



Australian Government



Jobs and Skills Australia

2025 Occupation Shortage List – Stakeholder Survey Snapshot

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Introduction

This report was produced by Jobs and Skills Australia to assist governments, Jobs and Skills Councils, industry bodies, researchers and others involved in workforce planning, policy development, and labour market analysis.

The report presents a high level summary of responses from the 2025 Occupation Shortage List (OSL) Stakeholder Survey conducted by Jobs and Skills Australia. The survey gathered perspectives from a wide range of organisations, representing employers, employees, regions, education and training providers, and government.¹

The purpose of presenting the survey results is to provide transparency on the insights shared by stakeholders on recruitment challenges, and supply and demand for workers across occupations.

Readers should expect to gain:

- a broad overview of which organisation types responded
- a sense of how recruitment challenges vary by region, industry, and occupation type
- insights into the reasons vacancies were not filled
- aggregated stakeholder views on the availability of skilled workers and changing demand for them.

The stakeholder survey can be completed online between November each year and March the following year. Information is collected at the occupation level, defined by the 2022 version of the Australian and New Zealand Standard Classification of Occupations.²

This survey is different to Jobs and Skills Australia's Survey of Employers who have Recently Advertised (SERA) and Recruiting Employer Outlook Survey (REOS). SERA and REOS are monthly telephone interview surveys of employers and collect detailed information on employer's recruitment experience. The data from SERA and REOS are used in modelling to inform the OSL.

Results in the report should not be viewed as a definitive measure of labour market conditions and are best understood as a descriptive summary of stakeholder experiences and perceptions.³ It is used, along with other information, to support the review of the draft OSL ratings.

¹ Specifically, the stakeholder survey targets peak bodies, professional associations, unions, regional representative bodies, and education and training advisory bodies. Responses are also received from government agencies, recruitment agencies/labour hire firms, employers and Jobs and Skills Councils.

² Australian and New Zealand Standard Classification of Occupations (ANZSCO) is a skill-based classification used to classify all occupations and jobs in the Australian and New Zealand labour markets. It is organised into a 5 level hierarchy: major groups, sub-major groups, minor groups, unit groups and occupations. Occupation refers to the most granular 6 digit ANZSCO and is the level that this report refers to. For more details on ANZSCO refer to the [Australian Bureau of Statistics website](#).

³ The results from this stakeholder survey should be interpreted with caution. It is limited because generally responses received for each occupation are small, while skill levels 3 and 4 are overrepresented and there may be self-selection bias, as employers who are not experiencing workforce challenges may be less inclined to participate in this survey.

Who responded to the survey?

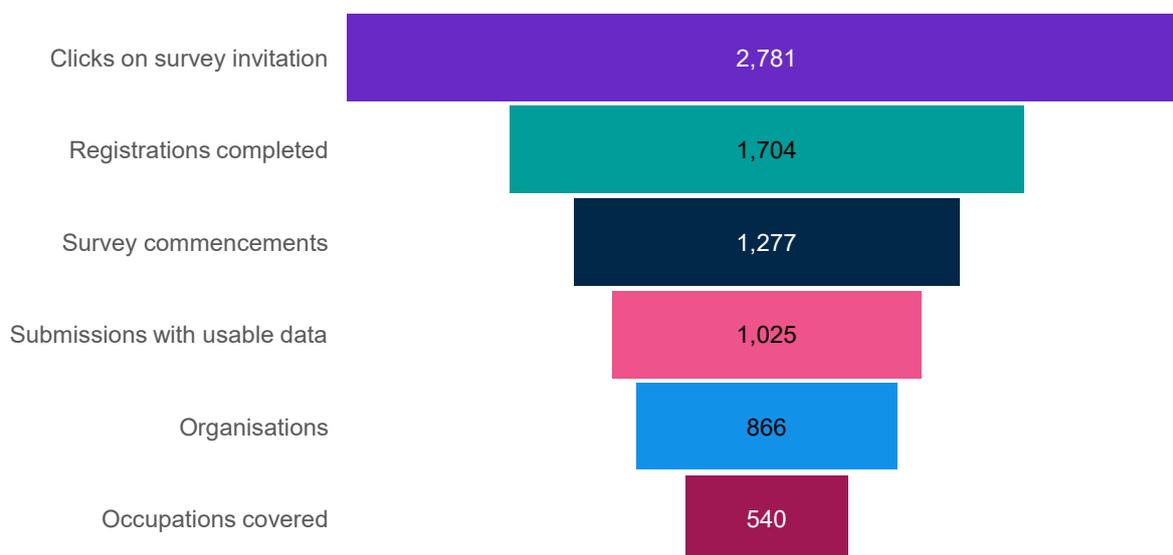
From invitations to occupations covered

The stakeholder survey was promoted through Jobs and Skills Australia website, mailing lists and social media. The survey was also promoted through Jobs and Skills Councils and select Commonwealth Government and state and territory government agencies.

