

18th July, 2012

Ref.: 176.74:79

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Feedback on the Draft Main Report on Building Australia's Defence Supply Capabilities

Attached is feedback from the AMWU on Skills Australia's draft of its main report on building Australia's defence supply capabilities. The union provides this feedback as a member of the Defence and Industry Skills Taskforce.

The AMWU would be happy to elaborate upon this feedback at Skills Australia's request. For this purpose, I am the contact officer and may be reached on:

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Yours faithfully,

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AMWU Feedback

on Skills Australia's Draft Main Report

on Building Australia's Defence Supply Capabilities

Introduction

- 1. The Australian Manufacturing Workers' Union (AMWU) represents the Australian Council of Trade Unions on the Defence and Industry Skills Taskforce (DIST). It:
 - i. attended the public consultation in Melbourne on 5th March on Skills Australia's discussion paper of January on the Defence Industry Workforce Strategy;
 - ii. made a written submission in response to that discussion paper; and
 - iii. as a member of the DIST, subsequently met with Skills Australia's CEO, Robin Shreeve, to talk about the contents of the discussion paper.
- 2. The comments in this document should be read in the context of the AMWU's earlier written submission in which (amongst other things) the union:
 - > argued that the totality of the industry's workforce needed to be comprehended, with greater attention paid to technicians and production employees;
 - > noted with approval the acknowledgement given within the discussion paper to experience;
 - > promoted the virtues of well-balanced and blended teams within the industry; and
 - > advocated the development of career paths with multiple entry points and a complementary training regime.
- 3. The AMWU believes the draft of the main report to be a considerable advance on the discussion paper. It welcomes the following passages in that draft:

"Our discussions with industry and other stakeholders identified the important role that technicians have within the Defence industry. Although not large in employment terms ..., the importance of their relationship with the trades and professions, particularly within the engineering occupations, should not be under-estimated."

(At page 4)

"The capacity of Australia's Defence industry to grow, attract and retain specialist skills and build on these skills through upskilling and re-skilling is crucial to the competitiveness of this industry. Organisations competing for Defence procurement contracts require a balance of professional, trade, technical and managerial skills, and an ongoing commitment to skills development and upskilling to ensure the currency of these skills."

(At page 5, bolding added)

The union also welcomes the key themes identified at page 12 of the draft report.

- 4. Notwithstanding paragraph 3, the AMWU believes that the draft paper can be improved. It believes that the draft currently suffers from:
 - > an incomplete familiarity with the functions traditionally performed by professional engineers and technicians and the skills exercised by them; and
 - > an imbalance in the emphases given to higher education and VET in supplying the future skill needs of the Defence material supply industry.

These two points have led to some of the draft report's recommendations missing their target.

5. Additionally, the AMWU reads the draft report as suggestive of a belief that the classification levels of professional, technical, trade and production employees abut but do not overlap. Such a belief is incorrect, such that any recommendations framed against that belief are likely to be misdirected.

Classification Overlaps

- 6. For simplicity, this section will address professional engineers and technicians only. Its principles, however, extend to trade and production employees.
- 7. Employees within the Defence Materiel Organisation (DMO) are covered by the Defence Enterprise Collective Agreement 2012-2014 and, through it, the Defence Classification Manual (DCM).

