

# Review of the Public Safety Business Agency

November 2015



## Review of the Public Safety Business Agency

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## 1. Executive summary

### 1.1 General overview

During the 2015 state election campaign the Australian Labor Party made a commitment to conduct an official review into the Public Safety Business Agency (PSBA), in recognition of ongoing employee and union concerns regarding the effectiveness of the model.

Upon election, the new Government set about realising this commitment. Responsibility for undertaking the review was attributed to the Minister for Police, Fire and Emergency Services and Minister for Corrective Services through the Ministerial Charter letter. The Minister sought assistance from the Commission Chief Executive (Acting) of the Public Service Commission (PSC) to conduct the review, to ensure that an independent process and analysis be undertaken.

The review was undertaken over a six month period from May – November 2015, and this report is the outcome of that review.

The process was overseen by a cross-agency steering committee, who met on a monthly basis during the review period. Terms of reference for the review were developed in collaboration with the agencies, and approved by the steering committee on 22 May 2015.

### 1.2 Review summary

The terms of reference outline the overall purpose of the project, to:

*Review the scope, function and structure of the PSBA to ensure that it is effectively supporting public safety service delivery to the community, and transparent administration and decision-making on critical corporate decisions.*

In order to determine the overall and functional effectiveness of the PSBA, the review process involved:

- evaluating the current service delivery model in the context of determining a clear scope and role for the PSBA
- undertaking an evidence-based assessment of PSBA activities, based on quantitative and qualitative data analysis and bench-marking
- working with frontline staff (including firefighters and police officers) to ensure a full understanding of the impacts of the implementation of the 2013 *Police and Community Safety (Keelty) Review*, and seek to ameliorate negative aspects as identified
- undertaking extensive engagement, consulting both employees within the portfolio, their unions and relevant external stakeholders, to ensure a comprehensive view is determined, and
- considering interstate and international jurisdictional analysis of similar service delivery models.

The review undertook a significant stakeholder engagement process, to hear first-hand the key challenges facing the staff of the PSBA and the partner agencies in the current model. This included holding employee workshops, inviting confidential individual submissions, engaging with unions and employee associations, and hearing from a variety of other stakeholders with an interest or involvement in the PSBA.

In total, over 600 employees participated in workshops around the state, and more than 60 submissions were received, which provided valuable intelligence to the review.

### 1.3 Key findings from stakeholder engagement

The review found that while the PSBA has achieved some successes, and that the model does create many potential opportunities, stakeholders primarily identified concerns and frustrations with existing arrangements.

Fundamentally, it was found that the majority of the identified problems are caused by confusion over the scope, purpose and function of the PSBA. This theme holds true for employees in the partner agencies and the PSBA.

There is a lack of clarity of:

- what the role of the PSBA is and what it is trying to achieve
- what services the PSBA delivers and what services are the responsibility of the partner agencies or others
- what the service expectations are for both providers and clients
- who does what and who is ultimately responsible, and
- where accountabilities lie.

This has resulted from an absence of:

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

In the absence of these fundamental building blocks, employees have been attempting to do the best they can in the circumstances to deliver services.

## 1.4 Designing the future state

Following an analysis of stakeholder-provided information, operating model and organisational design options were developed by the review team to seek to address the shortcomings of the current approach and realise the potential of the portfolio model.

The operating model options that were developed are as follows:

- Option 1: return all services currently performed by the PSBA to the respective agencies, and disassemble the PSBA
- Option 2: retain the PSBA to perform transactional services (largely ICT, finance, procurement, information management) to the respective agencies, or
- Option 3: retain the PSBA to perform transactional services, some tactical services (including human resource advisory) and a portfolio coordination role.

Given reasonable justification and a high level of agreement from the partner agencies, the following services were agreed to return to the operational agencies in all future state options:

- all strategic services, including agency operational and business strategy
- all functions that relate directly to the operational business of an agency, including policy, strategy and support services, and
- some corporate services that have direct links to operations, including:
  - elements of human resources (education and training, local employee health and safety, recruitment, employee engagement)
  - media services
  - executive services (ministerial liaison and support, cabinet legislation liaison, right to information, legal).

To support the implementation of each of the operating model options, associated organisational structures have also been developed.

## 1.5 Summary of recommendations

The review recommends that operating model option 3 would produce the best outcome for the agencies, employees and Government more broadly.

This is based on the analysis that the portfolio approach to corporate services delivery has merit and potential, which was reinforced by stakeholders during the engagement process. Notwithstanding this, significant changes do need to be made to enable the PSBA (and by association QPS and QFES) to reach its full potential.

In summary, under option 3, the following services would be delivered by the **PSBA**:

- all ICT services
- all financial services
- all procurement services
- all asset management services
- some tactical human resource services, and
- advisory services on corporate service strategies.

Therefore, the following services would be returned to **QFES** and **QPS**:

- operational functions
- strategy
- recruitment
- education and training
- local workplace health and safety
- ethical standards
- media services
- right to information
- ministerial services, and
- cabinet legislation liaison.

The revised operating model proposed for the PSBA would also be supported by a new organisational structure.

This new model requires a fresh governance approach, and it is proposed that a revised board of management (BoM) should oversee the activities of the PSBA and undertake portfolio-wide planning and strategy. The PSBA would provide secretariat support to the BoM, and in doing so, would undertake a portfolio coordination role.

This approach would enable the Minister and Government by extension to achieve necessary oversight of the portfolio.

The review also identifies a number of key areas for immediate focus of the PSBA, to address concerns raised by staff during the stakeholder engagement process. These include:

- creating a single vision with a fresh approach to doing business
- addressing staff frustrations by resolving perceived inequities
- consolidating and streamlining business processes, and

- committing to an integrated approach to technology.

Further, the review makes recommendations about the non-corporate functions currently being delivered by the PSBA. It is not envisaged that the future state of the PSBA involve an operational or regulatory function, therefore the review recommends that:

- Blue Card Services be shifted to the Department of Justice and Attorney-General, and
- State Government Security Services be transferred to the QPS.

The review recommends a mixed model for the management of QG Air services, proposing that the PSBA continue to provide strategic management of the air fleet in line with their broader asset management function, while returning responsibility for operating the Police Air Wing (PAW) to QPS.

## 1.6 List of recommendations

### ***Recommendation 1***

Approve the principles of operating model option 3, the associated organisational design and board of management structure as the desired future state of the PSBA, so that the PSBA continues to operate but with a more clearly defined role, more targeted scope and clearer governance arrangements.

### ***Recommendation 2***

Approve the creation of the PSBA Board of Management to oversee the activities of the PSBA and undertake portfolio-wide planning and strategy, and approve the role of the BoM chair to rotate between the QPS Commissioner, QFES Commissioner and the external member.

### ***Recommendation 3***

Support the effective operation of the PSBA and partner agencies by mandating the development of service level agreements (or similar) between agencies.

### ***Recommendation 4***

In line with recommendation 1, approve the following services and functions as the responsibility of the respective operational agencies:

- a) operational functions
- b) strategy
- c) recruitment
- d) education and training
- e) local workplace health and safety
- f) ethical standards
- g) media services
- h) legal services
- i) right to information
- j) ministerial services, and
- k) cabinet legislation liaison.

### ***Recommendation 5***

To ensure the implementation of these activities, approve the appointment of a respected change leader to begin the task of transitioning the PSBA to the new model, and approve the immediate development of a comprehensive change management strategy to be executed by the change leader.



***Recommendation 6***

To ensure that QPS retain operational control of their air services, approve the transfer of Police Air Wing to QPS.

***Recommendation 7***

Approve the role of the PSBA to maintain responsibility for asset management and maintenance, and perform a strategic air fleet management function under the guidance of the PSBA Board of Management.

***Recommendation 8***

Approve the transfer of the following operational services out of the PSBA, and approve:

- a) Blue Card Services transfer to the Department of Justice and Attorney-General
- b) State Government Security transfer to Queensland Police Service.

## 2. Background to the public safety portfolio

### 2.1 Police and Community Safety Review 2013

A significant review into the management and operations of the Queensland Police Service (QPS) and the former Department of Community Safety (DCS) was conducted during 2012-13, at the request of the (then) State Government.

The *Police and Community Safety Review* (PaCSR) was delivered in September 2013, making a number of recommendations about the current and future operations of the police and community safety portfolio. It recommended a significant restructure of the portfolio, aimed at strengthening portfolio transparency and accountability, and ensuring sustained improvements in efficiency, effectiveness and interoperability.

The recommendations of the report were subsequently accepted, and as a result, the portfolio was restructured to include:

- the existing QPS, refocused to primarily deliver frontline policing operations
- a new department of Queensland Fire and Emergency Services (QFES), created from merging the former DCS divisions of Queensland Fire and Rescue Services and Emergency Management Queensland
- a new public service office, the Office of the Inspector-General, Emergency Management (IGEM) to ensure improved coordination of emergency and disaster response arrangements, and
- an additional public service office, the Public Safety Business Agency (PSBA), to bring together the corporate and business support resources of QPS and DCS, to service the whole portfolio.

PaCSR also recommended the transfer of Queensland Ambulance Service (QAS) and Queensland Corrective Services (QCS) from the former DCS to Queensland Health and the Department of Justice and Attorney-General respectively.

These changes were enacted through a number of legislative and administrative amendments, and machinery-of-government changes were effected by departmental arrangement notices.

### 2.2 Creating a portfolio business agency

#### 2.2.1 Preliminary set-up

Prior to its formal creation by legislation, the PSBA was established by departmental arrangement notice (DAN) on 1 November 2013, moving corporate resources from Emergency Management Queensland (EMQ), Queensland Fire and Rescue Services (QFRS), and DCS Corporate Services. While former QPS resources could not formally shift to the PSBA until legislative amendments were passed, arrangements were made to enable QPS staff to informally transition at this time.

To ensure the resources that transitioned to the PSBA supported and/or contributed to the desired portfolio outcomes, as stated by the government of the day, an independent review of workforce resourcing was conducted by the Public Service Commission in February 2014.

This review was based on the understanding that the PSBA was created to:

- enable QPS and QFES to focus on operational outcomes
- reduce waste and duplication, and take advantage of economies of scale
- promote interoperability and connectivity across the portfolio
- drive contestable outcomes
- promote portfolio-wide improvements and performance outcomes

- create a one-stop-shop interface with Government, and
- separate the 'purchaser' from the 'provider' of services<sup>1</sup>.

The review found that there was a poor understanding of the PSBA model by the agencies involved, which resulted in an inconsistent approach to the distribution of resources to the PSBA.

It proposed the movement of specific functions to the PSBA (e.g. the QFES training academy, to ensure consistency with the QPS approach to education and training) and individual resources where necessary. It also recommended that some resources be returned to the operational agencies, as they either did not fit the scope of the PSBA (e.g. operational policy roles in QPS) or the lack of resources prevented the agency in question from operating effectively (e.g. executive support function ins QFES).

Recommendations to shift specific resources within the portfolio were accepted and implemented by the respective agencies.

### 2.2.2 Establishment by statute

The PSBA was formally established in May 2014, upon assent of the *Public Safety Business Agency Act 2014* (the Act).

The functions of the PSBA, as articulated in the Act, are (s.7 (1)):

- to provide support services to public safety entities;*
- to hold and maintain infrastructure, fleet and communication technology assets for public safety entities;*
- to develop, in consultation with each public safety entity, performance measures that apply to the entity in carrying out the entity's functions;*
- to review, assess and report on the performance of public safety entities against the measures mentioned in paragraph (c);*
- to report to and advise the Minister about resourcing public safety entities and the matters mentioned in paragraphs (a) to (d);*
- to perform a function incidental to a function mentioned in paragraphs (a) to (e).*

By definition, the Act describes 'support services' (as per function (a)) as:

- asset management;*
- education and training;*
- human resource management;*
- financial management;*
- information and communication technology;*
- strategic policy and planning;*
- legal issues including litigation and legal advice;*
- media and public communications.*

The Act also provides for the PSBA to perform additional functions, including the operation and management of a public safety entity, as declared by gazette notice (s.7 (2)).

Under this provision, State Government Security Services (from the Department of Housing and Public Works), all Queensland Government air services (from QPS, the Department of the Premier and Cabinet,

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<sup>1</sup> *Review of workforce resourcing in the Public Safety Business Agency*, February 2014

Emergency Management Queensland and Queensland Health), and Blue Card Services (from the former Commission for Children and Young People and Child Guardian) all transitioned to the PSBA during 2014.

### 2.3 The Public Safety Business Agency in operation

As at 1 July 2015, the PSBA employs 1,983 full-time equivalent (FTE) public service employees, 392 sworn police officers and 50 fire officers who work on secondment from their home agencies, for a total workforce of 2,425 FTE.

Staff work across eight functional areas: Business Services, Human Resources, Information Technology, Media, Ministerial and Executive Services, Operations, Queensland Government Air, and Strategy.

At the time of review, an end-to-end integrated service delivery model for the PSBA did not exist. Instead, the PSBA's services are outlined in a service catalogue (for a summary of this, see Appendix 1). This catalogue represents the current operating model of the PSBA.

The PSBA currently provides 64 support services to agencies across 12 services lines and 8 business units.

The organisational structure at Diagram 1 indicates current administrative and reporting arrangements.

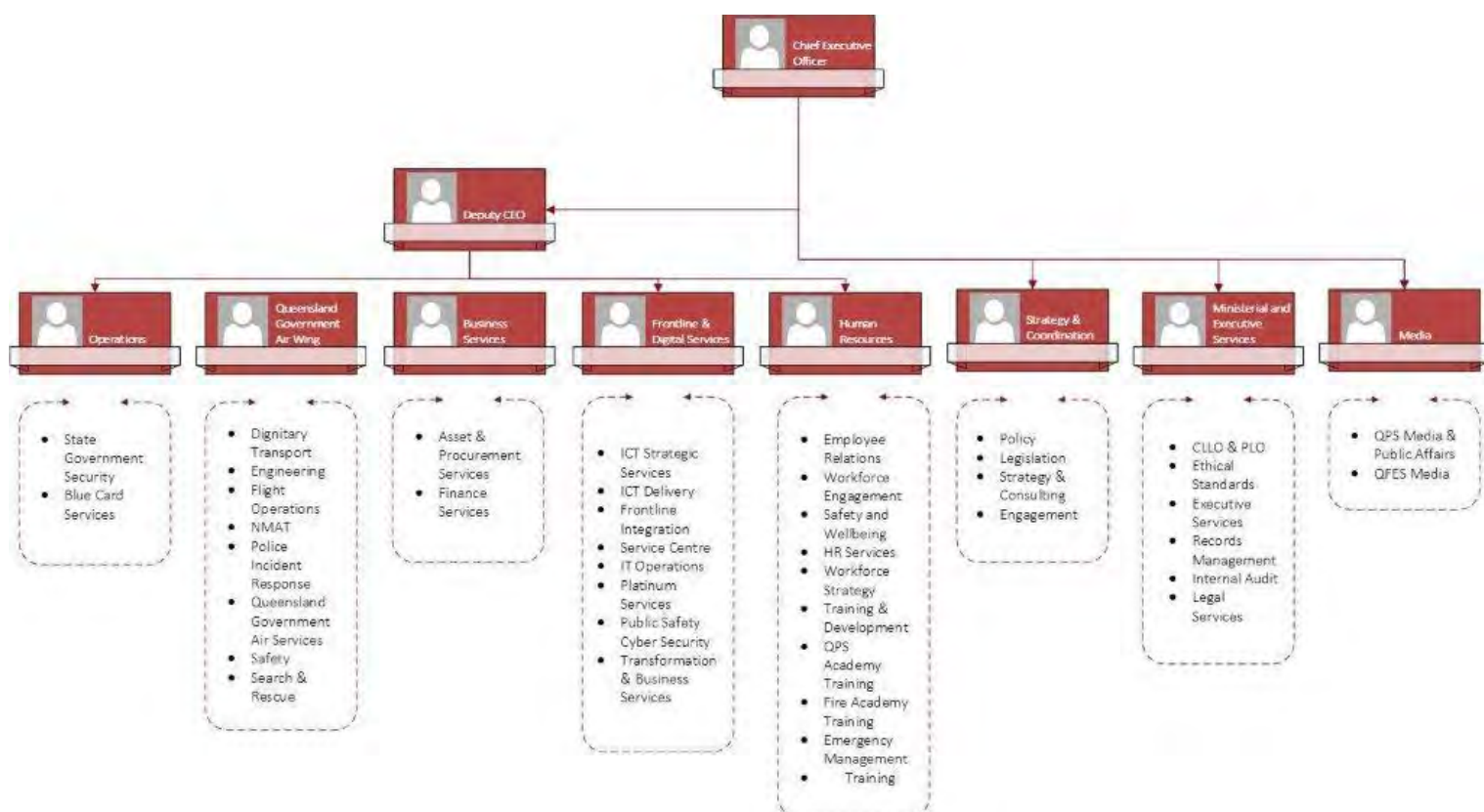


Diagram 1: PSBA Organisational Structure, as at September 2015

The PSBA delivers services to a range of customers and stakeholders, as shown in Diagram 2. This includes providing ICT services to Queensland Ambulance Services under a memorandum of understanding. QAS maintains ICT content and strategy specialists, and purchases all other ICT services from the PSBA.

## “As Is” Operating Model PSBA

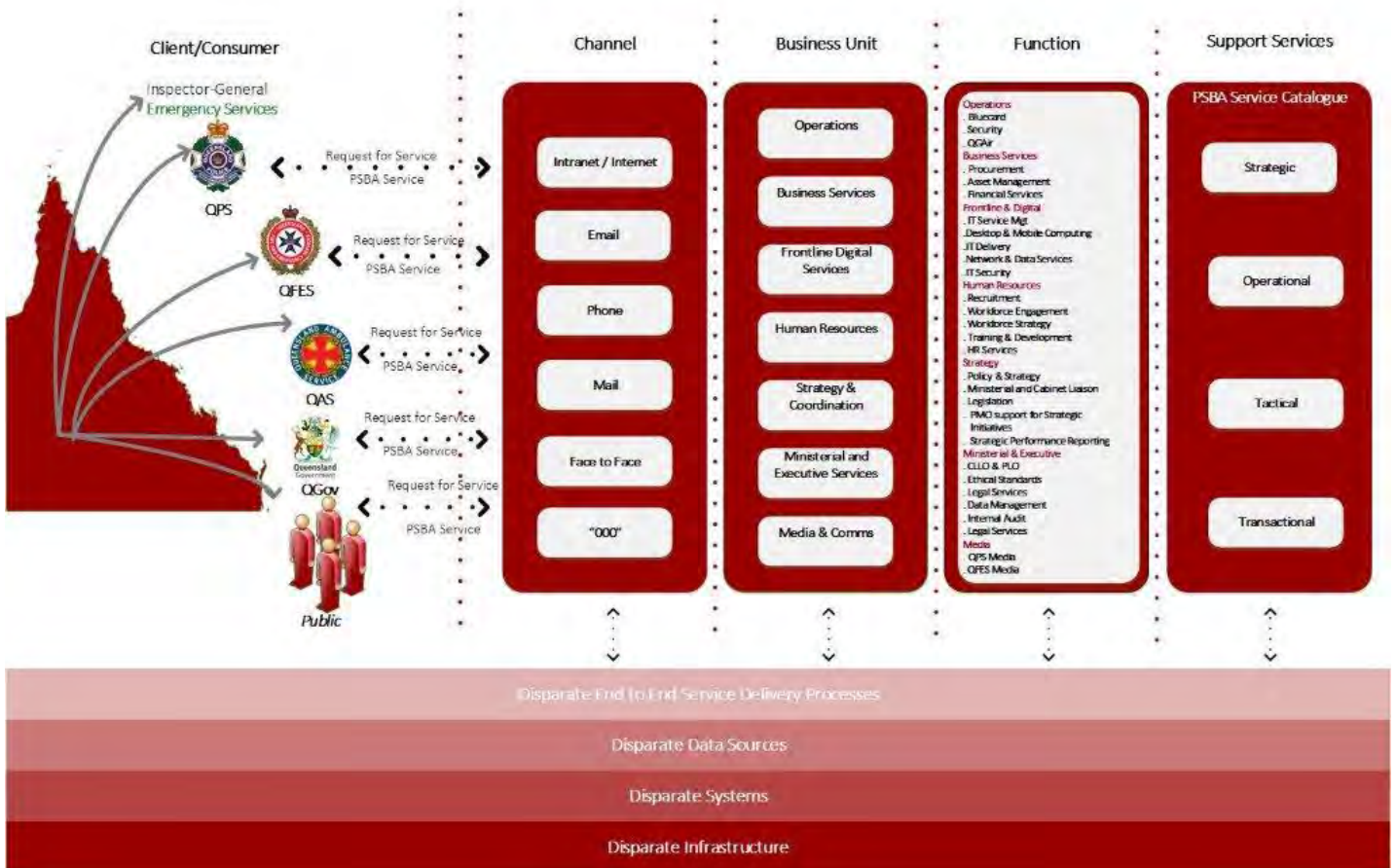


Diagram 2: 'As Is' operating model PSBA

PSBA's establishment data<sup>2</sup> confirms that in relation to these services:

- QPS is the PSBA's largest customer consuming 48% of overall operating costs
- QFES is the PSBA's second largest customer consuming 20% of overall operating costs
- PSBA itself consumes 9% of overall operating costs
- QAS is the PSBA's third largest customer consuming 6% of overall operating costs
- JAG is the PSBA's fourth largest customer consuming 5% of overall operating costs
- other state government agencies consume a total of 11% overall operating costs, and
- IGEM consumes a total of 1% overall operating costs.

