



**Queensland
Government**

**Report on the Service Delivery and Performance
Management Review of the Queensland Police
Service**

Service Delivery and Performance Commission

June 2008

A Smart State Initiative

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List of Abbreviations

ACR	Australian Research Council
AFP	Australian Federal Police
ANCOR	Australian National Child Offender Register
AO	Administration Officer
BOM	Board of Management
CAD	Computer Aided Despatch
CBD	Central Business District
CCU	Central Convenors Unit
CDP	Constable Development Program
CIB	Criminal Investigation Branch
CJC	Criminal Justice Commission
CLLO	Cabinet Legislation and Liaison Office
CMC	Crime and Misconduct Commission
COAG	Council of Australian Governments
CPIU	Child Protection and Investigation Unit
CSS	Client Service System
DES	Department of Emergency Services
DETO	District Education and Training Officer
DJAG	Department of Justice and Attorney General
DChS	Department of Child Safety
EB	Queensland Police Service Certified Agreement
EOI	Expressions of Interest
EPPA	Executive Performance Planning and Assessment system
ESC	Ethical Standards Command
FTE	Full Time Equivalent
FTO	Field Training Officer
FYC	First Year Constable
HR	Human Resources
HRDB	Human Resources Development Branch
HRM Manual	Human Resources Management Manual
HRMB	Human Resources Management Branch
HRPWP	Human Resource Policy and Workforce Planning
ICT	Information and Communications Technology
IJIS	Integrated Justice Information System

IMD	Information Management Division
IMS	Incident Management System
IVR	Interactive Voice Response
KPI	Key Performance Indicator
LDU	Legislation Development Unit
MDP	Management Development Program
MPS	Ministerial Portfolio Statement
NATA	National Association of Testing Authorities
NSW	New South Wales
OOC	Office of the Commissioner
OMCG	Outlaw Motorcycle Gang
OPR	Operational Performance Review
OPSC	Office of the Public Service Commissioner
OPM	Operational Procedures Manual
OSC	Operational Support Command
OSW	Organisational Safety and Wellbeing
PAC	Police Assistance Centre
PACE	Police Abridged Competency Education Course
PCC	Police Communications Centre
PD	Position Description
PPA	Performance Planning and Assessment system
PPR Act	<i>Police Service Administration Act 2000</i>
PROVE	Police Recruit Operational Vocational Education Program
PRNA	Police Resource Not Available
PSA Act	<i>Police Service Administration Act 1990</i>
PSMC	Public Sector Management Commission
PSN	Public Safety Network
QAS	Queensland Ambulance Service
QCS	Queensland Corrective Services
QPRIME	Queensland Police Records and Information Management Exchange
QPS	Queensland Police Service
QPUE	Queensland Police Union of Employees
QT	Queensland Transport
RBT	Random Breath Test
RIRM	Regional Information Resource Managers

ROGS	Report on Government Services
SCOC	State Crime Operations Command
SDPC	Service Delivery and Performance Commission
SDS	Service Delivery Statements
SEC	Senior Executive Conference
SERT	Specialist Emergency Response Team
SOCO	Scenes of Crime Officer
SWAS	State-wide Activity Survey
TAC	Transfer Advisory Committee
Tribunal	Misconduct Tribunal

1 Executive Summary and Recommendations

1.1 Executive summary

The objective of this Review is to improve service delivery and performance management in the Queensland Police Service (QPS). The Service Delivery and Performance Management Review was conducted from 10 March to 30 June 2008. An extensive consultation process was undertaken with approximately 890 internal and external stakeholders consulted, 130 submissions received and more than 530 responses received to a management level staff survey.

The Review concluded that the QPS has a strong service delivery culture and has continued to deliver a 24 hour seven day a week policing service, to approximately four million residents and more than seven million people who visit the geographically diverse state each year. This service has continued during a time of rapid population growth which has increased demands for services and placed pressure on the use of available policing resources.

The QPS has made significant advances from the days of the Fitzgerald Inquiry 20 years ago and there are a number of areas of positive performance where the organisation is demonstrating best practice. This includes work within a number of specialist areas such as DNA matching and analysis and the investigation of online child exploitation where Queensland is considered to be a national and international leader and the QPS expertise is being sought by external agencies. The Operational Performance Review initiative, which places an emphasis on the analysis of crime trends and local problems provides the focus to establish operational and organisational priorities for improved performance has also received favourable comment from both within and external to the QPS.

The operational policing role is complex and subject to continuing pressures from government, the community and other stakeholders. While the performance of the QPS in this area has improved significantly it is once again confronted by many of the same issues identified at the time of the Fitzgerald Inquiry. There continue to be increasing demands for service created by changes to legislation and policy, the QPS taking on roles for other government agencies and increasing community expectations. The Review found that to date the QPS has taken on these additional demands resulting in resources being stretched to the limit, a culture of reaction and staff at high risk of burn out or cutting corners. While the preferred approach for police in terms of service delivery is an effective mix between reactive policing, prevention and targeted problem oriented policing, in some high workload areas there is currently little opportunity to provide more than a reactive response. The current approach of increasing police resources to manage both population growth and these additional responsibilities is not sustainable.

In line with other states and territories Queensland has been experiencing decreasing levels of reported crime, particularly property crime, during the past few years. Clearly the ability of the organisation to meet targets relating to the management of crime is good but a considerable amount of police work relates to matters other than crime and the organisation currently has limited ability to identify the quantum or components of its workload. The organisation needs to improve its capacity to systematically measure demand, analyse this fully, identify both efficiency

improvements and the affect of legislative or policy change on demand and identify evidence based strategies to manage this demand.

The QPS would be assisted in this through the adoption of a more flexible, mobile approach that is not unreasonably constrained by divisional boundaries and the need for expensive infrastructure. Future service delivery options need to consider models where calls for service receive a response that may not involve the attendance of police. Developing an evidence based approach to this would ensure that police officers are available to attend the more serious matters relating to public safety while other matters not requiring police attendance are dealt with in a professional and timely fashion by other disciplines or other methods. Such an approach would include the broader consideration of those functions that could feasibly be undertaken by operational staff members as opposed to police officers. The introduction in late 2009 of PoliceLink, a call centre to provide an alternative point-of-contact for non-urgent matters that do not require police attendance as a response, should enhance the QPS' ability to provide efficient and effective service delivery along these lines. Any significant change in practice would need to include a strategy to engage and appropriately manage community expectations so that the community can be made aware of the benefits of the QPS taking this approach which includes being able to respond more effectively to areas of major concern.

This more flexible approach links closely with the concept of civilianisation. The QPS has demonstrated a strong commitment to civilianisation since the Fitzgerald Inquiry and there is considerable support for the concept within the organisation at all levels and by key external stakeholders. While progress has been made there remains considerable potential, particularly in terms of efficiency gains to government, to progress the civilianisation program beyond what is currently planned.

Over the years the QPS has made significant progress in raising professionalism and ethical practice within the organisation. It has invested considerably in the development of policies, procedures and training relating to ethical practice and discipline. These activities include working collaboratively with the Crime and Misconduct Commission (CMC) in working to reduce misconduct, raise standards of integrity and reduce the risk of corruption. The QPS has been taking a stronger role in the investigation of complaints, although this is still and will continue to be monitored by the CMC. Despite this progress the QPS needs to remain vigilant if it is to mitigate the risk posed by ethical slippage. The Review identified areas where the work of the QPS could be improved, including strategic reporting and analysis of trends regarding slippage in ethical practice and the management of discipline and focused training informed by rigorous analysis of these trends, particularly for supervisors.

With a workforce of almost 14 000 members, effective human resource management within the QPS is essential. While the QPS demonstrates a strong positive commitment to training and building and maintaining support systems for the health and well-being of its members, there are a number of human resource management issues which need to be addressed to ensure that effective service delivery is not compromised. These include attraction and retention of members, recruitment and selection processes, strategic workforce planning, the adequacy of human resource support provided to the organisation and the management of individual performance. In the current labour market the attraction and retention of members is one of the organisation's major challenges. While the QPS has recognised these challenges and is attempting to address them in a variety of ways, it needs to improve its

performance in some areas. In order to increase its capacity to meet the growing demands on police services the QPS needs to invest in forecasting or predictive modelling approaches to allow effective strategic workforce planning. In the absence of predictive modelling, government relies upon police-to-population ratios as its dominant platform for determining police growth. Clearly this approach does not always adequately reflect need or recognise geographic distance issues and as the organisation moves to civilianise some of its roles this approach will lose its relevance.

The QPS has invested in technology as it moves towards a vision of future service delivery through high technology policing. It has undertaken significant work in the Information and Communications Technology (ICT) area and initiated a number of programs and projects to progress the communications area of the organisation. The Queensland Police Records and Information Management Exchange (QPRIME) system is a significant advance in integrating data as it has consolidated a vast number of legacy systems. It is however, important that the organisation clearly articulates its strategic directions for ICT to maximise the outcomes from investment and to ensure that the necessary specialist skills are included in the management of the area to lead and drive ICT within the organisation.

Stakeholders report generally positive relationships with the QPS, especially at the local level. However, there is scope for the organisation to improve stakeholder consultation, evidence based high-level strategic policy development and access to research data for the benefit of public policy and sectoral knowledge. The QPS would benefit from building its capability in strategic planning, forecasting, demand measurement and management and policy analysis and development. Proposed changes to provide a high-level strategically focused policy and planning capacity will support improved capability, coordination and performance in these areas. The QPS will also need to drive strategic reporting and analysis of trends in a range of performance areas to provide an evidence base for executive decision-making.

The QPS was assessed against the SDPC's *Performance Management Review Framework* to determine how well the organisation is positioned to observe and manage its performance. The framework has six elements assessed along a continuum of increasing organisational maturity. This framework is applicable to agencies of varying size and complexity as it assesses the organisation's capability against well recognised organisational performance criteria. Essentially this assessment determines how well the organisation is placed in terms of its ability to operate as an effective business, in this case the business of providing efficient and effective policing services to the community.

The QPS has made good progress in establishing a regime of performance management. The organisation was assessed as demonstrating a maturity level rating of 'embedded' for the element of performance measurement and monitoring, a maturity level rating of 'developing competency' for the resource management, evaluation and continuous improvement, governance and leadership and capability elements, and a 'beginning' level of maturity in the planning and strategy element. For this element there is scope to move quickly to the 'developing competency' level of maturity if the organisation progresses its current work being undertaken towards meeting the legislative requirements of the *Financial Management Standard 1997*, invests in strategic planning, forecasting and policy skills and undertakes strategic planning exercises which provide a clearer strategic direction for the organisation.

Clearly the organisation demonstrates expertise in operational planning and incident management and in the main performs well in delivering policing services. However, this is generally despite a lack of priority being placed on, or recognition of the need for and benefit of, corporate systems being at a sufficiently advanced stage of maturity. Its capacity in this area would be enhanced if it were able to effectively measure service demand, better manage its human resources and determine whether the community is getting true value for money.

To achieve a higher level of performance and consequently better service delivery the QPS needs to:

- take an enterprise-wide approach to ensuring systems, structures, policies and procedures are aligned
- increase its capacity in public policy development and improve the robustness of strategic planning and strategic direction setting
- increase its capacity in demand measurement, strategic workforce planning and demand management
- consolidate its governance framework and improve timeliness and transparency of decision-making, and
- focus on addressing a number of human resource management issues.

It is anticipated that with successful progression of initiatives already underway within the QPS and the implementation of the Review's recommended improvements in the next few years, the organisation will be better positioned to improve its service delivery, reach an embedded level of maturity for most elements of performance management and become an organisation that combines good policing, good governance and good business practice.

1.2 Recommendations

Service Delivery (Chapter 5)

1. The Commissioner, by 1 July 2009:
 - a) improve the use of and reporting on efficiency measures, and
 - b) amend the way targets are represented for internal and external use to provide more meaningful performance data.

Strategic Direction and Influence (Chapter 6)

2. The Commissioner, by 1 July 2009, develop a vision for future policing services which can be used as a basis for aligning plans for staffing, resourcing, ICT and other physical infrastructure.
3. The Commissioner, by 31 December 2008, adopts amended organisational structures with full implementation by 1 July 2009 which will have the effect of:
 - a) restructuring the Office of the Commissioner so its roles and functions include the strategic policy, planning and forecasting functions identified at Chapter 6 and Appendix 5
 - b) ensuring the Office of the Commissioner is staffed by people with an appropriate mix of high-level skills in strategic planning, forecasting and policy development and managed at levels commensurate with responsibility

- and benchmarked against similar roles across government which require such high level skills
- c) allowing the Commissioner to determine the title of any new structures arising out of the restructure proposed in a) above, with the title to reflect the functions to be undertaken
 - d) establishing an Executive Services Branch to report to the Commissioner or one of the Deputy Chief Executives, and
 - e) transferring the Honours and Awards Unit to within the Ethical Standards Command.
4. The Commissioner, by 30 June 2009, ensure training in strategic policy skills is delivered by expert providers to staff regularly involved in strategic policy development and analysis.

Operational Policing Services (Chapter 7)

- 5. The Commissioner, by 1 July 2009, establish a specialist capacity within the proposed Strategic Policy and Planning Division to carry out the functions outlined in section 7.5.1 and which is staffed by members with high-level analytical skills capable of measuring demand, analysing it fully and identifying evidence based strategies to manage demands for service.
- 6. The Commissioner, by 1 July 2009, develop and implement a methodology, including development of a definition which indicates the breadth of demands for service, to effectively assess workload and associated business processes to inform future planning and the development of demand management strategies, with first priority being first response officers.
- 7. The Commissioner, by 1 January 2010, develop, document, implement and communicate both internally and externally a framework which sets out guidelines for categories of service delivery response for when a QPS member will not necessarily attend a demand for service and those alternative responses when attendance is not required.
- 8. The Commissioner, by 1 January 2010, commence a trial in one region to evaluate the feasibility and cost benefit of operational staff members attending to demands for service where attendance of a QPS member is necessary but there is no need for police powers.
- 9. The Commissioner, by 1 July 2010, develop and implement a revised operational policing model to enhance service delivery that includes a mobile response capability which is not unreasonably constrained by boundaries.
- 10. The Commissioner, by 1 March 2009, commence investigation of the feasibility of implementing improvements around court processes, including closer collaboration with the judiciary and an examination of the New South Wales approach to briefs of evidence and the use of webcam for prisoner access to legal representation, with a report on the feasibility produced by 1 January 2010.
- 11. The Commissioner, by 1 July 2009, assess the effect of requirements within current certified agreements and the Police Award–State around rostering on flexible service delivery, and address any issues identified in the next enterprise

bargaining agreement to achieve a mutually beneficial balance between the needs of police officers and meeting demands for service.

Civilianisation (Chapter 8)

12. The Commissioner, by 1 July 2009, undertakes an evaluation of the existing civilianisation program to inform the planning for future civilianisation programs.
13. The Commissioner, by 1 July 2009, explores the feasibility of:
 - a) the development of a hybrid operational staff member position, and associated specialised position descriptions, which has the ability to undertake a number of roles in smaller stations with watchhouses and larger regional stations, and
 - b) having a pool of part-time operational staff members for smaller stations with watchhouses and larger regional stations who can be called upon on a needs basis.
14. The Commissioner develop a 'Civilianisation Plan for Beyond 2009' consistent with the requirements outlined in section 8.5 of this report by 1 October 2009, with a report of the progress of achievements provided to the first Senior Executive Conference in 2010 and twice yearly thereafter.

Accountability (Chapter 9)

15. The Commissioner, by 31 December 2009, work with the Crime and Misconduct Commission to provide clarity for officers and supervisors in disciplinary matters which could result in sanctions of dismissal, demotion or pay point reduction.
16. The Commissioner, by 31 March 2009, review and regularly update all training and information sessions provided on ethical practice to ensure that they are still appropriate, meet desired outcomes, are targeted appropriately throughout an officer's career and reflect the findings of ongoing monitoring and analysis of trends in complaints and potential ethical slippage risks.
17. The Commissioner, by 1 July 2009, review and revise Management Development Programs to ensure that there is a sufficient focus provided on effective leadership, human resource management and the role of the supervisor in individual performance management and the prevention and early identification of ethical slippage.

Improving Service Delivery Through Technology (Chapter 10)

18. The Commissioner, by 1 July 2009 undertake comprehensive work to develop and implement a range of ICT plans which align activity, including:
 - a) a concise strategic plan that clearly articulates the strategic priorities and objectives over a four-year period, or longer, with an annual review
 - b) an annual business plan that details work to be undertaken to implement the strategic plan and includes strategies and performance indicators, and
 - c) a detailed plan that clearly articulates the linkages, investment opportunities and priorities for all communications work and that will direct resource allocation over a four-year period, with an annual review.

19. The Commissioner implement a process for monitoring all ICT activity across the organisation to ensure it meets corporate requirements and enables the organisation to identify full expenditure by 1 January 2009.
20. The Commissioner, by 1 October 2008, communicate the organisation's position in relation to the ICT reviews and any action proposed regarding their findings to members in the area. The communication should address issues in relation to the management of the ICT area and the fragmentation of ICT across the organisation.
21. The Commissioner, by 1 January 2009, when considering options around the senior leadership team in the ICT area ensure that there are necessary skills and capabilities for expert strategic leadership of ICT.
22. The Commissioner, by 1 July 2009, commence an audit of training needs, user friendliness and data input impact of QPRIME on operational service delivery.

Strategic Workforce Planning (Chapter 11)

23. The Commissioner, by 1 July 2009, develop a strategic workforce plan which outlines the results of a systematic analysis of what is needed in terms of the nature of the workforce to achieve its objectives, and is reviewed annually.
24. The Commissioner, by 1 January 2010, undertake predictive workforce modelling, related research and forecasting to enable accurate estimation of the implications for operational capability of flexible working arrangements, future legislation, policy, environmental, demographic and workload changes.
25. The Commissioner develop a strategy for an organisation wide full-time equivalency based reporting regime reflecting the operation of flexible working arrangements by 1 July 2009 with implementation of the strategy by 1 December 2009.
26. The Commissioner, by 1 July 2010, ensure district officers and regional assistant commissioners are given access to suitable tools (based on an expanded suite of relative workload components and variable weightings) to support development of evidence based District Resource Plans to assist in both the allocation of growth, and mapping shifts in operational and service delivery demands.
27. The Commissioner ensure that information revealing residual unfilled job sharing opportunities at the individual work unit level is published internally on the intranet by 1 January 2009.
28. The Commissioner extends the practice which encourages resigning police officers to participate in exit interviews to include all permanent staff members by 1 October 2008.

Recruitment and Initial Services Program (Chapter 12)

29. The Commissioner, by 1 January 2009, adopt performance benchmarks for base grade recruitment processes, publish whole-of-recruiting benchmarks, and incorporate benchmarking and related performance indicators for recruitment into the Recruitment Section's Business Plan.
30. The Commissioner modify the Recruitment Section's business planning processes to link strategic planning and forecasting with anticipated attrition and recruiting requirements by 1 July 2009.
31. The Commissioner, by 1 July 2009, identify efficiency and effectiveness gains which could be achieved through expanding Recruiting Section responsibilities to include:
 - a) provision of centralised marketing, application case management and integrity checking for civilian operational roles, and
 - b) centralised management and administration of psychometric testing services and products across the Queensland Police Service.
32. The Commissioner, by 1 January 2009, identify the benefits, risks and management implications of recruiting younger persons with reduced ability to satisfy existing employment and education experience requirements. If the risk assessment indicates significant benefits, identify alternative or amended training and supervisory structures to support such an approach by 1 July 2009.
33. The Commissioner, by 1 January 2009, establish a governance arrangement, including members from the Recruiting Section, PROVE/PACE Program, and the First Year Constable Program, the DETO network and a representative from operational police (field training officer, supervisor and manager levels) to:
 - a) inform longitudinal assessment of recruiting outcomes
 - b) ensure current operational realities and contemporary policing requirements are incorporated into initial services training curricula
 - c) ensure operational learning from the three work areas are incorporated systemically into the future practices, and
 - d) ensure high quality operational outcomes.
34. The Commissioner implement planned strategies regarding maintaining operational currency standards for all police officers engaged in lecturing recruits on the four units of operational competency assessed as part of the PROVE Program by 1 January 2010.

Managing Human Resources to Effectively Deliver Services (Chapter 13)

35. The Commissioner, by 1 July 2009, review and revise human resource management policies to ensure that:
 - a) they reflect current policy and current certified agreements
 - b) they are consistent for police and staff members, where appropriate, and reflect Office of the Public Service Commissioner directives

- c) those related to selection procedures outline a more streamlined approach which shortens timeframes and reflects contemporary practice
 - d) they require a review of long term absence at three months to determine the appropriateness of commencing a medical retirement or other return to work process, and
 - e) all human resource delegations and approvals within the Human Resource Management Manual and the Handbook of Delegations devolve, where appropriate, responsibilities and accountabilities to regions, commands and divisions.
36. The Commissioner, by 1 January 2009, examine the feasibility of changing the procedures, and if needed legislation, to reflect a similar level of justification and procedure for review by police officers of selection procedures as that required by the Office of the Public Service Commission for appeals in other public sector agencies.
37. The Commissioner, by 31 December 2008, develop options around police officer transfers which allow a more flexible approach to meeting organisational needs and consider these in future enterprise bargaining negotiations.
38. The Commissioner, by 1 October 2008, amend the Human Resource Management manual to clearly acknowledge the purpose of the Assessment Centre Program.
39. The Commissioner, by 1 July 2009, finalise the strategy for the professional development of senior officers which has a range of options to provide access to experiential learning in leadership, business management and whole-of-government policy and processes.
40. The Commissioner, by 1 January 2010, develop and implement a revised performance planning and assessment system which at a minimum sets performance expectations, recognises good performance, provides guidance where improvement is required and opportunities for development and links to the Operational Performance Review process for relevant managers.

Performance Management Assessment (Chapter 14)

41. The Commissioner, by 1 July 2009, develop and implement a range of plans which meet the requirements of the *Financial Management Standard 1997* (or its replacement), including:
- a) a strategic plan, and
 - b) an assets strategic plan.
42. The Commissioner examines opportunities to develop a framework for contracting on capital works on the basis of best value for money by 1 January 2009.
43. The Commissioner work collaboratively with key stakeholders to develop and trial preliminary performance standards for the Client Service Charter by 30 June 2009.

44. The Commissioner ensure all performance reporting is aligned with Council of Australian Governments definitions and guidelines for all relevant data published by 30 June 2009.
45. The Commissioner, by 1 January 2009, enhance the Operational Performance Review process to include regular analyses of the central corporate functions of, as a minimum, human resource management, training and development and ICT, and other thematic reviews as deemed necessary by the organisation.
46. The Commissioner, by 1 January 2009, consolidate the corporate governance boards and ensure that:
 - a) they have clear roles, responsibilities and procedures, and these are communicated across the organisation
 - b) they have objective and transparent criteria and adequate information for decision-making, and
 - c) a process to communicate key decisions across the organisation is established.
47. The Commissioner, by 1 July 2009, implement a process for ensuring position descriptions accurately reflect roles and responsibilities of positions and are regularly reviewed and updated.
48. The Commissioner, by 1 January 2009, finalise the review of the Corporate Risk Register to ensure that it identifies significant risk to the organisation, mitigation strategies and responsibility for each risk and that it informs planning and business activities within the organisation.
49. The Commissioner develop a plan, incorporating a staged approach by 1 January 2009 to implement a document tracking system and records management system, including electronic records, across the organisation.
50. The Commissioner, by 1 July 2009, improve evaluation processes across the organisation by:
 - a) including risk mitigation strategies in evaluation plans for organisationally significant evaluations prepared by the Review and Evaluation Unit, in accordance with the relevant Australian Standard
 - b) developing a practical guide for members who are undertaking in-house evaluations or managing contracts for an evaluation, including evaluation as part of project planning
 - c) develop a method for ensuring significant research projects, reviews and evaluations are communicated to all members where appropriate, and
 - d) developing a system and process to monitor, report on and oversee the implementation of organisation endorsed recommendations arising from significant internal and external reviews/evaluations, to be overseen by an appropriate governance board or deputy commissioner/chief executive.
51. The Commissioner, by 1 January 2009, implement a consolidated report on key areas of strategic performance for consideration at each Senior Executive Conference to inform policy development and decision-making, which includes:

- a) performance on strategic objectives
- b) workforce planning and human resource management status and achievements, including establishment data on a full-time equivalency basis, and
- c) analysis of complaints against police and discipline management.

Implementation and Monitoring (Chapter 15)

- 52. The Police Commissioner develop, and provide to the Chief Executive of the Public Service Commission, an Implementation Plan for the Review's recommendations within three months of the report's public release, including:
 - a) implementation responsibilities within the QPS and milestones to achieve the Review's recommendations
 - b) a communication strategy for QPS staff and stakeholders
 - c) systems to monitor the progressive implementation of the Review's recommendations, and
 - d) systems to monitor the progressive improvement in performance management.
- 53. The Police Commissioner provide six-monthly reports to the Chief Executive of the Public Service Commission on the implementation of the Review's recommendations.
- 54. The Public Service Commission review the implementation of the Review's recommendations by 31 March 2010.

2 Agency Response



QUEENSLAND POLICE SERVICE

COMMISSIONER'S OFFICE
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30 SEP 2008

Our Ref: DOC 08/41764

Your Ref:

Mr. Tony Hayes
Acting Commissioner Chief Executive
Public Service Commission
PO Box 15190 City East
Queensland 4002

Dear Mr. Hayes

I refer to the Report on the Service Delivery and Performance Management Review of the Queensland Police Service (the report) prepared by the former Service Delivery and Performance Commission (SDPC).

The review which led to this report was a sound opportunity to obtain an independent assessment of the performance management and service delivery aspects of the Queensland Police Service (QPS) and to provide the Service with a range of opportunities to consider as we move into the future.

As Commissioner I am proud of the efforts, tenacity and initiative demonstrated by the 14,000 members of the QPS, both police and staff officers. In recent years Queensland's overall crime rates have declined for offences involving property and offences against people. Our crime rates have also compared favourably with the national averages. It is through the dedication, integrity and skill of the QPS members that we can continue to deliver responsive and effective policing services throughout Queensland.

I support the majority of recommendations, in many cases the QPS was already intending to progress some of the issues the SDPC commented upon. Some recommendations have already being fully or partially implemented.

Some recommendations however are predicated on additional funding and may not be able to be implemented until this additional funding is sourced.

I do not, as you are aware, agree with the ratings determined by the SDPC Performance Management Assessment or the methodology and processes undertaken in relation to them.

The QPS will provide regular updates to the Public Service Commission on the progress of the recommendations.

Yours sincerely

R ATKINSON
COMMISSIONER

QUEENSLAND POLICE SERVICE

3 Introduction

3.1 *Service delivery and performance management reviews*

The role of the Service Delivery and Performance Commission (SDPC) is to independently assess the performance and services delivered by Queensland Government departments and agencies to improve their accountability and to ensure effective performance and reporting frameworks align with both government policy and community service expectations.

Service delivery and performance management reviews:

- identify opportunities to improve the delivery and integration of government services
- identify ways to reduce waste and duplication
- report on service delivery outcomes and standards
- foster and maintain a performance reporting regime
- encourage agencies to manage and monitor their own performance
- assist in the development of a culture of continuous improvement and performance and risk management, and
- ensure that planning and reporting practices are aligned with government policy as well as external service expectations.

Review reports are provided to the Premier for approval and tabling in Parliament. As a matter of course, the Premier submits SDPC review reports to Cabinet for consideration.

3.2 *Scope of the Review*

This Review is part of the systematic review program undertaken by the SDPC to ensure that all government entities continue to deliver value to the Queensland Community. The former Premier and Minister for Trade, Peter Beattie, approved that this Review form part of the SDPC's 2007-2008 Work Plan.

The scope of the Review covered service delivery and performance management of the Queensland Police Service (QPS). Major issues affecting the efficiency and effectiveness of the organisation's service delivery were examined. Given the breadth of service delivery, the Review did not examine all aspects of services delivered by the organisation, but focused on those areas where the SDPC could add most value to improving services to the community.

The objectives of this Review were to:

- undertake a strategic assessment of how well the organisation is managing its performance
- identify, analyse and report on key issues that affect service delivery and performance management by the QPS, and make practical recommendations on key areas for improvement.

The Terms of Reference for the Review are contained in Appendix 1.

3.3 Review methodology

3.3.1 The framework

The SDPC's *Performance Management Review Framework* details how performance management will be assessed. The focus of the framework is to determine how well an agency is positioned to observe and manage its performance. The framework has six elements: planning and strategy, resource management, performance measurement and monitoring, governance, evaluation and continuous improvement and leadership and capability. Assessment of the level of maturity for each of these elements is made along a continuum of increasing organisational capability. There are four levels of maturity: beginning, developing competency, embedded and leading. A summary of the components of these elements is at Appendix 2. Further detail on the framework is provided in Chapter 14.

3.3.2 Evidence

The SDPC considered a range of evidence to inform the Review of the organisation's performance against the SDPC's *Performance Management Review Framework*.

Evidence gathering was undertaken through desktop research of the QPS and other documents including publications, plans, policies, procedures, guidelines, committee terms of reference, intranet sites, agenda papers, operational and other performance data and minutes. Research was also undertaken on various documents provided by stakeholders.

Consultations were held with approximately 850 QPS members through individual interviews, group meetings and focus groups. Sixty-six of these were individual interviews with managers and senior executive members, and a further 67 interviews were conducted with an array of small groups drawn from middle management level police officers and staff members. In addition some 380 staff members and police officers representing other levels of the organisation took part in facilitated workshops. Importantly members consulted were proportionately representative of both police officer and staff member employment types, drawn from equally proportionate operational and non-operational functions.

The expansive geographical footprint of the QPS was acknowledged, with regional visits to all eight QPS regions consulting members from the majority of its 30 districts. Importantly these visits covered a range of metropolitan, regional and remote rural locations, including Indigenous communities. This included visits to a range of locations in headquarters, and across the south-eastern corner of the state, west through Marinowa and Warrego to Roma and as far north as Mt Isa and Cairns districts. A range of provincial cities along the eastern seaboard including a number of remote locations were also visited.

Invitations for submissions to the Review were sent to 100 stakeholder groups with individual meetings held with 39 people from 19 of these groups including representatives from the various unions represented in the QPS workplace, the non-government sector, peak industry bodies and other private sector groups with significant regular involvement with the police. Other policing jurisdictions within Australia, and a number of international policing bodies with connections to the QPS were also consulted. Officers from Queensland Government agencies, the judiciary and other statutory bodies were also consulted. In all, 23 three written submissions

were received from stakeholders. A complete list of consultations is included at Appendix 3.

A survey was undertaken of senior police officers and staff members to gauge views on the organisation's performance in relation to a range of activities within the six elements of performance management and to provide comments on the QPS service delivery. The survey was distributed to 1535 senior members which represented 100 per cent of members at or above the level of Senior Sergeant, AO6, TO6 and PO5. The survey achieved a 34 per cent response rate, with 522 completed surveys which delivers a confidence level sufficient to allow for meaningful quantitative analysis. This response rate enabled the Review Team to gain a reliable indication of senior members opinion regarding the organisation's performance management and service delivery capability. The themes raised in the survey, both in response to the scaled questions and open-ended comments, provide further justification for the conclusions drawn from other consultations. The survey responses largely mirror the findings of the Review, however there exists some difference with respondents' attitudes to the elements of planning and strategy and evaluation and continuous improvement when compared to the Review's assessment. The results of this survey are summarised in Appendix 4.

In addition an opportunity was made available to all employees of the QPS to make written or electronic submissions, anonymously if desired, through the establishment of a dedicated email address accessible through the QPS intranet. Some 117 members from regional, specialist and corporate areas made a submission using this facility and these were considered and incorporated into Review Team considerations.

3.3.3 Analysis

The collected evidence was analysed to:

- assess the QPS against the set criteria of the *Performance Management Review Framework* to provide the overall rating of the level of maturity for each element, and
- assess the overall capability of the QPS in terms of service delivery.

Consultation undertaken for this Review were broad based, comprehensively capturing views representative of both the diversity of operating environments and locations within the QPS. Despite this functional and geographical diversity, the Review Team noted consistently strong commonalities in issues identified by both employees and stakeholders. The consistency remained strong irrespective of the levels of those being consulted, from junior staff members and police officers through to members of the senior executive of the organisation.

The analysis was used to inform a set of Issues Papers containing preliminary review findings and a set of draft recommendations. These were provided to the Steering Committee, which included the Police Commissioner, for consideration and comment, prior to the development of the Final Report.

3.3.4 Governance

The governance arrangements for the Review included a Steering Committee, which comprised the following membership:

- Chairman, SDPC (Chair)
- Commissioner, QPS
- Director, Law and Justice Policy, Department of the Premier and Cabinet
- Deputy Commissioner (Regional Operations), QPS (ex officio member)
- Deputy Commissioner (Specialist Operations), QPS (ex officio member)
- Deputy Chief Executive (Resource Management), QPS (ex officio member)
- Executive Director, SDPC (ex officio member), and
- Manager, SDPC (ex officio member).

The Steering Committee was responsible for influencing the direction of the Review and endorsing the recommendations arising from the Review. In addition, nominated officers from QPS participated as part of the Review Team. These officers possessed a high-level understanding of the core business of the QPS at the strategic and operational levels and contributed significantly to all aspects of the Review.

3.3.5 Report structure

The structure of the Report has been informed by the service delivery and performance management issues identified during the review process.

Chapter 4 provides context in terms of the service delivery environment, how the organisation delivers services and its service delivery priorities. Chapter 5 outlines the findings on service delivery and Chapters 6 through 13 examine the key issues identified as affecting on efficient and effective service delivery by the organisation. Chapter 14 provides the assessment of the QPS against the SDPC *Performance Management Review Framework*. The final chapter deals with the implementation and monitoring of recommendations arising from the Review.

4 Organisational Context

4.1 *Service delivery environment*

The QPS is delivering services in a changing environment characterised by an increasing population. In June 2006 the estimated resident population of Queensland was 4.09 million, an increase of more than 460 000 people since June 2001. The south-east area of the state is one of the fastest growing regions in Australia, with a projected increase in the population by 2026 of more than one million people to around four million.¹

The strong economic growth and rapidly growing population has increased demands for services and placed pressure on policing resources. This is further affected by the size of Queensland and its decentralised nature, with some smaller rural and regional centres experiencing population decline while others are experiencing rapid change due to factors such as mining.

Changes in the national and global environment have also affected policing, establishing a greater need to work across government around issues such as terrorism, organised crime, child pornography and the use of technology in crime.

Threats from terrorism have led to a range of new national initiatives requiring greater security measures and changes in laws relating to terrorist activity. The area of information technology changes on a daily basis and increased communications and internet crimes require cross border law enforcement. Other areas such as identity theft and fraud against individuals have increased creating a global problem for policing.

Other societal changes have also broadened the role and scope of policing. This is evident in the areas of child protection, domestic violence and social and welfare issues such as homelessness and mental health. In addition, policing of Indigenous and remote communities, alcohol related public order and the management of major events also continue to be significant areas of focus. These changes require police to have a considerable role in a range of whole-of-government responses to address these issues.

Other demographic changes also have the potential to affect service delivery into the future. Some suggest the ageing population may have seen an increase in the fear of crime resulting in higher expectations of a policing presence within the community. This is despite a national decrease in some crime rates, with particular evidence of changes in Queensland with decreases in the rate of murder, other homicide, robbery, and offences against property.

To enable the QPS to fulfil its responsibilities in an increasing complex global and national environment, the 2008-2009 operating budget for the QPS reached \$1.6bn.

¹ Office of Economic and Statistical Research, 2006, *Queensland Government population projections to 2051: Queensland and statistical divisions*, 2nd Ed. Queensland Government, Brisbane.

4.2 Previous reviews

In the past 25 years, there have been four major organisational reviews of the QPS. The first major review was the *Commission of Inquiry into possible illegal activities and associated police misconduct* commonly known as the Fitzgerald Inquiry in 1989. The final report made 121 recommendations around significant reform to policing in Queensland in terms of structural and administrative change.

The next review of the QPS was undertaken by the Public Sector Management Commission (PSMC) in 1993 and aimed to identify priorities for improving management of the QPS as well as assessing the progress of the QPS in the post-Fitzgerald period. The review made 160 recommendations around corporate issues, operational management, operational support and corporate services. The review identified that the QPS had undergone significant change since the Fitzgerald Inquiry and its recommendations were considered to be mechanisms for continued improvement.

A third review of the QPS, by the Criminal Justice Commission (CJC), was undertaken in 1994 to review the implementation of the Fitzgerald Inquiry recommendations. This review also acknowledged that there had been progress towards implementing the recommendations of the Inquiry but there are opportunities to build on this work.

The fourth review in 1996, the *Report on the Review of the Queensland Police Service* also known as the Bingham Review, examined ways in which the QPS' efficiency, effectiveness and accountability could be improved to ensure enhanced service delivery. The report's 197 recommendations covered a broad range of areas including organisational and resource management, education and training, policing strategies, investigations and discipline.

4.3 Service delivery priorities

The QPS is responsible for preserving peace, protecting the community, preventing and detecting crime, upholding the law and ensuring the fair and efficient administration of the law. It is also responsible for the provision of policing services in emergency situations.

Policing in Queensland was initially established under the *Police Act 1863 (Qld)* and now operates within the legislative frameworks of the *Police Service Administration Act 1990 (Qld)* (PSA Act) and the *Police Powers and Responsibilities Act 2000 (Qld)* (PPR Act).

The QPS contributes to the government priorities on fostering healthy individuals and communities, and strengthening Indigenous communities.

The QPS' vision statement is:

'We are determined to be a professional police service, dedicated to excellence and committed to working in partnership with the people of Queensland to enhance the safety and security of our community.'

QPS lists its strategic priorities for 2008-2009 as:

- delivering core services

- efficient, innovative, well planned service delivery
- information and communications technology
- Queensland Police Academy 2012 project
- policing Indigenous communities
- road safety
- vulnerable persons and the criminal justice system
- drugs, alcohol and substance misuse and links to offending, and
- major and organised crime.

There are four outputs reported within the *Service Delivery Statement 2008-2009* (SDS):

- community safety and engagement – the activity under this output relate to preventing crime, engaging the community, preserving public safety and good order during civil emergencies and special events
- crime management – the activity under this output relates to detecting offenders, investigations and prosecutions
- traffic management – this output aims to reduce the incidence of road trauma and relates to preventing and detecting traffic offences, and
- professional standards and ethical practice – the activity under this output relates to training, internal investigations, audit, risk management, strategic planning, policy development and review.

4.4 The Queensland Police Service

In early 2008 the QPS implemented structural changes at its senior executive level, introducing dual deputy commissioner positions following the retirement of the previous deputy commissioner. The approach is consistent with a number of other jurisdictions and is reflective of the complexity of modern policing and increasing workload and responsibilities.

The new structure now includes three deputy positions reporting directly to the Commissioner:

- Deputy Chief Executive (Resource Management)
- Deputy Commissioner (Regional Operations), and
- Deputy Commissioner (Specialist Operations).

The regional operations are now managed separately from the state-wide specialist areas of the organisation. The regional structure was put in place following the Fitzgerald Inquiry. Each of the eight regions is managed by an assistant commissioner, who has responsibility for operational policing and regional corporate functions. The regions report to the Deputy Commissioner (Regional Operations).

The state-wide specialist areas of State Crime Operations Command (SCOC) and Operations Support Command (OSC) report to the Deputy Commissioner (Specialist Operations). The SCOC focuses on organised and major crime and significant crimes on a state-wide, national and international basis. SCOC also provides support to the regions. OSC provides operational police with specialist support in diverse areas such as communications, forensics, traffic and Special Emergency Response Team (SERT).

A third command, the Ethical Standards Command (ESC), reports directly to the Commissioner. The ESC has responsibility for internal discipline processes and promotion of ethical behaviour and professional practice. The Office of the QPS Solicitor, Media and Public Affairs Branch and the Office of the Commissioner (OOC) also report directly to the Commissioner. The OOC has a whole of service focus on policy, planning, administrative and performance improvement functions. There is also the Crime and Misconduct Commission (CMC) Police Group which works within the CMC but reports directly to the Commissioner. The Commissioner also has an office which provides day-to-day support to him and includes liaison with the Ministers office. Corporate service functions (Administration Division; Finance Division; Human Resources Division and the Information and Communications Technology (ICT) area) report to the Deputy Chief Executive (Resource Management).

The QPS has two peak bodies which provide governance for the organisation. The Senior Executive Conference (SEC) provides strategic focus and direction and comprises the Commissioner, deputies, assistant commissioners, directors, representatives of QPS' Women's Advisory Group Network and a senior police chaplain. The second body is the Board of Management (BOM) which ensures the QPS meets its responsibilities and implements relevant strategies and policies. The BOM comprises the Commissioner, the three deputies, Director, Office of the Commissioner and two rotating assistant commissioners.

The staffing of the QPS as at 1 May 2008 is outlined in Table 1 below.

Table 1: The QPS actual strength (headcount) at 1 May 2008

Location	Police Officers	Staff Members	Total
Commissioners Office	5	3	8
Office of the Commissioner	24	54	78
Deputy Commissioners Offices	12	2	14
Office of the QPS Solicitor	1	24	25
Public Safety Network Management Centre	0	15	15
Media and Public Affairs	8	42	50
Corporate Service			
Deputy Chief Executive (Resource Management)	3	18	21
Human Resources	231	274	505
Finance	0	20	20
Administration	33	274	307
Information Communications and Technology	95	623	718
Commands			
Ethical Standards	60	28	88
State Crime Operations	538	148	686
Operations Support	615	372	987
Regions			
Far Northern	697	185	882
Northern	706	212	918
Central	769	188	957
North Coast	1287	309	1596
Southern	935	221	1156
South-Eastern	1306	227	1533
Metropolitan North	1222	223	1445
Metropolitan South	1060	163	1223

Location	Police Officers	Staff Members	Total
Others			
Crime and Misconduct	80	0	80
External Agencies **	95	0	95
Total QPS Employees	9782	3625	13 407

* This figure does not include recruits of 413.

** Seconded officers to other areas. For example, Airports Uniformed Policing.

4.5 *Delivery of services*

The QPS provides a 24 hour police response across approximately 1.7 million square kilometres, which is nearly 25 per cent of Australia's land mass. Services are delivered predominately by police officers and supported by administrative and specialist staff members.

Services are provided through eight geographical regions, with 30 operational police districts, 331 police stations and 103 police beats and shopfronts across the state. General duties officers provide the first response to the community. Regional services are also supported by specialised units such as criminal investigation, child protection and investigation, traffic, scenes of crime, district crime prevention, prosecutors, water police and dog squads.

The public access services generally by phoning a police communications centre. There are currently 23 of these across Queensland and these centres coordinate all calls for service and the appropriate policing response. The public may also visit a police station directly or may have phone contact with their local police station.

The state-wide commands of SCOC and OSC also deliver operational services across the state and assist interstate jurisdictions.

The role and functions of the QPS have expanded over time to meet government and community expectations for a coordinated response to complex issues. This has included responding to legislative and policy change, undertaking work for other agencies and responding to emerging social issues. In fact, the organisation's operational expertise and physical infrastructure in remote and decentralised locations means it is called upon to provide services on behalf of other government agencies, both in emergency situations (e.g. Cyclone Larry) and as part of cross-agency service delivery arrangements with agencies such as providing licensing services for Queensland Transport (QT).

While services are delivered predominately from police stations there has been a growth in police beats and shopfronts. Everyday policing is becoming more reliant on integrated data systems, which are changing the way information is collected, managed and reported. The QPS has introduced the Queensland Police Records and Information Management Exchange (QPRIME), a major new policing information system that enables recording, management and analysis of policing incidents. QPRIME has replaced over 230 systems that were previously used in the QPS and on full implementation will become a single source of operational information.

4.6 Oversight of ethical practice

Official and police misconduct is under the jurisdiction of CMC, which was created in 2001 and operates under the *Crime and Misconduct Act 2001*. Official misconduct is defined as conduct that is dishonest or lacks impartiality, or involves a breach of the trust placed in a person by virtue of their position, or is a misuse of officially obtained information. To amount to official misconduct, the conduct must also be a criminal offence or serious enough to justify dismissal.

Police misconduct encompasses a broader range of conduct and is defined as any conduct, other than official misconduct, that is disgraceful, improper or unbecoming a police officer, or demonstrates that person's unfitness to be or continue as an officer, or does not meet the standard of conduct that the community reasonably expects of a police officer. Provisions which regulate misconduct can apply to off-duty behaviour as well as conduct on the job.

One of the principles under the *Crime and Misconduct Act 2001* is to devolve, subject to some provisos, the prevention of, and dealing with, misconduct matters in an agency to that agency. Hence, while the CMC has responsibility for and receives and assesses complaints about police misconduct it refers most of these to the QPS to deal with them. The CMC however investigates the most serious cases of misconduct, or those that involve the public interest and also oversees how the QPS deals with those matters that have been referred to it to handle. In the past three years, the CMC has retained for their own investigation approximately 2 per cent of misconduct complaints against police, 11 per cent have been assessed as requiring no further action, and 87 per cent have been returned to the QPS for investigation.

4.7 Challenges for the future

Changing demographics, including an ageing population and a strong economy have resulted in a changed labour market where there is greater competition for quality staff, greater opportunities for people with skills or those seeking better reimbursement through growing industries such as the mining industry. Overall, the population is more mobile and likely to move between careers rather than follow one path. This poses challenges to recruiting the right people for policing and maintaining those with experience and skills which are now transferable. For example, with the changing global environment the QPS have seconded police officers to the Australian Federal Police (AFP) to assist with law enforcement in the Solomon Islands, Airport Uniform Policing (AUP) and the recent Commonwealth Government intervention in the Northern Territory. This is expected to increase with greater police activity in the region for Commonwealth purposes.

There are numerous challenges facing contemporary police organisations such as the QPS and many of these are explored in-depth in the following chapters.

5 Service Delivery Analysis

The QPS undertakes a range of responsibilities which include preserving peace, protecting the community and preventing and detecting crime. Assessment of service delivery for the QPS has been undertaken using the outputs identified in the organisations *Ministerial Portfolio Statement 2007-2008* (MPS) and *Annual Report 2006-2007* (Annual Report).

5.1 Assessment of service delivery performance

5.1.1 Community safety and engagement

As part of community safety and engagement the QPS aims to engage with the community to assist in identifying the causes of crime, address these causes and thereby prevent crime. This service delivery area contributes to the development of safe and secure communities and community engagement ensures service delivery is appropriate, focused and effective.

The key performance indicators (KPIs) listed within the *Strategic Plan 2004-2008* (Strategic Plan) relating to community safety and engagement are:

- percentage of time directed to community safety and engagement
- number and rate of good order offences detected
- rate of unreported offences
- level of community satisfaction with police
- level of community satisfaction with police support for community programs
- perceived level of personal safety and property security
- percentage of persons concerned about being a victim, and
- level of community satisfaction with police dealing with public order problems.

The MPS lists the same measures within the community safety and engagement output, with the exception of percentage of time directed to this output, which is replaced by the percentage of resources allocated.

In terms of measuring performance against the indicators established in the strategic plan the following is reported in either the MPS or the Annual Report:

Table 2: Community engagement and safety outputs

KPI	Target/ Estimate	Achievement	SDPC comment
Percentage of time directed toward community safety and engagement	No target set	30% (actual)	Previous year actual is reported as 29%
Number and rate of good order offences detected (Rate of offences refers to number of offences per 100 000 people)	Rate: 800-900 Number: 34 000–38 000	1013 (actual) 42 031 (est. actual)	Achieved (exceeded) Achieved (exceeded)

KPI	Target/ Estimate	Achievement	SDPC comment
The rate of unreported offences relates to a. break and enter b. attempted break and enter c. motor vehicle theft d. robbery/attempted robbery e. assault/attempted assault	a. 25-35% b. 65-75% c. 10-20% d. no target e. 65-75%	a. 34.3% b. 68.2% c. 16.9% d. not reported e. 67.6% (all est. actual)	All achieved within the set range (Data for unreported offences is obtained through the ABS Crime and Safety Survey 2005, which does not collect data on robbery/attempted robbery at a state level)
Level of community satisfaction with police generally	70-80%	67.3% (actual)	Not achieved (Actual data from National Survey of community Satisfaction with Policing July 2006 – June 2007)
Level of community satisfaction with police support for community programs	70-80%	67% (actual)	Not achieved (Actual data from National Survey of Community Satisfaction with Policing July 2006 – June 2007)
Perceived level of personal safety and property security Persons feeling safe in the following situations: a. home alone b. walking/jogging locally c. travelling on public transport Public perception about problems in the neighbourhood: a. housebreaking b. motor vehicle theft c. graffiti or other vandalism	a. 85-95% b. 60-70% c. 45-55% a. 55-65% b. 40-50% c. 40-50%	a. 92.0% b. 71.6% c. 40.9% a. 52.4% b. 36.5% c. 38.1% (all est. actual)	Achieved Achieved (exceeded) Not achieved Achieved Achieved (less than) Achieved (less than) (Est. data from National Survey of Community Satisfaction with Policing Jan-Dec 2006)
Percentage of persons concerned about being a victim of: a. physical assault b. sexual assault c. housebreaking d. motor vehicle theft	a. 45-55% b. 35-45% c. 65-75% d. 55-65%	a. 45.5% b. 29.8% c. 55.5% d. 59.1% (all est. actual)	Achieved Achieved (less than) Achieved (less than) Achieved (Est. data from National Survey of Community Satisfaction with Policing Jan-Dec 2006)
Level of community satisfaction with police dealing with public order problems	50-60%	59.9%	Achieved (Est. data from National Survey of Community Satisfaction with Policing Jan-Dec 2006)

On the basis of the performance measures identified in the strategic plan in relation to community safety and engagement, the QPS had very good results in achieving

planned targets, with the exception of those relating to the level of satisfaction with police generally and support for community programs. The data on community satisfaction is reported within the *Report on Government Services 2008* (ROGS) and while providing a useful indication of public perception, it is noted that results may be affected by factors such as hearsay, media and adverse events at the time of the survey. Data in relation to the satisfaction of the public on initial and specialist responses by police and where people have had contact with the police in the last 12 months is reported on under crime management. The QPS achieves the targets set for each of these indicators.

In KPIs related to personal safety and property security and concern about being a victim the organisation has achieved targets, with results exceeding or under the set range. It is evident the organisation has met targets and then raised them over the past three years.

There is no stated objective in regards to the community safety and engagement output in the strategic plan, however the Annual Report identifies that activities contribute to developing safe and secure communities. The current KPIs provide reasonable measures around perceptions of community safety but limited indicators of effectiveness of police in maintaining public safety. Further, the KPIs do not measure efficiencies, such as timely response to anti-social behaviours and there are no KPIs on other priority areas within this output, such as civil emergencies and major events.

The Annual Report, while only reporting on five performance indicators, provides comparisons with national averages on four of these indicators. In three, which relate to public satisfaction with police generally and support for community programs and also for people felt safe at home alone, Queensland meets or exceeds the national average. Queensland does not meet the national average for people who felt safe while walking or jogging locally during the day. However, Queensland was within the national average or better than it in relation to other areas around perceptions of safety in public places reported in the ROGS, such as at home alone after dark and travelling on public transport after dark.

5.1.2 Crime management

Crime management is a core policing function and includes activities such as detection, investigation and the commencement of prosecution. This output also includes activities of crime operations and criminal investigations of major and serious crime.

The KPIs listed within the strategic plan relating to crime management are:

- percentage of time spent on crime management
- number and rate of offences reported: personal safety and property security
- total number of offences cleared: personal safety and property security
- number of offences reported and cleared within the period: personal safety and property security
- public satisfaction with initial police response
- public satisfaction with police response by specialist officers, and
- satisfaction of members of the public who have had contact with police in the last 12 months.

The MPS lists the same measures within the crime management output, with the exception of percentage of time directed to this output, which is replaced by the percentage of resources allocated.

