

# Queensland Police Service

## Strategic Review

### FINAL REPORT F.01

6 December 2019



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## **Private & Confidential**

Commissioner Carroll  
Queensland Police Service  
200 Roma Street  
Brisbane  
QLD 4000          6 December 2019

## **Queensland Police Service Strategic Review**

Dear Commissioner,

I attach the final report for the Queensland Police Service (QPS) Strategic Review for your attention. As intended, the focus of the Review has been to provide an independent assessment of the QPS and to explore the challenges associated with the current operating environment, with a view to building capacity for the future. With this in mind, the report is heavily focused on current challenges and much less so on identifying the current strengths of the organisation.

I would like to thank all staff at the QPS for the support that they have provided in allowing this Review to be completed in such a relatively tight time frame. The passion for the QPS and the desire to provide a service to meet the needs of the people of Queensland came across extremely strongly from the individuals and groups that I met with, and is, in my opinion a fantastic core attribute of the QPS. Whilst undoubtedly there is significant frustration across the organisation, particularly in Regional Operations, I also observed a real sense of optimism about the future under your leadership.

I have provided a range of recommendations to help address the current significant challenges being experienced by the QPS. These recommendations, if appropriately implemented, will drive a level of improvement across the organisation and critically, in service delivery efficiency and effectiveness. However, it is my professional opinion that these recommendations alone will not be sufficient to enable the QPS to respond to all of the significant demand that is placed on the organisation.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Neil Greenfield', written over a light grey rectangular background.

**Neil Greenfield**



*This report has been prepared as outlined in the The Queensland Police Service Strategic Review Section. The content, observations, conclusions and recommendations in this report reflect a perception of the Queensland Police Service (QPS) based upon the information and data provided by the QPS as well as views conveyed by the various stakeholders engaged with during the course of this Review. Whilst every effort has been made to triangulate the views of stakeholders, GSA cannot guarantee the accuracy of all information.*

*This report has been prepared at the request of QPS in accordance with the terms of GSA’s proposal dated 24 August 2019.*

# The significant growth in demand volumes and complexity, which shows no signs of abating, have resulted in a downturn in key performance measures...

## DEMAND

Changing demand on policing globally (inc QLD) moving into social issues (**top 7 calls to service are not crime**)

**48% growth in calls for service from 14/15 to 18/19**

Average of **42% of calls for service have no resource deployed**

**32% growth** in demand through Policelink with **significant calls abandoned (14.2% in 2018)**

## PEOPLE

Beyond Blue Survey identified QLD police have higher rates of mental health issues than the sector as a whole

Health and Wellbeing Model not meeting need – **more than double injury management caseload** compared to other jurisdictions

Strong sentiment that the organisation is **overly SEQ centric** and doesn't appreciate the **differing challenges outside SEQ**

**Significant reduction in unsworn staff** in 2011, 2012 and 2013 (~500) moving admin tasks to sworn officers

## SERVICE DELIVERY MODEL

**Imbalance between Regional Operations and Central Functions** optically and with resourcing

**Central Functions (2013)** delivered some benefits but **unintended consequences** i.e. deploying to holistic priorities

The impact of Domestic and Family Violence, Mental Health, Prisoner Transport, Court orderly and out of hours service is significant

There are processes and ways of working that are inefficient and ineffective

## GOVERNANCE

The **current performance management framework is inadequate** in terms of the **information used and measured** to make decision, the **forums that are in place to ensure that transparency of performance** is escalated and understood, and the **approach to managing the performance of individuals**

## PERFORMANCE LEVELS (Jul-Sept 15 versus Jul-Sept 19)

**10% growth** in reported crime  
**28% growth** in reported crime against property  
**24% growth** in reported crime against the person  
**7% decrease** in total 'other' crime

**7% reduction** in percentage of total cleared crime  
**3% reduction** in percentage of property crime cleared  
**13% reduction** in crimes against the person cleared  
**3% reduction** in 'other' crime cleared

**Seven of the eight Community Confidence measures showing reduction** – perceptions and police and community satisfaction

## OUR ENABLERS

### PSBA

**Significant dissatisfaction** with PSBA services  
**Lack of customer focus**  
 Over servicing and underservicing is commonplace

### PARTNERS

Extensive examples of success  
 24/7 QPS pick up responsibilities

### HR POLICIES AND PRACTICES

**Absence of resource allocation methodology**  
**Inability to match resource and demand**

... and whilst there are opportunities to drive improvements in efficiency and effectiveness, this will not allow QPS to meet demand now and in the future



# There were seven recommendation themes identified by the Review

<b>A</b>	<b>People, Culture, Health and Wellbeing</b> <i>Establishing and maintaining an organisation that supports a connected and engaged workforce, provides an environment that aligns to the QPS Values, and supports people in delivering a tailored service to the people of Queensland</i>
<b>B</b>	<b>Service Delivery Optimisation</b> <i>Establishing and maintaining an integrated service delivery model that reflects the focus of QPS to provide local solutions to local needs and maximises efficiency and effectiveness in doing so</i>
<b>C</b>	<b>Balancing Resource and Demand</b> <i>Establishing the mechanisms to ensure that resources are allocated equitably across the service based upon need</i>
<b>D</b>	<b>Organisational Performance Management</b> <i>Establishing an approach that connects the entire organisation in direction, provides transparency of performance from top to bottom and supports a One QPS approach to solving issues and challenges</i>
<b>E</b>	<b>Governance</b> <i>Governance arrangements which supports effective prioritisation and decision making for QPS</i>
<b>F</b>	<b>The Importance of Implementation</b> <i>A focus on implementation which 'breaks the cycle' and relentlessly focuses on delivering the intended outcomes from change</i>
<b>G</b>	<b>PSBA</b> <i>A PSBA delivery model which is customer focused and includes demand management within QPS to support the matching of available capacity and capability to need</i>

**Connected approach to drive the desired outcomes aligned to the Commissioners Vision and Strategy**

# The specific recommendations are...

The following recommendations have been made to help address the current significant challenges being experienced by the QPS. Whilst these recommendations, if appropriately implemented, will drive a level of improvement across the organisation and critically, in service delivery efficiency and effectiveness – it is unlikely that these recommendations alone will enable the QPS to address the significant demand that is placed on the organisation.

## People, Culture, Health and Wellbeing

*Establishing and maintaining an organisation that has a connected and engaged workforce, provides an environment that aligns to the QPS Values, and supports people in delivering a tailored service to the people of Queensland*

- 1 It is recommended that cultural change activities are consolidated into a single program with alignment to the Commissioners vision of a connected and engaged workforce with a clear and integrated purpose to support the achievement of this vision. This should include a focus on the Working for Queensland survey. The formation of a single program should include consideration of new projects to ensure that all elements required to deliver the vision are considered as well as, and equally importantly, decommissioning projects as necessary to provide a single and holistic approach.
- 2 It is recommended that the current communication and engagement approach be redesigned, including Media, to implement a new approach to meet the needs of the organisation and workforce. This should focus on the desired outcomes, and optimising channels of communication to align to need.
- 3 It is recommended that the approach to health and wellbeing, including processes, ways of working and structures should be redesigned to better meet the needs of the individuals, the organisation and legislation. This should leverage the detailed feedback provided by the workforce during the course of this Review. It will be critical that this work is undertaken with due consideration of the 'QPS system' and any associated implications in terms of workload both within and external of the Health, Safety and Wellbeing team.
- 4 It is recommended that the various issues identified within the HR Policies and Practices Chapter should provide a key input to the new People, Culture, Health and Wellbeing Governance Committee in establishing a program of work. In addition the specific issues highlighted by this report should be rapidly evaluated to determine whether there is an opportunity for them to be progressed in isolation i.e. no dependencies and rapid benefit.

# The specific recommendations are...

## Service Delivery Optimisation

*Establishing and maintaining an integrated service delivery model that reflects the focus of QPS to provide local solutions to local needs and maximises efficiency and effectiveness in doing so*

- 5 It is recommended that the Community Contact Command be moved from its current position within the Crime, Counter-Terrorism and Specialists Operations portfolio to the Regional Operations portfolio and remains headed up by an Assistant Commissioner to ensure that this critical function retains focus. As part of the transition the Media group should move to the temporary Culture and Engagement Unit which will provide more commonality in delivery of functions.
- 6 It is recommended that the delivery model for Policelink, Contact Centres and Districts be redesigned based on end-to-end process through to front line, understanding and managing demand, process optimisation and engagement. It will be critical for this to be undertaken as a whole of QPS system perspective to optimise performance. This redesign should not be undertaken centrally and top-down but instead should be undertaken within a District to ensure that the specific nuances of the location and understood. It is recommended that this is undertaken in a pilot District initially (with Policelink and Communications Group concurrently), to demonstrate the benefit of the approach and then subsequently rolled out across the State.
- 7 It is recommended that opportunities are explored which better protect General Duty resources to respond to calls for service. This will require consultation with District Officers to determine feasible options.
- 8 It is recommended that General Duties be renamed to better reflect their specialism and their relative importance to the organisation.
- 9 It is recommended that a rapid assessment of boundaries be completed for the State to determine whether there are any additional boundaries (beyond Moreton) which are perceived to significantly inhibit the ability of QPS Regional Operations to deliver optimal service delivery. Following this, a more detailed assessment should be undertaken to design new boundaries for these outlying areas. This should be undertaken considering the cost / benefit of changes.

# The specific recommendations are...

## Balancing Resource and Demand

*Establishing the mechanisms to ensure that resources are allocated equitably across the service based upon need*

- 10 It is recommended that the work being undertaken in collaboration with QTC continues, seeking to improve transparency of total demand. This should include consideration of resource utilisation to provide transparency of the relative time and effort expended in meeting the different demand types. Critical to this is understanding any implications on officers and staff in collecting the data that will be required to provide this information i.e. all efforts should be made to minimise any further administrative burden placed on frontline staff.
- 11 It is recommended that a consistent and transparent methodology and business practice for resource allocation be developed which utilises the improved understanding of demand (that will be provided by the above recommendation) and considers this together with situational challenges including geography, population, and demography and other relevant factors. The improved business practice should then focus on ensuring resourcing matches need, across the State.
- 12 It is recommended that an initial, relatively coarse, assessment of resourcing (financial, human and equipment) should be undertaken to rectify the current imbalance between Central Commands and Regional Operations. This should include the identification of resources that could be redeployed to Regional Operations.
- 13 It is recommended that a more sophisticated approach to resource distribution (financial, human and equipment) based upon zero-based budgeting should be undertaken to align budget to community outcomes and address the current imbalance longer term and in a sustainable manner.
- 14 It is recommended to reduce the number of Commands from 9 to 6 or 7 to realign the relative importance of Regional Operations in line with the Commissioners strategy. This should not be undertaken until detailed analysis regarding resource and demand is completed and a better view obtained regarding State-wide need. In addition, to complete this activity an assessment of functional need should be undertaken aligning to the QPS strategy.
- 15 It is recommended that the Central Function approach should be redesigned building on the preliminary assessment contained within this report to transition accountability for deployment of resources to Districts. The redesign will need to adopt a whole of Service view of the relative priorities between all Commands and Regional Operations when defining Capabilities & Targets/Outcomes to ensure that priorities are equalised relative to funding and resourcing i.e. it is not possible to seek 'platinum' service across all areas, there will need to be a prioritisation based on whole of Service needs aligning to the Commissioners vision.

# The specific recommendations are...

## Organisational Performance Management

*Establishing an approach that connects the entire organization in direction, provides transparency of performance from top to bottom and supports a One QPS approach to solving issues and challenges*

16

It is recommended that a Performance Management Framework is designed and implemented drawing on the elements of leading practice police services as described in this report including the focus on a broader set of measures and data sets to support decision making. It is recommended that some immediate steps are taken to establish performance management meetings that connect the organisation from individual Divisions / Units (as appropriate to support borderless policing) up through the organisation to the Deputy Commissioners and Commissioner. The approach should reinforce and support accountability for the organisation whilst simultaneously drive a whole of QPS focus.

## Governance

*Governance arrangements which supports effective prioritization and decision making for QPS*

17

It is recommended that new governance arrangements be established as set out in this report, to provide improved transparency for decision making, and ensure key aspects of the organisation i.e. People, Culture, Health and Wellbeing, Assets, Strategic Programs have a raised profile. This should include refinement of PSBA governance arrangements to be customer focused. Detail regarding the specific Governance arrangements can be seen in Appendix B.

It is recommended that the focus and number of projects across the service is immediately controlled – this should include:

18

- suspending all current projects across the service with approval required to continue. It is acknowledged that there are likely many critical projects that are ongoing and these will need to rapidly move on from the suspension (subject to approval)
- suspending all future project expenditure i.e. no further funding through the Demand and Resourcing Committee (D&RC) until further notice (this has already been activated).
- Suspending current and future research projects with approval required to continue.
- Establish a baseline of all ongoing or potential projects.

# The specific recommendations are...

## The Importance of Implementation

*A focus on implementation which 'breaks the cycle' and relentlessly focuses on delivering the intended outcomes from change*

- It is recommended that an Implementation Team be established to provide the necessary focus, prioritisation, capacity and capability to deliver the intended outcomes of any future projects (including any projects arising from recommendations accepted from this Review).
- 19 Focus should be given to the insights provided within this section of the report to ensure that the implementation team maximise the opportunity to deliver any intended outcomes. Suggested guiding principles for implementation can be seen in Appendix C.

## PSBA

*A PSBA delivery model which is customer focused and includes demand management within QPS to support the matching of available capacity and capability to need*

- It is recommended that once the scope and implementation plan for the PSBA Transformation Program is agreed, that QPS allocate appropriate resources to support this embedded within the project. This will require specific focus on understanding and prioritising demand (for PSBA services) from a QPS viewpoint. The following elements are considered for prioritisation: Human Resources service redesign; ICT current state baseline; Assets current state baseline.
- 20
- 21 It is recommended that as part of the Strategic and Service Alignment project, that functions which do not have broader commonality across the customer base i.e. would not offer potential economies of scale, are identified and subsequently transitioned back to the QPS.
- 
- 22 It is recommended that the immediate focus for systems and digital is directed towards understanding the foundations in this area including clarity of service delivery model both within QPS and with PSBA, establishing a robust systems architecture and process to effectively manage changes, and understanding ICT costs into the future.

# Contents

	<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>1.</b>	<b>Introduction</b>	<b>32</b>
<b>2.</b>	<b>Policing Demand</b>	<b>50</b>
<b>3.</b>	<b>Culture and Engagement</b>	<b>63</b>
<b>4.</b>	<b>Health and Wellbeing</b>	<b>72</b>
<b>5.</b>	<b>Organisation Structure Baseline</b>	<b>81</b>
<b>6.</b>	<b>Human Resources Policies and Practices</b>	<b>104</b>
<b>7.</b>	<b>Central Functions</b>	<b>109</b>
<b>8.</b>	<b>Regional Policing Models</b>	<b>121</b>
<b>9.</b>	<b>Systems and Digital</b>	<b>132</b>
<b>10.</b>	<b>Governance</b>	<b>138</b>
<b>11.</b>	<b>Organisational Performance Management</b>	<b>148</b>
<b>12.</b>	<b>Boundaries</b>	<b>159</b>
<b>13.</b>	<b>Partners</b>	<b>166</b>
<b>14.</b>	<b>PSBA</b>	<b>175</b>
<b>15.</b>	<b>The Importance of Implementation</b>	<b>190</b>
<b>16.</b>	<b>Recommendations</b>	<b>196</b>
<b>17.</b>	<b>Appendices</b>	<b>202</b>

# Executive Summary

## 1. INTRODUCTION

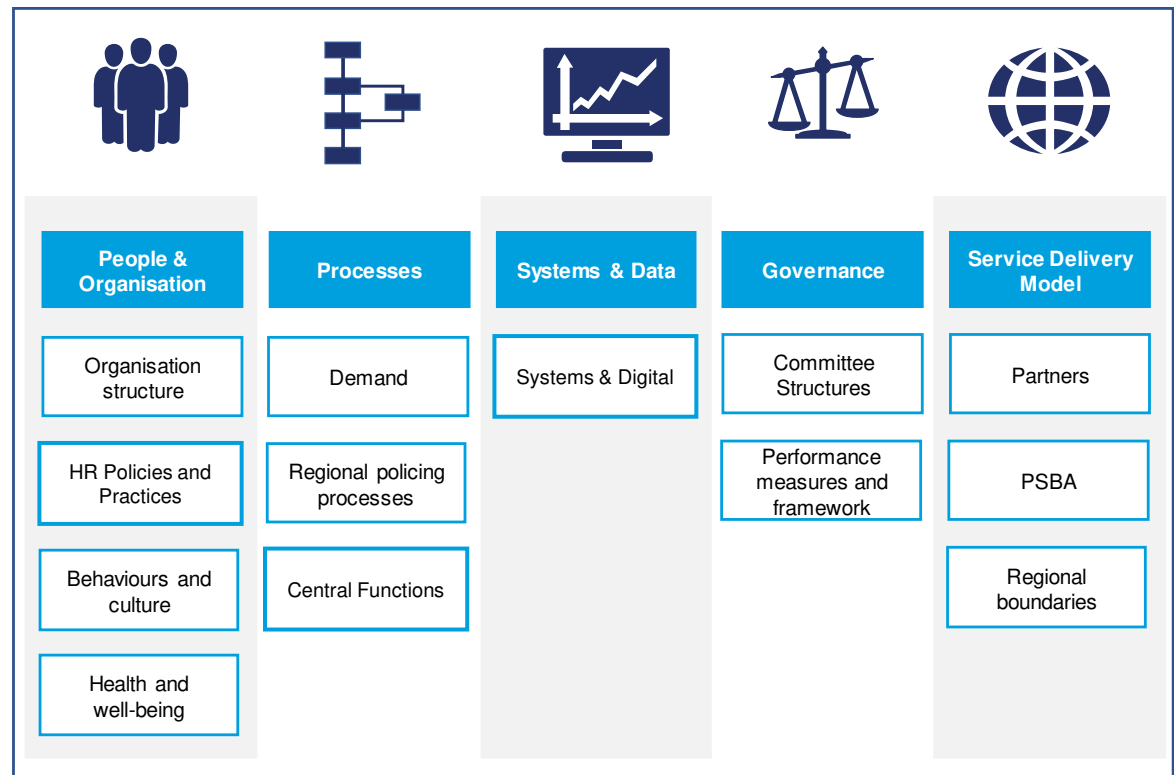
### 1.1 Context and focus of the Review

This Review has been initiated by Commissioner Carroll following her appointment to the Queensland Police Service (QPS) in July 2019. The purpose of the Review is to provide an independent assessment of the QPS to explore the challenges associated with the current operating environment, with a view to building capacity for the future. Additionally, the Review also allows QPS to examine its relationship with the Public Safety Business Agency (PSBA) and how this service delivery model can best support the QPS in the future. It should be stated that in parallel with this Review, work is currently underway in the PSBA in relation to a Strategic and Service Alignment Program providing refocus to customer needs.

The framework opposite has been used to guide the scope of the Review, drawing upon the following inputs to provide a triangulated view of challenges and opportunities:

- Previous Reviews and / or significant bodies of work;
- QPS documentation, policies and procedures;
- Consultations with sworn officers and civilians;
- QPS data;
- Research and / or environmental scans; and
- Professional opinion of the Reviewer.

### Framework guiding the scope of the QPS Review





# Executive Summary

## 1.2 Queensland Police Service (QPS) Responsibilities

As defined in the Queensland Police Service (QPS) Service Delivery Statements (2019-20, Queensland State Budget), and the Police Service Administration Act 1990 and the Financial Accountability Act 2009, the role of the QPS is to provide effective, high-quality and responsive policing services, in collaboration with community, government and non-government partners, to make Queensland safer. The department's vision is to deliver safe and secure communities through collaboration, innovation and best practice.

The QPS contributes to the Government's objectives *Our Future State: Advancing Queensland's Priorities* by working to Keep Communities Safe and to Be a Responsive Government. This is done through:

- Strengthening Relationships
  - fostering collaborative partnerships with government agencies, non-government organisations and community groups to maximise opportunities to prevent crime and enhance community safety;
  - preserving the legitimacy of policing through fair and ethical service delivery; and
  - strengthening positive online user and social media experiences to expand options for engagement with police.
- Making the Community Safer
  - providing timely and professional responses to calls for service to maintain community confidence; and
  - improving policing services to people who are over-represented in the criminal justice system as either victims or offenders, including vulnerable persons, young people and victims of domestic and family violence.
- Equipping our Workforce for the Future
  - investing in our people to meet current and future challenges through capability planning and development to position the QPS as a learning organization;
  - providing equipment, technology and facilities to support our frontline staff; and
  - supporting healthy, safe and inclusive workplaces and promoting a diverse workforce that reflects the community we serve.
- Stopping Crime
  - developing sustainable, effective, innovative and efficient approaches to preventing, disrupting and investigating crime; and
  - addressing the threat of serious and organised crime, terrorism and radicalisation through strong collaborative partnerships with community and other law enforcement agencies.

The QPS as an agency has responsibility for two service areas which are as follows:

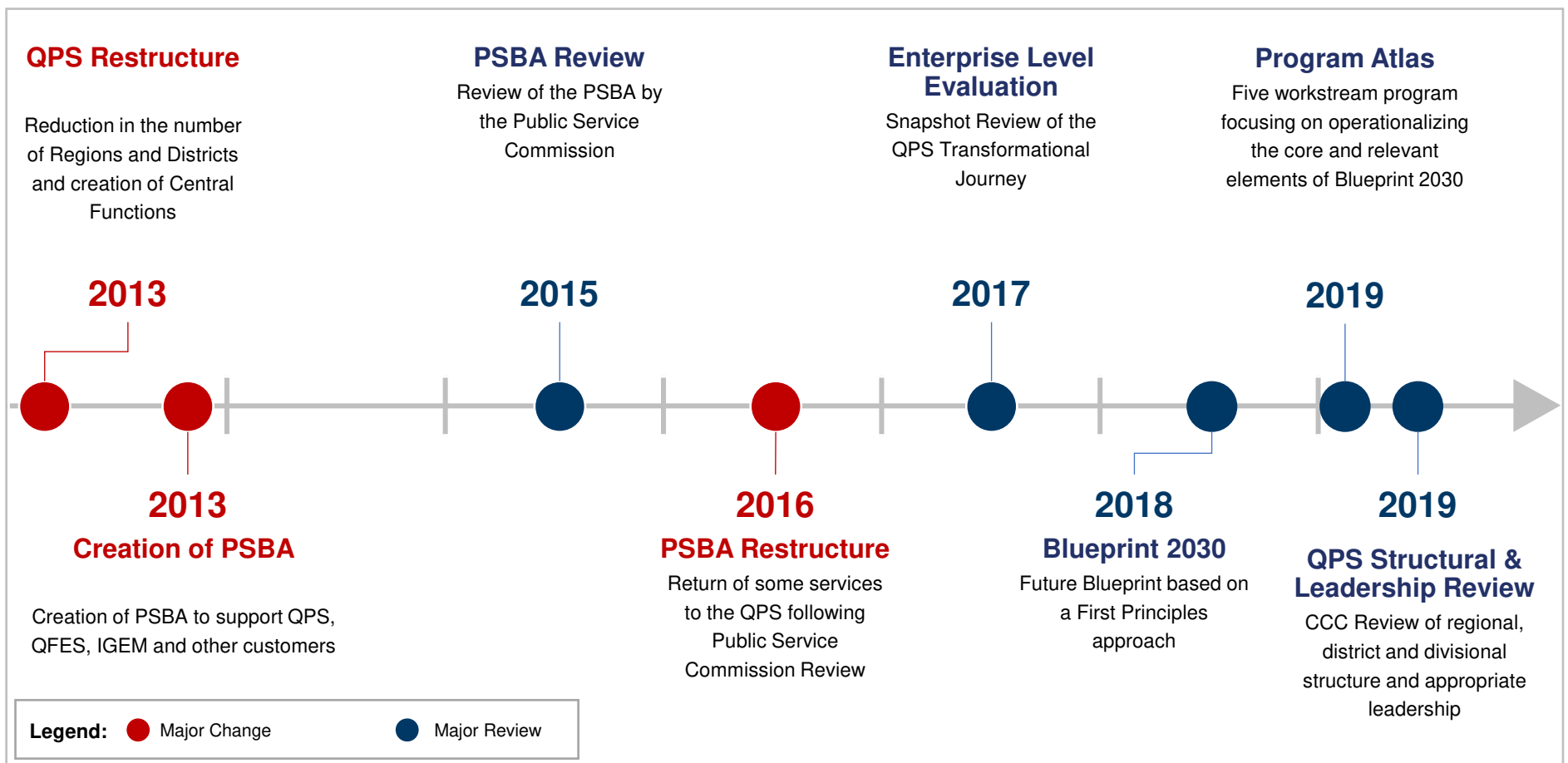
- Crime and public order: To uphold the law by working with the community to stop crime and make Queensland safer.
- Road safety: To contribute to stopping crime and making the community safer through road safety relationships, reducing road trauma and evidence-based enforcement anywhere, anytime.

# Executive Summary

## 1.3 Major Reviews and Organisational Changes in recent history

Since 2013, the QPS has seen five major reviews and three significant organisational changes. The timeline below highlights the main influences.

### Major Changes and Reviews impacting QPS in recent history



# Executive Summary

## 1.4 Organisational Performance - Crime

Reported crime shows an increase in the total volume of reported offences at 10% comparing the period July-Sept 2015 to July-Sept 2019. There has been significant increases during the period of property offences (28%) and offences against the person (24%). However, 'other' offences, have reduced by 7%. The category of 'other' offences differs from offences against the person and property, in that these offences ('other' offences), are generally detected by police rather than reported to police by the members of the community.

Cleared crime shows a reduction in the percentage of total crimes cleared by 7%. The volume of total crimes cleared has actually increased during this period, however, it is offset by the growth in reported crimes.

### Reported crime Jul-Sept 15 versus Jul-Sept 19



**↑ 10%**

Increase in total reported crime



**↑ 28%**

Increase in total reported crime against property



**↑ 24%**

Increase in total reported crime against the person



**↓ 7%**

Decrease in total 'other' crime

### Cleared crime Jul-Sept 15 versus Jul-Sept 19



**↓ 7%**

Reduction in the percentage of total crimes that are cleared up



**↓ 3%**

Reduction in the percentage of property crimes that are cleared up



**↓ 13%**

Reduction in the percentage of crimes against the person that are cleared up



**↓ 3%**

Reduction in the percentage of 'other' crimes that are cleared up

# Executive Summary

## 1.5 Organisational Performance – Community Confidence

The eight performance measures regarding community confidence as set out in the QPS Service Delivery Statement are shown below. Each of the measures demonstrate significant variability between individual reporting periods, with swings of up to 10 percentage points. Nevertheless, of the eight measures, seven show a trending reduction in confidence from the community.

### Community perceptions of police Q1/14 through Q4/18



↓ 1%

Reduction in the **perceptions - police professionalism**



↓ 2%

Reduction in the **perceptions – police are honest**



↓ 2%

Reduction in the **perceptions - police treating people fairly and equally**



↓ 5%

Reduction in the **perceptions – confidence in police**

### Community satisfaction with police Q1/14 through Q4/18



↑ 4%

Increase in the **general community satisfaction**



↓ 1%

Reduction in the **satisfaction of individuals that have contacted police**



↓ 1%

Reduction in the **satisfaction of police dealing with public order issues**



↓ 8%

Reduction in the **satisfaction of police dealing with emergencies and disasters**

# Executive Summary

## 2. POLICING DEMANDS

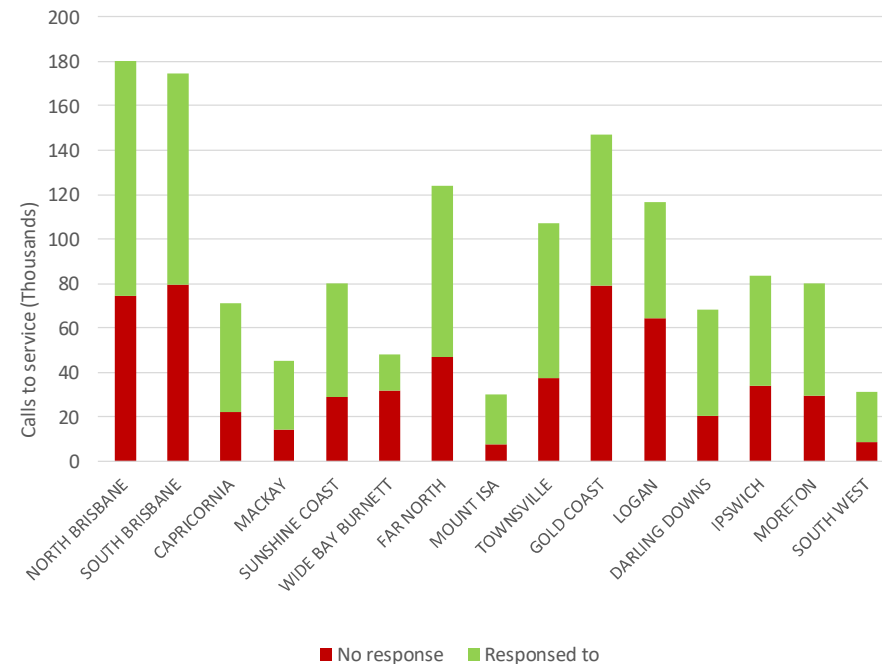
The demands placed on policing services across the Globe are changing. This is also the case in Queensland. Changes in crime types as well as increases in the complexity of social issues, supporting disaster management and increasing community expectations are all contributing factors. There have been a range of legislative and policy changes in Queensland, that largely align to the global trends, that together with the backdrop described above are increasing demand pressures on the QPS. As an example, **a very conservative estimated 414 FTE is spent directly dealing with domestic and family violence associated issues by the QPS.**

At the present time there is not a view of the holistic demand placed on the QPS, without which it is not possible to make sophisticated decisions regarding the prioritization and allocation of resources. The need for this holistic picture is well understood by the QPS and work is ongoing, in collaboration with Queensland Treasury Corporation (QTC) to provide the necessary transparency.

One element of the demand placed on the QPS, 'calls for service' i.e. the need to provide a police response to an issue, is relatively well understood and illustrates the challenge being faced.

**Calls to service have grown by 48% over the period 14/15 to 18/19** with data indicating that **in 18/19 42% of this demand was unmet** i.e. no resources were deployed to the incident. At the present time it does not appear to be possible to obtain a breakdown of the incident types that are not being met. **There is risk posed by the lack of understanding of the 'unknown demand' and the unmet demand through calls to service (and unknown demand).**

Calls to Service by QPS District



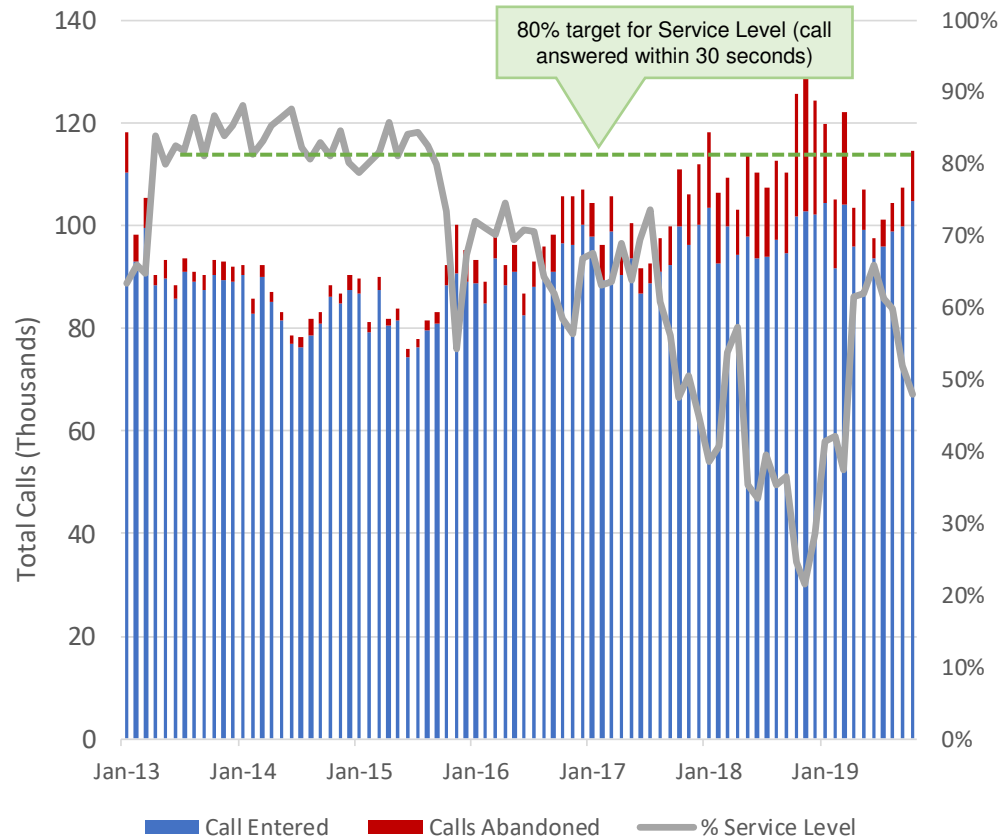
# Executive Summary

Policelink was introduced in 2010 as the preferred contact for the Queensland Police, to enhance their services and enable frontline officers to spend more time performing operational duties. Since its inception in 2010 Policelink has broadened the channels it offers and the services it provides both to the public and to police officers with a view to enhancing community engagement and satisfaction and creating efficiencies for front line police officers.

The combined view of phone calls, emails and digital volumes to Policelink illustrates significant growth in demand with total volumes averaging **~145,000 per month in 2019. This represents a 32% growth since January 2013.** Significant performance challenges have been experienced relating to **increased abandoned call rates (peaking at ~14% of total calls being abandoned)** and **reduced Grade of Service (a low of 21% of calls being answered within the target of 30 seconds).**

Whilst the introduction of a concierge process has delivered significant improvement there **remain major challenges which will undermine community perception of the QPS.**

**Figure 14. Policelink Call Volumes and Service Level**



Source: Policelink data

# Executive Summary

## 3. CULTURE AND ENGAGEMENT

An organisation's culture including its approach to organisational engagement is a significant determinant in a high performing organisation. The elements of culture are multifaceted and complex and for this reason this Review does not seek to unpick and provide recommendations regarding any potential cultural issues, instead, it focuses on the QPS approach to understanding and driving improvement in this area.

**Currently there is no agreed or consistent approach to engagement within QPS**, however it needs to be noted that externally facing, the QPS engages well, particularly from a Commissioned Officers Rank, with key external stakeholders including all levels of government. There is, however, little evidence to show where internal engagement and communications has been applied effectively across the Service.

There are currently **three programs focusing on cultural change which are fragmented and appear to lead to inconsistent messaging and understanding of the purpose**. Whilst there may be a need for various workstreams (or projects or programs) there is a need for them to be fully integrated and aligned to an overall vision or strategy.

The 2019 Working for Queensland survey provided an overall Agency Engagement scope of 53%, the same as last year and relatively consistent across the period 2014 – 2019. The response rate for this years survey was significantly up from last year (48% to 70%) and perhaps reflects the desire of the workforce to communicate with the new Commissioner. **The results for the ten elements of the survey showed QPS scores below the Queensland Public Sector average in all 10 elements.**

In July 2019, a temporary Internal Communications and Engagement team was established with the purpose of driving greater engagement and communication across the QPS and to facilitate engagement sessions with a focus on the Working for Queensland survey, developing new Service values and working towards building a preferred internal culture.

## 4. HEALTH AND WELLBEING

In 2018 Beyond Blue undertook a detailed survey of 21,014 current and former employees from police, fire, ambulance and State Emergency Services across Australia. This survey identified that while many employees and volunteers reported having good mental health and wellbeing and high levels of resilience, The survey also identifies that QPS respondents have **higher rates of psychological distress, higher rates of diagnosis of mental health conditions, and higher rates of suicidal thinking and planning than the general adult population in Australia and the police sector overall**. This reflects the heightened importance of health and wellbeing within the QPS.

There were a number of themes that were identified during the Review, which are set out below:

- **Injury management** – There was significant feedback provided regarding the ineffective nature of injury management. This was reflected across the Regions and Commands as well as the Health and Safety Management Team, responsible for delivering the service. Feedback from Regional Operations tended to focus on the challenges associated with the current centralised model and an apparent disconnection between the Injury Management Team and line management. This resulted in line managers not having transparency of progress with regards to individual cases.

# Executive Summary

- **Injury management (continued)** - The extent to which the centralised model is the root cause, in comparison to the lack of capacity of the injury management team could not be determined. An internal audit was undertaken which highlighted numerous issues in the current approach including excessive caseloads (**131 per case manager compared to a national average of 55**), limited highly experienced staff, and a range of important administrative activities not being undertaken due to capacity constraints. *QPS Rehabilitation and Return to Work Internal Audit (2019)*. It should be noted that the Commissioner of Police has already approved a further 5 roles focused on injury management to provide immediate improvement in this area.
- **Fatigue management** – There was significant and prevalent feedback regarding the impact of the current delivery model and excessive demand regarding fatigue management. This was particularly acute in Regions / Districts / Divisions where numerous examples were given regarding insufficient down time being provisioned for to manage fatigue. This included individuals being called in to cover shifts when they were required to take a break.
- **Mental health not adequately monitored and supported** – Feedback from Regions / Districts / Divisions suggested that mental health was not adequately focused on by the QPS. This view was also supported by HSOs. There was mixed feedback regarding the extent to which the environment enabled individuals to seek help. The feedback was largely polarised with some individuals expressing their concern that ‘putting your hand up’ would be to the detriment of ones career, versus others expressing that there had been significant improvement in this regard over the past number of years.
- **HSO role** – There appears to be a lack of role clarity and conflicting expectations where HSOs are expected to operate under the policies and procedures of the QPS but also in accordance with the respective professional bodies. There was consistent feedback from multiple individuals regarding professional mental health advice being provided and overruled by operational police officers exposing the individuals (HSO’s and impacted individuals) and the organisation to risk. There was extensive and significant detailed feedback provided regarding the challenges currently being faced and the potential implications of these challenges.
- **Isolation of hosted resources** – It was apparent through the State-wide site visits and consultations that one of the unintended consequences of the 2013 re-structure, establishment of central functions and the concept of ‘hosted’ resources was the creation of silos in the Regions and Districts. In the worst instances this appeared to manifest itself in an environment that could be isolating for hosted resources. This appeared to be exacerbated when hosted resources were in small numbers. The impact of such an environment would likely have a significant impact on morale, health and wellbeing for the affected individuals.
- **Condition of facilities** – It was apparent that in some instances, that the working environment was significantly below a level that would be deemed appropriate. In addition, there was significant variability between different locations and even within a single location in the case of Cairns station. At present there are multiple approaches to maintaining facilities including the PSBA, Districts and Commands – it appears that this fragmented approach has led to significant disparity in terms of investment across the State.



# Executive Summary

## 5, ORGANISATIONAL STRUCTURE BASELINE

The optics of the current structure does not appear to support a community-based policing model i.e. deploying resources to support community issues and needs. This is highlighted by the following:

- There are **nine Central Function Commands compared to only five Regions to provide Regional Operations.**
- Resources are distributed as follows **Regions Operations 9,200 (60%)** versus Central Functions (with hosted accounted for in **Central Functions) 6,253 (40%)**; or Regional Operations with hosted accounted for in Regional Operations 11,361 (74%) versus 4,092 (26%).
- There is a **significant variance in the distribution of ranks / grades across both sworn and unsworn.** Although the appropriate of this distribution has not been assessed as part of this Review, feedback from consultations suggested that the distribution of grades across the organization was not appropriate, nor based upon a transparent methodology.
- There is a **significant variance in spans of control at an Assistant Commissioner level (AC : Officers) ranging from 1 : 78 through to 1 : 2,136.** It is acknowledged that the number of staff per Assistant Commissioner is just one means of comparison, and should also be complemented with the consideration of technical specialism and risk. Nevertheless the variance in the ratio of Assistant Commissioners to Sworn Officers from 1 : 78 through to 1 : 2,136 is significant.
- The **intelligence function has grown by 249% from 2011 to 2019.** Whilst a detailed Review of Intelligence has not been included in this Review it is understood that separate Reviews have been completed. Ensuring that value is being delivered from the significant growth will be critical.
- Although subjective, the challenges associated with workload that was witnessed through focus groups both at state level and in Regional Operations across the State did not appear equitable i.e. **in general terms, Regional Operations appeared to be much less well resourced than Central Commands.**
- There was a **reduction of 500 unsworn FTE in 2012 and 2013 prior to the establishment of the PSBA** which has significantly contributed to the **movement of administrative and support services activities being passed to sworn officers.**

## 6. HUMAN RESOURE (HR) POLICIES AND PRACTICES

At present the HR function is delivered via a service delivery model which spans three organisations – the QPS (People Capability Command); the Public Safety Business Agency (PSBA) HR Function, and Queensland Shared Services. From consultations it appears that there is an absence of an integrated HR or People strategy that draws together the disparate parts and provides effective and efficient alignment to the overall QPS Strategy.

# Executive Summary

During the course of this Review, consideration has been given to any key HR policies or practices which could potentially inhibit the QPS in supporting the Commissioners Vision of a connected and engaged workforce and efficient and effective service delivery. These are summarized below:

- **Promotion Panels** - The current approach to promotion panels to the rank of senior constable (for specific roles), sergeant and senior sergeant was moved from a central panel arrangement (pre-2013) to a District based model following the restructure. Feedback through consultations consistently raised issues regarding this approach particularly in relation to fairness. There was a perception from those consulted with that locally convened panels preferenced local people i.e. people already known by the District / Command. Furthermore there were numerous anecdotes regarding the inconsistent requirements expected for the same role in different locations e.g. “for one location I am told that my CV was very close to the mark, and in other locations I am told that I am way off the mark”.
- **Unsworn staff role grading** - There was significant feedback from unsworn staff regarding the lack of alignment between role grading and the responsibilities and activities being undertaken. This was particularly prevalent at the AO2 grade. Anecdotally several individuals have submitted their roles for evaluation through Jobs Evaluation Management System (JEMS) with some individuals experiencing success. The issue appeared to be compounded by a perceived lack of parity with other Queensland Government organisations. This was the overwhelming issue raised by unsworn staff with the majority stating that it reflected a lack of fairness and respect towards the unsworn cohort.
- **Roles not requiring sworn officer powers** - There were a number of issues raised regarding the use of sworn officers in roles that did not necessarily require sworn police officer powers. This included:
  - The lack of opportunity for unsworn staff to relieve in positions held by sworn officers, even when the role did not specifically require sworn officer powers – for example in Organisational Capability Command and People Capability Command.
  - The use of sworn officers in the watch-house, which anecdotally is applied inconsistently across the State; intelligence; court orderly and front counter which is diverting officers from the front line.
  - The broader opportunity to explore civilianisation for roles and activities which do not require sworn officer powers.
- **Inhibited ability to move roles and locations** - Feedback raised issues regarding the inhibited ability of officers to fairly and transparently move between roles and locations This included
  - Anecdotally, there can be significant challenges encountered for officers seeking to return to the broader QPS after completing a role in remote Queensland. This challenge appearing to be exacerbated by the local panels and associated inconsistency. In addition, significant challenges were identified by the Crime and Corruption Commission (CCC) Policing Group where a combination of the role being on a timebound secondment as well as in the case of Witness Protection, the development of a skill-set that isn't a requirement in the QPS i.e. a loss of relevance for the individual within the QPS.

# Executive Summary

- **Inhibited ability to move roles and locations (continued)**
  - At present the approach undertaken by the Transfer Advisory Committee (TAC) appears to be inconsistent, resulting in officers feeling that the approach is not transparent or equitable. This issue relates to the above in that officers seeking a return from a remote location or CCC Police Group but also relates to officers seeking new roles more broadly. For example, in some instances officers felt that roles tended to be filled via TAC at the expense of development opportunities for those already based at the location.
- **Impacts on productivity** - A number of HR policies and practices were identified as issues which impacted localised productivity and therefore the ability for Divisions to service demand. This included:
  - At present First Year Constables (FYC) are accounted for on the basis of 1 FTE from when they join a Division. This is despite the fact that over the first 12 months, 6 months of the FYC time is spent on training and in addition FYC cannot be deployed together. Until recently, it was the case that FYC were accounted for as surplus. The change in accounting rules exacerbates the challenges currently faced in resourcing calls for service through General Duties. This also appears to have a knock-on impact of FYC not be rotated into other teams e.g. CIB as part of their first-year development.
  - It appears that the tenure for recruits in remote areas can be only two years in some instances. Given the challenge in attracting and retaining people to remote areas and the fact that new recruits are required to undertake significant training in the first year means that available productive time over a two-year period is severely diminished.
  - Within Districts and Divisions the current approaches to rostering can inhibit the ability of the QPS to match resource and demand at a local level. A variety of rostering models are utilized including matrix rosters which provide long term clarity to Officers but can undermine the ability to match resource to demand and therefore deploy the most efficient service delivery model. In addition, significant feedback was provided regarding the ability to comply with the flexible working policy, particularly in parts of the organisation which require 24/7 coverage and have smaller pools of resources. Anecdotally, the policy is unintentionally further constraining the organisations ability to meet demand.
- **Matching resource and demand statewide** - There was a general view that resources were not allocated in a consistent manner with demand across the State – this included comparisons between Central Commands and Regional Operations, as well as comparisons between Divisions, Districts and Regions. Currently, the ability to move resources appropriate to need is significantly inhibited by policy and Enterprise Bargaining Agreements whereby movements can realistically only occur as a recruit leaves the Academy or with Commissioned Officer movements.

# Executive Summary

## 7. CENTRAL FUNCTIONS

The concept of Central Functions was established from the 2013 Structural Review with the intent of ‘providing for a balance between local policing operations and management and the requirement for centralised influence to achieve a more flexible, mobile and problem focused organisation’.

There were a range of views on the strengths and limitations relating to the effectiveness of the Central Function Model. Many of the opinions gathered through consultations were contradictory, reflecting the relative merits of the model from the perspective and responsibility of the individual providing the view. This section seeks to identify common themes from a whole of QPS outcome perspective. Many of these observations ratify the findings of the MacSporran Review (2019).

- **Improvements in consistency and standards** – There was a general consensus that Central Functioning had driven improvements in consistency and standards, particularly in relation to Communication Centre’s, Forensics and Road Policing. This was one of the key drivers of the 2013 Restructure.
- **General Support of Central Functions by Central Functions** – Overall there appeared to be general support of the Central Function Model by those involved in Central Functions, particularly in relation to the increased funding and capability building. However, unanimously in Regional Operations and in pockets within Central Functions there was a perception that the focus on Central Commands versus Regions is out of balance i.e. nine Commands versus five Regions.
- **Central Function Business Rules** – There was broad confusion expressed regarding the Central Function Business Rules, particularly in relation to the hosting arrangements. The main issues relating to this were:
  - The significant complexity inherent within the Business Rules which inhibited the ability for officers to clearly understand responsibilities and allow them to operationalize the intent;
  - A lack of awareness of the Business Rules by some parties;
  - A perception that the intent and spirit of the Business Rules were not being complied with consistently.
  - A lack of role definition and clarity for Support Inspectors.
- **Disconnection from local priorities** – The implementation of the new structure has created silos between Central Functions and Regional Operations undermining the ability to meet local priorities through the effective co-ordination of effort. This was observed acutely during consultations across the State including in many instances by hosted resources where conflict regarding relative priorities between the owning and hosting areas appeared commonplace. The extent to which this manifested itself was variable across Districts and seemed disproportionately dependent upon the strength of relationships held and situational factors e.g. level of remoteness (where more remote areas appear to be more collegiate), rather than overall policing priorities. There are however areas most notably Mount Isa District and Logan District where an integrated approach to deployment appears to be more effective.

# Executive Summary

- **Creation of a Divisive Environment** – The execution of the new structure has had an unintended consequence in creating a divisive environment in Regional Operations. The main issues relating to this were:
  - A significant proportion of feedback illustrated that hosted resources often felt that they had two or more line managers, and were directed differently based upon the priorities of those managers.
  - Some hosted resources feeling as though they didn't receive sufficient day-to-day supervision, that they were not considered part of the Region/ District Team and in some instances isolated.
- **Perceived discrepancy in budget between Central Functions and Regional Ops** – The 2013 Restructure reallocated the budget rapidly moving existing budget line items to new locations rather than a full zero-based review to reallocate budget to effort and outcomes. There were numerous anecdotes provided during consultation regarding Regions/Districts being allocated funding by Central Functions late in the budget year with the mandate to spend. Such an approach to spending will undermine the ability to allocate funding to priorities.
- **Applicability of Functions to be Centrally Deployed** – Consultations highlighted that there were a number of Central Functions which were readily accepted by Regions/Districts as requiring central deployment e.g. Homicide Group. Conversely there were a range of Central Functions that were consistently identified by Regions/Districts as needing to be deployed locally within the District.
- **Lack of accountability to deliver targets** – Consultations with Commissioned Officers in Regions/Districts highlighted that the current model didn't provide them with accountability to deliver against the breadth of targets against which their performance was assessed e.g. Random Breath Tests.

## 8. REGIONAL OPERATIONS

A number of issues regarding the current Regional Operations service delivery model were identified:

- **General Duties, CPIU and CIB Capacity** – A lack of capacity to deal with demand was a common theme across General Duties, CPIU and CIB. Whilst this issue was not analysed in detail this is consistent with the significant growth in demand that was described earlier. Anecdotally, the capacity issue is manifesting itself in high levels of stress amongst the workforce as well as a lack of confidence that the teams are adequately and consistently serving the community.
- **General Duties Resource Levels** – General Duties roles are being significantly impacted through the reduction of officers from the roster. This included:
  - Relieving other General Duty teams within the District; relieving in CIB and CPIU; resourcing the Watch-houses

The reduction of officers from the roster is inhibiting the ability of General Duties to provide a resource base to deal with the demand. It should be noted that a further complexity is that the relieving of other roles by General Duties does however provide an opportunity for professional development.

# Executive Summary

- **Demand impacts** – There was significant feedback in relation to specific demand types and the impact on Regional Operations. This included:
  - Domestic and Family Violence (D&FV) - Numerous anecdotes were provided with regards to the specific impacts in terms of the time taken in completing the administrative requirements of D&FV;
  - Mental Health – Significant time expended transporting members of the community to hospital and then waiting for an assessment to be completed (which tends to be triaged as low priority by Queensland Health). It should be noted that in many Districts a co-responder model has been adopted between QPS and QH to allow mental health issues to be assessed without going to hospital.
  - Prisoner Transport – apparent inconsistencies in responsibilities whereby in some locations Queensland Corrective Services (QCS) pick prisoners up while in other areas the responsibility resides with QPS,
  - Youth Justice – the impacts of recidivists increasingly being managed outside of the custodial environment resulting in the offenders being back on the street and offending in rapid time,
  - Court Orderly – the provision of Court orderly services by officers which does not necessitate sworn officer status.
  - Fulfilling the requirements of other public service agencies – Providing broader services outside of 9am – 5pm business hours.
- **Devolved decision making** – Feedback regarding the push towards devolved decision-making resulting from the 2013 Structural Review was largely positive. Feedback suggested that the journey had been a difficult one, largely due to the approach to implementation, nevertheless, in general Senior Sergeants appeared to be thriving with the new level of responsibility. This must however be considered in relation to the increased workload and pressure on capacity highlighted by the other themes identified.
- **Perceived inequity in workload** – There was a strong and consistent theme arising from General Duties regarding the perceived inequity in workload locally. This primarily focused on teams that had been created using General Duties resources (at least in part) and the fact that these teams appeared to be able to self select whether they would respond to calls for service.
- **Excessive administration on Officers** – There has been an apparent significant increase in administrative activities being undertaken by sworn officers. This primarily relates to HR, Finance and Contract Management activities being placed on OICs and Commissioned Officers. In addition broader activities such as Front Counter were identified as areas that were also unnecessarily consuming sworn officer time. All of the above are diverting sworn officers away from front line activities.
- **Unsworn resource levels** – Civilian staff consistently identified the fact that they were inadequately resourced to support the current service delivery model. This included having to take responsibility for additional ‘corporate service’ tasks since the 2013 Restructure and subsequent establishment of the PSBA and the reduction of support staff locally.
- **Perception that under valued if outside SEQ** – Significant feedback was provided regarding the lack of focus and understanding of the challenges outside SEQ (by those based in SEQ). Those based outside SEQ evidenced the above perception with resourcing numbers, lack of development opportunities, as well as a generally feeling of not be understood or heard.

# Executive Summary

- **Disconnection with Policelink and Communications Centre** – There is a clear disconnection between Policelink, Communications Centres and Districts to maximise the efficiency and effectiveness of service delivery. This was illustrated by the recognition that the three entities (Policelink, Communications Centres and Districts) were focused on different and often conflicting Key Performance Indicators which didn't necessarily align to delivering the optimal community outcomes. A further and significant complexity was the variability of expectations from Districts i.e. some Districts are seeking low levels of triage to enable them to make local decisions while others are seeking more robust triage to extract demand from the system prior to it arriving in the District.
- **Excessive administrative burden on General Duties** – Administrative tasks placed on General Duties staff in undertaking their roles is excessive including double entry and perceived unnecessary activities in QPRIME and ITAS.
- **Under valuing General Duties** – Significant input was provided by the General Duties cohort regarding a perceived de-valuing of the function. This was reflected both by the manner in which resources were taken from the function to relieve elsewhere (explained earlier). Additionally, some officers indicated that the term 'general duties' does not adequately reflect the specialism or importance of the role and this contributed towards the diversion of 'general' tasks to the general duties team.
- **Variability in service delivery model between Districts** - There is significant variability in the service delivery models that are used across different Districts and Divisions. All Districts adopt the standard or core Service Delivery Model of General Duties, CPIU and CIB, supplemented by a range of Hosted functions. In addition to the standard delivery models elements it is apparent that Divisions and Districts also tend to establish a range of non-standard delivery model elements. Whilst these localised changes are undoubtedly made with the intention of driving improvement, such changes typically result in simply moving problems and issues around, rather than providing a holistically optimal solution.
- **Lack of robust methodology and approach for resource allocation** - The current model of allocation of resources is based upon a methodology which is limited in its application not effectively taking into consideration the diverse factors of population, geographical coverage, demographic, and calls for service etc. The absence of a robust methodology of this form undermines the ability of QPS to move towards an appropriate State-wide resourcing model.

## 9. SYSTEMS AND DIGITAL

The current service delivery model for technology is a split model between the PSBA, via Frontline and Digital Services (F&DS) and the QPS. The purpose of F&DS is to deliver governance and architecture, ICT delivery, ICT operations, platinum services and cyber security to the QPS. The QPS has technology focused resources in several parts of the organisation including Core Systems, Digital Office and Mobility and Innovation (as part of Organisational Capability Command), a team in Policelink (as part of Community Contact Command) and a team in intelligence. Discussions with stakeholders highlighted that the overall approach was extremely fragmented with a lack of clarity regarding roles and responsibilities, particularly with the PSBA, and a misalignment in expectations of services provided.



# Executive Summary

- **System architecture** - QPS has for many years utilised a broad ranging approach to its planning, delivery and use of ICT applications, and despite the massive shift to the QPRIME platform many years ago where over one hundred legacy applications were successfully merged into a singular records management system (RMS), there remain numerous additional disparate, and discrete applications used by police for collecting, analyzing and storing, the extremely sensitive data collected or generated by the organisation. Given the fragmentation of applications and systems across the organisation, it is essential to understand the interconnectivity when implementing changes. Feedback from stakeholders within QPS highlighted that there was not currently an adequate understanding of the architecture, resulting in new systems and applications continuing to be established across the organisation with low awareness of implications.
- **Mobility** - QPS' internationally acclaimed mobility program and the QLiTe application has been rolled out used by over 7000 first responding police officer. Feedback from consultations was unanimously positive regarding the benefits that QLiTe has delivered to the front line in terms of time savings for General Duties. Planning for the 'next generation' QLiTe is already underway seeking to build on the successes and provide additional functionality and associated time savings.
- **Pressure on the Public Safety Network** - Greater reliance upon ICT and web enabled approaches means an ever-increasing need for network capacity (or bandwidth), and as a consequence, increase in the use of and pressure on the public safety network (PSN) used by QPS and other public safety agencies to distribute hardwired data across the state. This is illustrated by the increased use of applications such as body worn camera (which consumes significant bandwidth moving image data to the cloud) and cloud-based email and office applications (Office 365) all putting pressure on available network capacity.
- **Information Security** - Increased ingestion and use of information brings increased risks associated with information security. Continuing to meet the very necessary requirements of Government's Information Security Policy (IS18:2018) is an ongoing challenge for all agencies, and particularly for the QPS given the numerous systems it uses, and the sensitivity of the data it collects and stores. At the same time, threats to information security continue to evolve and the QPS and PSBA are required to continuously grow, strengthen and test their information security practices to keep ahead of these threats.
- **Technology cost** - There is significant cost associated with technology for the QPS. Feedback from stakeholders described a lack of transparency of associated costs, particularly in understanding an overall technology strategy and the longer-term cost profile across both operating cost and capital expenditure. Using capital expenditure allocations for building and maintaining large server infrastructure to host applications or store data was previously a large part of the business of the QPS, and more recently the PSBA. However, the growth of Cloud Based Solutions is changing the technology cost profile moving costs that would have historically been capital expenditure into operating costs.



# Executive Summary

- **Contact management systems** - The QPS currently has numerous contact management options. The systems used to manage contact have little or no integration across QPS or externally with partner agencies and organisations. The current state has the following challenges:
  - Computer Aided Dispatch (CAD) – the contract with Fujitsu, for CAD, used by the Communications Group, expires in June 2022; the current version of CAD is considered a legacy system by Fujitsu;
  - Policelink – the contract for the Customer Relations Management system at Policelink, PIMS, expires in June 2023; the system does not integrate with CAD resulting in double handling;
  - Weapons Licencing – currently uses the same Customer Relationship Management system as Policelink, however, this will change in the near future.

The QPS is currently establishing a project to further analyse the current state and provide options for the future.

- **Digital Futures** - As part of Program ATLAS, the Digital Futures project undertook extensive working analyzing the QPS and broader policing landscape to develop a Digital Business Strategy. The strategy described eight future perspectives for digitally enabled service delivery.
  - Environmental awareness – Autonomous Artificial Intelligence (AI) enabled tool, including intelligence and demand prediction, providing improved environmental awareness to QPS;
  - Community interactions – New, emerging channels (Voice etc), supported by an omni-channel experience to redesign the communities interactions with the QPS;
  - Demand management – AI-enabled tools, and a stakeholder case management portal to enable the QPS to more efficiently optimize resources to respond and process demand, or divert the demand into partner agencies.
  - Frontline response – Frontline officers being safer and more efficient after being equipped with contextual and pre-emptive insights and other key tools and technologies.
  - Investigation and intelligence – Human capabilities augmented with AI capabilities, would vastly improve efficiency and effectiveness.
  - Partner co-delivery – A stakeholder case management platform will enable the QPS to more efficiently and effectively co-deliver services with key partner agencies.
  - Back-office operations – Digital tools, technologies and solutions would enhance the efficiency of the back office by streamlining key tasks, activities and processes.
  - Digital workforce – Enhanced digital literacy and skill-sets, and equipping the workforce with the required tools, technologies and solutions would shift the QPS workforce to be digitally enabled.