According to the *Strategic Plan 2015-19*, the PSBA's vision is to:

*Partner to enable the delivery of efficient and effective Queensland public safety outcomes.*

The PSBA's stated purpose is:

*Delivering high quality and sustainable operational services to Queensland, and strategic and corporate services to our partners and customers.*

<sup>2</sup> PSBA Establishment, September 2015, analysis by Bushell & Cornish

The Board of Management is the key governance group for the PSBA. The Board comprises the CEO (chair), Deputy CEO, General Manager Business Services, Executive Director Ministerial and Executive Services, and General Manager Strategy<sup>3</sup>.

There are two committees that provide portfolio-wide corporate governance, namely the Public Safety Portfolio Innovation Committee and the Public Safety Portfolio Audit and Risk Committee. An additional committee supports coordination and collaboration across the portfolio: the Public Safety Executive Coordinating Committee<sup>4</sup>.

With regards to the portfolio partner agencies, the PSBA's Deputy CEO and General Manager Human Resources are members of the QFES Board of Management<sup>5</sup>, which meets on a monthly basis. PSBA representatives receive a standing invitation to attend the QPS Board of Management.

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<sup>3</sup> *Public Safety Business Agency 2014-15 Annual Report*

<sup>4</sup> *Public Safety Business Agency 2014-15 Annual Report*

<sup>5</sup> Allison Report, 2015

### 3. Review of the Public Safety Business Agency

#### 3.1 Background to the review

Following the publication of the *Police and Community Safety Review* (PaCSR) report in 2013, and the subsequent introduction and debate over the Public Safety Business Agency Bill in 2014, the then-Opposition publicly articulated their concerns with the PaCSR report, and specifically the creation of the portfolio business model. Additionally, philosophical disagreement was expressed about uniformed police and fire officers working in a support agency, rather than in the respective operational agencies.

As a result, during the 2015 election campaign the Australian Labor Party made commitments to conduct an official review into the PSBA. Upon election, the new Government set about realising this commitment.

The review would give regard to the concerns stated above, and would also be undertaken in the context of the new Government's related policy positions and commitments, including:

- a commitment to public service employment security
- a commitment to limiting the contracting out of government services
- a return to a Westminster-style of government, and
- emphasis on public sector leadership and accountability.

Responsibility for undertaking the review was attributed to the Minister for Police, Fire and Emergency Services and Minister for Corrective Services through the Ministerial Charter letter.

#### 3.2 Review governance and administration

The Minister sought assistance from the Commission Chief Executive (Acting) of the Public Service Commission (PSC) to conduct the review, to ensure an independent analysis.

The PSC assembled a project team to undertake the review. Shortly after commencement, the project team expanded to include agency representatives from the PSBA, QFES and QPS who were seconded to assist with the stakeholder engagement phase of the review.

The review would be overseen by a steering committee, who met on a monthly basis during the review period. Steering Committee membership included:

- Commission Chief Executive (Acting), Public Service Commission (PSC)(Chair)
- Director-General, Department of the Premier and Cabinet (DPC)
- Commissioner, QPS
- Commissioner, QFES
- Chief Executive Officer, PSBA
- Director-General, Department of Energy and Water Supply (critical friend).

A Senior Officer Group (SOG) was also formed to act as an advisory body to the review team. The SOG met fortnightly or as necessary during the review. Membership of the SOG included:

- Mr Bob Gee, Assistant Commissioner Operational Capability Command, QPS
- Mr Neil Gallant, Assistant Commissioner Rural Fire Service Queensland, QFES
- Mr Bruce Moy, General Manager Strategy, PSBA
- Mr Kurt Marsden, Executive Director Workforce Strategy, PSC
- Ms Kyla Hayden, Director Social Policy, DPC.

Regular updates on the progress of the review would be posted on the PSC website throughout the process (see *Appendix 2*). This would ensure transparency and open communication with employees and other stakeholders from the onset of the project, through to the completion of the report.

### 3.3 Review framework

Terms of reference for the review were developed in collaboration with the SOG, and approved by the Steering Committee on 22 May 2015 (see *Appendix 3*).

The terms of reference outline the overall purpose of the project, to:

*Review the scope, function and structure of the PSBA to ensure that it is effectively supporting public safety service delivery to the community, and transparent administration and decision-making on critical corporate decisions.*

In working towards this overall goal, the review would meet the following objectives:

1. *Review the PSBA business model, including organisational design, governance, accountability and performance measurement, to determine alignment with government priorities.*
2. *Review the effectiveness of PSBA functions in contributing to the broader purpose of supporting operational agencies to deliver public safety to the community, and make recommendations for:*
  - a) *functions that should continue to be undertaken in the PSBA*
  - b) *functions that would be better undertaken by (returned to) the operational agencies.*
3. *Identify any capability gaps in the PSBA and other organisational risks, and recommend strategies to manage these risks.*
4. *Make recommendations to the Minister on the future role, scope, structure and function of the PSBA, having regard to:*
  - a) *the need to provide effective corporate support services to public safety entities; and*
  - b) *the need to ensure transparent administration and decision-making on critical corporate decisions.*
5. *Propose a plan for the smooth implementation and change management of any identified machinery-of-government or organisational changes.*

The review would be undertaken over a six-month period, with delivery of a final report to the Minister in November 2015.

### 3.4 Review scope

To meet the objectives, the following activities were deemed to be within scope of the review:

- evaluating the current service delivery model in the context of determining a clear scope and role for the PSBA
- undertaking an evidence-based assessment of PSBA activities, based on quantitative and qualitative data analysis and bench-marking
- working with frontline staff (including firefighters and police officers) to ensure a full understanding of the impacts of the PaCSR implementation, and seek to ameliorate negative aspects as identified
- undertaking extensive engagement, consulting both employees within the portfolio (QFES, QPS, PSBA and IGEM), their unions and relevant external stakeholders, to ensure a comprehensive view is determined
- considering interstate and international jurisdictional analysis of similar service delivery models.

The review team has also considered the impact of other concurrent, relevant reviews being undertaken within the sector. As a result, the findings from the *Independent review of an incident involving Queensland Fire and*



*Emergency Services employees* (the Allison Review), and the observations of the *Review of Statutory Appointees* (which includes the roles of Chief Executive Officer, PSBA and Commissioner of Fire and Emergency Services) have been incorporated into the findings and recommendations of this review where appropriate.

Conversely, activities that fall outside of the scope of the review, for various reasons, include:

- review or redesign of business processes and practices
- funding arrangements of the portfolio
- pre-existing external modes of delivery
- existing procurement decisions and arrangements
- operational business decisions of partner agencies
- assessment of the structural design of QFES and QPS.

Further, agencies who currently receive services from the PSBA have not been reviewed, nor have the service arrangements they currently have in place with the PSBA been evaluated. However, the review has been mindful of the impacts recommended changes to the current operating model may have on these agencies, and has identified these accordingly.

Finally, the review has not considered the current administrative and reporting arrangements within the portfolio of the Minister for Police, Fire and Emergency Services. During the course of the review, the reporting arrangements for IGEM (as a public service office) and QCS (as a division of the Department of Justice and Attorney-General) were raised for further consideration during this process. The review team, in consultation with the Steering Committee, determined that these matters were out of scope of the terms of reference, and therefore no further evaluation has been undertaken.

### **3.5 Review design and methodology**

#### **3.5.1 Information gathering process**

In order to develop an understanding of the current state of the business, the review team sought a range of corporate documents and information from the PSBA at the outset of the review process. While a number of documents were provided, it should be noted that the PSBA was unable to provide all requested documents, and in the detail required by the review team.

Documents that were provided included:

- organisational structures
- establishment data
- strategic and operational plans
- service catalogues
- previous external reviews
- client satisfaction survey data, and
- *Working for Queensland* employee opinion data.

Analysis of this information enabled the review team to begin to formulate hypotheses to be tested during stakeholder engagement.

#### ***Constraints of the information gathering process***

As mentioned above, the review encountered a number of challenges associated with receiving data and information.

These challenges have included:

- data not being provided by the PSBA in a timely manner
- poor quality and reliability of data
- absence of necessary baseline data
- absence of service modelling and mapping, to describe the way in which PSBA delivers services, and
- misinformation provided by stakeholders, either knowingly or unknowingly.

These challenges have impacted on the review's ability to formulate a strong quantitative evidence base upon which to draw conclusions, however the review was able to form a strong qualitative evidence base, which was robust enough to support the recommendation of significant change.

Some of these challenges can be reasonably attributed to the immaturity of systems in the PSBA. It is also important to note that conducting a review this early in the life of the PSBA (and the portfolio model) is a potential limitation in and of itself. This is because some findings may seem unfairly critical, when all that is required is time to implement. The review team has been mindful of this criticism, however has identified that the timing also provides a great opportunity to bring about system improvements before they are too deeply embedded.

Further, the possible misinformation provided by stakeholders may be as a result of the level of trust present in the portfolio, and the level of 'review fatigue' which caused some participants to be sceptical of the process.

However, it is fair to say that the absence of a complete suite of corporate documents such as service modelling and mapping, and more detailed service catalogues, has made the review process, particularly the development of future state options, particularly challenging.

### **3.5.2 Stakeholder engagement phase**

The review process was designed to involve stakeholder – particularly employee – engagement, to obtain a clear understanding of the way in which the PSBA works, and the key challenges facing the staff of both the client and service delivery agencies, as a result of the current model.

Given that the review affected a wide variety of stakeholders, the engagement process sought to offer multiple channels that would allow genuine opportunities to inform the process. Additionally, being mindful of the geographical spread of stakeholders across the state, the review sought to ensure accessible and inclusive engagement with all parties who may have been affected by, or were interested in, the review.

The stakeholder engagement framework was developed with input from the review's SOG, to ensure appropriate channels were identified for each stakeholder group.

The review's approach to stakeholder engagement was grounded in the principles of promoting:

- openness, transparency and trust
- inclusiveness
- impartiality and objectivity
- responsiveness and reciprocity, and
- respect.

Regular review updates to staff and stakeholders through the PSC website were one way in which the review team sought to meet this standard.

## **Employee engagement**

The review undertook five weeks of engagement during July-August 2015 with portfolio employees across the state. Forty workshops were conducted with over 600 staff from QPS, QFES and the PSBA (*see Appendix 4 for a list of locations*). QPS and QFES staff were nominated to attend a workshop by their regional or executive management based on their involvement with the PSBA as a receiver of services. All local PSBA staff were invited to attend workshops in their region; head office PSBA staff were nominated by their managers and invited to attend.

Workshops provided attendees with the opportunity to participate in a 'heat mapping' activity, to determine which services were working well and which were not working well, and the level of importance placed on each issue by the participant. From this process, the project team were able to identify key themes, which were then the subject of a facilitated group discussion focused on identifying the root cause and possible solutions of the identified problems.

It was not the intention of the review process to engage with every staff member in the portfolio, as it was identified that not all operational employees would have a strong awareness of the way in which the PSBA model works. However, all employees of the portfolio were invited to make a confidential submission to a central inbox, to share their views on the strengths and weaknesses of the model. More than 60 submissions were received (both via the inbox and regular mail) from employees and organisations (including unions and employee associations).

## **Engagement with other stakeholders**

A range of other stakeholders were invited to contribute to the review process, and many added their views on the particular areas or activities of the PSBA which were of relevance to them (*see Appendix 5*).

This included a number of Queensland Government agencies that either:

- receive services from the PSBA (e.g. Queensland Ambulance Service, Office of the Inspector-General Emergency Management)
- receive information from the PSBA (e.g. Department of Premier and Cabinet, Queensland Treasury), or
- participate in other shared corporate services models (e.g. Department of Agriculture and Fisheries and Department of Environment and Heritage Protection as part of the Business and Corporate Partnership).

The review has also undertaken extensive engagement with a number of unions and associations who have contributed their views to the process (*for a full list see Appendix 5*). In particular, the Queensland Police Union of Employees (QPUE), the United Firefighters Union of Queensland (UFUQ) and Together Queensland have all provided substantial input into the review.

The QPUE, having lobbied the (then) Opposition for a commitment to review the PSBA, has maintained an ongoing involvement in the process, facilitating members' access to review workshops and attending workshops to participate in discussions. The UFUQ has provided a formal submission to the review, and the review team has met with members of the State Committee to receive input and feedback into the process. Together Queensland has also attended workshops and provided the results of a survey of members about the PSBA which was conducted to inform the review.

The review team met individually with the Queensland Fire and Rescue Senior Officers' Union of Employees, Queensland Police Commissioned Officers' Union of Employees, Australian Manufacturing Workers Union, and the Rural Fire Brigade Association of Queensland, and also provided a combined general progress briefing to interested unions and associations.

Submissions were also received by the Queensland Auxiliary Firefighters Association, QG Air (fixed wing) union members, and the Queensland Protective Security Officers Association.

### **Consolidation of stakeholder engagement**

Engagement with employees and other stakeholders provided a rich data source for the review process. These inputs were also compared to results of the *Working for Queensland* employee opinion and client satisfaction surveys. A high degree of consistency was found across and between these data sources.

By collating the information collected during the workshops and through submissions, the review team was able to identify a number of key themes that were consistently raised by multiple stakeholders.

Further discussions with executives from QPS, QFES and the PSBA verified these themes as being consistent with their own concerns and observations, and those of their staff. During these meetings, which were held both with the respective leadership groups of the agencies and with individual executives as required, the themes were expanded upon to consider causes and how these problems may be addressed.

This approach to engagement ensured that the feedback received by the review team spanned the 'micro', taking into account day-to-day impacts on staff, through to the 'macro' and the broader implications of the model on the organisations involved.

Key findings are explored in greater detail in section 3. These findings served to inform the development of future state design principles (*refer section 5.2*).

### **Constraints of stakeholder engagement**

While the approach that has been taken was considered the best possible in the circumstances, notwithstanding this, there are inevitable limitations to any review.

Possible criticisms of this process could include:

- that the employee workshops included less than 5% of portfolio employees
- that larger regions and functions were under-represented given the same number of attendees were invited to workshops regardless of the number of 'in scope' employees
- that the information collected reflects only the perspectives of those consulted, and
- that, given the nature of the workshops, some employees may not have felt free to contribute to the discussion in front of colleagues and sometimes managers.

Further, and as has been discussed previously, while the review engaged with a relatively small percentage of employees in the portfolio, the process was purposely designed so that the best informed employees were invited to participate. Given this goal, the review is confident that a significant proportion of the most directly affected employees were involved in the process, providing a richer and more relevant input. An even spread of participants across such a large portfolio would not have necessarily added greater value to the review.

The review team has attempted to ameliorate the other limitations listed above, wherever possible, by designing the stakeholder engagement process to provide multiple channels for participation in the review. This included the ability to make a confidential submission if employees were not comfortable providing in-person feedback, and encouraging employees to participate in their union's input into the review, where possible.

Additionally, the review was confident that the feedback gained through the consultation process did generally reflect the views of clients, even though it was taken from a relatively small sample size. This is because the findings of employee engagement were consistent with feedback provided by unions, and the results of both

employee opinion surveys (PSBA *Working for Queensland* data) and client satisfaction surveys undertaken by the PSBA.

### 3.5.3 Engagement of a review partner

To support the independence of the review, an external provider was commissioned to assist with developing organisational structure and operating model options<sup>6</sup>. Bushell & Cornish Management Consultants (B&C) conducted a four-week engagement during September 2015, culminating in the delivery of options for the consideration of the review team.

B&C's approach to analysing options for the PSBA future state operating model and organisational structure was based on *Lean Six Sigma Business Improvement* principles and practices for service redesign, and other accredited standards and methodologies, including:

- AS/NZS ISO 9001:2008 Quality Management Systems (QMS) Standard
- The Australian Business Excellence Framework (ABEF)
- contemporary human resource management principles and practices
- OGC methodologies for portfolio, program, project and risk management
- Business Analysts Body of Knowledge (BABOK®)
- Australian Risk Management Standard AS/NZS ISO 31000:2009, and
- whole of government frameworks, policies and guidelines.

This approach included consideration of:

- how similar support services are delivered to a public safety portfolio in other jurisdictions (domestically and internationally)
- how portfolio support services are designed, structured, managed and delivered
- best practice in organisational arrangements for the delivery of contemporary corporate services
- best practice in the design and make-up of relevant boards of management, including the relative merits of different models and structures
- best practice in the management of portfolio-wide issues, including stewardship, strategy, performance management and reporting amongst many other things
- transition and implementation plans to accompany transition to the proposed target state for the PSBA and the associated implementation roadmap and recommendations, and
- ensuring the ongoing and continued delivery of high quality public safety services to the community.

A summary of B&C's methodology is as follows:

- analysing the current state ('as is') from data inputs provided by the review team
- developing the desired future state ('to be') through the MoSCoW process (*see below*)
- mapping the PSBA catalogue of services to a suitable framework to inform the analysis of service models
- developing operating model and organisational structure options, based on pre-determined design principles, while also
- analysing transition options so that a preferred transition strategy and implementation roadmap can be agreed with key stakeholders.

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<sup>6</sup> For a copy of the tender specification, refer to Appendix 6

Diagram 3 describes the complete approach taken by B&C.

