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Communications, Culture and Engagement Division

Assessment Report:

Six Month Review of Operations

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1. Executive Summary

From a strategic perspective, the Communication Culture and Engagement Division (CCE) have seized a pivotal opportunity to integrate and align cultural transformation activities in a way that supports workplace improvement within the Queensland Police Service (QPS).

Following the recommendations of the Juniper Review in 2020 (Juniper), the project transitioned into the operational framework of CCE. This strategy has improved the Division's capacity and capability to launch proactive, restorative service delivery and is now widely considered to be a natural pathway for the evolution of Juniper.

As part of CCE's new business methodology, two operational "arms" were configured in a way that provides a 'fit for purpose' service to help to improve workforce culture and, therefore, to meet the Queensland Police Service's (QPS) strategic needs.

These teams are known by the following terms:

- The Workplace Assessment and Support Team (WAST) and;
- The Cultural Transformation Team (CTT)

One crucial element of both the WAST and CTT is their capability to connect with the broader QPS workforce. Through every engagement, these teams have identified many of the main challenges affecting QPS staff at different levels of the QPS, including factors affecting the front line. This is achieved through quantitative and qualitative thematic data analysis (methodology contained within).

After the first six months of operation, a comprehensive review of these findings has been completed. The following themes have arisen from our review, and we believe these factors are the key issues currently impacting our culture within the QPS. The themes are outlined as follows:

Theme One: Leadership and Management

- Sub-theme: Siloing
- Sub-theme: Style and Key Leadership Attributes
- Sub-theme: Senior Constable Disengagement
- Sub-theme: Communication
- Sub-theme: Performance Management
- Sub-theme: Vacancy Management

Theme Two: Safety and Well-being

- Sub-theme - Inadequate Access to Support Services

Theme Three: Leadership and Management Training

Finally, this review presents (8) recommendations that arise from our analysis. These recommendations represent a range of potential solutions to our main business challenges and are included within this report.

2. Background

Following the Juniper Review 2020, the Communication Culture and Engagement Division (CCED) configured a 'fit for purpose' business model to help improve workforce culture through a methodology that meets Queensland Police Service's (QPS) strategic needs. Our business model facilitates direct connectivity with our workforce through key service delivery streams.

The new service enhances workforce culture through:

- Understanding the complexity of dynamic operational environments
- Examining the factors impacting each business unit
- Connecting with support services
- Finding holistic solutions to unique challenges
- Building charters
- Reviewing and reporting

This review uses the following research/review materials linked to our workplace assessment methodology to enable evidence-based conclusions:

- Leading to Serve: A Community Centred Approach to Leadership in the Queensland Police Service
- Embedding Attributes of Effective Leadership into a Policing Organisation
- Juniper Review (2020)
- Business Case: Supporting Cultural Change in the Queensland Police Service through a Holistic Organisational Approach
- Referenced academic material
- Working for Queensland (2020)

3. Introduction

This report examines the Workplace Assessment and Support Team (WAST) and the Cultural Transformation Team (CTT) operational effectiveness and evaluates the information drawn from our workforce through each engagement. The findings will inform recommendations for improved product development and internal workflows that enhance core service delivery. The report also aims to inform senior QPS leaders of the broader themes affecting QPS frontline service delivery.

Key focal areas for this review include:

- Process efficiency
- Service evaluation
- Methodology (benchmarking)
- Emerging themes
- Behavioural indicators
- Cost-benefit analysis
- Risks and Implications

4. Governance

- The WAST/CTT is governed through traditional hierarchal structures and reporting functions
- Case management methodologies are applied to each WAST/CTT engagement
- Detailed reporting occurs through the Investigation Management and Control (IMAC) system
- In future, the Exemption Notification Committee will govern *Anti-Discrimination Act 1991* referrals
- The key policy framework employed is the *QPS Workplace Behaviours Policy* (2021)

5. Process Efficiency

The report will examine the process efficiency of both the WAST and CTT.

Managing calls for service and triaging capability were major factors that required process improvement (as noted in the Juniper Review 2020).

This has now been achieved through:

- Online capability with in-built triaging
- Email system and referral
- Call back and referral

Each engagement is assigned a level of engagement through the case management matrix approach (see Table 1). This enables a prioritised scheduling capability to service needs, for example:

- Level 1: Is activated strategically through the Commissioner's Performance Review (CPR) process or a District level initiative.[1] It is a 'deep dive' into the workplace to identify the main challenges

[1] The process may be proactive or reactive and is assessed on a case-to-case basis.

impacting the workgroup. The engagement aims to develop viable/evidence-based solutions that holistically address workplace issues. The approach uses a qualitative and quantitative methodology to identify key themes - explained in full detail in this review (see Section 7).

- Level 2: This is activated at the District level and is tailored to meet the client's needs. It may elevate to a full engagement or use a combination of our services, i.e., a mid-level assessment followed by a *Developing High Performing Teams* workshop.

- Level 3: This is a client-led action involving consultative coaching activities or to facilitate direct connectivity to support services, for example, Conflict Management Services (CMS)

- Level 4: This provides advice only/referral options to the client.

This report focuses on the process efficiency of Level 1 engagements only. These are our most labour-intensive service that requires significant resourcing investment.

Workplace Assessment and Support $ Cultural Transformation Teams Engagement Matrix

Level	The Level of engagement is determined jointly by the CTT / WAST Detective Inspector and the Stakeholder Commissioned Officer (Inspector or above)	CTT / WAST Engagement
1.	CTT / WAST will engage, support, and provide detailed advice to the Stakeholder that will include a review of WFQ Survey Results, a team climate survey, individual or focus-group discussions with affected unit members, a detailed report, action plan, a tailored workshop around developing and sustaining high performing Teams and or leaders, and after-action review at 30, 60 and 90 days. The Stakeholder remains responsible for the engagement of any additional support services identified as necessary / required through this process.	Full suite of CTT / WAST assistance provided, e.g., full assessment involving WFQ review, team climate survey, individual or focus-group discussions, full report, action plan, workshop, and after-action review. Everything recorded in IMAC.
2.	CTT / WAST will engage, support, and provide advice to the Stakeholder that may include conducting a team client survey, focus-group discussions with affected unit members, a key theme report and a tailored workshop around developing and sustaining high performing Teams and or leaders. The Stakeholder remains responsible for the engagement of any additional support services identified as necessary / required through this process.	Mid-level engagement, team climate survey, key themes report, tailored workshop. Everything recorded in IMAC.
3.	CTT / WAST will engage, support, and provide minimalist advice to the Stakeholder, who will be responsible for implementing self-initiated / managed cultural change within affected the work unit. CTT / WAST will provide an undertaking to the Stakeholder to re-engage at a higher level if necessary. The Stakeholder remains responsible for the engagement of any additional support services identified as necessary / required through this process.	Minimal engagement, support and advice provided via a basic report. Everything recorded in IMAC.
4.	CTT / WAST will support and provide advice to the Stakeholder.	Advice only (verbal / email), i.e., nil engagement. Everything recorded in IMAC.

Table 1. WAST/CTT engagement matrix

Service Cycle

The average time allotted to each individual client (cycle time) is 5.9 hours.[2] This is calculated by dividing the total available task time (2,080 hours) by the total number of one-on-one client contacts (355 contacts)

[2] This includes assessment and data entry tasks from 1 January to 30 June 2021.

over a six-month period. This rate falls within an acceptable staffing model if demand is not exceeded (see Appendix 1).

