%	0.00%	83.33%
High	68.81%	20.56%	47.41%	64.71%	16.67%
Neutral	3.67%	38.32%	29.63%	35.29%	0.00%
Low	10.09%	20.56%	0.00%	0.00%	0.00%
Nil	9.17%	10.28%	0.00%	0.00%	0.00%

2.6.1.8 Cohesive and sustainable approaches to service delivery will be needed rather than ad hoc project implementation

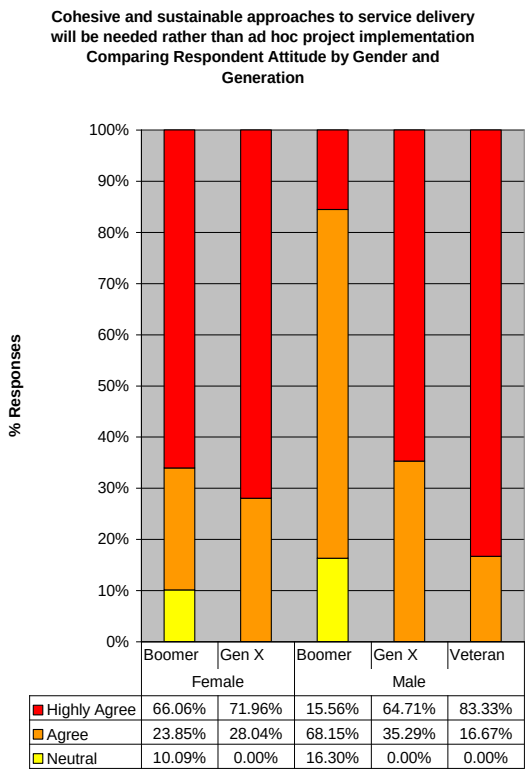
(Appendix B Pages 217 – 220; Appendix C DandF 8 Chart)

The Strategic Management Network participants at the workshops identified this statement as being essential in future service delivery. They saw a need for stability and sustainability in their delivery of service to clients especially in future periods of uncertainty and rapid change.

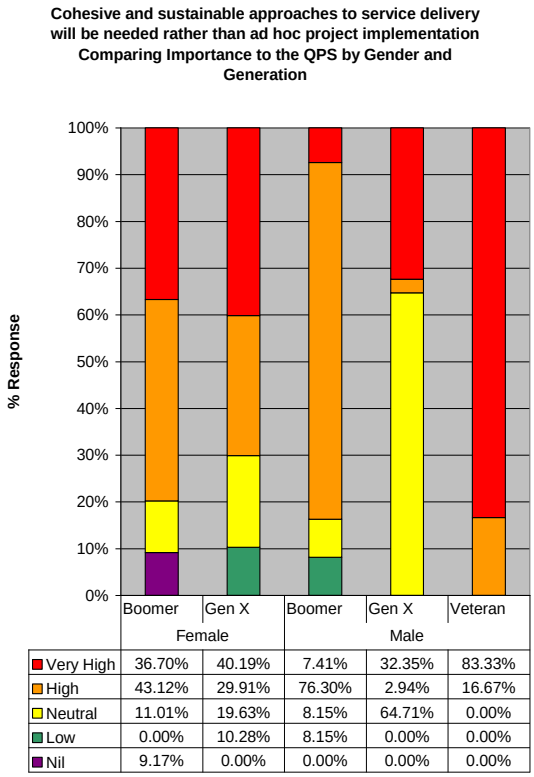
Table 56: Results of Chi Square Analysis: Cohesive and sustainable approaches to service delivery will be needed rather than ad hoc project implementation

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	45.612	.000
	Gender	66.797	.000
Importance to the QPS	Generation	68.364	.000
	Gender	39.618	.000

Although the χ^2 analysis shows that there are statistically significant differences between the groups, more than 80% of each group returned responses to the attitude survey in the "Highly Agree" to "Agree" range. Females, Generation X Males and Veterans had modes of "Highly Agree", and Baby Boomer Males had a modal response of "Agree".



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	66.06%	71.96%	15.56%	64.71%	83.33%
Agree	23.85%	28.04%	68.15%	35.29%	16.67%
Neutral	10.09%	0.00%	16.30%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	36.70%	40.19%	7.41%	32.35%	83.33%
High	43.12%	29.91%	76.30%	2.94%	16.67%
Neutral	11.01%	19.63%	8.15%	64.71%	0.00%
Low	0.00%	10.28%	8.15%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

While Baby Boomer Males had a modal response of "Neutral" to the importance of this statement to the future QPS, more than 70% of each of the other groups responded in the "Very High" to "High" range. Baby Boomers had modes of "High", and Generation X Females and Veterans had a mode of "Very High".

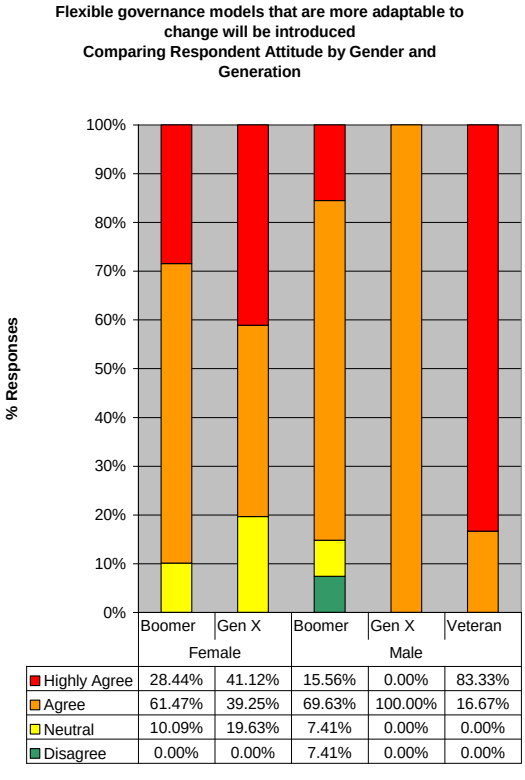
2.6.1.9 Flexible governance models that are more adaptable to change will be introduced

(Appendix B Pages 221 – 224; Appendix C DandF 9 Chart)

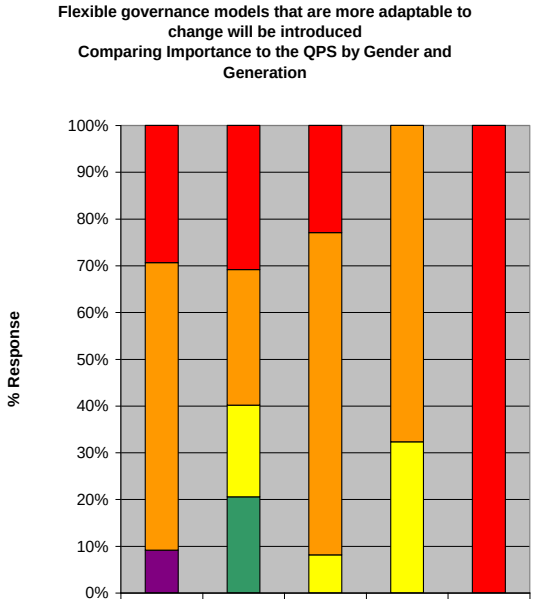
This statement leads on from the previous statement in that participants in the workshop saw the stability and sustainability in the delivery being due to more flexible governance models underpinning this delivery, and being flexible they hope that there will be less need for dramatic underlying change.

Table 57: Results of Chi Square Analysis: Flexible governance models that are more adaptable to change will be introduced

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	14.948	.002
	Gender	43.152	.000
Importance to the QPS	Generation	83.039	.000
	Gender	37.335	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	28.44%	41.12%	15.56%	0.00%	83.33%
Agree	61.47%	39.25%	69.63%	100.00%	16.67%
Neutral	10.09%	19.63%	7.41%	0.00%	0.00%
Disagree	0.00%	0.00%	7.41%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	29.36%	30.84%	22.96%	0.00%	100.00%
High	61.47%	28.97%	68.89%	67.65%	0.00%
Neutral	0.00%	19.63%	8.15%	32.35%	0.00%
Low	0.00%	20.56%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

More than 80% of the responses from each group were in the "Highly Agree" to "Agree" range for the attitude of the respondent to this statement. Generation X Females and Veterans returned modes of "Highly Agree" and the other groups had modes of "Agree", with Generation X Males' response being unanimous.

Most of the responses to the importance of this statement to the QPS of the future are in the "Very High" "to "High" range. Veterans and Generation X Females had modal responses of "Very High", and the other three groups had modes of "High".

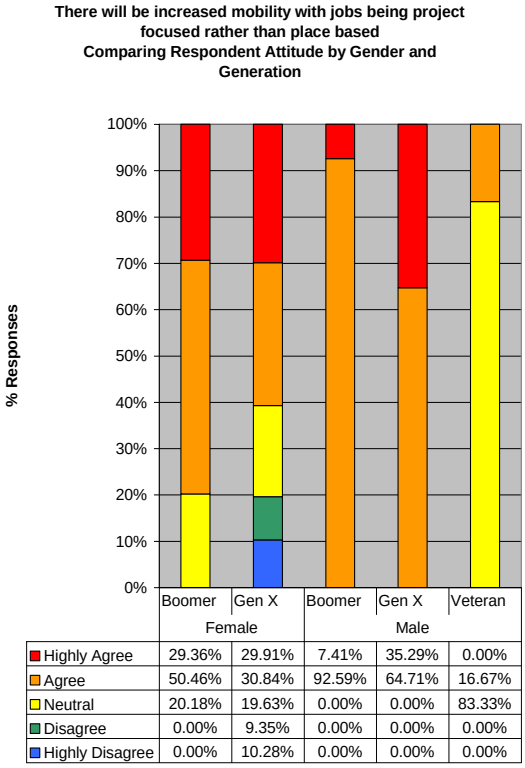
2.6.1.10 There will be increased mobility with jobs being project focused rather than place based

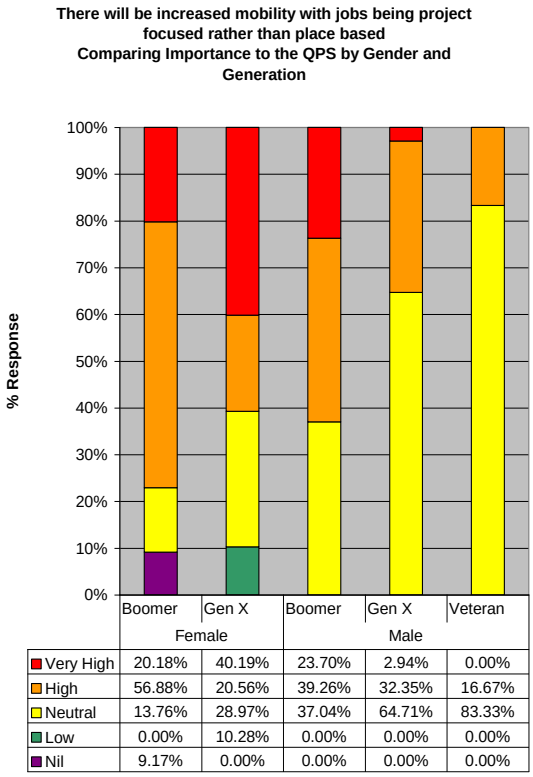
(Appendix B Pages 225 – 228; Appendix C DandF 10 Chart)

Increased mobility within the public service was seen by the participants as being beneficial to the sustainability of the future workforce, with staff moving their skills from project to project as needed rather than from position to position via multiple time-consuming job applications.

Table 58: Results of Chi Square Analysis: There will be increased mobility with jobs being project focused rather than place based

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	64.682	.000
	Gender	83.468	.000
Importance to the QPS	Generation	44.460	.000
	Gender	37.801	.000





The χ^2 analysis shows that there are significant differences between the groups.

Females, Baby Boomer and Generation X Males returned modal responses of "High" to the attitude survey and Veterans had a mode of "Neutral".

Generation X Females saw this need for more mobility as of "Very High" importance to the future QPS. Baby Boomers returned modal responses of "High". However, Veterans and Generation X Males returned modal responses of "Neutral" to the importance of the statement to the future QPS.

2.6.1.11 The QPS will consist of highly specialised workforce - highly differentiated specialised second line

(Appendix B Pages 229 – 232; Appendix C DandF 11 Chart)

The workshop participants saw this as being of benefit to the community. Specialisation of the workforce would occur, they reported, with the removal of all but the specialised professional/advisory/ consultation positions from key agencies, those supporting these specialised groups would then need to be highly specialised themselves in a broader range of skills.

Table 59: Results of Chi Square Analysis: The QPS will consist of highly specialised workforce - highly differentiated specialised second line

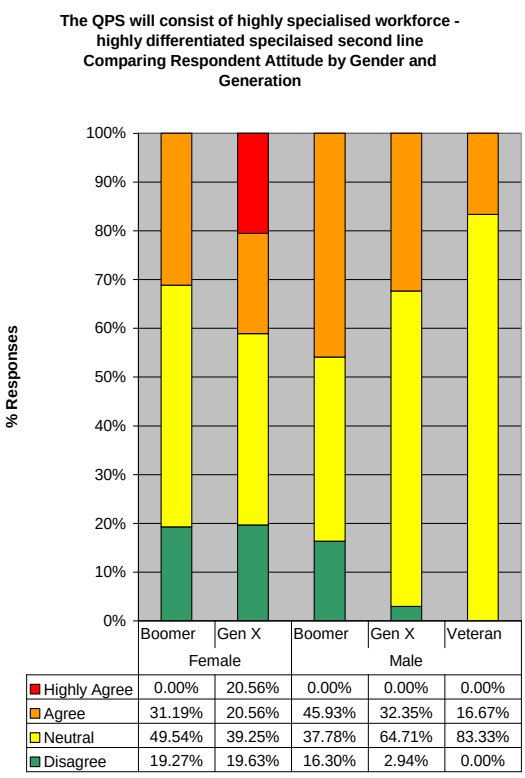
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	45.325	.000
	Gender	27.916	.000
Importance to the QPS	Generation	18.517	.001
	Gender	11.989	.017

The χ^2 results show statistically significant differences between the groups.

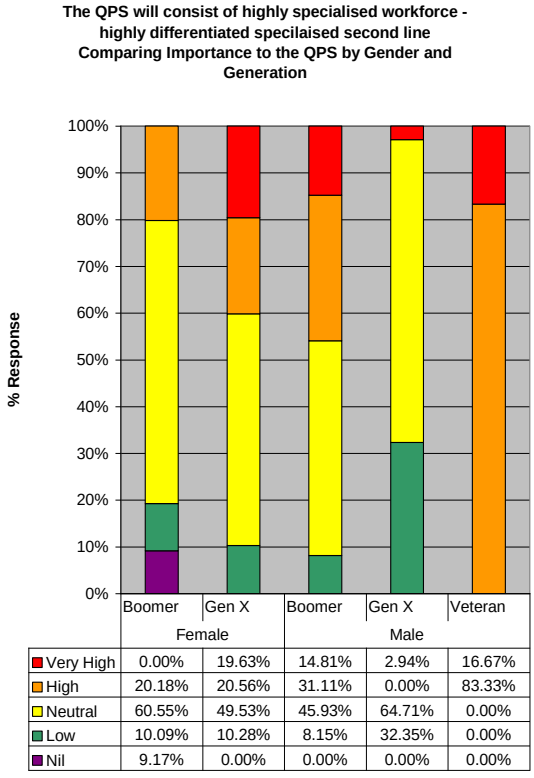
Baby Boomer Males returned a modal response of "Agree" to this statement. All other groups returned "Neutral" modes to their attitude to this statement.

Veterans returned a modal response of "High" to this statement and all other groups returned "Neutral" modes for the importance of this statement to the future QPS.

This "Neutral" response to this statement may be due to the complexity of the wording of the statement posed by the Strategic Management Network workshop.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	0.00%	20.56%	0.00%	0.00%	0.00%
Agree	31.19%	20.56%	45.93%	32.35%	16.67%
Neutral	49.54%	39.25%	37.78%	64.71%	83.33%
Disagree	19.27%	19.63%	16.30%	2.94%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	0.00%	19.63%	14.81%	2.94%	16.67%
High	20.18%	20.56%	31.11%	0.00%	83.33%
Neutral	60.55%	49.53%	45.93%	64.71%	0.00%
Low	10.09%	10.28%	8.15%	32.35%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.6.1.12 Centralised information systems which will develop efficiencies in information management will become a silo within itself and Information Management will define work

(Appendix B Pages 233 – 236; Appendix C DandF 12 Chart)

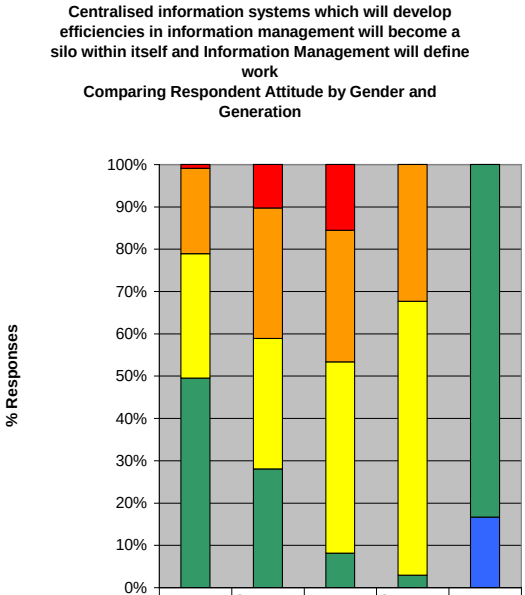
This was one of the major fears of the participants of the workshop. They could foresee a point in the next 25 years where, if steps were not taken to address the situation, the centralised information systems would define the work of the QPS from within its own silo. The silo would be created by means of controlling the information and knowledge of the QPS and access writes to it. They felt that too much information was being centrally controlled by those who did not own the information.

Table 60: Results of Chi Square Analysis: Centralised information systems, which will develop efficiencies in information management, will become a silo within itself and Information Management will define work

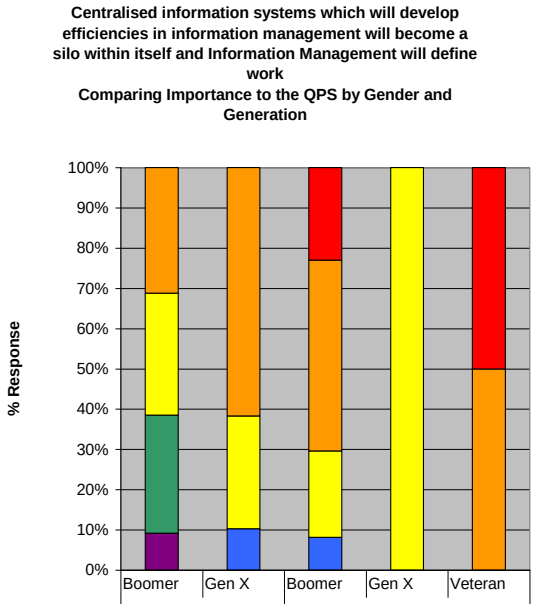
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	1.717	.633
	Gender	46.337	.000
Importance to the QPS	Generation	54.789	.000
	Gender	79.091	.000

The χ^2 analysis shows that the differences between the Generations with respect to the survey of the attitude of the respondents are not significantly different. However, the differences between the Genders on this survey and the results of the Generations and Genders on the survey of importance to the QPS are significant.

In response to the importance of the statement to the future QPS Baby Boomers, Females and Veterans have returned modes of "High", with Veterans' responses being bi-modal in the "Very High" to "High" range. Generation X Males were unanimous in their "Neutral" response.