There were 2,781 clicks on the survey invitation and 1,704 completed survey registrations (Figure 1). However, many were not usable and left 1,025 submissions with usable data.⁴ Depending on how a participant responded, for some questions there were up to 2,212 responses.⁵

This report is based on the usable submissions from 866 organisations, covering 540 occupations. This was a significant increase in the volume of responses from 2024, where 231 organisations provided 254 usable submissions, covering 480 occupations.

Figure 1: Survey completion funnel



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder.

Organisation type

When asked about their organisation type, participants could select more than one option.⁶ This led to a total of 1,283 responses to this question from the 1,025 usable submissions.

The number of responses in 2025 increased fivefold compared to 2024 (Table 1). In 2025, employers (36%), education and training providers (13%) and industry bodies (11%) made up most of the responses.

⁴ There were many initial registrations where participants were simply exploring, looking for work from outside of Australia or did not complete the survey. These were removed from scope.

⁵ Where a participant operated in multiple states/territories and/or localities – they were given the choice whether to respond for each occupation/state or territory/locality combination or as an aggregate for the occupation.

⁶ For example, a school responding to the survey might identify as both an education and training provider because it educates students, and as an employer because it employs teachers.

However, the overall composition of organisation type shifted from 2024. Compared to 2024, the share of responses from Professional associations and government agencies increased, while it remained the same for peak bodies and unions.

Table 1: Organisation types

Organisation Type	Responses 2024 (no.)	Responses 2024 (%)	Responses 2025 (no.)	Responses 2025 (%)
Employer	96	41%	457	36%
Education and training provider	42	18%	171	13%
Industry group	33	14%	144	11%
Professional Association	12	5%	114	9%
Government agency/department	10	4%	114	9%
Peak body	14	6%	73	6%
Other	18	8%	70	5%
Sole trader	NA	NA	69	5%
Education and training advisory body	5	2%	32	2%
Regional body	4	2%	15	1%
Union	2	1%	12	1%
Recruitment agency/labour hire firm	NA	NA	12	1%
Total	236	100%	1,283	100%

Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

Note: Participants were able to select more than one organisation type, as a result the total responses is higher than the number of unique respondents. 'Sole Trader' and 'Recruitment agency/labour hire firm' were newly added to the 2025 survey. Although, Sole Traders operate as a single individual, they can hire employees to assist with their business operations and have the same employer obligations as any other business structure, such as paying wages, meeting tax requirements, and adhering to workplace health and safety regulations. As a result, they may have important insights on the labour market and recruitment conditions.

Industry representation

Responses were received for all 19 industries defined in the Australian and New Zealand Standard Industrial Classification (ANZSIC).

The largest number of responses were from Health Care and Social Assistance (15%), Arts and Recreation Services (14%), Education and Training (10%), and Agriculture, Forestry and Fishing (Table 2).

Table 2: ANZSIC industries by number and percentage of survey participants

Industry	Responses (no.)	Responses (%)
Health Care and Social Assistance	182	15%
Arts and Recreation Services	170	14%
Education and Training	125	10%
Agriculture, Forestry and Fishing	117	10%
Professional, Scientific and Technical Services	93	8%
Manufacturing	88	7%
Accommodation and Food Services	71	6%
Transport, Postal and Warehousing	60	5%
Construction	56	5%
Other Services	48	4%
Retail Trade	46	4%
Public Administration and Safety	35	3%
Administrative and Support Services	33	3%
Wholesale Trade	23	2%
Information Media and Telecommunications	18	1%
Rental, Hiring and Real Estate Services	16	1%
Electricity, Gas, Water and Waste Services	11	1%
Mining	7	1%
Financial and Insurance Services	5	0%
Whole Economy (All Industries)	12	1%
Other - Industry not recognised by ANZSIC	1	0%
Total	1,217	100%

Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

Note: Participants were able to select more than one industry, therefore the total in this table is more than the 1,025 usable submissions. The Financial and Insurance Services industry share of 0.4% was rounded to the nearest whole figure, which was zero. The 'Whole Economy (All Industries)' and the 'Other – Industry not recognised by ANZSIC' categories are not from ANZSIC but were included in the survey for respondents.