On average, the 5.9 hours comprises the following activities:

- Assessments (interviews)
- Workshop facilitation
- Data entry
- Analysis and reporting

Program Evaluation Review Technique

This report also examines the operational process duration for each team. These are estimates based on the independent activities of WAST (green) and CTT (amber) using the Program Evaluation Review Technique (PERT) in Figure 1.

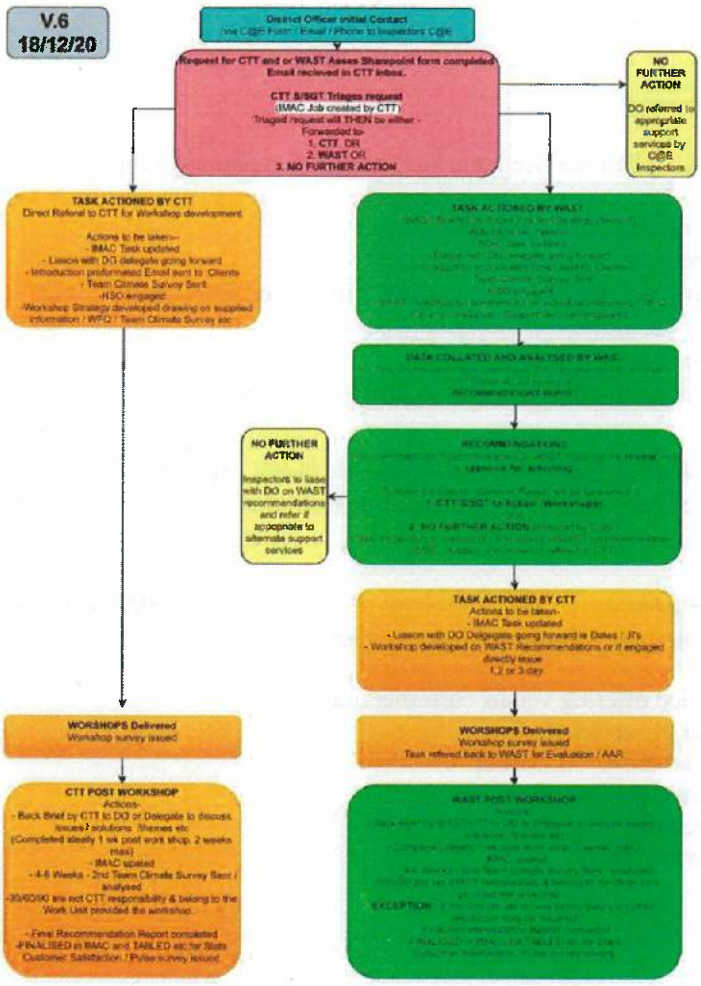


Figure 1. WAST & CTT Process Map[3]

[3] Process map developed by Acting Sergeant Michael Purcell.

The purpose of PERT analysis is to establish the weighted average and variance (in days) of each of the team's green and amber activities. This analysis enables efficient job scheduling by identifying the expected investment of labour (in days) and the level of variance for each Level 1 engagement.[4] In summary, this PERT analysis enables WAST/CTT managers to identify whether each process will deliver enough activities to meet demand in a reasonable timeframe (see Table 2).[5]

Project Activity - Level (1) Engagements	Optimistic time	Most likley time	Pessemistic time	Expected time and variance
WAST	5	10	21	(11-7)
CTT	6	10	14	(10-2)

Table 2. PERT analysis: Level 1 engagements [6]

Table 2 depicts the expected time to complete each Level 1 engagement:

- WAST: (11) days, variance (7) days
- CTT: (10) days, variance (2) days

Service Characteristics

The WAST and CTT service have long completion pathways due to:

- Intangible service requirements
- Prolonged customer contact times
- Heavy investment of the customer in service delivery
- Variable utilisation of our service
- Labour-intense production
- Quality and effectiveness are difficult to measure

The WAST and CTT meet the customer's needs and expectations through a co-design process. That is, the teams work closely with clients to develop a solution in tandem, rather than proposing a generic "off-the-shelf" solution.

Hence, our operation is 'labour-intensive' due to the co-designed nature of our service. It is, therefore, critical that our operational managers monitor:

- Service offering versus customer needs
- Suite of services
- Performance evaluation
- Service delivery gaps
- Efficiency
- Productivity
- Cost

[4] Meredith, J. R., & Shafer, S. M. (2015). Operations and Supply Chain Management for MBA's.
[5] The PERT probability estimate will be used to diagnose scheduling timeframes. This formula facilitates multiple interdependent engagements over 12 months.
[6] PERT formula = $t_e = \frac{t_o + 4t_m + t_p}{6}$

Because of this co-design approach, it is recommended that client satisfaction surveys are completed incrementally, i.e., through key service touchpoints within our service cycle.[7]

6. Service Evaluation

Capability Pre-testing

Our strategy to date has been to prove the business concept in an operational environment. This approach has given our teams time to reach a desired level of capability through on-the-job learning.[8] The benefit of this approach means that internal processes are now purpose-built to ensure that future operations are agile, resilient, and adaptable. This enables:

- Flexibility to pivot and respond to change
- Positive synergies (internal and external)
- Client-focussed bespoke services

Capacity

It is important to emphasise that service demand impacts our current scheduling capability. That is, the shortage of staffing capacity creates some scheduling difficulties and a reduced ability to perform more dynamic interventions. Currently, the WAST and CTT operate at 30 per cent capacity which means that each team has a finite loading capability.[9] This influences the team's ability to meet the growing demand for services.

Notwithstanding staffing limitations (i.e., an average of three members unavailable per shift over the last six months[10]) the team has achieved the following engagements:

- Business units engaging our services: 30
- Face to face assessments: 355 (and growing)
- Workshops: 10
- Exemptions: 5

Hence, it is recommended that a full-strength contingent be established and maintained through either permanent appointments or improved vacancy management through the EOI process. This will ensure that the delivery capacity improves before demand exceeds manageable levels. This is mission critical, as capacity shortfalls will threaten the pace and extent of workplace culture improvement across the QPS.

Labour

It is also important to note that each engagement is evaluated on an individual basis. There is no one-size-fits-all approach to service delivery. As previously noted, every solution is tailored to meet a customers' specific requirements. Each client group also has unique characteristics and challenges. Our approach necessitates a significant investment of labour by both teams to onboard each client. In future, the smoother onboarding of each client will be achieved through a combination of face-to-face engagement and targeted

[7] This facilitates positive customer experiences and informs our continuous improvement strategy.
[8] Both service delivery streams remain within the capability pre-test stage until the "hard launch" (scheduled for August 2021).
[9] Our service has a feasible yet prolonged service timeline.
[10] ITAS analysis and review

communications. These will be purpose-built to explain the features and benefits of our services and educate clients about the typical service to expect with their particular engagement.

Performance Measurement

Some gaps with our performance data collection have emerged, i.e., client satisfaction surveys are limited in scope. This is due to the experiential and customised nature of our service. While there have been no adverse service delivery findings to date, performance measurement is an important area cited for improvement.[11]

"Thank you. Hopefully now these issues will be addressed and there will be a change. I appreciate your time and help." (Team Member Regional Station - CTT Workshop)

Each team provides a service to the client incrementally, albeit at different phases during each engagement. For example, WAST conducts the initial workplace assessment and reports the findings to both the customer and the CTT. The CTT then conducts a tailored workshop before handing the job back to WAST for a 30, 60, and 90-day check-in. This process is new and unsurprisingly confusing to some clients; however, customer satisfaction has so far been positive (see example in Table 3).