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	0.92%	10.28%	15.56%	0.00%	0.00%
Agree	20.18%	30.84%	31.11%	32.35%	0.00%
Neutral	29.36%	30.84%	45.19%	64.71%	0.00%
Disagree	49.54%	28.04%	8.15%	2.94%	83.33%
Highly Disagree	0.00%	0.00%	0.00%	0.00%	16.67%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	0.00%	0.00%	22.96%	0.00%	50.00%
High	31.19%	61.68%	47.41%	0.00%	50.00%
Neutral	30.28%	28.04%	21.48%	100.00%	0.00%
Low	29.36%	0.00%	0.00%	0.00%	0.00%
Very Low	0.00%	10.28%	8.15%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

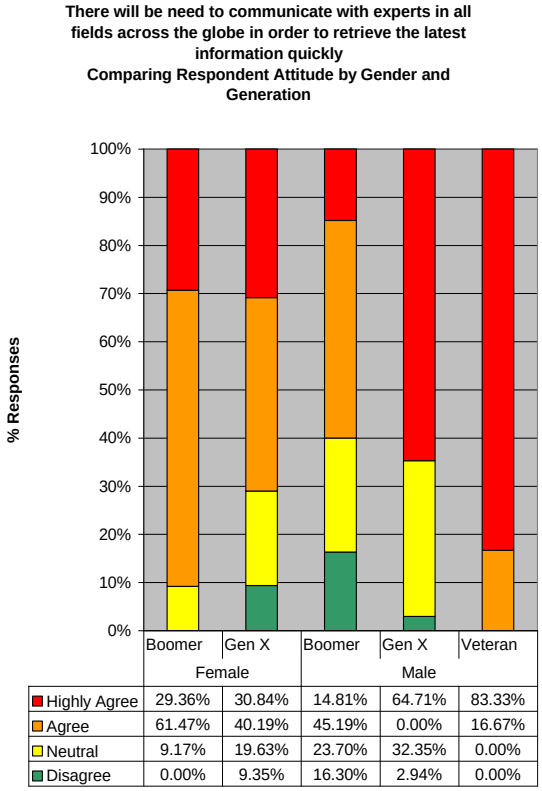
2.6.1.13 There will be need to communicate with experts in all fields across the globe in order to retrieve the latest information quickly

(Appendix B Pages 237 – 240; Appendix C DandF 13 Chart)

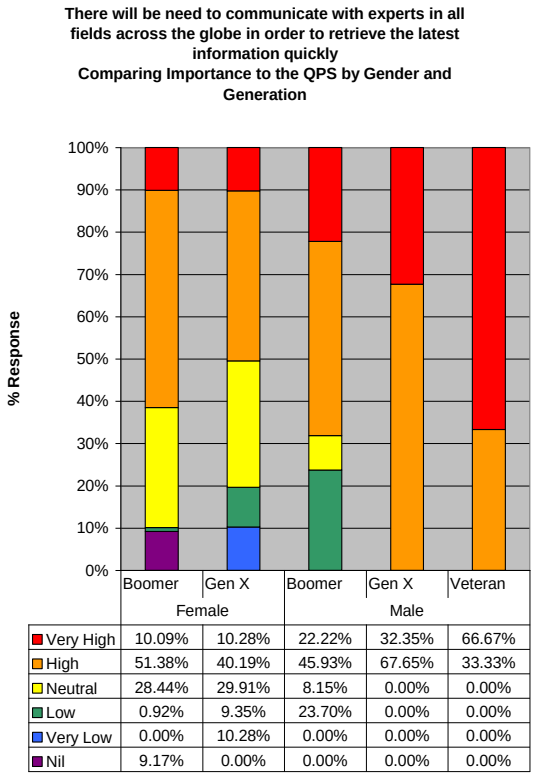
The workshop participants acknowledges the benefit of being able to electronically communicate with and quickly gather the latest information from experts anywhere in the world as being necessary for government in the future. This came back to the future becoming so rapidly complex that no one person or group of people could be expected to have all the knowledge on a particular topic and the need to rapidly acquire that knowledge so as to make decisions based on up to the minute data, information and knowledge.

Table 61: Results of Chi Square Analysis: There will be need to communicate with experts in all fields across the globe in order to retrieve the latest information quickly

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	21.983	.000
	Gender	19.268	.000
Importance to the QPS	Generation	29.764	.000
	Gender	72.969	.000



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	29.36%	30.84%	14.81%	64.71%	83.33%
Agree	61.47%	40.19%	45.19%	0.00%	16.67%
Neutral	9.17%	19.63%	23.70%	32.35%	0.00%
Disagree	0.00%	9.35%	16.30%	2.94%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	10.09%	10.28%	22.22%	32.35%	66.67%
High	51.38%	40.19%	45.93%	67.65%	33.33%
Neutral	28.44%	29.91%	8.15%	0.00%	0.00%
Low	0.92%	9.35%	23.70%	0.00%	0.00%
Very Low	0.00%	10.28%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

More than 80% of the responses to the attitude survey were in the "Highly Agree" to "Agree" range. Veterans and Generation X Males had modes of "Highly Agree", and the remaining groups had modal responses of "Agree".

The modal response for each of the groups, other than Veterans, was "High". Veterans' mode was "Very High" for the importance of this statement to the QPS. A majority of each of the groups had responses in the "Very High" to "High" range.

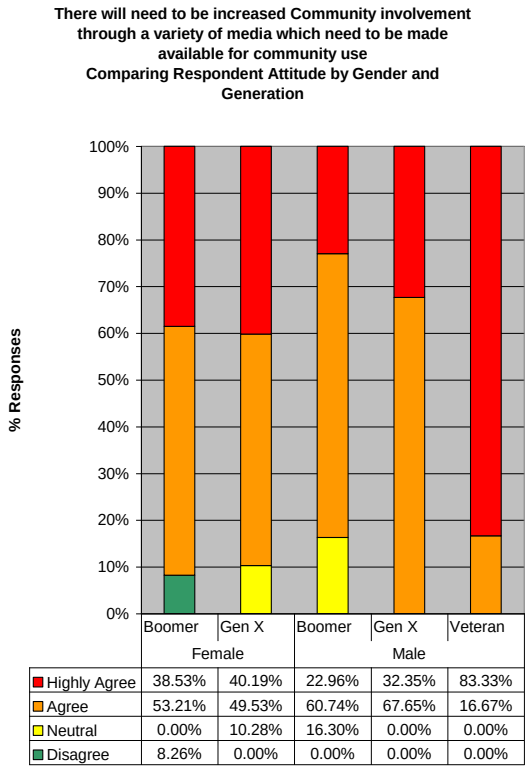
2.6.1.14 There will need to be increased Community involvement through a variety of media which need to be made available for community use

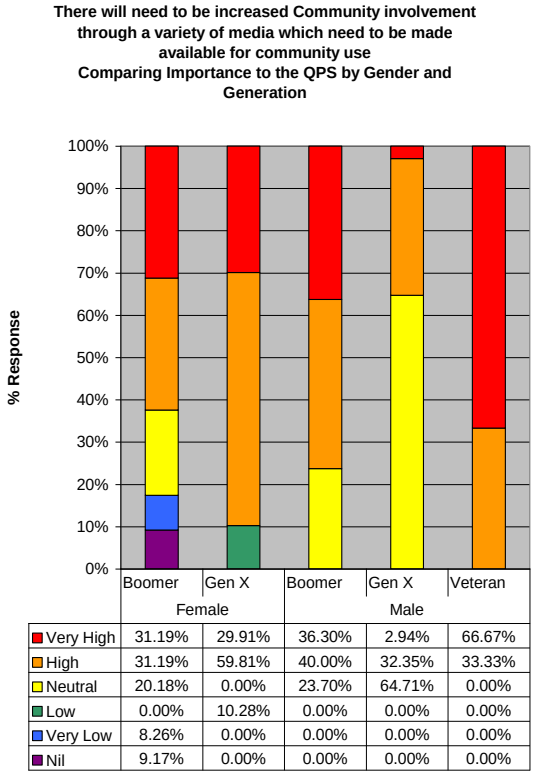
(Appendix B Pages 241 – 244; Appendix C DandF 14 Chart)

The Strategic Management Network saw the need for better more accessible Community involvement in public sector decision making as much of the expertise available would be coming from the Community or the private sector and it would be important to have the Community keep pace with the rate of change, so that they would have more understanding of government decisions.

Table 62: Results of Chi Square Analysis: There will need to be increased Community involvement through a variety of media which need to be made available for community use

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	7.559	.056
	Gender	19.638	.000
Importance to the QPS	Generation	41.463	.000
	Gender	46.712	.000





Most of the respondents responded in the "Highly Agree" to "Agree" range (more than 80% of each of the groups). The mode of each group, other than Veterans, was "Agree", while the Veterans mode was "Highly Agree".

The responses to the importance to the Queensland Public Service of the need to make accessible to the public a variety of media through which to communicate with Government varied significantly between both generations and genders: Baby Boomer Females had bi-modal responses of "Very High" and "High"; Generation X Females and Baby Boomer Males had modes of "High"; Generation X Males' mode was "Neutral"; and Veterans mode "Very High".

This response should be read in conjunction with the respondents' rejection of the statements concerning the loss of customer/client contact. In order not to lose contact it is seen as important that the government ensure access.

2.6.1.15 A balance will need to be found between advanced specializations and the ability to work across disciplines

(Appendix B Pages 245 – 248; Appendix C DandF 15 Chart)

This statement followed on from statement 11 of this section. The participants in the Strategic Management Network workshops saw the need to find a balance required between the need for specialisation in the future QPS and the ability to work across different disciplines in the interest of smaller government.

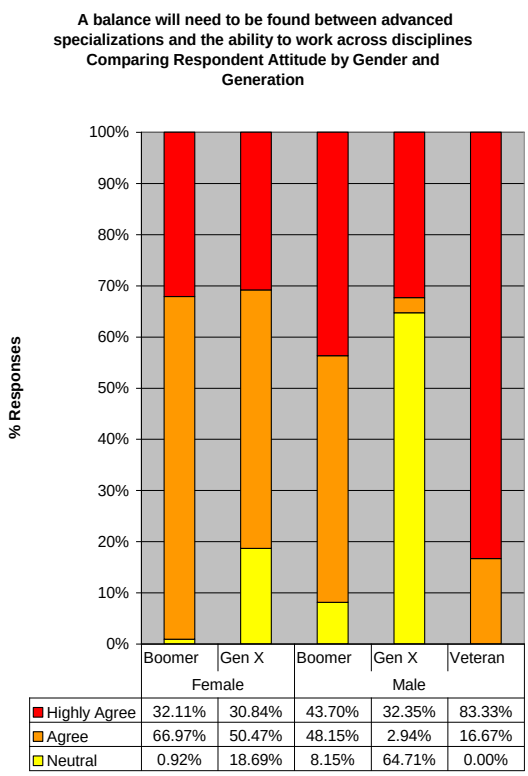
Table 63: Results of Chi Square Analysis: A balance will need to be found between advanced specializations and the ability to work across disciplines

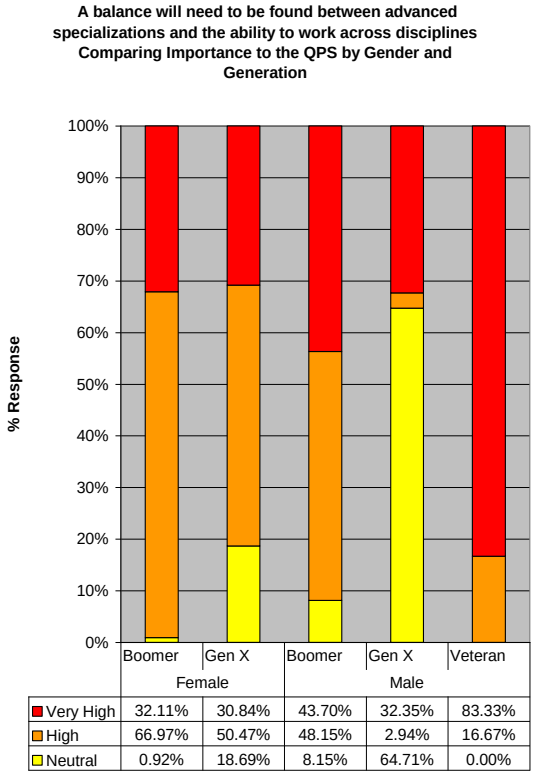
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	46.619	.000
	Gender	17.459	.000
Importance to the QPS	Generation	109.695	.000
	Gender	95.137	.000

The χ^2 tests show that there are significant differences between the generations and genders on this topic. From the graphs there is a very strong relationship between the responses to the two surveys.

Modal responses to the attitude survey were as follows: Veterans "Highly Agree"; Baby Boomers and Generation X Females "High"; and Generation X Males "Neutral". The modal responses for the importance to the QPS of this statement were Veterans "Very High"; Baby Boomers and Generation X Females "High"; and Generation X Males "Neutral".

(Further study into why Generation X Males remained, in the majority, "Neutral" to this statement could prove enlightening, given their desire to work across many projects and for greater variety of work. Is it that they are unsure of the need for a balance?)





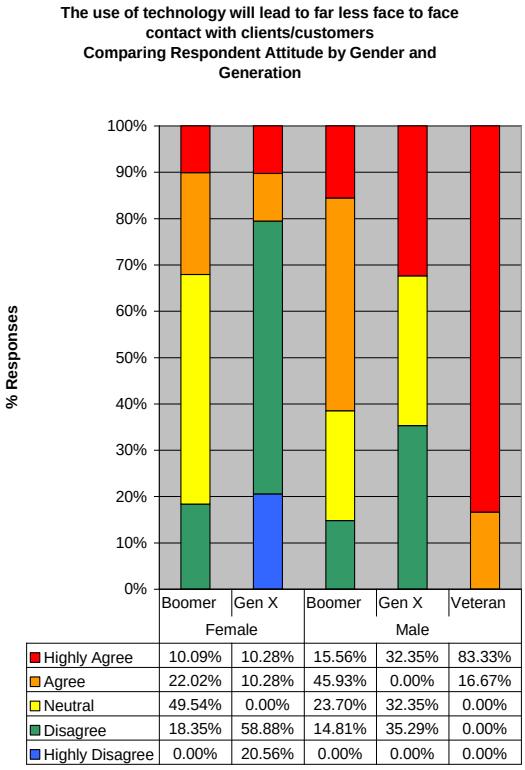
2.6.1.16 The use of technology will lead to far less face to face contact with clients/customers

(Appendix B Pages 249 – 252; Appendix C DandF 16 Chart)

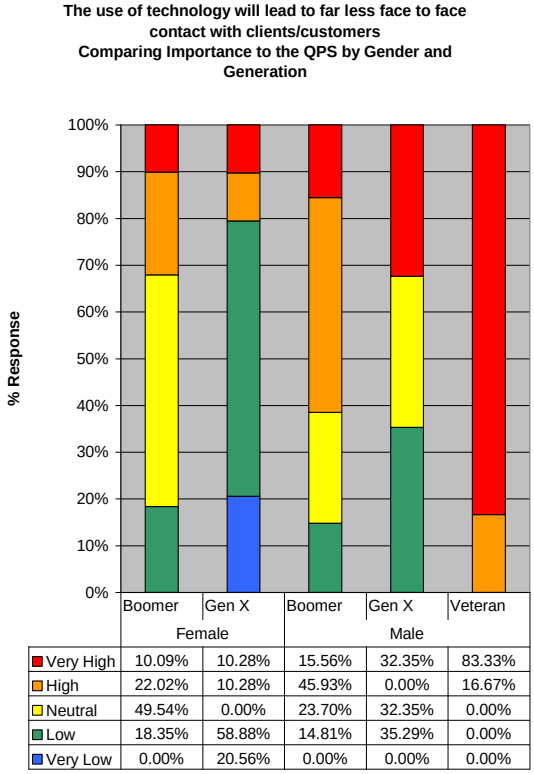
This is another statement about the fear of the participants in the workshops that they would lose the face-to-face contact, the personal contact, and all the information they had derived from these contacts over the years, because they were force into using more technological means of communication in the future. They could see the non-verbal nuances of face-to-face communication being unavailable and this putting unnecessary strain into the client/customer relationships of the future.

Table 64: Results of Chi Square Analysis: The use of technology will lead to far less face to face contact with clients/customers

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	133.739	.000
	Gender	53.973	.000
Importance to the QPS	Generation	127.771	.000
	Gender	24.754	.000



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Highly Agree	10.09%	10.28%	15.56%	32.35%	83.33%
Agree	22.02%	10.28%	45.93%	0.00%	16.67%
Neutral	49.54%	0.00%	23.70%	32.35%	0.00%
Disagree	18.35%	58.88%	14.81%	35.29%	0.00%
Highly Disagree	0.00%	20.56%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	10.09%	10.28%	15.56%	32.35%	83.33%
High	22.02%	10.28%	45.93%	0.00%	16.67%
Neutral	49.54%	0.00%	23.70%	32.35%	0.00%
Low	18.35%	58.88%	14.81%	35.29%	0.00%
Very Low	0.00%	20.56%	0.00%	0.00%	0.00%

Here, again, this statement needs to be read with other questions/ statements of the survey concerning client/ customer contact. While the χ^2 results are statistically significant there is very little difference between the responses of the groups to the two surveys.

Veterans "Highly Agree" that there will be far less face-to-face contact; Baby Boomer Males returned a mode of "Agree"; Baby Boomer Females were on average "Neutral"; Generation X had a modal response of "Disagree". Similarly their modal responses to the importance of this statement to the QPS were: Veterans "Very High"; Baby Boomer Males "High"; Baby Boomer Females "Neutral"; and Generation X "Low".

(It would be interesting to see over time if these statistics change or if Generation Y respondents would "Highly Disagree" and see the importance as "Very Low". This response could be

indicative of the amount of technology each group currently uses and/or the amount of face-to-face contact they are used to having with clients/ customers.)

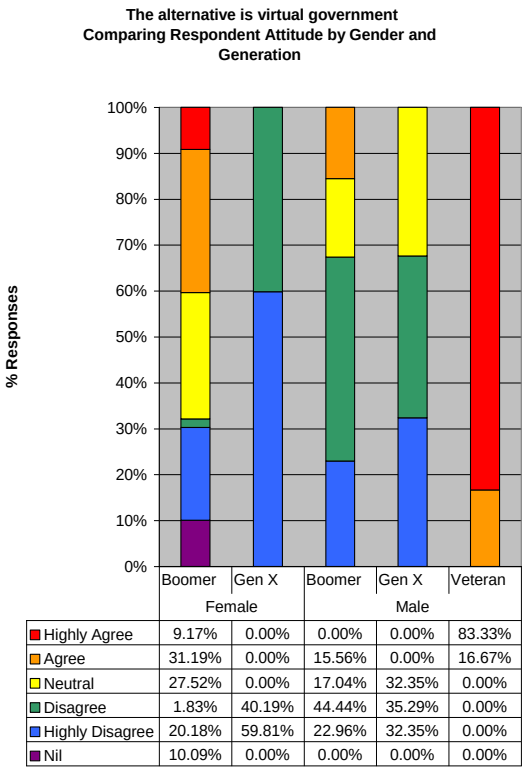
2.6.1.17 The alternative is virtual government

(Appendix B Pages 253 – 256; Appendix C DandF 17 Chart)

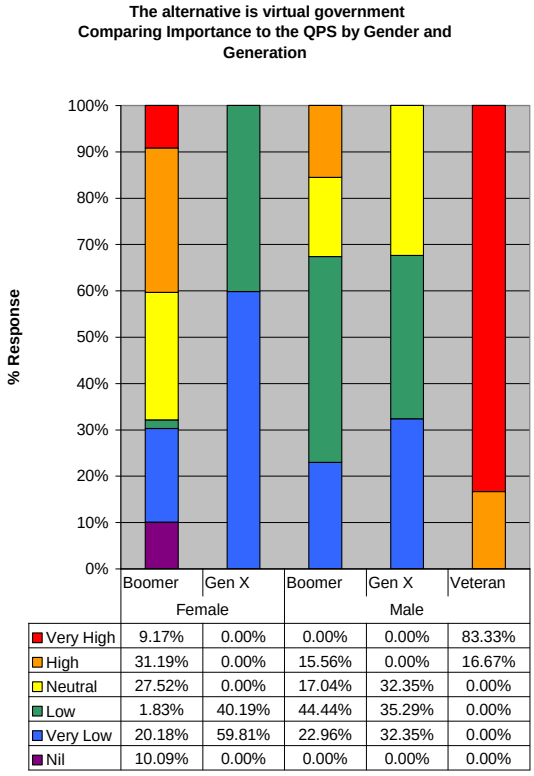
The Strategic Management Network workshop participants saw a great difference between the delivery of "virtual" government and all its connotations for lack of personal contact with the population as community and clients and the prospect of working in "virtual" offices or agencies.

Table 65: Results of Chi Square Analysis: The alternative is virtual government

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	85.856	.000
	Gender	32.906	.000
Importance to the QPS	Generation	78.455	.000
	Gender	44.580	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	9.17%	0.00%	0.00%	0.00%	83.33%
Agree	31.19%	0.00%	15.56%	0.00%	16.67%
Neutral	27.52%	0.00%	17.04%	32.35%	0.00%
Disagree	1.83%	40.19%	44.44%	35.29%	0.00%
Highly Disagree	20.18%	59.81%	22.96%	32.35%	0.00%
Nil	10.09%	0.00%	0.00%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	9.17%	0.00%	0.00%	0.00%	83.33%
High	31.19%	0.00%	15.56%	0.00%	16.67%
Neutral	27.52%	0.00%	17.04%	32.35%	0.00%
Low	1.83%	40.19%	44.44%	35.29%	0.00%
Very Low	20.18%	59.81%	22.96%	32.35%	0.00%
Nil	10.09%	0.00%	0.00%	0.00%	0.00%

This being one of the outlier statements it was interesting to see that Veterans had a modal response of "Highly Agree", and Baby Boomer Females had a mode of "Agree". The other Males on average "Disagreed". The Generation X Females "Highly Disagreed".

Responses to the importance of the statement to government showed similar interpretations. Veterans on average thought it of "Very High" importance; Baby Boomer Females of "High" importance; other Male groups of "Low" importance; and Generation X Females of "Very Low" importance.

It should also be noted that 10.09% of Baby Boomer Females did not respond.

