



**Victorian
Skills Authority**

Victorian Skills Plan

Administrative and Support Services Industry Insight

October 2022



Education
and Training



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Introduction

This report on the administrative and support services industry forms part of the 2022 Victorian Skills Plan and outlines demand for occupations, education and training directed to meeting the demand and current workforce issues facing the industry.

This report has been prepared by the Victorian Skills Authority (VSA). The VSA was formed in July 2021 in response to the review *Future Skills for Victoria: Driving collaboration and innovation in post-secondary education and training* (known as the Macklin Review). The VSA is charged with preparing an annual Victorian Skills Plan (the Skills Plan) to guide decision-making on skills and training, by the Government, education and training providers, industry and communities.

The Victorian Skills Plan

The annual Skills Plan sets out Victoria's skills needs for 2022 to 2025 by drawing on data, evidence and insights from a range of system-wide and local sources.

The Government in conjunction with industry, communities and education and training partners brings collaborative action through the Skills Plan which:

- **defines skill needs** with clear statements of required skills and capabilities (current and emerging)
- **sets priorities** for post-school education and training in Victoria
- **communicates to the community** the opportunities education and training can provide to offer careers for individuals that also meet the workforce needs of industry
- **aligns action** across industry and government to support improved outcomes for all Victorians.

The Skills Plan consists of:

- a summary report – the Victorian Skills Plan
- the industry needs of the Victorian economy segmented into 13 insight reports, each comprising like industries – of which this report is one
- profiles of industry and occupations in the regional areas of Victoria which outline priorities for skills development – either as snapshots or Regional Skills Demand Profiles
- current employment and forecast demand to 2025 across Victoria – a user-driven dashboard.

About Industry Insight Reports

Each industry insight is based on robust research, qualitative and quantitative data collection and analysis and extensive consultation with the Government's Industry Advisory Groups, partners and stakeholders over a period of six months. Each report sets out to:

- profile the **industry outlook**, taking into account sector trends and key drivers of demand
- detail the **workforce and skilling implications** of the industry based on forecasting
- set **industry priorities** in responding to current and future workforce challenges
- provide initial guidance for an **education and training response** to these challenges.

The industries reflected in each report are defined according to their classification within 1292.0 - *Australian and New Zealand Standard Industrial Classification (ANZSIC) 2006*, prepared by the Australian Bureau of Statistics. Occupations within industries have been defined using the *Australian and New Zealand Standard Classification of Occupations (ANZSCO)*.

Each industry insight contributes to the conclusions and recommendations of the Skills Plan, focusing on actions for implementation over a three-year period.

The VSA acknowledges and extends sincere thanks to the individuals and organisations that participated in the consultations and contributed to these materials.

Using this report

This is a point-in-time report on the administrative and support services industry in Victoria and the associated skills and workforce issues.

This report, along with the Skills Plan, has been prepared for industry and training provider partners as a summary of demand for occupations and workforce issues. In addition to being used by the Victorian Government to consider responses as a public document, it is available to industry and education and training partners to form actions and responses.

The report does not represent the full picture of workforce issues in the industry. Opportunities associated with skills and workforce are longstanding. The information in the report, however, provides the basis for ongoing work on skills demand and responses, including by the VSA and through the Industry Advisory Groups.

Feedback

Feedback on this report, and others, is welcome and can be provided to SkillsPlan@education.vic.gov.au. Feedback will contribute to developing insights and actions.

Report coverage

This report focuses on the administrative and support services industry and the occupations relevant to the industry, classified according to ANZSCO. It covers a wide range of business functions that support other industries along with travel booking.

Statistics about an industry and its sub-sectors are collated by the Australian Bureau of Statistics (ABS) from the activity of businesses. Each business is classified to an industry based on their primary activities. Where an individual works for multiple businesses, their main job is used.

Industry classifications rarely encompass the full nature of the work (and therefore skills) associated with a given industry. ABS definitions of industries or sectors may not align with the definitions used by an industry association, while the allocation of businesses on primary activity can result in businesses that perform similar services but with a different emphasis being classified across different industries.

Coverage in the report is limited to employment in the industry and sectors as defined by ABS, noting some occupations are almost exclusively associated with an industry, such as tourism and travel advisers for the administrative and support services industry. Others, such as accountants and electricians, are associated with many industries. Note, however, that occupational demand for Victoria is the total of occupational demand for all industries.

Table 1 sets out related activities and the industry report that captures those activities. Where relevant this report should be read alongside those identified.

Table 1 | Scope of related industry activities and insights related industries

Activities	Industry insight
Banking and other financial services such as lending, accounting and brokerage	Professional, Financial and Information Services
Amenity horticulture and landscaping	Services
Travel and tourism services outside travel booking	Services

Executive summary

Industry outlook

The administrative and support services industry is vital to supporting the day-to-day activities of businesses and personal consumers across Victoria. Over 105,500 people are employed across the industry in sectors such as employment services, travel agency and tour arrangement services, office administration, call centres, debt collection, packaging, building cleaning, pest control and gardening services.¹

With the outsourcing of business support services set to continue, the industry is expecting strong growth. As most industries across Victoria are expected to grow, so too will their need for support in business operations. A shift towards onshoring and reshoring operations across industries such as telecommunications and manufacturing are key drivers of demand. Cleaning services and Human Resource (HR) managers/HR support are also expecting growth.

Workforce and skilling implications

On average, across all industries total employment is expected to grow by an additional 211,900 workers to 2025, from 3,538,900 workers in 2022, an annual growth rate of 1.97 per cent^{a, 2,3} In comparison between 2017 and 2020 employment grew by 2.68 per cent^b annually.⁴

In the administrative and support services industry, employment is expected to grow by an additional 4,700 workers to 2025, from 105,500 workers in 2022, an annual growth rate of 1.33 per cent^c which is below the overall Victorian average across all industries.^{5,6} In comparison between 2017 and 2020 employment across this industry grew by 1.51 per cent^d annually.⁷

Workforce growth will be required to meet expected demand. By 2025, an estimated 10,300 new workers are needed across the industry.⁸ This includes 4,700 in employment growth and replacement of 5,600 retirees.^{9,10}

Table 2 identifies the top ten occupations in demand across the industry by 2025.¹¹ Of these, five occupations (highlighted in table) are expected to experience employment growth at a rate above the overall Victorian average between 2022 and 2025.

