

# **The Out of the Blues Program: Process Evaluation Report**

**Research and Prevention Division  
Criminal Justice Commission**

**April 1999**

**The CJC's mission is to promote integrity in the Queensland Public Sector  
and an effective, fair and accessible criminal justice system.**

© Criminal Justice Commission 1999

Criminal Justice Commission  
557 Coronation Drive  
Toowong Qld

PO Box 137  
Brisbane Albert Street Qld 4002

Tel. 33606060  
Fax. 3360 6333

Web site: [www.cjc.qld.gov.au](http://www.cjc.qld.gov.au)

Email: mailbox@cjc.qld.gov.au

# Contents

<b>Acknowledgments</b>	<b>iv</b>
<b>Abbreviations</b>	<b>iv</b>
<b>Executive summary</b>	<b>v</b>
<b>1 Background</b>	<b>1</b>
1.1 Stress in the workplace	1
1.2 Stress in the public sector and the private sector	1
1.3 Stress-management programs	2
1.4 Stress in the Queensland Police Service	4
<b>2 Evaluation methodology</b>	<b>5</b>
2.1 Evaluation framework	5
2.2 Process evaluation methods	6
<b>3 Results</b>	<b>9</b>
3.1 Interview with the Program Coordinator	9
3.2 Interviews with Assistant Commissioners	11
3.3 Interviews with Regional Project Coordinators	11
3.4 Critical features of the program	11
3.5 An example of a successful innovation	14
<b>4 Conclusions and recommendations</b>	<b>19</b>
4.1 What's working and what's not?	19
4.2 Implications of the findings	25
<b>Appendices</b>	
Appendix A Interview Schedule for Regional Project Coordinators	27
Appendix B Interview Schedule for Assistant Commissioners	39
Appendix C Proposed Participants' Survey	47
Appendix D RPC Resource Kit (NOT AVAILABLE IN THIS ONLINE COPY)	
<b>References</b>	<b>90</b>

## Acknowledgments

This paper was prepared by Margot Ffrench of the Research and Prevention Division of the Criminal Justice Commission.

We would like to thank Ms Ruth Tyman, Mr Andre Botha and Dr Chris Leithner of the Queensland Police Service for their contributions to the evaluation, as well as all the Assistant Commissioners and Regional Project Coordinators who contributed energetically to the data collection process.

### Abbreviations

AC	Assistant Commissioner
CJC	Criminal Justice Commission
HRM	Human Resource Management
HSO	Human Services Officer
OHS	Occupational Health and Safety
PPA	Performance Planning Assessment
QPASS	Queensland Public Agency Staff Survey
QPS	Queensland Police Service
RPC	Regional Project Coordinator

## Executive summary

This report arose from a request by the Queensland Police Service (QPS) to the Criminal Justice Commission (CJC) to evaluate the implementation within the QPS of the program *Out of the Blues*. The program was initiated by the State Government in 1995 in response to the dramatically rising number of claims for stress being made by Queensland public servants over recent years.

Organisational stress can harm employees (their health and quality of life) and the organisation in general (attendance to duty and overall productivity). The *Out of the Blues* program, as implemented in the QPS, has been an important attempt to combat this problem, *and the Service is to be commended for resourcing the program*. However, this evaluation has found that the program failed to reach the goals it set itself. This does not mean *Out of the Blues* is unworkable. Indeed, we strongly recommend that it continue, but with substantial modifications to allow it to fulfil its potential.

### Background

The *Out of the Blues* program was launched in 1995 when the State Labour Government funded five state departments (Police, Health, Education, Family Services, and Corrective Services) with a sum of money proportionate to each department's number of employees. In the case of the QPS this was \$290,000. The program was overseen by the then Public Sector Management Commission (now the Office of the Public Service).

Each department was instructed to focus their interventions in five areas:

- organisational change
- risk assessment
- manager/supervisor training programs
- individual employee programs
- claims management and rehabilitation.

With the change of government in 1996, all State Government funding for the program was withdrawn. In response to a formal proposal by the Program Coordinator, the QPS continued the funding, but the program lost much of its initial impetus because of reductions in external support and a cut to internal staffing. However, the Senior Executive Committee of the QPS continued to support the program and senior management involvement in the program increased.

### ***Out of the Blues in the QPS***

In the 1991–92 financial year, 22 stress claims were lodged by QPS employees, costing the Service \$4,552 in that year. In 1995–96, 133 stress claims were lodged, costing \$2,831,376.

To identify the causes of the sharp rise, the QPS surveyed staff in 1996. This 'Occupational Stress Strategy' survey found the major sources of stress to be:

- lack of supportive leadership
- excessive work demands
- lack of participative decision making
- poor administration
- poor communication.

The QPS selected the following three organisational change strategies to deal with the identified stressors:

1. provide training in communication and consultation processes to managers and supervisors
2. establish appropriate mechanisms for communication and consultation in each work area
3. rationalise current work practices.

These strategies were then implemented as part of the *Out of the Blues* program.

### **Evaluation findings**

Several models were used to provide a framework for the *Out of the Blues* evaluation. Within a *process–impact–outcome* framework, this report presents the initial *process* evaluation findings aimed at assessing the concordance of the program implementation with its goals. Also considered was the Occupational Health and Safety Risk Management Model developed by Comcare Australia (1994 and 1997), as well as other intervention theories, such as diffusion theory.

Information was collected through a series of semi-structured interviews with a sample of program and management staff, document review, and observation. Answers were sought to the following questions:

- To what extent is the delivery of services consistent with program design specification (i.e. does the program, as it has been implemented, match what the planners had intended)?
- To what extent is the program reaching the appropriate target population?
- What resources are being or have been expended to conduct the program?

Initial plans for the program outlined a number of locally based strategies to deal with the major stressors. These included training in effective meeting procedures, management by walking around, situational leadership training, team/group meetings, use of email and the Bulletin Board, staff member recognition, roster review and consultative committees, to mention but a few.

After 18 months, however, most of these projects had failed to reach a point where they might have become effective. Reasons for failure include:

- a perceived lack of managerial and practical support
- inadequate training to undertake the role of Regional Project Coordinator
- lack of time away from normal duties to devote to the program
- budgetary constraints
- lack of administrative support
- poor direction.

In addition, monitoring of program implementation was inadequate, although this was due to a lack of training rather than an unwillingness to undertake the task. Records were not generally kept of the numbers of participants in any of the activities, which further complicated any attempt to assess the likely impact of the program on its recipients. Without reasonable levels of participation by the targeted group (in this case all QPS personnel), it cannot be expected that any program will be effective.

In summary, at this time:

the program, as implemented, has not matched its intentions as envisioned  
the program has not reached its target population  
resources (such as staff, time and materials) have been inadequate.

## Recommendations

As demonstrated by this evaluation, the *Out of the Blues* initiative is unlikely to be successful unless some major modifications are made to the way the program is planned and implemented. The major recommendations for program reorientation are:

- to ensure the program is implemented statewide as core QPS business, with full and demonstrable support from management

- to make coordination between all QPS resources that address organisational stress — Human Services Officers, Absenteeism Committees, Human Resource Management, Employee Assistance Schemes, Rehabilitation Officers, Peer Support Officers and so on — a program requirement

- to ensure the program covers all or most of the identified stressors in a coordinated fashion, rather than a series of smaller, unrelated projects that only address single stressors

- to ensure the program uses strategies proven to be effective in other workplaces.

In addition, the report makes a number of more specific recommendations addressing various aspects of the program.

Until the program has been properly implemented, there is little to be gained from conducting further statewide surveys to assess the program's impact or effectiveness, as the findings would be uninformative. Another baseline survey may be useful to assess current stress levels, but the findings must be analysable at district level and provide meaningful data on local issues.





# Chapter 1: Background

## 1.1 Stress in the workplace

The term ‘job stress’ or ‘occupational stress’ is often used to describe mental health problems that have some causative basis in the workplace and are probably amenable to workplace interventions. In recent years ‘stress’ has become a major concern for employers, employees, insurance companies and governments, with the numbers and costs of workers compensation claims for stress escalating dramatically. North American research reported by the US National Institute for Occupational Safety and Health, for example, identified psychological and mental health problems as among the 10 leading work-related diseases and injuries (Cooper & Williams 1994).

While difficult to define, ‘stress’ can be thought of as ‘a perceived imbalance in the interface between an individual and the environment and other individuals’ (International Labour Office 1992, p. 3). Rising levels of stress in the workplace can sometimes be adaptive and associated with enhanced productivity, but chronic exposure to stressors is more likely to produce ill effects. This can not only have a serious impact on all aspects of an individual’s life and health, but can also profoundly affect productivity and other aspects of the organisation, including absenteeism rates and compensation claims.

At the most general level, the recent increase in stress-related difficulties observed in the workplace can be linked to the changing nature of work, the increased pace of change, structural reform processes, changing work processes, new technologies, competing demands, multiskilling and loss of job security (Cotton 1995). Mediating factors such as mismanagement of conflict, poorly handled performance counselling, reactions to management decisions, negative interpersonal relations with peers, and perceived lack of recognition by supervisors and managers have also been shown to predict stress problems (Hart & Wearing 1995). When such factors are not directly managed as they arise, the individual involved feels unsupported, communication becomes more likely to break down, and alienation tends to follow (Cotton 1995). It is then only a short step towards transforming a work problem into a clinical condition and relocating it into the compensation arena (Toohey 1995).

## 1.2 Stress in the public sector and the private sector

In a study made in the early 1990s, Comcare Australia assessed the proportion of stress claims made by public and private employees across several States (Toohey 1993). The results of this study revealed that significantly more claims had been made by the public sector than the private sector, a disparity Comcare related to two main differences:

- the nature of the work carried out by the public sector, which generally involves a high degree of community work and direct dealing with the public; and
- the career path encouraged by the public sector — there are few alternatives for service careers, such as the police service, offered by the private sector.

Comcare also found that employees in public contact agencies:

- experienced more traumatic situations and took more leave for stress
- experienced more conflict with peers and reported more illness and took more leave for conditions associated with this conflict
- reported more diagnoses of conditions and took more leave for conditions associated with conflict with supervisors
- reported diagnoses of a work-related condition associated with forced relocation or redeployment.

Organisational and managerial factors can also play a very important part in determining the nature and extent of stress in an organisation. Examples relevant to law enforcement agencies in particular include:

an autocratic militaristic model  
a hierarchical structure  
poor supervision  
lack of employee input into policy and decision making  
excessive paperwork  
lack of administrative support  
role conflict and ambiguity (lack of organisational mission, values, goals and objectives)  
inadequate pay and resources  
adverse working schedules  
boredom  
unfair discipline, performance evaluation and promotion practice  
uncertainty about relocation  
the possibility of being the subject of a complaints investigation  
being at risk of contracting AIDS or hepatitis  
working long or unpredictable hours  
having to use considerable force to restrain offenders or suspects  
receiving inadequate encouragement from senior colleagues  
having to meet deadlines  
being scrutinised by senior police officers  
having to do shiftwork  
being given inadequate scope to use discretion in enforcing the law  
being given inadequate scope to show initiative  
being responsible for the work of junior officers (Ayres & Flanagan 1990; Alexander, Walker, Innes & Irving 1993).

### 1.3 Stress-management programs

A variety of strategies have been developed in an attempt to deal with stress in the workplace. In the United States the emphasis has been very much on programs that help individuals control stress, while in other countries, particularly Western Europe, the emphasis has been on structural change aimed at improving the fit between employees and their work environment.