This bares further investigation. Is it that the different groups have different visions of what "Virtual Government" is?

2.6.1.18 Entrepreneurial government will result from a conflict between the public provider partnership models and the regulatory focus for compliant qualities -one sector economy

(Appendix B Pages 257 – 260; Appendix C DandF 18 Chart)

From the limited basis of their participation in public provider partnerships with private enterprise the participants in the workshop could see that the blurring of the two sectors into one in such circumstances could be more difficult to regulate in the future. Partnerships between on public sector agency and private enterprise have already been know in some cases to cause difficulties for other public sector agencies, and raise questions of the nature of public interest when regulation of one department is out of sync with the private outcomes of another.

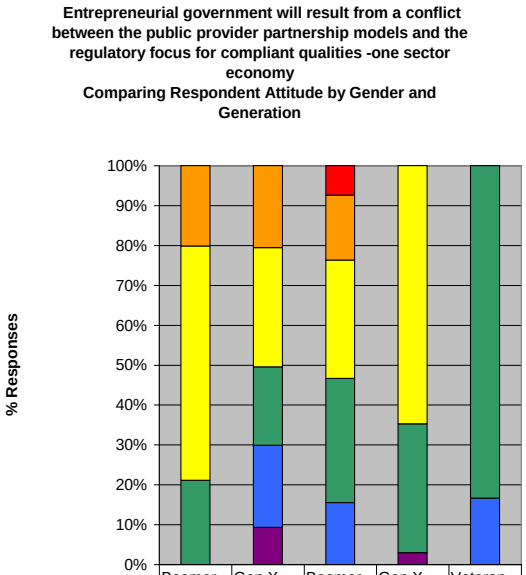
Table 66: Results of Chi Square Analysis: Entrepreneurial government will result from a conflict between the public provider partnership models and the regulatory focus for compliant qualities - one sector economy

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	30.220	.000
	Gender	29.965	.000
Importance to the QPS	Generation	46.373	.000
	Gender	32.622	.000

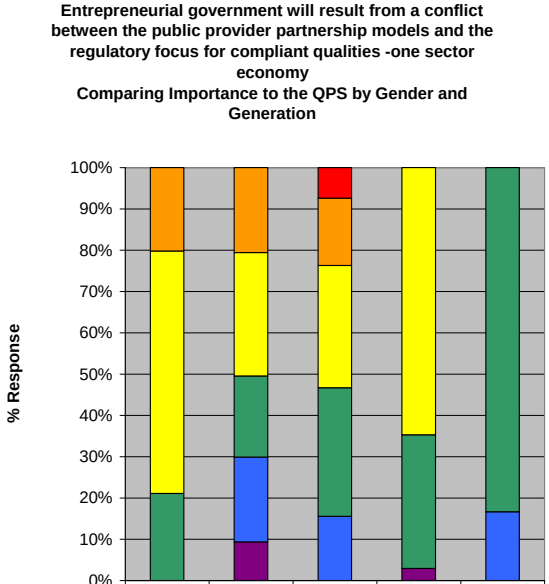
The χ^2 analysis shows significant differences between the groups on both surveys.

Females and Generation X Males remained on average "Neutral" to this statement, while Baby Boomer Males and Veterans returned modes of "Disagree". Similarly Females and Generation X Males had modal responses of "Neutral" to the importance of the statement to the QPS and Baby Boomer and Veteran Males thought it of "Low" importance on average.

Nil responses were recorded for both surveys from 9.35% of Generation X Females and 2.94% of Generation X Males.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	0.00%	0.00%	7.41%	0.00%	0.00%
Agree	20.18%	20.56%	16.30%	0.00%	0.00%
Neutral	58.72%	29.91%	29.63%	64.71%	0.00%
Disagree	21.10%	19.63%	31.11%	32.35%	83.33%
Highly Disagree	0.00%	20.56%	15.56%	0.00%	16.67%
Nil	0.00%	9.35%	0.00%	2.94%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	0.00%	0.00%	7.41%	0.00%	0.00%
High	20.18%	20.56%	16.30%	0.00%	0.00%
Neutral	58.72%	29.91%	29.63%	64.71%	0.00%
Low	21.10%	19.63%	31.11%	32.35%	83.33%
Very Low	0.00%	20.56%	15.56%	0.00%	16.67%
Nil	0.00%	9.35%	0.00%	2.94%	0.00%

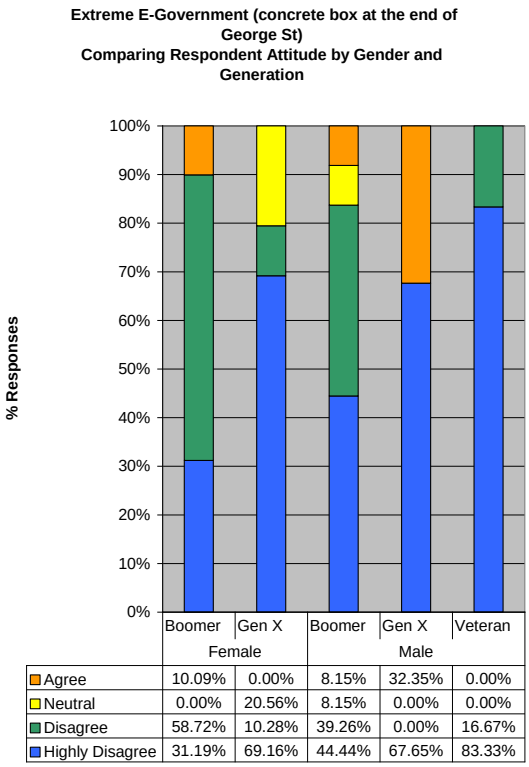
2.6.1.19 Extreme E-Government (concrete box at the end of George St)

(Appendix B Pages 261 – 264; Appendix C DandF 19 Chart)

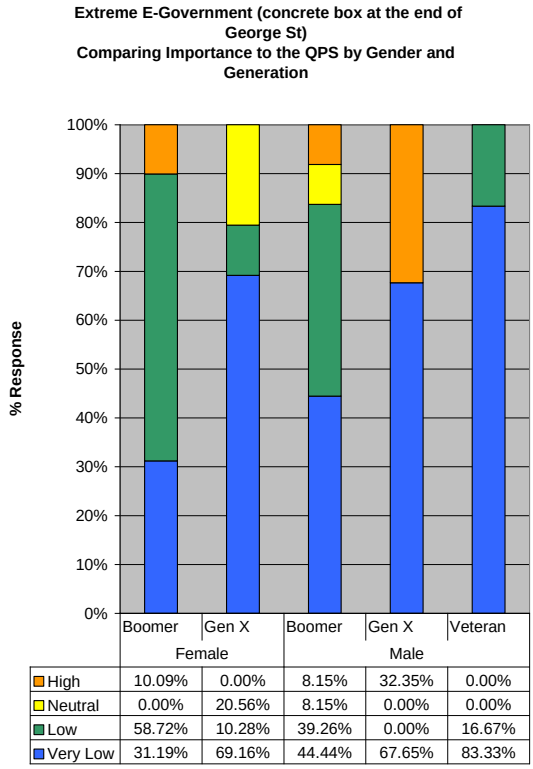
While participants of the Strategic Management Network workshops could see the rapid increase of the importance of technological advances to the QPS they could not see the possibility of it reaching the extremity of an all encompassing call centre in a concrete box at the end of George St. Neither did they expect that it would reach the stage of using robotics in the next 25 years to perform some functions currently performed by public servants. However, they did concede that they would not have expected in 1980 to have been working directly with computers on a daily basis, in their working life. This statement as with the metaphor on this topic was included as an outlier, and proposed by Generation X members of the workshop.

Table 67: Results of Chi Square Analysis: Extreme E-Government (concrete box at the end of George St)

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	71.926	.000
	Gender	8.588	.035
Importance to the QPS	Generation	30.415	.000
	Gender	20.005	.001



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Agree	10.09%	0.00%	8.15%	32.35%	0.00%
Neutral	0.00%	20.56%	8.15%	0.00%	0.00%
Disagree	58.72%	10.28%	39.26%	0.00%	16.67%
Highly Disagree	31.19%	69.16%	44.44%	67.65%	83.33%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
High	10.09%	0.00%	8.15%	32.35%	0.00%
Neutral	0.00%	20.56%	8.15%	0.00%	0.00%
Low	58.72%	10.28%	39.26%	0.00%	16.67%
Very Low	31.19%	69.16%	44.44%	67.65%	83.33%

Again the idea of extreme e-Government is rejected by the respondents. Each of the groups has more than 60% of the responses to the attitude survey in the "Highly Disagree" to "Disagree" ranges.

All the groups with the exception of Baby Boomer Females returned modes of "Highly Disagree" to the attitude survey, while Baby Boomer Females mode was "Disagree".

Similar responses were given to the importance of this statement to the future QPS. In this case the modes for every group, except Baby Boomer Females, were "Very Low", and for Baby Boomer Females it was "Low".

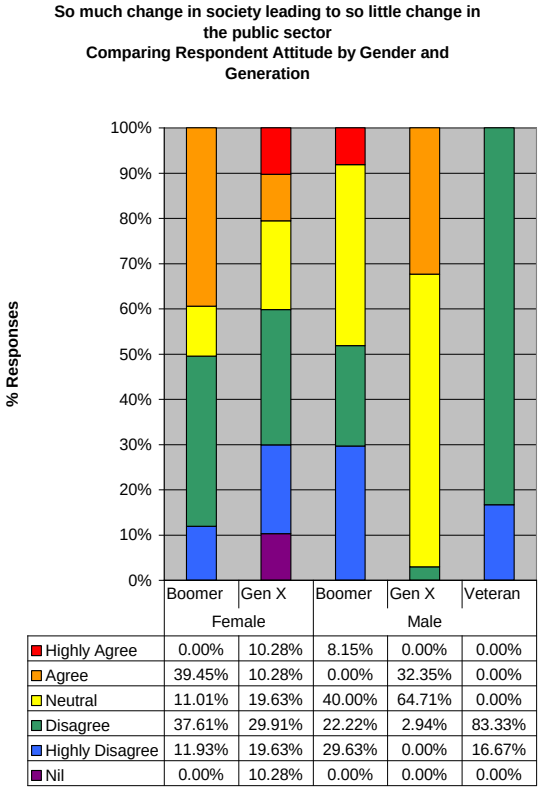
2.6.1.20 So much change in society leading to so little change in the public sector

(Appendix B Pages 265 – 268; Appendix C DandF 20 Chart)

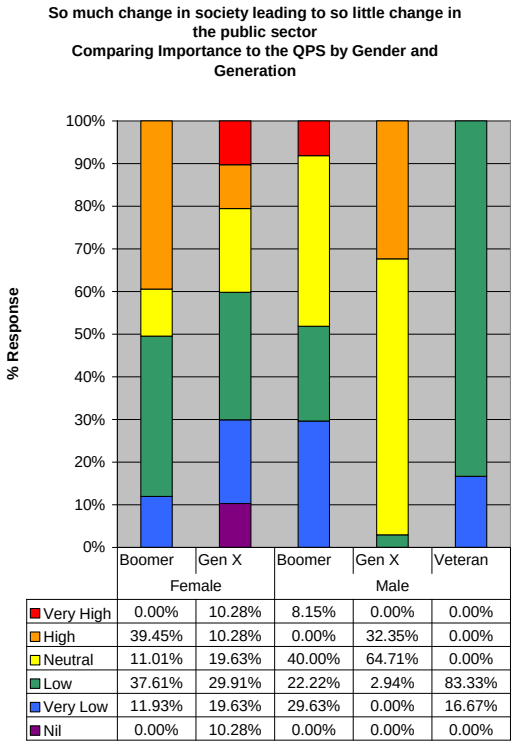
One of the fears of the workshop participants and one of the sources for anxiety for the Strategic Management Network was that the public sector would not only be able to keep pace with the rate of change but that it would be unable to face the change and its complexity and rapid pace and revert to its more traditional structures and remain unaware of its changing environment.

Table 68: Results of Chi Square Analysis: So much change in society leading to so little change in the public sector

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	24.995	.000
	Gender	66.049	.000
Importance to the QPS	Generation	40.636	.000
	Gender	63.107	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	0.00%	10.28%	8.15%	0.00%	0.00%
Agree	39.45%	10.28%	0.00%	32.35%	0.00%
Neutral	11.01%	19.63%	40.00%	64.71%	0.00%
Disagree	37.61%	29.91%	22.22%	2.94%	83.33%
Highly Disagree	11.93%	19.63%	29.63%	0.00%	16.67%
Nil	0.00%	10.28%	0.00%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	0.00%	10.28%	8.15%	0.00%	0.00%
High	39.45%	10.28%	0.00%	32.35%	0.00%
Neutral	11.01%	19.63%	40.00%	64.71%	0.00%
Low	37.61%	29.91%	22.22%	2.94%	83.33%
Very Low	11.93%	19.63%	29.63%	0.00%	16.67%
Nil	0.00%	10.28%	0.00%	0.00%	0.00%

The χ^2 results show that the differences between the groups are significant.

The modal response for Baby Boomer Females was "Agree", Baby Boomer Males and Generation X Males "Neutral", and for Generation X Females and Veterans "Disagree". The Baby Boomer

Females agree with this fear that the Public Service will not respond to the change society requires of it and be left behind.

Of perhaps more concern is the response of the Baby Boomer and Generation X Males who returned "Neutral" modes to both surveys. This response begs the question of whether these groups think that change may not be required of the QPS.

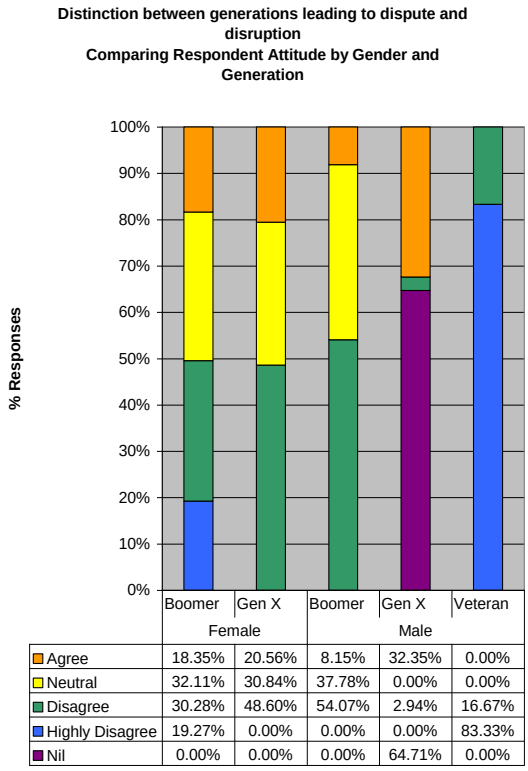
2.6.1.21 Distinction between generations leading to dispute and disruption

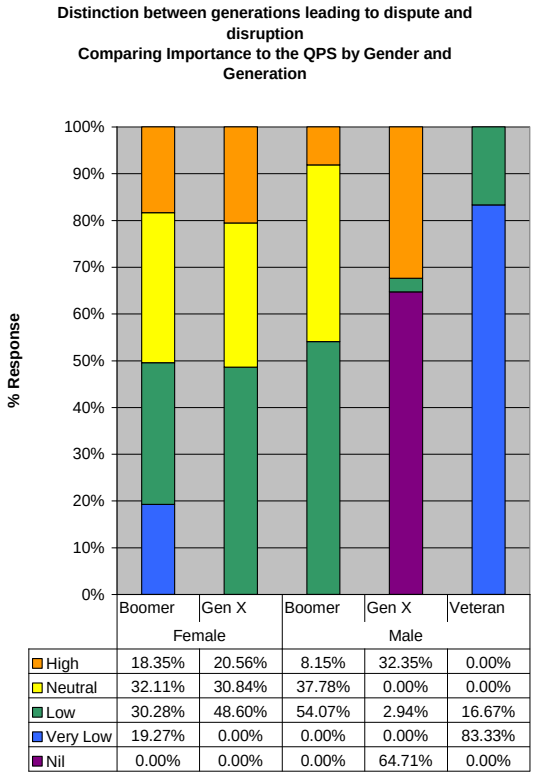
(Appendix B Pages 269 – 272; Appendix C DandF 21 Chart)

Many of the workshop participants felt that even raising any distinctions between generations would lead to dispute and disruption, and they were uncertain as to how to address the issues that were already becoming apparent for fear of political incorrectness pertaining to age.

Table 69: Results of Chi Square Analysis: Distinction between generations leading to dispute and disruption

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	61.636	.000
	Gender	37.260	.000
Importance to the QPS	Generation	33.280	.000
	Gender	57.364	.000





The majority of Generation X Males did not respond to this question.

Modal responses for Females and Baby Boomer Males to the attitude survey were to "Disagree", and for the Veterans "Highly Disagree". The groups, other than Generation X Males, do not envisage any disputes arising from the need to distinguish between the generations in the workplace. This response in conjunction with the results from previous statements in the survey concerning the different needs of the generations in the workplace seems to indicate that the workforce is aware of the need for a variety of working conditions to exist in the Queensland Public Service of the future.

2.6.1.22 Loss of some of the basics of the public service/government toolkit such as policy writing etc.

(Appendix B Pages 273 – 276; Appendix C DandF 22 Chart)

The participants were already aware of the loss experienced in some departments of skills once thought fundamental to the government bureaucrat. These included skills in policy writing, legislative drafting, and decision making. Some of these skills they could see needed to change, but they were all still necessary to the current and future work of the sector, which would not change fundamentally. Their fear arose from the problem of having to distinguish in the current environment of accelerated change making mistakes between what should be unlearnt and what skills must remain.

Table 70: Results of Chi Square Analysis: Loss of some of the basics of the public service/government toolkit such as polity writing etc.

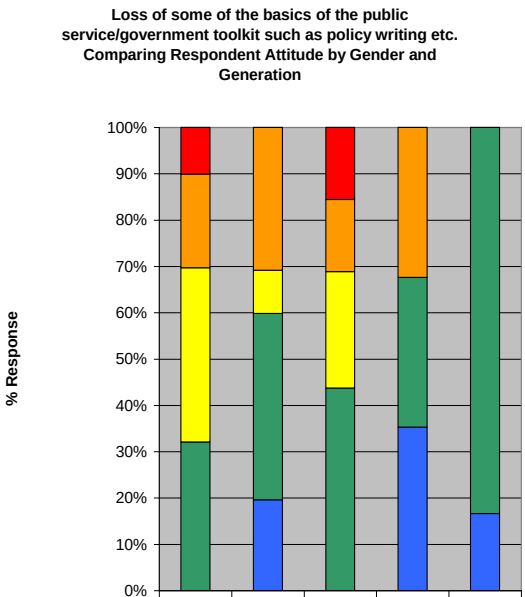
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	105.775	.000
	Gender	10.361	.035
Importance to the QPS	Generation	30.643	.000
	Gender	48.886	.000

The χ^2 results show that there are significant differences between the different groups in regard to the loss of some of the basic skills of the career public servant.

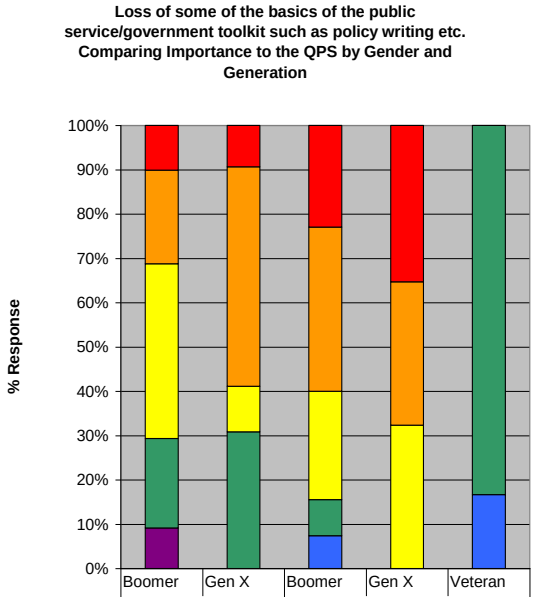
Baby Boomer Females had a modal response of "Neutral" to both surveys, and a nil response from 9.17% of the group to the importance of this statement to the QPS.

Generation X Females, Baby Boomer Males and Veterans each had modes of "Disagree" to the attitude survey.

Generation X Males' mode for the attitude survey was "Highly Disagree".



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	10.09%	0.00%	15.56%	0.00%	0.00%
Agree	20.18%	30.84%	15.56%	32.35%	0.00%
Neutral	37.61%	9.35%	25.19%	0.00%	0.00%
Disagree	32.11%	40.19%	43.70%	32.35%	83.33%
Highly Disagree	0.00%	19.63%	0.00%	35.29%	16.67%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	10.09%	9.35%	22.96%	35.29%	0.00%
High	21.10%	49.53%	37.04%	32.35%	0.00%
Neutral	39.45%	10.28%	24.44%	32.35%	0.00%
Low	20.18%	30.84%	8.15%	0.00%	83.33%
Very Low	0.00%	0.00%	7.41%	0.00%	16.67%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

Although Generation Xers and Baby Boomer Males on average disagreed with this statement they considered it as important to the QPS. Each of the groups recorded a majority of their responses in the "Very High" to "High" range, with modes of "High" for Baby Boomer Males and Generation X Females, and "Very High" for Generation X Males.