# Executive Summary

## 10. GOVERNANCE

The QPS governance framework is led by the Commissioner and Board of Management (BoM). The current Board and Committee structure was informed most recently by two QPS governance structure reviews undertaken by Deloitte in 2013 and Board Matters in 2015. In addition, the QPS attend a number of PSBA Boards and Committee. The following observations were made with regards to the current arrangements:

- **Excessive Projects undertaken** – There appears to be a culture which requires individuals to complete a project to progress in their career. In addition there is an extremely broad coverage of projects which are often either duplicative, unconnected, contradictory or insufficiently thought through in terms of cause and effect impacts. There appears also to be a tendency for projects to not be completed and / or effectively implemented.
- **Transparency of Committee structures and interconnectivity** - There is a low level of transparency of the various Committees below the Executive level and how the various Committees and sub-committees are required to interact with one another (Enterprise Level Review, P2E, 2017). In addition the current Governance structure slows down decision making and is extremely convoluted.
- **Difficulty in prioritising expenditure** - The current approach does not provide a holistic view of upcoming and competing expenditure needs nor provide Executive with transparency of the relative costs and benefits to best inform decision making.
- **People, Culture, Health and Wellbeing Focus** - Currently there is no dedicated Executive Level Committee which explicitly focuses on people, culture, health and wellbeing issues. Whilst resourcing issues are considered in the current Demand and Resource Committee (D&RC) it could be perceived that 'people' issues are a lower priority.
- **Asset Management** - The effective planning with regards to asset management is extremely important to enable QPS to optimise spend in the out years. Although, Assets are included for discussion in the current D&RC and may also be covered in sub-committees which were not identified during this review, given its importance it could be argued that it requires increased prominence.
- **PSBA Committees** - The QPS currently attends numerous PSBA committees in which often there is little or no relevance to QPS i.e. the focus may be on other PSBA customers. This does not reflect a good and productive use of time for QPS interests.

# Executive Summary

## 11. ORGANISATIONAL PERFORMANCE MANAGEMENT

Organisational performance management was considered from the following three perspectives:

- **Organisational Performance measures** - A wholesale and detailed assessment of current performance measures across the QPS was not completed as part of this Review. Nevertheless, indications suggest that in general, the performance measures that are used by the organisation are relatively narrow and largely focused on crime statistics and road traffic statistics. Whilst these measures remain one area of performance, the change in the demand placed on the QPS together with continued increased complexity in service delivery and the need to drive efficiencies means that measuring performance in this way alone, is no longer appropriate. This is illustrated by the move of leading policing organisation to complement traditional measures with other key organisational data and more holistic performance data. The availability of this broader view of performance would support more sophisticated decision-making regarding the use of resources aligning to service outcomes.
- **Organisational Performance management structures** - Although there appears to be some structures in place to support performance management, for example the three-tiered model in Regional Operations – this doesn't appear to be applied consistently nor provide alignment from top to bottom of the organisation and across organisation structural boundaries. This results in a low level of transparency of performance at the necessary levels to drive a one QPS approach. Appropriate structure in the form of meetings and processes underpinned by a culture that reinforces accountability and provides a supportive environment is essential to drive service wide performance.
- **Performance management of individuals** - There is significant dissatisfaction with the current approach to individual performance management from the workforce with overwhelming feedback suggesting that there is limited value in the current approach and that it is merely a 'tick and flick' exercise. The design of the PRD, documented in the policy and supporting guidelines, provides strong alignment to some of the attributes of high functioning performance management, however, crucially there appears to be significant variation between the intent of the policy and how things are being undertaken in the organisation, with individuals largely seeing little value in the approach. Embedding an effective performance management regime is very much contingent on employees (top to bottom) understanding and valuing the process. This tends to require cultural change within organisations and as such requires significant and sustained focus in terms of implementation, monitoring and support. Feedback from consultations highlighted that very little communication or training was provided to support the implementation of PRD and PDA.

## 12. BOUNDARIES

QPS operational and administrative boundaries provide an important function in terms of statistical comparison, alignment to partners, and potential operational efficiencies – although it should be noted that operational efficiencies are not delivered by boundaries alone but must be underpinned by appropriate operating processes, performance measures and behaviours. Command and control models and many legal instruments rely on appropriate definition of boundaries (e.g. the Disaster Management Act 2003).

# Executive Summary

Consultations with sworn officers and unsworn staff provided relatively consistent views in relations to the strengths and limitations of the current boundaries. That said, in general there was not a strong sentiment for the need for wholesale change:

- **Broader than QPS** – Alignment to partner agency boundaries was raised as the key opportunity through the consultations although it was recognised that this is something that has been discussed and explored for a significant period of time. At present different agencies have different boundaries, so holistic alignment would require change across all of these agencies.
- **Primary Partners** – A number of consultations raised the point that although QPS are grouped with QFES, and Inspector General Emergency Management (IGEM) within the portfolio, these Agencies are not the primary partners for QPS in service delivery (excepting Disaster Management). Instead interviewees and focus groups tended to identify QH, Youth Justice, Education, as the primary partner agencies, and therefore more relevant in terms of boundary alignment.
- **Moreton District** – Challenges with the current configuration of Moreton District were raised, particularly by Southern, Central and Brisbane Regions. Petrie is currently within the following QPS boundaries - Brisbane Region, North Brisbane District, Petrie Division, Pine Rivers Patrol Group while being within the following administrative boundaries – Moreton Bay Council and the Redcliffe Disaster District.

Moreton District shares a border with Pine Rivers Patrol Group. Offenders associated with both groups travel across borders to commit offences. Moreton District is closer to Brisbane and shares access through the Pine Rivers Patrol Group and North Brisbane District. There may be similar issues across other areas of the State.

## 13. PARTNERS

The Queensland Government established 'Our Future State: Advancing Queensland's Priorities' (AQPs) in 2018. This defined six themes each containing a number of priorities, focused on confronting and tackling the major challenges facing Queensland with a strong sense of purpose, focus and commitment. (Queensland Government, 2018). At the heart of the AQPs is the need for government agencies to work together to provide a whole of government approach to tackling the priorities.

There is an extensive footprint of activities and initiatives being undertaken across the State which illustrate progressive multi-agency approaches to community issues. It does appear, however, that there is an inconsistency in the approaches undertaken between different locations across the State and generally speaking, a lack of transparency of the work being undertaken, and its relative successes and learning opportunities. Whilst it is acknowledged that there is a strong need to provide local solutions to local issues, effectively sharing the learnings from initiatives and pilots would enhance the ability of the QPS to deliver its intended outcomes.

# Executive Summary

Feedback from consultations highlighted that there were a number of challenges relating to the effectiveness of delivering multi-agency solutions to support the community. These included:

- **Consistency of commitment from partner agencies** – consultation highlighted challenges associated with varying levels of consistency from other agencies in providing an integrated approach. There were numerous points highlighted regarding the effectiveness of partnering when it the approach was fully collaborative, however, the was offset by a perception that in some instances, other agencies appeared to deprioritize this approach.
- **Lack of 24/7 focus** – the typical business hours of partnering agencies is 8am – 5pm, Monday to Friday. Needless to say, the support required by the community is not limited to this time window. As such, issues arising outside these hours appear to require the QPS to pick up the responsibilities of other agencies.
- **Policy / legislative implications** – consultations highlighted an appreciation that policy decisions from other agencies are focused more broadly than the responsibilities on QPS and are intended to deliver far reaching outcomes. Nevertheless, numerous consultations highlighted the fact that the implications of some policies in terms of the impact on the QPS do not appear to be fully appreciated prior to implementation. D&FV was frequently identified as an illustrative example of this issue.

## 14. PSBA

The *Police and Community Safety Review* (PaCSR) was delivered in September 2013, making several recommendations about the current and future operations of the police and community safety portfolio. One of the outcomes of PaCSR was the creation of an additional public service office, the Public Safety Business Agency (PSBA), to bring together the corporate and business support resources of QPS and Department of Community Safety (DCS), to service the whole portfolio (PSC, 2015). **Prior to the establishment of the PSBA the number of unsworn staff was significantly reduced through redundancies culminating in the reduction of unsworn staff by 332 as part of the 2013 QPS restructure.**

**At the point of set up, a total of 1,378 QPS employees transition to the PSBA (971 staff and 407 sworn officers)** together with a total of 1,032 staff drawn from the Department of Community Safety, Emergency Management Queensland, Queensland Fire and Rescue, Department of Premier and Cabinet, State Government Security Services and Children and Young People (Blue Card).

In 2015 a review of the PSBA was undertaken by the Public Service Commission. The review recommended to retain the PSBA to perform transactional services, some tactical services (including human resource advisory) and a portfolio coordination role. **This resulted in all Police Officer being returned to the QPS (approx. 350) and approximately 400 staff, excluding State Government Security.**

# Executive Summary

There are a range of challenges which are currently being experienced in the delivery of services from the PSBA resulting in significant performance issues, high levels of frustration, inefficiencies and an increased burden of work being placed upon the QPS. These include:

- **Current service delivery model challenges** - There were numerous comments regarding the challenges associated with the current overarching service delivery model. The primary concerns included:
  - Insufficient focus on providing a personal and tailored service to customers. This included a view that there were insufficient resources providing face to face support; frustration arising from not being able to talk to individuals in the PSBA and instead being directed through email channels; a perceived high level of turnover in PSBA roles leading to an ongoing reduction in QPS knowledge.
  - A lack of transparency of progress on enquiries for customers. Anecdotally once enquiries are submitted to the PSBA all visibility is lost, it is not clear whether the enquiry is being progressed and it is often not possible to identify a single individual who has taken carriage of the issue.
  - Observation that the PSBA functions and sub-functions appeared to work in silos and did not provide an integrated approach to service delivery for the customer. Stakeholders pointed out that this led to duplication, inconsistent advice, and significant delays.
  - Excessive layers of internal PSBA governance which significantly slowed down decision making and service delivery.
- **Additional administrative burden placed on the QPS** - Consistent with the observations made in the MacSporran Review, stakeholders reported that an additional administrative burden was placed on the QPS following the creation of the PSBA. Whilst this may be accurate in part, it should be noted that the 2013 Restructure of the QPS delivered a reduction of 332 staff member positions, prior to the establishment of the PSBA. Nevertheless, irrelevant of the root cause there was widespread feedback regarding the building of local capability, often using sworn officers, to deliver a range of administrative and corporate support activities. The MacSporran Review determined that there was no specific mention of 'transactional services' within the PSBA Act. However, given the approval by Government of Operating Model 3 in the PSBA Review (2015), concluded that the PSBA is from a policy and statutory basis, responsible for the delivery of transitional support services to public safety agencies.
- **Misalignment between service provision and customer needs** - There is an apparent disconnect between the services needed by QPS customers and the services which are, and / or able to be provided by the PSBA. Although there are various documents in existence including Service Catalogues, Heads of Agreement (HoA) and Service Agreements (SA) intended to specify the services provided it was unclear the extent to which these were current, accurate and endorsed. Anecdotally it was suggested that there were some services being provided that were not needed, while there were other important needs, which were currently being un-serviced. This issue appeared to be exacerbated by the apparent different needs of the QPS depending upon the particular service provided. For example, it was clear that in some instances individuals were seeking PSBA to be the doers i.e. to complete tasks in line with direction from customers, whilst in other instances individuals were seeking PSBA to provide technical and professional advice and direction. It appeared that it was not clearly understood where different services sat on that continuum.

# Executive Summary

- **Low understanding of funding model** - There is a low understanding of the services being provided by PSBA that are already funded by the QPS compared to services that will require additional funding. This lack of understanding inhibits the ability of the QPS to effectively manage budget. In addition to this, there was extensive feedback regarding the perceived disproportionate overhead costs that were applied from the PSBA which often resulted in making projects or initiatives unviable. Examples provided through consultations included:
  - An IT project to drive improvements in Policelink which almost doubled in cost to >\$1m once PSBA Project Management overhead was applied.
  - A tendency for monies to be committed to projects and then subsequently not executed and / or initiated too late in the year.
  - Anecdotally, it appears that the overhead costs applied by the PSBA is resulting in the QPS circumnavigating the PSBA and taking responsibility to plan and execute activities which are clearly intended to be provided by the PSBA. This is placing further, non policing responsibilities on sworn officers and detracting from front line duties.

In addition to these overarching themes, there were a number of additional issues identified that were specific to individual functions. These are explored in the main report.

Since being established in 2014, the PSBA has undergone several structural changes, which have not improved the service delivery model to a satisfactory level (McSporran, 2019). Based on previous reviews, data from Working for Queensland survey and an internal survey commissioned by the A/COO. six conclusions have been made regarding the issues currently faced by PSBA:

1. The PSBA value proposition needs to be defined and communicated.
2. Increased communication and engagement with the agencies is needed to understand customer views, needs/demands and expectations.
3. PSBA is made up of many formal and informal silos, which is inhibiting collaboration and communication and creating obstructions to systems and processes.
4. The culture within PSBA is currently quite negative indicated by the declining results in the Working for Queensland surveys
5. PSBA staff see themselves as being under-resourced and understaffed, which in their view has resulted in unrealistic workloads and expectations of service delivery.
6. PSBA needs to transform and find new and better ways to deliver end-to-end services.

To meet customer expectations and achieve excellence in service delivery, PSBA needs to be more closely aligned with the strategies and needs of its customers. A Strategic and Service Alignment (SaSA) unit has been established within PSBA to consult and work closely with customer agencies to improve service delivery.



# Executive Summary

Given the broad scope of responsibility for the PSBA both in terms of the services provided and the customers served, the remedying of the issues are complex and will require a wholesale redesign of service delivery. The desired outcomes will not be achieved through a structural change. The approach proposed by the PSBA in redesigning service delivery which supports QPS strategy and is based upon understanding customer needs and demand is robust in concept. It will require significant and relentless focus during implementation and must be supported by the QPS if it is to succeed.

## 15. THE IMPORTANCE OF IMPLEMENTATION

The term 'implementation' tends to be used to describe different activities depending upon the individual and / or organisation perspective. This is entirely understandable as the concept is not a one size fits all but must be tailored to specific changes based upon complexity. The critical consideration is to understand the relative complexity across a range of factors and then to design the approach to implementation accordingly. From a strategic point of view, implementation should be designed with a focus that will maximise the chance of the change sustainably delivering the intended benefits.

### Implementation in Policing Organisations

There are a number of implementation related symptoms which tend to be prevalent in policing organisation. These are explored below:

- Command and Control emphasis - Given policing organisations utilise a command and control structure in delivering operations, it is typical for them to gravitate towards using the established command and control structure as the primary mechanism for implementing change. Whilst this may be an effective approach in a small number of instances for simple changes, this approach will not deliver the sustainable benefits that are desired in more complex situations.
- Disproportionate focus on structural change - There is a tendency for policing organisations, and more broadly in the public service, for a disproportionate focus to be given to structural change in a bid to resolve complex issues. Whilst structural change is often necessary to support the achievement of some desired outcomes, it is extremely uncommon that a focus on structure alone will deliver wholesale and sustainable change.
- Excessive number of projects – It is common in policing for an excessive number of projects to be initiated at any one time, to have low transparency of all of the projects that are ongoing and this to result in significant inefficiency. In the worst instances this can include duplicate and even contradictory projects across the service.
- Emphasis on 'Review' not implementation – There has historically been a bias towards the undertaking 'Reviews' as opposed to focusing on implementation. In more recent times this issue tends to have been exacerbated in the most acute cases by an increased focus on research seeking global insights of leading practice. Whilst research can be extremely effective, particularly when used to support approaches such as Evidence Based Policing, when disconnected from appropriate implementation focus it can create a cycle of 'reviewing'.



# Executive Summary

- Focus on 'Point Solutions' - Given the inherent ability of police organisations to solve problems, it is common to observe behaviours and practices which focus on resolving a specific issue without consideration for the broader policing system. This typically manifests in simply transferring a problem to elsewhere in the organisation and therefore significant inefficiency at a whole of service level.

**These issues were extremely prevalent in the QPS and unless addressed will significantly inhibit its ability to drive sustainable change to improve efficiency and effectiveness of service delivery**

The most forward-thinking policing organisations are modifying their approach to implementation in the following ways:

- Investing in change management – breaking free from using the command and control structure for complex change implementations and understanding the importance of genuine engagement in delivering sustainable change.
- Moving beyond structure – broadening the focus beyond structural change as the lever for reform by drawing on the tools and techniques employed by high performing, agile organisations. This includes sophisticated stakeholder management and engagement, behavioural change, systems thinking, co-design techniques, demand modelling and management, process improvement and robust but scalable project management.
- Rationalising the number of projects – adopting a robust approach to prioritising and commissioning of projects to ensure that the portfolio is understood, appropriately governed and that all projects are complementary with the achievement of the service wide strategy.
- Moving the emphasis to implementation – changing the thinking regarding 'reviews' and 'research' to ensure a much stronger link between any work undertaken and delivering outcomes through implementation.
- Considering the full policing system in design – building awareness of the policing system and an appreciation that changes in one part may have implications in another. This includes scoping projects to consider the broader system to provide a holistic solution where appropriate.

Moving to a more sophisticated approach to implementation can be jarring for some, appearing to challenge the command and control regime that has been so effective in enabling policing operations. Nevertheless, leveraging these new techniques has been proven to deliver sustainable outcomes when embraced and blended with traditional policing practices.

# Executive Summary

## 16. RECOMMENDATIONS

The following recommendations have been made to help address the current significant challenges being experienced by the QPS. Whilst these recommendations, if appropriately implemented, will drive a level of improvement across the organisation and critically, in service delivery efficiency and effectiveness – it is unlikely that these recommendations alone will enable the QPS to address the significant demand that is placed on the organization.

### People, Culture, Health and Wellbeing

*Establishing and maintaining an organisation that has a connected and engaged workforce, provides an environment that aligns to the QPS Values, and supports people in delivering a tailored service to the people of Queensland*

- 1 It is recommended that cultural change activities are consolidated into a single program with alignment to the Commissioner's vision of a connected and engaged workforce with a clear and integrated purpose to support the achievement of this vision. This should include a focus on the Working for Queensland survey. The formation of a single program should include consideration of new projects to ensure that all elements required to deliver the vision are considered as well as, and equally importantly, decommissioning projects as necessary to provide a single and holistic approach.
- 2 It is recommended that the current communication and engagement approach be redesigned, including Media, to implement a new approach to meet the needs of the organisation and workforce. This should focus on the desired outcomes, and optimising channels of communication to align to need.
- 3 It is recommended that the approach to health and wellbeing, including processes, ways of working and structures should be redesigned to better meet the needs of the individuals, the organisation and legislation. This should leverage the detailed feedback provided by the workforce during the course of this Review. It will be critical that this work is undertaken with due consideration of the 'QPS system' and any associated implications in terms of workload both within and external of the Health, Safety and Wellbeing team.
- 4 It is recommended that the various issues identified within the HR Policies and Practices Chapter should provide a key input to the new People, Culture, Health and Wellbeing Governance Committee in establishing a program of work. In addition the specific issues highlighted by this report should be rapidly evaluated to determine whether there is an opportunity for them to be progressed in isolation i.e. no dependencies and rapid benefit.

# Executive Summary

## Service Delivery Optimisation

*Establishing and maintaining an integrated service delivery model that reflects the focus of QPS to provide local solutions to local needs and maximises efficiency and effectiveness in doing so*

- 5 It is recommended that the Community Contact Command be moved from its current position within the Crime, Counter-Terrorism and Specialists Operations portfolio to the Regional Operations portfolio and remains headed up by an Assistant Commissioner to ensure that this critical function retains focus. As part of the transition the Media group should move to the temporary Culture and Engagement Unit which will provide more commonality in delivery of functions.
- 6 It is recommended that the delivery model for Policelink, Contact Centres and Districts be redesigned based on end-to-end process through to front line, understanding and managing demand, process optimisation and engagement. It will be critical for this to be undertaken as a whole of QPS system perspective to optimise performance. This redesign should not be undertaken centrally and top-down but instead should be undertaken within a District to ensure that the specific nuances of the location and understood. It is recommended that this is undertaken in a pilot District initially (with Policelink and Communications Group concurrently), to demonstrate the benefit of the approach and then subsequently rolled out across the State.
- 7 It is recommended that opportunities are explored which better protect General Duty resources to respond to calls for service. This will require consultation with District Officers to determine feasible options.
- 8 It is recommended that General Duties be renamed to better reflect their specialism and their relative importance to the organisation.
- 9 It is recommended that a rapid assessment of boundaries be completed for the State to determine whether there are any additional boundaries (beyond Moreton) which are perceived to significantly inhibit the ability of QPS Regional Operations to deliver optimal service delivery. Following this, a more detailed assessment should be undertaken to design new boundaries for these outlying areas. This should be undertaken considering the cost / benefit of changes.

# Executive Summary

## Balancing Resource and Demand

*Establishing the mechanisms to ensure that resources are allocated equitably across the service based upon need*

- 10 It is recommended that the work being undertaken in collaboration with QTC continues, seeking to improve transparency of total demand. This should include consideration of resource utilisation to provide transparency of the relative time and effort expended in meeting the different demand types. Critical to this is understanding any implications on officers and staff in collecting the data that will be required to provide this information i.e. all efforts should be made to minimise any further administrative burden placed on frontline staff.
- 11 It is recommended that a consistent and transparent methodology and business practice for resource allocation be developed which utilises the improved understanding of demand (that will be provided by the above recommendation) and considers this together with situational challenges including geography, population, and demography and other relevant factors. The improved business practice should then focus on ensuring resourcing matches need, across the State.
- 12 It is recommended that an initial, relatively coarse, assessment of resourcing (financial, human and equipment) should be undertaken to rectify the current imbalance between Central Commands and Regional Operations. This should include the identification of resources that could be redeployed to Regional Operations.
- 13 It is recommended that a more sophisticated approach to resource distribution (financial, human and equipment) based upon zero-based budgeting should be undertaken to align budget to community outcomes and address the current imbalance longer term and in a sustainable manner.
- 14 It is recommended to reduce the number of Commands from 9 to 6 or 7 to realign the relative importance of Regional Operations in line with the Commissioners strategy. This should not be undertaken until detailed analysis regarding resource and demand is completed and a better view obtained regarding State-wide need. In addition, to complete this activity an assessment of functional need should be undertaken aligning to the QPS strategy.
- 15 It is recommended that the Central Function approach should be redesigned building on the preliminary assessment contained within this report to transition accountability for deployment of resources to Districts. The redesign will need to adopt a whole of Service view of the relative priorities between all Commands and Regional Operations when defining Capabilities & Targets/Outcomes to ensure that priorities are equalised relative to funding and resourcing i.e. it is not possible to seek 'platinum' service across all areas, there will need to be a prioritisation based on whole of Service needs aligning to the Commissioners vision.

# Executive Summary

## Organisational Performance Management

*Establishing an approach that connects the entire organization in direction, provides transparency of performance from top to bottom and supports a One QPS approach to solving issues and challenges*

16

It is recommended that a Performance Management Framework is designed and implemented drawing on the elements of leading practice police services as described in this report including the focus on a broader set of measures and data sets to support decision making. It is recommended that some immediate steps are taken to establish performance management meetings that connect the organisation from individual Divisions / Units (as appropriate to support borderless policing) up through the organisation to the Deputy Commissioners and Commissioner. The approach should reinforce and support accountability for the organisation whilst simultaneously drive a whole of QPS focus.

## Governance

*Governance arrangements which supports effective prioritization and decision making for QPS*

17

It is recommended that new governance arrangements be established as set out in this report, to provide improved transparency for decision making, and ensure key aspects of the organisation i.e. People, Culture, Health and Wellbeing, Assets, Strategic Programs have a raised profile. This should include refinement of PSBA governance arrangements to be customer focused. Detail regarding the specific Governance arrangements can be seen in Appendix B.

It is recommended that the focus and number of projects across the service is immediately controlled – this should include:

18

- suspending all current projects across the service with approval required to continue. It is acknowledged that there are likely many critical projects that are ongoing and these will need to rapidly move on from the suspension (subject to approval)
- suspending all future project expenditure i.e. no further funding through the Demand and Resourcing Committee (D&RC) until further notice (this has already been activated).
- Suspending current and future research projects with approval required to continue.
- Establish a baseline of all ongoing or potential projects.

# Executive Summary

## The Importance of Implementation

*A focus on implementation which 'breaks the cycle' and relentlessly focuses on delivering the intended outcomes from change*

- It is recommended that an Implementation Team be established to provide the necessary focus, prioritisation, capacity and capability to deliver the intended outcomes of any future projects (including any projects arising from recommendations accepted from this Review).
- 19 Focus should be given to the insights provided within this section of the report to ensure that the implementation team maximise the opportunity to deliver any intended outcomes. Suggested guiding principles for implementation can be seen in Appendix C.

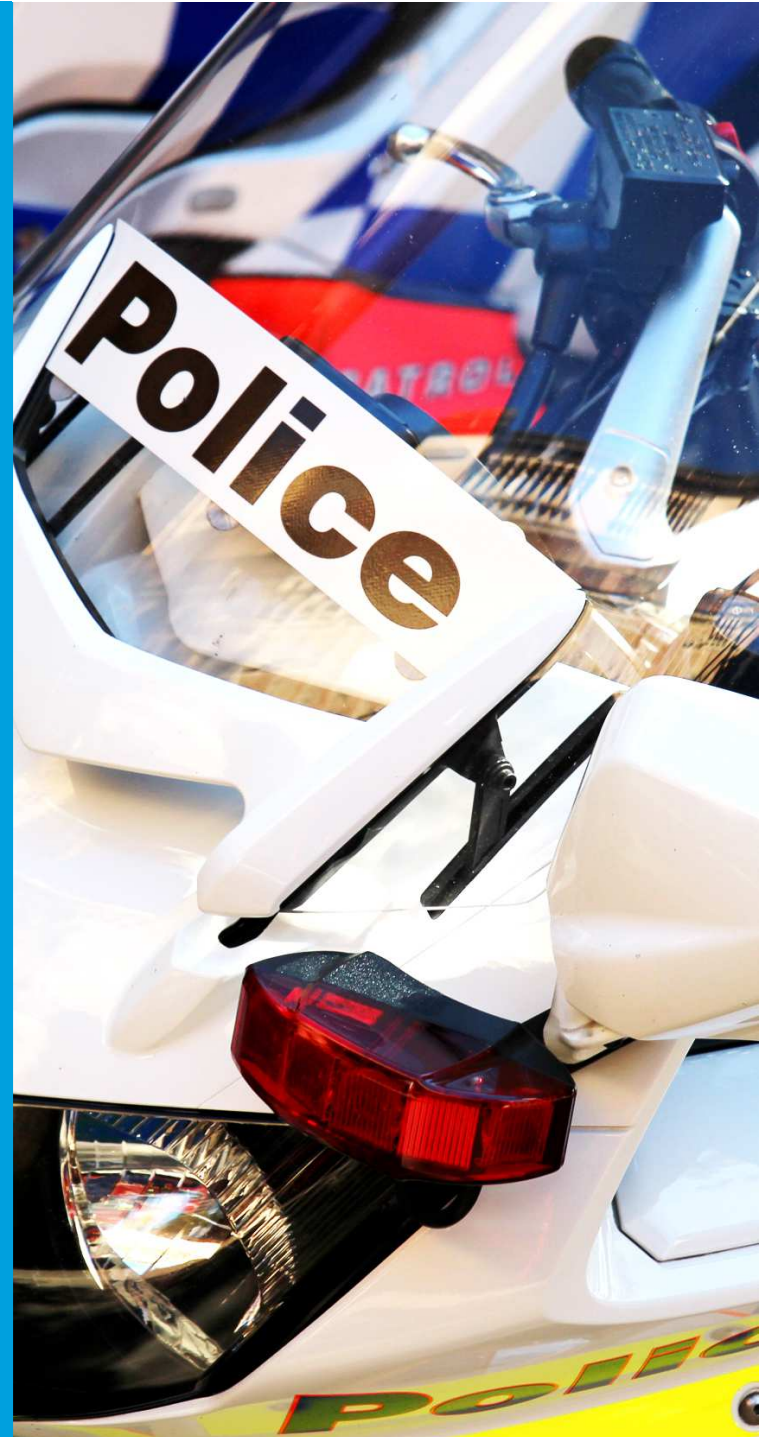
## PSBA

*A PSBA delivery model which is customer focused and includes demand management within QPS to support the matching of available capacity and capability to need*

- It is recommended that once the scope and implementation plan for the PSBA Transformation Program is agreed, that QPS allocate appropriate resources to support this embedded within the project. This will require specific focus on understanding and prioritising demand (for PSBA services) from a QPS viewpoint. The following elements are considered for prioritisation: Human Resources service redesign; ICT current state baseline; Assets current state baseline.
- 20
- 21 It is recommended that as part of the Strategic and Service Alignment project, that functions which do not have broader commonality across the customer base i.e. would not offer potential economies of scale, are identified and subsequently transitioned back to the QPS.
- 
- 22 It is recommended that the immediate focus for systems and digital is directed towards understanding the foundations in this area including clarity of service delivery model both within QPS and with PSBA, establishing a robust systems architecture and process to effectively manage changes, and understanding ICT costs into the future.

1

# INTRODUCTION





# 1. Introduction

## 1.1 The Queensland Police Service Strategic Review

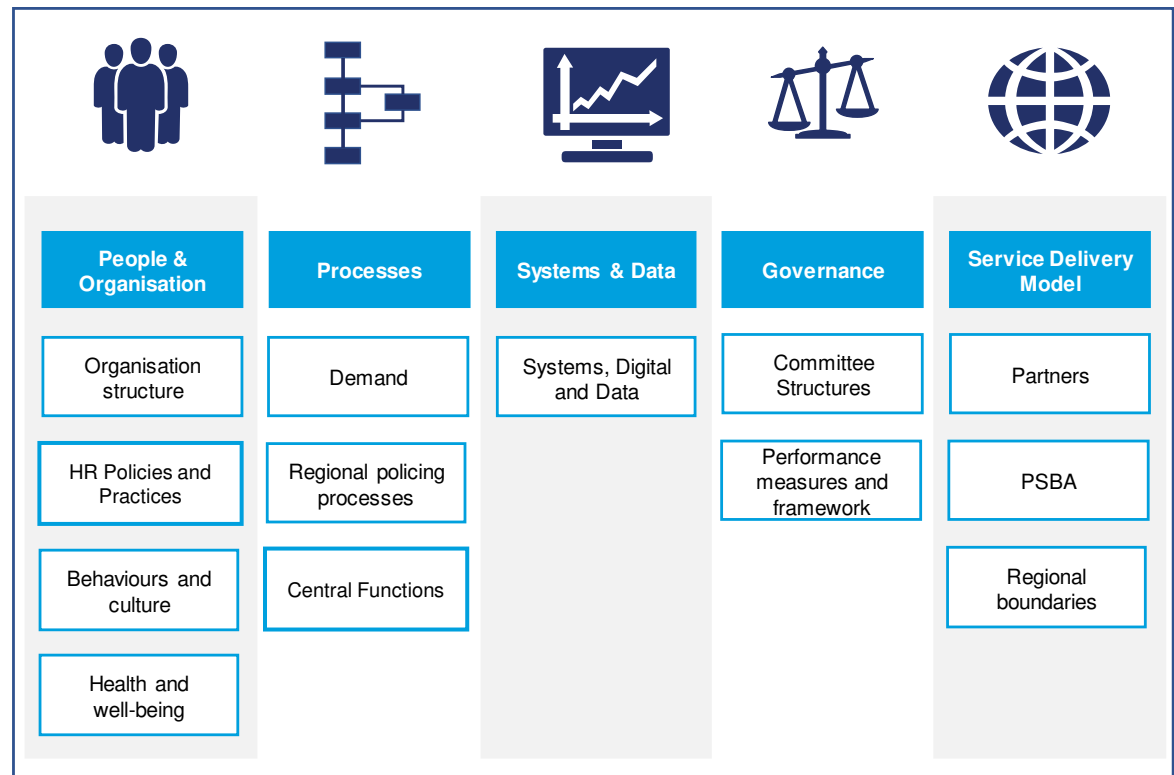
### 1.1.1 Context and focus of the Review

This Review has been initiated by Commissioner Carroll following her appointment to the Queensland Police Service (QPS) in July 2019. The purpose of the Review is to provide an independent assessment of the QPS to explore the challenges associated with the current operating environment, with a view to building capacity for the future. Additionally, the Review also allows QPS to examine its relationship with the Public Safety Business Agency (PSBA) and how this service delivery model can best support the QPS in the future. It should be stated that in parallel with this Review, work is currently underway in the PSBA in relation to a Strategic and Service Alignment Program providing refocus to customer needs. This will be explored in Chapter 14.

**Figure 1. Framework guiding the scope of the QPS Review**

The framework in Figure 1 has been used to guide the scope of the Review, drawing upon the following inputs to provide a triangulated view of challenges and opportunities:

- Previous Reviews and / or significant bodies of work;
- QPS documentation, policies and procedures;
- Consultations with sworn officers and civilians;
- QPS data;
- Research and / or environmental scans; and
- Professional opinion of the Reviewer.



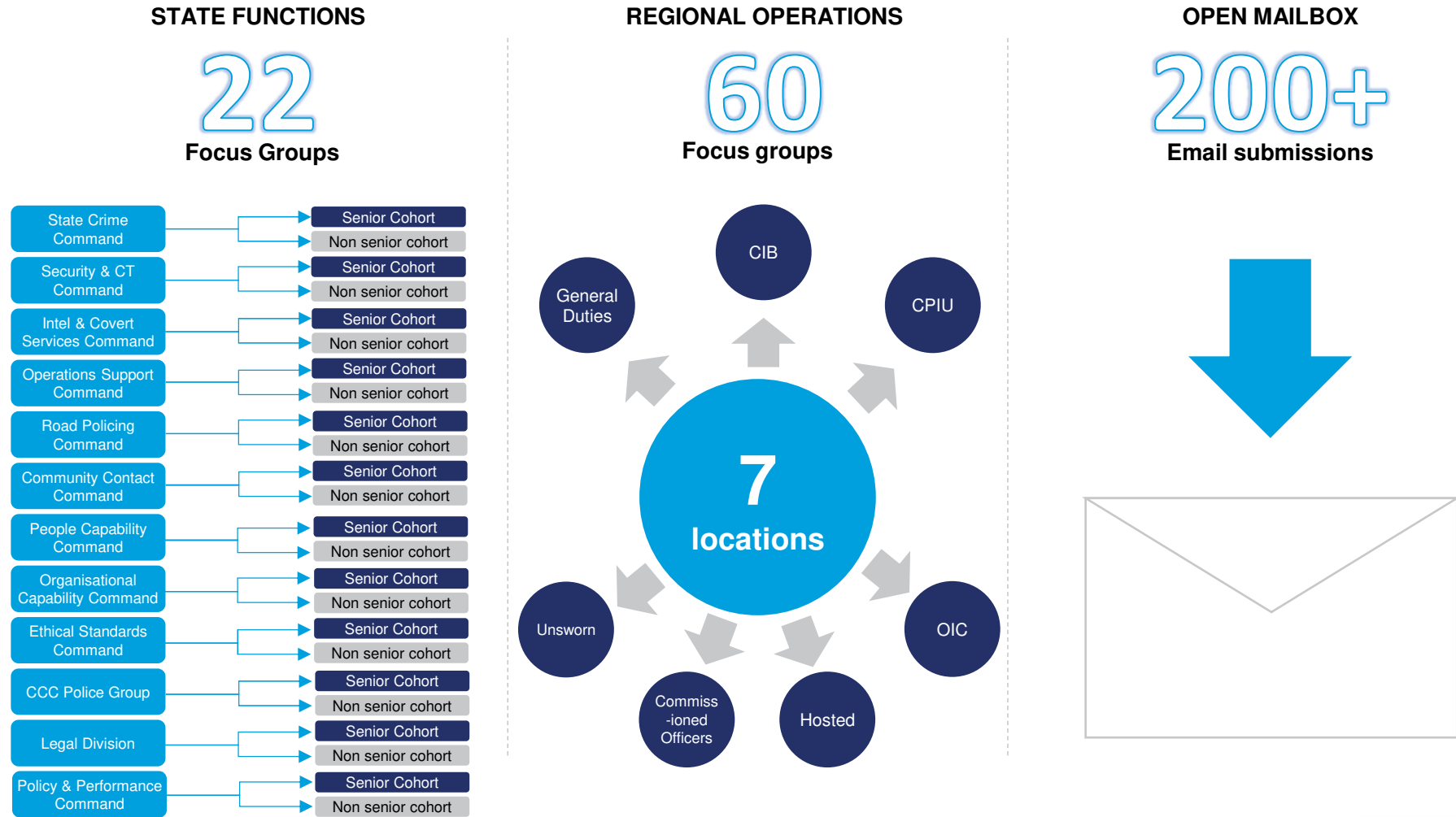


# 1. Introduction

## 1.1 The Queensland Police Service Strategic Review

### 1.1.2 Consultations and Email Submissions

Engagement and consultation was a key part of the QPS Strategic Review and included the following:



Note: Senior Cohort is Commissioned Officers and Director and above; Non senior cohort are those not included in senior cohort

# 1. Introduction

## 1.1 The Queensland Police Service Strategic Review

### 1.1.3 Limitations

The following limitations should be noted with regards to the undertaking of this Review:

- The timeframes of this Review have been aggressive, purposefully to support the organisation in setting a way forward in a reasonable timescale. Limitations associated with this are as follows:
  - Face to face consultation has been limited to align to the capacity of the Reviewer given the timeframes. Recognising this, a route was opened to allow anyone from across the QPS to submit their perspectives to a confidential mailbox. This route has been a key input in helping shape the Review.
  - The depth of the Review has been commensurate with the timeframe and capacity.
- The Review has focused primarily on opportunities to support QPS in the timeframe of 3-5 years. These opportunities have been reflected in the recommendations.
- The Review has been predicated on the accuracy of information provided to the author during the course of the Review by QPS.
- The Review has been predicated on the basis that structural change alone, will not drive sustainable reform across the QPS to deliver increased capacity and cultural change.

### 1.1.4 Structure of this Report

This report has been structured around the components of the scope as illustrated in Figure 1 on page 34. Each chapter contains its own conclusions. Given some issues and opportunities cut across the individual chapters, recommendations are not included within each chapter but instead included in a final chapter (Chapter 16).

# 1. Introduction

## 1.2 Organisational Context

### 1.2.1 Queensland Police Service (QPS) Responsibilities

As defined in the Queensland Police Service (QPS) Service Delivery Statements (2019-20, Queensland State Budget), and the Police Service Administration Act 1990 and the Financial Accountability Act 2009, the role of the QPS is to provide effective, high-quality and responsive policing services, in collaboration with community, government and non-government partners, to make Queensland safer. The department's vision is to deliver safe and secure communities through collaboration, innovation and best practice.

The QPS contributes to the Government's objectives *Our Future State: Advancing Queensland's Priorities* by working to Keep Communities Safe and to Be a Responsive Government. This is done through:

- **Strengthening Relationships**

- fostering collaborative partnerships with government agencies, non-government organisations and community groups to maximise opportunities to prevent crime and enhance community safety;
- preserving the legitimacy of policing through fair and ethical service delivery; and
- strengthening positive online user and social media experiences to expand options for engagement with police.

- **Making the Community Safer**

- providing timely and professional responses to calls for service to maintain community confidence; and
- improving policing services to people who are over-represented in the criminal justice system as either victims or offenders, including vulnerable persons, young people and victims of domestic and family violence.

- **Equipping our Workforce for the Future**

- investing in our people to meet current and future challenges through capability planning and development to position the QPS as a learning organization;
- providing equipment, technology and facilities to support our frontline staff; and
- supporting healthy, safe and inclusive workplaces and promoting a diverse workforce that reflects the community we serve.

# 1. Introduction

## 1.2 Organisational Context

- **Stopping Crime**

- developing sustainable, effective, innovative and efficient approaches to preventing, disrupting and investigating crime; and
- addressing the threat of serious and organised crime, terrorism and radicalisation through strong collaborative partnerships with community and other law enforcement agencies.

The QPS as an agency has responsibility for two service areas which are as follows:

- **Crime and public order:** To uphold the law by working with the community to stop crime and make Queensland safer.
- **Road safety:** To contribute to stopping crime and making the community safer through road safety relationships, reducing road trauma and evidence-based enforcement anywhere, anytime.

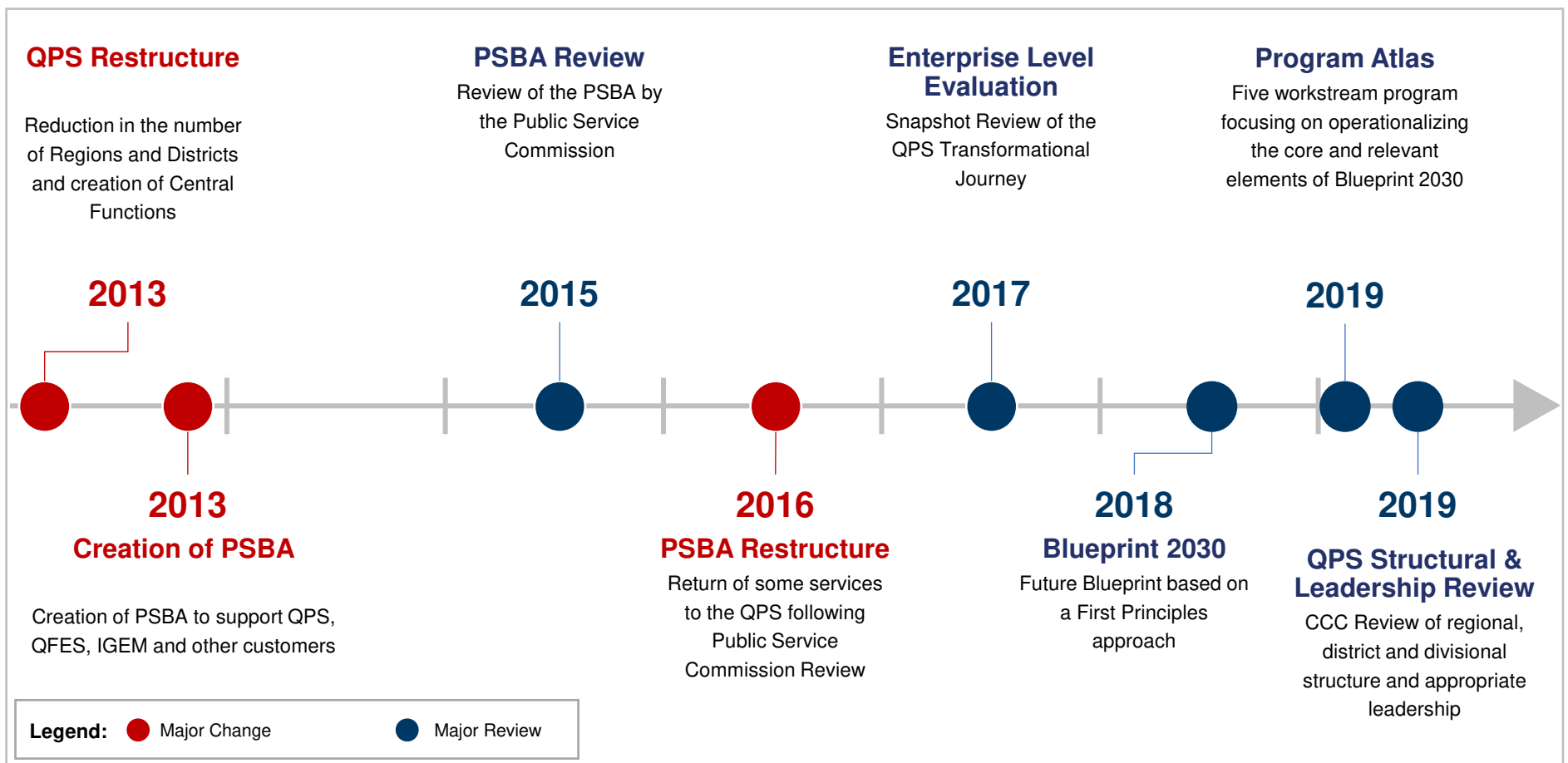
# 1. Introduction

## 1.3 Organisational Changes

### 1.3.1 Overview of major Reviews and Organisational Changes in recent history

Since 2013, the QPS has seen five major reviews and three significant organisational changes. The timeline below highlights the main influences.

Figure 2 Major Changes and Reviews impacting QPS in recent history



# 1. Introduction

## 1.3 Organisational Changes

Each of the Reviews referenced on the previous page have been summarised in the following pages:

### **QPS Structural Review – QPS Restructure**

The QPS Structural Review was completed in January 2013 and led to a restructure which was implemented on 01 July 2013. The restructure was undertaken in accordance with the guidelines set out by the Public Sector Renewal Program (PSRB) established under the previous Government.

Key aspects of the restructure were:

- Reduction of policing Regions from 8 to 5.
- Reduction of policing Districts from 31 to 15.
- Establishment of new operations Commands (Road Policing; Community Contact; Strategy, Business Review and Intelligence; and Counter-Terrorism and Major Events). This increased Central Commands to 9.
- Reduction of staff member positions by 332.
- Reduction of 110 commissioned officer police positions and subsequent replacement with officers of a lower rank.

### **Policing and Community Safety Review – Creation of PSBA**

The Policing and Community Safety Review (PACSR) was completed in August 2013 by Mr Mick Keelty, AO, APM providing 91 recommendations. This was established under the previous Government.

Key aspects of PACSR were:

- Driving alignment of the portfolios to Queensland Government priorities.
- Driving improved performance across operational structures including cross agency co-ordination and prioritization.
- Driving improved efficiency and effectiveness of capital infrastructure procurement.
- Driving improvements in current policy and legislation.
- The establishment of the Public Safety Business Agency (PSBA) including the movement of 2,500 staff and Officers from QPS to the PSBA organization.

# 1. Introduction

## 1.3 Organisational Context

### PSBA Review – PSBA Restructure

The PSBA Review was completed in 2015 by the Public Service Commission with a view to optimize the service delivery of the PSBA to its customers.

Key aspects of the Review were:

- The reintegration into QPS of parts of PSBA Strategy Division, Media, Calibration Laboratory, Information Security, Library Services, Training & Development, Police Recruiting, Safety & Wellbeing, Legal Services, Right to Information, Executive Services, Cabinet Legislation and Liaison, Frontline Programs F&DS, Frontline Enhancement, Workforce Engagement, and Drug and Alcohol Co-ordination Unit.
- The return of 900 officers and staff relating to the above functions.
- Commitment for further investigation as to the optimal service delivery model for Police Airwing.

### Enterprise Level Evaluation

In 2017 an Enterprise Level Review was undertaken primarily based on the views of the organization (via interviews and surveys) to assess the effectiveness of the 2013 structural review.

Key aspects of the Evaluations were:

- Findings were categorized as follows:
  - No immediate concerns with: Mobility.
  - Area requiring some focus: Borderless Policing, Equipment, Rapid Action Patrol.
  - Area requiring attention: Strategic Alignment; Governance; Performance Management; Structural Integrity; Span and Control; and Central Functions.
  - Area of concern: PSBA support services.

# 1. Introduction

## 1.3 Organisational Changes

### Blueprint 2030

The Blueprint was prepared largely on a 'first principles' basis, in consultation with key stakeholders providing a framework to meet the predicted future environment within policing operations will occur.

Key aspects of the Blueprint were:

- Three key drivers were identified that were deemed to necessitate the design of a long-term plan for policing:
  - Demand for policing services is growing faster than is known including – domestic violence (DV), methyl amphetamine usage, mental health related issues, cybercrime, terrorism, organised crime.
  - Current operating model including physical footprint and workforce structure has in some facets become outdated.
  - The growing need for a system-based approach to community needs.

### Program ATLAS

Program ATLAS was established as a program of work seeking to reform the Queensland Police Service. The program focused on some elements that had been contained within Blueprint 2030.

Key aspects of Program ATLAS were:

- PRISM – design of a Policing Regional Integrated Service Model for the QPS.
- Business Optimisation – the identification and quantification of opportunities to release capacity across the service.
- Digital Futures – providing a digital business strategy for 2023 and 2030.
- Workforce and Culture – providing a view on the skillsets and capabilities required for QPS to become more prevention focused.
- Infrastructure – review of the QPS asset portfolio exploring opportunities for rationalisation.



# 1. Introduction

## 1.3 Organisational Changes

### **QPS Structural & Leadership Review**

Taskforce Review by the Crime and Corruption Commission to investigate the structural integrity of the 2013 Structural Review, with particular focus on QPS Northern Region (previously Northern and Far Northern Region)

Key aspects of the Review were:

- No obvious or significant performance issues or consequential negative impacts on the QPS workforce as a result of the 2013 organizational restructure (in relation to the amalgamation of the Northern and Far Northern Regions) and therefore recommended against separation.
- Suggested a review of the Central Function Policy.
- Noted a range of issues relating to services provided by PSBA, particularly in relation to Human Resources and Finance.

# 1. Introduction

## 1.4 Organisational Performance

### 1.4.1 Overview

To provide additional context to the Review, this section provides a high level view of trends in crime numbers and clear up rates as well as performance against the Service Delivery Statement measures regarding community trust and confidence.

### 1.4.2 Crime trends

The percentage change across total reported offences, property, against the person and other is shown below with trend charts on the following page.

Comparing Jul-Sept 2015 to Jul-Sept 2019 shows an **increase in the total volume of reported offences at 10%**.

There has been significant increases during the period of:

- property offences (28%)
- offences against the person (24%)

However, 'other' offences, have reduced by 7%. The category of 'other' offences differs from offences against the person and property, in that these offences ('other' offences), are generally detected by police rather than reported to police by the members of the community.

The charts on the following page show a steady increasing trend over the period for total, property, and offences against the person, as well as a steady decrease in 'other' offences.

Detailed analysis of the trends and potential drivers has not been provided by this review.

**Figure 3. Comparison of reported crime Jul-Sept 15 versus Jul-Sept 19**



**↑10%**

Increase in total reported crime



**↑28%**

Increase in total reported crime against property



**↑24%**

Increase in total reported crime against the person



**↓7%**

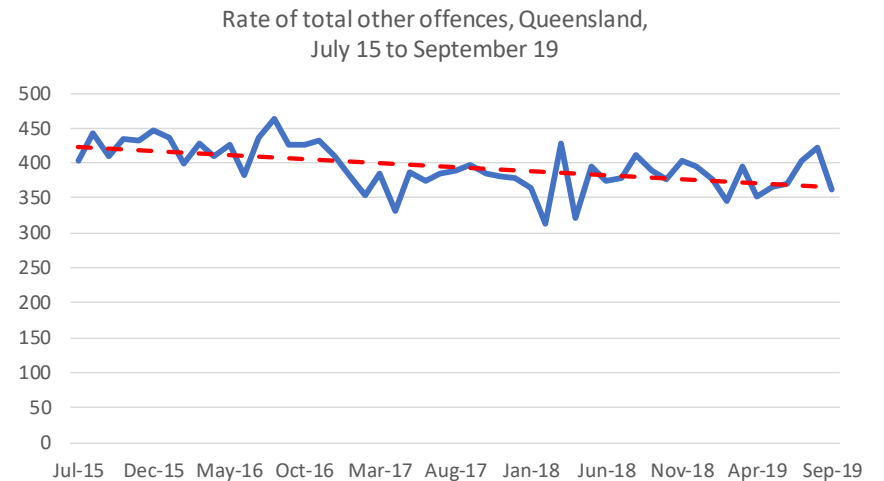
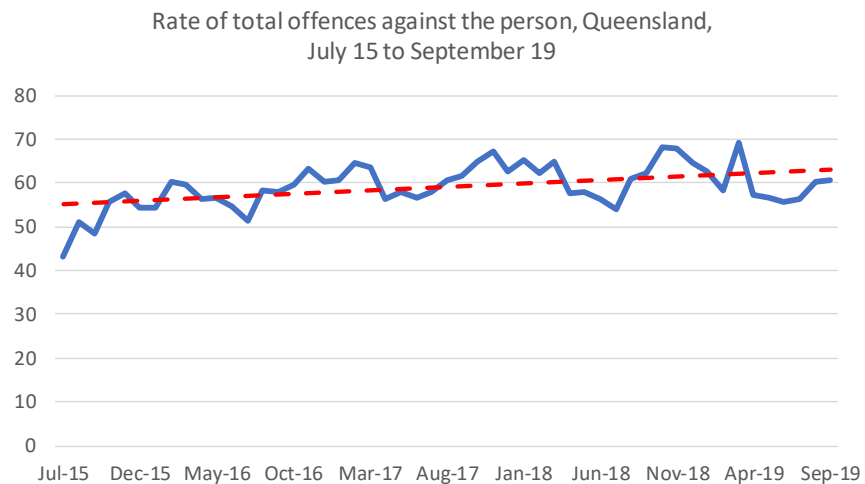
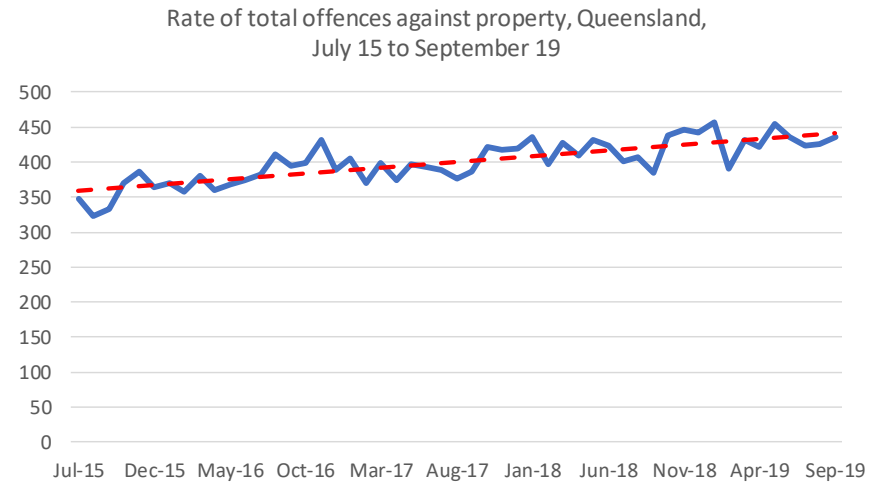
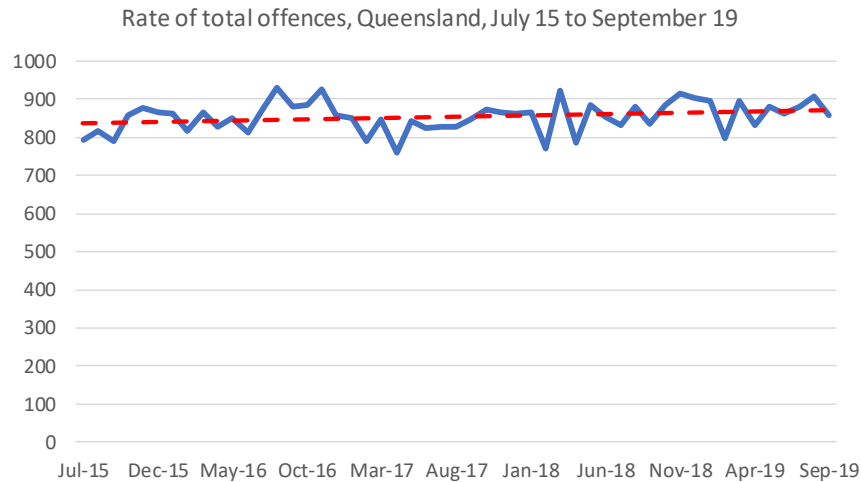
Decrease in total 'other' crime

# 1. Introduction

## 1.4 Organisational Performance

Monthly crime trends for total offences, property, against a person and other can be seen below from July 2015 through to 2019.

**Figure 4. Trends in crime – total offences, offences against property, offences against the person, and ‘other.’**



# 1. Introduction

## 1.4 Organisational Performance

### 1.4.3 Clear up rates

The percentage change in clear up rates across total reported offences, property, against the person and other is shown below with trend charts on the following page.

Comparing Jul-Sept 2015 to Jul-Sept 2019 shows a reduction in the percentage of total crimes cleared by 7% points. The volume of total crimes cleared has actually increased during this period, however, it is offset by the growth in reported crimes.

There was a small reduction in the percentage of property crimes cleared (3%) however this does not reflect the significant increase in the number of reported crimes that are being cleared (15,402 in Q1/15 compared to 19,317 in Q1/19).

There was a sharp reduction in the percentage of crimes against the person that were cleared (13%) as well as a small reduction in the clear up rate of 'Other' crimes (3%).

The charts on the following page show a steady decreasing trend over the period for cleared crime.

Detailed analysis of the trends and potential drivers has not been provided by this review.

Figure 5. Summary change in % clear up rates



↓ 7%

Reduction in the percentage of total crimes that are cleared up



↓ 3%

Reduction in the percentage of property crimes that are cleared up



↓ 13%

Reduction in the percentage of crimes against the person that are cleared up



↓ 3%

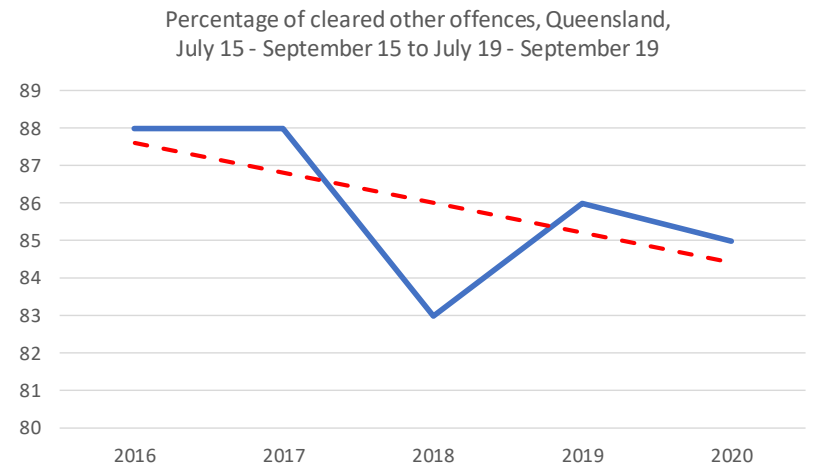
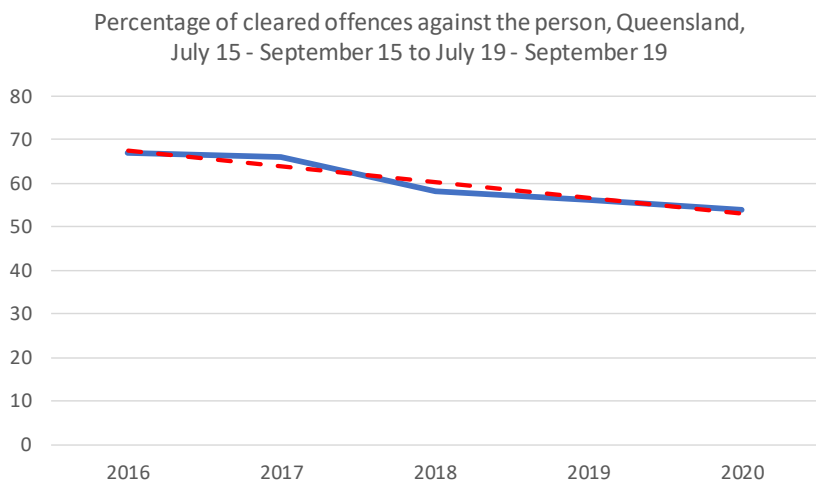
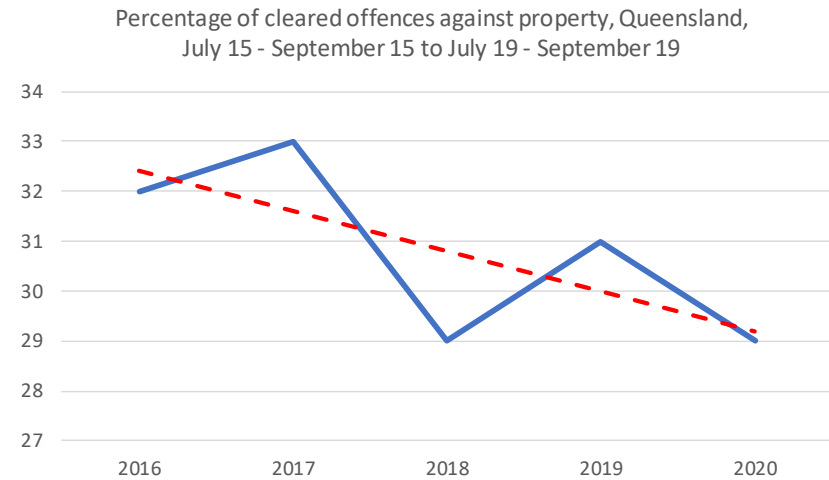
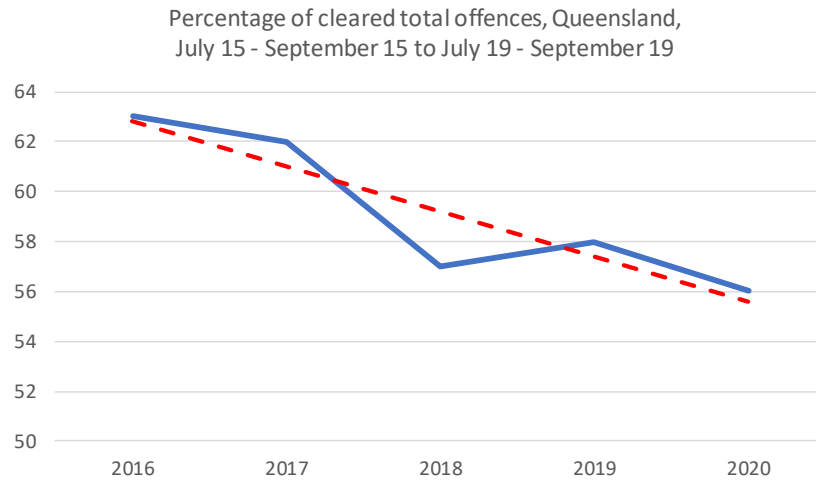
Reduction in the percentage of 'other' crimes that are cleared up

# 1. Introduction

## 1.4 Organisational Performance

Comparison of clear up rates for total offences, property, against a person and other can be seen using data from July-Sept in each year.