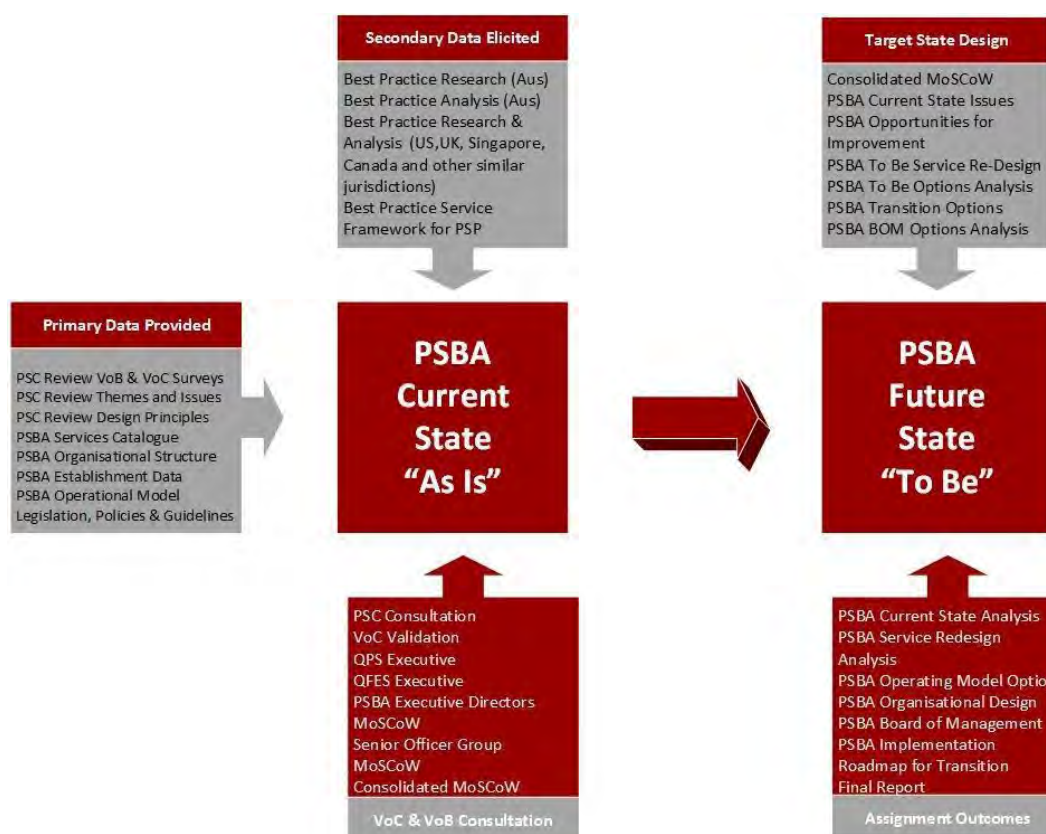


Diagram 3: Overview of the Assignment Approach and Work-Streams

### Lean Six Sigma approach to design the future state

B&C utilised the *Lean Six Sigma* service re-design methodology, which is based on the elicitation of 'voice of the customer' (VoC) and 'voice of the business' (VoB) requirements, for developing the future state of the PSBA.

VoC and VoB inputs were largely based on the summative information gathered through the review's stakeholder engagement process. These were then prioritised using the *Business Analysts Body of Knowledge* (BABOK®) methodology 'MoSCoW' approach. The MoSCoW method segments requirements into a two by two matrix structure: the left-hand columns are organised into 'musts' and 'won'ts', which represent the non-negotiables, while the right-hand columns are organised into 'shoulds' and 'coulds', which represent the negotiable requirements.

From this, stakeholder requirements for the future state were analysed to establish common requirements as well as specific or contentious requirements. The resolution of the consolidated MoSCoW of business requirements was achieved via stakeholder workshops to discuss, negotiate and agree the future state requirements.

### Service mapping

In order to determine options for the potential future state, B&C sought to map the end-to-end services provided by the PSBA. This was quite difficult as the service catalogue was not sufficiently specific for the purpose required, as it only categorises services by strategy, operations and corporate services. Therefore, for the purposes of this exercise, B&C further defined each corporate service as either transactional, tactical, operational or strategic services.

This decision was based on a prima facie understanding of each service, which was thereby attributed a category based on the following service definitions:

- a) Transactional services: support services that typically require knowledge and expertise independent of the public safety domain of their clients.
- b) Tactical services - support services that typically require knowledge and expertise from the public safety domain(s) of their clients.
- c) Operational services - support services that inherently typically require knowledge and expertise within a typical distinctive public safety domain.
- d) Strategic services – support services that provide vision and direction for an individual public safety agency or group of agencies that integrates change and improvement into business processes to meet the interests of taxpayers and the public at large.
- e) Portfolio co-ordination services – support services that provide appropriate coordination of and stewardship for the public safety portfolio. Note that while strategy as defined above can be conducted within a single agency, portfolio co-ordination necessarily implies multiple agencies and transactional, tactical and operational as well as strategic considerations as a matter of course.

Portfolio co-ordination has been added as a category of service given the PSBA is required to perform this role under the Act.

### ***Developing options***

A consolidated statement of stakeholder requirements for PSBA service delivery was developed by:

- analysing business requirements elicited from stakeholders in developing the VoC and VoB MoSCoWs
- referencing best practice operational models and lessons learned from similar jurisdictions within Australia and abroad (*for a summary of this research, see Appendix 7*), and
- addressing key issues and constraints.

From this, B&C developed three future operating model options for the PSBA, informed by the service mapping undertaken above. These options are discussed in detail in section 6.

## 4. Summary of review findings

### 4.1 Creating context: circumstantial impacts on the model

It became evident to the review team during the stakeholder engagement process, that some employee feedback on the portfolio model could be attributed to circumstances which were effectively outside of the purview of the PSBA.

It could be argued that the cumulative impact of these drivers have created an environment in which the model, as envisaged by the PaCSR report, could not (and does not) work. The review does not seek to apportion blame for this, rather it identifies that regardless of what these drivers are, the system is not well understood or supported, nor can it be said to be operating optimally.

It is important to note that acknowledging these other impacts on the model is within the scope of the review terms of reference, notwithstanding that the main driver for the review was an election commitment to reverse the negative impacts of the PaCSR report. These things have clearly (unfairly) impacted the reputation of the PSBA, and consequently, the levels of support and acceptance of the model, which has ultimately affected the effectiveness of the PSBA.

#### 4.1.1 Impact of the Queensland Police Service regional restructure

Many staff, particularly in regional police stations, highlighted the impact of the 2013 QPS restructure as negatively adding to their administrative burden, which has had a resultant effect on their ability to focus on operations.

In 2013, the QPS undertook a significant internal review to realise fiscal efficiencies, and as a result restructured their regional operating model. Police regions were reduced from eight to five, and districts consolidated from 31 to 15. This restructure led to a reduction in commissioned officer positions (n=86) and approximately 330 civilian employees. To offset these reductions, a centralised model of coordination was developed, to encourage greater utilisation and flexibility of resource allocation.

However, it would appear that the smooth implementation of the new model was side-lined by the announcement of the PaCSR report and the creation of the PSBA. As a result, the impact of resourcing cuts – which primarily were in areas that would shortly be under the purview of the PSBA – were not able to be effectively managed, nor was the centralised model well-embedded prior to the creation of the PSBA.

*“After the ‘restructure’ of the QPS which included a large number of forced redundancies of administrative officers the organisation was left with a serious lack of corporate knowledge and an inability to provide effective corporate support to itself...”*

(Together Qld. Survey response)

*“To say the least, the QPS was experiencing a huge transition and its members were experiencing, not just change, but exorbitant change and its resultant stress and anxiety”*

(personal submission)

This has undoubtedly affected the QPS’ transition to the new model, and influenced frontline staff’s opinion of whether or not they have felt effectively supported by the PSBA.

#### 4.1.2 Impact of the creation of the Department of Fire and Emergency Services

QFES staff, particularly those in head office positions, identified the challenges of creating QFES as a stand-alone department at the same time the portfolio model was implemented as negatively affecting the change process.

It is evident that the implementation of the portfolio model occurred in an environment of competing priorities and focus.



This included the need to:

- stand-up a new department of Fire and Emergency Services, incorporating the necessary accountabilities that go with departmental-status
- consolidate the remaining resources from the former Department of Community Safety, to create the new department, and
- continue to implement the recommendations of a number of reviews, including PaCSR, and the Malone Review into Rural Fire.

This broader theme was identified and expanded upon in the Allison Report, which stated that:

*“The effectiveness of this model will be reliant on mature collaboration skills, and a sophisticated understanding of the full range of organisational responsibilities of a Department. In addition to incorporating its broader range of responsibilities, QFES is still at an early stage of maturity in working within a collaborative portfolio model”.*

As a result, it can be argued that QFES were not adequately prepared for changes that resulted from the PaCSR report, including the creation of the PSBA, and this has impacted their ability to operate within the model.

#### **4.1.3 Impact of decisions made by other agencies**

Many policies, processes and practices were raised by employees as being a source of PSBA-related frustration. It was evident to the review team that many of these policies and processes were outside of the purview of the PSBA, however they were mistakenly attributed responsibility.

As an example, employees expressed frustration at transactional processes (Queensland Shared Services) and procurement policy (whole-of-government policy), although neither of these are the responsibility of the PSBA. Staff also took issue with decisions that had ultimately emanated from one of the operational agencies, though these were seen as the fault of the PSBA.

An example that was raised numerous times in QPS workshops was the management of uniforms for police officers. Staff were frustrated at the removal of the physical store, the length of time it takes for new uniforms to be provided, and policies and processes that are not user-friendly, which make the current provision of uniforms unsatisfactory.

*“It used to take a maximum of 9 days for police officers to acquire a replacement or new uniform item prior to the establishment of PSBA. It now takes upwards of six weeks”*

(personal submission)

The impact of these decisions has resulted in reputational damage to the PSBA, and affected their ability to manage client expectations and confidence in the model.

#### **4.1.4 Impact of the ‘difficult birth’ of the PSBA**

The PSBA was undoubtedly created in a difficult environment, which challenged its ability to operate effectively from the outset.

The poor and uncoordinated approach to implementation of key recommendations from the PaCSR report contributed to this. Of particular note, is the approach taken during the machinery-of-government (MoG) processes to transition ex-DCS resources to Queensland Health (for QAS) and DJAG (for QCS). These decisions occurred ahead of the PSBA creation and its associated MoGs, and without consideration for how the new PSBA may be affected. These decisions undoubtedly disadvantaged the PSBA and its partner agencies, and this point has been made in previous reviews<sup>7</sup>.

Additionally, staff continually identified the undue haste of creating the PSBA, and the resultant quality of decisions made – particularly around resourcing – as negatively affecting the ability of the PSBA to function effectively. At the time, the speed of implementation was deemed necessary to ensure preparedness for the onset of the annual disaster season – including new disaster management arrangements – and planning for the forthcoming G20 events. However, these events also required dedicated focus which was therefore drawn away from supporting the creation of a brand-new portfolio model.

*“It is quite a difficult task of transitioning 3 major agencies that have different focus, completely different funding models and ownership of assets and different management strategies. It is simply a shame that the transition occurred with limited understanding of each business and prior to a proper set up of PSBA as a unique agency separate from the home agency it was created from. We all have brought bad habits and processes with us and there is not enough management support to actually try and start from scratch to create appropriate service delivery processes rather than rehashing old processes”*  
(Together Qld. Survey response)

Furthermore, the creation of the PSBA occurred in an environment of public sector downsizing, which contributed to the challenges of implementation. This resulted in staff focusing on delivering ‘business as usual’ and there was not capacity to develop new ways of operating.

Because of these factors, and undoubtedly others, the PSBA was ‘stood up’ before it was ready, given there had been little preliminary planning and coordination. Ideally, prior to its formal creation, a clear roadmap, draft strategic and operational plans, proposed operating model (including a customer relationship model) would have been developed in collaboration with the partner agencies. Furthermore, additional preparation time may have resulted in a more coordinated and reasonable approach to resourcing, and the commencement of business process consolidation and integration.

While the circumstances around commencement were ultimately outside of their reach, the PSBA has undoubtedly been hampered by the environment in which it was constructed.

## 4.2 Positive feedback: successes and opportunities of the model

Although this context has presented many challenges for the PSBA and undoubtedly affected the transition, the PSBA has nevertheless managed to ensure ongoing service provision to the partner agencies, and bring about some improvements for the portfolio.

The PSBA has delivered a range of corporate activities tied to the establishment of the agency and the development of tools, plans and programs that were implemented across the portfolio. Further to this, the following successes were validated by stakeholders during the engagement process:

- delivery of multiple ICT platforms – over 140 separate projects – to successfully support the G20 events in late 2014

*“...our IT group are taking their new role very seriously – they are driving performance management, planning, continuous improvement and supplier accountability with the clear vision of what positive impacts this will have on service delivery of the QFES and QPS frontline officers. This has NEVER been done before, and the potential for improvement with this model should not be underestimated”*

(personal submission)

<sup>7</sup> Review of workforce resourcing in the Public Safety Business Agency, February 2014

- development of current and future demand and resource models for QPS, QFES and PSBA to support evidence-based decision-making around the allocation of resources according to demands on service delivery
- delivery of the information exchange program in time for the 2014/15 storm season, to provide vital information sharing for all government agencies, local government and SES volunteers
- creation of a public information cell to provide media messaging for the state disaster coordination centre.

*"Some individuals have demonstrated significant goodwill in making the PSBA work and delivering outcomes for PSBA clients. This has included staff providing assistance in relation to matters that sit outside their area of responsibility or expertise"*

(personal submission)

*"The opportunity to grow relationships and knowledge across multiple stakeholders and invite conversation, competitiveness and industry-standard outcomes"*

(personal submission)

Positive feedback was received from a range of stakeholders about the value and professionalism of the people employed in the PSBA. Staff in the partner agencies consistently identified that there are great people doing their best to serve their clients, and that existing relationships have been critical to ensuring support continues to be received.

Similarly, staff recognised the potential and opportunities that the model creates, including improved access to technological advancements, efficiencies from standardisation, and cross-skilling opportunities for staff.

Particular service areas were also singled out for positive feedback during employee workshops:

- media services were seen as continuing to work well and in some cases improved (NB: these services and service arrangements are largely unchanged from pre-PSBA)
- improvements in ICT as a result of combining staff from across the portfolio were also frequently identified
- improved access to procurement advice and service, and
- State Government Security was frequently identified as providing a good service to the portfolio.

### 4.3 Concerns and frustrations: shortcomings of the model

Notwithstanding these acknowledged successes and opportunities, the vast majority of stakeholder feedback indicated concerns and frustrations with the current model.

The sub-sections below indicate the key issues identified by stakeholders. B&C also conducted a high-level analysis of the stakeholder feedback, and provided a summary of key issues which is consistent with the below (see *Appendix 8*).

#### 4.3.1 Unclear service model

Staff from both the partner agencies and the PSBA expressed their views that the service model currently in place is a leading contributor of frustration and dissatisfaction with the model.

Partner agencies were unsure of the type and extent of support services they should be receiving, and did not feel that they had the ability to inform the kind of services they received. Staff were also frustrated by the sense that this was being 'dictated to them' by the PSBA, without consideration for what the partners may need or want.

Clients did not have a strong grasp of who was performing what service, how and who to contact for support, and how to escalate problems within the PSBA. Additionally, there was a perception from both of the major partners that they were competing for the same services with the PSBA.

A lack of clarity around service provision was magnified by the absence of agreed service standards (such as a service level agreement or memoranda of understanding), as the existing service catalogue was considered to not provide the necessary clarity.

At the same time, PSBA staff expressed confusion about what service they should be providing, and to whom. In the absence of agreed guidelines and understanding, staff felt that managing client expectations was almost impossible.

Staff were also confused about what language they should be using to describe themselves (e.g. partners, service providers etc.). PSBA staff stated that the organisational approach was to perform 'business as usual'. This effectively gave staff a false impression, as there was no acknowledgement that a new model was in operation, involving new clients, new systems etc.

Both providers and receivers of services repeatedly identified problems with the regional model in place, particularly with respect to how regionally-based staff deliver services and to whom they report/are accountable.

#### 4.3.2 Gaps in service delivery

Partner agencies indicated that some services that were previously delivered by resources in their respective corporate areas, and that transitioned across to the PSBA, were no longer being provided.

An example often provided to support this complaint was the abolition of the QPS research function, which previously supported the development of operational policy. While resources in this area transitioned to the PSBA, staff were performing general 'strategy' roles for the portfolio rather than previous functions.

Some of these resources were required to perform different functions in the PSBA, often to support the management of the PSBA as an entity, or to respond to different priorities. Tension has been created as a result of the PSBA needing to adequately resource itself, which has been seen by the partner agencies as a redirection of the small resource base.

Some staff were frustrated at the perception that PSBA priorities were being put before agency priorities. This resulted in gaps that partner agencies have had to absorb, or in some cases rebuild, to ensure ongoing service delivery.

*"Under the current PSBA model QPS and QFES are told by PSBA what corporate services they will be provided with rather than QPS and QFES deciding what...corporate services they require and the structure to provide these services. Surely, it is up to QFES and QPS to determine the corporate services they require"*

(personal submission)

*"At the moment, PSBA has in my view a significant identity (and org. culture) crisis: are we service provider or a strategic business partner – or both?"*

(personal submission)

*"A number of important functions have been abolished under PSBA. I am currently involved in a (specifics removed) project...and am attempting to gather information for formation of a relevant training package. However, as research officers have now been abolished I have no persons with expertise to assist in gathering the required data"*

(personal submission)

*"PSBA has reduced QFES capacity and re-directed them to other PSBA priorities"*

(personal submission)

*"Too much (finance) process is pushed to the business units that could be undertaken by PSBA...much of the work previously undertaken elsewhere is being pushed back...without being resourced"*

(personal submission)

Additionally, partner agencies felt that some work that had previously been performed by their corporate areas was now being 'pushed back' to operational managers. This feedback was most frequently provided in finance and asset management services, where processes such as data entry created an additional administrative burden. The volume of this work, and the lack of capability to perform it, has impacted on time spent on operational duties.

Staff identified the lack of support or appropriate training to assist them in these new roles as adding to the problem.

#### 4.3.3 Client needs not met

Staff in the partner agencies frequently felt that the PSBA did not undertake their business with an operational mindset, or understanding of how corporate decisions affected their customers. Further, concerns were raised about the decisions being made at a significant distance from the end-user, without consultation or participation. This was particularly true in regional areas, where it was argued that local knowledge was required to make informed decisions.

Procurement decisions were a consistent theme for partner agencies, with purchases of equipment made without input from the end-users. Many examples were provided to support the complaint, particularly around fleet not being fit-for-purpose or location.

QFES divisions raised concerns that the differences within the individual divisions (Rural Fire, Emergency Service, Fire and Rescue) were not acknowledged, understood or managed. This includes a lack of understanding of the volunteer workforce and the way in which this workforce needs to be supported.

Additionally, the absence of clear understanding of the business was of a concern to a number of stakeholders given that the PSBA represents them on national committees and in other arenas.