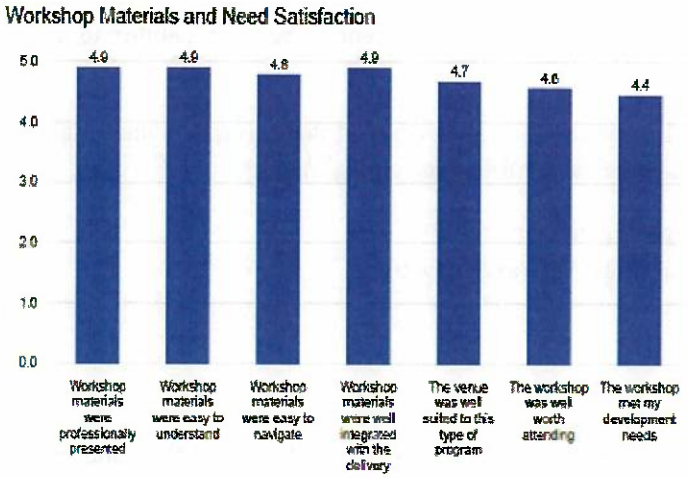


Table 3. PULSE survey CTT workshop delivery Far Northern District (FND)

"The efforts of all are appreciated. Positive feedback (informal) being is being provided from within the group most of whom believe that it is a necessary part of effecting positive change." (Team Member FND - CTT Workshop)

In summary, our long-term service capacity and capability can be secured through an enhanced recruitment strategy to attain highly qualified staff in sufficient numbers to meet future service demand. While our continued focus on collecting meaningful data will bolster service delivery. Other areas cited for continuous service improvement include:

- Ongoing product development

[11] Performance metrics have been built into the WAST and CTT business model and tools will be developed for systematic data collection.

- Development of a suite of services package (dovetailing WFQ findings)
- Improved service functionality
- Performance measurement
- Enhanced customer connectivity/experience
- Internal training and development

7. Methodology and Benchmarking

"How do you think we can help you improve workplace culture and drive positive change from within the workgroup." (WAST opening engagement question)

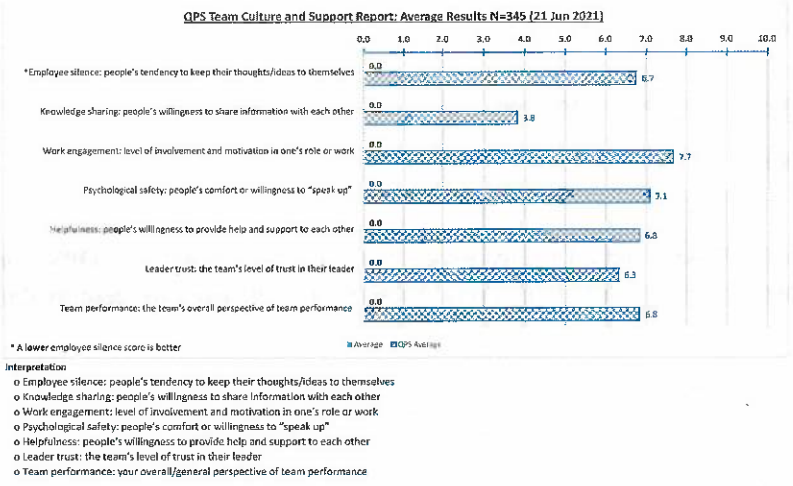
This section examines both the WAST and CTT findings arising from various workplace assessments. The methodology used by team members is also explained. The findings contained in this section arise from the following activities.

- Business sections/units: 30 engagements with regional and metropolitan commands have occurred over the last six months of operation (from 1 January to 30 June 2021).

- QPS members: 350 interviews have occurred during WAST/CTT operations using the combination of face-to-face meetings and focus group format (from Constable to Assistant Commissioner levels, and non-sworn staff equivalents).

Team members use a structured analysis method that includes:

- Analysis of recent Working for Queensland (WFQ) results
- A team climate survey (see Table 4)
- Thematic analysis from interviews and focus groups
- Workshop observations and participant feedback
- 30, 60, and 90-day check ins
- After action reviews



Interpretation
- o Employee silence: people's tendency to keep their thoughts/ideas to themselves
- o Knowledge sharing: people's willingness to share information with each other
- o Work engagement: level of involvement and motivation in one's role or work
- o Psychological safety: people's comfort or willingness to "speak up"
- o Helpfulness: people's willingness to provide help and support to each other
- o Leader trust: the team's level of trust in their leader
- o Team performance: your overall/general perspective of team performance

~~Table 4. QPS team climate survey results across regional and metropolitan units (n = 411)~~ [12]

Illustrative Benchmarking Example

One example that demonstrates our use of benchmarking involves a recent engagement with a Brisbane metropolitan station. The findings depicted in Table 5 highlight issues with leader trust and performance, that also impact team member helpfulness behaviours and work engagement, which all significantly lag the broader QPS benchmark (n = 345). This example reflects leadership issues at the station level and serves as a starting point for further assessment.

Our qualitative process enables identification of broader issues impacting frontline staff. When themes like those in Table 5 appear, we then develop holistic and prioritised solutions in partnership with each stakeholder involved during the engagement. Solutions can then be developed and tailored to address the root cause of the problem experienced by the work unit. The survey is then re-administered with the work unit following service delivery to gauge the effectiveness of the solution.

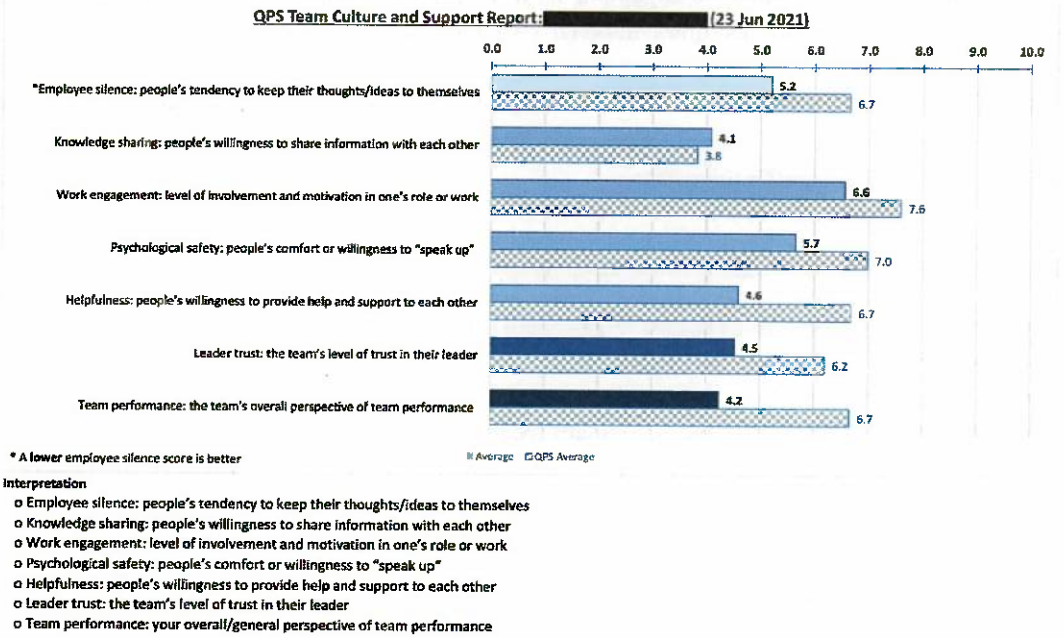


Table 5. Metropolitan station - comparative survey results

8. Emerging Themes

An important benefit of each WAST and CTT engagement is our connection with the QPS workforce to identify the main challenges affecting staff at all levels. These main challenges are described in the next section.

