

Part 2: Staffing of Agencies

Estimates of Average Staffing Levels of Agencies in the Australian General Government Sector

This Part reports on Average Staffing Levels (ASL) at the portfolio and agency level. Data is presented for two years – the Budget year (2024–25) and the preceding year (2023–24). The ASL reported is updated from the 2023–24 Budget.

Data for 2024–25 reported in Table 2.2 represent estimates of ASL provided by general government sector (GGS) agencies. ASL figures reflect the average number of employees receiving salary or wages over the financial year, with adjustments for casual and part-time employees to show the full time equivalent. It also includes uniformed employees and overseas personnel. The ASL figures exclude external labour. Any minor discrepancies in totals are due to rounding of partial ASL.

Data for 2023–24 reported in Table 2.2 represent the updated estimated ASL outcomes for GGS agencies. Caution should be taken when comparing these estimates with estimates from other years (in this Budget or previous budgets). Actual ASL outcomes realised by agencies can differ to earlier estimates provided by agencies.

The staffing of agencies in 2023–24 and 2024–25

At the 2024–25 Budget across the GGS (excluding military and reserves):

- The estimated ASL figure for 2024–25 is 209,150. This change in estimated ASL compared to the 2023–24 ASL estimate reflects the Government’s decisions since the 2023–24 Budget and the conversion of external labour to ASL positions.
- The estimated ASL figure for 2023–24 is 197,108 which is 5,248 above the estimated level (191,861) at the time of the 2023–24 Budget.

Estimated ASL in 2024–25 shows that in this Budget the Government has made significant investments in frontline service delivery capacity and capability. This includes resourcing for Services Australia, the Department of Veterans’ Affairs (DVA), the National Disability Insurance Agency (NDIA) and the Australian Taxation Office. The Government has also invested in the resources needed to deliver the future made in Australia agenda and support Australia’s energy transition, as well as secure the region, build resilience and protect Australians.

Estimated ASL in 2023–24 represents the significant investment in staffing in 2023–24 to rebuild service delivery capacity and capability, along with additional contractor conversions since the 2023–24 Budget. This includes resources for Services Australia to remediate the impacts of under-resourcing and reduce backlogs, and for the Department of Home Affairs to improve visa processing capabilities and speed up wait times.

Measuring the size of the public service

In addition to the ASL estimates published each year in Budget Paper No. 4, the Australian Public Service Commission (APSC) and the Australian Bureau of Statistics (ABS) also publish estimates of the size of the public service. These are not directly comparable.

- ASL reported in Budget Paper No. 4 is the average number of full-time equivalent employees, adjusted for work hours per person, who receive salary or wages, by General Government Sector (GGS) agencies. It includes those employed outside the *Public Service Act 1999*.
- The APSC measures the number of ongoing and non ongoing employees, not adjusted for work hours per person, employed under the *Public Service Act 1999* at a particular point in time, typically 30 June or 31 December each year.
- The ABS measures the number of employees, not adjusted for work hours per person, engaged by the Australian Government. It includes Defence personnel and those employed outside the *Public Service Act 1999* who are paid over one month, typically the month of June each year.

Reducing reliance on contractors, consultants and external labour hire

In this Budget, the Government has continued to reduce its reliance on contractors, consultants and external labour hire (collectively known as external labour). Consistent with the Government's election commitment and the APSC's *Strategic Commissioning Framework*, the Government has reported additional conversions of more than 2,500 roles undertaken by external labour to ASL in 2024–25 (see Table 2.1). This represents a further rebalancing of the APS workforce to reduce the reliance on external labour where the work can appropriately be done by APS staff.

This is in addition to the 3,314 conversions reported in the 2023–24 Budget and the 3,000 roles in Services Australia that are now being done by public servants instead of through outsourced arrangements.