*"PSBA do not share our operational timeline imperatives (understand that our business is 24/7, 365 days a year and not generally 9-5, particularly in disasters and severe weather events, (or) understand that we are an emergency service and have an emergency service requirement, not a public service requirement for personnel and resources and services"*  
(personal submission)

*Poor initial decision-making at time of purchase, without consultation or knowledge of requirements, resulting in increased spend and operations having to manage the consequences of suboptimal asset or appliance*  
(regional workshop (paraphrase))

*"Not enough spare tyres for distance travelled"  
"No cage on vehicle for one-man station"  
"Metropolitan-appropriate vehicle purchased for rural use"*  
(regional workshops)

#### 4.3.4 Scope is too broad

Stakeholders consistently identified their concerns with the PSBA performing operational roles, and other activities traditionally tied to operations, in addition to corporate support services.

This was particularly evident in the education and training area, as staff performing these roles felt disconnected from their respective agencies. Staff could see no benefit in training being the responsibility of the PSBA, when the respective academies are separate properties and have discrete clients. Staff in regions, particularly Education and Training Officers in police stations, indicated they have struggled to manage matrix reporting arrangement and do not identify with the PSBA as their employer.

Other stakeholders indicated their concern with the PSBA managing the consolidated government air wing, QG Air. Some stakeholders indicated their view that the former PolAir part of the air wing should return to the purview of the Police Commissioner as its availability and use directly impacts on the operations of the QPS.

In general, Operations services (QG Air, State Government Security, Blue Card Services) were seen by stakeholders as not fitting the corporate support role the PSBA was initially created to perform. Largely, their inclusion in the PSBA was seen as distracting it from its primary purpose.

*"The Queensland School of Fire and Emergency Services Training facilitates a world-class program to ensure that recruit firefighters have the skills and experience to do the job...all direction on training comes from QFEs, whilst all administrative direction stems from the PSBA. This dual system means...an unnecessary layer of bureaucracy"*

(UFUQ submission)

Partner agencies also consistently identified the PSBA ownership of their agencies' strategy as problematic. Staff felt that agencies should be responsible for developing and managing their own strategy, and that management by the PSBA created additional layers of bureaucracy, and resulted in decisions being made far from the business. Partners were concerned that strategy development was undertaken without proper consultation and engagement with the operational agencies.

#### 4.3.5 Obstructive systems and processes

Both partner agencies and PSBA staff continually identified non-integrated systems and duplicated policies and processes as being a source of frustration for everyone.

*"After 18 months, the PSBA still operates across multiple IT networks. To say that communication across the agency is difficult is being quite kind"*

(personal submission)

Partner agencies frequently expressed frustration at the multiple and duplicated policies, processes and procedures in place, and the lack of one 'source of truth' including a consolidated Financial Management Practice Manual (FMPM). This confusion often led to staff performing activities multiple times before it was 'correct'. Examples of this were sighted in corporate card processing, HR and finance forms.

Staff feedback also indicated that where new processes were developed, they were often poorly communicated and as a result staff were not aware of updates. The multiple and non-user friendly intranets of the portfolio were said to contribute to this. Staff also provided feedback that they were not adequately trained in new systems when they have been implemented.

*"Some of their systems (that PSBA now has the misfortune to look after) are obviously crap. This is exactly why PSBA was brought into being and why it needs a longer time to succeed, particularly in the IT space"*

(Together Qld. Survey response)

Additionally, it was evident that the lack of integrated systems and streamlined processes has made it extremely difficult for PSBA staff to undertake their roles.

PSBA staff felt the increased number of networks and processes, coupled with fewer staff but an increased client base, severely limits their ability to deliver good service. An example of this was given around the increased number and range of devices the PSBA is supporting, and the level of technical support required to ensure ongoing service delivery, which creates a significant burden for the PSBA and staff.

*"Ex-DCS employees are on their networks and ex-QPS are on their networks and the difficulty of integrating these networks is near impossible. I tried to get access to a photocopy that was on the Police network, even though it was in the room beside where I work. It was so difficult the answer to the problem was for me to email the documents I wanted printed to my administrative officer who is on the Police network to print and then give to me. How is this efficient?"*

(personal submission)

Staff also indicated that work prioritisation was made particularly difficult due to the disparate systems in operation.

### 4.3.6 Growing division between staff

PSBA staff in a number of areas identified the challenges of building a strong culture within the PSBA when there are inconsistent and inequitable arrangements that divide staff.

This primarily relates to inconsistencies in position titles, classification levels and remuneration for similar roles, which has occurred from combining different workforces under the PSBA umbrella. This was evident with regard to both specific occupational groups (such as pilots and radio technicians), and in general corporate roles.

There were also perceptions of poor transparency around recruitment and promotion decisions, as well as in the distribution of resources.

Staff also identified differences in human resources and industrial policies and conditions that led them to feel worse-off in the PSBA, as opposed to their previous agencies (e.g. different pay rates due to changed industrial conditions (i.e. ex-QFES mechanics), approach to flexible work).

PSBA staff gave examples of their peers continuing to only service their former client bases regardless of the number of resources on hand. This has resulted in some staff feeling that they are over-burdened and not supported by their colleagues who may have capacity to assist.

These concerns have led to many PSBA staff feeling disgruntled and disengaged from their new employer.

*"I see people doing the same job on different pay levels. This is creating unrest and inequity"*  
(Together Qld. Survey response)

*"Pilots employed by Queensland Police (PAW) and the Department of Premier and Cabinet (GAW) were employed and paid under different arrangements, resulting in a large pay disparity between the two groups"*  
(personal submission)

*"PSBA workloads are inequitably distributed amongst (unsworn) PSBA staff with individuals declining to take on work outside the current 'comfort' zone, leaving it for other staff"*  
(personal submission)

### 4.3.7 Added layers of bureaucracy

Staff feedback indicated that rather than breaking down the barriers between agencies, the creation of the PSBA has added layers of bureaucracy and resulted in people operating in silos. As a result, staff have reported slower response times in the provision of advice and in seeking decisions due to multiple new layers of management and administration.

Staff also provided examples of having to seek approvals in multiple agencies, although the decision affected only one agency. There also exists confusion around who is responsible for approving material developed by the PSBA if it relates to one of the partner agencies.

Some staff felt that the added layers of bureaucracy stemmed from a lack of trust between the agencies and employees. This also led to grow back in partner agencies as there was not trust that the PSBA would effectively deliver the required service.

*"There are now even more unnecessary layers of communications and decision-making than previously. This added complexity...clouds accountability at all levels of the organisation"*  
(UFUQ submission)

*"There is confusion around who is responsible for matters, particularly around who makes decisions and approval requirements...Quite often advice and approval processes (for legislation change) are undertaken by the PSBA...However, Administrative Arrangements Order does not identify the (PSBA) CEO having responsibility for police or fire legislation. So, now the relevant Commissioner will also sign off on the request...why does a Commissioner need a CEO to co-approve changes to legislation not administered by the CEO or PSBA?"*  
(personal submission)

### 4.3.8 Connection to organisational cultures

Staff identified that the respective strong cultures of the partner agencies have made the transition to the PSBA model more difficult.

For some PSBA staff, their attachment to their previous agency's culture has made it hard for them to connect with the PSBA. A number of staff spoke of their employment in their former agencies – oftentimes their only government employer – and commitment to the ethos and outcomes of that agency. Staff expressed resentment at the resourcing decisions made at the time of the creation of the PSBA, as it removed them from the agencies they had chosen to work for, often on principle.

In addition, PSBA staff indicated that the lack of a distinctive culture within the new organisation contributed to their sense of loss. It was evident that the PSBA did not seek to develop a new, collective culture with employees, and that the culture that developed was tied to the 'business as usual' approach of the organisation. As a result, staff continued to align themselves with their former agencies, rather than their new employer. It was also identified that the split of PSBA employees across numerous locations – and often in locations where they formerly worked for their previous agencies – has contributed to this, and resulted in old ways of working continuing.

PSBA staff also identified that the attitudes of some staff and former colleagues in the partner agencies have made the transition difficult. Staff described the nature of blame attributed to the PSBA and its employees for a range of frustrations, which were outside of the reach of the PSBA (see sections 4.1.1, 4.1.3).

A number of employees indicated a concern that not all staff in the portfolio – including senior managers – were committed to making the model work. This has made the implementation and ongoing operation of the PSBA even more challenging.

## 4.4 Summary of observations

By assessing the findings derived through the engagement process, key themes were able to be identified by the review team.

Fundamentally, it was found that the majority of problems identified by stakeholders emanated from confusion over the scope, purpose and function of the PSBA. This theme holds true for employees in both the partner agencies and the PSBA.

There is a lack of clarity of:

- what the role of the PSBA is and what it is trying to achieve
- what services the PSBA delivers and what services are the responsibility of the partner agencies or others
- what the service expectations are for both providers and clients

*"I have spoken to a number of persons who were transferred to the PSBA and they also feel they have lost their connection with the QPS and being part of that family, something that is not present in PSBA"*  
(personal submission)

*"Dispersed work units across various geographic locations, and also even just within the same building. It is difficult to feel part of a cohesive team when part of the team is in Brisbane, part is at Kedron, and other parts are dispersed right across the state. Some of this is unavoidable, but a lot of teams could be located together in order to promote workflow efficiencies and effectiveness"*  
(personal submission)

*"Once we put on the green lanyard (former colleagues) walked straight past us"*  
(Brisbane workshop)

*"The idea of PSBA is good. What needs to change are attitudes towards it. For PSBA to work, it needs management and staff to have a positive attitude toward making it work, and not putting up roadblocks"*  
(Together Qld. Survey response)



- who does what and who is ultimately responsible, and
- where accountabilities lie.

This has resulted from an absence of:

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

The notable lack of corporate documentation, including single FMPM, service models and related policies and procedures has directly contributed to this.

Further, it could be argued that the legislation governing the PSBA does not help to clarify its role and operations to staff and stakeholders. This is particularly evident in the area of portfolio governance and coordination, which while inherent in the Act, it is not overtly stated. As a result, the PSBA has 'filled the void' and acquired arguably a greater oversight role than originally envisaged, at the puzzlement of stakeholders.

In the absence of these fundamental building blocks, employees have been attempting to do the best they can in the circumstances. This has generally relied on staff using their informal networks to achieve their outcomes.

However, this has been made more difficult by unintegrated systems and duplicated processes and policies. This is particularly noteworthy, as it was evident that employees saw the opportunity and possibilities of the portfolio model in the area of interoperability, however were frustrated at the inability of the agency to realise it.

It was evident that some staff have struggled to adjust to the new agency, given their strong connection to previous agencies and their cultures. This has not been helped by the sense of inequity expressed by many staff, which has resulted from forming a new organisation from multiple previous ones, with different conditions, expectations and approaches to work.

These themes were tested with the respective leadership teams of all portfolio agencies, to ensure their resonance with both partner agencies and the PSBA.

## 5. Designing the future state

Once a thorough understanding of the 'current state' was gained through the stakeholder engagement process, consideration of potential 'future state' options became possible.

### 5.1 Considering alternative models

#### 5.1.1 Maintain the status quo

An option in any review process is to 'do nothing' and continue to operate in the same way as before.

However, the extent of stakeholder feedback on the shortcomings of the current model indicates that this is not a legitimate option. The review consistently heard that there were fundamental problems with the scope, structure, business model and culture of the PSBA, which affected the ability of staff in both the client agencies and the PSBA to effectively deliver services.

Further, it is evident that the model has not met the potential envisaged by the PaCSR report, which was to provide support services to the public safety agencies. On the contrary, the model has *created* difficulties for the QPS and QFES commissioners, which have arisen as a result of their:

- inability to manage operational and reputational risk due to a lack of control over certain corporate decisions
- inability to determine and manage business and operational strategy, and
- inability to influence and drive culture due to lack of visibility of key human resource functions.

This feedback from stakeholders provides a strong case for change, and reinforces the feedback provided to the Government by unions from their members, which led to this review.

#### 5.1.2 Disassemble the PSBA

A further option is to break apart the PSBA entirely, so that it no longer exists as an agency.

If this option were to be progressed, consideration would need to be given to where corporate services would then be delivered. It is evident that there would be three possible alternatives:

1. both agencies own and operate their own corporate services
2. one agency in the portfolio owns and operates corporate services on behalf of the other/s, therefore one agency is the provider and the other is the receiver of corporate services, or
3. both agencies own and operate aspects of corporate services on behalf of the other/s, therefore both are providers and receivers of corporate services from each other.

While any of these could be potential options, consideration would need to be given to the fact (both stakeholder- and review-identified) that:

- all options would arguably result in (at least in the short-term) a reduced focus on agencies' core business of public safety service delivery, and
- all options would potentially incur (sometimes significant) rebuilding and/or transitional costs, particularly QFES who would potentially need to grow additional resources to support internal service delivery, given former DCS resources were split a number of ways.

Additionally, in terms of the partnering scenarios:

- as previously stated, QFES is already facing the challenges of operating as a department for the first time and building a constructive and inclusive culture, and therefore would potentially struggle to also be a provider of corporate services to others
- competition for resources would be heightened with the larger agency potentially at a greater advantage, and
- both agencies do not have equal capability and capacity to effectively manage a partnering approach.

Further to this, there was a consistently and strongly put view by QFES (and often by PSBA staff on behalf of QFES) that the creation of the PSBA was a 'take-over' by QPS with resources that were previously available to them diverted to address QPS demands. In some instances the reverse was argued by QPS staff.

Given the existing capability concerns within QFES, it could only be assumed that option 2 would be more probable than option 3 – with QPS providing all, or at least the vast majority of services. With this level of suspicion, it would arguably be difficult to engender the necessary levels of trust required for the partnering options to work.

### 5.1.3 Refine the existing model

The final option is to improve the existing model – the portfolio approach – so that it continues to operate, but not in the same way as before.

Key stakeholders indicated their views that the portfolio model has merit and potential. Despite the level of concern with the current model, it was generally not the view of those engaged in the consultation process that the PSBA should cease to exist.

However, it was agreed that significant changes would need to be made to ensure the PSBA can meet its potential. Refining the model would need to include a revised operating model and organisational structure, as well as other improvements in systems integration and culture development.

This would appear to be the most viable option, and cause the least amount of disruption to staff and service delivery, with the greatest chance of success. However, consideration would need to be given to how to address problems that were identified during the consultation process that will not be ameliorated by structural change.

## 5.2 Defining the value of a portfolio model

Given the rationales against progressing the options in sections 5.1.1 and 5.1.2, and the level of senior stakeholder support of the potential value of the portfolio model, the third option (5.1.3) has been progressed by the review.

To contribute to building the future state, the review team sought to define the value that a shared model could (and should) bring to the respective agencies, portfolio and government more broadly.

Based on a clear understanding of the key themes from employee engagement, the review team and senior stakeholders developed guiding principles to inform the ideal future state. These principles would be used to shape future state operating model and organisational structure options.

They are:

1. *Value through common portfolio vision and planning, recognising each agency's responsibility for determining and delivering their own services*
  - collaborative approach to delivering portfolio vision of achieving public safety
  - shared strategic vision to improve public safety and shared investment planning

- clear responsibilities and accountabilities within the portfolio
2. *Value through central delivery of corporate support services*
    - access to a skilled advisory function that meets client needs
    - support the agility of resources, in response to demand and capacity management
    - oversight of portfolio investment
  3. *Value through enabling focus on service delivery outcomes*
    - agencies set own corporate and strategic direction
    - operations are delivered by operational agencies
    - corporate support services enable, not detract focus from, operations
  4. *Value through continuous service improvement*
    - build a strong service culture based on understanding agencies' needs
    - identify opportunities to improve service quality
    - performance measures to drive portfolio vision
  5. *Value through economies of scale*
    - delivery of common corporate and support services to more than one agency
    - optimisation of resources to enhance value proposition
    - shared learning potential

At this point in the process, Bushell & Cornish Management Consultants (B&C) were engaged to support the design of the future state, including the development of operating model and organisational design options (refer section 3.5.3).

### 5.3 Agreeing on the future state

In order to set about designing a future state, B&C sought to define the business requirements of the PSBA as articulated by key stakeholders.

This was undertaken by considering:

- a) what **must** occur for the PSBA to continue operations into the future
- b) what functions/services **won't** be performed by the PSBA in the future
- c) what functions/services **should** be performed by the PSBA in the future
- d) what functions/services **could** be performed by the PSBA in the future.

Given the general agreement that there is a value proposition for the portfolio model, as described by the design principles, the MoSCoW was undertaken on the assumption that it continues to exist in some form.

The resultant MoSCoW provided a framework for the development of future state options, particularly with regards to the 'non-negotiable' **must** elements of the model.

These agreed elements are discussed in greater detail below.

#### 5.3.1 Strategic services

Key stakeholders clearly stated that returning the respective strategy functions to the partner agencies was non-negotiable from their various perspectives. This function was seen as critical to enabling the agencies to plan and drive their operational businesses.

For senior leaders, the lack of a clear line of sight to business strategy was seen as an obvious fault of the current model, and resulted in agencies seeking to rebuild their own strategy functions. This obviously went against the intention of what the portfolio approach was seeking to achieve, but the initial model was found to be unworkable.

The strategic services provided by the PSBA were not seen as value-adding portfolio-wide coordination services; rather, they either created additional layers of bureaucracy or inappropriately shifted oversight of strategic functions (such as planning) away from the operational agencies.

There were also some 'strategic' functions that the PSBA had been performing on behalf of the partners that were considered by key stakeholders to be inappropriate and illogical. A primary example of this was the PSBA representing the partners on national forums and committees.

However, the partner agencies did see the value in the PSBA continuing to provide assistance to them in strategic corporate areas (such as workforce and ICT strategy). In doing so, the PSBA would undertake this work in conjunction with, and on the agency's behalf, although the partner agency would ultimately approve and own these strategies.

### **5.3.2 Operational services**

Stakeholders agreed that all functions which relate directly to the operational business of an agency must be returned to that agency.

This includes:

- operational policy
- operational strategy, and
- operational support services.

Generally, these services were described as any service that requires specific knowledge of the business of the individual agency. Conversely, it was argued that there was little value in these functions residing in a neutral support agency, as there was no opportunity for economies of scale across the portfolio.

Further to this, stakeholders agreed that as a business, the PSBA must not take on separate operational functions (such as QG Air, Blue Card Services and State Government Security). Fundamentally, it was argued that the operational side of the PSBA did not fit with what should have been the core mission of the PSBA: to provide corporate and support services to the portfolio agencies. It was considered that the operations had become a distraction for the PSBA, and added to its 'identity crisis'.

As a result, operations are not considered as part of the proposed future models for the PSBA. However, the review does make some recommendations about QG Air which identifies an ongoing strategic management role in air services for the PSBA (see s7.2.4).

### **5.3.3 Corporate services**

Stakeholders agreed that a number of corporate services areas must also return to the purview of the operational agencies. This includes aspects of human resources, media and executive services, as identified below. NB: it was acknowledged that dividing parts of these services across the agencies would require significant and detailed consideration during pre-implementation resource planning.

In HR, it was agreed that the following services must return to the operational agencies:

- education and training (including training academies)
- local employee health and safety (including injury management)

- recruitment services (both through the academies and generally), and
- employee engagement.

This is due to the fact that these services have a significant impact on operations, and therefore are better delivered in-house by the respective agency. Further, they may also require specific knowledge of the individual agency and its employees, and therefore are best undertaken by the agency in question.

As referenced above, it was stated that the PSBA could continue to provide expert assistance and advisory services, and input into resource planning and strategies.

Stakeholders also agreed that each agency should house and undertake its own **media services**. Agencies articulated that in-house access to their own media services, with specific knowledge and understanding of the agency, was necessary to support operations. It was also acknowledged that, given the different business demands of the agencies, media services in the PSBA had not been consolidated to provide service across the portfolio. Therefore, transition back to the respective agencies would not be difficult.