Theme One: Leadership and Management

[12] Benchmarking enables continuous improvement through constructive changes to business methodology, products, and service delivery.

One of the main factors contributing to poor workplace culture in the QPS concerns conflict between middle/frontline leaders and team members. This review identified a wide range of polarising views and the tendency to use narrow inflexible leadership styles by Senior Sergeants (OICs) and the Sergeants (Team Leaders). In many cases, this factor contributes to a polarising culture of ingroups and outgroups (i.e., an 'A' and 'B' team). This phenomenon was more common and noticeable within the more toxic work environments and was fuelled by the mindsets and behaviours of more senior commissioned officers.

"There's no culture among the group and no team cohesion." (Team Leader Regional Centre - WAST Assessment)

Furthermore, unclear expectations and poor communication from senior leaders creates further unnecessary conflict and uncertainty within these workplaces. The inability or unwillingness of some leaders to set clear direction and expectations, maintain performance standards and offer genuine support to encourage trust from staff are some of the main factors contributing to this culture. The missing ingredient is often a shared understanding and common purpose.

"There is a massive issue between CIB and CPIU at upper management level, OIC level - might be ego, budget, who knows? At Sergeant level and below we have no issues." (Team Member Metropolitan Section - WAST Assessment)

Sub-theme: Siloing

There is a prominent and consistent sub-theme of siloing occurring within several of the more toxic workgroups. The creation and maintenance of silos within the work unit directly relates to leadership and management attitudes and behaviour. It appears that some leaders allow this to occur either through complacency or by design. Siloing often extends beyond inter-team rivalry into cases of intra-team tension and conflict. There were several examples of this observed within various Districts and Commands. Team silos are particularly damaging to the workforce as they involve withholding information and discouraging knowledge sharing between teams and members. Siloing has several negative implications for teams such as:

- Reduced productivity and efficiency
- Poor teamwork and increased conflict
- Increased mental health and welfare issues
- Unethical behaviour and misconduct
- Poor morale leading to increased absenteeism (or presenteeism)

It is also important to note that several QPS specialist sections are structured as "silos" due to the complexity and nature of their core business, e.g., Special Emergency Response Team (SERT). These are reasonable business structures, and the issue is less about the organisational structure and more about the prevention of dysfunctional ingroup and outgroup mindsets and behaviours, and the alignment of team members with the QPS goals and vision.[13]

Sub-theme: Style and Key Leadership Attributes

[13] Bolman. G. L., & Deal. E. T (2017). Reframing Organizations: Artistry, Choice and Leadership.

"He micromanages too much. He doesn't let the Sergeants do their role; he has made their rank obsolete. Allow us to do our job. (Improvements would be) for the OIC to not micromanage us and allow the rank structure to work." (Metropolitan Station Team Leader - WAST Assessment)

There is a relationship between workplace dysfunction and leadership style. As noted previously, many leaders of dysfunctional work units tend to follow a rather narrow and inflexible approach to leadership. These individuals reflect a notable shortage of desirable attributes that underpin effective and adaptable police leadership. It is acknowledged, however, that in most cases, our police leaders through no fault of their own have not received contemporary leadership training.

In particular, this review found that many police leaders favour more autocratic command-and-control leadership rather than more collaborative and adaptive styles. This is most likely due to the paramilitary rank structure in policing and that our leadership training has not evolved in line with contemporary leadership models. The implications of this style of leadership is discussed later in this review, as there is a linkage between such leadership styles and negative workplace outcomes.[14]

"Our current approach to leadership is too regimented and rule-based." (Assistant Commissioner - Leading to Serve Review)

This review also finds a strong perception from the Senior Constable to Senior Sergeant levels that technical expertise and on-the-road experience are essential prerequisites for effective police leadership. Such attributes are highly valued at the front line as they build trust and establish leadership credibility. While they are important technical policing skills, we see that many basic managerial skills and processes are often neglected. This is partly because many frontline managers are unprepared for more contemporary leadership roles and simply learn through a "baptism of fire".[15]

It is also helpful to compare and contrast the various leadership styles that are evident in our workforce. These contribute to either a positive or negative workplace culture and are mentioned in more detail later. Table 6 describes the various leadership styles observed in our engagements.

[14] Collins, M., McKenna, B., & Intezari, A. (2020). Leading to Serve: A Community- Centred Approach to Leadership in the Queensland Police Service.
[15] Collins, McKenna, & Intezari (2020).

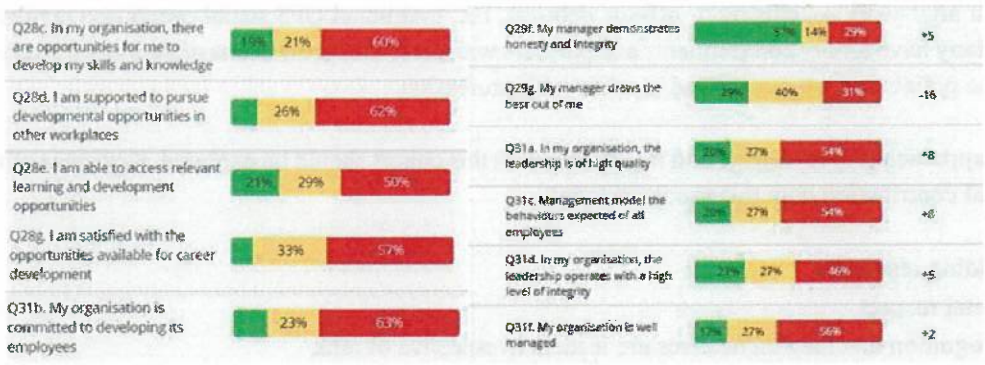
Transactional	Authoritative	Transformational	Passive	Adaptive	Authentic
Leadership is responsive	Leadership is responsive	Leadership is proactive	Denial of leadership responsibility	Leader categorises the problem – technical or adaptive	Involves others, can be reactive and proactive
Works within the organisational culture	States a clear vision	Work to change the organisational culture by implementing new ideas	Followers lack focus towards goals	Involves employees to help solve technical style problems	Strong focus on ethics and values
Makes employees achieve organisational goals through punishment and reward	Motivates people towards a vision	Motivate and empower employees by appealing to higher ideals and moral values	Subordinates have authority to set their own goals	Motivates people by involving them in the decision-making process	Motivate employees to follow the leader based on trust and the leaders' honesty
Motivates followers by appealing to their self-interest	Motivates employees by a "come with me" style of leadership	Motivates followers by encouraging them to transcend their interest to those of the group	This style can be both motivating and demotivating depending on the work unit	If the problem is a recognisable, implements solution quickly based on experience	A leader is self-aware (emotional intelligence)
Can harm staff motivation due to it being associated with rule and procedure-based	Works best in times of crisis and managing underperformers	Can be used to help followers reach their full potential by the leader acting as a mentor/coach	Not suited to policing	Works best when decisions are not time-critical	Works best when motivating/inspiring others to achieve a common purpose

Table 6. Leadership styles and attributes[16]

Sub-theme: Senior Constable Disengagement

"Our supervisors aren't the best at being leaders. This may be a result of previous management leading with an iron fist and didn't allow them to lead." (Team Member Metropolitan Command - WAST Assessment)

There is a noticeable tendency among police leaders to adopt narrow and directive leadership styles when interacting with subordinates, which has a direct impact on Senior Constables. However, Senior Constables are possibly the most significant and prominent leaders within the QPS. For example, they set the performance benchmarks when on the road and influence the mindsets of our future leaders (i.e., Constables). As frontline leaders, the Senior Constable represents the QPS within the community and are primarily responsible for frontline service quality and broader community engagement.[17]



[16] Hampson, B. (2021). Embedding Attributes of Effective Leadership into a Policing Organisation, Master Thesis.
[17] Hampson (2021).