The Veterans modal response to the importance of the loss of some of the basic skills to the QPS was "Low".

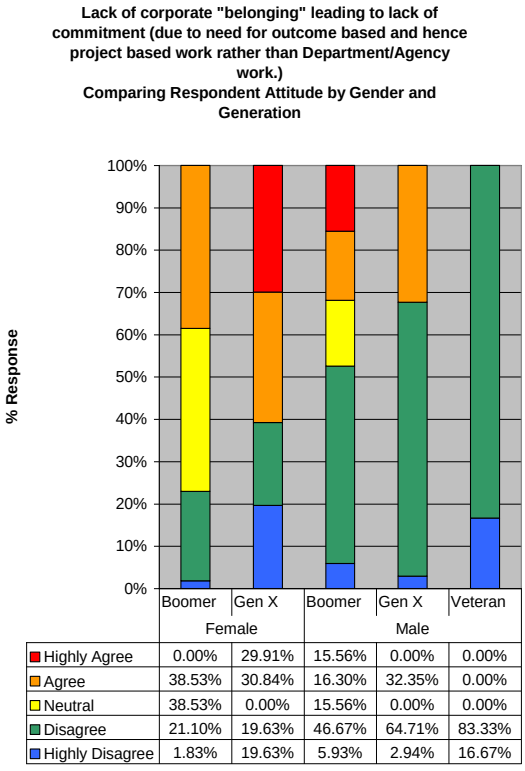
2.6.1.23 Lack of corporate "belonging" leading to lack of commitment (due to need for outcome based and hence project based work rather than Department/Agency work.)

(Appendix B Pages 277 – 280; Appendix C DandF 23 Chart)

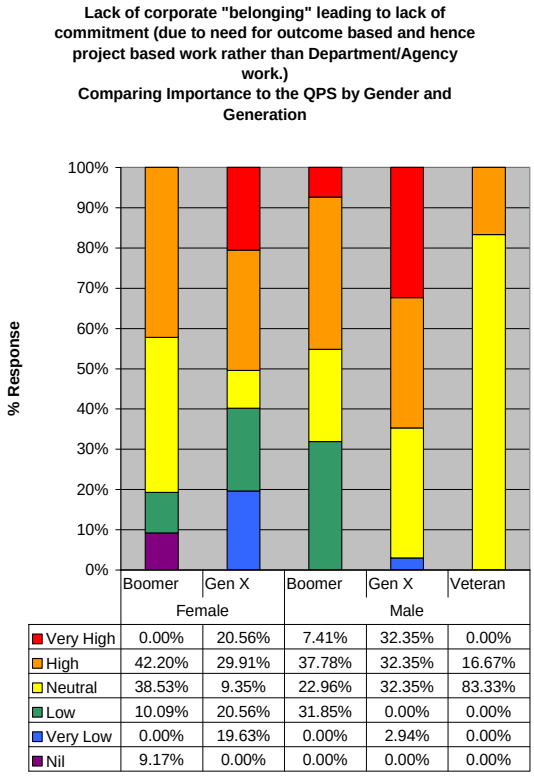
Some of the participants were concerned that the need to structurally change the government bureaucracy would impact the public servants sense of belonging and lead to issues of lack of commitment and loyalty over time.

Table 71: Results of Chi Square Analysis: Lack of corporate "belonging" leading to lack of commitment (due to need for outcome based and hence project based work rather than Departmental/Agency work

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	64.226	.000
	Gender	42.699	.000
Importance to the QPS	Generation	86.692	.000
	Gender	27.371	.000



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	0.00%	29.91%	15.56%	0.00%	0.00%
Agree	38.53%	30.84%	16.30%	32.35%	0.00%
Neutral	38.53%	0.00%	15.56%	0.00%	0.00%
Disagree	21.10%	19.63%	46.67%	64.71%	83.33%
Highly Disagree	1.83%	19.63%	5.93%	2.94%	16.67%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	0.00%	20.56%	7.41%	32.35%	0.00%
High	42.20%	29.91%	37.78%	32.35%	16.67%
Neutral	38.53%	9.35%	22.96%	32.35%	83.33%
Low	10.09%	20.56%	31.85%	0.00%	0.00%
Very Low	0.00%	19.63%	0.00%	2.94%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

There were marked differences between the genders on their attitude to the fear of a lack of corporate belonging in these circumstances. The modal response for Generation X Females was "Highly Agree" and over 60% had their responses in the "Highly Agree" to "Agree" range. The Baby Boomer Females mode was split between the responses "Agree" and "Neutral". The Males all returned modal responses of "Disagree", with the majority of responses for each group in the "Disagree" to "Highly Disagree" range.

On the importance to the QPS of this lack of belonging: Generation X Males had a modal response split across the "Very High" to "Neutral" categories, the Females and Baby Boomer Males returned modes of "High", and Veterans mode was "Neutral".

2.7 Future Issues for the Queensland Public Service

The Strategic Management Network (SMN) identified at the workshops a number of issues which they saw as future issues as distinct from emerging issues. These had not yet been discussed at whole of government level in relation to the Queensland Public Service and included some very fundamental issues:

- what will the QPS look like and how will it function in the next 25 years;
- the effects of technology blurs the State's borders, and the QPS client base;
- re-defining distance in terms of accessibility and availability of technology rather than just present time and longitude or latitude;
- what are the future management skills required to sustain the QPS and how will these exist in a business oriented environment;
- how will a government bureaucracy cope with the individualism required to be sustainable in the Knowledge Age and beyond;
- what will be the impacts on strategic planning of partnerships with private enterprise, especially where these relationships cross election periods;
- and how will a rapid and significant change agenda be implemented and accepted within the current QPS, so as to achieve the expectations of the community of the Public Service of the future?

2.7.1.1 Capability building, beyond financial management training is required for managers across government to build business skills and ability to work in an outcome environment

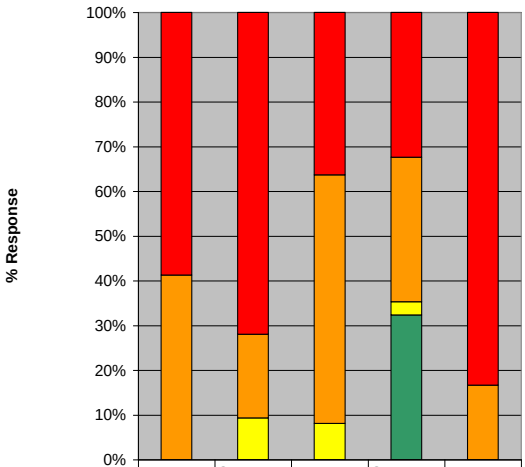
(Appendix B Pages 281 – 284; Appendix C Future Issues 1 Chart)

Since the latter years of last century financial management training has been required of management staff in most Queensland Government agencies. However, the SMN saw the need to expand the list of skill requirement for senior management in the QPS to meet the changing needs into the future.

Table 72: Results of Chi Square Analysis: Capability building beyond financial management training is required for managers across government to build business skills and ability to work in an outcome environment

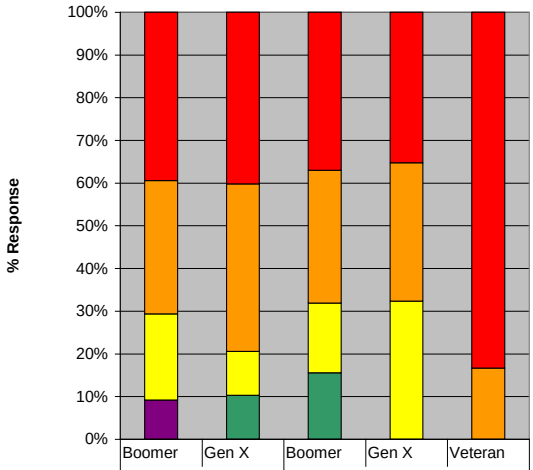
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	41.624	.000
	Gender	38.529	.000
Importance to the QPS	Generation	7.273	.122
	Gender	15.074	.005

Capability building, beyond financial management training is required for managers across government to build business skills and ability to work in an outcome environment
Comparing Respondent Attitude by Gender and Generation



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	58.72%	71.96%	36.30%	32.35%	83.33%
Agree	41.28%	18.69%	55.56%	32.35%	16.67%
Neutral	0.00%	9.35%	8.15%	2.94%	0.00%
Disagree	0.00%	0.00%	0.00%	32.35%	0.00%

Capability building, beyond financial management training is required for managers across government to build business skills and ability to work in an outcome environment
Comparing Importance to the QPS by Gender and Generation



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	39.45%	40.19%	37.04%	35.29%	83.33%
High	31.19%	39.25%	31.11%	32.35%	16.67%
Neutral	20.18%	10.28%	16.30%	32.35%	0.00%
Low	0.00%	10.28%	15.56%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

The χ^2 results show that the differences between the generational groups, with respect to the importance of this statement to the QPS, are not statistically significant.

Each of the groups has the majority of its responses in the "Highly Agree" to "Agree" range in the attitude survey. The modal response for Females and Veterans was "Highly Agree", for Baby Boomer Males "Agree", and for Generation X Males it was split evenly between "Highly Agree", "Agree", and "Disagree" categories.

The modal response for all groups to the importance of this statement to the QPS is "Very High", and each group had more than 60% of its responses in the "Very High" to "High" range.

2.7.1.2 Rapid change in expectations of government bureaucracies and their delivery of outcomes has changed their characteristics

(Appendix B Pages 285 – 288; Appendix C Future Issues 2 Chart)

The SMN workshop attendants were very aware of the changes taking place within government especially in relation to the outcomes expected of the Administrative tier, due to the greater expectations of the other tiers of government and the population in general. This awareness came from their roles as strategic planners, performance managers and budget writers and participants. They could see that the bureaucracy by its nature did not have the means to respond and was therefore being force to change to meet requirements. That the direction of this change was being forced rather than managed was of great concern to the workshop participants, not because of their lack of control, but rather because there was considerable risk of where such change might end.

Table 73: Results of Chi Square Analysis: Rapid change in expectations of government bureaucracies and their delivery of outcomes has changed their characteristics

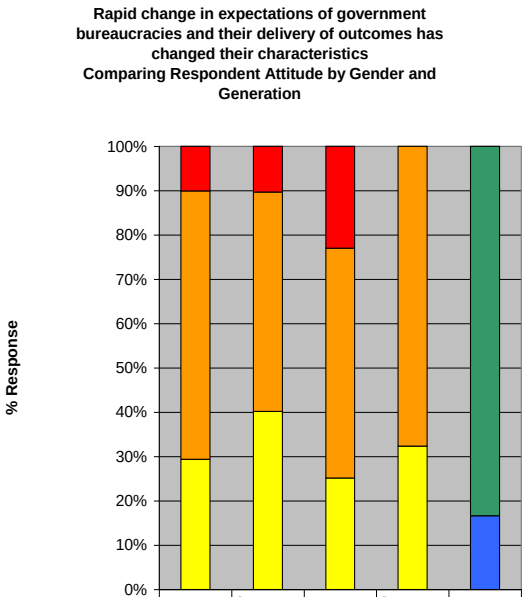
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	9.506	.009
	Gender	14.072	.007
Importance to the QPS	Generation	38.486	.000
	Gender	31.830	.000

The χ^2 results show that the differences between the groups are statistically significant.

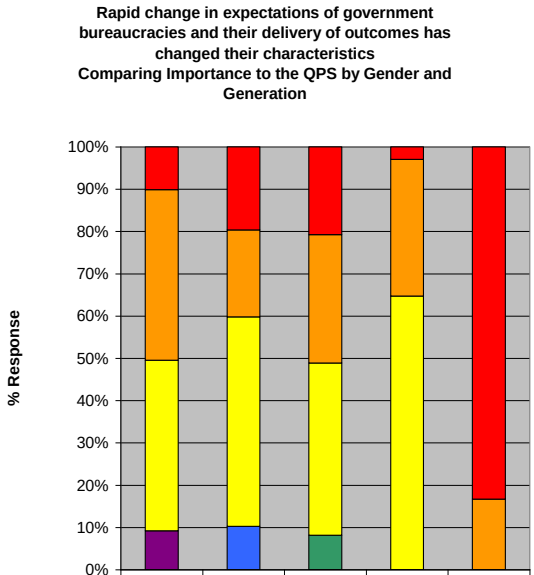
Each of the group, other than Veterans, had modal responses to the attitude survey of "Agree". Veterans' mode was "Disagree".

Despite this response to the attitude survey, Generation X Females, Baby Boomer Males and Generation X Males returned modes of "Neutral" to the importance of this statement to the QPS, and Baby Boomer Female modal response is split between "High" and "Neutral". This would seem to suggest that although they as individuals are appreciative of the effects of the change on the character of the QPS they don't think the bureaucracy is aware that it is being changed.

Veterans returned a mode of "Very High" to the importance of this statement to the QPS, which puts them in contrast to the other groups. They disagree with the statement itself but consider it of great importance to the future QPS.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	10.09%	10.28%	22.96%	0.00%	0.00%
Agree	60.55%	49.53%	51.85%	67.65%	0.00%
Neutral	29.36%	40.19%	25.19%	32.35%	0.00%
Disagree	0.00%	0.00%	0.00%	0.00%	83.33%
Highly Disagree	0.00%	0.00%	0.00%	0.00%	16.67%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	10.09%	19.63%	20.74%	2.94%	83.33%
High	40.37%	20.56%	30.37%	32.35%	16.67%
Neutral	40.37%	49.53%	40.74%	64.71%	0.00%
Low	0.00%	0.00%	8.15%	0.00%	0.00%
Very Low	0.00%	10.28%	0.00%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.7.1.3 There is a clearly defined vision of where the changing methodologies of business in the public service are taking the QPS

(Appendix B Pages 289 – 292; Appendix C Future Issues 3 Chart)

Again the SMN workshop participants were exploring the perceived lack of vision of the future QPS: specifically the direction in which current work practices and business methodologies were likely to take the QPS and how these directions might effect its options for the future.

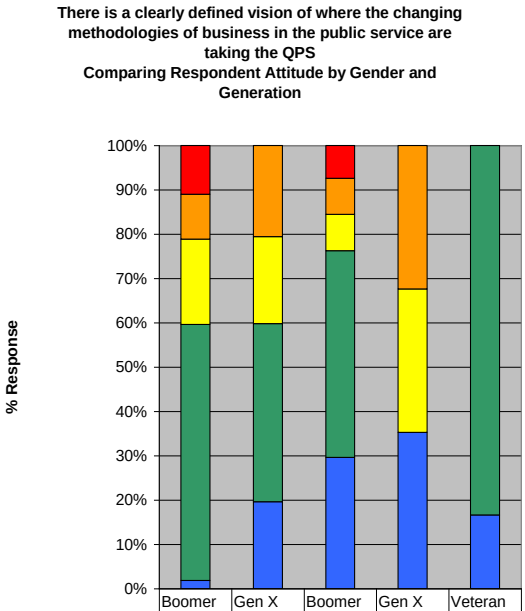
Table 74: Results of Chi Square Analysis: There is a clearly defined vision of where the changing methodologies of business in the public service are taking the QPS

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	40.810	.000
	Gender	24.746	.000
Importance to the QPS	Generation	37.656	.000
	Gender	23.811	.000

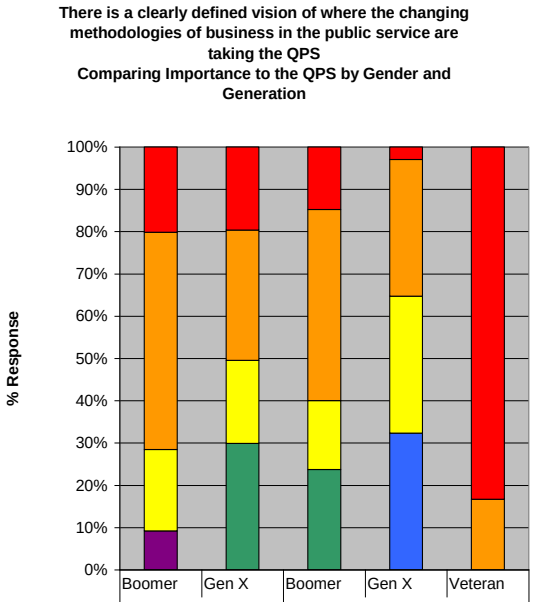
The χ^2 results show that the differences between the groups are statistically significant.

The modal responses to the attitude survey indicate that the respondents do not have a sense of a clearly defined future QPS toward which changes being undertaken are directed. The modal

response for all groups other than Generation X Males was "Disagree", while for Generation X Males the mode was "Highly Disagree".



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	11.01%	0.00%	7.41%	0.00%	0.00%
Agree	10.09%	20.56%	8.15%	32.35%	0.00%
Neutral	19.27%	19.63%	8.15%	32.35%	0.00%
Disagree	57.80%	40.19%	46.67%	0.00%	83.33%
Highly Disagree	1.83%	19.63%	29.63%	35.29%	16.67%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	20.18%	19.63%	14.81%	2.94%	83.33%
High	51.38%	30.84%	45.19%	32.35%	16.67%
Neutral	19.27%	19.63%	16.30%	32.35%	0.00%
Low	0.00%	29.91%	23.70%	0.00%	0.00%
Very Low	0.00%	0.00%	0.00%	32.35%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

The lack of direction indicated by the attitude survey responses is in contrast to the groups responses to the importance of this statement to the QPS. Veterans' modal response was "Very High". The modes for Females and Baby Boomer Males were in the "High" category. Generation X Males mode was evenly split between "Agree", "Neutral" and "Highly Disagree".

2.7.1.4 What the QPS will look like in the next 25 years and how it will function have been clearly set out so that there is direction for change management especially in the skills base of public servants

(Appendix B Pages 293 – 296; Appendix C Future Issues 4 Chart)

The SMN workshop participants were aware of a large change management agenda beginning for the QPS at the time of this research. Their concerns with regard to these agenda were that they were incommensurate and therefore could end up with parts of the QPS operating under very different circumstances from the rest due to different change management regimes. They were also aware of the amount of change being driven through, in consequence of ministerial or CEO

changes. These top down changes were often seen as fulfilling personal choices of the Executive rather than for sound business decision, because the business outcomes were not always clearly defined.

Table 75: Results of Chi Square Analysis: What the QPS will look like in the next 25 years and how it will function have been clearly set out so that there is direction for change management especially in the skills base of public servants

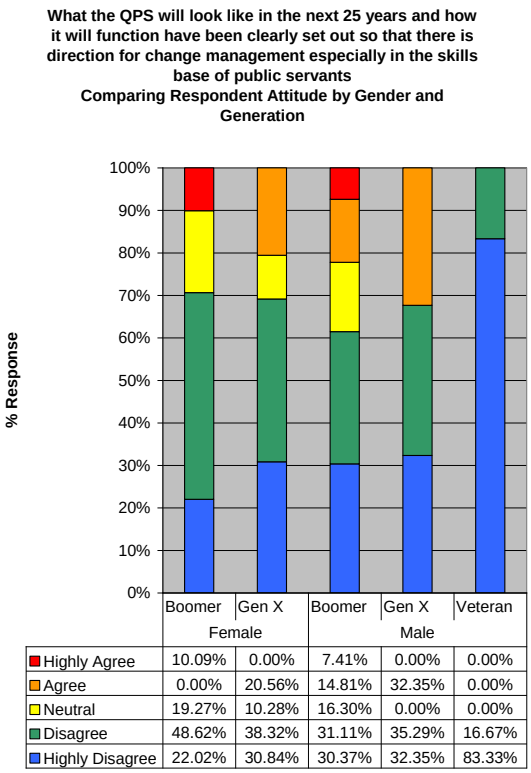
		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	32.881	.000
	Gender	9.440	.051
Importance to the QPS	Generation	61.882	.000
	Gender	15.04	.010

The majority of the responses again indicate a lack of direction for change during the next 25 years. More than 60% of the responses of each group were in the "Disagree" to "Highly Disagree" range for the attitude survey. The modes for Baby Boomers and Generation Xers were "Agree", and for the Veterans "Highly Disagree".