In Australia there has been an increase in recent years in the variety and types of programs aimed at alleviating stress in the workplace, but the quality of programs has often been poor and there has been little effort directed at developing, implementing and evaluating programs (Cotton 1995). Comcare Australia (1994)<sup>1</sup> has tackled these problems by developing an Occupational Health and Safety (OHS) Risk Management Model. The model adopts a 'whole of systems approach' and is suitable for application to small and large organisations, in all work environments, and for the prevention of any type of work-related injury or disease. It aims to:

- improve employee communication and management skills
- increase job satisfaction
- attain greater employee commitment to achieving organisational goals
- improve communication through all levels within the organisation
- increase organisational efficiency and productivity.

The OHS Risk Management Model provides six general principles for the integration of OHS risk management into an organisation's daily business operations (see figure 1.1). The principles are:

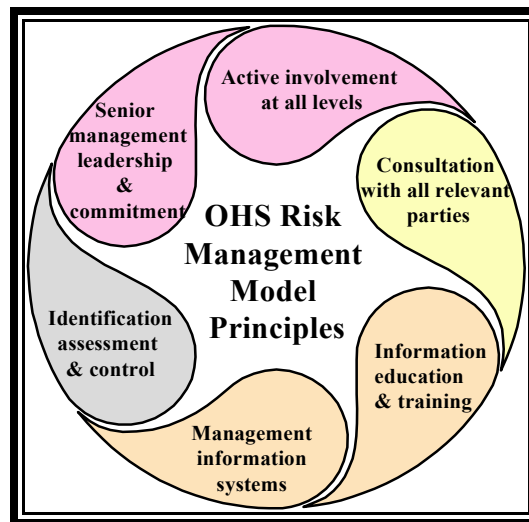
---

<sup>1</sup> The OHS Risk Management Model has been used as the basis for four cooperative projects dealing with occupational stress in the (then) Department of Social Security, the Department of Employment, Education, Training and Youth Affairs, the Australian Federal Police, and the Joint House Department (Comcare Australia 1997).

---

- senior management leadership and commitment
- active involvement at all levels (of each individual in the workplace)
- effective communication through consultation with all relevant parties (including managers, supervisors, unions and employees)
- provision of appropriate information, education and training
- the development and implementation of an appropriate management information system
- risk identification, assessment and control at workplace level.

**FIGURE 1.1: Elements of the OHS Risk Management Model**



Of the six steps in the model, Comcare insists that two are crucial to the success of an occupational stress-prevention program. The first is senior management leadership and commitment and the other is risk identification, assessment and control. Comcare argues that only senior managers are strategically placed in organisations to provide the necessary leadership, commitment and resources to ensure that:

- OHS principles are included and remain a high priority in corporate policy and business management planning;
- OHS risk management is integrated into organisational business management systems and daily operations; and
- all employees are directly involved in OHS risk management.

According to Comcare, the roles that should be allocated to senior managers include:

- approval of the program and allocation of adequate resources
- undertaking consultation with unions and employee representatives
- participating in the steering committee
- developing implementation plans
- integrating each prevention strategy with mainstream business
- publicising and promoting the program's status
- ensuring the plans are implemented
- monitoring progress.

Comcare stresses that without leadership and commitment no program to reduce the incidence of occupational stress in an agency can succeed (Comcare Australia 1997, p. 12).

## 1.4 Stress in the Queensland Police Service

The numbers and costs of Queensland Police Service (QPS) claims for stress have risen dramatically in recent years. In the 1991–92 financial year, 22 stress claims were lodged, costing \$4,552 in that year. In 1995–96, 133 stress claims were lodged, costing \$2,831,376.

In response to these trends, an Occupational Stress Strategy survey by the QPS (Tyman 1996) identified the major determinants of distress within the QPS as:

- lack of supportive leadership
- excessive work demands
- lack of participative decision making
- poor administration
- poor communication.

The implications of these results were discussed with representative groups of QPS employees in each region/command and specific strategies for reducing stress and improving morale were developed. These included:

*Training in communication and consultation processes.* Managers/supervisors were to be trained in communication skills (such as active listening, acknowledging performance, facilitating effective group discussions). Once trained, managers/supervisors were to hold regular staff meetings in their work areas and maintain contact with employees by practising management by walking around and implementing an open-door policy.

*Establishment of communication and consultation processes.* Managers were to be trained in the principles of consultation so as to establish suitable mechanisms for consultation in their work area (e.g. consultative forums) and offer feedback to all employees in their area regarding decisions made as a result of consultations.

*Rationalising current work practices.* Current work practices were to be reviewed, including issues such as simplifying/streamlining procedures, eliminating duplicate and ineffective procedures, reducing the number of tasks for other departments and seeing if existing resources were sufficient to perform reviewed work practices.

To implement these strategies, the *Out of the Blues* program was activated in a number of different districts/regions across the State in September 1996. Each project was designed to implement at least one of the above strategies.

The implementation strategy for the program recommended that an evaluation begin in February/March 1998. This report summarises the initial *process evaluation* made at that time.

## Chapter 2: Evaluation methodology

‘The little boy who shouted that the emperor was stark naked first suggested the power of the unbiased observer’. (King, Morris & Fitz-Gibbon 1990, p. 25)

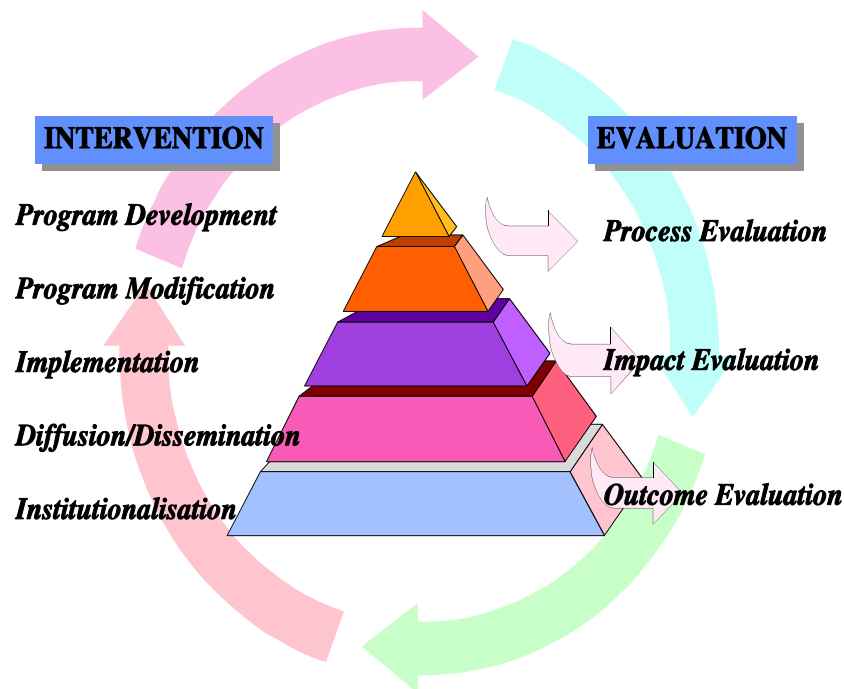
### 2.1 Evaluation framework

According to Morris & Fitz-Gibbon (1990, p. 15), ‘Early evaluation can reveal programmatic concerns or strengths as well as create a historical record of the program which may be of value to others who want to implement it or a similar program’. There can be two types of evaluation:

- a summative evaluation conducted at the end of an intervention which summarises its main effects;
- or
- a formative evaluation which can provide timely information to prompt staff or planners to reflect periodically on whether the program is the one they want, and may provide the opportunity to re-examine their initial thinking.

A formative evaluation, within a *process–impact–outcome* framework, was considered to be the more appropriate for the *Out of the Blues* program. Figure 2.1 depicts how evaluation and program development can work together in a cyclic manner so that the evaluation results can be used productively to inform program development, modification and implementation.

**FIGURE 2.1: The relationship between program implementation and evaluation**



In the long term, the overall effects or outcomes of a program cannot be measured until it is clear that the program has been implemented properly and has reached a large proportion of the targeted participants (King, Morris & Fitz-Gibbon 1990, p. 10). Often the reason that an impact or outcome evaluation shows no effect is not that the program has been ineffective but rather that its implementation has been faulty or incomplete. It is therefore very important that the process and impact/outcome evaluations are considered together to establish the overall effects of the program. Table 2.1 indicates how process and impact/outcome measures can interact.

**TABLE 2.1: How process/impact evaluation findings can interact**

			Process evaluation shows ...	
			Intervention as planned?	
			Yes	No
Impact evaluation shows?	Desired impact	Yes	Intervention works. No changes in basic intervention needed.	Something works. Look for alternatives to plans that may have led to success
		No	Intervention does not work. Try something else.	Did not learn anything. Start over.

Source: Karchmer & Eck 1998, p. 140

In the case of *Out of the Blues*, the *process evaluation* aims to assess the concordance of program implementation with its goals. The *impact evaluation* will gauge the extent to which the program has caused change in the desired direction. In the case of *Out of the Blues*, it will assess the program's effects regarding levels of stress, workloads, supervision, leadership, participative decision making, administrative and communication practices, role clarity, and goal incongruence. The *outcome evaluation* should then gauge the effects of the program on levels of absenteeism, staff efficiency or effectiveness, staff turnover, and morale.

This report is the first in a series of reports for the program. It summarises the findings of the first stage in the evaluation cycle only — the *process evaluation*.

## 2.2 Process evaluation methods

### 2.2.1 Evaluation questions

To assess the concordance of program implementation with its goals, the process evaluation posed three important questions:

1. To what extent is the delivery of services consistent with program design specification — i.e. does the program as implemented match what its planners intended?
2. To what extent is the program reaching the appropriate target population?
3. What resources are being or have been expended to conduct the program?

### 2.2.2 Data collection

Data were collected in the following ways:

1. Through semi-structured interviews of:
  - the Program Coordinator
  - a sample of Regional Project Coordinators (RPCs)
  - a sample of Assistant Commissioners (ACs)
 on the following topics (see appendices A and B):
  - Project description and organisational support*
  - project description and context
  - project history and origins
  - project support

*Project design*

project rationale, goals and objectives and time frame  
project materials and facilities

*Project delivery*

project activities  
project evaluation and monitoring  
project personnel  
staff satisfaction  
project participants  
project budget

2. Through review of:
  - the Program Coordinator's files
  - the RPCs' project plans, meeting notes, surveys etc.
3. Through observations at:
  - the annual *Out of the Blues* Conference held at Bribie Island, February 1998
  - an *Out of the Blues* quarterly meeting in South Eastern Region.

An anonymous staff survey was also designed to assess the awareness of, and attitudes towards, the *Out of the Blues* program at a local level (see appendix C). However, support for undertaking such a survey was not forthcoming from the RPCs, primarily due to the belief that the majority of officers would not be aware of either the overall *Out of the Blues* program or the local project initiatives. It is suggested that future evaluations undertake such a survey, modified for the local environment and relevant to the specific project, to establish participants' views and satisfaction levels with the program.