In terms of measuring performance against the indicators established in the strategic plan the following is reported in either the MPS or the Annual Report:

Table 3: Crime management outputs

KPI	Target/ Estimate	Achievement	SDPC comment
Percentage of time directed toward crime management	No target set	33% (actual)	Previous year actual is reported as 35%
Number of offences reported:			
a. personal safety	a. 30 000–34 000	a. 33 517	Achieved
b. property security	b. 220 000 – 260 000	b. 221 999 (both actual)	Achieved
Number of offences cleared:			
b. personal safety	b. 27 000- 32 000	a. 27 687	Achieved
c. property security	c. 82 000-97 000	b. 88 009 (est. actuals)	Achieved
Number of offences reported and cleared in the period:			
a. personal safety	a. 22 000- 26 000	a. 23 170	Achieved
b. property security	b. 68 000-75 000	b. 69 951 (est. actuals)	Achieved
Public satisfaction with initial police response	80-90%	87.5% (actual)	Achieved (Data from Qld Police Crime Victim Survey 2006)
Public satisfaction with police response from specialist officers	75-85%	89.4% (actual)	Achieved (exceeded) (Data from Qld Police Crime Victim Survey 2006)
Satisfaction of members of the public who had contact with police in the last twelve months	75-85%	83.8% (est. actual)	Achieved

On the basis of the performance measures reported in relation to crime management the organisation has achieved within the planned target range for all measures. In relation to targets on actual crime, the range set has been consistently achieved over the past three years. While it is evident that the organisation has raised targets each year after meeting them, it is not clear that these targets are challenging performance. The use of targets which aim to achieve performance between a range of numbers is not useful. It would be more informative for the targets to be represented as a percentage reduction or increase. In addition, the KPI around number of offences reported is really a workload indicator hence setting a target is not meaningful.

Data is also provided in this output on clear-up rates within the period, providing some indication of timeliness. However, the information on clear-up rates provided in the ROGS is more useful in this regard, using a 30 day period to report on

investigations which are finalised or where proceedings have begun, once the offence became known to police. For both indicators, on murder and armed robbery in 2006, Queensland was below the national average. However, for the indicator on finalisation of investigations on unlawful entry with intent, motor vehicle and other theft, Queensland was within the national average and exceeded the national average for investigations where proceedings had begun.

The Annual Report includes an additional indicator of 'rate of unlawful use of motor vehicle' in this output. Data provided show there has been a decline from 397 per 100 000 population in 2005-2006 to 286 per 100 000 in 2006-2007, however there is no target provided to assess performance against this indicator.

The setting of measures and targets around crime management to some degree becomes less meaningful when crime types are rolled up into generic categories such as personal safety or property security. This is because different types of crimes are reported in different ways. Offences such as murder or illegal use of a motor vehicle generally have full reporting so setting a target around them may be quite adequately based on trend data. However, increased trends in offences such as domestic violence or sexual crimes can indicate both positive and adverse implications for either police service delivery or broader law and justice policy outcomes. The increase could be a result of more willingness or comfort on the part of the victims in reporting the crime to police or it could mean that more crimes are occurring, or perhaps reflect changing approaches to policing priorities and emphasis in these areas. In these cases it is the analysis around the performance which is more important than just an assessment of whether a target was achieved. For other offences such as stealing or minor assaults, where there may be a tendency on the part of the victim not to report the crime at all, a true identification of the extent of the issue and performance in terms of addressing it may not be fully apparent unless more detailed research is undertaken. It is apparent that assessment of performance in this area is more complex than just an assessment of achievement of a particular target.

5.1.3 Traffic management

This area of service delivery includes proactive and reactive traffic policing activities of both preventing and detecting traffic offences with the overall aim to reduce the incidence of road trauma.

The KPIs listed within the strategic plan relating to traffic management are:

- percentage of time directed toward traffic management
- number and rate of road fatalities by crash circumstances
- number and rate of reportable crashes by crash contributing circumstances
- number and rate of hospitalisations, and
- rate of detection of offences by red light and speed cameras.

The MPS lists the same measures within the traffic management output, with the exception of percentage of time directed to this output, which is replaced by the percentage of resources allocated.

In terms of measuring performance against the indicators established in the strategic plan the following is reported in either the MPS or the Annual Report:

Table 4: Traffic management outputs

KPI	Target/ Estimate	Achievement	SDPC comment
Percentage of time directed toward traffic management	No target set	21% (actual)	Previous year actual is reported as 21%
Number and rate (per 100 000) of road crash fatalities by causal factor (speed, alcohol, fatigue, seatbelt and pedestrians) – total	300	365 (actual)	Not achieved
Number and rate (per 100 000) of reportable crashes by crash causal factor (speed, alcohol, fatigue and pedestrians) – total	20 000-23 000	17 460 (est. actual)	Achieved (less than)
Number and rate (per 100 000) of persons hospitalised following a crash	5500-6500	5050 (est. actual)	Achieved (less than)
Rate of detection of offences by: a. red light b. speed camera	a. 2000-2300:1 b. 150-170:1	a. 1887:1 b. 168:1 (actual)	Achieved (greater than) Achieved

On the basis of the performance measures reported on the traffic management output the organisation has good results, meeting all targets with the exception of the target on reducing the rate of road deaths. The results in relation to the use of red lights to detect offences show an increased detection rate. However, the indicator could also be seen as showing a lack of success in terms of the preventative effect of this strategy. While the indicators in relation to traffic management do provide information on the QPS' performance in this area, it is also important to acknowledge there are other factors which also affect achievement, such as road condition and driver education which are the responsibility of other agencies.

When comparing the rate of deaths per 100 000 registered vehicles at a national level from ROGS data, Queensland is above the national average, but less than Western Australia, Tasmania and the Northern Territory.

The organisation achieves a target against most of the KPIs by meeting it, exceeding it or being under the target, depending upon the intent of the target. Current ranges and the lack of clarity around what is good performance make it difficult for the public to easily assess the organisation's performance. The use of straight numbers in this area is also not constructive as it takes no account of population or vehicle number increases. It would be more useful to only use a target around the rate per 100 000 and to present the target as aiming to achieve $\leq X$ or $\geq Y$. For example the target for road crash fatalities may be better represented as $< Z$ deaths per 100 000 registered vehicles.

The Annual Report includes an additional indicator of 'rate of positive road-side breath tests' in this output. Data provided show there has been an increase in the positive roadside breath tests (RBTs) from 1 for every 93-breath tests in 2005-06 to 1 for every 87-breath tests in 2006-2007. The Queensland Parliamentary Travelsafe Committee has set a ratio of tests to licensed drivers of 1:1 as part of the RBT program. This means the total number of tests conducted in the state needs to be the same as the total number of licensed drivers. This target has not been altered since 2000. The usefulness of the target is unclear as what it focuses on is volume of

testing rather than effectiveness and leading to increased reliance upon general deterrence, at the expense of individual or specific deterrence. RBTs can be used either as a general deterrent to prevent any motorist from driving whilst they have a blood alcohol level over the legal limit or it can be used to deter and detect individuals who are recidivist offenders. Setting a single target for all RBTs does not take account of the fact that positive performance would be different in these two situations. For the RBT strategy to be effective in deterring the general population from drinking and driving a positive outcome would see a reduction in the rate of detection. However, the converse applies for a targeted approach to recidivist offenders where an increase in detection would be seen as positive performance.

QPS currently reports outcomes for the various types of RBT undertaken, for internal use within the OPR process. These categories include booze bus operations, stationary (or volume RBT), mobile testing, and testing of drivers involved in incidents (including traffic crashes, detected traffic breaches or driver behaviour). This data succinctly points to the effectiveness of the different modes of breath testing undertaken by the QPS and could be used in external reporting to inform determinations regarding the most effective balance between general and specific deterrence strategies. Performance outcomes and effectiveness achieved within the RBT program will more accurately inform the development of volume targets. It might be useful for the QPS to develop a range of targets around RBTs, centred in the categories outlined above.

5.2 Findings

The QPS has good to very good results in terms of realising planned targets for each of the outputs and related service activities. In the main the organisation has achieved the performance targets set. Comparison of performance against national averages, with some variation, shows that in general Queensland achieves similar results.

The measures generally provide useful information on how the QPS is delivering services to the community. However, they could benefit from improved clarity. The measures are also limited in the area of efficiency, such as timeliness. The QPS could also improve transparency and accountability in reporting by ensuring targets and completed financial year data are reported on performance indicators in the annual report where appropriate. Also to improve performance reporting it would be useful for the QPS to alter the way targets are represented by adopting the use of a percentage increase or decrease or \leq or \geq in the target, where possible, rather than achievement within a range of numbers. The use of \leq or \geq in relation to a target will assist the QPS to identify what would be more fully expected in relation to a particular type of offence.

It may be more useful for the QPS to disaggregate crime types to give a clearer picture of performance for those offences which exhibit different rates of non-reporting. In addition, for other performance areas where different strategies would have differing outcomes it may be more useful to specify different targets.

In view of the fact that effective policing covers a range of approaches including reactive preventative and problem oriented policing it would be useful for the QPS to measure the relative outcome performance of these approaches. Currently the QPS does not have clear indicators which separately measure these policing strategies. As such the QPS is unable to measure achievement of effort in relation to these

areas and it would be useful for the QPS to work on developing indicators in this area. The development of a methodology, including development of consistent definitions of demand for service, to effectively quantify and assess workload and associated business processes is considered in Chapter 7 of this report. The development of this methodology should include approaches to the measurement of proactive and preventative approaches to policing, in addition to more readily quantifiable reactive policing outputs.

The capability of the QPS in performance measurement and monitoring is discussed in chapter 14.

5.3 *Recommendations*

1. The Commissioner, by 1 July 2009:
 - a) improve the use of and reporting on efficiency measures, and
 - b) amend the way targets are represented for internal and external use to provide more meaningful performance data.

6 Strategic Direction and Influence

The QPS operates in a challenging service delivery environment characterised by population growth and increased calls for service. In response to these challenges, the QPS has begun to look at alternative models of service delivery that maximise efficiency and effectiveness of the resources the organisation has available to it. The QPS has made some significant changes in its day-to-day operations, including the implementation of the new integrated crime database, QPRIME, and structural changes at the senior level of the organisation.

6.1 *Aligning service delivery models with planning, resourcing and investment*

Currently, the primary source of strategic direction for the QPS is the *Strategic Plan 2004-2008* which sets out four outputs and supporting key priority areas and strategies. However, the document does not identify any organisational goals or objectives and as such, lacks some clarity in terms of what the organisation is seeking to achieve. What is missing is a 'big picture' vision to guide and inform future decisions about financial, physical and human investment and resourcing, so that services are delivered as efficiently and effectively as possible.

The QPS has recently taken steps towards developing a new strategic vision to guide service delivery and investment. A visioning workshop facilitated by an external consultant in June 2007 aimed to develop a ten year vision for the QPS and considered several policing models. While no particular model was selected by the QPS, there was a preference amongst participants for high-technology options which allowed for fast, flexible responses, as well as valuing people and relationships. The workshop identified the need for the organisation to:

- support a future of high technology policing
- support the re-direction of resources away from capital works, towards ICT
- enhance capacity for innovation, business process reengineering and change management
- investing in ICT to save police time, resulting in a potential reduction in the role of police growth
- better define core police business, and
- identify opportunities to civilianise, outsource or cease performing a number of current functions that do not represent core business.

The QPS held a strategic planning day in February 2008 and has made a commitment to undertake this strategic planning on an annual basis. The organisation needs to build on the work already undertaken to identify a clear strategic direction for future service delivery. Having identified its preferred future, the organisation needs to ensure it has the capability and influence to implement and achieve its vision.

The model of service delivery adopted by the QPS will shape future investment priorities and decisions. For example, the volume of investment in new physical infrastructure may be reduced if future service delivery were to revolve around mobile patrols and wireless car-based data systems. Changes in business practices, such as increased civilianisation, the sharing of government facilities and alternative police

responses, may free up resources and provide for further investment. Managing demand for service through initiatives such as PoliceLink may also create efficiencies. In a tight budgetary environment, service delivery models predicated on the periodic injection of new funding to deliver yet more 'business as usual' is unlikely to be successful.

This report does not identify or promote a particular model of service delivery. Rather, it seeks to acknowledge the good work the QPS has already started in this area, and emphasise the critical importance of the organisation completing this work so that there is a clear vision about the type of services it wants to provide to the community, how it wants to deliver those services, and the means by which it plans, finances and implements its vision for policing.

In order to align service delivery models with planning and investment, the QPS needs to build a centralised planning and forecasting capacity and integrated business processes and policies. The organisation's current processes to align strategic goals with investment in human, financial, ICT and other physical resources need enhancing. Improved skills in research, analysis and forecasting will help the organisation obtain the support of central agencies and Cabinet for strategic initiatives and associated budget requests.

Central to the task of aligning investment with strategic goals is the ability to allocate resources to areas of priority, based on need. This represents a challenge as the vast majority of QPS expenditure, particularly at the regional level, comprises labour costs with limited discretionary funding available for other types of expenditure. The focus to date on increasing police numbers has served to limit investment in other areas and has reduced the impetus for service delivery innovation. Recent investments in QPRIME and road safety related initiatives have helped redress the balance to some degree. However, government and the QPS, in consultation with the community, need to consider how policing can be undertaken differently and identify whether certain activities might not need to be done at all.

In response to these challenges, the QPS is seeking to better align planning and investment through the project management improvement initiative. This initiative will include the Investment Governance Board which will make decisions about major projects and ensure they align with the organisation's documented strategic priorities.

The QPS' capital works program is developed by identifying infrastructure priorities. Under this process, each region ranks its projects using an agreed formula which is then considered by a committee and ranked at a whole of organisation level. The Commissioner finalises the ranking based on the information provided. This prioritised approach to capital works has improved the organisation's ability and commitment to allocating capital resources where they are most needed. Election commitments and community pressure may lead to difficulties in transferring or withdrawing resources from non-priority areas. Consultations indicated that resources currently allocated to some community beats, police shopfronts, police stations and some school-based police officers could be more effectively utilised elsewhere. This type of investment should be informed by a clear model for service delivery and demographic forecasting and analysis so that the QPS can deliver services in the most efficient and effective way possible.

Preconceived ideas of 'community expectations' should not limit or preclude consideration of alternative service delivery strategies. Some changes may cause

initial community concern but if the public is informed that the strategies are based on sound analysis and that the QPS will prioritise urgent calls for service, then the QPS is well positioned to gain support for its approach. The QPS needs to promote why it is changing its response.

6.2 Evidence based policy, legislative development and decision-making

In addition to its operational policing responsibilities, the QPS has a key role to play in the development and implementation of policy and legislation within the broader criminal justice system and in a whole of government environment. High quality policy development and its subset, legislative development, should therefore be considered as part of the organisation's core business.

6.2.1 The legislative framework for decision-making

Both the Commissioner and the Minister for Police (the Minister), have wide-ranging powers under the Police Service Administration Act 1990. Under section 4.8 of the Act, the Commissioner is responsible for the efficient and proper administration, management and functioning of the police service in accordance with law. These responsibilities include, but are not limited to, determining the organisation's priorities, organisational structure and the number and location of police establishments and police stations.

The Act also sets out protocols for communications between the Minister and the Commissioner. Section 4.6 of the Act provides that:

- (1) The Commissioner –
 - (a) is to furnish to the Minister reports and recommendations in relation to the administration and functioning of the police service, when required by the Minister to do so, and
 - (b) may at any time furnish to the Minister such reports and recommendations as the Commissioner thinks fit with a view to the efficient and proper administration, management and functioning of the police service.
- (2) The Minister, having regard to the advice of the Commissioner first obtained, may give, in writing, directions to the Commissioner concerning:
 - (a) the overall administration, management, and superintendence of, or in the police service, and
 - (b) policy and priorities to be pursued in performing the functions of the police service, and
 - (c) the number and deployment of officers and staff members and number and location of police establishments and police stations.

Under section 4.6(3) of the Act, the Commissioner is to comply with all directions duly given under subsection (2).

The wide ranging powers of the Minister ostensibly provides for the exercise of leadership and flexibility in decision-making. However, the powers also provide scope for decisions to be made without the support of significant research and/or evidence. Consultations with police officers and staff members across all levels of the

organisation cited a number of examples where decisions were made prior to the completion of formal analysis.

The decision by government to proceed with initiatives could well be justified by findings from research, evaluations and trials. The issue is that information to support the decision has not been subject to rigorous analysis and debate prior to the decision being made. Decision-making under these circumstances has significant flow-on effects, including:

- a reduction in the transparency of decision-making
- a reduction in public confidence that due diligence has been taken in areas of significant public concern, safety and expenditure
- a reduction in the legitimacy of formal review, evaluation and analysis as a basis for decision-making
- allocation of resources away from other areas of priority/need, and
- the opportunity costs of allocating resources to initiatives which research may indicate is not the most efficient or effective use of resources.

Evaluation and evidence-based decision-making is an essential part of the broader policy cycle, which involves identifying issues, analysing the policy problem, identifying appropriate policy instruments, stakeholder consultation, government coordination and decision-making, implementation and evaluation². This cycle is just as relevant to criminal justice policy as it is to other government policy, and should underpin all policy and legislative development processes undertaken by the QPS. In undertaking policy work, the QPS needs to not only draw on the established evidence base in making policy decisions, but also use its vast operational network and specialist expertise in policing to contribute to the national and international evidence base.

The Review does not recommend changes to Ministerial powers under the PSA Act. However, external stakeholders have advised the Review that there is scope for research, evaluation and other forms of evidence to be better utilised in the decision-making process. Processes for policy development, analysis and decision-making should draw on available evidence and to this end, the organisation has some initiatives in place, including:

- developing and publishing research priorities
- partnering with the Australia and New Zealand Policing Advisory Agency, a high-level strategic policing-related policy body, on a number of projects listed on its forward work program, and
- a number of research relationships with universities, including the centre of Excellence in Policing and Security (CEPS).

The Victoria Police has received a number of Australian Research Council (ARC) grants to undertake research in collaboration with universities. The use of ARC grants may provide a model for the QPS to promote improved use of evidence based policy. Additionally, funding available through the Criminology Research Council, which provides research grants to researchers in universities and government departments, might also contribute to building and communicating an evidence base for criminal justice policy.

² Peter Bridgman and Glyn Davis, *The Australian Policy Handbook*, 3rd Ed., 2004, Allen and Unwin, Crows Nest NSW.

Investment in the organisation's strategic planning, policy and research capacity will not by itself ensure that all external decisions are supported by clear evidence provided by the QPS. However, it will help the organisation position itself to respond quickly to the requests of government and undertake longer-term strategic planning and evidence based policy development.

6.3 The capacity of the QPS to influence local, state and national agendas

This section considers the capacity of the QPS to influence the local, state and national agenda and contribute to international best practice. It also considers the quality of information sharing between the QPS and key stakeholders and its implications for the ability of the QPS to achieve high quality service delivery outcomes.

6.3.1 Capacity of the organisation to influence the local agenda

Consultations indicated the QPS takes a leadership role within the community and amongst other government agencies to address local issues, especially in regional, rural and remote areas. This leadership role flows from its legislative responsibility to preserve peace and good order, but is also a consequence of its role under legislation administered by other agencies, including the *Disaster Management Act 2003*. The legislative responsibilities of the organisation, combined with community expectations, mean that the QPS has demonstrated experience and expertise in influencing the local agenda. An example which was cited numerous times during consultations was the QPS using its expertise to assist local governments prepare disaster management plans.

Stakeholders reported during review consultations that the QPS has high-order skills in responding to emergency incidents. However, examples were cited where the QPS and other government agencies had difficulty in transitioning seamlessly from first response emergency management to the recovery phase (e.g. equine influenza). Issues of coordination and communication in and across the government environment are important in terms of both high quality service delivery and maintaining public confidence in community services. It must be emphasised that QPS was not a lead agent in the examples cited, but it does point to a need for QPS and other government agencies to understand each others' areas of expertise and to know which body has lead agency status so that issues can be resolved quickly.

The QPS has documented its responsibilities, expertise and relationships at the local level via the use of Memoranda of Understanding (MOU). For example, the QPS has entered into a MOU with Brisbane City Council which covers both operational issues and specific projects. It is oversighted by a joint steering committee and there is capacity for subsidiary agreements on specific matters to be added, such as the agreement on the operation of Brisbane's Closed Circuit Television network. It has proven to be an effective mechanism for clarifying responsibilities and influencing the local agenda.

6.3.2 Capacity of the organisation to influence the state agenda

Review consultations found that police and staff members across all levels of the organisation felt there was limited ability for the organisation to negotiate the scope and resourcing of additional responsibilities it receives from other agencies. This

includes the capacity to negotiate policy outcomes and the related but necessary capacity to secure resources to implement policy decisions.

In policy and operational areas where responsibility is shared across agencies, the relationship between the QPS and other state government bodies is mixed. Typically, QPS involvement in the implementation of other agencies' legislation and policies is negotiated through the Cabinet briefing process and cross-agency consultations. High-level skills in policy development and stakeholder engagement across government are necessary for improved results in influencing the state agenda. One example cited to the Review where stakeholder engagement was effective was the Family Responsibilities Commission legislation which, while not policing related, was anticipated to have workload implications for police officers after its commencement on 1 July 2008 in four remote trial communities. In this instance, the QPS advised the Review that it had worked collaboratively with the relevant government agency to negotiate an agreed outcome that is expected to have limited workload implications for police. Importantly, police did not dispute the importance of undertaking this work but they doubt their capacity to undertake it without compromising their ability to do other aspects of their role.

The QPS is working with the Department of Emergency Services (DES) and other government agencies to address matters arising from the creation of new local government boundaries in February 2008. The QPS has commenced a review of its district and regional boundaries, which will take into account the requirements of the *Disaster Management Act 2003* (which uses local government boundaries for planning purposes) and other matters which influence police district and regional boundaries including government service delivery, agency consistency and demographic profiles. For example, a primary factor in defining police districts has been the need for communities to identify with centres of commercial and social activity and to identify with visible local leadership in times of emergency and disaster situations. The QPS is working cooperatively with DES to identify the necessary disaster management planning changes required as a result of the new local government boundaries. It is anticipated there will be minor adjustments to district and perhaps regional boundaries as a result of the review.

The QPS and QT work cooperatively together in a range of transport safety areas, particularly marine and road safety. QT is the lead agency for road safety and the QPS plays a critical role in enforcing legislation in this arena. Information sharing and reporting between the two agencies is generally good, but there is scope to clarify their respective roles and responsibilities for road safety and reporting. Improved role clarity would streamline whole-of-government policy discussions and responses, and increase the timely flow of information to government and the community on road safety matters.

6.3.3 Capacity of the organisation to influence the national agenda

Review consultations indicate that the QPS is a recognised leader in several specialist fields. Areas of recognised expertise include:

- the QPS threat assessment process (Project Titan), which has been adopted by other jurisdictions and the Australian Crime Commission
- child safety and closure of internet paedophilia rings, with the United States of America's Federal Bureau of Investigation identifying QPS operations as best practice and a source of training and advice, and

- reducing E-Bay fraud, with the QPS working closely with Western Union to reduce the risks associated with money transfers for the sale of goods over the internet.

Additionally, the QPS has invested significant resources in facilities, training and ICT to achieve expertise in forensics. The QPS now has National Association of Testing Authorities (NATA) Australia accreditation for 31 sites to analyse data from scenes of crime. As part of achieving accreditation, the Forensics Unit developed the Forensic Register which is essentially a case management and mobile data systems to collect and utilise various forms of data including:

- crime scene data, including statements, digital images and latent prints
- resourcing information, including time spent on travelling to crime scenes, processing the scene, laboratory examinations, report/statement preparation and court appearances, and
- workload and productivity at the regional, district and individual level.

The information collected via the Forensic Register has not only facilitated improved system outcomes in terms of criminal arrests and convictions, but also has provided the QPS with a wealth of information about the way it does business. These data can inform the planning and budgetary cycle and encourages the organisation to think critically about how to achieve efficiencies in its forensic work practices. The Forensic Register is being commercialised and now operates in Tasmania and is being implemented in South Australia.

The QPS can be subject to significant flow-on effects from policy decisions made by other jurisdictions. There is now significant anecdotal evidence that recent intervention by the Commonwealth Government in Indigenous communities in the Northern Territory has been the catalyst for the transfer of public order problems to regional and remote parts of Queensland, including Cairns and Mt Isa. This problem is not unique to QPS but does place the organisation under increased operational pressure. It was noted during Review consultations that similar public order and operational pressures arose following the Queensland Government's introduction of Alcohol Management Plans. The QPS has had some success in providing advice to the Queensland Government on these matters but also needs to influence policy outcomes at a national level.

6.3.4 Information sharing across government and external research bodies

Many stakeholders indicated during review consultations that the level of information sharing between the QPS and other bodies requires improvement. Both police and stakeholders cited examples where information, especially at the 'record' or 'unit' level, has not been released because of privacy, security or safety considerations. Research bodies consulted during the Review indicated that the QPS was reluctant to release unit level data, and that the provision of aggregated data alone made it difficult for information to be understood. Some researchers have experienced better access to information with other jurisdictions, and were more inclined to work in those jurisdictions as a result. It must be noted that when releasing data, the QPS is required to meet the requirements of the Queensland Government's Information Standard No. 42 (Information Privacy) which is based on the 11 Information Privacy Principles of the *Privacy Act 1988 (Cwlth)*. The Review acknowledges there will be instances where the release of unit level data, even if cleansed of identifying

information, will not be appropriate. However, there is scope for the QPS to clarify its governance processes to support decision-making on the release of data and in the interim, the decision to publish its research priorities is a step in the right direction in terms of utilising research to its best effect.

It was noted during consultations that discussions have been held across Queensland Government agencies about achieving improved access to linked data. This could potentially include data relating to the QPS, QT, Queensland Health and the Department of Main Roads. Obviously, privacy issues and funding arrangements would need to be resolved before meaningful progress can be made.

6.4 Organisational structure and capability to achieve strategic objectives

The QPS implemented structural changes at its senior executive level in early 2008. These changes resulted in three deputy positions reporting directly to the Commissioner:

- Deputy Chief Executive (Resource Management)
- Deputy Commissioner (Regional Operations), and
- Deputy Commissioner (Specialist Operations).

It is important to note that until March 2008, a number of work units reported directly to the Commissioner, including the Ethical Standards Command (ESC), the CMC Police Group, the Office of the QPS Solicitor, the Media and Public Affairs Branch, the Commissioner's Office (executive support and the Ministerial Liaison Officer) and the Office of the Commissioner, which includes a number of whole-of-organisation policy, planning, administrative and performance improvement branches.

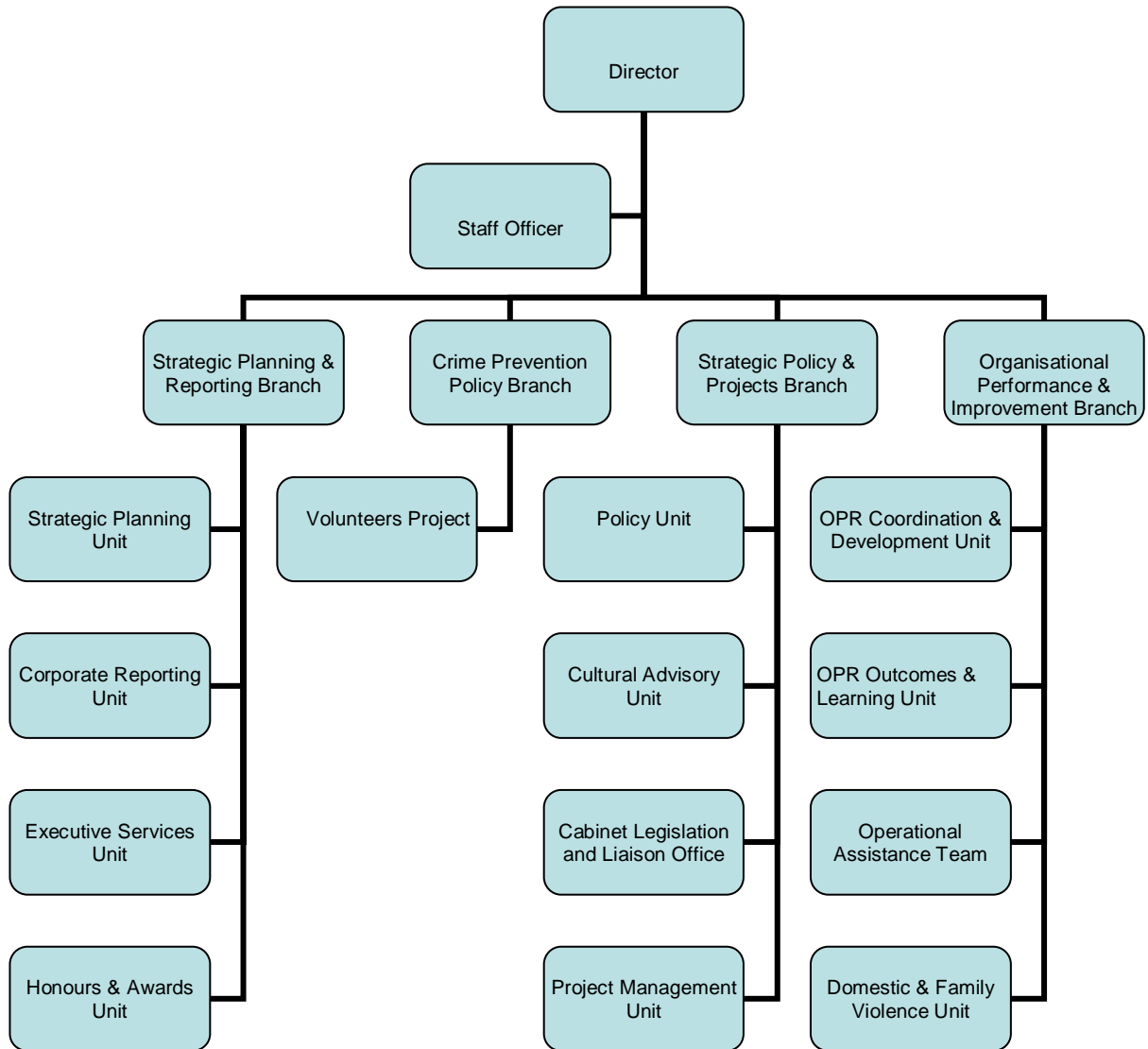
The number of direct reports to the Commissioner was high by contemporary public sector standards, and not always justified by the unique nature of policing. This situation was addressed mid-way through the Review via amendments to organisational reporting arrangements, which are detailed in Executive Direction No. 67, pursuant to section 4.8(2) (b) of the *Police Service Administration Act*, and which took effect from 20 March 2008. These amendments give the deputy Commissioner (Specialist Operations) responsibility to manage specialist operations including State Crime Operations Command and Operations Support Command and to 'assist the Commissioner by over viewing the administration of the Ethical Standards Command, Media and Public Affairs Branch, the Office of the QPS Solicitor and the Crime and Misconduct Commission Police Group'. Executive Direction No. 67 also provides for continued direct reporting to the Commissioner by these areas where appropriate or required by legislation.

A range of executive functions are undertaken within the Office of the Commissioner, including the Executive Services Unit and the Cabinet Legislation and Liaison Office (CLLO). There is benefit in consolidating these through the establishment of an Executive Services Branch which would report to the Deputy Chief Executive (Resource Management). Transferring these functions to the Deputy Chief Executive reflects the organisation-wide nature of the work activity of the two units. In the Queensland public sector, the CLLO's role is primarily one of coordination and while it must link with the policy function for the preparation of Cabinet submissions and other briefings, there should be a clear demarcation between the organisation's

policy development and analysis work, and the coordination of Cabinet documentation.

A new structure for the Office of the Commissioner has recently been implemented which, as at 1 May 2008 includes 24 police and 54 staff members (actual strength). The new structure is depicted below.

Figure 1: Structure of the Office of the Commissioner



Review consultations raised a number of issues relating to the structure and capability of the Office of the Commissioner. These issues include the need for improved coordination across the policy and legislative development cycle and the need for the organisation to build its capacity in policy development, research, analysis and forecasting. The need for improved capability in negotiating appropriate policy responses at the whole-of-government level was also identified.

Several QPS work units are involved in strategic policy-related areas, including but not limited to the Policy Unit and the Crime Prevention Policy Branch (within the Office of the Commissioner) and the Legislation Development Unit ((LDU) within the

OSC). Consultations clearly indicated that these arrangements do not support the development of cohesive, high quality public policy and advice at a strategic level.

The division of policy work across these areas has led to reduced policy coordination across the organisation. The development of legislation is a part of the broader policy development process, and the separation of the areas risks a breakdown between policy and legislative intent, leading to poor community outcomes. The structural division of policy and legislation has also undermined the cohesiveness of policy advice and the relationship between the QPS and other government departments, with stakeholders observing that the lines of responsibility between the Policy Unit and the LDU are unclear. This lack of consistent coordination has undermined the organisation's ability to present a united policy position and negotiate policy positions with other agencies.

To address these issues, it is recommended that the QPS modify its organisational structure to establish a centralised strategic policy and planning division which better reflects and delineates the corporate planning and public policy process. Consideration should be given to replacing the Office of the Commissioner with a more tightly focused Strategic Policy and Planning Division which would include separate line functions for research, planning and performance management, strategic policy development and service delivery improvement. The proposed division would include four branches. These include a research branch, a strategic planning and performance management branch, a strategic policy branch and a service delivery improvement branch.

The creation of a Strategic Policy Branch within the new division is designed to centralise the organisation's strategic policy capacity. The proposed new arrangements would see the LDU transfer across from the OSC to the new branch, to facilitate improved coordination in policy advice. Importantly, under the proposed arrangements, not all policy-related functions would be managed within the branch. Rather, only the high-level aspects of policy, and especially those with a whole-of-government focus, would be centralised. Operational aspects of policy relating to, for example, drug and alcohol and child safety would continue to be managed in other parts of the organisation but linked with the Strategic Policy Branch. On this basis, the high-level aspects of functions undertaken by the Crime Prevention Policy Branch, which is scheduled to transfer to the Crime Prevention Unit within the OSC on 1 July 2008, should remain within the proposed Strategic Policy and Planning Division. Similarly, aspects of the functions undertaken by the Domestic and Family Violence Unit, which is finalising a whole-of-government strategy to address domestic and family violence, and is currently located within the Office of the Commissioner's Organisational Performance and Improvement Branch, should be transferred to the centralised policy function. Any high-level strategic policy around other functional areas including road safety, child safety or drug and alcohol should be coordinated within the Strategic Policy Branch. Operational or lower level policy would remain in its current location. The QPS will need to develop business rules to give effect to this distinction and to ensure that any transfer of functions remains workable from the perspective of both the QPS and central agencies.

Under the new arrangements, the Office of the Commissioner's Project Management Unit would transfer to a new Service Delivery Improvement Branch within the Strategic Policy and Planning Division. The work functions of the existing unit would continue, with renewed emphasis on communicating advice across the organisation on project governance and project management methodologies.

In implementing structural change to improve the organisation's policy capability, it is timely to consider the skills profile which underpins the organisation's planning and policy areas. As noted earlier, the Review Team has found that the organisation needs additional high-level expertise in strategic planning and forecasting, including the ability to link strategic plans with well-evidenced investment decisions. This is reflected in the quality of strategic planning in areas such as ICT and assets, where links to strategic objectives and investment priorities are unclear. These tasks combine high-level skills in research and analysis, as well as specialised skills in cost benefit and quantitative analysis. Such skills may need to be built into position descriptions in order to attract suitably skilled applicants.

The organisation's planning, policy and research skills would benefit from additional capacity. The development of policy and legislation requires broad based high-level skills in research, analysis, consultation, negotiation and writing, as well as an understanding of Cabinet and parliamentary processes which are used in the policy development cycle. The QPS would benefit from reviewing its position descriptions in these areas to ensure the organisation has access to an appropriate skills mix at the right level.

As an interim measure, specialised training in strategic policy skills should be provided to staff in the LDU and Policy Unit to ensure the organisation has a strong skills base upon which to draw. Policy development is part of the QPS' core business and a targeted investment in skills development in this area will support the achievement of high quality policy outcomes in a whole of government environment.

The proposed Research Branch would have a range of functions including policing research, forecasting and modelling, workload and demand measurement and the development of demand management strategies. These functions play a key role in supporting the work of other branches in the proposed division, and especially in the area of research, where the branch will play a key role in providing up to date and comprehensive research and information support to the Strategic Policy Branch. The functions of the branch will require highly specialised skills including research, predictive modelling and statistical and other analytical ability. Some of these skills may be present in other areas of the QPS and efficiencies may be gained in moving a small number of positions from areas such as the Research and Evaluation Unit within the ESC. However, other skills may need to be brought into the organisation. In some cases the organisation may also choose to contract in particular skills for specific pieces of work. Regardless of the approach taken it will be necessary for a level of these skills to be available within the unit so that the organisation has the capacity to be an informed buyer of contractor expertise. The QPS could also consider undertaking a skills audit across the organisation to identify and better utilise its existing in-house skill sets.

The Strategic Planning and Performance Management Branch would combine the current Organisational Performance and Improvement Branch, minus the Domestic and Family Violence Unit, with the Strategic Planning Unit and the Corporate Reporting Unit. The functions would be similar but would have a stronger focus on organisational wide performance and ensuring that performance against corporate objective is analysed and reported on a quarterly basis to the SEC. There may be some need to upgrade the skills within the branch to ensure a high-level of quality outputs.

The proposed new Strategic Policy and Planning Division would be managed by a Director in the same way that the Office of the Commissioner is currently managed. Each of the four branches should be managed at the Senior Officer 1 (SO1) or equivalent level, which reflects the required work value of these positions and is comparable with similar positions in other government agencies. The realignment of functions should reduce duplication and confusion in roles, provide better internal synergies and position the organisation to achieve better negotiated policy outcomes. The structure for the proposed Strategic Policy and Planning Division is at Appendix 5. While the Commissioner may choose to use alternative titles for the division and its functional areas, these titles have been used to reflect the nature of the work to be undertaken and for ease of discussion with this report.

It is proposed that the Honours and Awards Unit be transferred from the Office of the Commissioner to within the ESC. The transfer of this function reflects the close link between honours and awards with ethical practice and professionalism. Delegations should be amended so that the Assistant Commissioner, ESC can make recommendations about honours and awards on behalf of the Commissioner.

The proposed structural enhancements will provide the QPS with a greater ability to develop and achieve the organisation's strategic agenda, including a model of service delivery which guides investment decisions.

6.5 Findings

There are aspects of QPS operations which represent national and international best practice and where the organisation has made a positive contribution to interstate police operations and international policing outcomes. Stakeholders report generally positive relationships with the QPS, especially at the local level. However, there is scope for the organisation to improve stakeholder consultation and access to research data for the benefit of public policy, sectoral knowledge and the wider community.

The QPS needs to clearly articulate a model of service delivery which can guide and inform future decisions about financial, physical and human investment and resourcing. To inform this, the organisation needs to improve its capacity for centralised planning and forecasting. At present, the organisation does not fully utilise research and evaluation capability for organisational wide issues, with a result that some high-level decisions may appear to be pre-emptive and/or lacking in supporting evidence. The quality and robustness of decision-making and resource allocation would be improved if the organisation used data and other forms of evidence more transparently.

The QPS needs to build its capability in strategic planning, policy analysis and development, demand and workforce forecasting and preparing funding proposals. Improved capability in these areas will assist the organisation, negotiate mutually beneficial outcomes with central and line agencies. The capability within the organisation to undertake high-level strategic policy development also needs to be improved. Structural changes will support improved capability, coordination and performance in these areas. It is also critical that the areas undertaking these functions are staffed by members with the requisite level of analytical and strategic policy skills and experience to ensure a quality output and the development and maintenance of effective working relationships across government.

6.6 Recommendations

2. The Commissioner, by 1 July 2009, develop a vision for future policing services which can be used as a basis for aligning plans for staffing, resourcing, ICT and other physical infrastructure.
3. The Commissioner, by 31 December 2008, adopts amended organisational structures with full implementation by 1 July 2009 which will have the effect of:
 - f) restructuring the Office of the Commissioner so its roles and functions include the strategic policy, planning and forecasting functions identified at Chapter 6 and Appendix 5
 - g) ensuring the Office of the Commissioner is staffed by people with an appropriate mix of high-level skills in strategic planning, forecasting and policy development and managed at levels commensurate with responsibility and benchmarked against similar roles across government which require such high level skills
 - h) allowing the Commissioner to determine the title of any new structures arising out of the restructure proposed in a) above, with the title to reflect the functions to be undertaken
 - i) establishing an Executive Services Branch to report to the Commissioner or one of the Deputy Chief Executives, and
 - j) transferring the Honours and Awards Unit to within the Ethical Standards Command.
4. The Commissioner, by 30 June 2009, ensure training in strategic policy skills is delivered by expert providers to staff regularly involved in strategic policy development and analysis.

7 Operational Policing Services

Operational policing is the core area of service delivery for the QPS. Section 2.3 of the PSA Act describes the functions of the Service. See Appendix 6.

In 1993 the QPS BOM defined operational and non-operational policing positions as follows:

- operational positions are those positions/functions that contribute directly to the prevention of crime, the detection or prosecution of offenders, or the preservation of public order and safety and, in doing so, are generally interactive with or visible to the public, and
- non-operational positions are those positions/functions that are not included in the operational areas.

The functional areas captured by the term operational include General Duties, Traffic Branch, Tactical Crime Squads, Child Protection Investigation Units (CPIU), Criminal Investigation Branch (CIB), Prosecutions, Scenes of Crime Officers (SOCO), investigators within SCOC and specialists within OSC (e.g. Forensics, Special Emergency Response Team, Dog Squad). Appendix 7 contains a more detailed list of the roles that come within the QPS operational and non-operational definitions.

7.1 *The expanded role of operational police*

Policing is an increasingly complex profession with responsibilities, functions and accountabilities growing substantially since the release of the Fitzgerald Inquiry Report. Fitzgerald (1989, p.185) highlighted a range of issues affecting the provision of policing services, including:

- 'Allocations are determined by reference to overall government policies, rather than by calculation of the amount needed for effective law enforcement or to achieve any particular level of performance.'
- 'The capacity of the force to take on more work is disregarded, while at the same time its role is constantly expanded.'
- 'There is usually no attention paid to its inability to cope with additional burdens without diverting resources from other tasks, and there is no attempt to allocate priorities. It seems to have been implicitly assumed that a virtually unlimited number of laws could be enacted and left to the police to enforce and that there was no need to assess the desirability of legislation by reference to other laws or the resources available for their enforcement.'

Some 20 years later, these same issues were raised to the Review Team as still being a major impediment to effective service delivery by the QPS.

Despite these generally externally driven challenges there have been advances in the delivery of operational policing over the past several decades. It is apparent that policing in Queensland has, in part through the OPR process, developed a capacity to focus policing activity on crime problem areas with positive results. There have also been significant increases in the QPS budget and number of employees over this period. Extra responsibilities have been added to the QPS with some receiving an additional resource allocation. For example, the Outlaw Motorcycle Gang (OMCG) Task Force Hydra, which is responsible for coordinating the state-wide management

of intelligence holdings on OMCG and investigating incidents that involve OMCG members, was a government commitment in the 2007-2008 budget that came with funding of \$1.3m. Similarly the introduction of drug detection dogs saw resources supplied to the QPS.

During the Review consultation process it was evident that the overwhelming majority of police officers and staff members at all levels are committed to working towards community safety and the OPR was consistently identified as a useful tool to encourage and overview the effectiveness of operational policing activities. However, it was equally clear that the QPS is challenged in meeting all demands for service in a number of areas and many police officers and staff members advised the Review that they were overloaded and unable to focus on the highest priority activities for community safety. A number of those consulted expressed a view that the QPS was increasingly expected to take on more with no, or limited, ability to negotiate or reject additional responsibilities and that the QPS, or individual members, would be held to account for any failings. This was compounded by additional administrative and data entry requirements that were impeding service delivery.

These issues are not unique to the QPS. A recent inquiry in Canada reported 'demands on the Royal Canadian Mounted Police to provide an expanding range of policing service, combined with mounting administrative requirements, have left the force increasingly unable to satisfy its obligations'. It identified that it 'continues to meet its commitments only because its members are prepared to work too long and too hard to compensate for lack of resources'.³ This reflects the position presented to the Review that in some places in Queensland it is only the dedication of police officers and staff members that allows the QPS to meet service delivery demands.

Each policing activity if considered in isolation is not of itself necessarily burdensome. Where it becomes an issue is when the capacity of the QPS to respond effectively and efficiently, while at the same time satisfying reasonable community expectations, is impeded by additional roles and responsibilities, imposed internally and externally, often without either additional resources or prioritisation of the use of existing resources. Some of the strain experienced by the QPS arises because it is resourced to provide a 24 hour, seven day a week service when other agencies are not resourced on this basis. The QPS then often takes on the role of other agencies when they are not available.

Section 2.3 part (g) of the PSA Act creates some areas of concern for the QPS. This part essentially provides for the QPS to provide services that are reasonably sought, in an emergency or otherwise, under any Act or law or the reasonable expectations of the community. What this does is create uncertainty for managers in terms of interpreting and giving effect to this part of the Act. Managers need clarity as to when it is acceptable to reject or prioritise tasks that are considered to be outside of 'core' policing business, the responsibility of another agency and/or beyond the capacity of the QPS to address at the time. This needs to be addressed through clearly documented evidence based policy and practice.

Over the years the role of operational police has been expanded through:

- legislative and policy change
- undertaking work for other agencies, and

³ RCMP Task Force Report "Rebuilding the Trust", pp. 23-24. <http://www.publicsafety.gc.ca/rcmp-grc/report-rapport-eng.aspx>

- responses to emerging social issues.

The operations of the QPS are largely dictated by legislation, consequently the efficiency of policing operations can be affected by changes in, or additions to, legislation or government policy. Fitzgerald (1989, p. 187) raised the issue of a continual and ad hoc approach to legislation and suggested 'laws must be designed to meet only those matters of legitimate major concern. Funds and resources must be allocated to the enforcement of those laws, and not dissipated on less important matters. It is futile to continue to forbid more and more conduct by laws which cannot be enforced either because of their nature or because of cost/resource considerations'. He noted that the consequence of this is available resources being spread more and more thinly.

This remains a major issue for the QPS. While in some cases the QPS or the Queensland Police Union of Employees (QPUE) has lobbied for the legislative change, in other cases, the government itself has responded to community concerns and added extra responsibilities to the organisation. In some of these cases the issues have been created by either a lack of capacity within the QPS, or despite the efforts of the organisation to influence the development of the legislation. Regardless, the outcome resulted in a subsequent significant impost on the effective delivery of operational policing services. It is acknowledged that the development of legislation relevant to the QPS can be challenging where a number of agencies are involved and where ultimately its final form will be determined by the government. However, it is critical that a balance is struck between legitimate legislative requirements and efficient policing services.

The creation and growth of the PPR Act provides a ready snapshot of the expanded legislated responsibilities placed on the QPS. When first enacted in 1997 the PPR Act contained 138 sections with two schedules. In 2008 the PPR Act now contains 864 sections with six schedules. The PPR Act provides for a range of powers and authorities that contribute to public safety some of which had never before existed in Queensland. In other cases powers found in other legislation were incorporated into the PPR Act. While the expansion of the PPR Act may be justifiable what is at issue is whether the QPS currently has the capacity to fulfil the responsibilities required by this and other additional legislation.

Specific examples of legislative change which were raised with the Review Team as effecting service delivery include:

- the Australian National Child Offender Register (ANCOR)
- 'hooning' legislation, and
- emerging legislation aimed at policing of societal dysfunction.

Some offenders who have been convicted of committing sexual or other serious offences against children must, after they are released into the community, keep police informed of certain personal details recorded on the ANCOR. There is concern that ANCOR has created an expectation within the community that police are 'managing' these offenders. The Review was advised that this has created a significant workload, particularly on CPIU's around the state with some officers being diverted to undertake a full-time role checking on offenders within their geographical area of responsibility to ensure they are complying with the requirements related to the register. As at 31 March 2008, 2661 people were recorded on the Queensland section of the ANCOR and this figure is continuing to grow.

The application of the recent 'hooning' legislation was raised as a piece of legislation with good rationale but one where the full implications of using the legislation and its impact on policing resources have not been fully considered. What was previously an enforcement process using a traffic infringement notice now requires the person to be placed before the court. The Review Team was advised that not every vehicle that could be seized is seized, as officers found the process to be very time consuming and a negative impost on their ability to respond to other calls for service. Additionally, concern was raised about the management of seized vehicles and the substantial work demands that the legislation requires not just at the time of seizure but the management of the vehicles through to disposal. Examples were provided where tow truck companies were reluctant or refused to tow and store the vehicle, as they were doubtful of being recompensed adequately for their service, particularly when the vehicle sale was unlikely to cover the cost of the tow or storage. The Review Team was advised that the process around the impounding of these vehicles involves some duplication with police needing to prepare an application for orders when they relied substantially on the same information that is presented to the court to deal with the substantive offence.

Police across the state expressed a view to the Review that there was a growing vagueness to the legislation requiring a policing role, particularly where legislation was being mooted or enacted to address societal dysfunction. The examples cited to support this included the amendments to the *Liquor Act 1992* that would regulate the supply of alcohol by parents to minors that are likely to be particularly difficult to enforce, as there is little guidance as to what is a 'reasonable' amount of alcohol to be provided by a parent. In this situation the community have an expectation of a particular outcome but it will be difficult or very resource intensive for police to enforce the legislation. It must be considered whether these types of roles are a priority for police in the current environment, whether some other agency would be more suited to enforce this legislation, or whether there are other non-legislative solutions.

Service delivery by the QPS is also affected where it is required to police according to the requirements laid down by legislation developed and administered by other government agencies. In these cases the QPS has not always had the capacity to meaningfully influence the resource impost created by the relevant Act. The *Domestic and Family Violence Protection Act 1989* was raised as a particular example in this area. The legislation is the responsibility of the Department of Communities, but the QPS provides the overwhelming majority of the government response and resources to domestic and family violence. A series of mandatory requirements are placed on the QPS that have a significant affect on operational policing. The Review was consistently advised that the management of domestic violence issues was a time consuming exercise, not so much for the time spent at the scene but more so for the subsequent administrative process.

The QPS also conducts work for other agencies, some of which detracts from the ability of the QPS to meet calls for service and other operational policing functions. The main agencies are:

- Queensland Corrective Services (QCS)
- QT
- Department of Child Safety (DChS), and
- Department of Justice and Attorney General (DJAG).

The management of prisoners was a consistent theme of concern raised to the Review across all areas of the state and has been a contentious issue for some years. Officer safety, removal of officers from rostered duties and cost were referred to as problems arising from the management of prisoners in watchhouses who have been sentenced and fall within the responsibility of QCS. This is not a new problem and the QPS has expended considerable effort in an attempt to find solutions.

QCS prisoners are regularly located in police watchhouses that service a court. Between 1 February 2008 and 2 May 2008 in the Brisbane City Watchhouse there was on any one-day a minimum number of 22 QCS prisoners and a maximum of 65, with the average being approximately 42 per day during this period. The average length of stay of QCS prisoners during this period was 6.6 days. While the QPS advises that where possible QCS prisoners and offenders in QPS custody are kept apart, this is not always possible and presents some risk to the QPS.

The Review was advised that the effect on the QPS is that police officers are often removed from general duties functions to transport ill prisoners to the hospital, wait around sometimes for many hours while the person is treated and then return the prisoner to the watchhouse. Also when the number of QCS prisoners increase (e.g. people sentenced or returned from the QCS facility to appear in court) police crews are removed from other rostered functions to guard prisoners. In addition, when a prisoner is required to appear in court for just a single day the time in police custody can extend for several days. For example even in the south-east of the state, e.g. the Gold Coast, a prisoner must be collected on day one to appear in court on day two and usually cannot be returned to the correctional facility until day three.

The transport of prisoners to and from court and jails was also raised as a heavy resource impost on the QPS that affected police ability to provide other services. Police officers, vehicles and aircraft are constantly engaged in the transport of prisoners, particularly in remote areas of the state. These costs can be significant, particularly for those areas with Indigenous communities as efforts are made to remove Indigenous prisoners as quickly as possible from small station watchhouses to 24-hour facilities.

The specific issues raised that exacerbate the management of QCS prisoners include:

- QCS facilities have set hours for accepting prisoners and will not accept prisoners later in the afternoon or early evening, the time when courts usually conclude business
- QCS facilities accept a limited number of new prisoners each day, as an assessment process is necessary
- while video conferencing is available in some correctional facilities and in some courts there is no compulsion for the equipment to be used. This results in prisoners being transported to court, sometimes for very short appearances or being transported to facilitate access to their legal advisors. There are initiatives such as the use of webcam being trialled by other jurisdictions, such as New South Wales (NSW) which could be investigated to alleviate this workload, and
- police are not trained in the extended management of prisoners nor are police watchhouses as suitable as correctional facilities to hold prisoners for extended periods. This creates a risk of harm to police officers and prisoners from other prisoners particularly in centres where there are large numbers of prisoners and poor police to prisoner ratios.