Geography of responses

Survey participants that operated in multiple areas in Australia (e.g. multiple states or territories and/or in both metropolitan and regional areas) were able to provide data for:

- each state/territory they operated in or for all the states/territories they operated in as a single response
- each locality they operated in (metropolitan and regional) or for both metropolitan and regional areas as a single response.

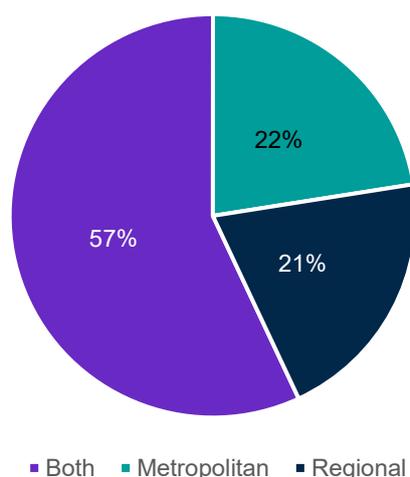
These geography dimensions were applied to questions on the proportion of vacancies filled, labour supply and labour demand.⁷

Locality of responses

Figure 2 shows the percentage of responses where participants responded for metropolitan and/or regional localities separately or both localities combined:

- Almost 60% of responses applied to both metropolitan and regional localities.
- Just over 20% of responses, each, applied to metropolitan and regional localities.

Figure 2: Locality of survey responses⁸



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder.

Most represented occupations

The top 5 occupations with the most responses were Sports Turf Manager, Optometrist, Sports Turf Trades Worker, Outdoor Adventure Instructor and Glazier (Table 3). By major group, most responses were for Technicians and Trades and Workers (29%), Professionals (29%), and Community and Personal Service Workers (19%).

Within the top 10 most reported on occupations, Chef had the biggest employment size, followed by Cafe or Restaurant Manager and Bus Driver.

Skill level 2 to 4 occupations, where Vocational Education and Training qualifications are the main pathway into the labour market, made up 9 of the top 10 occupations.

⁷ For example, suppose a participant operated in New South Wales, Victoria, and Queensland and in both the metropolitan and regional localities of each of those states. For each occupation they were responding for, they could provide:

- one response for all 3 states and both localities; or
- two responses for (metropolitan) Sydney, Melbourne, and Brisbane (combined) and regional New South Wales, regional Victoria, and regional Queensland (combined); or
- three responses for whole of New South Wales, whole of Victoria and whole of Queensland; or
- six responses for Sydney, regional New South Wales, Melbourne, regional Victoria, Brisbane, and regional Queensland.

⁸ Calculated on responses to the proportion of vacancies filled questions.

Table 3: Occupations most reported on by survey participants

ANZSCO	Major Group	Occupation title	Participants (no.)	Employment size (2021 census)	Skill Level
362312	Technicians and Trades Workers	Sports Turf Manager	75	1,044	2
251411	Professionals	Optometrist	74	5,217	1
362313	Technicians and Trades Workers	Sports Turf Trades Worker	60	5,387	3
452215	Community and Personal Service Workers	Outdoor Adventure Instructor	48	1,708	3
333111	Technicians and Trades Workers	Glazier	40	8,587	3
452312	Community and Personal Service Workers	Gymnastics Coach or Instructor	35	4,232	4
452299	Community and Personal Service Workers	Outdoor Adventure Guides nec	29	344	3
351311	Technicians and Trades Workers	Chef	25	90,458	2
141111	Managers	Cafe or Restaurant Manager	21	55,770	2
731211	Machinery Operators and Drivers	Bus Driver	21	34,239	4

Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey; Australian Bureau of Statistics, 2021 Census of Population and Housing.

What respondents said about filling their vacancies

The big picture of vacancies filled

Low proportions of vacancies filled, potentially, imply higher levels of recruitment challenges and a higher likelihood of occupation shortages.⁹

Out of the 1,874 responses on the proportion of vacancies filled, almost 40% reported that 'a very low proportion of their vacancies were filled'.^{10,11} For the 'a low proportion', 'a moderate proportion' and 'a high proportion of vacancies were filled' categories, each accounted for around 20% of the responses.