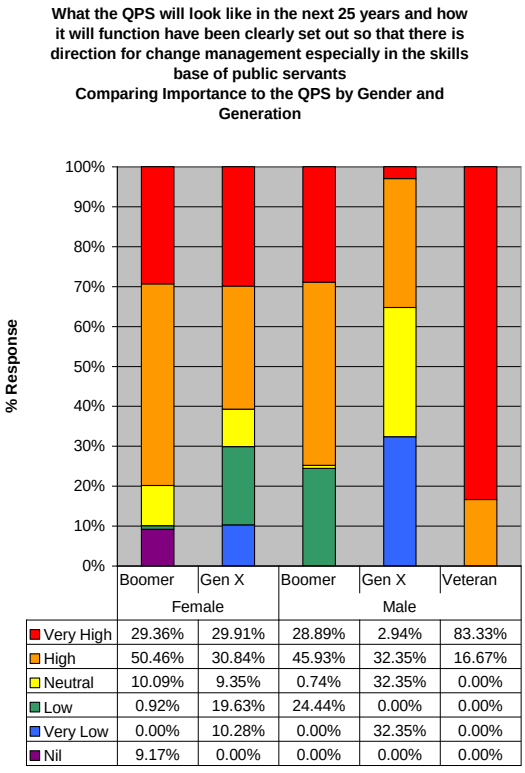
The respondents see this statement as important to the QPS. The mode for Baby Boomers and Generation X Females to the importance survey was "High", for Veterans "Very High", and for Generation X Males it was again split between "High", "Neutral" and "Very Low".

9.17% of Baby Boomer Females recorded a "Nil" response to the importance of this statement to the QPS.

This response when combined with the responses to the previous questions would indicate that at the time of survey there was very little direction to the future of the QPS. Since the survey starts have been made in several of the areas, and statements such as *Realising the Vision* have been accepted by the QPS. These papers, however, still may not answer the question of, can or has enough detail direction been given.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	10.09%	0.00%	7.41%	0.00%	0.00%
Agree	0.00%	20.56%	14.81%	32.35%	0.00%
Neutral	19.27%	10.28%	16.30%	0.00%	0.00%
Disagree	48.62%	38.32%	31.11%	35.29%	16.67%
Highly Disagree	22.02%	30.84%	30.37%	32.35%	83.33%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	29.36%	29.91%	28.89%	2.94%	83.33%
High	50.46%	30.84%	45.93%	32.35%	16.67%
Neutral	10.09%	9.35%	0.74%	32.35%	0.00%
Low	0.92%	19.63%	24.44%	0.00%	0.00%
Very Low	0.00%	10.28%	0.00%	32.35%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.7.1.5 The QPS will need to review who are their clients as technology blurs the State's borders

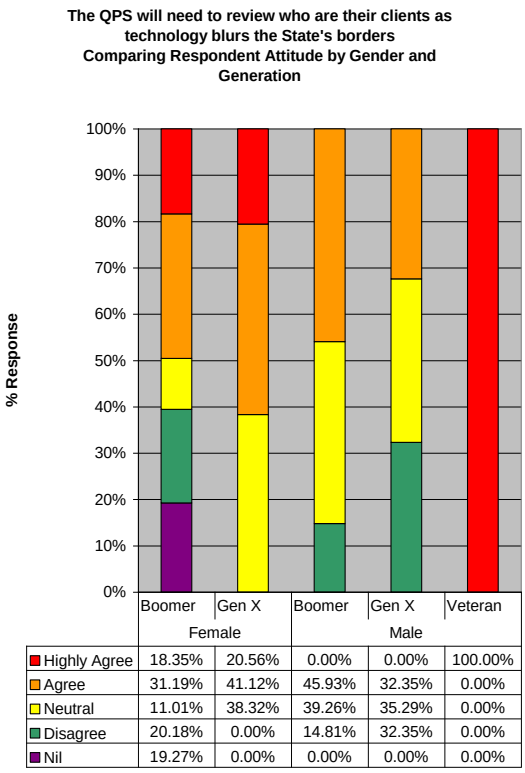
(Appendix B Pages 297 – 300; Appendix C Future Issues 5 Chart)

There was some degree of amusement among the workshop participants when this statement was suggested. It seemed to the SMN members present that this was the perennial question for the QPS: "Who are our clients?" They stated that they had been asked this question in nearly every meeting they had attended throughout 2000-2001. They were at a loss to understand the validity of continuing to ask the question, when the answer was defined by legislation. However, they could understand the current sense of confusion for Queensland public servants, as more often they were being asked for outcomes which were related for trade and/or humanity purposes for clients other than the people of Queensland.

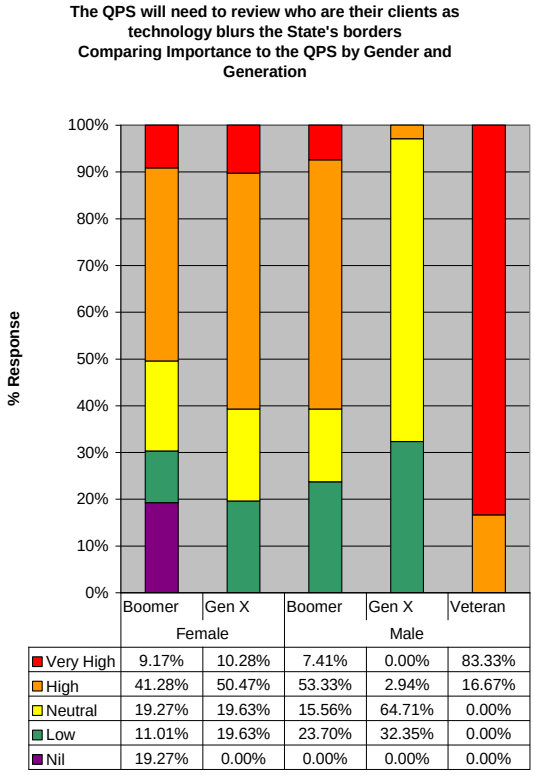
At the time, this was particularly the case for sections of departments in the health and education sectors. Other departments had also, from time to time, been asked to contribute technical or professional expertise to other states and internationally, such requests being undertaken on the basis of "good neighbour" policy and/or trading in knowledge commodities. However, it was suggested by workshop participants that in some areas these requests were becoming more frequent, thus prompting this question.

Table 76: Results of Chi Square Analysis: The QPS will need to review who are its clients as technology blurs the State's borders

		X2	Asymp Sig (two sided)
Attitude of Respondents	Generation	25.955	.000
	Gender	47.133	.000
Importance to the QPS	Generation	22.206	.000
	Gender	22.893	.000



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Highly Agree	18.35%	20.56%	0.00%	0.00%	100.00%
Agree	31.19%	41.12%	45.93%	32.35%	0.00%
Neutral	11.01%	38.32%	39.26%	35.29%	0.00%
Disagree	20.18%	0.00%	14.81%	32.35%	0.00%
Nil	19.27%	0.00%	0.00%	0.00%	0.00%



	Boomer	Gen X	Boomer	Gen X	Veteran
	Female		Male		
Very High	9.17%	10.28%	7.41%	0.00%	83.33%
High	41.28%	50.47%	53.33%	2.94%	16.67%
Neutral	19.27%	19.63%	15.56%	64.71%	0.00%
Low	11.01%	19.63%	23.70%	32.35%	0.00%
Nil	19.27%	0.00%	0.00%	0.00%	0.00%

The Veterans, who would have seen the most significant changes in the answer to this question of client identity, during the period of their employment, were unanimous in their "Highly Agree" response to the attitude survey and their modal response of "Very High" in the importance of this statement to government.

Females and Baby Boomer Males had an average response of "Agree" to the attitude survey and thought the question of "High" importance to the QPS of the future.

Generation X Males had modal responses for both surveys of "Neutral".

2.7.1.6 Distance in Queensland will become more of an issue of technology availability than space and time

(Appendix B Pages 301 – 304; Appendix C Future Issues 6 Chart)

The tyranny of distance has always been an issue for the people of Queensland. The members of the SMN who attended the workshop saw changes taking place in Queensland society where distance was becoming an issue of more than kilometres. These were seen as linked to the growing popularity of the South-East corner of the state, and the resource base to be found here, as compared to other regions of the state. Many of the knowledge centres of the state are in the South-East and this over time could create a distancing of the population in terms of knowledge, communications and technology time and space.

It was already evident to the participants that 21st Century Brisbane is different to 21st Century Cairns, is different to 21st Century Palm Island, is different to 21st Century Charleville, is different to 21st Century Ipswich, even though they are all part of 21st Century Queensland. The SMN was aware of the issues arising from these differences as they had already begun to document difficulties in finding staff for regional centres. Reasons for not wanting to move to other parts of the state included: that facilities, which were available and expected in Brisbane, would be denied to them and their families, in other parts of the state; that their professional knowledge centres were in Brisbane and therefore they would be disadvantaged by moving to other parts of the state; that future job opportunities in their chosen field were all within the South-East corner and therefore they would be disadvantaged by moving. This used to be the reason given for not moving to remote locations; however, more recently it has been given for any location outside of Brisbane.

This was an important question to the participants as it raised issues of accessibility and availability, and training so that we don't distance ourselves from each other as Queenslanders.

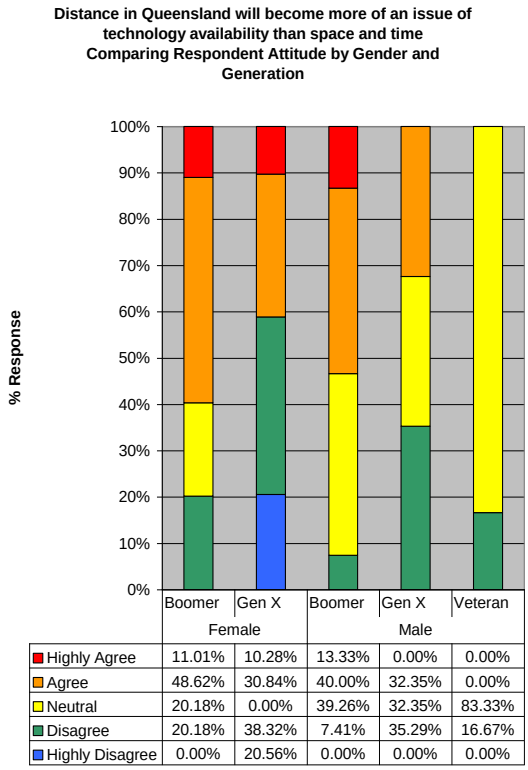
Table 77: Results of Chi Square Analysis: Distance in Queensland will become more of an issue of technology availability than space and time

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	89.673	.000
	Gender	64.823	.000
Importance to the QPS	Generation	34.752	.000
	Gender	9.151	.057

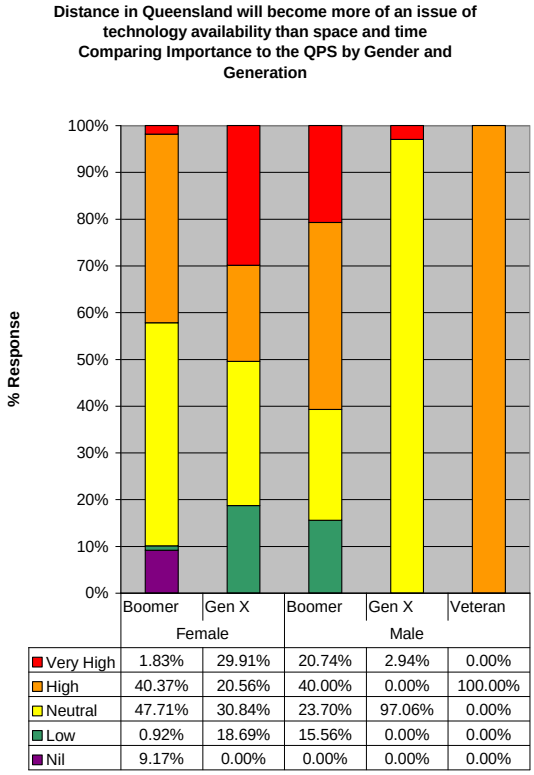
The χ^2 analysis indicates that the differences between the gender groups for the importance of this statement to the QPS are not significant.

The Baby Boomers had modal responses to the attitude survey of "Agree", compared to the Generation Xers' "Disagree", and the Veterans' "Neutral" mode.

In the responses to the importance of this statement to the QPS of the future: Baby Boomer Males and Veterans had modes of "High", Females and Generation X Males had modal responses of "Neutral".



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Highly Agree	11.01%	10.28%	13.33%	0.00%	0.00%
Agree	48.62%	30.84%	40.00%	32.35%	0.00%
Neutral	20.18%	0.00%	39.26%	32.35%	83.33%
Disagree	20.18%	38.32%	7.41%	35.29%	16.67%
Highly Disagree	0.00%	20.56%	0.00%	0.00%	0.00%



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	1.83%	29.91%	20.74%	2.94%	0.00%
High	40.37%	20.56%	40.00%	0.00%	100.00%
Neutral	47.71%	30.84%	23.70%	97.06%	0.00%
Low	0.92%	18.69%	15.56%	0.00%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

2.7.1.7 The exponential rate and diverse nature of knowledge required to function in the Knowledge Age and beyond will emphasise the importance of individualism and tacit knowledge of the individual.

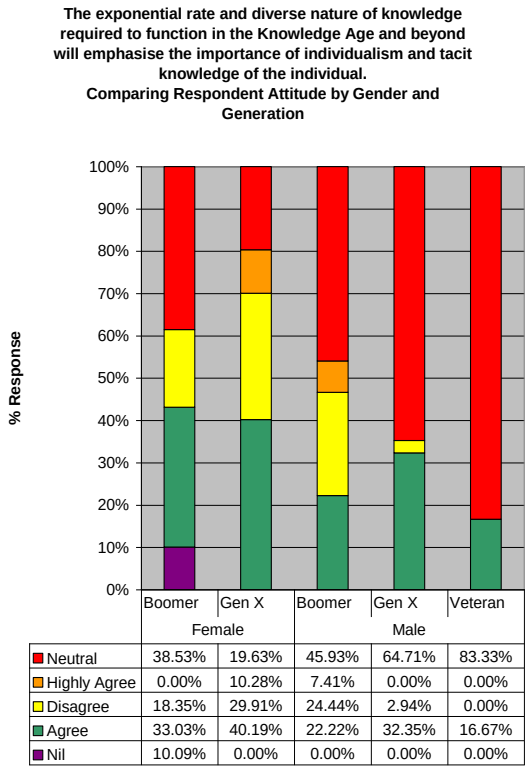
(Appendix B Pages 305 – 308; Appendix C Future Issues 7 Chart)

The members of the SMN who participated in the workshops saw that it would be impossible to maintain the knowledge hoarding, typical of government bureaucracies, in a knowledge age and were aware that in such an age the individual worker and their knowledge would become the greatest resource of the organisation. This is a very foreign concept to government bureaucracies where the individual has always been kept in check for the sake of the hierarchical and oligarchical structures.

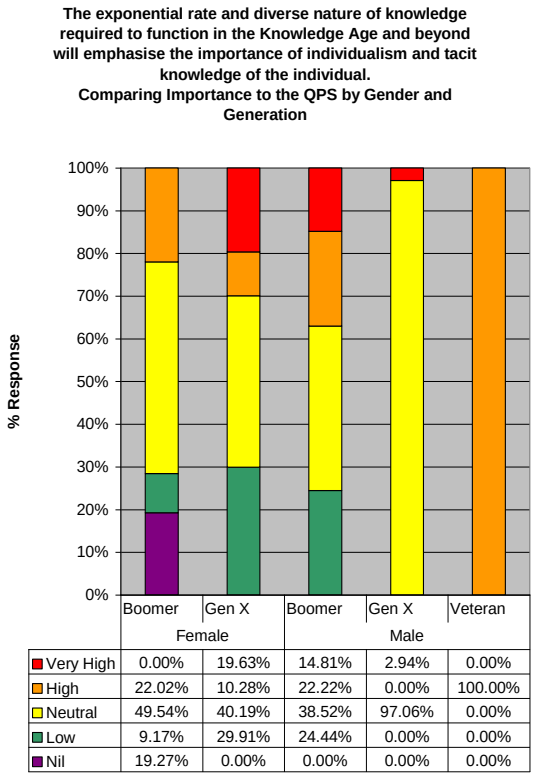
The members were aware that with the half-life of knowledge becoming so short, that no one individual will be able to be the "font of all knowledge".

Table 78: Results of Chi Square Analysis: The exponential rate and diverse nature of knowledge required to function in the Knowledge Age and beyond will emphasise the importance of individualism and tacit knowledge of the individual

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	15.739	.003
	Gender	26.569	.000
Importance to the QPS	Generation	31.094	.000
	Gender	18.793	.001



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Neutral	38.53%	19.63%	45.93%	64.71%	83.33%
Highly Agree	0.00%	10.28%	7.41%	0.00%	0.00%
Disagree	18.35%	29.91%	24.44%	2.94%	0.00%
Agree	33.03%	40.19%	22.22%	32.35%	16.67%
Nil	10.09%	0.00%	0.00%	0.00%	0.00%



	Boomer (Female)	Gen X (Female)	Boomer (Male)	Gen X (Male)	Veteran (Male)
Very High	0.00%	19.63%	14.81%	2.94%	0.00%
High	22.02%	10.28%	22.22%	0.00%	100.00%
Neutral	49.54%	40.19%	38.52%	97.06%	0.00%
Low	9.17%	29.91%	24.44%	0.00%	0.00%
Nil	19.27%	0.00%	0.00%	0.00%	0.00%

All groups, other than Generation X Females, have modal responses of "Very High" to this statement.

Generation X Females had a mode of "Disagree". Why they would be in disagreement with the other groups and why 10.09% of Baby Boomer Females recorded a "Nil" response may have been due to the complexity of this question. 19.27% of Baby Boomer Females also recorded a nil response to the importance of this statement to the QPS.

Veterans unanimously saw the importance of this statement to the QPS as "High". All other groups recorded modal responses of "Neutral" to the importance of the statement to the future QPS.

2.7.1.8 The impact of partnerships with private and public organisations on the strategic planning of government departments is clearly defined and understood.

(Appendix B Pages 309 – 312; Appendix C Future Issues 8 Chart)

The workshop participants, being members of the SMN, with one of its major outcomes being strategic planning across government department, were aware of the impact such partnerships could have for future government outcomes. The different sectors have very different outcome requirements which cannot all be met on an ongoing basis. Again the members saw the lack of direction as to the course to be taken in the event of conflict and the necessity of one sector or the other to adapt was a potential source of massive change to the bureaucratic characteristics of government bureaucracies.

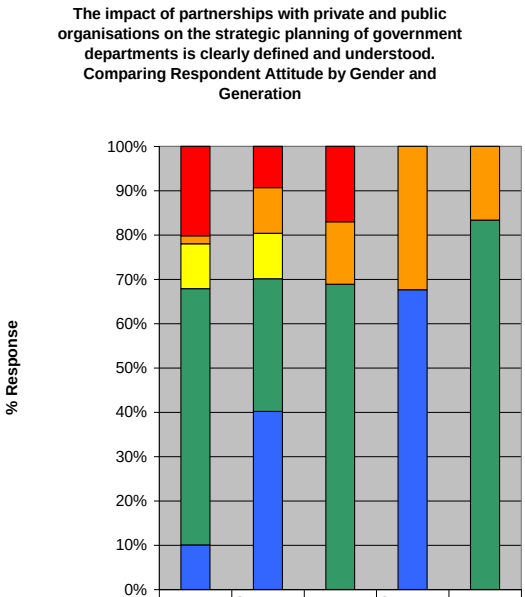
Table 79: Results of Chi Square Analysis: The impact of partnerships with private and public organisations on the strategic planning of government departments is clearly defined and understood

		X^2	Asymp Sig (two sided)
Attitude of Respondents	Generation	124.031	.000
	Gender	39.499	.000
Importance to the QPS	Generation	29.017	.000
	Gender	37.610	.000

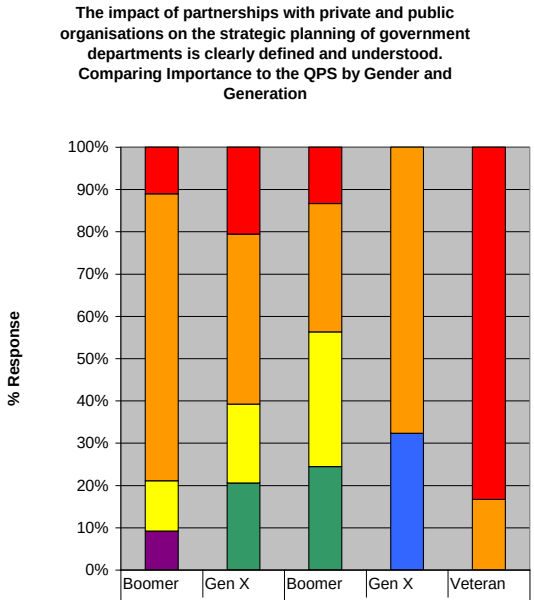
The majority of respondents, more than 60% of each group agree with the SMN that these impacts are not clearly defined or understood. The modal responses for Baby Boomers and Veterans were "Disagree", and for Generation Xers, "Highly Disagree".

Veterans had a modal response to the importance of this statement to the future QPS as "Very High". Generation Xers and Baby Boomer Females had modes of "High". Baby Boomer Males modal response was "Neutral".

The Baby Boomer Males response is of concern and may require further investigation. It is consistent with other responses they have given as to the importance of change to the QPS, or the impact of current business practices on the future QPS, which is important given their representation in the senior management and executive levels of the QPS.



