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REVIEW

2020

'A Holistic Organisational Approach to Support Cultural Change in the Queensland Police Service'.

Communication Culture & Engagement Team

For: Supt. Steve Collins



Table of Contents

1. Introduction.....	6
2. Background.....	6
3. Analysis.....	7
3.1 Process Flow Analysis.....	7
3.2 Analysis of WFQ and CAS data analysis.....	11
3.3 Cost-benefit Analysis.....	18
4. Going Forward.....	20
5. Conclusion.....	21
7. Recommendations.....	22
9. Appendix.....	24

Exhibits

Exhibit 1. Juniper Process Map

Exhibit 2. Depicts a precedent diagram that explains the interdependencies of tasking.

Exhibit 3. Closeness Preference Table

Exhibit 4. Process Map for Improved Triage Process

Exhibit 5. Juniper CAS Primary Offence Type

Exhibit 6. Primary SM Rank

Exhibit 7. Sexual Harassment Counts per District

Exhibit 8. Workplace Bullying Count by Region

Exhibit 9 Matter deemed Local Management Issues

Exhibit 10. Costings - Separations due to Workplace Harm

Exhibit 11. Juniper West End Operational Costs

Exhibit 12. Unsworn Organisational Structure Costs

Exhibit 13. Sworn Organisational Structure Costs

Figure 1: Juniper Engagement Category

Figure. 2: Primary SM Gender Type

Figure 3: Primary CP Gender Type

Figure 4: Juniper Investigation Category

APPENDIX

Chart 1. Option A: Preferred Option

Chart 2. Option B: Maintain Current Structure - Not Preferred

Figure 5. WFQ - Workplace Bullying/Sexual Harassment

Table 1. WFQ Predatory Behaviour Top 20 counts

Table 2. Witness Unlawful Discrimination To 20 Counts (location)

Table 3. People Treated with Respect - Bottom 20 results (location)

Table 4. Raw CAS Data

Table 5. Balanced Score Card Approach - Juniper

Table 6. Juniper 'Value Stream' Map - Customer Pull Approach

Table 7 Juniper Client Satisfaction Survey

Figure 6: The Managers Toolbox

ATTACHMENTS

Station Instructions S.T.A.R.T Program

Case Study 1.

Case Study 2.

Case Study 3.

Executive Summary

The Communication Culture and Engagement Division (CCE) conducted a review of the Juniper Project (Juniper) over two weeks during June and July 2020. The review involved analysis of data drawn from the following sources to support the findings and recommendations contained within this report.

- Working for *Queensland* results (WFQ);
- Juniper Client Activity Sheet (CAS);
- Qualitative interviews including focus groups;
- *Leading to Serve*: The review of leadership in the Queensland Police Service (QPS) conducted by the University of Queensland Business School (UQBS) in January 2020;
- Juniper client satisfaction survey;
- Cost-benefit analysis (finance).

Strategically an opportunity exists to align and integrate cultural transformation activities to support positive organisational improvement within the QPS. Integration of Juniper within the CCE operational framework will improve the capacity and capability for proactive, restorative service delivery at both the Strategic and District organisational levels. The transition of Juniper within the CCE architecture, is, therefore, considered a natural evolution that supports our established, transformative initiatives such as the *Inclusion and Diversity Plan 2019 – 2020* (I&D) and the *‘Our People Matter Strategy’*.

This review highlights a critical need to design and implement preventative harm minimisation strategies within the CCE operational framework that aligns with the QPS Strategic Plan 2020-2024 while producing more measurable outcomes. Our approach is to deploy multi-disciplinary teams into organisational ‘hot-spots’ where poor workplace health and culture exist. Such an initiative provides the QPS with a dynamic operational capability to introduce more bespoke consultative service methodologies in support of workplace health and wellness. To enable this strategy, the approach, model and method of operation of Juniper need to be revamped in a cost-effective, streamlined way to measure overall effectiveness.

The analysis indicates the following five key themes have emerged from the review of Juniper.

1. Triage Process: One of the recommendations of this report is to improve client triage process times by aligning prioritised tasking to categorised narrative parameters. This enables a smoother transition through the process by connecting a relevant service stream directly with the needs of the client. This relates to both the concerned party (CP) and the subject member (SM).

2. Investigations: Investigative operations must be distinct from preventative or restorative interventions. Client narratives must be ‘cleansed’ by thorough investigative processes and offence categorisation methodology that is separated from cultural engagement activities.

3. Sexual Misconduct: Is not the primary contributor to workplace dissatisfaction and unhealthy culture. WFQ and CAS data analysis indicates the ‘workplace bullying’ and ‘misuse of authority’ are the main drivers of unhealthy workplaces at the middle supervisory level. The catalyst is poor communication and the absence of conflict management capability within business units. Therefore, the original scope, focus and intent of Juniper's core business activities have deviated.

4. Data Collection Gaps: The absence of after-action post-engagement review and satisfaction surveys for all stakeholders have impinged accurate data collection and monitoring. These are imperative mechanisms used to measure the effectiveness of Juniper's service delivery and more accurately assess the return on investment (ROI). An opportunity exists to improve operations through enhanced governance and ongoing cost-benefit analysis that informs broader cultural transformation activities for enhanced organisational benefit.

5. Brand Image: The Juniper 'brand' has sustained irreparable damage. Inconsistent approaches to service delivery have resulted in a degree of mistrust throughout all levels of the QPS. The three (3) Unions are sceptical of investigative and restorative interventions.

In summary, Juniper has an in-built purpose but still has some unclear operating processes. 'Trial and error' case management approaches have been used historically to navigate the complexity, uncertainty, and ambiguity within the QPS disciplinary system, notwithstanding, traversing organisational 'etiquette'. While the lack of a clear operational template has posed difficulties, Juniper has developed meaningful, innovative approaches to case management processes and realistic intervention methodologies that can enable proactive, positive outcomes for all stakeholders. The development and implementation of the **S.T.A.R.T** (Support, Triage, Advice, Referral, Targeted) and **H.E.A.R.T** (Healthy Expectations and Real Talk) programs are evidence of the commitment to a healthy, safe, positive and inclusive workforce.

Our recommendations are therefore focused on the development of a QPS cultural transformation model that links explicitly to the QPS Strategic Plan 2020-2024 objective; *'Build a connected, engaged and job-ready workforce, with the health, wellbeing and safety of our people a priority'*.

Recommendations

The following recommendations aim to facilitate a pre-emptive consultation strategy for workplace benefit and continual improvement.

1. Consider the establishment of a 'Cultural Improvement Steering Committee' to govern Inclusion and Diversity (I&D), Our People Matter (OPM), advocacy and formally 'Juniper' to guide holistic strategies for cultural improvement;

Quick wins:

2. Form a partnership with Ethical Standards Command (ESC) to implement a streamlined approach to complaint management for mutual benefit; seek agreement on the new triage methodology and update PIPS to capture cultural reform flows.

3. Signpost the new triage process through ESC to the Professional Practice Managers (PPM) network. Establish the new strategy in policy and ensure District 'buy-in'.

4. Develop a data collection plan to better capture metrics such as separating sexual harassment from workplace bullying within WFQ, CAS and PULSE surveys. Use real-time information to conduct workforce 'temperature checks'. Introduce findings to District Performance Reviews (DPR).

5. Integrate effort and share information with key stakeholders to inform improvements to include the development of real-time intelligence reports to inform proactive case-management approaches for improved service delivery;

6. Transition Juniper from West End to Level 2 PHQ for immediate operational cost saving of **\$409,791.92**. Explore alternative 'safe space' pathways such as face to face client engagements at mutually convenient locations and harness online capability such as Microsoft Teams or Skype.

7. Approve permanent positions for the new CCE Organisational Structure **Option A** for full operationalisation through SAP for a two-year period. Consider rotational staff at substantive level for 6-month periods.

8. Draft a new business case in support of CCE Organisational Structure **Option A**.

9. Draft 'lean' business processes against costings for the 'CCE Engagement Team' and 'Workplace Investigations Team' within the new business case. Ensure after action reviews/research and development metrics are implemented for success measurement.

10. Adopt 'lean' business methodology that focuses on prevention, intervention, support and cultural improvement. Conflict Management Services (CMS) and Organisational psychologists (PAU) should be integrated or hosted within the new business unit. Multi-disciplinary teams comprising investigators, CMS and PAU should be deployed to known organisational 'hot spots' to apply case management approaches to effect positive workplace intervention.

11. Develop a new marketing campaign (Communications Plan) to hard launch the newly configured services and products.

1. Introduction

The Juniper program is a cultural reform initiative that commenced on 24 April 2019 by the Queensland Police Service (QPS). Juniper supports the QPS strategic commitment to provide safe, healthy, and inclusive workplaces for employees within the organisation in support of the QPS Strategic Plan 2020-2024 and the Inclusion and Diversity Plan 2019-2020. The purpose of Juniper is to provide early investigative intervention combined with rehabilitative and therapeutic services for past and present QPS employees who have witnessed or been subject to severe negative workplace behaviours (see appendix Figure 5).

As a result of approximately 236 engagements and 14 discipline investigations conducted in 2019, the scope and focus of work has deviated from what had been initially anticipated. Workplace ‘bullying’ and misuse of authority were identified as the primary drivers for poor workforce culture. This pattern has continued throughout 2020. This review identifies effective improvements for Juniper’s service delivery, with a new business configuration that aligns and integrates cultural transformation activities in support of positive organisational change.

To achieve business consistency, one of the recommendations of this review is to integrate Juniper within the framework of CCE. The benefit of this strategy is to better align cultural transformation activities to achieve measurable outcomes. Furthermore, the review will articulate the evidence to support multi-disciplinary case-management approaches for broader cultural transformation activities enabling more proactive consultation strategies for workforce improvement.

2. Background

Juniper’s primary purpose is to eliminate a culture of gender inequality, sexual discrimination, harassment and predatory behaviour in the QPS. Juniper’s operational architecture was modelled on the Victorian Police (VICPOL) cultural reform model after their comprehensive independent review conducted by the Victorian Equal Opportunity & Human Rights Commission (2014 - 2015). Juniper applies a human-centric investigative approach for past and present employees who have experienced workplace bullying, unlawful discrimination, sexual harassment, and predatory behaviour. Juniper adopts a restorative methodology designed to assist the aggrieved person to achieve healing, or at least, coping mechanisms that enable them to build personal resilience. Where necessary, Juniper representatives will investigate allegations of criminal and disciplinary breaches under section 6A.1 of the Police Service Administration Act (1990).