**Figure 6. Trends in cleared crime – total offences, offences against property, offences against the person, and ‘other.’**



# 1. Introduction

## 1.4 Organisational Performance

### 1.4.4 Community Confidence

The eight performance measures regarding community confidence as set out in the QPS Service Delivery Statement are shown below. Each of the measures demonstrate significant variability between individual reporting periods, with swings of up to 10 percentage points. Nevertheless, of the eight measures, seven show a trending reduction in confidence from the community.

**Figure 7. Changes in community confidence measures between Q1/14 and Q4/18**



↓ 1%

Reduction in the **perceptions - police professionalism**



↑ 4%

Increase in the **general community satisfaction**



↓ 2%

Reduction in the **perceptions – police are honest**



↓ 1%

Reduction in the **satisfaction of individuals that have contacted police**



↓ 2%

Reduction in the **perceptions - police treating people fairly and equally**



↓ 1%

Reduction in the **satisfaction of police dealing with public order issues**



↓ 5%

Reduction in the **perceptions – confidence in police**



↓ 8%

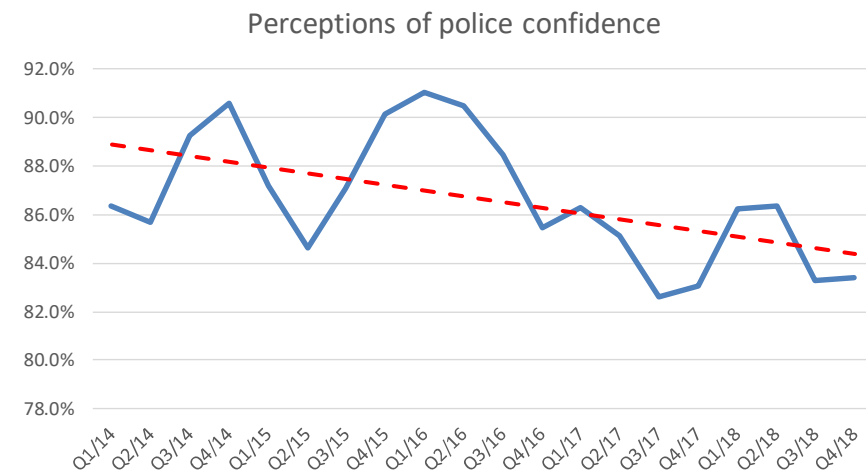
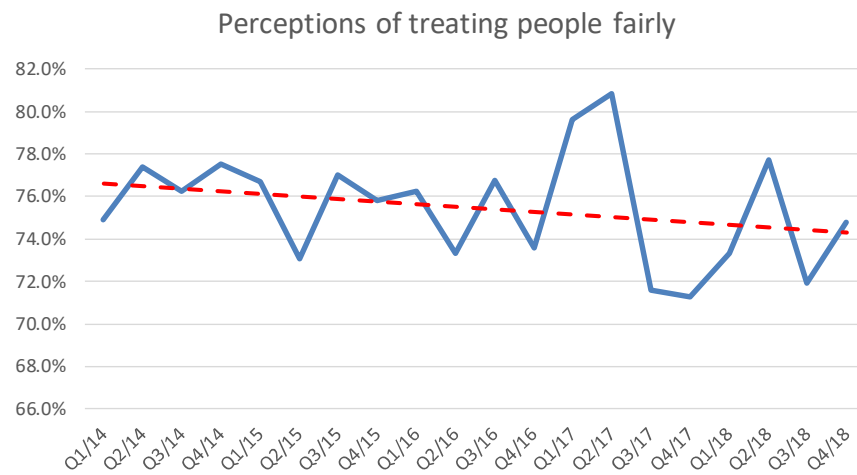
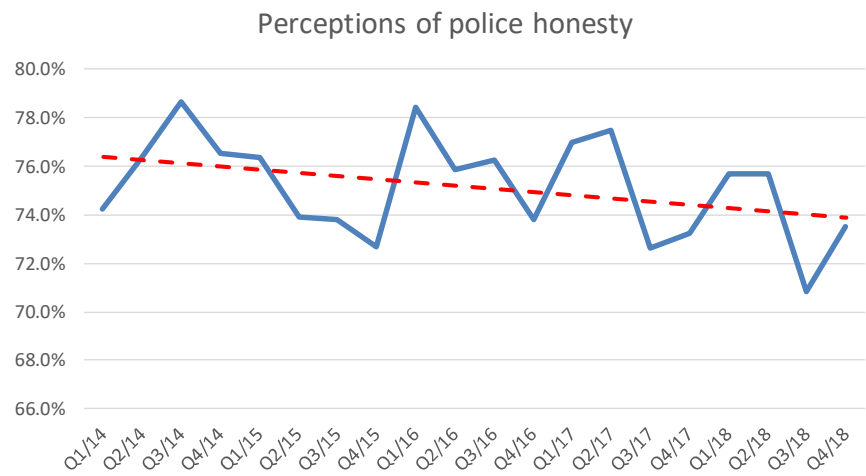
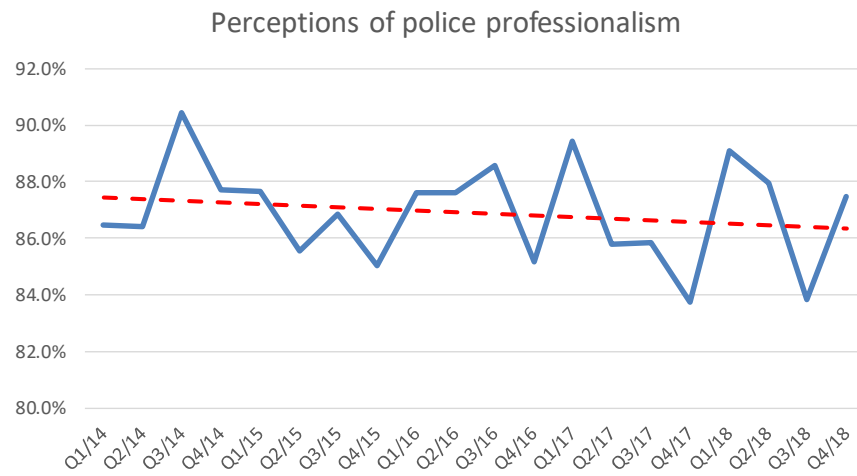
Reduction in the **satisfaction of police dealing with emergencies and disasters**

# 1. Introduction

## 1.4 Organisational Performance

Comparison of a range of trust and confidence measures as included in the Service Delivery Statement is shown below

**Figure 8. Trends in community perceptions of police**

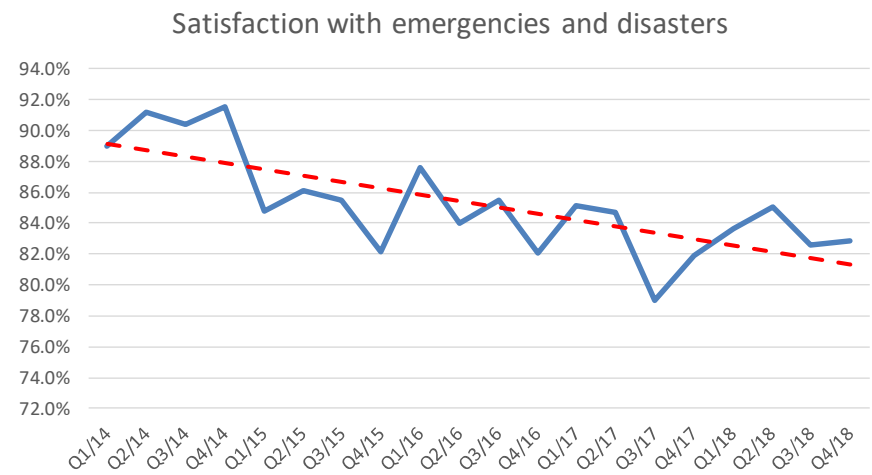
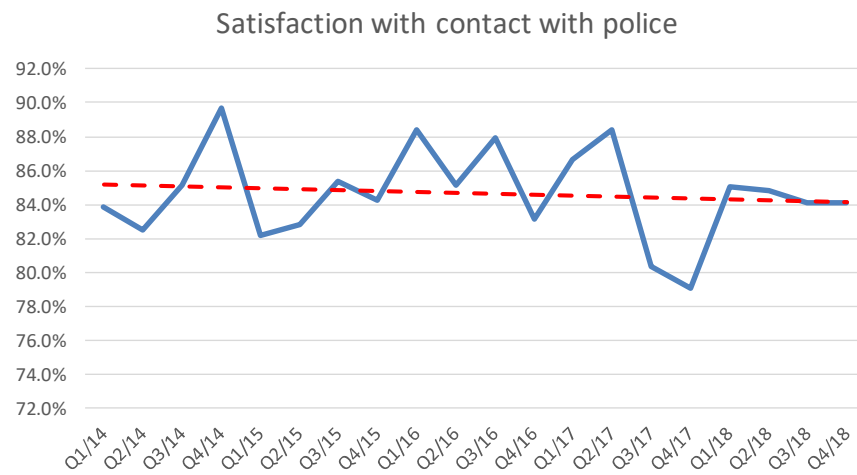
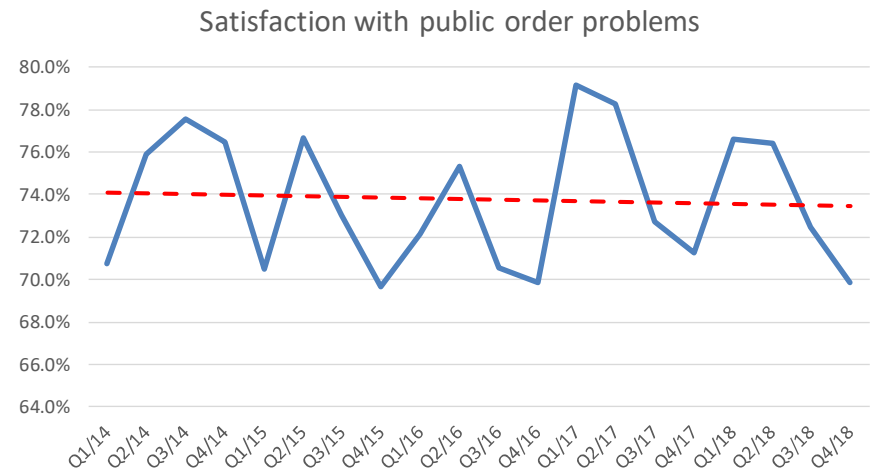
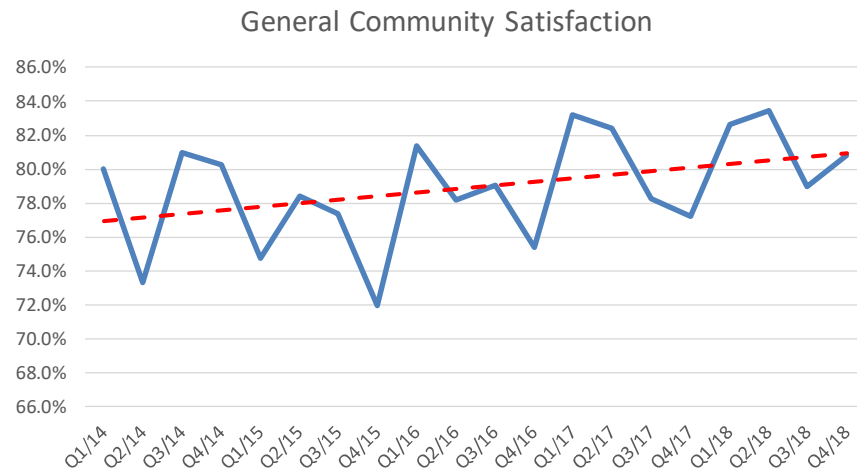


# 1. Introduction

## 1.4 Organisational Performance

Comparison of a range of trust and confidence measures as included in the Service Delivery Statement is shown below

**Figure 9. Trends in community satisfaction with police**





# 2

## POLICING DEMAND



# 2. Policing Demand

## 2.1 Major Influences on Policing Demand

### 2.1.1 Factors influencing policing demand globally

Internationally, there is an emerging recognition that police demands have changed, with growth and diversification in the types and volumes of demand placed on police. This includes:

**Figure 10. Global drivers of policing demand**



Source: UK College of Policing, 2015; Boulton et al, 2017; Terrill, Rossler and Paoline (2014)

The profile of crime and disorder in many western countries is dynamic, and with many policing agencies facing budgetary constraints, this places substantial pressure on the police to develop innovative ways to meet demands in addition to meeting their traditional policing responsibilities (Loveday, 2017).

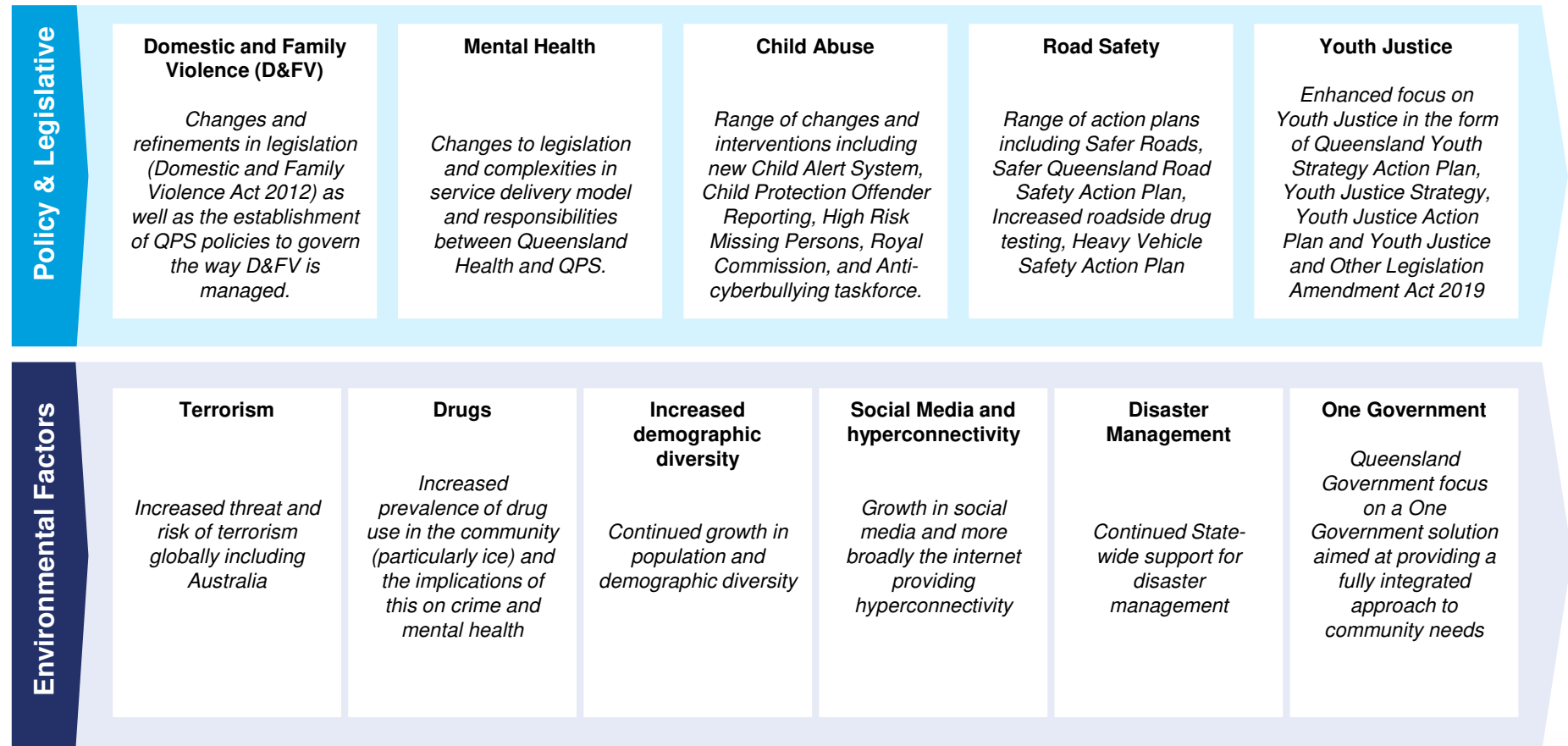
# 2. Policing Demand

## 2.1 Major Influences on Policing Demand

### 2.1.2 Demand influences in Queensland

The changes in Queensland are largely common with global trends. To address these trends, in recent years Queensland has been subject to a range of legislative and policy changes that have significantly impacted the demand placed on the QPS. In addition there are a number of environmental factors, such as the bushfire emergencies, which have also been shaping demand. These are summarised below. Note, this does not intend to provide an exhaustive list.

**Figure 11. Factors shaping demand on QPS**



# 2. Policing Demand

## 2.2 Understanding of Demand Placed on QPS

This section provides an overview of the demands placed on the QPS gleaned from consultations and document review.

### 2.2.1 Limitations in understanding demand placed on QPS

A full picture of the demands placed on the QPS is not well understood at present, particularly in relation to the demands that are placed on the QPS that are beyond calls for service, the resource that is required to meet that demand and the relative priority between these different demands. The importance of this is however well understood by QPS executive and work is already ongoing together with Queensland Treasury Corporation (QTC) to better understand demand to assist in strategic and operational decision making.

### 2.2.2 Consultations with Regional Operations

Feedback from consultations in Regional Operations consistently identified the impacts of demands placed on QPS which is outside legislative responsibility. This appeared to impact the QPS most acutely outside the business hours of partner agencies i.e. 8am – 5pm, Monday to Friday. In addition, consultations consistently highlighted the significant impact of D&FV legislation, mental health issues and prisoner transport on capacity. The relationship between some of these demand types and capacity is explored later in this section.

### 2.2.3 Consultations with Central Functions

The demand placed on QPS outside of Regional Operations and calls to service is, in general, the least well understood. In many instances understanding, prioritising and quantifying these demands becomes increasingly complex. Nevertheless understanding this and thus supporting the QPS in effective decision making in terms of resourcing remains a key requirement – particularly when considering the relative priority in resourcing allocation between Central Functions and Regional Operations.

### 2.2.4 Consultations regarding the take up of ‘Administrative Functions’

There was significant feedback across the organisation regarding the increase in demand placed upon the organisation in relation to services that ‘are the responsibility of PSBA’, including Finance, Human Resources, Contract Management, Fleet and Asset Management. This was not investigated in detail during this Review but is discussed in more detail in the PSBA Chapter (Chapter 14).

# 2. Policing Demand

## 2.2 Understanding of Demand Placed on QPS

### 2.2.5 Demand placed on Regional Operations

At present demand is placed in Regional Operations through four core contact mechanisms – 1) Triple Zero; 2) Policelink; 3) Front Counters; and 4) 'Other' – which includes but is not limited to airports, Crime Stoppers, other jurisdictions, Queensland Ambulance Service, Queensland Fire and Emergency Services, National Security Hotline. The schematic below provides a simplistic illustration of the journey from demand input through to potential deployment.

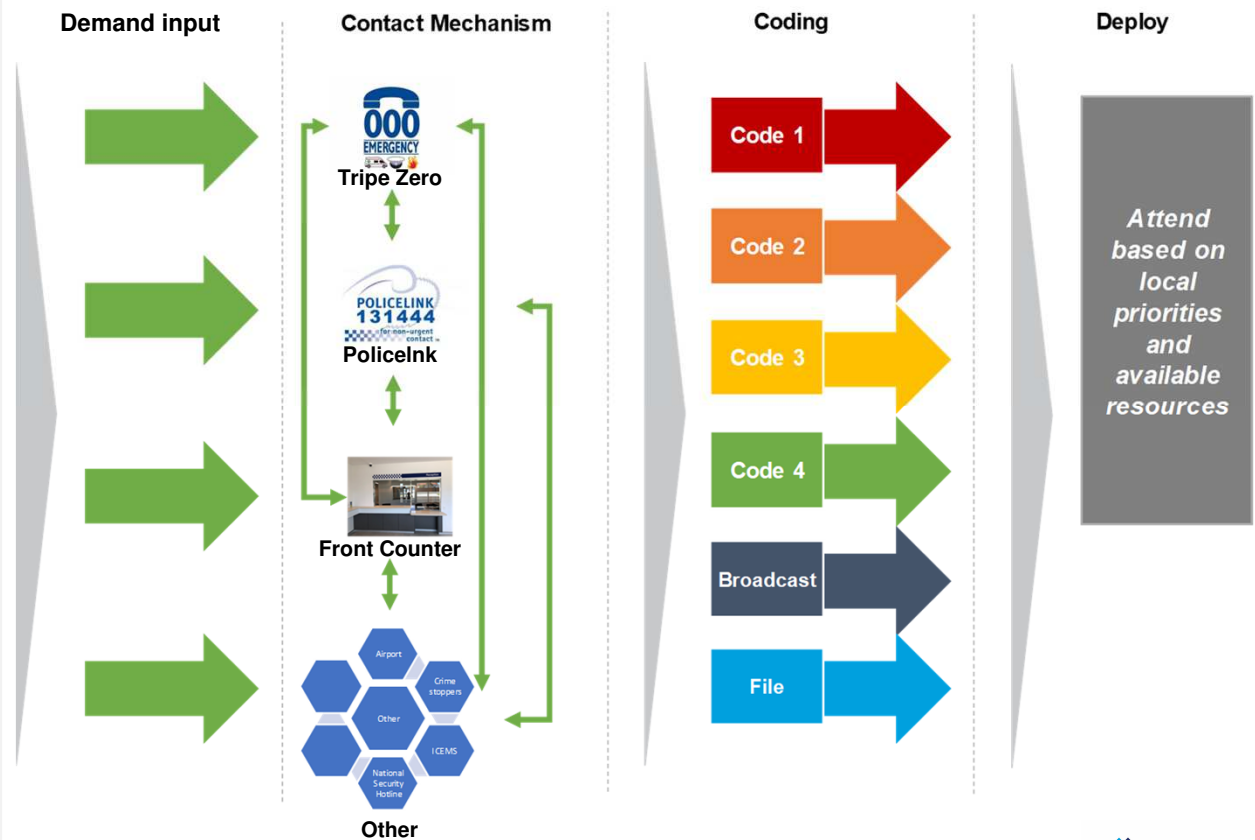
**Triple Zero** - demand directed to triple zero is well understood in terms of volume of calls entering the system, the volume that translate into 'incidents' and the distribution across priority coding. Incidents are captured in QCAD which also captures whether resources in the Regions / Districts are deployed.

**Policelink** – demand directed to Policelink comes via calls, emails and digital. Information is captured in a CRM system. Inputs requiring deployment are transferred to Triple Zero through a warm handover. Policelink demand is explored in the next section.

**Front Counter** – demand entering the front counter is not well understood. A proportion of demand requiring deployment is included in QCAD – however this does not provide a holistic picture.

**Other** – demand entering via 'Other' is not well understood and can enter to different layers of the organization. A proportion of this demand is included in QCAD. This is likely the least understood input.

Figure 12. Schematic of Community Contact to Deployment



# 2. Policing Demand

## 2.3 Policelink

### 2.3.1 Policelink Overview

Policelink was introduced in 2010 as the preferred non-emergency contact for the Queensland Police, to enhance their services and enable frontline officers to spend more time performing operational duties.

Since its inception in 2010 Policelink has broadened the channels it offers and the services it provides both to the public and to police officers with a view to enhancing community engagement and satisfaction and creating efficiencies for front line police officers.

#### Channels

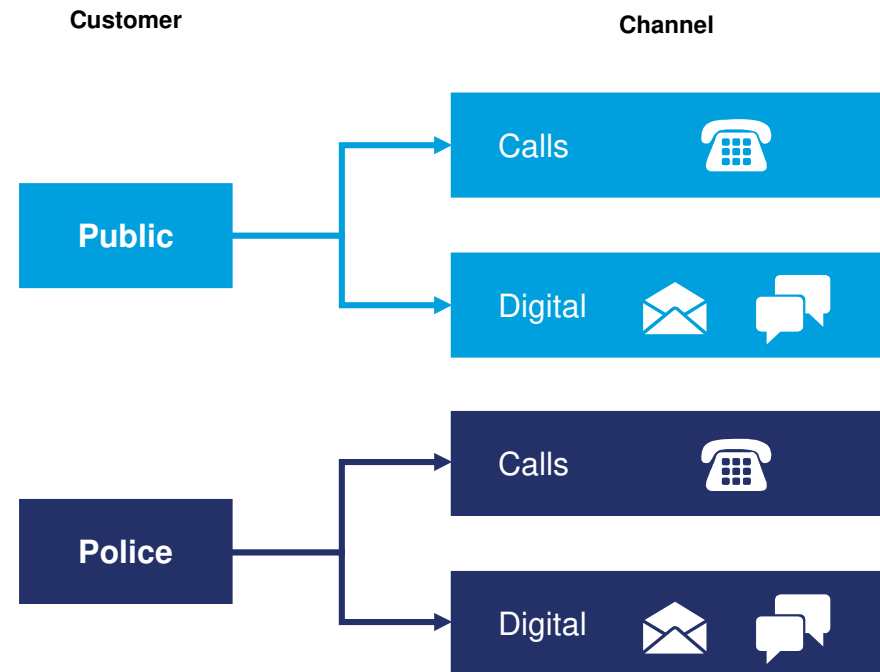
Channels offered to both the public and police officers now includes telephone, email and a range of digital options including smart forms.

#### Services

Policelink now complete a range of activities for front line officers including but not limited to, adding report of suspected harm; adding/modifying the offence type or occurrence details; Cancelling, deleting or merging duplicate occurrences; completing locate stolen vehicle form; and withdrawing an occurrence. In addition, Policelink has been introducing additional services direct from the public including completion of property crime reports.

**The relationship between Policelink and Districts, as well as the Community is a critical one.**

Figure 13. Schematic of Policelink customers and channels



# 2. Policing Demand

## 2.3 Policelink

### 2.3.2 Call Volumes and Service Level

The chart below illustrates the trends in call volumes placed on Policelink from January 2013 through to October 2019.

#### Call Volumes

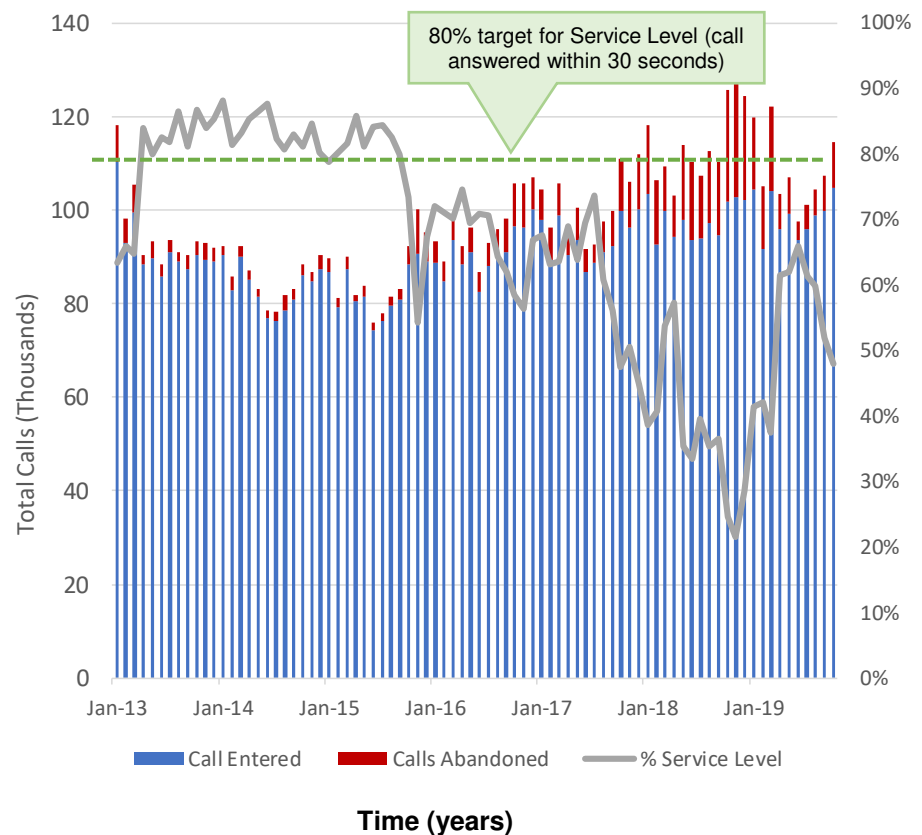
Figure 14 shows a steady increase in call volumes from 2016 as well as an increase in volumes of abandoned calls over the same period. The percentage of total calls that were abandoned averaged 3.3% over the period Jan 2013 – Dec 2015, and then increased significantly 6.1% (2016), 7.2% (2017) and peaked in 2018 with an average of 14.2%. In April 2019 'Concierge' was initiated which has driven the average abandoned calls percentage down to 6.4% (April 19 – Oct 19).

#### Service Level

Service Level (Grade of Service (GoS)) is measured by the percentage of calls answered within 30 seconds. The target is for 80% of calls to be answered within this timeframe. The chart illustrates that performance through to the middle of 2015 was largely above target. Since then, performance against GoS has deteriorated significantly dropping to a low of 21% for the month of November 2018. Performance has shown strong recovery since the introduction of Concierge, nevertheless performance remains well below target.

**This represent a significant risk to community satisfaction.**

**Figure 14. Policelink Call Volumes and Service Level**



Source: Policelink data

# 2. Policing Demand

## 2.3 Policelink

### 2.3.3 Segmentation of Calls and Email / Digital Volumes

The charts below illustrates the trends in calls volumes and email / digital volumes placed on Policelink from January 2013 through to October 2019, segmented by Police and Public.

#### Call volumes

Figure 15 shows a reduction in total call volumes from a high of ~110,000 in January 2013 to a low of ~74,000 in June 2015. Since that point, the volume of calls has trended upwards and has averaged ~101,000 per month in 2019.

Police call volumes shows a high of ~25,000 calls in January 2013 (24% of total call volumes) with reducing volumes averaging ~3,000 per month since 2017.

#### Email / Digital Volumes

Figure 16 shows the slow growth of the email channel since 2013 which correlates with the reduction in police call volumes in the upper chart. The introduction of digital channels for both police and the public has show significant growth in total volumes averaging more than 40,000 since January 2016.

**The combined view of call, email and digital volumes illustrates the significant growth in demand placed on Policelink with total volumes averaging ~145,000 per month in 2019. This represents a 32% growth since January 2013. This growth provides some insight with regards to the performance challenges relating to increasing abandoned call rates and reduced Grade of Service.**

Figure 15. Policelink Call Volumes (Public and Police)

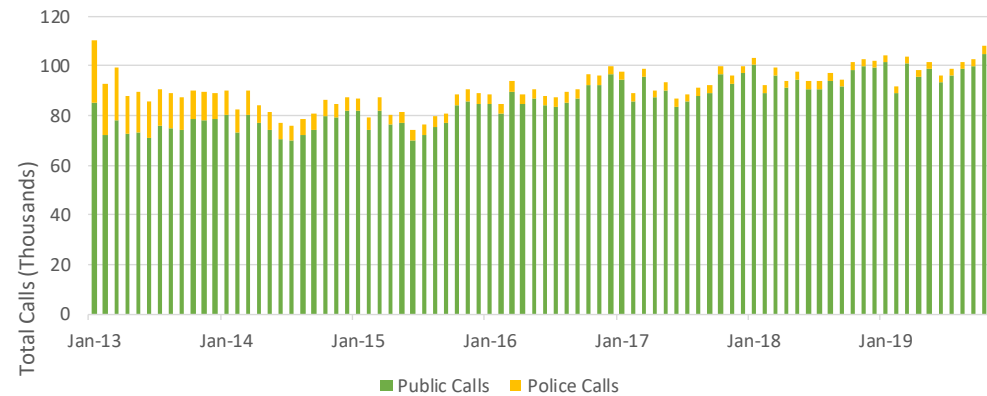
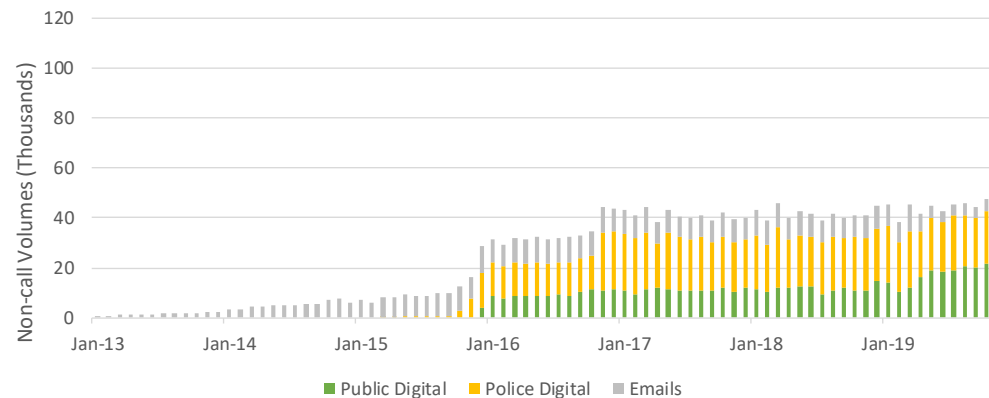


Figure 16. Policelink Email / Digital Volumes (Public and Police)



Source: QPS Policelink data



# 2. Policing Demand

## 2.4 Calls for Service

### 2.4.1 Trends for Calls for Service volumes

The chart below illustrates the trends in call to service volumes from 2014/15 through to 2018/19 across the four main channel categories introduced on the previous page.

Figure 17 shows an overall growth in calls for service of 48% for the period 14/15 – 18/19. This represents a range of 7% growth through the 'Other' category channel through to 64% growth in the Policelink channel. The majority of volume enters the system via Triple Zero and Policelink.

**Tripe Zero** – Growth in triple zeros calls for service have grown by 59% over the period.

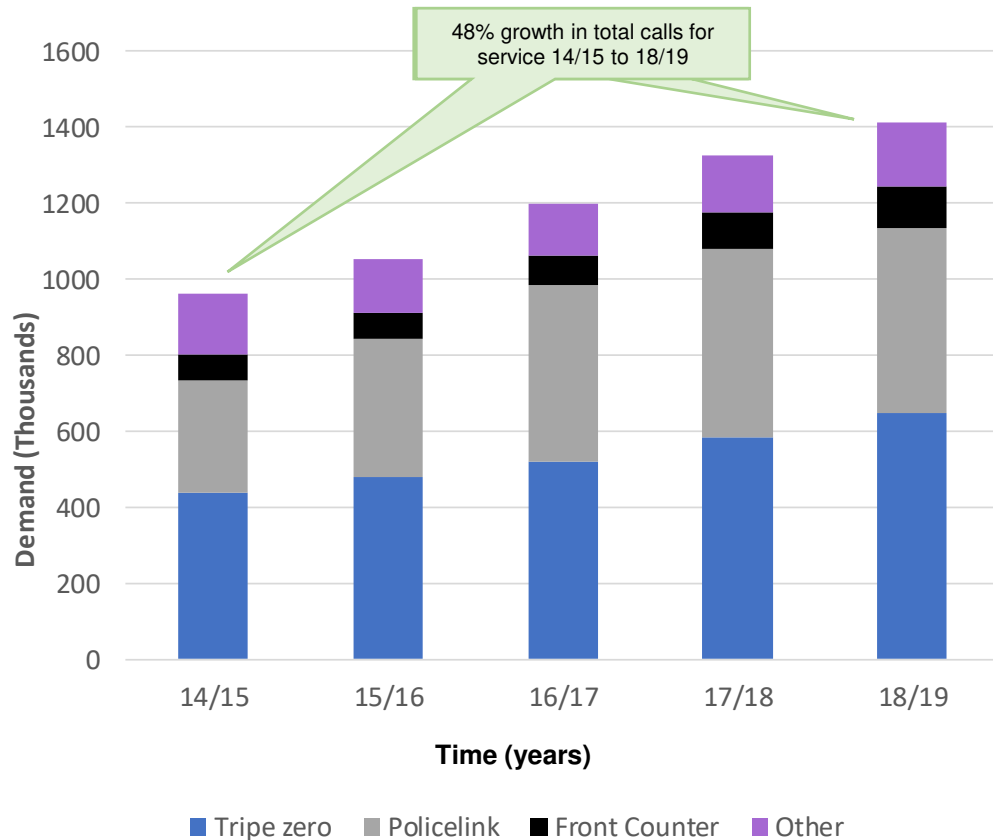
**Policelink** – Growth in Policelink inputs have grown by 64% during the period.

**Front Counter** – Growth in Front Counter is at 58% over the period although as mentioned on the previous page, anecdotally there is significant demand that isn't captured through QCAD.

**Other** – Growth in the 'Other' category is at 7% although this channel appears to be the least likely to be captured in QCAD.

**Effective interaction with the individual raising the call to service, together with appropriate triage is critical to community satisfaction and for ensuring efficient and effective service delivery within Regional Operations**

**Figure 17. Trends in Calls for Service by Channel category**



Source: QPS QCAD data

# 2. Policing Demand

## 2.4 Calls for Service

### 2.4.2 Trends in Calls for Service Code Levels

The chart below illustrates the trends in the coding of calls for service volumes from 2014/15 through to 2018/19. Code 1 – 4 represent the priority of the incident (with 1 being the most urgent and 4 being the least urgent). A **Broadcast** is used to communicate information to police resources such as wanted person(s) or wanted vehicle(s). A **File Incident** is created to record action taken but where a resource is not dispatched.

Growth by Code Levels shows significant variability from **14% in the 'Filing Incident'** category through to **112% growth in Code 4s**.

**Code 1** – Grown by 73% over the period but represent less than 1% of the total calls for service (therefore not visible in the chart).

**Code 2** - Grown by 86% over the period and represent less than 8% of the total calls for service.

**Code 3** – Grown by 45% over the period and represent by far the greatest proportion with 71% of the total calls for service.

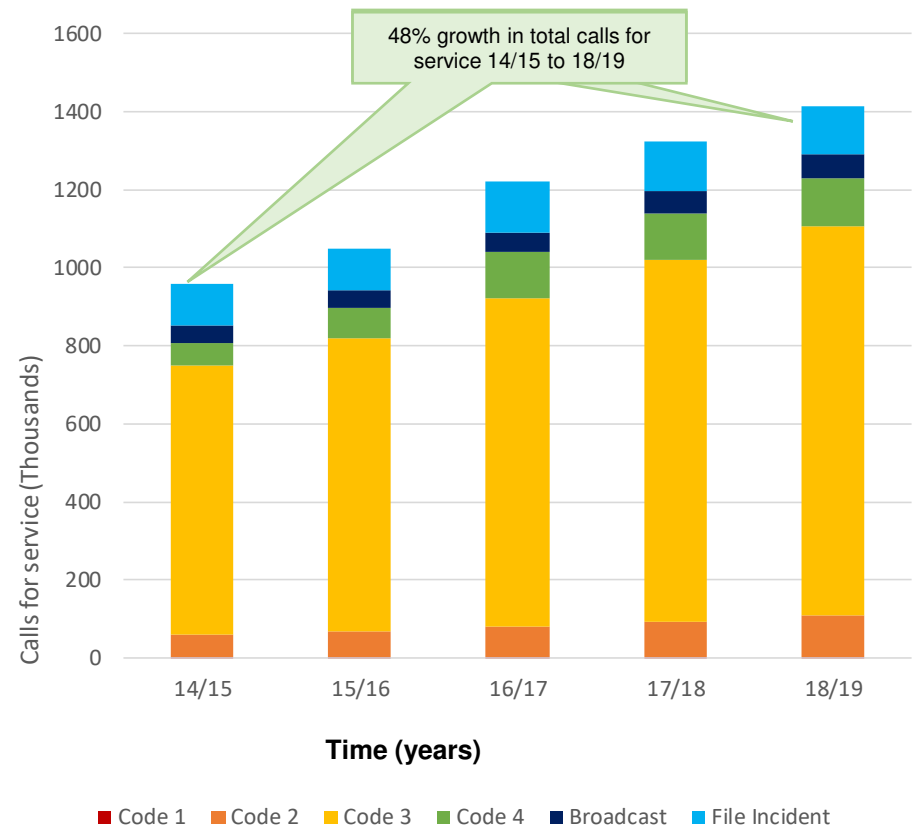
**Code 4** – Grown by 112% over the period and represents 9% of the total calls for service.

**Broadcast** – Grown by 37% over the period and represents 4% of the total calls for service.

**File incident** - Grown by 14% over the period and represents 9% of the total calls for service.

**The root cause for variable growth across the different Code Levels has not been investigated, however, consistency and optimisation of coding is critical for efficient and effective service delivery within Regional Operations**

**Figure 18. Trends in Calls for Service by Code Levels**



Source: QPS QCAD data

# 2. Policing Demand

## 2.4 Calls for Service

### 2.4.3 Unmet demand

The chart below shows the volume of Calls for Service by District for the year 18/19 showing the relative proportion that received a response i.e. resource allocated versus those which did not.

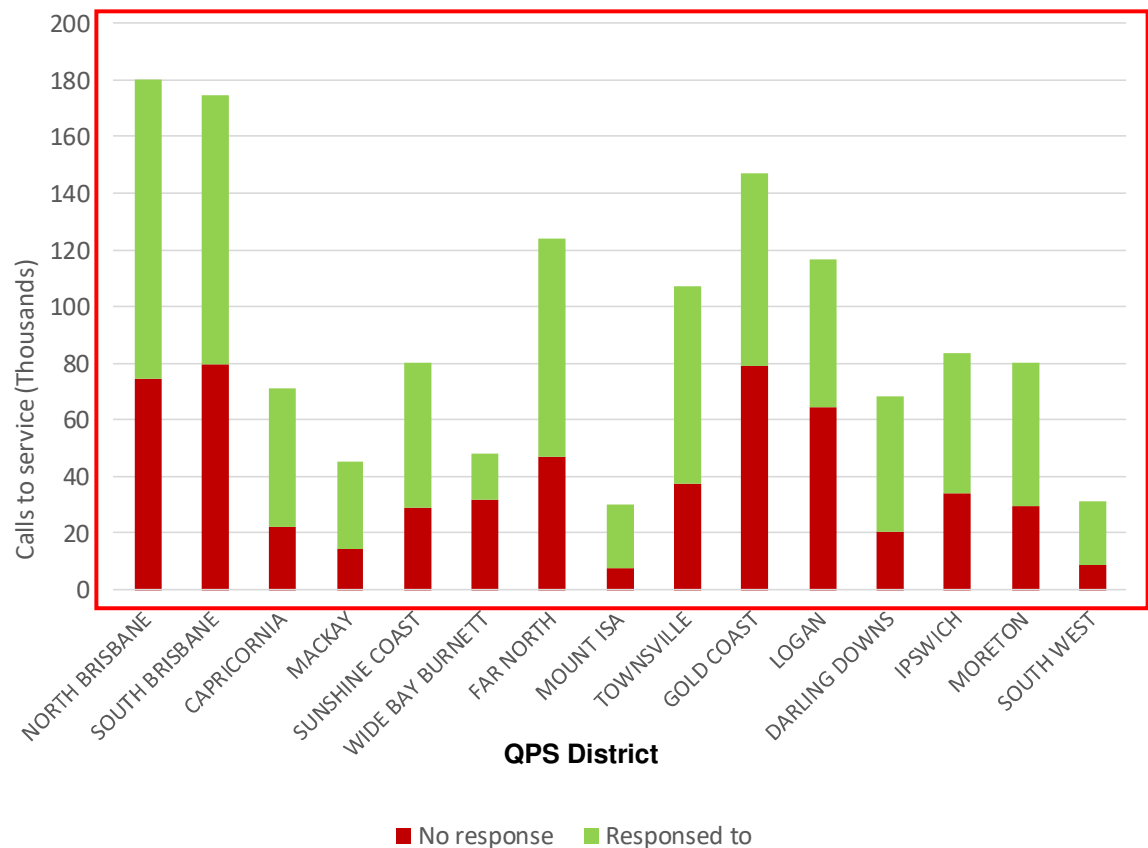
On average, across the Districts, 43% of calls for service are not responded to. This ranges from 26% in Mount Isa through to 66% in Wide Bay Burnett.

Detailed analysis of the types of incidents that have not been responded to has not been included within this Review.

**Given the significant growth in demand, it is acknowledged that there will be an acute need to prioritise resources for efficient and effective response. In conjunction with any such decisions, the effective interaction with the community will be critical in managing community perceptions of police.**

**Calls for Service only provide a partial picture of demand as referenced in 2.2.1.**

**Figure 19. Calls for Service by QPS District**



Source: QPS QCAD data

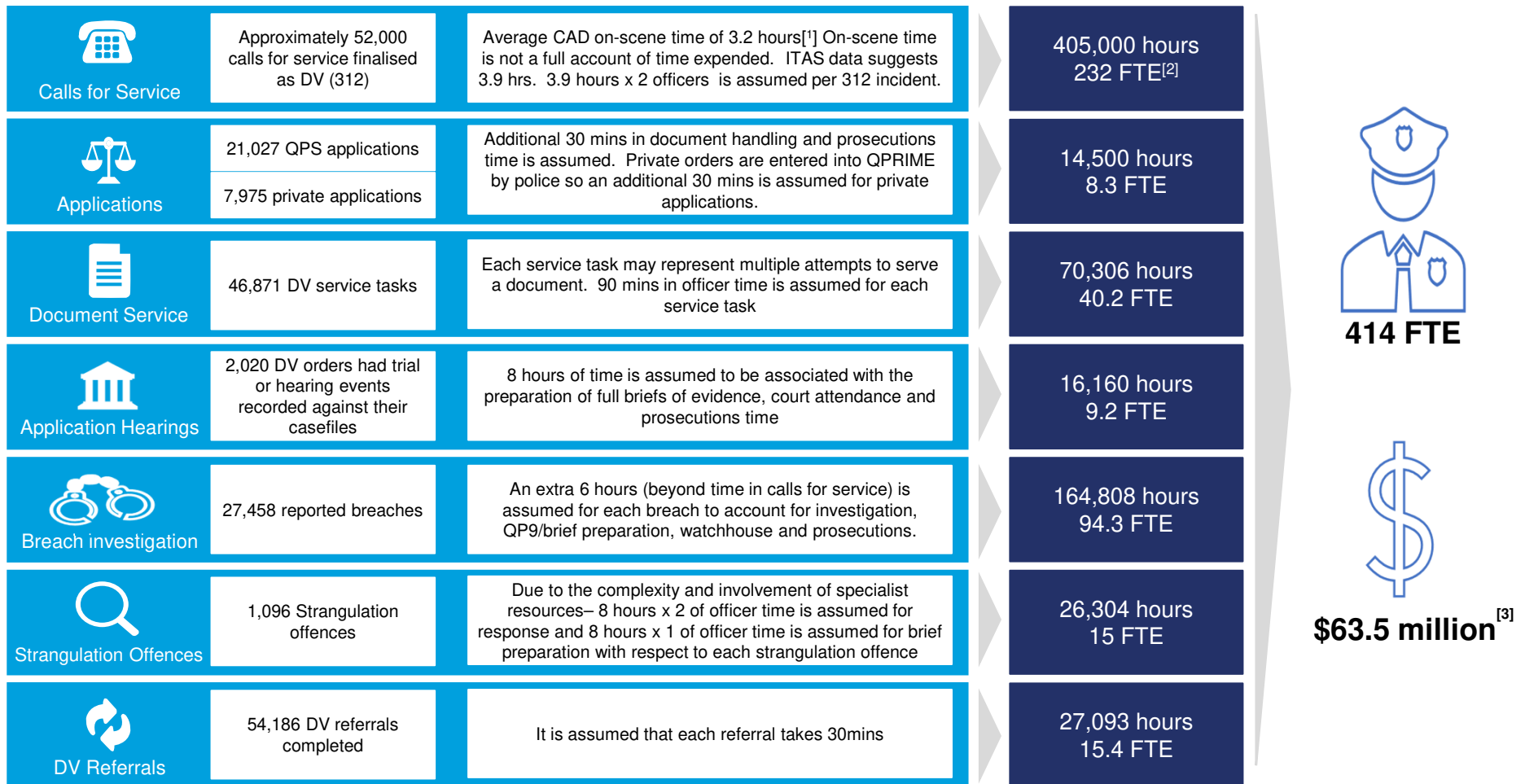
# 2. Policing Demand

## 2.3 Calls for Service

### 2.4.4 Resource Effort – illustrative example

The chart below seeks to understand the indicative resource effort that is expended dealing with Domestic and Family Violence.

**Figure 20. Indicative effort expended on dealing with domestic and family violence issues**



<sup>[1]</sup> SER Call for service average on-scene time;; <sup>[2]</sup> FTE calculated at 38 hours per week – 6 weeks annual leave = 1748 hours per officer annually; <sup>[3]</sup> Cost is calculated at SCON6 with on costs – \$153,263

# 2. Policing Demand

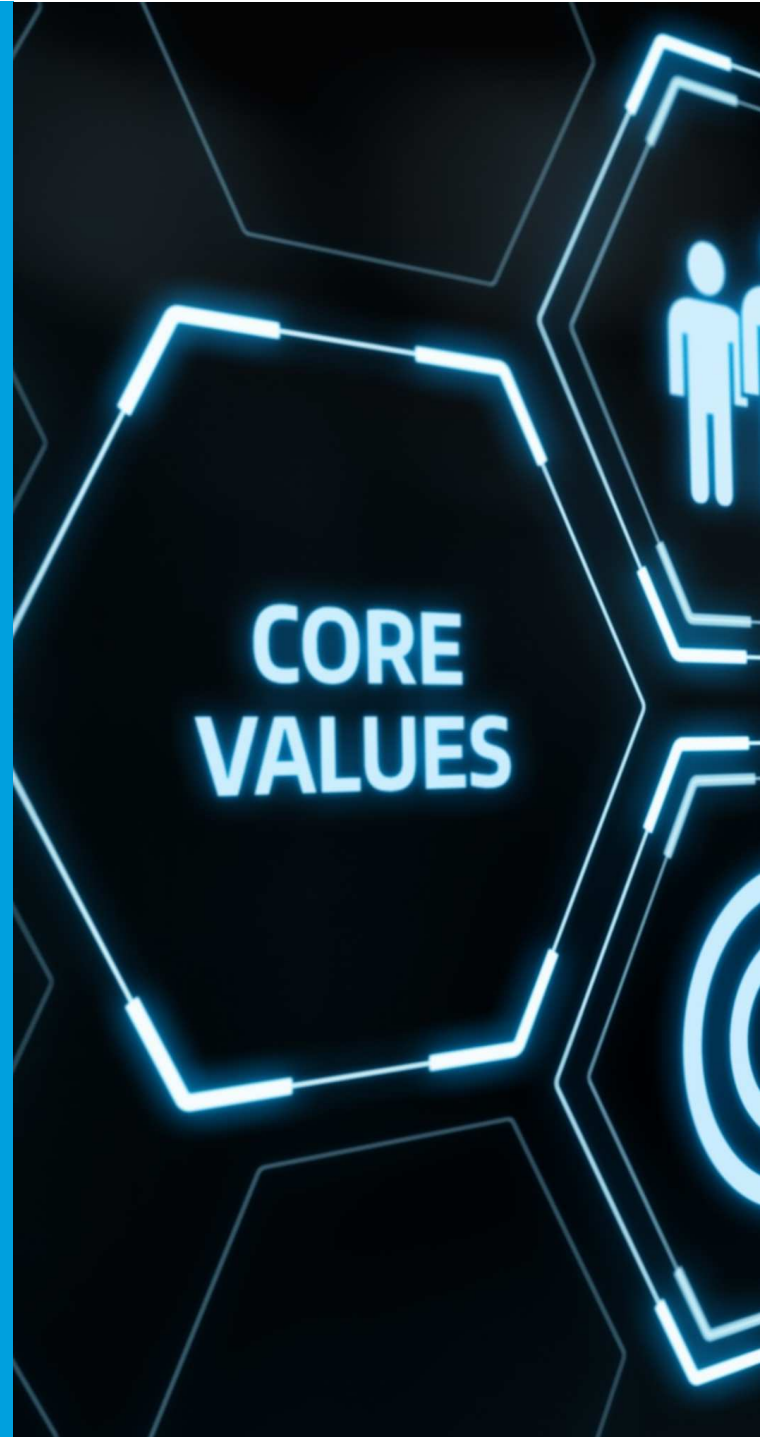
## 2.4 Conclusions

### 2.4.1 Conclusions

- The demands placed on policing services across the globe are changing. This is also the case in Queensland. Changes in crime types as well as increases in the complexity of social issues, together with increasing community expectations are all contributing factors.
- There have been a range of legislative and policy changes in Queensland, that largely align to the global trends, that together with the backdrop described above are increasing demand pressures on the QPS.
- At the present time there is not a holistic view of the demand placed on the QPS, without which it is not possible to make sophisticated decisions regarding the prioritisation and allocation of resources. The need for this holistic picture is well understood by the QPS and work is ongoing, in collaboration with Queensland Treasury Corporation (QTC) to provide the necessary transparency.
- One element of the demand placed on the QPS, call for service, is relatively well understood and illustrates the challenge being faced. Calls for service have grown by 48% over the period 14/15 to 18/19 with data indicating that in 18/19 42% of this demand was unmet. At the present time it does not appear to be possible to obtain a breakdown of the incident types that are not being met.
- The combined view of phone calls, emails and digital volumes to Policelink illustrates significant growth in demand with total volumes averaging ~145,000 per month in 2019. This represents a 32% growth since January 2013. Significant performance challenges have been experienced relating to increased abandoned call rates and reduced Grade of Service. Whilst the introduction of Concierge has delivered significant improvement there remain major challenges which will undermine community perception of the QPS.
- There is risk posed by the lack of understanding of the 'unknown demand' and the unmet demand through calls for service (and unknown demand).
- A very conservative estimate of 414 FTE is spent directly dealing with domestic and family violence associated issues by the QPS.

3

# CULTURE AND ENGAGEMENT



# 3. Culture and Engagement

## 3.1 Culture and Engagement Current State

### 3.1.1 Overview

An organisation's culture including its approach to organisational engagement is a significant determinant in a high performing organisation. The elements of culture are multifaceted and complex and for this reason this section does not seek to unpick and provide recommendations regarding any potential cultural issues, instead, it focuses on the QPS approach to understanding and driving improvement in this area.

### 3.1.2 Engagement and Communication

Currently there is no agreed or consistent approach to engagement within QPS, however it needs to be noted that externally facing, the QPS engages well, particularly from a commissioned officers rank, with key external stakeholders including all levels of government. There is, however, little evidence to show where internal engagement and communications has been applied effectively across the Service.

An Internal Communications Project team was stood up in October 2018 and while the team conducted workshops with around 700 sworn and non-sworn staff from the South Eastern Region, there was limited progress from the findings and recommendations that arose from these sessions.

In July 2019, a temporary Internal Communications and Engagement team was established with the purpose of driving greater engagement and communication across the QPS and to facilitate engagement sessions with a focus on the Working for Queensland survey, developing new Service values and working towards building a preferred internal culture.

Through consultation with sworn officers and staff across the State it was raised on a number of occasions that QPS employees often found out about key issues and changes in the service through external means (media) first rather than hearing about it through internal communications.

### 3.1.3 Culture

There are three main projects which are ongoing focused on driving cultural change (Our People Matter, Juniper and ATLAS's Workforce Culture stream). Below is a summary of the three main projects:

- **Our People Matter** - Our People Matter is a strategy aimed at improving the health, safety and wellbeing of the QPS, their families and the broader workplace. The strategy is made up of four key pillars being *Healthy Bodies, Healthy Minds, Safe Workplaces and Fair and Positive Workplaces*.

# 3. Culture and Engagement

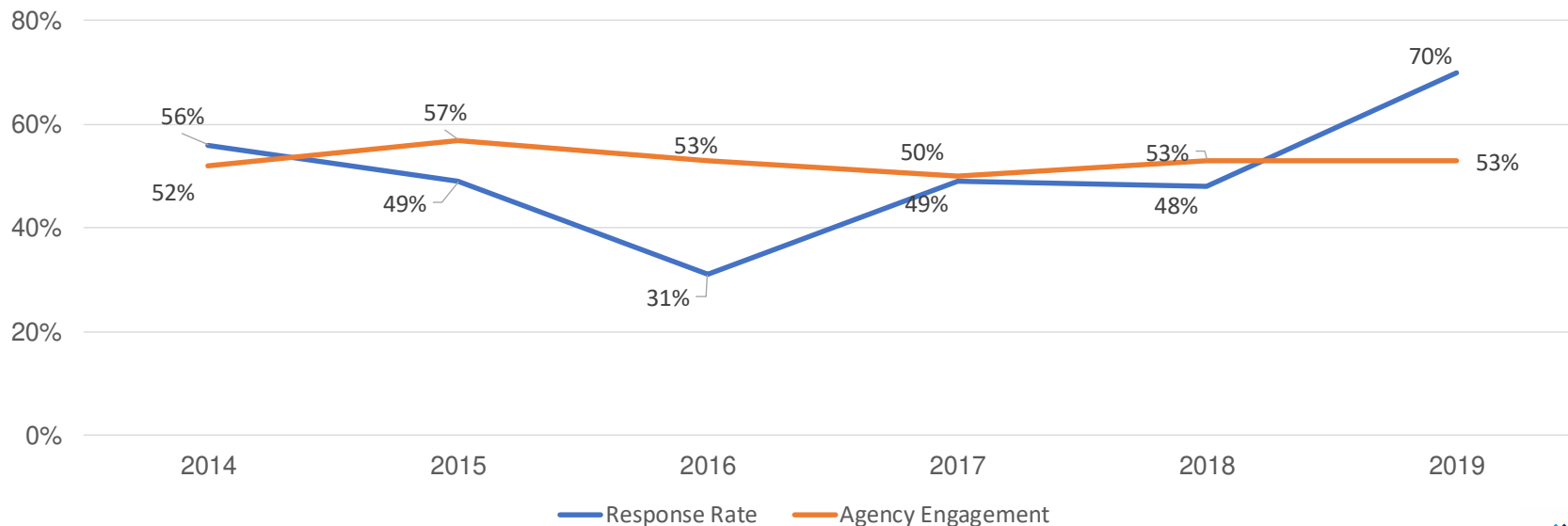
## 3.1 Culture and Engagement Current State

- **Juniper** - Juniper is a restorative justice initiative that also has a cultural reform element (at the time of this report being written the culture element of Juniper has been moved into the temporary Culture and Engagement Unit). The core reasoning behind Juniper is to provide current and former members with the confidence and confidentiality to report issues of workplace bullying, unlawful discrimination, sexual harassment and predatory behaviour. The project focuses primarily on reforming workplace conduct, investigation and discipline.
- **ATLAS (Workforce and Culture)** - Within the ATLAS report it defines the Workforce and Culture Sub-Program as presently considering the best blend of skillsets and capabilities required of the workforce to support a transition to a more prevention-focussed posture. It also considers the workforce processes that support future training delivery and how the organisational culture might evolve to achieve a greater prevention focus.

