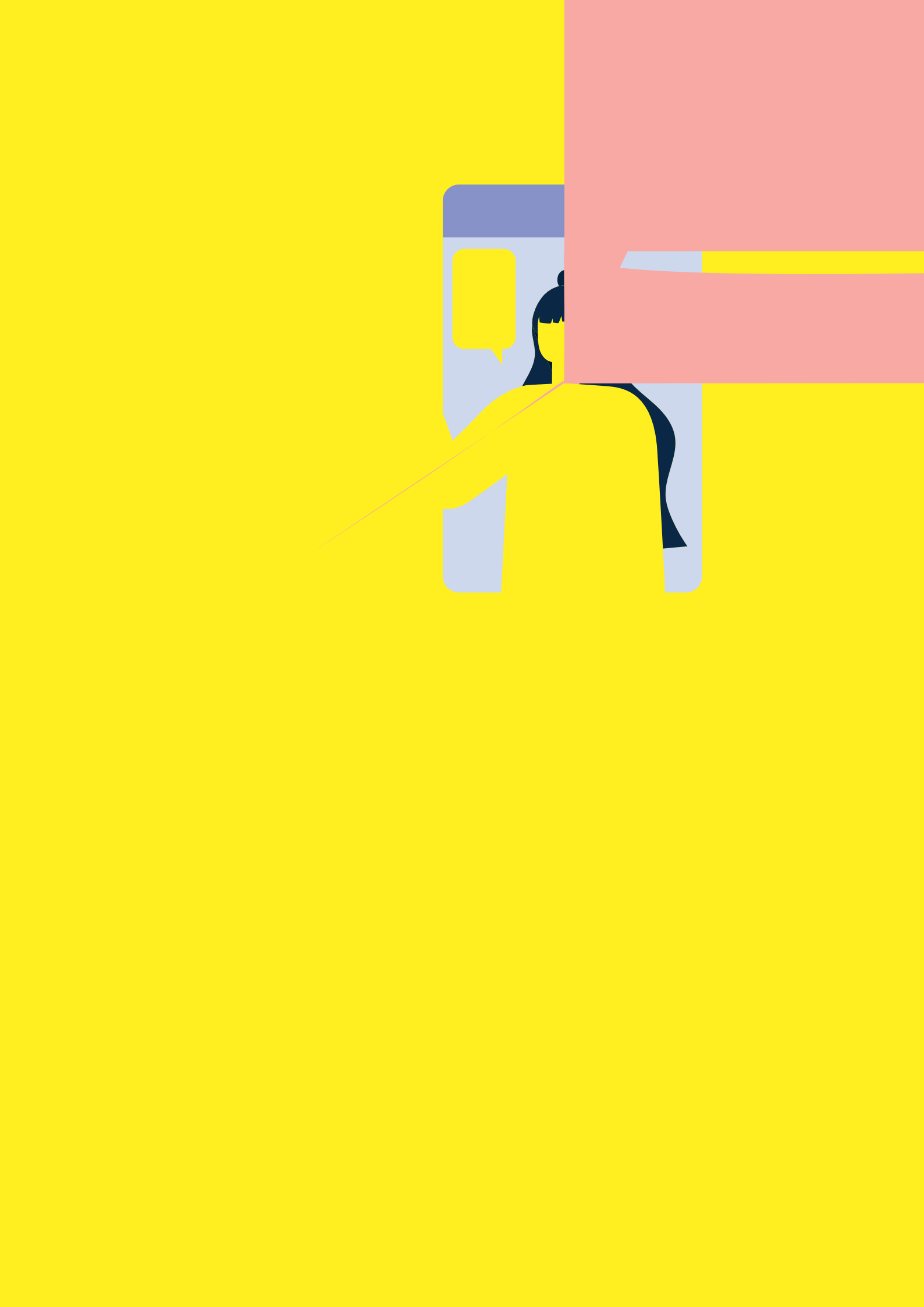


Hybrid Working: From 'the new normal' to 'business as usual'