Table 2 | Occupations in demand in the administrative and support services industry by 2025^{e, 12, 13}

Occupation	Current employment	Employment growth (2022–25)		Retirements (2022–25)	New workers needed (2022–25)
		Number	Per cent		
Commercial cleaners	16,500	450	0.7%	950	1,350
Human Resource professionals	9,000	600	2.5%	350	950
Gardeners	12,950	450	2.2%	250	700
Domestic cleaners	10,150	150	0.7%	400	600
General clerks	3,100	250	2.6%	150	450

^a 3-year compound annual growth rate

^b Computed for 2017 to 2020 employment growth for pre-COVID comparison


^c 3-year compound annual growth rate

^d Computed for 2017 to 2020 employment growth for pre-COVID comparison

^e Due to rounding, some totals may not correspond with the sum of the separate figures

Human Resource managers	2,550	250	3.2%	150	400
Garden and nursery labourers	2,100	150	1.3%	200	350
Packers	2,950	100	1.9%	100	200
Software and applications programmers	550	150	5.5%	50	150
Other cleaners	1,950	100	1.3%	50	150

Legend

 Above Victorian employment growth average between 2022 and 2025

Industry has also identified changing skills needs. Workers will need to demonstrate skills in risk management, ethical conduct, and compliance with regulations to meet rising workforce standards. Human resource professionals must also be able to assist clients through the emotional and psychological stress of broader workplace transformations.

Meeting this demand will be challenging. Industry reports relatively high casualisation and underemployment compared to other industries. There are also limited career pathways available for those in administrative roles such as office administration, call centres and document preparation. Addressing shortages in cleaners and arborists is critical to realising growth.

Workforce priorities

Two priorities are identified to address workforce and skilling needs for the administrative and support services industry:

1. Address current and anticipated labour shortages in key occupations – focus on meeting strong future demand for occupations which underpin supporting industries.
2. Support pathways to continued employment for individuals at risk of redundancy – focus is required to transition lower skilled workers into suitable roles in other industries or upskill them into new roles within this industry.

Education and training pipeline and workforce response

Pathways to employment in the administrative and support services industry are split across higher education and VET, with 24 per cent of workers holding a degree or above as their highest level of education and 33 per cent holding a VET level qualification as their highest level of education.¹⁴ As an indication of the pipeline to draw on, there were 4,790 enrolments^f in relevant VET qualifications in 2020¹⁵ and 4,190 equivalent full-time study load (EFSTL) in higher education in 2019.¹⁶

Key entry points to the industry include the Certificate III in Tourism, Certificate III in Cleaning Operations and the Diploma of Human Resource Management.¹⁷

Minimising barriers to entry into the industry can build the workforce pipeline and diversify the industry's workforce. Workers who have experienced disadvantage and/or long periods of unemployment can be supported through study pathways. Upskilling workers with limited language and literacy skills is key. Providing work opportunities that support part time and casual working arrangements is also valuable. A holistic approach to support these workers is essential.

^f VET enrolments related to the Administrative and support services industry include only courses that are deemed as primary pathways into this sector. Many of these courses serve multiple industries and the total enrolment numbers are reflective of this broader pipeline. VET enrolments in courses that primarily feed into other sectors but also support the Administrative and support services industry are included in the industry in which the course primarily supports.

Automation and streamlining of support services such as administration and travel related activities will put some workers at risk of redundancy. Providing more opportunities to undertake short courses and other flexible study pathways will enable workers to take on higher skilled roles. Recognition of prior learning will increase access to these opportunities.

The Victorian Government has existing support mechanisms to assist impacted workers. Jobs Victoria supports people looking for work and connects employers with the staff they need. The Victorian Government's Skills and Jobs Centres provide expert advice on training and employment opportunities, particularly on referrals and job matching to local employment opportunities and help with career and training plans to support a successful career transition.

Employers can directly support by providing flexible work arrangements, study leave and funding a proportion of study. This will be more achievable in larger organisations that have the appropriate resources and where employees can move between roles or take on additional duties to prepare for the transition to a new role.

The use of services from this industry to support other industry segments in Victoria suggests highlights the need for transferable skills. Workers need core skills and knowledge to work effectively for the industry or sub-sector in which they operate under sub-contracted or outsourced arrangements.

Lifting the supply of international workers for occupations in shortage, such as commercial cleaners and call centre operators, can directly support workforce growth.

Table 3 highlights actions that could be adopted by education, industry, and government to meet workforce demand.

Table 3 | Actions for consideration for education, industry, and government

- Broaden education and training opportunities to suit a wide range of interests, capabilities and life circumstances.
- Utilise existing mechanisms such as the Skills and Job Centres and Jobs Victoria to provide support to workers at risk of redundancy
- Upskill workers to build transferrable skills and support progression within or outside the industry.

Industry outlook

The administrative and support services industry spans the entire Victorian economy

The administrative and support services industry performs an integral role in supporting the day-to-day business activities of other organisations in Victoria. It supports a wide range of sectors and other industries, making it broadly responsive to shifts in the Victorian economy.¹⁸

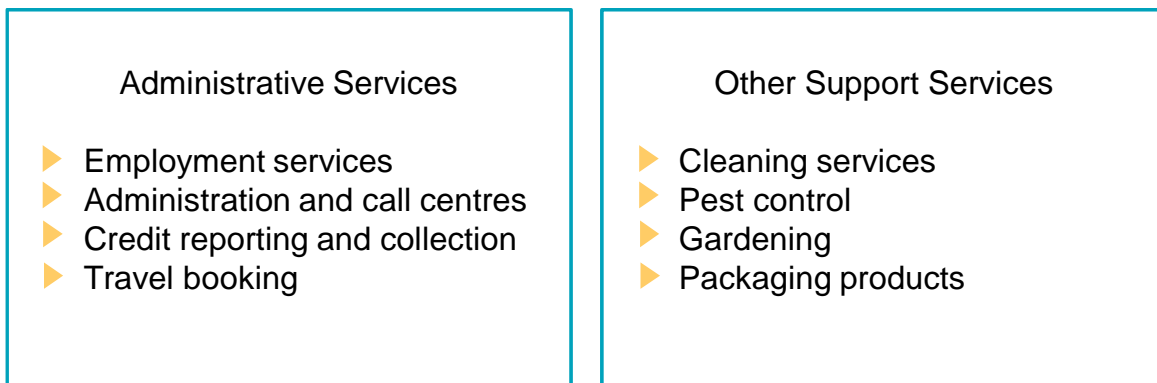
The administrative and support services industry employs 3 per cent of the total Victorian workforce (105,500 workers).¹⁹ Across the industry, approximately 47.6 per cent of workers are female, in line with the Victorian average of 47.2 per cent. Approximately 31.3 per cent of workers in the sector are aged over 50, slightly above the Victorian average across all sectors of 29 per cent.^{20,21}

The industry contains two main sectors – administrative services, and other support services. The administrative support services sector engages in employment services (e.g., human resources (HR), labour supply and recruitment); office administration, call centres and document preparation; credit reporting and collecting services; and travel booking.²² The other support services sector includes cleaning services (e.g., buildings), pest control, gardening, and packaging products (as distinct from the manufacturing of packaging itself).²³

COVID-19 has had a significant impact on most administrative and support services. Given the diversity of the industry, this will be discussed in relation to specific subsectors.