The human-centric methodology enables the aggrieved person to control the trajectory of their complaint. To be specific, they can report the matter for intelligence purposes, seek a mediated intervention, or proceed with the formal complaint process. Historically, such reporting latitude within the QPS has been unavailable. Any officer who was the victim of, or witnessed this type of behaviour, became legislatively obligated to report misconduct. The recent amnesty amended within QPS policy and legislation enables some flexibility for realistic and enhanced outcomes that benefit both the individual and the organisation.

Juniper maintains client confidentiality until the concerned party is willing to disclose the allegations to instigate a course of action. There is substantial investment on the part of ‘cultural transformers’ to

facilitate a complainant led action, which, requires finesse and the coordination of key internal and external support services.

3. Analysis

This review first examines the efficiency of Juniper business processes.

3.1 Process flow analysis

Firstly, cycle time is examined by calculating the available task time (2080 hours) with demand (236 contacts for 2019) during the twelve-month period. The average time allocated to each client contact is 8.5 hours. With the current staffing model, this rate falls within acceptable parameters provided that contacts do not exceed current levels¹.

Secondly, the review focuses on the operational stages contained within the Juniper process map and this determines the efficiency of Juniper operations. By conducting this review in the absence of specific metrics, (i.e. measurable objectives), Juniper's staff were interviewed to better understand each component of the triage process (intake advice) and the linkage between referral and investigative activities (Exhibit 2.)². The examination discovered that the total average time that each client progresses through the operational stages of Juniper is approximately 6.6 hours of cycle time. Note: Specific metrics need to be applied at each 'stage gate' in the process. Without a data collection plan, these findings are merely speculative.

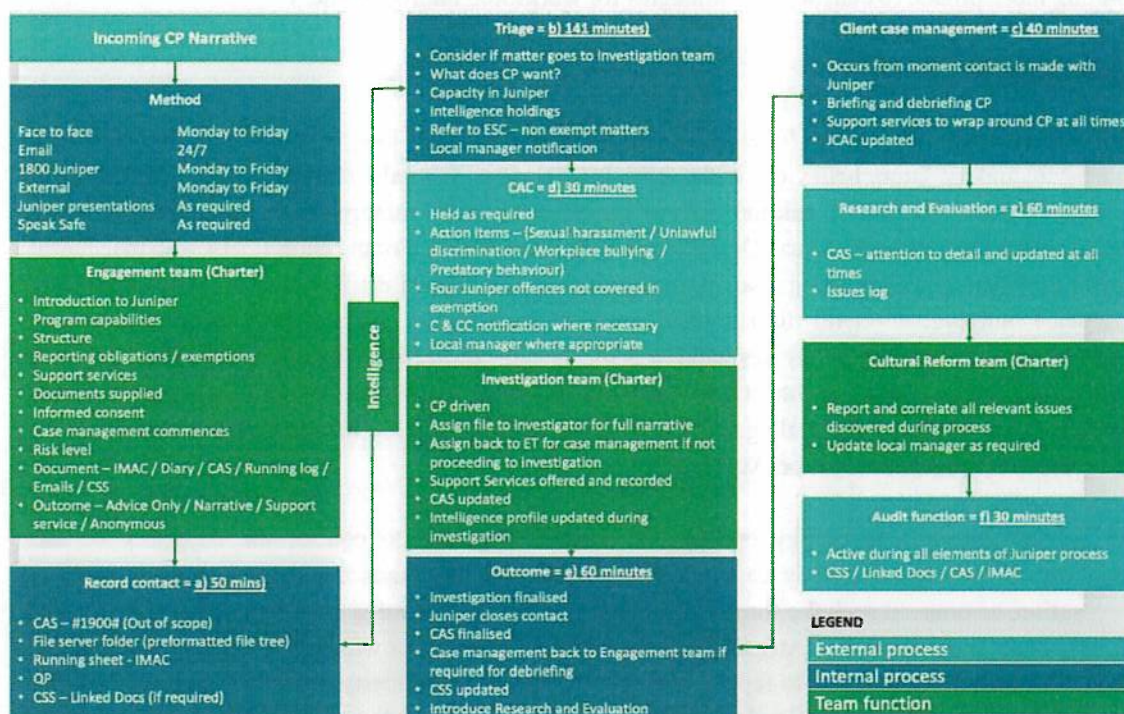


Exhibit 1. Juniper Process Map

¹ Cycle time = Available worktime/demand;

² Interviews: (10) Juniper staff members were interviewed for this report. Empirical research was also conducted with officers from various ranks around the state;

Seven operational processes mandate the operational capability of Juniper (explained Exhibit. 1). The program operates at a current efficiency of approximately 72%.³ With a proposed daily target range of 60 contacts, the theoretical number of workstations required to maintain operational efficiency at current levels is 12.⁴ The baseline is compromised because the Cultural Reform team are currently separated from the main business unit. This impacts consistent service delivery. The net result means the Restorative Engagement team has absorbed the operational functions of the Cultural Reform Team and The Engagement Team. Note: Tasking and layout preferences are explained within the (2) exhibits below;

<u>Task</u>	<u>Average time (minutes)</u>	<u>Immediately Preceding Tasks</u>
(a) Record Contact	50	None
(b) Triage	1hr 41	a
(c) Client case management	40	a & b
(d) CAC	30	a
(e) Outcome	60	a, b, c
(f) Audit Function	30	a, b, c, e
(g) Research and evaluation	60	a, b, c, d, e, f
Total:	6.6 hrs	

Exhibit 2. Depicts a precedent diagram that explains the interdependencies of tasking.

The key areas for improvement detailed in this section of the review are:

- The main 'pinch point' relates to the triage process;
- 60 minutes is allocated to 'research and development' however in reality no consistent research and evaluation is undertaken;
- Further consideration must be given to after action review and auditing;
- Investigative processes are not adequately depicted.

³ Efficiency = output/input = total task time/(N_A stations) x cycle time;

⁴ $N_T = \sum \text{task times} / \text{cycle time};$

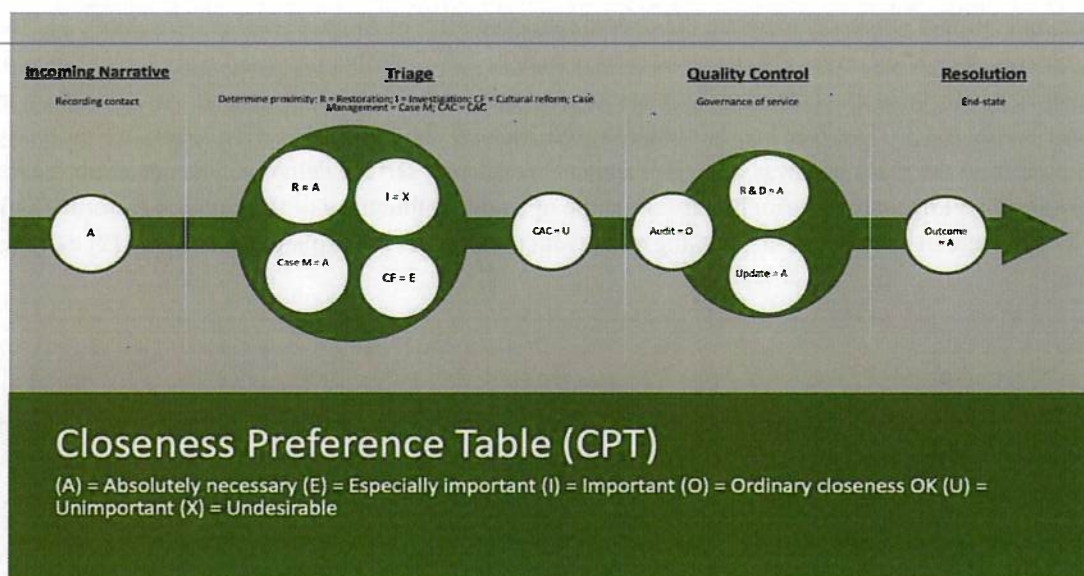


Exhibit 3. Closeness Preference Table

The CPT table highlights three key findings:

- (1) Investigations are not proximally imperative to the triage process under the current organisational structure;
- (2) CAC proximity is irrelevant; and
- (3) Cultural reform proximity is especially crucial for engagement effectiveness. However, this finding will 'flip' in the event investigators take carriage of the triage process from the outset and will be a recommendation of this review. In that case, the investigation team must integrate effectively with cultural reform and restorative engagement activities.

There is a substantial investment of time and resources involved with the triage process. Another of the recommendations of this report is to streamline triage processes by categorising narratives and enable a smoother transition through the process. This methodology connects our service streams directly with the client more efficiently. Another recommendation of this review is that investigators will be the key point of contact (KPOC) during the triage process and maintain the carriage of investigations until each case is thoroughly investigated and recommended as suitable for cultural improvement activities.

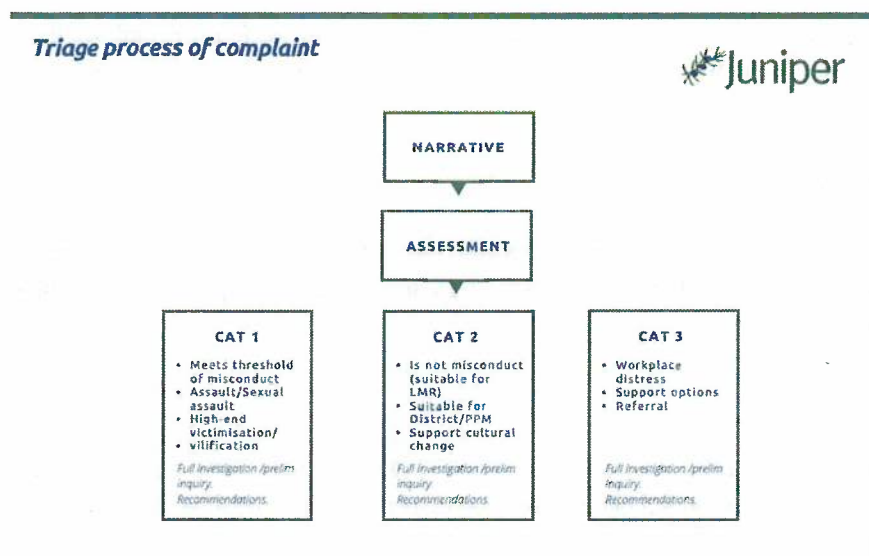


Exhibit 4. Process Map for Improved Triage Process

Summary

The long-term business impact for Juniper is challenging to measure without specific quantitative and qualitative metrics applied to current business processes. Investigative processes are difficult to quantify given their nature and complexity.