Notwithstanding this, the PSBA could provide value-added services, such a corporate communications support or specialist services on a 'pull' approach (i.e. agencies seek support from the PSBA to deliver services). The PSBA could also provide support to the QPS in times of disaster, to assist in portfolio-wide communications activities.

Finally, stakeholders identified the requirement for each agency to house its own **executive services** functions.

This includes:

- ministerial liaison and support
- cabinet legislation liaison officer
- right to information services, and
- legal services.

It was argued that these services require close proximity to the executive leadership in each agency, to enable responsive and organisation-specific service delivery to a variety of unique stakeholder groups.

## 6. Operating model options

### 6.1 Comparison framework

Using the stakeholder inputs, and the design principles, as a point of reference, operating model options were then developed with respect to the scope of services to be delivered by the PSBA.

Three 'future state' options outlining the scope of services to be delivered have been developed for consideration<sup>8</sup>:

1. return all tactical and transactional services to the portfolio agencies
2. maintain transactional services in the PSBA, and return all other tactical services to portfolio agencies (minimal stakeholder requirements), or
3. maintain transactional and some tactical services in the PSBA, and return non-negotiable tactical services to portfolio agencies (full scope of stakeholder requirements).

These options are based on the clear and non-negotiable business requirements that emerged from key stakeholder consultation. It should be noted that, in this process, feedback from members of the Steering Committee and Senior Officers' Group was attributed greater significance than other stakeholders, given their integral understanding of the system and ultimate accountability for delivering the business of their agencies.

As is discussed in s5.3, there was agreement from key stakeholders that in all possible options, all strategic and operational services would return to the partner agencies. Therefore, all options assume this to be true.

Each option was assessed according to the following dimensions and measures:

- **benefits**: the extent to which benefit is gained by stakeholders in the portfolio, and degree of fidelity to the review design principles (NB: dis-benefit refers to contractions or absence of the above)
- **risk**: the extent to which the option may be influenced by factors such as political realities, operational complications
- **costs**: a combination of direct costs of implementing an option, and the long-term financial advantages that an option may offer
- **measure**: a 'three star' scoring system (0, 1, 2) was used to score options. For example, a score of 2 was assigned to high benefits realisation, high compliance with design principles, low risk, low cost, and low complexity of implementation.

According to the scoring regime, the higher the score the more favourable, or at least the less unfavourable, option based on the criteria listed above.

A summary comparison of the options is provided in Table 1 below. The table ranks the options in order of most to least recommended. Details of the comparison and its logical basis are provided in following sub-sections.

In each of the options, further consideration needs to be given to agencies outside of QPS and QFES who receive services from the PSBA (i.e. QAS and IGEM).

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<sup>8</sup> NB: for a definition of the different categories of services (tactical, transactional etc) refer to s3.5.3.

Table 1: Summary comparison of 'future state' options

Rank	Option	Score
1	Option 3: Return some tactical services to portfolio agencies	8
2	Option 2: Return all tactical services to portfolio agencies	5
3	Option 1: Return all tactical and transactional services to the portfolio agencies	4

## 6.2 Operating model options evaluation

### 6.2.1 Evaluation of option 1: return all tactical and transactional services to the portfolio agencies

While all of the options propose returning strategic and operational services to the respective agencies, this model goes on to return all tactical and transactional services to the portfolio agencies. Additionally, it abolishes the portfolio coordination role of the PSBA, with each agency performing their own roles in the portfolio

As a result, option 1 involves the disassembling of the PSBA, and returning responsibility for delivering all corporate services to both QPS and QFES. The respective agencies would then need to consider which of the options identified in s5.1.2 is the most viable for future corporate services delivery.

Continued service provision to both QAS and IGEM would need to be carefully considered in this option.

Against the stated criteria, Option 1 performs as follows:

Benefits	Dis-benefit	Risk	Costs
fully responds to employee and broader stakeholder consultation and feedback and survey data	portfolio co-ordination services would need to be performed by QPS and QFES agency staff respectively	<p>a total repudiation of all the premises upon which the PSBA was established</p> <p>represents an extreme position which needs an overpowering justification</p> <p>in the presence of some justification to the contrary from best practice, and in the presence of at least some benefits from the other options, this overwhelming justification cannot be said to exist</p> <p>disaggregation of some services (eg. ICT) may have an impact on service delivery</p>	<p>one of the premises of PSBA's establishment was the goal of economies of commonality and scale across the entire portfolio, which is thereby abandoned under option 1</p> <p>lost economies also implies that additional costs may be borne by agencies to rebuild the services internally</p> <p>the complete transfer of all PSBA staff back to their original agencies represents the most significant industrial undertaking of any of these options, with highest workforce translation and transition costs</p>



## Summary/Score:

<i>Factor</i>	<i>Value</i>
<b>Very high risk of implementation</b>	0
<b>Long term implementation timeframe</b>	0
<b>Very high complexity associated with implementation</b>	0
<b>Very high union stakeholder satisfaction</b>	2
<b>Partially meets QPS and QFES business requirements</b>	1
<b>Partially satisfies design principles</b>	1
<b>Total:</b>	<b>4</b>

According to the scoring methodology, this is the least favourable option. This is due to the high risks and costs associated with this option, which outweighs any potential benefit. Careful analysis of costs, benefits and associated risks would need to be addressed prior to any decision to implement the option.

While this option may be a benefit in the eyes of some employees and stakeholders, the complexity associated with disassembling the model would be counter-productive and potentially costly. This would be particularly evident in the area of ICT, where questions of ongoing service provision to outside partners such as QAS creates additional risk in areas of critical service delivery to the public.

Additionally, any value that the portfolio model may bring (as identified by the design principles) would be lost. This particularly applies to the portfolio coordination role that the PSBA plays (dis-benefit).

Disbanding the PSBA, also raises questions for consideration regarding ongoing service provision to IGEM. This is due to the conflicts of interests associated with either QPS or QFES providing services to IGEM, given that IGEM monitors their performance in disaster management.

### 6.2.2 Evaluation of option 2: return all tactical services to the portfolio agencies

In addition to returning responsibility for strategic and operational services to the portfolio agencies, option 2 shifts tactical corporate services delivery back to both QPS and QFES.

The PSBA would continue to operate and deliver transactional services to the agencies, in addition to the full suite of corporate services to itself and IGEM. It is not envisaged that the PSBA would continue to perform a portfolio coordination role.

Transactional services are identified as:

- all ICT services
- transactional financial services
- transactional procurement services, and
- transactional asset management services.

This is based on services identified through the PSBA’s current service catalogue. All other services listed in the catalogue (except for those above) would therefore be the responsibility of the portfolio agencies to deliver, either to themselves or in partnership with each other.

Diagram 4 below provides an overview of the proposed operating model under option 2.

### Option 2 “To Be” PSBA Operating Model PSBA

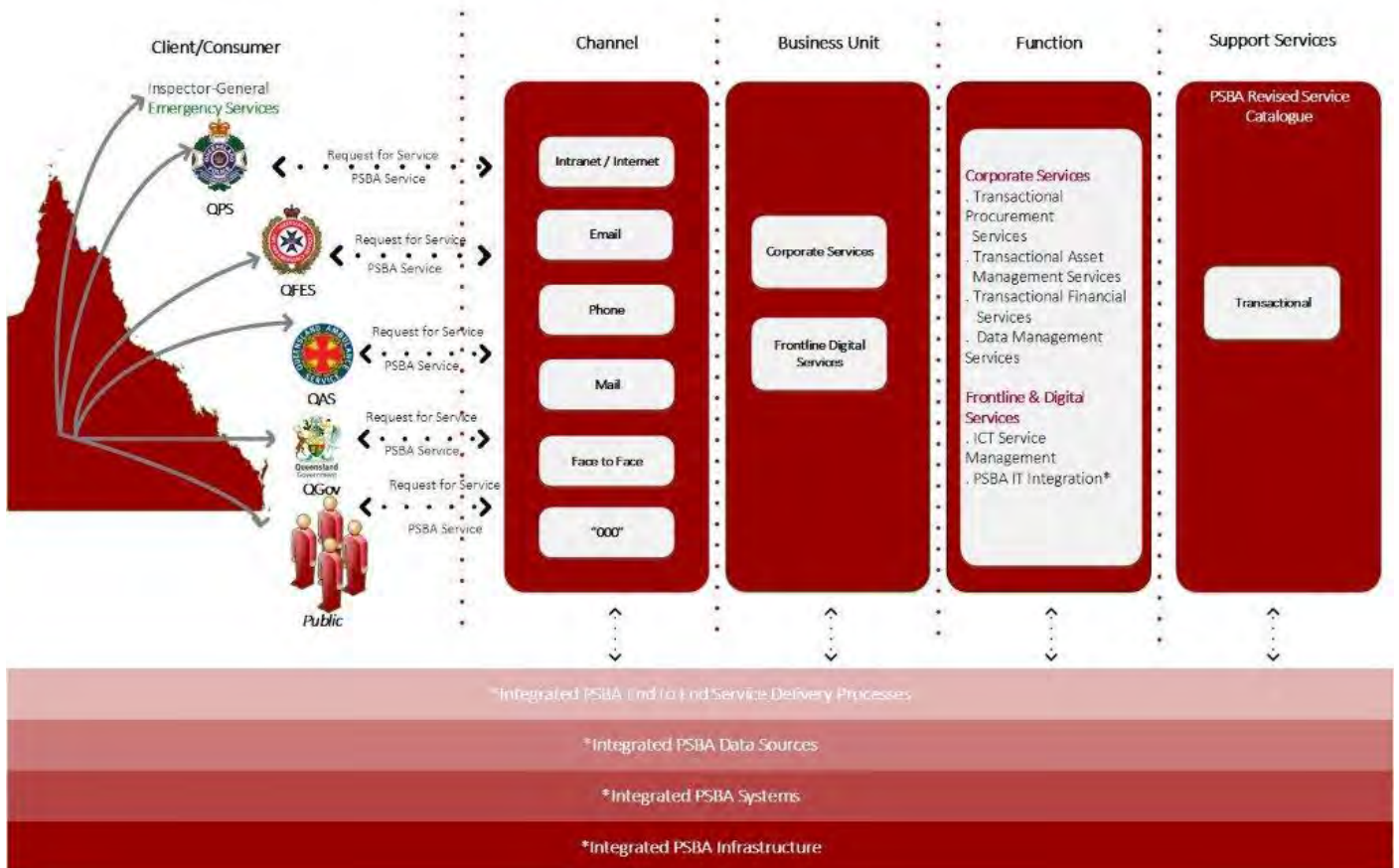


Diagram 4: ‘To be’ PSBA operating model – option 2

Against the stated criteria, Option 2 performs as follows:

Benefits	Dis-benefit	Risk	Costs
while not responding as completely as option 1 to stakeholder consultation and feedback, it nevertheless represents a partial response	as with option 1, portfolio co-ordination services would need to be performed by QPS and QFES agency staff respectively	the reduction of the PSBA to a minimal rump represents as much of a risky proposition as does option 1  performing transactional services only would not represent significant value to the portfolio from the agency	the possibility of economy of scale is only marginally retained through the retention of transactional services only in a much-reduced PSBA  additional costs may still need to be borne by agencies to rebuild the services internally  workforce translation and transition costs would also be relatively high

## Summary/Score:

<b>Factor</b>	<b>Value</b>
Medium term implementation timeframe	1
High complexity associated with implementation	1
Partially satisfies union stakeholder satisfaction	1
Partially QPS and QFES business requirements	1
Partially satisfies design principles	1
<b>Total:</b>	<b>5</b>

This is considered a possible option, given its second placing in the scoring methodology. However, it is not recommended due to the lack of clear benefit, and associated risks and costs.

In its favour, this option does avoid the difficulty of dividing key elements of enterprise architecture (i.e. ICT and finance processes), and reduces the risk to public safety as a result of continued service provision to QAS. However, separating the remaining corporate services and allocating to the respective portfolio agencies would be a potentially difficult and costly exercise. Given the reduced ability to benefit from economies of scale, such a model implies that individual agencies would need to support the rebuilding of resources to enable the effective delivery of these services

As with option 1, any value that the portfolio model may bring (as identified by the design principles) would be lost in this model. This particularly applies to the portfolio coordination role that the PSBA plays (dis-benefit).

It could be further argued that this model does not represent much value to government, as by only providing transactional services it is operating as an additional shared service provider, adding another layer of process between Queensland Shared Services (QSS) and the operational agencies, without providing any further benefit.

### 6.2.3 Evaluation of option 3: return some tactical services to the portfolio agencies

The final option is a variation on the previous model, although it only returns responsibility for some tactical corporate services to the portfolio agencies, rather than all (option 2). This is in addition to the standard strategic and operational corporate services returning to QPS and QFES.

Therefore, the PSBA continues to operate and deliver transactional services and some tactical services to the agencies, in addition to the full suite of corporate services to itself and IGEM, along with ICT services to QAS.

Additionally, this option is the only one that envisages the PSBA performing a portfolio coordination role.

In this option, the PSBA would deliver:

- all ICT services
- all financial services
- all procurement services
- all asset management services
- some tactical human resource services, and

- advisory services on corporate service strategies.

In this option it is proposed that the PSBA take a new approach to portfolio coordination services. This would include, as a minimum set of services:

- portfolio stewardship and governance
- portfolio performance monitoring and reporting
- portfolio program co-ordination, and
- portfolio board of management secretariat<sup>9</sup>.

Diagram 5 below provides an overview of the operating model under option 3.

### Option 3 “To Be” PSBA Operating Model PSBA

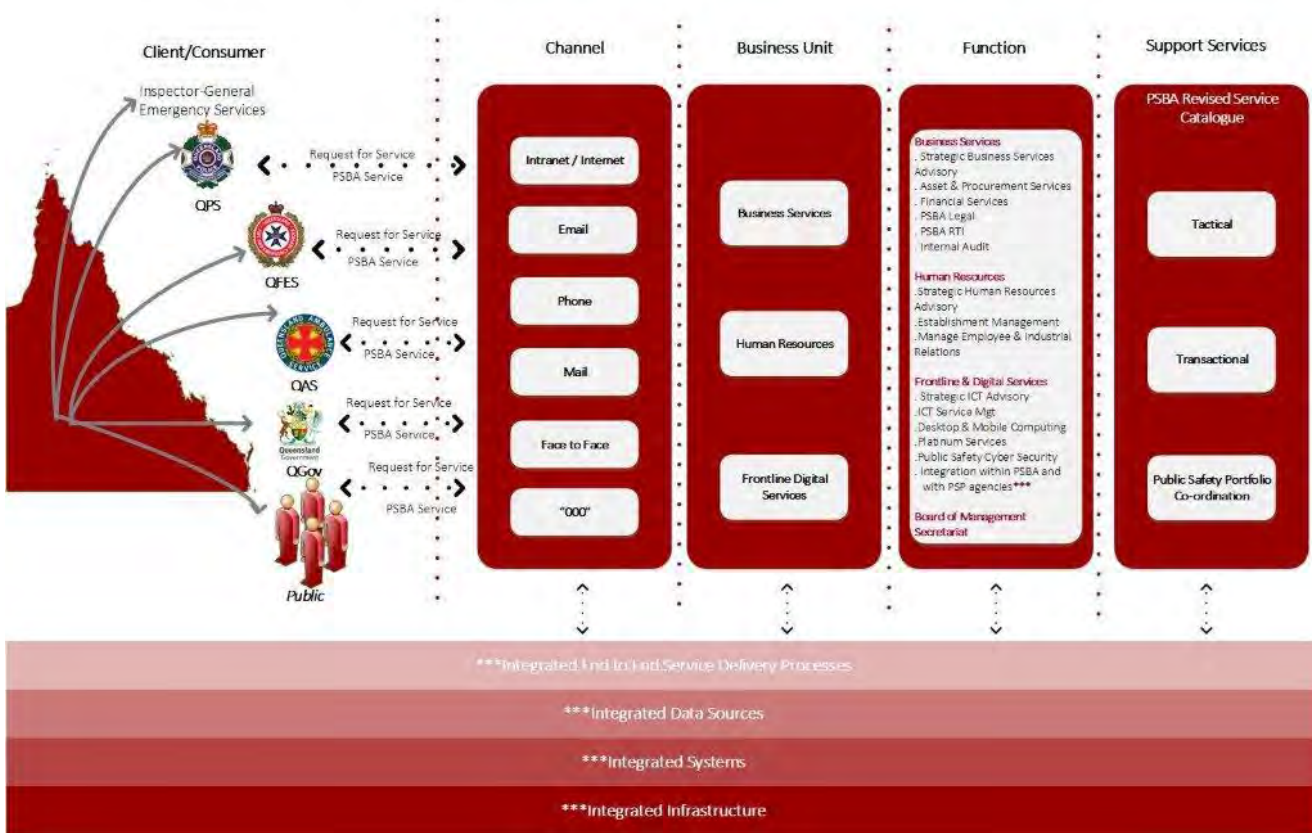


Diagram 5: ‘To Be’ PSBA Operating Model – Option 3

<sup>9</sup> Taken from the *Best Practice Guide for Public Sector Governance*, Australian Audit Office 2014

Against the stated criteria, Option 3 performs as follows:

Benefits	Dis-benefit	Risk	Costs
at least partially responds to stakeholder consultation and feedback received  portfolio co-ordination services performed by central support service		a somewhat more substantial PSBA than in the other options, is less of a provocation and therefore a less risky proposition than options 1 or 2	possibility of economy of scale is maximised in this option that relatively maximises the role of and thus opportunities for the PSBA  likewise, workforce translation and transition costs would be relatively minimised

### Summary/Score:

Factor	Value
Medium risk of implementation	1
Medium term implementation timeframe	1
Medium complexity associated with implementation	1
Partially satisfies union stakeholders	1
Meets QPS and QFES business requirements	2
Satisfies design principles	2
<b>Total:</b>	<b>8</b>

Option 3 is considered the best of the three options, as reflected by its highest score in the summary. This option realises the value proposition of the portfolio model identified through the review design principles, which were endorsed by key stakeholders. This is particularly evident in the retention of the portfolio coordination role performed by the PSBA.

At the same time, the model meets both QFES and QPS business requirements, enabling their necessary oversight over operations while continuing to provide value where common corporate service delivery is possible.

This value is greater than the previous model, as by providing some tactical as well as transactional services, the PSBA can operate as a trusted advisor to the partner agencies. If this is done well, the PSBA can help agencies to achieve better business outcomes and ensure there is a focus on continuous improvement.

This option also attracts the least amount of risk to the portfolio agencies (and the broader public), given its implementation is considered the least complex.

However, it should be noted that as with option 2, returning responsibility for certain functions to the respective portfolio agencies may incur some costs if economies of scale are already being utilised in the PSBA. Though this would be a reduced risk compared to option 2, it may still be difficult to split resources that have been

consolidated in the PSBA back to the two separate agencies. A flexible approach to managing the resourcing associated with the transfer of functions would be required by both agencies.

### 6.3 Organisational design options

#### 6.3.1 Organisational structure for option 1

Given that option 1 does not envisage a PSBA-type organisation, and organisational redesign of QPS and QFES is outside of the scope of this review, structural redesign options are not required if this option is progressed.

#### 6.3.2 Organisational structure for option 2

A high-level functional design option has been developed to support option 2 (see Diagram 6 below).

This model is based on the understanding that the PSBA delivers transactional services only to its partners, and general corporate services to itself and IGEM.