### 2.2.3 Sample selection

The initial intention of the process evaluation was to interview *all* RPCs and ACs associated with the *Out of the Blues* program. However, as the interviews took place, the repetitiveness of the responses from all interviewees — RPCs and ACs alike — suggested that it would be more cost-effective to limit the interviews to a relatively small sample of staff only. Similar comments and difficulties were noted from most respondents regarding training, planning, communication, implementation and evaluation for localised *Out of the Blues* projects. The loss of the Program Coordinator during that time also made the evaluation problematic.

Table 2.2 (next page) gives a break-down of staff numbers involved with the program since its inception and those interviewed for this evaluation.

It should be noted that:

Most regions have had several RPCs over the past two years. Generally, only the current RPC was approached to be interviewed.

Owing to the relocation of most ACs at the beginning of 1998, the interview content spanned the implementation of *Out of the Blues* across two regions for each AC — both their current and former locations.

For logistic and financial reasons, it was not possible to interview representatives of distant regions in person.

**TABLE 2.2: Sample selection for process evaluation interviews**

Region/Command	Total number of RPCs (current and past)	Number interviewed for evaluation	
		RPC	AC
CJC Police Group	3	1	W
State Crime Operations	3	1	W
Central	2	0	W
Metro South	2	2	U
Metro North	2	1	U
Northern	2	0	W
Far Northern	3	0	W
Southern	2	1	U
Operations Support	2	0	W
South Eastern	2	1	U
North Coast	2	0	W
Corporate Services	1	1	W
<b>Total</b>	<b>26</b>	<b>8</b>	<b>4</b>

#### 2.2.4 Limitations of review

As this is a process evaluation only, we have not attempted to measure the impact or outcomes of the program in terms of health changes, morale or absenteeism levels. The study can act as a pointer, though, towards the likelihood of these changes occurring given the processes involved in the implementation of the program in its initial stages.

Not all program staff were interviewed; therefore, the conclusions drawn from this evaluation may not be completely representative of all projects undertaken for the program.

This is a qualitative review — quantitative data were not sought as they were not considered appropriate for this type of evaluation.



## Chapter 3: Results

### 3.1 Interview with the Program Coordinator

Information on statewide data collection, program development and progress was provided by the *Out of the Blues* Program Coordinator (Ruth Tyman).

#### 3.1.1 Statewide data collection

Prior to the statewide funding cuts, some departments (including the QPS) were able to conduct the standardised survey of organisational stress using the Queensland Public Agency Staff Survey (QPASS) instrument. Survey design and analysis were done by an external consultant, Peter Hart of the University of Melbourne, and funded by the Australian Research Council.

It was thought that these data could provide baseline information on organisational stress within the QPS, and, with repeat measures a year or two later, provide some evidence of change following interventions implemented by the *Out of the Blues* program. The data were instrumental in the formulation of the *Out of the Blues* statewide plan to reduce organisational stress by targeting communication and other issues considered of greatest relevance within the QPS. These results have already been published and disseminated (see Tyman 1996).

#### 3.1.2 Program development

The primary activities of the Program Coordinator are summarised in table 3.1 below.

An implementation committee was also established. With the guidance of the Program Coordinator, this team developed the Project Resource Kit (see appendix D) and selected and trained the RPCs for the project. Once these goals had been achieved, the group was disbanded and a new group formed under the auspices of the Deputy Commissioner.

Each RPC and manager received the Project Resource Kit, which provided clear advice on how to draft and implement a plan, how to undertake strategic development for this plan (including focus groups, networking and marketing strategies) and how RPCs could support managerial implementation of these innovations. Suggested interventions and strategies were also listed (see table 3.2 over page), and advice on how to evaluate these interventions was provided.

**TABLE 3.1: Summary of Program Coordinator's primary activities**

---

To develop a project resource kit
To conduct workshops/training sessions
To maintain contact with statewide committee
To implement/maintain contact with Police Senior Executive
To maintain contact with RPCs
To collect regular ongoing data from RPCs

---

**TABLE 3.2: Suggested projects and regional strategies (Project Resource Kit)**

Suggested Projects	Regional Strategies
Recognition/reward systems	Senior managers to appoint representatives
Performance management/career planning	Senior managers to use Executive Performance Planning Assessments to document progress
Complaints/discipline	Senior managers to establish consultative committees
Rostering	Senior managers encourage management by walking around
Reducing paperwork	Managers to hold team meetings
Management by walking around	Managers to use email
Team meetings	Managers to use PPAs to document progress
Consultative committees	Managers to do shifts
Inductions	Encourage management by walking around
Using the bulletin board to consult with staff	Social functions to be held regularly
Leadership training	Provide training in communications
Divisional/regional management teams	
An integrated approach to improving communication	
Other individual projects	

### 3.1.4 Program progress

In the first year of the program, two workshops were held with the RPCs to maintain contact and provide support. It became fairly clear as time went on, however, that the program required constant modification and reconceptualisation. Initially, RPCs were responsible for drafting a project plan for their individual district or command. This process included talking to a representative group of officers and other staff in the RPC's area, obtaining support and commitment from managers, and identifying the most appropriate intervention for the local environment. The managers were then required to build this plan into their next Performance Appraisal by choosing a project activity, overseeing its implementation and regularly reporting on its progress to their supervisor.

The extent to which these plans were implemented in line with the recommendations of the Project Resource Kit, however, was unclear to the project committee. There was some concern that the RPCs may have been overwhelmed by the complexity of the tasks required, or simply had too little time to do them thoroughly. It did become clear, though, that each group approached the tasks at hand in a different way, and each chose a different type of intervention for its area — some more elaborate than others. It was thought that some groups had moved forward with full-scale projects, but others participated only minimally.

Assessing the extent of progress was further hampered by inconsistent reporting by RPCs — initially, project reports were comprehensive, but in time the quality and quantity of the reports slipped to an unsatisfactory level. It became clear to the committee that the RPCs required greater support, particularly from their managers, as well as statistical monitoring of their interventions. Furthermore, RPCs with project-management experience or training, or greater project time allocation, seemed more able to provide evidence of project progress than those with little experience, training or time.

It also became apparent that very few managers had committed themselves to the project, as evidenced by a failure to implement the interventions as planned by the Program Coordinator or RPCs. Furthermore, despite recommendations for training in project procedures for these managers, other training priorities prevented this from happening. Consequently, it was thought by the implementation committee that few *Out of the Blues* initiatives were implemented in the manner envisioned.

On the basis of information supplied by the RPCs, the Program Coordinator provided several progress reports to the Senior Executive Committee.

### **3.2 Interviews with Assistant Commissioners**

In interviews with the ACs, all acknowledged the potential for organisational stress within the QPS and supported giving priority to activities to reduce it. However, many were critical of the findings of the QPASS, pointing to its inadequacy regarding locally usable information.

Many were also particularly critical of the findings regarding lack of communication, and gave numerous examples of innovative communication processes and networks aimed to improve morale and reduce stress within regions. Most of these activities had been established quite independently of the *Out of the Blues* program — examples include Crop-A-Cop (Bluey Day), regular district officer and officer in charge meetings, the use of email and the Bulletin Board, management by walking around, police games, social gatherings, and regular visits to all divisions/districts within their command or region.

Most ACs believed that ‘official’ *Out of the Blues* projects were too limited and localised. As managers, they generally preferred to address the issue of organisational stress in their region in a holistic way, taking into consideration all activities, not simply the projects labelled as *Out of the Blues*.

Without exception, all ACs agreed that *Out of the Blues*, as a program to reduce organisational stress, should be QPS core business statewide.

### **3.3 Interviews with Regional Project Coordinators**

Interviews with the RPCs revealed that they felt quite overwhelmed with *Out of the Blues* — ironically, it would probably be fair to describe the program as a significant stressor in their professional life. Briefly, the majority felt that training for the position and the tasks required of them were inadequate, managerial support was limited, time to undertake *Out of the Blues* activities apart from their normal duties was not provided, budgetary constraints were considerable, direction for the program was lacking, and the projects were generally poorly developed and implemented.

### **3.4 Critical features of the program**

The critical features of the program, outlined below, were obtained from interviews with RPCs and ACs.

#### **3.4.1 Description and context**

Table 3.3 (see page 15) highlights a sample of projects selected by the regions for implementation across each of the identified sources of stress. Quite a number of activities were implemented for each priority stressor, indicating a good attempt to meet the objectives of the program. Unfortunately, however, few of the projects have yet reached a point where changes in either health or absentee levels might be expected.

#### **Origins of projects**

Most projects were chosen by the RPCs from the guidelines presented in the Project Resource Kit (e.g. management by walking around, using the Bulletin Board for communication, team meetings). All were aimed at reducing stress within the entire population of each region. However, there is little evidence in

the literature or from other organisations that these types of interventions have had a direct impact on levels of stress or morale. Nor were any pilot studies undertaken through *Out of the Blues* to gauge the efficacy of such interventions within the policing environment. Notable exceptions were the rostering project at Metro South and the pilot projects for PPAs in Southern and South Eastern regions, although planning, staffing and funding for these projects appear to have been arranged prior to implementation of the *Out of the Blues* program and would probably have proceeded quite independently of this program.

Not one of the RPCs was able to identify a previous project within the QPS aimed at addressing organisational stress prior to *Out of the Blues*. It is commendable, therefore, that some attempt has been made to develop such projects now, even if most have not yet been implemented to the extent where changes might be expected.

### **Support**

*Management.* As mentioned above, most ACs were keen to acknowledge and address organisational stress in their region in a coordinated and forceful fashion. However, many were antagonistic towards the *Out of the Blues* program for reasons mentioned earlier, and some may have failed to provide the demonstrable support required to implement individual projects to the degree required.

*Selection and training.* Most RPCs were generally nominated without thought to their qualifications or interest in the program. This made it very difficult for many of them to apply themselves to their projects to the extent required for effective change. In addition, a training course designed for managers to oversee the project did not proceed due to a change in program staffing.

*Infrastructure.* It was thought that 30 per cent of most RPCs' time would be devoted to *Out of the Blues*. This did not happen. The normal duties of most RPCs were not reduced, which in turn made it virtually impossible for them to do the activities required for the program. Furthermore, administrative support was not provided (for activities such as survey administration, meeting minutes, and phone calls), which also added to the burden on the RPCs.

## **3.4.2 Design**

### **Rationale, goals, objectives and time frame**

Most RPCs were able to produce detailed action plans for the implementation of their local projects, based on guidelines developed for the Project Resource Kit, but few were able to document in detail how these plans related to the stressors in their regions. Few of the plans had measurable performance indicators, and most RPCs commented that, once written, the plans were never referred to again. In practice, therefore, the plans were generally not useful or relevant to the implementation of most local projects, promising activities that failed to happen for a number of reasons (see below).

### **Materials and facilities**

An excellent Project Resource Kit was developed by the Program Coordinator, which thoroughly documented how to plan, market, implement and evaluate locally based projects in a simple step-by-step way (see appendix D). However, few RPCs referred to or used this kit, with most suggesting that it was either too complex or not relevant. Clearly, proper use of the kit calls for training and support (which need to be practical and ongoing), both of which seem to have been inadequate. There is also the question of the expertise and experience brought to the position by each RPC — greater consideration should be given to the expertise of appointees in order to enhance the potential success of the program. No other materials or resources were used by any of the projects undertaken.

### 3.4.3 Delivery

#### Project activities

Few projects successfully introduced regular, consistent activities. Several attempted to introduce periodic meetings designed to improve communication (such as team meetings, inter-divisional meetings and training sessions), but these failed to recur regularly, ultimately ‘fizzling’ into disuse.