The QPS also undertakes work for QT in a number of centres around the state including driver license testing, licensing renewals and registration renewals. In Southern Region over 20 000 hours is assigned to driver licence testing for QT. The Review Team was advised that the work of staff members in some stations is predominantly QT related which negatively affects their ability to support QPS needs. Police officers in some areas also provide a vehicle inspection service regarding surrogate vehicle identification particulars. In addition, while ordinary traffic infringement notices are processed by QT the QPS processes camera-detected offences.

While police have responsibilities under the *Child Protection Act 1999*, the Review Team was advised that multiple notifications were regularly made by the DChS, which also has responsibilities under the Act, late in the afternoon particularly on a Friday when departmental staff were no longer available. Police identified that there are mandatory alerts to the DChS in the case of children at risk from domestic violence situations. It was suggested that DChS does not always follow up on these alerts and the QPS is left to deal with the matters. However, DChS suggest that this policy is misguided in terms of what can be achieved by a referral. DChS also identified the sometimes detrimental consequences to the department by QPS policy practices or changes, sometimes with little notice. One example was the requirement for missing person reports for young people who repeatedly abscond to be made in person by DChS staff rather than by telephone, particularly where the majority of details are already on file.

There are also a number of roles undertaken on behalf of the DJAG. The Review was advised that police are regularly called upon to guard juries overnight with police being advised as late as 7pm on the night. This demand can only be met by taking police officers from operational policing duties. In the case of the Brisbane superior courts the juries can also be sequestered in places some distance away (e.g. Ipswich, Gold Coast, and the Sunshine Coast depending on the availability of accommodation). This presents problems, particularly on a Friday night in Brisbane Central Business District (CBD) where an increased policing presence is critical to the safety of the patrons of the city nightlife. In many centres around the state police are also required to perform court orderly roles, often with minimal notice and necessitating the removal of police officers from operational roles.

The Review was advised that there is limited collaboration between the QPS and magistrates and judges. This creates challenges for both sides with police officers advising the Review that court practices often create workload and service delivery impediments. On the other side the Review was advised that the QPS often has delays in providing briefs of evidence to the defence which results in the defence not having the evidence to adequately advise the defendant on an appropriate plea and the court having to continually adjourn matters. It was suggested that the QPS would benefit from examining the NSW approach where the Office of the Director of Public Prosecutions advises the police whether the charge is appropriate. This has the effect of reducing 'overcharging' of offenders, requires a short turn around for the production of briefs of evidence and avoids the production of full briefs of evidence needlessly.

The incidence of mental health issues within the community is placing significant pressures on a number of service providers, including the QPS. In the areas covered by the ESCORT computer aided despatch (CAD) system (Brisbane, Cairns, Townsville, Logan and the Gold Coast) there were 38 376 mental health related jobs

attended to by police between January 2005 and April 2008. This is an average of 959 mental health jobs per month in these areas. Despite the progress made in managing this issue by the QPS, in conjunction with Queensland Health and the Queensland Ambulance Service (QAS), there were still concerns raised to the Review about the affect on operational policing.

The issues raised by police in relation to this are that police are required to respond and return a patient to health services care but often find that patients are almost immediately released again. They are also required to transport patients long distances, for example from north Brisbane to the Gold Coast and Toowoomba. In addition, the effect this has on police service delivery is compounded by the fact that there is no higher priority placed on patients accompanied by police officers through the health system, resulting in police sitting around in hospitals guarding people who are actually Queensland Health patients. There were also concerns raised with respect to mental health incidents where, in some places, QAS officers will not attend mental health matters until police attend the scene to ensure the safety of their officers.

Services provided by the QPS on behalf of other government agencies are currently being reviewed by the QPS in order to identify potential expanded fee for service arrangements or other alternative service delivery strategies to bring about increased service delivery efficiencies. While it has been recognised as an issue the QPS has not to date been able to quantify the extent of the issue.

7.2 Administrative and other workload

High volume, laborious and duplicated administrative work was a consistent concern raised during consultations. Policing inevitably requires administration to satisfy accountability as well as internal and external demands for information. Currently ensuring efficient administrative outputs is complicated by disparate legacy information technology systems and handwritten record systems.

Over time the QPS and government have made some efforts to address administrative burdens, including introducing the Self Enforcing Ticketable Offence Notice System allowing some traffic offences to be dealt with by the automatic issuing of fines, the introduction of the Notice to Appear as an alternative to arrest or complaints and summons and amending the Oath of Service on statements to no longer require a signature in the presence of a Justice of the Peace. However, it appears that these developments are not the result of a systematic approach to improving efficiency in all QPS business processes.

A number of police officers advised the Review that they were often preoccupied with administration tasks which diverted them from work that tangibly contributed to community safety. This burden was reportedly the result of:

- duplication of data recording
- input of data to QPRIME
- collection of data, and
- additional roles

The Review was advised that there was considerable duplication in the recording of data across a range of policing activities. While there are undoubtedly occasions

when the repeated recording of information is necessary and unavoidable, examples were provided to the Review where there was a degree of duplication including:

- traffic crashes require a notebook entry, completion of a six page handwritten form, entry into QPRIME of the same information that is on the form and a breach report if an offence is detected
- reporting crime requires police to complete an incident report in handwritten form and then make a telephone call to the Police Assistance Centre (PAC) to have the same information entered onto the QPRIME system
- investigations into child abuse can require the same information to be provided three times through a PAC report onto QPRIME, Notification to the DChS and a Suspected Child Abuse and Neglect referral
- general duties crew may record an event in their notebook, patrol log, computer log at the station, on a Significant Event message as well as any other data entry requirements such as QPRIME, and
- it was suggested that the extensive recording of detectives' activities via daily occurrence sheets, work performance sheets and ICT systems negated the need to write duplicate handwritten entries into a diary.

While QPRIME has gone some way to alleviating the issue of duplication through the consolidation of legacy systems there are still opportunities for improvement within the organisation. In addition, the Review was consistently advised by police and staff members at all levels around the state that data entry onto QPRIME created significant burdens. It should be noted that generally police were complimentary of the benefits they are realising from the data that can be extracted from QPRIME. However, the concerns raised included that:

- data entry took too long (e.g. street checks were quoted as taking from between 10 to 20 minutes depending on the circumstances)
- the system is not intuitive and allows users to progress even if errors are made. This has resulted in large numbers of 'exceptions' being generated, requiring officers to be taken 'off the road' to rectify the defects
- traffic crashes were identified as being a very involved and detailed data entry process. The Review was quoted times of up to three hours to fulfil data entry aside from the time for investigation and the subsequent management of tasks
- domestic violence matters could reportedly take between one and two hours of data entry
- completion of reporting requirements regarding dead bodies were described as taking up to four hours data entry
- QPRIME has resulted in many police officers adopting a practice of going to a job and immediately returning to the station to call the occurrence to PAC or undertake the data entry before going to the next job. This means that there can be a limited visible police presence in the community at any time, and
- shift supervisors are reportedly undertaking more time managing tasks associated with QPRIME and less time supporting and managing members.

It was identified that the successful users of QPRIME around the world do so using data entry staff. The QPS was not funded for this and consequently struggles as a result.

The Review was also informed that a considerable amount of police work relates to the collection of data, which in some cases appears to have its main audience as

insurance companies. In the case of lost property many people would appear to only report the matter to police because they are required to obtain a police occurrence number for their insurance company.

Traffic crashes were consistently identified as one reporting requirement that demanded a substantial amount of police time and resources. The *Transport Operations (Road Use Management) Act 1995* and the *Motor Accident Insurance Act 1994* requires people involved in accidents to report the incident to police in a range of circumstances. In the years 2002 to 2006 inclusive, the QPS reported 102 522 traffic crashes, under five categories reflecting the severity of the crash.

In some cases the data collected would appear to have no clear discernable benefit to enforcement or road safety issues. For example, information is collected on whether the vehicle had communication devices, window tint, a bullbar or cruise control. While there may be benefits in the acquisition of this information, the driver of traffic crash data collection by the QPS should be to assist in road safety or enforcement and not the convenience of external bodies such as insurance companies. An objective assessment should be undertaken to assess whether it is the best use of a police officer's time to record such detailed information for every reported crash and in what situations the benefits to the community outweigh the costs. In addition to externally imposed requirements new and existing internally generated systems and processes should undergo a cost benefit analysis, including a full assessment of the associated business processes.

The other area of concern was the manual compilation of statistics. This is particularly evident during Christmas holiday periods where police across the state report on traffic related matters. The QPS has advised the Review that it is anticipated that the forthcoming Intelligent Traffic Enforcement System may go some way to addressing the data collection burdens in this area.

The QPS itself requires some operational staff to undertake work that while important and supported by staff as needing to be done, can affect their capacity to deliver services. In many cases, the role is in addition to existing responsibilities, with the exception of some large stations. These include:

- the recruiting officer role across districts/stations
- the Domestic Violence Liaison Officer
- covering or participating in selection panels
- operational training within the 'train the trainer' model
- the devolution of responsibility to manage low-level discipline matters by Officers in Charge under Project Verity, and
- the management of tasks under the new QPRIME system where some operational police officers, usually sergeants, have been removed from core duties to undertake the full-time management of tasks.

While there may always be some degree of administrative burden or duplication of reporting, the QPS needs to ensure that a balance exists between the need to record and collect information for accountability or other purposes and the burden driven by inefficient business processes.

7.3 Responding to demands for service

The QPS has a range of service delivery methods and responses whose complexity and intensity are dependent on the incident. A minor street disturbance may involve a response from a single general duties crew while a homicide will require a comprehensive response involving a breadth of policing functions. Policing responses can also incorporate reactive policing, problem solving and preventative strategies. However, when police are, in the vernacular of operational police 'going from job to job', it is not possible to constructively undertake preventative and problem-solving work and managers reported to the Review that they sometimes struggle to ensure that police are available to attend high priority jobs in a timely way. Consequently, the Review was advised that the ability for police to undertake preventative work for community safety can be limited in the current environment.

It is apparent that the QPS currently lacks a capacity to comprehensively measure, identify and consequently plan for all demands for service. Addressing this deficiency is the starting point for improving operational policing and ultimately service delivery.

7.3.1 The meaning of demand for service

Demand for service incorporates calls for service and all other responses required of operational police and staff members whether generated externally or internally. There is no single definition of calls for service but it is generally considered to include contacts made directly to the QPS via telephone. It would be useful for the QPS to develop a consistent definition of a call for service and ensure processes are developed to accurately record the volume of these calls. However, measurement of calls for service alone will not give a full picture of the demands for service on the QPS. Other demands for service include matters that may be detected as part of police activities, for example when a police patrol comes upon a traffic crash. People reporting crime or incidents at police station counters are demands for service that are not always captured in calls for service data. Demand may also include policing major events. The administrative processes associated with all these jobs are also part of the measurement of demand for service. Demand for service on operational members includes additional duties such as discipline investigations and training responsibilities. Local managers, while not having access to quantified demands for service, are generally cognisant of peak demand periods and roster accordingly where they can.

The demand for service extends beyond the general duties officers who are usually the first response officers. There are downstream operational policing resources that are engaged on a needs basis. For example, in a serious assault it is likely that a general duties crew will initially respond, criminal investigators from either the CIB or CPIU may provide support and SOCOs may attend to gather evidence. At a later stage prosecutors may present the matter before the court.

Demands for service can also be considered to be broader than the reactive policing aspect of responding to calls for service. The community has an expectation that police will conduct targeted patrols as part of its preventative policing strategies.

7.3.2 How demand for services are met

The primary demand for service for operational police develops from a call for service and the way these are managed varies across the state. There are 23 dedicated police communication centres using one of two types of CAD systems (ESCORT or Incident Management System (IMS)), both of which are considered by the QPS to be in need of urgent updating. Each communication centre receives calls for service across a number of police divisions or districts. Where communication centres do not manage calls for service, such as in the remote localities, calls for service are managed at the station level or diverted when the station is not occupied. Consequently there is no one system that can definitively describe the total calls for service received by the QPS.

When calls are received the required response is assessed and coded according to four categories of priority:

- code 1 - very urgent matters when danger to human life is imminent
- code 2 - urgent matters involving injury or present threat of injury to a person or property
- code 3 - routine matters, or
- code 4 - negotiated response, involving the caller agreeing to an alternative method of response including attending at a police station to report the matter or for police to attend at a later time.

The QPS has supplemented this approach with the adoption of the Priority Policing Policy that is designed to facilitate timely and appropriate responses, particularly to the highest priority calls for service. This policy requires tasking officers receiving details of calls for policing services to determine whether the call relates to a threat to personal safety or property security and whether it is a known threat, a potential threat or a perceived threat. Tasking officers must then ensure that organisational boundaries do not impede an appropriate and timely response; this may include requesting crews other than first response officers and those in neighbouring areas to respond.

While it is not possible to quantify the total calls for service in Queensland the Table 5 below provides a picture of the overall growth in jobs entered onto the ESCORT CAD system in five communication centres between 2003 and 2007. It should be noted that calls received and jobs entered into CAD do not correlate precisely as not every call results in an entry for a police crew to attend to a job.

Table 5: Jobs recorded on ESCORT CAD

Location	2003	2004	2005	2006	2007	% change
Brisbane	241 688	257 846	240 534	232 971	234 368	-3.03%
Broadbeach	83 488	87 165	91 847	97 641	101 106	21.10%
Logan	67 834	68 781	67 418	66 546	73 759	8.73%
Cairns	56 278	57 283	60 778	62 555	64 491	14.59%
Townsville	87 350	85 852	89 271	98 299	102 574	17.43%
Total	538 641	558 931	551 853	560 018	578 305	7.36%

The entries made onto CAD within the Brisbane Police Communications Centre (PCC) reduced in 2005 as a result of a number of policy changes and the introduction by Telstra of an Interactive Voice Response (IVR) system into their '000'

call-handling procedures. The IVR system stopped the automatic forwarding of calls to '000' where the caller failed to respond to the operator.

During the Review consultations a number of officers stated that calls for service had increased but there had been little change in the number of car crews available for over a decade. In addition, officers in many centres advised the Review Team that calls for service are almost always outstanding from previous shifts when they commence work. It was suggested that it was a regular event on a Monday morning to take calls from members of the community complaining about the lack of or delay in police response. Further, it was suggested that some members of the community become disenchanted and no longer bother to call police to report incidents or minor crime. Some officers themselves suggested that they did not report minor matters because they believed there was little chance of a timely police response. This presents an additional risk in that if no report is taken, crime and other statistics are not providing an accurate picture of what is happening in the community and masks true demand. Studies in the United Kingdom have suggested that up to 70-80 per cent of assaults, and even more for minor thefts, are not reported to police.

The PCC has a job code 'Police Resource Not Available' (PRNA) which is assigned when an attempt was made to allocate the task to a police crew within the responsible area, but no resource was available for immediate tasking. The responsible area may include police from neighbouring police divisions. Jobs designated with a PRNA entry are held in the communications coordinators CAD queue. As an example, in the week of Monday 24 March to Sunday 30 March 2008 there were a total of 1238 jobs listed as PRNA out of a total of 4362 jobs entered onto the CAD system for the Metropolitan South and Metropolitan North Regions. This equates to an average of 28.38 per cent of jobs. One hundred and twenty were code 2 jobs, 1112 were code 3 jobs and six were code 4 jobs. The job is eventually allocated when a police crew becomes available. Members of the PCC advised the Review that a local police crew attends all jobs as soon as possible unless the informant cancels the job or a negotiated response is arranged. The PRNA coding enables the PCC and local police managers to identify what percentage of calls for service are not immediately taskable within their areas of responsibility. It has no relevance to the number of jobs not attended by police crews but allows an insight into the volume of jobs that are in excess of the workload capacity of the rostered police crews.

The structuring of the QPS into regions and districts allows for diverse service delivery models recognising the vast differences between the Brisbane CBD and remote divisions like Boulia. In the more heavily populated centres and in particular South-east Queensland there was evidence of some restrictions to deployments as a result of boundaries. While the Priority Policing Policy breaks down QPS boundaries to ensure that a policing response is delivered to urgent matters the Review Team believes that opportunities exist to realise increased economies of scale through a revised operational policing model in the larger centres of the state. During consultations some officers stated that the ongoing construction of police stations in the larger centres further embedded boundary driven models of policing and each station required management and administrative roles that do not directly service the community. While the Review does not advocate the closure of specific stations without a case-by-case analysis there is a requirement to consider a service delivery approach that is responsive to larger geographical areas of responsibility. As Queensland's population grows, new police stations will need to be constructed and

others closed but this should be as a result of an assessment of need within a comprehensive operational policing strategy.

7.3.3 Workload measurement

Currently the QPS has no system at the corporate level to accurately identify and define the totality of operational policing work demands including volume of demand or the time and resources required to meet the demand from the beginning to the end of the relevant processes. Additionally the QPS cannot define each task and the associated end-to-end business processes for each functional role. Consequently the ability to systematically identify efficiency improvements and resource requirements is limited. It is acknowledged that there are a small number of specific projects where the QPS has been able to quantify workload demands but these are not a system wide approach. For example, in the development of the operational policing program the QPS identified and documented steps involved in the relevant QPRIME operational policing tasks across 27 areas. While this exercise was limited to identifying steps which informed the development of information technology applications it does demonstrate some ability to undertake this work within the QPS.

Despite this, the QPS at present cannot precisely inform itself, government and those seeking its services of the totality of demands for service and any gaps between demand and response. As a result the QPS does not always have the evidence base to determine different responses including prioritising work, developing a comprehensive and holistic suite of efficient strategies to address those matters that are of most concern to the community and to accurately assess resource requirements. It also detracts from its ability to identify the effects and resource implications of new or modifications to government policy or legislation. This poses a risk that the QPS will continue to have more roles and responsibilities placed upon the organisation that cannot be effectively met and risks community dissatisfaction at a lack of response.

While the OPR process indicates that the QPS is interested in measurement and performance, the ability to record workload is subject to disparate performance recording processes and systems, including hand written patrol logs, QPRIME, and CAD systems. These systems are not integrated which makes it difficult to gather information that can inform operational policing planning. The State-wide Activity Survey (SWAS) offers some information but as it was developed to measure outputs at a high-level rather than activities at a lower level it does not meaningfully contribute to the operational policing planning process. The Review Team was advised that SWAS is currently conducted at too high a level of functional aggregation to deliver the level of information needed to measure demand for service.

The QPS measures work performance to some degree and reports on this at a high-level through the Annual Statistical Review and the Annual Report. Additionally, the performance of police districts is measured during the OPR process. However measurement of performance is not the same as measuring work demand.

There are areas of the QPS that have more detailed tools that allow performance and work demand to be identified. PICTURE (formerly known as SRMP) had its genesis in 1990 and it reportedly provides very detailed information on the entirety of the role of a work unit and individual officers. It is understood it is now only used in some

areas of the South-eastern Region. While some officers support the tool others suggest that it is very demanding in terms of data entry requirements.

In January 2005 the QPS Forensic Services received accreditation from the NATA Australia. This achievement involved the implementation and the ongoing maintenance of strict standards. A comprehensive Forensic Services Quality System was developed and implemented to enable the accreditation to be received and maintained. The quality system aims to ensure that forensic officers are adequately housed, equipped and trained to provide the best possible support service to operational police. This involves constant review of performance and the return on investment received from various forensic methodologies, equipment and procedures. It also focuses on seeking and responding to client (investigating police) feedback in relation to the level of service provided.

A key tool in assessing performance, as well as managing case information, is the Forensic Register. This information management system was developed by members of the QPS to meet the specific needs of Forensic Services. It allows the monitoring of the activities of all forensic officers (approximately 400 distributed over 31 sites) at all times. It records all case information, including digital scene images, allows for remote auditing of administrative accreditation requirements, time spent travelling, processing crime scenes, preparing statements/reports and attending court. This new approach is facilitated by wireless in-the-field technologies which deliver timeliness and a range of other efficiencies.

The Forensic Register also has a statistics package that provides instantaneous information regarding performance measures such as the rate of latent fingerprint development and identification, the collection of samples for DNA analysis and the comparative work performance of regional and district work units, and of individual officers. The Forensic Register is under continual development by the Forensic Technologies Co-ordinator, adding features to reduce the administrative burden on forensic officers and enhancing efficiency. The Forensic Register also has an interface with Queensland Health and QPRIME. It has been commercialised and is currently in use with Tasmania Police and is in the process of being acquired by the South Australian and Western Australian Police.

While the QPS has demonstrated that it can measure workload for a specific functional area, it must work towards a system that enables work demands and responses to be comprehensively measured across its total operational policing role. Where possible this needs to be undertaken without necessitating additional reporting requirements over and above those undertaken as part of the business process. While it is acknowledged that systems and processes may need to be established or integrated which may be costly and take time it is still essential that the QPS work towards this goal. In the interim the QPS should develop and implement a methodology to effectively quantify and assess all levels of work demands and the commensurate business processes associated with these for all work units to inform future planning. This approach may involve a point in time diagnostic tool, used on a sampling basis. It may also be necessary to have tasks and the associated processes developed in general terms for regional peculiarities, as work units such as general duties will have variances between geographical areas.

Managers cannot effectively manage what they cannot measure. Knowledge by senior managers of complete work demand will, aside from improved service

delivery, allow for the effective management of risks, challenges, inefficient and or ineffective practices rather than by crisis management or exception.

7.4 Management of demand

The operational policing function is complex, with one function of policing usually integrated with many others. Consequently for this Review to suggest specific changes to specific problems risks addressing symptoms and not root causes. Significant change should be managed as part of a whole-of-system improvement. The key issue is that the QPS would benefit from knowing what the demands are on its broad range of services and effectively and efficiently managing those demands.

Effective demand management will allow the organisation to strike a balance between reactive, preventative and problem-solving policing strategies as well as ensuring the QPS has the administrative and other supports available to sustain these strategies. It will allow more efficient employment of police and staff members' time, assist in alleviating the risk of unmet demand or continual requests for more staff and improve the quality of life for police and staff members who in many places are currently caught in a spiral of reactive responses. Such an approach would better position the QPS to ensure that plans and shift objectives drive operational police activities rather than a focus on reactive policing.

The QPS has undertaken improvements in some areas to manage work demands. Some have involved change in policies and practices and others relate to specific activities including the:

- prioritisation of job codes for calls for QPS
- Mental Health Intervention Project
- repeat calls for service strategies, and
- policy to manage drive offs from petrol stations.

The recently introduced Priority Policing Policy was introduced to ensure that priority demand was addressed in a timely way and not lost in the barrage of incoming calls for service.

In the 2007-2008 Budget, output funding of \$46.7 million was provided over four years for the establishment of a police contact centre to enhance delivery of police services to the community. This centre, PoliceLink, is intended to provide an alternative point-of-contact for people wishing to contact the QPS for non-urgent matters that do not require police attendance as a response. It is intended that this will assist in improving crime and incident management by reducing response times for those matters that do require police to attend. The QPS has commenced developing suitable scripts for use in PoliceLink, which embody a range of new business rules specifically developed for this new response management environment. Importantly, in developing this work the QPS has incorporated the learning from other jurisdictions such as NSW which have operated centralised call centres now for some time. It is anticipated that the efforts of the QPS in establishing PoliceLink will realise increased efficiencies in the management of demand for policing services.

These responses are largely about managing a first response to calls for service, which would appear to be increasing. Other areas of the organisation including SCOC, State Traffic Task Force and SERT have sophisticated case management

arrangements in place to determine and prioritise their responses. This stance also needs to be adopted for frontline policing.

There are essentially three steps available to the organisation to manage demands for service which should be addressed in the following priority order:

1. determine different responses dependent on the nature of the demand
2. attend to each activity more efficiently, or
3. apply more resources.

7.4.1 Determine responses to demand

It is clearly not sustainable for police to respond to all calls for service by sending a police car on every occasion. It would be preferable for police attendance in response to a demand for service to range on a scale from critical, important, 'if possible', to no attendance. This would be based on the type of incident and the criticality of the response required. The QPS would need to undertake an analysis to determine those activities that will definitely require police attendance either immediately or within a very short period of time (critical and important categories and responded to in that order), may get police attendance depending on the availability of resources (the if possible category) and those incidents or calls where police will not attend but an alternative response, such as taking a report over the phone is provided. This screening of responses would be supplemented by a further screening process after the taking of a report of an incident where the QPS could apply an assessment process to determine follow up action (e.g. a crime manager assessing the response to a crime complaint). QPRIME has a semi-automated screening process which could be used as a basis for this.

To some degree the QPS has started this process by implementing the Priority Policing Policy, having a capacity for a negotiated response and the development of the planned PoliceLink facility. The QPS, however, needs to develop a scale of service delivery to plan and document how it will respond to all demands for service. Having determined at the strategic level the scale of service delivery, the QPS must develop an evidence based screening methodology which provides more detailed criteria to enable call takers and later police managers to determine which of the four response types is appropriate. This evidence based approach will allow the QPS to justify to the community and other stakeholders that the response is appropriate and can be substantiated as the proper response in the circumstances.

7.4.2 Ensure efficiency of each activity

At the same time the QPS must refine systems, processes, policies and practices to ensure no unnecessary administrative or other impediments exist to hinder the efficient delivery of services. In respect to external imposts, the QPS must enhance its capacity to proactively inform government and other agencies of the legislative and policy change effect on efficient use of police resources.

Some officers suggested to the Review that enterprise bargaining and in particular the operational shift allowance arrangements inhibit flexible service delivery. The reasoning behind this was that the highest calls for service are recorded on Saturday and Sunday, however the number of rostered staff on these days does not necessarily reflect the likely workload demand. It was suggested that this was a result of the need to ensure equity of shift rostering arrangements as required by the enterprise bargain. The Review Team is not in possession of sufficient evidence to

make a determination on this issue however it was raised sufficiently often to warrant further consideration by the QPS as an area of potential improvement.

The QPS has already identified that the efficient deployment of police officers could be enhanced by the use of contemporary technologies. This would include the updating of the CAD system and a move to mobile data. Subject to the type of technology implemented, mobile data has the potential to increase efficiencies by allowing police officers to conduct data access and entry when mobile. The Review was advised that in South-east Queensland, radio traffic is often so busy at peak times that it is difficult to get on the radio to request the communications centre operator to conduct computer checks of people, vehicles or addresses. The assignment of jobs using mobile data would also enhance service delivery particularly if combined with automatic vehicle locating technology to inform communications centres of the location of police resources. While mobile data solutions have a clear potential to allow the realisation of efficiencies it is an expensive option that needs to be prioritised in terms of both police and government funding availability.

7.4.3 Consideration of resourcing

As a consequence of Queensland's continued population growth and the expansion of police responsibilities the need for more resources will continue. However, the QPS will increasingly need to justify the requirement for those resources to government and demonstrate that in the first instance it has considered all other options for the best use of resources to meet growing demand. These options include firstly determining different responses, secondly ensuring efficiency and lastly the appropriate redeployment of existing resources. Finally, before seeking additional resources the QPS must identify the resources it currently has to undertake particular roles or activities and any gap between that and the resources it requires to efficiently and effectively meet the demands for service. A request for more resources without a clear evidence base is not sustainable in the future. It is acknowledged that currently the QPS is not resourced on the basis of workload demand but rather on maintaining a police to population ratio consistent with or better than the national average.

7.5 Future responses

7.5.1 Establishing capacity to measure and respond to demand

The first step towards managing demand is for the organisation to know the entirety of the demands for service and to understand the necessary inputs for all parts of the business processes for all tasks. Currently the QPS cannot comprehensively identify all demands for service or the associated business processes. It is therefore not well positioned to manage future challenges in terms of service demand. The starting point for the QPS is to rectify this deficiency in knowledge.

The QPS does not currently have any area charged with the responsibility for workload measurement and development of demand management strategies. Consequently the Review has recommended that a unit should be established within the proposed Strategic Policy and Planning Division with this responsibility. This is a priority area for the QPS. In doing this it is essential that the QPS resources the area with people who have the requisite high-level analytical skills to ensure that the methodology and outputs are evidence based and capable of providing accurate, objective input to planning and resourcing decisions. These skilled staff members

should be supported by a small number of police officers with current operational experience who could use that expertise to inform the outputs of the area.

The focus of the area would be to enable the QPS to apply the three steps to manage demands for service by:

- identifying all demands for policing services, in terms of the quantum and type
- monitoring trends in relation to workload demands
- being cognisant of the Scale of Service Delivery and the Continuum of Service Delivery to develop potential operational policing systems, processes, policies and structures to respond to all aspects of those demands
- optimising systems, processes, policies and structures to ensure they meet both QPS and service recipient/stakeholder needs
- conducting trials to ensure that the process/es are feasible and effective
- upon proof, transfer the process to the operational policing environment
- identifying opportunities for legislative change to enhance efficiency, and
- having exhausted other options identify if additional resources may be necessary.

All new policy, legislative or work change should also be informed by the evidence developed through the measurement of service demand. This would include using this evidence to inform the organisation and other agencies of the potential effect on QPS service delivery. This will ensure effective integration with existing business processes and that any effects on existing responsibilities or resource availability are identified prior to implementation.

This work would complement the OPR Unit but be the 'front-end' to the development of quality performance practices and processes. The work would be undertaken in close collaboration with responsible service delivery and operational policy areas across the QPS.

More specifically the work would include:

- establishing appropriate definitions including for calls for service
- quantification and analysis of work and workload
- analysis of business processes
- identification of the capacity to fulfil demands for service
- analysis and identification of any gaps, risks or challenges
- identification of opportunities for changes to systems and processes to enhance efficiency
- provide an evidence base for resourcing decisions
- over time developing an ability to contribute to the analysis of proposed legislation or policies relevant to the QPS
- documenting business processes reviewed including decisions to change or not change, and
- informing QPS senior management of options to apply different responses to demands for service, undertake activities more efficiently and if necessary resource requirements.

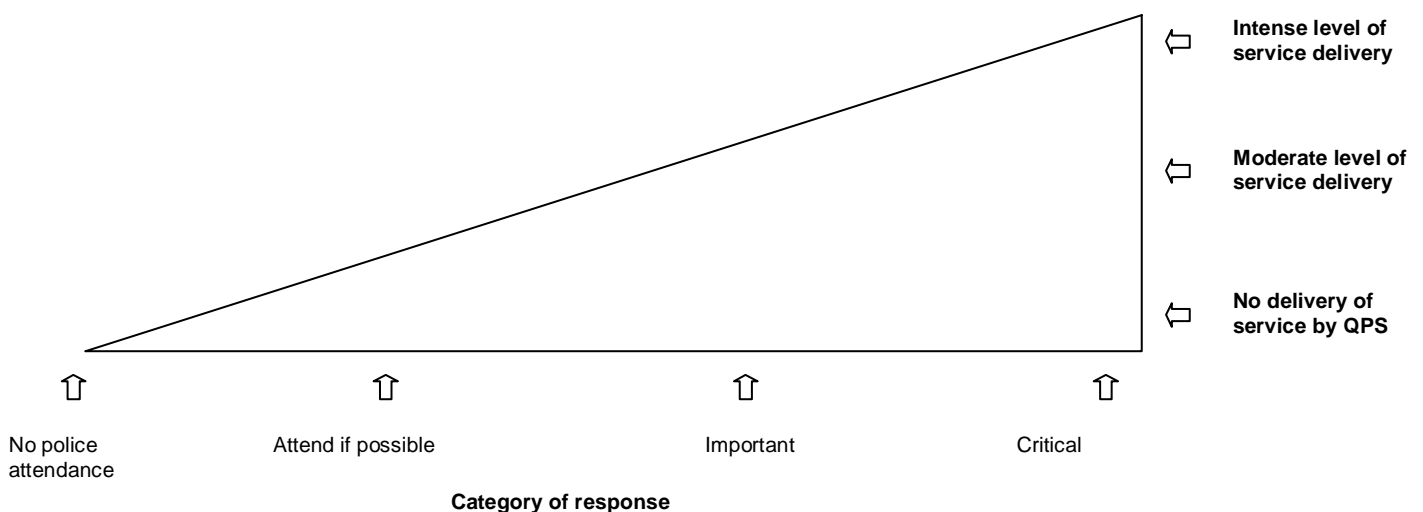
Evidence based approaches may not always result in the QPS achieving its desired outcome as a result of other legitimate government priorities. However, the QPS will

benefit by the development of the capacity for continuous systematic review of legislation, policy procedures, and practices to ensure efficiency and effectiveness and ultimately to be able to provide government with evidence based advice when making decisions which affect policing services. The proactive development of evidenced positions should assist the QPS engender support from other stakeholders (i.e. central agencies) and/or defend its existing position.

7.5.2 Establishing alternative response methods

Currently for a wide range of occurrences the QPS adopts a consistent method of service delivery (i.e. initially sending a general duties crew). Calls for service are currently prioritised and resources allocated accordingly and this will mature with the establishment of PoliceLink. However, the opportunity exists for the establishment of broader alternative response methods that complement and extend beyond existing service delivery methods and PoliceLink. A suggested approach to effectively meeting demand could best be described as having a scale of service delivery. The scale of service delivery by the QPS should primarily be based on keeping the community safe. It should be predicated on making police officers, those members of the QPS with the training and the powers to enforce the law, readily available to prevent offences and as necessary to respond in a timely fashion to incidents that are assessed as requiring the potential use of police powers.

Figure 2: Scale of service delivery



As much as possible the collection of information should be undertaken by means other than by police officers except where necessary. This could either be through PoliceLink or the use of operational staff members. The scale of service delivery would also influence the timeliness of the QPS response. It would complement a Continuum of Service Delivery model. An approach like this would allow the efficient use of public funding to achieve community outcomes. It would be useful, where strategies are implemented that 'free up' police officers, for the QPS to develop and implement operational strategies to ensure effective use of that time in preventative and problem solving activities.

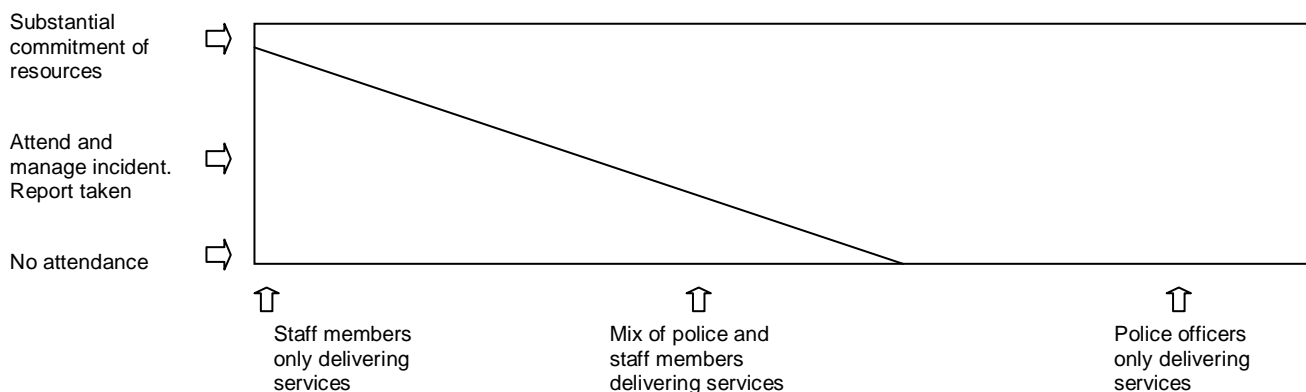
Determinates in the scale of service delivery could include whether it is necessary for the QPS to deliver the service and, if it is necessary, how much should be delivered and in which way. It is not an all or nothing proposition. For particular matters there should be an assessment of the degree of QPS' service delivery response. To

illustrate this approach to service delivery two potential scenario types, responses to traffic crashes and responses to offences related to a dwelling have been described in more detail in Appendix 8.

It is also not sustainable for highly trained police officers to undertake all work in responding to community needs and as a result there is scope for the QPS to prioritise the work that police officers undertake. The basis for this would be to generate capacity for police officers to attend to the highest priority reactive, preventative and problem-solving work. There is scope to examine other delivery methods that do not require the use of police officers.

This approach can be depicted as a continuum of operational policing response with the QPS determining the degree of police officer involvement as opposed to staff member or operational staff member. This is represented graphically in Figure 3 below.

Figure 3: Continuum of operational policing service delivery



A Continuum of Service Delivery would allow the QPS to determine how it would apply its resources, in particular its people to each demand for service. It could be used to develop specific roles and strategies to complement an enhanced operational policing model. Some services could be undertaken entirely by operational staff members, others could be undertaken entirely by police officers while others could be a combination of both. Recognising the continued growth in demand for policing services the QPS must establish alternative processes for dealing with non-urgent matters and matters that do not require a police officer to undertake the work (see Chapter 8). For example, suitably trained operational staff members could attend crime scenes and take reports for 'cold' matters which could include reported incidents where there is no risk and the offender is not present, and may include break and enter, wilful damage and stealing offences as well as those less complex occurrences such as found property. This would release police for more complex tasks that require an immediate response, usually requiring the use of police powers. The continuum of service delivery is illustrated by exploring a scenario example related to offences related to a dwelling in Appendix 9.

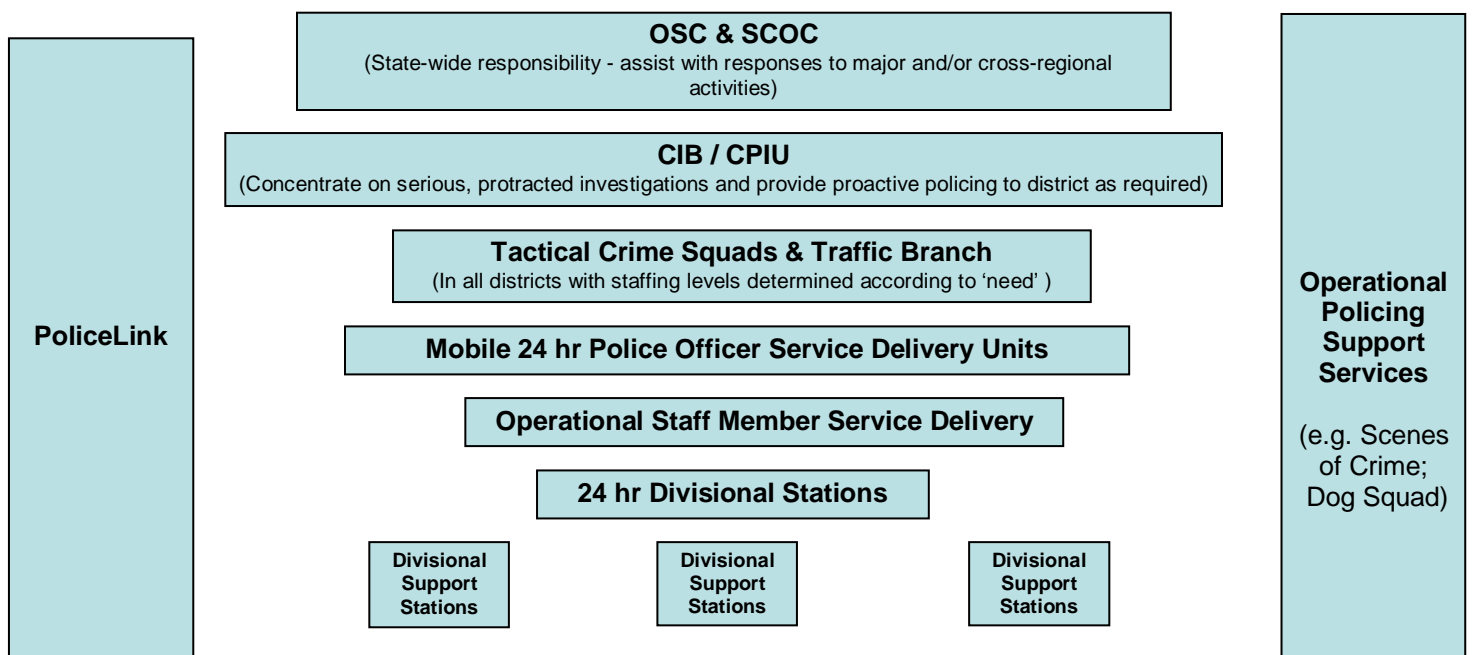
An additional way of improving service delivery would be to have more flexible service delivery capacity in the larger centres of the state. This was raised to the Review as a way to address growth areas without resorting to expensive infrastructure responses. Placement of large, or even small, police stations on expensive real estate needs to be rethought. There should be no impediment to

placing police response capability in alternative areas provided there is a more mobile aspect to service delivery. This would also lead to less reliance on boundary driven models of policing such as divisions and districts. A more flexible mobile response would allow more efficient use of available resources that are not so constricted by boundaries. It would reduce the need for continual building of police stations or beats and would allow a more dynamic policing response according to need.

While the Review does not propose a particular operating model that must be adopted by the QPS the following model (Figure 4) outlines a potential operational policing model which would enable police to more effectively and flexibly respond to calls for service while enhancing their capacity to conduct preventative and problem-solving activities.

It is noted that some police believe that the Fitzgerald Inquiry recommended the abolition of Brisbane Mobile Patrols. However, this is not the case. The Fitzgerald Inquiry indicated that it was more likely that there would be an upgrading of Brisbane Mobile Patrols, where the resources assigned had not changed significantly for ten years. While the decision to abolish mobile patrols in the years after Fitzgerald may have had merit at that time, there should be no impediment to the re-introduction of such a policing model.

Figure 4: Potential Operational Policing Model



Where a member of the QPS should attend an address but the powers or skills of a police officer are not required there is, as identified previously, the potential opportunity for operational staff members to fulfil this demand for service where there is no risk to the member's safety. It could provide additional credibility to the negotiated response process as appointments could be made with more certainty than for police officers who can be called away to other tasks. A trial of this approach could be undertaken in a region to assess the cost benefits.

The Divisional Support Stations depicted would include smaller non-24 hour police stations, shopfront beats and beats depending on the identified need within a region. The primary focus of these stations would be preventative and problem-solving work. A secondary responsibility would be to provide reactive services (e.g. calls for service) as necessary. Staffing and operating hours would be determined by police managers based on a needs analysis and would be flexible. Divisional Support Stations would need a workspace and equipment available to allow mobile police to fulfil any administrative functions or conduct interviews in close proximity to the area in which they are working.

7.6 Findings

The operational policing role is complex and subject to continuing pressures from government, the community and other stakeholders. While the performance of the QPS in this area has improved significantly from the time of the Fitzgerald Inquiry, it is once again confronted by many of the same issues identified at that time. There continue to be increasing demands for service created by changes to legislation and policy, the QPS taking on roles for other government agencies and increasing community expectations. To date the QPS has taken on these additional demands with the result being resources stretched to the limit, a culture of reaction and staff at high risk of burn out or cutting corners. The current approach to increasing police resources to manage both population growth and these additional responsibilities is not sustainable.

A contributor to this is the inability of the organisation to systematically measure operational policing work demands including volume of demand or the time and resources required to meet the demand from the beginning to the end of the relevant processes. Consequently the ability to systematically identify efficiency improvements, the affect of legislative or policy change and resource requirements is limited.

The ability of the organisation to meet targets relating to the management of crime is clearly good but a considerable amount of police work relates to matters other than crime and the organisation currently has no ability to identify the quantum or components of operational workload. As a result it is currently limited in providing evidence based responses to demand management.

What is required is for the organisation to develop its capacity to measure demand, analyse this fully and identify evidence based strategies to manage this demand. This also includes being able to assess the likely effect of proposed government policy and legislation on demand for service. Specialist skills are required for this work and should be supported by police officers with current operational experience who can advise those specialist staff members on operational issues.

The QPS would be assisted in this by examining a more flexible approach that considers a scale of service delivery where not all calls for service receive a response of police attendance. Not all reports or incidents justify such a response and there are more efficient ways of ensuring that incidents are reported and responded to appropriately. Developing an evidence based approach to this would ensure that police officers are available to attend the more serious matters relating to public safety while other matters not requiring police attendance are dealt with in a professional and timely fashion. Such an approach would also include investigating those functions that could feasibly be undertaken by operational staff members as

opposed to sworn police officers. PoliceLink is a step forward along these lines and should enhance the QPS' ability to provide efficient and effective service delivery.

In view of the current pressures and escalating demands for service it would benefit the QPS to develop a more mobile response that is not constrained by divisional boundaries and the need for expensive infrastructure.

In developing a more efficient, mobile and flexible approach the QPS needs to ensure any significant changes in business practices include a strategy to engage and appropriately manage community expectations. The community will accept changed business practices when they clearly show the benefits of being able to respond effectively to areas of major concern.

7.7 Recommendations

5. The Commissioner, by 1 July 2009, establish a specialist capacity within the proposed Strategic Policy and Planning Division to carry out the functions outlined in section 7.5.1 and which is staffed by members with high-level analytical skills capable of measuring demand, analysing it fully and identifying evidence based strategies to manage demands for service.
6. The Commissioner, by 1 July 2009, develop and implement a methodology, including development of a definition which indicates the breadth of demands for service, to effectively assess workload and associated business processes to inform future planning and the development of demand management strategies, with first priority being first response officers.
7. The Commissioner, by 1 January 2010, develop, document, implement and communicate both internally and externally a framework which sets out guidelines for categories of service delivery response for when a QPS member will not necessarily attend a demand for service and those alternative responses when attendance is not required.
8. The Commissioner, by 1 January 2010, commence a trial in one region to evaluate the feasibility and cost benefit of operational staff members attending to demands for service where attendance of a QPS member is necessary but there is no need for police powers.
9. The Commissioner, by 1 July 2010, develop and implement a revised operational policing model to enhance service delivery that includes a mobile response capability which is not unreasonably constrained by boundaries.
10. The Commissioner, by 1 March 2009, commence investigation of the feasibility of implementing improvements around court processes, including closer collaboration with the judiciary and an examination of the New South Wales approach to briefs of evidence and the use of webcam for prisoner access to legal representation, with a report on the feasibility produced by 1 January 2010.
11. The Commissioner, by 1 July 2009, assess the effect of requirements within current certified agreements and the Police Award–State around rostering on flexible service delivery, and address any issues identified in the next enterprise bargaining agreement to achieve a mutually beneficial balance between the needs of police officers and meeting demands for service.

8 Civilianisation

While no specific definition is evident, the term civilianisation is generally used with reference to the placement of staff members in roles traditionally or currently undertaken by police officers. In 1995 the government commenced a ten-year police staffing plan, which included a civilianisation program for 580 positions and general growth of 215 staff member positions. Administration, communications, vehicle maintenance and radio and electronics were the roles that were taken up by civilians at that time.

As part of the 2004 election, the government committed to a three-year civilianisation program to return 500 police officers to operational duties and increase the QPS staff member strength by approximately 500. This program remains underway.

The QPS civilianisation program since 1989 has addressed a range of roles including:

- positions within some police stations including roster clerks and property officers
- positions within Human Resource Division (HRD) and Media and Public Affairs
- specialist roles in investigative areas including lawyers and accountants within SCOC
- policy, planning and project management roles within the Office of the Commissioner, and
- mechanics and radio technicians.

In recent years the QPS has broadened its focus and civilianised many police radio operator, some watchhouse officer and more recently station client service officer positions.

As at 1 May 2008 there were 3625 civilian employees within the QPS, comprising approximately 36 per cent of the total workforce. The estimated cost of staff members, including on-costs, during 2007-2008 was \$216m. About 46 per cent of staff members undertake operational service delivery including as watchhouse officers and client service officers. A further 42 per cent provide direct operational support in roles such as training and administration in stations.

8.1 *Benefits of civilianisation*

The Fitzgerald Inquiry provided a major impetus for the QPS to increase its focus on civilianisation. Fitzgerald argued that trained police needed to be available to undertake operational policing duties rather than many of the roles that they were doing at that time which were non-operational and not directly involved with crime prevention or law enforcement. He suggested that civilians who were 'better suited for the many administrative and other specialist roles required in a modern police organisation could undertake these roles.

In order to achieve this Fitzgerald (1989, p. 236) suggested that the QPS needed to assess all positions within the organisation to determine the type of staff, skills and qualifications needed for each position. He suggested that this process would identify many jobs which would be done better by civilians and others which could be undertaken by either police or civilians. He argued that this approach would reduce

or eliminate police involvement in many areas of the QPS and allow police officers to be 'free to do the jobs on which the public places priority'. The Fitzgerald Inquiry argued that the need to exercise police authority and to use police skills was the only valid reason for reserving positions for police officers and suggested that there were many operational support positions which could potentially be civilianised. The Fitzgerald Report included a table that listed a range of indicative positions (Appendix 10).

Little has changed in terms of the rationale for, and benefits of, civilianisation to policing. Civilianisation is designed to ensure that a police service makes the best use of the officers available. The aim is to release officers from roles that could be performed equally effectively by civilian staff. Not only does civilianisation free up police officers for operational duty it also frees up police experience. That is, if existing trained police officers are released to operational duty they already have the expertise and experience to perform that role as opposed to newly recruited police officers who will generally take some time to gain this expertise. The QPS has concentrated on this approach in the current civilianisation program.

Civilianisation also presents the opportunity to bring into the organisation professional knowledge and expertise, specific skills and experiences, which may be required for particular roles. This applies to positions where this expertise is not generally held by police, as well as instances where police officers may be able to perform the roles eventually but the professional knowledge and experience of the civilian may well exceed that of the police officer. The focus of this is about getting the right people with the right skills into the positions. While police will often get training when they move into a new job civilian staff are selected on the basis that they already possess the requisite skills for the position.

The other benefit relates to civilianisation being able to provide more cost effective services. Staff members are generally less costly to employ than police officers as they generally have a lower total cost than police officers at a corresponding level. In addition they are generally available for a greater proportion of their work hours. Police officers are entitled to six weeks recreation leave as compared to four weeks leave for a staff member and police officers ordinarily have a higher training requirement so can be absent from the position for substantial periods of time.

8.2 Progress of the QPS planned civilianisation program

The staff member role within the QPS can be generally categorised as either:

- administrative/specialist support staff members which includes roles such as administration officers working in a police station and roles where specialised skills are required such as in information technology or policy development, and
- operational staff members undertaking roles that were traditionally the domain of police officers, such as civilian watchhouse officers.

The QPS approach to civilianisation is based on the premise that the need to exercise police powers and use police skills is the only valid reason for reserving positions for police officers. The identification of civilianisation opportunities should continue to concentrate on those positions where there is clearly no need for specialist police knowledge, training or powers. In general, the QPS philosophy is that a position should be designated as a police position and/or is not suitable for civilianisation where the incumbent:

- has police officer status under local, state or federal statute
- exercises full police powers and authority normally exercised by a police officer, or
- requires expertise that can be acquired only through actual operational experience as a police officer.

The current QPS civilianisation program consists of three elements:

- one-for-one substitution of civilians into existing positions occupied by police officers
- placement of civilians in a position previously filled on a rotational basis by a number of police officers, withdrawn temporarily from operational duties, and
- new positions created to cater for growth or the expansion and improvement of services, and filled by civilians from inception.

PoliceLink fits within the third of these elements. The new call centre positions will ultimately free up police officers from some current reactive policing demands for service. PoliceLink represents a long term commitment to an efficient alternative mode of service delivery, accessible from any location in the state through a single telephone entry point.

During the Review consultation the QPS advised that despite the consistent growth in police numbers over the past ten years an increase in staff members has been relatively limited. This was despite the need to meet administrative and other support requirements of the expanded operational policing capability. As a consequence police officers were deployed to operational support functions such as watchhouse, counter services, communications and administrative roles that did not necessarily require the expertise of a police officer or the exercise of police powers.

The initial analysis in 2004 for the civilianisation initiative identified an estimated 800 potential opportunities for civilianisation. This included watchhouse staff (200), communication centres (70), station administration (including property, roster and counter services – 200), intelligence officers (50), administration/projects (70), prosecutions/legal (30), training and education (40), forensics/scenes of crime (30), radio and electronic/mechanical/information technology/technical (60) and other specialist areas (50). As part of the 2004 election, the government committed to a civilianisation program to return 500 police to operational duties over a three year period.

The progress to date by the QPS with respect to the three-year civilianisation growth program has seen 344 positions civilianised as follows:

- in 2005-2006 166 civilians were employed across the state in roles in watchhouses, communication rooms, station administration, intelligence, legal and project roles
- in 2006-2007 the QPS funded 122 additional police positions in lieu of civilianising 167 positions. It also civilianised 11 positions in this period, and
- in 2007-2008 the QPS is continuing the civilianisation program for an additional 167 positions and has identified positions across the state for civilian roles including in watchhouses, station client service officers, legal officers/prosecutors and intelligence officers.