The organisation would be headed by a 'general manager' equivalent position, who would be the chief executive officer under the legislation. In addition to their own office, this position would have two direct reports: an executive in charge of general corporate services, and an executive responsible for frontline and digital service delivery.

Given that this option retains only the transactional aspects of finance, procurement and asset management services, distribution of associated resources between the agencies would need to be carefully considered during implementation planning.

Similarly, identification of necessary resources to support the PSBA's ongoing need to provide services to itself, would also require consideration at this time.

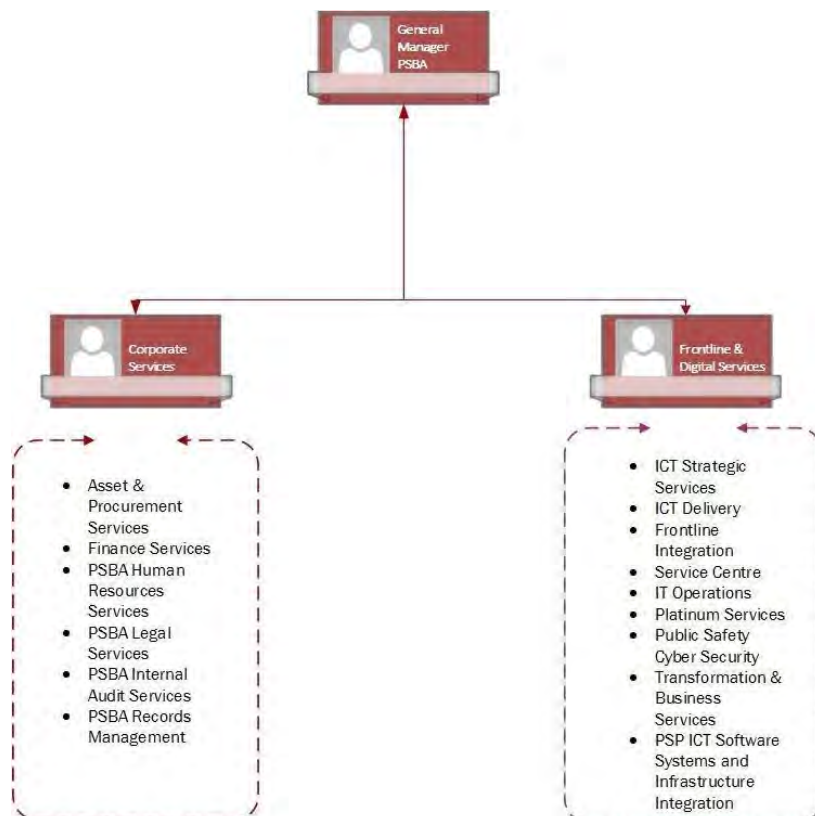


Diagram 6: Option 2 proposed organisational design

### 6.3.3 Organisational structure for option 3

A high-level functional design option has been developed to support option 3 (see Diagram 7 below).

This model is based on the understanding that the PSBA delivers transactional services and some tactical services to its partners, and general corporate services to itself and IGEM, and ICT services to QAS.

The organisation would be administered by a 'chief executive officer', who is the head of the organisation under the legislation. In addition to their own office, this position would have three direct reports: a chief financial officer, a chief human resources officer, and a chief information officer.

Additionally, a public safety portfolio advisory unit would be created, to operate out of the office of the chief executive officer. This unit would be responsible for:

- portfolio board of management secretariat, and through this:
  - portfolio stewardship and
  - program coordination; and
- portfolio performance monitoring and reporting.

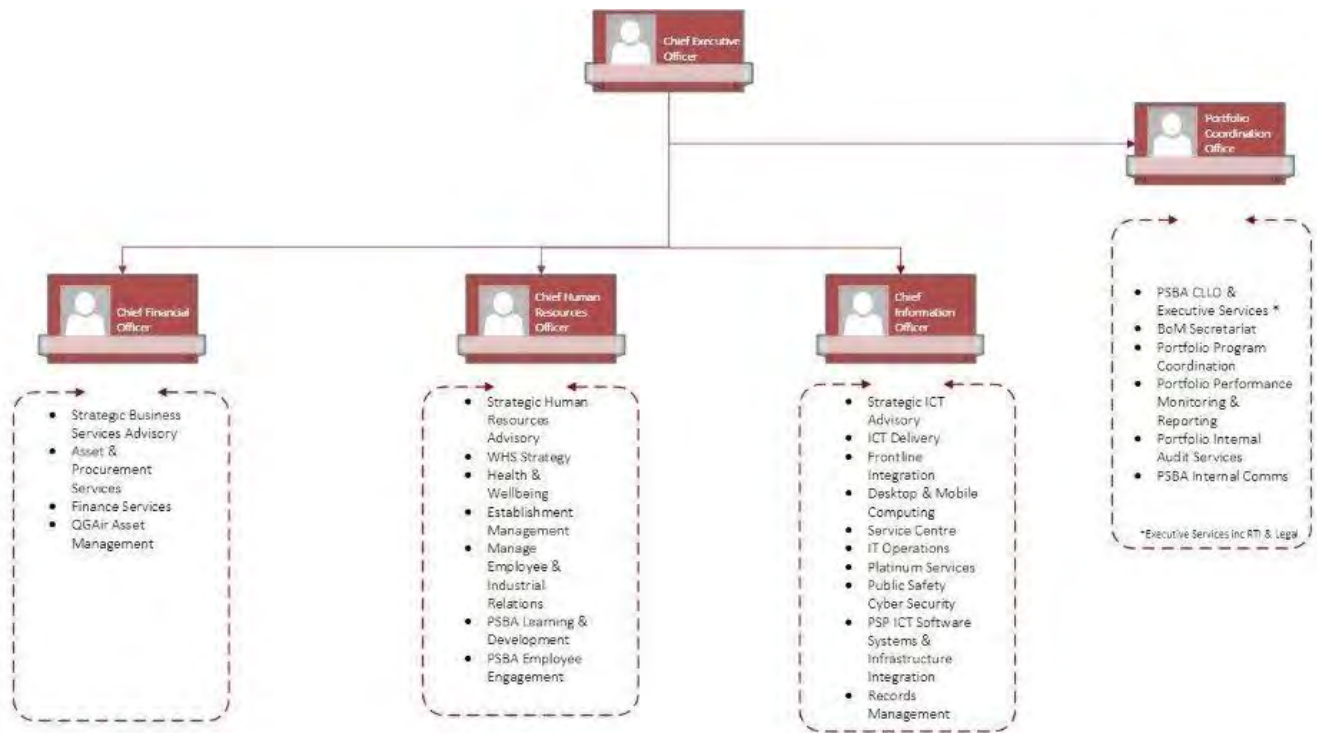


Diagram 7: Option 3 proposed organisational design

Under this option, it is proposed that a PSBA Board of Management (BoM) be established to provide governance and coordination for the portfolio. The BoM would report directly to the Minister.

The role of the BoM would be to<sup>10</sup>:

- determine, review and maintain the vision, purpose and values of the PSBA
- approve short and long term strategies while staying abreast of external factors affecting the short, medium and long term operations of the PSBA
- approve programs of work of the PSBA and their prioritisation and resourcing
- consider annual budgets in the context of portfolio-wide investment planning
- perform risk oversight of the portfolio, and
- monitor the activities of the PSBA in order to satisfy itself that the PSBA is being appropriately managed and operated.

The proposed model of the BoM is provided below in Diagram 8.

It is proposed that membership of the BoM includes the QPS Commissioner and the QFES Commissioner, as well as an external member who can appropriately perform the role of independent advisor to the BoM. The external member would be appointed by the Minister.

Responsibility for chairing the BoM would rotate between the members; the BoM secretariat would be provided by the PSBA, informed by the portfolio advisory body.

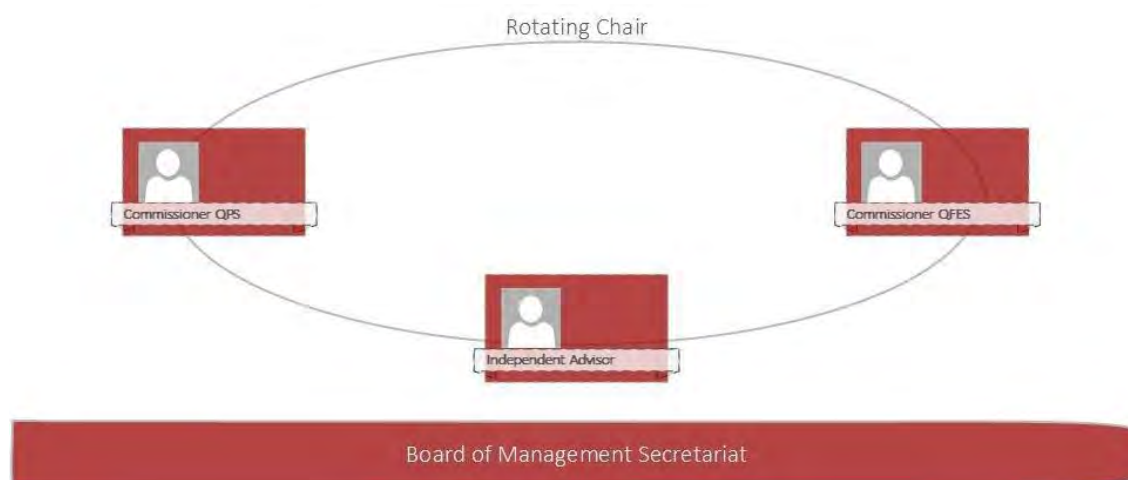


Diagram 8: proposed PSBA Board of Management structure

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<sup>10</sup> Based on *Welcome Aboard: A guide for members of Queensland Government boards, committees and statutory authorities*



## 7. Recommended future state

### 7.1 Recommended operating model

Based on the analysis provided, including the high-level scoring, it is recommended that the operating model in option 3 best describes the PSBA's future state. Therefore, the organisational structure and creation of a board of management (BoM) as per 6.3.3 is also recommended by the review.

This new operating model and organisational structure would enable the PSBA to better support the partner agencies, and create value for the portfolio through delivering common corporate services.

Further, it is not anticipated that staff would be negatively affected by the changes required to implement the new model. This is because this option shifts responsibility for functions around the portfolio, rather than making fundamental changes that would create unnecessary disruption to staff.

It is anticipated that the changes recommended to the way the PSBA operates (*see sections 7.2.1, 7.2.3 below*) would ultimately bring about positive change for staff, significantly improving their ability to do their jobs well.

While there would be changes for some staff, which may include the organisation they work for, role, location or reporting relationships, all workplace change would occur in the context of the Government's commitment to employment security.

#### Recommendation 1

*Approve the principles of operating model option 3, the associated organisational design and board of management structure as the desired future state of the PSBA, so that the PSBA continues to operate but with a more clearly defined role, more targeted scope and clearer governance arrangements.*

### 7.2 Recommended activities to support the operating model

#### 7.2.1 Reposition the role of the PSBA

By implementing operating model option 3, the role of the PSBA within the portfolio would be necessarily redefined and strengthened. Critical to the future success of the PSBA would be clearly articulating this role, and its value and purpose to employees and stakeholders.

As was identified through stakeholder engagement, the PSBA can provide value to the portfolio as a:

- corporate services delivery partner
- strategic advisor on corporate decision-making
- manager of the end-to-end asset lifecycle for the portfolio, and
- secretariat for the portfolio.

While their role as a corporate services delivery partner would be fairly straight-forward, the PSBA would need to work with the partner agencies to ensure that the additional roles (listed above) are also well understood, enabling it to grow in effectiveness. As a strategic advisor, the PSBA would assist agencies to navigate processes such as procurement and workforce planning, by providing expert advice in response to individual agency requirements.

Further, as manager of the asset lifecycle on behalf of the portfolio, the PSBA would be well-placed to assist agencies to take advantage of economies of scale and joint investment opportunities where possible. This role

includes the management of built, ICT and fleet assets, including aircraft – which is discussed in greater detail including through a separate recommendation in section 7.2.4.

In order to ensure clarity and understanding of the role of the PSBA, it is recommended that it enters into service level agreements (SLAs) or memoranda of understanding (MOU) with the partner agencies.

This would ensure all parties:

- agree the type and quality of services being delivered
- agree the roles and responsibilities attributed to them in the arrangement, and
- understand how to operate within the model, including managing relationships, escalation of concerns, etc.

Further, it is recommended that the creation of a board of management (BoM) to oversee the activities of the PSBA and undertake portfolio-wide planning and strategy is necessary to support the effective operation of the model. The BoM would also be well-placed to oversee the management and prioritisation of asset investment across the portfolio, hence the need for the PSBA to continue to hold and maintain the assets for the portfolio.

By providing secretariat support to the BoM, the PSBA would undertake a portfolio coordination role, and through this the Minister and government more broadly would achieve necessary oversight of the portfolio.

To give effect to this option, it would be necessary to amend the *Public Safety Business Agency Act 2014*, to enact the redefined role of the PSBA, including shifting governance and oversight arrangements from the agency CEO to the newly created BoM.

### Recommendation 2

*Approve the creation of the PSBA Board of Management to oversee the activities of the PSBA and undertake portfolio-wide planning and strategy, and approve the role of the BoM chair to rotate between the QPS Commissioner, the QFES Commissioner and the external member.*

### Recommendation 3

*Support the effective operation of the PSBA and partner agencies by mandating the development of service level agreements (or similar) between agencies.*

## 7.2.2 Clarify the role of operational agencies

Consequently, the operational agencies in the portfolio would also change as a result of the PSBA's repositioned role. The review has identified the importance of commissioners holding the necessary 'levers' to effectively deliver business and service delivery outcomes.

These include functions that:

- develop and drive organisational culture (such as recruitment, education and training, workplace health and safety, ethical standards)
- enable the effective management of organisational and/or reputational risk (such as media, legal services, information management), and
- enable the agency to provide timely support to executive government, in particular the Minister of the portfolio (ministerial services, cabinet legislation liaison).

The review has also identified the importance of QPS regaining control of the tasking of PolAir aircraft to support operational policing, and makes separate recommendations about this function in section 7.2.4.

It is particularly important in uniform services, that the relevant commissioner have the ability to control the functions that build and maintain a positive culture in the service. This extends from the ability to choose the right people (i.e. through recruitment and the training academies), to providing ongoing support to staff through their working life (i.e. workplace health and safety), and overseeing the management of professional performance (i.e. ethical standards). This control also enables the commissioner to directly influence the development of culture where necessary, and ensure that where operational activities adversely affect employees, these can be appropriately managed and ameliorated.

As a result, and aligned to operating model option 3, the review recommends the return of the respective training academies to the operational agencies. Further, the review recommends that officers responsible for education and training (e.g. ETOs in police stations) outside of the academies also return to their former agencies.

The review also recommends that the respective commissioners own their own media services and ministerial and executive services including a cabinet legislation liaison officer (CLLO).

It is critical that public safety agencies maintain a strong and trusted relationship with the general public, and effective media services are a key conduit to building that relationship. This is undoubtedly why two distinct media services were maintained by QPS and QFES, under the PSBA umbrella. Given the media is used to communicate specific operational messages to the public, it is logical to transfer these services back to their respective owners to enable timely and direct access to operational service delivery.

Further, the review recommends that those functions which are critical to enabling the commissioners to manage their reputational risk are returned. These functions, specifically legal services and information management (including right to information), also require timely and content-specific responses which are best prepared by the respective services.

Finally, it was evident to the review team that while the operational agencies do not need to own all aspects of corporate support services, they must have the ability to influence their respective corporate strategies and planning, and the ability to be an informed purchaser of corporate assets and resources. Therefore, the role of the PSBA in this area is to service the needs of the operational agencies, including undertaking work on behalf, and at the request of, the partner agencies, though the accountability and approval of this work lies with the partners.

#### **Recommendation 4**

*In line with recommendation 1, approve the following services and functions as the responsibility of the respective operational agencies:*

- a) operational functions*
- b) strategy*
- c) recruitment*
- d) education and training*
- e) local workplace health and safety*
- f) ethical standards*
- g) media services*
- h) legal services*
- i) right to information*
- j) ministerial services, and*
- k) cabinet legislation liaison.*

#### **7.2.3 Helping PSBA to reach its potential**

In addition to redefining the roles of the PSBA, the success of the model in the future is reliant on a number of other key factors and activities.

The PSBA will need to move quickly to address these areas in implementation. It is recommended that a respected change leader be immediately identified, and endorsed by the members of the BoM and the Minister, to begin planning for the significant change management process that would be required, including planning for the activities below, to realise this new model.

##### ***Single vision with a fresh approach to doing business***

It will be vital to the success of the new model that all stakeholders can immediately identify that there is a fresh approach, which would provide benefit to both clients and employees.

To achieve this, a new vision for the agency needs to be clearly articulated and, importantly, effectively communicated. A design blueprint outlining the new role and purpose of the PSBA should be developed, for the approval of the new BoM.

This vision needs to:

- have a strong focus on client service, repositioning the PSBA as a high quality corporate service delivery agency
- clearly identify the value of the PSBA in the context of the broader portfolio, to strengthen the value proposition for employees, and
- identify the aspirational behaviours it will seek to espouse, in the ways it would undertake business.

The new PSBA model will require an effective and visible change management process. There would also need to be a robust change management strategy to support the implementation of the design blueprint and vision. Additionally, the change processes will require strong leadership and timely, effective communication.

There will need to be a strong commitment to:

- leadership that champions the change process, and provides support and guidance to staff

- clear and frequent communication of upcoming changes, including ability of staff to access information from both a 'push' and 'pull' perspective, and
- transparency of implementation so that staff have confidence and are engaged in the process.

### ***Address staff frustrations***

In order to effectively implement a new service culture for the PSBA, focus will first need to be given to improving workplace culture for the employees of the agency.

The review's employee engagement process identified a number of real frustrations of staff that continue to prevent their total commitment to the model. Given that staff are key to making the model work, significant effort needs to be given to addressing these issues where possible.

At a minimum, this should include:

- addressing the inequities in remuneration of like roles
- developing a consistent approach to position titles and role descriptions, and
- consolidating work locations as much as possible, to bring together work units.

At one employee workshop, there was heated debate about the disparities in remuneration for employees performing similar roles, as they had come from different agencies. Staff felt disadvantaged as a result of this, which was similar to the level of feeling among staff in a number of areas. As was identified by one attendee, in order for staff to move forward together, it is critical that the PSBA "fix what divides us".

It is suggested that urgent action will be required in this area before other progress would be possible. Working through these staff frustrations in an open, fair and transparent way would go a long way to enabling staff to work towards the common goal of delivering high quality corporate services to their clients.

As a result, these staff frustrations will need to be considered early in the change planning process for the new PSBA model. Following this, the newly created BoM would be charged with managing these issues on an ongoing basis, to determine the best outcomes for the portfolio.

### ***New business processes***

At the same time, identifying a single approach to delivering business is required. This will assist with forming the culture of the new PSBA, and provide clarity to staff regarding how work should be done.

Work needs to be undertaken to consolidate policies, processes and procedures for the areas of ongoing service delivery in the PSBA. This would include:

- procedures and work practices (including an FMPM)
- business rules
- terminology/business language, and
- forms.

Focus also needs to be given to providing clients with clarity about the way services would be delivered. While this would be aided by developing and implementing SOAs or MOUs, other activities should also be completed including:

- implementing client relationship management models where appropriate
- developing and publishing contact lists for all service areas, and
- considering better ways for supporting regional and outplaced staff.