Proportion of vacancies filled by major group

Based on responses from within major groups (Figure 3):

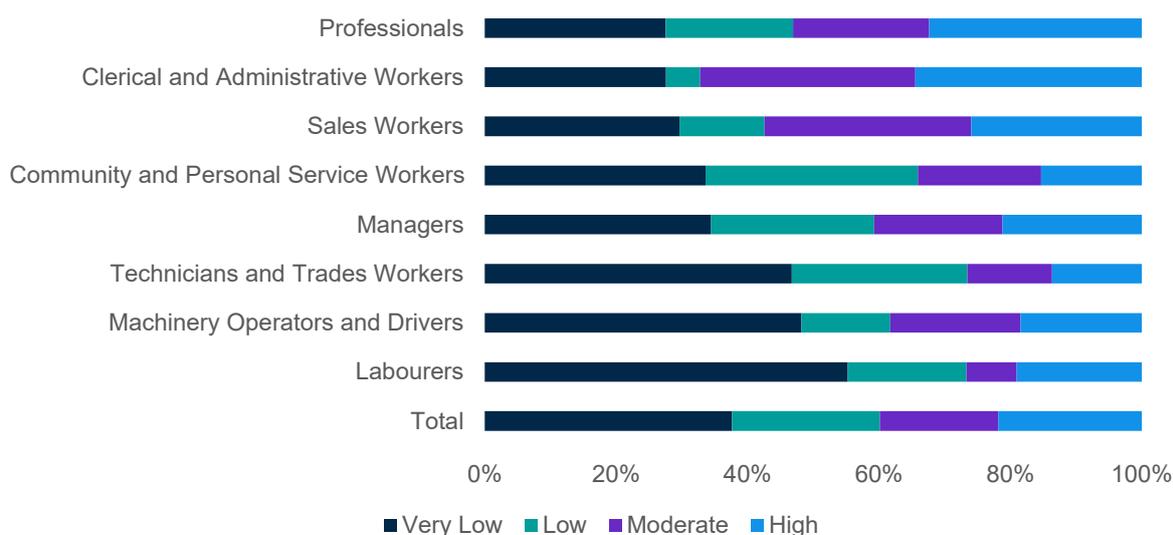
- Labourers (55%), Machinery Operators and Drivers (48%) and Technicians and Trades Workers (47%) had the highest percentage of responses indicating a 'very low proportion of vacancies filled'.
- Clerical and Administrative Workers major group had the largest percentage (34%) of responses reporting a 'high proportion of their vacancies were filled', followed by Professionals (32%).
- Clerical and Administrative Workers and Sales Workers had the highest share of responses reporting 'moderate proportion of vacancies filled' (just over 30% for each).

⁹ In the OSL, occupations are rated as Shortage or No Shortage based on the collective body of evidence – not just from a single, particular source. The evidence base includes SERA, REOS, modelling, additional data analysis, research, results from the stakeholder survey and feedback from Commonwealth Government, state and territory governments and Jobs and Skills Councils.

¹⁰ The 1,874 responses is a count of unique participant/occupation/geography responses to the questions on vacancies filled. Where a participant responded for multiple geographies and/or occupations, this has been counted as multiple responses. For more detail, see the Geography of responses section.

¹¹ Participants were first prompted with a question, 'For the occupation [you are reporting on] between January – December 2024, how many vacancies were advertised; and how many of the vacancies were filled?'. If they were unable to answer a secondary question was presented, 'For all the members and organisations you represent (including your own organisation), which proportion of vacancies were filled in the period January – December 2024?'

Figure 3: Responses indicating proportion of vacancies filled (%), by major group¹²



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder.

Vacancy fill rates by major group

In the survey, 72% of responses reported occupations had vacancy fill rates below 67%.¹³

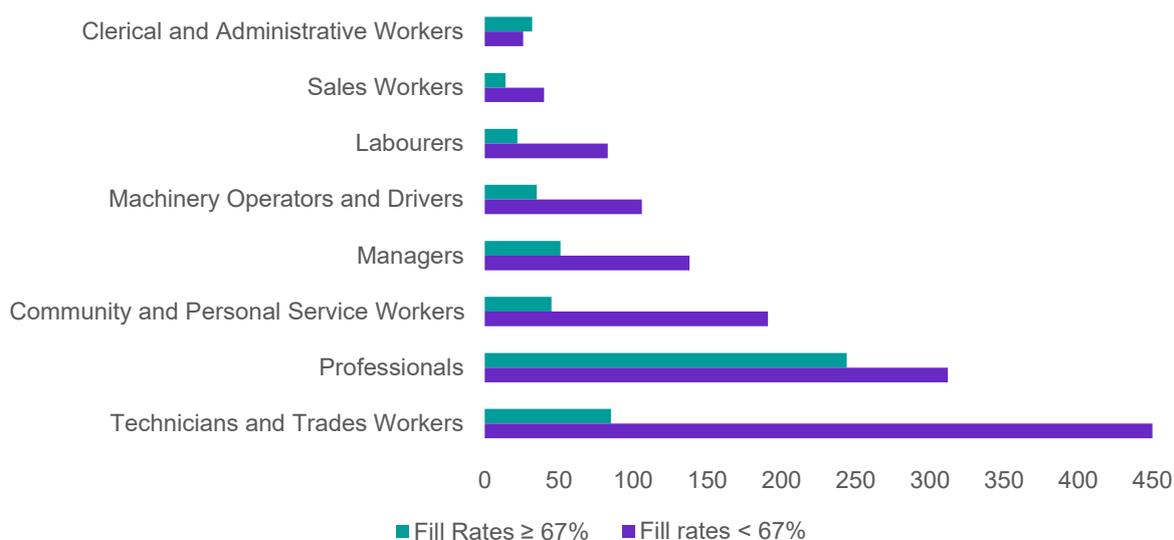
- Most major groups had a greater share of responses which indicated fill rates were below 67% (Figure 4).
- Technicians and Trades Workers, and Community and Personal Service Workers each had a large number of responses (around 80%) reporting fill rates below 67%.
- Clerical and Administrative Workers had more responses (55%) that indicated fill rates were above 67%. Professionals also had a high share of responses with fill rates above 67% (44%).