#### Evaluation and monitoring of projects

Several RPCs undertook local surveys to detect levels of stress within their local regions prior to implementing their projects. These actions are to be commended as, theoretically, they are the correct approach for undertaking a local initiative. However, the QPASS instrument cannot be considered to be ‘user-friendly’ and all RPCs found it impossible to analyse their findings, let alone ensure the representativeness of their sample.

It must be kept in mind that most research techniques require advanced training and skills not generally used in policing. Clear written guidelines and stronger support and guidance from the Program Coordinator are therefore needed for such activities to be successful at this level. It is unfair to expect RPCs to develop research skills without support and training.

Therefore, due to circumstances beyond the control of RPCs, attempts to estimate local stress levels or organisational issues before implementing the project were unsuccessful. As a result, the monitoring or evaluation mechanisms for local projects was relatively nonexistent, which was a further source of confusion and frustration for the RPCs. Ultimately, of course, this means that it would have been impossible to measure, at a local level, the success of each initiative on the expected outcomes.

#### Project personnel

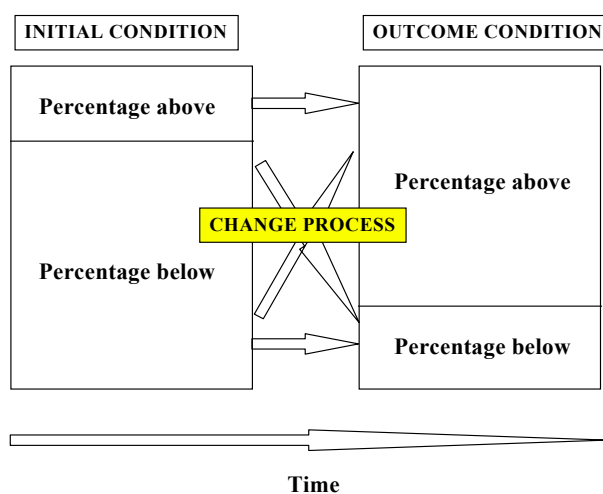
Very few project staff initially appointed as RPCs are still functioning in this role and there has been considerable staff turnover. (In some instances up to three officers have performed the role of RPC in their region over the past 18 months.) This has led to a fragmented approach to project design and implementation, a lack of effective training for the role (few of the later-appointed RPCs had done any training), poor communication between project staff and the Program Coordinator, and a failure to maintain a visible profile for the program within each region.

#### Project participants

It is impossible to estimate the number of staff involved in *any* of the projects, as participation records were not generally kept, but the consensus of opinion among most RPCs was that there was poor participation in most activities.

Without reasonable participation by the targeted group (in this case all QPS personnel), it cannot be expected that any program will be effective. Workplace interventions require a large proportion of the target population to be involved before changes in the expected direction can occur (such as reduced absenteeism or increased morale). There will always be a threshold level, beyond which some participants will never move (see figure 3.1). Therefore, the greater proportion of staff who participate in the program, the greater the chances of effectively changing levels of the targeted stressors, behaviours or outcomes.

**FIGURE 3.1: Program effects depicted as a change in the proportion of a population above a criterion threshold of well-being**



### Project budget

Apart from the initial funding for the Program Coordinator and completion of the survey, individual funding was not provided for any of the regional projects. This could be considered inadequate, given the extraordinary outcomes expected of the program (such as reduced absenteeism and stress-related claims). As mentioned earlier, support was also inadequate for project staff time, administrative requirements and project materials.

## 3.5 An example of a successful innovation

Several *Out of the Blues* projects are to be commended for their seemingly successful implementation despite considerable difficulties during establishment. One of these is described below.

The quarterly *Out of the Blues* meetings conducted by South Eastern Region are particularly noteworthy for their effectiveness in providing a well-planned communication tool between senior management and all levels of staff. Senior management appear to have supported the RPC by being particularly active in the implementation and maintenance of this process, and it appears that this strong support has been instrumental in the success of the initiative. Briefly this process involves:

- representatives from each district coming together regularly (three to four times a year)
- the use of email to disseminate information about each meeting, to set agendas, to request input from all staff and to notify everyone of the outcomes for each agenda item
- current and past agenda items being addressed and then the meeting opened to the floor for other topical or individual issues (examples include police powers, parking, rostering, overtime)
- open access to the AC and other senior staff
- rewards at each session — for example, certificates for excellent work attendance were awarded during the meeting observed for this evaluation
- each meeting is followed by a social occasion (such as a sausage sizzle) which affords an opportunity to approach the AC and other senior staff informally.

The strengths of this innovation include its strong managerial support, its effective reach to *all* staff members or their representatives, consistency in timing and format and the promotion of the positive aspects of day-to-day organisational issues, not simply a concentration on organisational problems.

**TABLE 3.3: Program progress: Sources of stress, a sample of project strategies and their current status<sup>2</sup>**

Source of Stress	Program Strategies	Target	Region	Individual Project Strategies	Status
; Lack of supportive leadership	i Training in communication & consultation practices	Managers	Corporate Services	U Training in effective meeting procedures U Training in communication skills	o Not yet implemented o Partially implemented
			CJC	U Management by walking around training	o Established
			State Crime Operations	U Situational leadership training for sergeants	o Training undertaken with 30 sergeants
			Metro South	U Communication training for sergeants, senior sergeants, inspectors and superintendents	o With Regional Education and Training Coordination to finalise
			Metro North	U Management Development Program & investment in excellence (management) U Occupational Stress Strategy course (communication)	o No information provided o No information provided
			o South Eastern	o Management training	o Not implemented — in the hands of training officer <sup>3</sup>
; Lack of participative decision making  ; Poor communication	i Establishment of communication & consultation practices	Managers All staff	Central	U Development of regional communication strategies U Appointment of stress management project officer	o No information provided o Regional research undertaken
			Corporate Services	U ‘Communication is a two-way street’ — interconnecting series of meetings of work group, managers & directors U Team meetings/reports from the Senior Executive	o Not yet implemented o Established

<sup>2</sup> Representatives from all regions were not interviewed. This table highlights only a sample of projects undertaken.

<sup>3</sup> Many RPCs commented that training sessions for *Out of the Blues* had been put on hold due to the priority of new police powers legislation and its associated training requirements.

Source of Stress	Program Strategies	Target	Region	Individual Project Strategies	Status
; Lack of participative decision making  ; Poor communication	Establishment of communication & consultation practices	Managers All staff	CJC	U Management by walking around U Newsletter U Establish email contact U Guest speakers	o Partially implemented o Pending o Established o Established
			Far Northern	U Overcoming isolation at district level U Interlocking regional/divisional management structure	o Tour undertaken of isolated districts/district coordinators appointed o Teams formed
			Metro North	U Community Intervention Strategies (to reduce complaints against police) U Staff member recognition U Executive conference feedback U Peer support officers U Management by walking around	o Local surveys undertaken o No information provided o No information provided o No information provided o No information provided
			Metro South	U Regional Strategic Planning Group	o QPASS undertaken o Focus groups/interviews undertaken Oxley district with 60% staff
			Northern	U Consultative committees for conflict resolution/mediation U Consultative committees/Management by walking around	o Implemented — recommendations to AC o No information provided
			Operations Support	U Consultative committees/Quarterly meeting with AC	o Focus groups undertaken
			Southern	U Consultative Committee	o Implemented district wide
			State Crime Operations	U Management by walking around	



Source of Stress	Program Strategies	Target	Region	Individual Project Strategies	Status
; Lack of participative decision making ; Poor communication	Establishment of communication & consultation practices	Managers All staff	South Eastern	U Regional Occupational Stress Strategy Working Group U Team meetings U Use of Bulletin Board for communication U Quarterly district meetings  U Management by walking around  U Sick Leave Consultative Committee U Regional newsletter U Formal recognition for work attendance and other activities of note	° Group formed — HSO, project/training inspectors, personnel/rehabilitation officers  ° Survey of needs re Bulletin Board ° Implemented Logan and Gold Coast Districts, station representatives attend, working very well ° Partially implemented — senior staff (superintendents) work shifts ° Established ° Established ° AC achievement award plaques presented at quarterly meetings
; Excessive work demands  ; Poor administration	î Rationalising current work practices	All staff	Central	U Reducing paperwork	
			Far Northern	U Employee recognition systems	° Trial of weekly reports to regional office
			Metro South	U 'Priority Policing Project' — rosters U Regional Advisory Committee	° Local survey/focus groups undertaken ° New Computer Assisted Dispatch (CAD) software to be trialed
			Northern	U Formal & informal reward systems	° No information provided
			North Coast	° Consultative committees	° Monthly/bimonthly district/regional meetings
			Southern	U Trial of four new PPA systems  U Sick Leave Monitoring Committee U Integration of Peer Support Officers, Police Liaison Officers and Aboriginal & Torres Strait Islander Liaison Officers	° PPA committee formed. Program implemented (Goodna/Lowood). Not controlled by RPC. External evaluation by <i>Occupational Stress Strategic Planning Group</i> ° No information provided

Source of Stress	Program Strategies	Target	Region	Individual Project Strategies	Status
			South Eastern	U Simplified PPA system — supervisors, district inspectors, officers in charge and constables	þ Trial PPAs in Slacks Creek and Runaway Bay
			Metro North	U PPA training U Roster practice review	° No information provided ° No information provided
	Ū Other individual projects	All staff	Metro North	U Health and wellness program — University of Queensland U Health and Recreation Committee	þ Baseline survey undertaken þ Established
			South Eastern	U Workplace Health and Safety Committee U Social clubs and social functions	° Health and safety officers appointed ° AC attends regularly to encourage informal approaches by staff

## Chapter 4: Conclusions and recommendations

After signing a new Bill, President Kennedy is reputed to have said to his aides, ‘Now that this Bill is the law of the land, let’s hope we can get our government to carry it out’. (Rossi & Freeman 1990, p. 170)

### 4.1 What’s working and what’s not?

As with most workplaces, organisational stress is a problem for the QPS, both for its employees (for their health and quality of life) and for the organisation overall (for attendance to duty and productivity). For this reason, workplace stress more than warrants adequate and continuous organisational attention. The *Out of the Blues* program has been an important attempt to acknowledge and deal with this problem, and the Service is to be commended for resourcing it.

This process evaluation has served to identify some of the strengths and weaknesses in the implementation of the program, and should be used as a resource for future and ongoing changes to the program in order to maximise its effectiveness. It is strongly recommended that the program continue, but in an appropriately modified format.

Briefly, while the aims of the program have been high, its implementation has failed. Reductions in stress and absenteeism levels cannot be expected given the limited reach of the program so far and the scant resources devoted to it. A change in work practices could be expected, but the goal ‘to make people better’ is unattainable within the framework of the program implemented to date.

Regarding the research questions of this evaluation, it would seem that:

1. the program, as implemented, does not match its intentions as initially envisioned
2. the program has not reached its target population
3. resources (staff, time and materials) have been inadequate.

Table 4.1 summarises the key issues regarding program design and delivery, and addresses each with some practical recommendations for future change. The major recommendations are:

implementation of a program to reduce organisational stress statewide should be core QPS business, with full and demonstrable support from management

greater coordination between all QPS resources that address organisational stress — Human Services Officers, Absenteeism Committees, Human Resource Management, Employee Assistance Schemes, Rehabilitation Officers, Peer Support Officers and so on — is required of the *Out of the Blues* program

the statewide program should address all or most of the identified ‘stressors’ in a coordinated fashion, rather than through a series of smaller, unrelated projects that only deal with single stressors

the program should use strategies proven to be effective in other workplaces.