The QPS has communicated to government that the planned civilianisation for 2006-2007 did not occur and advocated for this to take place during 2008-2009. This was not accepted outright, the QPS was advised that the funding could either be applied to PoliceLink or civilianisation. The organisation determined that the greatest benefit would be realised from PoliceLink and has consequently allocated the funding to that initiative. As a result the QPS has identified a further 300-400 which could be civilianised subject to funding being available. However, the QPS advised the Review that opportunities to civilianise are taken where a position is vacated that has previously been identified as suitable for civilianisation.

In rolling out the civilianisation program the QPS prioritised the deployment of staff members in the place of police officers primarily to the communications, watchhouse and administrative support functions (e.g. station client service officers, property and rosters) but also included some legal officer and intelligence officer positions. The rationale was that these positions would allow the prompt release of police officers to perform a direct service delivery role. The QPS has intentionally focused in this area to enable an immediate operational benefit to be realised with little if any retraining or redeployment concerns. This benefits not only the QPS but also the community through enhanced service delivery capacity. This provides a good value approach for service delivery. In addition, police officers are generally supportive of these roles being occupied by staff members and there is no requirement for knowledge, training and powers that can only be obtained as a police officer.

To date no formal evaluation of the QPS civilianisation program has been undertaken. While it is apparent that the current civilianisation program is supported, and no major failures or concerns are evident, the QPS would benefit from evaluating the program. Such an evaluation would include an assessment of the cost benefits, risks, challenges or areas for improvement or refinement of the civilianisation program. In addition to identifying any improvements or refinements that may be necessary the evaluation could provide quantitative and qualitative evidence to support future planning and submissions by the QPS in its continued commitment to civilianisation.

The QPUE has supported the civilianisation program to date and believed that it could go further in some areas. Additionally, the QPUE is represented on the Commissioners' Standing Committee on Human Resources which has, in part, been responsible for the most recent implementation of the civilianisation program.

8.3 Risks and challenges with civilianisation

There are some challenges associated with successful development and implementation of civilianisation within the QPS. These relate to the appropriate evaluation of staff positions and retention of skilled staff, the management of staff by police supervisors and ensuring that there is true costing of the efficiencies to be achieved through civilianisation.

The concept of civilianisation is not just about getting efficiencies. It is also about getting the right people with the right skills to effectively do the job. This means that positions identified as suitable for civilianisation need to be properly evaluated in terms of work value and skills required. For those positions created under the current civilianisation program the QPS has conducted job evaluations of the duties and responsibilities of the positions and established appropriate classification levels. However, this has not always been the case. During the review consultation it was

raised that there has sometimes been a disparity between the job description and actual work, and hence the work value, for staff member positions which had been the subject of civilianisation. It was suggested that this was a contributing factor to many staff members leaving the QPS for other opportunities. This can be of particular concern where there is a loss of quality staff from specialised roles such as intelligence officers or in cases where the people have unique skills and the loss of those skills to the QPS is significant. Instances were cited where the QPS had expended considerable resources to develop people to a high-level of skill only to have these people enticed away by other agencies. Clearly in a competitive market there are limits to what can be offered to retain staff but what is essential is that the positions have been adequately evaluated and classified at their true work value.

A related issue to this is the opportunity to access developmental opportunities. Currently the QPS invests heavily in the training and development of police officers. During the review consultation it was raised that training and development for staff members is limited. The QPS must ensure that staff members are afforded sufficient training and development opportunities to enhance their skills or at the minimum maintain their currency.

It is important that operational police managers are appropriately equipped to manage performance and discipline in an environment where staff members are increasingly providing face-to-face service delivery to the community. While section 2.5 of the PSA Act provides that staff members are subject to the direction of the Commissioner and hence are subject to similar disciplinary measures to police officers, there are currently a range of variances in HR policy applicable to police and staff members. These policies need to be clear and documented for easy access in the *Human Resources Management (HRM) Manual*.

Managers and staff consistently reported to the Review Team that the introduction of civilian station client service officers was a positive development. However, it was suggested that the deployment of a station client service officer did not automatically result in a police officer being freed from counter duties and available for deployment to other operational duties. The Review was advised that in stations where demand for counter services is particularly high with reports of such things as traffic crashes and domestic violence incidents, there is a need to retain a police officer on the counter with the station client service officer. This suggests that the civilianisation of these positions may not have realised as many benefits as initially thought. It would be useful for the QPS to analyse these types of occurrences to assess whether there are ways of either further reducing the need for a police officer's involvement or otherwise managing it without the full time requirement for a police officer at the counter.

The Review was advised that there are issues at times with the coordination of the timing of the recruitment of operational staff members and their access to the training required for their role. This needs to be addressed to avoid delays in the deployment of operational staff members and reduce the risk of these people finding alternative employment in the current environment of high demand for workers.

While it is apparent that the total cost of employing staff members is less than a police officer there is a risk that comparisons may not always be accurate. The QPS has advised that it has developed an effective methodology to fully cost a police officer position which takes into account not only wages, the operational shift allowance and superannuation but also a relative component to account for

operational resources such as a vehicle and other operational equipment. By comparison the staff member costings only include relevant on-costs with no resource component. Clearly a superficial comparison of a staff member undertaking some roles currently undertaken by a police officer, without taking into account the full cost implications, could provide over estimates of the potential savings. The total resource requirements of a particular role must be appropriately identified and accounted for when assessing the cost benefit of the engagement of a staff member for that role.

While the QPS has been able to secure a continual growth in police numbers this has not generally been supported by a consequent growth in the civilian side of the organisation which provides the corporate and administrative support to operational policing. The approach to civilianisation needs to take account of this and ensure that there is a balanced approach to staffing growth so that increases are not just in police numbers. This may mean hypothetically that funding for a proposed growth of 200 police positions could be more efficiently utilised as 180 police positions and 30 staff member positions. At the moment funding for 200 police positions may be funded with no parallel funding provided to allow for the additional support positions to sustain the additional administrative workload created by this growth. The QPS would clearly benefit from a capacity to grow its human resources using an appropriate mix of police officers and staff members as determined by the organisation itself to meet the various service delivery demands across the state. In an environment where the QPS is taking positive steps to free up police officers through the employment of operational staff members the reliance on the current approach of the police to population ratio as a determinate of growth is clearly inappropriate.

8.4 Opportunities for additional efficiencies through civilianisation

The QPS has progressed civilianisation substantially since 1989 although not every role suggested by Fitzgerald in his indicative list of positions has been civilianised. While the QPS has identified locations for the civilian positions agreed in the government's 2004 commitment and documented a logical approach to the civilianisation program, it does not have a comprehensive civilianisation plan for the future.

During the review consultation some concerns were raised about the number of police officers performing non-operational roles, particularly in Police Headquarters. Table 6 below shows police and staff members as at 1 May 2008 in non-operational positions in Police Headquarters and the two training academies. The actual police strength of these positions is 473 (4.8%) of the total QPS actual police strength of 9782. In the case of Police Headquarters positions this equates to 273 or 2.8 per cent of total strength.

Table 6: QPS strength as at 1 May 2008

Regional Offices, Divisions and Commands	Approved Police Strength	Actual Police Strength	Actual Staff Member Strength
Offices and Branch			
Commissioner's Office	6	5	3
Office of the Commissioner	19	24	54
Deputy Commissioners Offices	5	12	2
Office of the QPS Solicitor	3	1	24
Media And Public Affairs Branch	6	8	42
Offices and Branch Total	39	50	125
Corporate Services			
Deputy Chief Executive (Resource Management) Office	5	3	18
Human Resources Division (Other than HRD Branch)	24	31	54
Human Resources Development Branch#	190	200	220
Finance Division	0	0	20
Administration Division	39	33	274
Information And Communications Technology	26	69	65
Information Management Division	29	26	558
Public Safety Network Management Centre	0	0	15
Corporate Services Total	313	362	1224
Ethical Standards Command			
Ethical Standards Command *	65	61	28
Ethical Standards Command Total	65	61	28

These positions are almost exclusively based at either the Brisbane or Townsville academies.

* Break down of ESC police officers: Command Office – 3; Internal Investigations – 29; Inspectorate and Evaluation Branch – 14; Ethical Practice Branch – 15.

There are also police officers working in regional and command offices who are not necessarily undertaking operational policing activity. While the Review has not quantified these numbers they would generally include the relevant assistant commissioner and chief superintendent's staff officers as well as positions such as the regional professional practice managers, regional education and training coordinator and regional project officers.

It is acknowledged that there are times when there is a need for police officers to occupy non-operational positions. However, it should be determined by an objective analysis of the position and role to ensure that positions actually need either the exercise of police powers or an understanding of police processes. In some cases the need may only be temporary or the position may be filled on a rotating basis when current content expertise is required.

Opportunities appear to exist for further civilianisation within the QPS' first two elements of its civilianisation framework. The Review does not propose to establish pre-determined numbers that should be civilianised. However some positions by their nature warrant consideration and an assessment, using the organisation's assessment criteria, should be undertaken to determine whether or not the role or unit should be fully or partly civilianised. During review consultations a number of areas including the Central Convenors Unit (CCU), some district and regional liaison roles and some specialist areas were suggested as having potential for civilianisation. This list should not restrict the QPS civilianising other police positions

that fulfil the criteria. It is also accepted that an analysis may find some positions are not suitable for civilianisation. It would be useful in such cases for the reasons to be clearly documented.

It is also recognised that while some positions in non-operational areas may be suitable for civilianisation it may be appropriate in achieving immediate service delivery benefits for the QPS to initially afford a lower priority to these in favour of its primary focus of establishing operational staff member positions in the regions. Despite this, the QPS should review and develop a plan for non-operational positions in Police Headquarters to:

- identify those police positions that are suitable for civilianisation through attrition or at a time when the focus on achieving civilianisation through operational staff member positions has reduced, and
- identify those positions that are appropriately held by police officers. This would provide the QPS with a capacity to confidently respond to anecdotal claims about the suitability of such positions being held by police.

There is also scope to extend the third element of the organisation's civilianisation program to a new level by establishing new civilian roles to assist a more flexible service delivery approach. In the near future some reports of crime or incidents will be taken over the telephone through PoliceLink while other occurrences will still require the attendance of a member of the QPS. There is a prime opportunity to assess whether the attending QPS member needs to be a police officer as discussed in more detail in Chapter 7.

Additionally there is scope for a mix of staffing arrangements. In some cases only staff members or only police officers should undertake a function, whereas in others a mix of police and staff members would be appropriate. This should be determined as a result of an analysis of the function. During the review consultations it was identified that insufficient work exists to justify a full time civilian watchhouse officer or station client service officer in some smaller stations or remote stations. In these situations there could be an opportunity for a suitably trained person to be employed to fulfil the dual role. The QPS should explore the feasibility of an operational staff member that fulfils a hybrid of a number of roles. This feasibility study should include the potential operational efficiencies to be gained and the cost benefit. This may require the QPS to develop 'purpose built' position descriptions for particular localities dependant upon the position functions.

Other opportunities were suggested to the Review Team regarding the temporary engagement of operational staff members to assist in demand management. A temporary engagement program could involve an on-call arrangement with a pool of part-time operational staff members who could be engaged, sometimes with little notice, to meet very short or even extended demand. The type of roles that could suit this arrangement would be the management of prisoners in custody or roles such as radio communications within a station. This would allow the rostered police officers to undertake operational policing duties.

The organisation may benefit from a strategy to actively market permanent or temporary staff member positions to police officers who have retired or are approaching retirement. While these officers or former officers would have to undertake a merit based selection process, there are some potential benefits to this approach particularly in a tight labour market combined with an ageing population that will increasingly place pressure on government agencies in the search for labour.

The Review acknowledges that this has occurred to some degree as some retired police have already applied and been appointed as operational staff members under the current civilianisation program.

8.5 Future direction

The QPS has advised the Review that the civilianisation program has been focused on achieving immediate positive service delivery benefits by primarily releasing police from roles that can be undertaken by operational staff members. However, while any future civilianisation program should continue this approach it would be enhanced by ensuring that civilianisation is part of, and complements, a comprehensive operational policing strategy. The Continuum of Service Delivery discussed in Chapter 7 could be useful in determining existing and any new roles that could be undertaken by staff members in the future.

The QPS must continue to place a priority on the civilianisation program to realise the benefits of a flexible service delivery model and communicate this priority to government. To do this the QPS needs to consolidate existing approaches, such as PoliceLink, together with new ideas to develop a comprehensive 'Civilianisation Plan for beyond 2009'. In the development of the plan a full cost benefit analysis should be undertaken to ensure that the merits of any proposal are not only fully understood within the QPS but also justifiable to decision makers external to the QPS.

The first step in this process would involve the development of a method for objectively assessing those roles and functions currently undertaken by police officers, which may be suitable for staff members. The current criteria used by the QPS to assess if a position is suitable for civilianisation are acceptable. Those functions that clearly ought to be civilianised should be identified as a priority for action. This list should be based on the objective assessment of the benefits to be accrued to the QPS and ultimately the community by civilianisation of these roles.

Where a function or a particular position is identified as appropriate for civilianisation the QPS should:

- identify and define the entirety of the role
- assess the skills and competencies necessary for the role, and
- ensure that the classification of those positions is benchmarked against other public service positions of a similar role and function so that suitably skilled applicants are attracted to apply.

The 'Civilianisation Plan for Beyond 2009' should address:

- opportunities for civilianisation against each of the three QPS elements of civilianisation
- identify those that can be achieved within available resources
- any additional funding required (even if funding is not currently available)
- what needs to be done to implement the plan including but not limited to, the positions to be civilianised (either by reallocation or attrition), timings (including priority for civilianisation of particular positions) and costs, responsibility for implementation, recruitment and selection processes, management strategies for police displaced by civilianisation (immediate or through attrition), and training requirements (staff members and any reallocated police officers)

- a process for monitoring and evaluation of the plan and progress against planned targets, and
- whether a trial should be undertaken of the opportunity for particular operational staff positions, e.g. the taking of cold complaints by civilians could be trialled in a region within South-east Queensland to assess whether the concept is viable and has a cost benefit.

8.6 Findings

The QPS has demonstrated an increased commitment to civilianisation since the Fitzgerald Inquiry and there is considerable support for the concept within the organisation at all levels and by key external stakeholders. While progress has been made there remains considerable potential, particularly in terms of efficiency gains to government, to progress the civilianisation program beyond what is currently planned.

The QPS does not currently have a comprehensive civilianisation plan or strategy beyond the existing civilianisation program and the PoliceLink project. The organisation is currently implementing the second round of 167 civilian positions and funding for the outstanding round has been redirected to PoliceLink. It would be beneficial for the QPS to take a strategic view and prioritise those positions, roles and functions that could, and in particular should, be civilianised. It should examine what is achievable in the short term within available funding and what could be achieved in the future either within funding limits or with additional funding. The QPS also needs to position itself so that it can extend the approach to civilianisation beyond those positions where staff members can with little trouble, replace police officers. It needs to address, within a planned approach, those positions where police are currently occupying positions in corporate areas and focus on creating opportunities, within a broader operational policing strategy, to provide a more flexible service delivery model. To assist in this the QPS needs to develop a planned approach beyond 2009 and clearly specify its vision within a documented plan. That plan should outline what is achievable in the short and longer term, how it will be achieved and the planned timing, funding implications and any potential risks and risk management strategies.

8.7 Recommendations

12. The Commissioner, by 1 July 2009, undertakes an evaluation of the existing civilianisation program to inform the planning for future civilianisation programs.
13. The Commissioner, by 1 July 2009, explore the feasibility of:
 - a) the development of a hybrid operational staff member position, and associated specialised position descriptions, which has the ability to undertake a number of roles in smaller stations with watchhouses and larger regional stations, and
 - b) having a pool of part-time operational staff members for smaller stations with watchhouses and larger regional stations who can be called upon on a needs basis.

14. The Commissioner develop a 'Civilianisation Plan for Beyond 2009' consistent with the requirements outlined in section 8.5 of this Report by 1 October 2009, with a report of the progress of achievements provided to the first Senior Executive Conference in 2010 and twice yearly thereafter.

9 Accountability

The approach to prevention and detection of police corruption, professionalism and ethical practice and the management of disciplinary processes are key areas which have the potential to effect both the public perception of police service delivery and the actual effectiveness of that service delivery. While it is essential that the community has faith in the integrity of the police to deliver fair and honest services it is similarly important that when complaints are made against the police that these matters are dealt with fairly, appropriately and in a timely manner.

While the management of misconduct and discipline matters is a joint responsibility of the CMC and the QPS, how well this area is managed within the QPS has the potential to influence both the quality and effectiveness of service delivery and as such is relevant to the terms of reference of this Review. The Commissioner of Police has delegated his powers, functions and duties relating to discipline under the *Crime and Misconduct Act 2001* to the Assistant Commissioner, ESC. The ESC manages the internal discipline process for the QPS and is responsible for promoting ethical behaviour and professional practice within the organisation.

9.1 Professionalism and ethical practice

The QPS has enhanced ethical practice and professionalism in the organisation since the Fitzgerald Inquiry. This is reflected in the staged devolution from the CMC to the QPS and the investigation of complaints against police. Currently almost 90 per cent are investigated by the QPS.

A concern raised to the Review Team by a range of stakeholders was the risk to the QPS of a slippage in professionalism and ethical standards. It was suggested that this was potentially an issue at the sergeant and senior sergeant level as these are influential ranks in terms of culture and performance at the operational level and many of the officers currently at this rank were not employed at the time of the Fitzgerald Inquiry. As a result they have not had first hand experience of the level of corruption at that time and the effect that this had on both the QPS and the community. In support of this is research⁴ that indicates that police corruption tends to be cyclical in nature commencing with police focusing on a 'war' against crime or criminals, a corruption scandal producing a societal or institutional response followed by a commitment to new norms and an eventual drift back into crime fighting to start the cycle again. This may manifest itself initially as inappropriate behaviour, inappropriate associations or a rise in the 'Noble Cause' phenomena where police officers are undertaking inappropriate practices, usually for no personal gain, but believe that what they are doing justifies the end result.

Both the CMC and the QPS work collaboratively towards achieving the desired outcomes of reduced misconduct, raised standards of integrity and reduced risk of corruption and ensuring that any complaint about misconduct is dealt with appropriately. The CMC undertakes its role through investigation, oversight and research to build the capacity of the QPS to prevent and deal with misconduct. This involves continual vigilance, monitoring of trends and raising potential areas of risk for early intervention or prevention. While the CMC is increasingly devolving many

⁴ Committee on the Office of the Ombudsman and the Police Integrity Commission, *Research Report on Trends in Police Corruption*. December 2002. Parliament House, Sydney.

matters to the QPS to investigate it is also increasing its monitoring role to ensure that the devolved responsibility is effective in achieving desired outcomes.

In its monitoring role of QPS investigations of misconduct the CMC has on occasions appealed to the Misconduct Tribunal (the Tribunal) against the discipline decision of, or sanction imposed by the QPS. Since January 2000 to May 2008 there have been more than 60 appeals lodged with the Tribunal, 14 of which were lodged by the CMC against the decisions or sanctions of the QPS. Having an independent body such as the CMC performing this role is one of the advantages of the Queensland system and goes some way towards assisting in the early identification of and effective management of risks. An area of concern to the Review Team is that information on the number of appeals provided by the CMC and the QPS were significantly different. It would be expected that this would be an area of particular interest to the QPS and that accurate records would be maintained. While the Review has been advised that the QPS data system can not easily provide this data it is information that should be collected and monitored to inform future practice and decisions.

Of some concern from a managerial perspective is the number of appeals where the result is that the QPS decision or sanction is overturned or amended at the Tribunal. Since January 2000 the Tribunal has suspended the sanction imposed by the QPS on nine occasions. Three of these cases relate to a decision where the QPS imposed a sanction of dismissal on the officer. This clearly poses significant challenges to the QPS in managing that officer, particularly where the Commissioner has lost his confidence in that officer's ability to effectively and ethically perform the duties required of a police officer. The community expects that police officers are above reproach and decisions of this nature have the potential to undermine public confidence in the QPS. On examination of the transcripts of the relevant Tribunal hearings the reasons behind suspending the officer's dismissal differs in each case. In one case it was reasoned on the basis of the length of time taken to deal with the matter and the continuance of the officer as a serving officer for that time. In the other cases it was reasoned that the misconduct was not at the extreme end of misconduct. It is essential that the QPS develop clear unambiguous guidelines to ensure that dismissal of an officer by the Commissioner is justifiable to an extent where it is unlikely to be overturned on appeal by the officer.

The QPS' recently released *Corruption Plan 2007-2008* provides a strategic overview of the organisation's commitment to 'providing a corruption free service to the Queensland community, based on honesty, integrity, fairness, equity, professionalism and accountability'. Two of the strategies detailed in the plan are 'strengthening the ethical culture' and 'targeting of corruption risks'. The plan outlines actions within these strategies as well as listing performance indicators for each strategy. One of the indicators is the rate of and changes in substantiated complaints. It will be important for the QPS to monitor performance against this indicator and report on a regular basis to the SEC on both an analysis of performance against the indicator and strategies to address any adverse trends that become apparent. Equally important is for the executive of the QPS to be aware of trends or risks identified regarding those complaints which are unable to be substantiated.

The QPS has a number of policies and practices aimed at ensuring professionalism and ethical practice. The ESC takes the lead in this area on behalf of the Commissioner. The command comprises the Ethical Practice Branch, Inspectorate and Evaluation Branch, Internal Audit and the Internal Investigations Branch. The Ethical Practice Branch has a role in increasing ethics awareness throughout the

QPS, providing state-wide training in all aspects of the discipline and risk management processes and profiling, risk analysis and intelligence related to professional practice and performance management. The Inspectorate and Evaluation Branch has a role to provide an independent assessment of managerial, administrative and operational functions to promote professionalism, strategic thinking and best management practice with a focus on management efforts to improve performance, accountability and integrity.

Information on complaints is recorded on the Client Service System (CSS) database within the ESC. This database is designed primarily as a complaints management system rather than a performance monitoring system. As such interrogation of the system to assist in-depth analysis is time consuming. The ESC uses the data from this database to monitor and report complaints statistics and some trends. While complaints information is reported publicly within the QPS Annual Report, the MPS and the ROGS this information is at a high-level. The information covers the number of complaints, the number per 100 000 of population, the number per 100 sworn operational staff, the rate per 1000 officers and the percentage change in these rates.

The ESC also produces a quarterly complaints report for the SEC and the QPS has advised that this report is discussed at SEC. This data is more extensive than that provided externally, however still of a relatively high-level and generally reports the current statistics for the quarter or provides statistical trends rather than providing an analysis in terms of what the trends are showing. For example, the sample report provided to the Review Team indicated that there had been an increase over time in complaints classified as 'official conduct'. This is not official misconduct as defined in the *Crime and Misconduct Act 2001*. The allegation type includes 'failure to comply with operational procedures, standing orders or Commissioner's/CEO's directives'. This may indicate an increase in low-level disciplinary matters, that workload is increasing and officers are cutting corners, it may be giving an early warning that ethical standards are slipping and short cuts are being taken or something else entirely. It would be of benefit to the QPS key decision makers to have more analytical information provided to them within the report around the identification of potential ethical slippage risks and their causes as well as options to address them.

Training is also a key strategy for achieving ethical and professional police performance. Currently the Ethical Practice Branch provides ethical awareness and complaint management information on a regular basis within recruit training, the constable development program, the detective training program, the police liaison officer course, staff member induction and at the intelligence officers training course. There is also a one day course 'Meeting the Challenge' on integrity which is aimed at recruits, constables and senior constables.

One of the approaches used by the CMC in monitoring police integrity is the conduct of regular surveys to monitor the ethical climate of the QPS.⁵ This survey approach investigates how well informed recruits and first year constables (FYCs) are about ethical issues.⁶ The surveys undertaken to date have had positive results with both recruits and FYCs indicating that they would take some action if aware of another

⁴A Ede and A Legosz. *Monitoring the Ethical Climate of Organisations: A Queensland Case Study*. CMC Research & Issues Papers Series, Number 2, April 2002.

⁶ Presentation by Dr Margot Legosz. *A Cameo of recent research about police ethics at the Crime & Misconduct Commission*. Presented at the Australian Public Sector Anti-Corruption Conference Brisbane 2007.

officer's potential misconduct. However, since 2003 more recruits have reported that they would be unlikely to take action and overall FYCs are less likely to take any action than recruits. This has implications for both the potential for ethical slippage but also in terms of the adequacy of the training programs provided by the QPS to affect a culture of professionalism and ethical standards. The survey results also indicate that there are issues within the QPS regarding the negative reaction of other officers to those who report misconduct. Whilst 'not dobbing' is a strong part of Australian culture it is essential that this is sensitively managed within QPS. Data provided to the Review by the QPS on the number of complaints against police over the last three and a half calendar years indicates that around 5 per cent of the total number of complaints made is initiated by police against other police with no apparent major increase or decrease in trend. A proportion of these relate to workplace discrimination or victimisation.

All training around ethical awareness needs to be regularly evaluated and should also be continually updated and informed by both the results of regular monitoring and analysis of complaints data and relevant external research. The information provided to the Review indicated that while training is occurring it has not to date been regularly evaluated. As formal analysis of complaint and discipline data is not a regular practice it is also not necessarily used to inform any update of these training programs.

During the review consultation issues were raised regarding the adequacy of the QPS strategies in relation to drug and alcohol use by police, particularly around the efficacy of the drug and alcohol-testing regime. Information provided to the Review by the QPS indicates that the majority of random testing is conducted during day shifts. This would appear to be inadequate. However, while raised as an issue to this Review this matter is already being addressed by the QPS in collaboration with the CMC.

9.2 *Discipline processes*

Two reviews since the Fitzgerald Inquiry have raised issues regarding the management of discipline within the QPS. The PSMC Review of the QPS in 1993 acknowledged that there had been significant change to the disciplinary process post the Fitzgerald Inquiry with the process being far more structured and effective. However, the Review also found that the process was slow, cumbersome, resource intensive, focused on investigation and punishment rather than objective assessment, prevention and education and that there were inconsistencies in the application of penalties. The Review made recommendations around maintaining an independent review process but increasing devolvement of responsibility for disciplinary matters to the QPS, having policy and procedures that provided sufficient guidance to ensure consistency in investigations and hearings and having comprehensive computer-based records which provide accurate timely statistical information which would allow trend identification and inform training and preventative strategies.

The Bingham Review of the QPS in 1996 had similar conclusions, finding that many police believed that the disciplinary system was overly punitive, had lengthy delays in finalising matters and that there were inconsistencies in the imposition of sanctions. Its recommendations included that the QPS develop clear standards and guidelines, provide adequate training and have an effective monitoring system.

While significant enhancements have been made to the discipline process within the QPS since these reviews some of the same issues have been raised again to this Review. The Review Team was consistently informed by staff and managers that disciplinary matters often took far too long before they were finalised and consequently this had a significant effect on both service delivery, the member being investigated and their managers. The QPS has advised the Review that depending on the severity of the allegation, the disciplinary hearing process can take anywhere from one year to three years to reach finalisation stage.

Clear standards and guidelines are contained within section 18 of the HRM Manual detailing the complaint and client service reporting policy and procedures for the QPS. The HRM Manual also states that these policies and procedures 'exist to provide for a fair and timely resolution of complaints and a discipline management strategy which is consistent, swift, proportionate and decisive while adhering to principles of natural justice.' The HRM Manual states that breaches of discipline are dealt with and finalised at the local/regional level. The HRM Manual is quite prescriptive about the approach to be taken, including reporting requirements, complaint resolution practices and the requirement for investigations to be completed as soon as possible, and in the absence of extenuating circumstances, within eight weeks. Clearly this timeline is not currently being achieved in all cases for a variety of reasons. The QPS has advised the Review that the service has already identified that timeliness of investigations is an issue and section 18 of the manual is currently being reviewed to address this.

The CMC through two timeliness and compliance audits identified a number of areas for enhancement of the QPS' discipline process. As a result the CMC and the ESC have worked closely on Project Verity, which recognises the importance of local line managers in promoting positive behaviour and strengthening the culture of integrity. This project has seen responsibility for dealing with certain misconduct complaints and breach of discipline devolved to district officers or officers in charge, enabling matters to be resolved directly through the supervisor, where appropriate. The approach also involves an Administrative Consensual Discipline Process, which allows officers to have matters dealt with promptly thereby improving the speed and efficiency of the disciplinary process. Project Verity is initially being trialled in two regions and after completion of the evaluations in November 2008 the project steering committee will determine plans for state-wide implementation. The Review anticipates that implementation of the Project Verity approach on a state-wide basis will address a number of the issues regarding the timeliness of discipline matters.

As stated previously the CSS database is designed primarily as a complaints management system and has the capacity to identify when an investigation of a complaint is exceeding the prescribed time. However, there does not appear to be any systematic reporting to either the BOM or the SEC of the time taken to finalise investigations. Information provided to the Review Team indicates that data on the time period for current investigations within a region is available and has on occasions been provided previously for the OPR process. However, this does not seem to be a regular occurrence in any other forum. As the management of discipline is a key performance area for the QPS it would assist decision makers in ensuring effective and efficient monitoring and management of the discipline process if information on the timeliness of investigations, broken down by region/command or functional area was provided to SEC on a regular basis. This could be provided within the quarterly report already provided by ESC and should include an analysis of trends and proposed strategies for addressing any deficiencies identified.

9.3 Supervision

Effective supervision is well recognised as a key to good practice and quality performance. The Office of Police Integrity in Victoria has recently provided comment which emphasises the positive influence that good supervision can provide to a police service: 'An effective supervisor who can detect potential poor conduct or disciplinary issues and, through good leadership and formal and informal management techniques can "turn them around" will provide a greater benefit to an organisation, the individual and the community than the most rigorous application of disciplinary processes'.⁷

During the course of the Review a range of issues were raised around effective supervision and mentoring and the need for improvement in this area. A number of officers raised a concern that inexperienced officers, in particular FYCs are being supervised by only marginally more experienced officers. The QPS has Field Training Officers (FTOs) who are responsible for mentoring FYCs in their first eight weeks after exiting the academy. The FTOs receive training to support them in their role and will now receive additional remuneration to reflect their additional responsibilities. The issues raised in relation to this are that some FTOs have only recently completed their own FYC training and are hence relatively inexperienced themselves. This suggests that the level of expertise and experience may be lacking in some cases or at a minimum not at the desired level. The other issue raised was that the additional remuneration has the potential to attract officers to undertake the role who may not be well suited to the mentoring role required but feel that they are entitled to the additional recompense available. An officer in their first year needs experienced mentors but also mentors who can reinforce ethical practice as a cultural norm. Clearly this is a pressure point for the organisation in terms of ensuring that both best and ethical practice is reinforced at this time. Currently the FTO training involves only a limited focus on this area. The QPS advised the Review that officers undertaking FTO training generally do this at the same time as completing the Constable Development Program (CDP). This program is delivered along distance education lines with one week of face to face training in a workshop. The CDP has one module dedicated to ethical conduct. As the FTO is the first point of supervision or leadership being provided to officers as they exit the academy it is essential that the ethical practice component of this program is regularly updated to reflect the ongoing findings of the analysis of complaint and discipline data. Where possible the training should be delivered in a face-to-face setting.

The other key area where effective supervision is a particular pressure point is at the sergeant and senior sergeant rank. The sergeant rank is generally the first rank where the officer takes on a true supervisory role. As a supervisor it is necessary to take on the full role of leader, mentor and manager as opposed to team member. There will be occasions in this role where unpopular decisions will need to be taken and the supervisor will need to take an organisational perspective. The high number of officers acting in supervisory positions detracts from the ability to maintain this perspective as at one time the officer is a peer and then for a short time they are relieving as the supervisor. This makes taking the hard decisions, particularly around disciplinary matters, more challenging. The Review Team was also informed that this is particularly the case at the senior sergeant level as the focus on multi skilling of senior sergeants diverts them from true supervision. It was suggested that senior sergeants were often moving on to other areas for developmental opportunities so as

⁷ Office of Police Integrity 2007, *A Fair and Effective Victoria Police Disciplinary System*, OPI, Melbourne.

to increase their promotional prospects. While this area of risk has already been identified by the CMC and the Commission's recommended strategies to address it are being considered by the QPS, it would be beneficial for a review of management development programs to be undertaken to ensure that there is a sufficient focus provided within that training on effective leadership, human resource management and the role of the supervisor in the effective assessment of individual performance and the prevention and early identification of ethical slippage.

9.4 Findings

The QPS has made significant progress in raising professionalism and ethical practice within the organisation since the Fitzgerald Inquiry. It has invested considerably in the development of policies, procedures and training relating to ethical practice and discipline. The production of the *Corruption Plan 2007-2008* is a positive step forward and provides a clear strategic view of the QPS' focus in this area. The QPS also works collaboratively with the CMC in working to reduce misconduct, raise standards of integrity and reduce the risk of corruption. The QPS has been taking a stronger role in the investigation of complaints, although this is still and will continue to be monitored by the CMC.

Despite this progress the QPS needs to remain vigilant if it is to mitigate the risk posed by ethical slippage. The Review identified areas where the work of the QPS could be improved. A key area for attention is the strategic reporting and analysis of trends regarding slippage in ethical practice and the management of the timeliness and outcomes of discipline management. The QPS needs to regularly provide to Senior Executive Conferences an analysis of complaints against police which includes:

- the identification of the rate of and changes in both substantiated and unable to be substantiated complaints against police
- the identification of potential ethical slippage risks and options to address them
- information on the timeliness of complaint investigations, broken down by region/command or functional area, including an analysis of trends and proposed strategies for addressing any deficiencies identified, and
- information on the status and outcome of appeals heard by the Misconduct Tribunal and an analysis of implications for QPS process and management.

Information of this kind would assist the QPS executive in assessing performance and risks in this area and provide them with options as an appropriate basis for decision-making.

The QPS also needs to review its current training in ethical standards to ensure that it is still relevant, meets the required outcomes and is continually updated to reflect the trends and risks being identified through regular monitoring of complaints. An area of immediate focus is the need for increased training in ethical standards and mentoring for FTOs and first line supervisors, sergeants and senior sergeants.

9.5 Recommendations

15. The Commissioner, by 31 December 2009, work with the Crime and Misconduct Commission to provide clarity for officers and supervisors in disciplinary matters which could result in sanctions of dismissal, demotion or pay point reduction.
16. The Commissioner, by 31 March 2009, review and regularly update all training and information sessions provided on ethical practice to ensure that they are still appropriate, meet desired outcomes, are targeted appropriately throughout an officer's career and reflect the findings of ongoing monitoring and analysis of trends in complaints and potential ethical slippage risks.
17. The Commissioner, by 1 July 2009, review and revise Management Development Programs to ensure that there is a sufficient focus provided on effective leadership, human resource management and the role of the supervisor in individual performance management and the prevention and early identification of ethical slippage.

10 Improving Service Delivery Through Technology

In 2006-2007, the QPS was allocated \$61.8m in capital funding for information technology initiatives, with an additional \$69.2m allocated in 2007-2008. These funding commitments were justified on the basis that they would allow police to spend more time on police work, and keeping Queensland communities safe.

ICT is the primary work area responsible for all aspects of the information systems within the QPS. ICT was established in January 2007 by amalgamating the Information Management Division (IMD), and the QPRIME and Integrated Justice information System (IJIS) projects. It now comprises seven areas and includes the Information Planning Branch, Information Resource Centre, Information Systems Branch, Police Information Centre and Information Security Section. Brisbane Radio and Electronics Section and the Telephone Coordination Unit transitioned into the ICT area in July 2007.

The QPS has undertaken significant work in the ICT area to improve the delivery of policing services to the community. Importantly, the QPS is leading work at a whole-of-government level to plan and implement integrated justice systems which support agencies to access timely, accurate and complete information and streamline work processes. The QPS has also undertaken significant work within the organisation, through the implementation of QPRIME, to pull together multiple disparate systems into a single operational policing system. It is evident that the QPS has made some real progress in the ICT area but has a number of challenges in implementing a range of initiatives.

10.1 ICT reviews

In order to better position the ICT functions within the QPS and achieve enhanced service delivery, the organisation has initiated two reviews of ICT functions in the past two years. In 2006 the QPS contracted an external review of the ICT structure and the efficiency and effectiveness of the strategic and day-to-day management of ICT functions. A final report was provided to the QPS in May 2006 and made recommendations in relation to governance and planning arrangements.

The QPS has made no formal response or statement on the organisation's position in relation to the external review. The lack of communication regarding this Review within the organisation, particularly to ICT staff members, has led to a level of frustration and concern within the ICT area. This has been exacerbated by a further internal review undertaken by the QPS in 2007, to examine current ICT functions, roles and responsibilities and align these with future strategic directions of the service. While the Review Team was advised that this Review has been completed the findings and recommendations have not been released. The Review Team was not provided with a copy of the internal review report for consideration.

The Review found that the lack of feedback or information on the two reviews into ICT in 2006 and 2007 has created significant uncertainty amongst staff members. Further, this has resulted in a level of scepticism around the QPS's willingness to address long-standing issues in this area. While the QPS has advised the Review Team that there are a range of difficulties with progressing the review's findings it

would benefit the organisation to communicate the QPS' position and any proposed future plan or staged approach to addressing the range of issues identified within the ICT area by these reviews.

10.2 ICT planning

The SDPC *Review of ICT Governance in the Queensland Government* provides key direction for whole-of-government action in relation to ICT. Nevertheless the findings and suggested actions can also be applied to the organisation in managing their ICT functions. In particular, the review identified the need for the articulation of a vision for service delivery to provide context for decision-making, including ICT decisions. It further identified that technology has only limited value if applied independently of organisational and strategic goals and the measure of a good ICT decision is dependent on the extent to which it contributes to the achievement of government's community outcomes.

The visioning exercise undertaken by the QPS in 2007 identified a number of broad future characteristics of the QPS, including a continued shift to enhanced technology. Those characteristics relating to ICT were:

- supporting a future of high technology policing that balances the need for the QPS to be highly responsive as well as being community focused
- supporting the re-direction of resources away from capital works towards ICT
- developing and enhancing the service's capacity for innovation, business process reengineering and change management to ensure the QPS realises the benefits from its investment, and
- recognising that a successful investment of ICT will result in savings in police time and enable police to be re-directed to frontline operations, resulting in a potential reduction in the rate of police growth.

Further recognition by the QPS of ICT is also evident as one of the QPS strategic priorities for 2008-2009. Initiatives of responsive and community focused high technology policing include QPRIME, PoliceLink, CAD, mobile services, communications centres and implementing systems that assist the QPS to work more effectively within the criminal justice system and other jurisdictions.

While there is strong recognition of technology as a requirement into the future, the lack of strategic vision creates some difficulties in establishing and implementing a clear future direction for the use of technology. Nevertheless, within these limitations the organisation has attempted to identify a direction for ICT through the *Information Management Strategic Plan 2001-2010*. The plan aims to describe how information management will contribute to the mission of the QPS, provide guiding principles for investment and establish a framework for setting priorities. While the document meets some of its stated goals, it is very detailed and more operational in approach. Further, the plan has not been reviewed since 2003 raising issues around its currency. It is also no longer accessible on the QPS intranet site which has created some confusion around its status within the QPS.

As a strategic document the plan is limited, it does not clearly articulate priorities and objectives and has more of a project rather than strategic focus. The plan is limited to information management and does not cover all aspects of ICT. It would benefit the organisation to develop a current and concise strategic plan for ICT that can be easily used to articulate the strategic direction of ICT within the organisation. The

plan should also provide a basis for the ICT area to develop a business plan which captures the detail of work to be undertaken, strategies and performance indicators, none of which are currently in the *ICT Operational Plan 2007-2008*.

In order to fully inform planning the organisation will also need to ensure it keeps pace with emerging ICT directions and issues. Feedback from stakeholders identified that the organisation was not always fully aware of current ICT approaches or advances in the field. To strengthen its performance in this area the organisation would benefit from exploring opportunities to work at an across government level and partner with other policing jurisdictions or research bodies.

10.3 ICT programs and projects

The QPS has a number of programs or projects around ICT underway or proposed in order to better manage and share data and improve service delivery.

The Public Safety Network (PSN) is a joint initiative between the QPS (host agency) and other justice agencies. The initiative is funded to a total of \$154.5m over four years to provide agencies, which include the QCS and the DJAG, with a common data network service and infrastructure. PSN is a high priority for the QPS.

PoliceLink is part of a purpose built joint agency contact centre, shared with Smart Services Queensland, which will also provide QPS with a central phone number for the public to contact police anywhere in the state for non-urgent purposes. Funding of \$46.7m over four years was provided for the program. PoliceLink will amalgamate the PAC, Police Switchboard and the Crime Stoppers Unit. The QPS has identified that the centre will allow the organisation to improve its response to calls for service by providing an alternative service option for the occasions where it is not necessary for police to attend a call for service.

Computer Aided Dispatch (CAD) is the system that is used when members of the community call for police assistance. The CAD system displays activities, stores intelligence and critical information, collects task related information and enables service responses to be delivered.

The ESCORT CAD system operates in five police communication centres (Brisbane, Logan, Broadbeach, Cairns and Townsville) dealing with approximately 50 per cent of calls for service. The IMS operates in the other 18 QPS communication centres⁸, which deal with approximately 40 per cent of calls. It is estimated that the remaining 10 per cent are received via stations or other ways and are unrecorded on either system.⁹

The ESCORT system is 16 years old and is technically outdated, resulting in limited support, provided at greater expense and reliability issues. Further, the system does not interface with QPRIME or IMS and has no ability to link with other emergency departments.

The IMS is an easier system to use and more contemporary than ESCORT. However, each IMS is a stand alone system and this has resulted in inconsistencies

⁸ The 18 communication centres are located in Mareeba, Innisfail, Mount Isa, Rockhampton, Longreach, Mackay, Gladstone, Bundaberg, Maryborough, Gympie, Redcliffe, Maroochydore, Charleville, Roma, Dalby, Toowoomba, Yamanto, Warwick.

⁹ Data from the QPS.

and an inability to access important data or accurately measure demand. IMS is also unable to interface with QPRIME or mobile data functionality and it is also limited in its command and control functionality and connectivity.

There are also a range of issues around police communication centres, including the lack of interlinks to enable sharing of call loads, and the lack of common procedures and data across the centres making it difficult to compare statistics. There are also considerable inefficiencies in the number of communications centres with regards to staffing, accommodation, equipment and processes.

The QPS is aware of these issues and has undertaken comprehensive work to examine options for replacement of both ESCORT and IMS and rationalising QPS communication centres. However, the funding requirements of responding to these issues will continue to create challenges for the organisation.

Radio and electronic systems are a significant QPS asset, currently worth approximately \$78m, excluding the breath and speed detection systems. The communications network varies with Brisbane on a digital network and the remaining communications centres using analogue. Both systems are outdated and not capable of taking the organisation into modern policing. Currently in a number of regions the networks are inadequate resulting in officers in different parts of the region unable to communicate as they are on different radio platforms. There are also radio blackspots throughout the state where officers cannot communicate with the communications centre. This places officers at risk, particularly single officer units.

The radio equipment is old and in some instances obsolete. This is currently supported annually with a maintenance budget of around \$1.2m. This level of funding has not allowed equipment to be refreshed, upgraded or enhanced on a regular basis.

In 2007-2008 budget funding of \$3m in equity in that year and \$3.1m in output funding over the next four years was provided for upgrade and enhancement of the communications equipment across the state. Importantly, it was identified that this funding will provide an effective radio network and compatibility with future QPS communication strategies. While new funding will enable replacement of some equipment, funding for the full program was not obtained. Consequently the QPS may not be able to fully replace all equipment.

The Review Team was also advised that the QPS has increased the number of breath and speed detection devices purchased by approximately 25 per cent since 2005. This has increased the workload of the Calibration Laboratory Unit, within the Radio and Electronics Section, with no increase in staffing. The unit also requires an electronic quality management system. The QPS advised the Review Team that it is currently undertaking work to address the issues in this area.

The Mobile Services Strategy currently in draft, aims to provide a vision for mobile services within the QPS. The strategy identifies links with other areas, such as CAD and radio and electronics, and identifies opportunities for linkages with other departments. A governance framework for the mobile strategy has also been developed which notes that in the past projects have not always achieved interconnectivity and interoperability between systems, with a project rather than organisational wide focus.

The Public Safety Communication Project is being undertaken with the Department of Emergency Services in Townsville to develop a business case for a joint communications facility in that region. However, this work has been occurring for some time and the status of this project is unclear.

Clearly there is significant work in the communications area that has been identified or is in the process of being scoped and costed. However, the current activity and development of future programs within the organisation is not undertaken within the ICT area and is spread across a number of areas. The PoliceLink and CAD work were recently moved to ICT, while the work around the joint communication centre and mobile services is within special operations. While it is possible to maintain linkages across programs placed in different areas where there is an adequate program management approach, this is currently not in place within the organisation. Of further concern was the lack of clarity on reporting responsibility for these programs.

While in the documentation reviewed the links between program or project work are generally noted, the organisation is limited by the lack of planning for the total communications activity being undertaken or considered. Specifically, it is difficult to identify the priority, implications and opportunities of the programs or projects. Importantly how the QPS will manage the links between programs within restricted resources is not evident. This increases the risk of again utilising a project driven approach and a lack of operability between systems. The lack of an integrated plan for all components of ICT, especially communications, where there is a lack of a coordinated telecommunications strategy across voice, mobile and data places the QPS at risk of developing solutions in isolation.

The Radio and Electronics Section is currently proposing to develop a digital communications strategy. However, the organisation may benefit from developing a strategy and detailed plan which clearly articulate the linkages, investment opportunities and priorities. The plan should consider the cost implications and priorities in light of limited resources. It should also include identification of how other ICT systems will interconnect and how the organisation can leverage off work in other departments to develop, where appropriate, combined approaches around communications.

10.4 Management of ICT investment and activity

10.4.1 Governance framework

A number of issues were identified in the external review of ICT regarding the Information Steering Committee, which had responsibility for prioritising ICT projects and managing the resource allocation. These include limited effectiveness of prioritisation of ICT projects, fragmentation of ICT development across the organisation and an inability to identify formal figures on ICT investment. While the proposed planning and prioritisation work will assist the organisation to address some of these issues it is important, given the level of investment in this area, that appropriate governance structures are in place.

In 2007 the QPS initiated the Project Management Improvement Program to improve portfolio, program and project management in the QPS. This program, managed through the Project Management Unit in the Office of the Commissioner, identified five priorities, including the development of a stronger portfolio management

approach, standardisation of project management frameworks, improvement of project control and validation of project value, provision of project management education and development of a benefits management framework.

The work covers ICT, capital and other projects undertaken within the QPS. A project management portal has been developed in an attempt to pull together project knowledge and disseminate it across the organisation and work has been occurring on a draft investment and project governance model. This model establishes a board to govern the prioritisation and investment of ICT and other major projects.

The QPS BOM has recently endorsed the implementation of an Investment Governance Board to assist the organisation to improve governance of ICT and major projects. The Board, which is due to commence in September 2008, will comprise the Deputy Commissioners (Regional Operations and Specialist Operations), Deputy Chief Executive Officer (Resource Management), Assistant Commissioner (ICT), one other assistant commissioner within the organisation and the Director of Finance. Given that this Board should clearly be linked to strategic directions and current and future policy of the organisation the membership would benefit from the inclusion of the Director of the proposed Strategic Policy and Planning. The Manager of the proposed Service Delivery Improvement Branch should provide the secretariat function for the Board.

The board will utilise a prioritisation method to review investment proposals, manage and review the portfolio of projects to ensure they are delivering business benefits and identifying emerging opportunities. The Board will not consider capital works, with these still considered by the Strategic Capital Planning Committee. The Review identified that it will be important for the governance framework to ensure that there are the necessary links between these bodies, particularly where a program of works includes capital and ICT.

The Board should provide the QPS with appropriate governance for all ICT and related work and assist in addressing many of the issues resulting from the previous project approach.

10.4.2 ICT structure

The Review identified a need to address the lack of clarity around the current organisational structure. During the Review consultations the ICT area had an assistant commissioner role and a director managing IMD. Consultation feedback identified that there is overlap and duplication, with staff reporting uncertainty and confusion about roles and responsibilities, difficulty in knowing who had responsibility for particular areas or getting adequate information and timely decisions. The position descriptions (PD) do not provide any clarification on this issue. The assistant commissioner has a generic PD, requiring no knowledge or expertise in the ICT area. The PD for the Director, IMD was last reviewed in 1997 and does not reflect the current structure of the area, appropriate reporting relationships or responsibilities.

The Review identified that there was a need for strategic leadership of ICT within the QPS. This is consistent with the 2006 external review findings which identified that an appropriately qualified and skilled ICT specialist is required to create a more business focused ICT operation. However, the Review Team was advised that the QPS has decided to maintain an assistant commissioner as the head of the ICT area. As there is no requirement within the assistant commissioner PD to have any

knowledge and expertise in ICT, the organisation may not always be well positioned in ensuring that the technology approaches and investments align with the strategic objectives of the organisation. As the QPS is now considering its options around filling the previous director position, it is essential that the necessary specialist skills are included in the management of the area to ensure an ability to lead and drive ICT within the organisation.

At a more operational level it was identified that in ICT it can be useful for police officers to participate in programs or projects. This ensures ICT projects utilise operational knowledge. However, it would benefit the organisation to ensure officer participation on projects is on a short term basis, to ensure currency of operational knowledge informs the project work.

The current ICT structure does not support coordinated activity across the organisation. The ICT area is not always involved in or aware of activity within other commands, divisions and regions. Currently there is often a difference between what an operational area identifies as needed and the corporate position and there is no mechanism to ensure systems proposed are viable across the QPS and consistent with the organisational direction.

The provision of ICT advice in the commands, divisions and regions is managed by regional information resource managers (RIRMs) with advice, guidance and support provided through the ICT area. While the ICT area can provide advice regarding strategic directions and requirements for consistency with current ICT systems, the RIRM reports directly to the commands, divisions and regions. This has resulted in the development of local initiatives with limited regard for the corporate direction or consistency in applications. Consultation feedback also identified that at times commands, divisions and regions develop their own information system solutions, due to a perceived lack of responsiveness from the ICT area, which do not meet the operational business needs or provide timely and cost effective responses.

While there is a need for greater appreciation of the business of each area and improved communication this may not fully address the issues around ICT within the QPS. Without appropriate management of this problem the organisation remains at risk of duplication, development of solutions that negatively affect the organisational systems and fragmentation of ICT with no capacity to understand the full investment made by the organisation. Given the recent level of investment it is important that the organisation ensures ICT activity is coordinated and achieving value for money.

10.4.3 QPRIME

QPRIME is a major new policing information system within the QPS that enables recording, management and analysis of policing incidents. QPRIME has replaced over 230 systems that were previously used in the QPS and on full implementation will become a single source of operational policing information. QPRIME also provides the QPS with the opportunity to link with other key agencies' information systems. There are major benefits of QPRIME to the organisation including easier access to information through an integrated system with powerful analysis, mapping and reporting tools to support decision-making.

QPRIME roll out commenced across the QPS in 2006. Initial roll out managed a range of policing incidents, including traffic crashes and complaints. The second phase was separated into two stages, with phase 2.1 rolled out in mid 2007 and

including all crime, domestic violence and property. Phase 2.2 will be rolled out during 2008 and has created some anxiety amongst officers around how they will manage the further demands the system will place on them.

In 2004, it was identified that QPRIME would have a range of productivity benefits. These were reassessed and considered valid in early 2006 and included the freeing up of approximately 746 staff from inefficient activities, allowing for their reallocation. This identified an equivalent value of \$64.9m realised annually from 2008-2009. However, as this saving is not cashable this is not a useful representation of savings. It also appears unlikely that the QPS will realise the officer efficiencies in the timeframes identified.

Both staff members and officers reported during the review consultation that while there have been great expectations that QPRIME would increase effectiveness by eliminating or reducing the number of repetitive tasks by integrating multiple systems, it has increased the time required to enter data and added greater complexity to tasks. This means less visibility of police on the road. There are also issues around user friendliness of the system, with the inability of the user to identify deficiencies at the time of data entry which has resulted in a large number of exception reports. Further, the management of tasks under the new QPRIME system has resulted in operational staff, usually sergeants, being removed from core duties to undertake the full-time management of tasks. Similar feedback around complexity and large amount of data entry was also provided by staff members during consultation.