	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Neutral	20.18%	9.35%	17.04%	0.00%	0.00%
Highly Disagree	1.83%	10.28%	14.07%	32.35%	16.67%
Highly Agree	10.09%	10.28%	0.00%	0.00%	0.00%
Disagree	57.80%	29.91%	68.89%	0.00%	83.33%
Agree	10.09%	40.19%	0.00%	67.65%	0.00%



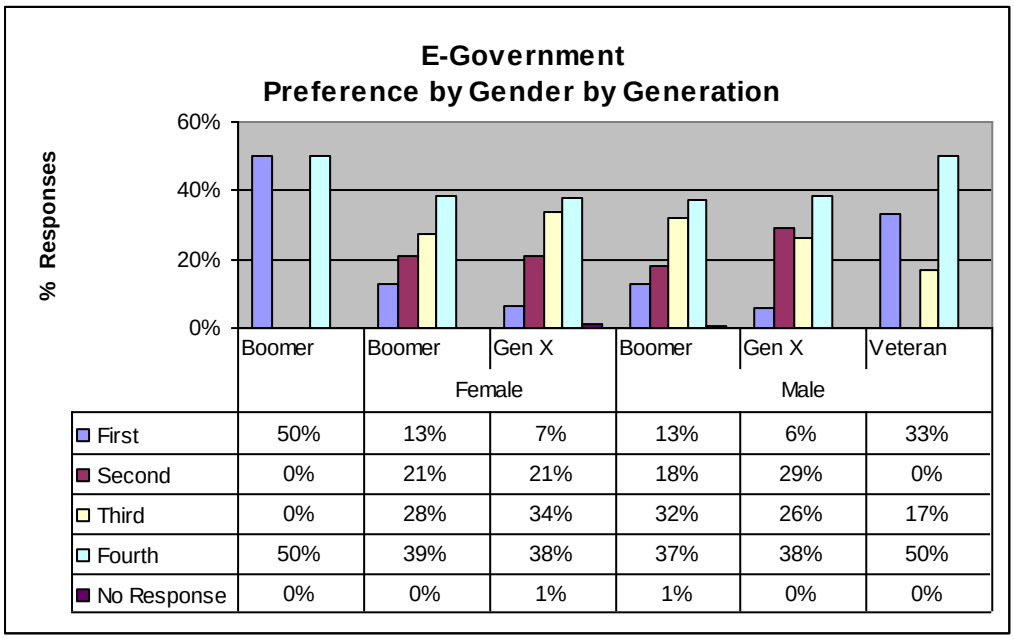
	Female		Male		
	Boomer	Gen X	Boomer	Gen X	Veteran
Very High	11.01%	20.56%	13.33%	0.00%	83.33%
High	67.89%	40.19%	30.37%	67.65%	16.67%
Neutral	11.93%	18.69%	31.85%	0.00%	0.00%
Low	0.00%	20.56%	24.44%	0.00%	0.00%
Very Low	0.00%	0.00%	0.00%	32.35%	0.00%
Nil	9.17%	0.00%	0.00%	0.00%	0.00%

3 Phase 2: Surveys Responses to Proposed Plausible Futures

The following tables and histograms show the preference by gender and generation for each of four preferred futures reflective of the information from the anticipatory action learning workshops and the literature review undertaken as part of this thesis. These futures were defined as:

e-Government where communication between community and government is through electronic media; communication between business and government is through electronic media; personalized communication between government and citizens is done on line through means of Customer Relationship Management Applications; all government Procurement and payment is done on-line; voting and polling are done on-line; mission-critical service delivery is electronically delivered; and Public Service is unrecognisable from 25 years ago due to genetic nanotechnology robotic (GNR) advances.

Graph 1: Preferable Future: e-Government Responses by Gender and Generation

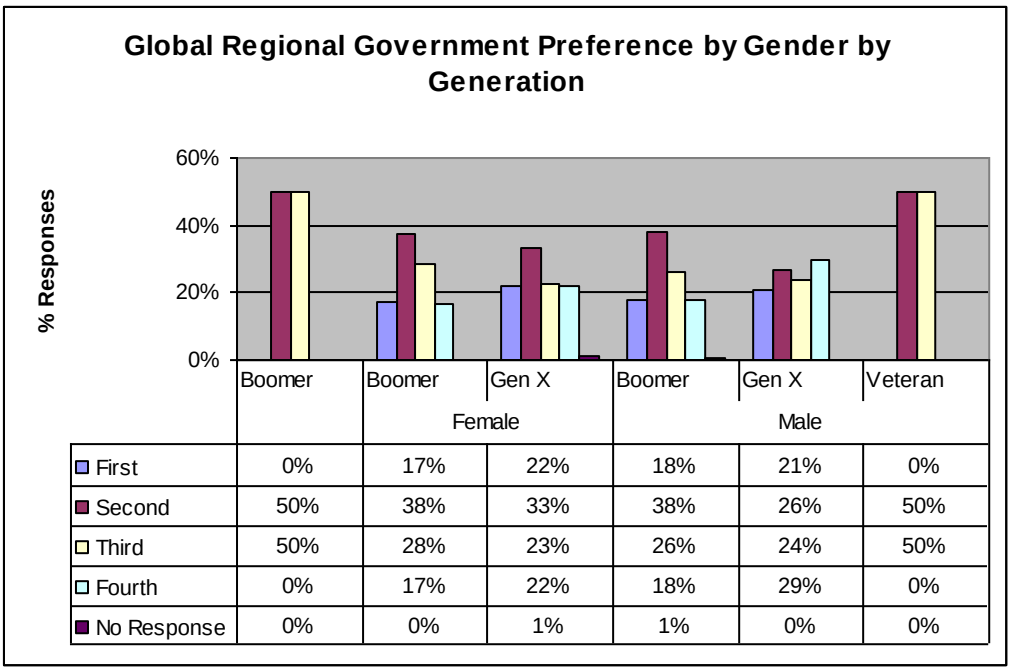


	Boomer	Boomer	Gen X	Boomer	Gen X	Veteran
	Female			Male		
First	50%	13%	7%	13%	6%	33%
Second	0%	21%	21%	18%	29%	0%
Third	0%	28%	34%	32%	26%	17%
Fourth	50%	39%	38%	37%	38%	50%
No Response	0%	0%	1%	1%	0%	0%

From Table 2 we can see that the modal response of Females and Males was e-Government as their fourth preference, the least preferred future. This outcome needs to be compared with other questions about e-Government from the survey and the workshop where extreme e-Government was seen as a very real concern for the future by both SMN members and respondents to the survey. This is an interesting outcome as many of the solutions the government has implemented to address the future servicing of Queensland society by the Public Service are being addressed using e-Government initiatives.

Global / Regional Government where: Queensland and Australia are part of larger global (or regional) government; globalisation and technological advances mean that the borders have become so blurred as to be indistinguishable; the number of issues which could only be managed at a global (or regional) level became so critical that we could no longer ignore them especially those of nutritional distribution, education and environmental degradation, a unified solution was required; and our pluralist, diversity tolerant society which we took for granted 25 years ago has enabled us to be innovation and change leaders across the globe.

Graph 2: Preferable Future: e-Government Responses by Gender and Generation

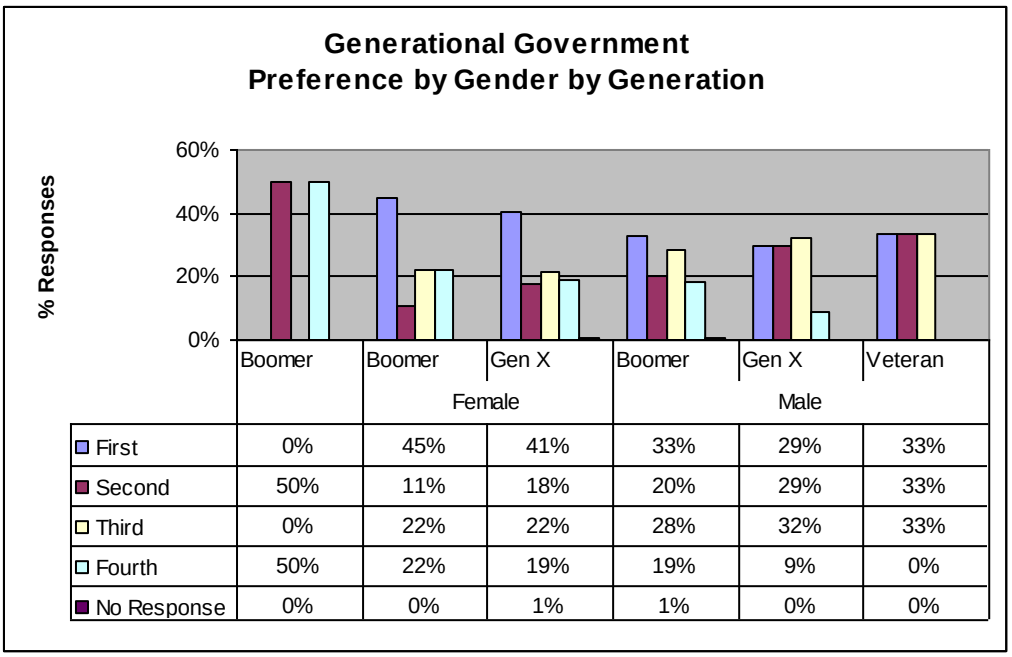


	Boomer	Boomer	Gen X	Boomer	Gen X	Veteran
	Female			Male		
First	0%	17%	22%	18%	21%	0%
Second	50%	38%	33%	38%	26%	50%
Third	50%	28%	23%	26%	24%	50%
Fourth	0%	17%	22%	18%	29%	0%
No Response	0%	0%	1%	1%	0%	0%

The mode for Female respondents, Baby-Boomer Male and Veteran respondents was that Global Regional Government was their second choice for a preferred future. A mode of 29% of Male Generation X viewed this as their least preferred option.

Generational Government where: **P**ublic Service is run with a common good in mind rather than a convenient end; the virtual office has allowed flexible working hours and the ability to balance work and life; Public Service is now available 24x7 because the diversity of the workforce and its capabilities means there are enough officers who want to work these hours; many public servant are again permanent full-time employed; Public Servants have the chance to have genuine input to innovative ideas and solutions, and the knowledge and experience that comes from the multi-generational workplace; phased retirement has been in for about 20 years now and it has proved a bonus to the intellectual property of agencies, as they cash into public provider partnerships in the knowledge economy; wisdom is respected no matter what the age of the exponent; heterachical structures have been in place for several years because no one person could manage the amount of change and complexity which is everyday life; experience no longer relates to knowledge but rather how to manage chaos and complexity; security is a major issue especially environmental security, we value and respect Gaia, Earth as a living entity.

Graph 3: Preferable Future: Generational Government Responses Gender by Generation

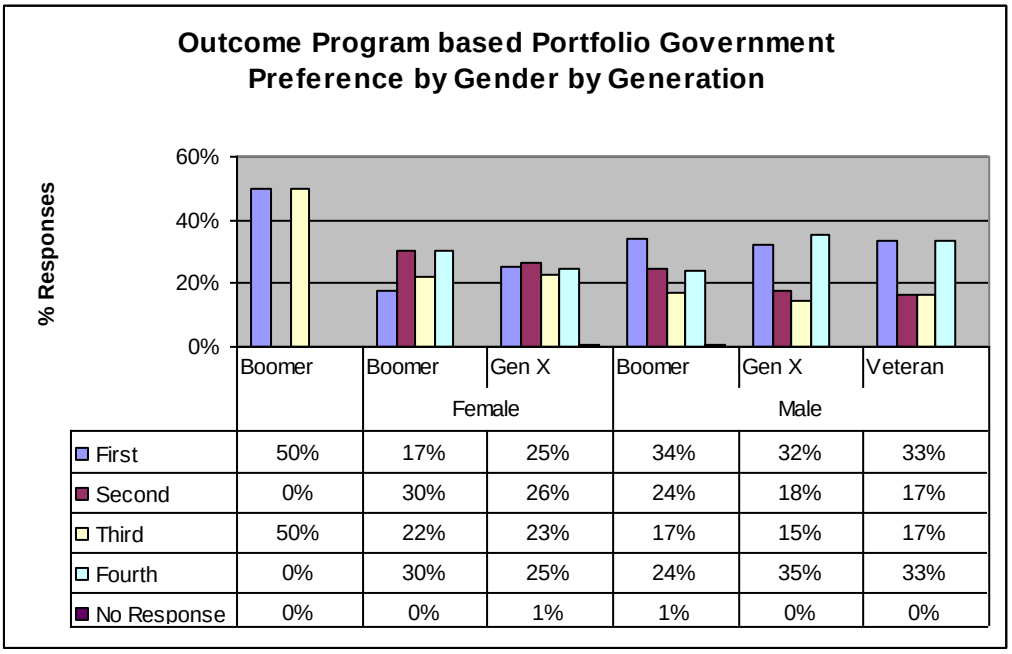


	Boomer	Boomer	Gen X	Boomer	Gen X	Veteran
		Female		Male		
First	0%	45%	41%	33%	29%	33%
Second	50%	11%	18%	20%	29%	33%
Third	0%	22%	22%	28%	32%	33%
Fourth	50%	22%	19%	19%	9%	0%
No Response	0%	0%	1%	1%	0%	0%

This was the mode for first choice of preferred future for Females and Baby Boomer Males but the mode for Generation X males had this as the third preference, while Veterans were evenly divided across the first, second and third choice.

Outcome/Program based Portfolio Government where: **n**o public servant is full-time employed, although many of them are permanent; they have flexibility to have numerous temporary jobs within the Public Service working on portfolios of projects across the Outcomes of government.; outcomes have replaced departmental bureaucracies due to lack of interest in such structures; scarcity of commodities, finances and resources have made economic outcomes imperative; Public Service is run with a convenient end in mind rather than a common good; our pluralist, diversity tolerant society has opened markets for our goods across the globe; genetic, nanotechnology and robotic (GNR) technologies and knowledge are our major exports due to bio-technology breakthroughs patented by the Queensland Government 25 years ago.

Graph 4: Preferable Future: Outcome/Program based Portfolio Government Responses Gender by Generation



	Boomer	Boomer	Gen X	Boomer	Gen X	Veteran
		Female			Male	
First	50%	17%	25%	34%	32%	33%
Second	0%	30%	26%	24%	18%	17%
Third	50%	22%	23%	17%	15%	17%
Fourth	0%	30%	25%	24%	35%	33%
No Response	0%	0%	1%	1%	0%	0%

This preferred future sees both within and between group splits. The Females have seen this preference as either their second or fourth choice. Males in Generation X had a modal response to this future as their fourth choice, and Veterans have this future as either their first or fourth option. Baby Boomer Males have a mode of 34% preferring this as their first option.

3.1.1.1 Responses to the Open-ended Question

The final question on the survey was an open ended question which asked the respondent, "Do you have an alternative future you would like the study to consider (please limit your answer to 200 words)?" The following responses were recorded:

- Maybe a worst-case scenario such as a State with little natural resources left, high pollution, crime, unemployment etc…society turning on itself. How would the QPS cope with this and could utopian predictions be too optimistic to hope for?
- A strong indication exists that the answer to questions about the future lies in the past.
- The Public Service continues to be based on political imperative rather than common good.
- The Public Service is now 24 x 7.
- Most public servants are temporary or part-time [which is] increasing inefficiencies.

- Rapid turn-over of staff means few identify with the public service and [this] leads to lower service levels.
- Heterarchical structures are in place leading to a lack of clear direction for the public service and a disparity of service delivery.
- Over emphasis on governance, probity, transparency has lead to a backlash with few public servants abiding by the few "rules and regulations" remaining.
- Much of the work of the public service has been 'outsourced' increasing flexibility but also significantly increasing costs to the public. Real costs are hidden.

These alternative futures added to weight the assumption that some public servants are willing to consider dramatic change within their working environment and are already recognising some change.

4 Phase 2: Interviews and Phase 3: A Study of the Changing Memetics

4.1 Mindsets, Synchronous Contradictions and Residual Uncertainty

Many of the synchronous contradictions and much of the resultant residual uncertainty being experienced by the Strategic Management network have been documented by the authors of the works included in this literature review. These contradictions are common across the four plausible futures proposed, and will create common risks.

During the last 25 years deregulation, privatisation and the adoption of a range of business management skills within the Queensland government have addressed some of the issues related to specialisation, rigidity and secrecy. However, underlying structures remain hierarchical, and as behaviour and culture follows structure, contradictory behaviour has resulted.

Table 80: Characteristics of a Government Bureaucracy

Prior to 1980	Expected of Government post 1980
Hierarchical	Heterarchical
Oligarchies – based on Peter's Principle	Knowledgeable at all levels
Specialisation – Silos	Partnerships – inter- and intra-governmental and inter-sectoral (public and private)
Rigid	Flexible/Responsive
Secretive	Open and Accountable
Trained incapacity	Innovative

Table 80 shows characteristics of government bureaucracies prior to 1980 and post 1980 as discussed in the literature review, and as it emerged from the workshops with the SMN. The basis of these characteristics are found in different mindsets, different philosophies for different ages. They are incommensurate and therefore there is some doubt if, in the Kuhnian understanding of the term, the Queensland Public Service can change in a planned, evolving manner from one to the other. Trying to do so has lead to a number of contradictions as discussed in the workshops and the interviews undertaken as part of this study.

The interviews conducted were optional and undertaken at the request of the respondents to the surveys. These were unstructured interviews conducted either in person or on the telephone, depending on the preference of the respondents, who had requested feedback on the outcomes of the survey. I rang each respondent who had given their details and asked if they would like to be interview to contribute any further information to the survey and those who responded positively were interviewed.

What emerged from these interviews was not information about the future per se, but information about contradictions that were evident, within the QPS, to the interviewee (as they had been to the members of the SMN), and how these would be affected by the plausible futures proposed, and the characteristics of these futures compared to those of the traditional bureaucracy.

This is perhaps where change and the conflict of change and the majority of the synchronous contradictions are evident in the Queensland Public Service.

Queensland Public Servants as bureaucrats, the average age of whom was 42 years, are torn between: the budgets, specialisation, hierarchies and oligarchies by which they still identify; their knowledge, that they can no longer function from a basis of "trained incapacity"; and a growing knowledge that the bureaucracy must answer the requirements of the society, of which they are part, for rapid change in their workplace, to effect open and accountable government.

Many of the interviewees brought up the subject of difficulties in managing staff within this changing environment without clear direction; being sympathetic to their staffs' plight when they are faced with contradictions between the needs of the "business" and the rules regulating the QPS. Their roles in counselling staff as to means of negotiating and navigating the paradigm shifts that are accompanying the change they are experiencing.

Because of the open nature of these interviews many of the interviewees were anxious that their responses be kept off the record, as the bureaucracy is still very unforgiving. Their responses are combined here with the information from the study of the changing memetics of QPS so as to afford them the anonymity sought.

4.1.1 Contradiction: "Trained Incapacity" meets Technology and e-Government

The average age of the Queensland Public Service is 42 years. This implies that the majority of the Public Service left school before Computer Science was a recognised school subject. The majority have never been taught to use a keyboard properly, because they entered a workforce where the tools of their trade were pens, pencils and paper and they progressed to the technology age without any formal training. However, as part of the first Enterprise Bargaining Agreement for the Queensland Public Service, one of the efficiencies to be delivered was author keying (i.e. authors were required to do their own typing). The typing pools of government were disbanded but typing was not a compulsory skill for employment. Consequently, a computer based public service has a large group of employees who do not include the use of basic computer programs and typing among their skills and competencies.

Employees without these skills are placed at an immediate disadvantage in that they must rely on others' knowledge of technology, not only to perform everyday tasks but to inform their decision making (Keating and Mitchell, 2000, Michalski et al., 2000, Weller, 2000). This leads to gross inefficiencies in the use of the software, but more importantly, in some cases, it leads to an anti-technology or technology averse mindset. This mindset has effects on how such public servants can function in an oligarchical organisation. A single font of knowledge can not be seen to be dependant on others for information to perform basic tasks. This in turn leads to conflict between those who understand the technology and those who do not, and shifts the power base. (Bishop, 2003, Pickett, 2003). As the reliance of the public sector on technological outcomes grows so to will the inability of these workers to meet the requirements of their jobs.

All of the interviewees commented on the amount of technological change their jobs have undergone since they entered the service. Some of the interviewees could see a time, when the Baby Boomers leave the workforce, when these changes will no longer be an issue. However, they also foresee problems for those who learnt to communicate in an electronic environment when communicating with and increasing aged population who didn't.

This need for change should be evident in the next 25 years as most of the current Public Servants retire.

4.1.2 Contradiction: Our clients are the people of Queensland but we don't understand the changes in time and space brought about in Queensland by technology

Queensland Public Servants, the majority of whom live in South East Queensland have never traversed East to West their own state, and who have little comprehension of the time and space differences that are Queensland, are being asked to address questions of time and space and solutions to these, for a very culturally and socially diverse State. There are physical time differences across the state for every 4° longitude, of which most Queenslanders are ignorant. Most do not realise that towns and cities further North than Innisfail are further West than Charleville.