**TABLE 4.1: Key issues and recommendations**

Identified problem	Recommendations
<b>Program support</b>	
Insufficient organisation-wide support for the program	That <i>Out of the Blues</i> become ‘core-business’ statewide with sufficient funding and managerial support to be implemented appropriately. This will require training for managerial staff in the purpose and application of the program.
Insufficient control by the Program Coordinator	<ol style="list-style-type: none"> <li>(1) That the status of the Program Coordinator be enhanced by more visible management support and authority.</li> <li>(2) That a formalised approach be taken between the Program Coordinator and all RPCs and their managers for ongoing and regular communication regarding project progress.</li> <li>(3) That the Program Coordinator take a more proactive role in advising RPCs of the literature and reported organisational stress interventions, their methods, suitability, efficacy and potential effectiveness.</li> </ol>
Inexperienced/untrained project staff appointed	That RPCs be selected on experience with project management and that extensive ‘project specific’ training be undertaken prior to program implementation. Consideration should be given to attaching the role of RPC to a significant regional position rather than to an individual.
Insufficient time for project staff to do the tasks required to implement programs	<ol style="list-style-type: none"> <li>(1) That dedicated time be provided for RPCs to undertake program implementation, and that time required for other duties be reduced.</li> <li>(2) That, once appointed, RPCs are able to remain in the position for at least 12 months.</li> </ol>
Verbal support without practical support — many RPCs met only once with their ACs regarding the project	That regular meetings between ACs, RPCs and the Project Coordinator be timetabled on a monthly basis.
Issues identified by QPASS not considered factual or relevant by the ACs — therefore not addressed overall	Different regions will have different stressors (e.g. Charleville would be different to working in the City Watchhouse). Without division or district details of QPASS, it is not possible to identify what or where these stressors are. It will be important to undertake the QPASS at district/division level to identify ‘hot spots’ and target interventions appropriately.
Insufficient coordination with other police staff (e.g. HRM, OHS, Human Resource Officers)	That a coordinated statewide approach with other related disciplines within QPS (such as HRM, OHS, Human Resource Officers) be taken.

Identified problem	Recommendations
Budgetary support for local initiatives nonexistent	That local needs be considered for budget allocations.
Training not consistently provided for all RPCs — many not trained at all	(1) That the standard of training for RPCs be upgraded and intensified. (2) That an adequate amount of time for training be allowed. (3) That all project staff undertake all aspects of project training with ongoing support and upgrades whenever necessary.
Program design	
The program addressed only two of the five major issues identified by the survey (communication and work practices). The impact of the program on stress reduction will therefore be diluted.	That a total program be developed to address all of the identified stressors within the QPS (lack of supportive leadership, excessive work demands, lack of participative decision making, poor administration and poor communication)
The mission and goals for the program were only developed 18 months after the program began.	That the mission and goals of the program be reviewed and clarified before the program proceeds any further. These should be tied in appropriately with the overall goals of the QPS.
There is no evidence that the content of individual projects had been either proven to be successful in other environments or appropriately tested within the environment of the QPS (with the exception of the PPA project).	(1) That empirical research on organisational stress interventions and/or policing organisations <i>always</i> be considered as a basis for any intervention. The Comcare guides for OHS Risk Management and Better Practice for managers, <sup>4</sup> for example, may provide a sound basis to begin with. (2) That pilot or demonstration studies thoroughly pre-test all interventions during the developmental stage of implementation to increase the chances that they will succeed. (3) That the Program Coordinator provide greater advice to RPCs during the planning stage.
While an extensive Resource Kit to develop, market, implement and evaluate project plans was prepared by the Program Coordinator, this was rarely referred to by the RPCs. Many felt out of their depth with this level of information without adequate and ongoing training and significant support from both the Coordinator and their supervisors/ACs.	That the Program Coordinator work more closely with individual RPCs to develop definitive project plans prior to project implementation. Extensive individual group training to support the written material, with adequate follow-up attention, is strongly recommended.

---

<sup>4</sup> These booklets provide an outline for the design of an effective occupational stress-prevention program derived from the experience of four agencies that worked with Comcare in 1995–96 and 1996–97 on cooperative prevention programs. Examples include ‘A Joint Australian National Audit Office (ANAO)–Comcare Better Practice Guide for Senior Managers’, ‘Counselling for Better Work Practices’, and ‘OHS Risk Management’.

Identified problem	Recommendations
The use of the QPASS to identify local needs was unsuccessful due to: a lack of interest at the local level, poor response rates, a lack of skills and training for RPCs to analyse the survey responses, and insufficient funding to have the surveys analysed professionally or by the Program Coordinator.	<ol style="list-style-type: none"> <li>(1) That a more ‘user-friendly’ survey be devised and used to assess local stress and morale levels, or use the QPASS once as a baseline measure for all the State, provided data can be broken down to district or divisional level.<sup>5</sup></li> <li>(2) That the Program Coordinator analyse the results and feed them back to the RPCs and managers at their local level.</li> </ol>
Neither the objectives of the program (as per the strategic plan) nor the individual projects were set to measure their success quantitatively (e.g. to reduce the proportion of staff taking stress leave by 20%, to encourage 80% of <i>all</i> staff to participate regularly in <i>Out of the Blues</i> meetings), thus making it very difficult to assess the strengths of the intervention.	<ol style="list-style-type: none"> <li>(1) That goals, objectives and performance measures be established thoroughly at the beginning of each project.</li> <li>(2) That the means for reaching these goals (e.g. strategies) are clarified and measurable.</li> <li>(3) That the size of the program effect required be specified so that there will be enough information about the effects being sought.</li> </ol>
Control groups have not been established. Random allocation of programs and the use of control groups generally assures that all factors ordinarily affecting the outcome in question are, on average, distributed identically across those who receive the program and those who don’t (Berk & Rossi 1990). A program’s impact may only be estimated if it is possible to credibly approximate what would have happened to the target recipients in the absence of the program (i.e. in the control of comparison group).	That in the initial piloting state to assess the effectiveness of any program, ‘intervention’ and ‘control’ division or regions be clearly identified and that crossover effects be minimalised.
The outcome measures (e.g. absenteeism rates, workcover claims) are based on individuals only. There is no mention of organisational change as an impact variable and this will be an important mediating factor in changes in health and claims.	That formalised organisational changes be included as a measure of anticipated impact (e.g. the implementation of new work practices such as rostering or PPAs).
Many projects and programs implemented in the regions could potentially impact on stress levels statewide, but these were not recognised or marketed as part of <i>Out of the Blues</i> .	That a coordinated/statewide approach to organisational stress be taken rather than individually based projects.
Program delivery	
Publicity and marketing for the program have been virtually nonexistent.	That the program be strongly marketed statewide to ensure appropriate participation and understanding at all levels.
Few of the projects were conducted according to their original plans.	That full support be provided by management to ensure that RPCs have adequate allocations of time and resources to see the projects implemented accordingly.

<sup>5</sup> The National Police Research Unit (NPRU) has recently published a manager’s guide to the ‘Job Condition Survey’ (Beck 1999). It is strongly recommended that this survey be used for the *Out of the Blues* program as it is simple to administer, analyse and understand. In addition, it provides normative results for other comparable policing organisations.

Identified problem	Recommendations
<b>Project participants</b>	
There were no records kept for most projects as to the numbers of staff participating (the exception being South Eastern Region). Therefore it is impossible to identify whether the program reached its specified target population, nor whether there was equity for all to access the program.	That all staff to benefit from the program be identified and included in each project and that routine and accurate collection of participants be recorded.
The population 'at risk' has not been identified. While there are sometimes psychological, ethical and political reasons for directing an intervention to all staff rather than just those at risk, programs are more efficient and potentially effective when the targets they reach are reduced to units that can benefit from the intervention.	That some consideration be given to targeted interventions to greater 'at risk' populations, along with statewide organisational change to overcome the general stressors for most employees.
The target population appears not to have been motivated to accept the intervention.	That more effort be given to appropriate marketing and recruitment strategies for participants.
Participants did not provide feedback to the program.	That participants be surveyed regularly to provide feedback on their satisfaction with the program and suggestions for improvement.
<b>Program evaluation</b>	
Current <i>process</i> monitoring is limited and inconsistent.	That process monitoring of project activities be integrated into mainstream business activities and should be undertaken at three levels: (1) by the project managers (RPCs), (2) by the Program Coordinator, and (3) by the AC or Officer in Charge. This monitoring should be based on documented objectives and strategies developed at the beginning of the project and occurring at frequent and regular intervals.

Identified problem	Recommendations
<p>The planned <i>impact/outcome</i> evaluation of <i>Out of the Blues</i> (i.e. the next statewide survey) will not be able to measure program success or failure for the following reasons:</p> <ul style="list-style-type: none"> <li>• the process evaluation has revealed considerable inconsistency in the type and extent of projects implemented across the State</li> <li>• there are no records of how many officers/civilians have participated in the program across the State</li> <li>• the efficacy of the interventions has not been established — for example, it cannot be shown that using the Bulletin Board for communication will have a direct impact on the health of QPS employees</li> <li>• there are other programs within the QPS (such as rehabilitation programs, absenteeism committees, employees assistance schemes, human service officers, occupational health and safety officers, critical incident stress-management programs) which also have an impact on levels of organisational stress and absenteeism rates</li> <li>• work-related factors are rarely identified in medical reports as the cause for leave</li> <li>• compensation claims and costs are not currently attributed to divisions or districts</li> <li>• performance indicators have not been developed at either a statewide or divisional level for the expected outcomes of the program (such as the proportion of reduced absenteeism rates or stress-related sick leave to be expected).</li> </ul>	<ol style="list-style-type: none"> <li>(1) That efficacious projects be implemented in a consistent and controlled manner with careful process monitoring of target audiences, participants, reach and scope.</li> <li>(2) That consultation be undertaken with the other groups who also address organisational stress within the QPS and a collaborative statewide approach to the program be established.</li> <li>(3) That medical records and compensation claims be reviewed for recorded ‘causes’. Consideration could be given to modification of current procedures to incorporate work-related factors in a more accurate and systematic manner.</li> <li>(4) That compensation claims and costs be identified at divisional level for closer and more timely intervention.</li> <li>(5) If each of the above factors is addressed, that a statewide survey of levels of organisational stress be undertaken initially for baseline measures and then at 12 months follow-up to identify changes at divisional level. If all of these factors are not addressed, the follow-up survey will still not be able to identify any changes attributable to <i>Out of the Blues</i>.</li> <li>(6) That more detailed performance indicators be developed to measure the outcomes of the program.</li> </ol>



## 4.2 Implications of the findings

### 4.2.1 Program development and implementation

Cordner and Kenney (1998, pp. 22–23) have noted that the development of a ‘good idea’ does not necessarily lead to a good program. Broad ideas about interventions are a long way from specifying the details of a program. To be developed and implemented properly, a specific program requires ‘nuts and bolts’ knowledge of past programs and current prospects (Berk & Rossi 1990, p. 50). Ideas must be able to be translated into real activities, with resources and personnel committed to the effort. If any of these details are missing or incomplete, the program is likely to be ineffective.