- 8. Employees within many of Australia's prime contractors and engineering firms within their supply chains are covered by the following awards, which provide a safety net for their rates of pay and classification structures:
 - > the Professional Employees Award 2010 (MA65); and
 - the Manufacturing and Associated Industries and Occupations Award 2010 (MA10).
- 9. Under the DCM, the entry levels for professional engineers and technical employees are respectively APS Levels 4 and 3. The highest level available to each of the two types of employee is respectively Executive Level 2.2 and Executive Level 2. That is, of the eight levels within the APS classification structure, plus the two additional sub-levels of Executive Level 2 particular to the Department of Defence, the two types of employees share five. In salary terms the overlap currently extends from \$61,694 to \$130,639 per annum.
- 10. Under MA10, classification levels are assigned relativities to the level of the entry-level tradesperson (C10, 100%). Under this system, technical employment extends between classification levels C9 at 105% and C2(b) at 160% inclusive. Until 2010, professional engineers in the metal and engineering industry were subject to the same system, under which their employment extended between classification levels C6 at 125% and C1(b) at 210% inclusive. (These C1 classification levels and relativities are still shown in MA10 at B2.1 of that award's Schedule B.) Thus, the classification structure of professional engineers and technical employees extended over five levels of a 14 level structure (the highest two levels of which each have two sub-levels) and their wage relativities over 35% (within a range commencing at 78% and ending at 210%).

Relative Duties

11. The following passage appears at page 20 of the draft of the report:

"Recent engineering graduates report significant skills gaps in the areas of project management including documentation, writing, tendering, specification and user manuals ... Although these skills are in demand in the workplace, a significant proportion of the engineering degree graduates report feeling unprepared in these areas."

- 12. Many, if not most, of the skills gaps identified in the passage immediately above have traditionally been filled by technical employees. MA10 defines the "technical field" of work as including:
 - "(i) production planning, including scheduling, work study, and estimating materials, handling systems and like work; or
 - (ii) technical work including inspection, quality control, supplier evaluation, laboratory, nondestructive testing, technical purchasing, and design and development work (prototypes, models, specifications) in both product and process areas and like work; or
 - (iii) design and draughting and like work."

(From sub-clause 3.1)

13. The highest level of employee within MA10's "technical field" is a Principal Technical Officer.

The definition of that level (at B3.16 of the award's Schedule B) reads in relevant part as follows:

"Within organisational policy guidelines and objectives a principal technical officer:

- (i) performs work requiring mature technical knowledge involving a high degree of autonomy, originality and independent judgement;
 - looks after and is responsible for projects and coordinating such projects with other areas of the organisation as required by the operation of the organisation;
 - is responsible for the coordination of general and specialist employees engaged in projects requiring complex and specialised knowledge;
 - plans and implements those programs necessary to achieve the objectives of a particular project;
 - in the performance of the above functions, applies knowledge and/or guidance relevant in any or all of the fields of designing, planning and technical work as required by the operation;
 - operates within broad statements of objectives without requiring detailed instructions;
 or
- (ii) >

- has as the overriding feature of their employment the ability to perform creative, original work of a highly complex and sophisticated nature..."
- 14. For completeness, a copy of the still operative Group Standard from the *Position Classification Standards for Technical Officers in the Australian Public Service*¹ (PCSs) is at Attachment 1. It provides a list of the work performed by the Commonwealth's technical employees, some of which are beyond engineering (e.g. in surveying) and not all of which are performed by employees in the Department of Defence. Nevertheless, the list is consistent with the definition of the "technical field" given in paragraph 12.
- 15. At Attachment 2 are copies of relevant position examples from the PCSs². These illustrate the various duties traditionally undertaken by technical employees which might be categorised under the broad description of project management. (In reading the examples, Senior Officer (Technical) Grades B and C should be read as the current APS Executive Levels 2 and 1 respectively and the Technical Officer Level 4 as the current APS Level 6.)
- 16. It is not suggested that project management is performed exclusively by technical employees; rather that such employees routinely perform such work to relatively high levels of complexity. The draft of the main report appears to acknowledge this point see e.g. the final paragraph on its page 23. However, recommendations such as those numbered 16 and 17 on page 24 do not follow through on this acknowledgement.

Commentary

- 17. The classification levels of professional and technical employees in engineering overlap and so do more than some of the duties they perform, extending well beyond project management. The two groups commonly "compete" to perform the same work. (To illustrate the point, two position examples from the Defence Classification Manual are included at Attachment 3. Their classification criteria allow for each of the positions to be filled by a person from either a technical or professional background.)
- 18. To give emphasis to one group relative to the other is to inadequately address the potential future supplies of skills to the industry.