These two key sectors are shown in Figure 1, followed by further detail on each sector.

Figure 1 | Key sectors within the administrative and support services industry²⁴



Employment services

The recruitment and HR subsector has grappled with significant challenges in managing people in all workforces. Between 2020 and 2021, businesses were required to navigate vaccination and workplace attendance policies, permitted worker permits (and associated access to childcare), stand downs, JobKeeper and redundancies, all of which generated HR risks as they intersect with an employer’s compliance with their legal obligations.²⁵

The employment services subsector has grappled with COVID-19 disruption and has managed changing regulatory requirements across all workforces in Victoria.

Labour hire providers in this subsector have recently faced the introduction of the labour hire licensing scheme in Victoria, overseen by the Labour Hire Authority.²⁶ This has been initiated to address widespread non-compliance with workplace laws across various sectors (including contract cleaning services, meat processing and horticulture, which often rely on vulnerable workforces).²⁷ Businesses in this subsector are now required to maintain an operating licence that is conditional on compliance with minimum workplace terms and conditions.²⁸ Heavy penalties now apply for operating or advertising without a licence on top of existing penalties for non-compliance with workplace laws.²⁹

Administration and call centres

The trend toward more digital and remote working may place roles in the administration subsector at risk of redundancy. This is particularly acute for office administration and document production, where the duties for the workforce are tied to the needs of office workers.

While some businesses have shifted telemarketing functions, and other call centre operators have shifted their activity offshore in recent years, some large providers (including Telstra) are reshoring their operations to deliver better customer services.³⁰ This may continue in light of the severe impacts of COVID-19 on countries such as India and the Philippines.

Credit reporting and collection

The credit reporting and collection subsector has grown steadily in Australia over the past five years, largely due to a surge in business bankruptcies in 2020-21 from COVID-19 pandemic, higher unemployment in 2019-20 and 2021, and an increase in companies outsourcing debt collection services.³¹ Demand for debt collection services has fuelled the sector's performance over the period, as an increasing number of government agencies, particularly local councils, have opted to outsource these functions.³²

The Australian Tax Office placed a pause on debt collections in 2021, but it is anticipated that the sector will resume activity in 2022.³³ Debts are estimated at \$55 billion across Australia as at 30 June 2021.³⁴

Travel booking

The travel booking subsector is likely to continue to face volatility even as Victorians resume international travel in 2022. The latest data from Tourism Research Australia shows that total tourism expenditure in Victoria was \$20.7 billion in the year ending June 2022, representing an increase of 62 per cent or up \$7.9 billion compared to the year ending in June 2021.³⁵ Overall total tourism spend was back to 67 per cent of the pre-pandemic result (or \$10.3 billion below the year ending June 2019).³⁶ This was also reflected in the widespread closures of travel agencies across Australia. For example, Flight Centre closed 421 out of 740 of its stores during COVID-19,³⁷ and STA Travel entered voluntary administration in 2020.³⁸

The travel booking industry continues to face disruption as Victorians resume international travel and consumer demand shifts in favour of direct web booking.

Domestic expenditure (daytrip and overnight combined) comprised \$15.4 billion or 93 per cent of total tourism expenditure in Victoria in the year ending March 2022, given the restricted intake of international visitors due to COVID-19.³⁹ As Victorians continue to travel within Australia (where many consumers are comfortable arranging their own travel plans), the travel booking sector is likely to be slow to rebound.

This is compounded by changing consumer preferences, whereby individuals bypass travel agencies in favour of direct web booking (with the assistance of airfare price aggregators, for example), and reduced business travel.⁴⁰

Other support services

While the COVID-19 pandemic has generated greater demand for deep cleaning and other specialised cleaning services (including pest control), remote working pushed demand and limited revenue growth in 2020-21.⁴¹ This was also due to negligible growth in the number of businesses operating across the economy.⁴²

It is anticipated that any growth for deep cleaning will taper in 2022 as a greater emphasis is placed on ventilation and control of shared spaces to limit the spread of COVID-19,⁴³ which responds to increasing evidence that only high touch points need to be disinfected post-exposure.

Similar to the cleaning services subsector, the COVID-19 pandemic negatively affected demand for gardening services in 2020-21, as the number of businesses operating across the economy declined and households postponed scheduled services.⁴⁴ However, given that the subsector predominantly operates outside, it rebounded throughout 2021 (with suggestions that individuals spending more time at home as a consequence of remote working and lockdowns wish to invest in their outdoor spaces).⁴⁵


























Continuing investment in public infrastructure that includes green spaces will require landscaping and ongoing maintenance, particularly as workers return to the office in 2022 (see Services Insight for further information on the amenity horticulture sector).


























The packaging subsector is also closely aligned to the manufacturing industry as it ensures packaging is fit for products and suitable for supply chains. With significant government investment in manufacturing anticipated in future, there is potential for this subsector to grow (see the Manufacturing report for further information).