Figure 2. 2020 WFQ data-set Development/Management (Regional Station)

Of notable concern, we found this cohort to be the most disengaged in the QPS and most critical of QPS leadership. There is a perception among this level that senior police leaders have not valued their contribution or invested in their professional development, e.g., see Figure 2 (Q31b) which depicts a perceived lack of commitment from the QPS to developmental opportunities, and (Q31f) where only 17% of respondents believed the QPS is well managed.

"The office only just functions. It functions because of the DSCs. The DSC's make sure that we have everything we need and take an interest in our lives. The DSCs are basically acting as the sergeants in the office." (Team Member Regional Section - WAST Assessment)

The key areas identified for improvement include:

- Contemporary leadership training
- Career development, planning, and opportunities
- Coaching and mentoring
- Safety and well-being
- Performance management
- Constructive feedback

"They don't show much interest, so I don't invest in them." (Team Leader Regional Station - WAST Assessment)

Conversely, the perception of frontline staff is not equally shared by experienced police leaders. The latter describe a lack of resilience and unrealistic expectations among the junior ranks as contributing factors to poor workplace culture. Many experienced police officers view entitlement, selfishness, and an unwillingness to be "part of the team" as real barriers to improving engagement within the QPS. This highlights the importance of reinforcing a sense of shared purpose and team alignment within the workforce.

Also, Senior Constables are mostly representative of a younger generation or employees who have transitioned to the QPS from other professions later in life. They do not necessarily share or value the traditional social norms embraced by previous QPS generations. For example, many do not wish to participate in after-work socialising or off-site debriefs, i.e., traditional QPS social events and regular get-togethers. Many have family commitments and partners with enriching professions of their own. In general, they view the police as a job as opposed to a life-long profession.

Alternative approaches to re-engage and re-connect with this cohort should be explored. Key areas of focus for individual contribution with this group includes:

- Building resilience
- Mutual respect
- Recognition that they themselves are leaders irrespective of rank
- Self-motivation and dedication to police work
- Individual roles create a shared responsibility and understanding

- Owning and positively contributing to organisational culture

In summary, this review finds that leadership engagement and communication with Senior Constables can be significantly improved. The current situation contributes to many cases of conflict, dysfunction, and low morale within the QPS.

Sub-theme: Communication

"The issues aren't that bad and could be resolved with more communication and meetings. Also, the managers need to be open and personable. There is an 'us' vs 'them' mentality." (Team Member Regional Section - WAST Assessment)

Communication is one of the most important leadership capabilities, yet it is also one that is commonly neglected. A lack of effective communication by leaders means that the strategic intent of the QPS fails to reach the intended audience, creating confusion and misunderstanding at time when the organisation is undergoing significant change.

Furthermore, OICs and team leaders avoid having constructive conversations and generally underestimate the need to set a clear direction and manage staff expectations and performance through effective two-way conversations. This includes celebrating successes and conducting after-action reviews to learn and improve business practices.

Stable leadership combined with a constructive communication strategy is the main ingredient to ensure staff expectations, goals, and performance outcomes are aligned to the mission and common purpose of the QPS. This, of course, improves business cohesion and enhances overall productivity. Communication is the vital key that underscores each theme recurring throughout this review.

"We have only been asked by one Sergeant if we are okay or how we are going." (Team Member Regional Section - WAST Assessment)

Sub-theme: Performance Management

Inadequate performance management counts as one of the major concerns within the QPS. This is a fundamental responsibility of leaders at all levels in the organisation. Many frontline staff feel that poor performance is not properly addressed by OICs and team leaders, while good work is often overlooked. A failure to adequately address poor performance has a demoralising effect on frontline staff. For example, Figure 6 (Q28a to Q25i) shows that only 18% of staff believe they have received meaningful performance feedback, while only 24% have confidence that poor performance will be properly addressed.

"The OIC is a nice person, but it is his style of management – maybe he needs some training on how to deal with people, maybe people need to do their job." (Team member Regional Station - WAST Assessment).

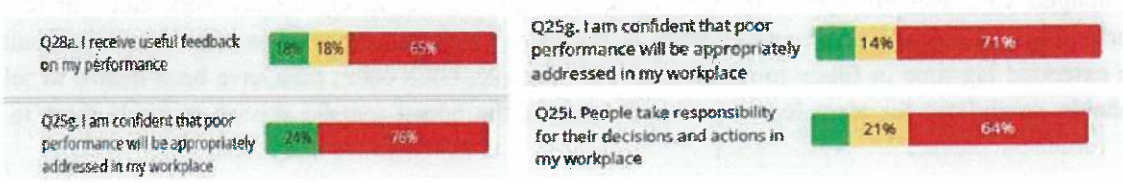


Figure 6. 2020 WFQ Datasets: Performance management (Regional & Metropolitan Sections)

"Senior Sergeants are not having difficult conversations with people who are doing the wrong thing." (Team Member Metropolitan Command - WAST Assessment)

In contrast, staff perceptions are more positive when performance management is effective.

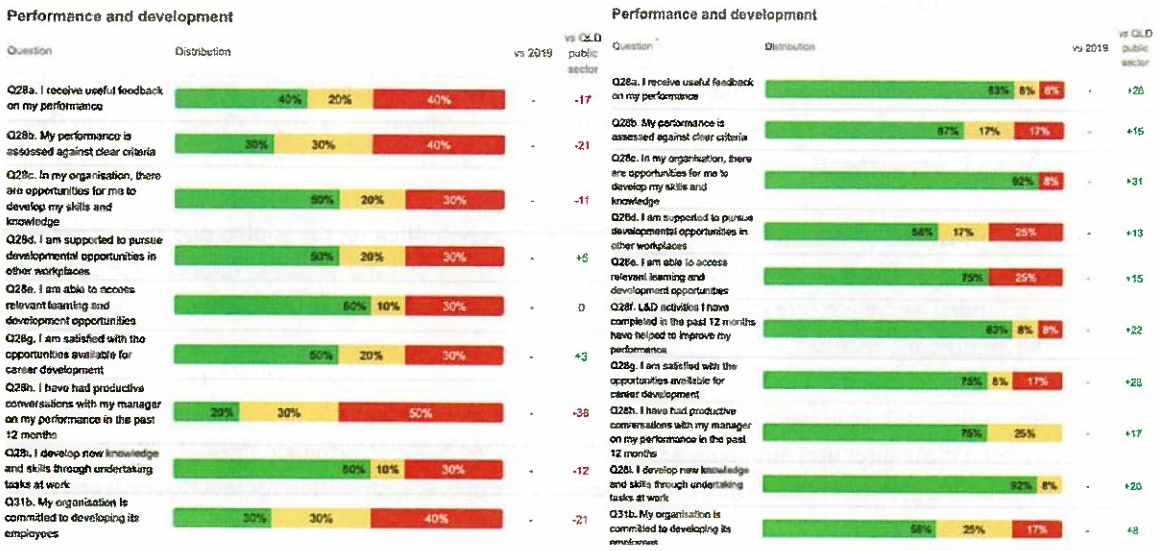


Figure 7. WFQ 2020 Dataset: Comparative analysis of performance and development (Remote Area Sections)