¹ These standards were issued by the (Commonwealth) Department of Industrial Relations. It is understood that they now fall within the responsibility of the Australian Public Service Commission.

² These examples were reviewed in 1996 and retained within an amended version of the PCSs.

- 19. At paragraph 12 of its submission in response to the discussion paper, the AMWU quoted a passage from the Commonwealth's (then) Public Service Board (PSB). That quote is directly relevant to the supply of skills.
- 20. Paragraph 11 above quotes the views of certain recent graduate engineers. Rather than accept those views as representative of a problem demanding one solution, the following questions should be asked:
 - is it appropriate that engineers perform these duties in all cases?
 - > can some of these duties be competently performed by others?
- 21. If these questions are not asked or are answered inappropriately, then there is a risk that the demand for engineers will be artificially inflated, resulting in exaggerated pressure to increase their supply.
- 22. If it is accepted that others can perform at least some of the duties concerned, one alternative would be to increase the supply of those others (rather than to inappropriately transfer duties between occupational groups, the wasteful practice against which the PSB warned).
- 23. Technical employees are almost exclusively trained through the VET system. Those at the higher levels (eg. Principal Technical Officers) have extensive industry experience. This generally distinguishes them from less highly classified professionals, who would commonly have a higher level of academic training.

Text and Recommendations within the Draft Report

24. The AMWU notes that in recommendation 8 of the draft of the main report a distinction is made between VET and undergraduate programs. It, therefore, finds the final paragraph on page 18 of the report to be confusing when it refers to "relevant technician occupations" that "can be targeted at both undergraduate and post-graduate levels". (This confusion is compounded by the reference to professional associations in recommendation 8, when that recommendation is addressing both VET and undergraduate programs.)

The union thinks that the text under the heading "Scholarships, cadetships and work experience programs" on pages 18 and 19 to be too heavily orientated towards the training of professionals, with VET added almost as an afterthought.

- 25. In view of the observations made above, some of the text and recommendations in the draft of the main report should be revisited. The intention should be to better recognise the role that technicians and others can play in meeting the skill requirements of the defence material supply industry. For example, the final report should promote the sponsorship of Advanced Diplomas and Vocational Graduate Diplomas within the industry. In particular:
 - recommendations 5 and 6 should be adaptable for this purpose, as should the text on pages 17 and 18 which leads to them; in this regard it is noted that recommendation 11 refers to the proposed Defence Skills Centre of Excellence supporting the skills of technicians in addition to those of tradespeople;
 - recommendations 16 and 17 should be revisited, as they are currently directed at the training of professionals alone, notwithstanding the paragraph that immediately precedes them on page 23; and
 - the phrase "recruiting scientists and engineers" in recommendation 2 would be better expressed as "recruiting employees within science and engineering".
- 26. In relation to recommendation 10, the AMWU believes that project management skills are already included within programs at the VET level, particularly within the new Vocational Graduate Diploma but also within the Advanced Diploma.

Technical Officer

TECHNICAL OFFICER LEVELS 1-4 SENIOR OFFICER (TECHNICAL) GRADES C AND B

GROUP STANDARD

Definition

Technical Officer work is performed within a variety of environments such as factory, field, office or laboratory; it covers, but is not limited to -

- all engineering disciplines, e.g. aeronautical, biomedical, chemical, civil, communications, electrical, electronic, geophysical, mechanical, mechatronic, naval and radio;
- all drafting disciplines, e.g. architectural, engineering, mapping, surveying and town planning;
- graphic design;
- all science disciplines, e.g. biology, chemistry, physics, animal husbandry, horticulture, bacteriology, meteorology, hydrology, pharmaceutics and medical technology; and
 - all surveying disciplines, e.g. cadastral, engineering, geodetic, hydrographic, mining and topographic.

