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THE LONG ROAD: BUILDING EFFECTIVE DIVERSITY AND INCLUSION IN EMERGENCY MANAGEMENT ORGANISATIONS

Case study synthesis and draft framework

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This project, Diversity and Inclusion: Building strength and capability, relies on the generosity and willingness of our end-users to open up their organisations and give their time to explore a difficult, and sometimes potentially contentious issue. Research on diversity and inclusion (D&I) requires the same environment that implementing D&I needs: mutual trust and safe spaces where open and honest conversations can be had, and a willingness to be candid about the history of the issue in each organisation.

We especially thank the working group and each of the three agencies that have been the subject of our case studies: Fire and Rescue New South Wales (FRNSW), Queensland Fire and Emergency Services (QFES), and the South Australian State Emergency Services (SASES). Inviting researchers into your 'house' can be a daunting task. Without a full 360-degree view, it is difficult to fully understand the complex context associated with D&I, so the research team is very grateful for the access we have been given. We are also extremely grateful to the D&I practitioners within and beyond these organisations who have generously shared their experience and knowledge with us throughout the process, which was invaluable to this study.

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ABSTRACT

THE LONG ROAD: BUILDING EFFECTIVE DIVERSITY AND INCLUSION IN EMERGENCY MANAGEMENT ORGANISATIONS

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Although diversity and inclusion (D&I) is not a new concept or area of practice for the Emergency Management Sector (EMS), there has been little clarity of what effective D&I practice is, particularly in relation to its management and measurement. EMS organisations are complex, and increasingly, dynamic social, environmental and economic factors are driving the need for transformation in the sector.

This report presents a synthesis of key findings from the organisational assessments and relevant research from the literature review (Young et al., 2018) undertaken for the project Diversity and Inclusion: Building strength and capability. Case study assessments were undertaken with three EMS organisations – Queensland Fire and Rescue, Fire and Rescue New South Wales) and South Australian State Emergency Services. These comprised a desktop study of public documents to assess their recent history, current activities and the policy context, website audits to ascertain the visual narrative in relation to D&I, and a series of interviews to capture the ‘lived experience’ of D&I from their employees. The aim of the research was to develop an understanding of the key factors influencing effective implementation, and key components needed for a draft D&I framework, which is presented in this report.

Using a systemic analysis focused on decision making, this research provides insights into how past and present practice and the evolution of these organisations influences their current approaches to D&I. It also provides an analysis of the barriers, needs, opportunities and benefits collated during the interviews and key themes that arose. D&I is now a key business imperative for all EMS organisations but much work still needs to be done before effective practice in D&I can be achieved. However, these organisations also contain pre-existing strengths and knowledge that present considerable opportunities. Achieving effective D&I is a long-term proposition with many challenges, and for organisations who have the courage to persist through this process, the benefits of a more diverse and inclusive organisation are there to be realised.

EXECUTIVE SUMMARY

“Doing diversity without inclusion is like jumping out of plane without a parachute.”

The Emergency Management Sector (EMS) is currently undergoing substantial change, due to highly dynamic and systemic social, environmental, technological and economic drivers. Effective management of these changes requires new strategic, flexible and adaptive ways of thinking and working in the EMS. These changes are also driving the need to build community resilience, which requires greater participation with, and representation of, the community across the EMS. Diversity and inclusion are central to these agendas, and although it is not new to EMS, understanding what is effective and why, has been elusive.

Achieving effective diversity is a long-term proposition and requires commitment to the creation of an inclusive culture. Much of the implementation of D&I across the EMS was described as being inconsistent and reactive, with the sector tending to focus on attaining or doing diversity, rather than the complex task of ensuring that it is inclusive. There was little evidence that the long-term and pervasive nature of the issue and how this applied to EMS had been seriously considered. Interviewees also suggested that limited attention has been paid to how organisational structures shape individuals, and how these structures need to change to enable different ways of thinking and acting to be developed. This has resulted in programs that have tended to stop and start, and that have been based on the assumption that if you increase diversity, it will be accepted and effective. This has seen organisations revert back to the previous status quo once programmed activities and actions either cease or are scaled back. Anecdotal evidence indicated that this also resulted in the breaking of trust, and people becoming demotivated and disillusioned.

The lack of comprehensive inclusion measures and longitudinal diversity data has resulted in much of what has been undertaken to date being invisible alongside other areas of organisational performance. The focus on response-based measures has also meant that the attributes, skills and competencies that support D&I activities are often seen as of lesser value, and are less well-rewarded than the technical attributes, competencies and skills associated with response.

The majority of D&I practitioners were found to be learning from each other and others outside the organisation. D&I practice in the EMS is emergent and still being established. This indicates a critical need for a practitioner’s network at the national level to support learning, and to consolidate practice as it develops.