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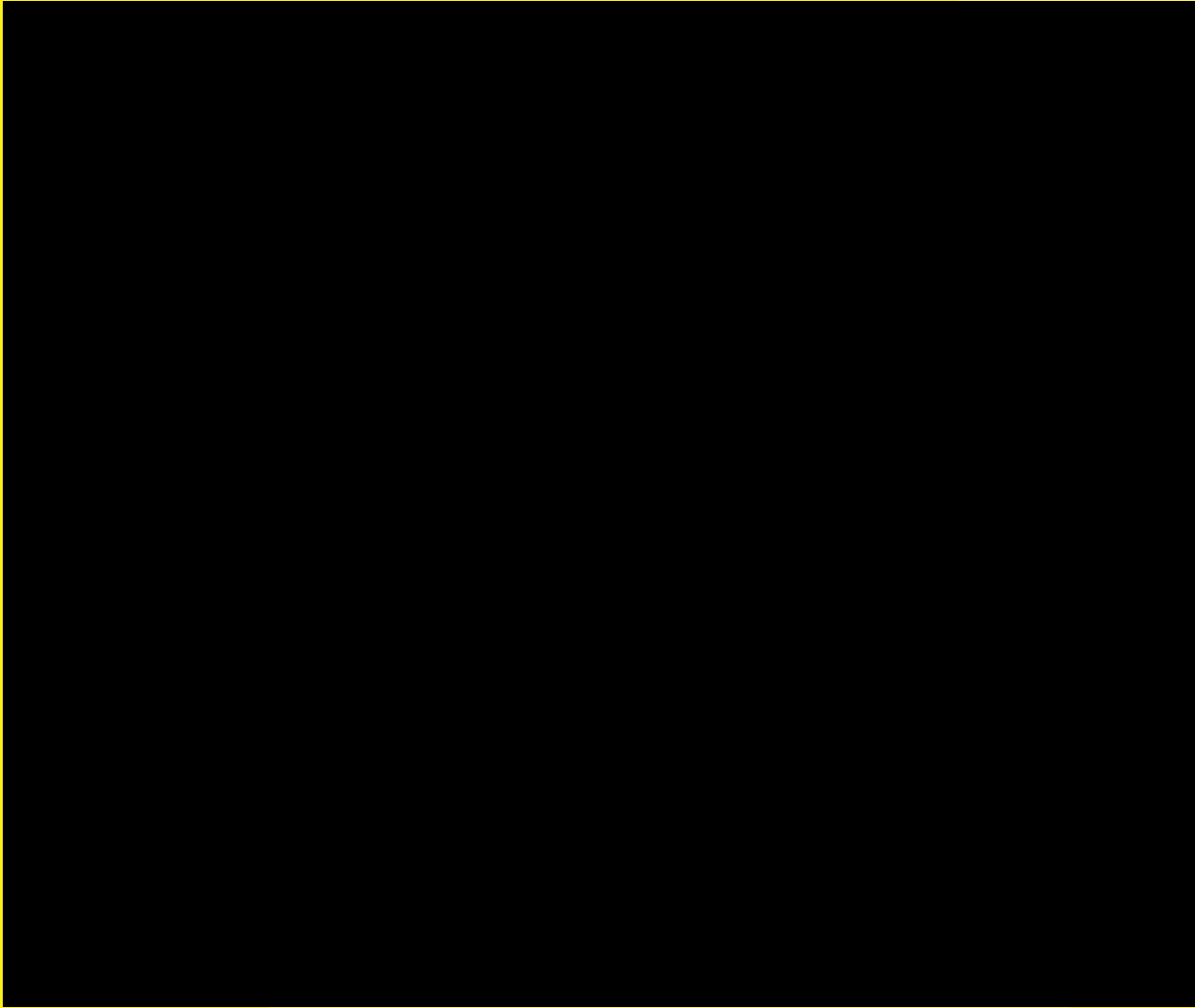
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Executive Summary



Key Findings⁶



1. Business as usual

Tips

Introduction



The world of work for knowledge workers has transformed since the onset of the COVID-19 pandemic. Work locations have shifted from employer's premises, to working at home full time, to working hybridly (ie where some part of the week is worked at home or remotely, and the rest of the week is worked on the employer's premise). The public sector in Australia reflects these changes, and working from home became 'the new normal' during the height of the pandemic.¹ As the Australian Public Sector (APS) workforce began returning to offices in 2021-22, hybrid working gained popularity.²

Extending research conducted in 2020 and 2021 by the first author, the research team was keen to examine how hybrid working was being undertaken in the APS in 2023. We found that hybrid working is now entrenched at the APS, with employees at all levels accessing options to work from home for some of their working week. Currently, there is limited research that considers how this 'new normal' has been


Comparing responses from our 2020 and 2021 studies with 2023 shows us that the 'shock' of changed working arrangements has been replaced by emerging clarity around the benefits and challenges of hybrid working. Research shows that hybrid working should not be considered a temporary workplace adjustment.⁶ Instead, this type of working arrangement reflects the present and represents the future for workplaces. Understanding this shift as a more permanent aspect of work is reflected in the establishment of policies to guide organisations as they incorporate hybrid working.⁷

We asked managers how they applied their organisation's working from home policies. Not surprisingly, we found that policy implementation differed amongst teams. Some managers adhered to policies which mandated employees to be in the office three days a week (noting that data collection was conducted before the mandatory caps on working from home were removed); others were more flexible. Eighteen per cent of our participants noted that in some agencies the mandate did not apply to client-facing teams, which were required to be in the office full-time. Generally, managers used their discretion in applying policy, which caused some problems, as "people look across and see others aren't there", and there is "no equality in choice" i.e., some people have a choice and others do not. Participants acknowledged that this approach had led to some resentment, as these comments show:

Here at [my agency], there is a requirement to be in the office, some days per week, there doesn't seem to be a consistent approach. I can only talk about my section because each branch will have its own requirements, depending on the preferences of the branch head.