### 3.1.4 Working for Queensland Survey

The 2019 Working for Queensland survey provided an overall Agency Engagement scope of 53%, the same as last year and relatively consistent across the period 2014 – 2019. The response rate for this years survey was significantly up from last year (48% to 70%) and perhaps reflects the desire of the workforce to communicate with the new Commissioner.

Figure 21 Working for Queensland 2014 to 2019





# 3. Culture and Engagement

## 3.1 Culture and Engagement Current State

The results for the ten elements of the survey can be seen below together with a comparison against last year and against the Queensland Public Sector as a whole. The QPS scores below the Queensland Public Sector average in all 10 elements.

**Figure 22 Working for Queensland comparison score and comparison to QLD Public sector**

Name	Distribution	vs 2018	Departments	vs QLD public sector
> Agency engagement		0	-5	-5
> Job empowerment		-1	-4	-4
> Workload and health*		-2	-7	-6
> Learning and development		-1	-6	-6
> My workgroup		-2	-4	-4
> My manager		-3	-3	-2
> Organisational leadership		+1	-10	-9
> Organisational fairness		0	-5	-4
> Anti-discrimination		+2	-13	-14
> Innovation		-1	-11	-11

Further analysis of the results showed a significant disconnect in levels of engagement between ranks. This was particularly the case with Senior Constables and Sergeants showing significant lower levels of engagement compared to the rest of the organisation.

# 3. Culture and Engagement

## 3.2 Exploring Effective Culture and Engagement

### 3.2.1 Effective Engagement and Communications

The International Association for Public Participation (IAP2) is recognised as foundational when it comes to meaningful and purpose driven engagement. IAP2 uses a participation spectrum to define a stakeholder's role (both internal or external) in the engagement process.

**Strong engagement requires a coordinated approach, including aligning engagement efforts, and sharing and pooling information and resources into a central accessible area. Key elements include:**

- **committed** to delivering a planned and coordinated engagement process with a focus on continuous improvement;
- **inclusive**, clear and concise in engagement design, approach and processes;
- **proactive** in approach, providing early and ongoing engagement opportunities transparent in stating engagement objectives and intentions, and the challenges and opportunities that need to be addressed;
- **diligent** in providing feedback and communicating outcomes following engagement activities;
- **appreciative** and **respectful** of the ideas, intelligence, opinions and positions offered and the needs of all parties involved;
- **innovative** in developing new ways to work together to enhance relationships, deliver accepted outcomes and ultimately help build a connected and engaged workforce;
- **targeted and local** (place-based approach) to ensure engagement with people on the ground is about matters that are important to them using suitable channels at an appropriate time;
- **focused** on gathering local intelligence to enable better and more sustainable decisions.

**There are significant workplace benefits of embedding effective engagement in an organisation:**

- a connected and engaged workforce is more likely to perform better both as a team internally as well as servicing their communities;
- will make better decisions if we gain input and insights from the people who have an interest or are going to be affected by the decision;
- increases the likelihood of people coming onboard the change journey if we inform, educate and influence them with clear, concise and relevant information;
- build trust and transparent relationships;
- allow people with diverse views and knowledge to contribute, achieving more innovative approaches to opportunities and challenges;
- achieve objectives that cannot be reached by acting alone.

Source: International Association for Public Participation, 2018)

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# 3. Culture and Engagement

## 3.2 Exploring Effective Culture and Engagement

### 3.2.2 Cultural Reform

Cultural change is a key priority when it comes to embedding large transformational projects across any organisation and is required to:

- Equip leaders to define and clarify what needs to change – e.g. supporting them to define and role model desired behavioural changes, maintaining accountability and building inclusive and capable teams
- Drive and embed targeted and timely behavioural-based interventions;
- Implement and facilitate evidence-based and strategic interventions and actions;
- Consistently monitoring and reporting progress and adapting as required;
- Regularly assess the current rate and state of change to understand critical ‘buy in’ and ‘drop off’ points for stakeholders;
- Develop and harness broad trusted relationships across leadership and the broader organisation by engaging employees across all ranks and locations in core change programs;
- Agitate and drive cultural and behavioural change across the organisation;
- Integrate cultural change into broader organisational strategies, processes and practices; and
- Build support and accountability for critical success factors across leadership and any governance or working groups.

Across Queensland Government the Public Service Commission (PSC) has published a Cultural Framework which outlines how the core components of strategy, people, relationships, environment and leadership work together to create and drive cultural change. An effective organisation should have the ability to apply each of these components to the organisation’s culture change vision and understand the high value levers that affect sustainable cultural change. These components work interdependently and must link with the broader organisational vision and strategy.

High functioning cultural change manages transformation end-to-end and acknowledges that lasting cultural change can take between two and five years to embed depending on the size, context and maturity of the organisation. 54% of organisational change efforts fail (PwC Strategy & (nee Booz & Co.), 2014) with key reasons for this failure including:

- the team or leadership ‘dictating’ change rather than bringing people along the journey – i.e. ‘doing’ the change work to the organisation rather than facilitating people to take up and embrace change;
- too many discrete change activities too fast causing ‘change fatigue’.

# 3. Culture and Engagement

## 3.3 Assessment of Current Arrangements

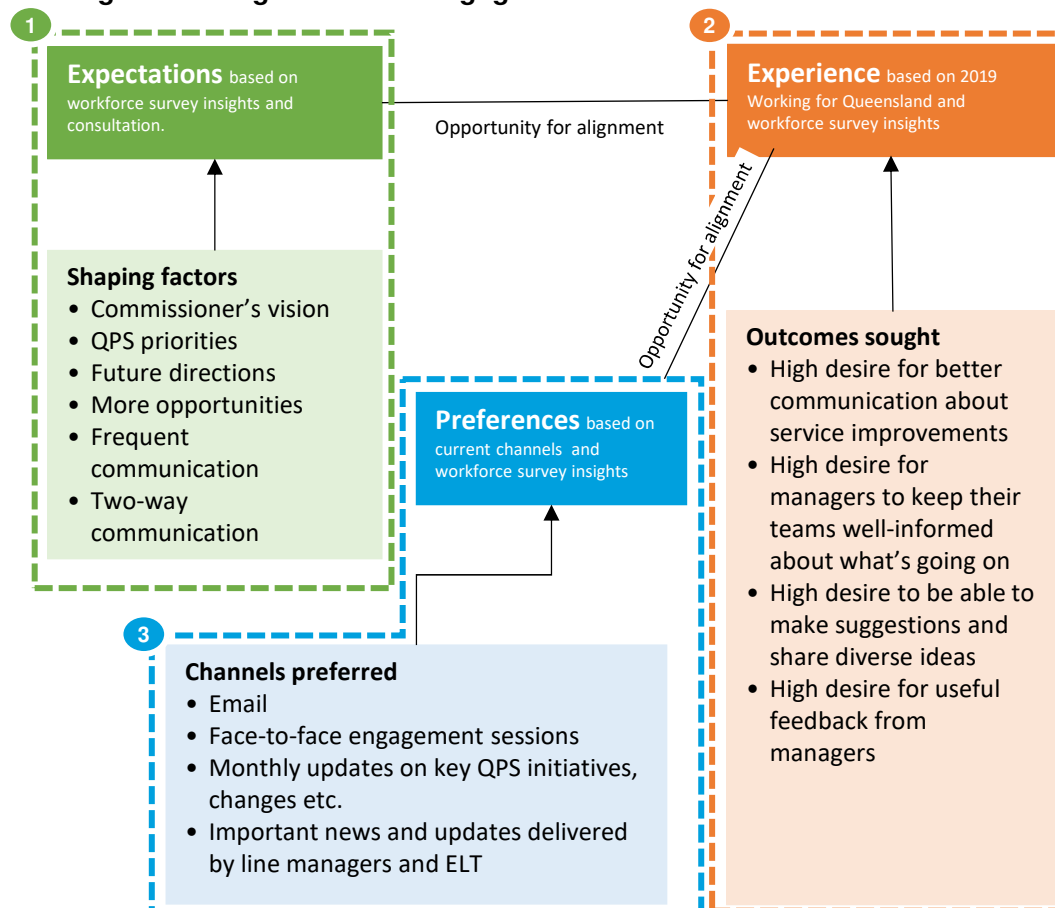
### 3.3.1 Engagement and Communications

Historically there appears to have been insufficient focus on providing and sustaining the level of internal communications and engagement that is necessary to drive a high performing organisation. Indeed, undertaking engagement activities and then failing to follow through with actions will further undermine the engagement of the workforce.

The diagram to the right provides insights from work undertaken to understand engagement and preferences:

- 1 There are a number of factors influencing expectations regarding engagement and communications, this includes a top-down view from Commissioner Carroll (seen in light green) as well as expectations gleaned from recent workforce engagement.
- 2 The current experience of the workforce in relation to engagement and communications is understood from the Working for Queensland survey and other recent engagement activities. The light coloured orange box sets out the key aspects that are sought by the workforce.
- 3 The preferences reflects the channels which the workforce have identified as their preferred route of communication (seen in the light blue box).

**Figure 23. Organisational Engagement Schematic**



# 3. Culture and Engagement

## 3.3 Assessment of Current Arrangements

### 3.3.2 Cultural Reform

The three current programs focusing on cultural change are fragmented which leads to inconsistent messaging and understanding of the purpose. Whilst there may be a need for various workstreams (or projects or programs) there is a need for them to be fully integrated and aligned to an overall vision or strategy.

### 3.3.2 Working for Queensland Survey

The lack of transparency of historical Working for Queensland results to the broader workforce will likely have impacted negatively in terms of level of trust of leadership and morale as well as fatigue in relation to involvement in future surveys and Reviews. The significant take up of the Working for Queensland survey for 2019 (70% of workforce) can be argued to reflect the optimism that is being held following Commissioner Carroll's appointment. Historical fatigue together with current optimism was observed strongly during the consultations undertaken for this Review.

# 3. Culture and Engagement

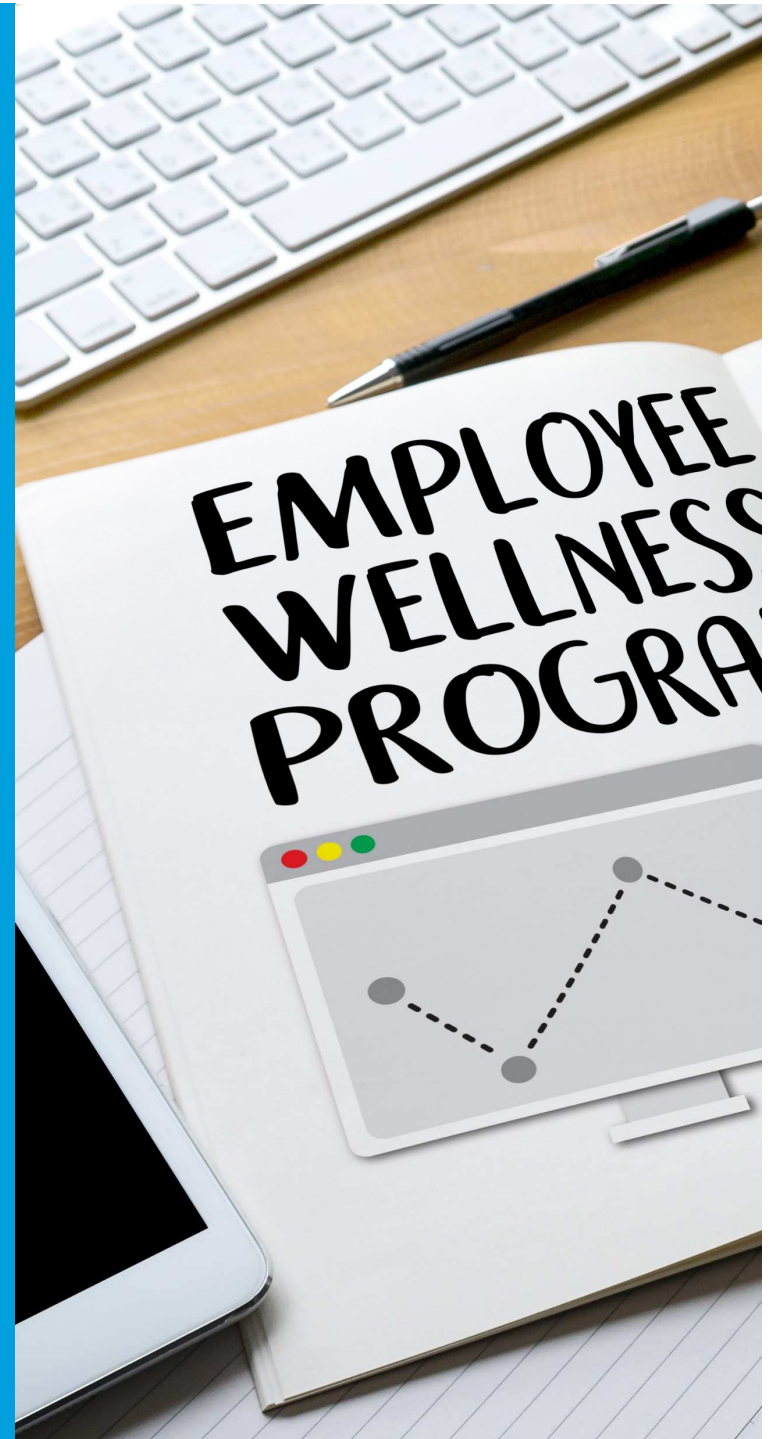
## 3.4 Conclusions

### 3.4.1 Conclusions

There is currently inadequate focus on engagement, communication and culture within the QPS substantive organisation i.e. not temporary, to drive the Commissioner's vision of being a connected and engaged workforce. In addition, the efforts that are undertaken appear to be fragmented and don't provide clear alignment to the strategy and communication of the purpose to the workforce.

4

# HEALTH & WELLBEING



# 4. Health and Wellbeing

## 4.1 Health and Wellbeing Current State

### 4.1.1 Health and Wellbeing Scope

The purpose of the Health, Safety and Wellbeing functions within the QPS are as follows:

- Contribute to the service by ensuring advice, strategies and programs are in place to create workplaces that prevent injury and illness and support employees health, fitness and wellbeing;
- Ensure all legislative and Government imposed obligations are met (for example Workplace Health and Safety (WH&S), Workers' Compensation, and employment law, codes of practice policies and agreements);
- To provide psychological assessments to support recruitment and business as usual, and administering the mental health promotion and a destigmatisation program.

### 4.1.2 Service Delivery Model

Health, Safety and Wellbeing functions are shown below together with the current service delivery model – Employee Wellbeing and Chaplain Support is hosted in Regions and Commands, whilst Health and Safety and Strategy and Projects are centralised.

Employee Wellbeing	Chaplain Support	Health & Safety Management	Strategy & Projects
<i>Employee Wellbeing oversight is provided centrally (1 FTE) with Senior Human Service Officers (HSOs) hosted in Regions and Commands (24 FTE of which there are currently two vacancies). This equates to one HSO to 625 employees (assuming full strength and equitable distribution across the workforce).</i>	<i>Chaplain Support oversight is provided centrally (1 FTE) with Chaplains hosted in Regions and Commands. Chaplains are not employed by QPS but contracted through Christian faith-based churches and organisations.</i>	<i>Health &amp; Safety Management oversight is provided centrally (3 FTE) with the Injury Management Advisors also located centrally (9 FTE plus two temp positions). Injury management was migrated to a centralized model following the 2013 restructure; was migrated to PSBA following PACSR and subsequently moved back to QPS following the 2015 PSBA Review.</i>	<i>Strategy &amp; Projects oversight is provided centrally (1 FTE) with a range of services provided centrally including Health &amp; Safety Advice, Health Education, Alcohol and Drug testing and individual projects (12 FTE of which there are three vacancies and one additional temp position)</i>



# 4. Health and Wellbeing

## 4.1 Health and Wellbeing Current State

### 4.1.3 Key Policies and Practices

There are two governing policies for Health and Wellbeing. These are summarised below:

#### **Psychological Wellbeing Employee Assistance Policy (2013)**

*The QPS provides an internal clinical and organisational consultancy service designed to:*

- *Enhance employee wellbeing;*
- *Build organisation resilience and reliability; and*
- *Reduce the risk of psychological harm in the workplace.*

*The program uses an integrated, multi-disciplinary approach for delivering mental health services, which includes prevention, training, promotion, early intervention, and rehabilitation. The policy sets out the responsibilities of Employee Wellbeing and the Senior Human Services Officers in delivering services to the broader QPS.*

*The policy considers:*

- *The role of the Employee Wellbeing team including risk management of psychological injury.*
- *The role of Senior Human Service Officers including requirements regarding confidentiality.*
- *Specific Employee Wellbeing Programs including:*
  - *Clinical and Counselling Services;*
  - *Organisational Consultancy;*
  - *Promotion, Prevention and Early Intervention;*
  - *Peer Support Groups;*
  - *Psychological First Aid for Managing Critical Incidents;*
- *Use of Alcohol or a Drug; and*
- *Research and Development.*

# 4. Health and Wellbeing

## 4.1 Health and Wellbeing Current State

### **Psychological First Aid for Managing Critical Incidents Policy (2013)**

*This policy describes a Service-wide strategy for managing the risk of psychological injury to members following exposure to or involvement in a critical incident of a potentially traumatic event (PTE). The effective management of critical incidents means ensuring that all members receive appropriate care and support following their involvement in such incidents. It is a shared responsibility across all levels of the organisation, including individual members themselves.*

*This policy commits all members of the Service to the objectives and benefits of appropriate risk management of single and repeated exposure to critical incidents, including:*

- *Organisational and individual preparation and planning for exposures to critical incidents;*
- *Timely reporting of members' exposure to Human Service Officers (HSO's);*
- *Provision of Psychological First Aid (PFA) following exposure to a critical incident;*
- *Education and training in PFA; and*
- *Early intervention and referral to appropriate health care professionals where treatment is indicated.*

*The policy considers:*

- *Organisational Roles and Responsibilities*
- *Supervisors/OICs – Notification of Critical Incidents to HSOs*
- *Ongoing Support and Monitoring of Members' Wellbeing*
- *Self Care and Organisational Support for Supervisors/OICs*
- *Critical Incident Response Support*
- *HSO Responsibility – Category A Incidents*
- *HSO Responsibilities – Category B Incidents*
- *Major Incident Response*
- *Expectations of Members*

# 4. Health and Wellbeing

## 4.1 Health and Wellbeing Current State

### 4.1.4 Injury Management

Figure 24 shows the distribution of injury management cases across the QPS.

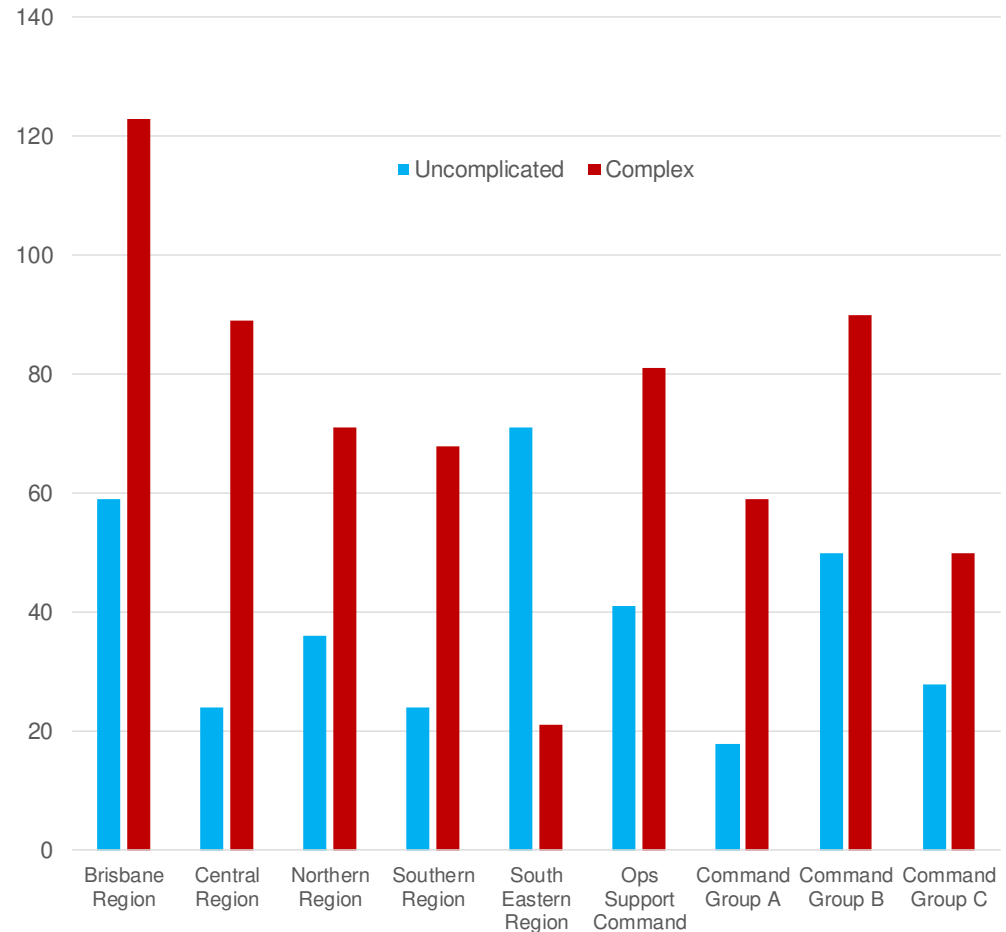
Figure 24 shows the distribution of injury management across the QPS – Regions and Command Groups (nine Commands). Each of the nine groups has one FTE dedicated to the caseload.

The data shows a total of 1,003 cases requiring injury management support. A separate data source indicated that injury management dealt with more than 4,900 cases during 2018 (QPS Rehabilitation and Return to Work Internal Audit (2019)).

The caseload for injury management advisors ranges from 182 in Brisbane Region (123 complex and 59 uncomplicated) through to 77 in Command Group A (59 and 18). This is an average caseload of 111. The chart shows significant variance in caseload across the injury management advisors.

Given an organization size of 15,464 at the time of writing this reflects an average of 1,718 QPS employees under the responsibility of each injury management advisor.

**Figure 24. Distribution of Injury Management caseload**



Source: QPS Rehabilitation and Return to Work Internal Audit (2019)

# 4. Health and Wellbeing

## 4.1 Health and Wellbeing Current State

### 4.1.6 Key Themes

There were a number of themes that were identified via the consultations, site visits and email submissions, which are set out within this section.

- **Injury management** – There was significant feedback provided regarding the ineffective nature of injury management. This was reflected across the Regions and Commands as well as the Health and Safety Management Team, responsible for delivering the service. Feedback from Regional Operations tended to focus on the challenges associated with the current centralised model and an apparent disconnection between the Injury Management Team and line management. This resulted in line managers not having transparency of progress with regards to individual cases. The extent to which the centralized model is the root cause, in comparison to the lack of capacity of the injury management team could not be determined. An internal audit was undertaken which highlighted numerous issues in the current approach including excessive caseloads, limited highly experienced staff, and a range of important administrative activities not being undertaken due to capacity constraints. *QPS Rehabilitation and Return to Work Internal Audit (2019)*
- **Fatigue management** – There was significant and prevalent feedback regarding the impact of the current delivery model and excessive demand regarding fatigue management. This was particularly acute in Regions / Districts / Divisions where numerous examples were given regarding insufficient down time being provisioned for to manage fatigue. This included individuals being called in to cover shifts when they were required to take a break.
- **Mental health not adequately monitored and supported** – Feedback from Regions / Districts / Divisions suggested that mental health was not adequately focused on by the QPS. This view was also supported by HSOs. There was mixed feedback regarding the extent to which the environment enabled individuals to seek help. The feedback was largely polarised with some individuals expressing their concern that ‘putting your hand up’ would be to the detriment of ones career, versus others expressing that there had been significant improvement in this regard over the past number of years.
- **HSO role** – There appears to be a lack of role clarity and conflicting expectations where HSOs are expected to operate under the policies and procedures of the QPS but also in accordance with the respective professional bodies. There was consistent feedback from multiple individuals regarding professional mental health advice being provided and overruled by operational police officers exposing the individuals (HSO’s and impacted individuals) and the organisation to risk. There was extensive and significant detailed feedback provided regarding the challenges currently being faced and the potential implications of these challenges.
- **Isolation of hosted resources** – It was apparent through the State-wide site visits and consultations that one of the unintended consequences of the 2013 re-structure, establishment of central functions and the concept of ‘hosted’ resources was the creation of silos in the Regions and Districts. In the worst instances this appeared to manifest itself in an environment that could be isolating for hosted resources. This appeared to be exacerbated when hosted resources were in small numbers. The impact of such an environment would likely have a significant impact on morale, health and wellbeing for the affected individuals.
- **Condition of facilities** – It was apparent that in some instances, that the working environment was significantly below a level that would be deemed appropriate. In addition, there was significant variability between different locations and even within a single location in the case of Cairns station. At present there are multiple approaches to maintaining facilities including the PSBA, Districts and Commands – it appears that this fragmented approach has led to significant disparity in terms of investment across the State.

# 4. Health and Wellbeing

## 4.2 Exploring Effective Health and Wellbeing Management

### 4.2.1 Impacts on Health and Wellbeing

In 2018 Beyond Blue undertook a detailed survey of 21,014 current and former employees from police, fire, ambulance and State Emergency Services across Australia. This survey identified that while many employees and volunteers reported having good mental health and wellbeing and high levels of resilience, The survey also identifies that respondents have higher rates of psychological distress, higher rates of diagnosis of mental health conditions, and higher rates of suicidal thinking and planning than the general adult population in Australia.

### 4.2.2 Critical Factors relating to Health and Wellbeing

The Beyond Blue survey identified three critical factors from its research:

- Workplaces that are supportive and inclusive, have regular discussions about occupational experiences, and effectively manage emotional demands on staff have lower rates of Post-Traumatic Stress Disorder (PTSD) and psychological distress. In fact, poor workplace practices and culture are equally debilitating for emergency service personnel as exposure to trauma.
- Many people with psychometric results indicating they are experiencing high or very high distress – and probable PTSD – did not recognise that they had a mental health issue. This is a major concern and suggests that a significant number of police and emergency services personnel still have poor mental health literacy. They are not recognising the signs and symptoms of anxiety, depression or PTSD in themselves.
- Self-stigma - a fear of what others may think or an inability to talk openly about personal feelings and circumstances – gets in the way of people seeking support and is associated with poorer mental health outcomes. However, individuals have a positive regard for – and are supportive of – colleagues experiencing mental health conditions.

### 4.2.3 Strategies for driving improved Health and Wellbeing

The approaches adopted by other jurisdictions generally follow the Beyond Blue Good Practice Guide by having programs and policies that address promotion, protection and prevention. The commonalities between strategies are that their goals are to:

- Validate and increase early help seeking behavior;
- Ensure multiple pathways are available to appropriate care;
- Protect mental health through reducing psychological health and safety risk factors at the source; and
- Promote positive mental health through building workplace protective factors.

# 4. Health and Wellbeing

## 4.3 Assessment of Current Arrangements

### 4.3.1 Overall

Feedback would suggest that the current approach to health and wellbeing is not appropriate to the needs of individuals and the organisation. This has already been identified by the Commissioner of Police and preliminary work is being undertaken in scoping opportunities for improvement.

### 4.3.2 Injury Management

The current level of service being provided for injury management falls below the expectations of Regions and Commands and the level of service that the Health and Safety team themselves wish to provide.

The internal audit of Injury Management (QPS Rehabilitation and Return to Work Internal Audit (2019)) provided a comparison of caseload between the QPS and other jurisdictions. This can be seen below.

**Figure 25. Comparison of Injury Management Caseload**

Organisation	Total workforce	Case Managers	Cases requiring management (at April 2019)	Average case load per case manager	Average closure time (2018)	Injury Management Cases open during 2018	
						WC claims	Non-WC claims
Queensland Police Service	15,163 (FTE)	9	431 (plus 656 Non-WC)	130.7 (at 22 May 2019)	48 days	4,900	
NSW Police Force	20,907 (HC)	63	Not available	57	424 days	3,541	Not captured
Victoria Police	20,778 (FTE)	21	438	74	N/A	1,163	Not captured
New Zealand Police	13,223 (FTE)	10	131	50	64 days	1,862	653
Western Australia Police Force	8,583 (FTE)	16	47	38	N/A	Average of 164 per month - data collection commenced October 2018	
Australian Federal Police	6,399 (FTE)	11	Not available	55	48 days	124	Not captured
Tasmania Police	1,788 (FTE)	4	15	N/A - Case managers are not assigned individual case loads.	N/A	77	8
ACT Policing	823 (FTE)	2	9	55	2,049 days	61	9

The data illustrates that the QPS is a significant outlier in terms of caseload in comparison to other jurisdictions. This will likely have a significant impact on the ability to deliver a service which is best for the individual and for the QPS. **It should be noted however that the thresholds to trigger the need for injury management support differs between jurisdictions. For example there is no threshold in QPS however in NSW Police the threshold is set at 15% permanent impairment.**

# 4. Health and Wellbeing

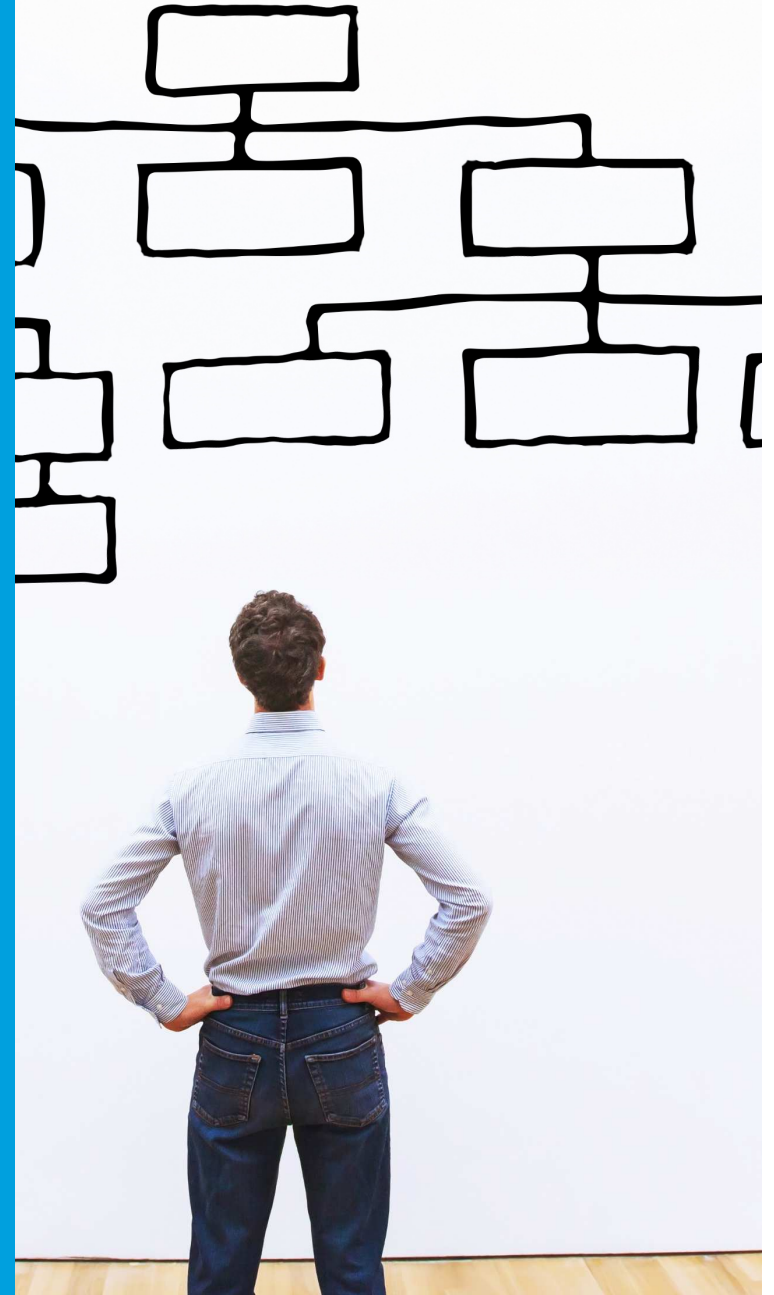
## 4.4 Conclusions

### 4.4.1 Conclusions

The extent to which concerns were raised by the workforce regarding health and wellbeing would indicate that this area is currently a significant issue. The challenge appears to be exacerbated by current capacity constraints both across frontline and within the Health, Safety and Wellbeing Team. Given the findings of the Beyond Blue survey, which demonstrated that employees from policing and emergency services organisations tend to have higher rates of psychological distress, higher rates of diagnosis of mental health conditions, and higher rates of suicidal thinking and planning than the general adult population in Australia and more than the policing sector as a whole, the current situation is acute.

5

# ORGANISATION STRUCTURE BASELINE





# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline

### 5.1.1 Organisational structure overview

The current QPS organisation is divided into three portfolios each led by a Deputy Commissioner (plus State Discipline led by an Assistant Commissioner), reporting to the Queensland Police Commissioner. The structure largely reflects the one that was put in place following the QPS Structural Review commencing 1 July 2013. The functional structure can be seen on the next page.

#### Organisational Principles

The organisation employs a centralised structure with nine Commands, two Groups and one Division supporting the organisation as a whole as well as the Regional Operations. The structure is supported by a Central Function policy which was detailed in the QPS Structural Review (2013). The Central Function model will be discussed in more detail in Chapter 7.

#### Summary of Portfolios

The scope and remit of the four portfolios is summarised below:

REGIONAL OPERATIONS	CRIME, COUNTER-TERRORISM AND SPECIALIST OPERATIONS	STRATEGY, POLICY AND PERFORMANCE	STATE DISCIPLINE (AC)
<p>Regional Operations is responsible for providing policing services across the State of Queensland. This includes responding to calls for service, investigating crime and for preventative and disruptive activities.</p> <p>To support operations Queensland State is divided into:</p> <ul style="list-style-type: none"><li>• 5 Regions</li><li>• 15 Districts</li></ul>	<p>Crime, Counter-Terrorism and Specialist Operations comprises the following Commands.</p> <ul style="list-style-type: none"><li>• State Crime Command</li><li>• Security and Counter-Terrorism Command</li><li>• Intel &amp; Covert Services Command</li><li>• Road Policing Command</li><li>• Community Contact Command</li><li>• Operations Support Command</li></ul>	<p>Strategy, Policy and Performance comprises the following Commands/Groups/Divisions.</p> <ul style="list-style-type: none"><li>• People Capability Command</li><li>• Organisational Capability Command</li><li>• Ethical Standards Command</li><li>• CCC Police Group</li><li>• Legal Division</li><li>• Policy &amp; Performance</li></ul>	<p>State Discipline has recently been established to provide independence in relation to State-wide discipline.</p>

# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline

The functional organisation structure can be seen in Figure 26 below:

**Figure 26. QPS Functional Organisation Structure**



# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline

### 5.1.2 Full Time Equivalent (FTE) Baseline

This section provides an FTE baseline for QPS as of 1 July 2019. The subsequent pages provide further detail drilling down to individual Region and Command Level. *Note – the information contained within this section was provided by PSBA Payroll information as at 30 June 2019. Therefore this data does not reflect any changes to organisation structure which have not been notified and changed in the PSBA payroll system.*

#### FTE Baseline

The table below provides a baseline of resources for the QPS organisation. This excludes staff working in the PSBA.

<b>Total FTE</b>	<b>15,464</b>
Total Sworn FTE	11,927
Percentage Sworn	77 %
Total Unsworn FTE	3,537
Percentage Unsworn	23 %
Ratio sworn to unsworn	3:1

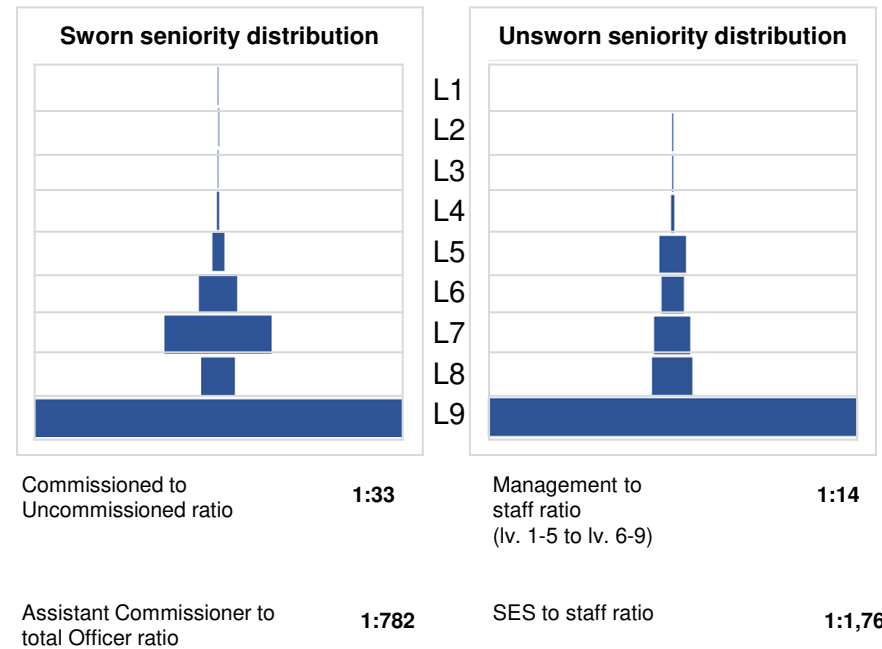
#### Legend:

<u>Sworn</u>		<u>Unsworn</u>	
L1	Deputy Commissioner	L1	General Manager
L2	Assistant Commissioner	L2	Executive Director, SES
L3	Chief Superintendent	L3	Director, SO
L4	Superintendent	L4	AO8, PO6
L5	Inspector	L5	AO7, PO5, TO6
L6	Senior Sergeant	L6	AO6, PO4, TO5
L7	Sergeant	L7	AO5, PO3, TO4, OO7
L8	Senior Constable	L8	AO4, PO2, TO3, OO5, OO6
L9	Constable	L9	AO1, AO2, AO3, TO1, TO2, OO1, OO2, OO3, OO4, PO1
Other	Recruits		NURSE, ENG, PILOT

*Note: The above does not seek to provide parity between Sworn and Unsworn grades.*

#### Spans of Control Analysis

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

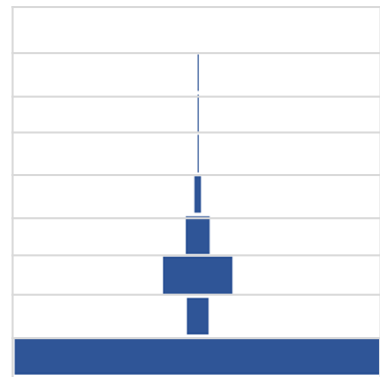
## 5.1 Organisation Structure Baseline

### Regional Operations

<b>Total FTE</b>	<b>9,200 (plus 2,063 hosted)</b>	
Total Sworn FTE	7,978	<i>Note: A further 1,707 FTE (Sworn) and 357 FTE (unsworn) are hosted resources</i>
Percentage Sworn	87 %	
Total Unsworn FTE	1,222	
Percentage Unsworn	13 %	
Ratio sworn to unsworn	9:1	

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

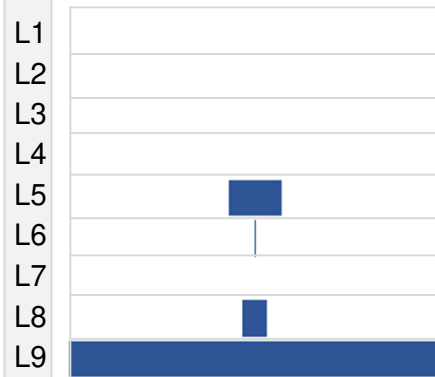
#### Sworn seniority distribution



Commissioned to Uncommissioned ratio **1:52**

Assistant Commissioner to total Officer ratio **1:1,595**

#### Unsworn seniority distribution



Management to staff ratio (lv. 1-5 to lv. 6-9) **1:8**

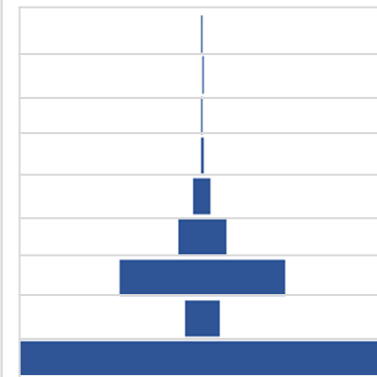
SES to staff ratio **-**

### Crime, Counter-Terrorism and Specialist Operations (CCTSO)

<b>Total FTE</b>	<b>4,711 (of which 1,691 are hosted)</b>	
Total Sworn FTE	2,924	<i>Note: Of the total, 1,415 FTE (Sworn) and 275 FTE (unsworn) are hosted within Regions</i>
Percentage Sworn	62 %	
Total Unsworn FTE	1,787	
Percentage Unsworn	38 %	
Ratio sworn to unsworn	2:1	

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

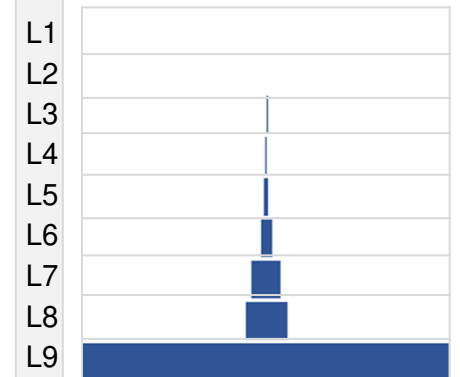
#### Sworn seniority distribution



Commissioned to Uncommissioned ratio **1:26**

Assistant Commissioner to total Officer ratio **1:486**

#### Unsworn seniority distribution



Management to staff ratio (lv. 1-5 to lv. 6-9) **1:47**

SES to staff ratio **-**

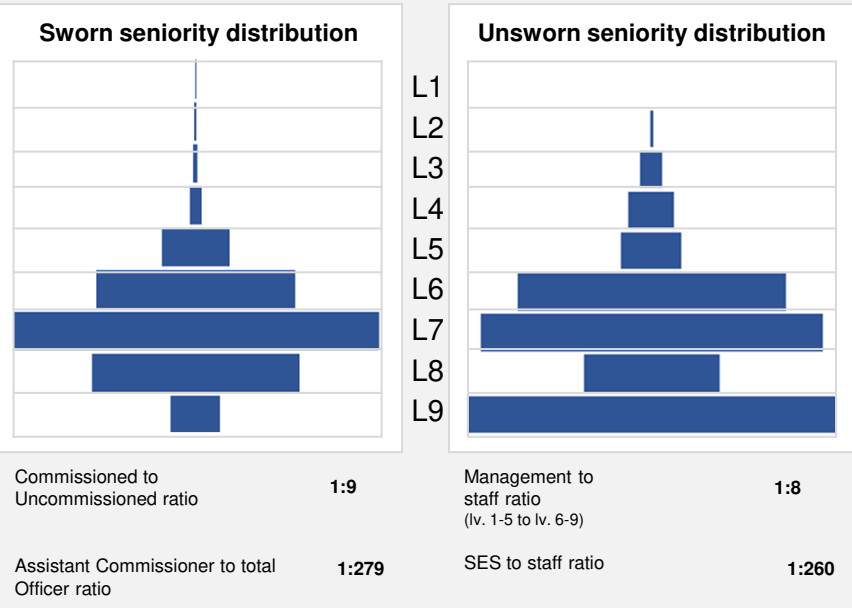
# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline

### Strategy, Policy and Performance

<b>Total FTE</b>	<b>1,542 (of which 373 are hosted)</b>	
Total Sworn FTE	840 (+179 recruits)	<i>Note: Of the total, 292 FTE (Sworn) and 81 FTE (unsworn) are hosted within Regions</i>
Percentage Sworn	66 %	
Total Unsworn FTE	523	
Percentage Unsworn	34 %	
Ratio sworn to unsworn	2:1	

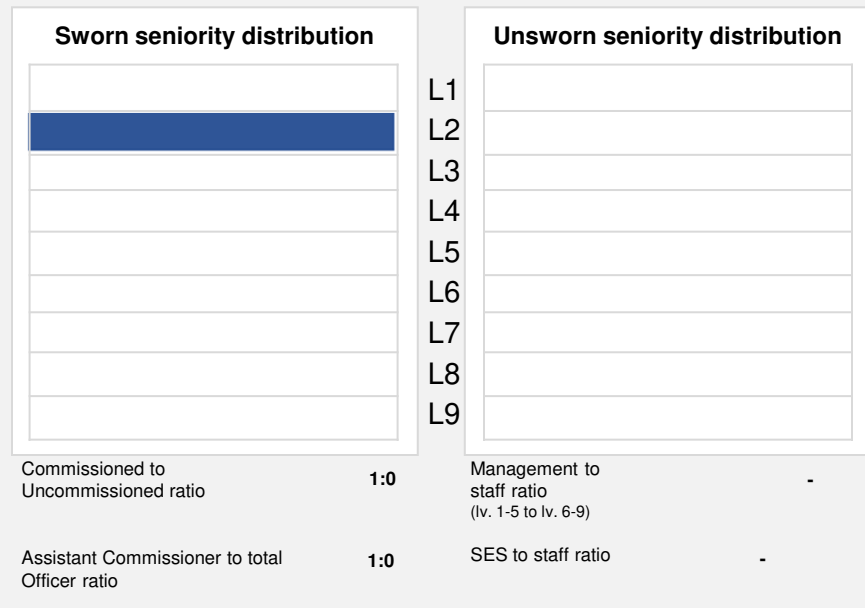
The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



### State Discipline

<b>Total FTE</b>	<b>1</b>
Total Sworn FTE	1
Percentage Sworn	100 %
Total Unsworn FTE	
Percentage Unsworn	
Ratio sworn to unsworn	1:0

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

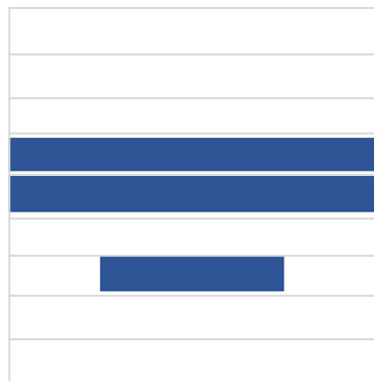
## 5.1 Organisation Structure Baseline

### Commissioners Office

<b>Total FTE</b>	<b>11</b>
Total Sworn FTE	6
Percentage Sworn	55 %
Total Unsworn FTE	5
Percentage Unsworn	45 %
Ratio sworn to unsworn	1:0.8

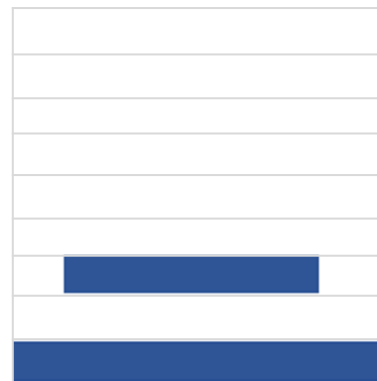
The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

#### Sworn seniority distribution



L1  
L2  
L3  
L4  
L5  
L6  
L7  
L8  
L9

#### Unsworn seniority distribution



Commissioned to  
Uncommissioned ratio **1:0.25**

Assistant Commissioner to total  
Officer ratio **0:5**

Management to  
staff ratio **0:5**  
(lv. 1-5 to lv. 6-9)

SES to staff ratio **0:5**

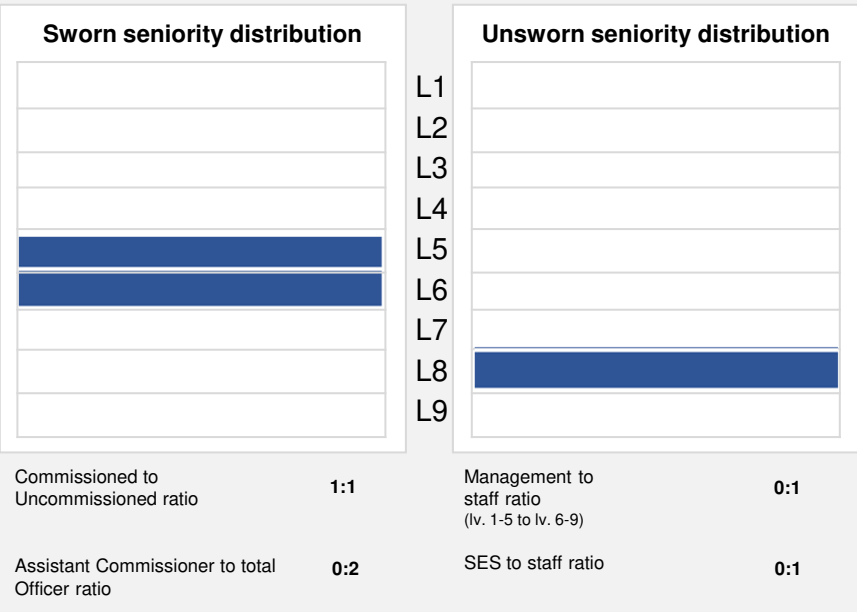
# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline – Regional Operations

### DC Office

<b>Total FTE</b>	<b>3</b>
Total Sworn FTE	2
Percentage Sworn	67 %
Total Unsworn FTE	1
Percentage Unsworn	33 %
Ratio sworn to unsworn	1:0.5

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

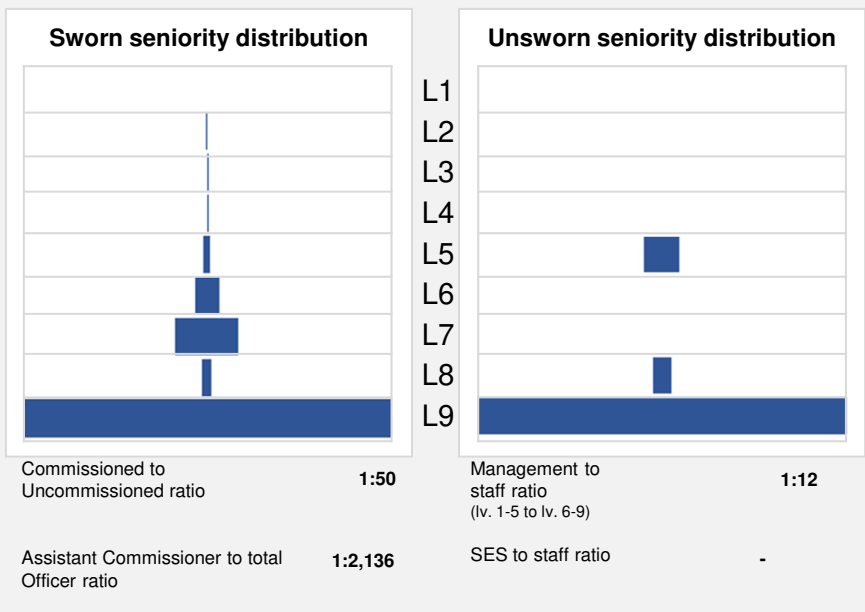


### Brisbane Region

<b>Total FTE</b>	<b>2,511 (plus 360 hosted)</b>
Total Sworn FTE	2,179
Percentage Sworn	87 %
Total Unsworn FTE	331
Percentage Unsworn	13 %
Ratio sworn to unsworn	1:0.15

*Note: A further 338 FTE (Sworn) and 23 FTE (unsworn) are hosted resources*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

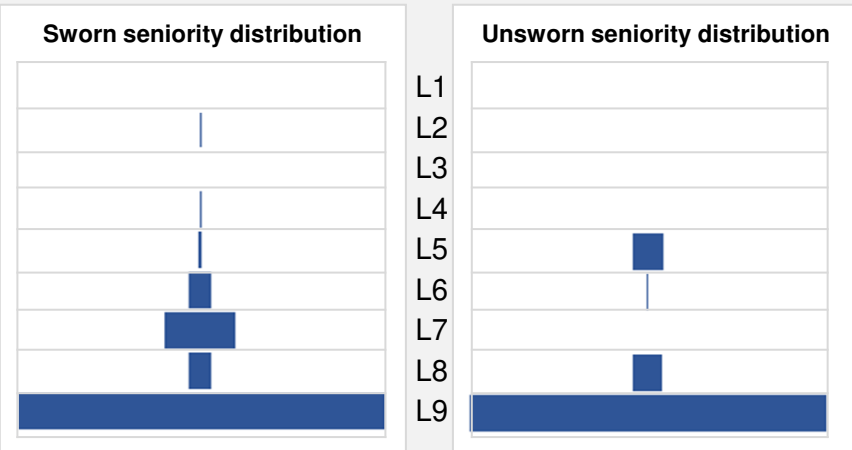
## 5.1 Organisation Structure Baseline – Regional Operations

### Central Region

<b>Total FTE</b>	<b>1,783 (plus 493 are hosted)</b>
Total Sworn FTE	1,571
Percentage Sworn	88 %
Total Unsworn FTE	212
Percentage Unsworn	12 %
Ratio sworn to unsworn	9:1

*Note: A further 379 FTE (Sworn) and 114 FTE (unsworn) are hosted resources*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



Commissioned to Uncommissioned ratio **1:62**

Assistant Commissioner to total Officer ratio **1:1,570**

Management to staff ratio (lv. 1-5 to lv. 6-9) **1:13**

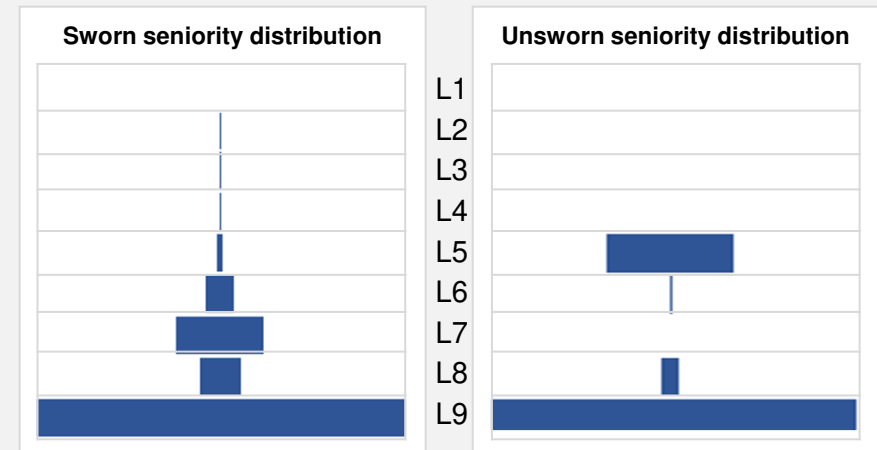
SES to staff ratio **-**

### Northern Region

<b>Total FTE</b>	<b>1,649 (plus 415 are hosted)</b>
Total Sworn FTE	1,359
Percentage Sworn	82 %
Total Unsworn FTE	290
Percentage Unsworn	18 %
Ratio sworn to unsworn	9:1

*Note: A further 329 FTE (Sworn) and 86 FTE (unsworn) are hosted resources*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



Commissioned to Uncommissioned ratio **1:49**

Assistant Commissioner to total Officer ratio **1:1,358**

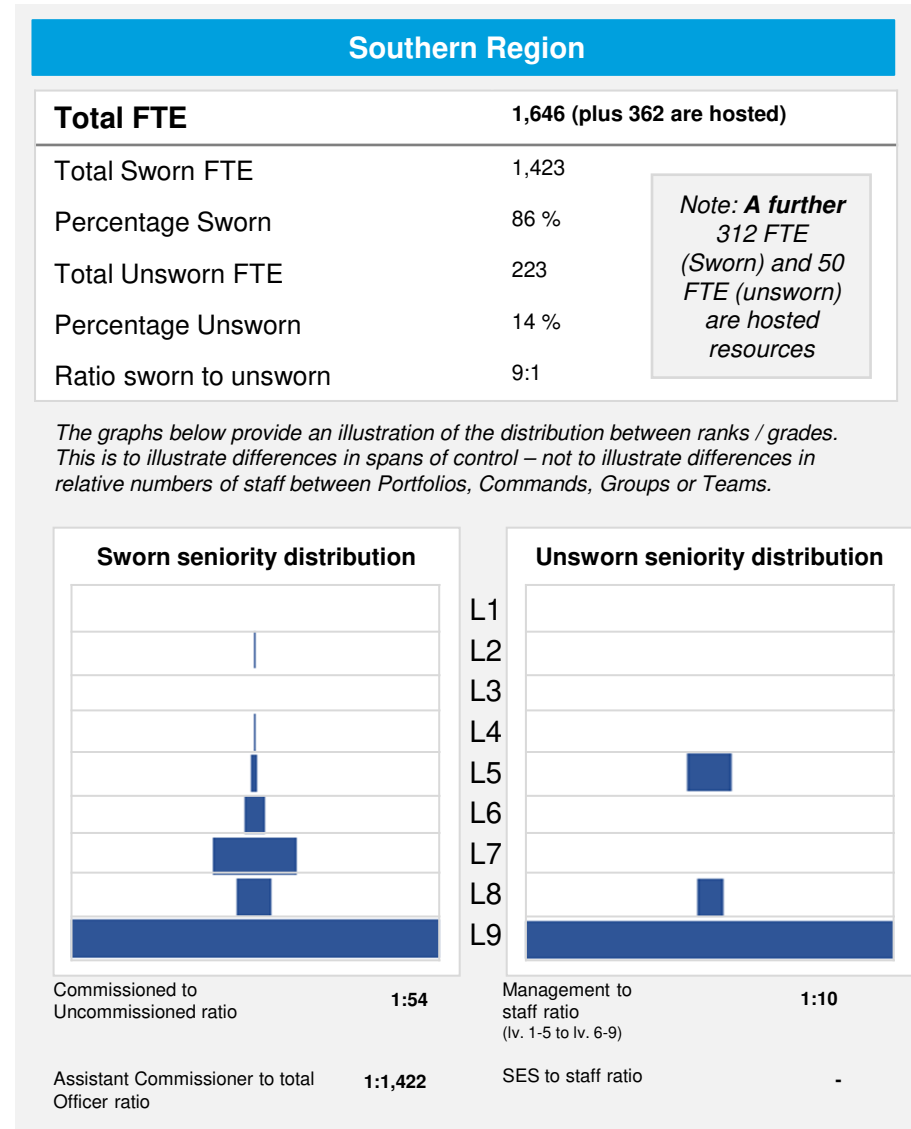
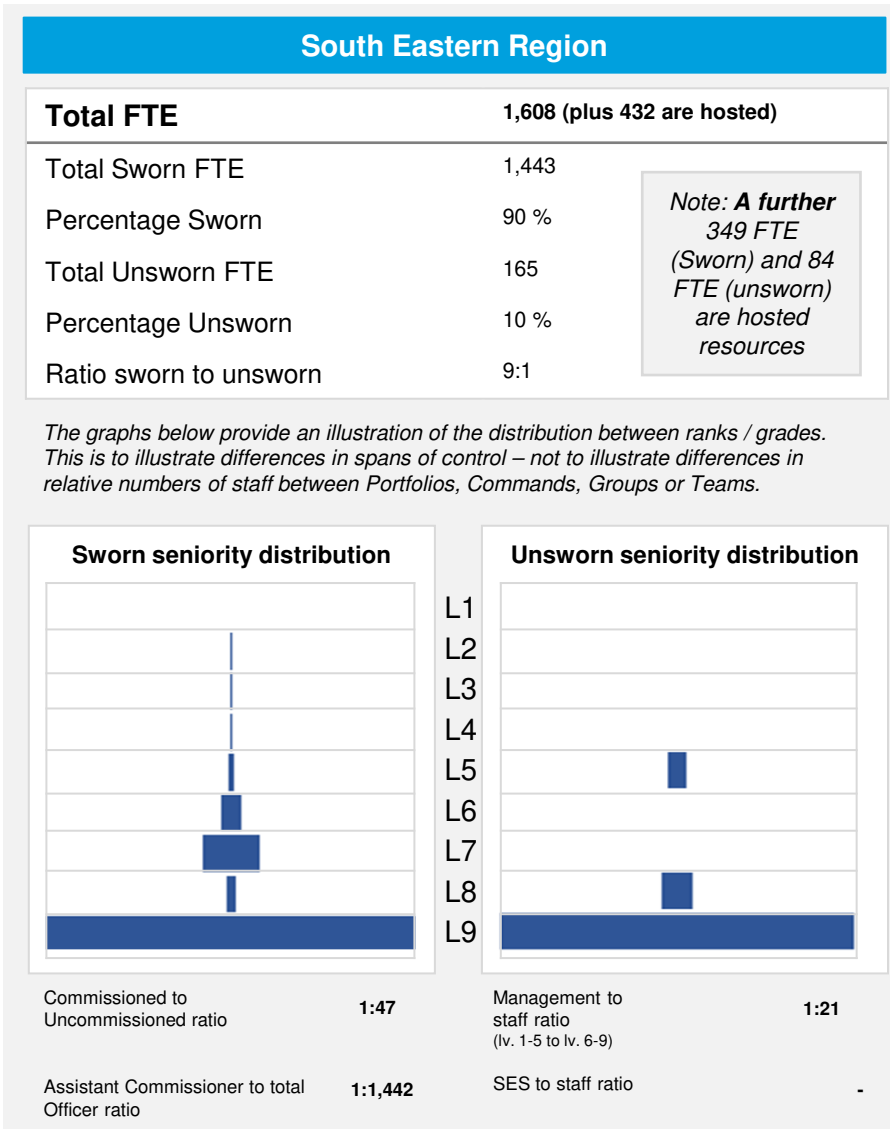
Management to staff ratio (lv. 1-5 to lv. 6-9) **1:4**