There is currently no overarching framework to guide organisations with their implementation and measurement, and off-the-shelf measurement and management models from other sectors do not meet specific EMS context needs. This project has provided a draft framework as starting point to addressing this. This framework will be developed further in collaboration with EMS end users, so that it can be integrated into organisational frameworks and processes to support more effective management and measurement.

In our case studies, the context in which D&I sits within EMS organisations was found to be complex, reactive and fragmented. An overarching issue was a lack of integration into organisational processes and frameworks, which connected D&I to day-to-day activities and priorities in the workplace. The current response-based culture, and the resulting social and organisational structures, was also a prominent theme.

The organisations in the study were each at different stages of their implementation, had differing organisational purposes, and included paid and volunteer workforces. The three approaches were strategic and values-based (QFES), programmatic (FRNSW), and an organic responsive approach (SASES). Each organisation contained different strengths, and each of them had examples of effective practice and positive outcomes from their initiatives.

In areas of these organisations, diversity of organisational cultures were not necessarily aligned, and gaps and disconnections – particularly between brigades and units and other levels of the organisation – were described as resulting in an “us and them” mindset.

Confusion, misunderstanding and fear in relation to D&I and change – particularly in brigades and units – was a common theme across all organisations. Lack of awareness of current behaviour, particularly in relation to physical and verbal language, was also identified. Previous implementation of D&I was felt to have polarised the issue, and created a focus on it being just about men and women, rather than the broader issue of inclusion. Different understandings of what D&I means, and who was accountable and responsible, indicated the need for sector-wide clarification of what D&I is, and what this means for this sector.

There were also numerous barriers and needs in relation to D&I, with the largest group of barriers related to culture, and the largest group of needs related to management. The common theme in relation to cultural barriers was the hierarchical and rigid response-based culture. The most common theme related to management needs was the need for skills and strategies to be able to manage difficult and challenging behaviours and situations in order to achieve effective outcomes.

Opportunities and benefits were less well understood, with the key opportunity focussing on improving the workplace culture. There is a need for further work in this area to support better identification and understanding of opportunities and benefits.

As government organisations influenced and directed by external factors and stakeholders, there is limited agency for EMS organisations to act in some areas, so success is not just dependent on the organisations themselves. Building inclusive partnerships with communities and external institutional agencies, that support a shared understanding of the desired outcomes and mutual benefits, is needed for effective implementation. EMS organisations will need to proactively manage and leverage these relationships.

In relation to diverse communities specifically, greater understanding of specific characteristics, barriers and needs is crucial for effective implementation. It is important to identify skills and attributes in communities that can be leveraged to support resilience building and response activities. In relation to equity and workplace arrangements, it is important to understand the changing expectations of those who wish to engage with EMS organisations, particularly women and younger members of the community.

Key findings:

- Diversity and inclusion has a history in all organisations, but is not currently well integrated into organisational systems and processes or connected to day-to-day decision making.
- EMS organisations lack an overarching framework or process to work within, which has resulted in fragmented and reactive approaches to implementation in some areas.

- Response-based and hierarchical cultures and tactical decision making are predominant in all organisations and are often at odds with the more strategic-based softer skills required. There are indications that this can lead to a sense of privilege and entitlement and this may be more prevalent in some firefighting agencies.
- There is a need to identify, build and value specific inclusion capability, skills and attributes to support more effective and inclusive practice to increase organisational effectiveness. There is also a need to build greater awareness of how behaviours of individuals are perceived and received.
- Diversity is not effective if there is not an inclusive environment and culture to sustain it. This requires a whole of organisation approach to changing organisational and social structures.
- Activities to date have not been well socialised, which has resulted in confusion, fear and resistance – particularly in lower levels of the organisations.
- Innovation and change are key aspects of D&I, and it can be an uncomfortable and difficult process where not everything will work. It requires persistence, long-term commitment and planning, allocation of resources, and a systemic approach to implementation that reaches beyond the organisations to include their communities and external stakeholders.

It was also found that:

- Employees need a physically, psychologically and culturally safe environment to be their “authentic selves” without negative repercussions.
- Current organisational narratives poorly reflect the activities that organisations are undertaking, or a future vision of more diverse organisations.
- There needs to be greater awareness of how physical, cultural, written and spoken language in organisations is perceived and received.
- Understanding of organisational and individual identity, and how this relates to how people react to and perceive change and D&I, plays a key role in how effective D&I needs to be managed – particularly in relation to grief that may be experienced as a result of changing identities.
- There are indications that D&I attributes and skills are already present in areas of organisations, and there are indications that some EMS agencies may contain a higher level of some of these skills and attributes.
- Diversity and inclusion is primarily understood and framed as a moral imperative, however it was also found that it is important for it to be understood and framed as a business imperative that enhances organisational performance.
- There is a need for people within organisations to understand the appropriate use of tactical and strategic decision making – in particular, what tasks they are applied to, and when they should be applied.

“Change is coming we need to be ready for it.”