In the implementation of similar systems, other users have supported the large amount of data entry with dedicated staff members to undertake this role, thereby freeing up police. The QPS has taken an alternative approach in the hope that officers and staff members would develop skills and efficiencies over time. The QPS has taken an alternative approach in the hope that police officers and staff members would develop skills and efficiencies over time. However, there were examples where regions/districts were examining ways of managing this increased administrative demand, including a trial using an administration officer, removed from other functions, to enter data, freeing up police officers.

10.5 Findings

In the past two years the QPS has received allocations for ICT totalling \$131m. As such it is important that the organisation has clearly articulated its directions in ICT to maximise the outcomes from this investment. However, the QPS lacks both a clear vision and a useful strategic plan to guide ICT planning and investment for the future. Nevertheless, the QPS has undertaken significant work in the ICT area and initiated a number of programs and projects to progress the communications area in the organisation. This work would benefit from clearer planning to ensure investment is maximised and there is good connectivity and operability between systems. The implementation of good governance processes is also important to ensure that there is appropriate allocation of resources, monitoring of the deliverables and achievement within the required timeframes. To address this the QPS has developed the Investment Governance Board and appropriate structures which should assist it to further progress appropriate ICT initiatives across the organisation.

In order to maximise the ICT capacity of the organisation, the QPS has undertaken a number of reviews of the ICT functions. However, the lack of communication to staff members and police officers within the ICT area has led to a high-level of frustration

and uncertainty. The QPS needs to communicate its position clearly in relation to the reviews and any proposed future plan or staged approach to implementation immediately. The QPS will need to ensure that in any planned action the issues in relation to the management of the ICT area are addressed and when considering options around the director position for IMD that the QPS has the necessary specialist ICT skills and an ability to lead and drive ICT within the organisation. Any planned action will also need to resolve the fragmentation of ICT across the organisation.

While QPRIME is a significant advance in integrating data within the QPS it has affected both police officers' and staff members' abilities to deliver services at least in the short term. Progressing work on a mobile data system would assist police officers by enabling them to input data on the road, however this is likely to be costly to the QPS and unlikely to be progressed in the near future given the current fiscal environment. As a result, the QPS would benefit from undertaking an assessment of the implications on service delivery of QPRIME data entry and consider appropriate strategies to address them. Approaches may vary across regions or districts and could include but not be limited to, use of administration officers for data entry, use of wireless technology and part-time staff or applying the principles of the Scale of Service Delivery Model to identify the priority of tasks.

10.6 Recommendations

18. The Commissioner, by 1 July 2009 undertakes comprehensive work to develop and implement a range of ICT plans which align activity, including:
 - a) a concise strategic plan that clearly articulates the strategic priorities and objectives over a four-year period, or longer, with an annual review
 - b) an annual business plan that details work to be undertaken to implement the strategic plan and includes strategies and performance indicators, and
 - c) a detailed plan that clearly articulates the linkages, investment opportunities and priorities for all communications work and that will direct resource allocation over a four-year period, with an annual review.
19. The Commissioner implement a process for monitoring all ICT activity across the organisation to ensure it meets corporate requirements and enables the organisation to identify full expenditure by 1 January 2009.
20. The Commissioner, by 1 October 2008, communicates the organisation's position in relation to the ICT reviews and any action proposed regarding their findings to staff in the area. The communication should address issues in relation to the management of the ICT area and the fragmentation of ICT across the organisation.
21. The Commissioner, by 1 January 2009, when considering options around the senior leadership team in the ICT area ensure that there are necessary skills and capabilities for expert strategic leadership of ICT.
22. The Commissioner, by 1 July 2009, commence an audit of training needs, user friendliness and data input impact of QPRIME on operational service delivery.

11 Strategic Workforce Planning

Since 1999, strategic workforce planning within the QPS has been the responsibility of a dedicated HR Policy and Workforce Planning Unit (the HRPWP Unit) within the HR Division. This unit provides advisory and consultancy services on state-wide, regional and local workforce planning issues including human resource allocation as well as undertaking research, analysis and development of human resource policy.

The HRPWP Unit is responsible for the operation of the QPS' staffing allocation and regional allocation models used to allocate police resources. In 2006 the Minister for Police and Corrective Services moved to address criticisms of the model by announcing a broad based review of its operation. The resulting Staffing Allocation Model Review was undertaken by a working party with membership drawn from the police unions, the Minister's office, HR Division and the Police Commissioner's Chief of Staff. The recommendations from this review were accepted by the Minister in 2007 with implementation falling to a newly created Commissioner's Standing Committee on HR.

At the same time the QPS commissioned an external review of the HRPWP Unit with the final report and recommendations for broad ranging structural and capacity building reforms provided to the QPS in February 2008.

11.1 Staff retention

Review consultations across all levels of the QPS indicated retention of police officers and staff members was one of the most pressing issues facing the organisation. The capacity of the QPS to deliver policing services to the community is dependent upon its ability to sustain knowledge and skills within the workforce which, once lost, cannot be replaced without significant time and expense.

QPS officers are well trained and highly sought after by a range of employers, including other policing jurisdictions. Consultations indicated that many police officers had left the QPS to take up roles in the AFP and in private sector roles where their specialist skills in areas such as intelligence commanded higher salaries. The loss of members was mainly to higher paid positions in other government agencies.

The QPS has seen a steady rise in the number of police officer resignations over the past five years, with separations increasing by approximately 6 per cent per annum between 2002-2003 and 2006-2007. It is anticipated that the number of separations in 2007-2008 will be higher, owing in part to recruitment being undertaken by the AFP. While managers noted during consultations that the QPS still recruits more police officers from other jurisdictions than it loses to interstate forces, the trend in QPS resignations remains concerning.

Staff member numbers have remained static for many years. The Office of the Public Service Commissioner (OPSC) advises that the QPS lost 5.35 per cent of its permanent staff last year which is lower than the public service average of 6.81 per cent.

The average tenure in the Queensland public sector, for workers in all age groups, has been steadily decreasing over the past few decades and is now under three

years for workers under the age of 35 years.¹⁰ This has major implications for an organisation such as the QPS which invests heavily in expensive, specialised training for its police officers and staff members, if this trend were to occur.

Many police officer and staff separations appear to be in specialised areas such as ICT. For example, the PAC lost a significant number of staff in 2007, with 38 members leaving in an eight month period, compared to 13 in the same period the previous year. The recruitment and training of each new PAC member costs \$7320 in wages and agency fees alone, and it takes around one year for members to become highly proficient in their job. The cost of replacing very experienced staff with new employees is therefore significant.

A recently compiled report regarding separations from IMD/ICT in the financial year 2006-2007, using data collected from QPS' Shared Service provider, PartnerOne, revealed that almost 70 per cent of respondents to the Separations Questionnaire had been employed with the QPS for less than five years. A number of respondents outlined issues influencing their decision to separate that could have potentially been addressed by the organisation. Specifically:

- poor management response to staff requests for increased work responsibilities and/or training
- contract/temporary staff unable to be employed on a permanent basis despite their interest/requests to management, and there being an ongoing need for their skills
- hiring of contractors instead of offering staff members the opportunity for skills and career development by acting in the role
- inadequate compensation for duties performed in comparison with other agencies, and
- little support for staff regarding career development and progression.

Overall, improving the retention of staff members working in ICT may be brought about by increasing training and development opportunities, and simultaneously addressing permanency and job reclassification issues (equitable to other Queensland Government agencies).

Retention in rural and remote locations was also raised as an issue during review consultations. The QPS is finding it increasingly difficult to retain staff in areas affected by the resources boom, with both police and staff members leaving for higher paid positions in mines or leaving due to the high cost and limited availability of housing. The challenges of policing in remote Indigenous communities were also seen by some as a disincentive to stay. In 2001, the QPS conducted research on the causal factors of attracting and retaining experienced police officers to rural stations. A working party developed over a three year period a Rural Incentive Scheme which outlined a number of potential incentives including education assistance, rural location payments and internet/cable/satellite connection. This scheme was approved by the QPS BOM but not funded. The Enterprise Bargaining Agreement (EB5) provides for a \$10 000 remote area incentive payment but the boundaries for its application are arbitrary and have caused some discontent. The QPS is not alone in facing the difficulties of staffing remote and rural locations, and should work

¹⁰ *Service Delivery Vision: Research Paper 5 – Workforce Sustainability*, Office of the Public Service Commissioner, Queensland Government, 2007.

collaboratively with other government agencies to develop a comprehensive whole-of-government approach to employee retention in these locations.

Whilst some police officers leave the QPS for financial reasons, many leave due to dissatisfaction with policing work, including high workload and the challenging nature of street policing. These issues, combined with other external factors such as an aging workforce, a buoyant labour market, career mobility, social trends and urbanisation, means that the QPS will need to consider methods of retaining members that will meet operational requirements and also balance employee needs for flexibility, variety and personal development.¹¹ Training and career development are discussed in Chapter 13.

There is a significant body of research to suggest that people will be motivated to leave organisations where:

- the job or organisation was not as expected
- they are mismatched to the job
- there is too little coaching and feedback, too few growth and career path opportunities and little trust and confidence in senior leaders
- they feel devalued and unrecognised, or
- overwork and work-life imbalance is causing stress.¹²

This reflects the importance of the recruitment process in selecting people who have appropriate expectations of a policing career, are well suited to the role and will deliver a return on the organisation's significant training investment. These recruitment matters are considered in Chapter 12. Appropriate induction processes including information about the organisation's policies and staff responsibilities and entitlements were also identified during review consultation as requiring some improvement, especially for staff members commencing in specialist areas.

The need to better balance work and family life has resulted in organisations trying to improve overall employment conditions, rather than increasing salaries. Benefits such as training and development, career advancement, job security, flexible working arrangements, wellness programs and child care and parental leave options are all factors which support retention. In addition to its standard employment conditions set out in the EB5 and HR policies, the QPS has demonstrated its commitment to its employees through the implementation of a number of projects to improve employee well-being. These projects include the State Supportive Leadership, HealthStart and Workplace Conflict Programs, which were evaluated in 2007 by Griffith University. The QPS has also established the Healthy Workplaces Project in collaboration with Griffith University. This initiative seeks to add to the range of wellness initiatives within the QPS which are intended to bring about improved people management and operational performance through better staff health and wellbeing and safer and healthier work environments. During the review consultation the Review Team received a strong message that QPS staff were appreciative of support provided to them by the organisation around health and well-being issues.

Employment with the QPS offers many benefits often not provided in private enterprise, including a range of career options, accumulated time arrangement or

¹¹ Australasian Centre for Policing Research, *Looking to the future: Implications of emerging trends for police workforce planning*, September 2006.

¹² *The 7 Hidden Reasons Employees Leave*, Leigh Branham, AMACOM, 2005.

flex-time, flexible work hours and job sharing, free gymnasium access (Police Headquarters), salary packaging and the Study and Research Assistance Scheme. While the QPS is often unable to compete against private enterprise in terms of salary, these benefits can provide a source of considerable advantage. As such they need to be communicated effectively to staff to encourage their utilisation, and at the same time emphasised through all recruitment activities to develop greater awareness and encourage interest from external job seekers. These benefits, when combined with career development opportunities, will further assist the QPS in its endeavour to become an 'employer of choice'.

The QPS has demonstrated its commitment to implementing strategies to retain staff through the adoption of family friendly and flexible working arrangements across the breadth of the organisation. In addition, in an attempt to better understand the drivers of workforce separations, the QPS recently instigated a process to encourage all resigning police members participate in an exit interview. Previously, these were voluntary and the collected data was not analysed. The new process allows the QPS to collate information as to why members are leaving and what strategies could be implemented to help the organisation retain skilled employees. While the main focus of this project is on police officers, there is potential to widen the project to include permanent staff members. The exit interview project would be further strengthened by clear and regular reporting linkages to the SEC so that learnings from exit interview data are further incorporated within workforce management practices and ultimately improve officer and staff retention.

In this context, retention issues should be considered as one component of a broader strategic approach to workforce planning. The QPS commissioned an external review of the HRPWP Unit which found the QPS does not have clear processes for managing its establishment. There are no apparent documented processes linking HR inputs (base level entry, resignations, retirement) to workforce demands and consequential establishment reviews. This data needs to be considered by the executive of the QPS to inform strategic and operational planning and relevant decision-making processes. However, to achieve workforce planning at this level, enhanced capacity in researching and analysing the current and future workforce and factors affecting it are needed. Such capacity does not currently exist at the necessary level in the unit. This is discussed in Chapter 6.

11.2 Capacity to determine required growth

The QPS does not have a long-term workforce plan. The Review was advised by the QPS that this was intentional, as the organisation was concerned if forecast demand was judged to be unaffordable it would ultimately be unable to be implemented. Some in the QPS argued that the absence of a long term workforce plan increased the organisation's flexibility in workforce management.

The QPS further advised that the organisation does not presently utilise any particular methodology to identify an ideal number of operational police. Instead the number of police funded each year is negotiated on the basis of affordability and current government priorities.

In terms of whether appropriate assessment is made of the likely effect on resourcing of legislation or policy changes, the HRPWP Unit advised the Review that it provided advice in relation to this on a case-by-case basis. However, this advice is not ordinarily based on any modelling or forecasting of effect on existing operational

resource capability (predictive modelling). In addition, predictive modelling is not applied in the deployment of government and policing resources in response to anticipated environmental, policy, legislative or demographic change. Adoption of such an approach would deliver enhanced integrity to the process of determining required workforce growth.

The QPS commissioned an external consultancy review of the HRPWP Unit with findings and recommendations provided to the QPS in February 2008. The Review identified limitations in current approaches arising from structure and resource constraints, and identified in particular that the unit was not adequately addressing strategic human resource demands for the organisation, particularly around human resource management and workforce planning.

The external consultancy review findings align closely issues raised during review consultation. The consistency with which these issues were raised across a wide range of operational areas evokes questions about the degree to which operational capacity is really considered within policy and legislative development within the QPS. It is clear that QPS workforce planning activities are not presently delivering outcomes that support operational resourcing and capability as well as they could.

The government uses police to population ratios as the primary determinant for growth of police numbers within the QPS. Under present arrangements, government is committed to maintaining police officer numbers at or below the national police-to-population ratio average. As at 30 June 2007 the estimated national average police to population ratio was 1:430, with Queensland's ratio being 1:429 (QPS figures). On the basis of this criterion QPS would be sufficiently resourced and generally better off than other states.

While this approach has a formulaic basis it has the potential to commit the Queensland Government to a basis for growth that is easily influenced by external factors beyond its control. For example, police staffing, civilianisation and funding changes in other states could feasibly bring about changes to the police-to-population ratio that may not suit the policy, policing or fiscal environment in Queensland.

This approach also raises issues when comparing Queensland with populous states such as Victoria where geographical remoteness does not present the challenges it does in Queensland. Creating safe access to police in remote areas necessitates police presence in numerous geographically dispersed locations despite low population bases. Some communities in Queensland have dramatically low police to population rates but there is still an operational imperative to have police located sufficiently nearby to ensure a sound response capability. Spreading police across wide distances contributes to a reduction in the type of scale synergies enjoyed by non-geographically dispersed states such as Victoria and Tasmania. By way of illustration, Victoria's most remotely located police presence is at Mildura, a six hour drive from Melbourne and a number of the thirty QPS districts have a larger land mass than the entire state of Victoria.

Conversely, some Queensland communities have extremely high numbers of police for the given population. This is particularly the case in remote Indigenous communities where police to population ratios can be 1:90 in some instances. While this is justifiable on the basis of crime and workload requirements it has the effect of

skewing overall police to population ratios at the expense of police strengths in populous areas on the coast or in South-east Queensland.

The current approach does not properly take into account transient populations that either grow or shift rapidly. These include the influx of tourists to the state or the increase in workers in areas affected by the minerals exploration boom. Examples were cited during the review consultation of rapid community growth and expansion of historically small communities into centres of social and commercial activity, with no parallel growth in policing numbers. Additionally, the same approaches fail to acknowledge the effects of displacement brought about by the operation of other policies. The introduction of Alcohol Management Plans within Indigenous communities has brought population displacements to non-regulated centres such as Cairns and Rockhampton. These populations are not generally recorded due to their itinerant nature. In instances like this, the QPS does not routinely shift or realign its existing resources to better reflect and address measured changes in service delivery demands.

Reliance upon police-to-population ratios as a primary determinant of police strength is not sustainable. What is required is sound forecasting and modelling practices, and the improved use of research and evidence based approaches to inform workforce planning. Such an approach would equip both the government and the QPS with more transparent and defensible methods of allocating public resources.

11.3 Current approach to distribution of approved growth

The allocation of police staffing is part of a wider resource allocation process that involves decision-making by government and at various levels of the QPS specifically the:

- government determines the annual growth allocation
- staffing allocation model allocates between regional and non-regional areas
- regional allocation model determines the strength of each region by providing recommendations with regard to the strengths of individual districts, divisions and functions, and
- district resource plan process determines the final approved strengths of districts and individual divisions and functions.

Once annual growth is approved and positions funded, the staffing allocation model is used to distribute growth equitably across regions. The model employs 'relative workload' factors (each with assigned weightings) to quantify workload at the divisional level. Factors include but are not limited to crimes against the person, crime against property, and the total, youth, Indigenous and tourist/visitor population. These factors are combined to calculate the relative workload of each division in terms of uniformed officers, detectives and traffic officers on the basis of divisional statistics of population, crime, traffic accidents, domestic violence and extraneous duties, together with indicators of urbanisation and isolation. Additional factors are considered such as command, counter staff, watchhouse and communications room staff requirements as well as the reduced availability of officers due to leave and other absences. This staffing allocation model is predominantly distributive in nature rather than identifying optimal resource need. The model distributes the government approved growth allocation using an 'equitable allocation' model.

In 2000, the Department of the Premier and Cabinet, Queensland Treasury and the QPS jointly commissioned an external review of the staffing allocation model. As the model has had few changes in the intervening period, the findings of that review remain relevant. The consultants found that:

- the regional allocation model did not attempt to determine growth targets, instead focusing on the equitable allocation of existing human resources
- the model primarily uses population and crime data, but these do not give a true picture of workload or need, and
- the QPS was 'taking steps to improve the current model by seeking better measures of workload, including calls for service data'.

The consultants were critical of the workload indicators that form the basis of the model finding the variables used did not necessarily equate to police workload nor take account of the kinds of responses required by police. The report identified that models successfully used in other jurisdictions were informed to varying extents by calls for service data (and related weightings based on measured demand) as a principal workload indicator.

The QPS has no consistent or reliable definition of a 'call for service' and has wide variations in the means deployed to measure demand both between regions and between districts. During consultations, the Review Team found that regional approaches varied to calls for service. In one region, a district recorded all work demands whereas another district adopted a less comprehensive approach and only measured matters tasked through the communications room. This inconsistency in measuring calls for service across regions complicates the quality and transparency of the resource allocation processes.

The external consultancy report was not the first to recommend measurement of calls for service, with both the CJC and the QPS BOM recommending changes in this area. In 1997, the CJC advocated for the adoption of calls for service data in determining police workload suggesting 'A less expensive picture of general duties police workload at least would be gained from an improvement in the quality and wider use of calls for service data and an assessment of the types of calls and time taken to respond to them'. In February 2000 BOM acknowledged that calls for service data were key to the effective allocation of staff and a review of calls for service data was requested. In the external consultancy report it was noted the QPS had commenced a study to assess how the consistency and completeness of calls for service data could be used in the regional allocation model. To date, this body of work has not been completed. It should be noted that calls for service are only one part of measuring demand for service. Any future modifications to the model should take this into account.

In 2007, the Staffing Allocation Model Review Working Party delivered a broad ranging interim report recommending the model be further reviewed in relation to the weighting for domestic violence once more accurate data is available from QPRIME. This indicates a willingness by the QPS to modify the model to reflect more contemporary policing practice. The report stopped short of recommending a change to the weighting calculations, but can be seen to acknowledge the inability of the model to accurately reflect workload.

Scope exists to widen the relative workload components even further to better reflect the significant changes in the role and functions of police in recent years.

Consultation during this Review strongly suggests the relative workload component should take account of additional workload impacts arising from ANCOR, child protection, alcohol management, ethnicity, vehicle impoundment, prison transport demands, revisions and changes to a range of extraneous duties, and the recognition of realistic relief components to accommodate the operation of flexible working arrangements. Isolation factors should be reviewed to reflect the realities of advances in ICT, and alternative measures of isolation impact could be considered including vehicle mileage and travel associated with training.

At the same time consideration could be given to making weightings variable, to reflect changing priorities of either the government, community or the QPS. For example, the weighting given to Indigenous issues could perhaps be elevated to reflect the clear escalation in priority given to this issue by both the state and Commonwealth Government. This would give the model a clear linkage to visioning and strategic priorities, and make its resource allocation determinations more publicly defensible by delivering elevated levels of legitimacy to resourcing decisions. While adopting a variable weightings approach may have the effect of altering the fundamental distributive nature of the model it remains equally valid as policing priorities change with time, and the current model is not currently responsive to any such changes.

11.4 The influence of government priorities on QPS workforce modelling

Under section 4.6 (2) of the PSA Act the Minister may give directions to the Police Commissioner regarding the number and deployment of officers and staff members and the number and location of police establishments and police stations. This provision allows the government and the Minister to direct resources be allocated to new stations, squads, divisions and initiatives, and these are referred to in QPS correspondence as pre-allocations. Quite often pre-allocations make up the overwhelming majority of any growth given in a particular year, with new positions being allocated to election commitments including new police stations, shop fronts, school based police officers and tactical crime squads.

QPS modelling is currently limited to determining the distribution of non-committed growth. In recent years, the non-committed portion has been very small and in 2007-2008 was distributed at the Commissioner's direction on an exception basis rather than through the staffing allocation model.

While the appropriateness and need for some of the pre-allocations were questioned during review consultations, the key issue for the QPS is its inability to deliver meaningful workforce modelling and forecasting based on evidence and research to inform the decisions being made elsewhere. These allocations are often made in the absence of evidence based modelling and projections by the QPS. Implementing the type of workforce planning reform recommended by the QPS commissioned external reviews and supported by this Review would assist in having resource allocation priorities which are mutually agreed by both government and the QPS and which are in the best interests of the community.

11.5 Impact of workforce planning and policy on service delivery

Limited workforce planning capacity has undermined the timely and effective delivery of policing services in some instances. Officers reported during review consultations that some service demands (including calls for service) receive either an untimely, little or no response because of resource constraints. Officers noted that managing the volume of calls for service also makes it increasingly difficult to undertake preventative policing. Resourcing constraints are seen by officers as heightening the risk to community safety, organisational credibility and the personal liability of police officers for the tasking decisions they are making.

During consultation it was evident that some service delivery pressures are compounded by an apparent lack of planning around and management of strategic HR policy issues such as the introduction of flexible working arrangements. While the QPS' adoption of such policies reflects contemporary workforce management trends, there is some doubt as to the extent of analysis undertaken prior to implementation particularly in relation to potential flow-on consequences. The Review was advised that the reduction in working hours delivered by part-time police officers is generally not backfilled which creates substantial challenges for effective rostering. While current policies do not assist those officers who are willing to job share the QPS has advised the Review that an initiative is underway to develop a job swap site on its intranet which would identify all part-time vacancies and be available in the second half of 2008. This will allow any members interested in pursuing part-time working arrangements the opportunity to examine all available options.

Managing flexible working arrangements and consistency in service delivery is complicated somewhat by the recent EB5 which awards the employee the option to choose between rotational shifts or set work days when negotiating part-time agreements. This limits the ability of the employer to negotiate rostering outcomes based on operational need.¹³ The operation of this section of EB5 is yet to be tested, but it represents a shift in balance towards the employee in negotiating part-time agreements. These service delivery pressures have been magnified by the inability of the QPS to use temporary or agency staff to backfill operational positions, which regularly occurs in other public sector agencies such as education and health. The specialised nature of police training and existing attraction and retention pressures make such a scheme difficult to design and implement.

Critically, total numbers of police officers accessing alternative working arrangements arising from the operation of family friendly policies at any one point in time is not readily able to be quantified by the QPS. The QPS needs to raise its capacity for, and performance in, strategic management around its workforce, particularly in predicting the effect of its policies on effective service delivery. Sound modelling around the numbers of employees accessing flexible working arrangements would allow the QPS to build on its achievements and equip the organisation with the ability to forecast anticipated full-time equivalent (FTE) reductions arising from the ongoing take up of these policies by its workforce. Developing these projections and modelling their related implications for service delivery would better position the QPS in accommodating the needs of its future workforce.

¹³ Queensland Police Service Certified Agreement (EB5), Schedule 1, section 8.7.

The willingness to use FTE modelling has been demonstrated previously, albeit in a limited way, when the QPS was successful in obtaining 50 additional officers to offset known part-time lost hours in each of the 2005-2006 and 2006-2007 financial years (a total of 100 positions). The QPS advised the Review that these positions were equitably distributed to regions using historical numbers of part-time arrangements within regions as the basis for allocation. Despite this, operational and regional managers (including HR managers) were unable to clarify how these positions had been used to address the situation and suspected that they may have been absorbed into general growth. Ironically, the historical basis used by the QPS to determine the allocation of the 100 positions indicates some capacity to model based on FTE arrangements. Additional capacity to undertake forecasting and modelling for future demand is evident in the recently commissioned Business Review of the HR Development Branch. This project is modelling likely demand on new facilities and programs within the HRDB and includes population growth, police to population ratios, civilianisation, FTE deficits (arising from flexible working arrangements) and attrition factors. While this work seeks to model future workload projections using a forecasting approach, it is not part of a centralised systemic modelling capability, being undertaken instead from within a discrete project framework.

The practice of using actual numbers rather than FTEs serves to misrepresent actual capability and capacity. Part-time hours account for a stated loss of some 123 FTEs which means each part-time police officer position generally equals 0.38 of an FTE. While the QPS continues to rely upon actual employee levels (counting positions) rather than full-time equivalents, a part-time police officer working only 50 per cent is still counted in the overall strength as one full member. This means a 14 person station, with three members accessing part-time employment, and with no other vacancies, is still claimed by the QPS to be at full strength, despite the obvious and measurable reductions in service delivery capacity. Clearly, under these arrangements there is potential to mislead decision-making processes and key stakeholders about police strengths and capabilities.

The Review notes that adopting an FTE approach to measuring HR capacity is not inconsistent with the findings of the Staffing Allocation Model Review Working Party, which recommended the QPS move away from a numbers based recruitment and reporting regime to an FTE model. In addition, while it is acknowledged that there is some external pressure to refer to police officer capacity in terms of total police numbers, these numbers are not a meaningful representation of the number of police officers providing a full time service to the community.

11.6 Findings

QPS police officers and staff members identify retention as one of the organisation's major challenges. Retaining skilled staff in specialist areas and in rural and remote areas has become increasingly difficult. The problem is likely to worsen with the influence of demographic changes, labour market imperatives, personal lifestyle choices and the increasing ability of external agencies to attract staff away from the QPS. The QPS has recognised these challenges and is attempting to address them but would benefit from using exit interview data and other research to develop policies and initiatives which address the drivers of resignation.

While the QPS has taken steps to review and revise its HR management approaches its workforce planning practices need strengthening if the organisation is to reduce inefficiencies and increase capabilities at the service delivery level. To date the QPS

approach to workforce planning has not been based on any real forecasting or predictive modelling. It has relied to a large extent on a model to distribute government approved police growth which is not reflective of contemporary policing practice. In the absence of predictive modelling, government is reliant upon police-to-population ratios as its dominant platform for determining police growth.

The QPS does not currently have in place systems to assess the resourcing and service delivery effects of legislation, public policy or its own workforce policies, in particular flexible working arrangement policies. However, the Review notes that recent initiatives associated with the Commissioners Standing Committee on HR and the Staffing Allocation Model Review Working Party in the QPS recognise and are seeking to address the limitations of current workforce planning practices.

In order to increase its capacity to meet the growing demands on police services the QPS needs to invest in effective strategic workforce planning. This must include a systematic assessment of supply and demand issues including the size, type and quality of the workforce, based on expert research, forecasting and predictive modelling. These skills must also be applied to assessments of the likely implications of legislative and other policy change. The organisation needs to develop an effective method of measuring workload, including but not limited to the number and duration of calls for service, to fully inform the planning and resource allocation process. The quality of planning, decision-making and reporting would also be improved through the use of FTEs as the basis for counting its workforce. Reporting around these issues, and when appropriate an analysis of separation and exit interview data, should be included in a consolidated organisational performance report which is regularly considered by the Senior Executive Conference.

11.7 Recommendations

23. The Commissioner, by 1 July 2009, develop a strategic workforce plan which outlines the results of a systematic analysis of what is needed in terms of the nature of the workforce to achieve its objectives, and is reviewed annually.
24. The Commissioner, by 1 January 2010, undertake predictive workforce modelling, related research and forecasting to enable accurate estimation of the implications for operational capability of flexible working arrangements, future legislation, policy, environmental, demographic and workload changes.
25. The Commissioner develop a strategy for an organisation wide full-time equivalency based reporting regime reflecting the operation of flexible working arrangements by 1 July 2009 with implementation of the strategy by 1 December 2009.
26. The Commissioner, by 1 July 2010, ensure district officers and regional assistant commissioners are given access to suitable tools (based on an expanded suite of relative workload components and variable weightings) to support development of evidence based District Resource Plans to assist in both the allocation of growth, and mapping shifts in operational and service delivery demands.
27. The Commissioner ensure that information revealing residual unfilled job sharing opportunities at the individual work unit level is published internally on the intranet by 1 January 2009.

28. The Commissioner extends the practice which encourages resigning police officers to participate in exit interviews to include all permanent staff members by 1 October 2008.

12 Recruitment and Initial Services Program

Police recruiting entry standards and related initial service training at the Queensland Police Academy have undergone major reforms since the Fitzgerald Inquiry. Fitzgerald was critical of a reliance on young and impressionable base level entry standards, and the insular design and delivery of training material by police without recourse to external supervision, input or influence. Fitzgerald also suggested that the approach at that time produced a culture of protecting fellow officers even when they engaged in serious misconduct or crime.

These comments led to the cessation of the school leaver cadet system and the emergence of a more generic 'recruit' system. This system was based on the premise that 'life experience' and tertiary education would deliver socially aware constables who were vastly better equipped to deal with the broad range of experiences police confront and less likely to succumb to those negative aspects of police culture and consequent misconduct which had necessitated the Fitzgerald Inquiry in the first place.

In 2008 QPS recruiting is a sophisticated process linked to national core competency standards, informed by the social sciences and with rigidly enforced minimum standards of personal integrity. Life skills and educational experience are fundamental requirements for potential recruits who engage in an initial service course of approximately six months, after which they are sworn in as constables. For the next 12 months they participate in a FYC program, with highly structured supervisory and assessment frameworks and the delivery of ongoing developmental training. This involves developing competencies in the field which are formally assessed.

The initial services training curriculum design is aligned with the National Competency Based Standards Framework and is overseen by the Police Education and Advisory Committee which is chaired by a retired member of the judiciary and has significant membership from the CMC.

The QPS is a Registered Training Organisation and delivers programs at its Brisbane and Townsville academies. In 2007-2008, the two academies trained a total of 710 recruits.

12.1 Recruitment process

During consultation for this Review the recruitment process was frequently raised by members at all levels of the organisation as one of the greatest challenges facing the QPS.

Under the Shared Services Initiative police recruiting was undertaken by Partner One. During this time an OPC of the QPS Recruiting Section identified opportunities to improve efficiencies in recruiting practice generally. In 2006, subsequent to the OPR the QPS initiated a state-wide recruiting review. The review's recommendations were considered by the BOM in September 2006 and resulted in some amendments to prerequisites for recruits, having operational police included on all recruit interview panels, the establishment of district recruitment officers and local level recruiting responsibilities. The review also recommended an increase in recruit wages.

The QPS state-wide recruiting review found that there was acknowledgement and support for recent changes to recruiting practice and particularly the emergence of an emphasis on district level recruiting activity. However, during this Review many FYCs and experienced police suggested additional opportunities still exist to build on recent recruiting and initial service training advances to deliver greater effectiveness in operational service delivery and staffing mobility within the broader QPS workforce.

Following the *SDPC Review of the Shared Services Initiative* in March 2007 responsibility for recruiting has now largely returned to the QPS. The QPS will have full management responsibility restored from 1 July 2008. A comprehensive rolling business plan has been developed for the section detailing a broad range of new initiatives to increase attraction levels and outlining more efficient processes for managing pathways to recruitment generally.

The QPS is in the process of developing fast-track, options and alternative entry pathways for its Police Recruit Operational Vocation Education (PROVE) Program. These include:

- extending direct entry into the police accelerated competency education (PACE) for overseas police
- implementing advanced standing and recognition for Australian Defence Force personnel and adoption of a specialist entry panel for these applicants
- implementing advanced standing and recognition for existing QPS staff members with possible expansion to employees in other government agencies
- establishing the tertiary entry pathway for direct entry of university and Technical and Further Education graduates
- development of the youth engagement strategy and moving towards a school of excellence for justice related careers
- development of a trades bridging course, and
- development of a transitional traineeship for young people from rural and remote communities.

While the QPS suggests that it has made significant advances in this area many people consulted during the Review were not aware of the alternative pathways to entry either available now or soon to be implemented. The QPS would benefit by better publicising these initiatives, particularly given its own data which indicates 17 per cent of all applications originate from families or friends of existing police officers.

The QPS has adopted a new police recruiting strategy and marketing approach, including revised print advertising approaches and new radio marketing. In addition, recruiting outcomes have been included as a standing performance measure for discussion in all district level OPRs. At the same time recruit selection committees are now afforded additional objectivity through the inclusion of operational commissioned officers.

There is evidence of the QPS striving for improvement in its recruiting practices, with the commissioning of internal and external reviews to identify both barriers to recruitment and potential drivers of greater efficiency.

The ESC recently completed comprehensive research on barriers to recruitment. The status of the report and its recommendations is unknown at this time. The ESC examined the time taken to process new recruit applications and found that it ranged

from 37 days to 341 days with the average being 153 days, or five months. In the context of high employment availability, this factor alone must be considered to have a very real effect on whether the QPS secures the employment of a prospective recruit, or whether he or she is lost to another employer due to QPS delays. Notably, other Australian jurisdictions canvassed in the ESC report claim shorter turn around times for processing of recruit applications adding to the non-competitiveness of QPS approaches in this regard.

An external review commissioned by the QPS identified a number of drivers influencing the timeliness of recruitment. That review recommended the QPS adopt a performance management system to manage the overall recruitment system and its component processes. As part of this system, it proposed a benchmarking target where 80 per cent of all applications are processed within 16 weeks and the remainder within a further 16 weeks. The QPS Recruiting section indicated these targets were appropriate and also noted that they currently case manage all applications to primarily achieve known forthcoming academy commencement dates which can often mean application finalisation is required in less than this timeframe. The Review Team supports the QPS adopting a benchmarking approach based on the external consultant's model and featuring a three month benchmark as an initial target. Given the range of alternative entry pathways being developed or implemented, it may be necessary to have multiple benchmarks tailored to reflect the unique characteristics of specific pathways. Publicly reporting on performance against these benchmarks would drive further performance improvement and help manage applicant expectations.

The QPS faces significant challenges from increasing separations, a shrinking labour market and increased competition for job seekers from the private sector. Applications for the PROVE Program were declining by an average of 5 per cent per annum during the period between 2002-2007. Despite these challenges the QPS has been able to achieve a marginal oversubscription of recruits waiting to enter both the Townsville and Brisbane academies. No analysis however has been undertaken to establish whether there has been any effect on the quality of applications for the PROVE Program.

Recruitment planning and analysis is not as effectively linked as it could be with broader strategic workforce planning activities. Current recruitment planning revolves largely around known academy intake dates and broad data on separations. The Recruiting Section has a comprehensive business plan, but the document does not link to higher-level strategic planning processes. Related to this is the limited reference to recruiting in any higher-level planning documents. The QPS needs to acknowledge the significance of recruiting in QPS strategic planning documents, to reflect that recruiting and its outcomes are key inputs (and a source of critical risk when it fails) within the overall performance framework of the QPS.

The return of staff from the shared services provider and the recruitment of senior staff members to new recruiting positions will significantly increase the overall size of the recruiting section. The increased strategic significance of recruiting, coupled with changed staffing, raises the issue of whether current management arrangements at the inspector level are an accurate reflection of the work value of the role to the QPS.

Review consultations indicated there is no consistent strategy or process in place for the attraction of police liaison officers. Recruiting for these roles is done at the regional and district levels and while this is culturally appropriate, a lack of

consistency in the processes and strategies used could mean that there may be some efficiencies and learnings to be gained across the organisation. The PoliceLink initiative is likely to generate both initial and ongoing recruitment activity, and existing recruiting expertise could also be applied to these activities. Combining selected aspects of these recruitment activities under the responses of the recruiting sector has potential to deliver consistency, efficiencies and economies of scale to recruitment processes and improve service delivery outcomes.

There is scope for the Recruiting Section to take a broader role in the recruitment of civilian operational (as opposed to administrative) staff. This could include either complete management of the recruitment process or assistance to regions in delivering centralised marketing and related attraction strategies, along with potential provision of initial screening and integrity checking and psychometric testing services where appropriate. With the inevitable expansion of operational staff members into some roles previously undertaken by police officers, opportunities arise to capitalise on the experience and knowledge within the Recruiting Section to engage people with the appropriate skills for operational staff member roles.

Additionally applicants demonstrating interest and potential to become police officers but who lack the necessary employment or educational experience might be suitable candidates for employment as operational staff members. Experience to date has indicated that some of these people may still opt to apply to become police officers at a later time, bringing with them a range of quasi-policing related skills which might otherwise have been lost to the organisation. Having the one recruitment section managing these dual processes brings obvious efficiencies for both the organisation and applicants.

Greater efficiency and consistency may be achieved by centralising the management and administration of psychometric testing within the QPS. At present a number of units undertake such testing for different purposes (including CPU, SERT and SOCO). The Recruiting Section may be well-placed to undertake this role based on the frequency with which it engages in this type of testing and the expertise it utilises in doing so.

12.2 Changing demographics and profile of recruits

Review consultations indicated the age of recruits was of significant concern to members in almost all sections and locations. Many police officers and staff members consulted believed the QPS should take deliberate action to reduce the average entry age of recruits.

The QPS advises the typical person interested in policing is, on average, 30 years old, single (53%), has no dependents and comes from a wide range of occupations, education levels and academic backgrounds. However, review consultations with operational police and managers indicated there was a perception that FYCs were generally in their mid to late twenties, in committed relationships, and often had dependent children and mortgages. The difference can be explained in part by the scope of QPS research, which refers to persons interested in policing rather than those actually recruited.

This is an important distinction with operational police commonly pointing to frequent experiences of known prospective recruits (or persons interested in policing) having their interest and aspiration extinguished at the outset by what many police believed

was an unnecessary emphasis on 'life skills' including employment and educational experience.

Police recruiting information publicly available currently lists minimum application requirements which are outlined in Table 7 below:

Table 7: Police recruiting minimum application requirements

Full-time employment experience	Required study
Less than three years employment	The successful completion of three or more full-time semesters of accredited study (or equivalent) within a Bachelor degree course or a completed accredited diploma
Between three-five years employment	Minimum of 400 hours of diploma-level study (comprising at least 200 hours of level IV subjects or higher) or eight subjects of a bachelor degree
More than five years employment	Minimum of 200 hours of diploma-level study (level IV subjects or higher) or four subjects of a bachelor degree

Experienced police indicated strongly to the Review that these particular requirements actively discourage and prevent otherwise excellent prospective recruits from joining the QPS. In rural areas particularly, where the QPS has long had difficulty attracting applicants for various positions, experienced local police advised they knew of many sound prospective applicants who were precluded from applying by these requirements. A number of officers with trade qualifications also believed the stated educational requirements did not place sufficient value on their training and experience. The QPS' planned trial of alternative post-school traineeship pathways into the PROVE Program, for applicants who do not possess minimum educational qualifications for recruit entry, may help to address this issue. While the proposed pilot is limited to specific rural and Indigenous communities, it is a positive step.

Many officers consulted as part of the Review believe there is a disconnect between the stipulated minimum standards of employment and educational experience required to enter the organisation, and the type of common sense and street level ability needed for operational police work. This was expressed as QPS endeavouring to recruit entry-level white collar workers for what was a blue collar job, and as a way of ensuring recruits were suitable to progress to higher ranks. Importantly, many officers consulted did not dispute the relevance of tertiary education (particularly for commissioned officers) but believed the current minimum education thresholds had become an unhelpful barrier to recruitment and ultimately, long-term retention of highly trained officers. Junior police can progress through 15 pay increments without recourse to the Management Development Program (MDP) prior to becoming a sergeant. This was largely viewed as an appropriate advancement structure. Tertiary qualifications were viewed as being of greater utility for those seeking a higher rank and MDP program subjects articulated into post-graduate university courses for those wishing to pursue that option.

The QPS has built a new police recruiting internet site which features comprehensive information on entry requirements, aspects of academy and post-induction life including shift work, management styles and police culture, and variations in levels of community acceptance of police as individuals. The website compares well to recruitment sites in other jurisdictions, and the QPS suggest it is responsible for generating as many as 25 per cent of all current applications. However, the QPS advises the site and its URL do not conform to whole-of-government design protocols and the QPS is engaged in negotiations to ensure it remains available on the internet in its current format.

The average age of recruits has been increasing and is seen as having significant consequential effects on the flexibility and mobility of officers. There is now a cohort of junior police in their late twenties and above with significant financial and family commitments, many of whom are reportedly reluctant to move to rural and remote locations. This was supported by the review consultations with FYCs, some of whom suggested that even though they had been continually advised that they may be transferred anywhere in the state, if they were transferred to a remote area they would resign. Many senior police and police in operational areas were adamant the issue of reduced staff mobility and associated rural and remote vacancies would be addressed by actively targeting a younger recruit cohort who may be more willing to be flexible in their work locations.

Introducing structured entry pathways for younger applicants would at a minimum require some modifications and time extensions to the FYC Program to reflect the lesser life experience of recruits. This would include greater regulation, behavioural monitoring and supervision within the program which could taper off over time based on ongoing assessments and tailored monitoring of developmental progress. The PACE course, while designed for applicants with prior policing experience, provides an example of how a modified training and development program for recruits and FYCs can operate and is evidence of a tailored alternative approach delivering sound outcomes over an extended period of time. FYCs consulted during the Review noted that the potential to gain life skills once inducted was immense and rapid. Officers at the manager level were keen to undertake an expanded role in supervising a younger cohort of FYCs if it simultaneously helps to address workforce mobility and related vacancy management problems.

12.3 *The adequacy of academy outputs*

The objective of the PROVE Program undertaken at the Townsville and Brisbane academies is to develop skills of recruits to a level necessary for operational policing as FYCs under supervision. Once completed, academy training is supplemented by field training processes and the FYC Program. Review consultations undertaken with FYCs, junior constables who have recent experience of the FYC Program, and serving recruits identified a number of issues about the level of operational readiness of newly inducted FYCs. These include:

- poor literacy levels, as manifested in poor court brief and statement preparation skills
- poor skills in everyday policing activities such as radio use and preparing briefs, and
- limited experience in the everyday challenges of policing, due to physical scenarios in training exercises which favoured recruit safety over operational realism.

FYCs expressed concerns to the Review that some types of specific operational competency and related officer safety training were undertaken at a single point in time within the pre-induction curriculum, but sometimes forgotten by the time recruits were inducted. A number of former recruits cited examples of various operational skills and tactics training being conducted in small bursts, and at singular points in time. It was suggested a more dispersed training program over a broader timeframe may be more appropriate and produce FYCs with greater skills and confidence.

Generally, many FYCs felt unprepared to deal with everyday policing issues such as managing mental health situations, drink driving, traffic crashes and even using ICT applications. Some FYCs felt ill-equipped to deal with these situations after almost a year, and despite the fact that they may soon be a senior person in a patrol crew. Additionally, some FYCs advised that no operational police had been involved in assessing their applied policing skills (as required by the program) due to staff shortages. These matters carry significant adverse consequences for the quality of service delivery to the community and are critical issues for officer safety.

Sergeants and supervisors were also concerned about the inability of some newly inducted FYCs to undertake basic policing tasks, such as brief preparation despite the stated core competencies central to the PROVE Program curriculum. Being unable to take meaningful statements from witnesses was of particular concern with some supervisors questioning whether this left the QPS at risk of subsequent poor court outcomes.

Issues were raised by FYCs and junior police on the quality of aspects of teaching at the academies. In particular, they reported that the police officers involved in teaching and facilitation:

- did not have operational currency, which was particularly important for operational aspects of the training
- used rote learning approaches, despite the PROVE Program's 'reflective practitioner' philosophy
- did not add any personal insight or learning value to the process, and
- did not apply problem-based approaches to learning.

FYCs reported that some facilitators were too inexperienced to give meaningful answers to recruit questions in learning situations. Further, some facilitators were perceived as lacking the relevant vocational competencies necessary to provide training at least to the level being delivered or assessed (which is a required standard under the Australian Quality Training Framework).

The application of rigorous assessment practices at the academy is designed to ensure that recruits exiting the academy possess the skills necessary to perform their role as an operational police officer. However, review consultations uncovered examples where recruits have completed academy training without possessing the basic skills needed for operational policing. While the QPS advised the Review that aspects of operational competency are assessed during the FYC program there is a potential for poor service delivery outcomes, sometimes in potentially dangerous situations if these competencies are not developed early and the QPS will need to maintain its vigilance around this area.

This underlines the need for all persons involved in pre-service training to consult regularly with FTOs, supervisors and operational managers to identify emerging

issues which are indicative of training and developmental deficiencies. This approach would ensure continuous improvement and organisational learning is imbued into pre-service training, the FYC program and the recruiting function. Consultation also suggested some FTOs are not regularly communicating with District Education and Training Officers (DETOs) either, with a number of FYCs citing examples which clearly indicated FTOs were operating in isolation from the broader training framework in some instances and frequently unaware of the requirements being sought by DETOs generally.

These issues indicate the need to better develop the relationship between the recruiting function, PROVE and the FYC program. These three components are part of a continuum and should operate in an integrated way rather than as three disparate processes. A structured consultation process should be undertaken periodically across the three areas to inform future practice.

12.4 Findings

Recruitment is one of the QPS' greatest challenges. Demographic changes and labour market imperatives mean the organisation is finding it difficult to attract and train the people it needs to provide high-quality policing services to the community. Despite these challenges, recent reforms within QPS recruiting are yielding encouraging outcomes for the organisation. There is evidence of the QPS adapting to recruiting challenges and using alternative approaches to attract a cohort of police which mirrors the diversity of the Queensland community.

While the QPS has acknowledged the need to ensure timeliness and consistency within its recruitment processes, opportunities exist to deliver improved linkages with workforce planning practices and higher-level organisational planning generally.

QPS recruitment standards impose minimum educational and life experience requirements which are seen by serving police as a barrier to entry for candidates possessing the personal characteristics necessary to make responsible and professional police officers. The organisation is beginning to explore a range of alternative entry pathways and there is value in considering the feasibility of targeting a younger cohort of recruits through appropriately modified academy and FYC programs.

The quality and consistency of operational training at the two academies and during the FYC program requires improvement to ensure newly inducted officers are competent and confident in their roles. The quality of teaching and facilitation at the academies could also be improved, especially in the areas of operational currency and use of real-life scenarios.

The function of recruiting people to become operational police officers is closely linked to the objectives and work of the Initial Services Program and the FYC program. Establishing new review arrangements incorporating integrated planning and management processes spanning recruitment, training and development will ensure better quality and more consistent service delivery outcomes for the QPS and the community.

12.5 Recommendations

29. The Commissioner, by 1 January 2009, adopt performance benchmarks for base grade recruitment processes, publish whole-of-recruiting benchmarks, and incorporate benchmarking and related performance indicators for recruitment into the Recruitment Section's Business Plan.
30. The Commissioner modify the Recruitment Section's business planning processes to link strategic planning and forecasting with anticipated attrition and recruiting requirements by 1 July 2009.
31. The Commissioner, by 1 July 2009, identify efficiency and effectiveness gains which could be achieved through expanding Recruiting Section responsibilities to include:
 - a) provision of centralised marketing, application case management and integrity checking for civilian operational roles, and
 - b) centralised management and administration of psychometric testing services and products across the Queensland Police Service.
32. The Commissioner, by 1 January 2009, identify the benefits, risks and management implications of recruiting younger persons with reduced ability to satisfy existing employment and education experience requirements. If the risk assessment indicates significant benefits, identify alternative or amended training and supervisory structures to support such an approach by 1 July 2009.
33. The Commissioner, by 1 January 2009, establish a governance arrangement, including members from the Recruiting Section, PROVE/PACE Program, and the First Year Constable Program, the DETO network and a representative from operational police (field training officer, supervisor and manager levels) to:
 - a) inform longitudinal assessment of recruiting outcomes
 - b) ensure current operational realities and contemporary policing requirements are incorporated into initial services training curricula
 - c) ensure operational learning from the three work areas are incorporated systemically into the future practices, and
 - d) ensure high quality operational outcomes.
34. The Commissioner implement planned strategies regarding maintaining operational currency standards for all police officers engaged in lecturing recruits on the four units of operational competency assessed as part of the PROVE Program by 1 January 2010.

13 Managing Human Resources to Effectively Deliver Services

The management of human resources (HR) within the QPS is guided by the *HRM Manual*, legislation and the *Queensland Police Service Certified Agreement (EB) 5 2007*.

The HR Division within the QPS is responsible for managing the attraction, selection, training, deployment, development and retention of its employees. The division has four branches which include HR Management, Organisational Safety and Wellbeing, Industrial Relations and Human Resource Development.

HR Management Branch provides support services to the organisation in recruitment, selection and reviews, promotion, transfers and human resource management policy and planning. The Organisational Safety and Wellbeing (OSW) Branch provides a range of services and support to all members in relation to their physical, psychosocial and spiritual wellbeing. The Industrial Relations Branch provides advice, representation, dispute resolution and other industrial relations services to all levels of management across the QPS.

The HR Development Branch is responsible for the strategic integration and delivery of education, training and development programs to police officers and staff members throughout the organisation. In 2006-2007 the QPS directed \$64.5m towards training and development in the organisation with regions also allocating a self determined portion of their general budget to training and development.

The QPS has a range of committees which oversee or implement HR policy across the organisation and a further committee, the Commissioner's Standing Committee on Human Resources, was established in 2007 to progress work on the staffing allocation model within the organisation and to report on other HR matters.

13.1 Access to appropriate HR policies, procedures and delegations

The HRPWP unit is responsible for updating and publishing changes to the HRM Manual. The manual aims to provide a reference for human resource management legislation, policies and procedures applicable throughout the QPS. It covers police officers and staff members, reflecting requirements established in the relevant EB Agreements for both and the directives, policies and guidelines established by the Office of the Public Service Commissioner (OPSC) which apply to staff members. The OPSC directives are also used for police officers where it has been determined that the general principles can be followed. However, as the application of these directives for police officers varies for different issues it tends to create some confusion for managers within the organisation. The HRM Manual is a complex, non-user friendly document which is difficult for managers to easily obtain appropriate information to guide practice.

A recent review of the HRPWP unit commissioned by the QPS and undertaken by an external consultancy group advised that the approach taken by the QPS in presenting policy and procedures could be improved and that the HRM Manual is out dated and a risk to the organisation.

During consultation the Review Team was advised that generally HR managers are aware of the inadequacies of the manual and are more likely to refer to the guidelines and directives provided through the OPSC and relevant EB documents to obtain better guidance. This is not a reliable way of ensuring that HR policies and practices are appropriately or consistently applied across the organisation. While HR managers are aware of these inadequacies, other managers may not be.

The external review also noted that the HRPWP Unit does not have the capacity to complete the task of updating the manual and recommended that a special project be formed to update the manual. In updating the manual the QPS needs to ensure that the policies contained within it align with best practice in HR management and are presented in an easily understood manner. While the manual may comply with QPS corporate standards, it is not sufficiently prescriptive in some areas for members to understand exactly what is expected nor does it allow for a degree of flexibility in others to ensure effective HR management.

The inadequacy of the level of delegations and the multiple layers of approval processes and the resulting time delays for decisions were consistently raised during the review consultations. The external review also identified similar issues around delegations, in particular that the level of HR delegations of assistant commissioners is inadequate when compared to similar level positions in other organisations. For example, an assistant commissioner has the delegated authority to appoint, transfer, second or determine an appropriate classification for a staff member only up to the classification of administration officer (AO) level 5, while in other agencies such approvals can be made up to AO8. The complexity of approval processes is also evident in relation to delegations regarding approval of direct appointments of a permanent staff member to a position that they have been relieving in for a period of over two years. Appointment to these positions, regardless of classification, requires approval by the managers of HRPWP unit, HRMB, the Director, HRD and then all three deputy commissioners. The appropriateness of HR delegations within the QPS should be examined in the updating of the HRM Manual and decision-making should where appropriate, be devolved to regions, commands and divisions to improve efficiency.