SES to staff ratio **-**



# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline – Regional Operations



# 5. Organisation Structure Baseline

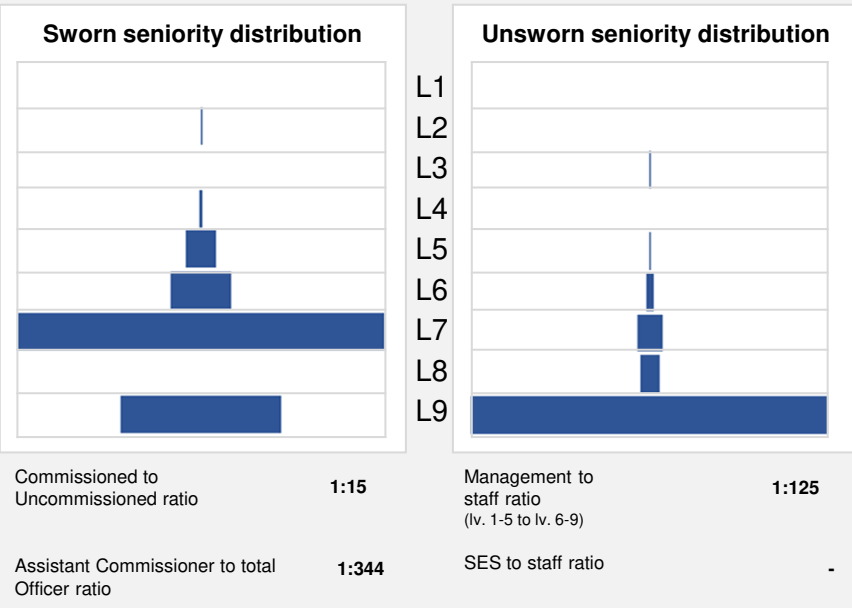
## 5.1 Organisation Structure Baseline – CRIME CT & SPECIALIST OPS

### Community Contact Command

<b>Total FTE</b>	<b>1,103 (of which 396 are hosted)</b>
Total Sworn FTE	345
Percentage Sworn	31%
Total Unsworn FTE	758
Percentage Unsworn	69%
Ratio sworn to unsworn	1:2

*Note: Of the total, 192 FTE (Sworn) and 203 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

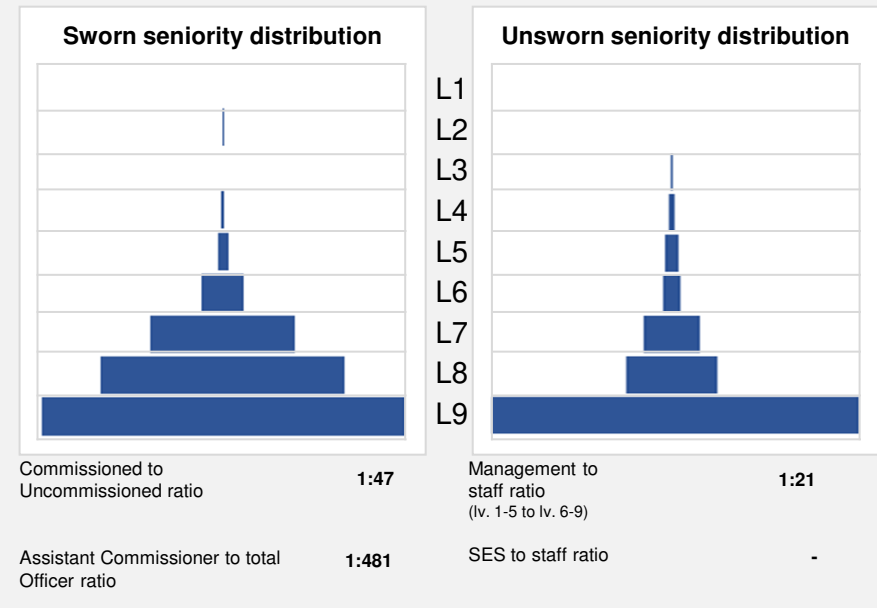


### Intel & CS Command

<b>Total FTE</b>	<b>681 (of which 207 are hosted)</b>
Total Sworn FTE	482
Percentage Sworn	71%
Total Unsworn FTE	198
Percentage Unsworn	29%
Ratio sworn to unsworn	2:1

*Note: Of the total, 164 FTE (Sworn) and 43 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

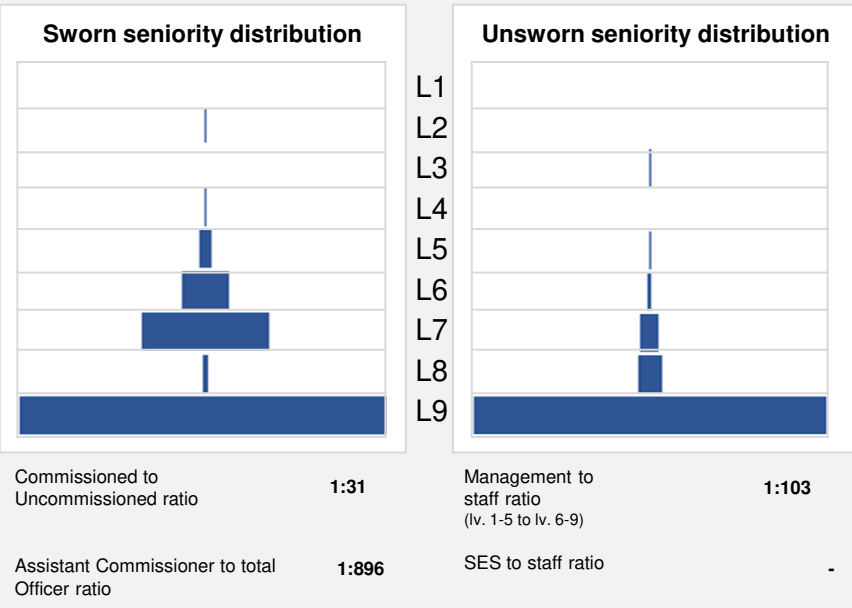
## 5.1 Organisation Structure Baseline – CRIME CT & SPECIALIST OPS

### Operations Support Command

<b>Total FTE</b>	<b>1,418 (of which 462 are hosted)</b>
Total Sworn FTE	897
Percentage Sworn	63 %
Total Unsworn FTE	521
Percentage Unsworn	37 %
Ratio sworn to unsworn	2:1

*Note: Of the total, 443 FTE (Sworn) and 19 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

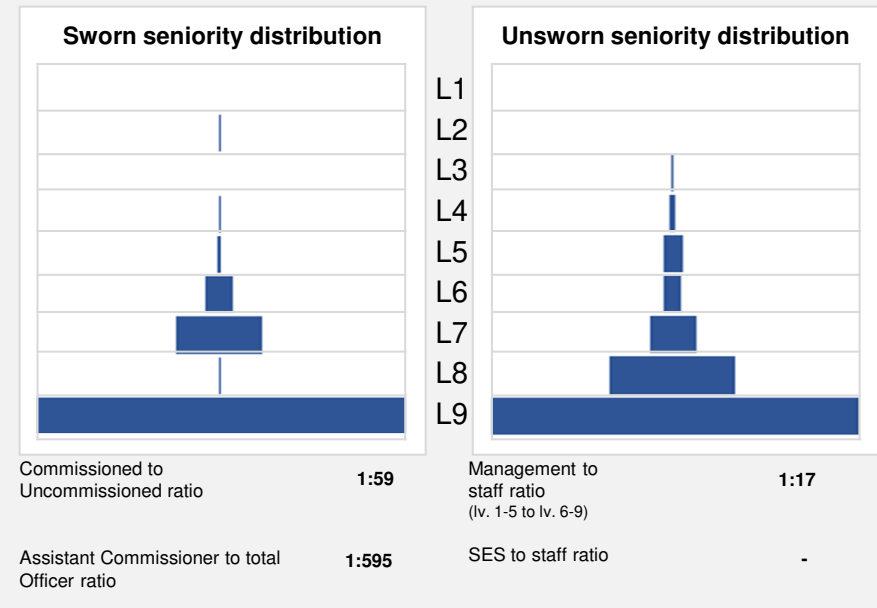


### Road Policing Command

<b>Total FTE</b>	<b>794 (of which 489 are hosted)</b>
Total Sworn FTE	596
Percentage Sworn	75 %
Total Unsworn FTE	198
Percentage Unsworn	25 %
Ratio sworn to unsworn	3:1

*Note: Of the total, 480 FTE (Sworn) and 9 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

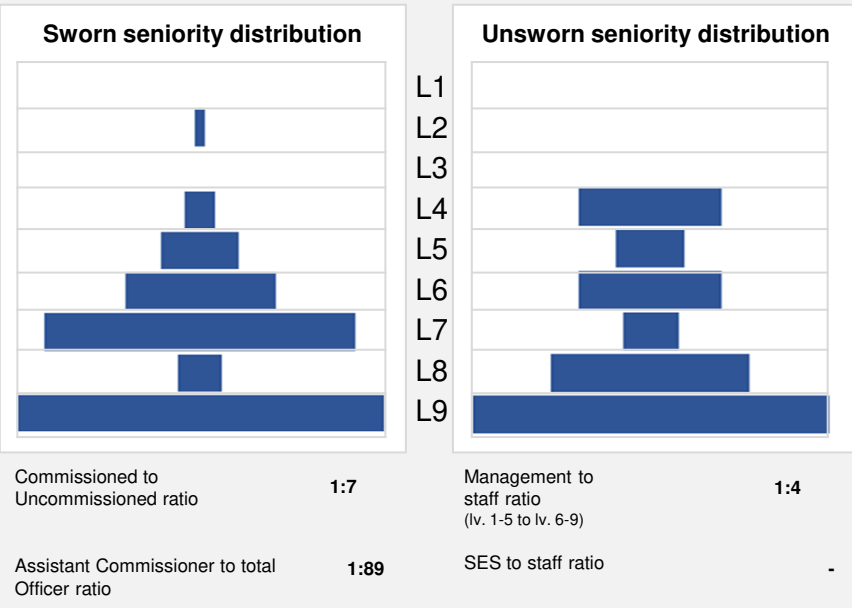
## 5.1 Organisation Structure Baseline – CRIME CT & SPECIALIST OPS

### Security & CT Command

<b>Total FTE</b>	<b>103 (of which 11 are hosted)</b>
Total Sworn FTE	90
Percentage Sworn	87 %
Total Unsworn FTE	14
Percentage Unsworn	13 %
Ratio sworn to unsworn	9:1

*Note: Of the total, 11 FTE (Sworn) and 0 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

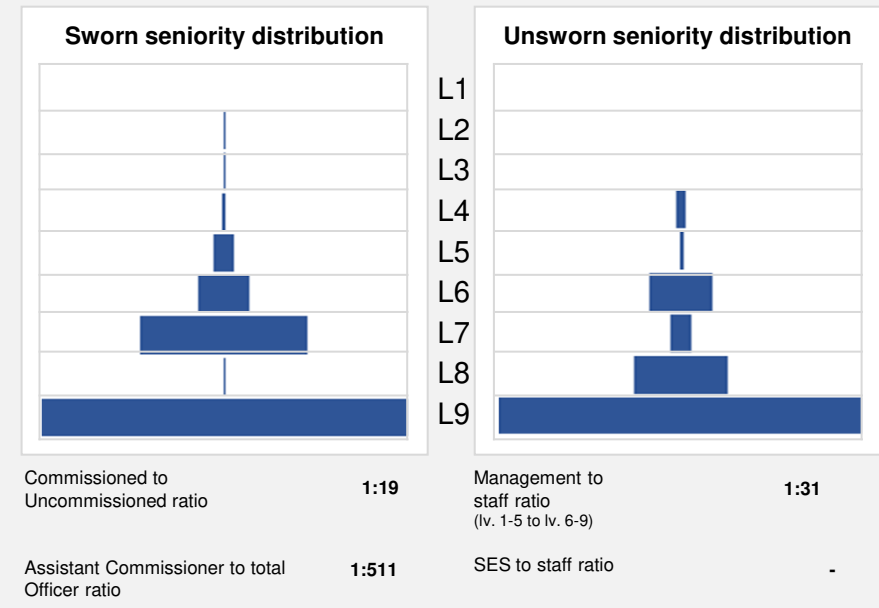


### State Crime Command

<b>Total FTE</b>	<b>607 (of which 126 are hosted)</b>
Total Sworn FTE	512
Percentage Sworn	84 %
Total Unsworn FTE	95
Percentage Unsworn	16 %
Ratio sworn to unsworn	5:1

*Note: Of the total, 125 FTE (Sworn) and 1 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



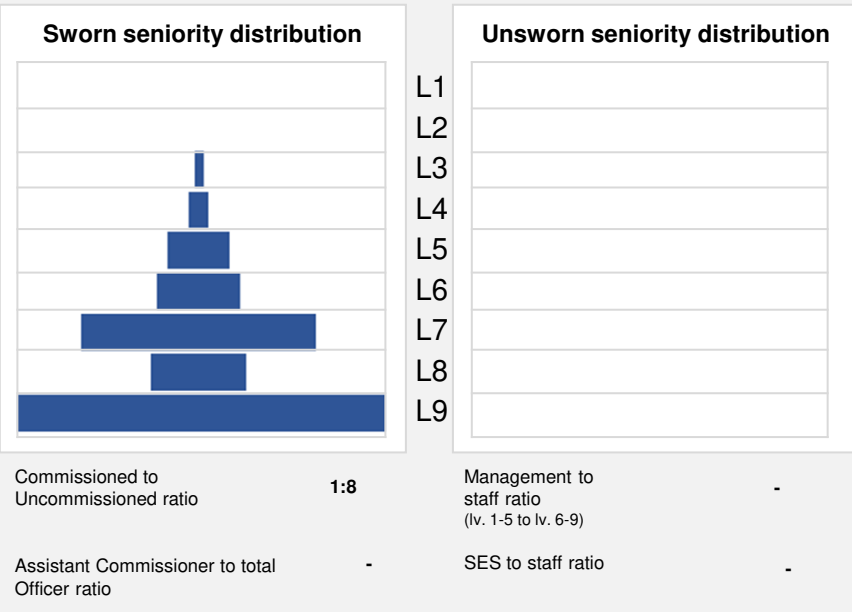
# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline – STRATEGY POLICY & PERFORM

### Crime & Corruption Com PG

<b>Total FTE</b>	<b>83</b>
Total Sworn FTE	83
Percentage Sworn	100 %
Total Unsworn FTE	0
Percentage Unsworn	0
Ratio sworn to unsworn	-

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

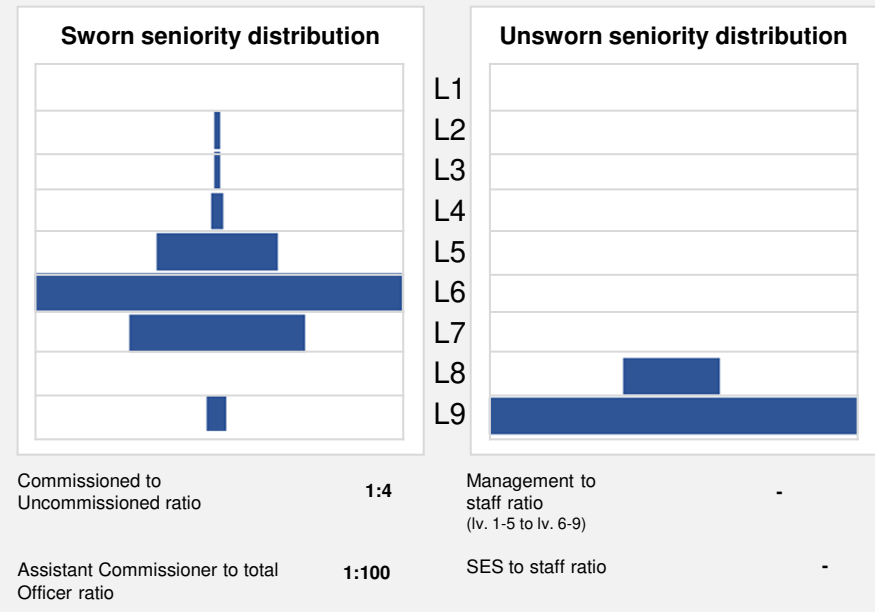


### Ethical Standards Command

<b>Total FTE</b>	<b>119 (of which 17 are hosted)</b>
Total Sworn FTE	101
Percentage Sworn	84 %
Total Unsworn FTE	19
Percentage Unsworn	16 %
Ratio sworn to unsworn	5:1

*Note: Of the total, 17 FTE (Sworn) and 0 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline – STRATEGY POLICY & PERFORM

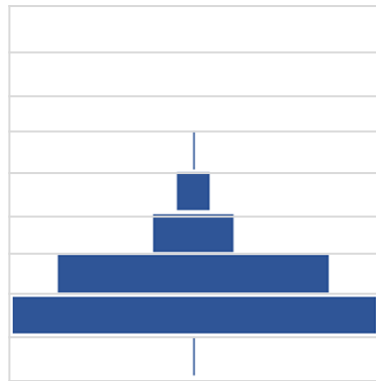
### Legal Division

<b>Total FTE</b>	<b>428 (of which 260 are hosted)</b>
Total Sworn FTE	251
Percentage Sworn	59 %
Total Unsworn FTE	177
Percentage Unsworn	41 %
Ratio sworn to unsworn	3:2

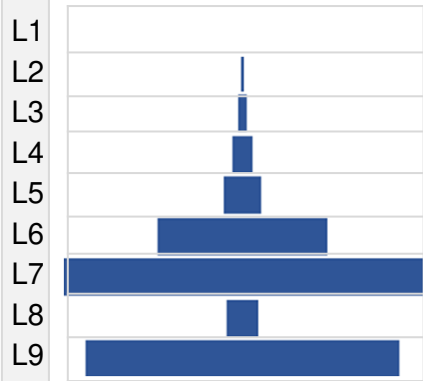
*Note: Of the total, 179 FTE (Sworn) and 81 FTE (unsworn) are hosted within Regions*

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

#### Sworn seniority distribution



#### Unsworn seniority distribution



Commissioned to Uncommissioned ratio **1:20**

Assistant Commissioner to total Officer ratio -

Management to staff ratio (lv. 1-5 to lv. 6-9) **1:12**

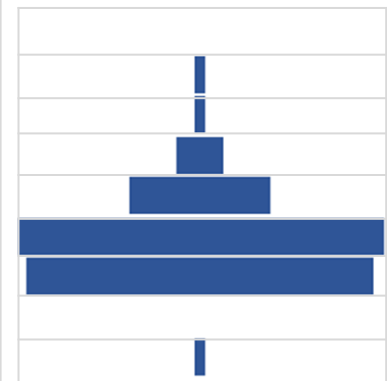
SES to staff ratio **1:176**

### Org Capability Command

<b>Total FTE</b>	<b>164</b>
Total Sworn FTE	79
Percentage Sworn	48 %
Total Unsworn FTE	85
Percentage Unsworn	52 %
Ratio sworn to unsworn	1:1

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.

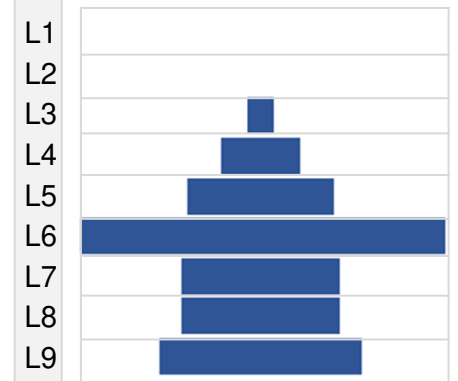
#### Sworn seniority distribution



Commissioned to Uncommissioned ratio **1:3**

Assistant Commissioner to total Officer ratio **1:78**

#### Unsworn seniority distribution



Management to staff ratio (lv. 1-5 to lv. 6-9) **1:4**

SES to staff ratio -

# 5. Organisation Structure Baseline

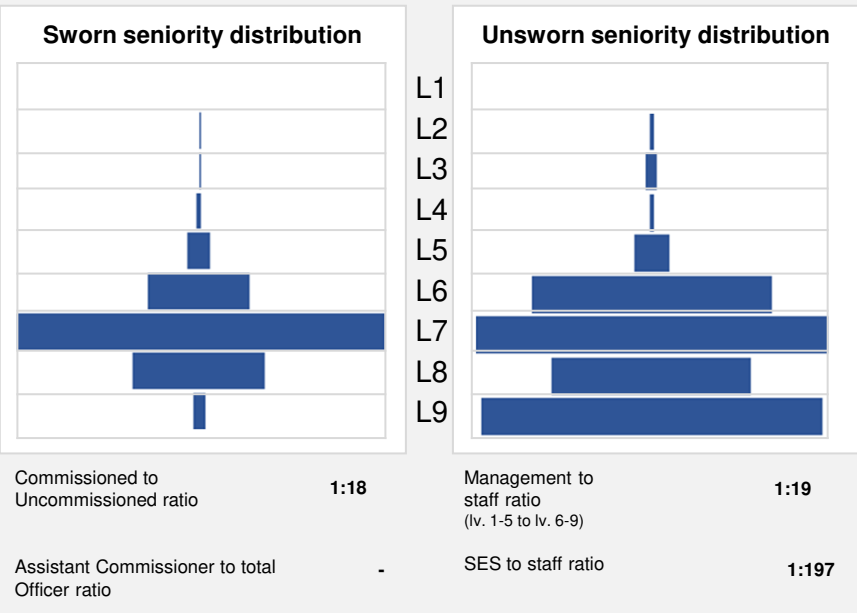
## 5.1 Organisation Structure Baseline – STRATEGY POLICY & PERFORM

### People Capability Command

<b>Total FTE</b>	<b>677 (of which 96 are hosted)</b>
Total Sworn FTE	298 (+179 Recruits)
Percentage Sworn	70 %
Total Unsworn FTE	200
Percentage Unsworn	30 %
Ratio sworn to unsworn	3:2

*Note: Of the total, 96 FTE (Sworn) and 0 FTE (unsworn) are hosted within Regions*

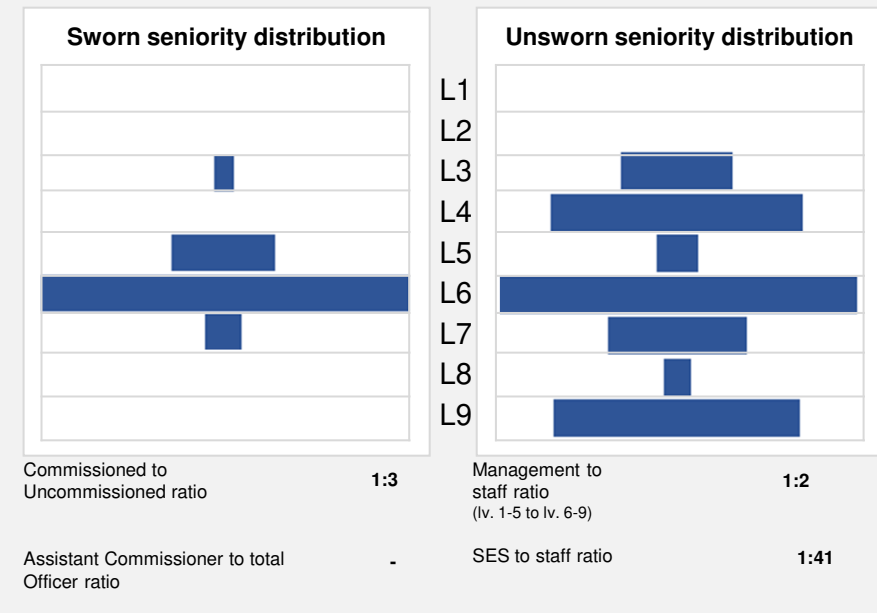
The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



### Policy & Performance

<b>Total FTE</b>	<b>68</b>
Total Sworn FTE	26
Percentage Sworn	38 %
Total Unsworn FTE	42
Percentage Unsworn	62 %
Ratio sworn to unsworn	1:2

The graphs below provide an illustration of the distribution between ranks / grades. This is to illustrate differences in spans of control – not to illustrate differences in relative numbers of staff between Portfolios, Commands, Groups or Teams.



# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline

The table below summarises the information regarding resource numbers, hosting resource numbers, spans of control and key ratios across the Regions and Commands.

**Table 1. Resourcing and Ration Analysis**

	Resource Numbers				Ratio Analysis			
	Sworn	Unsworn	Total	Hosted*	Com:U/C	AC:Officer	Mgt:Staff	SES:Staff
Brisbane Region	2,179 (87%)	331 (13%)	2,511	+360	1 : 50	1 : 2,136	1 : 12	-
Central Region	1,571 (88%)	212 (12%)	1,783	+493	1 : 62	1 : 1,570	1 : 13	-
Northern Region	1,359 (82%)	290 (18%)	1,649	+415	1 : 49	1 : 1,358	1 : 4	-
South East Region	1,443 (90%)	165 (10%)	1,608	+432	1 : 47	1 : 1,442	1 : 21	-
Southern Region	1,423 (86%)	223 (14%)	1,646	+362	1 : 54	1 : 1,422	1 : 10	-
Community Contact	345 (31%)	758 (69%)	1,103	-396	1 : 15	1 : 344	1 : 125	-
Intelligence & Covert Services	482 (71%)	198 (29%)	681	-208	1 : 47	1 : 481	1 : 21	-
Operations Support	897 (63%)	521 (37%)	1,418	-462	1 : 31	1 : 896	1 : 103	-
Road Policing	596 (75%)	198 (25%)	794	-489	1 : 59	1 : 595	1 : 17	-
Security & Counter-Terrorism	90 (87%)	14 (13%)	103	-11	1 : 7	1 : 89	1 : 4	-
State Crime	512 (84%)	95 (16%)	607	-126	1 : 19	1 : 511	1 : 31	-
Crime & Corruption Commission PG	83 (100%)	0 (0%)	83	-	1 : 8	-	-	-
Ethical Standards	101 (84%)	19 (16%)	119	-17	1 : 4	1 : 100	-	-
Legal Services	251 (59%)	177 (41%)	428	-260	1 : 20	-	1 : 12	1 : 176
Organisational Capability	79 (48%)	85 (52%)	164	-	1 : 3	1 : 78	1 : 4	-
People Capability	477 (70%)	200 (30%)	677	-96	1 : 18	-	1 : 19	1 : 197
Policy & Performance	26 (38%)	42 (62%)	68	-	1 : 3	-	1 : 2	1 : 41

\* Hosted column shows the relative change in terms of location e.g. Brisbane Region has +360 hosted resources based in the Region



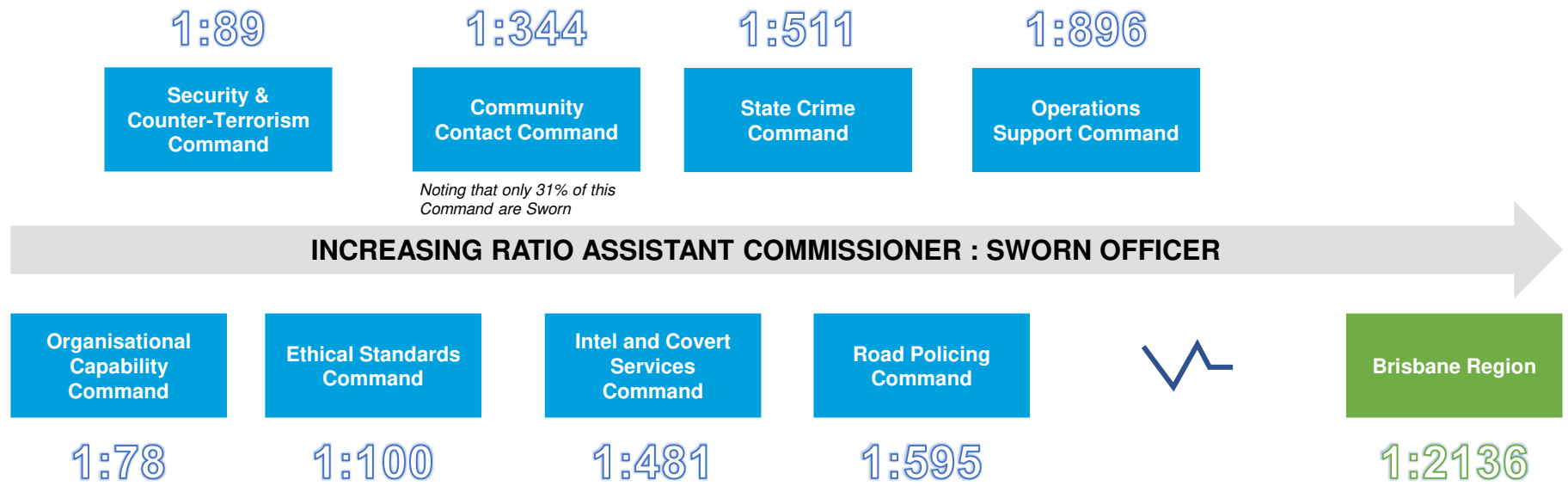
# 5. Organisation Structure Baseline

## 5.1 Organisation Structure Baseline

Definitive conclusions regarding the overall resource distribution cannot be drawn from the data on the previous pages, however, the data does prompt the following questions which would require further analysis beyond the scope of this Review:

- Is the overall distribution of resources appropriate in the Central Commands when compared to Regional Operations?
  - Is the volume of non-hosted resources in Central Commands appropriate to the work undertaken?
  - What is the relative priority of work undertaken by non-hosted Central Function resources in comparison to Regions, Districts and Divisions?
  - Is the distribution of grades across both sworn and unsworn appropriate to the remit of each of the Central Commands.

**It is acknowledged that the number of staff per Assistant Commissioner is just one means of comparison, and should also be complemented with the consideration of technical specialism and risk. Nevertheless the variance in the ratio of Assistant Commissioners to Sworn Officers from 1 : 78 through to 1 : 2,136 is significant.**



# 5. Organisation Structure Baseline

## 5.2 Growth Analysis

### 5.2.1 Sworn Officer Analysis

Over the period 2011 to 2019 there has been a growth in the number of sworn officers from 10,361 to 11,750 (12%). The chart below considers the growth of General Duties (GD) Officers in comparison to non-General Duties during that period.

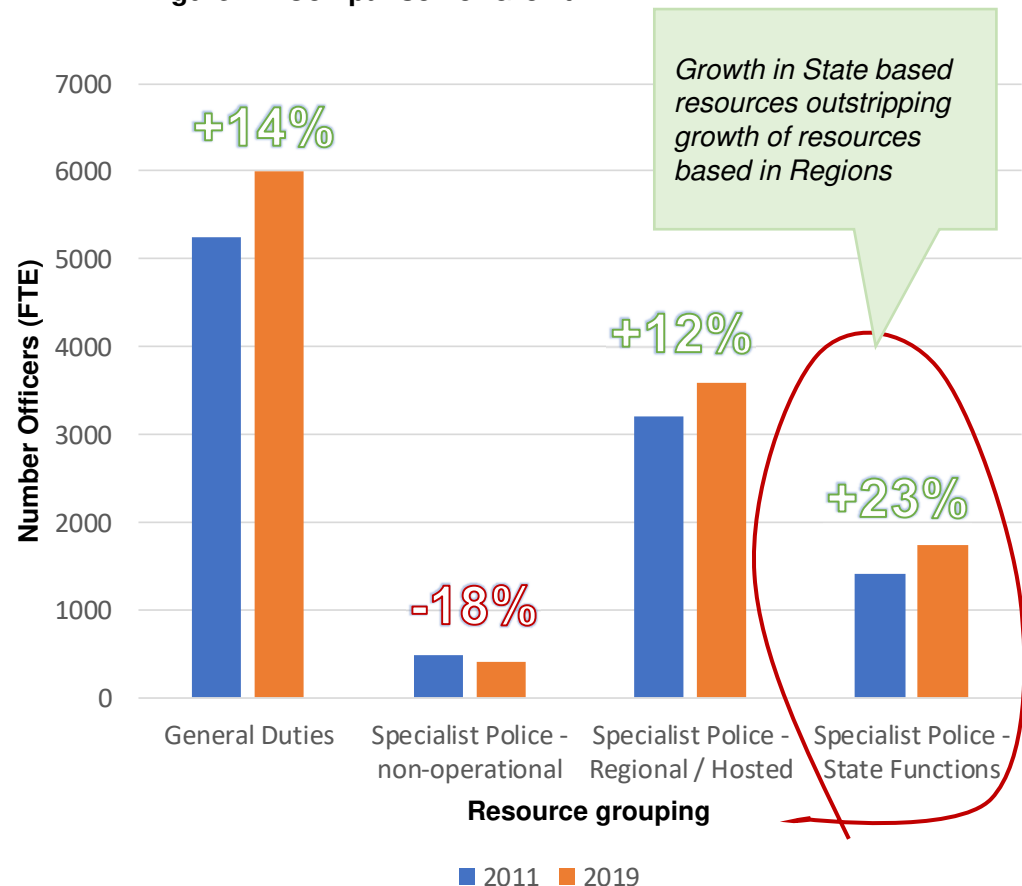
**General Duties** – the General Duties growth was 14%, however, it should be noted that the resource numbers are significantly depleted within Regional Operations through the relieving of other Functions.

**Specialist Police – non-operational** - refers to specialist police officers that are defined as non-operational in the “Report on Government Services”. This category includes officers that report through either “State Functions” or “Regional/CF” arrangements. This cohort shows a contraction of 18% over the period.

**Specialist Police – Regional / Hosted** - refers to specialist police in functions that are either “owned” by a Region or are “hosted” within a Region. This cohort grew by 12% over the period, largely in line with GD growth.

**Specialist Police – State Functions** - refers to specialist police in functions that are “owned” by Commands and do not have a formal “hosting” relationship with a Region/District. This cohort grew by 23% over the period, significantly above the growth of GDs.

Figure 27. Comparison of Growth



Source: PSBA Payroll information

# 5. Organisation Structure Baseline

## 5.2 Growth Analysis

The chart below considers the growth of Policing Support Services (sworn officers) between 2011 and 2019.

**Forensic / Scene of Crime** – refers to specialist police delivering Forensic Services, including Scenes of Crime, Scientific, Fingerprints and Electronic Evidence. This cohort has grown by 8% over the period.

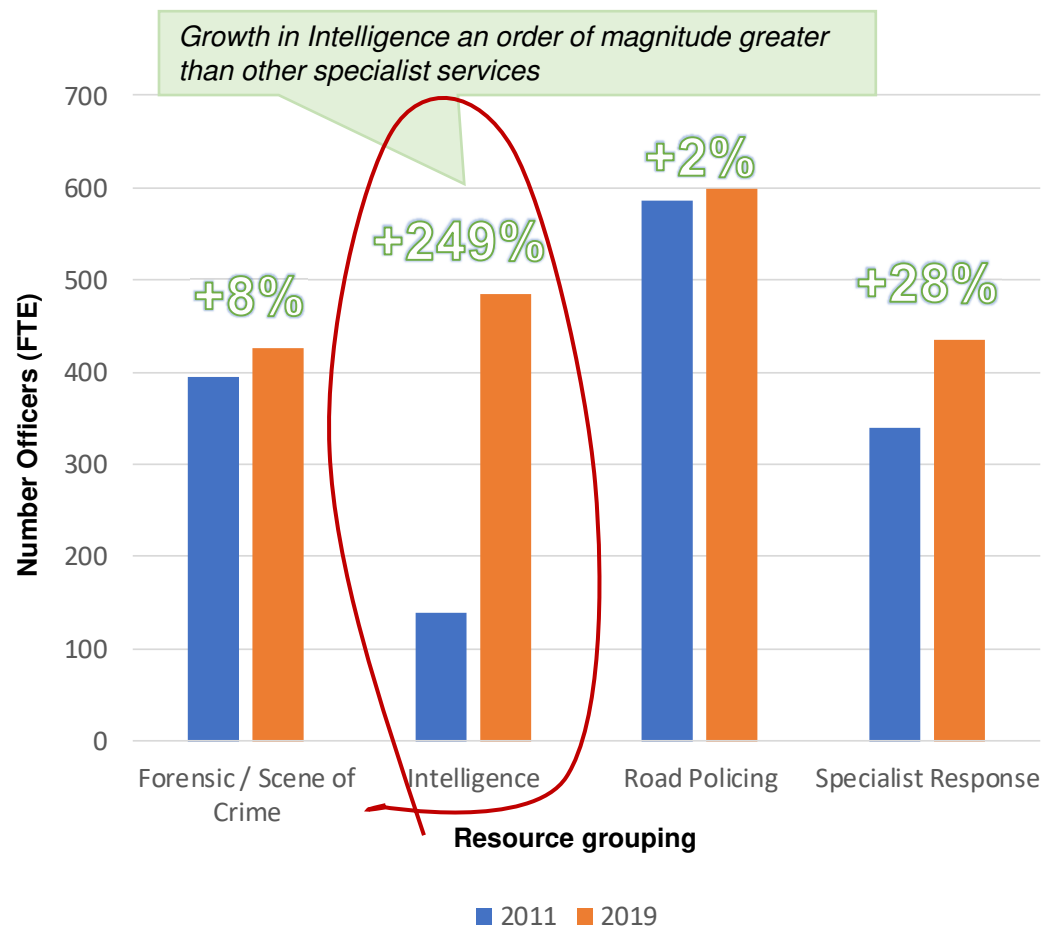
**Intelligence** - refers to specialist police delivering Intelligence Services including in Security and Counter Terrorism and Crime and Misconduct Commission. This cohort shows a contraction of 249% over the period.

**Road Policing** - refers to police in the Road Policing function, including Forensic Crash Investigators and police in the Traffic Camera function. This cohort grew by 2% over the period.

**Specialist Response** - includes officers in “Specialist Services” and “Specialist Response” functions, including Dog Squad, Water Police, PSRT, SERT, Railway Squad and EORT. This cohort grew by 28% over the period.

**Whilst a detailed review of Intelligence has not been included in this Review it is understood that separate Reviews have been completed. Ensuring that value is being delivered from the significant growth will be critical.**

Figure 28. Comparison of Growth GD to Specialist Police



# 5. Organisation Structure Baseline

## 5.3 Unsworn staff

The chart below considers the change in unsworn staff numbers between 2011 and 2019.

Figure 29 shows the change in unsworn staff numbers at key points between 2011 and 2019.

2011 represents the baseline, showing 4,035 FTE unsworn staff in QPS.

**Redundancies in 2012 and 2013 reduced the total FTE by 514, to 3,521.**

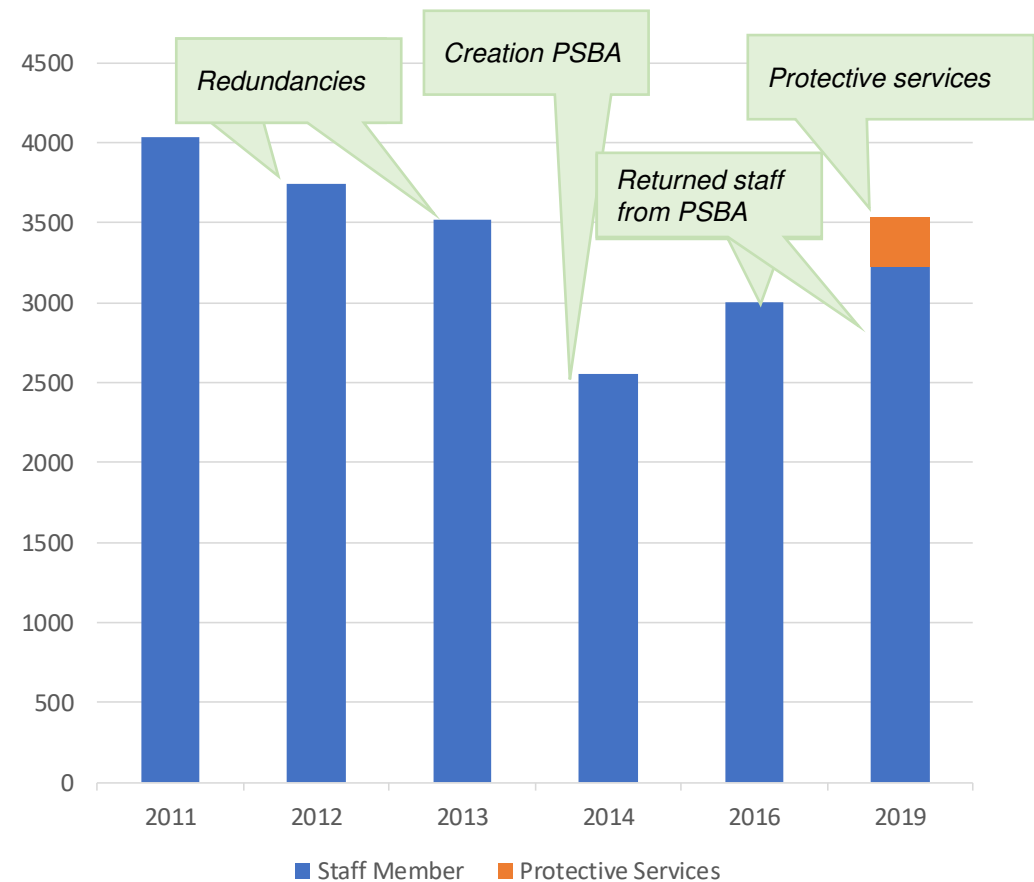
In 2014 with the creation of the PSBA, 971 unsworn FTE were transferred to the PSBA.

Beyond 2014 there were two points at which unsworn staff were returned from the PSBA to the QPS together with the responsibility to deliver the associated services.

The orange coloured segment of the chart shows the introduction of Protective Services (previously known as State Government Security) into the QPS organisation.

**In 2019, the total number of unsworn FTE in QPS is 3,222, ~300 FTE below the number prior to establishment of the PSBA. These resources remain embedded in the PSBA, although the extent to which these roles (and broader PSBA roles) service the QPS (as opposed to other customers) is not fully clear).**

**Figure 29. Comparison of unsworn staff numbers**



# 5. Organisation Structure Baseline

## 5.3 Consultation Feedback

### 5.3.1 Resourcing Constraints

A common theme arising from consultations across Regions, Districts and Commands was the identification of resourcing constraints in the execution of service delivery. Given the breadth of these comments, this report does not attempt to replay all of the individual views nor provide a wholesale solution. Clearly, specific challenges would need to be explored and analysed in a sophisticated manner to provide an optimally balanced solution for the whole of QPS. The detailed issues will be anonymized and provided as an input to implementation design.

# 5. Organisation Structure Baseline

## 5.4 Conclusions

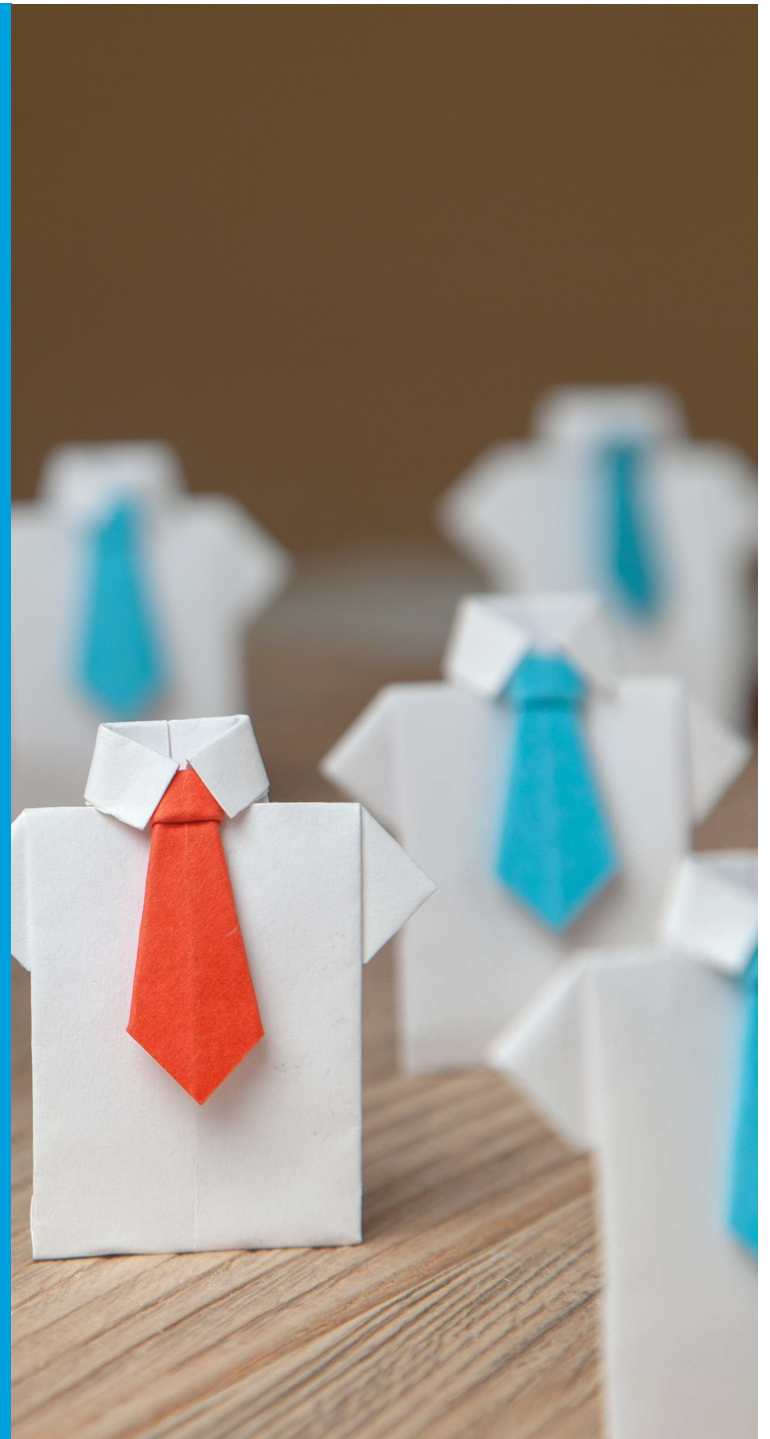
### 5.4.1 Conclusions

The optics of the current structure does not appear to support a community-based policing model i.e. deploying resources to support community issues and needs. This is highlighted by the following:

- There are nine Central Function Commands compared to only five Regions to provide Regional Operations.
- Resources are distributed as follows Regions Operations 9,200 (60%) versus Central Functions (with hosted accounted for in Central Functions) 6,253 (40%); or Regional Operations with hosted accounted for in Regional Operations 11,361 (74%) versus 4,092 (26%).
- There is a significant variance in the distribution of grades across both sworn and unsworn. Although the appropriate of this distribution has not been assessed as part of this Review, feedback from consultations suggested that the distribution of grades across the organisation was not appropriate, nor based upon a transparent methodology.
- There is a significant variance in spans of control at an Assistant Commissioner level (AC : Officers) ranging from 1 : 78 through to 1 : 2,136
- Although subjective, the challenges associated with workload that was witnessed through focus groups both at state level and in Regional Operations across the State did not appear equitable i.e. in general terms, Regional Operations appeared to be much less well resourced than Central Commands.
- There was a reduction of 500 unsworn FTE in 2012 and 2013 prior to the establishment of the PSBA.

# 6

## HUMAN RESOURCE POLICIES AND PRACTICES



# 6. Human Resource Policies and Practices

## 6.1 Current State Human Resource (HR) Policies and Practices

### 6.1.1 HR Service Delivery Model

At present the HR function is delivered via a service delivery model which spans three organisations – the QPS (People Capability Command); the Public Safety Business Agency (PSBA) HR Function, and Queensland Shared Services. From consultations it appears that there is an absence of an integrated HR or people strategy that draws together the disparate parts and provides effective and efficient alignment to the overall QPS Strategy.

### 6.1.2 Specific Issues

The purpose of this section is not to undertake a detailed analysis of all current HR Policies and Practices. Nevertheless during the course of this Review, consideration has been given to any key policies or practices which could potentially inhibit the QPS in supporting the Commissioners Vision. Specific issues are explored below:

#### Promotion Panels

The current approach to promotion panels to the rank of senior constable (for specific roles), sergeant and senior sergeant was moved from a central panel arrangement (pre-2013) to a District based model following the restructure. Feedback through consultations consistently raised issues regarding this approach particularly in relation to fairness. There was a perception from those consulted with that locally convened panels preferred local people i.e. people already known by the District / Command. Furthermore there were numerous anecdotes regarding the inconsistent requirements expected for the same role in different locations e.g. “for one location I am told that my CV was very close to the mark, and in other locations I am told that I am way off the mark”.

#### Unsworn staff role grading

There was significant feedback from unsworn staff regarding the lack of alignment between role grading and the responsibilities and activities being undertaken. This was particularly prevalent at the AO2 grade. Anecdotally several individuals have submitted their roles for evaluation through Jobs Evaluation Management System (JEMS) with some individuals experiencing success. The issue appeared to be compounded by a perceived lack of parity with other Queensland Government organisations. This was the overwhelming issue raised by unsworn staff with the majority stating that it reflected a lack of fairness and respect towards the unsworn cohort.



# 6. Human Resource Policies and Practices

## 6.1 Current State Human Resource (HR) Policies and Practices

### Roles not requiring sworn officer powers

There were a number of issues raised regarding the use of sworn officers in roles that did not necessarily require sworn police officer powers. This included:

- The lack of opportunity for unsworn staff to relieve in positions held by sworn officers, even when the role did not specifically require sworn officer powers – for example in Organisational Capability Command and People Capability Command.
- The use of sworn officers in the watch-house, which anecdotally is applied inconsistently across the State; intelligence; court orderly and front counter which is diverting officers from the front line.
- The broader opportunity to explore civilianisation for roles and activities which do not require sworn officer powers.

### Inhibited ability to move locations and roles

Feedback raised issues regarding the inhibited ability of officers to fairly and transparently move between roles and locations. This included:

- Anecdotally, there can be significant challenges encountered for officers seeking to return to the broader QPS after completing a role in remote Queensland. This challenge appearing to be exacerbated by the local panels and associated inconsistency. In addition, significant challenges were identified by the Crime and Corruption Commission (CCC) Policing Group where a combination of the role being on a timebound secondment as well as in the case of Witness Protection, the development of a skill-set that isn't a requirement in the QPS i.e. a loss of relevance for the individual within the QPS.
- At present the approach undertaken by the Transfer Advisory Committee (TAC) appears to be inconsistent, resulting in officers feeling that the approach is not transparent or equitable. This issue relates to the above in relation to officers seeking a return from a remote location or CCC Police Group but also relates to officers seeking new roles more broadly. For example, in some instances officers felt that roles tended to be filled via TAC at the expense of development opportunities for those already based at the location.

### Development opportunities outside Brisbane

There was significant feedback regarding the perceived inequity in development opportunities across the State. The feedback was particularly acute regarding a lack of parity between Brisbane and the remainder of the State.

# 6. Human Resource Policies and Practices

## 6.1 Current State Human Resource (HR) Policies and Practices

### Impacts on productivity

A number of HR policies and practices were identified as issues which impacted localized productivity and therefore the ability for Divisions to service demand. This included:

- At present First Year Constables (FYC) are accounted for on the basis of 1 FTE from when they join a Division. This is despite the fact that over the first 12 months, 6 months of the FYC time is spent on training and in addition FYC cannot be deployed together. Until recently, it was the case that FYC were accounted for as surplus. The change in accounting rules exacerbates the challenges currently faced in resourcing calls for service through General Duties. This also appears to have a knock-on impact of FYC not be rotated into other teams e.g. CIB as part of their first-year development.
- It appears that the tenure for recruits in remote areas can be only two years in some instances. Given the challenge in attracting and retaining people to remote areas and the fact that new recruits are required to undertake significant training in the first year means that available productive time over a two-year period is severely diminished.
- Within Districts and Divisions the current approaches to rostering can inhibit the ability of the QPS to match resource and demand at a local level. A variety of rostering models are utilised including matrix rosters which provide long term clarity to Officers but can undermine the ability to match resource to demand and therefore deploy the most efficient service delivery model. In addition, significant feedback was provided regarding the ability to comply with the flexible working legislation, particularly in parts of the organisation which require 24/7 coverage and have smaller pools of resources.

### Matching resource and demand State wide

There was a general view that resources were not allocated in a consistent manner with demand across the State – this included comparisons between Central Commands and Regional Operations, as well as comparisons between Divisions, Districts and Regions. The need for a robust and transparent methodology is explored in other chapters. The key aspect for this chapter is the ability to match resource and demand State-wide when a clear picture of need be determined. Currently, the ability to move resources appropriate to need is significantly inhibited by policy and Enterprise Bargaining Agreements whereby movements can realistically only occur as a recruit leaves the Academy or with Commissioned Officer movements.

# 6. Human Resource Policies and Practices

## 6.2 Conclusions

### 6.2.1 Conclusions

- The fragmentation of the current HR service delivery model is significantly undermining the ability of the QPS to deliver an integrated approach to all things Human Resources. Anecdotally there are major issues relating to clarity of policies and processes as well as roles and responsibilities across this area. The PSBA Function of HR is considered in more detail in Chapter 14.
- This Review has not attempted to provide a detailed analysis or way forward for the individual issues identified as part of this Review. Given the importance of a holistic approach to Human Resources it would not be prudent to provide an isolated view on individual issues. Nevertheless there are clearly a number of important issues identified which should be explored in more detail to provide an appropriate solution.

7

# CENTRAL FUNCTIONS



# 7. Central Functions

## 7.1 Central Function Current State

### 7.1.1 Central Function Overview

The concept of Central Functions was established from the 2013 Structural Review with the intent of 'providing for a balance between local policing operations and management and the requirement for centralised influence to achieve a more flexible, mobile and problem focused organisation'.

The primary purpose of creating a central function approach was to ensure:

- Consistency of standards and practice across the Service;
- Better economies of scale;
- Whole-of-service priorities remaining key drivers of activity and focus; and
- QPS boundaries are not unreasonably constraining effective operational service delivery. That is, support of a more mobile workforce that uses task forces, problem solving and intelligence to better manage places, cases and particular crime types.

### 7.1.2 Central Function Business Rules

A set of business rules were established to give effect to the 'central function' model. The summary business rules can be seen below.

1. Commands or divisions may have officers located or stationed in a region or another command under 'central function' arrangements;
2. These officers will be attached to the central command or division;
3. The priority policing model applies and all staff will be tasked accordingly;
4. Performance, business rules, standards and practices will be the responsibility of central commands or divisions;
5. A district or group commissioned officer (or equivalent staff member) responsible for a work unit within a region or command will be appointed to ensure day-to-day operational performance occurs as well as coordinating service delivery between the region or district and the central command or division;
6. The appointed district or group commissioned officer (or equivalent staff member) responsible for a work unit within a region or command can direct local day-to-day tasks after considering central functions mandated directions and tasking;
7. Where there is a conflict between district/regional requirements and tasks set down by the 'central function' command or division, the appointed local commissioned officer (or equivalent staff member) will work with the assigned central command or division commissioned officer (or equivalent staff member) to resolve the issue;

# 7. Central Functions

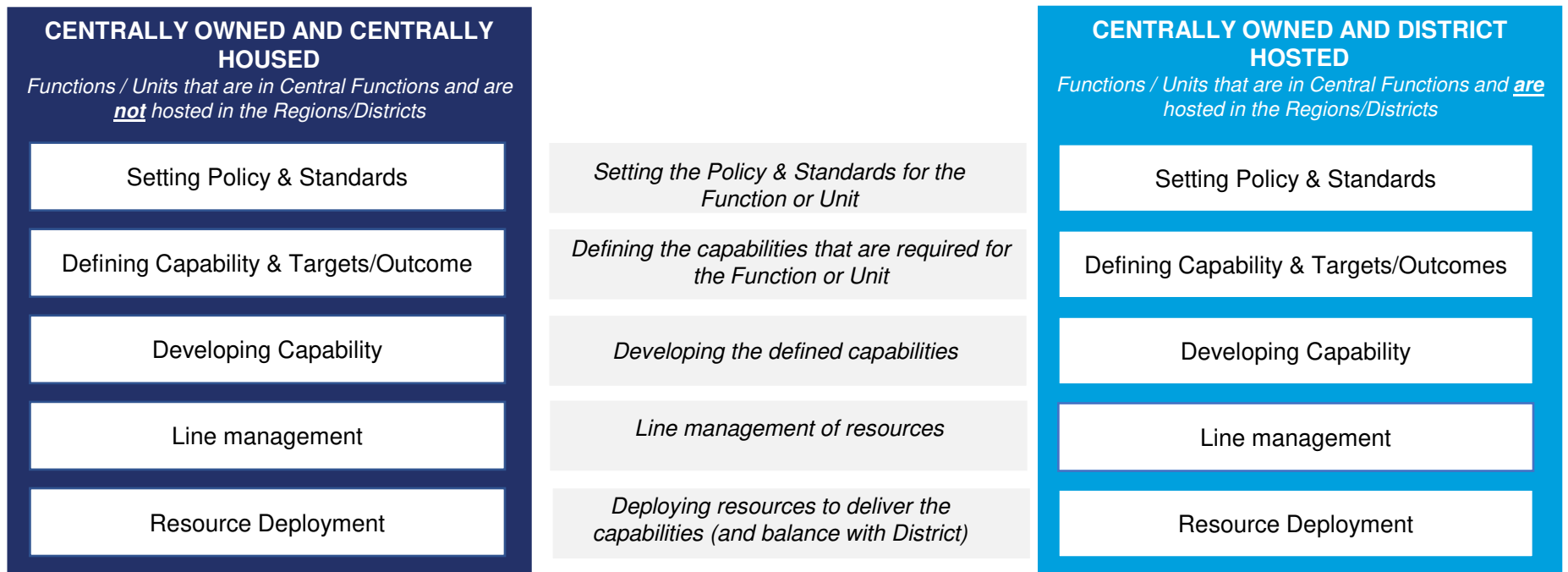
## 7.1 Central Function Current State

- 8. Centrally mandated operational and strategic priorities will take precedence however where a conflict cannot be resolved about a particular operational service delivery demand it will be determined in favour of a region unless QPS policy dictates otherwise or a Deputy Commissioner or Deputy Chief Executive determine differently; and
- 9. Regional Senior Executive Officers have responsibility for providing first response and they will determine if relief for a 'central function' is to be met from within their resources after having consulted with a command or division.