Another stated:

And there's also a fair amount of cynicism around, this whole requirement about three days a week, because it seems to be a lack of evidence-based reasoning behind whether people are productive, or not. The official line is, if you come into the office, you're more connected, you're more productive.

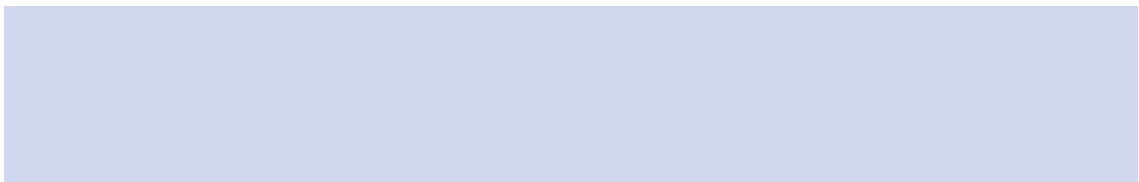
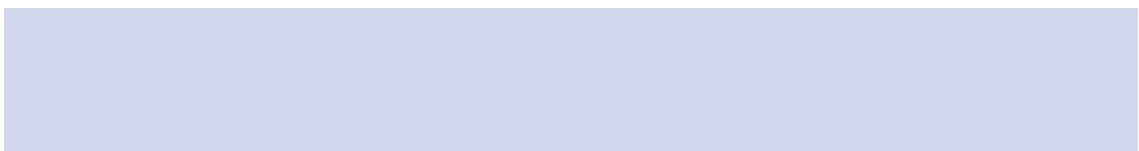



Despite policies to support hybrid working arrangements, almost 20% of managers described a push from their agency to adhere to mandated returns to working in the office. While one participant described the agency justifying this because “the business community was complaining [that] not enough people are using city centres”, most other participants were less clear about why mandates had been imposed. Where such requirements were supported by team managers and senior managers, our participants believed that this was based on managers needing to exert control over their team, evidencing a lack of trust. One participant detailed how this impacted the management of their team:

I can remember when we were first directed to start a return to the workplace. And [the team] said, ‘Don’t you trust me?’ I said, ‘Well, no, this is just a new policy’. They said, ‘but we’ve worked three years at home. And you’ve never once had to question the quality, quantity, all those things about my work’.

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Managers and supervisors' focus on outcomes over rigid working hours or location of work informed their approach to managing their teams, with one manager saying they aimed to foster "a productivity culture versus an attendance culture". This productivity is dependent on performance, and management which focuses on outcomes. However, more attention on an outcomes focus is needed. One manager suggested a shift in culture that prioritised wellbeing by focusing on outcomes of their team rather than where and when they were working:

I wish we focused on that [model], which is our people safe and healthy and happy and getting the work done in the hours that suit them and that work of suitable quality should be the only thing that matters...It would take away a lot of, not just the stress, but the sense of inflexibility and having to deal with all these other nonsensical issues which are just bureaucratic. In terms of managing a team, basically let us just get on with it.