Because of physical distance there have grown subtle cultural and social differences between: coastal and outback Queensland; Southern, Central and Northern Queensland; the Queensland mainland and the Island Communities; South East Queensland and the remainder of the State. There are also technology infrastructure availability and accessibility differences between the various parts of the state, and different importance placed upon communication within different space and timeframes.

Queenslanders are very good at overcoming the tyranny of distance as proven in the past, but how these subtle cultural and social differences in time and space change with the introduction of the technology age and the availability of e-Government services will determine our future. This is a daunting prospect for the technology adverse manager (as expressed by two Generation X interviewees).

Some of the interviewees were regional staff who were already coping with the differences in accessibility to technology, and the differences in infrastructure between the regions and South-East Queensland.

They also brought up the fact that there are issues of regional differences in time, climate, distance, technological and physical isolation, which they have to cope with on a daily basis and to which seemingly "Head Office turn a blind eye or are ignorant of the dangers".

4.1.3 Contradiction: Our clients are the people of Queensland but think Globally

Ask any Queensland Public Servant who their clients are and the immediate reaction is "the People of Queensland" and rightly so, however, the Queensland Public Service has a growing number of clients who are not Queenslanders (Rudd, 2001, Sheil, 2001). How is this to be reconciled?

It has lead to confusion of identification for many Queensland Public Servants as, ad infinitum they are asked to define their clientele. The sense of identity as a "Queensland" Public Servant is seen to be being eroded, and as Queensland taxpayers they quite understandably ask why their tax is being spent outside state boundaries. They have not fully understood the implications of a global or boundaryless society, socially or economically. How far the boundary expands and where does it stop, if it stops is yet to be debated?

The questions have not and cannot be answered, but there are some attempts to address these issues through policies addressing international aid and multicultural affairs, at a state rather than commonwealth level of Government.

Some of the interviewees raised the question of when can they refuse service to anyone, or do they have the right to argue that groups outside of Queensland are not their legitimate clients and therefore should not receive service.

4.1.4 Contradiction: Bureaucratic Silos and the Knowledge Age

The bureaucracy is trying to come to terms with the requirements of the Knowledge Age whilst functioning in and with a mindset from the Industrial Age at best, with tools, and a knowledge of them, which at best belongs to the Information Age. There is contradiction between doing things the way they have always been done, because "everyone knows the process" and questioning the process in the knowledge that there are "better" more efficient and effective ways to accomplish an outcome. (Keating and Mitchell, 2000, Weller, 2000, Tonn, 1996)

There is contradiction between being called to be innovative, flexible and agile, and yet being bound by tomes of legislation, Public Service Directives, and Standards which can paralyse or limit the introduction or even the investigation of better business practice.

There are contradictions in being asked to enter the Knowledge Age without basic rules for the sharing of knowledge and the "ownership" of one's own input or intellectual capital. Although the *Copyright (Moral Rights) Act.*

Two of the interviewees asked how to address these issues if their Executive refused to acknowledge that there is a difference in the first place.

4.1.5 Contradiction: Form Partnerships with Private Sector Business

Under the *National Competition Policy* government entities have been encouraged to join with private enterprise to provide the needs of the public. This has led to many conflicts and perceived conflicts of interest for public officials.

How does the traditional bureaucracy reconcile the regulation of private enterprise by government bodies solely funded by the enterprise they are administering? This is the current case of much of the building industry in Queensland.

Other sections of the service are in constant struggle with these issues as one part of a department tries to regulate ant industry with which another part is in competition.

These and other issues involved with the implementation of and planning including outcomes of the National Competition Policy were also issues for the SMN, as seen in the survey questions. As the Government's strategic planners they can foresee instances where the needs of both partners in a public private partnership will be in conflict because they require different outcomes from the same project and have competing priorities. Some of these issues have already been raised for discussion in the SMN, as examples of the possibility of partnerships of one agency coming into conflict with regulations of another and the Queensland government being put in the awkward situation of having one agency pursue another legally.

Several of the interviewees raised issues in this area and had been in situations where the profit and non-profit sectors conflicted. Most of these were in the areas of unwillingness to share knowledge outside the contract so that on-selling could occur for later contracts.

4.1.6 Contradiction: Government needing to adapt Business Structures, Program/Portfolio Structures

This contradiction came from an interview with a Baby Boomer who is aged 56. He has been a public servant for most of his working life and he sees no need for the bureaucracy to change. He had conflict within his current work environment in that he disagreed with trying to change how things had always been done.

He could not understand why the word "business" had come into the vernacular of the QPS of late. The Public Service did not have business outcomes: this was the responsibility of Private Enterprise according to the interviewee. He was gravely concerned in what he felt was the growing need for the supply of "corporate" information dreamt up by "some administrator" for the purpose of "bean counting".

Having to work in projects across government and the sectors was one of his major roles in government, according to the interviewee, but when it came to funding the projects, the sponsors very quickly revert to their public service role and accountability for budgets via departments. This made most of his project work a waste of time as he was "forever seeking the payment of the next phase of progress", rather than getting on with the work in progress, and the more departments involved the more difficult and time consuming the "bean counting" became.

He expressed frustration that just as he and his team saw an end in sight another public sector project or program would cross their work and the consultation would need to begin again and adjustment had be made for the outcomes of both projects to concur.

He could see no future for this type of work in government and considered that anything that required this cross-department work should be left to Private Enterprise where there was "less need for accountability and therefore more likelihood of accomplishing the goals".

While most of us would not agree with some of the sentiments expressed here, the frustration with the lack of funding for these very necessary cross-agency, inter-departmental, inter-jurisdictional, cross-sector projects was very evident from the interviews. The interviewees had difficulty seeing how any other structure could be brought in to the QPS until there was another means of distributing budget, other than by Minister, portfolio and agency.

4.1.7 Contradiction: Oligarchy and the Gold Collar Worker

Many of the interviewees brought up the subject of frustration with not having a central knowledge base for government employees. They were constantly looking for information on subjects which had been studied by their predecessors, and felt frustrated by being asked to revise revisions of work done by someone else, only to hand a well researched paper to someone further up the line who knew little or nothing of the subject. In some cases this was exacerbated by the later coming back, at a later date, admitting their ignorance and seeking the information they had previously disregarded.

Those who mentioned this in interview commonly despaired for a current and future public service where one manager, public servant or official could not be the "font of all knowledge", and for the knowledge base of the Public Service which is due to retire within the next 25 years, without having their tacit knowledge recorded.

They also felt cheated that those who were Gold Collar Workers within the QPS often became so frustrated with bureaucracy that they left having not had recognition for their contribution which was often not acknowledged until after their leaving. This they were sure would be exacerbated in the future if the oligarchy continued, given the traits of Generations X and Y.

4.1.8 Contradiction and Risk: Ageing Public Service meets Generational Change

The Queensland Public Service is ageing quickly, as is evident through MOHRI statistics gathered quarterly. There are very few employees who are under the age of 25, and most new employees are currently over 40 years of age.[13] The QPS is therefore faced with the dilemma that a majority of the current workforce will retire within the next 25 years, to be replaced by the next generation which is noted for its dislike of bureaucracy.

This in a period of increasing bureaucracy brought about by the amount of cumulative legislation governing the working life of public sector officials. Generation X and Y already show a need to

[13] Source MOHRI (Minimum Obligatory Human Resource Information) collated quarterly from all sections of the Queensland Public Service.

get around the rules and ask forgiveness later. Is this sustainable? Most of the interviewees touched on this issue.

There was one interviewee who raised the issue of an impending conflict for Generation Y staff in that what is legal and what is just are often very different. Generation Y and their strong sense on Justice may well come to grief in such a form of legally bound bureaucracy, as is the QPS.

Another raised the question of how much legal governance could be valid in any organisation especially a bureaucracy. They felt that it must reach a point where it is unreasonable to expect the average public servant to be aware of all the conditions governing their employment, and many could fall victim to ignorance being no defence.

4.1.9 Contradiction: The Public Service should remain independent yet the executive and senior management contracts are appointed by a body from the political arm of the Government.

All of the interviewees raised the issue of the politicisation of the Queensland Public Service, real or perceived, due to the appointment of senior bureaucrats by bodies associated with the political arm of government.

Two of the interviewees (both Baby Boomer Females) raised the issue of the need for the Public Service to be seen to be independent, especially in a unicameral state such as Queensland. They stated that they had seen the effects of political appointments on their Departments following elections, and had been affected by the instability caused by such appointments. Whether true or not, they stated that the perception was that such appointees often gave political answers sought rather than advice required, to the political arm.

Some of the interviewees expressed the opinion that "political" appointments at the upper levels of Departments were now having effects on appointments to middle management positions. Although they had no proof of such appointments, they cited several appointments where the appointee's knowledge or lack of knowledge, in relation to the position occupied, was incongruous with their having gained the position. They stated that they had later become aware of prior relationships between the appointee and management or the appointee and their political affiliations.

One of the Baby Boomer Male respondents reported that he did not take issue with the political arm's appointment of the Executive, however, the "continual shuffling" of Executive and Senior Management from Department to Department was causing "unnecessary instability".

4.2 Paradigm Changes in the Queensland Public Service

During the workshops, a number of paradigm shifts that had been introduced to the Queensland Public Sector between the 1980s and 2001 were identified (further shifts have been introduced since that date but these will be addressed in the next Chapter of this thesis). There shifts are necessary to provide sustainable public service for the future, however, their introduction in an environment with inappropriate or inadequate structures and processes to underpin them has created a number of synchronous contradictions. This section will address some of these changes.

Theses paradigms included the shift from the Industrial Age to the Information Age, shifts to open and accountable government, shifts in the changing nature of "work" in the Australian environment, and shifts in the nature of government brought about by *National Competition Policy*. These shifts had brought about significant change during the tenure of most of the members of the Strategic Management Network.

A number of changes were made to accommodate the shifts, in the context in which the public service found itself. However, these reactive changes often resulted in unforeseen consequences, which the Strategic Management Network identified as now needing to be addressed.

The merit based, recruitment and selection process of the public service, had become very restrictive in the manner in which employees were recruited and selected. The process to ensure merit selection was driving the outcome of selections for staff to be employed by the QPS, rather than taking account of the most appropriate methods of: recruiting to particular jobs; determining the competencies of applicants; availability of the workforce. This need for amendment has been addressed through Public Service Standard 01/03 and 01/04, which allow other means of recruitment other than the use of selection criteria. (Selection Criteria are a set of statements for each job description in the Queensland Public Service, which applicants needed to address in their applications to recruitment in the Queensland Public Service. These were often worded in such a way that it was difficult for applicants to understand the relevance of the statement to the job or to determine what was being asked by the selection panel.) This is a major change brought about

through the frustration of not being able to attract applicants, who would spend time addressing the criteria, especially in an environment of high employment.

With this change came the ability to use other selection tools other than interviews for recruiting to the Public Service. This is proving difficult for public service structural processes, which are not yet skilled to be able to assess the merit basis of processes other than the use of selection criteria and interviews.

The streams into which the public service was split in the early 1990s (administrative, professional, technical and operative) allowed for recognition of skills specialisations. These processes are currently being reviewed for their formality and the issues that have arisen in the last decade resulting from, formal interview, selection processes and applications. Some of issues include: should employees selected to positions for their technical or professional expertise be required to perform management roles for which they are neither trained nor, in many cases, are they motivated to accept such responsibilities.

The removal of the Public Service Entrance Examination was another of the shifts in the merit based selection of public servants. It unknowingly contributed to the ageing of the public service, as it removed the main method of applying for a public service career from many young people.

4.3 Changing Memetics within the Queensland Public Service

A study of changing memetics within Queensland Public Service, in the knowledge economy, and the rapid changes in white and gold collar workforces, and how the latter will influence the former, was suggested by the participants of the anticipatory action learning workshop, as being essential to any study of the Queensland Public Service at this stage of its development.

This section of the thesis sets the context in which the four plausible futures have been developed. The rate of change for the Queensland Public Service as a government bureaucracy over the past 20 years has been very rapid and has lead to issues of synchronous contradiction at all levels: underlying mindsets; systems; process; and reaction to every day events.

Little information on this topic specific to the Queensland Government was readily available through the literature review. It has been collected and collated from government documents and

materials available from within the public service; and from observations of member of the Strategic Management Network.

These changes were as varied as the membership of the group but the underlying influences were similar. The group identified that there was a need for government bureaucracies to change to accommodate societal requirements with which they were not designed to cope. Agility and flexibility needed to be built into the strategies of government to meet the rapidly increasing rate of change evident in society in general, neither of these attributes are usually associated with government bureaucracies.

The group, as strategic thinkers in government are among the first to feel the impact of these shifts in paradigms, as they would be dealing daily with meeting the crises caused by the synchronous contradictions generated.

Government in Queensland has been changing rapidly in the past 25 years, especially in the administrative arm through government bureaucracy. In that period there have been a number of major governance changes in the Queensland Public Service, along the lines of changes which society is requiring of government bureaucracies outlined in the literature review of this thesis. Most of these took place amongst the political changes of the 1980s and the philosophical change brought about by the administrative change needed to accommodate the Bjelke-Petersen, Goss and Ahern governments.

The concerns of the Strategic Management Network grew from their experience that to implement any single major change in government takes between 3 and five years. This network's members were also the recipients of work to help their respective departments cope with change fatigue, and to put in mechanisms to achieve agility and flexibility at a strategic level. These changes took place before during and after the Fitzgerald Enquiry into corruption in Queensland government, and many in an environment of confusion about and discussion of the separation of powers between the legislative, administrative and judicial levels of government. All of which led to a hesitation on the part of the bureaucracies to make long term decisions, or plans.

4.3.1 The Pace of Change

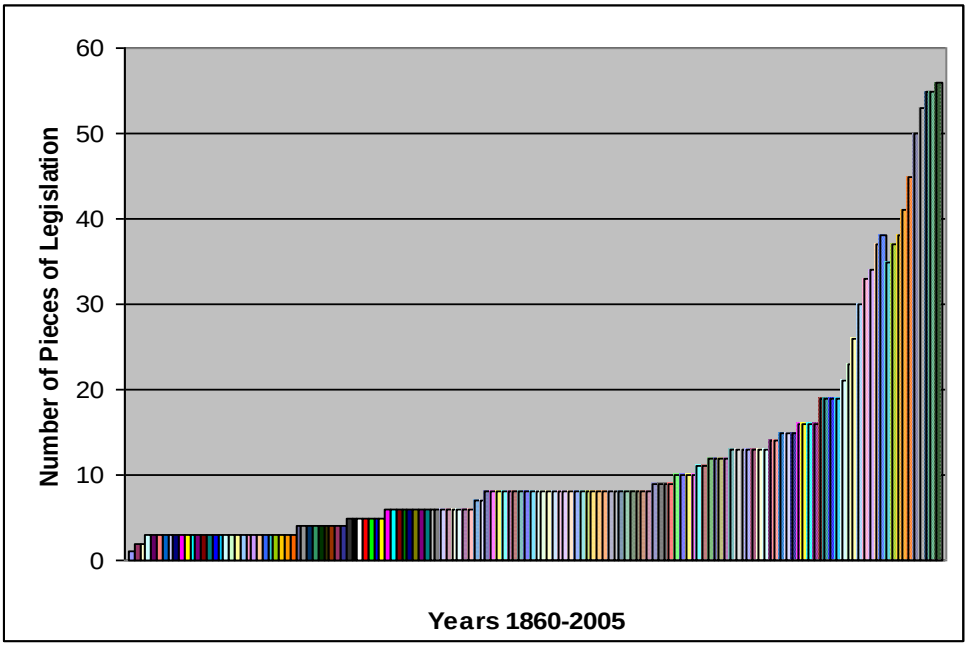
One very obvious indicator for the pace of change and the increasing complexity of change in the QPS environment can be observed by looking at the cumulative rate of legislative change for

Queensland Public Servants over the lifetime of the service. The following two graphs show the cumulative numbers of pieces of legislation either governing Queensland Public Servants or being administered by Queensland Public servants. Both of the following tables show significant increases in the amounts of legislative control on public servants and by public servants since the early 1980s.

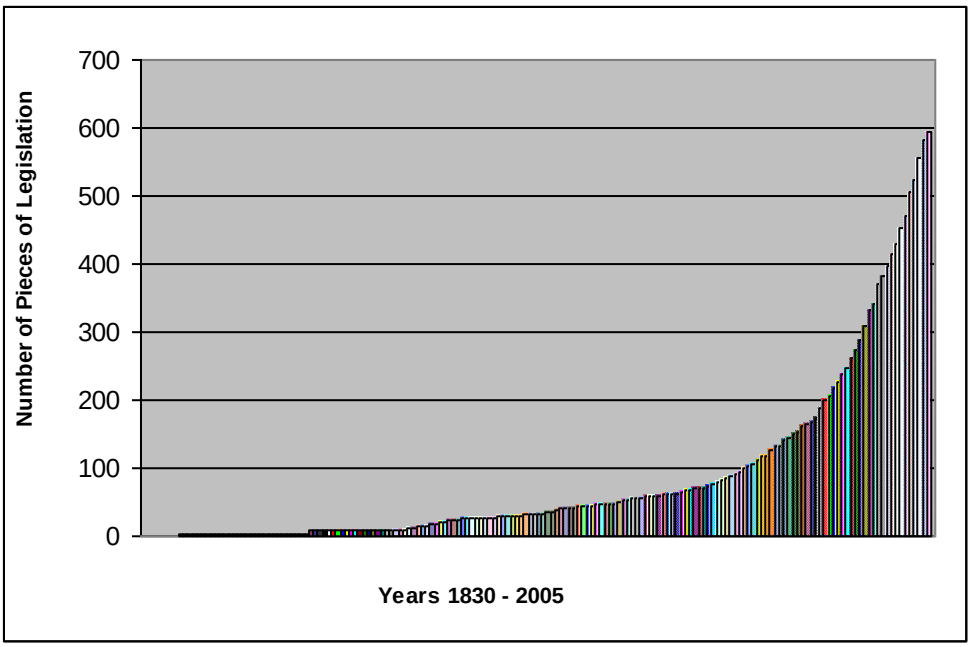
Even a quick glance at the graphs can make the observer more appreciative of the interviewees' comments on the changes in the amount of legislation and the inability to keep up with the knowledge of the requirements of their own jobs, let alone keeping up an understanding of the relevant legislation being administered.

Whereas in the pre-1980 era it may have been possible to have a reasonable understanding of all the relevant legislation now it is imperative that officers have the ability to access and read the legislation and interpret relevant sections for themselves. The volume has made it almost impossible to maintain this knowledge.

Graph 5: Cumulative Legislation Governing Queensland Public Servants



Graph 6: Cumulative Legislation being administered by Queensland Public Servants



Some of the major legislative changes and their cumulative effect, and the reasons for the changes enshrined in them are discussed here so that the reader can have an appreciation of their contribution to the feeling perception of contradiction.

4.3.2 Public Sector Administration and Ethics Act 1994

Ethics have been the basis for public sector administration in Queensland since the Queensland Civil Service was formed in 1860. Governor Bowen and the then Executive Council enshrined some of the tenets which still influence the work of the Queensland Public Service. The right to appointment on the basis of merit, for appropriate salary levels and incremental payments, to deliver efficient and well informed public service by people of good character and sound information and ability. (1863). The current *Public Service Ethics Act (1994)* requires that Queensland Public Sector Officials: respect for the houses of parliament, their laws and statutes, and the people of Queensland; show integrity through their work; and operative effectively and efficiently. These ethics are reflected in other recent pieces of legislation, and in the main are understood and adhered to by individual public servants, however they are not all, unfortunately, seen as characteristics associated with government bureaucracy, especially effectiveness and efficiency.

4.3.3 The Financial Administration and Audit Act 1977

This act, and its Financial Management Standard put in place methods of identification of accountability and responsibility for, not only, the effective and efficient expenditure of public funds, but also for the formulation of performance indicators across all facets of the Queensland Public Service. The standard also dictates minimal requirement for strategic planning in areas of Corporate, Financial, Workforce Management and Information Communication Technology planning. It is the basis for the production of the whole of government performance management and measurement frameworks which outline the priorities and outcomes of the executive and administrative arms of government in the state. These performance indicators are reported annually through the Ministerial Portfolio Statements of each portfolio's responsible departments and statutory bodies, and through the whole of government Priorities in Progress report, and the Government Opposition is given the opportunity to question them through briefing sessions held annually.

The government moved in accordance with the Australian Accounting Standards from systems of cost accounting to accrual accounting, creating major changes in budgeting. Although many of these reforms began to be implemented in 1993, with the introduction of accruals for leave liability some departments were still operating in cost accounting systems in the late 1990s, which gives some indication as to the length of time necessary for the introduction of change within Public Service bureaucracies. The length of time to implement these requirements was not due to inaction on the part of any group, necessarily, but the complexity of these accounting systems and their implications within bureaucracies. All government output still revolves around moneys available through the budgetary processes (i.e. monetary input).