The results in Figure 4 should be interpreted with caution. These counts do not distinguish between geographic granularity of responses. For example, a response for regional Western Australia was considered equivalent to a single response for all of South Australia, Tasmania and Northern Territory combined. Aggregation of responses in this manner was undertaken to overcome data paucity, where for many occupations, there were only 1 or 2 responses.

¹² For ease of reading, ANZSCO major groups in Figure 3 have been ordered from lowest-to-highest percentage of responses for the category, 'very low proportion of vacancies filled' (rather than by ANZSCO number).

¹³ Jobs and Skills Australia uses a fill rate threshold of 67% to determine the likelihood of an occupation shortage, with fill rates below 67% implying a higher likelihood of an occupation in shortage. However, to ensure assessments of occupations are comprehensive, the OSL methodology considers a broader set of evidence beyond fill rates. Consequently, not all occupations with a fill rate below 67% are assessed as being in shortage and not all occupations with fill rates above 67% are automatically assessed as not in shortage.

Figure 4: Number of responses indicating fill rates either above or below 67%, by major group



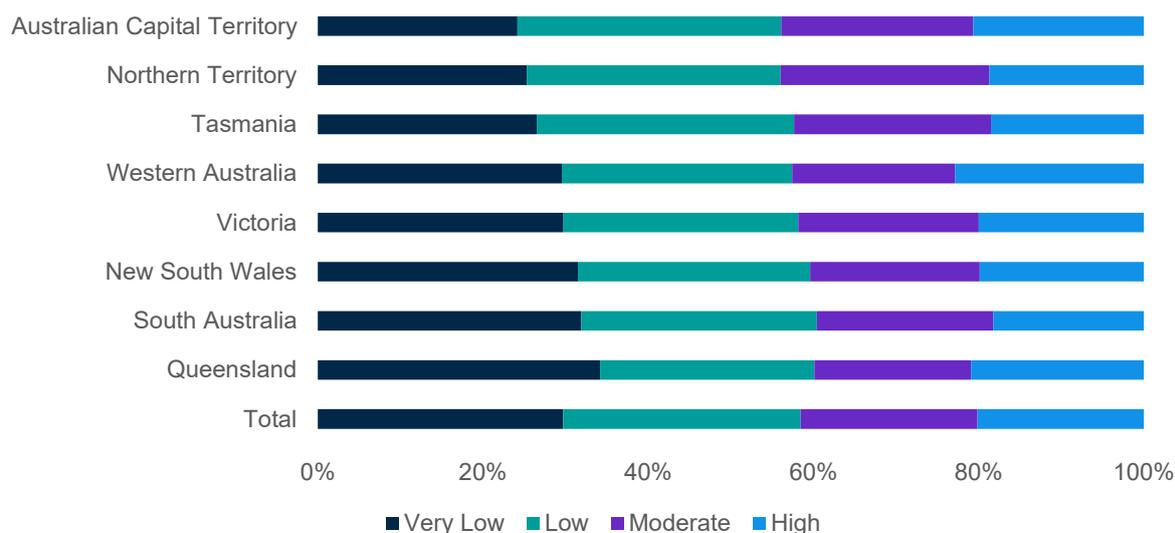
Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

Vacancies filled by jurisdiction

Based on states and territories that participants responded for (Figure 5):

- Queensland had the highest percentage of responses for 'Very low proportion of vacancies filled' (34%), followed by South Australia and New South Wales (both at 32%).
- Australian Capital Territory, Northern Territory and Tasmania had the lowest percentages of responses in the 'Very low' category, ranging from 24% to 27%.
- There was less variation in the percentage of responses for the 'Low' and 'Moderate' categories. For each said category, only 6 percentage points separated the jurisdiction with the lowest percentage and that with the highest. The percent of responses in the 'High' category was around 20% for all jurisdictions.
- Except for 'Very low' responses, the results suggest that recruitment experiences may be similar across the states and territories.