Interventions can fail for a number of reasons. According to Orlandi (1986), some of these are:

*Program or theory failure*

the program or theory lacks efficacy (i.e. the activities fail to bring about the desired effects — or haven’t yet been proven to work)

*Implementation failure*

no treatment or not enough is delivered (in which case it may be diluted so that insufficient treatment reaches the target population);  
the wrong treatment is delivered; or  
treatment is unstandardised, uncontrolled or varies across target populations, which in turn leaves too much discretion in the implementation

*Communication failure*

users don’t understand the availability or applicability of the program

*Adoption failure*

the program doesn’t fit with the recipients’ values, beliefs, resources or expectations

*Maintenance failure*

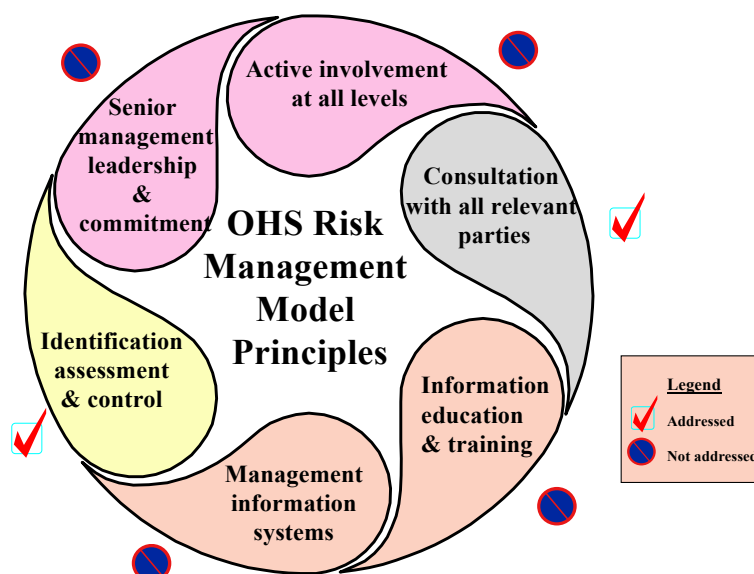
the program slowly atrophies into disuse.

Although clearly not applicable to all projects, some generalisations can be made about the implementation of *Out of the Blues*:

none of the programs implemented had been proven to be effective either by testing in other environments (e.g. as demonstrated by the literature or other work sites in Australia) or by pilot study within the QPS

in most instances, *Out of the Blues* projects were unstandardised, uncontrolled and varied across divisions and regions, and in some cases, no projects were undertaken at all.

Linking this information back to the Comcare model (see chapter 1) reveals a general failure to address many of the principles considered essential for success. Senior management involvement and commitment, *active* involvement at *all* levels, and appropriate training for both the implementers of the programs (the RPCs) and the recipients (police officers in general), for example, appear to have been less than desirable (see figure 4.1). Without taking into consideration the organisational context and without the full support of senior management, ‘mandating a program for an agency that is insufficiently motivated, poorly prepared and/or lacking in the necessary skills is a sure recipe for a degraded or unsuccessful intervention’ (Berk & Rossi 1990, p. 49).

FIGURE 4.1: Elements of the OHS Risk Management Model addressed by *Out of the Blues*

#### 4.2.2 Program evaluation

Many programs are not implemented and executed according to their original design. However, without information regarding whether a particular project has indeed taken place and served the appropriate participants in the way intended, there is no way to decide which aspects of the intervention were effective or ineffective. Until a further process evaluation can demonstrate that *Out of the Blues* has been implemented appropriately and consistently across the State, any form of impact or outcome evaluation will not be informative.

#### 4.2.3 Program generalisability

The essential features of an intervention can be reproduced elsewhere only if the program can be described in operational detail — for example, the critical points in the implementation need to be identified, solutions to managerial problems outlined, and qualifications of successful project personnel documented. Most of the projects undertaken for *Out of the Blues* have not been monitored to the extent that this would be possible. Thus, dissemination of the program to other settings would appear to be out of the question at this time.

#### 4.2.4 Interpretation of the data

The October 1998 publication of *Sector Wide* (p. 15), the magazine for Queensland public sector employees, details an extensive drop in workers compensation claims statewide. Stress payments for 1997–98 to public sector employees fell 56 per cent from a peak in 1994–95. This could reflect a number of important factors such as changed work policies or practices, better in-house management of stress-related illnesses, or simply a change in either the definition or coding of stress or in recording practices for stress-related claims.

It is important to take these statistics into account if a similar drop in stress claims occurs in the QPS over the same period, as any correlation of the reduction of stress claims for the QPS and the implementation of *Out of the Blues* may be incidental.

## Appendix A: Interview Schedule for Regional Project Coordinators

Date .....

Project Name .....

District/Region .....

AC .....

RPC (rank) .....

Interviewee .....

Other persons present (role, rank) .....

.....

.....

.....

### *Section A – Project/Initiative Description and Context*

A.1 Please describe the project/initiative site (district/region/staff numbers – sworn and unsworn)? .....

.....

.....

A.2 Please briefly describe the project/initiative .....

.....

.....

A.3 When did the project/initiative begin? .....

*Initial discussions* .....

*Actual implementation* .....

A.4 Who are/have been the key actors in project/initiative planning/implementation and when did you/they begin your/their role with the Out of the Blues project? .....

.....

.....

A.5 Are there any specific administrative arrangements or new positions that have been made for the project/initiative? ...

A.6 If yes, please describe .....

.....

.....

### *Section B – Project/Initiative History and Origins*

B.1 Did this project/initiative replace an existing program or project? .....

B.2 If yes, please describe the former project/initiative or usual practice .....

.....

.....

B.3 Did the new project/initiative exist prior to its current state (either in its current location or elsewhere)? .....

B.4 If yes, please describe .....

B.5 Is there any evidence of previous success or failure? (*Attach if available*) .....

B.6 How did the (current) project/initiative get started/develop? .....

B.7 Who designed, developed or chose it? .....

B.8 If the project/initiative is a modification of a previous project, have any characteristics changed? .....

B.9 How? .....

B.10 What problems were encountered in gaining acceptance of the project/initiative by staff, administration? .....

B.11 If there were problems, how were these solved? .....

B.12 Was a formal local needs assessment in your area conducted prior to implementation (apart from the 1996 QPASS)?

B.13 If so – who conducted it, when? .....

B.14 If not, were any special needs determined (apart from by the statewide survey)? ..... Yes/No

B.15 If yes, please describe (by whom, how etc) .....

B.16 Do you know whether there a theory, philosophical stance, model or expert opinion which guides the project/initiative (or is it purely based on the 1996 survey)? .....

B.17 If yes, please describe .....

B.18 Has anything been changed or is there anything missing from the project/initiative regarding the theory/model? .....

B.19 How adequate was support from management for the project/initiative? (*Circle*)

Very Inadequate -> Inadequate -> Neutral -> Adequate -> Very Adequate

B.20 Please elaborate .....

B.21 Has the project/initiative been implemented as planned? .....

B.22 What evidence exists that the project/initiative has been implemented in the way it was intended? .....

B.23 If not implemented as planned, what happened? Have some components been dropped or modified? Is there any available evidence/material? .....

**Section C – Project/Initiative Rationale, Goals and Objectives, Time Frame**

C.1 Is there a written rationale for the project/initiative? (i.e. Was a project plan prepared as per the Resource Kit/ has there been a different format developed?) .....

C.2 If there is no written rationale, what generally was the project/initiative designed to accomplish? .....

C.3 Are project/initiative personnel and participants aware of the rationale or reason for the project? (Circle)

Project/initiative personnel                      Yes -> Mostly ->A little -> No

Participants    Yes -> Mostly ->A little -> No

C.4 Which source(s) of stress (as identified by ‘Stress in the QPS’ research) does the program address? (Tick)

- Lack of supportive leadership
- Excessive work demands
- Lack of participative decision-making
- Poor administration
- Poor communication

C.5 Which strategy(ies) for reducing stress and improving morale are addressed by the project/initiative? (Tick)

- Training in communication and consultation practices
- Establishment of communication and consultation processes
- Rationalising current work practices

C.6 Is there a set of written objectives for the project/initiative? .....

C.7 Please describe (or attach) .....

C.8 Have the expected outcomes been quantified? (e.g. A 20% increase in officers attending meetings, a 25% increase in officers requesting interviews with their superiors?) .....

C.9 If yes, please describe (or attach) .....

C.10 How were the objectives selected? .....

C.11 Do the objectives focus on project/initiative activities or intended outcomes or both? .....

C.12 Is there a specific time frame for different stages or completion of the program .....

C.13 Please describe (or attach) .....

**Section D – Project/Initiative Materials and Facilities**

*D.1 Project Resource Kit*

D.1.1 Did you receive the Resource Kit (Circle) ..... Yes/No

D.1.2 When? .....

D.1.3 Which sections of the Resource Kit have you used so far? (Tick)

- Project Plan
- Strategy development session
- Marketing strategies
- Networking
- Evaluating the project/initiative

D.1.4 Which sections of The Managers kit have you used/implemented (Tick)

- Using your EEPA
- Using your PPA
- Management by walking around
- Running meetings
- Running team meetings
- Running Consultative Committee Meetings
- Active listening

D.1.5 How helpful did you find the resource Kit (Circle)

Very helpful -> helpful -> unhelpful -> very unhelpful

D.1.6 Please describe ‘why’ in more detail .....

D.1.7 Are there other resources or materials your think would have helped you to plan/implement your project? (Circle) ..... Yes/No

D.1.8 Please describe .....

*D.2 Other materials/resources*

D.2.1 What other materials does your project/initiative actually use and how? .....

..... *If none, skip to D 2.8*

D.2.2 Which are used most often? Seldom? Never? .....

D.2.3 Which were purchased and which were in-house? .....

D.2.4 Are the materials durable or will they have to be replaced? At what costs? .....

D.2.5 Were there any evaluation procedures used to review the effectiveness of different materials? (i.e. How were they selected?) .....

- D.2.6 Have the materials been used? .....
- D.2.7 What evidence is there that the participants found the materials interesting, useful etc. ....
- D.2.8 What other resources have been used (e.g. facilities, transport) to support the project/initiative and who provided them? .....

**Section E – Project/Initiative Activities**

- E.1 Please describe all activities associated with the project/initiative .....
- E.2 How do these activities fit into the stated goals and objectives? .....
- E.3 Have these activities occurred? (Circle) All -> some ->none
- E.4 If all/some, which ones (i.e. in which activities have the participants taken part so far?) .....
- E.5 When did each of these activities begin? .....
- E.6 Which activities have not yet occurred? .....
- E.7 Who is responsible for implementing each of these activities? .....
- E.8 To what extent do project personnel (i.e. AC, RPC or other) control or direct the program activities? (Circle)
- |              |  |
|--------------|--|
| AC           | Completely -> Somewhat -> A little -> Not at all |
| RPC          | Completely -> Somewhat -> A little -> Not at all |
| Other (Who?) | Completely -> Somewhat -> A little -> Not at all |
- E.9 Please explain .....
- E.10 Is there a formal process for recording the occurrence of project/initiative activities? .....
- E.11 Please describe (or attach) .....

E.12 Was there very much variation in project activities? (*Circle*) ..... A lot -> Some -> None

E.13 How much of this variation was planned and how much unexpected? .....  
.....