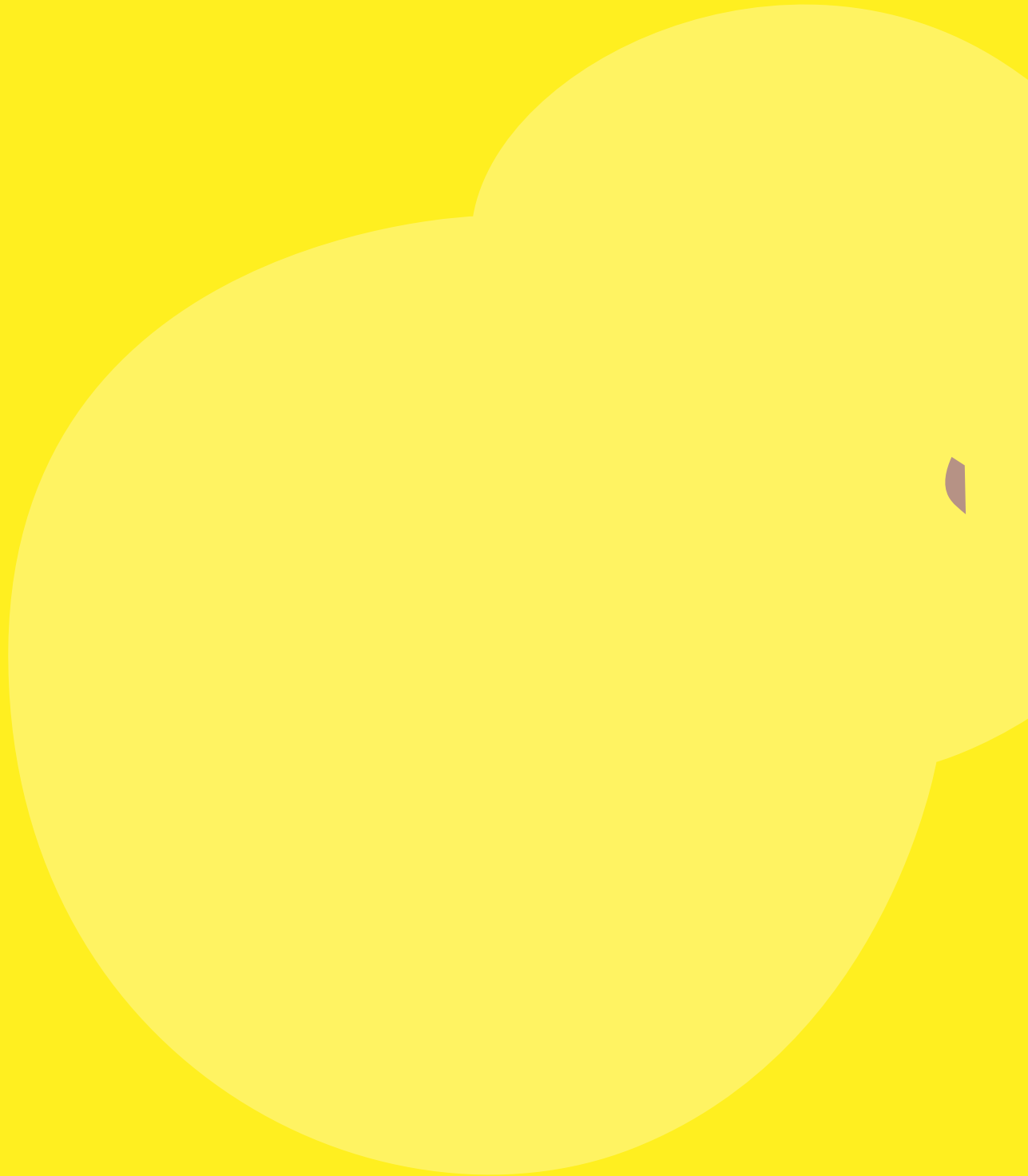
While we saw a change in focus from hours worked to outcomes, measurement of outputs and outcomes changed to a lesser degree. Almost a third of participants stated that there were no changes in how performance was measured. They attributed this consistency to the continuing use of existing software and reporting systems, which made team outcomes visible. Shared platforms enabled the visible tracking of projects. One manager said, "we measure everything"; another commented they "could actually keep an eye on performance as far as output". These systems also indicated when work was not being completed, or staff working from home were being less productive. One manager described how monitoring outcomes contributed to maintaining productivity, and informed their management strategies:

We use the same systems to monitor people's work, whether they're in the office or whether they're at home. Everything is electronic these days, you can't really hide, and output is output. So, we do...cases, like I said, you will get through this many...cases. And the expectation is that you'll get through this many...cases in this amount of time. So if you don't, regardless of where you're working, then we need to have a chat.

Managers tended to refer to tasks and outputs which were easily measurable. Measuring outcomes may therefore need a different approach to monitoring and measuring performance, to capture higher level, and less transactional achievements.

Tip: Agencies may need to review performance and monitoring systems, informed by diverse

Ways of working



Working arrangements were determined by the physical set-up of the office. Prior to the 2020 pandemic, a range of APS agencies had incorporated hot-desking and

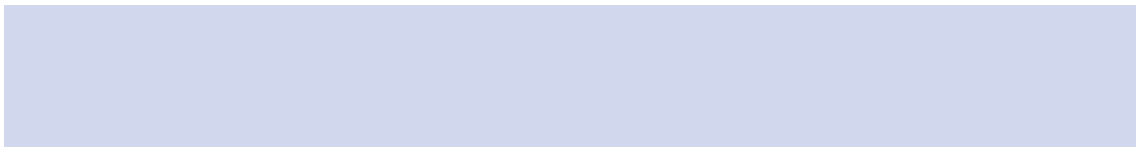


This finding is important not only as it is contrary to existing research – but more importantly, it highlights that the shock of the pandemic was not enough to change the way people work. Literature (ask criseesear)7.8 guets tha crisee,y chwasae pandemi, maform,y

Location does not affect the type of work done: employees undertake the same tasks at home as they do in the office. The shock of the pandemic was not enough to change the way people work.