The core purpose of Juniper is to serve its clients with an expedient, flexible, high-quality service. In times of austerity, the ‘customer pull’ approach, i.e. where the client draws value from the Juniper service chain, is the most desirable methodology (see Appendix table 6). This makes process improvement imperative as inefficiencies will contribute to inferior client outcomes. Lean business management, with a focus on waste reduction, can be applied to Juniper operations (Appendix table 5). For example, long waiting times reduce, with improved triage processes to achieve more expedient, effective responses. Specific metrics can be applied to service touchpoints with the introduction of client satisfaction surveys and can be applied more broadly within the WFQ questionnaire to measure performance.

The capture of accurate data will be critical to process improvement planning and service delivery improvements. Particularised allegation category types require a more agile response and the ability to deploy multi-disciplinary resources more rapidly. Lean business concepts, therefore, align perfectly with fluid operating environments that require more flexible service delivery options. This is also further demonstrated in appendix table 5.

This report also considers ‘forecasting’ to be a contingency that builds slack within Juniper and is essential for capability planning (Juniper operates at a capacity of 72%). Given the uncertain nature of policing, this level of variance is acceptable. Officers are deployable to unforeseen incidents not limited to bush fire emergencies, weather events, civil unrest or significant events. Police are therefore required to maintain qualification for firearms, operations skills and bespoke training. Juniper's capacity bandwidth allows enough flexibility to accommodate business requirements provided at least 12 workstations are maintained, and that calls for service remains at forecasted levels.

Lastly, after-action review and ongoing audit of the process is fundamental to the continuous improvement of service delivery. Research and development activities must be in-built within the new business case.

Recommendations

1. Consider the establishment of a Cultural Improvement Steering Committee to govern Inclusion and Diversity (I&D), Our People Matter (OPM), advocacy and formally 'Juniper' to guide holistic strategies for cultural improvement;

Quick wins;

2. Form partnership with Ethical Standards Command (ESC) to implement a streamlined approach to complaint management for mutual benefit; seek agreement on the new triage methodology and update PIPS to capture cultural reform flows.

3. Signpost the new triage process through ESC to the Professional Practice Managers (PPM) network. Cement the new strategy in policy and ensure District 'buy-in'.

4. Develop a data collection plan to better capture metrics i.e. separate sexual harassment from workplace bullying within WFQ, CAS and PULSE surveys. Use real-time information to conduct workforce 'temperature checks. Introduce findings to District Performance Reviews (DPR).

5. Integrate effort and share information with key stakeholders to inform improvements: develop real-time intelligence reports to inform proactive case-management approaches for improved service delivery.

3.2 Analysis of WFQ and CAS data sets

The 2019 QPS-wide response rate for WFQ was approximately 70% of the organisation's workforce (10,902 out of a total 15,490). The results are compiled upon an excel document under specific categories. Provided the location is entered by the individual completing the online survey, results will indicate unhealthy work units holistically and staff that have been the victim or witness to unacceptable workplace culture. The results are outlined as follows:

- Discrimination: direct bullying, victimisation or marginalisation (Appendix Table 1.);
- Predatory behaviour: including sexual harassment and assault (Appendix Table 2.);
- Engagement: treating people with dignity and respect in the workplace (Appendix Table 3.).

Some data collection gaps currently affect the veracity of the WFQ results. Importantly, the critical question for Juniper operations combine two (2) distinct categories that are depicted below.

11 Bullying and sexual harassment

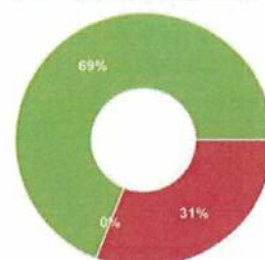
Purpose

This section is focused on understanding the prevalence and sources of bullying and sexual harassment as well as the rate of reporting and barriers to reporting such incidences.

NOTE: Multi-select questions may not add up to 100 per cent.

During the last 12 months have you witnessed bullying or sexual harassment in your workplace?

Yes	31%
No	69%
Don't know	0%



⁵ WFQ 2018 Data visualisation

WFQ data gaps complicate the particularisation of specific behaviours, making impact determination more difficult. Naturally, this impinges accurate intelligence-driven cultural interventions for Juniper. Data capture obtained during Juniper engagements are recorded in CAS corroborate the WFQ findings. CAS data extraction enables a more granular analysis in real-time (as opposed to a yearly cycle see Exhibit 1). Data collection gaps can also be mitigated with periodic PULSE surveys to 'spot check' workforce health. Specific WFQ intelligence gaps relating to Juniper are outlined below:

- Male and female responses are not distinct;
- Behavioural categories are morphed under a singular component that impacts each result (see question depicted in 2018 WFQ), and;
- There is no limit to the number of times an individual can participate in the WFQ survey.

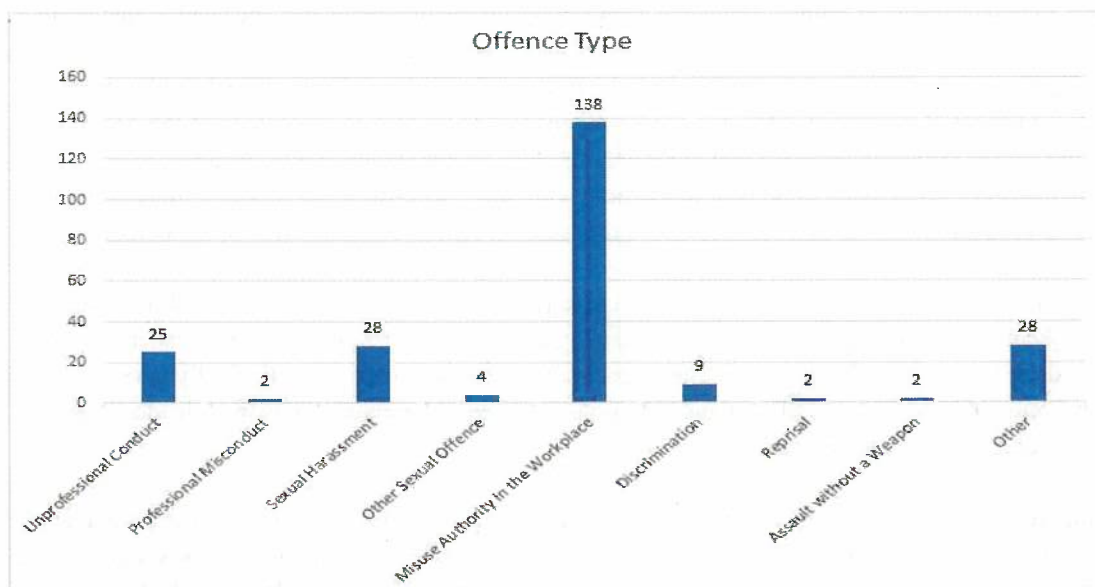


Exhibit 5. Juniper CAS Primary Offence Type

Of the 236 narratives Juniper received in the 2019/2020 period, 138 were categorised as misuse of authority. This provides evidence of the category being the most reported allegation and a significant contributor to unhealthy workplaces. Raw CAS data collection is shown in appendix table 5. Comparison with 2019 WFQ results 'treating people with dignity and respect consistently and fairly'

⁵ WFQ (2018);

support this finding (Appendix Table 3 and Figure 5). The problem signposts a pain point with middle management supervision, as outlined in Exhibit 6.

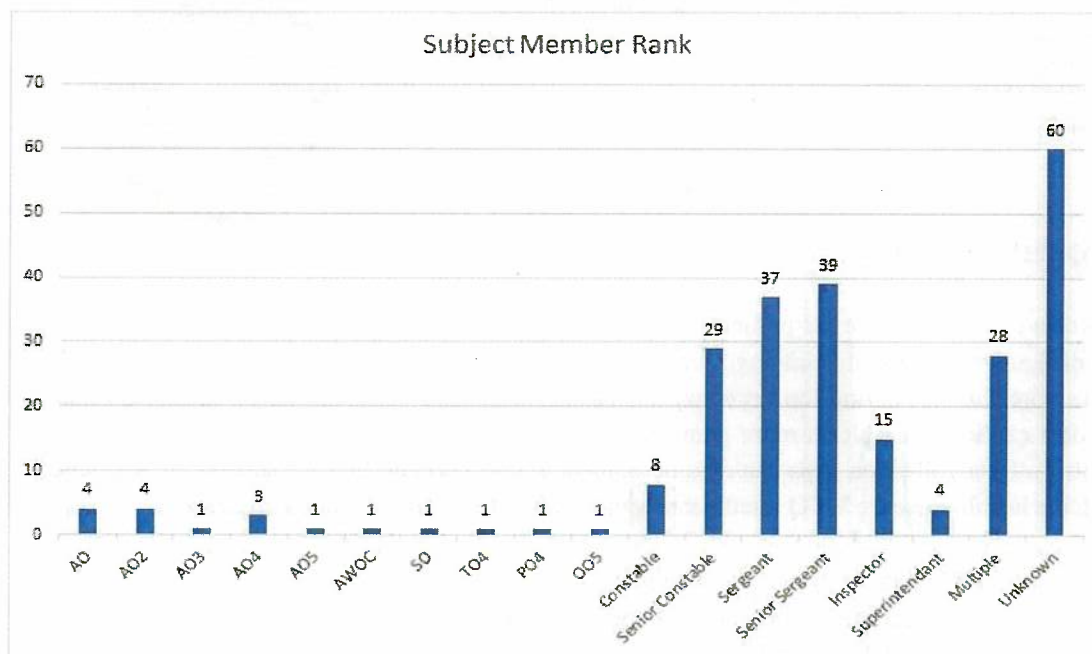


Exhibit 6. Primary SM Rank

Middle Management pain points: There has been long-standing organisational speculation that middle management at the frontline service level is the primary contributor to a poor culture within the QPS. The UQBS review further supports this theory. Indeed, the rank of Sergeant and Senior Sergeant occupies influential positional authority. These are pivotal ranks that drive strategy at the operational level and occurs while supervising, and therefore, directly influencing the junior members in operation. It is within this powerbase rank that individuals can stifle well-meaning strategic intent or more concerning, misuse their authority for sinister purposes, i.e. sexual discrimination or harassment.