There is strong potential for growth in the industry as outsourcing increases, although automation will challenge some sectors

The administrative and other support services industry has experienced growth over the past decade, following an increasing emphasis on outsourcing of business services. Further growth is likely as businesses onshore or reshore their operations across industries such as telecommunications and manufacturing. The industry outlook is driven by a range of factors set out in Table 4.⁴⁶

Table 4 | Drivers of demand in the administrative and support services industry

	Driver	Administrative services				Other support services
		Employment services	Admin and call centres	Credit reporting and collection	Travel booking	
Policy	Increased regulation of labour hire providers to reduce non-compliance with workplace laws and minimum terms and conditions.	 High	 High	 Low	 Low	 Medium
	Increased government funding is likely to boost sectors most affected by the COVID-19 pandemic and associated worker demand.	 Medium	 Medium	 Medium	 High	 Low
	Continuing creation and implementation of public health directions across workforces to mitigate the spread of COVID-19, including in workplaces.	 High	 Medium	 Low	 Low	 Low
Economic	Increase in outsourcing of business functions combined with increased onshoring (including reshoring).	 High	 High	 Low	 Low	 High
	Unemployment rates are likely to fluctuate in response to interest rate increases, migration and workforce casualisation, shaping demand for employment services and short-term labour solutions (e.g., commercial cleaning).	 High	 High	 High	 Medium	 High

	Driver	Administrative services				Other support services
		Employment services	Admin and call centres	Credit reporting and collection	Travel booking	
Social	Rise of 'anywhere operations' business model, with businesses shifting to digital and remote service offerings away from 'brick and mortar'.	 High	 High	 Low	 High	 Medium
	An increasing number of workers will seek ongoing flexible and remote working arrangements following COVID-19, with implications for workplace culture and operations.	 High	 High	 Low	 High	 Low
	Overseas travel is likely to rebound, and an increasing number of Australians are travelling within the country, with many travellers arranging their own plans and integrating work with holidays.	 Medium	 Medium	 Low	 High	 Low
	The increasing digitisation of work and other processes is likely to render many manual office and administration roles redundant, including travel bookings.	 High	 High	 Low	 High	 Medium
Environmental	Climate change is driving greater demand for low carbon and sustainable products and processes.	 Low	 Low	 Low	 Low	 Medium

Drivers are impacting sectors differently across the industry over the next three to five years.

Administrative services

The administrative services sector will be most significantly shaped by continuing shifts in the labour market. As migration rebounds and with unemployment at a historic low, the employment services subsector is challenged to focus on addressing long term unemployment and increasing workforce participation among cohorts with high needs.

Demand in the administrative services sector will predominantly be driven by shifts in the labour market and international migration.

Similarly, workplaces will design more flexible working arrangements in 2022 and beyond (with a particular emphasis on increased remote working). The employment services subsector will play an important role in managing workplace transformations, cultural initiatives, and changes to employee value proposition. Relatedly, the recruitment market has rebounded after a period of hesitancy throughout COVID-19. In February 2022, SEEK job listings reached an all-time high⁴⁷ and industries such as professional services, administration, retail, and health are experiencing high vacancy levels across Australia.⁴⁸ It is anticipated that the administrative services subsector will facilitate movement across and within workforces in 2022. Employers and recruiters are therefore likely to continue facing a high number of vacancies.

These shifts have implications for employment service providers, which have assisted jobseekers in finding opportunities as the unemployment rate has fluctuated throughout the pandemic (before arriving at its lowest rate in almost 50 years in February 2022, partly due to a shrinking overall workforce with reduced migration).⁴⁹

These trends are also likely to drive demand in the administrative and call centres subsector. Businesses that increasingly outsource functions coupled with a trend in favour of onshoring will increase growth in call centres. However, increased flexible and remote working arrangements will reduce the need for in-office administrative support and document printing. The credit reporting and collection subsector is most likely to be impacted by increasing fluctuation in unemployment and underemployment rates.

As international borders open and travel restrictions ease, many Victorians will resume holidaying overseas. However, it is unclear how this will translate to growth in the travel booking sector, with many travellers turning to online aggregators and websites to plan their own travel (continuing a pre-COVID-19 trend). This indicates a broader shift toward process and product automation across all industries, which exposes employees in administrative roles (particularly those that are office-based) to a high risk of redundancy.

Other support services

Both businesses and personal consumers are likely to increasingly source external providers for services. This provides significant growth opportunities for the other support services sector, particularly in cleaning and gardening. While growth in deep cleaning has tapered after a peak in 2021, it is likely that individuals and businesses will maintain a priority on workplace hygiene and infection control. As workers return to the office and spend less time at home (particularly office workers with high disposable income and long working hours), businesses in this subsector are likely to face higher demand.

The trend towards outsourcing is indicative of a growing investment in quality and maintenance of home and public spaces. Following the 'renovation boom' in Victoria, many individuals are likely to invest in (often sophisticated) outdoor garden designs that will need to be maintained as they mature. A growing preference for public green spaces is likely to be mirrored in the development of public infrastructure, further contributing to demand.

Workforce and skilling implications

An estimated 10,300 new workers are required to meet projected demand over the next 3 years

On average, across all industries total employment is expected to grow by an additional 211,900 workers to 2025, from 3,538,900 workers in 2022, an annual growth rate of 1.97 per cent^g.^{50,51} In comparison between 2017 and 2020 employment grew by 2.68 per cent^h annually.⁵²

In the administrative and support services industry, employment is expected to grow by an additional 4,700 workers to 2025, from 105,500 workers in 2022, an annual growth rate of 1.33 per centⁱ which is below the overall Victorian average across all industries.^{53,54} In comparison between 2017 and 2020 employment across this industry grew by 1.51 per cent^j annually.⁵⁵

The administrative and support services industry in Victoria is expected to need 10,300 new workers by 2025.⁵⁶ This includes 4,700 employment growth and replacing 5,600 retirees.^{57,58}

Table 5 identifies the top ten occupations in demand across the industry to 2025 based on employment growth and replacing retirees.⁵⁹ Of these, five occupations (highlighted in table) are expected to experience employment growth at a rate above the overall Victorian average between 2022 and 2025.

These figures are estimates but it is important to note that they may be under-estimated as they do not account for existing vacancies nor take account of changes in the rate of workers leaving the industry, which stakeholders indicated appears to be higher than normal.

Table 5 | Occupations in demand for the administrative and support services industry^{k1,60,61}

Occupation	Current employment	Employment growth (2022–25)		Retirements (2022–25)	New workers needed (2022–25)
		Number	Per cent		
Commercial cleaners	16,500	450	0.7%	950	1,350
Human Resource professionals	9,000	600	2.5%	350	950
Gardeners	12,950	450	2.2%	250	700
Domestic cleaners	10,150	150	0.7%	400	600
General clerks	3,100	250	2.6%	150	450
Human Resource managers	2,550	250	3.2%	150	400
Garden and nursery labourers	2,100	150	1.3%	200	350
Packers	2,950	100	1.9%	100	200

^g 3-year compound annual growth rate

^h Computed for 2017 to 2020 employment growth for pre-COVID comparison

ⁱ 3-year compound annual growth rate


^j Computed for 2017 to 2020 employment growth for pre-COVID comparison

^k Due to rounding, some totals may not correspond with the sum of the separate figures.