The D&I process sits within the broader landscape of social transformation and innovation and goes to the core of organisational and individual identities that form the cultures of both. This is uncomfortable, and at times painful, as it relates directly to the “lived experiences” and identities of the people within these organisations and of the organisations themselves. The fundamental nature of those changes means that D&I needs to be socialised with target groups to ensure they are receptive. Innovation is also a key aspect of implementation, so not everything will work as expected and there is a need to manage this.

This can be challenging for a sector that traditionally has a “fix it” approach and likes things to “run to order”. EMS organisations and their employees also have strong identities, which are deeply connected to past traditions and narratives throughout the

organisations and the communities they work with. For organisations to move beyond this, they will need to understand and acknowledge their past, understand who they are now, and create tangible narratives of the future organisation so new identities can be formed. Without these narratives, individuals cannot place themselves in the future, and are likely to remain anchored in the past.

The process of transformation has already started in these EMS organisations. This process will need to be ongoing across all EMS organisations if they are to meet their own, and the community's, future needs in a sustainable and resilient manner. A more diverse workforce that has the competencies and skills to be inclusive is a crucial part of this ongoing implementation. D&I work that has been undertaken in the case-study organisations since this review, illustrates the fast pace of this change in this area, and how organisations are embracing the emerging opportunities. However, EMS organisations will need to carefully consider how they transition their workforce and how they will balance current service demands with development of these new capabilities and skills, particularly where there are constrained resources.

“Trust arrives by foot and leaves on horseback.”

EMS organisations are currently in a privileged position of being able to drive how this change will manifest. Some organisations are already capitalising on this opportunity and leading the way for others. However, as one interviewee commented, “we have a long way to go”. Key factors that will determine if organisations achieve this potential will be how well they persevere down the long and difficult road of implementing diversity to reach the final destination of inclusion, and how well they build and maintain trust along the way.

RESEARCH PROJECT BACKGROUND

The project *Diversity and Inclusion: Building strength and capability*, aims to assist understanding and practice of diversity and inclusion (D&I) in EMS organisations through the identification of current measurement, strengths, barriers, needs and opportunities in these organisations and the community.

The key need identified in the scoping phase of this project was to understand what effective D&I is, and what this means for EMS organisations in terms of practice and measurement. As a primary focus to guide the project, we have developed the following definition of effective diversity:

“The result of interactions between organisations and individuals that leverage, value and build upon characteristics and attributes within and beyond their organisations to increase diversity and inclusion, resulting in benefits that support joint personal and organisational objectives and goals over a sustained period of time.” (Young et al., 2018, p 19)

Using case studies, the project examines D&I systemically through a values, narratives and decision-making context across organisational, community and economic themes. Aspects of diversity being examined are: culture and ethnicity, gender, demographic status (age and education), and disability (physical).

The participating organisations are Queensland Fire and Rescue Service (QFES), Fire and Rescue New South Wales (FRNSW), and South Australian State Emergency Services (SASES). The community case studies selected are Bordertown in South Australia, Bendigo in Victoria and South-western Sydney in New South Wales, representing rural, regional and urban communities. A broader survey of community to provide quantitative data in relation to community values and their perceptions of EMS organisations has also been undertaken.

The project has three stages:

- Understanding the context in which D&I exists in EMS organisations and the community.
- Development of a D&I framework suitable for the EMS.
- Testing and utilisation of the framework.

The aim of this research is to develop a practical framework tailored to the EMS organisational context that builds upon and leverages current strengths and expertise within the EMS. This will be developed collaboratively with our end-user group as part of our research process. Its purpose is to support better management and measurement of D&I by providing a basis for more effective evidence-based decision making. The framework can be built upon by EMS organisations as practice progresses.

THE PURPOSE OF THIS REPORT

This research was undertaken to provide a broad understanding of the context of D&I, and how it currently exists within three case study organisations and is presented in three parts. Part 1 contains a summary of the review of publicly available documents and a limited selection of internal documents provided by the organisations, and Part 2 presents a summary of the interviews undertaken.

The key objectives of this research were to:

- Develop understanding of the current context for diversity, and the key factors that shape effective implementation.
- Identify key components within these organisations to support the development of the draft framework contained within this report.

The third part presents the draft framework developed from the case studies and earlier reviews of the D&I literature (Young et al., 2018).

The final part comprises of a series of attachments containing detailed descriptions of the case study organisations, and the results of the interviews that support the assessment in part one.

METHODOLOGY

Thirty-three semi-structured interviews of half an hour to an hour were held with people nominated by each organisation. They covered a variety of professional and operational departments, so the different areas of the organisations were represented. Interviewees were from different levels of the organisation, and there was diversity of race and gender. The interviews were recorded, and key themes and observations extracted and synthesised across the following topics:

- Understandings of D&I
- Governance, policy and strategy context
- Communication
- Monitoring and evaluation
- Organisational strengths
- Barriers
- Needs
- Benefits
- Opportunities
- Vision of the future.