The problem is complicated, with many working parts. There has been a generational shift within the QPS. The aging workforce transitions into retirement, and Generation X occupy senior leadership roles. Values therefore change. With the millennial generation, who are more technologically savvy, comes the problem of poor face to face communication. Confident communication from leaders may be misconstrued as been rude or blunt.⁶

Command and control leadership practices are perhaps at risk, as leaders now strive to use participative communication. In a command and control environment, this style of communication poses the risk of vague messaging. Yet, a paramilitary organisation like the QPS requires its leaders to make high impact decisions almost daily and with that dynamic come orders and directives. This can be confronting to our younger members, who may have not been exposed to the practice of such methodology. Without the introduction of contextual communication metrics in both Juniper CAS and QPS WFQ, this will remain speculative. The motivation for some complaints, including the demographic, still remains unclear.

⁶ Anecdotal data, although UQBS leadership review supports the finding by identifying pivotal leadership ranks;

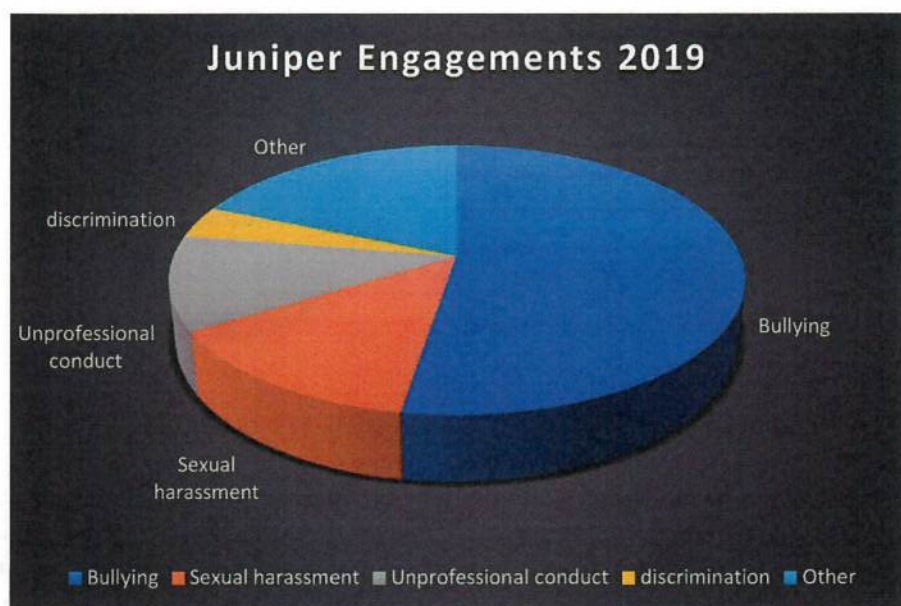


Figure 1: Juniper Engagement Category

2019 Engagement Team Summary

- Total (236) Engagements
- 124 (52%) Workplace bullying
- 32 (13%) Sexual harassment
- 44 (18%) Other
- 27 (11.4%) Unprofessional conduct
- 9 (3.8%) Discrimination

The analysis of Juniper CAS narratives indicate that male personnel are the primary respondents for poor workplace behaviour (see Figure 2). The data indicates that victims of poor workplace behaviour are more evenly distributed between male and female CPs (Figure 3). This is a significant finding and signposts the potential opportunity to apply this metric to WFQ results, where gender metrics are not collated or linked.

⁷ Juniper Client Activity Sheet (CAS) 2019;

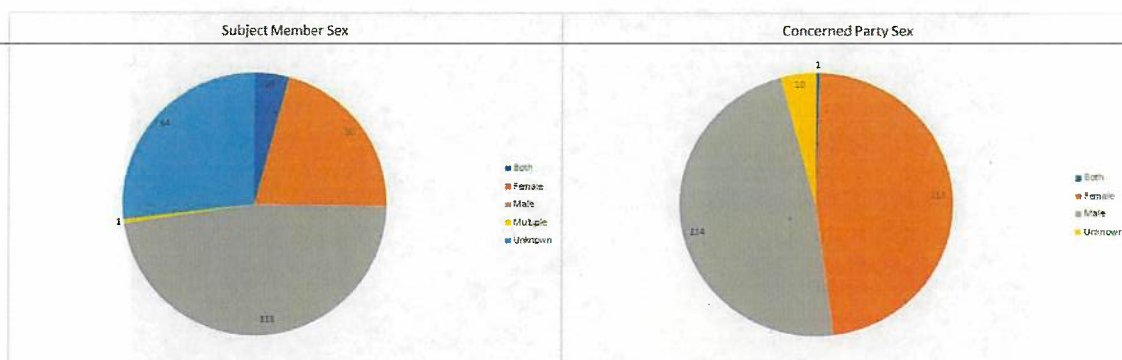


Figure 2: Primary SM Gender Type

Figure 3: Primary CP Gender Type

Qualitative data capture indicates the real possibility that staff commence work with their ‘bucket full’. This is believed to be a contributing factor to unhealthy workplaces. QPS police leaders, therefore, must evaluate the impact everyday societal pressures have upon members. Information obtained through such interviews show that many members are subject to extrinsic factors, which are contributing to workplace stressors. Yet this critical metric is not captured. For example, single parents are struggling with childcare obligations and the demands of shift work. Others cite sustained familial pressure without respite combined with increased operational requirements due to societal need. This is another intelligence metric that is not captured in either CAS or WFQ data.⁸

Sexual harassment and assault are comparatively easier to identify and rely upon standard investigative data collection methods. Allegations of this type are generally extraordinarily clear upon the receipt of a face to face CP narrative. Figure 4 depicts Juniper investigative categories as conducted by the investigation team for 2019.

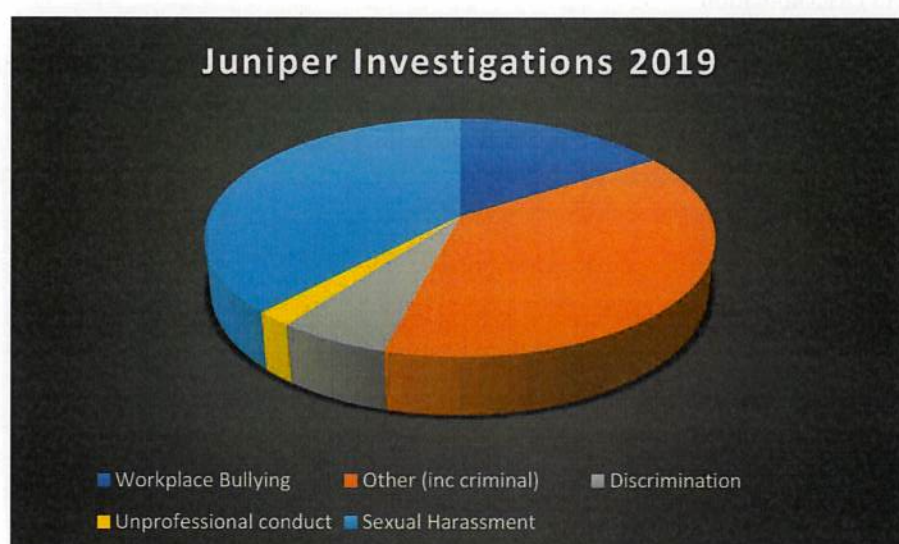


Figure 4: Juniper Investigation Category

- Total 14 Investigations (136 allegations)

⁸ This was a consistent theme through many Juniper engagements

⁹ Juniper Client Activity Sheet (CAS) 2019

- 22 (16%) Workplace bullying
- 51 (38%) Sexual harassment
- 51 (38%) Other (including criminal conduct)
- 4 (2%) Unprofessional conduct
- 8 (6%) Discrimination

Appendix Tables 1 and 2 shows the metric yield that involves the behavioural category of sexual harassment and workplace bullying. CAS data capturing a similar metric is distilled for the identification of organisational 'hot spots' and depicted in Exhibits 7 and 8 for the 2020 period. The results corroborate some of the findings contained within the 2019 QPS WFQ report (Figure 5).