13.2 Selection processes

Issues relating to selection processes, including advertising approaches, management of selection criteria, convening of panels, the approach to transfers and expressions of interest, were consistently raised during review consultations across all levels and areas of the organisation as significantly affecting the ability of police officers and staff members to efficiently deliver services. The Review was advised that from beginning to end, the recruitment and selection process is complicated, lengthy and is limiting the ability of the QPS to recruit and select skilled applicants.

13.2.1 Advertising and applying for positions

The Review was advised that the QPS' rigid approach to advertising vacancies and application processes was detracting from its ability to recruit suitably skilled applicants, particularly to staff member positions. The tendency of the QPS to generally limit itself to advertising on the government website at Smart Jobs and Careers and in the Government and Police Gazettes, despite policy allowing the use of other methods, has the potential to reduce the pool of suitable applicants. In addition, the QPS has a very inflexible requirement for both police and staff

applicants to address all selection criteria, with demonstrated examples and outcomes within 500 words per criteria. The Review was advised that applications were rigidly assessed on this basis. The effect of this is that any information after that number of words is lost regardless of its importance to the application. The method of demonstrating abilities used by the QPS is not necessarily consistent with whole-of-government practices and as a result external applicants often do not provide an application which meets recruitment requirements for the organisation. However, it was noted by the Review that the Finance Division has recently commenced a process where the advertisement and position descriptions follow more contemporary practices. The division is also using a tailored, abbreviated process where the applicant addresses skill sets or success factors, limited to two pages, with a Curriculum Vitae. This is consistent with the approach across government and the QPS would benefit from examining this or similar streamlined approaches for use by staff members and police officers.

The Review Team was also provided with examples where the organisation delays commencement of the advertising of positions or advertises positions but does not finalise the selection process and readvertises some time later. This may occur for appropriate reasons, however there was a perception that this occurs regularly, particularly for senior level positions, affecting the management of the business and staff morale. The process of advertising senior positions first and waiting to fill these prior to advertising and filling at the subsequent levels below was also raised as an issue to the Review. While this practice is not peculiar to the QPS, when combined with the slowness of finalising appointments across the whole organisation, it notably affects effective management and operations of the organisation.

The time taken to complete the selection process from advertising to finalisation is perhaps the most critical factor for the organisation. Applicants for positions can wait months without any communication on the progress of their application. In the case of external applicants, examples were given where they had often already accepted and commenced a position elsewhere long before they were contacted by the QPS.

13.2.2 Timeliness of selection processes

The lack of timeliness in establishing a selection panel, undertaking interviews, seeking referee reports and finalising the selection were consistently identified as an issue across the organisation.

The QPS has a large number of vacancies to manage within a year. For example, in 2007 there were 662 vacancies advertised in the Queensland Police Gazette ranging from senior constable to senior sergeant positions. The Review Team was advised that as a result of the number of vacancies, convening and participating on selection panels has created considerable conflicts for managers in balancing this with managing their workload within districts and regions. Managers advised that the Central Convenor Units (CCUs) had been of assistance in this regard. The role of the CCU is to provide professional panel convenors to conduct merit based selection processes, provide advice to external convenors and applicants and guidance to those undertaking convenor training. Of the 662 vacancies in 2007, the CCUs managed 429 vacancies.

While there are no readily available data regarding the time taken to complete all selection processes within the QPS the average timeframes for the CCU to complete panel selections gives an indication of these timelines. The average time from

advertising to appointment in the Townsville CCU was 84 days (around three months) and for Brisbane CCU 128 days (over four months). Of particular note is that on average it took 29 days (approximately one month) for the CCUs to receive the initial documentation.

There were a number of reasons offered to the Review for these delays including a delay in obtaining referee reports, leave of panel members, applicants being unavailable or in some cases delay in approval of the convenors nominated selection. The Review Team was advised that in one case a decision was delayed for 14 months. In some instances the Review was advised that the delays are due to non-acceptance of the nominated person/s. While HR policy allows for an assistant commissioner to reject a recommendation from the panel, that rejection needs to be made in a timely manner and with justifiable reasons.

In relation to the selection of commissioned officers the Review Team was also advised that timeliness is an issue. It was noted that in a 24 month period from March 2006 to March 2008 commissioned officer panels took on average six months to finalise a position. The Review Team was advised that across the organisation there are a number of senior management positions vacant for over 12 months and one chief superintendent position was vacant for nearly two years. While it is acknowledged that sometimes there are factors affecting such decisions, it would benefit the QPS to expedite senior appointments in order to ensure stability within management and to reduce the flow on effect to lower level positions.

The Review noted that the Commissioners' Standing Committee on HR has considered these issues and has developed a number of recommendations to address them, however progress to implement these has been slow and needs to be advanced.

13.2.3 Filling temporary vacancies

Expressions of interest (EOIs) are used to select staff members and police officers for temporary positions across the QPS. While the QPS policy for these groups differs, there was a consistent concern expressed during the review consultation that the organisation actually requires an EOI process for vacancies over three months. This is not the case in terms of QPS policy.

For police officers, relieving arrangements for periods up to 12 months can be divided into periods of 12 weeks or less and each period filled through operational convenience. Where it is intended to have an officer relieving in the vacant position for over 12 weeks, but less than 12 months, the vacancy needs to be filled through an expression of interest, closed merit-based selection process.

The policy for staff members, however, lacks some clarity as it requires temporary vacancies of an undefined 'reasonable duration' to be filled by seeking an EOI within the organisation. The OPSC directive requires agencies to advertise externally if the period exceeds 12 months and the Review noted that other agencies generally complete EOIs for positions that will be vacant for over six months.

The use of EOIs and the ability to directly appoint an individual to a position for up to 12 months is advantageous for operational convenience as well as offering internal staff development opportunities. What is required is achieving an effective balance between equity and transparency of appointment processes and maintaining

continuous service delivery. Managers need to be fully aware of the range of options available to them to effectively manage their resources. In addition, to provide greater clarity the QPS policy on EOIs as it relates to staff members should be specific about timeframes and should clearly reflect the OPSC directive and public service practice.

13.2.4 Transfer management

Issues were raised during the Review consultation around the inability of managers to transfer and move police officers, including between stations within the same district, to meet organisational needs. It was noted that while the QPS has capacity to utilise a lateral transfer system, such transfers generally require the consent of the transferring officer and the QPS does not normally direct officers into jobs and locations unless exceptional grounds exist which justify such a transfer.

All applications or submissions for lateral transfer must be considered by the Transfer Advisory Committee (TAC), which meets fortnightly with membership including the Manager, HRMB and representatives from the Industrial Relations Branch and QPEU. The Review Team was informed that the TAC process was lengthy which effected timely transfers. However, it is noted that TAC has no power to determine transfers. Its role is to consider the merits of each application and to determine whether or not to support the transfer. The delay in the transfer process is often in identifying a suitable vacancy and the acceptance of the transfer by the receiving region.

The Review Team was advised that the delay in officers taking up positions on transfer or promotion also often affected service delivery, particularly in smaller stations. It was noted that the HRM Manual contains timeframes for the movement of members and extension of these times requires approval from the receiving region. The Commissioners' Standing Committee on HR has also considered addressing the issue by standardising transfer to twice a year. Regardless of which system is used improving the timeliness of the transfer processes would assist effective service delivery and morale.

The effective management of transfers is a key issue for the QPS as the organisation needs to have a flexible work force capable of meeting changing needs. The QPS should examine a way of ensuring that it has the flexibility to more effectively transfer staff to meet operational need, while cognisant of fairness and equity issues. There is scope for negotiations for the next EB to promote a more positive employer benefit in the ability to transfer employees to meet organisational need. In the meantime, the QPS should where appropriate consider transferring officers to generic positions including to a district rather than to a specified station.

13.2.4 Vacancy management

Vacancies will affect the level of service delivery that the QPS can provide. During the Review consultations issues were consistently raised around the number of vacancies across the organisation. However, data as at 1 May 2008 shows that the QPS has an approved strength of 9623 and an actual strength of 9782, which includes 773 FYC. While these figures would suggest that the issue of vacancies is over emphasised, many vacancies are created by people being in surplus positions or relieving in other positions which has a domino effect when there are many officers relieving in higher positions. At the lowest rank no relief is supplied and these positions are invariably in the operational field, affecting delivery of services. It is

noted that the QPS has recognised this problem and early this year assistant commissioners were encouraged to absorb surplus staff before advertising new positions. This appears to be somewhat successful with a drop in surplus figures from 331 in May 2007 to 273 in May 2008.

Concerns were also raised to the Review regarding FYCs being offset against the approved strength of an establishment. These related to the fact that an FYC was not permanently allocated to an establishment, yet counted as actual strength. However, due to significant requirements of the FYC training program they were away from their home station approximately 30 per cent of the time and hence were not providing a full-time resource. The internal review of the staffing allocation model has estimated that FYC availability is approximately 0.6 or 0.7 of a full-time general duties officer. Consistent feedback was received that this FYC approach is affecting the operational capacity in many stations, particularly those where 40-50 per cent of the actual strength is FYCs. Clearly offsetting an FYC against a full-time position skews the real staffing availability and other factors, such as part-time and maternity leave, could contribute to the number of perceived vacancies. Movement of the QPS to a full-time equivalent based reporting and allocation regime as recommended in Chapter 11 would assist the organisation in recognising the true vacancy rate and consequent resource need.

13.3 Police position review processes

The process for police officers to review promotions and transfers is governed by the PSA Act and the *Police Service Administration (Review of Decisions) Regulations 1990* and is similar in concept to an appeal process utilised by the public service. A police officer can review a lateral transfer to a position where no selection procedure took place or where the police officer applied but was not successful in an appointment.

The main issue raised regarding this process is that a police officer does not have to provide substantial justification in documenting a request for a review. The basis for the review can be simply that in the officer's opinion the selection process was flawed and/or 'merit' was not properly assessed by the selection panel. No further justification is required. Reviews are heard by a review commissioner, employed independently by the CMC. Concern was raised regarding this process, as although easy for the appellant it causes significant work for a panel convenor in preparing documents for the hearing and delays transfers of officers, which again affects the organisation's ability to deliver services.

Since 2004 the number of reviews lodged has been consistently around the 100 mark, except for 2007 where half that number was lodged. In 2007 of the 55 reviews lodged, only four selections were returned by the Review Commissioners for reassessment. It is noted that, numbers for 2008 indicate there will be a higher rate as a result of 90 reviews being lodged by three officers, relating to the appointment of 30 inspectors. While the number of reviews is relatively small considering the number of selection processes occurring within a year, the Review was advised that the process used by the panels has become bureaucratic in an effort to avoid the likelihood of a review being lodged.

The process of an appeal for staff members follows the OPSC guidelines for public servants and requires lodgement, within one week, of a written case demonstrating that there is an arguable case for overturning the appointment. The written case must

argue superior merit by comparing an individual ability to meet each selection criteria with that of the appointee and relate this only to information available to the selection panel at the time of the selection decision. The *OPSC Annual Report 2006-2007* shows for the entire public sector there were only 120 appeals lodged during that timeframe.

It is noted that the Commissioners' Standing Committee on HR has considered this issue and in line with the Committee's considerations, the QPS should explore changing the procedures for police officers, and if needed legislation, to reflect a similar level of justification and procedure as required by the OPSC for other public sector agencies.

13.4 Management of workplace injuries

The nature of the work of the QPS creates a high risk of workplace injuries and long term health related absence which has the potential to affect the organisation's capacity to deliver effective services. In the past four years the QPS has paid between \$21m and \$25m in WorkCover premiums each year, with a forecast of \$25.7m for the period 2008-2009. In the 2006-2007 financial year a total of 3406 safety related incidents were reported in the incident notification system and 1453 workers compensation claims were lodged and accepted for work related injuries, including psychological injury. Clearly there is a need to ensure that the QPS support systems in this area are efficient and effective from both a human resource and financial management perspective.

The review consultation identified that the range of QPS support systems in place to assist staff was a key strength of the organisation and was consistently raised by staff at all levels as one of the functions that the QPS did well. Much of the support is coordinated and or delivered by the OSW Unit of HR Development Branch, through the Health and Safety Section, Alcohol and Drug Awareness Unit, Employee Assistance Service, Positive Workplace Program and Police Chaplaincy Service.

The Review Team was advised that there are currently 281 open WorkCover claims for compensation in the QPS; 106 of these claims are for officers who have been absent from work for 26 weeks or more. The management of long term health absences places a significant drain on effective service delivery, both through the management processes themselves and the effect of the absence on meeting service delivery demands.

The HRM Manual provides guidance on the management of rehabilitation and medical retirement processes for members injured in any work related physical, psychological or psychiatric injury or illness. To assist in this process the QPS appointed nine injury management coordinators and four combined Injury management/health and safety coordinators across the state to provide support and assistance to management. The review consultation revealed that, although these officers have assisted in minimising member absences, the process for medically retiring members was still considered to be complex, too lengthy and in need of improvement.

While QPS policy outlines a number of processes that are required to be completed in order to medically retire, it does not provide any specific timeframes for completion of the process, or for any of the steps involved. It is noted that some delays are caused by external factors such as attempting to obtain specialist medical

appointments within a reasonable timeframe. However, it would benefit the QPS if monitoring and review of absences was commenced at a time which is of greatest benefit to the officer and the QPS. The Review was advised that the longer the time elapsed between commencing sick leave and the commencement of a review and rehabilitation process, the less likely is the potential for the officer to successfully return to work. As a result the QPS should commence a review for all cases where a member is absent from work for three months to determine the appropriateness of medical retirement or other return to work processes.

In some cases if the officer is still not fit to return to operational policing duties but is fit, and sufficiently skilled, to work within a civilian position the QPS should consider appointing the member to a civilian role as per the provisions of the PSA Act.

13.5 Workplace harassment

The Review was advised that there are a number of issues relating to workplace harassment within the QPS. The QPS has strict policies and procedures in place to deal with workplace harassment and sexual discrimination; however the QPS advised that the organisation has recorded 51 official complaints of harassment/victimisation within the workplace through the complaints system during 2007. The QPS has also recorded 100 informal complaints from 1 July 2007 to 23 May 2008. This can and is reported to be having a significant affect on both employees and the organisation. The Review was advised that following an inquiry into sexual harassment and discrimination in the NSW Police, the QPS Commissioner formed a committee in 2007 to examine the extent of negative workplace behaviours across the organisation, review QPS policies and procedures and compare these to best practice standards to ensure that such issues are adequately addressed and managed.

A 2007 survey of QPS members was conducted and analysed, with the data collected being a fair representation of police officers and staff members across most key demographic variables. While this analysis is still in draft form and was not released to the Review. The Review was advised during consultation that there are incidences of such behavior within the organisation. Many people surveyed believed that making a formal complaint would make the matter worse or would not effectively deal with the issues. The Review also noted that a recently conducted internal review has identified areas in the organisation as a priority where these types of incidents are a particular issue.

While the QPS is working on addressing the concerns raised around workplace harassment and sexual discrimination, the organisation needs to complete this work which is championed at the senior executive level of the organisation as a priority to guarantee appropriate strategies are developed, implemented and their progress regularly monitored. In addition, it would assist in raising the focus on this area for regular reporting on progress in reducing the incidence of workplace harassment to be included in organisational performance reports considered by the Senior Executive Conference.

13.6 Training and development

13.6.1 Mandatory training

The QPS has an obligation, legally and ethically, to ensure that all reasonable steps are taken to ensure those engaged in a policing environment are provided with

adequate and appropriate levels of training and skills to protect, not only its members but also members of the community. Some aspects of training are linked to paypoint progressions. Training for police officers at the operational level was identified as both a strength and a weakness for the organisation. The QPS focuses on ensuring officers are well trained and invests considerably in this area. Following a SEC decision in 1997 the QPS has a requirement for operational officers to undertake a minimum of 42 hours core skills including firearms and operational skills training, legislation awareness, and education when significant aspects of an officers work environment or legislation changes or as a result of coronial inquests or other requirements.

The Review Team was advised that the compulsory training has increased to such an extent that the number of hours dedicated to training far exceeds 42 hours for some officers. The Review Team was also advised that the training needs of police officers are continually increasing due to legislative and administrative changes. Examples of this include the introduction of QPRIME, 'hooning' legislation and the planned introduction of conductive electrical devices (commonly known by their brand name 'Tasers'). This training is completed on top of the standard mandatory training of firearms and operational skills. Consequently, police officers are away from their duties for extended periods and this has a considerable affect in remote areas where travel substantially increases the time away from the station. This places particular pressure on the capacity of operational staff to meet service delivery demand.

QPS policy requires all training packages to be submitted to the centrally based Regional Training and Priorities Committee. This committee comprises an assistant commissioner responsible for training, the Chief Superintendent HR Development Branch and Regional Education and Training Coordinators and was established in 1997 to develop an annual *Regional Strategic Education and Training 42-Hour Plan* which prioritises regional training requirements. The review consultation revealed that this is not always occurring and there are instances where training has been developed in isolation, with no consideration of other training requirements or appropriate delivery methods. This can result in the development of lengthy and unrealistic training packages. It would benefit the organisation to ensure the policy requirements are met around all mandatory training, ensuring packages are appropriate and maximise training outcomes while minimising the effect on service delivery.

13.6.2 Staff member training and development

While the QPS invests heavily in training for police officers, staff members advised the Review that the response was not so positive for them. In regions the training of administration officers rests with the local district and education training officers who are also responsible for the mandatory training requirements for police officers. As a result staff members advised that their training often takes a 'back seat'.

The QPS offers three main courses for staff members up to an AO4/006 level. These include Certificate IV in Government, Diploma in Business (Frontline Management) and Advanced Diploma of Government. However, these courses have had a low enrolment and high withdrawal rate. The Diploma of Business had over 80 per cent of participants withdraw in the first semester for 2006 and over 50 per cent in the same period in 2007. While the QPS advises that work is occurring on identifying

reasons for withdrawal, such high rates suggest the QPS may need to identify more appropriate training programs and modes for staff members.

The QPS also provides more specialised training for staff performing operational roles such as a counter officer course, communication centre training and training of watchhouse staff. Broader training is also available for administration officers in a range of subjects including public speaking, report writing and communication skills. However, these are generally not necessarily appropriate or easily accessible to regional staff members and as a result one region reported that local staff members were organising and conducting their own education and development programs.

Some specialist staff members identified to the Review that training for them was either not available, limited or not tailored to their needs. Some external courses are available however a limited number of members attend and this is often at a high cost to the organisation. ICT members indicated that their area had no dedicated training officers and training was limited to a very small number of personnel who could attend externally provided workshops. In 2006 the QPS commissioned an external review of ICT functions which indicated that the skills and mix of skills within IMD was misaligned with current and future business needs and some members had limited knowledge of modern technologies. This in part has been brought about through the lack of training and development in the area.

Compounding this, staff members particularly at the lower classification levels, informed the Review that even if developmental or training opportunities were available, they were rarely released to attend.

13.6.3 Development programs for police officers

The QPS generally invests well in management development programs for police officers up to commissioned officer rank. MDPs are provided at three levels to support police officers in their transition to sergeant, senior sergeant and inspector levels. Completion of the MDP at each level is mandatory for progression in the rank structure. Level one and two, for progression to sergeant and senior sergeant respectively, are assignment based and issues were raised during the Review that these are not sufficiently relevant, meaningful or practical and students struggle to make connections between assessments and the policing environment. These programs have generally undergone little change since inception over ten years ago. Level three, although also assignment based, contains a three-week residential component for the management subject and consultation indicated that it was well received and provided more relevant and focused training. Staff members above AO5 can also complete the MDP although enrolment is low, with 14 enrolling in 2007 and only two successfully completing the course.

In a recent review of separations from the QPS it was identified that 60 per cent of police officers and 30 per cent of staff members separating from the QPS identified management issues as a contributing factor. This supports the recommendation within Chapter 9 for the QPS to review its current MDP programs to ensure that they have a sufficient focus on effective leadership, accountability and HR matters.

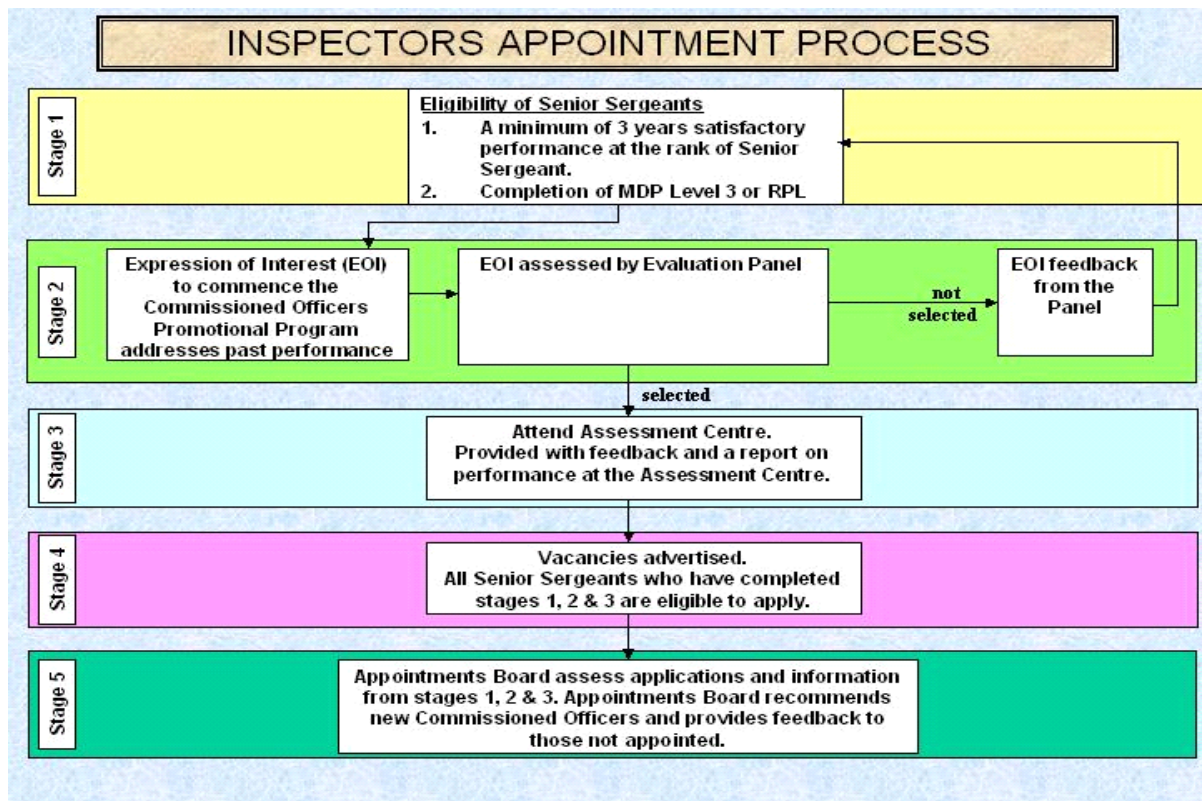
Commissioned officer education and training is generally limited to two courses conducted at the Australian Institute of Police Management in Sydney. Firstly the Police Executive Leadership Program, a two week residential course for four superintendents each year and secondly the Police Management Development

Program, a three week residential course for approximately 12 inspectors per year. The courses are designed for police officers who have been identified as having potential or are already experienced as a leader. The restricted number of positions available each year and the residential nature of the course further limit opportunities for attendance. This lack of training for senior officers within the QPS was raised consistently during the Review consultations and it was identified that there is a need for access to leadership, management and business training which has applicability to a policing environment. The QPS has recognised the lack of development as an issue and has commenced drafting a training package, the Executive Leadership Program, for the development of personnel from the rank/level of inspector/AO7/PO5 and upwards within the organisation. However, as this issue has been raised since 2000 there were concerns that the program may remain a low priority in the organisation.

The QPS participates in the OPSC Executive Mobility Program where senior members move to a position at a similar level in another agency for a period of approximately six months. The QPS has had one officer per year participate in this program and some officers have been seconded to other agencies on an informal basis as the need arises. This has assisted in creating some awareness of whole-of-government issues and new ideas, approaches and perspectives. In view of the issues raised in Chapter 6 this is an area requiring some improvement and further benefits could be attained with increased participation in the mobility program or the use of inter-jurisdictional exchanges.

13.6.4 Progression to commissioned officer rank

The QPS uses an Assessment Centre Program to assess the competencies of senior sergeants seeking to progress to the rank of inspector. The original Assessment Development Centre approved in 1997 had both a promotion and developmental focus. The focus now is on assessment for promotion. In 2003 the QPS Senior Executives approved changes to the promotion system which saw the development of a five stage promotion model with the Assessment Centre being stage three in the progression from senior sergeant to commissioned rank. Figure 5 below outlines this system.

Figure 5: Inspectors appointment process

The centre is a two day live-in process involving multiple, trained assessors evaluating groups of candidates in a series of simulations, usually in the form of interviews, written exercises and team meetings and in-basket exercises. Assessors determine final scores or ranking of candidates. Officers receive a rating based on core competencies and suggested areas for development, which they may pursue. There is no pass or fail.

The issue raised to the Review is that the officer can still apply for inspector positions, regardless of any rating received or development completed as the current policy states that a member must only have attended a centre to satisfy stage three of the inspector's promotional process. Officers can be promoted even when they have received a 'low' rating in one or more competencies. Some staff suggested to the Review Team that the centre appeared to be fulfilling more of a gate keeping role.

The HRM Manual authorises the use of tests (e.g. psychometric, aptitude and physical tests, role plays, job simulations, work samples, in-tray exercises, etc.) within the selection process but does not specify the assessment centre within these. As a result a degree of ambiguity remains.

The QPS would benefit from clarifying the purpose of the program and developing, documenting and communicating clear policy on the exact use of the outcomes achieved through the program.

13.6.5 Training delivery methods

The QPS uses a range of methods to deliver training including face to face training, printed material and online learning. The QPS is heavily reliant on 'train the trainer'

delivery models, where existing members who have some expertise in an area are taught to train other members. The use of this approach may be creating greater pressure on operational police officers than anticipated. The Review noted that in 2007 it was identified that a senior constable identified as a trainer would complete 104 hours of training and then deliver in excess of 280 hours of training. For the next version of QPRIME training officers will be expected to be away from their home establishment for 17 weeks. While this type of model is generally considered to be an inexpensive approach, full costing and any cost benefit analysis has not been undertaken by the QPS. In the future a total cost benefit analysis of using a train the trainer model should be completed and compared to alternatives including the ongoing increase to regional and district training offices or the outsourcing of some training to suitably qualified trainers to reduce the demands on operational trainers and ensure a flexible and responsive approach.

13.7 Performance assessment

The QPS has a legislative requirement under the *Police Service (Administration) Regulations 1990* to require members to have their work performance formally appraised. The system in use by the QPS for all members up to senior executive level is the Performance Planning and Assessment System (PPA). Senior executives use a similar process, the Executive Performance Planning and Assessment (EPPA) system. These systems use methodologies of management by objectives with a narrative component and a rating scale.

Staff at all levels raised serious concerns to the Review about the current PPA system. Members suggested that they are meaningless, not used in any selection or promotions processes and not valued. A number of supervisors indicated that they were not aware that staff members were also required to undertake a PPA.

The PPA system is generally only utilised as a mechanism for a police officers movement through pay points within ranks. The system is not used to provide meaningful performance monitoring, nor is it used to provide opportunities for members to identify and build on individual strengths and identify training needs in order to develop further knowledge and skills. There is also no means of recording or retaining a PPA unless each individual officer keeps his or her own assessment. This means that when members transfer from one establishment to another there is no means of managers being aware of the past performance of new arrivals.

The majority of supervisors consulted indicated their support for an effective system of performance monitoring and development and that the system needed to be both accountable for and supportive of decisions made. However, a number indicated reluctance to use the current system due to accusations of harassment or bullying by subordinate staff. Without an effective PPA system the management of diminished work performance becomes difficult, if not impossible.

It is noted that the PPA system has been an agenda item on the Commissioners' Standing Committee and that following a survey of the senior executive in October 2007 further research is being conducted. The survey suggested that confidence in the system is extremely low and indicated divided opinions on the potential use of PPAs with some executives simply looking for a fair assessment of an officer's work performance, while others seeing a chance to actively promote officer development through identification of future opportunities and planning towards those.

What is apparent from the review consultation is that when the PPA links to pay point progression it creates some challenges for effective implementation, particularly in terms of managers providing honest feedback. The QPS needs to develop a methodology which is more useful for performance management and professional development. There will also need to be a substantive effort made to change the culture within the QPS regarding individual performance measurement if improvements are to be made in this area. Staff at all levels need to have confidence that any new process developed will be credible and used for the purpose intended.

There is also scope for the OPR process which assesses operational performance within regions and districts to be linked to individual performance assessments for management within those areas. This would provide a coordinated approach to performance assessment and development.

13.8 Findings

With a workforce of almost 14 000 staff effective HR management within the QPS is essential. The QPS demonstrates a strong and positive commitment to building and maintaining support systems for members. However, the consultation during the Review revealed widespread concern over a number of aspects of human resource management policies and practice. While some concerns were valid others related to a lack of knowledge or understanding of, or simply non-compliance with, QPS policy. Considered by themselves no individual issue is unmanageable however the cumulative affect of a number of issues makes this more significant.

The QPS has a comprehensive HRM Manual in place to guide practices however this is complex and out of date and consequently provides poor and sometimes incorrect guidance. The policies often differ for police officers and staff members for no apparent reason. The HRM Manual should be reviewed and updated as a priority.

Selection processes within the QPS appear to be complicated, time consuming and limit the organisation's ability to select appropriately skilled applicants within a timely manner. The lack of a requirement for police officers to provide a substantial justification for review of selection decisions also creates pressure on selection panels and is resulting in very bureaucratic and lengthy processes to avoid the likelihood of reviews being lodged. As a result the pressure created by the management of the selection processes and related vacancies is having a negative affect on service delivery. Other contemporary strategies to assist in efficiency gains, such as the use of a 'scribe' during the interview process and abbreviated selection processes should be considered by the organisation.

There are some difficulties experienced by the QPS in terms of the organisation's ability to effectively transfer and move police officers to meet organisational needs. This needs to be carefully considered and resolved through methods such as the use of transfers to generic positions within districts or areas and then if necessary, discussed in future EB negotiations.

The QPS has a high-level of commitment to and a heavy investment in the training of police officers and provides a range of mandatory and developmental training. However, the continually increasing training needs of police officers resulting from legislative and administrative changes is placing pressure on the capacity of operational staff, both as trainers and recipients of training, to meet service delivery demand. While programs provide developmental opportunities for officers wishing to

progress to commissioned officer rank, this creates a degree of instability in supervisory ranks as many positions are filled by relieving officers. The QPS investment for staff member training could be improved.

The current performance planning and assessment system is not valued, not used in any selection processes and generally not utilised as it was originally intended and in many instances is utilised for pay point progression rather than as a true developmental tool. Its usefulness in the management of diminished performance within the organisation is doubtful.

13.9 Recommendations

35. The Commissioner, by 1 July 2009, review and revise human resource management policies to ensure that:
 - a) they reflect current policy and current certified agreements
 - b) they are consistent for police and staff members, where appropriate, and reflect Office of the Public Service Commissioner directives
 - c) those related to selection procedures outline a more streamlined approach which shortens timeframes and reflects contemporary practice
 - d) they require a review of long term absence at three months to determine the appropriateness of commencing a medical retirement or other return to work process, and
 - e) all human resource delegations and approvals within the Human Resource Management Manual and the Handbook of Delegations devolve, where appropriate, responsibilities and accountabilities to regions, commands and divisions.
36. The Commissioner, by 1 January 2009, examine the feasibility of changing the procedures, and if needed legislation, to reflect a similar level of justification and procedure for review by police officers of selection procedures as that required by the Public Service Commission for appeals in other public sector agencies.
37. The Commissioner, by 31 December 2008, develop options around police officer transfers which allow a more flexible approach to meeting organisational needs and consider these in future enterprise bargaining negotiations.
38. The Commissioner, by 1 October 2008, amend the Human Resource Management manual to clearly acknowledge the purpose of the Assessment Centre Program.
39. The Commissioner, by 1 July 2009, finalise the strategy for the professional development of senior officers which has a range of options to provide access to experiential learning in leadership, business management and whole-of-government policy and processes.
40. The Commissioner, by 1 January 2010, develop and implement a revised performance planning and assessment system which at a minimum sets performance expectations, recognises good performance, provides guidance where improvement is required and opportunities for development and links to the Operational Performance Review process for relevant managers.

14 Performance Management Assessment

The *Performance Management Review Framework*, developed by the SDPC and published in February 2007, establishes the framework for service delivery and performance management reviews to be conducted across all departments as part of the government's priority to deliver responsive government. The focus of the performance management review framework is to determine how well the organisation is positioned to observe and manage its performance. By having in place effective performance management systems and processes the organisation will be better positioned to progress towards achieving its strategic direction and deliver more efficient and effective services to the community.

The *Performance Management Review Framework* consists of six elements:

- planning and strategy
- resource management
- performance measurement and monitoring
- governance
- evaluation and continuous improvement, and
- leadership and capability.

An assessment is conducted of the level of maturity of the organisation for each of the six elements along a continuum of increasing sophistication. Maturity levels are:

1. *Beginning* – basic compliance and conformance with statutory requirements
2. *Developing competency* – supervision and monitoring systems are in place, several elements of performance management need further development
3. *Embedded* – sound performance management practices are used across the organisation to drive the business, customer feedback is incorporated in business planning, and
4. *Leading* – the organisation is proactive, uses internal and external data to plan for and actively ensure that outcomes are achieved.

14.1 Planning and strategy

The element of planning and strategy focuses on the process of organisational planning and strategic direction setting that informs resource allocation and managers' decision-making. Organisational planning includes all planning – strategic, operational and individual performance.

Evidence gathering for this element considered the:

- quality of organisational planning
- alignment of programs and activities to whole-of-government priorities and outcomes
- quality of strategic direction setting for the organisation
- quality of public policy development that achieves government priorities, and
- extent to which plans and strategies are implemented across the organisation.

The level of maturity of the QPS has been assessed as 'beginning'. The organisation has plans in place at the strategic, operational and individual levels. Planning at the

strategic level requires improvement and the establishment of clear links with financial, human and physical resource planning. Some strategic planning documents do not meet all the technical requirements of the *Financial Management Standard 1997* but the organisation is working to address this. The organisation demonstrates expertise and leadership in operational planning and incident management at an agency and whole-of-government level. Individual performance planning is not undertaken consistently across the organisation and is approached as a compliance exercise rather than a tool to plan work responsibilities and drive performance. The QPS is implementing a number of strategies to improve its performance in this element and is well-placed to achieve a 'developing competency' level of maturity in the near future through investing in its strategic planning and policy capacity and undertaking planning exercises which provide the organisation with a clear strategic direction and firm strategies to achieve its goals.

14.1.1 Quality of organisational planning

QPS planning occurs at a strategic, operational and individual level. The key planning documents are the:

- strategic plan (over four years)
- Information Management strategic plan (over ten years)
- draft Assets strategic plan (over four years)
- Strategic Priorities Statement (prepared annually for the financial year)
- Future Directions Statement, prepared annually for the upcoming financial year by each of the eight regions, three commands and the corporate services division
- Priorities Statement, prepared by each district, branch or equivalent unit, and further supported by 30 district operational plans which include 28-day rosters, and
- PPAs for staff members and police officers up to and including inspectors, and EPPAs for superintendents and above.

The QPS has also prepared a *Corruption Prevention Plan 2007-2008*, which provides an organisation wide framework for corruption prevention. Additionally, the QPS has a range of other planning documents which address specific policy or operational issues. These plans include a Disability Service Plan (a requirement of the *Disability Services Act 2006*), and the Brisbane CBD Emergency Plan, which was developed in consultation with a range of stakeholders including Brisbane City Council and a number of Queensland Government agencies.

Under the *Financial Management Standard 1997*, the QPS is required to develop a strategic plan, operational plans, an ICT strategic plan and an asset strategic plan. Section 17(2) of the Standard requires that although the strategic plan must cover a period of at least four years, the plan must be developed every financial year. The QPS has not satisfied this requirement, with the most recent document, the *Strategic Plan 2004-2008*, having been in place for four years without review or modification. Section 18 of the standard also clearly describes prescribed requirements for inclusion in the plan that are not fully met by the QPS. However, the QPS has prepared a new Strategic Plan for 2008-2012 which is in the process of being approved by the relevant bodies.

The *Strategic Plan 2004-2008* sets out four output areas and includes key priority areas, strategies and performance indicators for each output. However, there are no

organisational goals or objectives to guide organisational effort. The document does not provide a clear direction for future policing and the preferred model/s of service delivery, so linkages to future investment priorities are poor.

The QPS has prepared a *draft Asset Strategic Plan 2007-2011*, but as it is yet to be approved by the QPS it does not meet the requirement for the annual development of a strategic asset plan under the *Financial Management Standard 1997*. The draft Asset Plan does not contain a detailed asset acquisition strategy or timeframes and it is suggested that these matters be addressed as part of the organisation's current review of the document and its corporate governance arrangements for asset management. The *Information Management Strategic Plan 2001-2010* provides guiding principles for investment but does not clearly articulate goals, priorities and how it assists in achieving government's social and fiscal objectives. As such, the plan is more operational than strategic in focus, its currency is debatable as it has not been reviewed or modified since 2003 and hence it does not meet the requirements of the *Financial Management Standard 1997* in either its development on an annual basis nor the prescribed inclusions within the plan.

A strategic priorities statement is prepared by the QPS on a financial year basis to guide budgeting, planning and performance management with a focus on strategic, whole-of-service initiatives. The 2008-2009 statement identifies nine priorities which reflect a range of the QPS and whole-of-government planning documents and processes.

Operational planning is done well by the QPS. The OPR process provides a structured framework for analysing operational performance and aligning effort and resources to address identified problems. OPRs focus on performance at the district level, and are complemented by themed OPRs in selected specialist areas such as traffic management. District OPRs occur annually, with a follow-up OPR held six months later. OPRs cover eight priority areas which broadly align with the organisation's outputs and in many instances provide guidance and direction to district and regional level operational planning and management strategies. The eight priority areas are:

- personal safety
- property offences
- client service
- planned and unplanned major and special events
- unique and emerging issues
- human resource management
- financial management, and
- professional standards and ethical practices.

OPRs are a problem-orientated approach to performance management utilising both quantitative and qualitative data to understand and address the causes of crime and other policing issues. Data analysis is combined with robust discussion of performance, which allows local operational policing priorities to be identified and then aligned with resources. This planning of effort and resources is supported by six-monthly follow-up analyses so the effectiveness of response strategies can be assessed and adjusted accordingly. Trialled in 2001 and implemented organisation wide a year later, the OPR process has proved to be highly successful in analysing the effectiveness of operational planning and performance.

The QPS undertakes workforce planning on an annual basis in line with the budget cycle, with funding for police officer numbers determined by the Cabinet Budget Review Committee annually. There is currently no longer range workforce planning process or formally approved plan which identifies and plans for HR requirements over the next three to five years. This means the QPS is not in a strong position to plan workforce supply to meet forecast demand and effectively deliver services to the community. This needs to be addressed.

The organisation has high-level skills in planning for and analysing the management of planned and unplanned events. At a district operational level, consultations indicated some challenges in preparing rosters because of staffing vacancies and part-time and non-operational staffing arrangements.

Consultations across all levels of the organisation indicated that individual performance planning requires improvement. The PPA and EPPA processes are largely undertaken as a compliance exercise and in some cases, are not undertaken at all. The PPA system acts primarily as a mechanism to facilitate paypoint progression.

14.1.2 Alignment of programs and activities to whole-of-government priorities and outcomes

The four outputs set out in the QPS *Strategic Plan 2004-2008* and *Ministerial Portfolio Statement 2007-2008* all contribute to the government outcome of 'safe and secure communities'. The *2008-2009 Queensland Budget–Service Delivery Statements–Department of Police* (SDS) is primarily linked to the government outcome of 'fostering healthy individuals and communities'. There is significant alignment between whole-of-government priorities, the strategic plan outputs and lower-level operational planning documents. The organisation's *Strategic Priorities Statement 2008-2009* was prepared using a variety of sources, including government priorities, the Ministerial Charter of Goals, the whole-of-government policy development program, election commitments, Cabinet endorsed initiatives, and the organisation's 2008-2009 budget submission. The breadth of documents referenced means there is a level of alignment at the program and activity level with whole-of-government priorities and outcomes. The strategic priorities are also aligned with the QPS research priorities.

As noted earlier, there are broad linkages between the four outputs of the strategic plan and the eight priority areas of the OPR. Ideally, the organisation's strategic direction should inform and be supported by the OPR priorities and some refinement of those priorities could occur depending on the outcome of future QPS strategic planning exercises. The QPS' focus on OPR priorities as a guiding mechanism reflects the organisation's mixed performance in strategic planning generally. There are no systemic links between OPR and individual performance planning, which could feasibly occur at the district officer, chief superintendent and assistant commissioner level. This is discussed in greater detail in the performance measurement and monitoring element of this chapter.

14.1.3 Quality of strategic direction setting for the organisation

The quality of strategic direction setting for the organisation is not at an advanced stage of maturity. The strategic plan does not provide a clear vision for the future of policing and is presented as a lengthy collection of various lists, including government priorities, OPR priorities, key challenges, and organisational outputs, priorities and indicators. It does not provide a strong or cohesive foundation to guide strategic direction, investment or service delivery. The QPS has acknowledged the limitations of the current strategic plan and is currently reviewing the document.

The QPS is in the process of developing a longer term strategic vision for policing in Queensland. This process, once complete, will allow the organisation to more effectively align strategies and resources to achieve service delivery outcomes.

The QPS undertakes an environmental scanning exercise once every two years. The *2006 Environmental Scan* considers the international, domestic and state environment, as well as issues from the perspective of the four output areas, each QPS region and demographics. The environmental scan is designed primarily to give a broad overview of the key issues which will influence policing in Queensland, and its content is reflected in operational plans, especially at the regional level, rather than at a strategic level.

14.1.4 Quality of public policy development that achieves government priorities

Review consultations indicated that the quality of public policy and legislative development undertaken by the QPS is variable. This is both where the QPS is the lead agency for policy development and where the QPS contributes to the development of policies and legislation of other agencies.

Consultation on policy matters requires improvement. Appropriate internal consultation is not always undertaken, and across agency consultation sometimes occurs comparatively late in the development process. Key stakeholders indicated that improved use of research and evidence in developing policy positions and submissions would help the organisation communicate the merits of its position, build support amongst central and line agencies and achieve better policy outcomes. The Review acknowledges that on occasions, due to other legitimate government priorities, even the best evidence based submissions may not achieve the desired result for the QPS. However, the rigour of the process will better place the organisation to adapt to the effects of decisions taken.

The QPS has significant involvement in the enforcement of legislation of other agencies. This includes, but is not limited to, legislation relating to child safety notifications and family responsibilities. The QPS works collaboratively with other agencies to inform the legislation and identify and plan for the resourcing impact of new initiatives. Not all attempts at identifying and securing resources for these downstream impacts have been successful, and consultations indicated there has been a significant adverse operational cost to the QPS as a result.

Review consultations indicated there is a tendency to favour legislative responses to problems over other non-regulatory solutions, although there have been instances in the past where non-regulatory solutions have been implemented, for example cautioning of juvenile offenders and the coordinated response for young people at

risk. Appropriate consideration should be given to non-regulatory options early in the policy process and legislation used only as a last resort or where it is clearly the most efficient and effective response available.

14.1.5 Extent to which plans and strategies are implemented across the organisation

Programs and strategies which support the four outputs of the strategic plan are implemented on a day-to-day basis. Implementation of plans at the operational level occurs across the organisation, although consultations indicated that some operational plans become 'shelf' documents.

Performance management and appraisal is a requirement of the PSA Act and is linked to the responsibilities of the Commissioner under section 4.8(n) of the Act. Despite this legislative framework, the PPA and EPPA documents are not well utilised and are not generally effective in managing performance or professional development, outside the structured training programs necessary for police officer advancement.

14.2 Resource management

The element of resource management focuses on the systems and processes of monitoring human, physical (including ICT) and financial resources in order to maximise results.

Evidence gathering for this element considered the:

- effectiveness of resource allocation and monitoring processes
- capacity to identify the cost of services and the efficiency of delivery models used
- achievement of value for money in the organisation's operations, and
- ability to reallocate existing resources away from areas of low achievement or impact to new and emerging priorities.

The level of maturity of the QPS has been assessed as 'developing competency' for resource management. The organisation has sound systems in place to monitor resources and resource allocation, however these tend to be centrally controlled. A range of HR policies are outdated and delegation levels are too high which can result in inefficiencies. While the organisation does have resource allocation models, some limitations have been identified. The QPS is able to identify resource allocation to the output level and can identify the costs of functions and new initiatives. However, it is not able to identify the costs for the full range of operational activities and service delivery models provided and hence whether they are achieving value for money. The organisation can reallocate existing resources for short term priorities and emergency situations.

The organisation could move to the 'embedded' level of maturity with the implementation of more systemic resource allocation models and upon implementation of the recommendations of this Review, particularly around human resource management issues.

14.2.1 Effectiveness of resource allocation and monitoring processes

The QPS has a Finance Committee which determines funding allocations across the organisation and advises the BOM on the status of the budget. Budget monitoring processes are in place and the Finance Committee reviews financial reports and advises BOM on a monthly basis. Reporting requirements for divisions, commands and regions are set out in the *Financial Management Practice Manual* which is available on the QPS intranet.

The QPS recently commissioned an external review of the Finance Division to strengthen the area and improve resource allocation and monitoring processes. The review identified that while organisational requirements in regards to financial management and reporting were met by the regions and commands, the type of budget and complexity of reporting is low level. The Review was advised that regions and commands had little discretionary budget and limited influence on future budget allocations.

The external review also identified that the current approach to financial management at the corporate level did not provide transparency, accountability or consistency in what is funded and that there is no financial forecasting or planning for priority areas. However, the QPS has responded to these issues and has now developed resource frameworks to guide funding allocation at the regional level and improve transparency of decision-making.

There have been long standing issues in the organisation in regard to resource allocation at the operational as well as whole-of-organisation level. Implementation of the recommendations from the external review of finance and the strengthening of governance processes for ICT and major projects, through the establishment of an Investment Governance Board and the use of an effective prioritisation framework, will further assist the organisation to improve performance in this area.

The resource allocation for capital works is undertaken by the Strategic Capital Planning Committee which was established to prioritise major capital works programs for the medium to long term. The committee has a role to provide strategic focus and direction on capital programs, advise the BOM of future directions and develop regional and whole-of-organisation priorities for significant capital works. The committee has developed a prioritisation framework for regions and at a whole-of-organisational level to guide decisions around capital investment.

In relation to allocation of human resources, the QPS has a model developed in 1991 to allocate staffing resources. The model distributes predetermined staff growth rather than identify or inform the service or government of the resource need. This is a three-part process of allocation between regional and non-regional (staffing allocation model), actual regional allocation (regional allocation model) and actual district allocation (district resource plan).

Although the model is unable to assist the organisation to plan for staffing growth, it does provide a framework for regional resource allocation. The limitations to the model were identified in both an external review undertaken in 2000 and a more recent internal review in 2006 and have been discussed in Chapter 11.

The QPS also identified a need for the organisation to address issues regarding the timeliness in filling vacancies, management of surplus staff and promotions and transfers issues in the internal review of the model in 2006. However, it was evident

during review consultations that these issues remain outstanding, leading to a perception that the staffing model is inadequate and frustration around the allocation and management of human resource issues within the organisation.

The financial and human resource management delegations are set out in the QPS *Handbook of Delegations and Authorities*. The high delegation levels were raised during review consultations, particularly in relation to managing human resources within regions, commands and divisions, making it difficult to fill positions in a timely manner due to high-level sign off requirements. The inappropriate levels of delegations, along with outdated policies around human resource management were also identified in a recent external review commissioned by the QPS.

14.2.2 Capacity to identify the cost of services and the efficiency of delivery models used

The QPS uses the SWAS to gather information on the allocation of time spent on organisational outputs and apportion cost to these. The time and expenditure by output is reported in the Annual Report.

The SWAS gathers data on police activity twice a year, using a 30 per cent random sample of operational police and staff members across all districts and commands. To iron out peaks and troughs in activity an average of the past three SWAS is used to establish time and cost data. However, as this is only sample and snapshot data it is not possible to fully identify the cost of individual services or activities or specific models of service. The organisation is able to identify the aggregated cost of the provision of services for activities, such as 'schoolies' or other major events and as such can identify the cost of services for cost recovery from other agencies. It is also able to identify the costs to the agency of implementing alternative scenarios for high level policy initiatives. However, it is unable to fully measure demand for service and workload, and as a result lacks capacity to identify the full cost of particular services, such as the management and investigation of domestic violence or other incidents, or particular types of crime which would be of more assistance in determining the efficiency of the delivery models being utilised.

The organisation has identified the SWAS could be adapted to improve the capture of information and costings for models, such as police shopfronts. Progression along this path would assist the QPS in improving its performance in this element.

The QPS undertakes a range of activities on behalf of other agencies. One example of this is issuing drivers' licences and motor vehicle registration on behalf of QT. While regions could suggest the burden this placed on a station and provide an approximation of the time spent on these activities it would be more beneficial to the organisation to have the capacity to identify a full cost of these services.

14.2.3 Achievement of value for money in the organisation's operations

The output and outcome data in the MPS, SDS and the *Annual Statistical Review* assists the organisation to identify the value of services to the community. Through the OPR the organisation can also identify where improvements at a district level can be made to achieve greater outputs and assess the value of policing priorities within the community. However, the ability of the QPS to fully assess whether it is achieving value for money would be enhanced if it were able to determine the full costs of service models and thereby evaluate their efficiencies and effectiveness.

Staff members and police officers consistently reported during the Review that the organisation is able to provide value for money, as evidenced by the ability of the QPS to provide a full range of services, continually respond to additional tasks and undertake services on behalf of other agencies, within the finite resources available. However, it would be of benefit to the organisation to have a systematic process in place to ensure, or ascertain whether, value for money is achieved.

A number of examples were provided to the Review Team regarding the difficulty in achieving value for money in capital works and maintenance projects. The organisation adheres to government policy and uses QBuild as the supplier and the Review was advised that this has created some issues in relation to achieving value for money. To date the organisation has not pursued other possibilities in this area and would benefit from following the practice of other government agencies operating on a dispersed service delivery model that have been able to negotiate different arrangements for capital works.

14.2.4 Ability to reallocate existing resources away from areas of low achievement or impact to new and emerging priorities

As with other government departments, the QPS is constrained in reallocating resources which are a result of government priorities or commitments. This can be to the level of having to establish and resource a police station in an area pre-determined by the government. The organisation has demonstrated that it has some capacity to reallocate resources through what it has done in the area of housing acquisition and disposal. Over the past four years the QPS has undertaken a project through the QPS State Housing Management Committee to rationalise its housing stock, selling properties in more populated areas and purchasing in rural and remote areas where access to housing for police officers is limited.

The organisation has not always been successful in influencing and planning for possible reallocation and has had difficulty in achieving significant changes to service delivery patterns to manage a limited resource environment. This has resulted in additional new services or activities being required of the organisation with little or no additional funding. The limited systems in place to assist the QPS in planning for growth, future need and address changing demands does not assist the QPS in its capacity in this area.

Transferring human resources to emerging priority areas is limited and difficult for the organisation on a longer term basis. While police officers are allocated to regions initially, they are appointed to a position and movement must adhere to human resource policies and the requirements around transfer set out in the EB5 Schedule 2 on lateral transfers. While this schedule does allow transfers within the QPS on a range of operational factors, including organisational restructuring where there may be changing staff level requirements, applications or submissions must be considered by the TAC. During the period 17 April 2007 to 15 April 2008 only three of the 215 management initiated transfers approved by TAC were for organisational restructuring, the remainder were for retraining, health, surplus or other reasons. Thus while the EB5 does provide some capacity for reallocation, in practice it is limited and difficult to implement and does not enable managers to efficiently and effectively address emerging service delivery priorities. Nevertheless, the organisation is able to move police officers on a short term basis for major event management and emergency responses.