### 7.1.3 Central Functions and Hosted Resources

The following diagram provides a simple representation how the Central Function Model applies:

**Figure 30. Current Central Function Responsibility**



# 7. Central Functions

## 7.1 Central Function Current State

The table below shows the functions and units currently in Central Functions.

**Table 2. Current Central Functions & Units**

CENTRAL OWNED AND CENTRALLY HOUSED	CENTRALLY OWNED AND DISTRICTED HOSTED
Child Abuse and Sexual Crime	Communications Centre's
Financial and Cyber Crime	Intelligence (Tactical and SIFIC)
Homicide	Prosecutions
Organised Crime Gang Groups	Roads Policing (Operations)
Covert & Surveillance	Forensic
Intelligence Directorate (Except SIFIC)	Dogs (GD)
Information Management Service Group	Water
Media and Public Affairs	Education and Training Officer (ETO)
Policelink and Programs	Police Practice Managers (PPM)
Protective Services Group	Counter-Terrorism liaison Office
Specialist Response	Child Protection Offender Register (CPOR)
Road Policing Community Engagement	Organised Crime Gangs Group (Rural, SER, MOCS)
Roads Safety Camera Office	District Crime Prevention
Counter-Terrorism (CT) Investigations	Drugs & Serious Crime (MOCS)
CT Prevention and Protection	Police Citizens Youth Club (PCYC)
CT Strategy and Capability Development	Disaster Management
All of People Capability Command (excepting ETO)	
All of Organisational Capability Command	
All of Ethical Standards (excepting PPM)	
All of Legal Division (except Prosecutions, ESC & State Crime)	
All of Policy & Performance	

# 7. Central Functions

## 7.1 Central Function Current State

### 7.1.4 Key Themes

There were a range of views on the strengths and limitations relating to the effectiveness of the Central Function Model. Many of the opinions gathered through consultations were contradictory, reflecting the relative merits of the model from the perspective and responsibility of the individual providing the view. This section seeks to identify common themes from a whole of QPS outcome perspective. Many of these observations ratify the findings of the MacSporran Review (2019).

- **Improvements in consistency and standards** – There was a general consensus that Central Functioning had driven improvements in consistency and standards, particularly in relation to Communication Centre's, Forensics and Road Policing. This was one of the key drivers of the 2013 Restructure.
- **General Support of Central Functions by Central Functions** – Overall there appeared to be general support of the Central Function Model by those involved in Central Functions, particularly in relation to the increased funding and capability building. However, unanimously in Regional Operations and in pockets within Central Functions there was a perception that the focus on Central Commands versus Regions is out of balance i.e. nine Commands versus five Regions.
- **Central Function Business Rules** – There was broad confusion expressed regarding the Central Function Business Rules, particularly in relation to the hosting arrangements. The main issues relating to this were:
  - The significant complexity inherent within the Business Rules which inhibited the ability for officers to clearly understand responsibilities and allow them to operationalise the intent;
  - A lack of awareness of the Business Rules by some parties;
  - A perception that the intent and spirit of the Business Rules were not being complied with consistently.
  - A lack of role definition and clarity for Support Inspectors.
- **Disconnection from local priorities** – The implementation of the new structure has created silos between Central Functions and Regional Operations undermining the ability to meet local priorities through the effective co-ordination of effort. This was observed acutely during consultations across the State including in many instances by hosted resources where conflict regarding relative priorities between the owning and hosting areas appeared commonplace. The extent to which this manifested itself was variable across Districts and seemed disproportionately dependent upon the strength of relationships held and situational factors e.g. level of remoteness (where more remote areas appear to be more collegiate), rather than overall policing priorities. There are however areas most notably Mount Isa District and Logan District where an integrated approach to deployment appears to be more effective.



# 7. Central Functions

## 7.1 Central Function Current State

- **Creation of a Divisive Environment** – The execution of the new structure has had an unintended consequence in creating a divisive environment in Regional Operations. The main issues relating to this were:
  - A significant proportion of feedback illustrated that hosted resources often felt that they had two or more line managers, and were directed differently based upon the priorities of those managers.
  - Some hosted resources feeling as though they didn't receive sufficient day-to-day supervision, that they were not considered part of the Region/ District Team and in some instances isolated.
- **Perceived discrepancy in budget between Central Function and Regional Ops** – The 2013 Restructure reallocated the budget rapidly moving existing budget line items to new locations rather than a full zero-based review to reallocate budget to effort and outcomes. There were numerous anecdotes provided during consultation regarding Regions/Districts being allocated funding by Central Functions late in the budget year with the mandate to spend. Such an approach to spending will undermine the ability to allocate funding to priorities.
- **Applicability of Functions to be Centrally Deployed** – Consultations highlighted that there were a number of Central Functions which were readily accepted by Regions/Districts as requiring central deployment e.g. Homicide Group. Conversely there were a range of Central Functions that were consistently identified by Regions/Districts as needing to be deployed locally within the District.
- **Lack of accountability to deliver targets** – Consultations with Commissioned Officers in Regions/Districts highlighted that the current model didn't provide them with accountability to deliver against the breadth of targets against which their performance was assessed e.g. Random Breath Tests.

# 7. Central Functions

## 7.2 Exploring Effective Central Functioning

### 7.2.1 Best Practice Policing Model

As reflected in the MacSparran Review (2019), literature suggests that there are three types of functional structures or policing models under which policing organisations are established:

- **Decentralised:** Individuals such as Mayors (or their equivalent) control police resources within their local municipalities;
- **Centralised Model:** A single Commissioner (or the equivalent) that oversees the management of the organisation; and
- **Hybrid Model:** Organisations that are a mix of both centralized and decentralized attributes.

In reviewing the literature, the predominate approach is one of centralisation. This approach would appear to be a response to external drivers or factors imposed on policing agencies, including the need for increased efficiency and effectiveness resulting from government austerity measures, changing patterns of criminality (ie. organised crime and counter-terrorism) and the political environment (Leiden University, 2016; Graner, R, 2017).

The literature also suggests that there is no 'one size fits all' model for police structures, with arguments for and against centralization (Mendel, Fyfe and den Hayer, 2017). In Australia, some States (Victoria) have advised their public sector that there is no perfect organisational design with respect to public sector agencies (Victoria Government, 2013). Countries such as Belgium and the Netherlands have organisational structures that reflect a decentralised or hybrid approach, however, elements of centralisation remain present.

Given the findings in the literature with respect to 'best practice' structures for policing organisations, the focus for the Review then is not whether the current QPS structure is considered the best model in comparison to other Australian and international models, but rather, whether the model and associated implementation is optimal for the people that work within it (employees) and with it (community and partners).

# 7. Central Functions

## 7.2 Exploring Effective Central Functioning

### 7.2.2 A Case Study in Central Functioning

This section explores the Australian Defence Force (ADF) Model of Central Functioning for potential lessons and applicability for the QPS.

The ADF command model contemplates different layers of command that support the ADF's command philosophy – “mission command”

Mission command is the practice of assigning a commander a mission and the resources to achieve the mission without being instructive about how the mission is to be achieved.



- **Decentralised command** – promotes decentralised command, freedom of action, speed of decision making while ensuring alignment with higher level intent.
- **Focus on achievement of command objectives** – ensures commanders at all levels remain focused on the achievement at their level without being distracted by command responsibilities at other levels.
- **Devolution** – recognises that local commanders are best placed to understand, adapt and overcome impediments to mission success in their allocated operational areas.

The Principles of Command provide a template against which to assess the CF Policy.

Unity of Command	Span of Command	Clarity of Command	Centralised Direction / Decentralised Execution
There can only be one recognized command authority at a time.	A commander should not be denied force elements required to meet the assigned task nor should they be overburden with resources that are not required.	There should be an unambiguous chain of command.	Commanders need clear direction about what they are required to achieve and sufficient autonomy to execute the tasks without interference.
The current CF policy erodes unity of command by creating two authorities which are often in competition.	CF policy limits District Officers use of resources that are arguably required to meet the task assigned to them.	A criticism of the CF policy is that some officers are 'caught in the middle' in a 'dual reporting environment'.	The criticism that current arrangements prevent optimum use of resources at a district level implies that autonomy is compromised.

# 7. Central Functions

## 7.2 Exploring Effective Central Functioning

The ADF employs the following levels of Command and Control:

**The ADF Command Doctrine includes a separation between operational/tactical and administrative/technical command.**

The underpinning principle behind this approach is one of centralised control and decentralised execution – centralisation provides the necessary amount of guidance and control so that capabilities can be effectively integrated and used by a commander.

This offers a potential way to resolve the tension between the benefits associated with specialised and technical control and the need for unity of command.

### Operational Command

The authority to specify missions or tasks to deploy units, to re-assign forces and to retain or delegate Operational Control, Tactical Command and Tactical Control – does not itself include responsibility for administration or logistics.

### Tactical Command

The authority delegated to a commander to specify missions and task forces for the accomplishment of a mission. Assigned tasks or missions must accord with mission given by higher authority. Cannot reassign forces.

## SEPARATION

### Administrative Control

The direction or exercise of authority in respect to administrative matters such as personnel management, supply services and other matters not included in the operational missions of the relevant units

### Technical Control

The provision of specialist and technical advice by designated authorities for the management and operation of forces

# 7. Central Functions

## 7.3 Assessment of Current Arrangements

### 7.3.1 Overview

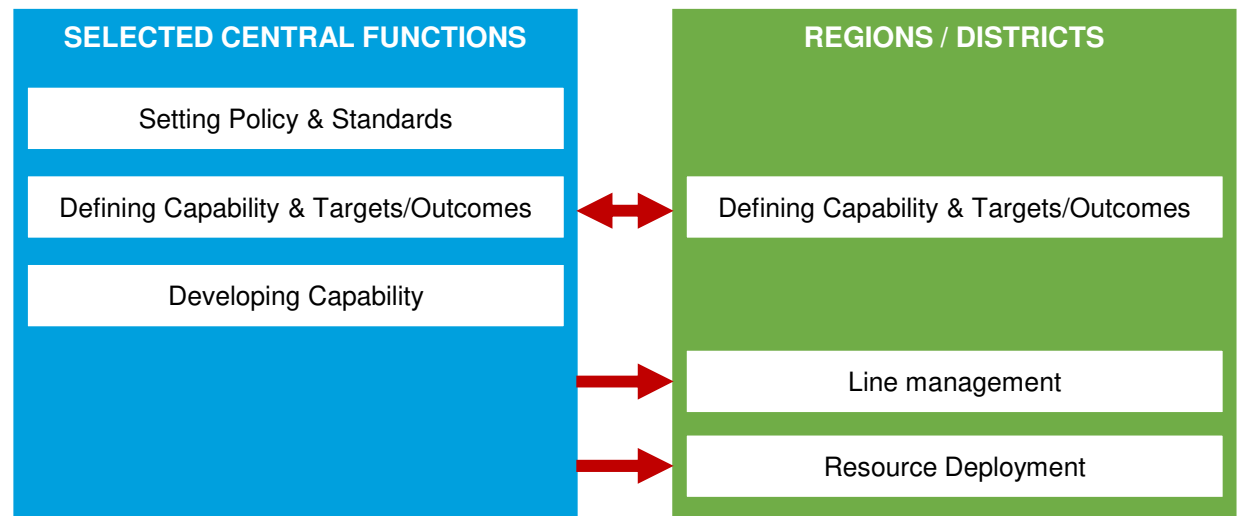
The following assessment has been undertaken to align to the Commissioner of Police's vision:

***A police service that is focused on its people and on frontline service delivery which responds to local issues via a local policing model. This will be underpinned by the development of consistent capabilities through central functions to enable Regions, Districts and Divisions as well as broader State and National priorities.***

***We will focus on prevention, disruption, response and investigation to provide the optimal balance to support local issues and support community safety.***

To effectively execute this vision and to address the range of challenges that were identified through this Review, **a change in the current Central Function model for selected Functions / Units** will be required to reinforce accountability of District Officers to best respond to local priorities whilst ensuring that the increased level of consistency and professionalism is sustained in common functions across the State. The following changes are proposed for the selected Functions / Units.

- **Setting the Policy & Standards** for the Function or Unit will remain with the Central Function;
- **Defining Capabilities & Targets/ Outcomes** will be undertaken between Central Functions and Regions/ Districts to ensure a balanced whole of QPS view is achieved;
- **Developing Capability** for the Function or Unit will remain with the Central Function;
- **Line management** responsibility to be transitioned to the District;
- Responsibility for **Resource Deployment** will be transitioned to the District.



# 7. Central Functions

## 7.3 Assessment of Current Arrangements

### 7.3.2 Preliminary Assessment

The table below identifies the Functions / Units that have been identified for transition to the new model and provides justification. It should be noted that this is a subjective assessment and would require consultation, testing and validation.

FUNCTION / UNIT	EXPLANATION
State Intelligence (Tactical and SIFIC)	Tactical and SIFIC intelligence provided within Districts requires increased local focus whilst sustaining the building of intelligence capability across the State. Feedback has illustrated challenges between local and State needs (District versus Command needs) and whilst there are pockets where intelligence is meeting District needs, this is largely not the case. Local intelligence that assists Districts in moving further towards prevention and disruption will be key in executing the Commissioners vision.
Roads Policing (Operations)	Focus on road policing has increased since the 2013 restructure however there is significant variability in the extent to which road policing operations resources align to meet broader local priorities. Given the breadth of the demand challenges faced by Regions / Districts in relation to road safety, crime and broader issues there would be benefit from road policing resources being deployed relative to local priorities (whilst not losing focus on road safety). Road Policing Community Engagement and Road Safety Camera Office would remain central functions.
Dogs (GD)	The specialist service of dogs benefits from central policy and standardization but appears to be disconnected from the District in terms of deployment, prioritisation and a feeling of team locally in many cases. Moving deployment to Districts will support the ability to respond to localised need and re-integrate local handlers into the District. The setting of standards and building capability for dogs would remain within the Central Function.
Water	The specialist service of Water Police benefits from central policy and standardization but appears to be disconnected from the District in terms of deployment, prioritisation and a feeling of team locally. Moving deployment to Districts will support the ability to respond to localized need and re-integrate into the District. The setting of standards and building capability for water police would remain within the Central Function.
Education and Training Officer (ETO)	Education and Training Officers largely appear to be disconnected from the District in terms of prioritisation and a feeling of team locally. Moving responsibility to Districts will support the ability to respond to localised need and priorities. The setting of standards and building capability for ETO would remain within the Central Function.
Child Protection Offender Register (CPOR)	The Child Protection Offender Register team are disjointed from the District and in some cases isolated due to the small numbers. Moving responsibility to Districts will support improved local delivery and connectivity between CPOR officers and the local team. The setting of standards and building capability for CPOR would remain within the Central Function.
Drugs & Serious Crime (MOCS)	Drugs and Serious Crime (MOCS) would benefit from stronger alignment to the Districts to support local priorities whilst sustaining a Central Function links for broader State issues.
Organised Crime Gangs Group (Rural, SER, MOCS)	Organised Crime Gangs Group (Rural, SER MOCS) would benefit from stronger alignment to the Districts to support local priorities whilst sustaining a Central Function links for broader State issues.

# 7. Central Functions

## 7.4 Conclusions

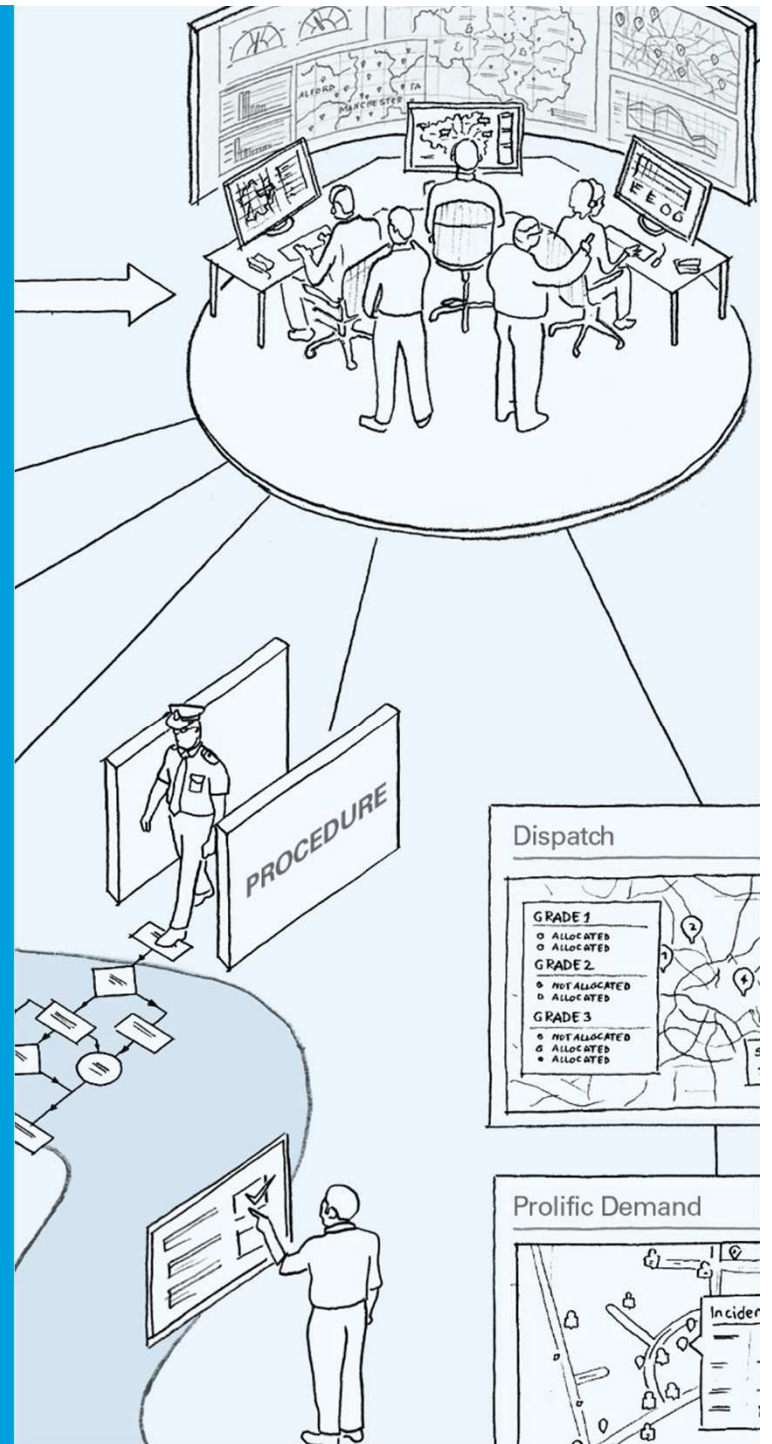
### 7.4.1 Conclusions

The implementation of the 2013 Structural Review has delivered some benefits in relation to standardisation and raising professionalism for distinct functions. However, the Review has also caused a range of unintended consequences which inhibit the ability of Districts in responding to local priorities and has created a divide between different teams.

The reallocation of budgets as part of the 2013 Restructure appears to have provided an imbalance between need and funding in favour of Central Functions versus Region Operations. This exacerbates the divide between different teams, impacts morale and doesn't provide an optimal balance for the use of QPS funding.

# 8

## REGIONAL OPERATIONS SERVICE DELIVERY MODELS





# 8. Regional Operations Service Delivery Models

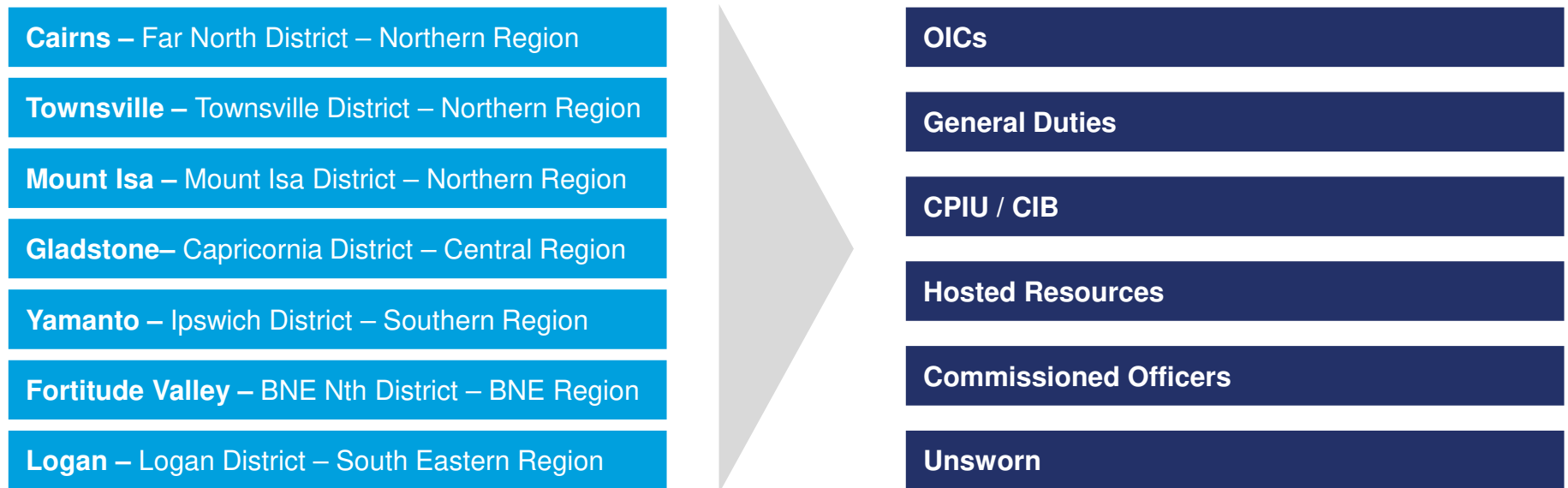
## 8.1 Regional Operations Current State

### 8.1.1 Introduction

This section explores Regional Operations across the State understanding commonalities and differences in the challenges faced and models employed in service delivery.

### 8.1.2 Consultation Approach and Limitations

Given that ~11,000 staff (Sworn and Unsworn) reside in Regional Operations, including hosted resources, this Review did not afford the opportunity to travel the entire State and engage with all Divisions within all Districts and Regions. With this in mind, the footprint of consultations across the State focused on ensuring that a good cross section of locations were visited and time was afforded to different cohorts to explain what is going well and some of the challenges being encountered. On this basis the following locations were visited:



In addition a rapid visit was made to the Gold Coast to observe and discuss the District Tasking and Co-ordination Centre

# 8. Regional Operations Service Delivery Models

## 8.1 Regional Operations Current State

### 8.1.2 Variance in environmental factors

The challenges in providing policing services across the State are hugely variable dependant upon the specific location. This section identifies some key complexities and provides a comparison by District using available information.

Critical variables in understanding complexity include:

- The quantum of demand placed on the QPS both through calls to service and other demands outside calls for service (CfS)
- The specific community needs and associated challenges i.e. the complexity of the issues being faced
- The population
- The geographic coverage that is required to be serviced
- The number of police officers and unsworn staff that are allocated to a particular Region / District
- The remoteness of the areas i.e. the extent to which broader support can be provided

*Note: The table to the right does not include all of the critical aspect of the complexity of the issues faced nor holistic demand.*

**Whilst there is a resource allocation methodology in place to determine appropriate resourcing needs based upon a range of factors and administered from the PSBA, feedback was provided that this methodology didn't necessarily reflect all of the nuances that are required for a robust view, and irrelevant of that, resource allocation did not appear to be provided based upon this need.**

**Table 3. Summary of environmental factors**

District	CfS	Population	Areas (Sq Km)	Police #
Brisbane North	180,009	774,285	1,364	1,529
Brisbane South	174,646	821,410	1,633	1,315
Gold Coast	146,969	606,195	1,360	1,166
Logan	116,948	357,398	3,175	822
Darling Downs	68,145	248,229	33,455	524
South West	31,418	109,739	626,565	394
Moreton	80,392	251,390	5,153	533
Ipswich	83,481	253,336	5,943	546
Wide Bay Burnett	48,267	262,972	41,152	562
Capricornia	71,194	224,350	111,203	653
Mackay	45,012	172,526	151,892	409
Sunshine Coast	90,071	375,284	3,101	642
Mount Isa	30,190	28,512	383,122	239
Townsville	107,052	238,773	149,339	799
Far North	124,183	286,816	353,359	1,015

# 8. Regional Operations Service Delivery Models

## 8.1 Regional Operations Current State

### 8.1.3 Variance in service delivery models

A range of service delivery models are embraced by different Divisions, Districts and Regions. The diagram below illustrates the standard and non-standard elements of District Service Delivery Models.

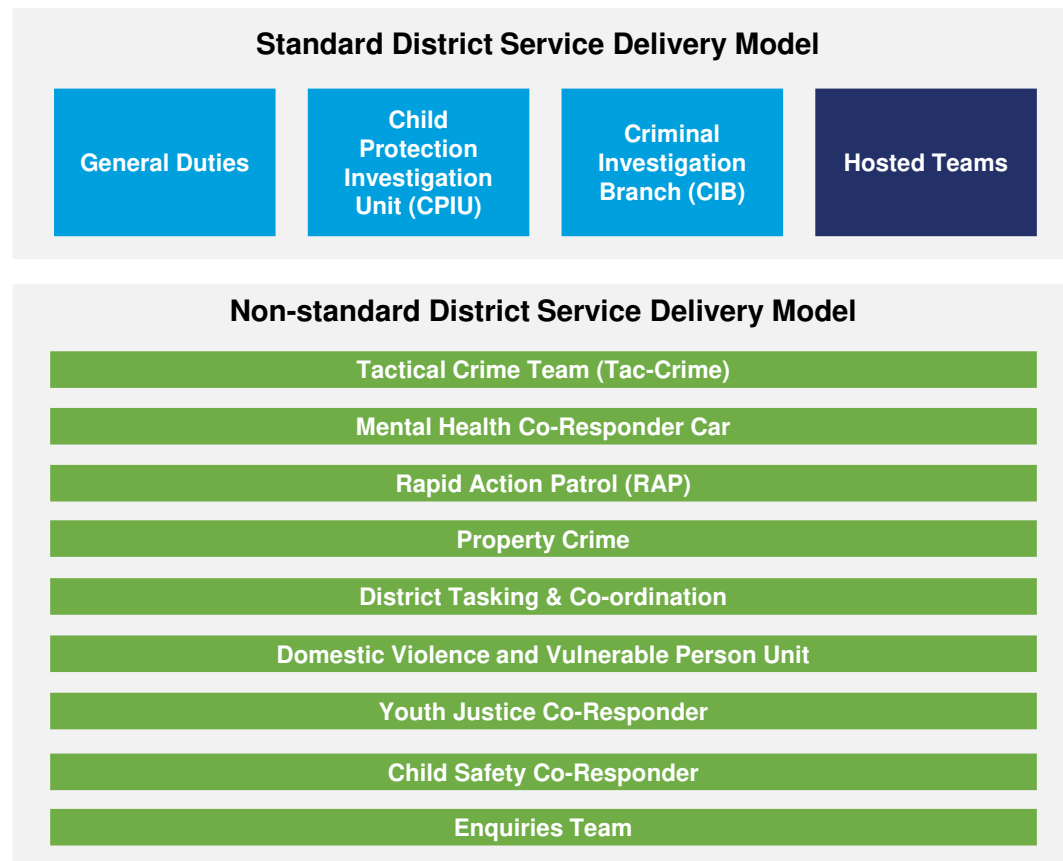
There is significant variability in the service delivery models that are used across different Districts and Divisions. All Districts adopt the standard or core Service Delivery Model of General Duties, CPIU and CIB, supplemented by a range of Hosted functions (seen in blues)

In addition to the standard delivery models elements it is apparent that Divisions and Districts also tend to establish a range of non-standard delivery model elements. The purpose of these is multifaceted but at an overarching level, the purpose is to allow a Division or District to respond to particular needs or challenges within their locality. Key points of note include:

Increased focus on co-responder models – The mental health co-responder car has anecdotally been successful in bringing decisions regarding a member of the communities state of mental health forward in the process, and thereby reducing inefficiency. Following on from this Youth Justice and Child Safety co-responder models are being trialled.

District Tasking and Co-ordination (DTAC) – The concept has been increasing its footprint State-wide after implementation in Gold Coast. The model ranges from simply a secondary triage of calls to service in some areas through to a more sophisticated approach which seeks to support place and case management.

Figure 31. District Service Delivery Model Schematic



# 8. Regional Operations Service Delivery Models

## 8.1 Regional Operations Current State

### 8.1.4 Key Themes

There were a number of themes that were identified via the consultations, site visits and email submissions from QPS members, which are set out within this section.

- **General Duties, CPIU and CIB Capacity** – A lack of capacity to deal with demand was a common theme across General Duties, CPIU and CIB. Whilst this issue was not analysed in detail this is consistent with the significant growth in demand that was described in Chapter 2. Anecdotally, the capacity issue is manifesting itself in high levels of stress amongst the workforce as well as a lack of confidence that the teams are adequately and consistently serving the community.
- **General Duties Resource Levels** – General Duties roles are being significantly impacted through the reduction of officers from the roster. This included:
  - Relieving other General Duty teams within the District;
  - Relieving in CIB and CPIU;
  - Resourcing the Watch-houses

The reduction of officers from the roster is inhibiting the ability of General Duties to provide a resource base to deal with the demand. It should be noted that a further complexity is that the relieving of other roles by General Duties does however provide an opportunity for professional development.

- **Demand impacts** – There was significant feedback in relation to specific demand types and the impact on Regional Operations. This included:
  - Domestic and Family Violence (D&FV) - Numerous anecdotes were provided with regards to the specific impacts in terms of the time taken in completing the administrative requirements of D&FV – an illustrative view of the impact on resourcing was shown in Chapter 2;
  - Mental Health – Significant time expended transporting members of the community to hospital and then waiting for an assessment to be completed (which tends to be triaged as low priority by Queensland Health). It should be noted that in many Districts a co-responder model has been adopted between QPS and QH to allow mental health issues to be assessed without going to hospital.
  - Prisoner Transport – apparent inconsistencies in responsibilities whereby in some locations Queensland Corrective Services (QCS) pick prisoners up while in other areas the responsibility resides with QPS,
  - Youth Justice – the impacts of recidivists increasingly being managed outside of the custodial environment resulting in the offenders being back on the street and offending in rapid time,
  - Court Orderly – the provision of Court orderly services by officers which does not necessitate sworn officer status.
  - Fulfilling the requirements of other public service agencies – Providing broader services outside of 9am – 5pm business hours.

# 8. Regional Operations Service Delivery Models

## 8.1 Regional Operations Current State

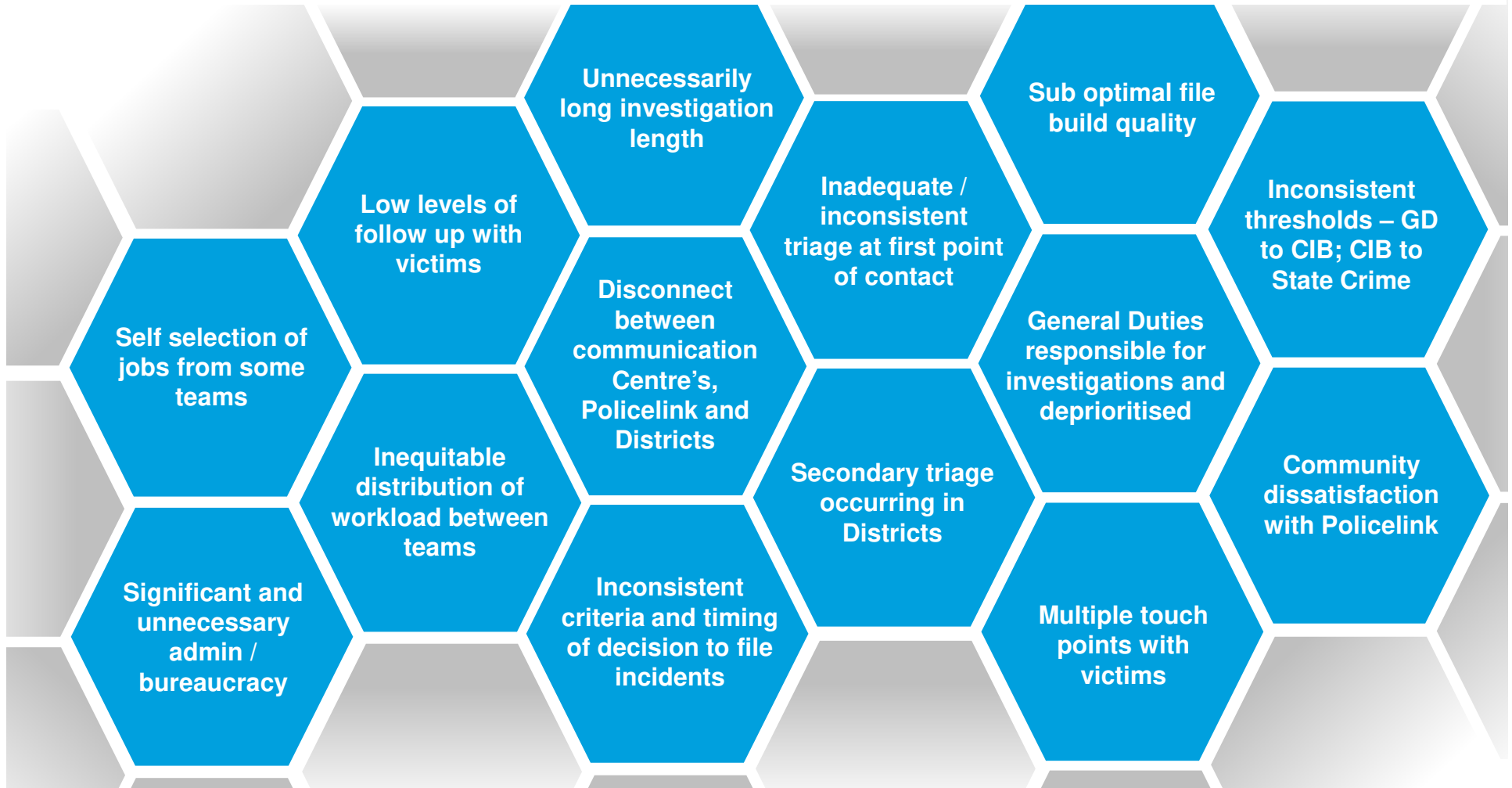
- **Devolved decision making** – Feedback regarding the push towards devolved decision-making resulting from the 2013 Structural Review was largely positive. Feedback suggested that the journey had been a difficult one, largely due to the approach to implementation, nevertheless, in general Senior Sergeants appeared to be thriving with the new level of responsibility. This must however be considered in relation to the increased workload and pressure on capacity highlighted by the other themes identified.
- **Perceived inequity in workload** – There was a strong and consistent theme arising from General Duties regarding the perceived inequity in workload locally. This primarily focused on teams that had been created using General Duties resources (at least in part) and the fact that these teams appeared to be able to self select whether they would respond to calls for service.
- **Excessive administration on Officers** – There has been an apparent significant increase in administrative activities being undertaken by sworn officers. This primarily relates to HR, Finance and Contract Management activities being placed on OICs and Commissioned Officers (this is explored in more depth in the PSBA section of the report: Chapter 14). In addition broader activities such as Front Counter were identified as areas that were also unnecessarily consuming sworn officer time. All of the above are diverting sworn officers away from front line activities.
- **Unsworn resource levels** – Civilian staff consistently identified the fact that they were inadequately resourced to support the current service delivery model. This included having to take responsibility for additional ‘corporate service’ tasks since the 2013 Restructure and subsequent establishment of the PSBA and the reduction of support staff locally.
- **Disconnection with Policelink and Communications Centre** – There is a clear disconnection between Policelink, Communications Centres and Districts to maximise the efficiency and effectiveness of service delivery. This was illustrated by the recognition that the three entities (Policelink, Communications Centres and Districts) were focused on different and often conflicting Key Performance Indicators which didn’t necessarily align to delivering the optimal community outcomes. A further and significant complexity was the variability of expectations from Districts i.e. some Districts are seeking low levels of triage to enable them to make local decisions while others are seeking more robust triage to extract demand from the system prior to it arriving in the District.
- **Excessive administrative burden on General Duties** – Administrative tasks placed on General Duties staff in undertaking their roles is excessive including double entry and perceived unnecessary activities in QPRIME and ITAS.
- **Under valuing General Duties** – Significant input was provided by the General Duties cohort regarding a perceived de-valuing of the function. This was reflected both by the manner in which resources were taken from the function to relieve elsewhere (explained earlier in this section). Additionally, some officers indicated that the term ‘general duties’ does not adequately reflect the specialism or importance of the role and this contributed towards the diversion of ‘general’ tasks to the general duties team.
- **Perception that under valued if outside SEQ** – Significant feedback was provided regarding the lack of focus and understanding of the challenges outside SEQ (by those based in SEQ). Those based outside SEQ evidenced the above perception with resourcing numbers, lack of development opportunities, as well as a generally feeling of not be understood or heard.

# 8. Regional Operations Service Delivery Models

## 8.1 Regional Operations Current State

### 8.1.4 Process Issues

The process issues that were identified were relatively common across the locations attended and with those witnessed in other police services in Australia and the UK.



# 8. Regional Operations Service Delivery Models

## 8.2 Exploring Effective Regional Service Delivery Models

### 8.2.1 Ideological and Principle based model

There is not a single best practice Regional Operations Service Delivery Model. The principles of the 'best' model for individual Police Services tends to be guided by the ideology of the incumbent Commissioner e.g. Neighbourhood Policing focus in Greater Manchester Police and in West Midlands Police, and 'Prevention First' Model in New Zealand.

### 8.2.2 Execution

The most effective execution of Regional Operations Service Delivery Models tend to be considered together with Communication Centres to provide a one system viewpoint. Models are underpinned by an understanding of key operational and process measures which enable Districts to make evidence-based decisions in designing the model and subsequently optimising to meet changing environmental factors.

### 8.2.3 Case study in non-traditional execution – Greater Manchester Police

#### The Challenge

Historically, Greater Manchester Police (GMP) had been a force with a reputation for a relentless focus on numbers (number of arrests, numbers of detections etc.) and a daunting "performance regime" to underpin that focus. However, the system was not translating through to sustainable performance improvement. GMP was rated 42<sup>nd</sup> of 43 forces in the 2009 baseline assessments. The system of work, coupled with the performance regime, was also leading to demoralized workforce and a culture that drove perverse behaviours.

#### The Solution

Redefined the operational processes and ways of working for incident management, crime recording, crime investigation and prisoner processing. This resulted in a wholesale reorganization of Regional Operations policing. Changes were piloted on two Districts and following successful evaluation, developed into the "Policing Model" and subsequently rolled out to the remaining ten Districts. GMP specifically grew the number of officers and staff with the required capability who sustained the initial dramatic performance improvement in the two pilot Districts and delivered similar results from the other Districts.

#### The Results

"We created capacity which was reinvested in Neighbourhood Policing, and intelligence and customer service hubs. We have made performance improvement a part of everyday business in GMP. It has changed the culture. But most importantly it has helped us to give a better service to the people of Manchester. It is as simple as that."

**Peter Fahy, Chief Constable,  
Greater Manchester Police**

Source: *Value for Money in Policing: From Efficiency to Transformation* (Peter Fahy, Reform Conference, 2011)



# 8. Regional Operations Service Delivery Models

## 8.3 Assessment of Current Arrangements

### 8.3.1 Overview

Regional Operations are, in general, struggling to provide the desired level of service to communities within which they work. This is due to four main and interrelated factors which are explored in the following sections.

### 8.3.2 Demand

The following key factors relate to current arrangements:

- There is a low understanding of the quantum of overall demand being placed on Regional Operations – particularly in relation to demand placed through Front Counters and ‘Other’ including but not limited to airports, Crime Stoppers, other jurisdictions, QAS, QFES, Nat Sec Hotline, and ICEMS.
- There has been a significant growth in volume and complexity of demand placed through calls for service (48% growth in period 14/15 – 18/19).
- On average 42% of the calls to service demand (i.e. the demand that is known), is currently unmet, with a low confidence level of the types of incidents that are within this unmet category.
- There has been a move away from calls for service being primarily crime focused to broader social issues – none of the top seven incident types (in terms of volumes) are crime related.
- There is significant variability in the types of calls for service that are being experienced by different Divisions, Districts and Regions.
- There is significant variability in the specific needs of local communities across different Divisions, Districts and Regions.

### 8.3.3 Current Resource Levels

The following key factors relate to current arrangements:

- There is no clear and endorsed approach to determining resource need across the State. This is partly due to a lack of an appropriate methodology but also partly due to the absence of a holistic view of demand placed on the QPS across the State.
- The allocation of resources across Divisions, Districts and Regions appears to be largely based on history rather than allocation of resourcing to align to demand.
- It is not clear whether the distribution of resources across various teams in Divisions, Districts and Regions is most appropriate to need i.e. achieves equitable distribution of workload and aligns resources to priorities.



# 8. Regional Operations Service Delivery Models

## 8.3 Assessment of Current Arrangements

### 8.3.4 Resource Ownership

The lack of ownership of 'hosted' resources by Districts inhibits the ability of Districts to deploy those resources against the overall community needs and priorities. This was explored in Chapter 7.

### 8.3.5 Service Delivery Model and Processes

The following key factors relate to current arrangements:

- There are a range of issues relating to existing policies and processes which are symptomatic of inefficiencies in the system and are impacting the ability of Divisions, Districts and Regions to best meet the needs of the community.
- Although decisions are made on an ongoing basis to respond to changing priorities, these decisions appear to be largely based upon professional judgement and crime figures. There does not appear to be a strong understanding of how the overall system is functioning using appropriate operational and process measures to support decision-making.
- There is a clear disconnection between Policelink, Communications Centres and Districts to maximise the efficiency and effectiveness of service delivery.

# 8. Regional Operations Service Delivery Models

## 8.4 Conclusions

### 8.4.1 Conclusions

- There are significant challenges being experienced in Regional Operations in dealing with rising volume and complexity of the demand placed on the service. Whilst revisiting the Central Function model to provide for strengthened local deployment decisions being made locally (where appropriate) and minor structural changes may provide incremental improvement, it will not deliver the level of change that is required without detailed redesign of policies, processes, and ways of working within Regional Operations.
- Given the individual nuances of each District and Division in terms of geographical coverage; community needs; and specific challenges faced - such a redesign would not be effective being undertaken top down across the State. Furthermore, given the significant capacity challenges being faced within Districts it would not be appropriate to expect this work to be absorbed and delivered by the Districts and Division.
- The current model of allocation of resources is based upon a methodology which is limited in its application, in which it doesn't effectively consider the diverse factors of population, geographical coverage, demographic, and calls for service etc. The absence of a robust methodology of this form undermines the ability of QPS to move towards an appropriate State-wide resourcing model.
- The current disconnection between Policelink, Communications Centres and Districts is inhibiting the ability to deliver services efficiently and focused on the specific needs of different communities.
- The move to the central function model appears to have exacerbated the feeling of isolation from the service overall from those based outside SEQ.

9

# SYSTEMS AND DIGITAL





# 9. Systems and Digital

## 9.1 Systems and Digital Current State

### 9.1.4 Mobility

QPS' internationally acclaimed mobility program and the QLiTe application has been rolled out used by over 7000 first responding police officer. Feedback from consultations was unanimously positive regarding the benefits that QLiTe has delivered to the front line in terms of time savings for General Duties. Planning for the 'next generation' QLiTe is already underway seeking to build on the successes and provide additional functionality and associated time savings.

### 9.1.5 Pressure on the Public Safety Network

Greater reliance upon ICT and web enabled approaches means an ever-increasing need for network capacity (or bandwidth), and as consequence, increase in the use of and pressure on the public safety network (PSN) used by QPS and other public safety agencies to distribute hardwired data across the state. This is illustrated by the increased use of applications such as body worn camera (which consumes significant bandwidth moving image data to the cloud) and cloud-based email and office applications (Office 365) all putting pressure on available network capacity.

### 9.1.6 Information Security

Increased ingestion and use of information brings increased risks associated with information security. Continuing to meet the very necessary requirements of Government's Information Security Policy (IS18:2018) is an ongoing challenge for all agencies, and particularly for the QPS given the numerous systems it uses, and the sensitivity of the data it collects and stores. At the same time, threats to information security continue to evolve and the QPS and PSBA are required to continuously grow, strengthen and test their information security practices to keep ahead of these threats.

### 9.1.7 Technology cost

There is significant cost associated with technology for the QPS. Feedback from stakeholders described a lack of transparency of associated costs, particularly in understanding an overall technology strategy and the longer-term cost profile across both operating cost and capital expenditure.

Using capital expenditure allocations for building and maintaining large server infrastructure to host applications or store data was previously a large part of the business of the QPS, and more recently the PSBA. However, the growth of Cloud Based Solutions is changing the technology cost profile moving costs that would have historically been capital expenditure into operating costs.

# 9. Systems and Digital

## 9.1 Systems and Digital Current State

### 9.1.8 Contact Management Systems

The QPS currently has the following contact management options:

- Tripe zero
- Crime Stoppers
- Information Management Service
- Right to Information
- Child Protection Offender Registry
- Heavy Vehicle Services
- Police Station blue phones
- Policelink/Policelink App
- Internet
- Police Media
- Weapons Licencing
- Road Safety Camera Office
- Special Services
- Police Station Counters

The systems used to manage the above contact options have little or no integration across QPS or externally with partner agencies and organisations. The current state has the following challenges:

- **Computer Aided Dispatch (CAD)** – the contract with Fujitsu, for CAD, used by the Communications Group, expires in June 2022; the current version of CAD is considered a legacy system by Fujitsu;
- **Policelink** – the contract for the Customer Relations Management system at Policelink, PIMS, expires in June 2023; the system does not integrate with CAD resulting in double handling;
- **Weapons Licencing** – currently uses the same Customer Relationship Management system as Policelink, however, this will change in the near future.

The QPS is currently establishing a project to further analyse the current state and provide options for the future.

*(Future of Contact Management Discussion Paper, QPS, 2019)*

# 9. Systems and Digital

## 9.1 Systems and Digital Current State

### 9.1.9 Digital Futures

As part of Program ATLAS, the Digital Futures project undertook extensive working analyzing the QPS and broader policing landscape to develop a Digital Business Strategy. The strategy described eight **future perspectives** for digitally enabled service delivery.

- **Environmental awareness** – Autonomous Artificial Intelligence (AI) enabled tool, including intelligence and demand prediction, providing improved environmental awareness to QPS;
- **Community interactions** – New, emerging channels (Voice etc), supported by an omni-channel experience to redesign the communities interactions with the QPS;
- **Demand management** – AI-enabled tools, and a stakeholder case management portal to enable the QPS to more efficiently optimise resources to respond and process demand, or divert the demand into partner agencies.
- **Frontline response** – Frontline officers being safer and more efficient after being equipped with contextual and pre-emptive insights and other key tools and technologies.
- **Investigation and intelligence** – Human capabilities augmented with AI capabilities, would vastly improve efficiency and effectiveness.
- **Partner co-delivery** – A stakeholder case management platform will enable the QPS to more efficiently and effectively co-deliver services with key partner agencies.
- **Back-office operations** – Digital tools, technologies and solutions would enhance the efficiency of the back office by streamlining key tasks, activities and processes.
- **Digital workforce** – Enhanced digital literacy and skill-sets, and equipping the workforce with the required tools, technologies and solutions would shift the QPS workforce to be digitally enabled.

The Digital Business Strategy identified 14 work packages for focus on the five-year period 2020 – 2024.

*Source: QPS Digital Futures: Digital Business Strategy, 2019*

# 9. Systems and Data

## 9.2 Conclusions

### 9.2.1 Conclusions

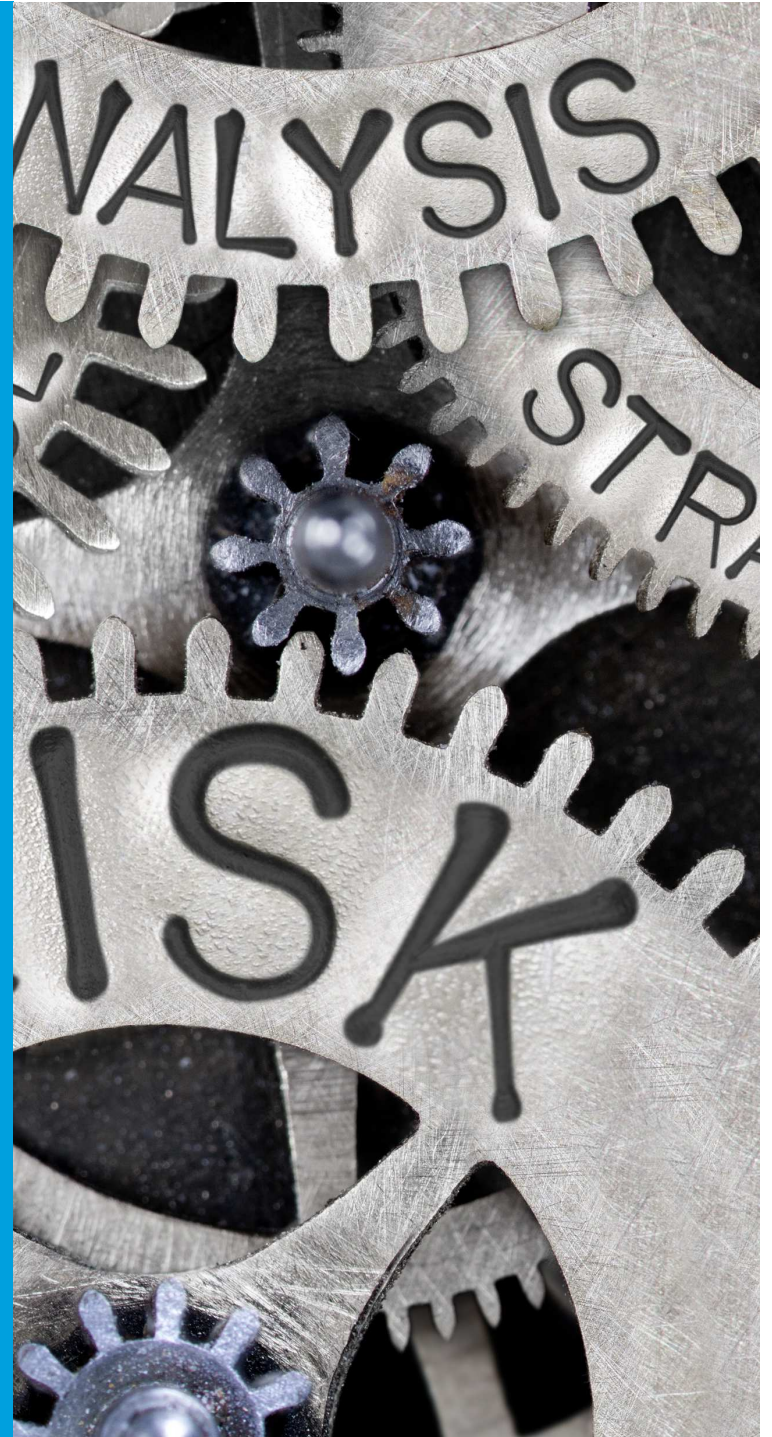
Supporting frontline police with contemporary, fit for purpose information, communication and technology has become increasingly complex for the QPS as the global ICT landscape experiences technology advances at an historically unprecedented pace. Other large Government agencies and private organisations also experience these complexities in navigating rapid change in the planning and funding of the ICT landscape.

Whilst there are clearly opportunities to improve service delivery efficiency and effectiveness through the adoption of the opportunities identified through the Digital Business Strategy, simultaneously there appear to be a significant number of challenges associated with the more traditional elements of an ICT current state, for example, clarity of delivery model, understanding of systems architecture and clarity of cost profiles into the future.



10

**GOVERNANCE**



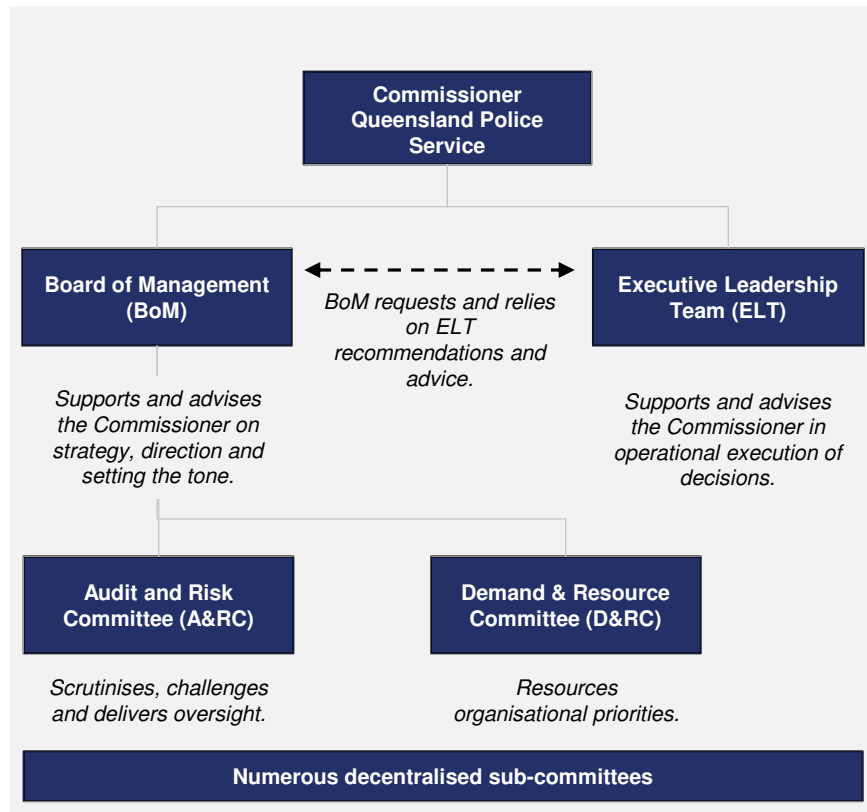
# 10. Governance

## 10.1 Governance Current State

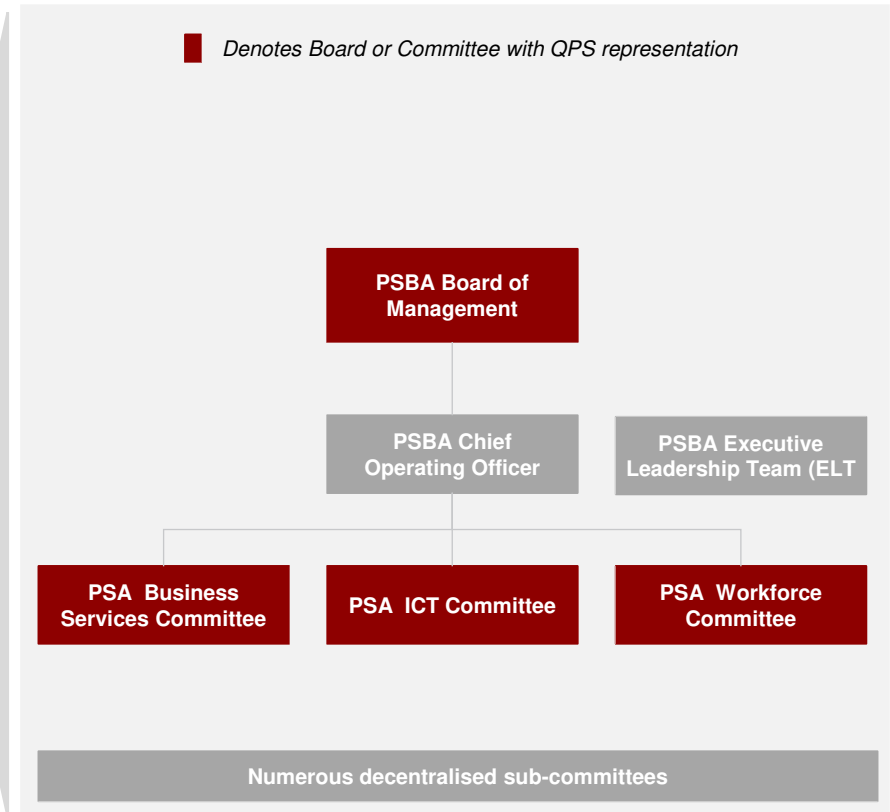
### 10.1.1 Overview of current Governance arrangements

The QPS governance framework is led by the Commissioner and Board of Management (BoM). The current Board and Committee structure, can be seen in Figure 30, and was informed most recently by two QPS governance structure reviews undertaken by Deloitte in 2013 and Board Matters in 2015. These reviews are noted to have assisted in more effective, streamlined organisational decision-making processes (Queensland Police Service, 2019a). In addition, the QPS attend a number of PSBA Boards and Committees. The current PSBA governance structure as relevant to QPS can be seen in Figure 33. The following pages provide a brief summary of the scope and responsibilities of the Boards and Committees.

**Figure 33 QPS Governance Structure**



**Figure 34 PSBA Governance Structure**



# 10. Governance

## 10.1 Governance Current State

### 10.1.2 QPS Board and Committees description

The scope and responsibilities of the QPS Board and Committees are summarised below:

#### Board of Management (BoM)

The QPS Board of Management (BoM) supports and advises the Commissioner on strategy, direction and setting the tone of the Service. In achieving this, the BoM provides support and expert advice to the Commissioner in making key decisions that deliver a strategic or Service-wide impact. In addition, the BoM is also responsible for monitoring the supporting committee/board structures to ensure they allow the execution of all board responsibilities efficiently and without creating a silo effect.

The BoM also requests and relies on Executive Leadership Team (ELT) recommendations and advice. This is achieved by frequent engagement methods including a rotational standing invitation of two ELT members at each BoM meeting.

In terms of decision-making responsibilities and authorities, the BoM supports the Commissioner (or Acting Commissioner), who has the sole decision-making authority including pursuant to the *Police Service Administration Act 1990* and the *Financial Accountability Act 2009*.

#### Executive Leadership Team (ELT)

***The Executive Leadership Team (ELT) is currently undergoing a transition to a decision-making group, although this has yet to be formalised.***

The scope and responsibilities as documented in the Queensland Police Service – Board Handbook (2019), sets out that the ELT is a 'think tank' assisting the Commissioner through support and advice in operational execution of decisions. The function of the ELT is to provide support to the Commissioner, BoM, Demand and Resource Committee, and Audit and Risk Committee by influencing and driving standards and direction across the Service through delivering a collaborative environment. This includes:

- Provision of advice on the strategic direction of the QPS operationalising strategy;
- Leading change management and promotion of the Commissioner's intent;
- Acting as a consultative forum on opportunities and risks arising from key changes to strategy, policy and operations within and outside the QPS;
- Identifying opportunities for creating efficiencies;
- Uncovering opportunities to improve the quality of service delivery and for fostering an environment for innovation; and
- Identifying new or emerging opportunities, technologies, better practice and risks for the QPS.

# 10. Governance

## 10.1 Governance Current State

### Demand and Resource Committee (D&RC)

The Demand and Resource Committee delivers oversight to the organisational prioritisation of resources. The D&RC assists the Commissioner and BoM by ensuring that effective processes are used relating to direction and control of finances, people, assets and ICT as well as monitor the appropriate development and implementation of the QPS programs.

The D&RC recommends for BoM approval:

- Budget;
- Major expenditure (capital and operational) within defined criteria;
- Major organisational restructures; and
- Strategies and plans as required.

### Audit & Risk Committee (A&RC)

The Audit and Risk Committee (A&RC) scrutinises, challenges and delivers oversight of the management responsibilities imposed on the Commissioner under relevant legislation including the *Police Service Administration Act*, the *Financial Accountability Act*, and Financial and Performance Management Standard.

The A&RC delivers independent oversight and assistance to the Commissioner and BoM on:

- Risk management policy/framework;
- Internal control and compliance plans and framework;
- Financial compliance; and
- The internal and external audit functions.