Follow-up phone conversations were conducted with various interviewees, and additional interviews to supplement the case studies were undertaken across the broader project stakeholder group. Two interviews were undertaken with Gloucestershire Fire and Rescue Service to provide additional insight as to the synergies and nuances between the Australian and UK contexts.

The interviews were held under the guidelines of an ethical research plan within Victoria University. This plan carries the following provisos: that interview recordings and any transcripts made are kept confidential, that people not be identified via reported comments without their consent, and that all quotes are used with permission. The common themes and findings across the organisations were identified and organised into the draft framework as a basis for the framework's development.

Data was also obtained to supplement the case study context, sourced from each organisation's Annual Reports, organisational strategies and plans, and publicly available material online. A visual audit of each organisation's website was also undertaken. Images were categorised according to the type of activity represented, and the race, age and gender of people or images used to determine the key narrative being presented to the public.

CONSTRAINTS

The interviews represent a small sample of the total workforce, so can only provide indicative findings. The intention of this report is not to provide a comprehensive assessment of all EMS organisations, but to sample a representative set of views and experiences of diversity within the organisations, at particular point in time. The desktop review was limited, in that not all documents and data that pertain D&I were able to be accessed and is subject to limitations as a result.

THE CURRENT EMS CONTEXT

The EMS is a diverse and complex sector whose scope of activity spans the prevention, preparedness, response and recovery (PPRR) spectrum, and requires a range of activities that contribute to the wellbeing of communities.

The context in which many of these organisations operate is changing due to:

- The increasing intensity and frequency of events due to climate change, and the increasing costs associated with these events.
- Changing demographics.
- New technologies, particularly digital.
- Resource constraints and decreasing volunteer numbers.
- The need to build resilience within organisations and their communities, to reduce future costs and impacts of future events.

These dynamic and systemic drivers are changing the focus of EMS activities from shorter-term tactical approaches across the PPRR spectrum, to long-term strategic approaches that focus on future outcomes. These drivers are also facilitating the need for innovation across the EMS, and the development of new services that aim to increase resilience of the organisations and their communities. It is also fundamentally changing the nature of the relationship EMS has with the community, from delivering a service **to** them to working **with** them (Young et al., 2018). New and different skills and ways of thinking are needed to support EMS organisations to be able to respond to the challenges, and to capitalise on the opportunities that emerge as these changes occur.

CONTEXT FOR EFFECTIVE DIVERSITY AND INCLUSION IN THE EMS

The AFAC National Council stance that there are ‘unacceptably low levels of diversity’ in emergency services is a key driver in the formation of new policies and development of programs focused on this area (AFAC Statement on Workforce Diversity 2016). This has been driven by the recognition that emergency services need to better reflect the communities they work to serve (National Strategy for Disaster Resilience 2011), and from the growing awareness of the benefits that can result from effective diversity.

Many of these agencies originate from civil defence organisations, and have a deeply hierarchical structure (Brauer, 2016; Hulett et al., 2008; Banginet, 2005). The current cultural landscape is shaped by strong formal and informal rules, structures and traditions that can be hierarchical and inflexible, and focus on command and control decision making. These are deeply entwined with the identity of the organisations and the individuals within them. These aspects also shape the organisation’s perception of the role of the community, as well as the community’s perception of what EMS is, which is often seen through traditional notions of heroism (Dowler, 2002), as rescuer and rescued.

Diversity and inclusion are two sides of the effective diversity coin. Diversity relates to physical and ‘visible’ components of having diversity in an organisation and the aim of that diversity. Inclusion is the active component that enables effective diversity. There are multiple forms of diversity that can manifest in organisations, such as diversity of thought, culture, race, gender and skills.

Effective D&I is not simply a case of including more diversity in organisations and expecting this to change the culture. Organisations need to create the culture in which

diversity can effectively grow. Inclusion is the activities that ensure people who are different in the workforce are provided with a physically, emotionally and culturally safe environment to work in, so they can function at their full potential. It is still a relatively new area of practice and knowledge (Young et al., 2018). What activities are needed is dependent upon organisational and individual attributes and context, and it is not a 'tick and flick' exercise. To be effective, it requires conscious decision making and reflection.

Implementation of D&I provides a particular challenge to EMS organisations due to the characteristics of the organisations and effective diversity (Table 1). These characteristics are markedly different, and effectiveness in this area requires the development and integration of these characteristics over time, through the introduction of new attributes, skills and ways of thinking, and the changing of organisational and institutional structures.