Figure 5: Responses reporting proportion of vacancies filled (%), by states and territories¹⁴

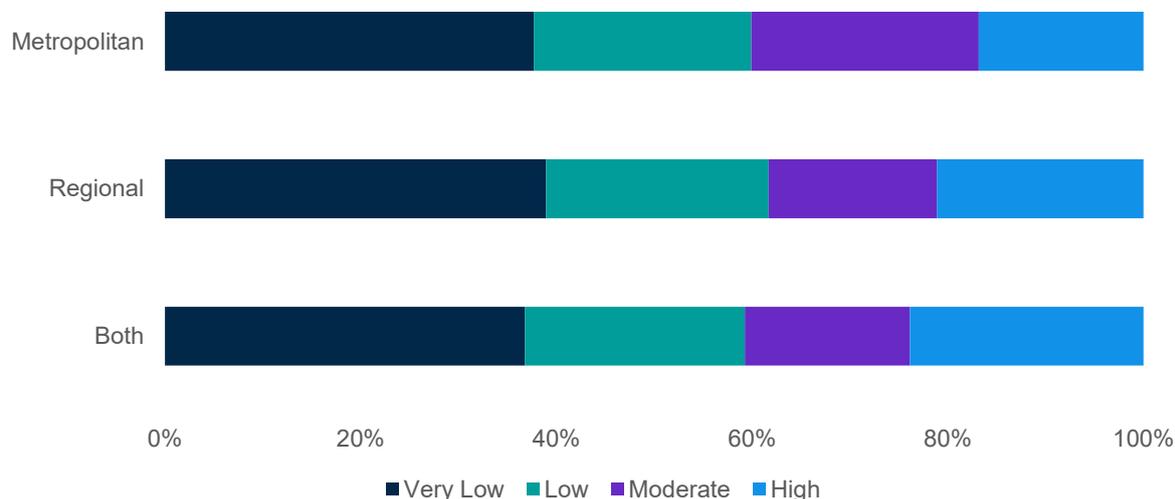


Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

Vacancies filled by locality

Though similar, responses indicated that combined very low and low proportions of vacancies filled were slightly higher in regional areas (62%) compared with metropolitan areas (60%) (Figure 6). This result is consistent with other Jobs and Skills Australia analyses which show that recruitment challenges are more pronounced in regional areas.

Figure 6: Proportion of vacancies filled (%), by locality¹⁵



Source: Jobs and Skills Australia, 2024 Occupation Shortage List Stakeholder Survey.

¹⁴ These calculations were based on 4,768 data items derived from the 1,874 responses. Where a single response was for multiple jurisdictions combined, these jurisdictions were counted separately.

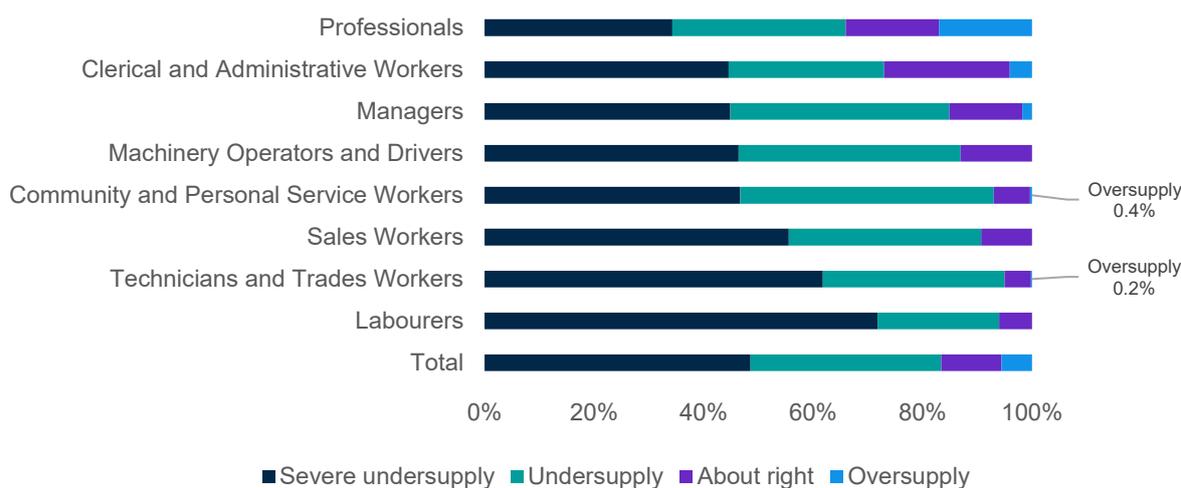
¹⁵ These calculations were based on 1,874 responses. The category 'both' is a separate category and not a total.