### Sub-Committees

Under the existing QPS Governance Framework, the QPS Governance Unit does not manage QPS sub-committees but rather sub-committees are managed on a local level by the Regions and Commands. Therefore it was not possible to establish a clear view of current Sub-committees as part of this Review.

Examples of existing Command and Region managed 'sub-committees' are:

- ATLAS Program Board
- Fleet Governance Subcommittee
- Capital Works & Accommodation Subcommittee
- QPS Psychological Wellbeing Steering Committee (QPS PWSC)
- Operational Review Committee (ORC)
- Our People Matter Steering Committee
- Juniper Steering Committee
- QPS Research Committee

# 10. Governance

## 10.1 Governance Current State

### 10.1.2 PSBA Board and Committees description

The scope and responsibilities of the PSBA Board and Committees are summarised below:

#### Board of Management (BoM)

The PSBA Board of Management provides direction to the PSBA Chief Operating Officer (COO) in making decisions concerning the prioritisation, resourcing and management of organisational matters relating to strategy, governance, policy, finance, risk management, compliance, litigation, service delivery areas and demand and resourcing.

The Board is comprised of the QPS Commissioner, Queensland Fire and Emergency Services (QFES) Commissioner and an appointed external member, with the role of Chair rotating annually between the QPS and QFES Commissioner. The Chair of the Board is the Accountable Officer for the agency, and is supported by the COO, whose role is to help the Board perform its functions and be responsible for the day-to-day operations of PSBA.

The functions of the PSBA Board of Management are as follows:

- Provide leadership and oversight to the agency;
- Review and monitor the agency's performance of its functions;
- Make and review policies about the administration of the Act and
- Coordinate the provision of support services, and any programs provided by the agency, to Public Safety Agencies (PSAs).

In performing the abovementioned functions, the Board must give effect to any direction of the Minister relevant to the functions.

#### PSA Business Services Committee

The PSA Business Services Committee is a decision-making body that provides expert advice and support to the PSBA COO to assist the COO in effectively managing the delivery of finance, procurement, fleet, property and facility management services to client agencies.

#### PSA ICT Committee

The PSA ICT Committee is a decision-making body that provides expert advice and support to the PSBA COO to assist them in effectively managing the delivery of Information and Communications Technology services to the client agencies.

#### PSA Workforce Committee

The committee is a decision-making body that provides expert advice and support to the PSBA COO, to assist the COO in effectively managing the delivery of Human Resources services to the client agencies.

# 10. Governance

## 10.1 Governance Current State

### Sub-Committees

Similarly to QPS, sub-committees stemming from the formal governance structure of PSBA are not governed centrally, but rather through the Divisions.

As per advice from the PSBA Governance and Performance Unit, examples of functional PSBA sub-committees with QPS membership are:

- QPS Wacol Functionality Working Group.
- PHQ Emergency Management Committee
- PSN 2.0 Program Board
- NBN Transition Board
- Agency Consultative Committee - QPS
- PSC Interdepartmental Committee
- ACIC Information Exchange Meeting
- QPS Cyber Security Steering Committee
- ISMS Interagency Working Group
- QPS Platinum Risk Update Meeting
- PSBA HR Bi-Monthly PCAP Collaborative
- Monthly DCRO
- Transfer Advisory Committee



# 10. Governance

## 10.2 Exploring Effective Governance

### 10.2.1 Components of Effective Governance

Governance encompasses elements of ethics, risk management, compliance and administration with the Governance Institute of Australia (2019) understanding corporate governance to be “*the system by which an organisation is controlled and operates, and the mechanisms by which it, and its people, are held to account*”. In terms of public sector governance, The Australian National Audit Office (2014) advise that it can be seen as the arrangements and practices which enable the public sector entity to set its direction; manage its operations to achieve expected outcomes; and discharge its accountability obligations.

Effective governance structures are customised to suit the requirements of the organisation and consequently, there is no one size fits all or gold standard approach. In saying this however, literature suggests there are specific principles and components to effective governance (see below).

#### Public Service Commission – Seven Principles of Effective Governance (2018)

<b>Roles and responsibilities are clear and understood</b>	<b>Structure and composition ensure relevant expertise and diversity</b>	<b>Board has a strategic focus</b>	<b>Relevant risks are identified and managed</b>	<b>Control systems have integrity and support accountability</b>	<b>A culture of responsible and ethical decision making is promoted</b>	<b>Board operates effectively</b>
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#### TAILORED GOVERNANCE ARRANGEMENTS

<p><b>TRANSPARENCY</b></p> <p><i>Being clear and unambiguous about the organisation’s structure, operations and performance, both externally and internally, and maintaining a genuine dialogue with, and providing insight to, legitimate stakeholders and the market generally.</i></p>	<p><b>ACCOUNTABILITY</b></p> <p><i>Ensuring that there is clarity of decision-making within the organisation, with processes in place to ensure that the right people have the right authority for the organisation to make effective and efficient decisions, with appropriate consequences for failures to follow those processes.</i></p>	<p><b>STEWARDSHIP</b></p> <p><i>Developing and maintaining an enterprise-wide recognition that the organisation is managed for the benefit of its shareholders/members, taking reasonable account of the interests of other legitimate stakeholders.</i></p>	<p><b>INTEGRITY</b></p> <p><i>Developing and maintaining a culture committed to ethical behaviour and compliance with the law.</i></p>
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#### Governance Institute of Australia – Key Components of Effective Governance (2019)

# 10. Governance

## 10.2 Exploring Effective Governance

### 10.2.2 Australia Policing Governance Structures

The below provides an understanding of comparable corporate governance structures within other Australian policing agencies from publicly available information, demonstrating a diverse range of approaches and no common blueprint. The function and purpose of the committees can be seen in Appendix B

Victoria Police	Executive Command	Command	Audit & Risk Committee	Corporate Advisory Group	Exec. Remuneration Committee	Information Mgt Committee	Operations Committee
	People, Culture and Safety	Operations Committee	Procurement Board				
Northern Territory Police, Fire and Emergency Services	Tri-Service Leadership Group	Performance Assessment	Uniform, Accoutrements and Use of Force	Safety and Wellbeing	Audit & Risk	Project Governance	Workforce Planning
Tasmania Police, Fire and Emergency Services	Agency Management Group	Senior Executive Officers	Audit & Risk	Police Review Board	State Emergency Management	Procurement Review	Tasmania Police Charity Trust
Australia Federal Police	National Managers Forum	Strategic Leadership Group	Executive Leadership Committee	Commissioners Advisory Board	Strategic Capability & Innovation Committee	Cultural Reform Board	Mental Health Strategy Board
	Security Committee	Finance Committee	Audit Committee	Remuneration Committee	Ops Capability & Capacity	Weekly Operations Committee	Regional Ops Capability & Capacity
	National Uniform Committee	National Awards and Recognition					



# 10. Governance

## 10.3 Assessment of Current Arrangements

### 10.3.1 Overview

It is clear that there is no perfect, one size fits all design for a Governance structure and that designs instead need to align to core principles

### 10.3.2 Key Observations in relation to current arrangements

The following key themes were identified through consultations and observations:

- **Excessive Projects undertaken**
  - Current culture which requires individuals to complete a project to progress in their career. This include reference to professional development courses for Commissioned Officers which include mobilising and executing a project.
  - Extremely broad coverage of projects which were often either duplicative, unconnected, contradictory or insufficiently thought through in terms of cause and effect impacts. In addition, a tendency for projects to not be completed and / or effectively implemented.
- **Transparency of Committee structures and interconnectivity**
  - There is a low level of transparency of the various Committees below the Executive level and how the various Committees and sub-committees are required to interact with one another (Enterprise Level Review, P2E, 2017)
  - The current Governance structure slows down decision making and is extremely convoluted.
- **Difficulty in prioritising expenditure**
  - The current approach doesn't currently provide a holistic view of upcoming and competing expenditure needs nor provide Executive with transparency of the relative costs and benefits to inform decision making.
- **People, Culture, Health and Wellbeing Focus**
  - Currently there is no dedicated Executive Level Committee which explicitly focuses on people, culture, health and wellbeing issues. Whilst resourcing issues are considered in the current Demand and Resource Committee (D&RC) it could be perceived that 'people' issues are a lower priority.
- **Asset Management**
  - The effective planning with regards to asset management is extremely important to enable QPS to optimize spend in the out years. Although, assets are included for discussion in the current D&RC and may also be covered in sub-committees which were not identified during this review, given its importance it could be argued that it requires increased prominence.
- **PSBA Committees**
  - The QPS currently attends numerous PSBA committees in which often there is little or no relevance to QPS i.e. the focus may be on other PSBA customers. This does not reflect a good and productive use of time for QPS interests.

# 10. Governance

## 10.4 Conclusions

### 10.4.1 Conclusions

The current Governance arrangements have been in place since 2013. This Review has not undertaken a detailed analysis of the current arrangements but has instead taken a view of the arrangements that are required going forward based upon the broader findings of the Review.

The key issues / challenges that have been identified are:

- Need for enhanced focus on people, culture, health and wellbeing;
- Excessive number of projects undertaken across the service;
- Limited ability to assess and prioritise use of resources due to the absence of a holistic view;
- Lack of engagement and consultation with front line in solution design;
- Excessive number of sworn officers tied up in projects and / or non frontline activities;
- Tendency for issues not to be considered from a whole of QPS view at times i.e. silo focus within Portfolio or Commands; and
- Fragmentation between QPS and PSBA Governance arrangements.

11

**ORGANISATIONAL  
PERFORMANCE  
MANAGEMENT**



# 11. Organisational Performance Management

## 11.1 Introduction to Organisational Performance Management

### 11.1.1 Scope of Organisational Performance Management in this Review

The scope of this Review has considered Organisational Performance Management (OPM) from three distinct perspectives as illustrated in the diagram to the right.

The three perspectives will be included in each of the sections contained within this chapter:

- **Organisational Performance Management Current State**
- **Exploring effective Organisational Performance Management**
- **Assessment of Current Arrangements**



# 11. Organisational Performance Management

## 11.2 Organisational Performance Management Current State

### 11.2.1 Organisational Performance Measures

The QPS key performance indicators (KPIs) are set out in the Service Delivery Statements and the QPS Strategic Plan. These measures are at the highest level for the overall organisation.

The indicators included in the Service Delivery Statements (SDS) align to the two core services:- Crime and Public Order and Road Safety. Table 4. provides a list of SDS measures.

#### Crime and Public Order

The effectiveness measures include: a focus on crime clear up rates; views of police integrity in terms of number of complaints and perception; public satisfaction measures; the proportion of code 1 and 2 incidents attended in target; and a measure on diversion of juveniles from court. A single efficiency measure is in place for the cost of crime and public order per person.

#### Road Safety

The effectiveness measures focus on fatalities and hospitalisations per 100,000 population. A single efficiency measure is in place for the cost of road safety per person.

**Table 4. QPS Service Delivery Statement Performance Measures**

	Measure Type	Measure
Crime and Public Order	Effectiveness Measures	Percentage of personal safety offences cleared within 30 days
		Percentage of property security offences cleared within 30 days
		Percentage of good order offences cleared within 30 days
		Rate of complaints against police per 100 sworn (operational) staff
		Perception of police integrity in terms of level of agreement with the following: <ul style="list-style-type: none"> <li>• Police perform their job professionally</li> <li>• Police treat people fairly and equally</li> <li>• Police are honest.</li> <li>• I do have confidence in police.</li> </ul>
		Satisfaction of members of the public who had contact with police in the last 12 months
		Public satisfaction with police dealing with public order problems
		Public satisfaction with police dealing with emergencies and disasters
		Percentage of code 1 and code 2 incidents attended within 12 minutes
		Percentage of juveniles diverted as a proportion of all juveniles proceeded against by police
	Efficiency Measure	Cost of crime and public order per person
Road Safety	Effectiveness Measure	Road crash fatalities rate per 100,000 population,
		Road crash hospitalisations rate per 100,000 population
	Efficiency Measure	Cost of road safety per person

# 11. Organisational Performance Management

## 11.2 Organisational Performance Management Current State

The measures contained in the QPS Strategic Plan form part of the statutory obligation set out in the Financial and Performance Management Standard (2009) and is supported by Department of Premier and Cabinet (DPC) planning guidelines.

The indicators included in the QPS Strategic Plan are grouped into four categories.

### Strengthened relations

These measures largely align to the measures contained within the SDS.

### Making the community safer

These also align to the SDS and are supplemented with measures regarding a reduction in rates of youth reoffending and increasing the proportion of offender diversions.

### Equip our workforce for the future

This is a new focus from the SDS and includes measures on organisational engagement and increasing diversity in the workforce.

### Stop Crime

These measures largely marry up to the measures contained within the SDS.

**Table 5. QPS Strategic Plan Performance Measures**

Measure Type	Measure
Strengthen Relationships	Maintain High levels of public perception of police professionalism and confidence in police
	An increase in public perception of police honesty, and fair and equitable behaviour
	A decrease in rate of complaints against police
	An increase in satisfaction of people who have had contact with police in the past 12 months
Make the Community Safer	An increase in public satisfaction with police dealing with public order problems
	A decrease in the rate of road crash fatalities and hospitalisation
	An increase in public satisfaction with police dealing with emergencies and disasters
	A reduction in rates of youth reoffending
	An increase in the proportion of offender diversions as a proportion of all offenders processed
Equip our workforce for the future	Increased agency engagement (Working for Queensland survey measure)
	Increased diversity of our workforce in line with our 2022 diversity target.
Stop Crime	An increase in the percentage of code 1 and 2 incidents attended within 12 minutes
	An increase in the rate of personal safety, property security and offences against good order cleared within 30 days
	An increase in public perception of safety
	Reduced rate of crime victims

Beyond the above, consultations suggested that the focus of performance measurement in Regional Operations was largely focused on Crime and Road statistics. More broadly Policelink demonstrated a strong and broad focus on performance measurement, as well as the Communications Centres. Analysis of each Central Command was not completed as part of this Review however, anecdotally the extent to which performance is measured is highly variable.

# 11. Organisational Performance Management

## 11.2 Organisational Performance Management Current State

### 11.2.2 Organisational Performance Structures

The Operational Procedures Manual (OPM) sets out, amongst other things, a three-tiered performance management strategy for Regional Operations. This is summarised below:



Discussions through consultations suggested that the three-tiered performance management approach for Regional Operations performance was applied inconsistently across the State. In addition, it was not clear how performance management across the remainder of the organisation i.e. outside Regional Operations was intended to take place.



# 11. Organisational Performance Management

## 11.2 Organisational Performance Management Current State

### 11.2.3 Individual Performance Management

In 2016 the QPS Performance Review and Development (PRD) framework was established with the purpose of supporting an engaged, capable and effective workforce to achieve the QPS vision. The PRD was established to support the management and development of employee performance with a renewed emphasis on regular and constructive two-way conversations between supervisor and employee (Performance Review and Development Policy, 2016).

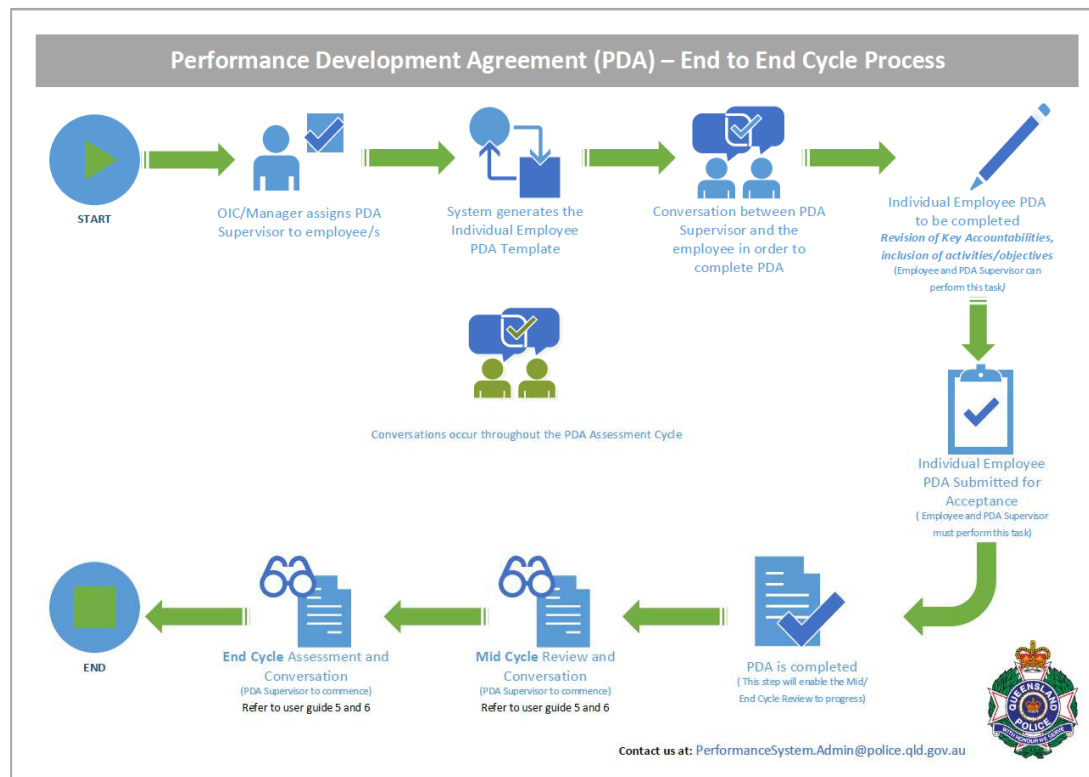
Central to the PRD is the Performance and Development Agreement (PDA) Plan, mid-cycle review and end-cycle assessment. The PDA is supported electronically using the Ignite System. The diagram to the right sets out the end-to-end cycle for PDA. The end to end PDA cycle can be seen in Figure 35.

#### Feedback from consultations

Feedback regarding the effectiveness of PDA was almost unanimously negative from the consultations. The main criticisms were:

- **Ignite** – Ignite was not user friendly or logical in its workflow;
- **Applicability** – the process was not necessarily relevant to police officers;
- **Not supported** – the approach was not supported by individuals or their supervisors.
- **Time consuming** – the PDA process was unnecessarily time consuming and detracted from 'doing the job'.

Figure 35. QPS Process Map PDA End to End Cycle





# 11. Organisational Performance Management

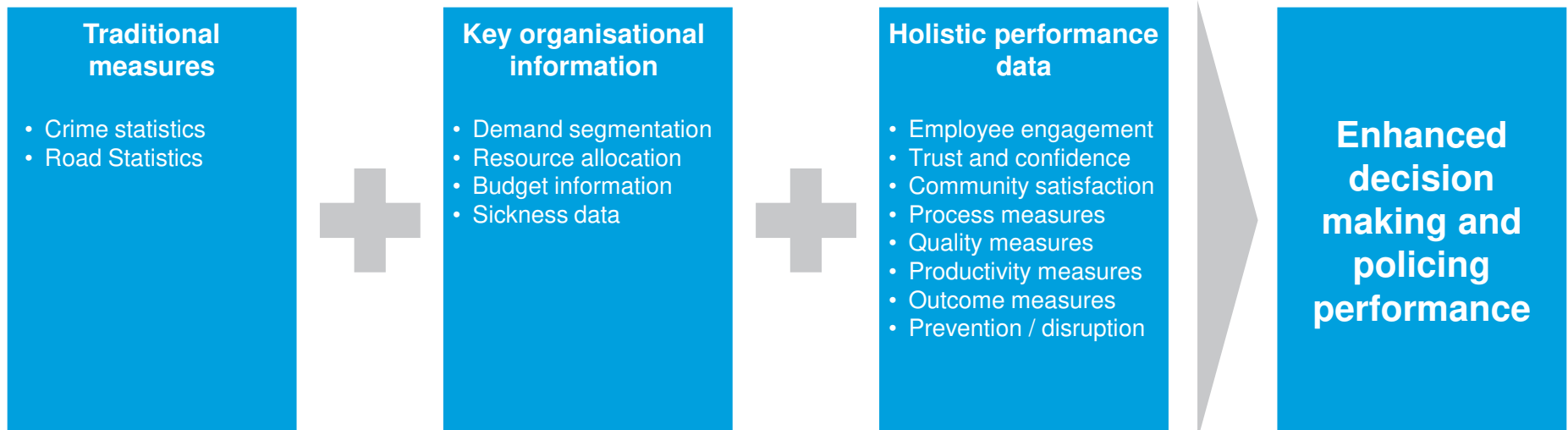
## 11.3 Exploring Effective Organisational Performance Management

### 11.3.1 Organisational Performance Measures

Globally, common measures of police performance include traditional crime-focused (and reactive) indicators, such as crime rates, the number of arrests, clearance rates, response times, the number of traffic tickets issued, and the number of breath tests conducted (Davis 2012; Fleming & Scott 2008; Sparrow 2015). Although some agencies have shifted towards using victim and public surveys to measure quality of police interactions and conducting surveys of staff to assess morale and job satisfaction (in line with proactive and community focused policing) (Davis, Ortiz, Euler, & Kuykendall 2015; Ludwig, Norton, & McLean 2017; Neyroud 2008).

There are several criticisms relating to the limitations of using traditional crime-focused indicators, such as it raises a potential for police to manipulate statistics (Davis, Ortiz, Euler, & Kuykendall 2015; Fleming & Scott 2008; Sparrow 2015), it does not consider unreported crime crimes (Lugwid, Norton & McLean 2017; Sparrow 2015), it does not measure the quality of police services (Fleming & Scott 2008 ; Rosenbaum, Maskaly, Lawrence, Escamilla, Enciso, Christiff & Posick. 2017), and it is does not consider the costs or efficiencies in achieving outputs and outcomes (Sparrow 2015). It is therefore necessary to undertake a more holistic approach to setting key performance indicators that reflects community expectations of police and current models of policing (such as proactive and community focused).

Leading practice policing organisations are supplementing traditional measures e.g. crime statistics and road traffic fatalities with additional information and measures to support more effective decision-making. This is illustrated below:



# 11. Organisational Performance Management

## 11.3 Exploring Effective Organisational Performance Management

### 11.3.2 Organisational Performance Structures

The approach to organisational performance management has evolved over time. CompStat, established in the New York Police Department in 1994, or iterations of this concept, was adopted extensively across the globe in the late 1990's and early 2000's. The premise of CompStat is a management model linking crime and enforcement analyses with regular meetings to assist police in strategic problem solving in an effort to reduce crime and disorder (Weisburd, Mastrofski, McNally, Greenspan & Willis 2003; Willis, Mastrofski, & Weisburd 2007). A core component of CompStat was its use as a performance management tool, used to assess District Commanders on crime within their districts and to hold them accountable for their performance (Willis, Mastrofski & Weisburd, 2007; Sparrow, 2016).

There are mixed opinions of the use of CompStat. Positively, the approach established organisational performance mechanisms that drove improved accountability and transparency in performance, enabling police services to better understand crime related issues and cross boundary thematics. Criticisms of the approach highlight the narrow focus of measures (as covered in the previous section); the extensive time spent preparing for the review meetings; and the unintended negative behaviours that the approach created including manipulation of figures, unhealthy competition between Districts, and the lack of collaboration on whole of Service issues.

Leading practice policing organisations have built on some aspects of CompStat and refined the approach to better meet the organisations needs. Core elements that tend to be included are:

<b>Strategic alignment</b>	an organisational performance framework that drives performance aligned to organisation strategy
<b>Transparency</b>	transparency of performance from the bottom of the organisation to the top and across organisational structure. This includes consistent and regular performance meetings across the organisation.
<b>Process</b>	Processes that are established and embedded to support performance improvement including clarity of roles and responsibilities both in administrating the performance management process and for actual performance.
<b>Data</b>	a focus on obtaining the right data and ensuring that the data has integrity.
<b>Management Information</b>	providing management information to support decision making and transparency – right information, at the right time, to the right people.
<b>Culture</b>	providing focus on building a more constructive culture regarding performance that is less confrontational and drives collaboration and a whole of Service response to issues.

# 11. Organisational Performance Management

## 11.3 Exploring Effective Organisational Performance Management

### 11.3.3 Individual Performance Management

Performance management for individuals is a critical component in supporting overall organisational performance, supporting the development of individuals and in providing transparency regarding the effectiveness of an individual's contribution. The specific approaches adopted in this area are broad and varied and tend to be designed and refined based upon an organisations maturity and specific needs. The attributes of a high functioning performance management approach as well as the typical symptoms of an ineffective approach are shown below:

#### High functioning performance management

- ✓ Clear alignment between an individual's contribution and organisational performance.
- ✓ Clear expectations of performance for each individual within the organisation.
- ✓ Focus on technical and behavioural contribution.
- ✓ Clear link between performance expectations and development.
- ✓ Direct alignment between individual's performance and progression.
- ✓ Evidence based, objective, fair and transparent assessment of performance.
- ✓ Focus on constructive conversations and support.
- ✓ Regular and ongoing performance conversations and feedback.
- ✓ Perceived by all involved to be valuable for individuals.

#### Ineffective performance management

- ✗ Misalignment between individual performance and organisational performance
- ✗ Lack of clarity regarding expectations for individuals
- ✗ Lack of focus on behavioural competencies.
- ✗ Disconnection between performance expectations and personal / professional development.
- ✗ Disconnection between individual performance and career progression.
- ✗ Subjective and biased assessment of performance – perceived lack of fairness in the system.
- ✗ Aggressive and confrontational feedback style and / or lack of feedback.
- ✗ Focus on annual performance reviews only
- ✗ Perceived lack of value in the system and deemed a 'tick and flick' exercise.

# 11. Organisational Performance Management

## 11.4 Assessment of Current Arrangements

### 11.4.1 Organisational Performance Measures

A wholesale and detailed assessment of current performance measures across the QPS was not completed as part of this Review. Nevertheless, indications suggest that in general, the performance measures that are used by the organisation are relatively narrow and largely focused on crime statistics and road traffic statistics. Whilst these measures remain one area of performance, the change in the demand placed on the QPS together with continued increased complexity in service delivery and the need to drive efficiencies means that measuring performance in this way alone, is no longer appropriate. This is illustrated by the move of leading policing organisation to complement traditional measures with other key organisational data and more holistic performance data. The availability of this broader view of performance would support more sophisticated decision-making regarding the use of resources aligning to service outcomes.

### 11.4.2 Organisational Performance Structures

Although there appears to be some structures in place for example the three-tiered model in Regional Operations – this doesn't appear to be applied consistently nor provide alignment from top to bottom of the organisation and across organisation structural boundaries. This results in a low level of transparency of performance at the necessary levels to drive a one QPS approach. Appropriate structure in the form of meetings and processes underpinned by a culture that reinforces accountability and provides a supportive environment is essential to drive service wide performance.

### 11.4.3 Individual Performance Management

There is significant dissatisfaction with the current approach to individual performance management from the workforce with overwhelming feedback suggesting that there is limited value in the current approach and that it is merely a 'tick and flick' exercise. The design of the PRD, documented in the policy and supporting guidelines, provides strong alignment to some of the attributes of high functioning performance management, as set out in section 11.3.3. However, crucially there appears to be significant variation between the intent of the policy and how things are being undertaken in the organisation, with individuals largely seeing little value in the approach.

Embedding an effective performance management regime is very much contingent on employees (top to bottom) understanding and valuing the process. This tends to require cultural change within organisations and as such requires significant and sustained focus in terms of implementation, monitoring and support. Feedback from consultations highlighted that very little communication or training was provided to support the implementation of PRD and PDA.

# 11. Organisational Performance Management

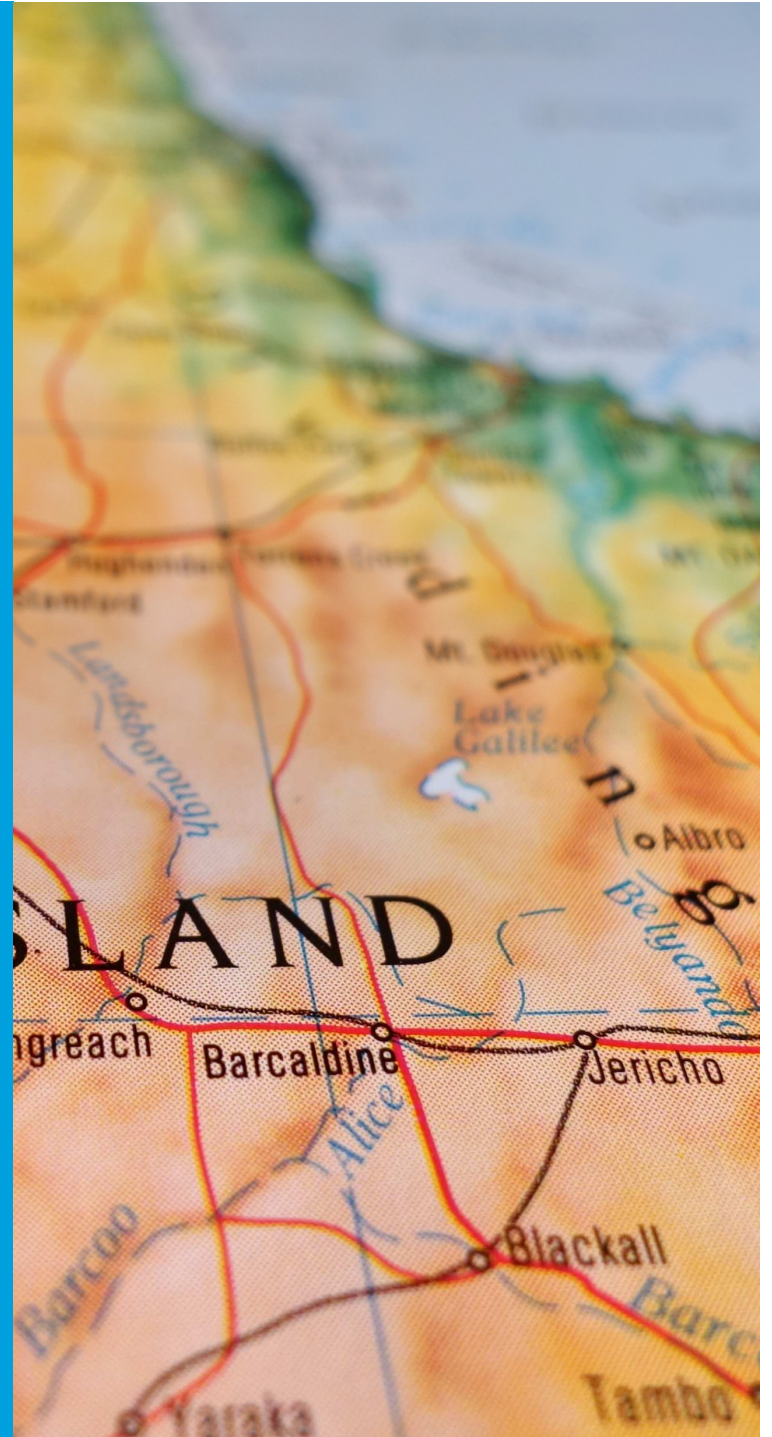
## 11.5 Conclusions

### 11.5.1 Conclusions

The current approach to organisational performance management in terms of the breadth of measures and information, and the structures to support performance improvement in the QPS is significantly lacking by contemporary standards. In addition, the approach to individual performance management does not appear to be delivering the outcomes that one would expect from an effective performance management framework.

12

# BOUNDARIES



# 12. Boundaries

## 12.1 Current State Boundaries

### 12.1.1 Context

QPS operational and administrative boundaries provide an important function in terms of statistical comparison, alignment to partners, and potential operational efficiencies – although it should be noted that operational efficiencies are not delivered by boundaries alone but must be underpinned by appropriate operating processes, performance measures and behaviours. Command and control models and many legal instruments rely on appropriate definition of boundaries (e.g. the Disaster Management Act 2003).

Over the years, the QPS has undergone numerous reviews into the structure of policing boundaries. Some of the more notable reviews include:

- The Fitzgerald Inquiry and Report (Fitzgerald) <sup>1</sup> between 1987 and 1989;
- The 2013 QPS Structural Review<sup>2</sup>;
- Queensland Police and Community Safety Review (PACSR Review)<sup>3</sup>;
- The QPS Blueprint 2030<sup>4</sup>;
- The QPS Atlas Program<sup>5</sup>.
- The MacSparran Review of the implications of the change of boundaries involving the Northern Region<sup>6</sup>.

Ineffective allocation of administrative boundaries can contribute to command structures failing to support efficient allocation of policing resources across boundaries. In addition, poorly aligned boundaries can contribute to limiting the flexibility for local area commanders to deploy resources when and where they are needed most. Finally, if boundaries are not distributed effectively, and critically, underpinned by appropriate processes, performance measures and behaviours, resource allocation can be focused on maintaining the existing distribution of strength rather than ensuring resources are allocated to support the areas where they are most needed.

<sup>1</sup> Fitzgerald, G.E. (1989); <sup>2</sup> Queensland Police Service (2013); <sup>3</sup> Keelty, M.J. (2013); <sup>4</sup> Queensland Treasury Corporation and Partners in Performance (2018); <sup>5</sup> Queensland Police Service (2018); <sup>6</sup> Queensland Police Service, Management Support Manual, Issue 24 – 26 July 2019



# 12. Boundaries

## 12.1 Current State Boundaries

QPS geographic boundaries are required to enable location-based statistics to be produced on a useful and comparable basis, in a cost-effective manner. To serve this purpose, geographic boundaries need to satisfy several requirements or principles:

- Geographic areas of organisational reporting should align with those used for statistical reporting purposes;
- Individual geographical areas must be:
  - clearly defined textual descriptions with precisely drawn boundaries;
  - uniquely identified by name; and
  - mutually exclusive.
- Any groupings of individual areas into intermediate levels of aggregation must be contiguous and able to progressively sum to the whole.

### 12.1.2 Current QPS Regional Boundaries

The current QPS boundaries were last revised in 2013 and form one set of boundaries for which both operational duties and statistical reporting are used. When defining or making amendments to boundaries, the following apply:

- Local government boundaries and Australian Bureau of Statistics census data mesh block boundaries will provide the basis for determining police operational areas; and
- In the event a QPS boundary does not follow a local government area or splits a mesh block boundary, the QPS boundary is to align with the following features, in order preference:
  - Suburb boundary;
  - Road casement boundary;
  - Property boundary;
  - River/creek boundary (one side or the other);
  - Low tide level; or
  - Australian territorial waters.



# 12. Boundaries

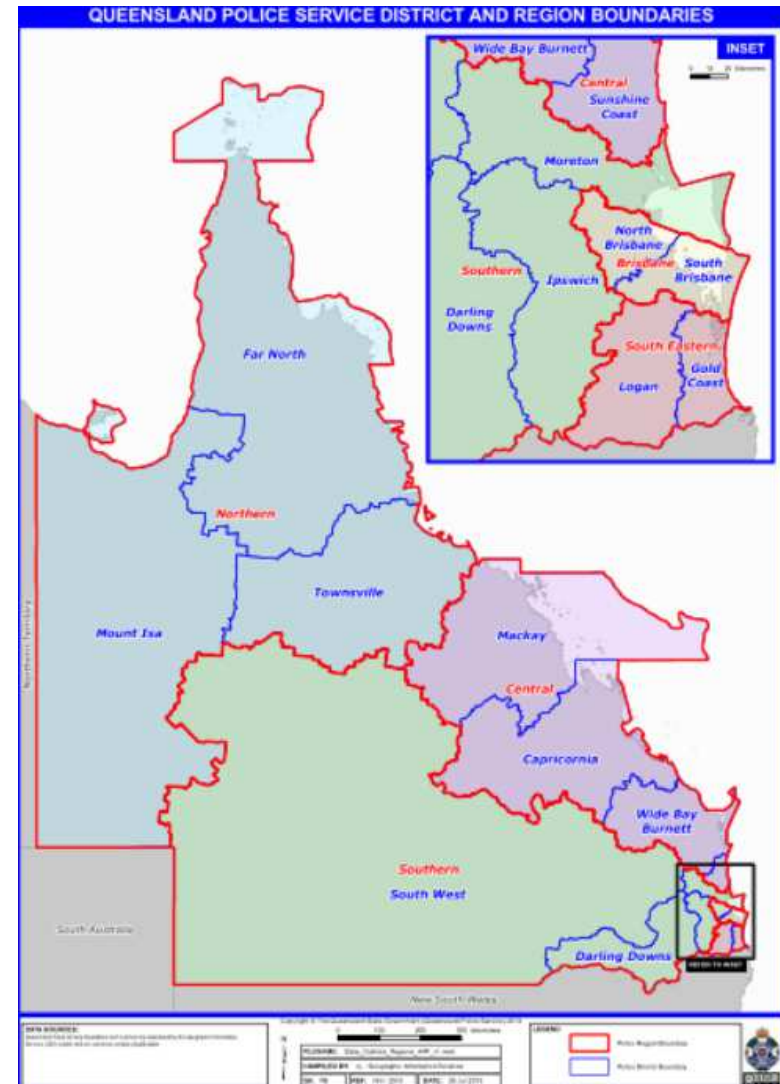
## 12.1 Current State Boundaries

The current QPS boundaries align to the following Regions and Districts with Districts further sub-divided into Divisions. A list of Regions and Districts can be seen in the table below and illustrated in the map (Figure 36).

**Table 6 List of Regions and Districts**

Region	District
Brisbane	Brisbane North
	Brisbane South
South Eastern	Gold Coast
	Logan
Southern	Darling Downs
	South West
	Moreton
	Ipswich
Central	Wide Bay Burnett
	Capricornia
	Mackay
	Sunshine Coast
Northern	Mount Isa
	Townsville
	Far North

**Figure 36 QPS Boundary Map**



# 12. Boundaries

## 12.1 Current State Boundaries

### 12.1.3 Current alignment with Disaster Management boundaries

Under Queensland's disaster management arrangements, the state is divided into 22 disaster districts. Each district comprises one or more Local Government Area. Each disaster district performs the function of providing coordinated state government support when required and requested by local governments. Given QPS plays an important role in disaster management activities, there could be an argument to align QPS operational boundaries to those of the disaster districts. There are currently 22 disaster districts within Queensland and 15 QPS operational districts.

The table to the right shows how the current QPS operational districts align to the disaster districts. As an example, 24% of Capricornia police district is within Gladstone disaster district while 76% is within Rockhampton disaster district.

POLICE DISTRICT	DISASTER DISTRICT	PERCENT
CAPRICORNIA	GLADSTONE	24
CAPRICORNIA	ROCKHAMPTON	76
DARLING DOWNS	TOOWOOMBA	26
DARLING DOWNS	WARWICK	74
FAR NORTH	FAR NORTH	93
FAR NORTH	INNISFAIL	2
FAR NORTH	MOUNT ISA	5
GOLD COAST	GOLD COAST	99
IPSWICH	BRISBANE	3
IPSWICH	IPSWICH	62
IPSWICH	LOGAN	35
LOGAN	GOLD COAST	1
LOGAN	LOGAN	99
MACKAY	MACKAY	100
MORETON	BRISBANE	3
MORETON	IPSWICH	53
MORETON	REDCLIFFE	25
MORETON	SUNSHINE COAST	1
MOUNT ISA	MOUNT ISA	99
NORTH BRISBANE	BRISBANE	37
NORTH BRISBANE	REDCLIFFE	57
SOUTH BRISBANE	BRISBANE	87
SOUTH WEST	CHARLEVILLE	37
SOUTH WEST	DALBY	6
SOUTH WEST	GLADSTONE	2
SOUTH WEST	GYMPIE	1
SOUTH WEST	LONGREACH	38
SOUTH WEST	ROMA	14
SOUTH WEST	TOOWOOMBA	1
SUNSHINE COAST	SUNSHINE COAST	100
TOWNSVILLE	FAR NORTH	1
TOWNSVILLE	TOWNSVILLE	98
WIDE BAY BURNETT	BUNDABERG	64
WIDE BAY BURNETT	GYMPIE	17
WIDE BAY BURNETT	MARYBOROUGH	19

# 12. Boundaries

## 12.2 Assessment of Current Boundaries

### 12.2.1 Consultations

Consultations with officers and staff provided relatively consistent views in relations to the strengths and limitations of the current boundaries. That said, in general there was not a strong sentiment for the need for wholesale change:

- **Broader than QPS** – Alignment to partner agency boundaries was raised as the key opportunity through the consultations although it was recognised that this is something that has been discussed and explored for a significant period of time. At present different agencies have different boundaries, so holistic alignment would require change across all of these agencies.
- **Primary Partners** – A number of consultations raised the point that although QPS are grouped with QFES, and Inspector General Emergency Management (IGEM) within the portfolio, these Agencies are not the primary partners for QPS in service delivery (excepting Disaster Management). Instead interviewees and focus groups tended to identify QH, Youth Justice, Education, as the primary partner agencies, and therefore more relevant in terms of boundary alignment.
- **Morton District** – Challenges with the current configuration of Moreton District were raised, particularly by Southern, Central and Brisbane Regions. Petrie is currently within the following QPS boundaries - Brisbane Region, North Brisbane District, Petrie Division, Pine Rivers Patrol Group while being within the following administrative boundaries – Moreton Bay Council and the Redcliffe Disaster District.

Moreton District shares a border with Pine Rivers Patrol Group. Offenders associated with both groups travel across borders to commit offences. Moreton District is closer to Brisbane and shares access through the Pine Rivers Patrol Group and North Brisbane District. There may be similar issues across other areas of the State.

### 12.2.2 MacSporran Review

The QPS Review Taskforce by the Crime and Corruption Commission was undertaken to investigate the structural integrity of the 2013 Structural Review, with particular focus on QPS Northern Region (previously Northern and Far Northern Region). While the Review was focused on Northern Region, the findings can be argued to provide a proxy for the State. Notably:

- The Review found that there were no obvious or significant performance issues generally in relation to overall organisation performance or consequential negative impacts on the QPS workforce as a result of the organisational restructure of 2013, including the reduction in numbers of Regions and Districts;
- Devolved decision making, a key objective of the 2013 restructure, was found to be a notable success. This finding was ratified through the consultations undertaken during the current Review indicating that whilst the change initially created some issues in relation to devolved decision making, officers appear now to be very comfortable with those arrangements.

# 12. Boundaries

## 12.3 Conclusions

### 12.3.1 Conclusions

- There is no pressing need for wholesale change of boundaries and little evidence that such changes would deliver sustainable improvements in the QPS being able to optimise service delivery. Changes to boundaries require significant investment behind the scenes to realign budget and statistics and should not be taken on without an evidence base that demonstrates benefits that outweigh the investment.
- The current boundary of Moreton District within the Southern Region appears to be an outlier in that it is perceived to inhibit optimal service delivery in Regional Operations. Given that a detailed assessment of all State-wide boundaries was not undertaken by this Review, it is not possible to say whether there are other similar challenges in particular parts of the State.

13

**PARTNERSHIPS**





# 13. Partnerships

## 13.1 Partnerships Current State

### 13.1.1 Overview

The concept of partnering is largely considered in two dimensions: 1) Partnerships with other organisations e.g. other public service agencies and Non-Governmental Organisations (NGOs) and partnerships with the community. Both of these dimensions are explored within this Chapter of the report.

### 13.1.2 Queensland Government focus

The Queensland Government established 'Our Future State: Advancing Queensland's Priorities' (AQPs) in 2018. This defined six themes each containing a number of priorities, focused on confronting and tackling the major challenges facing Queensland with a strong sense of purpose, focus and commitment. (Queensland Government, 2018).

At the heart of the AQPs is the need for government agencies to work together to provide a whole of government approach to tackling the priorities.

The QPS was initially seen as a key contributor to two themes – 'Be a responsive government' and 'Keep communities safe' although the focus has subsequently broadened for all agencies to focus on all themes and AQPs. Nevertheless the Keep communities safe theme remains a core focus. This is described by Queensland Government as:

*The Queensland Police Service works with many other groups to ensure the safety and security of the community by upholding the law, preserving the peace, preventing and detecting crime, and bringing people who offend to justice. The government is absolutely committed to ensuring Queenslanders are safe. The evidence clearly demonstrates the need to focus on the causes of crime and violence, and on prevention strategies such as education, employment and other social services. Focusing on reducing youth crime and youth reoffending will build the government's recent effort in key areas such as addressing the use and effects of ice, and domestic and family violence, and toughening serious and organised crime legislation.*

Figure 37. Our Future State – Advancing Queensland Priorities



Source: Queensland Government (2017)

# 13. Partnerships

## 13.1 Partnerships Current State

### 13.1.2 Organisational partnerships overview

To be optimally effective the QPS is required to work in an integrated manner with other Queensland Government Agencies to provide a whole of government response. The need for this focus is compounded by the complexity of the issues and challenges being faced globally, nationally and across Queensland. This changing focus of the demands placed on policing was explored in Chapter 2.

The primary partnerships that are required to support the QPS in addressing key themes / issues are summarised below – this isn't intended to provide an exhaustive list of issues nor an exhaustive list of partnerships.

**Figure 38. Key Themes/Issues and Primary Partners**

#### Theme / Issue

##### COMPLEX HEALTH ISSUES

- Mental health
- Road safety
- Alcohol and drugs

##### SOCIAL & COMMUNITY ISSUES

- Youth justice
- Domestic violence
- Children in care/at risk

##### PUBLIC SAFETY/NATIONAL SECURITY

- Terrorism
- Organised crime
- Disaster response

#### Primary Partners

- Queensland Health
- Queensland Ambulance Service
- Transport and Main Roads
- Department of Justice and Attorney General

- Department of Youth Justice
- Department of Child Safety, Youth and Women
- Department of Housing and Public Works
- Department of Education

- Crime and Corruption Commission
- Australian Criminal Intelligence Commission
- Australian Tax Office
- Local Government
- Fire and Emergency Services

# 13. Partnerships

## 13.1 Partnerships Current State

There is extensive partnership working across the State. A sample of current partnership working arrangements is shown below:

- **Disaster Management** - there is a detailed and well understood architecture that governs how QPS partners with other agencies in relation to Disaster Management. The QPS are the lead organisation for Disaster Co-ordination and work together with Queensland Fire and Emergency Services, Local Government, and Department of Premier and Cabinet as well as broader national agencies depending upon the issue.
- **Mental Health co-responder model** – A ‘Mental Health’ co-responder model is in place in numerous districts pairing Queensland Health mental health clinicians with front line officers to attend mental health, welfare, suicide, attempted suicide, absconded/hospital institution, substance abuse calls for service. This allows for medical assessments to be undertaken at the point of an incident, and removes the time previously spent transporting to hospital and awaiting medical assessment.
- **ASDAN (Award Scheme Development and Accreditation Network)** - ASDAN provides curriculum programmes and qualifications to help young people develop knowledge and skills for learning, work and life. It is specifically focused on young people that have come into contact with the youth justice system with the hope that intervention through education will prevent further incidents or involvement with the justice system. The programme is strongly supported by Department of Communities, Child Safety, Youth and Women, Queensland Health and the QPS.
- **Calamvale Station Residential care Project** - In partnership with local Shopping Centre Managers, Department of Community Safety and Residential Care Providers, Calamvale Station has developed a program aimed at diverting vulnerable juvenile residents in care from crime. The Calamvale Central Shopping Centre seeks to provide work experience opportunities and resume writing skills for suitable candidates. Opportunities for the candidates to participate in established free community programs / events such as through Council Libraries / PCYC / Bunnings are also being researched for inclusion in the program.
- **Cross Agency Senior Leadership (CASAL)** – New Directions Logan and New Directions Inala have been established. It is a cross-agency project that collocates QPS, CSYW, Education, Youth Justice and QH to collaboratively manage at risk children (10-15 years, with one proven previous offence, known to child safety or Youth Justice and links to the target area).
- **Step up program** - Engagement between Capalaba Police and Queensland Transport which delivers presentations in schools to provide information on the behaviour that is expected on public transport, offences relevant to public transport travellers and the roles and responsibilities of police and QT Transit Officers.
- **Community Youth Response co-responder model** – collaboration between the QPS and Department of Youth Justice in Logan aimed at reducing youth recidivism, victimisation and youth detention through an integrated community response.



# 13. Partnerships

## 13.1 Partnerships Current State

- **Common Client Cohort (CCC) Project** - The CCC Project is an initiative of liveWELL Central Queensland (CQ) and funded by Queensland Corrective Services (QCS) with contributions from the Public Health Network (PHN), and CQ Wide Bay Sunshine Coast. The CCC Project seeks to make sustained system wide changes to the way key government agencies respond to the needs of CQ's most at risk members of the community. Underpinning the CCC Project is the belief that by Government Agencies collaborating and working together (using evidence-based interventions already in place in partner services), the cohort of clients common to all agencies could be supported to lead more functional lives, whilst at the same time reduce service duplications and overuse.
- **Enhances Youth Engagement** - In partnership with Brisbane City Council, Department of Youth Justice and ATSIHCS – this initiative supports young people with substance abuse issues and sleeping rough in the CBD, with a particular focus on the coordination of transporting young people out of the city to their home suburbs.
- **Handle with care** - Police on Russell Island have partnered with Queensland Education (Russell Island State Primary School). When Police attend a job where a child who attends the primary school may be traumatised e.g. DV, Sudden Death, assault, they provide email advice to the School Principle to please 'Handle Student With Care'. No further information is provided, and no privacy is breached. This notification enables the school to address any behavioural issues, anxiety or fatigue, taking into consideration the student may have witnessed a traumatic event.
- **Operation Diameter Project** - An agreement has established between referral provider Youth and Family and Support Service (YFSS), QPS referral services (QPRIME) and Redbourne to establish a specific referral category to "Assist families of a juvenile offender on bail curfew". This referral category is complex in that it requires an external agency to attend the family and address/assess multiple issues which may contribute to the juvenile not being able to successfully abide by their curfew conditions (health, employment, housing, drugs/alcohol, domestic violence, education etc).
- **Operation street C.R.E.D.** - Operation Street C.R.E.D. aims to reduce rates of youth reoffending by intervening early to divert young people at risk. Activities include working with partner agencies outside normal business hours and attending where the youth are squatting / congregating to reduce risk of youth reoffending; establishment of Cross Agency Workshops specific to youth offending and diversion.
- **Project Booyah** - Aimed at helping curb youth crime through early intervention and education launched on the Sunshine Coast for the first time. Project Booyah is a multi-agency initiative targeting 'at risk' youth who are involved with criminal/ anti-social behaviour, substance abuse or disengagement from school and works towards giving them skills for life and employability through police mentoring, leadership, adventure-based learning and vocational pathways.
- **Project Frontier** – A QPS and Department of Housing initiative which engages with tenants to identify victims and/or offenders that are in need of support. The priority for Project Frontier is to interact with tenants when they are not in crisis and offer referrals so that they can mitigate their issues before they escalate and require a policing response.

# 13. Partnerships

## 13.1 Partnerships Current State

### 13.1.3 Community partnerships overview

There are a range of community partnerships ongoing across the State. This is illustrated by some examples below:

- **Neighbourhood Watch Queensland (NHWQ)** – This is about enhancing engagement with the local community, and encouraging greater community participation, which assists in reducing crime and the fear of crime.
- **Volunteers in Policing Program (VIP)** - supports approximately 324 VIPs across the state. They are utilised to assist with reducing crime and enhancing service to the community. This year marks 21 years of the VIP program in Queensland.
- **Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) Liaison Officers** – This program establishes and maintains effective liaison between police and the LGBTI communities. There are currently four regional coordinators, 15 district coordinators, and 127 liaison officers across the state.
- **Adopt-a-Cop Program** - this an integral part of policing and reflects a greater emphasis on police partnerships with the community. Adopt-a-Cops build positive relationships between police and members of the school community.
- **Community Policing Boards** - formed to give local communities a say on crime issues, and to develop partnerships and strategies, addressing issues associated with community safety. Each of the 15 police districts has formed a Community Policing Board (CPB).
- **Think-U-Know program** - commenced in 2009 and is an Australian Federal Police (AFP) evidence-based internet safety program. The QPS delivers the program via a memorandum of understanding with the AFP. As at 31 March 2019, over 320 officers from across Queensland are trained to deliver the program including 90 officers newly trained in February 2019.
- **Police-Citizens Youth Club (PCYC)** - branch managers work collaboratively with their local communities to deliver youth engagement programs to approximately 50,000 young Queenslanders each year. Programs include:
  - ‘Deep Blue Line’ - a program police officers facilitate, as a way of engaging with young people to boost self-esteem, provide a variety of positive life experiences, encourage goal setting behaviours and expose participants to positive female and male role models.
  - ‘Braking the Cycle’ – providing opportunities across the state for young people to attain their driver’s licence, establish community connections and gain employment
  - ‘Fit to Commit’ – at risk youth are encouraged to commit to a physical activity, and in doing so improve their resilience and self-discipline and connect with positive adult mentors.

# 13. Partnerships

## 13.2 Exploring Effective Partnerships

### 13.2.1 Illustrative examples

A common theme over the past decade or more is the importance of early intervention and multi organisation approaches to support the community and provide a mechanism to reduce or prevent crime and ultimately future policing demands. Given the complexity of the relationship between cause and effect in the social environment, establishing an evidence base to demonstrate the benefits has been challenging. Nevertheless significant focus has been invested across the globe.

#### NEW ZEALAND PREVENTION FIRST MODEL EXAMPLE

In New Zealand the “Prevention First” model was established with the aim of preventing crime before it happens. Specifically:

Prevention First is designed to support and enhance the delivery of Police key goals:

- Prevent crime and victimisation
- Target and catch offenders
- Deliver a more responsive Police service

It puts all people – victims, offenders and staff at the centre of everything Police do through:

- Deploying to beat demand
- Targeting the drivers of police demand and working collaboratively with other government agencies
- Having the right mind-set: taking every opportunity to prevent harm.

([www.police.govt.nz/about-us/programmes-initiatives/prevention-first](http://www.police.govt.nz/about-us/programmes-initiatives/prevention-first))

Good progress has been made in New Zealand, however, anecdotally there has been a recognition that whilst prevention is extremely important, it critical to be positioned and balanced alongside Response, Investigation and Disruption.

#### UK EXAMPLE

Work in the UK has been able to demonstrate how early intervention using a multi-agency approach can support demand reduction. For example, the ‘Troubled Families’ programme, which commenced in 2012, involved intensive work with particularly resource-demanding families and has incorporated early intervention into policing as ‘business as usual’ (Boulton et al., 2017; Waddell & Molloy, 2015).

This national programme is a multi-agency approach targeting families with at least two of the following:

- Parents or children involved in crime or antisocial behaviour;
- Children who have not been attending school regularly;
- Children who need help;
- Adults out of work or at risk of financial exclusion;
- Families affected by domestic abuse; or
- Parents and children with a range of health problems.

The latest national evaluation of this programme identified that there have been reductions in the proportion of looked after children (i.e. children under the care of the program), reductions in the proportion of adults receiving custodial sentences, juveniles receiving custodial sentences, and reductions in juvenile convictions (Aldridge, 2019).

# 13. Partnerships

## 13.3 Assessing Current State

### 13.3.1 Visibility of initiatives

There is an extensive footprint of activities and initiatives being undertaken across the State which illustrate progressive multi-agency approaches to community issues. It does appear, however, that there is an inconsistency in the approaches undertaken between different locations across the State and generally speaking, a lack of transparency of the work being undertaken, and its relative successes and learning opportunities. Whilst it is acknowledged that there is a strong need to provide local solutions to local issues, effectively sharing the learnings from initiatives and pilots would enhance the ability of the QPS to deliver its intended outcomes.

### 13.3.2 Feedback from consultations

Feedback from consultations highlighted that there were a number of challenges relating to the effectiveness of delivering multi-agency solutions to support the community. These included:

- **Consistency of commitment from partner agencies** – consultation highlighted challenges associated with varying levels of consistency from other agencies in providing an integrated approach. There were numerous points highlighted regarding the effectiveness of partnering when it the approach was fully collaborative, however, the was offset by a perception that in some instances, other agencies appeared to deprioritize this approach.
- **Lack of 24/7 focus** – the typical business hours of partnering agencies is 8am – 5pm, Monday to Friday. Needless to say, the support required by the community is not limited to this time window. As such, issues arising outside these hours appear to require the QPS to pick up the responsibilities of other agencies.
- **Policy / legislative implications** – consultations highlighted an appreciation that policy decisions from other agencies are focused more broadly than the responsibilities on QPS and are intended to deliver far reaching outcomes. Nevertheless, numerous consultations highlighted the fact that the implications of some policies in terms of the impact on the QPS do not appear to be fully appreciated prior to implementation. D&FV was frequently identified as an illustrative example of this issue.

# 13. Partners

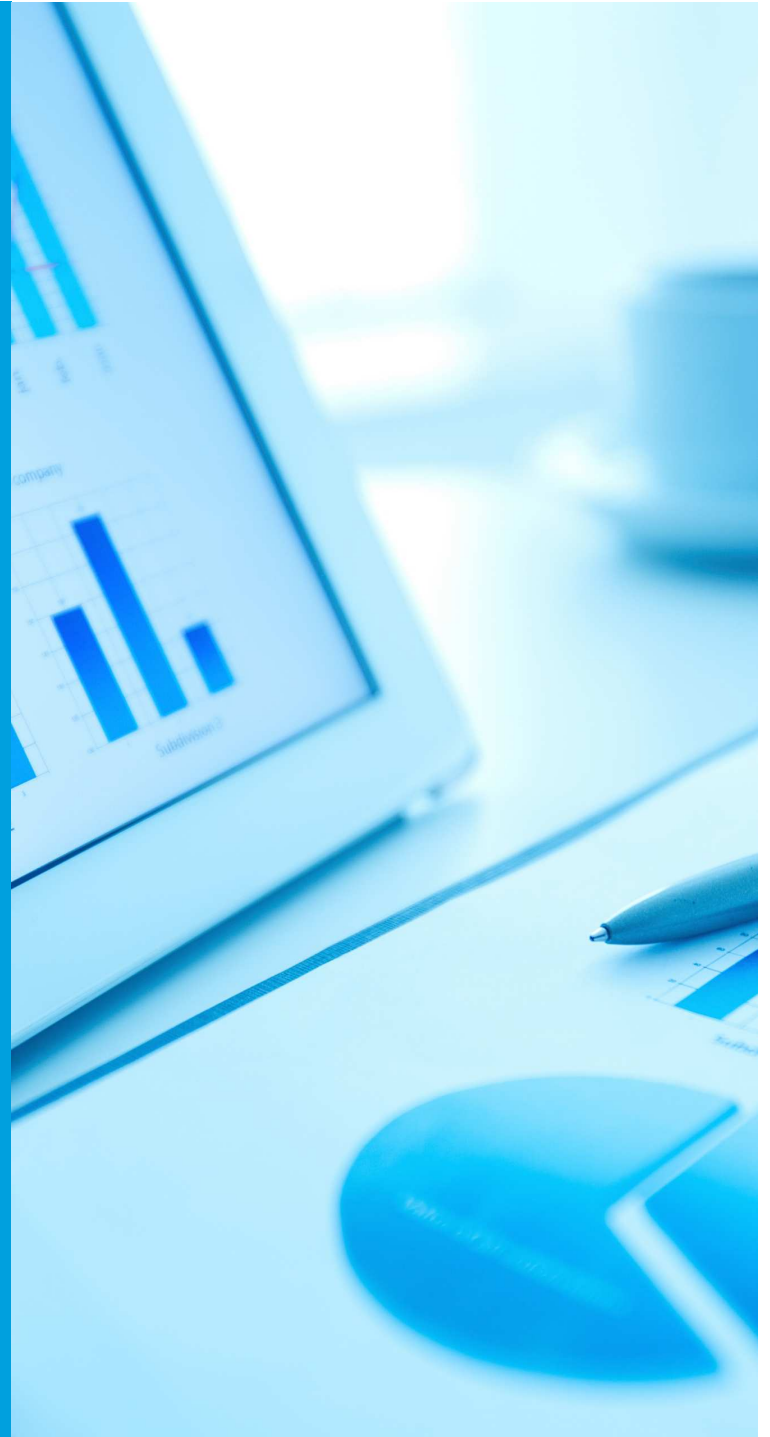
## 13.4 Conclusions

### 13.4.1 Conclusions

Working in partnerships appears to be a strong focus for the QPS and is reflected by the range of programs, initiatives and ways of working that are in place across the State. There is however, a relatively low level of transparency of the work that is ongoing, with formal sharing of learnings from these activities not occurring effectively.