TABLE 1: COMPARISON OF CHARACTERISTICS EMS ORGANISATIONS AND DIVERSITY AND INCLUSION

Characteristics of EMS organisations	Characteristics of effective diversity
Hierarchal	Valuing everyone, equality
Tactical	Strategic
Primarily technical skills focused	Primarily soft skills focused
Authoritative leadership that directs areas of an organisation	Enabling leadership at all levels of the organisation
Shorter term decisions	Long-term visions
Reactive	Reflexive
Resistant to change	Continuous change
Traditional – built on the past	Forward focus – embracing the future
People working <i>for</i> the organisation and communities	People working <i>with</i> the organisation and communities
Inward thinking with an organisational focus	Outward thinking across all of society
Directive communication	Interactive communication
Fixes things within a fixed timeframe	Not fixable, requires ongoing management for the longer term
Knowing and not making mistakes	Not knowing and learning from what doesn't work
Positional power	Empowerment of individuals

THE PROCESS OF IMPLEMENTING DIVERSITY AND INCLUSION

Effective inclusion of diversity is a process of social transformation that results in an effectively functioning, diverse workforce. Change happens at an organisational and individual level and requires a changing of the current status quo to a new status quo. Change is strongly dependent upon individuals making a personal choice to change how they think and behave. This means that the process is not one that can be dictated, but one that guides and supports members of the workforce through the process to a point of realisation and acceptance.

The diversity implementation process contains a hybrid of change, innovation and identity-related components (Figure1). The models applied to this process are the Satir model of change (Satir et al., 1991), the Kübler-Ross model for grief (Kübler-Ross, 1993) (see page 60 for details), Everett Rogers' innovation models (Rogers, 2010), and the dimensions of diversity model (Gardenswartz and Rowe, 2003).

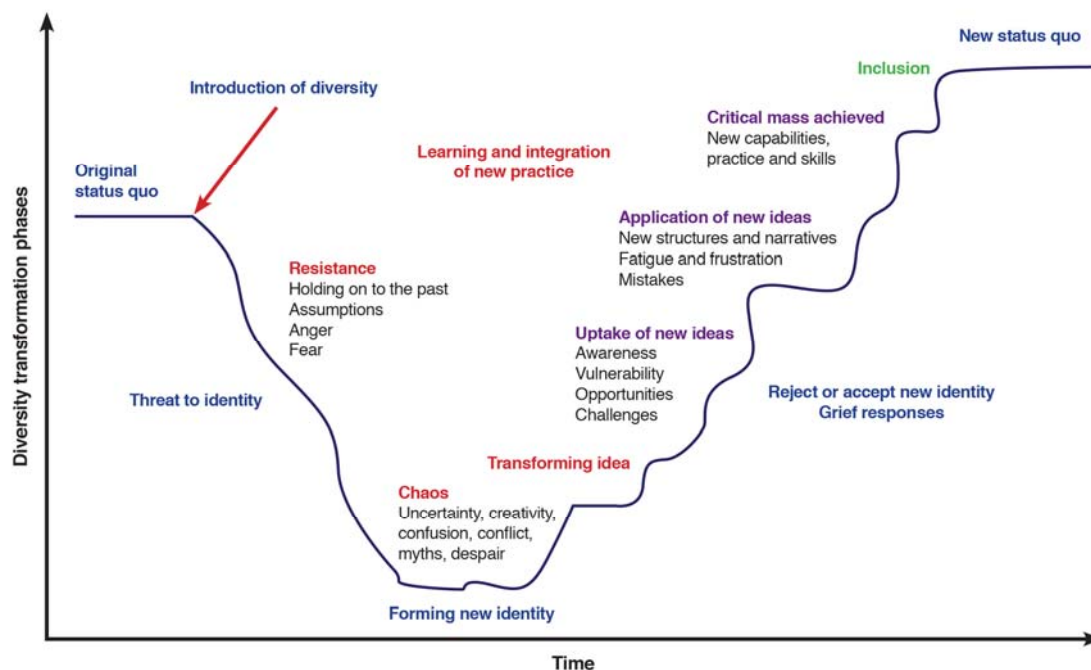


FIGURE 1: PHASES OF THE DIVERSITY AND INCLUSION TRANSFORMATION PROCESS (ADAPATED FROM SATIR ET AL., 1991; KÜBLER-ROSS, 1993; GARDENSWARTZ AND ROWE, 2003; ROGERS, 2010)

Although presented in a linear fashion, this is a dynamic process that can deflect back to previous phases if the context or activities change. Components of each phase can also be present in other phases of the process. For example, grief responses and conflict can manifest in all phases depending on the contextual experience of the individual. Some phases may also occur concurrently or in a different order, particularly in later parts of the process. It is important for EMS organisations to understand that these behaviours are not just associated with diversity, but are natural responses that are part of all change processes that need to be planned for.

The inclusion of diversity into organisations goes beyond a standard change process, as it also encompasses the community that individuals from the organisation live in, and the strong individual and organisational identities that have been formed over time. Priming the organisation and socialising the key concepts and understandings is a critical component of effective actions, and is needed throughout the process as new elements are introduced.