Supply of suitable workers

The survey included questions on the supply of suitably skilled workers (Figure 7).

- Most responses (84%) reported a severe undersupply or undersupply of ‘suitably skilled workers’ across all major groups.
- Severe undersupply was particularly evident in the Labourers (72%) and Technicians and Trades Workers (62%) major groups.
- The Professionals major group recorded the lowest percentage of responses with severe undersupply (34%), well below the overall figure of 49%. It also had the highest percentage of responses indicating there was an oversupply (17%).
- All other major groups had few responses indicating oversupply, especially those with a high concentration of skill level 3 or 4 occupations. This contrast in levels of supply may reflect that certain high-skill sectors of the labour market may be experiencing saturation compared to sectors with high shares of skill level 3 or 4 occupations.

Figure 7: Reported supply of skills (%), by major group^{16, 17}



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

Note: No responses indicated that there was an oversupply of skills for occupations within the Machinery Operators and Drivers, Sales Workers, and Labourers major groups.

¹⁶ There were 2,211 responses analysed for the question, ‘Between January – December 2024, how much demand was there for [occupation] compared to 2023?’

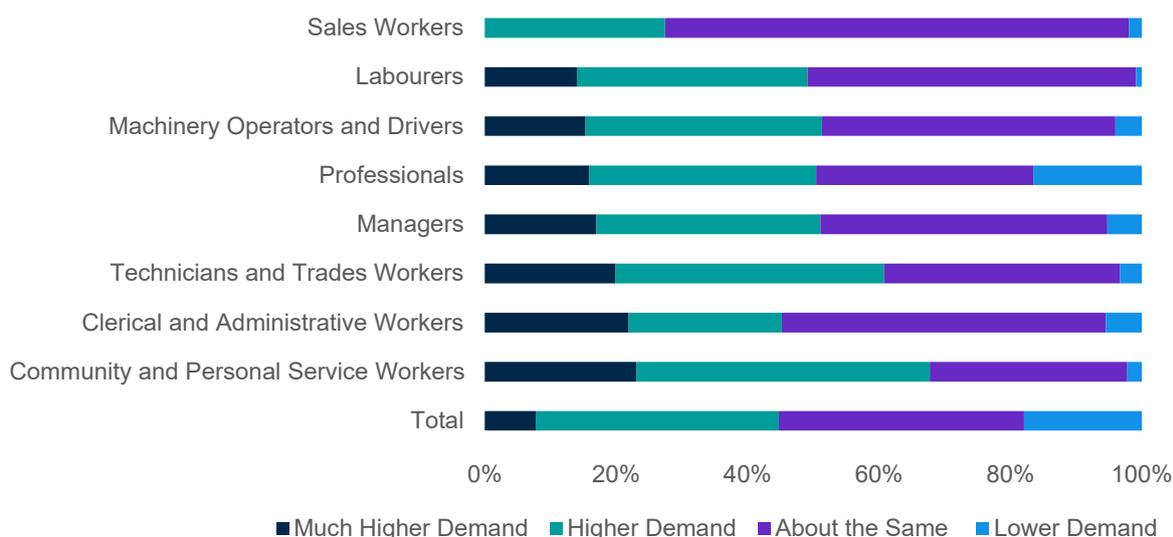
¹⁷ For ease of reporting and visualising, the major groups in Figure 7 have been ordered from lowest-to-highest percentage of responses for the category, undersupply of skills (rather than ANZSCO number).

Demand for skilled labour

The survey results show varying levels of skill demand across the major groups (Figure 8).

- Many responses indicated a ‘much higher demand’ for occupations (compared to the previous year) within each major group. Community and Personal Service Workers (23%), Clerical and Administrative Workers (22%), and Technicians and Trades Workers (20%) had the highest share of responses for this category.
- Community and Personal Service Workers report the highest combined percentage for ‘much higher demand’ and ‘higher demand’ (68%). Technicians and Trades Workers also reported a combined 61% indicating ‘much higher’ or ‘higher’ demand for skills.
- For Sales Workers, most responses indicated that skill demand remained ‘about the same’ (71%). This may suggest a minimal perceived change in skill needs.
- Professionals had the largest percentage of responses reporting ‘lower demand’ (16%), distinctly above the other major groups.