Autonomy and trust

Recent research shows that working hybridly can increase employees' autonomy as they are able to manage themselves to achieve work outcomes.²⁸ This greater job control can increase employee engagement and motivation.²⁹ Increased autonomy and control over work flow when working from home is key for health and wellbeing.³⁰ Autonomy is essential to increased flexibility, and practitioner research recommends organisations provide hybrid employees with high levels of autonomy, and high levels of flexibility. This will ensure organisations remain competitive, as flexibility with autonomy has been shown to be effective.



While many had positive responses, some managers also described how a lack of trust had shaped their practices of managing a hybrid team. This often translated as behaviour management and surveillance. Increased autonomy was offset by increased monitoring. Twenty-eight per cent of managers spoke about monitoring staff working from home in some capacity; this included being able to see when team members were online. As one manager stated: “things are a lot more trackable than when people were in the office”. One manager explained:

You could see on MS Teams, whether it's green, or yellow, so they're responding to you straightaway. So you know that they're there.

Other managers acknowledged this ability to monitor but did not use this. One manager even expressed an aversion to this practice, explaining:

And for me, turns me into the police and I don't want to be the police. I, like probably the other managers here, just want the work done. And I don't care where it's done. I just want quality work delivered on time. I don't need to see my staff look over their shoulder. I think that's a big issue for a lot of people.

Flexibility, autonomy and trust are key to successful hybrid working. Practitioner research highlights that autonomy and trust complement an outcomes-focused approach,³² and lead to increased performance and productivity. Our research supports this finding.

Tips:

- APS managers are encouraged to provide teams with high levels of flexibility and autonomy to enable successful hybrid working.
- APS managers are encouraged to engage in open discussions with their teams about what autonomy and trust look like in terms of behaviours in a hybrid working environment.

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How managers worked

Middle managers tended to work hybridly. All managers participating in the focus groups were required to have current or recent experience managing hybrid teams to be eligible to participate in our project, but almost all were also working hybridly. Over ninety per cent (93%) of managers indicated they were working hybridly and to the same policies followed by their teams. While not all disclosed specific arrangements, 10% shared that they worked in a different location to their teams, and commuted to the closest agency office for their in-office days. A small number (5%) of managers worked entirely remotely.

Tip: Senior leaders are encouraged to further consider the amount of time managers and supervisors are required to be in the office, and associated expectations.

Resource and support requirements

Managers identified three main categories of resources and supports which would improve management of



Managers who were concerned about the engagement and social needs of their teams highlighted the importance of specific practices for team cohesion and morale. Managers described the need for planned and resourced opportunities to travel and work together in the same physical environment at regularly scheduled times throughout the year. For example, one explained:

I would direct [the team] to actually come into the office on a very small periodical basis, because they need the corporate connectedness, to use a word that someone hates. The corporate aspect of it rather than the social aspect of it. You need to be able to directly engage with your colleagues, at least the office you're domicile to, periodically.

Another manager suggested ensuring budget to enable staff working in different cities to be able to travel and come together. Managers also mentioned pastoral care, guidance to manage social engagements with the team, and awkwardness:

If I could change one thing, [it] would be, a magic wand that would make building connection and establishing social relationships not awkward over a hybrid environment.

Managers who mentioned this aspect of their roles also discussed 'netiquette', expressing the importance of communication through use of video during meetings. One manager said:

Can you please turn your webcam on so we can see, not so much what you're doing, but are you okay? It's hard to have a conversation with somebody when you're just looking at a blank screen. Do they look fatigued? Are they alright? Are they well? That was quite difficult. So building that rapport and explaining 'look, it's not to judge your surroundings or see where you're living or anything like that. But we just want to connect with you and actually know, are you okay?'

Managers who highlighted these social and relational aspects also suggested a more consistent understanding of team engagement through the use of communications platforms, including how messages are used, and where and when staff members should join a team meeting if in the office.

Tip: Managers should give conscious consideration of the resources and support they and their teams need to function effectively as hybrid teams.