^l Due to rounding, some totals may not correspond with the sum of the separate figures

Software and applications programmers	550	150	5.5%	50	150
Other cleaners	1,950	100	1.3%	50	150

Legend

 Above Victorian employment growth average between 2022 and 2025

Occupation shortages in the administrative and support services industry are confined to the cleaning and gardening subsector

Within the industry, the cleaning and gardening subsector is facing occupation shortages.

A shortage exists when employers are unable to fill or have considerable difficulty filling vacancies for an occupation at current levels of remuneration and conditions of employment, and in reasonably accessible locations. In some instances, shortages in a specialisation within an occupation will show the occupation in shortage.

Most occupations in the administrative and support services industry are not in shortage. However, strong future demand is forecast in the employment services subsector, particularly human resource managers (see above).

VSA consultations indicate further occupations across Victoria can be in shortage, or soon will be. A list of specific occupational shortages in the administrative and support services industry is shown in Table 6.

Table 6 | Occupational shortages facing the administrative and support services industry

Occupational shortages	
<ul style="list-style-type: none"> Arborists⁶² 	<ul style="list-style-type: none"> Cleaners⁶³
Additional occupations as part of the National Skills Commission’s updated Skills Priority List released on 06 October 2022⁶⁴	
<ul style="list-style-type: none"> Contract administrator 	<ul style="list-style-type: none"> Program or project administrator
<ul style="list-style-type: none"> Money market clerk 	<ul style="list-style-type: none"> Credit or loans officer
<ul style="list-style-type: none"> Statistical Clerk 	<ul style="list-style-type: none"> Bookmaker
<ul style="list-style-type: none"> Streetsweeper operator 	<ul style="list-style-type: none"> Insurance consultant
<ul style="list-style-type: none"> Gardener (general) 	

Some skills are in immediate shortage, while others will increase in demand

Key skills to work in the administration and support services industries include general skills such as communication and problem solving, in addition to occupation-specific skills. This emphasis on general skills reflects the supporting role that many workers in these industries hold and the breadth of the industry’s intersections with other industries and sectors in the Victorian economy.

A list of skills shortages across the administrative and support services workforce is shown in Table 7.

Table 7 | Skills shortages facing the administrative and support services industry^{65, 66}

Skills shortages	
<ul style="list-style-type: none"> • Business management 	<ul style="list-style-type: none"> • Entrepreneurship
<ul style="list-style-type: none"> • Initiative and innovation 	<ul style="list-style-type: none"> • Planning and organising

Emerging skills are closely linked to skill shortages due to the lag between demand and the time for workers to develop the new skills. It is predicted that the largest impact on the administrative and support services industry will occur in areas related to technology, risk management and people management. This is creating new ways of working and forcing workers to upskill to adapt. These emerging skills are detailed in Table 8.

Table 8 | Emerging skills in the administrative and support services industry⁶⁷

Emerging skills	
<ul style="list-style-type: none"> • Ability to assist employees through the potential emotional and psychological stress of redundancy and broader workplace transformations 	<ul style="list-style-type: none"> • Emerging technologies
<ul style="list-style-type: none"> • Risk management 	<ul style="list-style-type: none"> • Skills in ethical conduct, compliance and regulations to meet the rising standards of the labour supply subsector and for workforce dimensions across all industries

Education and training pipeline

There were around 4,790 enrolments related to administrative and support services related VET qualifications in 2020^m and 4,190 relevant enrolments in Higher Education in 2019.^{68,69} This should translate to more than 3,539ⁿ graduating students entering the workforce each year with relevant qualifications, suggesting a comfortable likelihood of meeting projected demand although some will seek employment in other industries, which would reduce the potential pipeline. For further detail, see the collaborative response toward the end of this report.

VET remains a significant pathway into the administrative and support services industry

Employment opportunities in the administrative and support services industry are concentrated at the entry level and intersect with a wide range of other industries and sectors. Many workers (42.6 per cent) in this industry do not hold a post-school qualification.⁷⁰

In 2020, there were 2,274 people enrolled in administration and support services related VET qualifications prior to being employed.

VET will likely continue as a significant channel of education supply to the administrative and support services workforce, with 33 per cent of workers holding a VET level qualification as their highest level of education.⁷¹ This is largely because specific qualifications in travel, gardening and HR areas facilitate direct pathways into the industry.

VET Activity

People enrol in VET courses for one of three main reasons:

- to prepare for employment
- to support current employment
- to progress their careers within the industry.

This equates to training categorised as prior to employment; with employment (as an apprenticeship or traineeship) and upskilling once qualified as shown in Table 9. The table shows the enrolments in 2020 VET courses on the Victorian Funded Course List (FCL) and the Victorian Funded Skill Set List (FSSL)^{72,73} related to this industry and against each category. The enrolment numbers are drawn from Total VET Activity (TVA) which comprises enrolments supported by public funding or private contribution.

As part of preparing this report, industry representatives have provided their perspectives on the purpose of these qualifications, which is summarised in Figure 2 and helps to read Table 9.

^m VET enrolments related to the Administrative and support services industry include only courses that are deemed as primary pathways into this sector. Many of these courses serve multiple industries and the total enrolment numbers are reflective of this broader pipeline. VET enrolments in courses that primarily feeds into other sectors but also support the Administrative and support services industry are included in the industry in which the course primarily supports.

ⁿ This number is determined by taking the total number of VET enrolments in courses undertaken prior to employment, combined with 1/3 of the total number of HE enrolments in AQF 5-8 courses (as these courses are traditionally undertaken prior to employment and the average Bachelor degree is three years, therefore only those in their final year of study will enter the workforce the following year).

Figure 2 | VET pipeline key

1. 'AT' indicates a classroom-based course is also available as an apprenticeship or traineeship option
2. 'Q' indicates industry values the course as a qualification
3. 'SS' indicates industry values the course as a skill set
4. 'EIR' indicates it is an Endorsed Industry Requirement as noted by industry
5. 'OL' indicates the course leads to an Occupational License as noted by industry

Note: Industry has not provided feedback on all qualifications and where indicated; each value assignment can be reviewed in the future.