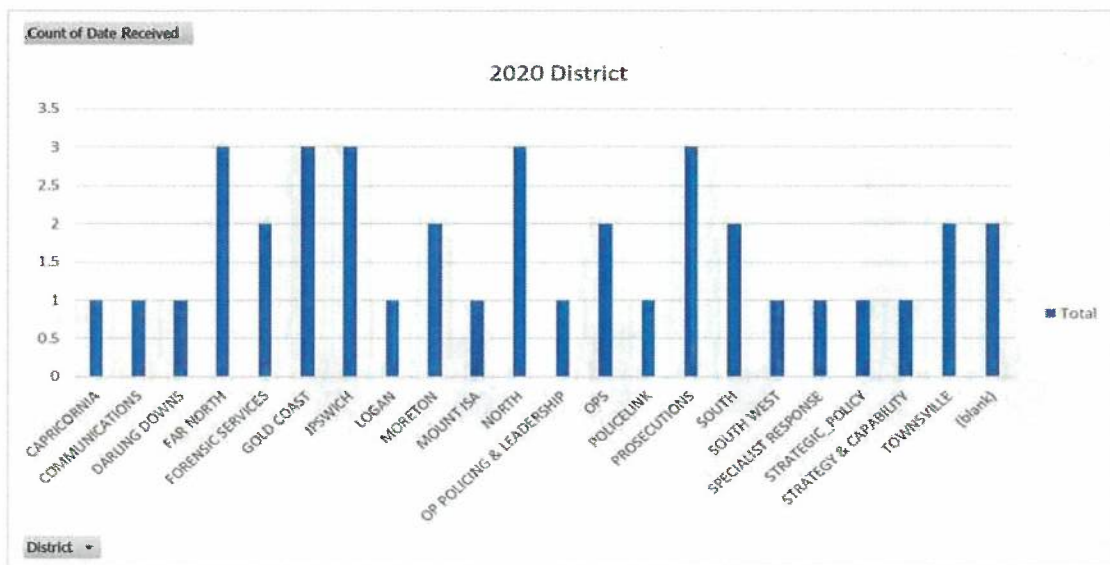


Exhibit 7. Sexual Harassment Counts per District

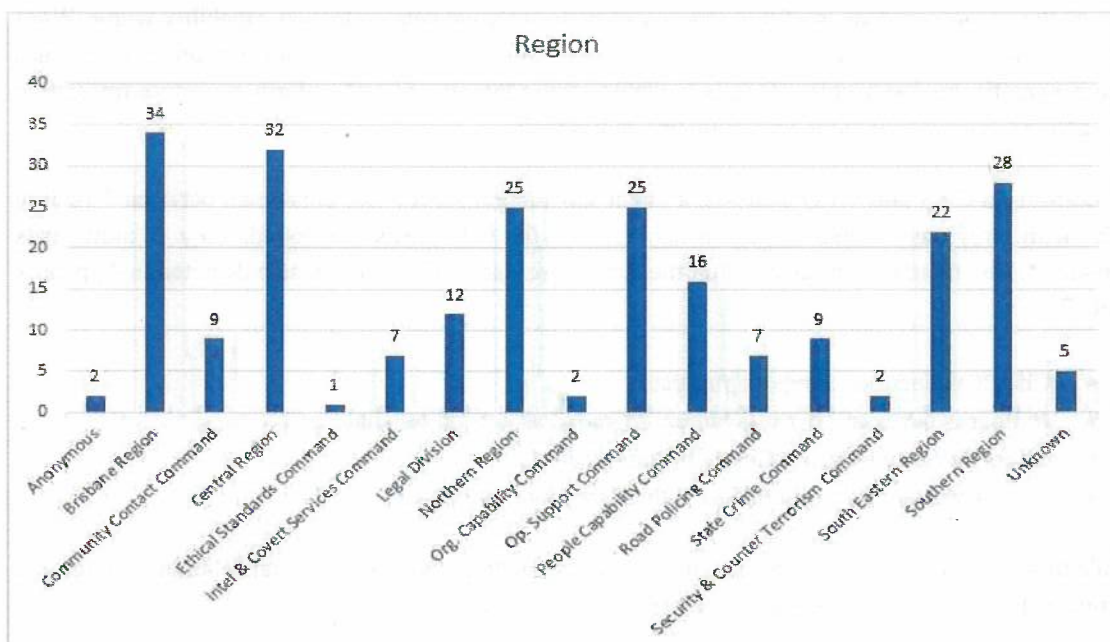


Exhibit 8. Workplace Bullying Count by Region

In January 2020, a ‘snapshot’ review of Juniper was undertaken to examine the trajectory or the ‘end state’ of Juniper complaints. It was found that out of the 38 engagements taken at the time, 16 matters were referred to local district management for local management resolution (LMR). This was a concerning performance metric for Juniper as it indicated that the underlying catalyst for the original complaint was still unresolved. The metric is noteworthy as it does signpost Junipers capability gap and the perception among stakeholders that ‘nothing changes’. Moreover, some complex matters have been relegated back to local management resolution without any additional resource allocation, which Juniper could offer, such as conflict management (coaching), organisational psychologists or specialist consultants.

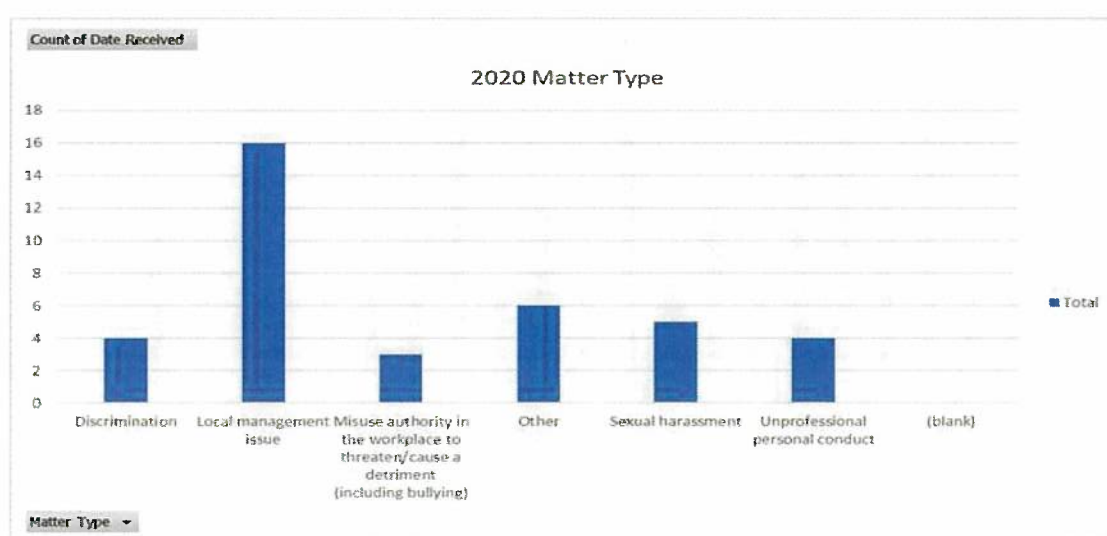


Exhibit 9 Matter deemed Local Management Issues

One of the recommendations of this report will be to improve data collection capability within WFQ and CAS. More specific questions (while maintaining anonymity), will better identify underlying issues within specific business units. This is a viable methodology and will inform proactive restorative engagement activities without compromising individuals.

In addition, to CAS and WFQ analysis, a client satisfaction survey was conducted between 7-10 July 2020 with previous Juniper engagements. Of the 60 individuals canvassed, only 6 individuals responded. The themes contained within the survey are outlined below and also depicted in Appendix Table 7.

- Clients understood Junipers purpose;
- Juniper is necessary but was largely regarded as a ‘toothless tiger’;
- Clients were mostly satisfied with Juniper staff;
- Clients were mostly unsatisfied with intervention outcomes.

While this snapshot is only an indicator, it does support widespread organisational belief that the Juniper ‘brand’ is badly damaged due in most part to poor client satisfaction.

In summary, this segment of the review shows that scope of the Juniper program, has diverged from the trajectory the ELT had initially anticipated. There have been significant operational learnings by

combining the investigations team under the same canopy as the early intervention initiative. However, another capability gap has been identified for servicing 'cultural' improvement activities. Juniper relies upon a heavy contingent of serving police officers, who lack the expertise to deliver upon the evolving requirements of the QPS especially within the cultural reform space, and in particular, conflict management. The integration or continued hosting of Conflict Management Services (CMS) and the Psychological Assessment Unit (PAU) into cultural improvement activities is recommended (Chart 1.).

Recommendations

1. Develop a data collection plan to better capture metrics i.e. separate sexual harassment from workplace bullying within WFQ, CAS and PULSE surveys.

3.3 Cost Benefit Analysis

Firstly, this review acknowledges the cost of employee separation from the QPS due to poor workplace culture. In realistic terms, the forecasted monetary cost is conservative. Immeasurable harm is caused by unhealthy workplaces damaging individual and organisational reputation. This is much harder to determine, yet central to cultural improvement initiatives.

Exhibit 10. depicts a mid-point cost of QPS liability that relates to separation caused by workplace harm. Please note, additional data will be collected to calculate the net per annum result.

Item	Cost
Academy	
Training Costs (Note:1)	\$ 40,000
Wages (Note 1)	27,000
Litigation (Note: 2)	10,000
Sick Leave (Note: 3)	20,000
TOTAL COST (per employee)	\$ 97,000

Exhibit 10. Costings - Separations due to Workplace Harm

Juniper Operational Costs

Following the 'Safe Space' philosophy, Juniper operates from [REDACTED] The location was deemed suitable for clients to attend without the scrutiny of other colleagues and without prior appointment if necessary. In contrast, because the building is owned by the QPS, there is a perception that operations incur no additional costs; however, this assumption is inaccurate.

The following operating costs are incurred through current service delivery methods.

Cost Elements	Actual Costs	Proposed Budget Costs	Total Savings
Salary & Higher Duties	37,537.14	30,000	7,537.14
Overtime	34,902.31	6000	28,902.31
Salary & Wages	221,160.84	174,000	47,160.84
Plant & Property	10,128.66		10,128.66
Motor vehicle repairs	39,325	18,000	39,326
Vehicle Leasing (Q-fleet)	41,537.35	21,600	41,537.35

Travel & Accommodation	49,144	25,000	24,144
Communication	43,055.62	57,400	43,055.62
Total Estimated Saving			\$241,791.92

Exhibit 11. Juniper West End Operational Costs

Juniper Organisational Structure Cost

Appendix Chart 2 depicts the current organisational structure of Juniper. Exhibit 12 and Exhibit 13 depicts the costs for salaries of unsworn and sworn staff under the current model.

Unsworn Salaries

Class	FTEs	2020-21 (\$'000)	2021-22 (\$'000)	2022-23 (\$'000)	2023-24 (\$'000)	TOTAL (\$'000)
AO5MP	1	88.14	91.86	94.53	96.90	371.44
AO4MP	1	76.87	80.11	82.44	84.50	323.91
AO3MP	1	65.86	68.64	70.64	72.40	277.55
TOTAL	3	230.87	240.61	247.61	253.80	972.90
Leave Loading	1.35%	3.12	3.25	3.34	3.43	13.13
LSL Levy	2.35%	5.50	5.73	5.90	6.04	23.17
Superannuation	12.75%	29.44	30.68	31.57	32.36	124.04
Work Cover	2.185%	5.76	6.00	6.17	6.33	24.26
WC Stamp Duty	5.50%	0.32	0.33	0.34	0.35	1.33
TOTAL		44.12	45.99	47.32	48.51	185.94
Total Unsworn Labour		274.99	286.60	294.94	302.31	1,158.83
General Supplies and Services	10.00%	27.50	28.66	29.49	30.23	115.88
Total Non-Labour		27.50	28.66	29.49	30.23	115.88
TOTAL UNSWORN		302.49	315.26	324.43	332.54	1,274.72

Exhibit 12. Unsworn Organisational Structure Costs

Sworn non-OSA Salaries

Class	FTEs	2020-21 (\$'000)	2021-22 (\$'000)	2022-23 (\$'000)	2023-24 (\$'000)	TOTAL (\$'000)
INSP MP	1	149.78	157.36	161.30	165.33	633.77
SSGT MP	3	344.03	361.44	370.48	379.74	1,455.70
SGT MP	8	801.38	841.94	862.99	884.57	3,390.88
TOTAL	12	1,295.19	1,360.75	1,394.77	1,429.64	5,480.35
OSA	0.00%	0.00	0.00	0.00	0.00	0.00
Higher Duties	1.00%	11.45	12.03	12.33	12.64	48.47
Overtime	4.82%	55.21	58.00	59.45	60.94	233.60
Weekends	5.00%	57.27	60.17	61.67	63.22	242.33
Holidays	4.62%	52.92	55.60	56.99	58.41	223.91
Detective	-	16.52	17.35	17.79	18.23	69.89
Other	2.00%	25.90	27.22	27.90	28.59	109.61
TOTAL		219.27	230.37	236.13	242.03	927.81
Leave Loading	1.35%	17.49	18.37	18.83	19.30	73.98
LSL Levy	2.35%	36.00	37.82	38.77	39.74	152.33
Superannuation	18.00%	233.13	244.94	251.06	257.33	986.46
Work Cover	2.185%	38.57	40.52	41.53	42.57	163.19
WC Stamp Duty	5.50%	2.12	2.23	2.28	2.34	8.98
TOTAL		327.31	343.88	352.47	361.28	1,384.94
Total Sworn Labour		1,841.76	1,935.00	1,983.37	2,032.96	7,793.09
General Supplies and Services	10.00%	184.18	193.50	198.34	203.30	779.31
Total Non-Labour		184.18	193.50	198.34	203.30	779.31
TOTAL SWORN		2,025.94	2,128.50	2,181.71	2,236.25	8,572.40

Exhibit 13. Sworn Organisational Structure Costs

Total Salary cost for sworn and unsworn staff under the current Juniper model for 2020/2021 = **\$2,328 430.**

Moving forward, under the proposed new organisational structure depicted in Chart 1. A further saving of **\$168,000** is achieved by trimming one (1) Inspector position. Additional savings are achieved by transitioning Juniper [REDACTED] to [REDACTED] under CCE pre-existing budget arrangements.