Table 2.1: Estimates of additional external labour conversions to ASL of agencies in the Australian Government General Government Sector

Portfolio	2024-25 ASL estimates reflecting external labour conversions ^a
Agriculture, Fisheries and Forestry	54
Attorney-General's	35
Climate Change, Energy, the Environment and Water	0
Defence	2
Education	2
Employment and Workplace Relations	13
Finance	0
Foreign Affairs	60
Health and Aged Care	326
Home Affairs	0
Industry, Science and Resources	74
Infrastructure, Transport, Regional Development, Communications and the Arts	16
Parliamentary Departments	0
Prime Minister and Cabinet	98
Social Services	1,822
Treasury	0
Total	2,502

a) External labour conversions to ASL in this table represent only new ASL reported in the 2024–25 Budget. This data is included in the updated estimates for 2024–25 in Table 2.2 below.

Table 2.2: Estimates of ASL of agencies in the Australian Government General Government Sector

Agriculture, Fisheries and Forestry		
	2023-24 ASL	2024-25 ASL
Department of Agriculture, Fisheries and Forestry	5,896	6,166
Australian Fisheries Management Authority	177	177
Australian Pesticides and Veterinary Medicines Authority	190	195
Cotton Research and Development Corporation	21	21
Fisheries Research and Development Corporation	40	43
Grain Research and Development Corporation	130	130
Regional Investment Corporation	95	93
Rural Industries Research and Development Corporation (trading as AgriFutures Australia)	76	81
Wine Australia	53	53
Total	6,678	6,959

Attorney-General's		
	2023-24 ASL	2024-25 ASL
Attorney General's Department	2,098	1,994
Administrative Appeals Tribunal	706	927
Australian Criminal Intelligence Commission	830	941
Australian Federal Police	7,775	7,930
Australian Financial Security Authority	462	462
Australian Human Rights Commission	193	183
Australian Institute of Criminology	22	39
Australian Law Reform Commission	13	25
Australian Transaction Reports and Analysis Centre	500	616
Federal Court of Australia	1,398	1,474
High Court of Australia	77	78
National Anti-Corruption Commission ^a	200	266
Office of Parliamentary Counsel	133	140
Office of the Australian Information Commissioner	185	173
Office of the Commonwealth Ombudsman	283	304
Office of the Director of Public Prosecutions	443	517
Office of the Inspector General of Intelligence and Security	41	69
Office of the Special Investigator	162	162
Total	15,520	16,299

a) The Australian Commission for Law Enforcement Integrity was dissolved and merged into the National Anti-Corruption Commission on 1 July 2023.

Climate Change, Energy, the Environment and Water		
	2023-24 ASL	2024-25 ASL
Department of Climate Change, Energy, the Environment and Water ^a	4,014	4,716
Australian Institute of Marine Science	358	442
Australian Renewable Energy Agency	2	2
Bureau of Meteorology	1,754	1,831
Clean Energy Finance Corporation	160	190
Clean Energy Regulator	388	400
Climate Change Authority	65	65
Director of National Parks	396	431
Great Barrier Reef Marine Park Authority	272	272
Murray-Darling Basin Authority	343	367
Sydney Harbour Federation Trust	66	63
Total	7,818	8,779

a) The North Queensland Water Infrastructure Authority was abolished in 2023–24, with its functions transferred to the Department of Climate Change, Energy, the Environment and Water.

Defence		
	2023-24 ASL	2024-25 ASL
Department of Defence – Civilian	18,048	19,131
Department of Defence – Military	58,242	63,597
Department of Defence – Reserves	21,390	21,540
Department of Veterans' Affairs	3,266	3,188
Australian Submarine Agency	478	665
Australian War Memorial	314	314
Defence Housing Australia	566	643
Total	102,304	109,078

Education		
	2023-24 ASL	2024-25 ASL
Department of Education	1,472	1,624
Australian Curriculum, Assessment and Reporting Authority	102	102
Australian Institute for Teaching and School Leadership Limited	70	69
Australian Research Council	136	140
Tertiary Education Quality and Standards Agency	113	110
Total	1,893	2,045