The PSBA will need to ensure that new business processes and practices reflect the fresh approach to doing business (see above), and are designed to provide maximum client service, giving consideration to how to

best support the end-user and meet client needs. Stakeholder input and consultation would therefore be required to support all business process redesign and/or consolidation.

### ***New approach to technology***

Critical to the success of the portfolio model is ensuring that technology enables more efficient and effective ways of working.

Integrating critical systems and processes will be essential to realising the economies of scale that the portfolio model can achieve. This would also enable better communication between the PSBA and clients, and support better service delivery outcomes.

To achieve this, immediate focus will need to be given to developing a long-term ICT investment strategy. This strategy would require commitment and contribution from all portfolio partners, with oversight by the BoM.

The strategy would need to include:

- architecture planning in anticipation of hardware, software and system changes
- planning for user support and training
- system interface, and
- security considerations.

Since the PSBA's inception, Frontline and Digital Services has made great strides towards creating a customer-focused service delivery model. While this has assisted business continuity, real improvement and innovation will not be possible without significant investment in the systems infrastructure. .

#### **Recommendation 5**

*To ensure the implementation of these activities, approve the appointment of a respected change leader to begin the task of transitioning the PSBA to the new model, and approve the immediate development of a comprehensive change management strategy to be executed by the change leader.*

### **7.2.4 Managing non-corporate services in the PSBA**

#### ***QG Air***

The review is of the opinion that while a number of advantages have been realised by integrating the Queensland Government Air Service (QG Air) in the PSBA, continuing to operate QG Air in the same way would be inconsistent with the desired future role of the PSBA outlined in this report.

There is no doubt that during a relatively short period, the consolidated QG Air has realised benefits for Government. This has included progress towards gaining a fixed wing Air Operator's Certificate (AOC), which will enable QG Air to continue to increase its safety standards, and create a safety culture that is essential in managing aviation services.

Additionally, the consolidation of maintenance services is evidence of the potential efficiencies such a model creates. Combined asset management of the air fleet has also enabled work towards future efficiencies, with regards to fleet rationalisation and maintenance.

It could also be argued that the creation of QG Air has enabled greater visibility of potential risks around capacity, capability and culture of the various air wings.

However, stakeholder feedback identified that while there are many advantages to the current approach, a fundamental flaw is that it has not always enabled the client agencies to meet their operational needs, and that the distance of QG Air from operations is not conducive to responsive service delivery. This feedback was specifically made regarding the Police Air Wing (PAW) side of the business, and the impact on QPS operations.

The review heard of situations where there was confusion around the tasking and prioritisation of certain assets in response to requests for service, which created a significant risk for QPS. Further, it was evident that the amalgamation of PAW into the PSBA has led to significant morale issues for staff, and has resulted in a challenging workplace environment.

It was also evident that the operational needs of the two former fixed air wings (PAW and Government Air Wing (GAW)) were so different that it was not possible to formulate a single approach to doing business under the QG Air banner. Therefore, economies of scale and interoperability were in real terms, somewhat limited. This is also true of the rotary air wing component of the QG Air, as while emergency management helicopters are operated by QG Air, PolAir helicopters remained the responsibility of the QPS Commissioner.

The evidence presented created considerable challenges for the review, given the complexity of the existing arrangements and operations, and the difficulty of responding to stakeholder feedback while at the same time ensuring benefits continue to be realised.

As a result, the review proposes a revised, mixed model be implemented to ensure the value of consolidation is not lost, while at the same time ensuring that operational and cultural concerns are addressed.

In the proposed model, the focus of QG Air would shift to being an administrator of air services, rather than being responsible for the operations of the service. This shift would also fit with the revised scope and focus of the PSBA.

The PSBA would continue to lead the strategic work being undertaken to achieve the AOC for fixed wing aircraft. The PSBA would also maintain ownership and management of the air fleet, as per the recommended approach to all assets in the portfolio, and retain a consolidated maintenance function.

As with all functions of the PSBA, governance over the management of the fleet and strategic decisions about the operations of the service would be undertaken by the BoM. From an organisational perspective, it is proposed that QG Air sit within the responsibility of the Chief Financial Officer of the PSBA, as per the current approach to asset management.

As a result, it is recommended that PAW returns to the purview of the QPS. This would enable QPS to manage the availability and tasking of aircraft to meet their operational needs, and bring the QPS into alignment with the other recipients of government air wing services (i.e. Queensland Government aeromedical activities, which are tasked by the Queensland Emergency Medical System Coordination Centre (QCC), and VIP use of government aircraft which is tasked through the Office of the Premier).

The review recommends the full transition of PAW back to QPS, including all staff, in acknowledgment that this air wing has been adversely affected by the PSBA model and reversing that decision is in the best interests of the portfolio at this time. While a more mature agency may have been successful in amalgamating all air wings, this has not occurred, and the PSBA has not been able to achieve the cultural and organisational change that was required.

The review does not recommend the shift of GAW and rotary wing operations out of the PSBA at this time. However, it proposes that the relevant parties work towards this outcome in the foreseeable future, to support the revised role of the PSBA as an administrator of air services, rather than operator. This process will require negotiations between a range of partners, including Department of Premier and Cabinet regarding the GAW,

and QFES and the Department of Health for rotary air wing. Given QFES continues to maintain deployment capability in rotary wing operations, they will be well-placed to lead the rotary wing negotiations. It is also recommended that consideration is given to the ongoing management of other air service arrangements at this time, with a view to consolidating these where possible.

In the meantime, the BoM is ultimately responsible for managing the strategic operations of these services, and the management and maintenance of the assets. This includes the development of the AOC, which will affect both the PAW and GAW, and therefore require cooperation and agreement. Furthermore, both PAW and QG Air would need to ensure they maintain direct lines of communication to ensure the optimisation of the mixed model.

As with all aspects of the portfolio model, it will be necessary for the BoM and leadership of PSBA to demonstrate and drive genuine collaboration. This will be required if the QG Air model is to mature, manage risk and deliver to its full potential.

#### **Recommendation 6**

*To ensure that QPS retain operational control of their air services, approve the transfer of Police Air Wing to QPS.*

#### **Recommendation 7**

*Approve the role of the PSBA to maintain responsibility for asset management and maintenance, and perform a strategic air fleet management function under the guidance of the PSBA Board of Management.*

### **Blue Card Services**

The future operations of Blue Card Services will be affected by the recent *Working With Children Checks Report: Royal Commission into Institutional Responses to Child Sexual Abuse* (the WWCC report).

The WWCC report identifies the importance of implementing a national approach to working with children checks. While agreement and possible implementation of this approach is yet to be considered at the national and state levels, it seems entirely possible that a national system will transpire in the future.

In anticipation of this, there appears to be two potential courses of action for Government:

1. Leave Blue Card Services in the PSBA, and transition to the national system at the requisite time, or
2. Move Blue Card Services out of the PSBA, and transition to an interim home.

This report recommends option 2, as:

- The timing (or certainty) of the national system is unknown, and therefore Blue Card Services' duration in the PSBA could be lengthy. This would be detrimental to the focus of the 'new PSBA', which is dedicated to corporate support, not operational or regulatory functions.
- If the national system does not progress, Blue Card Services could continue to operate in the 'interim' department without further disruption to staff or the service.

There are a number of possible agencies that would be better suited to hosting Blue Card Services. These include:



- Department of Justice and Attorney-General, who currently issue licences to people working in certain industries
- Queensland Police Service, who have an existing role in criminal history checking and provides some licensing functions (weapons licensing)
- Department of Communities, Child Safety and Disability Services, who are the lead agency for child protection and administer the *Child Protection Act 1999*.

While ultimately a decision of Government, it appears that the Department of Justice and Attorney-General is best-placed to undertake this service. This is due to the department's ability to perform this role, given the existing systems and processes for licensing that are already in place. This arrangement could also encourage connections with partner agencies such the Office of the Public Guardian, who also sit within the justice portfolio.

Irrespective of the future arrangements for Blue Card Services in Queensland, it is recommended that an internal operational and structural review is commenced immediately. This review would be focused on streamlining business processes and resources, to ensure increased efficiency in service delivery. Such a review will mean Blue Card Services is well placed to adapt to any future system or model, regardless of its construct.

### **State Government Security**

Similarly, the review considers that continuing to manage the operations of State Government Security (SGS) is not in keeping with the desired future role for the PSBA.

The review has identified two alternatives to the current arrangement. These are:

- Department of Housing and Public Works (DHPW) – the previous home of SGS, or
- Queensland Police Service.

The review recommends transferring responsibility for SGS to the QPS. There are a number of reasons for this, including:

- the inherent value of QPS maintaining overall responsibility for public safety in Queensland, and the ability to easily coordinate response and deployment in times of emergency
- the potential ability to utilise SGS as part of the QPS employee life-cycle, including as a platform for interested recruits who do not yet meet the entrance requirements for QPS, and providing a broader range of options to transition sworn officers, and
- the ability to access improved training and support for SGS officers, as the QPS already delivers these services to staff.

The review does not recommend transferring responsibility for SGS back to DHPW. This is primarily due to DHPW's departmental focus on public works and building services, rather than on broader public safety. If SGS were to transition to DHPW, it would likely continue as it has currently been operating as a standard security service.

However, shifting to QPS would enable it to grow and develop into more of a public safety function, such as exists in Victoria and New South Wales. Given the growing need for an increased focus on public safety, particularly in the context of counter-terrorism, it is considered that this shift is an important element of Queensland's ability to respond to such threats.

Transferring to QPS would also increase the employment opportunities for staff, as shifting to DHPW may narrow the opportunities as traditional building security services change.

As a result, and for the reasons outlined above, reverting back to the former arrangement is seen as a missed opportunity, whereas QPS provides significant potential for the staff and service.

#### **Recommendation 8**

*Approve the transfer of the following operational services out of the PSBA, and approve:*

- a) Blue Card Services transfer to the Department of Justice and Attorney-General, and*
- b) State Government Security transfer to Queensland Police Service.*

### **7.3 Summary of recommendations**

#### **Recommendation 1**

Approve the principles of operating model option 3, the associated organisational design and board of management structure as the desired future state of the PSBA, so that the PSBA continues to operate but with a more clearly defined role, more targeted scope and clearer governance arrangements.

#### **Recommendation 2**

Approve the creation of the PSBA Board of Management to oversee the activities of the PSBA and undertake portfolio-wide planning and strategy, and approve the role of the BoM chair to rotate between the QPS Commissioner and the QFES Commissioner.

#### **Recommendation 3**

Support the effective operation of the PSBA and partner agencies by mandating the development of service level agreements (or similar) between agencies.

#### **Recommendation 4**

In line with recommendation 1, approve the following services and functions as the responsibility of the respective operational agencies:

- a) operational functions
- b) strategy
- c) recruitment
- d) education and training
- e) local workplace health and safety
- f) ethical standards
- g) media services
- h) legal services
- i) right to information
- j) ministerial services, and
- k) cabinet legislation liaison.

#### **Recommendation 5**

To ensure the implementation of these activities, approve the appointment of a respected change leader to begin the task of transitioning the PSBA to the new model, and approve the immediate development of a comprehensive change management strategy to be executed by the change leader.

***Recommendation 6***

To ensure that QPS retain operational control of their air services, approve the transfer of Police Air Wing to QPS.

***Recommendation 7***

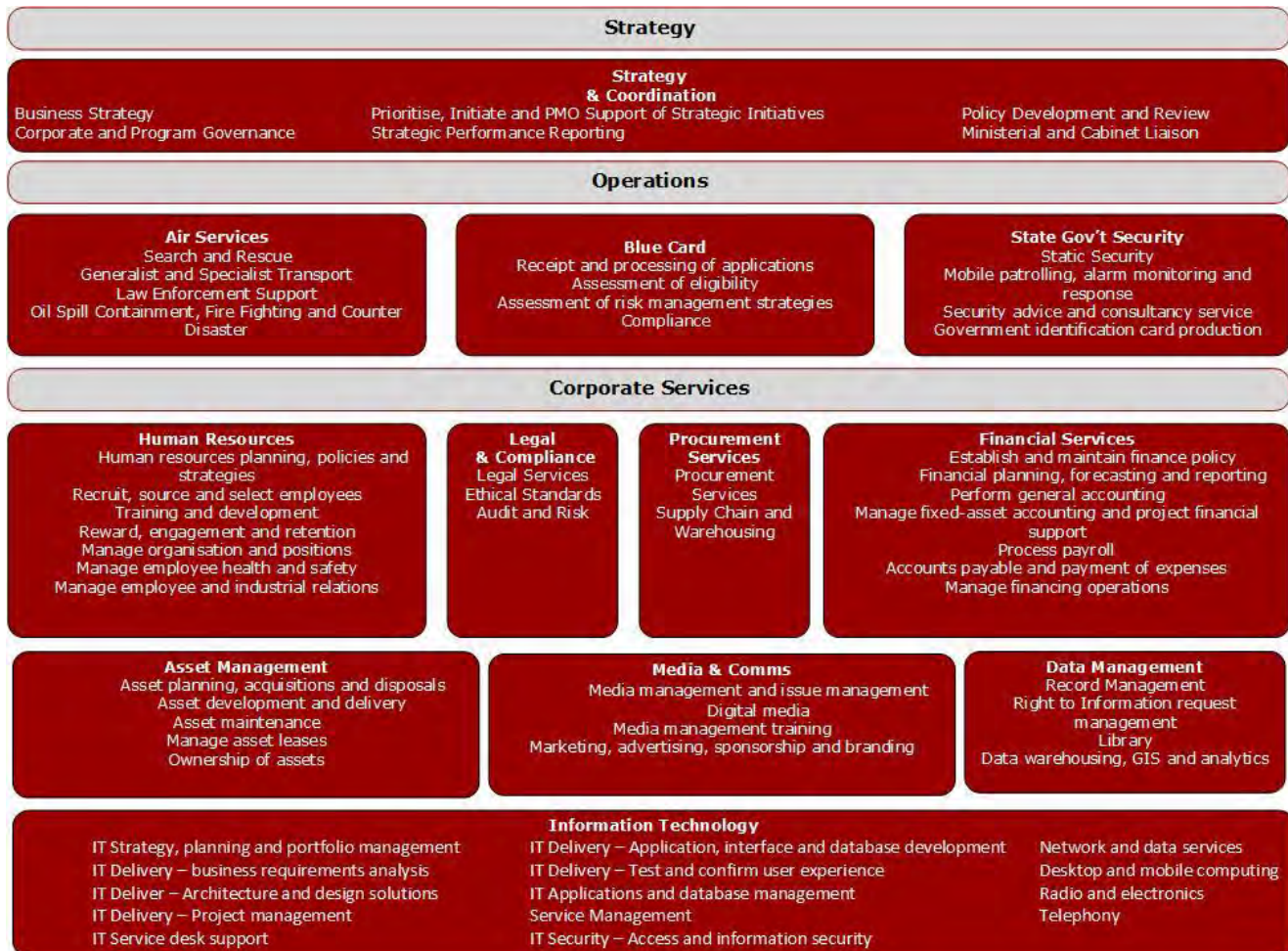
Approve the role of the PSBA to maintain responsibility for asset management and maintenance, and perform a strategic air fleet management function under the guidance of the PSBA Board of Management.

***Recommendation 8***

Approve the transfer of the following operational services out of the PSBA, and approve:

- a) Blue Card Services transfer to the Department of Justice and Attorney-General, and
- b) State Government Security transfer to Queensland Police Service.

## Appendix 1: Summary of PSBA services



## Appendix 2: Review updates posted on [www.psc.qld.gov.au](http://www.psc.qld.gov.au)

### “Review of the Public Safety Business Agency

“The Public Service Commission (PSC) is leading a process for the Public Safety Business Agency review. Information relating to this process will be presented on the timeline below as it becomes available.

19 October 2015

#### [PSBA Review update: Report drafted](#)

A draft report has been developed for discussion with the steering committee with feedback to be provided to the review team. The draft report draws heavily on the considerable input from employees, unions, stakeholders and senior management of the Public Safety Business Agency, Queensland Police Service and Queensland Fire and Emergency Services and seeks to address the key issue of ensuring that our public safety agencies receive the necessary corporate support.

Feedback from the steering committee will be finalised over the coming week, with a final report on track to be provided to the Minister for Police, Fire, and Emergency Services and Minister for Corrective Services in late November.

**Robert Setter**  
Commission Chief Executive (Acting)

31 August 2015

#### [PSBA Review update: Themes identified](#)

Through the statewide engagement process undertaken by the review team, employees and other stakeholders have shared their views on the challenges facing the PSBA and the current portfolio model.

The review team has identified that a lack of clarity, particularly around the purpose and function of the PSBA could describe the cause of most of these concerns.

This general theme has been augmented by issues around:

- portfolio governance
- communication and change management
- commitment to the model
- culture and identity.

The next steps include working with these themes, along with stakeholders’ insights, to develop alternative organisational structure and operating model options.

These options, along with change management and implementation plans, will form the basis of the report due to the Minister in November 2015.

**Robert Setter**  
Commission Chief Executive (Acting)

3 August 2015

**PSBA Review update: Employee consultation phase concludes - [click to open](#)**

Over the past month, the review team has met with approximately 600 employees from QFES, QPS and the PSBA, conducting 40 workshops around the state. More than 50 individual submissions have also been received to inform the review.

From this engagement, the review team has heard about the challenges facing public safety staff, particularly those in regional Queensland, and staff suggestions about how the system can be improved to enhance service delivery. Discussions have considered the different services provided to QFES and QPS from the PSBA, the models of delivery, and ways in which support has or hasn't improved since the creation of the PSBA.

A number of employees have taken the time to contribute to the review via the submission process. Though staff submissions have now closed, employees are still able to provide any additional input into the review through their relevant union.

The next phase of the review will aim to bring together the themes from employee engagement, delving into more detailed consultation where necessary. This includes further engagement with executive teams in each of the three agencies to discuss how these issues may be addressed through the review process, and by individual agencies.

Targeted engagement with other key stakeholders with an interest in the review process will also continue. All of this information – as well as other research findings and inputs – will provide the evidence base upon which the report and its recommendations will be founded.

The review is on track to be completed by November 2015.

**Robert Setter**  
**Commission Chief Executive (Acting)**

20 July 2015

**PSBA Review update: Regional staff have their say - [click to open](#)**

Over the past fortnight, the review team has travelled around the state to meet with staff from the Queensland Police Service, Queensland Fire and Emergency Services and the PSBA.

The purpose of the engagement is to discuss the way the PSBA model is working on the ground, what is working well, and where there may be opportunities for improvement.

Workshops have been held in Mt Isa, Townsville, Toowoomba, Maryborough, and in Brisbane North and South regions. In the coming weeks, regional engagement will conclude with a visit to Roma.

These workshops, as well as engagements with other stakeholders and unions, provide vital input into the review process, and ensure the real issues affecting staff are being identified.

The team has heard a range of views, and has gained insights into the unique challenges faced by different regions of Queensland.

All staff can still have their say in the review process. Confidential submissions continue to be accepted in any format until 5 pm Friday 31 July 2015.

<b>Email to:</b>	<a href="mailto:reviewpsba@psc.qld.gov.au">reviewpsba@psc.qld.gov.au</a>
<b>Post to:</b>	PSBA Review Public Service Commission PO Box 15190, City East, Brisbane QLD 4002

The contribution of a submission to the review is entirely voluntary. The purpose of collection of information is to develop themes to inform the review of the PSBA. Information that identifies you will not be provided to a third party unless authorised or required by law.