As this change process occurs across a longer-term timeframe, it is important to understand how the past, present and future can influence this process, and to understand how to manage this. This is particularly important for implementation of diversity, as past experiences can confuse and disable activities if they are not acknowledged and addressed. It is also important to establish how organisations exist in the context of broader change occurring, and to provide a baseline for change and to map D&I into this. A vision of the future organisation is critical, as without it, individuals are likely to be more resistant and anchor themselves in the past, impeding change.

CASE STUDIES: DESKTOP REVIEW OF ORGANISATIONAL CONTEXT

The three case study organisations – QFES, FRNSW and SASES – span a range of sizes, complexities and operations. Each has different structures and services and is implementing D&I in a different way. This is shaped by their current context, purpose and history, and how they have evolved over time. The data and information publicly available showed a great range of variation, and full descriptions are included in Appendices 1 to 3.

Historically, each organisation has developed differently in response to needs at the time, and directions from state and federal governments.

QFES

Queensland Fire and Emergency Services (QFES) is the primary provider of fire and emergency services in Queensland. Its role is to protect person, property and the environment through the delivery of emergency services, awareness programs, response capability and capacity (preparedness), and incident response and recovery for a safer Queensland. QFES is the largest of the case study organisations, and combines urban and rural fire, rescue and emergency services.

Personnel include 36,000 Rural Fire Service volunteers, 6,000 State Emergency Service volunteers, approximately 2,200 permanent firefighters, and more than 2,000 auxiliary firefighters supported by staff undertaking corporate, business and administrative functions. In 2016–2017, it had a budget of \$646.1 million (QFES, 2017, p 119). The current QFES was formed in 1990 of the Queensland Fire and Rescue Service and Emergency Management Queensland, with each agency being managed separately. In 2013, it underwent a complete restructure, with all services being brought under a single QFES commissioner.

A key point for QFES was the 2014 *Independent Review of an Incident Involving Queensland Fire and Emergency Service Employees* (Allison, 2014). This report was undertaken in response to sexual harassment and bullying in the workforce, and made 30 recommendations in relation to how women are recruited, trained, assigned, supported and promoted. In 2015, Katarina Carroll was appointed as Commissioner with a mandate to implement the recommendations of the review.

Since then, QFES has worked to develop and embed the values of the new One QFES vision, which underpins the development of a more inclusive culture. In the most recent Annual Report, the two performance areas most relevant to D&I were successful female applicants, and those who identified as Aboriginal and Torres Strait Islander (ATSI) people (QFES, 2017). Other performance indicators concerned staff training in work conduct and performance. In June 2017, QFES reported 5.6% of senior executive positions were women, and 11.1% of senior officer positions were women. The entire workforce contained 1.6% ATSI representation, 4.8% people with a disability, and 2.3% people from a non-English speaking background (NESB).

QFES has a number of policies and plans that relate to D&I, and a single, over-arching strategy that has D&I embedded within it. At the time of the interviews, plans and policy were being developed to support these.

(For further details see Attachment A.)

FRNSW

FRNSW is one of the world's largest urban fire and rescue services. Its key purpose is to enhance community safety, quality of life, and confidence by minimising the impact of hazards and emergency incidents on the people, property, environment and economy of NSW (FRNSW webpage).

FRNSW has responsibilities for the following:

- Land-based and inland waterways hazardous materials incidents.
- Specified general land rescue.
- Urban search and rescue (USAR).
- Chemical, biological and radiological (CBR) incidents.

Total staff in 2016/17 was just over 13,000, with 55% being paid staff, and the remainder volunteers. Volunteer Community Fire Units were introduced in 2011 following the Lane Cove Fires. The total budget for year 2017/18 is \$709.6 million (FRNSW, 2017a, p 3).

The first female firefighter joined the organisation in 1983. FRNSW has been reviewed for workplace practices relating to D&I. Bullying in the workplace had also been an ongoing issue (FRNSW, 2017b), and in 2010, KPMG undertook a review of workplace conduct, governance and culture of NSW fire brigades (KPMG, 2010). At the time, the total workforce was 7% female and 93% male. The report provided a series of recommendations that emphasised D&I under the three main topics of transparency, empowerment and trust. These were taken up the newly implemented FRNSW in 2011.

Two specific groups – the Professional Standards Branch and a Diversity and Inclusion Unit – were put in place in early 2016 (FRNSW, 2017a). A State Legislative Council inquiry addressing policy response to bullying, harassment and discrimination in emergency service agencies was begun in 2017 and is ongoing. FRNSW has provided a submission to this inquiry detailing their policy changes since the KPMG review (FRNSW, 2017b).