'Share your success - own your failures.' (OIC Remote Area Plain Clothes Section - WAST Assessment)

Note the comparative analysis in Figure 7 where an OIC (right-hand results) set clear performance and behavioural standards and the team leaders reinforced them. Staff at all levels in this work unit were also encouraged to respectfully "call out" poor performance and behaviour immediately when it occurred. In addition, the same OIC implemented on-the-job training and provided support and guidance to junior leaders focusing on "next-level" leadership training and development. These WFQ results (Q28c to Q28i) reflect positively on this OIC. In contrast, the other OIC (left-hand results) was performing higher duties for an extended period while six different team leaders relieved in the OIC position for this duration, each with varying leadership styles. The outcome of this ongoing instability in leadership was substantially destabilising for the work unit.

'They used to be micromanaged by the last Inspector. Told when to eat, shifts etc. Most of the problems stemmed because the last Inspector was a narcissist. There are a few Senior Sergeants who were yes men to the Inspector, but also beaten down. They were like a beaten dog. It might take another year or two to rid it.' (Team Leader Metropolitan Command - WAST Assessment)

<u>Sub-theme: Vacancy Management</u>

Prolonged vacancies emerge as another common theme that negatively affects work unit culture and performance. There is a firm conviction across most rank levels that excessive workloads are the result of an extended lag time in filling job vacancies. For example, OICs claim they have been unable to select suitable candidates for team leader positions because the lateral transfer procedure binds them to an

administrative rather than merit-based process. Many believe this impinges their ability to create a high performing team. This also relates to the perceptions of scarce career opportunities among team members.

"How do I create a high performing team? I haven't been able to select the right candidate for a Sergeant spot in years. They TAC in, I'm stuck with what I've got, and I haven't got a say in it." (OIC Regional Station - WAST Assessment)

The Service Alignment Program (SAP) and Service Delivery Redesign Project (SDRP) are also cited as contributors to this problem. Although both are positive strategic initiatives seeking to enhance front-line service delivery and business efficiency, the benefits have yet to be realised and the strategy ineffectively communicated to the frontline. Many staff feel anxious and worried in the face of continuing organisational uncertainty.

"The organisation is undergoing significant evolution (most of which is good), but not all of which is well understood or explained to impacted members in a way which timely or has "at level" meaning. This is reflected in targeted, token consultation & subsequent frustration expressed by staff when not having opportunity to be heard in a non-confrontation way because there 'isn't time' or an appetite to receive information which challenges pre-determined responses. There continues to be a disjoint in what senior leaders are saying and is happening on the front-line, with those in between no more informed than front-line. Reforms need to be better communicated to genuinely ignite and maintain participation and commitment to change. E.g., Workplace posts should supplement not replace actual workplace consultation." (WFQ 2020 dataset, open-ended response)

Major organisational change creates uncertainty, especially when there is a rapid adjustment to long-standing structural arrangements. The core issue within the QPS is the fear surrounding new roles, responsibilities, and reporting frameworks. Inadequate communication has given way to rumours and speculation. This negatively impacts morale within work units and sections.[18]

This issue can be alleviated through enhanced messaging, including more regular updates from senior management to frontline staff via middle managers. This approach provides the way to create clarity, certainty, and a strong foundation for change. Four key focus areas for frontline engagement include:

- Explaining how and why decisions are made
- Communicating what the change means for affected staff
- Defining new roles and responsibilities
- Communicating the benefits of the change

<u>Theme Two: Safety and Well-being</u>

This section of the review highlights how leadership and management behaviour impacts employee safety and well-being. Many of the leadership styles displayed by police leaders have negative impacts on employee safety and well-being.

Increasing calls for service and the burden to carry the operational weight of other state government agencies contributes considerable strain on the QPS.[19] "Burn out" is now a genuine concern for many QPS members. Sworn and unsworn staff are exposed to prolonged community engagements (e.g., COVID 19

[18] Bolman. G. L., & Deal. E. T (2017). Reframing Organizations: Artistry, Choice and Leadership
[19] It is perhaps the main contributor to organisational mission creep (Collins, McKenna, & Intezari, 2019).

deployments, natural disasters) in addition to core policing activities. For example, Figure 3 (Q23a to Q23f) indicates that 77% of respondents within this regional section indicate they are 'overloaded' by their work, while 64% imply being 'burned out'.

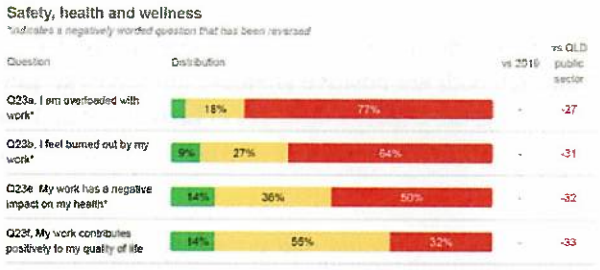


Figure 3. 2020 WFQ datasets - Safety, health, and wellness (Regional Section)

This adds yet another layer of complexity for QPS managers. Almost all police leaders respond to significant pressures while leading and managing staff through crises and day-to-day business. In addition, there is a critical requirement to deliver more flexible approaches to the workplace through embedded support and wellbeing practices. However, it is observed that in several cases managers themselves feel overwhelmed, and use avoidant behaviour in the workforce as a means of coping, which is symptomatic of "passive" leadership.[20]

Some specific examples of avoidant leadership behaviour at the OIC and Team Leader level includes:

- Siege mentality: "Barricading" themselves within their office
- Inability to have constructive conversations
- Indecision and procrastination
- Infrequent face-to-face communication and/or managing through blanket emails
- Management by exception
- An over-reliance on punitive management strategies

"I do not feel supported by senior management to take managerial action. I have viewed previous times where decisions were made by previous management, and they just swept things under the carpet." (Manager Metropolitan Command - WAST Assessment)

It is also important to note that many problems and challenges facing OICs rely on support from the District leadership team to effect resolution. Some senior leaders could do more to support OICs rather than adopting a "hands off" approach, regardless of their good intentions (e.g., seeking to "empower" OICs via delegation). It is through an integrated and unified District approach that entrenched work unit issues can be effectively tackled and resolved. Another key mind shift for some senior leaders is to seek solutions to challenges rather than apportion blame for errors or mistakes.

"*Suck it up back in my day it was worse.*" (Team Leader Regional Section - WAST Assessment)

As mentioned previously, many police leaders rely on a restricted range of directive leadership styles to address complex workplace situations, including safety and well-being challenges, even though adaptive or constructive strategies might achieve more positive outcomes. Evidence of this can be seen in Figure 4

[20] Hampson (2021).