Managerial capability and practices



Previous research conducted by the first author with colleagues in 2022 showed that many managers were adopting a more intentional approach to managing staff in a working from home/hybrid work environment.⁴⁰ Emerging practitioner literature supports this finding. Leaders are encouraged to reflect on their decision-making styles and the ways in which traditional working culture can hinder virtual teams.⁴¹ The literature frames much of this advice through a consideration of the social and cultural nature of work and organisations, where the social impact of remote work, the importance of 'EQ' (emotional quotient), and "humanising the office" are highlighted.⁴²

We asked about management practices and found that many of our participants who were more comfortable with leading hybrid work teams practiced intentional management or leadership. 'Intentional leadership' is a practice whereby managers consciously and reflectively manage teams. This process involves being mindful of time, capability, and growth.⁴³ Intentional management was evident through work practices. Some managers for example, detailed routine practices such as personal check-ins with their team:

[W]e're humans, we're not robots. I think that you get more out of your staff, the bee to the honey, whatever it is, approach. And people can often be on their own.

Others explained their intentional approaches to feedback – "continual feedback or praise on what they've done well, or what they could work on". One manager also stated:

Whenever I sign off, whether it's in the office, or if I'm speaking to them on the phone, I'll just say, 'Thanks for your work today. I notice that you've made good traction on that task. Thanks so much'.

Some managers also described practices for more intentional rewarding of staff due to hybrid work arrangements, including recognising them by copying staff into emails "shouting out" their work in emails to more senior managers. Another manager described "taking the opportunity to get them in front of [senior] exec virtually", offering "a little bit of credit where it's due". Managers also displayed innovative ways of being intentional. One brought her children to work events to role model flexibility. Another sent flowers in lieu of coffee and lunches to celebrate the team's wins.

Adopting a more intentional approach to managing staff can ensure performance remains high.⁴⁴ Such an approach would include considering who works from home or hybridly, which tasks could be done in the office or at home, and how to measure performance while working hybridly.

Tip: APS managers are encouraged to practice intentional leadership, considering time and place of work, capabilities of team members, and opportunities for team members' growth and development.

Managing work processes

We found that managers used a range of tools and systems to manage work processes. Tools mentioned included a team calendar, a task processing register, and online catchups. Anchor days, where all team members were in the office on a specified day, were discussed in detail by 36% of managers. They were described in a range of ways – one team came in on a Wednesday, but the manager explained that because they “all like each other” they also came in on a Tuesday, even though there was not enough office space.

Managers also had regular team meetings or morning stand-ups, as well as significant amounts of ad hoc communication. Both regular and ad hoc communication used Teams and similar platforms – the chat functions were often used to keep an “open line of communication throughout the day”. One manager explained:

You can chat to each other throughout the day, partly a social thing. But also, ‘I’m going to a meeting’ or ‘I’m off this afternoon for an appointment’, like that sort of stuff that you would have just said out loud, normally in your team, you can do it in the same way on those [platforms].

Managers stated that contact had increased due to working hybridly. Another kept track of teams closely:

Basically, your staff need to be really on the ball. Those little things that I would normally go over and remind them to do or catch up with them as I walk past, I can’t do that. So contact is via Teams or a phone call, so they need to be really vigilant.

Managers reflected a range of approaches to overseeing work processes. Some described these in detail, such as the use of an action list for the week to allocate tasks and follow up with emails and phone calls. Managers acknowledged that these did not tend to differ significantly from practices used in non-hybrid working environments – one commented “we probably just already had all of those systems in place”. Another said “really, it’s still the same structure [...] still using tasks on Teams”.

A smaller group of managers highlighted some challenges. Management practices in hybrid teams needed to account for the lack of incidental interaction between managers and staff, which required more active delegation and co-ordination:

You’ve got to make a lot more effort to communicate with all your team, make sure everyone’s on board for [projects that are a priority]. A lot more instructions and checking where everyone is too, whereas if you say that your team’s all in the office, things can happen, as I said organically, they can reach out. It feels a bit less of an effort working and supervising in the office compared with working from home.

Just as the nature of the work undertaken has not varied between work and home, work processes have also shown limited change. There may be scope to collaboratively re-think this to consider opportunities for improving performance and engagement outcomes.

Tip: APS managers are encouraged to collaboratively and critically investigate potential work process changes which could enhance performance and engagement. The key to success for such an action is approaching with genuine curiosity and openness to new ways of working.