As in other government agencies HR management practices and broader public sector resource practices limit the capacity of the organisation to move staff members to reflect priorities. Generally, staff members appointed to a particular position develop strong attachments to that position or area, or have specialist skills which do not easily enable transfer to other higher priority areas.

14.3 Performance measurement and monitoring

The element of performance measurement and monitoring focuses on the process of collecting and analysing data to understand and manage performance.

Evidence gathering for this element considered the:

- breadth and depth of performance measures in the organisation
- quality of data in terms of accuracy, reliability and relevance
- effectiveness of measures in determining performance, and
- incorporation of measures in systematic ways in decision-making processes.

The level of maturity of the QPS has been assessed as 'embedded'. The organisation's OPR process is highly respected and focuses the organisation on measuring and monitoring operational performance. While the OPR has driven good outcomes in terms of policing practice there are opportunities to drive other areas of organisational performance through this process. The key areas for improvement include the accuracy and reliability of some data, achieving consistency with national data standards and extending the scope of the OPR to include more rigorous analysis of systemic and centralised corporate functions.

14.3.1 Breadth and depth of performance measures in the organisation

Each of the four outputs and supporting corporate function set out in the strategic plan, MPS and SDS are supported by performance indicators and reported against in the Annual Report and MPS.

The performance indicators used by the QPS generally measure activities and outputs. In regard to crime and perceptions of crime, key indicators include clear up rates and timeliness of clear ups and survey-based indicators which measure community perceptions of and satisfaction with policing.

The QPS has few performance measures relating to road safety and traffic management. This can be attributed in part to QT being the lead agency for road safety. However, the QPS is exploring the use of new and refined measures via the OPR process to drive performance improvement in road safety and traffic management, which is a positive step.

The QPS has a Client Service Charter which sets out the expectations of the QPS in relation to its own performance and the expectations it has of the community, including those requesting assistance, victims and/or witnesses to crime and those suspected of breaking the law. Information about making complaints against members of the QPS is also included. There are no performance standards or measures to support the charter and as such, is it a principle-based document with limited ability to guide and measure the quality of service delivery.

As noted earlier, the QPS has two individual performance management systems in place: PPAs and EPPAs. Key work responsibilities set out in the documents are designed to link to strategic plan outputs and relevant work objectives are linked to issues and strategies included in the priorities statements and operational plans.

14.3.2 Quality of data in terms of accuracy, reliability and relevance

A range of statistics used in the OPR process are sourced from QPRIME. The data is cleansed centrally in accordance with national standards endorsed by the Council of Australian Governments (COAG) and used in the Productivity Commission's ROGS. Some accuracy and reliability problems have been identified with OPR HR data sourced from the QPS Shared Service provider and traffic data sourced from region-specific databases. The presence of localised databases has meant data consistency across regions has been a problem.

Despite the cleansing processes put in place to support the OPR, review consultations indicated that in the transition to QPRIME, the accuracy and reliability of some crime data has been a problem. Issues reported during consultation are outlined below and include:

- mandatory data entry fields are not always marked, so omissions are not automatically fixed. The QPS has devoted significant human resources to data entry checking to improve the completeness of information
- the search function can lead to markedly different results depending on the user, and
- the quality of data is influenced by the level of training and expertise of police officers. This is especially the case with crash data, with researchers who utilise it observing significant differences in the quality and validity of data collected outside South-east Queensland, where availability of specialist staff is limited.

While QPRIME data are consistent with COAG standards, not all data collected by the QPS are consistent with national guidelines. For example, the QPS counts its operational police officers differently to the COAG definition, so Queensland's operational police numbers appear lower than other states. The issue is further complicated by Queensland having a comparatively high rate of civilianisation, with most of these staff members located in operational areas. The Review Team understands that the QPS is in the process of aligning its HR reporting with agreed COAG guidelines.

The QPS Forensic Register is an excellent example of integrated data collection which provides accurate and reliable information about workload, throughput and the nature of the organisation's business.

Despite the introduction of QPRIME and the Forensic Register, information systems currently in use cannot easily generate certain types of data, such as the number of arrests on any given day.

14.3.3 Effectiveness of measures in determining performance

The QPS publishes an *Annual Statistical Review* which sets out crime statistics for Queensland and includes information on levels of reported and cleared crime, traffic related matters and police personnel. The document plays a critical role in assessing the organisation's performance in response to crime trends, and provides a high-level of transparency and accountability to the community.

At an operational level, crime statistics collected and analysed as part of the six-monthly OPR process are an effective way of determining operational performance at the district level. The OPR process provides a mechanism for dialogue amongst district personnel and senior leaders within the QPS to identify trends, implement strategies, monitor progress and make adjustments accordingly.

The QPS is not currently able to accurately measure workload and demand at the organisation wide level. For example, there is no consistent or agreed way to measure calls for service across regions and consequently there is a lack of reliable data to contribute to both performance monitoring and planning. Over time, the integration of QPRIME data with other forms of demand information (including detailed information from the Forensic Register) may improve the level of performance information available.

Performance measures should ideally include some outcome measures to provide the community with a picture of system-wide performance. The QPS is working with Queensland Treasury's Office of Economic and Statistical Research to create better quality system-wide data and as noted earlier, cross-government databases such as IJIS will play a critical role in collecting, accessing and reporting this information.

The QPS' use of targets to drive performance is limited to estimating performance against outputs in the MPS. Performance against these targets is not a focal point in budget documentation and does not drive improved outcomes. However, there is growing awareness across the public sector of the capacity of published targets to drive performance improvement and performance targets are now being developed at a whole-of-government level. Targets are used to best effect when they are genuine stretch targets which challenge the organisation to improve its performance. Care will need to be taken in developing future targets to ensure that these don't simply reflect existing published performance ranges. Better use of published performance targets by the QPS could be a powerful incentive for performance improvement, and would complement existing OPR processes.

While the OPR process covers eight priority areas, in practice most of the analytical focus at OPRs is on operational policing issues rather than the priorities relating to the management of human resources, finance and professional standards. There is scope to expand the OPR process to include a more systemic analysis of these issues, through mandating the annual review of centralised corporate functions as part of the OPR annual program. This would bring significant advantages in terms of regular critical analysis of some of the organisation wide functions which are vital to service delivery and performance, including ICT, HR management, training and development and the corporate functions managed by the Administration Division.

There is scope to link the OPR process to individual performance management. This is especially in the case of district officers, who play a critical role in accounting for the performance of their district, and chief superintendents and assistant commissioners who have significant decision-making responsibility and accountability for their region or command. This performance information could be linked to promotion and transfer processes. It is important that the non-adversarial and supportive basis of OPRs be maintained and to this end, performance appraisals using OPR performance would need to be linked to an officer's understanding of the issues affecting operational performance, and not reported crime statistics, which varies significantly across districts.

Review consultations indicated that performance information contained in PPAs is not useful in identifying individual's actual performance. There is reluctance amongst some supervisors to include adverse performance feedback in PPAs because of its linkage to pay point progression and a concern that adverse feedback may result in grievances being lodged against managers.

There is scope to better utilise QPRIME data, including information about police officer workload, throughput and case completion, in the assessment of individual work performance, although QPRIME data alone provides an incomplete view of individual performance.

14.3.4 Incorporation of measures in systemic ways in decision-making processes

A key process for linking performance information with decision-making is the OPR. Both the Commissioner and the three deputies are closely involved in the OPR process, and the ongoing involvement of senior executives is vital in ensuring decisions are implemented to address performance problems.

The analysis of performance information at the OPR contributes to decisions about which strategies to implement to address identified problems. The OPR six-monthly follow-up on identified issues allows issues and the effectiveness of strategies to be monitored overtime and adjustments made accordingly. Generally, the issues which attract the most coverage at the OPR are prioritised at the district level and tend to receive more focused time and resources.

The OPR process was seen as more effective in some districts than others. This view is supported by published research on the impact of OPRs on reported crime in Queensland, which found that 'the impact of OPRs is different for different categories of crime', and that 'the impact of OPRs varies considerably by district'.¹⁴ The research notes that geographical attributes and levels of social disadvantage will contribute to these variations. However, leadership at the district level also plays a role, and it was reported during review consultations that some police officers found it difficult to adapt to critical analysis and a performance-focused environment. Leadership by the Commissioner and deputy commissioners is not, by itself, sufficient to drive ongoing performance outcomes. Leadership skills at the regional and district level play a critical role in ensuring responsive decision-making.

Currently, the SEC and BOM do not receive quarterly reports on organisational performance as part of their briefings. This means that organisational performance is only formally considered during six-monthly OPRs and as part of annual performance reporting for the strategic plan and MPS. Quarterly performance reporting of achievement against organisational objectives is undertaken in many agencies, and provides senior executives with a snapshot of strategic performance and the opportunity to take corrective action in a timely way. This type of reporting is critical in organisations which are decentralised and feature a high-level of autonomy in their regional structure. Organisation-wide responses require regular monitoring, and currently, this type of performance monitoring is lacking.

¹⁴ Mazerolle, L., S. Rombouts and J. McBroom, 2006, 'The impact of Operational Performance Reviews on reported crime in Queensland', *Trends and Issues in Crime and Criminal Justice*, Issue No. 313, Australian Institute of Criminology.

As mentioned previously, the SWAS, which provides data on activity, is primarily used to identify the amount of time and percentage of funding spent on each of the four output areas, and is published in the MPS. Data obtained from the SWAS is not currently used for planning purposes, largely because of concerns over data accuracy and validity due to the random and snapshot nature of the sampling process. However, the QPS could potentially use this and other data to inform its workforce planning and as a basis for reforming some of its business processes and operational practices. Supplemented with QPRIME data and used with care, the SWAS data is potentially a useful source of information about the nature of operational policing.

14.4 Governance

The element of governance focuses on the structures, systems and processes used to manage the organisation in an open and accountable way.

Evidence gathering for this element considered the:

- clarity of roles and accountabilities
- quality of systems and processes used to govern the organisation
- approach to managing risk
- openness and transparency of decision-making, and
- use of information across the organisation to support decision-making.

The level of maturity of the QPS in relation to governance has been assessed as 'developing competency'. The organisation has a governance framework in place and has implemented a risk management system, supported by policies and procedures. However, there are opportunities for the organisation to enhance risk management within the organisation and improve the identification of critical risks and their use in planning. There are also further opportunities for the QPS to improve the governance framework and the timeliness and transparency of decision-making within the organisation.

14.4.1 Clarity of roles and responsibilities

There have been changes made recently to the structure of the QPS, with the implementation of a second deputy commissioner and a realignment of commands. This change has not affected the regional structure but does affect the reporting requirements for some commands. While the appointment of the Deputy Commissioner (Specialist Operations) was announced in April 2008, there has been no communication regarding how this affects roles and accountabilities and no formal changes to governance committee terms of references to reflect changes. The organisation has processes outlined in the HRM Manual around roles and responsibilities in managing organisational change however it is not evident that these have been fully implemented in this instance. Delaying communication and clear documentation of change within an organisation can result in uncertainty amongst police officers and staff members affected by the change and confusion regarding reporting relationships. The QPS has advised the Review Team that a current organisational structure and information is being finalised and will be available on the intranet in the near future.

Amongst commands, divisions and regions the hierarchical command and control structure and culture provides some clarity of roles and responsibilities. Further direction is provided for managers, police officers and staff members on roles and accountabilities through a range of manuals, such as the *Operational Procedures Manual*, the HRM Manual, the *Handbook of Delegations and Authorities* and the *Financial Management Practice Manual*. While these documents provide some clarity of roles and accountabilities, in relation to the HRM Manual, a recent external review commissioned by the QPS identified that it is unreliable and significantly out of date. Further, the Review was informed that complexity of the manuals can make it difficult for police officers and staff members to efficiently gain the necessary guidance from them.

Consultation feedback identified a range of issues around delegations and the high organisational level at which they operate. Examples were provided to the Review of managers being unable to sign off decisions around HR and financial matters which are necessary to effectively manage an area. This included the limited ability for assistant commissioners to make decisions without central office approval, which affects the regions and commands efficient delivery of services. While this could be improved by appropriate delegations, it was also identified during review consultations that there is a tendency for managers to push a decision higher, even where appropriate delegation was available, due to fear around decision-making.

All police officers and staff member positions must have an appropriate PD outlining roles and responsibilities of individual officers. Across the organisation there may be some PDs which are generic, such as general duties police, or specific such as a detective in a child protection investigation unit position. This is the same for staff member position descriptions, with the exception of entry level staff members at AO1/AO2. It is the responsibility of the division, command or region to develop appropriate PDs, otherwise they are generic. This has led to the over use of generic PDs which do not always reflect the positions being filled or provide sufficient guidance on the roles and responsibilities. While the use of generic PDs is appropriate in some areas it is important these are not used at the expense of clarity of roles and accountabilities for the individual and the organisation. It was also evident that in some areas PDs are significantly out of date and do not provide clarity around roles and responsibilities.

14.4.2 Quality of systems and processes used to govern the organisation

Corporate governance is the way in which an organisation is managed and controlled in order to achieve its strategic goals and operational objectives. The QPS outlines its corporate governance structure on the QPS intranet with the framework being the basis for how the organisation's activities are directed, managed and accountable. As part of this structure the forums and committees are identified. The organisation reports that it has two principle decision-making committees, the SEC and BOM. The reported role of the SEC is to provide the Commissioner, who chairs the committee, with advice on the strategic focus and direction for the QPS. This includes direction of operational aspects, strategic planning and policy issues and management of the organisation. Membership includes all senior executive officers of the organisation, two representatives of the QPS Women's Advisory Group Network and a senior police chaplain. The SEC meets every three months.

The BOM has a role on behalf of SEC to ensure the ongoing management of the organisation is in accordance with the established strategic focus and direction. This

committee comprises the Commissioner as chair, three deputies (not reflected in current terms of reference), two assistant commissioners (appointed for a 12 month period) and the Director, Office of the Commissioner and meets on a monthly basis.

The QPS also has six other corporate committees which have responsibility for more specific areas within the organisation. These committees are the Strategic Capital Planning Committee, Risk Management Committee, Audit Committee, Corporate Health and Safety Coordinating Committee and the Finance Committee. The composition and basic role and functions of all committees are accessible on the QPS intranet. Meeting frequency varies from monthly to at least twice a year, or in the case of the Strategic Capital Planning Committee as required.

The QPS has an Information Steering Committee, however the organisation is in the process of replacing this with the Investment Governance Board, which will be responsible for ICT and other major projects. This new board will commence in September 2008.

During the review consultations issues were raised regarding the matters considered by the governance committees, including SEC and BOM. Staff and police officers identified that SEC is more of an information sharing group and provides limited strategic direction for the organisation, while the BOM is a decision-making body regarding strategic and operational decisions. A review of the agenda and minutes of SEC meetings show this committee provides an opportunity for information sharing on activities, programs and policy development. Many of the items presented and considered by SEC were not for a decision, requesting noting with further work often identified. A review of the BOM agenda and minutes confirmed its decision-making role on general matters. While there appears to be limited strategic decision-making and direction setting undertaken by the SEC, the Review Team was advised that the SEC undertook a strategic day in February 2008, where consideration of key strategic priorities, planning and governance arrangements was undertaken. The Review Team was further advised that this will now be held annually which should assist the QPS to improve its strategic direction setting.

It was also identified through review consultation that staff members and police officers are often unclear which committee should consider issues or make decisions on matters and that there is duplication of committees, poor information going to committees and little direction on what the committee is seeking. There are no formalised procedures available to guide staff.

The QPS has recently developed a more standardised approach to all program or project management which will assist it to address issues that were identified during the Review around the lack of governance, clear planning or deliverables and timeframes for projects. A guide around establishing governance processes, consistent with PRINCE 2 methodology has been developed. Also templates are being developed for project management. The Review was advised that this information will be available on the intranet by July 2008.

14.4.3 Approach to managing risk

The QPS has a documented risk management framework, with policy and procedures in place. This establishes roles and responsibilities for risk management at all levels, reporting requirements, processes and timeframes and provides a template for plans and exception reports. Relevant risk management documents,

including templates and controlled self assessment forms are available on the QPS intranet.

The Risk Management Committee has responsibility for directing and guiding the implementation and maintenance of risk management within the QPS including policy, and ensuring systems are in place to inform the monitoring of risk. The committee meets twice yearly.

The *Corporate Risk Register 2006-2007* and the *Corporate Risk Register 2007-2008* provided to the Review Team contain the same ten categories of risk, identified risks, treatments and position responsible. There is no evidence that a rigorous review of the 2006-2007 register was undertaken to inform the current register. The register currently has too operational a focus and would be improved if the strategic emphasis was raised, making it more meaningful for decision-making. The lack of specific accountability for each risk also limits the usefulness of the Register. The Review Team was advised that the register is currently being reviewed with an aim to align it with strategic priorities.

Risk management plans across the organisation have four areas of mandatory reporting, which include counter terrorism planning, business continuity, workplace health and safety and misconduct. There are six other areas around planning, resource management and operations matters. However, there is limited ability to undertake a risk assessment and determine no response is required for the mandatory areas. For example, counter terrorism is a mandatory area and while it may be high risk and require mitigation strategies in Brisbane, in a remote area it would be assessed as low and unlikely, not requiring mitigation strategies. The Review was advised all mandatory risks must have mitigation strategies regardless of the assess likelihood of that occurring. As a result, the application of risk management plans was seen as a compliance exercise with little relevancy or use in informing planning.

The QPS has an internal audit program which in the past two years has had a focus on corporate risks of service delivery, finance, information and intellectual property and human resources. The audits undertaken are both compliance and in some instances examine more broadly the approach and management of particular projects/programs. The audit program is overseen by an Audit Committee, which is chaired by an independent accountant external to the QPS. While the audit program is informed by identified corporate risks, the process by which audit information and findings feed into risk management is unclear.

14.4.4 Openness and transparency of decision-making

There is no established process within the QPS to inform police officers and staff members across the organisation of the key outcomes or decisions from the SEC or BOM meetings. Providing information on key relevant decisions from these meetings can assist the organisation to establish understanding and gain commitment to new directions or ensure focus on determined priority areas. Police officers and staff members also highlighted that there were difficulties in obtaining decisions directly related to work sent to the SEC or BOM, or decisions may be delayed, or not followed through on, when referred to another committee.

Timeliness of decision-making was also identified consistently as a problem with the organisation during consultations. The Review Team was provided with a number of

examples, including, a decision remaining unresolved after two years, a decision regarding tenure being delayed for some months even though it was in an area where it was difficult to maintain staff. Similar examples were provided throughout the review consultations around timeliness of decision-making, or where decisions are not taken, delayed or not communicated.

14.4.5 Use of information across the organisation to support decision-making

The QPS collects and reports on a range of data. However, the use of this data to inform resource allocation, prioritisation of programs or projects and other strategic decision-making processes is limited. There is evidence that at a district level information is used to inform the decision-making process. This is assisted by the OPR process which provides a mechanism for the analysis of data to directly inform operational policing priorities and actions.

The QPS does not currently have a full records management system, including electronic records, implemented across the organisation to assist in identifying and accessing information or decisions and there is no consistent document tracking system. A number of areas within the QPS are currently piloting a document tracking system and this could be further implemented across the organisation. The Review Team was advised that this could also form the basis of a future full records management system. As implementing an organisation wide system may have a significant cost it could be useful for the QPS to consider a staged approach to implementation.

14.5 *Evaluation and continuous improvement*

The element of evaluation and continuous improvement focuses on the process that enables formal reflection and measurement of activities and outcomes in order to improve service delivery and performance management.

Evidence gathering for this element considered the:

- level of evaluation and review activity evident across the agency
- use of findings from evaluation and review activity for continuous improvement
- organisation's approach to supporting a culture of continuous improvement, and
- ability to detect performance problems and implement corrective action in a timely way.

The level of maturity of the QPS has been assessed as 'developing competency'. The organisation has a specialist review and evaluation function which undertakes lower level internal evaluations and manages the organisation's research program. A range of external reviews by independent consultants have also been commissioned. The implementation of internal and external review recommendations is variable within the organisation as is the communication of external review findings. The OPR process forms the basis for continuous improvement at an operational level, as well as a suite of projects undertaken across the regions. Key areas for improvement include the implementation of audit, evaluation and review findings, and strengthening the OPR process by improving dissemination of good practice.

14.5.1 Level of evaluation and review activity evidence across the agency

The Review and Evaluation Unit, located within the ESC, conducts independent evaluations of new and existing policies, projects and initiatives that have organisation wide significance. The unit also provides assistance and advice across the organisation on research and evaluation methods and issues. To support the evaluation process, the unit prepares an evaluation plan to scope approved evaluations. The evaluation plan could be strengthened by the addition of risk mitigation strategies prepared in accordance with Australian Standards for use in evaluations with significant organisation wide implications.

Generally, most reviews and evaluations undertaken internally do not have a steering committee or advisory group. However, draft reports prepared by the Review and Evaluation Unit are provided to the client for comment prior to finalisation. Final reports and recommendations are approved by the Assistant Commissioner, ESC and the assistant commissioner or director from the relevant division, region or command. Reports prepared by the Review and Evaluation Unit are not usually considered by the BOM or the SEC, with report implementation the responsibility of the relevant assistant commissioner or director.

The unit has standard operating procedures in place for the management of evaluations and provision of advice. However, there is no 'how to' document to guide police officers and staff members in undertaking their own evaluations. Such a resource would codify some of the information provided as part of the units advisory role, and would complement the services provided by the unit. A useful source of guidance for the QPS should be the Department of the Premier and Cabinet's *Criminal Justice Evaluation Framework: Guidelines for Evaluating Criminal Justice Initiatives*, which provides a framework for criminal justice agencies to plan, implement and report on evaluations. The framework has been endorsed by Cabinet and its deployment is required by the Cabinet Handbook in relevant policy development processes.

A number of Problem-Orientated and Partnership Policing (POPP) projects have been approved and evaluation is a requirement of their funding. There are a suite of small, non-POPP projects occurring across the organisation, most of which are not subject to formal evaluation or review.

Review consultations indicated the organisation spends significant time and resources trying to retro fit evaluation frameworks to projects and initiatives which have already commenced or been completed. Processes should be put in place to embed evaluation into project planning, so that evaluation becomes part of the project's design, business case approval and implementation. There are some practical barriers to this occurring, including the risk that mandatory business cases may act as a disincentive to progressing operational ideas, especially amongst junior police. The challenge is to provide sufficient flexibility to allow good ideas to progress, but also to allow critical examination of project outcomes and the dissemination of learnings across the organisation.

The QPS has commissioned a number of external consultancy reports, including reviews of the Administration Division, ICT functions, Finance Division and HR functions which have previously been discussed in the Report. There has also been a major internal review of ICT functions. Two independent reviews of the OPR process have been completed.

14.5.2 Use of findings from evaluation and review activity for continuous improvement

The six-monthly follow-up of issues identified in the annual OPR of regions and commands provides a motivational driver and system support for applying review findings to improve operational outcomes.

OPR has its own best practice database to disseminate learnings and support continuous improvement. However, it is not clear the extent to which the database is used to guide improvements in regions and commands. Dissemination of findings from POPP projects is supported by a 'problem solving' database of current and completed projects. A centralised project register for the myriad of small non-POPP projects occurring across the organisation was built but later abandoned due to difficulties with its size and maintenance. Some duplication of effort on projects occurs across regions and commands as a result. Small projects which have proven to be successful at the regional or command level may be the subject of discussion at OPRs or a presentation at the SEC.

Consultations with staff indicated that the QPS has not been effective in mainstreaming successful local initiatives. This can be attributed in part to the regional structure and the autonomy it provides to assistant commissioners, as well as a lack of time on the part of police officers to utilise the OPR database. A coherent program to identify, embed and disseminate learnings from local projects is desirable but should not be resource intensive in terms of its development and maintenance. Generally, there is scope for the QPS to improve its dissemination of key evaluation findings and project learnings.

The Review Team found that the implementation of recommendations from external consultancy reports and internal evaluation and audit reports is sometimes poor and untimely. The relevant deputy commissioner has the discretion to choose not to implement audit and evaluation recommendations, and there are no formal processes in place to track the implementation of approved recommendations from audit and evaluation reports.

The dissemination of review, evaluation and inspection reports is necessarily constrained by the need to maintain operational and investigative integrity. However, the Review Team found that, even allowing for these constraints, the communication of review findings is variable within the organisation and could be improved.

There have been instances where policy decisions have been made prior to formal trials and evaluations being finalised, with the result that the organisation has not always been able to maximise the utility of its review and evaluation work. There can be legitimate reasons for this type of decision-making to occur, but it carries the risk at a whole-of-government level that evidence based approaches to policy making are undermined.

14.5.3 Organisation's approach to supporting a culture of continuous improvement

The QPS has been subject to a number of major inquiries and reviews over the past 20 years which have set the platform for major organisational change. Consequently, the QPS has focused its efforts on continuous improvement within the broad direction and principles set by those external review processes. Despite this, many of the issues raised by these reviews remain as issues for the QPS.

The OPR process has been a significant driver in developing a culture of continuous improvement and problem solving. The unit delivering OPR has recently expanded its focus to include an organisational improvement component, with dedicated resources assigned to identify, foster and disseminate better practice initiatives. This will include:

- promoting the operational relevance of research, and developing a knowledge base specifically designed to inform policing practice within the Queensland context
- identifying and researching issues of current or emerging interest for policing, and
- providing assistance to regions to develop solutions to local problems.

The OPR has been effective in the collection of operational policing information. Stakeholders have reported, however, that there is scope to improve the analysis, dissemination and management of this knowledge within the organisation and across the sector through improved links with the organisation's Strategic Priorities Statement. This would further reinforce the capacity of the OPR to meld operational and strategic priorities.

As noted earlier, the QPS has entered into agreements with universities such as Griffith University and Queensland University of Technology (QUT). These agreements will strengthen the commitment of the organisation to research and development, but there is scope for research findings to be better utilised. External stakeholders reported that the QPS has sometimes been reluctant to release data for research purposes, especially at the unit record level, citing privacy concerns. Research bodies consulted during the Review have found that other jurisdictions provide better access to data under the same privacy constraints, and as a result, researchers are more inclined to work with these jurisdictions. While release of unit level information by the QPS is governed by Information Standard No. 42, Queensland is losing a prime opportunity to continuously improve its operations based on the research of external bodies in a way that is relevant to the Queensland environment.

14.5.4 Ability to detect performance problems and implement corrective action in a timely way

The OPR is an important mechanism for identifying performance problems and implementing corrective action within regions and commands. The process aims to analyse operational performance and understand local causal factors so that appropriate strategies can be identified and implemented. The analytical process helps identify operational priorities at a district, regional and organisational level and allocate the resources the QPS has at its disposal in the best possible way.

The organisation has undertaken OPRs for some corporate functions in the past but in view of the issues identified in the Review, these have not achieved the right outcomes. The organisation needs to increase its effort in correcting known performance issues relating to corporate areas. In doing this the organisation may need to seek external expertise to assist it in development of the right focus for these OPRs.

The QPS undertakes a program of audits and inspections which are designed to detect and address performance problems. The inspections include compliance inspections, which focus on policy and procedural obligations at identified locations,

and issue-based inspections, which focus on corporate and strategic issues impacting across the organisation. Recommendations from these inspections are not binding, and there is scope for decisions by assistant commissioners to adopt or reject inspection findings to be formalised in writing for consideration by the responsible deputy commissioner or deputy chief executive.

At an individual performance monitoring level, PPAs and EPPAs are ineffective in identifying and correcting performance problems.

14.6 Leadership and capability

The element of leadership and capability focuses on the approach taken by managers at all levels in leading staff and others to achieve organisational goals and in supporting workforce capability.

Evidence gathering for this element considered the:

- willingness of staff to pursue organisational goals and values
- effectiveness of communication within the organisation
- capability of staff to ensure services are delivered efficiently and effectively
- organisation's investment in staff capability for the future, and
- capability of the organisation's leadership to influence stakeholders, public sector agencies and others on issues in the organisation's areas of responsibility.

The level of maturity of the QPS has been assessed as 'developing competency'. The organisation has a strong focus on delivering services and in doing so ensuring engagement with stakeholders. It also makes significant investment in the development of police officers. However, the QPS needs to improve communication and address human resource management issues to improve the efficiency and effectiveness of service delivery. It also needs to improve its capability in influencing stakeholders, public sector agencies and others in policy areas.

14.6.1 Willingness of staff to pursue organisational goals and values

While the four priority areas within the *Strategic Plan 2004-2008* of people, professionalism, performance and partnerships could be considered the values of the QPS, it is difficult to identify the organisational goals and values for the organisation.

The Review identified a strong culture of 'getting the job done' in the organisation, however it was also noted that there was a level of frustration at increasing tasks, including additional administration burdens and responding on behalf of other agencies where they were not providing necessary services. This frustration and a sense that there has been a lack of action around these long standing issues have affected the morale of some members across the organisation.

There was no research or evidence available to the Review Team which confirms issues raised around the organisational climate or morale of police officers and staff members. The organisation has not undertaken any recent research on staff satisfaction, nor has it participated more recently in the University of Southern Queensland's Queensland Public Agency Staff Survey which examines organisational climate, staff morale and other workplace issues. However, the organisation has recently entered into a collaborative research project with Griffith

University to improve operational and human resource performance and outcomes. Work will also be undertaken to develop positive and productive work environments. The Healthy Workplaces Project will commence from 1 July 2008 and include three annual organisational wide climate surveys, focus groups and individual interviews to identify barriers to engagement and gain an understanding of employee's perceptions of the work environments. It is expected that the QPS will take action from findings to improve issues. There will also be pre and post study research undertaken in three regions and saturation interventions to improve physical and psychological health and job performance. This should provide a strong research base from which the QPS can address a range of staff satisfaction, capability and management issues.

14.6.2 Effectiveness of communication within the organisation

The QPS utilises its intranet as the main form of communication to police officers and staff members. The Commissioner emails to communicate with police officers and staff members through a QPS all address, but due to the heavy use of this email approach across the organisation police officers and staff members can miss key messages. The Commissioners Circular which is available on the intranet updates staff on policy and other legislative requirements. While the QPS does have mechanisms to try to keep staff informed on these matters, the size of the organisation and communication overload poses some challenges in ensuring communication is effective.

As previously identified there is no formal process for communicating key decisions or outcomes from governance committees and the quality and timeliness of communicating decisions within the organisation is not always effective.

There are some avenues for communication and feedback within the organisation, including an intranet suggestion box and consultative committees. However, the QPS' hierarchical structure can limit communication processes, with difficulty in gaining information and decisions organisation wide, within regions and districts. As already identified there is limited information sharing across regions and within regions around issues, activities and projects. During consultation the Review Team was also advised that it was difficult to communicate issues and ideas upwards and this may have contributed to a view expressed by police officers in some areas that there is a lack of willingness to consider and address their concerns.

14.6.3 Capability of staff to ensure services are delivered efficiently and effectively

The QPS invests in equipment for police officers to undertake their role. Significant improvements in the areas of personal issue firearms, handcuffs, batons and portable radios have been made over the years and the organisation upgrades police vehicles regularly. The implementation of LIVESCAN in 19 watchhouses across the organisation enables officers to fingerprint offenders going directly into a database, providing efficiencies in identification and increasing the ability to link offenders to crime scenes in a timely manner.

Regions may also obtain support and specialist services from state-wide commands which can enhance capacity during investigation or specialist operations.

The organisation's HR management practices are not supportive of ensuring police officers and staff members are delivering efficient and effective services. Timeliness of processes around advertising positions, convening panels and appointing to positions creates significant delays in filling positions. A range of examples were provided to the Review Team regarding the affect this has on police officers and staff members delivering services. Particular reference was made to the delays in filling senior level and executive positions which then affects the leadership direction and progression of the business both short and longer term in terms of direction setting. The process of the review of appointments has also created significant inefficiencies which affect service delivery.

There are increasing administrative burdens on operational police which decreases efficient and effective service delivery. This burden was reportedly the result of duplication of data recording, input of data into QPRIME, collection of data, and additional roles.

14.6.4 Organisation's investment in staff capability for the future

The investment by the QPS in officer capability is strong with the QPS well placed to deliver on this as a registered training authority. It is also anticipated that the new Westgate Academy planned for 2012, will further enhance the organisation's capacity in both the training and research fields. The academy will enable the organisation to meet the training needs of police, as well as include innovation in policing through the inclusion of a centre of excellence in policing on the site, providing a research and continuous improvement focus.

The organisation's investment for police officers currently commences with the Initial Service Program, through the academies and continues up to the level of inspector. Training programs include the Constable Development Program (CDP), the MDP and a range of specialist training such as detective, child protection and investigation and intelligence training. Other specialised workshops are also provided throughout the year.

The QPS has a minimum requirement of 42 hours core operational skills training and legislation awareness for police officers to ensure that they are appropriately skilled to undertake the role. The commitment by the organisation to this training is high but this level does affect the ability of the districts and regions to maintain service delivery. This is further exacerbated in rural and remote areas where police officers need to travel to access training. Finding a balance around training is difficult for the organisation with ongoing requirements or new initiatives adding to the training calendar.

There was varying feedback provided throughout the Review on the assignment based approach of the CDP and the first two levels of the MDP being limited by difficulties in practically applying the training. Whether the training is covering the areas that police officers need to know, such as HR and other management issues is unclear. The lack of training for officers of inspector/AO7/PO5 and above was also identified during review consultation as an issue for the QPS. While the QPS is currently developing a training package to address this, since 2000 and the fact that this has been raised has budgetary implications means it is likely to remain a low priority for the organisation.

In 2006-2007 the QPS offered staff members training in generic course and Certificate IV and a Diploma courses in business and government. Specialist training is also provided for station client service course, communication centre and watchhouse staff members. For more specific administrative training or specialist training for areas such as ICT, staff members reported difficulties in regards to access, with approval often not provided due to problems with backfilling. The limited career opportunities and ability to access secondments for staff members within the QPS was also identified during the Review.

14.6.5 Capability of the organisation's leadership to influence stakeholders, public sector agencies and others on issues in the organisation's areas of responsibility

The organisation has a strong commitment to engaging with stakeholders at a strategic and operational level. This is reflected in the willingness within the organisation to meet with and work with a range of stakeholders across a variety of issues, projects and work programs. Generally stakeholders reported an ability to access relevant officers within the organisation and openly raise and discuss issues at a senior level.

Feedback gathered from stakeholders during review consultation identified that the QPS needs to improve its policy development and analysis capability to effectively influence stakeholders and the decision-making processes of government. The level of internal and external consultation undertaken in the development of policy was identified as variable, this has meant that the QPS has not always been well placed to communicate and convince others of the merits of its policy position.

14.7 Findings

The QPS has a strong focus on delivering operational services and performs this work to a high standard. The organisation is at the 'embedded' level of maturity in the performance measurement and monitoring element, at the 'developing competency' level in the governance, evaluation and continuous improvement and leadership and capability elements, and at the 'beginning' level of maturity in the planning and strategy and resource management elements. To improve its performance management maturity, the QPS needs to take an enterprise-wide approach to ensuring systems, structures, policies and procedures are aligned. The organisation also needs to improve its strategic planning and public policy development, improve its capacity in resource allocation and human resource management, consolidate its governance framework and improve timeliness and transparency of decision-making.

14.8 Recommendations

41. The Commissioner, by 1 July 2009, develop and implement a range of plans which meet the requirements of the *Financial Management Standard 1997* (or its replacement), including:
 - a) a strategic plan, and
 - b) an assets strategic plan.

42. The Commissioner examines opportunities to develop a framework for contracting on capital works on the basis of best value for money by 1 January 2009.
43. The Commissioner work collaboratively with key stakeholders to develop and trial preliminary performance standards for the Client Service Charter by 30 June 2009.
44. The Commissioner ensure all performance reporting is aligned with Council of Australian Governments definitions and guidelines for all relevant data published by 30 June 2009.
45. The Commissioner, by 1 January 2009, enhance the Operational Performance Review process to include regular analyses of the central corporate functions of, as a minimum, human resource management, training and development and ICT, and other thematic reviews as deemed necessary by the organisation.
46. The Commissioner, by 1 January 2009, consolidate the corporate governance boards and ensure that:
 - a) they have clear roles, responsibilities and procedures, and these are communicated across the organisation
 - b) they have objective and transparent criteria and adequate information for decision-making, and
 - c) a process to communicate key decisions across the organisation is established.
47. The Commissioner, by 1 July 2009, implement a process for ensuring position descriptions accurately reflect roles and responsibilities of positions and are regularly reviewed and updated.
48. The Commissioner, by 1 January 2009, finalise the review of the Corporate Risk Register to ensure that it identifies significant risk to the organisation, mitigation strategies and responsibility for each risk and that it informs planning and business activities within the organisation.
49. The Commissioner develop a plan, incorporating a staged approach by 1 January 2009 to implement a document tracking system and records management system, including electronic records, across the organisation.
50. The Commissioner, by 1 July 2009, improve evaluation processes across the organisation by:
 - a) including risk mitigation strategies in evaluation plans for organisationally significant evaluations prepared by the Review and Evaluation Unit, in accordance with the relevant Australian Standard
 - b) developing a practical guide for members who are undertaking in-house evaluations or managing contracts for an evaluation, including evaluation as part of project planning
 - c) develop a method for ensuring significant research projects, reviews and evaluations are communicated to all members where appropriate, and

- d) developing a system and process to monitor, report on and oversee the implementation of organisation endorsed recommendations arising from significant internal and external reviews/evaluations, to be overseen by an appropriate governance board or deputy commissioner/chief executive.
51. The Commissioner, by 1 January 2009, implement a consolidated report on key areas of strategic performance for consideration at each Senior Executive Conference to inform policy development and decision-making, which includes:
- a) performance on strategic objectives
 - b) workforce planning and human resource management status and achievements, including establishment data on a full-time equivalency basis, and
 - c) analysis of complaints against police and discipline management.

15 Implementation and Monitoring

This Review has identified areas of good service delivery by the QPS and provides recommendations for improvement across the organisation. The recommendations represent a significant volume of work and in order to realise the intended achievements the QPS needs to take a structured approach to implementing the Review's recommendations. This approach should incorporate:

- a discrete implementation plan
- a high-level implementation coordination and oversight capability, and
- a robust monitoring and reporting system.

The implementation plan should include each recommendation emanating from the Review, be formally approved by the Commissioner prior to actioning and communicated to all police officers and staff members.

Successfully implementing the recommendations and realising their individual and collective objectives will need strong central coordination and oversight. To achieve this a centralised, empowered implementation team, with direct access to the Commissioner and his senior executives, is required to drive the implementation process and act as a change manager. The team also needs to have the skills and knowledge to provide the QPS' senior executive with sound advice on better practice in public administration and service delivery, and have the capacity and authority to drive change as directed by the Commissioner and his senior executive.

It is suggested that this implementation team be located in the Commissioner's Office with the following functions:

- coordinate and monitor the development, implementation, evaluation and annual updating of the implementation plan
- report to the Commissioner and his senior executive on progress in actioning the implementation plan, and
- ensure that the actions resulting from the recommendations are focused on outcomes and supported by effective change management strategies.

The implementation team should continue until the recommendations are implemented and other related change management initiatives are completed. The establishment and operating costs for the team should be treated as a corporate cost and should be budget-neutral at a whole-of-organisation level.

The implementation team should coordinate monitoring and reporting activities associated with implementing the review recommendations. Wherever practical, these activities should make use of existing monitoring, reporting and governance systems. To support the monitoring and reporting process, the QPS should consider:

- quarterly reporting of progress for the first full 12 months of actioning of the implementation plan
- six monthly reporting for the remaining life of the implementation plan, and
- a post-implementation evaluation of the process and outcomes of the management of the implementation of the recommendations.

It is recommended that the QPS provide a copy of its implementation plan, and subsequent six-monthly progress reports, to the Chief Executive of the Public Service

Commission. A post-review will be undertaken by the Public Service Commission within 18 months of the Review's tabling in Parliament, to assess the QPS' progress in implementing improvements.

15.1 Recommendations

52. The Police Commissioner develop, and provide to the Chief Executive of the Public Service Commission, an Implementation Plan for the Review's recommendations within three months of the report's public release, including:
 - e) implementation responsibilities within the QPS and milestones to achieve the Review's recommendations
 - f) a communication strategy for QPS staff and stakeholders
 - g) systems to monitor the progressive implementation of the Review's recommendations, and
 - h) systems to monitor the progressive improvement in performance management.
54. The Police Commissioner provide six-monthly reports to the Chief Executive of the Public Service Commission on the implementation of the Review's recommendations.
54. The Public Service Commission review the implementation of the Review's recommendations by 31 March 2010.

Appendix 1: Terms of Reference

1 Background

This Review is part of the systematic review program undertaken by the Service Delivery and Performance Commission (SDPC) to ensure that all government entities continue to deliver value to the Queensland community. The former Premier and Minister for Trade, Peter Beattie, approved that this Review form part of the SDPC's 2007-2008 Work Plan.

The Queensland Police Service (QPS) is responsible for preserving peace, protecting the community, preventing and detecting crime, upholding the law and ensuring the fair and efficient administration of the law. It is also responsible for the provision of policing services in emergency situations.

The QPS was established under the *Police Act 1863 (Qld)* and operates within the legislative frameworks of the *Police Service Administration Act 1990 (Qld)* and the *Police Powers and Responsibilities Act 2000 (Qld)*.

In 2007-2008 the QPS has an operating budget of \$1.4 billion and a capital budget of \$258 million for new and upgrades on police stations, headquarters, police housing and operating equipment, and information management systems.

QPS provides a police response, including a 24 hour core policing service, across approximately 1.7 million square kilometres, which is nearly 25 per cent of Australia's land mass. Services are delivered predominately by police officers (9 618 in 2006-2007) and supported by administrative and specialist assistance staff (3 646 in 2006-2007). The QPS is provided through eight geographical regions, with two specialist command areas (State Crime Operations and Operations Support Command) centrally based.

Services provided by QPS are categorised under four areas, identified as the QPS's operational outputs. These are:

- community safety and engagement
- crime management
- traffic management, and
- professional standards and ethical practice.

The changing environment, including demographic, social, economic, security and technological changes, continues to present ongoing challenges to the delivery of policing services.

2 Objectives

The objectives of the Review of QPS are to:

- undertake a strategic assessment of how well the organisation is managing its performance, and
- identify, analyse and report on key issues that affect service delivery and performance management by the agency, and make practical recommendations on key areas for improvement.

This Review contributes to all SDPC strategic objectives as outlined in section 5 of the *Service Delivery and Performance Commission Act 2005*, namely:

- (a) to meet the expectations of the community about the delivery of government services
- (b) to reduce inefficiencies, duplication and wastage in the delivery of government services
- (c) to improve the accountability of agencies for their delivery of services
- (d) to improve the delivery of government services by ensuring agencies use resources effectively and efficiently and adopt best practices
- (e) to encourage agencies to be proactive about establishing effective and appropriate performance frameworks, including planning and reporting practices, and
- (f) to promote in agencies a culture of continuous improvement and performance management, including risk management.

The Review will report on the agency's capacity across six critical elements of performance management and recommend enhanced performance management arrangements. The report may also recommend governance, structural, legislative and other changes to improve the efficiency and effectiveness in the delivery of government services identified in the Review.

The final report will be submitted to the Premier in accordance with the *Service Delivery and Performance Commission Act 2005*.

3 Scope

The scope of this Review covers service delivery and performance management of the QPS.

The Review will examine major issues that affect the efficiency and effectiveness of the agency's service delivery. Given the breadth of service delivery, the Review may not examine all aspects of the services delivered, but will rather focus on those areas where the SDPC can add the most value to improving services to the community.

The Review will not be assessing the performance of statutory authorities or other bodies such as Police-Citizens Youth Club or Crime Stoppers closely associated with the organisation but may review linkages between the QPS and the statutory authorities.

For the purpose of this Review, performance management is defined as a system which integrates organisational strategic management, performance information, monitoring, assessment, reporting and evaluation (OECD, 2004).

4 Methodology

The assessment of how well the QPS is managing its performance is undertaken using the SDPC's *Performance Management Review Framework* (February 2007) under the six elements of:

- planning and strategy
- resource management
- performance measurement and monitoring

- governance
- evaluation and continuous improvement, and
- leadership and capability.

The Review will assess agency performance against the elements of performance management listed above at four levels:

1. *Beginning* – basic compliance and conformance with statutory requirements
2. *Developing competency* – supervision and monitoring systems are in place; several elements of performance management need further development
3. *Embedded* – sound performance management practices are used across the organisation to drive the business; customer feedback is incorporated in business planning, and
4. *Leading* – the organisation is proactive, uses internal and external data to plan for and actively ensure that outcomes are achieved.

The identification of service delivery and performance management issues to be examined during the Review will be informed by consultation, other forms of information gathering, and the performance management assessment process.

Phase	Activity
<i>Initial information gathering</i> *	<ul style="list-style-type: none"> • Collate documents relating to agency operations, structure, role and performance management frameworks (e.g. Ministerial Portfolio Statement, Annual Reports, Strategic Plans) • Obtain a list of key client/stakeholders • Interviews with the Commissioner, Management Team, and other agency managers to identify key performance management and service delivery issues • Request to external stakeholders for submissions, and • Call for submissions from agency staff and other interested parties through <i>Sectorwide</i>.
<i>Preliminary Analysis</i>	<ul style="list-style-type: none"> • Preliminary analysis of the information collected to date to assess the degree to which the current arrangements enable the agency to manage its performance, and • Identify broad service delivery and performance management issues for further analysis (additional issues may be identified throughout the consultation processes).
<i>Detailed information gathering and consultation</i>	<ul style="list-style-type: none"> • Interviews with external stakeholders (e.g. peak industry bodies, community organisations) to identify key issues and proposed solutions • Follow-up interviews with the Commissioner, Management Team, and other departmental managers to identify proposed solutions • Meetings/forums with agency staff to identify key issues and proposed solutions • Forums with regional/district staff to identify key issues and proposed solutions, and • Desktop analysis of approaches in other jurisdictions.

Phase	Activity
Analysis	<ul style="list-style-type: none"> • Analysis of information received and results of consultation • Analysis of submissions received • Analysis and rating of performance management against the six elements • Prepare Issues Papers, including the development of options and recommendations to achieve the objectives of this Review, and • Provide opportunity for Commissioner and Management Team to comment on options and recommendations.
Reporting	<ul style="list-style-type: none"> • Prepare Review Report for the consideration of the SDPC Commissioners.

* Some of these activities will commence prior to the formal commencement of the Review.

5 Resources

The SDPC will dedicate the following resources to this Review:

- Ms Kelly Weekley Manager, SDPC
- Ms Sandra Lerch Principal Review Officer, SDPC
- Ms Lyn Robertson Principal Review Officer, SDPC
- Mr Tin Nguyen Graduate Officer, SDPC
- Inspector Anthony Fleming QPS
- Inspector Debbie Platz QPS
- Superintendent Matthew Vanderbyl QPS

Mr Tony Hayes (Executive Director, SDPC) will provide oversight and direction for the Review.

The SDPC will form a Steering Committee to provide strategic direction to this Review. The Steering Committee will comprise:

- the Chairman, SDPC (Chair)
- the Commissioner, QPS, and
- executive nominee of the Department of the Premier and Cabinet.

It is expected that the Steering Committee will meet up to three times at key milestones during the Review.

Office accommodation for the Review Team will be provided by the SDPC.

Regional visits will be undertaken to consult key stakeholders in areas outside Brisbane.

All resources for this Review will be provided from within existing budgets. The SDPC will fund all non-labour costs for the Review and the costs for SDPC staff. The QPS will fund all salary and salary-related on-costs for their nominees.

6 Roles and responsibilities

Position	Activity
<i>SDPC Chairman</i>	<ul style="list-style-type: none"> • Provide strategic oversight and direction to the Review Team • Facilitate communication and negotiation of key issues at the executive level, and • Ensure quarterly reports to the Premier reflect current status of the Review.
Position	Activity
<i>SDPC Commissioners</i>	<ul style="list-style-type: none"> • Ensure the Review is conducted in accordance with the SDPC Act • Monitor the progress of the Review at key milestones and provide feedback to the Review Team • Review, comment on, and approve the Review Report, and • Ensure the report's recommendations support improvements in the effective and efficient delivery of services and performance management.
<i>Review Leader</i>	<ul style="list-style-type: none"> • Plan and manage the performance review, including: <ul style="list-style-type: none"> - manage the Review Team - recommend priority areas for focus, data collection and analysis - support understanding of and adherence to SDPC code of conduct by all team members - allocate resources internally to the Review to ensure timeframes are met - manage the reporting process to executive management - adhere to appropriate approval and sign off processes - liaise regularly with the Chairman and the Executive Director on progress with the Review, and - support the appropriate training and guidance of staff, and • Provide quality assurance support to the team to ensure that the Review adheres to best practice principles.
<i>Review Team members</i>	<ul style="list-style-type: none"> • Conduct the Review in accordance with the approved work program and the instructions of senior management • Provide advice to the Review Leader on the conduct of the Review • Work effectively across the department being reviewed • Communicate effectively with departmental clients and stakeholders • Adhere to the timeframes and reporting requirements of the Review, and • Adhere to the SDPC code of conduct.

7 Communication and consultation

Communication between the QPS and the SDPC will occur continuously throughout the Review. The Review Team will meet with senior executives, managers and staff, both in Brisbane and selected regional areas.

Discussions will occur with the stakeholders listed in the table below to obtain their opinions and suggestions regarding improved performance management and service delivery arrangements.

Stakeholder	Purpose
<i>Queensland Police Service</i>	Interviews with the Commissioner, Management Team and other relevant managers and staff to discuss key service delivery and performance management issues A survey will be sent to selected staff groups
<i>Department of the Premier and Cabinet, Queensland Treasury, Queensland Audit Office</i>	Interviews to identify key issues relating to service delivery and performance management
<i>Other relevant government departments and bodies</i>	Interviews with the senior management and other relevant staff to identify key service delivery and performance management issues
<i>External stakeholders (e.g. peak bodies, Ministerial advisory councils) nominated by Review agency</i>	Interviews with CEOs to provide the opportunity to contribute to Review findings Invitations will be sent to key stakeholders for written submissions

As part of the consultation process, a general invitation for written submissions will be made across the sector through *Sectorwide*.

The Final Report will be provided to the Commissioner, QPS for consideration and comment before presentation to the SDPC Commissioners.

8 Risk management

A number of risks applicable to each stage of the Review have been identified and strategies developed to mitigate these risks if they were to occur.

9 Review appraisal

The SDPC has developed a framework to evaluate all SDPC Reviews. As part of this framework, feedback will be sought from relevant senior executives, agency nominees and departmental stakeholders on the review process and outcomes.

Appendix 2: Summary of Performance Elements and Assessment Criteria

Element	What the element incorporates
<p>Planning and strategy – the process of organisational planning and strategic direction setting that informs resource allocation and managers' decision-making</p>	<ul style="list-style-type: none"> • the quality of organisational planning • the alignment of programs and activities to whole-of-government priorities and outcomes • the quality of strategic direction setting for the organisation • the quality of public policy development that achieves government priorities, and • the extent to which plans and strategies are implemented across the organisation.
<p>Resource management – the systems and processes of monitoring human, physical (including ICT) and financial resources in order to maximise results</p>	<ul style="list-style-type: none"> • the effectiveness of resource allocation and monitoring processes • the capacity to identify the cost of services and the efficiency of delivery models used • the achievement of value for money in the organisation's operations, and • the ability to reallocate existing resources away from areas of low achievement or impact to new and emerging priorities.
<p>Performance measurement and monitoring – the process of collecting and analysing data to understand and manage performance</p>	<ul style="list-style-type: none"> • the breadth and depth of performance measures in the organisation • the quality of data in terms of accuracy, reliability and relevance • the effectiveness of measures in determining performance, and • the incorporation of measures in systematic ways in decision-making processes.
<p>Governance – the structures, systems and processes used to manage the organisation in an open and accountable way</p>	<ul style="list-style-type: none"> • the clarity of roles and accountabilities • the quality of systems and processes used to govern the organisation • the approach to managing risk • the openness and transparency of decision-making, and • the use of information across the organisation to support decision-making.
<p>Evaluation and continuous improvement – the process that enables formal reflection and measurement of activities and outcomes in order to improve service delivery and performance management</p>	<ul style="list-style-type: none"> • the level of evaluation and Review activity evident across the agency • the use of findings from evaluation and Review activity for continuous improvement • the organisation's approach to supporting a culture of continuous improvement, and • the ability to detect performance problems and implement corrective action in a timely way.
<p>Leadership and capability – the approach taken by managers at all levels in leading staff and others to achieve organisational goals and in supporting workforce capability</p>	<ul style="list-style-type: none"> • the willingness of staff to pursue organisational goals and values • the effectiveness of communication within the organisation • the capability of staff to ensure services are delivered efficiently and effectively • the organisation's investment in staff capability for the future, and • the capability of the organisation's leadership to influence stakeholders, public sector agencies and others on issues in the organisation's areas of responsibility.