This legislation attacks the traditional characteristics of the Bureaucracy on two fronts: its secrecy and its lack of accountability.

4.3.4 The Public Sector Reform Committee 1986-1988

In 1986 the Public Sector Reform Committee was established to:

> [identify] opportunities for improving the productivity of the administrative machinery of the Queensland Government and to make recommendations as to the appropriate measures to implement the desired change. (M J Ahern 1988; 1)

The Committee of Review proposed 93 recommendations for the improvement of performance, elimination of duplication of function among government agencies and statutory authorities, managerial flexibility and responsibility for departmental heads and changes to the process of recruiting and appointing public servants.

Among these proposals were the recommendations to have the Central Agencies concentrate on policy advisory roles and for Line departments to develop strategies within their areas of expertise subject to broad operating and financial guidelines. The *Public Service Management and Employment Act 1988* replaced the original *Public Service Act 1922*, the *Financial Administration and Audit Act 1977* were reviewed to remove technical impediments; and the Public Service Board was abolished in September 1987 to increase the autonomy of Departmental Heads and to devolve responsibility and accountability to Ministers and Departmental Heads. The *Financial Administration and Audit Act 1977* survived in tact but its associated standards were changed to reflect the changing requirements of society for accountability of all administration of public funds, especially as a reaction to stock market crashes of the 1980s and resulting changes to financial management and accounting practices world-wide.

Although the Public Service Board was abolished it was segmented and parts distributed to other departments. An Office for Public Service Personnel Management was established to fulfil the recruitment and selection role of the abolished Public Service Board within the Premier's Department and it was transferred to the Treasury in 1987. The Industrial Relations Division was transferred to the Department of Employment and Industrial Affairs in September 1987, Accommodation Services to the Department of Works, Technological Service to the State Government Computer Centre.

Other recommendations of the Committee which impacted the public service included the recommendation for the greater use of Private Sector consultancy firms for the provision of what had been the functions of Management and Organisational Services Units of Departments. The use of Private Sector consultancies and the implementation of their recommendations were to be overseen by the Coordinator General.

The Cabinet Budget Committee was constituted on the recommendation of the Public Sector Reform Committee, to advise Cabinet on the allocation of resources and all other aspects of budgeting. It very quickly became an important part of government decision making. The

committee was supported by a number of advisory committees comprised of Heads of Government Agencies.

The Public Sector seems to have moved forward from this legislation whilst retaining the Cabinet Budget Review Committee it also has a series of CEO governance committees which address whole of government governance issues. However, the segmented parts of the public service board are still evident across government under other names and continue to maintain the bureaucratic traits of the traditional Public Service.

4.3.5 Public Employment and Management Act 1988

The *Public Employment and Management Act 1988* tried to address the major difficulty experienced by successive administrations to implement the values of the *Civil Service Act 1863* and its successor the *Public Service Act 1922,* finding the means of properly attributing accountability and responsibility to members of the public service. The *Public Employment and Management Act 1988* attempted to express these requirements in succinct plain English:

(a) maintaining excellence, objectivity, impartiality and integrity in the formulation and delivery to the Government of information and advice to assist in the processes of making decisions by the Government;

(b) maintaining standards of excellence in service to the community;

(c) implementing the policies and priorities of the Government responsively and responsibly;

(d) reviewing and improving the efficiency and effectiveness with which services are provided to the community;

(e) maintaining a proper nexus between responsibility and the authority required to discharge the responsibility and accountability for the proper discharge of responsibility;

(f) deploying and utilizing resources to the maximum of their effectiveness.

(g) ((1988) s.6)

Other issues which had arisen from earlier administrative legislation addressed by this legislation included the difference between efficient and effective administration. The effectiveness of administrative decisions had not been a responsibility of public administrators prior to this

legislation. This included for the first time the requirement for the management of the public service to manage, not only physical resources and assets, but to deploy and utilize human resources effectively.

This legislation had been underpinned by previous legislation which gave the Ombudsman responsibility to investigate complaints about the administration agencies of the Queensland Public Sector (1974) and the Auditor-General's responsibility to audit funds of agencies of the Queensland Public Sector (1977).

The *Public Service Management and Employment Act 1988* had major implications for the recruitment and selection of Public Servants. Part of the Office for Public Service Personnel Management role was to determine the minimum qualifications required for the appointment of officers to the Public Service, and a centralized recruitment process for clerical and administrative personnel, reducing reliance on the Tertiary Entrance scores (then in use in Queensland) and the Public Service Exam.

This Act provided for Heads of Departments to have the responsibility of employing staff on a contractual basis, on a permanent part-time basis and in temporary circumstances including casual staff. Progressional schemes were introduced for movement between the base-grade clerical and administrative assistants and other classifications as advised by the Office of Public Service Personnel Management, via a new salary scale and that this be linked to a performance appraisal system applicable to all Public Servants, and that these be monitored and maintained via a Salary Administration System to be developed. Promotions were to be solely on the basis of merit and not include any consideration of seniority. Promotional and discipline appeals were simplified and informal with no provision for public appeals, and that legal representation be disallowed as per the Act. All appeals were to be heard by the Commissioner for Public Service Appeals.

The Public Service Management and Employment Act 1988 also made changes as to the method of appointment of Departmental Heads and Senior Officers to government departments. The Departmental Head could recommend and appointment of a senior officer to the Minister, however approval was given by the Minister no longer by the Departmental Head and the Governor in Council. Contractual agreements were to be established between the Heads of government departments and the Crown, which contained a performance agreement between the responsible Minister and the Head of the Department.

4.3.6 Public Service Ethics Act 1994

The Queensland Government introduced the *Public Service Ethics Act 1994*, in response to global questions of ethics which became more significant at the end of the 1980s, in the fields of finance and sustainability.

This act introduced ethics principles to the Public Service, by identifying the values that need to be espoused by the sector. These Principles are: respect for the law and system of government; respect for persons; integrity; diligence; economy and efficiency (s.4). Since that date these principles, the obligations associated with these and the Departmental Codes of Conduct which portray them, in the daily working environment of every agency of the sector, have become an integral part of Public Service. These obligations are to be met by all public officials (s.6).

The act applies to all employees of the public sector other than judicial officers, local government councilors, the staff of Government Owned Corporations and certain entities under the *Education (General Provisions) Act 1989*.

4.3.7 The Public Service Act 1996

The *Public Service Ethics Act* 1994 was quickly followed by the *Public Service Act 1996,* which had not been revised since 1922 and addressed the issue of public trust in the delivery of public administration. It outlined the performance expected of Public Servants (s.25); conflict of interest (ss.56, 84) and the need for public declaration of interests (ss.55, 83) and disciplinary procedures for maladministration.

This act gave clarification to the *Public Service Ethics Act 1994* as to how employees of the public service were to conduct themselves in the performance of their duties, through general principles of public service management, employment, and continuous performance.

Principles of public service management (s.23) were directed towards providing responsive, effective and efficient services, which were client focused and continuously improving.

Public servants were to maintain impartiality and integrity while informing, advising and assisting Government in the implementation of policies and priorities, and to ensure proper standards for the management of public records of this advice and other documentation. The principles of

responsibility, accountability and responsiveness were applied to the systems and processes to be used, as well as the manner in which administration and management were undertaken.

The management principles also required the value of maintaining the knowledge, and competency of the QPS through ongoing training and development of the workforce.

Principles of public service employment as outlined by the act (s.24) were to ensure fair and reasonable working conditions for public servants such as: merit selection (to avoid nepotism and patronage) to jobs, providing equal employment opportunities, providing duty of care conditions, appropriate remuneration for required responsibilities.

In recognition that public service employment involves a public trust, a public service employee's work performance and personal conduct must be directed towards (s.25) excellence, integrity and the principles of the *Public Service Ethics Act 1994*, so as to ensure that their personal conduct supported the reputation of the Public Service.

This act separated employment in the senior executive service (SES) from the remainder so as to ensure that the SES developed a service-wide perspective (s.26) and developed their skills by seeking to continue their development, and accepting a variety of deployment within and outside the QPS.

While these legislative requirements would appear to cover most of society's needs for a modern Public Sector the means of accomplishing them were not put in place at the time of the legislation. They were also not enshrined in the later legislation, but in associated policy and guidelines and therefore have fallen to the bureaucratic belief that if something is not in the legislation then it is optional. Public Service Bureaucracy is based on what "must" and "will" be done not what "should" or "may" apply.

5 Summary

All of the research combined raises a very basic question. If so much of the change required is understood by the members of the Queensland Public Service, and many of the characteristics the

society requires of it government bureaucracies have already been legislated then why are they still not implemented?

Could it be that the amount of legislation has made the implementation of these changes so complex as to be untenable? Is it too difficult, to implement in the short periods of time that the Executive contracts allow for leadership of such change? Alternatively could the underlying myths, mores, metaphors and world views of the previous style of bureaucracy be so incommensurate with that required for the future that what is required is revolutionary rather than evolutionary change?

CAUSAL LAYERED ANALYSIS

> Causal Layered Analysis, which considers layers of complexity of the issues identified: at the local and daily level by means of identifying where these issues had been addressed in the local press or in departmental information; at a social level which looked at what developments socially might be causes of the issues; at a broader world context global changes impacting these issues and their context, were considered. From these layers came a list of metaphors, which the individual or collective unconscious uses to identify or make sense of futures relevant to the issues (Inayatullah, 2002).

Using Causal Layered Analysis of the information collected from the literature review and anticipatory workshops conducted as part of this study, four plausible futures were developed:

- e-Government;
- Global/Regional Government;
- Generational Government; and
- Outcome/Output Based Portfolio Government.

Although at a social/procedural level these alternatives had several similarities due mainly to the changing nature of work and Australian society's changing expectations of the Public Service, it is their underlying metaphors and world views which have been shown to have impact on their litany level of the analysis and their level of acceptance evidenced in the survey results.

1.1 e-Government

e-Government was seen to have been connected with the underlying metaphors of the "giant call centre at the end of George St", and the "virtual office", both unpopular for their image of remoteness and lack of human contact with the client or customer.

The dominance of a post-human or technological extremity, in the world view of this possible future, enhances the remote image. Some of the fear of this future's seeming unpopularity with the survey respondents, and their acknowledgement of the importance of this view to government are better understood through the desires and fears articulated by the SMN, with regard to contact with the client and the workplace. Most senior Queensland Public Servants are aware of the

Government's work in the fields of nano-technology, including GNR and other bio-technologies as part of the Smart State initiatives, and could envisage the use of these technologies to overcome deficiencies in the QPS, at some later date.

Communication between the Government and the Populace would be limited to electronic media and Customer Relationship Management (CRM) applications. All voting would be done on-line. Planning and policy development would be conducted on-line to allow for participative input and critique by the community. All transactions and mission-critical service delivery would be electronic. All of which raises issues of where is all this information to be stored, how secure is it and as it can be traced to a "citizen" through CRM applications who would have access and to what uses could it be put? The "Big Brother" metaphor (although mentioned only in interviews, as part of this study) is an underlying fear expressed in the interviews.

Working conditions in this environment were more supportive of the system than playing part in external service delivery. The Public Service is seen as unrecognisable from today's service. Public Servants would work 24x7 from a virtual office so as not to interrupt the electronic information flow, work time being based on, and monitored through, the use and content change of individual computing/communicating devices. All specialist, knowledge-intensive work is outsourced to the private sector.

Given the inherent fear of this future it was not surprising to find that the majority of survey participants placed it as the fourth preference of the four proposed futures.

Currently there is a wealth of information available that shows the government is adopting more of the functionality of e-Government.

- There are sites made available for on-line discussions with ministers and politicians under the "Getting Involved" initiatives. These sites also have poling available for selected new initiatives.
- Large policy or legislative changes are canvassed with the general population before being finalised, e.g. the *South East Queensland Regional Plan* and *Infrastructure Plans* were available for on-line comment throughout 2004.
- The government has a large call centre which it encourages all agencies to use.

- The government is currently engaged in a shared service initiative which aims to provide a single cross-government system for all transactions.

Each of these initiatives, and the advances made through them, have been announced via the Government inter and intra-departmental newsletters, on relevant government websites and, when responses are sought, through the local press including the *Courier Mail*.

When asked to define headlines that could be expected regarding the implementation of such a future Queensland Public Service the Strategic Management Network offered the following:

- *Too Much Information?* The government needs information to function, but the e-Government system introduced in recent years has generated so much information that artificial intelligence and genetic nanotechnology robotics are required to sort and analyse it.
- *Benefits Astronomical from Post-Human Public Service* No more lazy public servants, no more massive super payouts, no more massive on-costs, so what can we expect in tax savings?
- *"Big Brother" is Listening:* Is the state to be administered by machines only? GNR and AI replace Public Servants.
- *What Cost, Faster more Accurate Service?* Where is the human face of the Public Service? How can we see if you are open and accountable, if all we have to communicate with is an AI robotic facemask? At first the fast response time was alluring but they've gone too far with the post-human public servant.
- Who would work in Public Service and answer to an AI Robot?

1.2 Global/Regional Government

There are a number of metaphors from the literary review and the SMN workshops that underpin a future of Global and/or Regional Government including: global citizenship; Australia as a society totally accepting of diversity; and the global advisory knowledge source.

These metaphors are backed by the world views of globalisation and pluralism, and move toward a variety of systems of global government supported by regional economies.

Systemically the client base of the QPS would include the entire Asian-Pacific region, which would necessitate a multi-lingual QPS, and a combining of occidental and oriental heritage. The value of having a diverse, tolerant workforce will enable the QPS to become innovation and change leaders

across the globe. It has given the QPS a unique understanding of time and space due to knowledge of the client epistomologies and ontologies, which are then taken into account when writing policy and planning.

This will enable the QPS to acknowledge and find innovative solutions to larger issues such as nutritional distribution, education, and environmental degradation where unified solutions are required, to cover the needs of a region where the borders have become so blurred as to be almost indistinguishable.

The QPS is very different from that of the 20th Century. Technology and the time zones covered by the locals covered by the clientele have caused the service to be available 24x7. Heterarchical structures and multi-dimensional structures so that they can address client issues on several different levels, therefore reducing the impact on client contact time and regular inter-regional government meetings.

This future raises a number of questions for the members of the Strategic Management Network as citizens of Queensland (if that state still exists). The basic understanding of the client/customer is tumultuous as locally delivered service is globally governed within regional economic systems. Questions of identity, such as:

- Where do I belong?
- Am I a local, regional or global citizen?
- Who collects my taxes and delivers my services?
- Who has my details?

These are all questions which effect our citizens daily because so much of our identity, in the past, was associated with our heritage: where we originated, worked, and lived. As global citizens this identity is blurred, so new means of identification are needed.

1.3 Generational Government

The idea of government for the future, by the present, challenging the past was very popular with the respondents to the surveys as seen in the previous chapter. This future is based on metaphors for the QPS as a multi-generational powerhouse, and a sustainable organisation.

The Public Service is run with the common good for current and future generations in mind, rather than a means to a convenient end. This is a very different concept from the characteristics of government bureaucracies discussed in the literature review and throughout the research. It is based on a Gaian foundation, a very feminine background, looking toward nurturing and sustainability.

This future is continually asking: what future do we want and how are we going to ensure it?

The virtual office has allowed flexible working hours and the ability to balance work and family life. This is enhanced by 24x7 Public Service because the diversity of the workforce and its capabilities men that there are enough officers who want to work these hours as life choices. There is genuine choice for part-time or full-time employment.

The workforce is contributing more innovative ideas and solutions, because they are acknowledged and rewarded for the sharing of their wisdom and knowledge within flatter structures based on knowledge within a multi-generational workplace as part of the knowledge economy.

Phased retirement has been in place for about 20 years now and it has proved a bonus to the intellectual property of agencies, as they cash into public private partnerships where the wisdom of the contributor is respected regardless of their age.

Although this future was the most popular from the survey it still raises many questions for everyday life, because it is incommensurate with the past models of government bureaucracies. Some of the characteristics of this future are similar to the other futures, however, the ways in which technology, and changed working conditions are used are very different.

Some of the questions raised by the SMN included many related to everyday life in this future.

How are we to maintain our layered identity as nature and technology lovers? Rather than returning to a solely Gaian ideal, generational government acknowledges that there will be advances in technology, and rather than squandering this knowledge it should be put to use for the benefit of future and current generations.

Is the technological/nationalist ego all there is? Is it enough? Should we be seeking new identities in our relationship with our environment, and our place in our future?

1.4 Outcome/Program Based Government

Metaphors of collections of consultants and facilitators in a series of ongoing Projects and Programs, are supported by worldviews in the economic rationalist role of cost-benefit realisation, and the status quo for the government bureaucracy with allowances made for technological advances.

Scarcity of commodities, finances and resources have made economic outcomes imperative. Trade has changed to reflect this reduction of primary and secondary resources. Genetic, nanotechnology and robotic technologies and knowledge are now our major exports due to bio-technology breakthroughs patented by the QPS 25 years ago.

Security is a major issue for the Government especially economic security, and all commodities are managed with this outcome in mind. Part of this security is reflected in the ideal that time is money and therefore lineal, and this drives the economies in the public arena where the Service is run with the efficient, effective and convenient end in mind rather than any future common good. These outcomes are checked regularly, with monthly efficiency reporting accompanying financial reports.

The structure of the Public Service is now a matrix, and although it has done away with the silo mentality of the past it has resulted in policy and planning written with benefit and economic realization in mind rather than direct client service.

This attitude has disenfranchised many public servants as their knowledge is a commodity and is therefore less recognised as belonging to the individual, which has resulted in many cases involving individuals claiming intellectual property theft. Although many public servants have the ability to work in projects of interest to them rather than on a permanent full-time basis in one job with set characteristics and requirements, as time is money they are expected to attend to family work balance in their off time.

This future raised a lot of questions for the Strategic Management Network members and they could see these questions being raised by the general populous of the future.

- Are we getting value for the tax dollar? Who owns the IP the state trades?

- GNR: Buyer/Seller Beware: if the Smart State initiative leads the world in some cost effective GNR advancements, who will take responsibility for the consequences and risks of this major potential wealth generator?
- Where does government end and private enterprise begin?
- Where are our markets, and just what is the government trading?

2 Summary

From the research in the previous chapter, most of the respondent groups in the survey chose Generational Government as their modal first preference when choosing between these futures. While this future has many superficial characteristics in common with the others as outlined in the litany, and structural layers of the analysis it has very different underlying metaphors and worldviews.

Its Gaian basis means that it is incommensurate with the other forms of future proposed, and therefore its implementation requires different methods, structures, processes and procedures, even though many of the outcomes are similar they are not the same due to the fundamental differences in their underlying philosophy. It cannot therefore develop from the current environment and its bureaucratic basis.

CONCLUSION

The topic of this thesis was one of exploration as opposed to research. This has enabled me to gather together as much tacit and explicit knowledge as was available on the topic of the changing nature of government bureaucracies and generational change especially as it relates to the Queensland Public Service.

Exploration implies observation and questioning. To this end, I have: tried, as far as possible, not to allow the research methodologies used to stifle the data and information being gathered; kept the analysis as simple as possible; included as much information as possible including the outliers and occasional inspirational thoughts that have occurred to me while analyzing the data and information.

This has resulted in a thesis which raises numerous questions for future researchers to analyse further.

Recent events in Queensland, including a number of enquiries into the administration of several government departments, show the need for change is evident to the other arms of this Westminster based government and that the Queensland Public Service has arrived at a cross-road in its development. From the literature review and the research undertaken in this thesis it is evident that government bureaucracies in the future need to change. Society is expecting very different characteristics from government in the future, from the past. There is some evidence that these character changes are so dramatic as to require the rethinking of the underlying myths and mores which support this arm of government into the future. Also, from the workshop and the survey results, and the changes to paradigms incorporated in the legislation introduced in the past two decades, it is evident that the Queensland Public Service is aware of most of the change required and is ready to change.

The issues for the QPS from here are: how does it address the contradictions emerging within the current workplace as a result of conflict between the old ways and the new characteristics; how does it move from one set of characteristics to those of an appropriate future; if this future is incommensurate with the past, Industrial Age characteristics of government bureaucracies what is the least disruptive means of changing to a public service suitable for the Knowledge Age; what are

the residual risks of doing nothing; and how does the QPS address the complexity and chaos emerging from the knowledge age?

In this thesis I have explored the plausible futures of e-Government, Global/Regional, Generational and Outcome/Program Based Government for the Queensland Public Service. From the research it appears that many Queensland public servants prefer Generational Government as their future. They can see the need to take into consideration the needs of future generations in their decision making today. They can appreciate the advantages and needs of having a multi-generational QPS. They understand fully the current legislative requirements of their jobs, but are experiencing difficulties in implementing these requirements and those of society within the current bureaucratic model.

To reduce the residual risk of the bureaucracy becoming other than what the community wants and needs in the future it is important to address as many of these questions as soon as possible, and then to backcast a means of accomplishing a desired future which meets our requirements as Queenslanders.

I would like to take this opportunity to thank all those who have contributed their tacit knowledge to this exploration.

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