Figure 8: Reported change of demand of skills (%), by major group¹⁸



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

Note: No responses indicated that there was a ‘much higher demand’ of skills for occupations within the Sales Workers major groups.

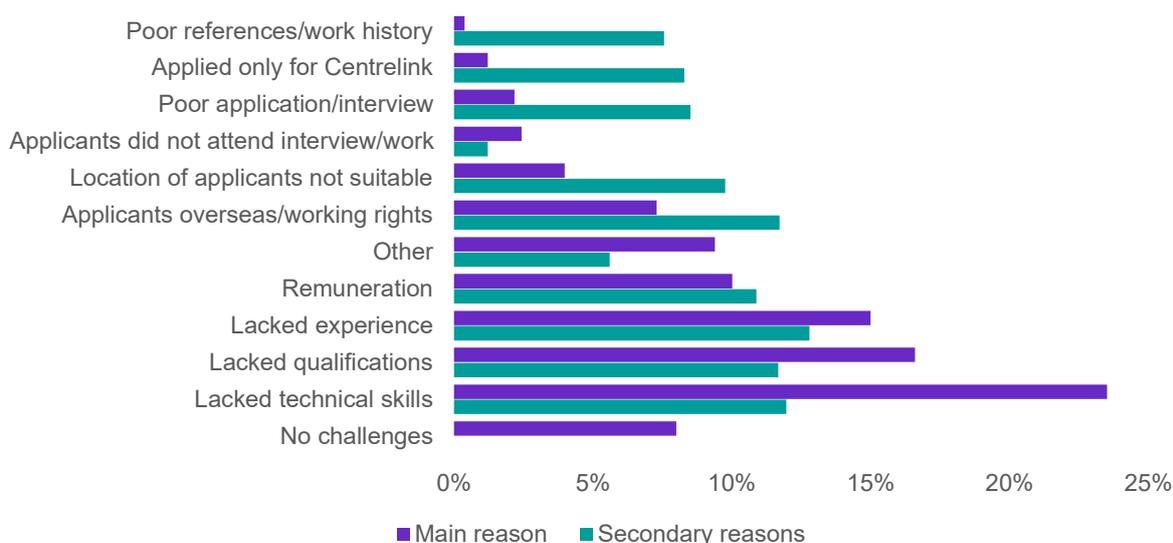
¹⁸ There were 2,212 responses analysed for the question, ‘Between January – December 2024, what was the supply of suitably skilled workers who applied for vacancies?’.

Reasons vacancies were not filled

The survey collected information on the main and secondary reasons that advertised vacancies were not filled (Figure 9).¹⁹ That is, participants were able to select more than one reason vacancies were not filled and indicate which was the primary.

- The most common primary reasons were the lack of technical skills, qualifications, or experience (24%, 17% and 15% respectively). These were also the most common secondary reasons (between 12% and 13%) along with applicants from overseas.
- Remuneration and location of applicants had relatively large shares of responses as secondary reasons (about 10% each). Regarding the location response, the result may suggest that the geographic location of jobs was a barrier to filling vacancies.
- In the ‘Other’ category, there were 224 responses. Of these, many (45%) reported a lack of applications for an advertised role. Oversupply of labour accounted for 7% of responses. This may suggest that too many applicants were competing for limited positions, leading to delays or even withdrawal from recruitment. Some participants noted that, due to the lack of suitable openings, individuals moved into roles for which they were less qualified.

Figure 9: Percentage of responses indicating the main reason vacancies were not filled (%)



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.

¹⁹ The analysis in this section is based on 2,386 responses to the question, ‘For the occupation [occupation name], between January – December 2024, which was the **main challenge** you found with job applicants?’. This question was a follow on from, ‘For the occupation [occupation name], between January – December 2024, what **were the challenges** you found with job applicants?’.

Information Sources

Figure 10 shows that participants drew from a wide range of information sources: both direct organisational experience and broader labour market insights.

The most common was from their knowledge of retention issues and recruitment experiences. Another key source of information for respondents was through their conversations with stakeholders, employees, and their members. Their own data collection also informed their perspectives.

Figure 10: Frequency of information sources used to provide survey responses



Source: Jobs and Skills Australia, 2025 Occupation Shortage List Stakeholder Survey.