Table 9 | VET pipeline for administrative and support services in Victoria^o

Prior to employment	
Qualifications (2,274 TVA enrolments 2020)	
Certificate II	296
Certificate II in Printing and Graphic Arts (Q,AT,EIR)	195
Certificate II in Tourism (Q,SS,AT)	101
Certificate III	1,978
Certificate III in Accounts Administration (Q,AT,EIR)	121
Certificate III in Cleaning Operations (Q,SS,AT,EIR)	700
Certificate III in Dry Cleaning Operations (Q,AT,EIR)	-
Certificate III in Print Binding, Finishing and Packaging (Q,AT,EIR)	-
Certificate III in Printing (Q,AT,EIR)	-
Certificate III in Tourism (Q,SS,AT)	898
Certificate III in Travel (Q,SS,AT)	179
Certificate III in Urban Pest Management (Q,AT,EIR)	80
With employment (apprenticeship and traineeship)	
Qualifications (778 TVA enrolments 2020)	
Certificate III	551
Certificate III in Accounts Administration (Q,EIR)	11
Certificate III in Cleaning Operations (Q,SS,EIR)	32
Certificate III in Print Binding, Finishing and Packaging (Q,EIR)	27
Certificate III in Printing (Q,EIR)	138
Certificate III in Tourism (Q,SS)	8
Certificate III in Travel (Q,SS)	334
Certificate III in Urban Pest Management (Q,EIR)	<5
Certificate IV	227
Certificate IV in Human Resource Management (Q,SS,EIR)	<5
Certificate IV in Travel and Tourism (Q)	223

^o VET courses can support a range of occupations across a range of industries, and occupations can also support a range of industries. To present the likely VET trained employment pipeline by industry, enrolments for a course have been assigned to the most common industry in which people seek employment.

Upskilling once qualified	1,738
Qualifications (1,594 TVA enrolments 2020, 144 Skill Set enrolments 2020)	
Advanced Diploma	44
Advanced Diploma of Human Resource Management (Q,AT,EIR)	44
Advanced Diploma of Travel and Tourism Management (Q)	-
Certificate IV	579
Certificate IV in Human Resource Management (Q,SS,AT,EIR)	344
Certificate IV in Travel and Tourism (Q,AT)	235
Diploma	971
Diploma of Human Resource Management (AT,EIR)	823
Diploma of Travel and Tourism Management (Q)	148
Skill Set	144
Course in Minimising Risks in the Use of 1080 & PAPP Bait Products for Vertebrate Pest Control (Q,EIR)	144

Note: Enrolment figures in the table above are as reported by NCVET, Total VET student and courses 2020: program enrolment. There may be instances where program enrolments are not reported by training providers to NCVET and therefore not included in the enrolment figures in the total VET training activity data. Total VET activity for 2021 is expected to be released in August 2022.

Higher education is not a significant pathway into the industry but offers targeted qualifications

Higher education is a less common pathway into the administrative and support services industry, with 24.5 per cent of workers holding a degree or above as their highest level of education.⁷⁴ Occupations in the industry that are relevant to higher education qualifications are projected to grow over the next five years.⁷⁵ These qualifications provide workers with skills that are relevant to working in employment services (such as HR) along with general management skills.

In 2019, there were over 4,190 enrolments across administrative and support services related higher education courses delivered by Victorian universities.^{92F76} Most of these enrolments are focused on HR related courses, which will support the strong demand for HR professionals. The higher education administrative and support services industry pipeline is shown in Table 10. Only high enrolment courses with equivalent full-time student load (EFTSL) over 100 are included. Many of these courses serve multiple industries and the total EFTSL numbers are reflective of this broader pipeline.

Table 10 | HE pipeline for administrative and support services in Victoria, high enrolment courses with EFTSL over 100^{93F77P}

Business and Management (4,194 EFTSL, Victoria, 2019)	
Australian Qualifications Framework (AQF) 9+ (e.g., Master and above) (399 EFTSL)	AQF 5-8 (e.g., Diploma, Bachelor, Hons) (3,795 EFTSL)
Examples include: <ul style="list-style-type: none"> • Master of Human Resource Management (226) • Master of Management (Human Resources) (173) 	Examples include: <ul style="list-style-type: none"> • Bachelor of Business (Management) (2,021) • Bachelor of Business Administration (718) • Bachelor of Business (Human Resource Management) (560) • Graduate Certificate of Human Resource Management (159)

^P A course may be allocated to different narrow field of education by different higher education providers based on the primary purpose of the course. Higher education enrolments reported against a course under a specified narrow field of education reflect only the portion of enrolment allocated to the narrow field of education and are not reflective of the total enrolment for the course.

	<ul style="list-style-type: none">• Graduate Diploma of Business Administration (199)• Graduate Certificate of Business Administration (139)
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Workforce priorities

Key workforce priorities centre on labour shortages and upskilling in key sectors

Key challenges exist to addressing the supply and skill of labour in the administrative and support services industry. In general, the industry has higher casualisation and underemployment rates compared to other industries. Further, there are limited career pathways available for many administrative roles, particularly in relation to office administration, call centres and document preparation.

Address current and anticipated labour shortages in key occupations

While the industry does not suffer from widespread shortages, there are key roles with strong current or future demand that need to be a focus, including arborists, human resource managers and commercial cleaners.

The commercial cleaning workforce has historically relied on migrant workers sourced from family, humanitarian, Working Holiday Maker and international student cohorts.

HR professionals are in strong future demand. As Victoria emerges from the COVID-19 pandemic, these workers are needed to navigate workforce transformations, and play a critical role in the employee experience that is vital to attraction and retention across all other industries.

Arborists are currently in shortage and effort is needed to address this.

Table 11 | Focus areas to address current and anticipated labour shortages in key occupations

- New workers are required to meet demand previously filled by migrants, specifically in cleaning, yet many potential workers face barriers to effective participation.
- Securing a post-COVID-19 workforce is driving demand for human resource professionals.
- Key occupations lack profile amongst job seekers making it harder to secure talent e.g., arborists.

Support pathways to continued employment for individuals at risk of redundancy

The industry faces challenges in upskilling workers in the administration and travel sectors. Workers in these sectors already face low career progression opportunities, compounded by accelerating automation of administrative functions and travel bookings. These technological changes place workers in these roles at a higher risk of redundancy if they cannot be redeployed.

Workers can therefore be prepared to transition into suitable roles in other industries or more complex roles within their existing sectors. Workers can also be upskilled to transition into other subsectors with higher workforce demand such as HR, recruitment, or employment services.

Table 12 | Areas of focus to support employment for individuals at risk of redundancy

- Automation of administrative functions is accelerating, driving workforce change.
- Many administrative and support occupations face low career progression opportunities.