Total estimated savings **\$409,791.92.**

In summary, the safe space methodology is perfectly viable but not cost-effective. Of all Juniper engagements, there have been no clients who attend the business without a prior appointment. The

report will recommend that a more profitable approach is achievable by moving Juniper from [REDACTED] into [REDACTED] under the CCE banner. This will enable the integration of service delivery and a more holistic approach to cultural improvement initiatives for the workforce, as embodied by CCE.

There are still further examinations to be conducted with ROI costs by the BENESTAR service 'Speaks-Safe' and if this initiative fits better with 'Safety and Wellbeing'.

Recommendations

1. Transition Juniper from [REDACTED] to [REDACTED] for immediate operational cost saving of **\$409,791.92**. Explore alternative 'safe space' pathways such as face to face client engagements at mutually convenient locations and harness online capability such as Microsoft Teams or Skype.

Moving Forward

Revamped Organisational Structure

There have been significant organisational initiatives undertaken by CCE in recent months under the SAP.

The integration of I&D and OPM under the auspice of cultural transformation are excellent strategies to better serve the needs of our workforce. The review finds that merging Juniper into CCE is a perfect 'fit' that enables two 'operational arms' of consistent, cohesive service delivery.

The natural evolution of Juniper is to merge the engagement team under the banner of cultural transformation. It is proposed that the team's core function would be to deliver both the S.T.A.R.T and H.E.A.R.T bespoke programs at either 1) Strategic Level or 2) District Levels of the organisation.

The investigative team would work parallel yet integrated with the Cultural Transformation Team (CTT) under the banner of 'workplace investigations'. This team would be responsible for triaging client narratives from the outset by using the categorisation method and conducting workplace investigations with actionable recommendations. This would minimise the risk of the (466) process diluting cultural improvement interventions.

The organisational structure is proposed in appendix Chart 1.

Total estimates cost for sworn and unsworn wages for 2020/2021 = EST **\$3,405,430.**

Increase in wages for restructure = EST **667, 208.08 (for current financial year)**

For 2021/2022 total wages = EST **\$3,546,750**

One of the recommendations of this review will be to prepare a new 2020/2021 business case.

Brand Damage

It is widely accepted throughout the organisation that Junipers' brand perception is beyond repair. Many reasons exist for this. However, the purpose and intent of the program is viable. This problem is overcome with an effective marketing plan to re-badge the brand under the auspices of CCE while underpinning the new service with powerful Customer Value Propositions (CVPs).

CCE can create specific CVPs that drive a positive brand image, which share a common purpose: to build relationships by integrating the efforts of the organisation and customer to stimulate successful brand experiences. It is widely accepted that CVPs create mutual value in three ways (1) CVPs are a

powerful communication mechanism, (2) CVPs harness the effectiveness of shared resources, and (3) CVPs drive product value through differentiation, distinct from competitors.

CVPs, along with 'brand image' concepts, use the service-dominant logic concept to generate customer value. While CVPs commonly apply to B2B markets, there are specific benefits to CCE: utilise CVPs as a strategic tool that offers a superior product to a targeted market segment.

The review proposes the following CVP: *'Together, advancing an inclusive, respectful workforce through prevention, investigation, and support'*.

Recommendations

1. Approve permanent positions for the new CCE Organisational Structure **Option A** for full operationalisation through SAP. Consider rotational staff at substantive level for six-month periods.
2. Draft a new business case in support of CCE Organisational Structure **Option A**.
3. Draft 'lean' business processes against costings for the 'CCE Engagement Team' and 'Workplace Investigations Team' within the new business case. Ensure after action reviews/research and development metrics are implemented for success measurement.
4. Adopt 'lean' business methodology that focuses on prevention, intervention, support and cultural improvement. Conflict Management Services (CMS) and Organisational psychologists (PAU) should be integrated or hosted within the new business unit. Multi-disciplinary teams comprising investigators, CMS and PAU should be deployed to known organisational 'hot spots' to apply case management approaches to effect positive workplace intervention.
5. Develop a new marketing campaign (Communications plan) to hard launch the newly configured services and products.

Conclusion

This review is not intended as criticism of the Juniper project. The findings contained within this report demonstrates a natural evolution to transition the program in a way that better aligns with cultural improvement initiatives.

The Review acknowledges and thanks the work of Detective Acting Inspector Adrian Lange¹⁰ and Acting Senior Sergeant Brendan Haley¹¹.

Finally: Juniper was activated without capability pre-testing under the assumption that the QPS 'pain points' would be the equivalent of those identified in the Victoria. The QPS then implemented a cloned method of operation but did not hard launch the concept in marketing. Whereas, VICPOL instigated their program after detailed research, analysis and recommendations prepared after a comprehensive independent audit that identified the prevalence of sexual harassment and discrimination within their organisation. This founded their cultural reform initiative. The unintended consequence for the QPS, is that without the benefit of an organisational specific review, workplace bullying, and conflict

¹⁰ Detective Acting Inspector Adrian Lange led and continues to lead difficult and complex investigations at Juniper. Case Study 1. & 2 outlines (2) successful Juniper investigative interventions that have benefitted both the CPs involved and the organisation. These examples reflect the initial operational intent of the Juniper Project;

¹¹ Acting Senior Sergeant Haley conceived, initiated, and implemented the S.T.A.R.T program with the Juniper Engagement Team as well as the Managers Toolbox Figure 6.

management has been identified as the primary driver of unhealthy workplaces. Therefore, Junipers' operating parameters need to adapt and rise to meet the challenges of this changing and challenging dynamic.

Recommendations

The following recommendations are developed to facilitate a pre-emptive consultation strategy for workplace benefit and continual improvement;

1. Consider the establishment of a Cultural Improvement Steering Committee to govern Inclusion and Diversity (I&D), Our People Matter (OPM), advocacy and formally 'Juniper' to steer holistic strategies for cultural improvement;

Quick wins

2. Form partnership with Ethical Standards Command (ESC) to implement a streamlined approach to complaint management for mutual benefit; seek agreement on the new triage methodology and update PIPS to capture cultural reform flows.

3. Signpost the new triage process through ESC to the Professional Practice Managers (PPM) network. Cement the new strategy in policy and ensure District 'buy-in'.

4. Develop a data collection plan to better capture metrics i.e. separate sexual harassment from workplace bullying within WFQ, CAS and PULSE surveys. Use real-time information to conduct workforce 'temperature checks'. Introduce findings to District Performance Reviews (DPR).

5. Integrate effort and share information with key stakeholders to inform improvements: develop real-time intelligence reports to inform proactive case-management approaches for improved service delivery.

6. Transition Juniper from [REDACTED] to [REDACTED] for immediate operational cost saving of **\$409,791.92**. Explore alternative 'safe space' pathways such as face to face client engagements at mutually convenient locations and harness online capability such as Microsoft Teams or Skype.

7. Approve permanent positions for the new CCE Organisational Structure **Option A** for full operationalisation through SAP. Consider rotational staff at substantive level for 6 monthly periods.

8. Draft a new business case in support of CCE Organisational Structure **Option A**.

9. Draft 'lean' business processes against costings for the 'CCE Engagement Team' and 'Workplace Investigations Team' within the new business case. Ensure after action reviews/research and development metrics are implemented for success measurement.

10. Adopt 'lean' business methodology that focuses on prevention, intervention, support and cultural improvement. Conflict Management Services (CMS) and Organisational psychologists (PAU) should be integrated or hosted within the new business unit. Multi-disciplinary teams comprising investigators, CMS and PAU should be deployed to known organisational 'hot spots' to apply case management approaches to effect positive workplace intervention.