(left-hand Q23a to Q23g), which indicates a negative trend in leadership and engagement (i.e., a gap between 20% to 31% vs Qld public sector results).

"*Suck it up we see dead bodies all the time.*" (Team Leader Plain Clothes Section - WAST Assessment)

It also is apparent that many police leaders lack an understanding of the differences between leadership, management, and command situations, and the flexibility to apply these styles interchangeably as required. We have seen several cases where police leaders have used a command-and-control style to manage safety and well-being issues. This is an ineffective approach as it serves to inflict further damage on vulnerable staff.[21]

"My mission is to get these guys to know that I care about them." (Acting OIC Plain Clothes Section - WAST Assessment)

In contrast, many police leaders have achieved positive outcomes by building team cohesion, and shared understanding. This has occurred when the work unit leader and extended leadership team genuinely cares for their workgroup's health and safety and "walks the talk". This approach encourages a safe, productive, and positive work environment and is indicative of authentic, transformative, and contingency-based leadership. Examples of this effect can be seen in Figure 4 (right-hand Q29e) in relation to the question: ***my manager creates a shared sense of purpose***.

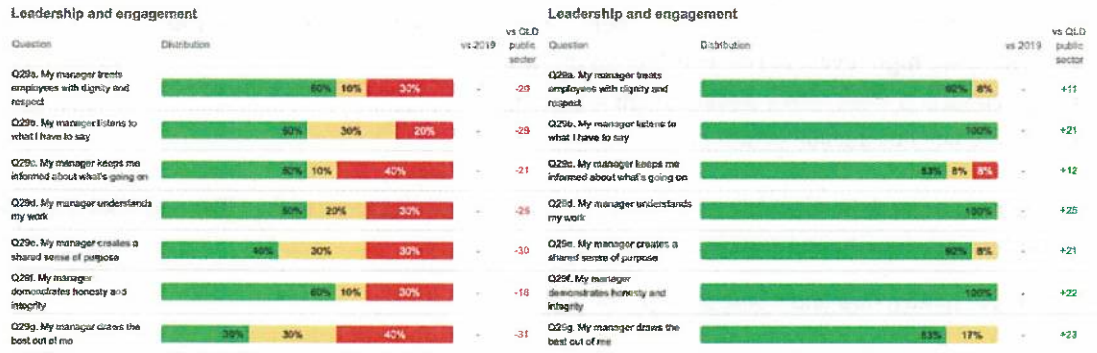


Figure 4. WFQ 2020 Dataset: Comparative analysis leadership and engagement (Remote Area Sections)

"We didn't hear for three weeks from a HSO following a traumatic critical incident." (Team Member Regional Station - WAST Assessment)

<u>Sub-theme - Inadequate Access to Support Services</u>

"I believe the majority of the office have had a battle with anxiety and depression solely because of the workload." (CPIU team member - WAST Assessment)

It was not uncommon for frontline staff to highlight the lack of engagement and access to Human Service Officers (HSO) and Peer Support Officers (PSO). This theme was particularly prevalent in Child Protection Investigation Units (CPIU) where access to specialist support services was high in demand due to the traumatic nature of child protection work. Paradoxically, and despite the challenges of such work, staff

[21] Collins, McKenna, & Intezari (2020).

often report high levels of satisfaction in their role. For example, Figure 5 shows the results for a metropolitan CPIU with a history of workplace issues, yet 77% of respondents reacted positively to (Q22f) '*I enjoy the work in my current job.*'

Figure 5. WFQ 2020 Date-set: Safety health and wellness

"*The workload is ridiculous and is increasing and there is no major increase in staff numbers. This is stressful. I have taken mental health days and stayed at home. There is no support from within the QPS, supervisors or management.*" (CPIU Team Member - WAST Assessment)

Some other key findings from our CPIU engagements include:

- Members are overworked and overwhelmed by demand
- Staff feel like they are carrying the operational weight of Child Safety Services
- There are high levels of risk involved in the work
- Recognition from senior management is lacking
- There is a detrimental health effects for members[22]

One of the recommendations of this review is to provide improved access to the HSO and PSO network via our workplace assessment and engagement service.

Theme Three: Leadership and Management Training

"We lack density in leadership ... we're too rank based and need a dispersed or shared leadership model rather than one based on command and control." (Assistant Commissioner - Leading to Serve Review)

Effective leadership establishes a foundation to build a high-performing organisation, yet most QPS leaders expressed significant frustration with the state of QPS leadership and management training. Staff believe that the QPS approach to leadership and management training is simply a means to an end that "ticks the box" for promotion .[24]

"MDP is a one size fits all approach with a focus on promotion." (Chief Superintendent - Leading to Serve Review)

There is also a consensus that current leadership and management training does not prepare our members for leadership roles in the contemporary QPS environment. This perception is well-founded; indeed, the aforementioned themes reflect key leadership capability gaps.

[22] Some members believe that the nature of the work and workplace environment contributed to two deaths, including a suicide. In addition, some CPIU members are concerned about suicide risk, while many cite irretrievable damage to the mental health of others.
[24] Collins, McKenna, & Intezari (2020).

Table 8 highlights the positive and negative behaviours observed in frontline staff. Each behaviour can be linked to the themes identified previously.

Orientation	Positive Behaviours	Negative Behaviours
Senior Leadership:		***Senior Leadership:***
Authentic		Insincere - treats staff as human capital
Connected		Disconnected and passive
Trusts and accepts risks		Micromanages
Communicates effectively		Communicates poorly
Creates a sense of shared responsibility and common purpose		Implements change for change's sake - no sense of stability or future vision
OIC - T/L Level:		***OIC T/L Level:***
Genuinely cares for staff		Views staff as a promotional means
Manages performance positive/negative		Passive and laissez faire - doesn't deal with bullies, and lazy, incompetence
Trusts staff		Micromanages
Equitable division of labour		Loading reliable staff versus neglecting to manage poor performing staff
Provides constructive feedback		Manages by exception
Presence		Absence
Consults		Orders
Authentic and trusts staff - accepts risk		Untrustworthy - risk averse
Technically competent		Incompetent
Builds charter		No sense of purpose
Cares about staff safey and wellbeing		Couldn't care less - lip service
Provides training and development opportunities		Lacks insight into training and development benefits - stifiling
Peers:		***Peers:***
Treats fairly and respectfully		Is disrespectful
Helps each other and are approachable		Distant - do not share knowledge with each other
Transparent communication and honesty		Silos - A Team - B Team
Flexibility and the understanding around work arrangements		Inflexibile
Job enrichment		'It's a job' mentality
Resource rich		Resource poor
Seeks training and career develoment opportunities		Stifiling - views ambition as a threat
Ethical behaviour		Backstabbing and white-anting
Workplace Culture:		***Workplace Culture:***
Esprit de corps		No camaraderie
Socialisation		'Pay me' to socialise
Open communication - professional challenge		Closed communication - we like things the way they so 'don't' rock the boat'
Inclusive		Exclusive - the clique phenomenon
Safety and Wellbeing - 'got your back'		Apathy - 'Your on your own'

Table 8. Positive versus negative organisational behaviours - WAST Review findings

"We need a dispersed or shared leadership model rather than one based on command and control." (Chief Superintendent - Leading to Serve Review)

Our review provides a timely reminder of the need to invest in leadership and management training, especially for frontline leaders.[25] Hence, QPS educators should consider the observations in this review when designing future QPS leadership and management training. Key areas of focus should include:

- Experiential versus classroom-based theoretical training
- Relevant and contemporary leadership models
- Preparing officers for next-level leadership capabilities
- Preparing officers for contingent leadership capabilities

[25] Hampson et al., 2021

- Developing competence and confidence in command, leadership, and management while understanding the differences between the use of these styles [26]

It is also important to note that the QPS finds itself in a transitional cultural period with a noticeable attitudinal shift among the broader workforce (e.g., generational differences). This is not specific to the QPS as it also affects other government and corporate entities. In these changing times it is becoming clearer that traditional leadership approaches may no longer be effective (e.g., directive and autocratic styles).