Socialising and connecting

Managing employees in a hybrid working environment has become routine but may warrant questioning in terms of impacts on team culture. Practitioner literature suggests that organisations need to make workplaces attractive to entice employees back into the office.⁴⁵ Organisations encouraging a return to the office, even as part of a hybrid working week, need to 'earn the commute' by acknowledging workers are investing effort in being present in offices.⁴⁶ Practitioner literature has found that workplaces are indeed becoming more social to attract workers back into the office.⁴⁷ Similarly, participants told us that their workplaces were committed to make the workplace more social. As one stated:

We're all trying a bit harder when we are together to make it more social, and having branch afternoon teas and things, whereas we didn't really have them before. Because we do want to take advantage of bringing people together for just a bit of light entertainment at times, as well as to try and make sure we don't lose the bonds between people.

Developing social cohesion in the workplace was seen as a departmental-wide responsibility by some. For example, one agency organised branch afternoon teas and another with a social club had organised activities outside of work, which included a lawn bowls day, axe-throwing, and an end of year party. A minority of managers also stated that their teams were more productive working from home but came into the office specifically to socialise.

Teams were also becoming more social. Many managers told us about having morning teas and team lunches on the days when employees were in the office. Yet others maintained connectivity online, and had monthly or fortnightly face to face events. Others incorporated social time into meetings. They were advised to do this in training; this was to replace 'water cooler chats'. There was a general consensus that being in the office facilitated sociability and it was also beneficial for wellbeing checks. The benefits of workplace sociability are clear – research has also shown that having friends and close acquaintances in the workplace improves job satisfaction, performance, and wellbeing.⁴⁸ Productivity, engagement and wellbeing are enhanced through this new approach to making workplaces, 'worksocials'.

Yet, managers were concerned about the lack of connection in teams and diminishing social relationships. A couple of managers also noted changed communication practices, with one stating that:

...there's certain groups that are very talkative, but even in the office people tend to want to even communicate via the chat room rather than just chatting to the person next to them.

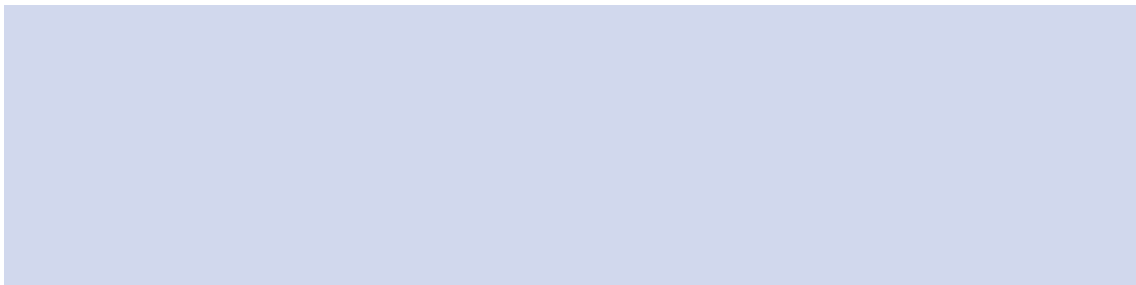
This finding corroborates recent research which shows increased online communications even when people are co-located in an office.⁴⁹ Another manager observed that when working hybridly, "even when you're working in the office it can feel as though you're working remotely". Another commented that monthly team meetings could be awkward when people were working different days, which also defeated the purpose of catch ups.

Current research finds that employees have adjusted to virtual working, including using a range of technology.⁵⁰ Employees are bringing these new work habits 'back to the office', including approaches to communication with colleagues and team meetings.⁵¹ Research more broadly suggests that hybrid working has barriers that include isolation, and limits to the development of social and organisational culture.⁵² This also presents challenges for team collaboration.⁵³

Tip: Managers and their teams should engage in conversations about social and connectivity benefits of time spent together in the workplace and develop plans to facilitate this in a manner that is attentive to performance and wellbeing outcomes.

Wellbeing

Managing overwork and burnout was a common challenge for participants. Almost a third (32%) of participants described managing different aspects of overwork and burnout, giving examples of "working ridiculous hours", including working beyond the APS 7am – 7pm bandwidth, and not taking breaks throughout the day. Ten per cent of managers commented specifically on decreased levels of unscheduled absence. One indicated they knew their



Building managerial capability

Researchers have examined the capabilities of those managing teams working remotely and hybridly.⁵⁵ They prompt reflection from managers around practical issues of technological capability, but also highlight performance management and team isolation as key areas for managers to build capability.⁵⁶ In late 2022, the Australian Public Service Commission surveyed managers about capability. The agency found that while over 70% of respondents were 'confident' or 'fairly confident' managing hybrid teams, 18% were only 'somewhat confident' and 10% were 'slightly' or 'not confident'.⁵⁷ Generally, the managers and supervisors we spoke with were confident managing remote and hybrid workers, however, also requested additional training on technology, and soft skills. Some explained that training in their agency had been uneven:

...one thing I think would be helpful is to have more training on the technology because it really is patchy, like some managers are really good at the different tech kind of solutions and video conferencing, and but then others are completely... it's a black hole for them, and they don't really engage...