E.14 What is a typical schedule for a month of activities for the program? .....  
.....  
.....

E.15 How much time per month is devoted to various activities by staff ?

*By RPC (or colleague)?* .....  
.....

*By AC?* .....  
.....

*By participants?* .....  
.....

*By others? (Please describe)* .....  
.....

E.16 Please describe any marketing/publicity exercises that have been undertaken for the project/initiative to date .....  
.....  
.....

***Section F – Evaluation/monitoring***

F.1 What are the specific evaluation activities for this project/initiative. Please describe (*or attach*) .....  
.....  
.....

F.2 How often are the evaluation activities supposed to occur? .....

F.3 Who has responsibility for the evaluation? .....

F.4 What techniques/records are kept to monitor or modify project/initiative operations on a day to day (week to week/month to month) basis? *Please describe or attach* .....  
.....  
.....

F.5 To date, what reports/presentations on the project/initiative have been submitted and to whom? (To both police and external agencies) .....  
.....  
.....  
..... (*Attach any copies/agendas*)

F.6 What planning or problem solving meetings occur (or have occurred) to help remedy program problems or to share program success? .....  
.....  
.....

F.7 What decisions or changes have been made on the basis of information on project/initiative weaknesses or strengths? ..  
.....  
.....



*Section G – Project/Initiative Personnel*

- G.1 How can your role be best described? (e.g. administrative, support staff, coordination, instructional?) .....
- G.2 Are/were project personnel required to have special backgrounds/levels of expertise? .....
- G.3 Please describe .....
- G.4 What procedures were used to select project personnel? .....
- G.5 Why did you become involved? .....
- G.6 Were there any training procedures for project personnel? .....
- G.7 Please describe .....
- G.8 How adequate do you feel training was? (*Circle*)  
Completely Inadequate -> Inadequate ->Neutral ->Adequate -> Completely Adequate
- G.9 Generally, have there been any problems with staff morale during the program? .....
- G.10 Please describe .....
- G.11 How have these problems been addressed? .....
- G.12 Have you taken advantage of these opportunities? (*Circle*) ..... None -> Some -> All of them
- G.13 How much project staff turnover has there been? (Please detail length of stay if changes have occurred) .....
- G.14 What were the reasons for staff turnover? .....
- G.15 How much time per month do people in each staff role devote to responsibilities connected with the project/initiative?  
*RPC* .....  
*AC* .....  
*Other (Who?)* .....
- G.16 As the project/initiative has evolved, have certain job roles dropped out/changed? .....
- G.17 Why? .....
- G.18 How has this affected the project/initiative's functioning? .....
- G.19 Has there been any project personnel/management training in motivation, recruitment, or marketing? .....
-

G.20 If so, please describe .....

G.21 Did you undertake this training? (Circle) None -> Some -> All of it

G.22 How hard was it to get participants involved? (Circle)

Very hard ->hard -> easy ->very easy

G.23 Please describe how you involved your participants .....

G.24 How adequate do you feel your expertise is to undertake the following aspects of the project/initiative effectively? (Circle)

*Recruitment:*

Completely Inadequate -> Inadequate ->Don't know ->Adequate -> Completely Adequate

*Marketing:*

Completely Inadequate -> Inadequate ->Don't know ->Adequate -> Completely Adequate

*Project/Initiative implementation/follow up:*

Completely Inadequate -> Inadequate ->Don't know ->Adequate -> Completely Adequate

*Project/Initiative evaluation:*

Completely Inadequate -> Inadequate ->Don't know ->Adequate -> Completely Adequate

G.25 Please explain more fully .....

G.26 How frequent is your contact with others involved with the 'Out of the Blues Project' about your project/initiative, or the program in general, and how satisfied are you with this amount of contact? (Circle)

*ACs* Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

*Other RPCs* Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

*Program Coordinator* Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

*Your Supervisor/Manager* Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

G.27 Overall, how adequate is the support you receive/have received for your role with the project/initiative? (Circle)

Completely Inadequate -> Inadequate ->Neutral ->Adequate -> Completely Adequate

G.28 Please explain .....

G.29 Are there any outside staff involved in the project? (e.g. advisers, consultants etc.)? .....

G.30 Please describe .....

G.31 Is there a project champion? .....

G.32 Please describe (role, position, time offered etc.) .....

G.33 Are you responsible for any other projects at this time? .....

G.34 If yes, please describe the projects and your time commitment and level of responsibility .....

G.35 Please describe any barriers you have found to implementation of the project/initiative .....

G.36 Please describe any supports you have found for implementation of the project/initiative .....

**Section H – Project Participants**

H.1 For whom was the project/initiative designed? .....

H.2 Are there any data collection/recording processes in place to estimate project/initiative participation? .....

H.3 If yes, please describe (*or attach*) .....

H.4 Approximately how many participants (or proportion of total target group) have been served by the particular project/initiative to date? .....

H.5 Please describe groups/ranks/sections of participants to date .....

H.6 What identification, recruitment and marketing strategies have been used? Please describe (*or attach*) .....

**Criminal Justice Commission**

---

- H.7 On what basis have participants been selected for the project/initiative? .....
- H.8 How does the selection process work? .....
- H.9 Do participants remain in the project/initiative for its duration? .....
- H.10 If not, what criteria determine the time of their entrance or exit? .....
- H.11 Are the participants grouped in any way (e.g. By rank, activity, site, age etc)? .....
- H.12 Please describe (How and why)? .....
- H.13 In your opinion, has the project/initiative been delivered to the audience for whom it was planned?  
(Circle) ..... All -> most -> some -> none
- H.14 Please explain .....
- H.15 Is there any recording of participant satisfaction levels? .....
- H.16 Please describe (or attach) .....
- H.17 Is there any evidence that the project/initiative is interesting, valuable or satisfying to the participants? .....
- H.18 Please describe (or attach) .....
- H.19 Do your project/initiative participants receive feedback about the progress of the Statewide Out of the Blues Program?  
(Circle) ..... Yes/No
- H.20 If yes, how (please describe) .....
- H.21 Do participants receive personal feedback about their progress with the project/initiative? .....
- H.22 Please describe .....
- H.23 Are supervisors informed about the progress of the project/initiative? .....
- H.24 Please describe the processes of communication about the project/initiative between project staff and participants? .....
- H.25 If there are problems with the project/initiative how are these remedied? .....
- H.26 Have any participants made suggestions to you (or other project staff) on how the project/initiative could be improved?  
(Circle) ..... None -> Some -> Many

H.27 If any, please describe these suggestions .....  
.....  
.....

H.28 What is the drop-out/turnover/transfer rate of participants? .....

H.29 Is there a comparison or control group? .....

H.30 Please describe .....

H.31 Are there any characteristics which make the control group different to the project/initiative participants?  
(Circle) Yes -> Some -> None

H.32 If yes/some, please describe .....  
.....

H.33 Do you think the project/initiative is serving participants as it is meant to? (Circle)  
Completely -> mostly -> a little -> not at all

H.34 Please explain .....  
.....  
.....

**Section I – Budget**

I.1 Are you aware of any additional funding which has been provided to your project/initiative on top of the statewide QPS funding? ..... Yes/No

*If no you are finished*

I.2 Please provide details .....  
.....

I.3 What period of time is covered by these funds? .....

I.4 What are the major cost items for your project/initiative? .....  
.....

I.5 Do you know how this compares to other project/initiative funding? .....  
.....

I.6 What has been/will be the cost of developing materials .....

I.7 What has been/will be the cost of dissemination of the information? .....

I.8 Where can more detailed budget information be found? .....  
.....

**THANK YOU FOR YOUR TIME**

## Appendix B: Interview Schedule for Assistant Commissioners

Date .....

Project Name .....

District/Region .....

AC .....

RPC (rank) .....

Interviewee .....

Other persons present (role, rank) .....

.....

### *Section A – Project/Initiative Description and Context*

A.1 Please briefly describe the Out of the Blues project/initiative in your Region .....

.....

.....

.....

A.2 When did the project/initiative begin? .....

*Initial discussions* .....

*Actual implementation* .....

A.3 Who have been the key actors in project planning and implementation and when did they begin their role with the Out of the Blues project? .....

.....

.....

.....

A.4 How would you describe your role in the project? (re. the project, RPC, Executive etc.) .....

.....

.....

.....

### *Section B – Project/Initiative History and Origins*

B.1 Did this project/initiative replace an existing program or project? .....

B.2 If yes, please describe the former project/initiative or usual practice .....

.....

.....

.....

B.3 How did the (current) project/initiative get started/develop? .....

.....

.....

- B.4 Who designed, developed or chose it? .....
- B.5 What problems were encountered in gaining acceptance of the project/initiative by staff, administration? .....
- B.6 If there were problems, how were these solved and what was your role? .....
- B.7 Has the project/initiative been implemented as planned? .....
- B.8 Do you undertake any formal monitoring of the process? If yes, in what way? .....
- B.9 What evidence exists that the project/initiative has been implemented in the way it was intended? .....
- B.10 If not implemented as planned, what happened? Have some components been dropped or modified? Is there any available evidence/material? .....

**Section C – Project/Initiative Rationale, Goals and Objectives, Time Frame**

- C.1 Is there a written rationale for the project/initiative? (i.e. was a project plan prepared as per the Resource Kit/ has there been a different format developed?) .....
- C.2 Do you refer to it or use it? ..... Yes/No
- C.3 If no, please explain .....
- C.4 Which source(s) of stress (as identified by ‘Stress in the QPS’ research) does the program address? *(Tick)*
- Lack of supportive leadership
  - Excessive work demands
  - Lack of participative decision-making
  - Poor administration
  - Poor communication
- C.5 Which strategy(ies) for reducing stress and improving morale are addressed by the project/initiative? *(Tick)*
- Training in communication and consultation practices
  - Establishment of communication and consultation processes
  - Rationalising current work practices

C.6 Is there a specific time frame for different stages or completion of the program .....

C.7 Please describe (*or attach*) .....  
.....  
.....

***Section D – Project/Initiative Materials and Facilities***

D.1 Did you receive the Resource Kit (*Circle*) ..... Yes/No

D.2 When? .....

D.3 Which sections of the Resource Kit have you used so far? (*Tick*)

- Project Plan
- Strategy development session
- Marketing strategies
- Networking
- Evaluating the project/initiative

D.4 Which sections of The Managers kit have you used/implemented (*Tick*)

- Using your EEPA
- Using your PPA
- Management by walking around
- Running meetings
- Running team meetings
- Running Consultative Committee Meetings
- Active listening
- Using email
- Managers doing shifts
- Regular social functions
- Provide communications skills training

D.5 How helpful did you find the resource Kit (*Circle*)

Very helpful -> helpful -> unhelpful -> very unhelpful

D.6 Please describe ‘why’ in more detail .....  
.....

D.7 Are there other resources or materials your think would have helped the planning or implementation of the project?  
(*Circle*) ..... Yes/No

D.8 Please describe .....  
.....

D.9 Have there been any other resources used (e.g. facilities, transport) to support the project/initiative and who provided them? .....  
.....  
.....

***Section E – Project/Initiative Activities***

E.1 Please describe all activities associated with the project/initiative .....  
.....  
.....

E.2 Have these activities occurred? (*Circle*) All -> some ->none

E.3 If all/some, which ones (i.e. in which activities have the participants taken part so far?) .....  
.....  
.....