Collaborative response

The education and training response can focus on opportunities to support workforce demand and alleviate risk of redundancy

The education and training response has a key role to play in addressing the key workforce issues for the industry:

1. Address current and anticipated labour shortages in key occupations
2. Support pathways to continued employment for individuals at risk of redundancy.

The response can focus on diversifying the pool of prospective workers in the industry by minimising barriers to entry and transition. For example, workers who have experienced disadvantage or long periods of unemployment could enter the sector through VET qualifications or Adult, Community and Further Education pathways. The education and training response would need to consider holistic support for workers in these circumstances to ensure they are successful.

The education and training response can then focus on supporting individuals that enter the industry to gain the skills that are required for their roles. The administrative and support services industry is diverse and includes workers who will cultivate careers within a sector and others who move in and out depending on their life and career circumstances. For example, many workers in the industry work in part time or casual roles alongside study and other responsibilities. Education and training opportunities in the industry need to suit broad spectrums of interest and capability. They can also suit part time and casual working arrangements.

The education and training response can focus on minimising barriers to entry to broaden the diversity of skills, interests and experiences.

Upskilling is another important area of focus. Workers in this industry are often migrants with no post-school qualifications obtained in Australia. The education and training response can focus on building skills, particularly language and literacy, to support progression. Workers may move out of the industry or between sectors, into supervisory roles or into small businesses of their own.

The education and training response can also facilitate pathways to further qualifications for workers at risk of redundancy. This includes workers in the travel booking, administration and packaging sectors. Providing more opportunities to undertake short courses and other flexible study pathways will enable workers to take on higher skilled roles. Recognition of any prior learning will increase access to these opportunities.

The Victorian Government has existing support mechanisms that can assist impacted workers. Jobs Victoria supports people looking for work and connects employers with the staff they need. The Victorian Government's Skills and Jobs Centres provide expert advice on training and employment opportunities, particularly on referrals and job matching to local employment opportunities and help with career and training plans to support a successful career transition.

Workers in office-based administrative or travel booking roles may be suitable to take on roles in HR with further training. Short courses and other flexible study pathways are likely to be most attractive and will assist in responding to industry demand.

Government and industry can focus on the intake of skilled workers and upskilling employees

The education and training response alone cannot deliver on the two workforce priorities to improve how the administrative and support services industry attracts and manages talent. The system needs

to work with government and industry to support the training and skilling requirements necessary to meet future demand and deliver a coordinated response.

A key area of focus for government will be the intake of skilled workers in the wake of COVID-19.

Industry can focus on supporting workers in the sectors listed above to upskill and find new employment opportunities as business functions become automated. Workers may be able to transition into occupations with high need, such as HR. Employers could support further education and training with flexible working arrangements, study leave and funding. This would be suitable in large corporations where employees can move between roles or take on additional duties as they become ready. These strategies also reduce attrition and redundancy risks for the current workforce as well as recruitment costs.

A proposed set of actions for education, government, and industry to consider in responding to the workforce priorities are shown below.

Actions for consideration for education, industry, and government

- Broaden education and training opportunities to suit a wide range of interests, capabilities and life circumstances.
- Utilise existing mechanisms such as the Skills and Job Centres and Jobs Victoria to provide support to workers at risk of redundancy.
- Upskill workers to build transferrable skills and support progression within or outside the industry.

Appendix A: Data methodology

VSA Employment Model overview

The VSA Employment Model produces estimates of:

- projected employment growth between 2022 and 2025
- projected retirements between 2022 and 2025
- projected total new workers needed between 2022 and 2025.

Table 13 further defines the model outputs and identifies the primary source for each output.

Table 13 | Employment model outputs

	Employment growth 2022-25	Retirements 2022-25	New workers needed 2022-25
Definition	Change in the number of workers employed from 2022 to 2025	Workers expected to permanently leave the workforce from 2022 to 2025	Workers needed from 2022 to 2025 to meet demand from growing employment and to replace retirees
Primary source	Benchmarked to the NSC Employment Projections	Derived from retirement rates from Australian Census Longitudinal Dataset	The sum of employment growth and retirements

All outputs are modelled at the occupation, industry and region level:

- occupations are defined by 4-digit occupation unit groups in the Australian and New Zealand Standard Classification of Occupations (ANZSCO)
- industries are defined by 1-digit industry divisions in the Australian and New Zealand Standard Industrial Classification (ANZSIC)
- regions are defined by the nine Regional Partnerships of Victoria as outlined by the Victorian Department of Jobs, Precincts and Regions.

Benchmark data from the NSC give estimates of projected employment growth. Using an approach called iterative proportional fitting, the detailed occupation, industry and region breakdowns are generated by applying the distribution of employment in ABS Census and other data to the benchmark projections.

The model was developed by the VSA with the support of Nous and Deloitte Access Economics (DAE). The sections further below describe how the key outputs were modelled.

The VSA Employment Model gives a best estimate of employment by industry, occupation and region. It provides an indication but does not, and cannot, tell the full story of the region's economy.

Employment growth, 2022-25

Source: VSA and Nous (2022), *modelling of NSC (2022) Employment Projections*

This modelling takes the NSC Employment Projections as the benchmark data for 2022-25 and breaks it down into occupation by industry by region tables.

The benchmark data sources provide ‘control totals’ for occupation, industry and region breakdowns independently. However, they do not provide the interaction between each of the variables. For example, they do not give the breakdown of occupations within industries.

Iterative proportion fitting uses a detailed ‘seed’ data table with the necessary breakdowns from a representative dataset and scales that distribution to control totals in the new dataset. Over many iterations, the seed data is transformed to sum up to the occupation, industry and region control totals.

The seed data comes from the ABS Census 2016. The control totals for occupation and industry come from the NSC's Employment Projections, and the control totals for region come from the NSC's Small Area Labour Markets data. Table 14 describes the inputs in detail.

The modelling results in:

- industry and occupation projections that align with the NSC Employment Projections
- regional data that matches the distribution across NSC Small Area Labour Markets
- industry by occupation by region data tables that approximate the distribution within the ABS Census 2016.