The work of positions in this group involves the application, generally within a framework of established principles, practices and procedures, of knowledge to tasks, activities or functions such as -

- the design and development of equipment, facilities, systems, materials, tools, machinery, methods, buildings or civil works;
- the design, development, operation or maintenance of analog and digital computational hardware or computer application or control software;
- the design, development or maintenance of information storage, update and retrieval mechanisms or data bases;
- the construction, setting to work, commissioning, production, installation, operation and maintenance of equipment, systems, machinery, plant, laboratories or other technical works and facilities:

Technical Officer

GROUP STANDARD (Contd)

- the conduct, recording, analysis, evaluation or reporting of calibrations, experiments, investigations, measurements, tests, trials and reviews, including related calculations;
- the planning, estimating, scheduling, progressing, co-ordinating or controlling of technical work;
- the preparation or co-ordination of the preparation of technical information in the form of drawings, plans, maps, illustrations, hand-books, manuals, reports, specifications, standards or functional design briefs;
- the preparation of technical aspects of requests for tenders and quotations, preparation of specifications, statements of work or the analysis of contractor responses;
- the provision of technical training or the exercising of responsibility for the development of technical staff and the maintenance of technical competence, including the preparation and presentation of instructional material;
- the provision of technical advice, including, for example, for industrial engineering and laboratory developmental work, and for the determination and initiation of action relating to the supply, procurement and usage of plant, tools, equipment, systems, instrumentation and materials;
 - the policing of specialised regulation or licensing activities for technical equipment or systems;
- the performance, recording, analysis or overseeing of laboratory tests, including on animals;
- the performance of tests and analyses related to physical, chemical, biological, clinical or forensic investigations;
- the action to ensure that technical equipment, facilities or works conform to appropriate standards and requirements, or that operations are performed according to occupational health and safety standards;
- the application of quality assurance and control principles and practices to ensure the maintenance of product standards;

Technical Officer

GROUP STANDARD (Contd)

- the representation of the department or organisation in negotiation, consultation or liaison with outside organisations and contractors;
- the formulation and preparation of advice to management, user groups or outside organisations on operational policy or technical policy;
- the installation, monitoring, reconfiguration or maintenance of distributive electronic information gathering and networking of computer systems and facilities;
- the provision of advice and guidance relating to systems performance or operating parameters to facility users;
- the design, fabrication or fitting of prostheses or medical appliances;
- the application of physiological principles and practices relating to patient and client care or the development and implementation of individual care programs;
- the preparation of standard analyses and statements of meteorological conditions and trends or interpretation of weather forecasts for users;
- the supervision of personnel engaged on the above or associated work; and
- the management of the above or associated work.

Qualifications

Qualifications are prescribed under the Public Service Act for entry to certain positions in this group.

The role and placement of qualifications in the stream are under review. The interim arrangements are:

For Technical Officers Levels 2, 3 and 4, and Grades C and B:

1. An Associate Diploma or equivalent qualification under the National Qualifications Framework from an Australian TAFE institution or vocational training provider, or a comparable overseas qualification which, in the opinion of the Secretary, is appropriate to the duties of the office, or

TECHNICAL OFFICER POSITION EXAMPLE

Senior Officer (Technical) Grade B

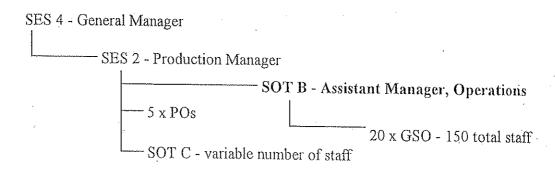
Department of Defence, NSW

Role: Technical manager

Purpose and type of work of the work area

To carry out all physical work associated with the repair and modernisation of Defence capital equipment and any contract work that the organisational unit undertakes.

Organisation chart



TECHNICAL OFFICER POSITION EXAMPLE (Contd)

Description of position

The position manages a large workforce, including contractors.