Appendix 3: Consultation List

Date	Area	Purpose
Senior Management		
29.02.2008	Commissioner of QPS	Identification of issues and current and future challenges
12.03.2008	Commissioner, Deputy Chief Executive (Resource Management (RM)) and A/Deputy Chief Executive (Operations)	
17.03.2008	Director, Office of the Commissioner	
17.03.2008	A/Deputy Chief Executive (Operations)	
17.03.2008	Director, Human Resources Division	
18.03.2008	Director, Finance Division	
18.03.2008	A/Director, Information, Communications and Technology (ICT)	
18.03.2008	Director, Commercialisation Project	
18.03.2008	Assistant Commissioner, Ethical Standards Command (ESC)	
19.03.2008	Deputy Chief Executive (RM)	
19.03.2008	Director, Administration Branch	
19.03.2008	Assistant Commissioner, ICT	
19.03.2008	A/Assistant Commissioner, Operations Support Command (OSC)	
20.03.2008	A/Director, Office of the QPS Solicitor	
20.03.2008	A/Assistant Commissioner, Metropolitan South Region	
20.03.2008	Director, Media and Public Affairs	
26.03.2008	A/Assistant Commissioner, State Crime Operations Command (SCOC)	
27.03.2008	Assistant Commissioner, Southern Region	
28.03.2008	Assistant Commissioner, Metropolitan North Region	
30.03.2008	Assistant Commissioner, Far Northern Region	
02.04.2008	Assistant Commissioner, Crime and Misconduct Commission (CMC)	
03.04.2008	Assistant Commissioner, Northern Region	
04.04.2008	Assistant Commissioner, North Coast Region	
07.04.2008	Assistant Commissioner, Central Region	
08.04.2008	Assistant Commissioner, South-eastern Region	
15.04.2008	Assistant Commissioner, Northern Region	
22.04.2008	Director, Officer of the Commissioner	

Date	Area	Purpose
Management Interviews		
18.03.2008	A/Chief Superintendent, SCOC	Identification of issues and current and future challenges
18.03.2008	Manager, Human Resources Division	
18.03.2008	A/Chief Superintendent, OSC	
18.03.2008	Chief Superintendent, ICT	
18.03.2008	Chief Superintendent, Human Resource Development Branch	
19.03.2008	Chief Superintendent, ESC	
19.03.2008	Chief Superintendent, CMC	
20.03.2008	Manager, Industrial Relations Branch	
20.03.2008	A/Chief Superintendent, OSC	
25.03.2008	Chief Superintendent, Special Projects	
25.03.2008	Manager, Organisational Health and Wellbeing	
26.03.2008	Senior Police Chaplain	
26.03.2008	Chief Superintendent, State Traffic Support Branch	
27.03.2008	A/Superintendent, Brisbane Academy	
30.03.2008	A/Chief Superintendent, Far Northern Region	
03.04.2008	Chief Superintendent, ESC	
03.04.2008	Manager, Radio and Electronics Section	
03.04.2008	District Officer, Mt Isa District	
03.04.2008	Chief Superintendent, Metropolitan North Region	
04.04.2008	A/Chief Superintendent, North Coast Region	
07.04.2008	Chief Superintendent, Central Region	
08.04.2008	Chief Superintendent, South-eastern Region	
08.04.2008	District Officer, Gold Coast District	
09.04.2008	A/Chief Superintendent, Metropolitan South Region	
10.04.2008	District Officer, Caboolture District	
16.04.2008	District Officer, Ipswich District	
16.04.2008	Chief Superintendent, Northern Region	
17.04.2008	District Officer, Toowoomba District	
17.04.2008	Chief Superintendent, Southern Region	
18.04.2008	A/District Officer, Logan District	
23.04.2008	Program Director, QPRIME	
23.04.2008	Manager, Information Systems Branch	
Management Groups		
17.03.2008	Inspectors and Superintendents, Senior Executive Offices	Identification of issues, including specific command, regional, divisional and district matters, and current and future challenges
17.03.2008	Superintendents, ESC	
18.03.2008	Superintendents, SCOC	
19.03.2008	Managers, Media and Public Affairs	

Date	Area	Purpose
19.03.2008	Superintendents, OSC	
20.03.2008	Managers, ICT	
20.03.2008	Managers, Human Resources Division	
20.03.2008	Regional and District Inspectors, Metropolitan South Region	
20.03.2008	Managers, Office of the Commissioner	
20.03.2008	Managers, Administration Branch	
25.03.2008	Managers, ESC	
26.03.2008	Managers, Finance, Human Resources and Senior Administration	
28.03.2008	Regional and District Inspectors, Metropolitan North Region	
28.03.2008	Support Managers, Metropolitan North Region	
31.03.2008	District Officers, Far Northern Region	
31.03.2008	Regional and District Inspectors, Far Northern Region	
31.03.2008	Managers, Finance Division	
01.04.2008	Support Managers, Far Northern Region	
02.04.2008	Inspectors, CMC	
02.04.2008	Superintendents, CMC	
03.04.2008	District Officers, Metropolitan North Region	
04.04.2008	Regional and District Inspectors, North Coast Region	
07.04.2008	District Officers, Central Region	
07.04.2008	Regional and District Inspectors, Central Region	
08.04.2008	Regional and District Inspectors, South-eastern Region	
11.04.2008	District Officers, North Coast Region	
11.04.2008	Support Managers, North Coast Region	
14.04.2008	Support Managers, South-eastern Region	
16.04.2008	District Inspectors, Ipswich District	
16.04.2008	Regional and District Inspectors, Northern Region	
16.04.2008	Support Managers, Northern Region	
17.04.2008	Inspectors, Toowoomba District	
17.04.2008	Regional Inspectors, Southern Region	
18.04.2008	District Inspectors, Logan District	
Other Member Groups		
27.03.2008	Recruits, Police Academy, Brisbane	Identification of issues, including specific command, regional, divisional and district matters, and current and future challenges
27.03.2008	Trainers (Staff members), Police Academy, Brisbane	
27.03.2008	Trainers (Police members), Police Academy, Brisbane	

Date	Area	Purpose
Other Member Groups contd.		
27.03.2008	Managers, Police Academy, Brisbane	
28.03.2008	Senior Sergeants and Officers in Charge, Metropolitan North Region	
28.03.2008	Administration Officers, Metropolitan North Region	
31.03.2008	First Year Constables, Far Northern Region	
31.03.2008	Members, Media and Public Affairs	
01.04.2008	Senior Sergeants and Officers in Charge, Far Northern Region	
02.04.2008	Officer in Charge, Yarrabah Police Station	
02.04.2008	Members, Yarrabah Police Station	
03.04.2008	First Year Constables, Metropolitan North Region	
04.04.2008	Managers, Transport Section	
04.04.2008	Managers, Radio and Electronics Section	
04.04.2008	Senior Sergeants and Officers in Charge, North Coast Region	
07.04.2008	Administration Officers, Central Region	
08.04.2008	Officer in Charge, Woorabinda Police Station	
08.04.2008	Members, Woorabinda Police Station	
09.04.2008	First Year Constables, Metropolitan South Region	
10.04.2008	Senior Sergeants, Caboolture District	
10.04.2008	Administration Officers, Caboolture District	
10.04.2008	First Year Constables, Caboolture District	
11.04.2008	Administration Officers, North Coast Region	
14.04.2008	Senior Sergeants and Officers in Charge, Gold Coast District	
14.04.2008	Administration Officers, Gold Coast District	
16.04.2008	Senior Sergeant and Sergeants, Ipswich District	
16.04.2008	Senior Sergeants and Officers in Charge, Northern Region	
17.04.2008	Members, North Queensland Police Academy	
17.04.2008	Administration Officers, Northern Region	
17.04.2008	Senior Sergeants and Officers in Charge, Toowoomba District	
18.04.2008	Senior Sergeants and Officers in Charge, Warwick District	
18.04.2008	Senior Sergeants, Logan District	
18.04.2008	First Year Constables, Logan District	
18.04.2008	Administration Officers, Logan District	
24.04.2008	Members, Media and Public Affairs	
26.03.2008	ICT	

Date	Area	Purpose
Member Forums		
27.03.2008	OSC (Police Officers)	
27.03.2008	SCOC (Police Officers)	
27.03.2008	Police Headquarters (Administration Officers)	
28.03.2008	Police Headquarters (Administration Officers)	
01.04.2008	Far Northern Region (Police Officers)	
04.04.2008	Radio and Electronics/Transport Section	
08.04.2008	Central Region (Police Officers)	
10.04.2008	Caboolture District (Police Officers)	
11.04.2008	North Coast Region (Police Officers)	
14.04.2008	Police Headquarters (Commissioned Officers)	
16.04.2008	Ipswich District (Police Officers and Administration Officers)	
17.04.2008	Northern Region (Police Officers)	
17.04.2008	Toowoomba District (Police Officers and Administration Officers)	
18.04.2008	Warwick District (Police Officers and Administration Officers)	
18.04.2008	Logan District (Police Officers)	
Queensland Government Agency Interviews		
03.03.2008	Crime and Misconduct Commission	Identification of issues, including cross government and whole-of-government matters, and future challenges
14.03.2008	Queensland Treasury	
27.03.2008	Department of the Premier and Cabinet	
22.04.2008	Legal Services Commission	
08.05.2008	Crime and Misconduct Commission	
External Stakeholder Interviews		
02.04.2008	Yarrabah Council Works Department	Identification of issues and future challenges, including stakeholder relationship with Queensland Police Service
07.04.2008	Coordinating Magistrate, Rockhampton	
07.04.2008	Crime Stoppers and Neighbourhood Watch, Rockhampton	
22.04.2008	Local Government Association of Queensland	
22.04.2008	Brisbane City Council	
22.04.2008	Queensland Alliance	
22.04.2008	Centre for Accident Research and Road Safety – Queensland University of Technology	
23.04.2008	Key Centre for Ethics, Law, Justice and Governance, Griffith University	
23.04.2008	Centre of Excellence in Policing and Security, Griffith University	
23.04.2008	Queensland Homicide Victims Support Group	
23.04.2008	RACQ	

Date	Area	Purpose
06.05.2008	Legal Aid Queensland	
08.05.2008	Queensland Police Union of Employees	
09.05.2008	Chief Magistrate, Queensland	
14.05.2008	Queensland Police Commissioned Officers Union	
Stakeholder - Written Submissions		
14.02.2008	The Queensland Police Commissioned Officers' Union	Identification of issues and future challenges, including relationship with Queensland Police Service
07.04.2008	Consulate General of the People's Republic of China in Brisbane	
11.04.2008	Queensland Cricket Association Ltd	
16.04.2008	PACT Inc. – Protect All Children Today	
17.04.2008	The Royal Society for the Prevention of Cruelty to Animals Queensland Inc.	
18.04.2008	Bravehearts Inc.	
18.04.2008	Suncorp-Metway Ltd	
22.04.2008	Prostitution Licensing Authority	
23.04.2008	Plastics and Chemicals Industries Association	
24.04.2008	Gold Coast Centre Against Sexual Violence	
24.04.2008	Queensland Law Society	
28.04.2008	Port of Brisbane Corporation	
01.05.2008	Australian Crime Commission	
01.05.2008	Consulate General of Japan (Brisbane)	
07.05.2008	Aboriginal & Torres Strait Islander Legal Services (Qld South) Ltd	
09.05.2008	Electrical Trades Union	
12.05.2008	Crime and Misconduct Commission	
13.05.2008	Commission for Children and Young People and Child Guardian	
14.05.2008	Residential Tenancies Authority	
23.05.2008	Department of Communities	
14.05.2008	Queensland Health	
23.05.2008	Queensland Transport	
15.07.2008	Department of Justice and Attorney General	

The following jurisdictions were contacted on a range of occasions regarding specific topic issues

- Northern Territory Police
- New South Wales Police
- Tasmania Police
- South Australia Police
- Victoria Police
- Western Australia Police
- New Zealand Police
- Royal Canadian Mounted Police

Appendix 4: Staff Survey Analysis

A survey was undertaken of staff from the senior sergeant/AO6 equivalent and above within the organisation to provide them with an opportunity to comment on how well the organisation is performing. Staff were requested to identify a statement that best describes the organisation in relation to the six elements of performance management set out in the *Service Delivery and Performance Commission (SDPC) Performance Management Review Framework*. The statements were consistent with the maturity level (beginning, developing competency, embedded and leading) of each of the performance elements as identified in the *SDPC Performance Management Review Framework Assessment Criteria (September 2007)*.

Staff were also requested to rate the extent to which the QPS undertakes a range of activities within the six performance management elements using the following response categories:

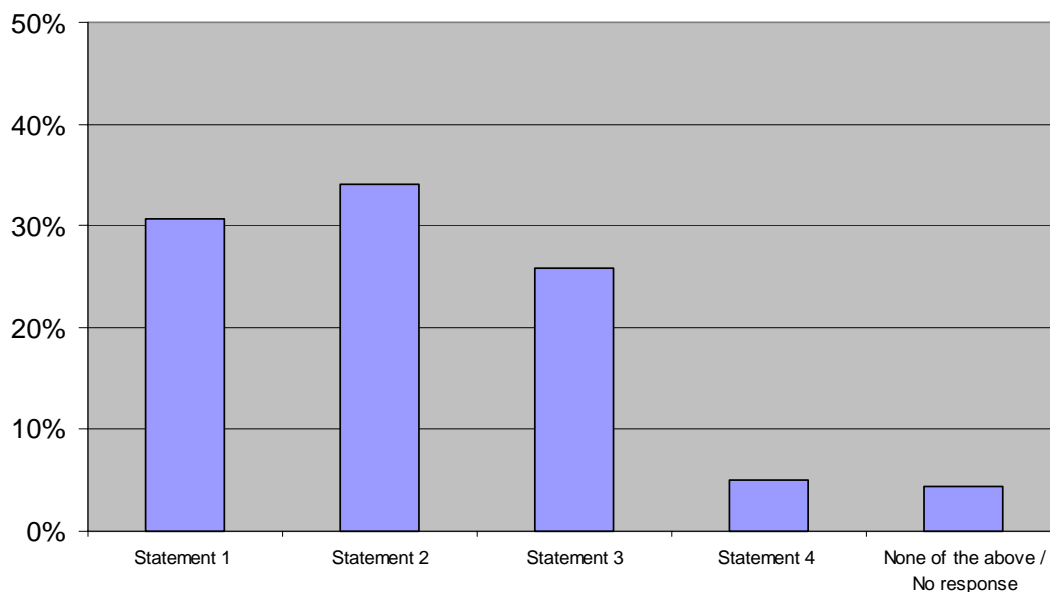
- not at all – not evident in the agency at any time.
- somewhat – evident in some areas but not others, or evident to some extent across the agency for some of the time.
- mostly – evident in the majority of areas, or evident often across the agency for most of the time.
- fully – evident across the whole agency all the time.
- don't know – unsure or unable to comment.

1 Planning and strategy

Staff were asked to select from four statements to best describe the QPS in relation to planning and strategy. These were:

1. Organisational planning is undertaken, however it is typically done as a compliance exercise rather than a valued part of business. Strategic direction setting is largely reactive.
2. Analysis of performance informs organisational planning, however planning is largely centrally driven and not fully integrated. There is some proactive strategic direction setting, however this is not widespread.
3. Strategic direction setting is clear and outward focused. Planning is integrated across the organisation, involves clients/stakeholders and is valued by the agency.
4. The organisation is recognised for its 'leading edge' approach to strategic direction setting, planning and influence on the direction of public policy at the State and national level.

Figure 1 below shows the highest percentage of staff (34 per cent) identified the statement that best describes the organisation in relation to planning and strategy was 'Analysis of performance informs organisational planning, however planning is largely centrally driven and not fully integrated. There is some proactive strategic direction setting, however this is not widespread.' However, 31 per cent of staff also identified that the statement that best describes the QPS was that 'Organisational planning is undertaken, however it is typically done as a compliance exercise rather than a valued part of business. Strategic direction setting is largely reactive.' Sixty-five per cent indicated support for statements that were consistent with a rating of two, 'developing competency', or less, as identified in the *SDPC Assessment Criteria*.

Figure 1: Planning and strategy

The survey also requested staff to rate the organisation on the extent to which they felt:

- undertakes quality organisational planning
- aligns organisational programs and activities to whole-of-government priorities and outcomes
- sets strategic directions for the organisation
- develops public policies that achieve government priorities, and
- implements its plans and strategies.

For each of these aspects of planning and strategy, the most popular response from staff was 'mostly'.

2 Resource management

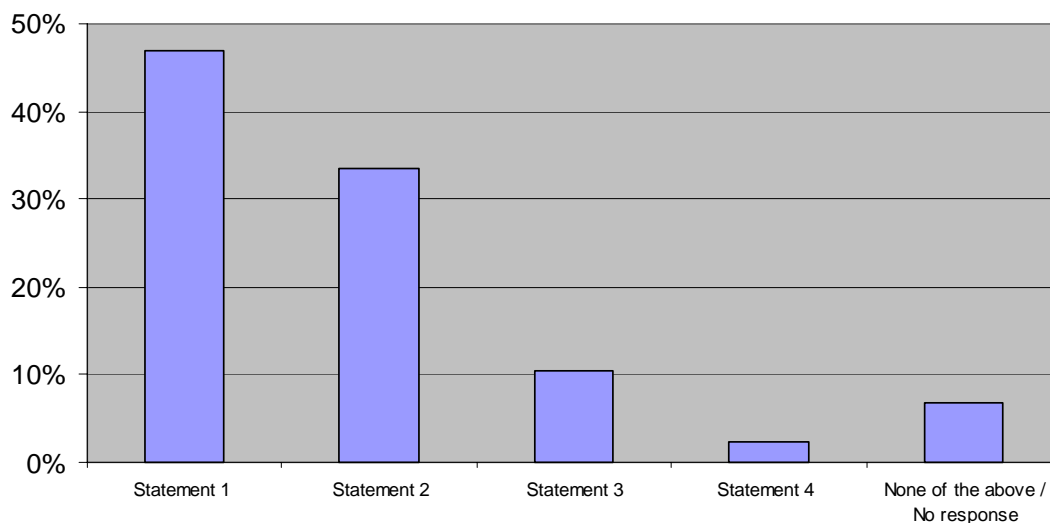
Staff were asked to select from four statements to best describe the QPS in relation to resource management. These were:

1. Resource management occurs in the organisation, however it tends to be compliance focused and reactive.
2. The organisation has sound systems in place to monitor resources and resource allocation however, these systems tend to be centrally controlled.
3. Robust resource management practices are used across the organisation to optimise outcomes. Resources are reallocated from low priority areas to higher priorities.
4. The organisation uses innovative approaches to manage resources in achieving outcomes and is recognised as a leader in this field.

Figure 2 shows that nearly half (47 per cent) of staff identified in relation to resource management the statement that best described the QPS was that 'Resource management occurs in the organisation, however it tends to be compliance focused and reactive.' This statement is consistent with a rating of one, or 'beginning', in

resource management identified in the SDPC Assessment Criteria. This was over 13 per cent higher than the next most often identified response.

Figure 2: Resource management



The survey requested staff to rate the organisation on the extent to which they felt:

- effectively allocates and monitors resources
- identifies the cost of services and the efficiency of delivery models used
- achieves value for money in organisational operations, and
- reallocates existing resources away from areas of low achievement or impact to new and emerging priorities.

For each of the above activities of resource management staff rated the extent to which the organisation undertakes these as 'somewhat' (43 per cent).

3 Performance measurement and monitoring

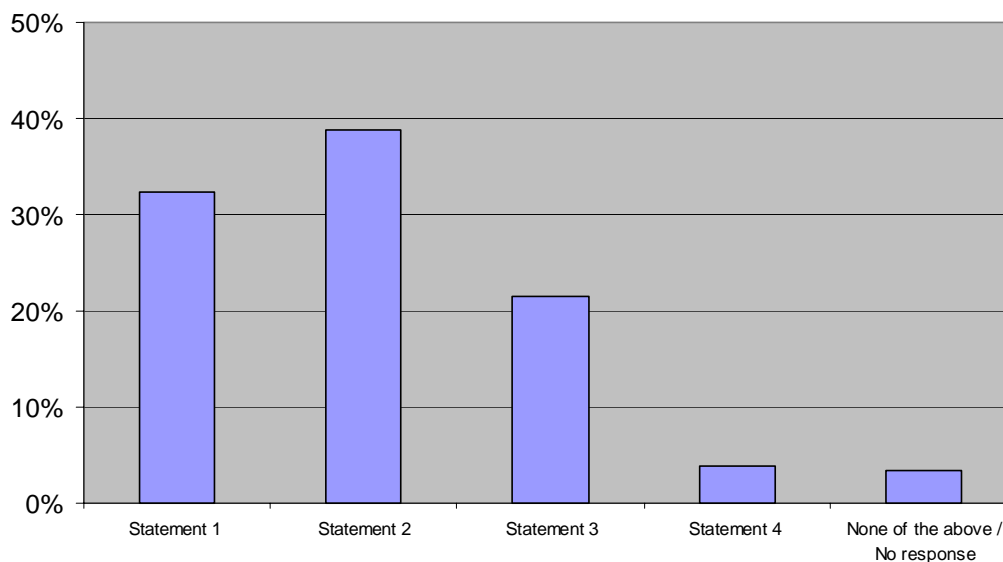
Staff were asked to select from four statements to best describe the QPS in relation to performance measurement and monitoring. These were:

1. The organisation complies with the requirement to measure performance. However, measures are typically activity or output focussed and the quality and appropriateness of measures requires improvement.
2. Performance measurement systems are in place and measures are monitored and reviewed. There is some evidence of their use of in decision-making although this is not widespread.
3. The organisation has a suite of performance measures which are integrated into planning, link to resource allocation and are used across the organisation to drive the business.
4. The organisation uses performance information to position itself as a leader in optimising service delivery outcomes.

Figure 3 shows 39 per cent of staff identified that the statement that best describes the QPS in relation to performance measurement and monitoring was that 'Performance measurement systems are in place and measures are monitored and reviewed. There is some evidence of their use of in decision-making although this is not widespread.' This is consistent with a rating of two, or 'developing competency',

within the performance measurement and monitoring element in the identified in the SDPC Assessment Criteria. A total of 71 per cent indicated support for statements that were consistent with a rating of two, 'developing competency', or less, as identified in the SDPC Assessment Criteria.

Figure 3: Performance measurement and monitoring



The survey requested staff to rate the organisation on the extent to which they felt:

- uses a range of performance measures
- ensures quality of data in terms of accuracy, reliability and relevance
- ensures measures effectively determine performance, and
- incorporates measures in systematic ways in decision-making processes.

The highest response was 'mostly' to the organisation using a range of performance measures and ensuring quality of data in terms of accuracy, reliability and relevance. However, for the other activities around measures effectively determining performance and incorporated in decision-making processes, the highest response from staff was for 'somewhat'.

4 Governance

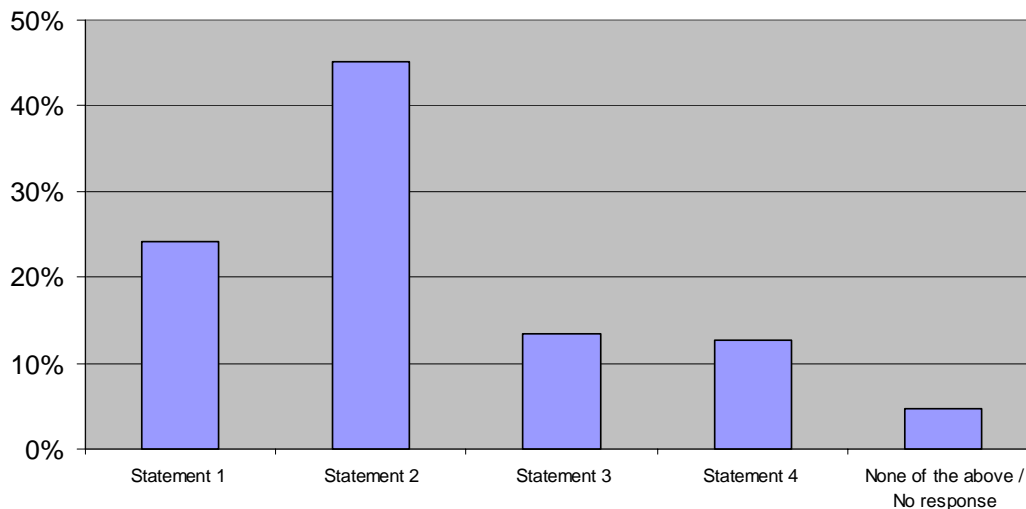
Staff were asked to select from four statements to best describe the QPS in relation to governance. These were:

1. Some governance arrangements are in place, however they are not a valued part of business. Compliance with governance arrangements is variable across the organisation.
2. A sound governance model is in place, however it tends to be centrally controlled and monitored. It may not be not well understood across the organisation.
3. Governance arrangements are an integrated part of business and facilitate optimal performance.
4. The organisation is open and accountable and takes the initiative in identifying and promptly addressing issues and risks.

Figure 4 below shows that the statement that received the highest response from staff in relation to governance was 'A sound governance model is in place, however it tends to be centrally controlled and monitored. It may not be not well understood

across the organisation.’ This was significantly higher at 45 per cent than the next most common response at 24 per cent and is consistent with a rating two, ‘developing competency’, for the governance element in the SDPC Assessment Criteria. A total of 69 per cent indicated support for statements that were consistent with a rating of two, ‘developing competency’, or less, as identified in the SDPC Assessment Criteria.

Figure 4: Governance



The survey requested staff to rate the organisation on the extent to which they felt it:

- ensures accountability and clarity of roles
- maintains high quality systems and processes to govern the organisation
- effectively manages risk
- has open and transparent decision-making, and
- uses information across the organisation to support decision-making.

The highest response from staff in relation to having open and transparent decision-making and using information across the organisation to support decision-making, was for ‘somewhat’. For all other aspects the highest response was ‘mostly’.

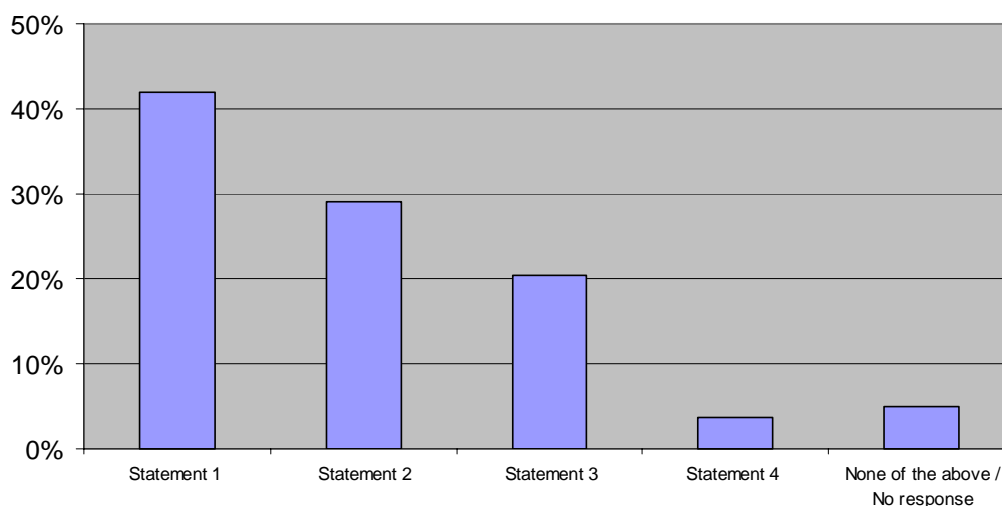
5 Evaluation and continuous improvement

Staff were asked to select from four statements to best describe the QPS in relation to evaluation and continuous improvement. These were:

1. Evaluation and review activity occurs, however it tends to be infrequent and ad hoc. Evaluations/reviews are typically done in a response to emergent problems.
2. Evaluation and review activity is undertaken in areas of the organisation. Progress is monitored and the organisation checks that recommendations are implemented.
3. Evaluation and review activity is a valued part of the business across the organisation. Findings are openly disseminated and used to inform decisions and improve performance.
4. The organisation is recognised for its expertise in evaluation and review and its commitment to using findings for continuous improvement and in influencing the sector and the national agenda.

Figure 5 shows that 42 per cent of staff identified that the statement that best describes the QPS in relation to evaluation and continuous improvement was that 'Evaluation and review activity occurs, however it tends to be infrequent and ad hoc. Evaluations/reviews are typically done in a response to emergent problems.' This is consistent with a rating one, 'beginning', for the evaluation and continuous improvement element in the SDPC Assessment Criteria. This response was over 12 per cent higher than the next most often identified response.

Figure 5: Evaluation and continuous improvement



The survey requested staff to rate the organisation on the extent to which they felt it:

- conducts evaluation and review activity across the organisation
- uses evaluation and review findings for continuous improvement
- fosters a culture of continuous improvement, and
- detects performance problems and implements corrective action in a timely way.

For the aspect of whether the QPS conducts evaluation and review activity across the organisation the most common rating was 'mostly' (41 per cent). The other three aspects were rated as 'somewhat'.

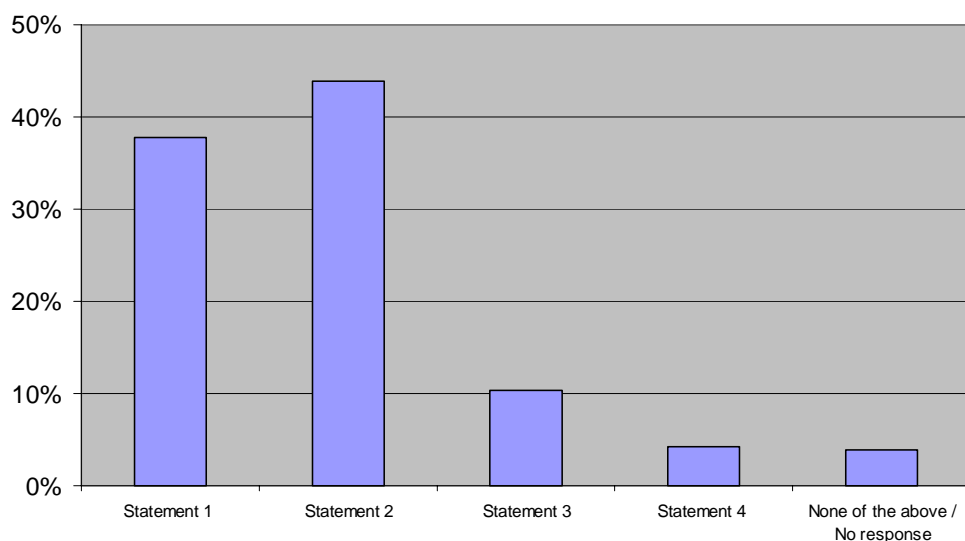
6 Leadership and Capability

Staff were asked to select from four statements to best describe the QPS in relation to leadership and capability. These were:

1. Leadership capability is variable across the organisation and not well aligned. The direction of the organisation is not well communicated or understood.
2. Leadership is valued and aligned at the senior management level. The organisation invests in leadership and staff capability, however there is room for improvement in its focus and coverage.
3. The organisation's leaders are respected, communicate effectively and have robust systems in place to ensure staff have the capacity and capability to deliver services in an efficient and effective manner.
4. The organisation has a strong culture of leadership and open communication at all levels and has a significant influence on the sector and other government agencies.

Figure 6 below shows that 44 per cent of staff identified that the statement that best describes the QPS in relation to leadership and capability was 'Leadership is valued and aligned at the senior management level. The organisation invests in leadership and staff capability, however there is room for improvement in its focus and coverage.' This is consistent with a rating two, 'developing competency', for the leadership and capability element in the SDPC Assessment Criteria. Important to note is that 82 per cent indicated support for statements that were consistent with a rating of two, 'developing competency', or less, as identified in the SDPC Assessment Criteria.

Figure 6: Leadership and capability



The survey requested staff to rate the organisation on the extent to which they felt it:

- motivates staff to pursue organisational goals and values
- effectively communicates within the organisation
- ensures staff have the capability to deliver services efficiently and effectively
- invests in staff capability for the future, and
- influences stakeholders, public sector agencies and others.

For each aspect of leadership and capability, the most popular response was 'somewhat'.

7 Open questions

The survey requested staff to provide responses to four open questions:

- What aspects of performance management in your organisation need improvement? How could this be achieved?
- In terms of service delivery, what works well in your organisation?
- What aspects of service delivery in your organisation need improvement? How could this be achieved?
- Please make any additional comments.

The following analysis provides a summary of the key themes emerging from staff responses to the four questions. Additional comments provided by staff were included in 'working well' or 'needing improvement' as appropriate.

What works well:

- the QPS meets community expectations in policing
- crisis management/emergency management
- the OPR process and its focus on operational service delivery
- staff are loyal and committed to the organisation
- operational police are professional and motivated
- assisting other agencies with enforcing laws, and
- community engagement and liaison with different cultural groups.

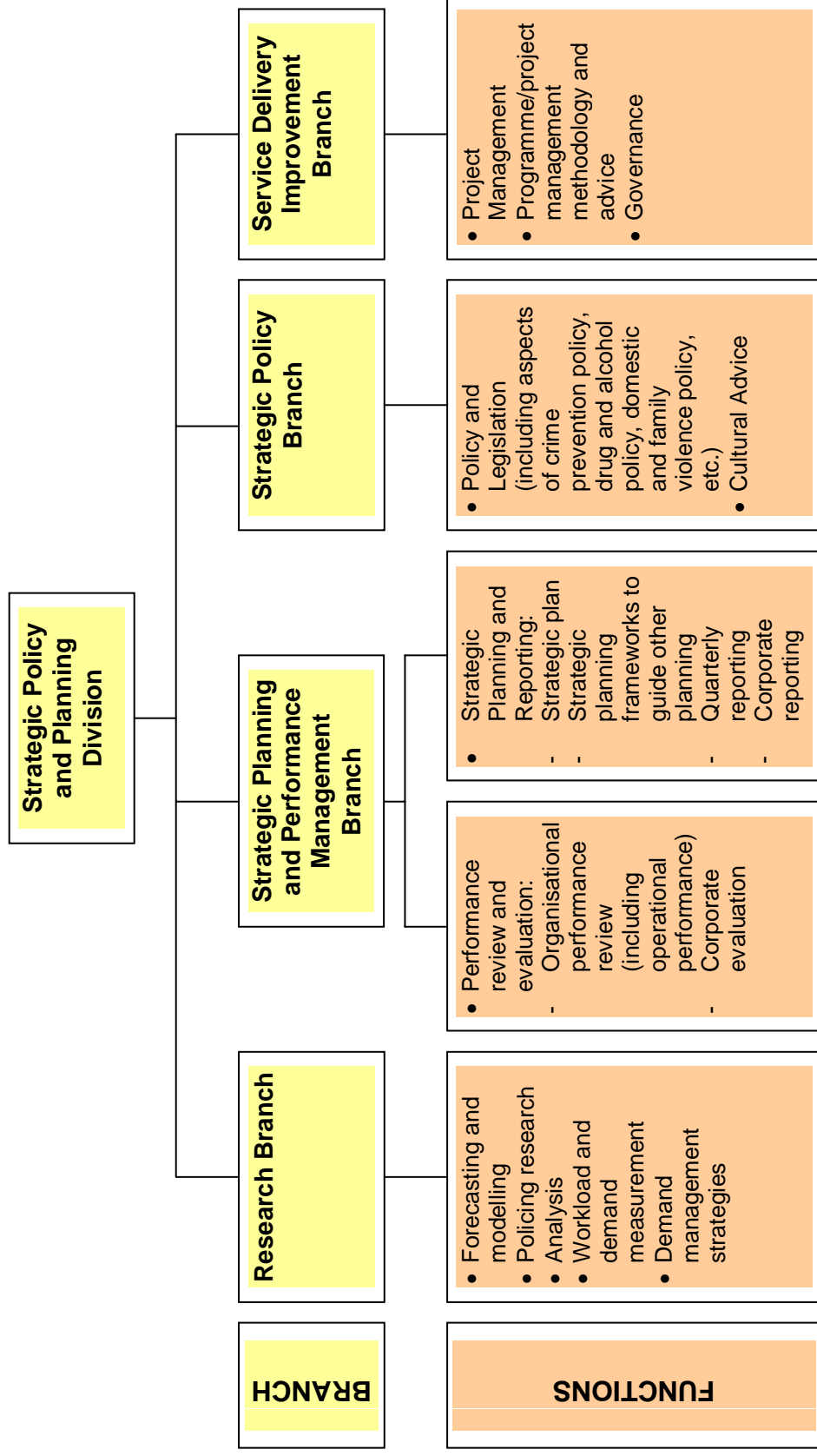
What needs improvement:

- the PPA process to effectively monitor individual performance and development of staff, including diminished work performance
- the staffing allocation model needs to take in external factors such as transient populations and socio-economic factors
- promotions and transfers system needs streamlining
- more flexibility for regions and districts to allocate resources effectively
- a sound governance model with open and transparent decision-making processes
- communication and feedback mechanisms from staff to management
- recognition of good staff performance
- the recruitment of civilians to do roles that sworn members are currently doing, thus saving money in salaries and allowing reallocation of police officers back into operational duties, and
- police officers need to be appropriately supported with administrative staff and resources to assist them with policing.

8 Summary

The survey was distributed to a total of 1535 senior staff in the QPS. A response rate of 34 per cent (522 surveys) was obtained therefore providing results which are statistically significant at a 95 per cent confidence level and representative of the opinions of QPS staff at each level surveyed. At each level of staff the response rate was above 30 per cent. This response rate provided the Review Team with reliable information on senior staff opinion regarding the QPS' performance management and service delivery capability. The themes raised in the survey, both in response to the scaled questions and open-ended comments, provide further evidence to the Review Team. The survey responses largely mirror the findings of the Review, however there exists some difference with respondents' attitudes to the elements of planning and strategy and evaluation and continuous improvement compared to the Review's final assessment.

Appendix 5: Recommended Strategic Policy and Planning Division – Functional Organisational Structure



Appendix 6: Functions of the QPS

Section 2.1 of the *Police Service Administration Act 1990* (PSA Act) provides continued maintenance in the state of a body of persons under the name and style "Queensland Police Service".

The PSA Act prescribes generally the functions of the QPS. Section 2.3 provides:

The functions of the police service are—

- (a) The preservation of peace and good order—
 - (i) in all areas of the state; and
 - (ii) In all areas outside the state where the laws of the state may lawfully be applied, when occasion demands;
- (b) the protection of all communities in the state and all members thereof—
 - (i) from unlawful disruption of peace and good order that results, or is likely to result, from—
 - (A) actions of criminal offenders;
 - (B) actions or omissions of other persons;
 - (ii) from commission of offences against the law generally;
- (c) the prevention of crime;
- (d) the detection of offenders and bringing of offenders to justice;
- (e) the upholding of the law generally;
- (f) the administration, in a responsible, fair and efficient manner and subject to due process of law and directions of the commissioner, of—
 - (i) the provisions of the Criminal Code;
 - (ii) the provisions of all other Acts or laws for the time being committed to the responsibility of the service;
 - (iii) the powers, duties and discretions prescribed for officers by any Act;
- (g) the provision of the services, and the rendering of help reasonably sought, in an emergency or otherwise, as are—
 - (i) required of officers under any Act or law or the reasonable expectations of the community; or
 - (ii) reasonably sought of officers by members of the community.

Appendix 7: QPS Definitions for Operational and Non-operational Staff

1 Operational

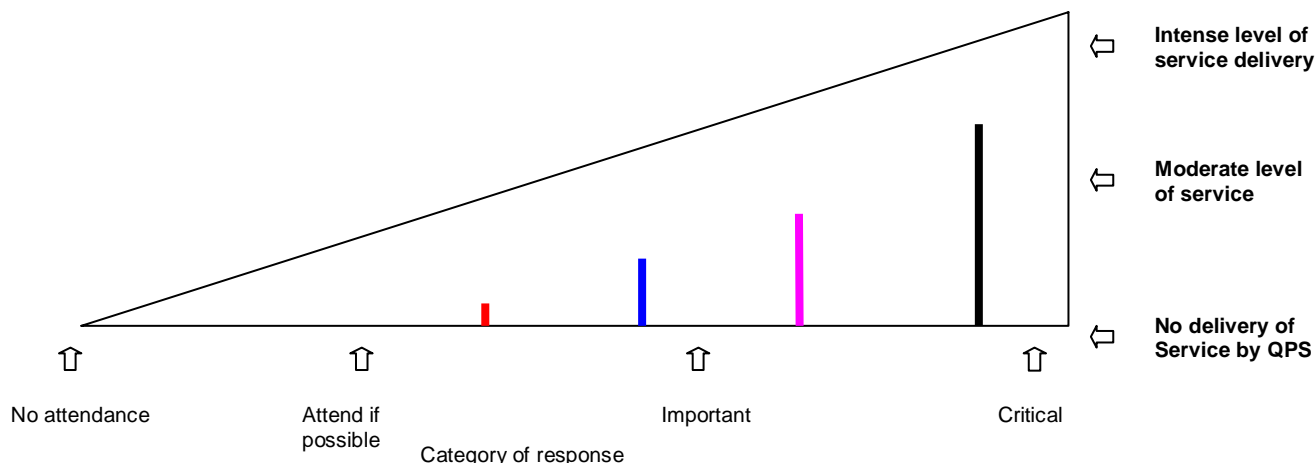
- Regional positions other than Staff Officer, Projects Officer, Regional Education and Training Coordinator, Supervisor Youth Clubs
- All district positions other than Training, Radio and Electronics and Support Functions
- State Crime Operations Command positions other than those attached to the Command Office (Staff Officer, Projects Officer, Training and Support Functions)
- Positions attached to the following units in Operations Support Command (other than Staff Officers, Project/Policy Officers, Training and Support Functions):
 - Police Communication Centre
 - Specialist Response Branch
 - Specialist Services Branch
 - Forensic Services Branch
 - State Traffic Support Branch (Forensic Crash Unit and State Traffic Task Force only)
 - Legal Services Branch
- Positions attached to the Crime and Misconduct Commission

2 Non-operational

- Positions specifically excluded above
- The Commissioner and Deputy Commissioner, their personal staff and positions attached to the Office of the Commissioner
- Positions attached the Corporate Services Division
- Positions attached to the Ethical Standards Command
- Positions attached to the Media and Public Affairs Branch
- Positions occupied by officers seconded to external organisations or the Minister's Office
- Positions attached to the following units in Operations Support Command:
 - the Command Office
 - Communications Branch (other than Police Communications Centre)
 - Counter Terrorism and Strategic Policy Branch
 - Policing Advancement Branch
 - Disaster and Major Events Planning Branch
 - State Traffic Support Branch (except Accident Investigation Squad and State Traffic Task Force)

Appendix 8: Potential Scale of Service Delivery Scenarios

Scenario type 1: Potential scale of service delivery for traffic accidents



In the case of traffic crashes clearly fatal accidents will involve a significant police response while minor traffic crashes require a lesser response.

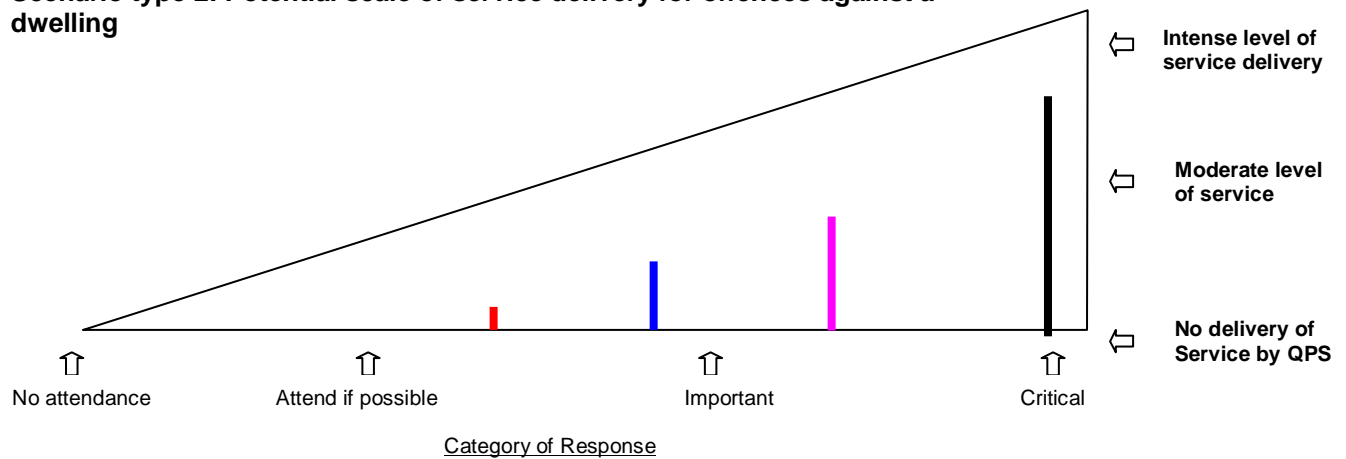
Red line. Minor traffic crash with minor damage and no injury. If it was necessary to take a report (damage cost >\$2500) no attendance would be required by police. A record of the time, date, location, parties involved and a very concise version for the purposes of intelligence could be recorded by PoliceLink or through attendance at a police station.

Blue line. Crash impeding traffic flow during peak hour. General duty crew would attend for the purpose of clearing traffic. Very brief record of time, date, location, parties involved and a concise report for the purposes of intelligence.

Pink line. Traffic crash suspected of involving dangerous operation of a vehicle. General duty crew attend for the purpose of investigation. Full report taken and an investigation undertaken to establish the cause of the crash and whether a criminal offence has occurred.

Black line. Fatal traffic crash. General duties crew attend supported by forensic crash unit investigators. Full report taken and an investigation undertaken to establish the cause of the crash and whether a criminal offence has occurred.

Scenario type 2: Potential scale of service delivery for offences against a dwelling



Red line. A person returns to their home to find the window smashed and no property stolen. No suspect or witnesses identified. This could require no attendance by police at the scene but be recorded through PoliceLink or attendance at a police station.

Blue line. A person returns home to discover that their house has been entered and a substantial amount of property has been stolen and the situation suggests forensic evidence may exist. The incident could be recorded by PoliceLink or through attendance at a police station with QPS forensics officers attending the scene to search for forensic evidence. Follow up would be dependent on evidence found.

Pink line. A person wakes during the night and an unknown person is in their premises. General duties crew attend supported by dog squad in an attempt to locate the offender. Forensics officers could attend the scene to collect evidence, including statements for a later investigation.

Black line. Break and enter with violence and occupants of the premises seriously assaulted. General duties crew would attend supported by dog squad in attempt to locate the offenders. Detectives and forensics officers attend the scene to conduct an investigation that will be ongoing and may involve other QPS members being engaged over the course of the investigation.

Appendix 9: Potential Continuum of Service Delivery Scenario

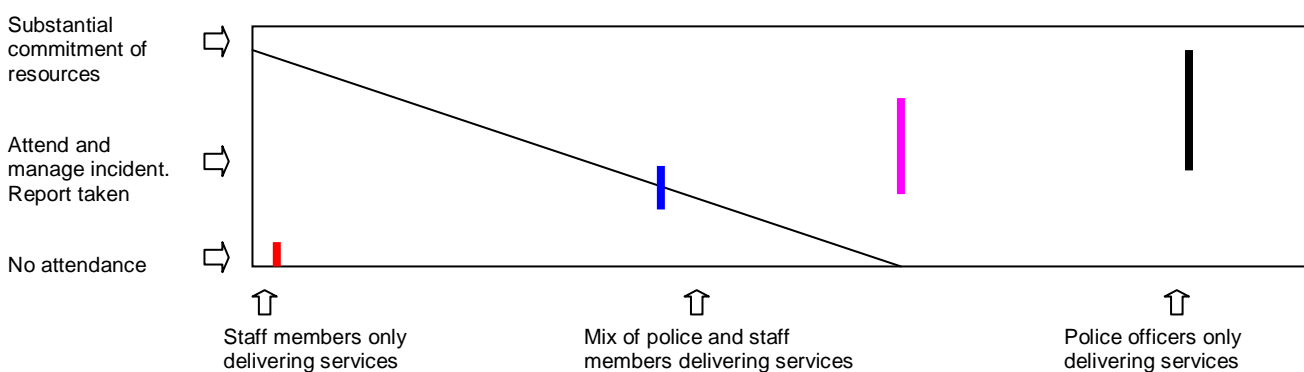
The continuum of service delivery philosophy could also be applied to the redesign of current practices undertaken by police officers. For example it was suggested during consultations that forensics officers could undertake all activities directly associated with initial service delivery for occurrences such as break and enter offences rather than sending a general duties crew to take the report and then later have a forensic officer attend the incident. This includes recording the occurrence on QPRIME and also collecting any forensic evidence. This is an approach used in New Zealand. However, the benefits must outweigh the costs in any alteration to service delivery strategy. There are significant investments made in the training, equipment and maintenance of skills for forensics officers and the return on investment must be demonstrable. However, it is a concept that could be explored by the QPS.

The logic used by the QPS to employ civilians into operational roles is applicable to this process. It differs in only so far as the assessment is applied to tasks rather than roles. Consequently the decision to assign tasks to police, operational staff members or a combination of both could be informed by whether or not the task requires the exercise of police powers and skills. Where the evidence is not clear on whether police or staff members should attend to a demand for service, the QPS could consider undertaking a trial.

While mapping out the continuum of service delivery is not critical to the decision-making process, doing so would give the community, police officers and staff members an understanding of how services would be delivered for particular demands for service.

As an example in the instance of offences against a dwelling the following may apply:

Scenario type 3: Potential continuum of service delivery for offences against a dwelling



Red line. A person returns to their home to find a window smashed but no property stolen. No suspect and no witnesses are identified. Response by staff members at PoliceLink only.

Blue line. A person returns home to discover that their house has been entered and a substantial amount of property has been stolen and the situation suggests forensic evidence may exist. Joint response by staff members in PoliceLink who record the incident and QPS forensics officers who attend the scene.

Pink line. A person wakes up in the night and an unknown person is in their premises. General duties crew attend supported by dog squad in attempt to locate the offender. Forensics officers attend the scene to conduct an examination. Response by police but may not be further investigated if there is no evidence or information which is likely to identify an offender. Investigation may be reactivated if additional information is received.

Black line. Break and enter with violence and occupants of the premises seriously assaulted. General duties crew attend supported by dog squad in an attempt to locate the offenders. Detectives and forensics officers attend the scene to conduct an investigation that will be ongoing and may involve other QPS members being engaged over the course of the investigation.

Appendix 10: Fitzgerald Inquiry – Indicative List of Positions with Potential for Civilianisation

- Police Administration Branch
- Operational Audit Section
- Management Services Branch
- Community Relations, Ethnic Liaison and Media Liaison Activities
- Some Police Citizen Youth Welfare Association involvement
- Ceremonial Mounted Police Duties (Not Patrol Duties)
- Police Band
- Police History and Museum
- Information Bureau and Intelligence Functions
- Technical and Scientific Services including Photographic, Firearms, Document Examination, Fingerprint and Scientific Sections
- Despatch
- Uniform Store
- Stores and Equipment
- Launch Maintenance
- Police Diving Squad and Some Water Police Activities
- Radio and Electronics
- Mt Cotton Driver Training Centre
- Breath Analysis Section
- Some Traffic Operations (including Radar and Patrols)
- Traffic Policy
- Traffic Accident Investigation Squad
- Disaster Victim Identification Duties
- Police Operations Centre
- Fraud Squad
- Arson Squad
- Explosive Ordnance Reconnaissance Team
- Police Headquarters Building Security
- Welfare
- Human Resource Planning Unit
- Personnel
- Industrial Relations
- Supervision of Cells in Large Police Stations
- Prosecutions
- Legal Section
- Recruitment
- Manual Section
- Police Academy
- Police College
- Some Training, Courses and Seminars
- Criminal History Recording and Offence Reports
- Police Gazette
- Miscellaneous Licenses
- Visa Section
- Warrant Bureau
- Statistics

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<http://www.legislation.qld.gov.au/LEGISLTN/ACTS/2005/05AC052.pdf>