Employment and Workplace Relations		
	2023-24 ASL	2024-25 ASL
Department of Employment and Workplace Relations	3,786	4,163
Asbestos and Silica Safety and Eradication Agency	20	21
Australian Skills Quality Authority (National Vocational Education and Training Regulator)	212	225
Comcare	642	646
Fair Work Commission	402	417
Office of the Fair Work Ombudsman	954	970
Safe Work Australia	101	101
Total	6,116	6,543

Finance		
	2023-24 ASL	2024-25 ASL
Department of Finance	1,868	1,901
Australian Electoral Commission	937	951
Commonwealth Superannuation Corporation	519	538
Digital Transformation Agency	242	271
Future Fund Management Agency	275	347
Independent Parliamentary Expenses Authority	60	65
Parliamentary Workplace Support Service	1	59
Total	3,902	4,132

Foreign Affairs and Trade		
	2023-24 ASL	2024-25 ASL
Department of Foreign Affairs and Trade	6,625	6,949
Australian Centre for International Agricultural Research	86	90
Australian Trade and Investment Commission	1,145	1,160
Tourism Australia	207	207
Total	8,063	8,406

Health and Aged Care		
	2023-24 ASL	2024-25 ASL
Department of Health and Aged Care	6,127	6,320
Aged Care Quality and Safety Commission	1,313	1,590
Australian Commission on Safety and Quality in Health Care	133	143
Australian Digital Health Agency	464	561
Australian Institute of Health and Welfare	550	560
Australian National Preventive Health Agency	0	0
Australian Organ and Tissue Donation and Transplantation Authority	30	30
Australian Radiation Protection and Nuclear Safety Agency	178	178
Australian Sports Commission	500	527
Australian Sports Foundation Limited	23	23
Cancer Australia	79	79
Food Standards Australia New Zealand	120	120
Independent Health and Aged Care Pricing Authority	1	1
National Blood Authority	73	75
National Health Funding Body	28	28
National Health and Medical Research Council	205	205
National Mental Health Commission	47	44
Office of the Inspector-General of Aged Care ^a	16	22
Professional Services Review	40	40
Sport Integrity Australia	167	178
Total	10,095	10,724

a) The Office of the Inspector-General of Aged Care was established in 2023–24.

Home Affairs		
	2023-24 ASL	2024-25 ASL
Department of Home Affairs	15,017	15,175
National Emergency Management Agency	394	415
Total	15,411	15,590

Industry, Science and Resources		
	2023-24 ASL	2024-25 ASL
Department of Industry, Science and Resources	3,199	3,238
Australian Nuclear Science and Technology Organisation	1,378	1,508
Commonwealth Scientific and Industrial Research Organisation	6,050	5,904
Geoscience Australia	652	755
IP Australia	1,100	1,100
National Offshore Petroleum Safety and Environmental Management Authority	174	195
National Reconstruction Fund Corporation	37	104
Total	12,590	12,803

Infrastructure, Transport, Regional Development, Communications and the Arts		
	2023-24 ASL	2024-25 ASL
Department of Infrastructure, Transport, Regional Development, Communications and the Arts ^a	2,043	2,271
Australian Broadcasting Corporation	4,313	4,313
Australian Communications and Media Authority	608	654
Australian Film, Television and Radio School	150	145
Australian Maritime Safety Authority	470	481
Australian National Maritime Museum	107	115
Australian Transport Safety Bureau	110	120
Bundanon Trust	50	50
Civil Aviation Safety Authority	820	832
Creative Australia ^b	143	149
High Speed Rail Authority ^c	21	28
Infrastructure Australia	40	40
National Archives of Australia	376	376
National Capital Authority	65	61
National Film and Sound Archive of Australia	211	213
National Gallery of Australia	217	217
National Library of Australia	393	410
National Museum of Australia	229	222
National Portrait Gallery of Australia	55	55
National Transport Commission	46	44
Northern Australia Infrastructure Facility	1	1
Old Parliament House	99	101
Screen Australia	108	105
Special Broadcasting Service Corporation	1,352	1,369
Total	12,026	12,369

- a) The National Faster Rail Agency was abolished in 2023–24, with its scope and functions partially absorbed into the High Speed Rail Authority and remaining function absorbed into the Department of Infrastructure, Transport, Regional Development, Communications and the Arts.
- b) Creative Partnerships Australia Ltd merged into Australia Council, effective in 2023–24, which is now known by Creative Australia.
- c) High Speed Rail Authority commenced in 2023–24.