Duties include the day to day direction, supervision and co-ordination of the workforce including discipline, safety and welfare; resolution of workforce interface problems including those related to industrial relations; continual liaison with production planners to ensure basic viability of the plans in respect to time, materials, resources and costs: monitoring all aspects of projects which affect satisfactory progress and initiating corrective action where necessary; liaison with Defence Force personnel on all aspects of projects; ensuring that contract work is completed satisfactorily and to appropriate quality standards: continuous liaison with other divisions and outside authorities involved in aspects of the projects; and reporting to a management committee any developments which may have an adverse impact on projects. The satisfactory execution of the duties of the position has a major impact on the effective running of the organisational unit.

The position works with autonomy of operation, only involving other executive staff in respect of unforeseen circumstances.

The position manages a variable workforce which is allocated on an as needs basis according to the demands of current projects.

Classification criteria:

Role

: Technical manager

Breadth of work

: Not applicable

Level of control

: Not applicable

Complexity

: Not applicable

Management responsibility: High

Policy responsibilities

: Not applicable

TECHNICAL OFFICER POSITION EXAMPLE

Senior Officer (Technical) Grade C

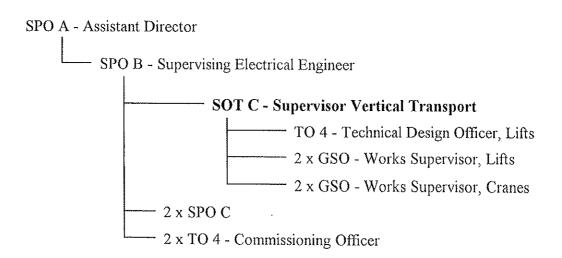
Department of Administrative Services, VIC

Role: Technical practitioner

Purpose and type of work of the work area

To provide technical advice, system design services, specifications and cost estimates and to call, evaluate and let tenders relating to the installation and maintenance of vertical transportation systems for client departments.

Organisation chart



2 C-01

TECHNICAL OFFICER POSITION EXAMPLE (Contd)

Description of position

The position provides technical advice, systems design services, specifications and cost estimates relating to the installation and maintenance of vertical transportation systems, including lifts, cranes, escalators and moving walkways, for client departments.

Duties include reporting on the standards and suitability of buildings purchased or leased by client departments; ensuring a high standard of installation and maintenance contracts for vertical transportation systems, including the authorisation of progress payments; providing recommendations, system design services, cost estimates and specifications for the upgrade of existing vertical transportation systems; providing technical advice on locations, levels, types, speeds, capacities and space requirements of new vertical transportation systems; and supervising the work of a small cell of staff engaged in similar duties.

The position operates with considerable independence within a broad statement of objectives given by a SPO B and regularly discusses with that person current operational issues.

The position supervises five staff.

Classification criteria:

Role

: Technical practitioner

Breadth of work

: Function

Level of control

: Within broad guidelines

Complexity

: Very complex

Management responsibility: Not applicable

Policy responsibilities

: Moderate

TECHNICAL OFFICER POSITION EXAMPLE

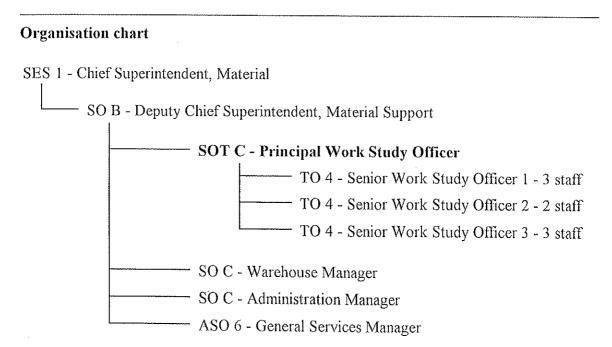
Senior Officer (Technical) Grade C

Department of Defence, NSW

Role: Technical specialist

Purpose and type of work of the work area

To provide a cell of expertise and advise Branch Management and other departments on all aspects of work study and industrial engineering practices.