11. Develop a new marketing campaign (Communications plan) to hard launch the newly configured services and products.

Appendix

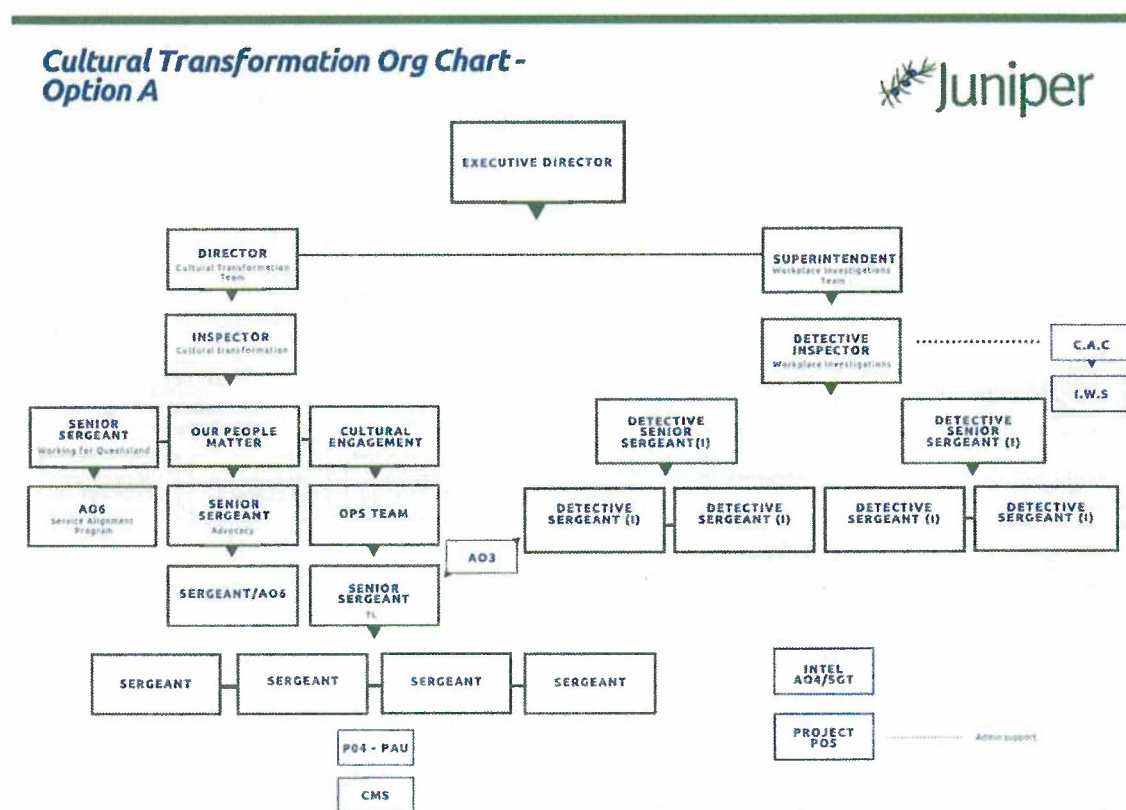


Chart 1. Option A: Preferred Option

Juniper Current Structure -
Option B

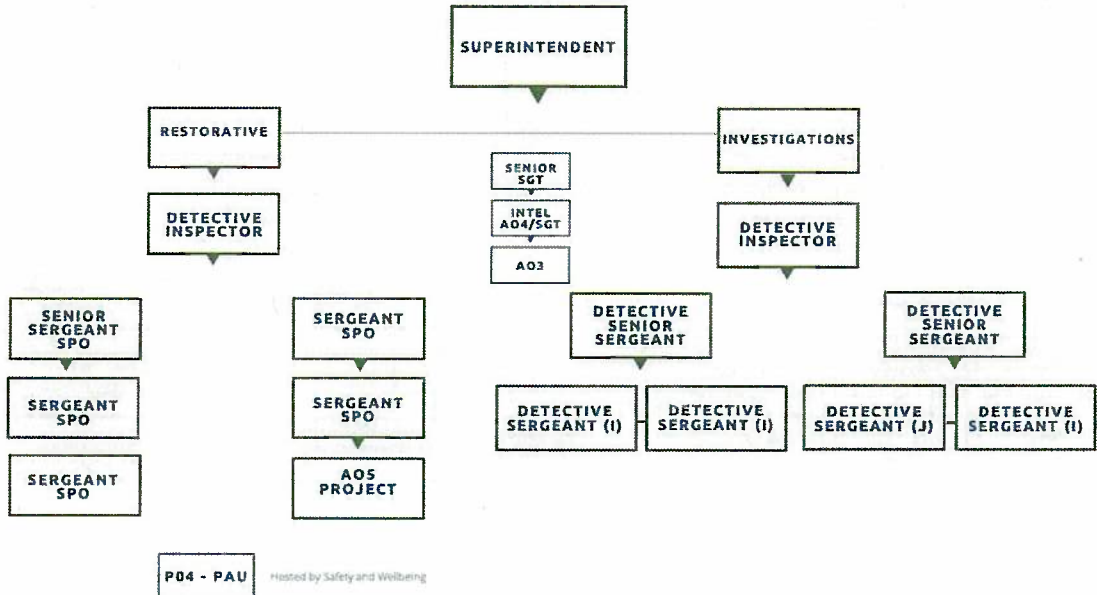
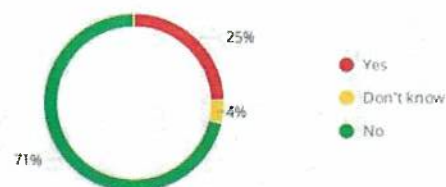


Chart 2. Option B: Maintain Current Structure - Not Preferred

During the last 12 months have you witnessed bullying or sexual harassment in your workplace?

	2018 *	2017
No	71%	68%
Yes	25%	27%
Don't know	4%	5%



During the last 12 months have you been subjected to bullying or sexual harassment in your workplace?

	2018 *	2017
No	80%	78%
Bullying	15%	17%
Don't know	4%	4%
Sexual harassment	2%	1%

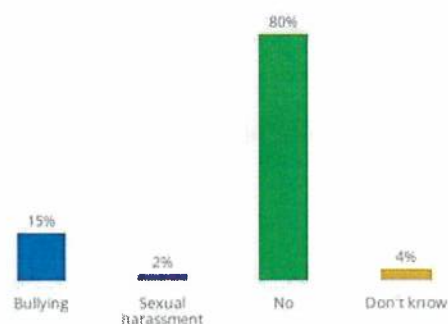


Figure 5. WFQ - Workplace Bullying/Sexual Harassment

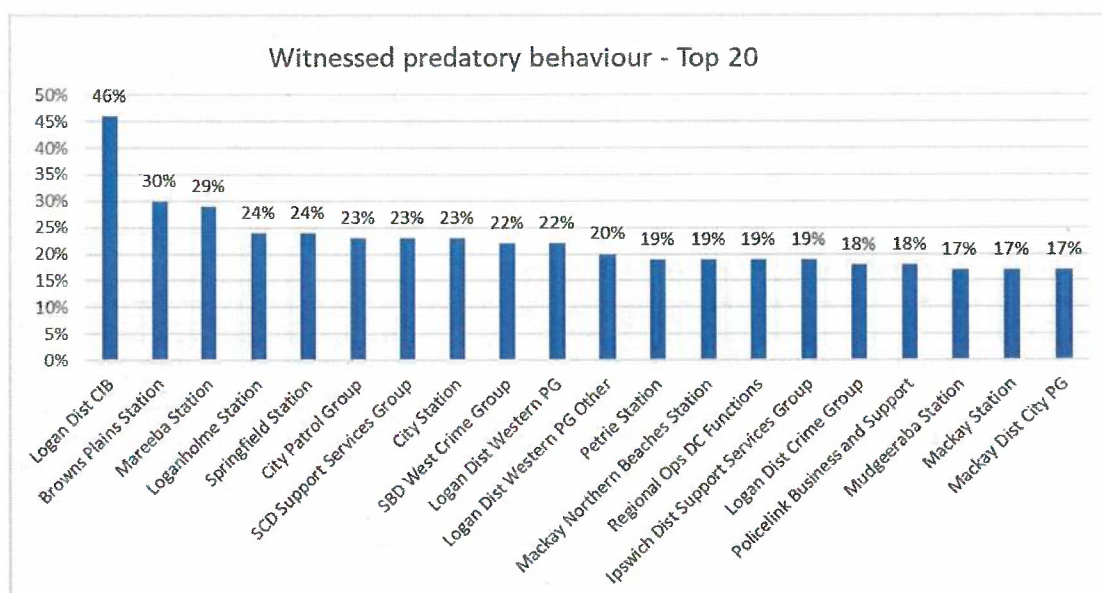


Table 1. WFQ Predatory Behaviour Top 20 counts

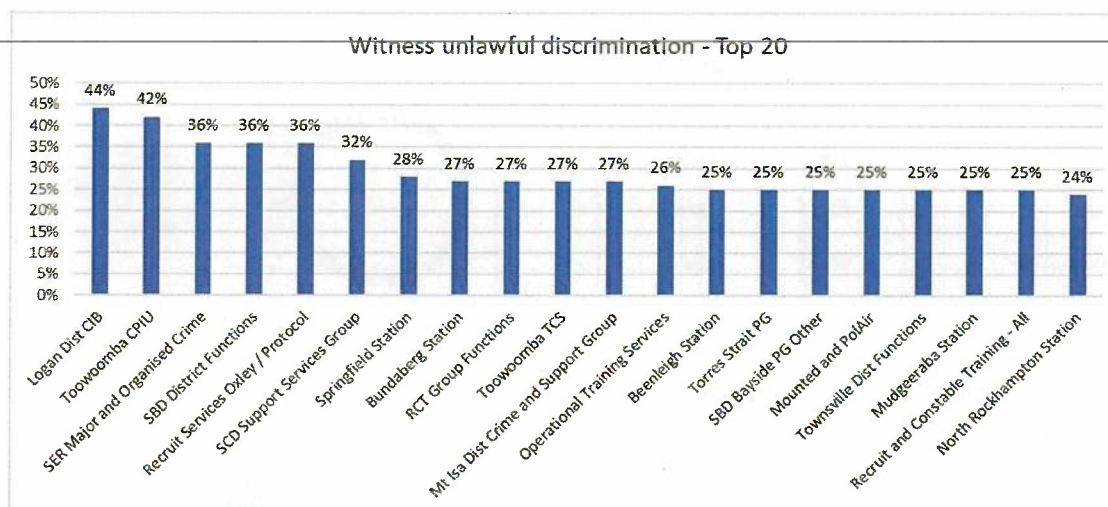


Table 2. Witness Unlawful Discrimination To 20 Counts (location)

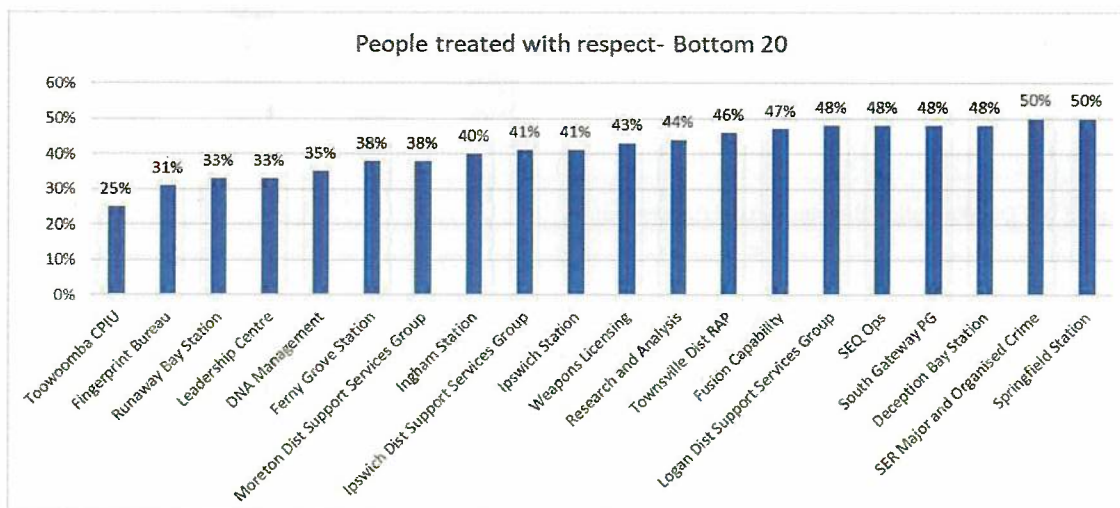


Table 3. People Treated with Respect - Bottom 20 results (location)