Table 14 | Data sources used to model employment growth from 2022 to 2025

Type	Data	Source
Seed	Employment x 3-digit industry (ANZSIC3) x 4-digit occupation (ANZSCO4) x Statistical Area Level 2 (SA2)	ABS, <i>Census of Population and Housing</i> , place of usual residence data
Control total	Employment x SA2	NSC, <i>Small Area Labour Markets</i> , ‘SALM smoothed SA2 Datafiles (ASGS 2016) - March quarter 2022’.
Control total	Employment x ANZSIC1	NSC, <i>Employment Projections, 2020-25</i>
Control total	Employment x ANZSCO4	NSC, <i>Employment Projections, 2021-26</i>

Notes:

1. Following the modelling, SA2 data is aggregated up to Regional Partnership region. Where an SA2 spans multiple regions, the estimates have been apportioned based on geographic area.
2. The NSC industry projection is often not available until some months after the occupation projections. As at May 2022, there were no 2021 to 2026 ANZSIC1 by state forecasts available. The previous release of 2020 to 2025 ANZSIC1 by state forecasts were used and scaled up to match the Australian total employment numbers in the ANZSCO4 forecasts.

Retirements, 2022-25

Source: VSA, *Deloitte Access Economics (DAE) and Nous (2022), Retirement projections 2022-2025*

Retirements are estimated by applying occupation-specific retirement rates to the employment projections.

Using the Australian Census Longitudinal Dataset, an estimate of the size of the labour force aged 50 and over in 2016 was taken and compared to the size of the labour force aged 45 and over in 2011. After adjusting for migration, the gap is an estimate of retirements between 2011 and 2016. The relative age structures of occupations in the Census 2011 were then used to estimate retirements at the detailed occupation level (ANZSCO4).

The outputs were used to estimate an occupation-specific retirement rate, calculated as:

$$\text{Retirement rate} = \text{retirements between periods } t \text{ and } t+1 / \text{employment at } t$$

The retirement rates were applied to the employment projections to estimate the number of retirements between 2022 and 2025 at the region (Regional Partnerships), industry (ANZSIC1) and occupation (ANZSCO4) level.

New workers needed, 2022-25

New workers needed is the simple sum of employment growth and retirements. It is calculated at the region (Regional Partnerships), industry (ANZSIC1) and occupation (ANZSCO4) level.

New workers needed is an estimate of demand for workers to join an industry, occupation or region. In this model, demand comes from growth in employment (as business, government and other employers expand their operations) and the need to replace retirees who leave the workforce.⁹

New workers needed is not an estimate of skills shortage. In the VSA Employment Model, demand is always met by supply of new workers who enter the work force from study, unemployment, migration, a change in industry or occupation, or other avenues.

This means that the VSA Employment Model is not suitable for identifying current or future skill shortages. The Victorian Skills Plan draws on the National Skills Commission's Skills Priority List and stakeholder feedback to identify skills shortages within industries and across Victoria.

⁹ This will generally underestimate demand as it does not account for the need to replace workers who leave a job for other reasons, such as switching occupations or migrating out of Victoria.

Appendix B: Victorian VET pipeline methodology

Enrolment numbers

Sources:

National Centre for Vocational Education Research (NCVER) (2021), Total VET students and courses 2020, available [here](#).

Victorian Department of Education and Training (2022), Funded Course List, available [here](#).

Victorian Department of Education and Training (2022), Funded Skill Set List, available [here](#).

The Victorian VET pipeline table estimates the number of enrolments in each qualification and skill set for the 2020 academic year in Victoria. The NCVER total VET students and courses is used as the dataset. Only courses on the Victorian Funded Course List (FCL) and the Victorian Funded Skill Set List (FSSL) are included.

The following steps were taken to develop the table:

- Each course was reviewed by IAG members and allocated to **only one** of three main reasons for studying: to prepare for employment; to support current employment (apprenticeship or traineeship); and to progress their career. Each course is then listed under their respective allocation.
- The numbers of students who enrolled in that course in 2020 is then noted in the VET pipeline table.
- For courses that provide **an apprenticeship and traineeship option and a classroom-based option**, these courses are duplicated twice in the table, with enrolment numbers split across the other two options: the number of apprentice and trainee enrolments are reported under the header 'with employment (apprenticeship and traineeship)'; the number of classroom-based enrolments is shown in the purpose for completing the classroom-based option (either to prepare for enrolment or to progress their career). An ('^{AT}') is noted next to these duplicated classroom-based courses to indicate they are also delivered as an apprenticeship or traineeship.
- Where industry has provided feedback on the value of qualification or skill set, a ('^Q') indicates it is valued as a qualification, while a ('^{SS}') indicates it is valued as a skill set. A ('^{EIR}') indicates it is an Endorsed Industry Requirement and ('^{OL}') indicates it is an Occupational License. Industry has not provided feedback on all qualifications and where indicated; and each value assignment can be reviewed in the future.
- Numbers are then totalled in their respective headers above. For the purpose of the Skills Plan, the number of enrolments 'prior to employment' is a key focus for industry as it indicates how many students are being trained but are not yet employed.

The 2020 enrolment figures are a best estimate of the pipeline of workers for industry to draw on. The 2020 figures were the latest dataset available from the NCVER at the time of developing the Skills Plan and will be updated in future iterations of this document. They intend to provide an indication of the pipeline but do not and cannot tell the full story of workforce supply. Factors such as completion rates and the COVID-19 pandemic during 2020 are also likely to impact the availability of the future workforce.

Appendix C: Stakeholder engagement process

Stakeholder engagements allowed VSA to test, update and validate the content of the Administrative and Support Services industry insight report. Stakeholders from organisations in government, education and industry were engaged to provide input to the report and the Skills Plan more broadly. Specifically, stakeholders provided insight on economic outlook, workforce and skilling challenges and an education and training response across three rounds of consultations. Engagements guided initial thinking and research, as well as opportunities to test and revise the insights. We would like to thank the following organisations for their participation in the stakeholder engagement process. Table 15 lists the organisations involved.

Table 15 | Consultation participants

Organisation
Arts Industry Council Victoria
Australasian Security Industry Association Ltd
Australian Digital and Telecommunications Industry Association
Australian Education Union - Victoria
Australian Industry Group
Australian Services Union
Australian Services Union (Victoria and Tasmania)
Bendigo Kangan Institute
Box Hill Institute
Building Designers Association Victoria
Business Services Industry Advisory Group Executive Officer
Communications and Information Technology Industry Training Co (CITT)
Department of Environment, Water, Land and Planning
Department of Jobs, Precincts and Regions
Facility Management Association (FMA)
Finance Sector Union
Music Victoria
Print and Visual Communication Association (Victoria)
Real Estate Institute of Victoria
Victorian Chamber of Commerce and Industry

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