2 C-05

TECHNICAL OFFICER POSITION EXAMPLE (Contd)

Description of position

The position provides specialist advice to senior departmental management on all aspects of work study and industrial engineering practices.

The position is responsible for designing and implementing new methods and major programs for improving productivity, including those related to storage systems and equipment, materials handling equipment and associated plant, machinery and tools; provides advice on the design, development and implementation of major projects, including warehouse, office and plant layouts in combination; designs and provides advice on computer communications and management information systems; and plans, organises and directs local resources and work programs accordingly.

The position operates with considerable independence subject only to a very broad statement of objectives.

The position supervises a small team.

Classification criteria:

Role

: Technical specialist

Breadth of work

: Function

Level of control

: Within broad guidelines

Complexity

: Not applicable

Management responsibility: Not applicable

Policy responsibilities

: High

TECHNICAL OFFICER POSITION EXAMPLE

Technical Officer Level 4

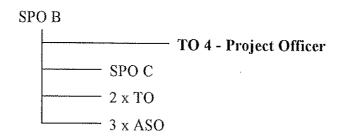
Department of Administrative Services, ACT

Role: Technical practitioner

Purpose and type of work of the work area

To design, specify and co-ordinate the construction of facilities relating to the fit out of offices for customer organisations in a commercially competitive environment.

Organisation chart



TECHNICAL OFFICER POSITION EXAMPLE (Contd)

Description of position

The position is located in a small team co-ordinating project work, generally through contractors, relating to the fit out of offices.

Duties include liaising with clients on requirements; providing advice to clients and architectural staff on all aspects of office fitting out, including costs and timescales; supervising the production of sketch plans, including input to the design process, arranging for analysis, detailed design and specification of mechanical, electrical, air conditioning and data cabling aspects and furniture and fittings etc., and where applicable calling in relevant specialists and consultants; co-ordination and facilitation of the execution of the work by contractors for the customer organisations, including the resolution of on-site difficulties and provision of advice on procedural problems; responsibility for substantial financial delegation per month in the field; and keeping records on contractor performance.

The position operates with moderate independence within a statement of objectives given by the SPO B and regularly discusses operational issues with that person.

The position has no direct subordinate staff but co-ordinates and supervises a variety of contractors located at various sites.

Classification criteria:

Role

: Technical practitioner

Breadth of work

: Function

Level of control

: Within broad guidelines

Complexity

: Moderately complex to very complex

Management responsibility: Not applicable

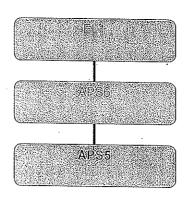
Policy responsibilities

: Not applicable

APS Level 5 - Physical Science and Engineering - Practitioner

PURPOSE OF THE WORK AREA The Branch is responsible for the communications equipment used by the three Services for command and control. This equipment encompasses a range of deployable data and voice communication systems. The Branch manages acquisition and through-life support of predominantly land-based communication assets within the ADF. The procurement activity covers major, minor and rapid acquisition projects. It provides the in-service support and management, technical policy and advice for these ADF communications assets after their acceptance and introduction into service.

ORGANISATION CHART



DESCRIPTION OF JOB

The position identifies and documents the functional and physical characteristics of communication systems. It controls changes to those characteristics through recording and reporting change processing status, product definition data and verifying compliance with specifications. The position documents any amendments to the Technical Data Packs (TDP) of either the Single Channel Radio Systems (SCRS) or Trunk Systems (TS) communication equipment that the Branch is responsible for. The position updates approved designs and the implementation of approved changes but does not influence the actual design process. The position utilises Standard Operating Procedures (SOP) and various manuals to complete tasks.

A desirable qualification for the position is an Associate Diploma in Engineering-RF Communications or Electronic or equivalent experience. The position has no responsibilities for other staff.