E.4 When did each of these activities begin? .....

E.5 Which activities have not yet occurred? .....

E.6 Who is responsible for implementing each of these activities? .....

E.7 To what extent do project personnel (i.e. AC, RPC or other) control or direct the program activities? (Circle)

AC Completely -> Somewhat -> A little -> Not at all

RPC Completely -> Somewhat -> A little -> Not at all

Other Completely -> Somewhat -> A little -> Not at all  
(Who?) .....

E.8 Please explain .....

E.9 Is there a formal process for recording the occurrence of project/initiative activities? .....

E.10 Please describe (or attach) .....

E.11 What is a typical schedule for a month of activities for the program? .....

E.12 How much time per month is devoted to various activities by staff ?

By RPC (or colleague)? .....

By AC? .....

By participants? .....

By others? (Please describe) .....

E.13 Please describe any marketing/publicity exercises that have been undertaken for the project/initiative to date .....

**Section F – Evaluation/monitoring**

F.1 What are the specific evaluation activities for this project/initiative. Please describe (or attach) .....

F.2 How often are the evaluation activities supposed to occur? .....

F.3 Who has responsibility for the evaluation? .....

F.4 What techniques/records are kept to monitor or modify project/initiative operations on a day to day (week to week/month to month) basis? *Please describe or attach* .....

F.5 To date, what reports/presentations on the project/initiative have been submitted and to whom? (To both police and external agencies) .....

..... (Attach any copies/agendas)

F.6 What planning or problem solving meetings occur (or have occurred) to help remedy program problems or to share program success? .....

F.7 What decisions or changes have been made on the basis of information on project/initiative weaknesses or strengths? .....

***Section G – Project/Initiative Personnel***

G.1 Are project personnel required to have special backgrounds/levels of expertise? .....

G.2 Please describe .....

G.3 What procedures were used to select project personnel? .....

G.4 Were there any training procedures for project personnel? .....

G.5 Please describe .....

G.6 How adequate do you feel training was? *(Circle)*

Completely Inadequate -> Inadequate ->Neutral ->Adequate -> Completely Adequate

G.7 Did you undergo any training for the project (e.g. in occupation stress, project management or organisational communication?) .....

G.8 Generally, have there been any problems with staff morale during the program? .....

G.9 Please describe .....

G.10 How have these problems been addressed? .....

G.11 How much project staff turnover has there been? (Please detail length of stay if changes have occurred) .....

G.12 What were the reasons for staff turnover? .....

G.13 How much time per month do people in each staff role devote to responsibilities connected with the project/initiative?

RPC. ....

AC. ....

Other (Who?) .....

G.14 Has there been any project personnel/management training in motivation, recruitment, or marketing? .....

G.15 If so, please describe .....

G.16 How frequent is your contact with others involved with the 'Out of the Blues Project' about your project/initiative, or the program in general, and how satisfied are you with this amount of contact? (Circle)

Other ACs                      Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

RPC                                Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

Program Coordinator        Daily -> Weekly -> Monthly -> 3 Monthly -> Less often  
Very satisfied -> satisfied -> neutral -> dissatisfied -> very dissatisfied

G.17 Are there any outside staff involved in the project? (e.g. advisers, consultants etc.)? .....

G.18 Please describe .....

G.19 Is there a project champion? .....

G.20 Please describe (role, position, time offered etc.) .....

G.21 Are there any other projects underway in your region at this time? .....

G.22 If yes, please describe .....

G.23 Please describe any barriers you have found to implementation of the project/initiative .....

G.24 Please describe any supports you have found for implementation of the project/initiative .....

*Section H – Project Participants*

H.1 For whom was the project/initiative designed? .....

H.2 Are there any data collection/recording processes in place to estimate project/initiative participation? .....

H.3 If yes, please describe (*or attach*) .....

H.4 Approximately how many participants (or proportion of total target group) have been served by the particular project/initiative to date? .....

H.5 What identification, recruitment and marketing strategies have been used? Please describe (*or attach*) .....

H.6 In your opinion, has the project/initiative been delivered to the audience for whom it was planned? (*Circle*) ..... All -> most -> some -> none

H.7 Please explain .....

G.8 How hard was it to get participants involved? (*Circle*)

Very hard ->hard -> easy ->very easy

G.9 Please describe how participants were involved .....

H.10 Is there any evidence that the project/initiative is interesting, valuable or satisfying to the participants? .....

H.11 Please describe (*or attach*) .....

H.12 Do your project/initiative participants receive feedback about the progress of the Statewide Out of the Blues Program? (*Circle*) ..... Yes/No

H.13 If yes, how (*please describe*) .....

H.14 Do participants receive personal feedback about their progress with the project/initiative? .....

H.15 Please describe .....

H.16 If there are problems with the project/initiative how are these remedied? .....

H.17 Have any participants made suggestions to you (or other project staff) on how the project/initiative could be improved? (*Circle*) ..... None -> Some -> Many

H.18 If any, please describe these suggestions .....

H.19 Do you think the project/initiative is serving participants as it is meant to? (Circle)

Completely -> mostly -> a little -> not at all

H.20 Please explain .....

**Section I – Budget**

I.1 Are you aware of any additional funding which has been provided to your project/initiative on top of the statewide QPS funding? ..... Yes/No

*If no you are finished*

I.2 Please provide details .....

I.3 What period of time is covered by these funds? .....

I.4 What are the major cost items for your project/initiative? .....

I.5 Do you know how this compares to other project/initiative funding? .....

I.6 What has been/will be the cost of developing materials .....

I.7 What has been/will be the cost of dissemination of the information? .....

I.8 Where can more detailed budget information be found? .....

**Section J – Future Directions**

J.1 Where to from here? Please describe the next steps in the Out of the Blues Program in your Region .....

J.2. What do you hope will be the overall outcome from the Program

a) for your Region .....

b) for the QPS .....

**THANK YOU FOR YOUR TIME**

## Appendix C: Proposed Participants' Survey

Today's Date .....

Your District/Region .....

Your Rank .....

Are you? (Please tick) ..... Male Female

---

**Please tick the most appropriate answer or write in the space provided**

---

1. Have you heard of the 'Out of the Blues' Project (prior to this survey)?

Yes No

*If no, please return this form to your Out of the Blues RPC*

*If yes, please answers the following questions*

2. Approximately how long ago did you hear of the Project?

- Within the last month
- Within the last 2 – 3 months
- Within the last 4 – 5 months
- Within the last 6 – 12 months
- Within the last 13 – 18 months

3. How did you hear about the Project?

- Colleagues
- The Project Officer
- My supervisor
- Brochures/leaflets
- A formal or informal presentation

4. Please briefly describe your understanding of what the project is all about (*more space over*) .....

.....

.....

.....

.....

5. Please describe any activities related to the Project that you are aware of .....

.....

.....

.....

.....

6. Have you participated in any of these activities to date?

Yes No

7. Approximately how often do you participate in the project?

- Daily
- Weekly
- Monthly
- 3 Monthly
- Never

8. Have you received any feedback, either formally or informally, about the progress of project to date?

- No
- Yes – from supervisor
- Yes – formal presentation
- Yes – informal conversation
- Yes – in writing (brochures, notice board etc)

9. How satisfied have you been with your participation in the project to date?

- Very satisfied
- Satisfied
- Neutral
- Dissatisfied
- Very dissatisfied

10. Please explain why you feel this way .....

.....

.....

.....

*Thank you for your time*  
*Please return this questionnaire to your Out of the Blues RPC*

## Appendix D: RPC Resource Kit (NOT AVAILABLE ONLINE)

Recommended strategies for managers	49
Recommended strategies for regional project coordinators	71





## References

Alexander, D.A., Walker, L.G., Innes, G. & Irving, B.L. 1993, *Police Stress at Work*, The Police Foundation in association with the Department of Mental Health, University of Aberdeen, Scottish Cultural Press, Aberdeen.

Ayres, R.M. & Flanagan, G.S. 1990, *Preventing Law Enforcement Stress: The Organisation's Role*, Bureau of Justice Assistance, Washington.

Beck, K. 1999, *Measuring Morale: A Manager's Guide to the Job Condition Survey*, National Police Research Unit, Payneham SA.

Berk, R.A. & Rossi, P.H. 1990, *Thinking about Program Evaluation*, Sage publications, Newbury Park.

Comcare Australia 1994, *OHS Risk Management: The SRC Commission Prevention Program: A Guide for Agencies*, Carlton Folios, Canberra.

Comcare Australia 1997, *OHS Risk Management: The Management of Occupational Stress in Commonwealth Agencies*, A Joint Australian National Audit Office/Comcare Better Practice Guide for Senior Managers, Commonwealth of Australia, Canberra.

Cordner, G.W. & Kenney, D.J. 1998, 'Tactical Patrol Evaluation in Police Program Evaluation', in *Police Program Evaluation*, ed. L.T. Hoover, Police Executive Research Forum, Washington, DC.

Cooper, C.L & Williams, S. 1994, *Creating Healthy Work Organisations*, Work, Well-being and Stress Series, Wiley, New York.

Cotton, P. 1995, *Psychological Health in the Workplace: Understanding and Managing Occupational Stress*, The Australian Psychological Society, Victoria.

Hart, P. M. & Wearing, A.J. 1995, 'Occupational Stress and Well-being: A Systematic Approach to Research, Policy and Practice', in *Psychological Health in the Workplace: Understanding and Managing Occupational Stress*, ed. P. Cotton, Australian Psychological Society, Victoria.

International Labour Office 1992, 'Preventing Stress at Work', *Conditions of Work Digest*, 11 (2).

Karchmer, C.L. & Eck, J.E. 1998, 'Proactive Investigations Evaluation', in *Police Program Evaluation*, ed. L.T. Hoover, Police Executive Research Forum, Washington, DC.

King, J.A., Morris, L.L. & Fitz-Gibbon, C.T. 1990, *How to Assess Program Implementation*, Sage Publications, Newbury Park.

Office of the Public Service, *Sector Wide*, October 1998, Brisbane.

Orlandi, M. 1986, 'The Diffusion and Adoption of Worksite Health Promotion Innovations: An Analysis of Barriers', *Preventive Medicine*, 15, pp. 522–536.

Rossi, P.H. & Freeman, H.E. 1990, *Evaluation: A Systematic Approach*, Fourth edition, Sage Publications, Newbury Park.

Simerson, B.K. & Markham, W.T. 1990, *Evaluating Police Management Development Programs*,

Praeger, New York.

Toohy, J. 1993, *Quality of Working Life Project: A Study of Occupational Stress in Commonwealth Government Agencies*, Comcare Australia, Canberra.

Toohy, J. 1995, 'Managing the Stress Phenomenon at Work' in *Psychological Health in the Workplace: Understanding and Managing Occupational Stress*, ed. P. Cotton, Australian Psychological Society, Victoria.

Tyman, R. 1996, *Stress in the QPS*, Queensland Police Service, Brisbane.

Weiss, C. 1997, 'Theory-based Evaluation: Past, Present and Future', in *Progress and Future. Directions in Evaluation: Perspectives on Theory, Practice and Methods*, eds D.J. Rog & D. Fournier, Jossey-Bass Publishers, San Francisco.

Windsor, R., Baranowski, T., Clark, N. & Cutter, G. 1994, *Evaluation of Health Promotion, Health Education and Disease Prevention Programs*, Second Edition, Mayfield Publishing Company, California.