Therefore, QPS leaders must recognise the need to adapt to the ever-increasing internal and external challenges that are symptomatic of uncertain, volatile operating environments, and implement more contingent approaches to their leadership and management.

Contingency Leadership

Ideally, police leaders should adapt their leadership style to one that best suits the situation and task. For example, a critical incident often requires a command-and-control response, whereas a more participative or collegiate style is useful for conceptual or strategic challenges, i.e., one that requires an innovative solution. In particular, novel and dynamic situations require adaptive leadership to achieve desired outcomes.[27] Figure 8 describes a police leadership model that may be relevant in a modern policing environment.[28]

Figure 8. Policing Leadership Model

One of the recommendations of this review is to incorporate this contemporary Policing Leadership Model within QPS leadership and management into our suite of services.

9. Cost Benefit Analysis

Macrolevel - Strategic cultural impacts

Previously, we have reviewed the cost of employee separation from the QPS due to poor workplace culture.[29] It is widely accepted that unhealthy workplaces cause individual and organisational damage. Often, the outcome for some QPS employees is litigation, and unfortunately, there have been several

[26] Collins, McKenna, & Intezari (2020).
[27] Hampson (2021).
[28] Hampson (2021).
[29] Juniper Review 2020

successful claims against the QPS. Table 9 illustrates the estimated cost for each employee separated from the QPS that is attributable to negative workplaces. The table does not illustrate the true cost of successful litigation against the QPS.

Item	Cost
Training Costs Wages	40,000 27,000
Litigation	10,000
Sick Leave	20,000
TOTAL COST (per employee)	$ 97,000

Table 9. Costings - Separations due to workplace harm[30]

From a business perspective, litigation amounts to an opportunity cost for the QPS, (i.e., it is a preventable occurrence that we can help solve) yet impacts the service significantly in both monetary and human capital terms. Successful positive cultural transformation can mitigate these effects. However, to achieve this in the future, a comprehensive cost-benefit analysis is required.

Cost-benefit analysis should focus on (3) areas including:

- Measuring the effectiveness/comparative analysis of our strategic cultural improvement initiatives
- Litigation and expenditure analysis concerning linkages to unhealthy QPS workplaces
- Operational costs for cultural enhancement versus service efficiency

Microlevel - Cost of operations: Juniper to CCE

The following analysis compares the original estimated cost savings by transitioning Juniper to CCE in QPS headquarters (Juniper Review 2020). Note, there are discrepancies between the cost centre codes and budget allocation for each financial year (FY). This impacts the accuracy of our analysis and the final result: The business achieved significant savings in (3) key operational areas - (see Table 10):

- Salary & wages
- Salary & higher duties
- Travel & accommodation

Cost Elements	Actual Costs	Proposed Costs	Total Est. Savings	Actual Savings
Juniper 19/20	**Juniper 19/20**	**Juniper 19/20**	**Juniper 19/20**	**WAST/CTT 20/21**

[30] Juniper Review 2020

Salary & Higher Duties	37,537.14	30,000	7,537.14	16,658
Overtime	34,902.31	6000	28,902.31	9,100
Salary & Wages	221,160.84	174,000	47,160.84	25,705
Plant & Property	10,128.66		10,128.66	2,004
Motor vehicle repairs	39,325	18,000	39,325	21,215
Vehicle Leasing (Q-fleet)	41,537.35	21,600	41,537.35	-
Travel & Accommodation	49,144	25,000	24,144	29,311
Communication	43,055.62	57,400	43,055.62	13,589
Total			**$241,791.92**	**$159,119.35**

Table 10. Cost Elements: Estimated versus Actual Operational Costs[31]

While WAST/CTT incurred additional costs through workshop design and other incidentals, both teams operated within budget FY20/21 for a total estimated operational saving of $159,119.35. From the annual budget of $362,500, the business retained a total of $4,528. This illustrates, that our expenditure for FY20/21 involved essential business costs. For the FY21/22, a similar budget trajectory is likely.

10. Implications

The themes outlined in this review are catalysts for ongoing organisational strain. Key risks that pose ongoing impact for the QPS is outlined as follows:

- Adverse employee psychological health & well-being
- Increasing Workcover claims
- Litigation

[31] This analysis did not involve discretionary supplies and services, i.e., consultancy costs and other expenditure, which impacted the annual budget.

- Increased disciplinary investigations
- Industrial action
- Organisational and individual damage
- Worsening WFQ results
- Poor morale and performance

11. Recommendations

This review recommends the following strategies:

1. Continue with our co-design business approach and introduce client satisfaction surveys incrementally through key touchpoints within our service cycle (performance measurement).

2. Hard launch our service in August 2021, and review operations at (12) months.

3. Establish a full-strength contingent and maintain either permanent appointments or improved vacancy management through the EOI process (This is mission critical, as capacity shortfalls will threaten the pace and extent of workplace culture improvement across the QPS).

4. Continue product development to include a suite of services package that addresses (4) key service areas:

    a. Integrate WFQ findings/themes/action plan with our service offerings at District level.
    b. Bolster workshop offerings with 'how to packages' (i.e., management 101's).
    c. Improve service functionality and client connectivity for an enhanced customer experience.
    d. Develop cultural improvement dashboards.

5. Undertake internal training and development for WAST and CTT contingent. This is necessary to ensure our staff are properly equipped to deliver consultative services to the QPS workforce and enables a continuous learning approach.

6. Facilitate improved connectivity to Human Service Officers (HSO) and Peer Support Officers (PSO) networks particularly for Child Protection Investigation Units (these units require specialist support services due to the traumatic nature of child protection work).

7. Incorporate the contemporary Policing Leadership Model within QPS leadership and management training. This can be embedded within or suite of services and *Developing High Performing Leaders/Senior Leaders* workshop.

8. Undertake a cost-benefit analysis to measure the effectiveness of our strategic cultural improvement initiatives.

12. Main Challenges

The main challenges involving the implementation of several of the aforementioned recommendations concerns the general acceptance of this review's findings and a unified agreement to successfully meet the challenges (themes) contained within the report. This will involve consensus by each of the key members of the broader stakeholder groups. Constructive engagement to outline and discuss these findings should occur with the following bodies:

- Executive Leadership Team
- CCE Leadership Team
- People Committee
- PCAP Leadership Team
- Unions

13. Conclusion

This report has examined the Workplace Assessment and Support Team (WAST) and the Cultural Transformation Team (CTT) operational effectiveness and evaluated the information drawn from our workforce through each engagement. The report also informs senior QPS leaders of the broader themes affecting QPS frontline service delivery (note - themes involving leadership and management). Finally, the report presents (8) recommendations arising from our analysis that present a range of potential solutions to our main business challenges.

Appendix 1. Acceptable Staffing Model