Parliamentary Departments		
	2023-24 ASL	2024-25 ASL
Department of Parliamentary Services	1,006	1,010
Department of the House of Representatives	160	178
Department of the Senate	173	180
Parliamentary Budget Office	44	48
Total	1,383	1,416

Prime Minister and Cabinet		
	2023-24 ASL	2024-25 ASL
Department of the Prime Minister and Cabinet	1,265	1,305
Aboriginal Hostels Limited	360	380
Australian Institute of Aboriginal and Torres Strait Islander Studies	182	194
Australian National Audit Office	415	410
Australian Public Service Commission	393	378
Indigenous Business Australia	229	234
Indigenous Land and Sea Corporation	167	167
National Australia Day Council Limited	12	14
National Indigenous Australians Agency	1,433	1,486
Northern Territory Aboriginal Investment Corporation	32	37
Office of National Intelligence	421	402
Office of the Official Secretary to the Governor-General	83	96
Outback Stores Pty Ltd	172	179
Torres Strait Regional Authority	159	169
Workplace Gender Equality Agency	59	59
Total	5,382	5,511

Social Services		
	2023-24 ASL	2024-25 ASL
Department of Social Services	2,894	2,891
Australian Institute of Family Studies	99	97
Domestic, Family and Sexual Violence Commission	12	22
National Disability Insurance Agency	6,409	8,069
NDIS Quality and Safeguards Commission	818	908
Services Australia	28,519	30,236
Total	38,751	42,223

Treasury		
	2023-24 ASL	2024-25 ASL
Department of the Treasury	1,487	1,586
Australian Bureau of Statistics	2,887	3,119
Australian Competition and Consumer Commission	1,560	1,719
Australian Office of Financial Management	48	52
Australian Prudential Regulation Authority	857	893
Australian Securities and Investments Commission	1,709	1,948
Australian Taxation Office	19,579	21,350
Commonwealth Grants Commission	34	34
Housing Australia ^a	151	197
Inspector-General of Taxation	35	35
National Competition Council	1	1
Office of the Auditing and Assurance Standards Board	9	13
Office of the Australian Accounting Standards Board	26	39
Productivity Commission	187	187
Royal Australian Mint	239	239
Total	28,809	31,413

a) Housing Australia was previously known as the National Housing Finance and Investment Corporation.

Note: The ASL for Australian Secret Intelligence Service, Australian Security Intelligence Organisation and Australian Signals Directorate have not previously been included in ASL collections for national security reasons, and therefore are now no longer included in the tables.

Historical Estimates of Average Staffing Levels of Agencies in the Australian General Government Sector

Table 2.3: Estimates^(a) of the total ASL in the General Government Sector

	ASL excluding military and reserves	Military and reserves	Total ASL
2006-07	167,596	71,026	238,622
2007-08	175,531	72,686	248,217
2008-09	175,422	75,144	250,566
2009-10	178,970	79,351	258,321
2010-11	181,018	80,873	261,891
2011-12	182,505	79,132	261,637
2012-13	179,953	76,678	256,631
2013-14	177,258	76,595	253,853
2014-15	166,261	76,874	243,135
2015-16	165,648	77,399	243,047
2016-17	166,181	78,314	244,495
2017-18	165,276	78,497	243,773
2018-19	165,491	78,815	244,306
2019-20	166,762	80,540	247,302
2020-21	168,912	81,671	250,583
2021-22	173,142	80,635	253,777
2022-23	181,122	83,703	264,825
2023-24	191,861	81,063	272,924
2024-25	209,150	85,137	294,287

a) To provide continuity with previous years, estimates of ASL in 2023–24 are as published in the 2023–24 Budget.