Others stated that they would benefit from training in online performance management, particularly as new ways of managing performance are needed. A minority of managers also experienced challenges having difficult performance management conversations online, and would like training on this. Some also stated that they would

Career development and visibility

Both academic and practitioner literature has found that not being physically present in an employer's workplace can have negative consequences for career development.⁵⁸ Proximity bias results in managers allocating career development opportunities to those who are physically located near them.⁵⁹ We were interested to find out if this was occurring, and if managers had ways to mitigate this form of bias.

Managers were careful to consider if working hybridly had significant consequences on career development. Overall, they believed that the location of work did not make any difference to being offered career development opportunities. Yet others believed that career development opportunities for those working from home had improved in a COVID-normal era. One manager explained:


[There's] the opportunity for the person that's taking advantage of the full hybrid approach, I think that's the best way to put it. They are on trial, from another area. I didn't even consider for one minute that they wouldn't be a fit, because they were utilising the hybrid method. I just thought, we'll just see how it goes.

Another stated that "staff seem to want to take up new opportunities quicker than they used to", suggesting that hybrid working had enabled more movement amongst teams as well as agencies. When one manager reflected on the role that connection between teams and colleagues plays, and how networking helps career progression, another commented that they believe this is shifting, saying:

There used to be this whole big thing about it's who you know, and how to network and this and the other. But I find specifically, it's become more down to how you write your application and how you interview. So it's kind of flipped a little bit.

Managers spoke of staff working from home being able to access online learning and opportunities for training and conferences. As one stated, "training has opened up massively in terms of, there no longer being a room capacity issue, or needing to be in the same physical space". More staff being online for at least some of the time also appeared to have an equalising effect, with staff working from home not missing out on opportunities that they previously may have not been able to access:

[N]obody had to travel around Australia to deliver PowerPoint presentations, we could just do them online, which meant more people got to do them, which also just meant we have more accessibility.



Some managers noted, however, that there was still some way to go before opportunities were truly equal. They considered that working at home or hybridly was not as good for career development as being on the employer's premise, due to lower visibility. One manager noted a tendency for more work to be given to people who were in the office, which meant that others off-site were provided with fewer opportunities:

We had a discussion with our branch head about this, because we found that a lot of work was getting fed to people who were in the office. And people that weren't in the office were perhaps not getting the same opportunities. So our branch head would often, there'd be a task that needs to be done and just go out to the four people in the office and pick one and they do the task, and they end up working quite closely with her. And so they will get a lot of exposure and visibility to the process and experience.

Agencies and managers are encouraged to be mindful when providing career development opportunities.

Conclusions

We have identified both positives and negatives associated with hybrid working in the APS – with the positives outweighing the negatives. Increased trust, autonomy and flexibility, better work/life balance, improved wellbeing from team engagement and socialising in the office are all benefiting individuals and teams. Some of the negatives can be remedied relatively easily, such as changes to ICT, and more training for managers. Other problematic aspects will require more thought and attention, such as preventing proximity bias, and limiting surveillance and behaviour management techniques. These require cultural change as well as behavioural change, which is necessarily slower.

Our main finding is that hybrid working is no longer being seen as a new way of working or as the 'new normal'. Instead, it is 'business as usual'. We see this as the type of work undertaken does not tend to vary much by location – both administrative and more complex work, and individual and teamwork, are being undertaken both in the office and at home. Further, ways of working do not appear to have changed much and work processes are largely the same as when we first started examining working from home/hybrid working in 2020. While management techniques have changed in relation to technology, the processes of management still appear to be the same.

This 'business as usual' is indicative of public sector adaptability and is positive, as performance, productivity, and team cohesion are maintained. However, agencies would do well to consider whether opportunities to innovate are available which are not being fully harnessed. As discussed in this report, hybrid working offers possibilities to

change how teams work together, how individuals maximise being in the office, or at home, how workflows are managed and how performance is measured. As earlier stated, some APS agencies are reviewing lessons learnt over the past few years and are innovating and looking to the future of work. Further experimenting and trials may yield positive results for agencies.

There is still much to learn about hybrid working. Our study was based on a very small sample and further research is needed to see whether our findings can be replicated over a larger sample. Questions remain as to the extent to which managers are focused on outcomes over hours and presence; and the extent to which intentional management is occurring. How organisations, managers, teams and individuals are responding to challenges, including proximity bias, monitoring through surveillance, and risks to wellbeing all deserve further investigation. We look forward to further examining the future of work in the APS.

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