14

**PUBLIC SAFETY  
BUSINESS AGENCY**



# 14. Public Safety Business Agency (PSBA)

## 14.1 PSBA Current State

### 14.1.1 Creation and Evolution of PSBA

The *Police and Community Safety Review* (PaCSR) was delivered in September 2013, making several recommendations about the current and future operations of the police and community safety portfolio. One of the outcomes of PaCSR was the creation of an additional public service office, the Public Safety Business Agency (PSBA), to bring together the corporate and business support resources of QPS and Department of Community Safety (DCS), to service the whole portfolio (PSC, 2015).

Prior to its formal creation of PSBA in May 2014 under the *Public Safety Business Agency Act 2014*, the PSBA was established by departmental arrangement notice (DAN) on 1 November 2013, moving corporate resources from Emergency Management Queensland (EMQ), Queensland Fire and Rescue Services (QFRS), and DCS Corporate Services. At the formal creation of PSBA in 2014 the agency had a workforce of approximately 2,410\*.

The Table to the right illustrates the breakdown of the PSBA organisational resources showing the providing Agency. At establishment the QPS provided 1,378 of the total 2,410 (57% of the total resources). Adjusting this figure to remove QG Air, State Government Security Service and Bluecard which were standalone services, this shows that the QPS provided 69% of the original headcount.

**Table 7. PSBA resourcing and source Agency as initiation**

Source Agency	All Staff Member FTE	Police Officer FTE (seconded only)	Fire Officer FTE (seconded only)	Total
Department of Community Safety	310			310
Emergency Management Queensland	94			94
Queensland Fire and Rescue Service	163		50	213
Queensland Police Service	971	407		1378
Department of Premier and Cabinet (to QG Air)	12			12
State Government Security Service	264			264
Children & Young People (Blue Card)	140			140
<b>TOTAL</b>	<b>1953</b>	<b>407</b>	<b>50</b>	<b>2410</b>

\*It was not possible to locate a specific "single source" document with the PSBA creation. Above tables are a combination of slightly different information sourced from several documents in order to produce an estimate of FTE transitioned to PSBA.

# 14. Public Safety Business Agency (PSBA)

## 14.1 PSBA Current State

In 2015 a review of the PSBA was undertaken by the Public Service Commission. The review found that there was an absence of:

- clearly articulated and communicated vision of the agency;
- clearly defined identity as a support agency;
- jointly developed approach to service and supported service culture;
- effective change management during the implementation of the PSBA; and
- visible leadership across the PSBA, particularly in regional areas.

The review recommended to retain the PSBA to perform transactional services, some tactical services (including human resource advisory) and a portfolio coordination role. This resulted in all police officers being returned to the QPS (approx. 350) and approximately 400 staff, excluding State Government Security. A summary of how this impacted the scope of the PSBA can be seen below:

### Retained in PSBA

- All ICT services
- All financial services,
- All procurement services,
- All asset management services,
- Some tactical human resource services,
- Advisory services on corporate service strategies, and
- Government air services.

### Returned to QPS

- Operational function.
- Strategy.
- Recruitment.
- Education and training.
- Local workplace health and safety.
- Ethical standards
- Media services.
- Right to information.
- Ministerial services.
- Cabinet legislation liaison.

Since the 2015 Review further minor refinements to the PSBA structure and service provision have been made including the following: Analytics Function, Mobile Services Program (MSP) and Frontline Systems (now called Core Systems).



# 14. Public Safety Business Agency (PSBA)

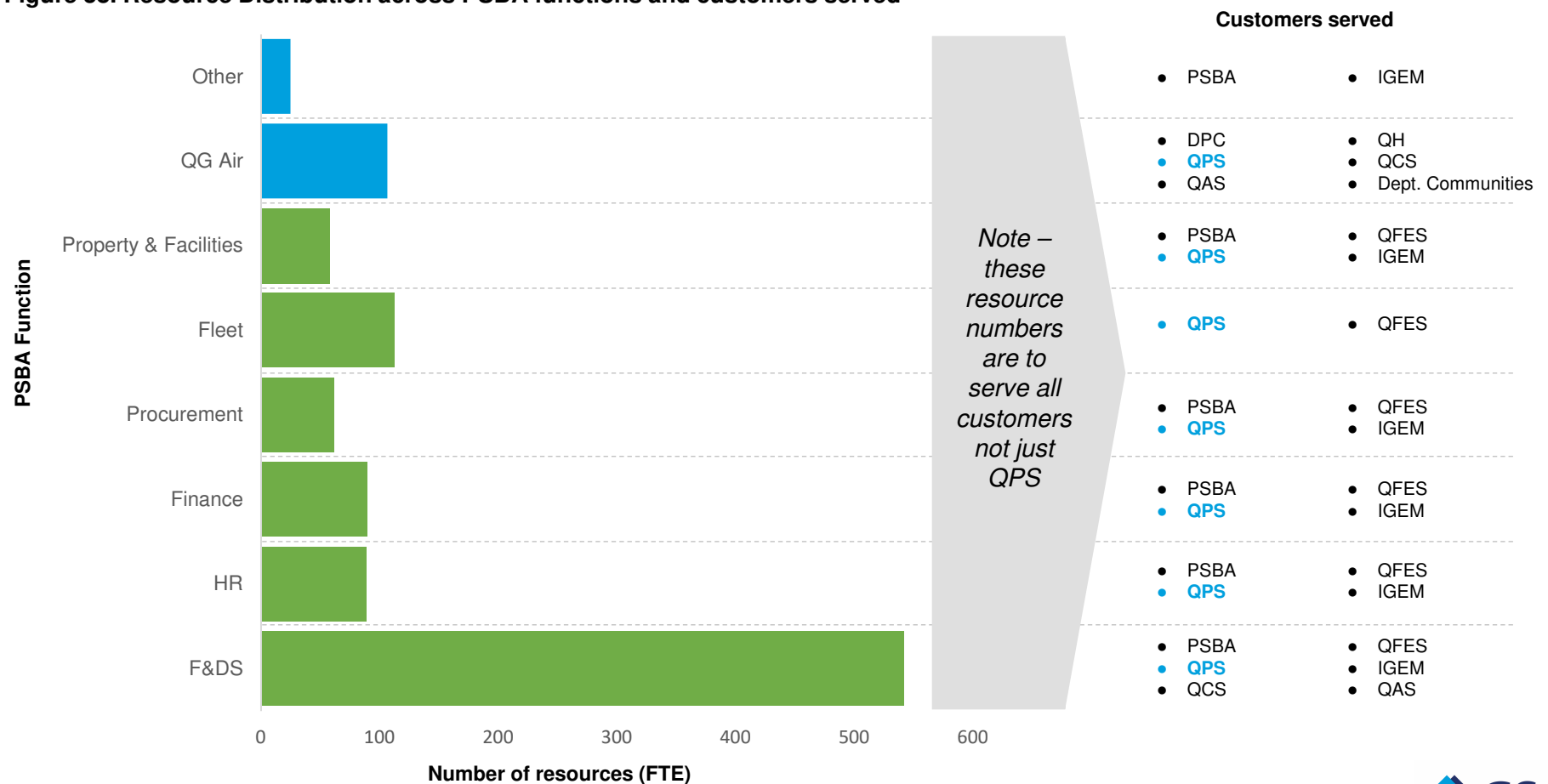
## 14.1 PSBA Current State

### 14.1.2 Scope of Services as at 2019

As of June 2019 the PSBA consisted of 1,082 FTE's (MOHRI\*). Below is a representation of how the resources are distributed across the functions and the customers that are served. The functions shaded green are explored in the following pages.

\*MOHRI – Minimum Obligatory Human Resource Information

**Figure 38. Resource Distribution across PSBA functions and customers served**



# 14. Public Safety Business Agency (PSBA)

## 14.1 PSBA Current State

### 14.1.3 Human Resources

The purpose of HR is to provide support and advice to the QPS on all HR related issues, including workforce planning and forecasting, establishment and vacancy management, recruitment and selection, workforce deployment, workplace conflict, employee and industrial relations, people management and projects and initiatives as determined by QPS, and or legislative and industrial changes (education and training is not included under HR in this Review).

#### **Before & after the 2013 QPS restructure**

Prior to the QPS restructure in 2013, the HR team comprised approx. 170 FTE with approximately 30 % of resources based outside Brisbane. QPS Regions/ Commands/ Districts included a dedicated HR support team (varying in size depending the region) led by an AO7 HR Manager, that supported the delivery of all aspects of HR at an operational level including the functions outlined above as well as injury management, and health and safety matters. These positions worked with the QPS HR Division team located in Brisbane on issues in their regions.

The 2013 restructure and preceding redundancies impact as follows:

- Reductions in HR staff from approximately 170 to 120 FTE
- Centralisation of approximately 87 % of the HR staff resulting in a decrease of approximately 30 FTEs in the Regions compared to 2011.

#### **Since PSBA establishment**

In 2014 all QPS HR staff and HR related services were moved to PSBA, however following the PSC Review in 2015 workplace health & safety and recruitment were returned to the QPS.

Today, PSBA works with a largely centralised model with one HR Senior Business Partner (HRSBP) located in each Region / Command. The HRSBP located in the region is supported by one HR Principal Business Partner located in Brisbane who is overseeing at least two HRSBPs and providing HR support and advice across up to three Regions/ Commands/ Divisions. The remainder of the HR staff in PSBA is situated in the Brisbane CBD and delivery central services and advice.

The current service delivery model for Human Resources is split between PSBA, QPS and Queensland Shared Services (QSS).

#### **An assessment of the adequacy of current HR arrangements can be seen in Section 14.2.4**

# 14. Public Safety Business Agency (PSBA)

## 14.1 PSBA Current State

### 14.1.4 Finance

The purpose of Finance Services is to provide support and advice to the QPS on all finance related issues. This includes budget management, financial planning, investment analysis and modelling, asset accounting, taxation and compliance, capital & treasury reporting, disaster recovery funding, financial operations, revenue and debt collection, financial policy, system support and training.

- Prior to the QPS restructure in 2013, the Finance team comprised approximately 50 FTE. QPS Regions/ Command/ Districts included a dedicated support team led by an AO7 Finance Manager, who supported all aspects of Finance at an operational level. The 2013 restructure reduced the Finance Team from approximately 50 FTE to approximately 40 FTE.
- In 2014 all Finance related services were transitioned to PSBA.
- The PSBA Finance Services team (dedicated to QPS) is currently led by one AO8 Manager and six AO7 staff, each of whom manage three to four regions/commands/districts. A further 13 AO level Finance Officers, including five AO5s who work in regional locations, provide daily financial support to QPS decision makers.
- The PSBA Finance Services Division has a hub and spoke delivery model with similar finance functions and skills centralised in Brisbane. As reflected in the existing consumption model, it is estimated that at least 60% of the work done by staff in the centralised specialist teams also directly benefits QPS, which entails there being approximately 45 dedicated QPS FTEs in Finance.

**An assessment of the adequacy of current Finance arrangements can be seen in Section 14.2.4**

### 14.1.5 Procurement

The purpose of the Procurement Services Group (PSG) is to administer the centre-led procurement model providing a range of strategic, tactical and operational procurement services. PSG is headed up by the Chief Procurement Officer and is comprised of three main teams which provide services to the QPS: 1) Procurement Services, 2) Uniforms and Supply Services, 3) Travel Management Services. Approximately \$260 million in procurement spend is delivered for QPS each year, the spend is across 29 different categories.

- The procurement model for QPS has always been centre-led, however prior to the QPS review there were eight regional Senior Administrative Service Officers (SASO) that had a \$5K procurement authority to undertake low value/low risk purchasing.
- Regional SASO positions were abolished as part of the 2013 QPS review and any purchasing related work was transferred to residual unsworn positions in the regions/commands and where necessary.
- Procurement Services currently has a total of 65 permanent positions. 49 of these positions can be traced back to being transitioned from QPS in 2014 or have since been funded by QPS through growth related submissions. These personnel are located at Richlands (Warehouse), Wacol (Armory) and Brisbane CBD. Two Brisbane-based Command SASOs have been absorbed into Procurement Services and are included in the 49 figure stated above.

**An assessment of the adequacy of current Procurement arrangements can be seen in Section 14.2.4**

# 14. Public Safety Business Agency (PSBA)

## 14.1 PSBA Current State

### 14.1.6 Property & Facilities

The purpose of Property & Facilities Management (PFM) is to provide support to the QPS for the management of the property and built infrastructure asset portfolio, including facilities management at major sites (Oxley, Waco, PHQ) and delivery of capital works, property and maintenance programs of work. The current service delivery model for programs of work includes the following responsibilities for PFM – delivery of programs, budget management and reporting, property management matters (e.g. sub-divisions, Titles, leases etc) and facilities management.

- Prior to the QPS restructure and establishment of PSBA, QPS regions included administrative staff and police positions that supported the delivery of minor works and maintenance programs as well as developed forward programs and accommodation strategies for the region. These positions worked in collaboration with the QPS PFM team on matters of interest in their regions.
- Today, the delivery of programs of work (medium and major capital works, maintenance for state-wide facilities, acquisitions, disposal and property management) are managed from the PFM central office in Brisbane. PFM engages the Department of Public Works and Housing for contract and construction management services for the majority of the programs. These programs are delivered in consultation with nominated QPS key points of contact (KPOC) for each region. These KPOC's may change for individual projects or programs.
- The PFM Facilities team is locally positioned within the QPS Oxley and Wacol sites and Police Headquarters to provide facilities support services (Note: PHQ Building Services also manage Makerston House and Tank St leased accommodation). This includes security and access control, maintenance work, upgrade works, site management, grounds works and recruit accommodation.

### 14.1.7 Fleet

The purpose of the PSBA function of QPS Fleet is to support the QPS in developing and implementing a fleet profile consistent with their frontline service needs, state-wide service management, overseeing the core fleet insurance policy, disaster management responses, and fuel card management.

- In 2018 QPS fleet was separated from the QFES fleet and run as two separate work groups. The current QPS Fleet business unit within PSBA is located within the Alderley Police Complex and consists of a dedicated team of professionals focused on developing future programs of work including the annual vehicle replacement program in addition to delivering ongoing and ad-hoc services to QPS. The development of programs of works include consulting with the clients on vehicle asset specifications, providing a suite of solutions that meet those specifications and incorporating the agreed solutions into a fully scheduled and funded program of work throughout this development process.
- The majority of the Fleet resources are located in Brisbane Metro (Alderley) where the build and most of the maintained work is performed. There are fewer resources in the regional workshops (Cairns, Townsville, Rockhampton) as the number of vehicles that are serviced/repaired there is significantly smaller than Brisbane Metro (Alderley). The majority of regional work is undertaken at dealerships/independent repairers due to the geographic locations of the police stations i.e. not operationally viable to travel long distances to a QPS workshop for a service

**An assessment of the adequacy of current Property and Facilities, and Fleet arrangements can be seen in Section 14.2.4**

# 14. Public Safety Business Agency (PSBA)

## 14.1 PSBA Current State

### 14.1.8 Frontline & Digital Services

The purpose of Frontline & Digital Services (F&DS) is to deliver Governance & Architecture, ICT Delivery, ICT Operations, Platinum Services and Cyber Security services to the QPS.

- With the introduction of a split service delivery model between QPS and PSBA there has been a gradual increase in QPS numbers and a reduction in PSBA numbers.
- Currently 86% of F&DS staff are located in the four major Brisbane metro sites (Brisbane City, Kedron, Hamilton and Alderley), with the remainder located at 23 locations in regional and remote areas. Approximately 70 FTE of total 333 dedicated QPS resources are from Radio Electronics Section (RES).
- In the regions the QPS is supported by Technical Support Managers and their teams (desktop and user support) as well as the RES teams (Radio and electronics). Regional staff members are part of broader delivery teams that also have Brisbane-based members. Prior to the creation of PSBA the regional ICT support would report to the ACs, however in the current model they report to and are supported by F&DS in Brisbane metro.

# 14. Public Safety Business Agency (PSBA)

## 14.2 Assessment of the Current Arrangements

### 14.2.1 Overview

A detailed evaluation of the current arrangements has not been provided by this Review. Nevertheless the extensive consultation for this Review did provide a vehicle for feedback from QPS members. In addition feedback gathered during the Macsporrán Review<sup>1</sup> has also been drawn upon as appropriate and incorporated into this section.

### 14.2.2 General Sentiment

There was overwhelming and consistent feedback through the consultations regarding the impact of the current PSBA service delivery model on the QPS. This is consistent with the feedback gathered during the MacSporrán<sup>1</sup> Review which identified that 'the operations of PSBA were materially affecting the way in which officers undertook their daily responsibilities'. Despite strong views being shared regarding the effectiveness of PSBA service delivery, the majority of people were also keen not to criticise the individuals working in the PSBA. This is reflected by the following quotes.



# 14. Public Safety Business Agency (PSBA)

## 14.2 Assessment of the Current Arrangements

### 14.2.3 Overarching themes

The following themes arose from the consultations focused on the overall service delivery model.

#### Current Service Delivery Model Challenges

There were numerous comments regarding the challenges associated with the current overarching service delivery model. The primary concerns included:

- Insufficient focus on providing a personal and tailored service to customers. This included a view that there were insufficient resources providing face to face support; frustration arising from not being able to talk to individuals in the PSBA and instead being directed through email channels; a perceived high level of turnover in PSBA roles leading to an ongoing reduction in QPS knowledge.
- A lack of transparency of progress on enquiries for customers. Anecdotally once enquiries are submitted to the PSBA all visibility is lost, it is not clear whether the enquiry is being progressed and it is often not possible to identify a single individual who has taken carriage of the issue.
- Observation that the PSBA functions and sub-functions appears to work in silos and did not provide an integrated approach to service delivery for the customer. Stakeholders pointed out that this led to duplication, inconsistent advice, and significant delays.
- Excessive layers of internal PSBA governance which significantly slowed down decision making and service delivery.

#### Administrative burden placed on the QPS

Consistent with the observations made in the MacSporran Review, stakeholders consistently reported that an additional administrative burden was placed on the QPS following the creation of the PSBA.

Whilst this may be accurate in part, it should be noted that the 2013 Restructure of the QPS delivered a reduction of 332 staff member positions, prior to the establishment of the PSBA.

Nevertheless, irrelevant of the root cause there was widespread feedback regarding the building of local capability, often using sworn officers, to deliver a range of administrative and corporate support activities.

The MacSporran Review determined that there was no specific mention of 'transactional services' within the PSBA Act. However, given the approval by Government of Operating Model 3 in the PSBA Review (2015), concluded that the PSBA is from a policy and statutory basis, responsible for the delivery of transitional support services to public safety agencies.

# 14. Public Safety Business Agency (PSBA)

## 14.2 Assessment of the Current Arrangements

### Misalignment between service provision and customer needs

There is an apparent disconnect between the services needed by QPS customers and the services which are, and / or able to be provided by the PSBA. Although there are various documents in existence including Service Catalogues, Heads of Agreement (HoA) and Service Agreements (SA) intended to specify the services provided it was clear the extent to which these were current, accurate and endorsed.

Anecdotally it was suggested that there were some services being provided that were not needed, while there were other important needs, which were currently being un-served. This issue appeared to be exacerbated by the apparent different needs of the QPS depending upon the particular service provided. For example, it was clear that in some instances individuals were seeking PSBA to be the doers i.e. to complete tasks in line with direction from customers, whilst in other instances individuals were seeking PSBA to provide technical and professional advice and direction. It appeared that it was not clearly understood where different services sat on that continuum.

### Low understanding of funding model

There is a low understanding of the services being provided by PSBA that are already funded by the QPS compared to services that will require additional funding. This lack of understanding inhibits the ability of the QPS to effectively manage budget. In addition to this, there was extensive feedback regarding the perceived disproportionate overhead costs that were applied from the PSBA which often resulted in making projects or initiatives unviable. Examples provided through consultations included:

- An IT project to drive improvements in Policelink which almost doubled in cost to >\$1 m once PSBA Project Management overhead was applied.
- An excessive quote by PSBA to move and install two modular buildings onto a location.

Anecdotally, it appears that the overhead costs applied by the PSBA is resulting in the QPS circumnavigating the PSBA and taking responsibility to plan and execute activities which are clearly intended to be provided by the PSBA. This is placing further, non policing responsibilities on sworn officers and detracting from front line duties.



# 14. Public Safety Business Agency (PSBA)

## 14.2 Assessment of the Current Arrangements

### 14.2.4 Service specific themes

The following themes arose from the consultations focusing on specific PSBA services.

#### Human Resources

- There are significantly lengthy timeframes to recruit and onboard new members of staff. This results in losing strong candidates and low productivity once employed due to the lack of access to critical systems.
- The advice that is received from HR is inconsistent and is often dependent upon the individual providing the advice.
- There is insufficient capacity to provide much needed face to face support.
- The MacSporrán Review determined that from 2015-16 the PSBA has adopted the strategic objective of moving away from the delivery of transactional services in relation to human resource functions, thereby passing the responsibility to QPS.

#### Finance

- Managers are not provided with a budget until well into the financial year.
- Financial information is not sufficiently accurate to enable managers to effectively manage budget.
- There is insufficient capacity to effectively support budget holders with dedicated support often having multiple Commands to support. This is leading to sworn officers being directed to complete these activities.

#### Fleet

- A number of issues were highlighted in relation to fleet across the full lifecycle from strategy, acquire, maintain and dispose including the the lack of flexibility in providing vehicles appropriate to need e.g. standard police vehicle is not fit for purpose for use in Far North Queensland.
- It was noted that a Review of Fleet has been undertaken although was not obtained during the course of this project.

#### Procurement

- There is insufficient technical procurement and contract management support provided with the responsibility for managing complex high value and high-risk contracts being placed on QPS without the appropriate capability.
- There is a lack of a holistic view of contract end dates which would enable the QPS to strategically manage.

# 14. Public Safety Business Agency (PSBA)

## 14.2 Assessment of the Current Arrangements

### Facilities

- Significant comments were regarding the inadequacy of police housing and that typically remedial activities are being picked up, managed and funded locally by the QPS.
- There is significant variability in the condition of facilities across the state. It appears that this may be exacerbated by the responsibility for maintenance being distributed between PSBA, Districts and Commands.

### Frontline and Digital Services (F&DS)

- There was a strong consensus that the current basic technology including workstations is outdated and ineffectual resulting in inefficiencies.
- There is deemed to be insufficient capability with F&DS to support some key QPS systems including QPRIME and the Forensic Register.
- There was significant dissatisfaction with the BOSS system (support desk) and a view that overall IT supported had significantly degraded over time.
- At a more strategic level, there were concerns raised regarding the effective management of cost in relation to ICT; a lack of clarity about the value provided from such a large team, and concerns about the lack of effectiveness of ICT governance arrangements.
- Concerns were raised regarding the lack of understanding of the QPS system architecture and that this creates significant challenges.

# 14. Public Safety Business Agency (PSBA)

## 14.3 Transforming PSBA

### 14.3.1 Overview

Since being established in 2014, the PSBA has undergone several structural changes, which have not improved the service delivery model to a satisfactory level (McSparran, 2019). Based on previous reviews, data from Working for Queensland Survey and an internal survey commissioned by the A/COO six conclusions have been made regarding the issues currently faced by PSBA:

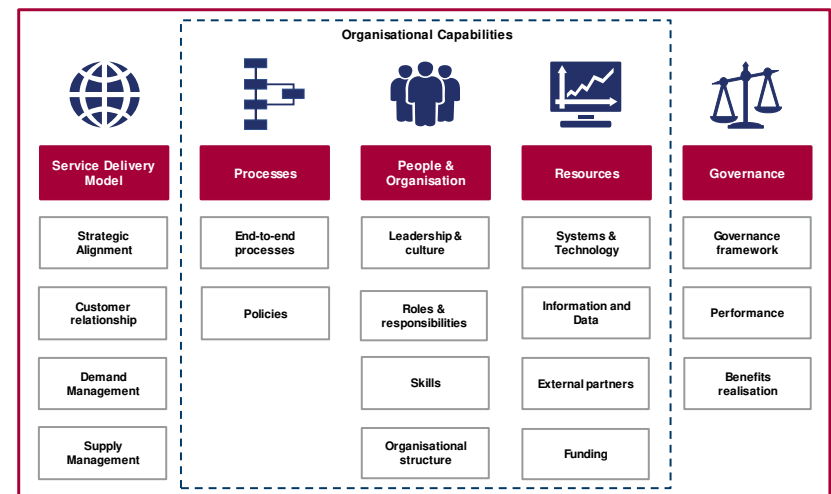
1. The PSBA value proposition needs to be defined and communicated.
2. Increased communication and engagement with the agencies is needed to understand customer views, needs/demands and expectations.
3. PSBA is made up of many formal and informal silos, which is inhibiting collaboration and communication and creating obstructions to systems and processes.
4. The culture within PSBA is currently quite negative indicated by the declining results in the Working for Queensland surveys
5. PSBA staff see themselves as being under-resourced and understaffed, which in their view has resulted in unrealistic workloads and expectations of service delivery.
6. PSBA needs to transform and find new and better ways to deliver end-to-end services.

### 14.3.2 Approach

To meet customer expectations and achieve excellence in service delivery, PSBA needs to be more closely aligned with the strategies and needs of its customers. A Strategic and Service Alignment (SaSA) unit has been established within PSBA to consult and work closely with customer agencies to improve service delivery. The focus for PSBA will be on ensuring strategic, tactical and operational alignment.

A framework similar to the QPS Review has been chosen to scope the work as well as to ensure alignment and collaboration between the agencies. The framework is customised to PSBA and focuses on organisational capabilities to enable service delivery.

Central to the way forward will be working with the QPS to understand demand and the extent to which current PSBA capacity and capability can service this need.



# 14. Public Safety Business Agency (PSBA)

## 14.4 Conclusions

### 14.4.1 Conclusions

There are a range of challenges which are currently being experienced in the delivery of services from the PSBA resulting in significant performance issues, high levels of frustration, inefficiencies and an increased burden of work being placed upon the QPS. Given the broad scope of responsibility for the PSBA both in terms of the services provided and the customers served, the remedying of the issues are complex and will require a wholesale redesign of service delivery. The desired outcomes will not be achieved through a structural change.

The approach proposed by the PSBA in redesigning service delivery which supports QPS strategy and is based upon understanding customer needs and demand is robust in concept. It will require significant and relentless focus during implementation and must be supported by the QPS if it is to succeed.

There appear to be some services / functions which currently reside within the PSBA but do not appear to have any commonality with other customers, for example, the armory. In such instances it is not clear why there would be any benefit of housing such functions within the PSBA.

# 15

## THE IMPORTANCE OF IMPLEMENTATION



# 15. The Importance of Implementation

## 15.1 Implementation Overview and Observations from Policing

### 15.1.1 Implementation Overview

The term 'implementation' tends to be used to describe different activities depending upon the individual and / or organisation perspective. This is entirely understandable as the concept is not a one size fits all but must be tailored to specific changes based upon complexity. The critical consideration is to understand the relative complexity across a range of factors and then to design the approach to implementation accordingly. From a strategic point of view, implementation should be designed with a focus that will maximise the chance of the change sustainably delivering the intended benefits.

### 15.1.2 Implementation in Policing Organisations

There are a number of implementation related symptoms which tend to be prevalent in policing organisation. These are explored below:

- **Command and control emphasis** - Given policing organisations utilise a command and control structure in delivering operations, it is typical for them to gravitate towards using the established command and control structure as the primary mechanism for implementing change. Whilst this may be an effective approach in a small number of instances for simple changes, this approach will not deliver the sustainable benefits that are desired in more complex situations.
- **Disproportionate focus on structural change** - There is a tendency for policing organisations, and more broadly in the public service, for a disproportionate focus to be given to structural change in a bid to resolve complex issues. Whilst structural change is often necessary to support the achievement of some desired outcomes, it is extremely uncommon that a focus on structure alone will deliver wholesale and sustainable change.
- **Excessive number of projects** – It is common in policing for an excessive number of projects to be initiated at any one time, to have low transparency of all of the projects that are ongoing and this to result in significant inefficiency. In the worst instances this can include duplicate and even contradictory projects across the service.
- **Emphasis on 'Review' not implementation** – There has historically been a bias towards the undertaking 'Reviews' as opposed to focusing on implementation. In more recent times this issue tends to have been exacerbated in the most acute cases by an increased focus on research seeking global insights of leading practice. Whilst research can be extremely effective, particularly when used to support approaches such as Evidence Based Policing, when disconnected from appropriate implementation focus it can create a cycle of 'reviewing'.
- **Focus on 'Point Solutions'** - Given the inherent ability of police organisations to solve problems, it is common to observe behaviours and practices which focus on resolving a specific issue without consideration for the broader policing system. This typically manifests in simply transferring a problem to elsewhere in the organisation and therefore significant inefficiency at a whole of service level.

# 15. The Importance of Implementation

## 15.1 Implementation Overview and Observations from Policing

The most forward-thinking policing organisations are modifying their approach to implementation in the following ways:

- **Investing in change management** – breaking free from using the command and control structure for complex change implementations and understanding the importance of genuine engagement in delivering sustainable change.
- **Moving beyond structure** – broadening the focus beyond structural change as the lever for reform by drawing on the tools and techniques employed by high performing, agile organisations. This includes sophisticated stakeholder management and engagement, behavioural change, systems thinking, co-design techniques, demand modelling and management, process improvement and robust but scalable project management
- **Rationalising the number of projects** – adopting a robust approach to prioritising and commissioning of projects to ensure that the portfolio is understood, appropriately governed and that all projects are complementary with the achievement of the service wide strategy.
- **Moving the emphasis to implementation** – changing the thinking regarding ‘reviews’ and ‘research’ to ensure a much stronger link between any work undertaken and delivering outcomes through implementation.
- **Considering the full policing system in design** – building awareness of the policing system and an appreciation that changes in one part may have implications in another. This includes scoping projects to consider the broader system to provide a holistic solution where appropriate.

Moving to a more sophisticated approach to implementation can be jarring for some, appearing to challenge the command and control regime that has been so effective in enabling policing operations. Nevertheless, leveraging these new techniques has been proven to deliver sustainable outcomes when embraced and blended with traditional policing practices.

# 15. The Importance of Implementation

## 15.2 Implementation in the QPS

### 15.2.1 Historical implementation in the QPS

The symptoms of the challenges described in the section above are consistent with the approach to implementation that has been employed by the QPS historically. It is important to note, however, that environmental factors have undoubtedly played a part in inhibiting the ability for the QPS to implement in a more sophisticated manner, including changes in Government and / or extremely tight time pressures. The approach to implementation and the associated consequences are explored below.

**2013 Structural Change** – There was a clear intent to support the structural reform with a range of strategies and workstreams. However due to broader influencing factors including; the desired urgency of executed by the Government of the time; the subsequent PACSR Review; and ultimately the change in Government in 2015; the intended strategies and workstreams did not sustain the intended focus. Key points include:

- Disproportionate focus on structure – The 2013 Structural Change was, by definition, primarily focused on a structural change, however it was intended to drive extensive and complex improvements including headcount reduction, culture change, increasing performance and releasing capacity.
- Complex top down design – The 2013 Structural Review was extremely detailed and complex, particularly in relation to the Central Functions model which was explored in Chapter 7. Consultations during this Review suggested that the design was largely undertaken by a small group providing a top down perspective (due to broader influencing factors).
- Limited stakeholder engagement and change management – Consultation indicated that the communication and implementation of the changes were executed via the established command and control structure with very little stakeholder engagement and change management.

As described earlier in this report, there have undoubtedly been some outcomes delivered from the Structural Change including the reduction in staff numbers, the raising of capability in some key functions e.g. Communications Centre's, and to an extent pushing decision making lower down in the organisation via the reduction in the number of regions and districts. Nevertheless, the implementation does not appear to have driven some of the broader changes including cultural change, wholesale performance increase and the release of capacity. In addition, the changes have had a range of unintended consequences which could arguably have been avoided should a more sophisticated approach to implementation been adopted.

**PACSR Changes** – The PACSR Review followed rapidly after the Structural Changes had been implemented on 1 July 2013. A range of wide-ranging observations were made as part of the Review. Key points include:

- Disproportionate focus on structure – Despite the broad observations contained within the Review the primary focus of implementation was the establishment of the Public Safety Business Agency (PSBA) i.e. a structural change.



# 15. The Importance of Implementation

## 15.2 Implementation in the QPS

The movement of functions and people to establish the PSBA so quickly after the 2013 Structural Review was problematic. As far as can be determined there was no understanding of the demand that would be placed upon the PSBA through its creation, nor a holistic and focused effort given on redesigning the overall delivery model to meet customer needs. The significant focus on structural change, in this instance in the form of a Machinery of Government change, as opposed to a more sophisticated understanding of need and design of service delivery to meet that is clearly an issue.

**PSBA Review** – The PSBA Review (2015) sought to optimise the service delivery of the PSBA to its customers. Key points include:

- Disproportionate focus on structure – Although the Review made reference to broader challenges, the emphasis of the solution was on returning certain functions to the QPS from the PSBA. Again the emphasis was on structural change with little focus on implementation once this change had occurred.

Consultation during this project would indicate that little to no holistic improvement has been made following the return of functions to QPS as part of the structural change relating to the PSBA Review. The core issues identified during the Review, excepting ownership and accountability still appear to remain.

**Broader projects** – During the course of this Review a number of examples have been identified which provide illustration of challenges associated with implementation within the QPS – a sample is provided below:

- Lack of transparency – it is not currently possible to get transparency of the projects ongoing across the State although anecdotes through consultations have consistently made reference to projects which are ongoing.
- Research – There are excess of 80 research projects ongoing across the QPS with various academic institutes. Investigation has illustrated that the governance arrangements have approved a significant proportion of the submissions for research. It is not clear how research is prioritised and clearly linked to implementation outcomes.
- Fuel drive offs – a business optimisation opportunity was identified through the ATLAS Program which could create capacity within Districts through non-attendance to calls to service. The opportunity will however create an additional burden on Policelink which will further inhibit the ability to meet community and District expectations. This is a good illustration of focusing on a point solution rather than a system view.

# 15. The Importance of Implementation

## 15.3 Conclusions

### 15.3.1 Conclusions

The QPS, has historically struggled to implement effectively and deliver the sustainable benefits which were intended. The root cause of this challenge appears to have significant commonality with the issues typically faced by other police services across the globe. In particular:

- A focus on command and control structures to effect change
- A disproportionate focus on structural change as the lever to deliver sustainable change
- Undertaking an excessive number of projects which detracts from focusing on following through with results and are often duplicative or even contradictory.
- An emphasis on 'Review' and seeking views on successful models across the globe as opposed to focusing on implementing and embedding
- A tendency to focus on 'point solutions' i.e. solving the immediate problem rather than providing a QPS wide system solution

In order to deliver sustainable change to the complex issues that are being faced by the QPS, there will be a need to break the cycle of the approach to implementation previously employed by the QPS.

16

# RECOMMENDATIONS

# 16. Recommendations

The following recommendations have been made to help address the current significant challenges being experienced by the QPS. Whilst these recommendations, if appropriately implemented, will drive a level of improvement across the organisation and critically, in service delivery efficiency and effectiveness – it is unlikely that these recommendations alone will enable the QPS to address the significant demand that is placed on the organization.

## People, Culture, Health and Wellbeing

*Establishing and maintaining an organisation that has a connected and engaged workforce, provides an environment that aligns to the QPS Values, and supports people in delivering a tailored service to the people of Queensland*

- 1 It is recommended that cultural change activities are consolidated into a single program with alignment to the Commissioner's vision of a connected and engaged workforce with a clear and integrated purpose to support the achievement of this vision. This should include a focus on the Working for Queensland survey. The formation of a single program should include consideration of new projects to ensure that all elements required to deliver the vision are considered as well as, and equally importantly, decommissioning projects as necessary to provide a single and holistic approach.
- 2 It is recommended that the current communication and engagement approach be redesigned, including Media, to implement a new approach to meet the needs of the organisation and workforce. This should focus on the desired outcomes, and optimising channels of communication to align to need.
- 3 It is recommended that the approach to health and wellbeing, including processes, ways of working and structures should be redesigned to better meet the needs of the individuals, the organisation and legislation. This should leverage the detailed feedback provided by the workforce during the course of this Review. It will be critical that this work is undertaken with due consideration of the 'QPS system' and any associated implications in terms of workload both within and external of the Health, Safety and Wellbeing team.
- 4 It is recommended that the various issues identified within the HR Policies and Practices Chapter should provide a key input to the new People, Culture, Health and Wellbeing Governance Committee in establishing a program of work. In addition the specific issues highlighted by this report should be rapidly evaluated to determine whether there is an opportunity for them to be progressed in isolation i.e. no dependencies and rapid benefit.

# 16. Recommendations

## Service Delivery Optimisation

*Establishing and maintaining an integrated service delivery model that reflects the focus of QPS to provide local solutions to local needs and maximises efficiency and effectiveness in doing so*

- 5 It is recommended that the Community Contact Command be moved from its current position within the Crime, Counter-Terrorism and Specialists Operations portfolio to the Regional Operations portfolio and remains headed up by an Assistant Commissioner to ensure that this critical function retains focus. As part of the transition the Media group should move to the temporary Culture and Engagement Unit which will provide more commonality in delivery of functions.
- 6 It is recommended that the delivery model for Policelink, Contact Centres and Districts be redesigned based on end-to-end process through to front line, understanding and managing demand, process optimisation and engagement. It will be critical for this to be undertaken as a whole of QPS system perspective to optimise performance. This redesign should not be undertaken centrally and top-down but instead should be undertaken within a District to ensure that the specific nuances of the location and understood. It is recommended that this is undertaken in a pilot District initially (with Policelink and Communications Group concurrently), to demonstrate the benefit of the approach and then subsequently rolled out across the State.
- 7 It is recommended that opportunities are explored which better protect General Duty resources to respond to calls for service. This will require consultation with District Officers to determine feasible options.
- 8 It is recommended that General Duties be renamed to better reflect their specialism and their relative importance to the organisation.
- 9 It is recommended that a rapid assessment of boundaries be completed for the State to determine whether there are any additional boundaries (beyond Moreton) which are perceived to significantly inhibit the ability of QPS Regional Operations to deliver optimal service delivery. Following this, a more detailed assessment should be undertaken to design new boundaries for these outlying areas. This should be undertaken considering the cost / benefit of changes.

# 16. Recommendations

## Balancing Resource and Demand

*Establishing the mechanisms to ensure that resources are allocated equitably across the service based upon need*

- 10 It is recommended that the work being undertaken in collaboration with QTC continues, seeking to improve transparency of total demand. This should include consideration of resource utilisation to provide transparency of the relative time and effort expended in meeting the different demand types. Critical to this is understanding any implications on officers and staff in collecting the data that will be required to provide this information i.e. all efforts should be made to minimise any further administrative burden placed on frontline staff.
- 11 It is recommended that a consistent and transparent methodology and business practice for resource allocation be developed which utilises the improved understanding of demand (that will be provided by the above recommendation) and considers this together with situational challenges including geography, population, and demography and other relevant factors. The improved business practice should then focus on ensuring resourcing matches need, across the State.
- 12 It is recommended that an initial, relatively coarse, assessment of resourcing (financial, human and equipment) should be undertaken to rectify the current imbalance between Central Commands and Regional Operations. This should include the identification of resources that could be redeployed to Regional Operations.
- 13 It is recommended that a more sophisticated approach to resource distribution (financial, human and equipment) based upon zero-based budgeting should be undertaken to align budget to community outcomes and address the current imbalance longer term and in a sustainable manner.
- 14 It is recommended to reduce the number of Commands from 9 to 6 or 7 to realign the relative importance of Regional Operations in line with the Commissioners strategy. This should not be undertaken until detailed analysis regarding resource and demand is completed and a better view obtained regarding State-wide need. In addition, to complete this activity an assessment of functional need should be undertaken aligning to the QPS strategy.
- 15 It is recommended that the Central Function approach should be redesigned building on the preliminary assessment contained within this report to transition accountability for deployment of resources to Districts. The redesign will need to adopt a whole of Service view of the relative priorities between all Commands and Regional Operations when defining Capabilities & Targets/Outcomes to ensure that priorities are equalised relative to funding and resourcing i.e. it is not possible to seek 'platinum' service across all areas, there will need to be a prioritisation based on whole of Service needs aligning to the Commissioners vision.

# 16. Recommendations

## Organisational Performance Management

*Establishing an approach that connects the entire organization in direction, provides transparency of performance from top to bottom and supports a One QPS approach to solving issues and challenges*

16

It is recommended that a Performance Management Framework is designed and implemented drawing on the elements of leading practice police services as described in this report including the focus on a broader set of measures and data sets to support decision making. It is recommended that some immediate steps are taken to establish performance management meetings that connect the organisation from individual Divisions / Units (as appropriate to support borderless policing) up through the organisation to the Deputy Commissioners and Commissioner. The approach should reinforce and support accountability for the organisation whilst simultaneously drive a whole of QPS focus.

## Governance

*Governance arrangements which supports effective prioritization and decision making for QPS*

17

It is recommended that new governance arrangements be established as set out in this report, to provide improved transparency for decision making, and ensure key aspects of the organisation i.e. People, Culture, Health and Wellbeing, Assets, Strategic Programs have a raised profile. This should include refinement of PSBA governance arrangements to be customer focused. Detail regarding the specific Governance arrangements can be seen in Appendix B.

It is recommended that the focus and number of projects across the service is immediately controlled – this should include:

18

- suspending all current projects across the service with approval required to continue. It is acknowledged that there are likely many critical projects that are ongoing and these will need to rapidly move on from the suspension (subject to approval)
- suspending all future project expenditure i.e. no further funding through the Demand and Resourcing Committee (D&RC) until further notice (this has already been activated).
- Suspending current and future research projects with approval required to continue.
- Establish a baseline of all ongoing or potential projects.

# 16. Recommendations

## The Importance of Implementation

*A focus on implementation which 'breaks the cycle' and relentlessly focuses on delivering the intended outcomes from change*

- It is recommended that an Implementation Team be established to provide the necessary focus, prioritisation, capacity and capability to deliver the intended outcomes of any future projects (including any projects arising from recommendations accepted from this Review).
- 19 Focus should be given to the insights provided within this section of the report to ensure that the implementation team maximise the opportunity to deliver any intended outcomes. Suggested guiding principles for implementation can be seen in Appendix C.

## PSBA

*A PSBA delivery model which is customer focused and includes demand management within QPS to support the matching of available capacity and capability to need*

- It is recommended that once the scope and implementation plan for the PSBA Transformation Program is agreed, that QPS allocate appropriate resources to support this embedded within the project. This will require specific focus on understanding and prioritising demand (for PSBA services) from a QPS viewpoint. The following elements are considered for prioritisation: Human Resources service redesign; ICT current state baseline; Assets current state baseline.
- 20
- 21 It is recommended that as part of the Strategic and Service Alignment project, that functions which do not have broader commonality across the customer base i.e. would not offer potential economies of scale, are identified and subsequently transitioned back to the QPS.
- 
- 22 It is recommended that the immediate focus for systems and digital is directed towards understanding the foundations in this area including clarity of service delivery model both within QPS and with PSBA, establishing a robust systems architecture and process to effectively manage changes, and understanding ICT costs into the future.



17

# APPENDICES

# 17. Appendices

## Appendix A: Further detail on Governance Recommendation

### Detailed Recommendation

It is recommended that the QPS Governance Structure be refined to reflect the points below and adhere to the principles and components defined by the Public Service Commission and Governance Institute of Australia) :

- Does not seek to duplicate clear accountabilities that are already in place within the organization structure.
- Ensures the prioritisation, commissioning and execution of projects that are commensurate with strategy and available resource.
- Provides transparency across the organization regarding the interconnectivity and processes between Committees.
- Drives whole of QPS decision making i.e. considering the impact and benefit upon the entire organization and eliminating any siloed thinking or decisions.
- Sub-committees to be made transparent at a whole of QPS level through the QPS Governance Unit including how such sub-committees feed into Executive Level Committees.
- PSBA attendance in QPS Committees where PSBA provide critical service delivery.

It is also recommended that the PSBA Governance Structure be refined to reflect the points below and adhere to the principles and components defined by the Public Service Commission and Governance Institute of Australia:

- Provides transparency across the organization regarding the interconnectivity and processes between Committees.
- Committees are focused on QPS needs (and other PSBA customers).
- Additional Committees be established, as appropriate which are focused on ensuring efficiency and effectiveness of PSBA service delivery i.e. internally focused.
- Customer focused sub-committees to be made transparent at a whole of PSBA level through the QPS Governance Unit including how such sub-committees feed into Executive Level Committees.

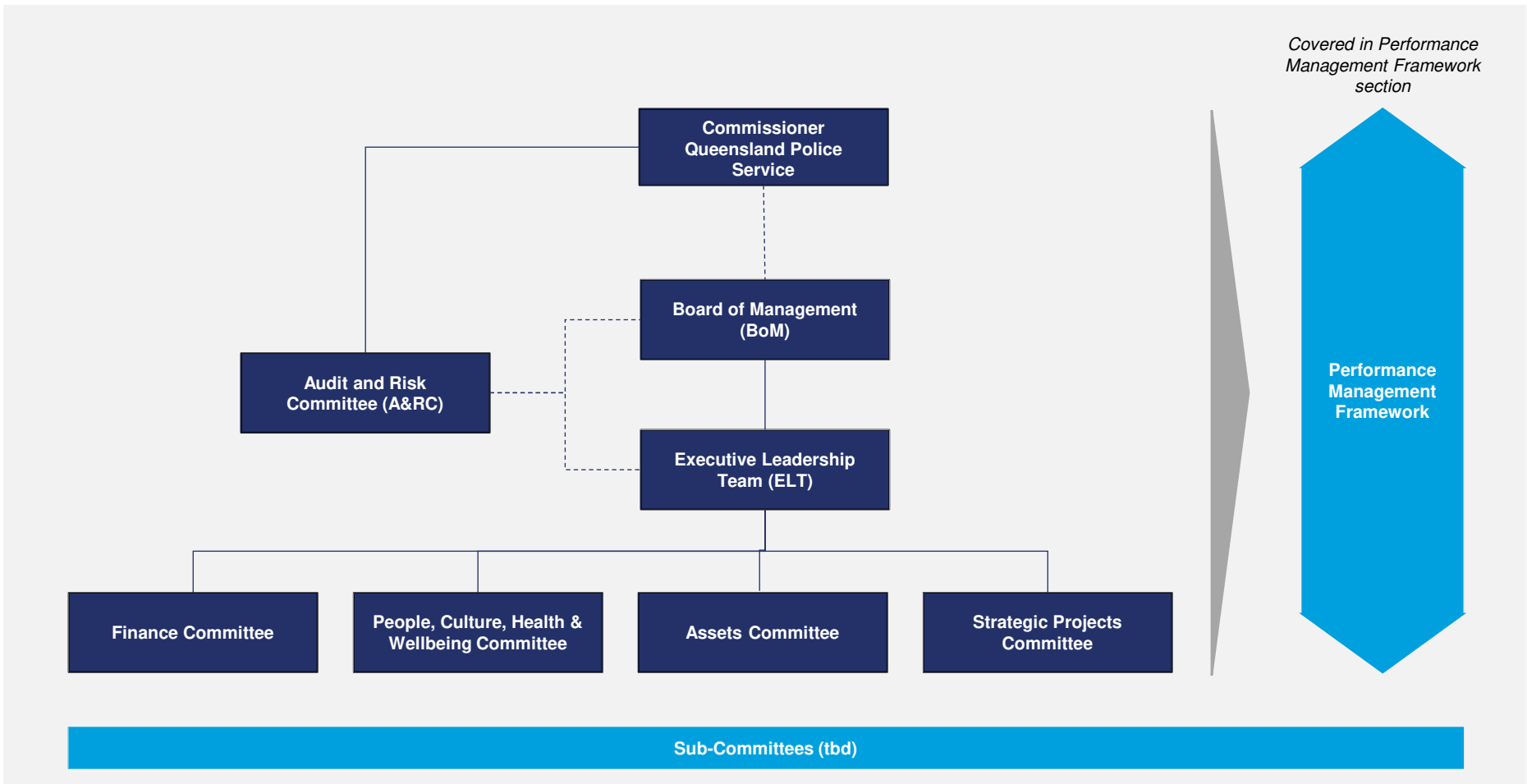
The recommended QPS Governance Structure (Executive Level) and high-level description can be seen on the following pages.

# 17. Appendices

## Appendix A: Further detail on Governance Recommendation

The diagram below outlines the proposed QPS Governance Structure. The following pages sets out the key attributes of each Committee is described on the following pages.

Proposed QPS Governance Structure



# 17. Appendices

## Appendix A: Further detail on Governance Recommendation

The proposed high level scope and responsibilities of the QPS Board and Committees are summarized below. Further definition of the individual Committees and the relationships between each will need to be further designed, and implemented should the recommendation be accepted.

### Board of Management (BoM)

**Change from current:** No change

**Chair:** Commissioner

**What it should be:** Supporting and advising the Commissioner on strategy, direction, managing risk and setting the tone of the Service.

**What it should not be:** Focused on tactical issues or issues that could be resolved or managed through other Committees or as part of Business as Usual (BAU)

### Executive Leadership Team (ELT)

**Change from current:** Decision-making body

**Chair:** Rotating Chair from attendees

**What it should be:** A decision making body for core QPS strategic issues; ensuring a whole of QPS view is maintained; fostering and maintaining a cohesive all of QPS Leadership Culture .

**What it should not be:** Duplicative of responsibilities and decision-making that should be undertaken through another Committee or as part of BAU; a forum for unnecessary show and tell.

### Audit & Risk Committee (A&RC)

**Change from current:** Direct line to the Commissioner as well as dotted line into ELT and BOM

**Chair:** Independent Member

**What it should be:** Scrutinising, challenging and delivering oversight of the management responsibilities imposed on the Commissioner under relevant legislation including the Police Service Administration Act, the Financial Accountability Act, and Financial and Performance Management Standard.

**What it should not be:** Influenced by the broader organization or other Committees in providing an independent view of the extent to which the Commissioners legislative responsibilities are being effectively executed.

### Finance Committee

**Change from current:** New committee absorbing some of the responsibility from D&RC

**Chair:** DC Gollschewski

**What it should be:** Reviewing and providing decisions regarding the relative prioritization of finite funding; driving a cost conscious culture; driving the identification and execution of cost reduction opportunities across the Service.

**What it should not be:** It should not be making decisions on allocation of funds without robust challenge and relative prioritization processes underpinning the Committee.

# 17. Appendices

## Appendix A: Further detail on Governance Recommendation

The proposed high level scope and responsibilities of the QPS Board and Committees are summarized below. Further definition of the individual Committees and the relationships between each will need to be further designed, and implemented should the recommendation be accepted.

### People, Culture, Health & Wellbeing Committee (PCH&WC)

**Change from current:** New Committee

**Chair:** tba

**What it should be:** A Committee to ensure that People, Culture, Health and Wellbeing Issues receive appropriate Service wide focus; driving PCH&W program across the Service.

**What it should not be:** Seen as the sole responsibility of PCAP to drive these issues.

### Strategic Projects Committee (SPC)

**Change from current:** New Committee

**Chair:** tba

**What it should be:** Responsible for prioritizing, commissioning, and monitoring Strategic Projects; supported by EPMO; establishing a robust process and relative prioritization of expenditure for Strategic Projects across the service and making recommendations to Finance Committee.

**What it should not be:** Tactical focused.

### Assets Committee

**Change from current:** New Committee

**Chair:** tba

**What it should be:** Focused on a whole of Service view of Assets (Real Estate, Fleet, Equipment); driving an Assets program across the Service; establishing a robust process and relative prioritization of expenditure for assets across the service and making recommendations to Finance Committee.

**What it should not be:** Duplicative with PSBA Committees

### Performance Management Framework (PMF)

The Performance Management Framework aligns to and complements the Governance Committee Structure ensure alignment and transparency throughout the organization.

This is covered in Chapter 11.

# 17. Appendices

## Appendix B: VicPol Corporate Governance Arrangements

COMMITTEE	FUNCTION/PURPOSE
<b>Executive Command</b>	Sets the strategic direction for the organisation, identifies any changes required to existing priorities and commitments, and advances new initiatives and reforms internally and externally.
<b>Command</b>	Provides input and advice to Executive Command on emerging or existing policy and project development; shares information and informs Executive Command about current organisational issues.
<b>Audit and Risk Committee</b>	Provide independent assurance and assistance to the Chief Commissioner regarding Victoria Police governance, risk, control and compliance frameworks, and its external accountability responsibilities. Maintaining effective communication with external auditors and consider recommendations from internal and external auditors.
<b>Corporate Advisory Group</b>	Provides strategic advice to the Chief Commissioner and Executive Command on a range of reforms to be undertaken by Victoria Police; continuously reviews strategic projects including advice on Victorian Equal Opportunity and Human Rights Commission Review implementation.
<b>Executive Remuneration Committee</b>	Ensures that a consistent and rigorous approach is taken to setting and adjusting executive remuneration.
<b>Information Management Committee</b>	Provides ongoing oversight of information management and information security initiatives and priorities, development of organisational information management strategy, and ensuring compliance with, and support for the Commissioner for Privacy and Data Protection.
<b>Operations Committee</b>	Identify and address significant emerging operational issues and trends. Focus on operational policy, strategy, improvement and innovative ideas and reforms relating to operations. Monitor key operational projects and risks. Submit proposals to Executive Command, as required.
<b>People, Culture and Safety Committee</b>	Identify and address significant emerging people, culture and safety issues and trends. Focus on people, culture and safety policy, strategy, improvement and innovative ideas and reforms. Monitor key reports, projects and risks. Proactively drive positive organisational cultural change by overseeing strategies and frameworks that develop organisational cultural aspirations. Submit proposals to Executive Command, as required.
<b>Procurement Board</b>	Delegated responsibility to approve procurement process and requisitions within limits.

# 17. Appendices

## Appendix B: Northern Territory Police Fire & ES Corporate Governance Arrangements

COMMITTEE	FUNCTION/PURPOSE
<b>Tri-Service Leadership Group</b>	Assists the Commissioner/CEO fulfil their statutory obligations by providing oversight and leadership of strategic activities and direction of the NTPFES.
<b>Performance Assessment Committee</b>	Provide high level oversight of the performance of NTPFES commands and branches.
<b>Uniform, Accoutrements and Use of Force Committee</b>	Provide high level strategic oversight of the uniform committees for each NTPFES service to ensure that investments in uniforms, accoutrements and use of force equipment is consistent and meets service delivery needs
<b>Safety and Wellbeing Executive Committee</b>	Provide strategic level input and thinking into improving work health and safety together with mental health and wellbeing strategies across the NTPFES.
<b>Audit and Risk Committee</b>	Provide oversight to all matters pertaining to the management of audit and risk for the NTPFES.
<b>Project Governance Committee</b>	Established to govern and guide Project Management practice and prioritisation across NTPFES.
<b>Workforce Planning Committee</b>	Provide high-level strategic oversight of NTPFES human resources to deliver outcomes for both our people and our community.

# 17. Appendices

## Appendix B: Tasmania Police Fire & ES Corporate Governance Arrangements

COMMITTEE	FUNCTION/PURPOSE
<b>Agency Management Group</b>	Provides a forum for whole-of-agency decision-making and coordination.
<b>Senior Executive Officers</b>	Provides a forum to discuss strategic issues and priorities, including high-level consultation on organisational, policy and technical issues affecting operations and services provided by the Department.
<b>Audit and Risk Committee</b>	Provides high-level assistance, advice and oversight with respect to matters of financial reporting, corporate governance, risk and control, and internal and external audit functions.
<b>Police Review Board</b>	The principal functions of the Board involve the determination of applications for review in respect to promotions, demotions and terminations.
<b>State Emergency Management Committee</b>	Support the institution and coordination of emergency management, including review of emergency management policy.
<b>Procurement Review Committee</b>	Responsible for reviewing the Department's procurement processes prior to the purchase or awarding of a contract where the procurement is valued at \$50,000 or over (excluding GST). It encompasses the procurement of goods and services, consultancies, building maintenance and construction work.
<b>Tasmania Police Charity Trust</b>	Provides the opportunity for employees of the Department to work together with the community to raise funds to support nominated charities and disadvantaged individuals in Tasmania.



# 17. Appendices

## Appendix B: Australian Federal Police Corporate Governance Arrangements

COMMITTEE	FUNCTION/PURPOSE
<b>National Managers Forum</b>	Ensures the effective delivery of the core business of the AFP, implements strategic direction and delivers organisational outcomes across the pillars of operations, capability and capacity.
<b>Strategic Leadership Group</b>	Considers issues of strategic organisational significance such as matters with political, safety and reputational impact and provides strategic direction for the agency, to be implemented through the National Managers Forum and other committees.
<b>Executive Leadership Committee</b>	Facilitates consultative decision-making of the AFP Executive with a particular focus on time-sensitive issues of organisational significance, particularly those with government, political, safety or reputational impact.
<b>Commissioner's Advisory Board</b>	Provides the AFP Commissioner with external perspectives to rigorously examine strategic settings for the AFP.
<b>Strategic Capability and Innovation Committee</b>	Identifies and drives the development of the AFP's future capabilities and the supporting capability framework.
<b>Cultural Reform Board</b>	Advises the Commissioner on matters relevant to the cultural change process and provides input on behalf of all staff into the Commissioner's reform agenda.
<b>Mental Health Strategy Board</b>	Shapes the AFP's Mental Health Strategy.
<b>Security Committee</b>	Is responsible to the Commissioner for the ongoing development of AFP Security Policy, the oversight of security matters within the AFP and the creation and maintenance of an appropriate security culture for the protection of AFP people, functions and official resources.
<b>Finance Committee</b>	Oversees the financial management and performance of the AFP, oversees and monitors the internal control framework, and approves the AFP internal (operating and capital) budget allocation.
<b>Audit Committee</b>	Provides independent assurance and assistance to the Commissioner on the AFP's risk, control and compliance framework; and its financial statement and performance reporting responsibilities.
<b>Remuneration Committee</b>	Considers remuneration matters and makes recommendations to the Commissioner for approval.
<b>Operations Capability and Capacity Committee</b>	Focuses on operational capability, capacity, governance and policy issues
<b>Weekly Operations Committee</b>	Focuses on decision-making regarding capacity, priorities and allocation of specific capabilities required to achieve operational priorities.
<b>Regional Operations Capability and Capacity Committees</b>	Responsible for the implementation of operational and strategic decisions from the Weekly Operations Committee and Operations, Capability and Capacity Committee.
<b>National Uniform Committee</b>	Sets and monitors the strategic direction, including the implementation of policy, regarding national uniform standards
<b>National Awards and Recognition Committee</b>	Considers and recommends awards within the AFP Internal Awards Framework to recognise AFP members with the appropriate honours and awards.

# 17. Appendices

## Appendix C: Guiding Principles for Implementation

1

### SCALEABLE APPROACH

There is a need to adopt a scalable approach to implementation that is based in pragmatism and considers relative complexity in determining need i.e. each project or initiative should be considered for its relative complexity, particularly in relation to what will be required to change in order to deliver the intended benefits.

3

### POLICING SYSTEM FOCUS

Successful and sustainable implementation will be contingent on the ability of the QPS to design and implement solutions that are integrated and are whole of policing system focused. Whilst program and project management can assist in this regard it will be an emphasis of each project or workstream in exploring and understanding the intended and unintended consequences across the organization.

2

### CAPACITY AND CAPABILITY

There is a need to understand and establish the required capacity and capabilities to successfully implement. In terms of capacity be realistic about the resource numbers and duration that will be required both within the project team and from the broader organization to ensure sufficient engagement, buy-in, awareness and training. In terms of capability, reach beyond the traditional policing capabilities to identify what is truly required to implement.

4

### PHASING

The phasing of implementation is paramount. It is essential that the program is sequenced in a manner that is congruent of the previous three principles and is achievable in terms of resourcing requirements and impact on the organization. Being ambitious but realistic sits at the heart of this principle as well as a relentless focus on prioritizing to deliver the best benefit aligned to the Commissioners Vision and Priorities.