FRNSW changed its recruitment process and the organisation now takes an equal number of male and female entrants. The 2016 permanent firefighter recruitment campaign attracted 1,711 female applicants. They also have an Indigenous training program – Indigenous Fire and Rescue Employment Strategy (IFARES) – which was piloted in 2014 and has since become an established program (see page 26 for details). FRNSW also joined the NSW Government's Refugee Employment Program in 2016, recruiting three refugees, with two being placed for ongoing employment. Women make up 10.2% of the overall workforce, with most of those being in administration and trades staff. They have above average representation of Aboriginal and Torres Strait Islander people in their workforce.

FRNSW is a mature organisation that has been essentially 'retrofitting' D&I into the current organisational structure and culture. They have a comprehensive diversity governance structure that supports implementation and dedicated resources for this area of work. This has primarily been a top-down, programmatic approach. Some bottom-up activities have been undertaken, such as the development of organisational values through workshops with their workforce and the development of the IFARES program, which was facilitated by the D&I team in FRNSW.

(For further details see Attachment B.)

TABLE 2: REPRESENTATION OF EEO IN FRNSW AS A TOTAL % OF STAFF (FRNSW, 2017A, P 159)

EEO Target Group	All staff full-time	Firefighting staff	Retained firefighting	Staff senior executive	Admin and trades staff
Women	10.17	6.14	8.14	16.00	56.44
ATSI	3.33	3.78	3.14	0.00	1.32
English not first language	2.44	2.02	0.93	8.00	16.67
Disability	0.71	0.71	0.33	0.00	3.56
Disability requiring work-related adjustment	0.19	0.28	0.00	0.00	0.89

Note: EEO – Equal Employment Opportunity.

SASES

The SASES is a volunteer-based organisation that responds to a wide range of emergencies and rescue needs in South Australia. There is a paid workforce of 51 staff and 1,572 volunteers, stationed across 71 volunteer units servicing an area of approximately 40,000 square kilometres. They are primarily responsible for responding to extreme weather (including storms and extreme heat) and flooding events. The SES also responds to road crash, marine, swiftwater, vertical and confined space rescues. They also assist the South Australia Police in land search operations and traffic management and play an important support role to the Country Fire Service during major bushfires (SASES, 2015). They are also active in raising the community's awareness of a range of natural hazards.

SES volunteers typically respond to around 10,000 calls for assistance from the South Australian community. The Annual Report 2015–2016 (p 21) shows an annual expenditure of \$19.1 million. Major sources of income are \$16.3 million from the State Government, \$0.3 million in grants and fundraising, and \$3.6 million from operating activities (pp 57–61). SASES is the smallest of the case study organisations, and the most reliant on volunteers.

Women played an active part in the organisation in the 60s and 70s, with membership of up to 2,000 because people's welfare (taking care of people during civil emergency), was seen as a vital part of civil defence. The State Government did not support the involvement of women in physical aspects of rescue, but in the 1980s, women in some rural areas and specialist climbers were able to take part in basic rescue activities. Since then, the SASES has worked to build its female membership and expand their roles across the workforce (SASES, 2015).

SASES is at the beginning of the formal process of implementing D&I, so a specific approach has yet to be developed. To date, D&I has been largely informal, with increases in diversity occurring in an 'organic', rather than planned, fashion. Activities are not currently integrated into organisational frameworks, and there are few formal structures in place.

The organisation currently employs 51 people, made up of 57% men and 43% women. The largest age group of paid employees is 45–59 years-old, with 66% men (SASES, 2016, p 27). Representation of women at the management level is 41%. Among the volunteer units, women comprise 29% of the total, with 8% representation at management level. Data could not be obtained for the paid or volunteer component of culturally and linguistically diverse (CALD) employees/volunteers, and the last Annual Report showed there were no full-time employees with a disability.

(For further details see Attachment C.)

GOVERNANCE OF DIVERSITY AND INCLUSION

The organisations discussed in this report are all subject to external governance from federal and state governments, and further details relating to governance of D&I are contained in Attachments A, B and C.

FRNSW has the most comprehensive organisational governance, with a number of established committees and a D&I policy framework where responsibilities and accountabilities were clearly articulated. They also had dedicated resources allocated to D&I.

QFES has the most comprehensive strategic governance, with a clearly articulated strategic measurement framework that is contained in their Annual Report 2016–2017. They also have a capability framework that outlines future capability needs for the organisation.

QFES and FRNSW have a number of committees who currently share stewardship of D&I.

SASES is still forming its governance, but had designated responsibilities for some individuals and a new established Diversity and Inclusion Advisory Committee.

POLICY AND STRATEGIC CONTEXT FOR DIVERSITY AND INCLUSION

Policy relating to D&I is complex because it flows from federal and state government policy and regulation, which organisations are obligated to meet.

FRNSW had the most comprehensive and mature organisational D&I policy framework, which is supported by an Equity, Diversity and inclusion Strategic Plan. QFES had the most comprehensive strategic framework, which has integrated D&I into key strategic performance indicators. They have also recently developed a Fairness Equity and Inclusion Framework. SASES has recently undertaken a review of all policy and doctrine to remove gendered language, and developed a Diversity and Equity Strategic Plan.