**Robert Setter**  
**Commission Chief Executive (Acting)**

6 July 2015

### [PSBA Review update: Stakeholder consultation well underway - click to open](#)

Consultation with stakeholders is now well underway with the review team facilitating regional workshops in Rockhampton and Cairns.

Over the coming weeks, portfolio staff from all regions will have the opportunity to contribute to the review through workshop attendance or confidential submission. Email submissions will be accepted in any format until 5 pm Friday 31 July 2015 to [reviewpsba@psc.qld.gov.au](mailto:reviewpsba@psc.qld.gov.au).

Themes emerging from these workshops and submissions will be subject to peer review with the respective executive management teams during the final weeks of consultation.

The review team, led by [Peter McKay](#), is a mix of PSC staff and public safety agency representatives. This team is supported by a Senior Officers Group consisting of:

- Assistant Commissioner Bob Gee, Queensland Police Service
- Assistant Commissioner Neil Gallant, Queensland Fire and Emergency Services
- Bruce Moy, General Manager, Strategy, Public Safety Business Agency
- Kurt Marsden, Executive Director Workforce Strategy, Public Service Commission
- Kyla Hayden, Director Social Policy, Department of the Premier and Cabinet

It is expected that the consultation phase will be finalised by the end of August.

**Robert Setter**  
**Commission Chief Executive (Acting)**

18 June 2015

### [Initiation of review of the Public Safety Business Agency - click to open](#)

The Government is conducting an official review into the Public Safety Business Agency (PSBA) as part of their 2015 election commitments. This features in the [Ministerial Charter letter \(PDF, 1.41 MB\)](#) for the Minister for Police, Fire, and Emergency Services and Minister for Corrective Services.

#### **About the review**

The purpose of the review is to consider the scope, function and structure of the PSBA to ensure it is effectively supporting public safety service delivery.

The Minister has emphasised this is not an efficiency review and will not result in workforce cuts. The review team will be working closely and engaging regularly with employees and unions through an extensive consultation process.

A final report is to be provided to the Minister within six months.

[Review the Terms of Reference \(PDF, 485 KB\)](#).

[Peter McKay, Deputy Commissioner, Public Service Commission](#), will lead the review.

#### **Making a contribution to the review**

Stakeholders will be offered multiple opportunities to provide input throughout the extensive engagement and consultation process. All employees of the public safety portfolio and employee organisations are invited to make a submission to the review, and share views about strengths and weaknesses of the current PSBA model.

Confidential submissions will be accepted up to 5 pm Friday 31 July 2015.

**Email:** [reviewpsba@psc.qld.gov.au](mailto:reviewpsba@psc.qld.gov.au)

**Post:** PSBA Review  
Public Service Commission  
PO Box 15190,  
City East, Brisbane QLD 4002

The contribution of a submission to the review is entirely voluntary. The purpose of collection of information is to develop themes to inform the review of the PSBA. Information that identifies you will not be provided to a third party unless authorised or required by law.

**Robert Setter**  
**Commission Chief Executive (Acting)**

Reference: <http://www.psc.qld.gov.au/about-us/latest-projects/PSBA-review.aspx>

## Appendix 3: Review Terms of Reference

### Review of the Public Safety Business Agency – Terms of Reference

#### Purpose

To review the scope, function and structure of the Public Safety Business Agency (PSBA) to ensure that it is effectively supporting public safety service delivery to the community, and transparent administration and decision-making on critical corporate decisions.

#### Background

The PSBA was created as a result of recommendations from the Police and Community Safety Review (PaCSR), which was released in September 2013.

The PaCSR report identified the role of the PSBA to:

- provide corporate service capabilities for the Queensland Police Service and the Queensland Fire and Rescue Service
- grow business acumen in the executives of the Queensland Police Service and Queensland Fire and Rescue Service
- provide a window for government and other stakeholders on critical corporate decisions such as information and communication technology enterprise architecture and procurement
- reduce waste and duplication across the agencies.

It was created by departmental arrangement notice in November 2013, and was formally established as a public service office through the *Public Safety Business Agency Act 2014* (PSBA Act), in May 2014.

In the PSBA Act, the main functions of the PSBA are to:

- provide support services to public safety entities
- hold and maintain infrastructure, fleet and communication technology assets for public safety entities
- develop, in consultation with each public safety entity, performance measures that apply to the entity in carrying out the entity's functions
- review, assess and report on the performance of public safety entities against their performance measures.

The Government undertook to conduct an official review into the PSBA as part of their 2015 election commitments, and as per the Minister for Police, Fire and Emergency Services and Minister for Corrective Services' Ministerial Charter letter.

#### Review objectives

1. To review the PSBA business model, including organisational design, governance, accountability and performance measurement, to determine alignment with government priorities.
2. To review the effectiveness of PSBA functions in contributing to the broader purpose of supporting operational agencies to deliver public safety to the community, and make recommendations for:
  - a. functions that should continue to be undertaken in the PSBA
  - b. functions that would be better undertaken by (returned to) the operational agencies.
3. To identify any capability gaps in the PSBA and other organisational risks, and recommend strategies to manage these risks.
4. To make recommendations to the Minister on the future role, scope, structure and function of the PSBA, having regard to:
  - a. The need to provide effective corporate support services to public safety entities; and



- b. The need to ensure transparent administration and decision-making on critical corporate decisions.
5. To propose a plan for the smooth implementation and change management of any identified machinery-of-government or organisational changes.

## **Review process**

The review will:

- evaluate the current service delivery model in the context of determining a clear scope and role for the PSBA
- undertake an evidence-based assessment of PSBA activities, based on quantitative and qualitative data analysis and bench-marking
- work with frontline staff (including firefighters and police officers) to ensure a full understanding of the impacts of the PaCSR implementation, and seek to ameliorate negative aspects as identified
- undertake extensive engagement, consulting both employees within the portfolio (QFES, QPS, PSBA and IGEM) and relevant external stakeholders, to ensure a comprehensive view is determined
- consider interstate and international jurisdictional analysis of similar service delivery models.

The review will be undertaken in the context of Government commitments to:

- return to a Westminster-style model that values and supports a permanent public service
- restore and ensure employment security of all public service employees
- restore fairness in contracting out arrangements of government services.

The review process will be funded from within PSBA existing budget, and designed to ensure minimal impact to service delivery or operations.

## **Project governance**

The review will be undertaken by the Public Service Commission (PSC); the PSC will provide necessary independence to the review process.

The review will be overseen by a Steering Committee, whose membership will include:

- Commission Chief Executive, Public Service Commission (Chair)
- Director-General, Department of the Premier and Cabinet
- Commissioner, Queensland Police Service
- Commissioner, Queensland Fire and Emergency Services
- Chief Executive Officer, Public Safety Business Agency
- Director-General, Department of Energy and Water Supply (critical friend and experienced user of corporate agency services)

The Steering Committee will meet on a monthly basis, or more regularly as required. It will report to the Minister for Police, Fire and Emergency Services.

A Senior Officer Group (SOG) will support the Steering Committee, and act as an advisory body to the review team; membership of the SOG will include senior officers from DPC, QPS, QFES, PSBA and the PSC.

The SOG will meet on a weekly basis, or more regularly as required.

The PSBA will resource the review team.

The review team will ensure strong and robust engagement with relevant stakeholders, including employees and employee organisations.

## Timing

The final report to be provided to the Minister for Police and Emergency Services within six months of project onset.

## Appendix 4: Employee engagement workshops

Date	Location	Audience
29 June 2015	Rockhampton	QFES
		PSBA
		QPS
2 July 2015	Cairns	QFES
		PSBA
		QPS
6 July 2015	Mt Isa	QFES
		PSBA
		QPS
7 July 2015	Townsville	QFES
		PSBA
		QPS
9 July 2015	Brisbane North (Alderley)	QPS
	Brisbane (Kedron)	QFES
10 July 2015	Brisbane South (Mt. Gravatt)	QPS
	Police Academy	QPS
13 July 2015	Maryborough	QFES
		PSBA
		QPS
14 July 2015	Logan	QPS
		PSBA
	Beenleigh	QFES
16 July 2015	Toowoomba	QFES
		PSBA
		QPS
17 July 2015	Brisbane (Kedron)	QFES Operational Capability and Performance
		QFES Emergency Service Volunteers
		QFES Operations and Emergency Management
20 July 2015	Brisbane	QPS Specialist Operations
		QPS Strategy, Policy and Performance
21 July 2015	Brisbane	PSBA Operations
23 July 2015	Brisbane	PSBA Business Services
		PSBA Frontline and Digital Services
24 July 2015	Brisbane	PSBA Media
27 July 2015	Brisbane	Whyte Island
		Mechanical workshops
28 July 2015	Brisbane	PSBA Strategy
		PSBA Ministerial and Executive Services
		PSBA Human Resources
29 July 2015	Roma	QPS
		QFES
13 August 2015	Brisbane	IGEM workshop

## Appendix 5: Stakeholder engagement

Organisation	Representative
Queensland Police Union of Employees	Simon Tutt Shayne Maxwell
Queensland Police Commissioned Officers Union of Employees	Brian Wilkins
United Firefighters Union	John Oliver (State Committee meeting attendance)
Together Queensland	Rob Rule
Australian Manufacturing Workers Union	Scott Sandford David Lloyd
Rural Fire Brigade Association of Queensland	Justin Choveaux
Queensland Fire and Rescue Senior Officers Group	David Hermann
Queensland Council of Unions	John Martin
Queensland Ambulance Service	Russell Bowles Christine Stower
Queensland Corrective Services	Mark Rallings
Queensland Family and Children's Commission	Steve Armitage
Department of the Premier and Cabinet	Pat Vidgen
Queensland Treasury	Leigh Pickering
Department of Agriculture and Forestry	Marcia Hoffman
Department of Environment and Heritage Protection	Steve Armstrong
Queensland Audit Office	Ross Hodson

*NB: only stakeholders external to the portfolio are listed*

## Appendix 6: Project specification

### Organisational design and operating model options to contribute to the Review of the Public Safety Business Agency

#### Purpose

The proposed project will support the development of an organisational structure, operating model and appropriate staffing mix for the Public Safety Business Agency.

#### Background

The Queensland Government is undertaking a review of the structure, scope and function of the Public Safety Business Agency (PSBA) to ensure that it is effectively supporting public safety service delivery to the community, and transparent administration and decision-making on critical corporate decisions.

The PSBA was created as a result of the [Police and Community Safety Review \(PaCSR\)](#), which was released in September 2013. The PSBA was formally established through the *Public Safety Business Agency Act 2014* (PSBA Act), in May 2014. The Act sets the PSBA's main functions as to:

- provide support services to public safety entities
- hold and maintain infrastructure, fleet and communication technology assets for public safety entities
- develop, in consultation with each public safety entity, performance measures that apply to the entity in carrying out the entity's functions
- review, assess and report on the performance of public safety entities against their performance measures

The Government undertook to review the PSBA as part of their 2015 election commitments. The Public Service Commission (PSC) is leading the review of the PSBA. The terms of reference of the review and progress to date can be accessed on the [PSC website](#).

To date, the review has undertaken significant stakeholder engagement around the state, both with Queensland Police Service (QPS), Queensland Fire and Emergency Services (QFES) and PSBA staff, and a number of other stakeholders. Staff have given great insights into the challenges facing both frontline staff and those that are supporting them. About 40 workshops have been conducted, attended by approximately 600 employees, and more than 50 individual submissions have been received.

Workshops with the executive teams of each agency have also been conducted, to test the findings and themes that have emerged from the employee engagement. Representatives from each agency have been tasked with undertaking detailed research into other shared corporate models, both in Queensland and interstate, and the findings will be presented to the successful supplier.

The project team has been working alongside the Queensland Police Union of Employees, with a representative attending QPS sessions. The team have received a member survey conducted by Together Queensland about the PSBA and also engaged delegates in the process. Briefings have occurred with the United Firefighters' Union Queensland State Committee and the Australian Manufacturing Workers' Union. Other unions, associations and groups (largely QFES-related organisations) have been contacted and invited to lodge submissions on behalf of their members

These findings will be shared with the successful supplier.

## Objectives

The portfolio purpose is to ensure the effective management and delivery of public safety services to the community. The project will contribute to this by developing an appropriate organisational design for the PSBA, as a support agency for the portfolio.

The project will consider:

1. How similar support services are delivered to the portfolio in other jurisdictions (domestically and internationally).
2. How these services are designed, structured, managed and delivered.
3. Best practice in organisational arrangements for the delivery of contemporary corporate services.
4. Best practice in the design and make up of relevant Boards of Management, including the relative merits of different models/structures.
5. Best practice in the management of portfolio-wide issues, including strategy-setting, resource management, reporting, performance management, etc.
6. Transition and implementation plans to accompany any recommendations.
7. Ensuring the ongoing and continued delivery of high quality services to the community.

A final report must be delivered to the Public Service Commission, acting as Project Manager.

## Scope

The following issues are considered in scope for the proposed project:

- options for the organisational structure of the PSBA, including executive leadership and management, governance and accountability
- portfolio operations, including decision-making, strategic planning and resource management, and
- the operation and design of the PSBA Board, including key accountabilities, performance management, resource management and allocation, strategy setting and reporting
- implementation plan for the preferred option.

The following issues are considered out of scope for the review:

- portfolio budget and funding model
- operating models of QPS and QFES.

## Requirement

The full review of the PSBA will be completed by the end of November 2015.

The successful supplier's report will therefore be required by no later than 25 September 2015. A draft report must be submitted no later than 18 September 2015.

All reports must be submitted to the PSC Project Manager.

## Governance

The successful supplier will be expected to meet weekly with the PSC Project Manager. These meetings will consider progress against the project plan, key issues and challenges and agree next steps.

The successful supplier will also be expected to meet regularly with the Senior Officers' Group. These meetings will consider progress against the project plan, and will also be a sounding board for emerging findings and possible recommendations.

The successful supplier will also be expected to present to the Steering Committee:

- at the start of the project, to cover proposed methodology and approach;
- to present key conclusions and emerging findings; and
- to present the final conclusions and recommendations and a proposed implementation plan.

### **Evaluation Criteria**

All tenders will be evaluated in line with Queensland Government practices. The core evaluation criteria against which tenders will be assessed will be:

- the proposed methodology and approach;
- the proposed project plan;
- the proposed team; and
- value for money.

These assessment criteria will be applied in equal measure, with no weighting for particular criteria.

### **Timing and Contacts**

Tenders must be submitted by 5:00pm EST on 21/8/15 to Nikolai Nehring (Nikolai.Nehring@psc.qld.gov.au).

Questions regarding this project specification must also be referred to Nikolai Nehring in the Public Service Commission (Nikolai.Nehring@psc.qld.gov.au and 07 3003 2843).

## Appendix 7: Best practice analysis from other jurisdictions (undertaken by Bushell & Cornish)

Research from other jurisdictions was conducted to determine the way in which other public safety agencies receive a range of corporate services.

Jurisdictions were identified as being reasonably-comparable to Queensland with respect to:

- resourcing with respect to demand for service, for which we take the prevailing level of economic development as proxy;
- range of sizes of population served (from smaller through equivalent to larger populations);
- implicit cultural background, for which the medium (language) of communication is taken as proxy.

Services were categorised according to transactional, tactical, operational and strategic services. Whether or not the agencies performed an oversight role was also considered.

A summary analysis from these jurisdictions is provided in the table below. Note, the table describes the distance of the function from the frontline agency, i.e.

- 0: denotes location of a function at the frontline agency (or in the case of co-ordination, to the lowest-possible level of coordination with the relevant jurisdiction)
- 1: denotes a combination of functions, some located at the frontline agency and some removed
- 2: denotes removal of a function from the frontline agency to some relatively centralised body
- X: denotes absence of the function

	Transactional	Tactical	Operational	Strategic	Oversight
<b>Queensland</b>	2	2	1	2	1 (a)
<b>Other Australia</b>					
National	0	0	0	0	0
NSW	0	0	0	0	0
SA	0	0	0	1	1
Victoria	0	0	0	1	1
WA	0	0	0	0	X (b)
<b>Canada</b>					
Ontario	0	0	0	0	0 (c)
RCMP	0	0	0	0	
Toronto	0	0	0	0	
Vancouver	1	0	0	0	
<b>New Zealand</b>					



	Transactional	Tactical	Operational	Strategic	Oversight
Single jurisdiction	0	0	0	0	X
<b>Singapore</b>					
Single jurisdiction	0	0	0	0	X
<b>UK</b>					
London	0	0	0	0	2 (d)
Scotland	0	0	0	0	
Thames Valley	0	0	0	0	
<b>USA</b>					
Colorado	1	0	0	1	0
Iowa	2	1	0	2	X
Los Angeles	0	0	0	0	X
Louisiana	2	0	0	2	2

Notes:

- a. The appropriateness of co-ordination of the public safety portfolio by the Queensland PSBA is unclear.
- b. There is some public safety portfolio coordination in WA by SEMC, but this is not comprehensive.
- c. Public safety portfolio co-ordination is on a national Canadian basis, but through a specific coordination body.
- d. Public safety portfolio co-ordination is on a national UK basis, through the top level of government.

Key findings from the Best Practice Analysis undertaken are as follows:

1. Removal of Transactional services from frontline public safety agencies is extremely rare in comparable jurisdictions examined, other than the USA.
2. Removal of Tactical services from frontline public safety agencies is extremely rare in all comparable jurisdictions examined.
3. Removal of Strategic services from frontline public safety agencies is extremely rare in comparable jurisdictions examined, other than the USA.
4. Oversight of the public safety portfolio is handled (or not) in a great diversity of ways, requiring further discussion (see succeeding section of this report).

## Appendix 8: Summary of primary data (undertaken by Bushell & Cornish)

The following snapshot is taken from employee submissions:

- Corporate services as an enabler of emergency responders is a worthwhile concept. The difficulty is that the levels of services provided are diluted by the absence of operational expertise. Clear role and responsibility statements are not evident and there is the perception that PSBA priorities are being put before agency priorities.
- The consequent focus and clarity of purpose is distracted by competition for service especially between the QPS and QFES.
- There is residual antipathy to the conceptual model exacerbated by the perceived absence of change leadership and engagement strategies. The arbitrary transfer and forced transition of personnel especially from QPS is highlighted.
- There is evident “grow back” in the two departments of QPS and QFES as operational issues are identified.
- The inclusion of QG Air, State Government Security and Blue Card Services are seen as distractions from the “main game”.
- Regional clients are underserved and believe there is a poor understanding of regional priorities in asset management and linkage to senior executives.
- There is confusion around the strategic and operational elements of PSBA services. Clarification may require modifications to legislation defining PSBA support services as a Corporate Service which is transactional and / or tactical for QPS and QFES.
- There are (should) be advantages of the shared portfolio model. The IT structure should assist this but is confused by lack of clarity of “ownership” between agencies.

In summary, there appears to be a loss of identity and a sense of disconnection from partner agencies which has caused a lack of clarity in client expectations.

The lack of change management and communication engagement during the transition has caused staff to perform business as usual in a shifting environment.

There is a dependency on “who you know” (relational operating model) rather than operating independently as a fully integrated end to end service delivery entity. This is a major factor preventing the PSBA from achieving its original goals and is exacerbated for some regional staff who feel isolated and challenged by multiple points of accountability.