Juniper Contacts by Type and Date 2019/2020												
Date In	CSS Codes											
	Other	Professional Misconduct	Assault Without a Weapon	Discrimination	Misuse Authority in Service Delivery to threaten/cause a detriment	Misuse Authority in the workplace to threaten/cause a detriment (including bullying)	Misuse authority to benefit self	Other Misuse Authority	Other sexual offence	Reprisal (excluding assault) for making a complaint or public interest disclosure	Sexual harassment	Unprofessional conduct towards a member of the public or an appointment holder
2019												
Feb											2	2
Mar		1					8				3	12
Apr			3				1				2	4
May							7					7
Jun				1			15	1	1		3	24
Jul	6				1		13		1	2	6	37
Aug	4		1		1	1	16	1	1	1	2	32
Sep	6			1	5		20		5	1		45
Oct	6				1		13		6		2	33
Nov	3						17				1	3
Dec					1		11				3	15
2020												
Jan					1		5					7
Grand Total	26	2	2	10	1	126	2	14	4	2	28	243

Table 4. Raw CAS Data

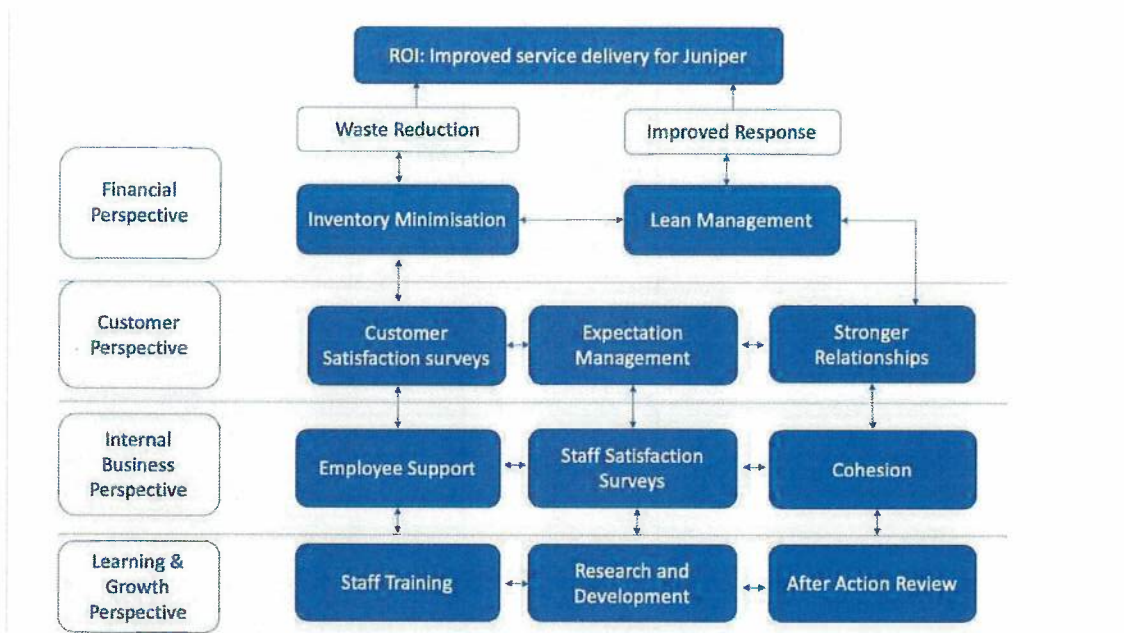


Table 5. Balanced Score Card Approach - Juniper

Map the value stream	Value	Create Flow	Establish Pull	Seek Perfection
The Juniper product life cycle: Complete comprehension of the value stream that identifies any processes that causes waste; should be removed;	The Juniper product: Meet customer needs at a specific point in time and tailor service delivery more efficiently;	The Juniper value chain: Is established by minimising disruption to the production process. This facilitates a seamless transition of services to the customer;	The Juniper client determines the service: Bespoke methodology is applied using the 'just in time' principal (JIT) and supports the 'customer pull' approach;	Continual improvement processes: Systems are developed to capture valuable data that improves service delivery;
Issue: Triage processes create 'bottlenecks'. For example, police officers are providing counselling and conflict management services without appropriate expertise. Client waiting times are increased due to diminished process flow;	Issue: Confusion and cross pollination between the investigative process and restorative service delivery diminishes value for the client. This has caused brand damage;	Issue: Client narratives are often ambiguous. The allegations can be vague. Broader issues, such as psychological well-being and health are underlying causes of problems;	Issue: Juniper lacks the available resources to serve client needs. This is alleviated by placing key services in close proximity for rapid deployment capability;	Issue: There is a distinct lack of data capture and quality analysis. This makes the assessment of Juniper's performance problematic;
Solution: Apply benchmarking to improve Juniper service delivery. Explore how other commercial, government or not for profit entities with similar programs comprise their expertise to streamline processes. Standardise Juniper processes against competitors to quickly identify Juniper's performance gaps and identify areas of improvement not previously identified or considered;	Solution: Determine who the customer is. For example, in the cases of a systemic culture of negative workplace behaviour, is the individual client, the business unit or the executive leader the client. Juniper service delivery must meet the needs of each stakeholder for broader organisational benefit;	Solution: Re-configuration of the Juniper intake process. Categorise allegation types by using a priority process flow system to connect the client with the appropriate service delivery stream. Use digital services, such as the Juniper website or other available technologies to better distil client narratives;	Solution: Adopt multi-disciplinary approaches to client engagement. Position conflict management services and psychological health services with the engagement team;	Solution: Use the balanced scorecard approach to support the Juniper business strategy. Measure key areas that include the financial, customer, internal and external learning perspectives. Monitor and control each stream with quality data analysis and a system of governance;
Benefit: Functionality is improved with new supply chain design and management. Each system interlocks to incrementally add value (Meredith & Shafer, 2015);	Benefit: Differentiation of service delivery establishes core competence. In a commercially competitive environment core capabilities enable competitive advantage (Prahalad and Hamel, 1990). Customer value propositions can be developed from this point to bolster the business strategy and support the rebranding campaign (Ramaswamy & Ozcan, 2017);	Benefit: Responsiveness is improved by reducing waste and improving service response times. The use of available or emerging technologies will support operations for improved sustainability (Meredith & Shafer, 2015);	Benefit: Customisation improves Juniper services with a dynamic capability. Bespoke teams can be comprised to rapidly deploy to identified 'hot spots'. Teams are tailored to meet the customer demand (Schneemaker, Heaton & Teece, 2018);	Benefit: Quality improvements. Processes for quality assurance and R&D capability will enable the cycle of continuous improvement through shared learning (Sandberg & Targama, 2007).

Table 6. Juniper 'Value Stream' Map - Customer Pull Approach

Questions	Response	Narrative
Q1. Do you understand what Juniper's purpose is?	5 Yes (83%) 1 No (17%)	N/a
Q2. Have you engaged Juniper or sought advice recently?	5 Yes (83%) 1 No (17%)	N/a
Q3. Was the response of the Juniper team timely?	4 Yes (66%) 1 No (17%) 1 Unanswered (17%)	<ul style="list-style-type: none"> They did not actually have any authority to make a difference. I only asked for some basic options and was very pleased with the information and response I received from Juniper. Staff were fantastic and provided appropriate information. Yes. Excellent and considered advice given to member who was citing discrimination claims. Advice received from Juniper was timely, informative and appreciated. The team were able to provide the advice I sought confirmation on. The second interaction was not as satisfactory and there were issues I had identified in an investigation that needed to be addressed before any matters could be progressed appropriately. To an extent. The JUNIPER officers were highly professional; however, it appears JUNIPER's powers were limited or impeded on to conduct thorough investigations. I have a lot more faith in JUNIPER than ESC.
Q4. Did the Juniper team meet your expectations?	Question 4 4 Yes (66%) 2 No (33%)	
Q5. If yes how?	N/a	N/a
Q6. Did the Juniper intervention/advice result in any effective or positive outcomes?	Question 5 1 Yes (17%) 4 No (66%) 1 Unanswered (17%)	<ul style="list-style-type: none"> The people I speak with in relation to the effectiveness of Juniper, largely regard it as a toothless tiger. As an example, I am aware numerous bullying complaints have been made against a particular Superintendent, he has been interviewed by Juniper yet he continues to bully his current staff. He has simply become more cunning and deceitful in the way he bullies people. He also seems to operate with what appears to be protection from above. I find it very disappointing that a person under investigation by Juniper and ESC would be able to return to their position whilst an active investigations are ongoing. This should possibly be directed at the QPS not specifically Juniper. Nil response Nil response Ensure thorough and timely investigations are undertaken. I fully support the creation of the Juniper work unit and its objectives. Provide more engagement with aggrieved officers pertaining to the action taken, outcome of complaints and a contact officer—each JUNIPER officer I engaged with had changed from JUNIPER to a different work unit. I believe this is why I was lost in the system each time. I was awaiting communication and service delivery was affected by the lack of communication after the initial phone consultations. There was no follow-up after initial contact, and it was difficult to get in contact with officers. I am unaware whether this is because of a lack of resources, unit workloads, internal disputes within the JUNIPER unit or the calibre of officers who have been recognised for promotion. The latter seems to be the most likely from what I have observed when trying to get in contact with particular JUNIPER officers.
Q7. Do you have any other suggestions to improve Juniper services for the future?	4 Yes (66%) 1 No (17%) 1 Unanswered (17%)	<ul style="list-style-type: none"> The QPS needs to take timely and effective action against offenders.

		<ul style="list-style-type: none"> I don't feel that I fully understand Junipers role, however I do believe someone externally needs to come into a station to interview a significant portion of officers/admin when a bullying complaint is made against an OIC. Our people do not feel as though they matter. I don't know whether there is anything can be done but I found it very difficult not having any feedback regarding the situation I was involved in. The situation: Acts of sexual harassment were disclosed to me as a PSO. The aggrieved eventually disclosed the acts to the OIC. There was a directive that the matter not be spoken about. The aggrieved received support services (which was great), the respondent received support services (which was great) and I was left 'hanging' Need more marketing around available services and perhaps provide examples of where there has been positive outcomes either for individuals or for OICs.
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Table 7. Juniper Client Satisfaction Survey



Figure 6: The Managers Toolbox

ATTACHMENTS

Station Instructions S.T.A.R.T Program

Case Study 1.

Case Study 2.

Case Study 3.