APS Level 5 – Physical Science and Engineering – Practitioner

(Continued)

DUTIES INCLUDE:

- 1. Assist the ongoing update and maintenance of the Configuration Management database.
- 2. Formally receive, account for and distribute controlled documentation, contract-deliverable documentation, technical documentation and technical data.
- 3. Provide limited configuration management advice/guidance and approval in support of projects and existing equipment fleets and systems.
- 4. Assist with the establishment and maintenance of a technical publications library, undertake limited investigations and maintain the configuration files/folders/correspondence register.
- 5. Assist Technical Advisors in the maintenance, editing and vetting of Electrical and Mechanical Engineering Instructions (EMEI) and other technical documentation.
- 6. Assist in the ongoing maintenance and control of the Systems Program Office's configuration management databases.
- 7. Load, in electronic format, TDP onto the Configuration Data Recovery Management System (CDRMS) for the Branch to be viewed by Technical Advisors.

Either of the following could apply:

CLASSIFICATI ON CRITERIA

Employment Stream:

Physical Science and

Engineering

Work Type:

Technical

Role:

Practitioner

Direction Received:

Limited

Complexity:

Moderately Complex

Direction Given:

N/A

N/A

Management Difficulty:

Employment Stream:

Physical Science and Engineering

rnysical science and Engineering

Work Type: Professional

Role:

Practitioner

Direction Received:

Routine

Complexity:

Moderately Complex

Direction Given:

N/A

Management Difficulty:

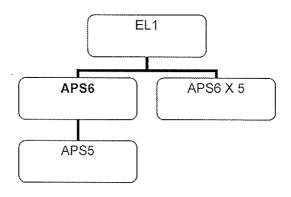
N/A

APS Level 6 - Physical Science and Engineering - Practitioner

PURPOSE OF THE WORK AREA

The Directorate is responsible for providing specialist Quality Assurance (QA) advice for ADF airworthiness-related activities. The Directorate provides specialist QA support to ADF organisations involved in commercial contracting of aircraft maintenance, repair activities and the purchasing of airworthiness-related equipment and supplies in support of those functions. This support includes 'pre-contract' survey and advice, ongoing QA surveillance and audit, and verification and acceptance of product when delegated by the purchasing authority.

ORGANISATION CHART



DESCRIPTION OF JOB

The position provides Quality Assurance (QA) activities in support of the various Systems Program Offices (SPOs) on aircraft and aeronautical components in and around RAAF Base Pearce, WA. The position utilises various Standard Operating Procedures, Standing Instructions, Departmental Instructions and Manuals. As the position is remotely supervised from Melbourne, discretion is also used. The position has supervisor responsibilities for one staff member.

APS Level 6 – Physical Science and Engineering – Practitioner

(Continued)

DUTIES INCLUDE:

- 1. Deliver a program, within general guidelines, of effective QA support and services to the SPOs as required.
- 2. Be responsible for effective and focused client services, applying strategic and operational planning processes to fulfil obligations for such services.
- 3. Exercise responsibility for the formulation of section work, team and individual goals and participate in the establishment and subsequent application of operating procedures.
- 4. Develop positive working relations and networking with SPO staff and supplier organisations; respond to supplier originated QA inquiries and the acceptability of documentation offered with supplies.
- 5. Plan and participate in audits and surveillance activities of suppliers' quality systems to agreed standards and / or contractual requirements and prepare associated reports, as well as assisting on Authorised Maintenance Organisation (AMO) audits as requested.
- 6. Control and participate in surveys, defect investigations and related activities in satisfaction of customer requirements.

Either of the following could apply:

CLASSIFICATI ON CRITERIA

Employment Stream: Physical Science and

Engineering

Work Type: Technical

Role:

Practitioner

Direction Received:

Limited

Complexity: Complex

Direction Given: Supervision

Management Difficulty:

N/A

Employment Stream:

Physical Science and Engineering

Work Type: Professional

Role:

Practitioner

Direction Received:

Limited

Complexity: Complex

Direction Given: Supervision

Management Difficulty:

N/A