All organisations included D&I within strategic plans, with QFES and FRNSW having explicit strategic goals, and SASES a specific action in their strategic actions related to a strategic goal (see Attachments A, B and C for details).

One theme present in all organisations was a lack of understanding of the work required to ensure policy was understood and connected to D&I activities.

MONITORING AND EVALUATION

Monitoring and evaluation maturity differed across organisations due to organisational contexts and the availability of resources.

- FRNSW's performance measures related primarily to response-based activities in its Annual Report 2016/2017.
- QFES have a comprehensive strategic performance measurement framework, but it is still building the measurement and support mechanisms that sit beneath this.

- SASES have also recently developed performance measures relating to outputs of technical efficiency and outcomes of performance. This is supported by a performance model framework.

All organisations used the Public Service Government Surveys to measure cultural and diversity aspects of their organisations:

- FRNSW – People Matter Survey.
- QFES – Working for Queensland Survey and Minimum Obligatory Human Resource Information (MOHRI) data.
- SASES – the Report on Government Services Survey.

These provide primarily strategic measures, which are useful for the measurement of outcomes – particularly in relation to culture.

QFES also undertook its own Volunteer Survey in 2016, which provided detailed data on its volunteer workforce. Of particular note is the measurement of conflict in groups, which is relevant to the process of implementation of change and D&I. In the Working for Queensland survey, there is also a recent addition of a set of questions to measure inclusion and innovation.

Each organisation had diversity measures in relation to male and female, Aboriginal and Torres Strait Islander people, disability and, to a lesser degree, languages other than English. LGBTIQ was not measured in any of the organisations.

VISUAL AUDIT OF WEBSITES

Websites provide the digital face of the organisation and present the organisational narrative to the public. As such, websites have replaced pamphlets and business cards as the key point of reference for those wishing to seek information about the organisation. People now have clear views of what they expect from a website, and form a view based on the organisation from this.

A visual audit was undertaken of the first two tiers of all three websites to assess the key visual narrative each organisation presented publicly through pictures. People from CALD backgrounds, LGBTIQ and disability were under-represented, and in some cases, there was no representation of different diversity groups. Few women were represented, and the majority of those images were women of Anglo Saxon appearance. In one case, equipment and trucks were more prominent than people. There was minimal, and in some cases, no visual representation found of partnerships or the community as a separate entity to the agency. There was, however, two exceptions in relation to individual pages, which had good visual representation of diversity – the QFES recruitment page and FRNSW Indigenous Pathways page.

The key narrative was one of response-based organisations who were predominantly male and Anglo Saxon in appearance, who delivered a service **to** the community to keep them safe. This offers little scope for people from diverse communities, or with soft skilled backgrounds, to see themselves in the EMS context working **with** or **for** these organisations.

ORGANISATIONAL VALUES ACROSS ORGANISATIONS

Values guide the perspective of the organisation, shape the actions and the motivations behind them, and have a key role in defining organisational culture (Table 3). Values across the case studies varied, but common values included courage and respect. There was, however, variation in relation to the statements that supported these values.

Interviewees were also asked what motivated them (what got them out of bed in the morning to come to work). In SASES, it was helping people and being able to do something good for the community. In FRNSW, it was the organisation itself, and also the people within it. In QFES, the responses ranged from helping people, being able to change things, being challenged and the next generation. This may be reflective of the substantial restructuring of the organisation that QFES has undertaken, and the multiple agencies that are part of QFES.

QFES and FRNSW have developed their organisational values through a workshop process with employees. SASES values were the ones currently in use in the South Australian Public Service Values, which are contained in the South Australian Public Sector Values and Behaviours Framework.

TABLE 3: ORGANISATIONAL VALUES FOR OF THE CASE STUDIES

QFES	FRSW	SASES
• Respect • Integrity • Courage • Loyalty • Trust	• Respect • Integrity • Service • Courage	• Service • Professionalism • Trust • Respect • Collaboration and engagement • Honesty and integrity • Courage and tenacity • Sustainability

KEY DIVERSITY INITIATIVES ACROSS ORGANISATIONS

Key D&I initiatives being undertaken by the three organisations are listed in Table 4.

QFES's key initiatives are contained under Objective 5 of the QFES strategy: "We will be a department that is ethical, inclusive, values diversity and is respectful" (QFES, 2017a, pp 70–73). Multiple activities related to cultural improvement, and those affecting other areas of the organisation that contribute to D&I are detailed in Attachment A.

FRNSW are undertaking ongoing work through their D&I team of policy and work with delivery of training, development of programs and events to raise awareness in their organisation. They also have a number of contributing initiatives related to cultural improvement, which support D&I. (Details of these initiatives are provided in Attachment B.)

In partnership with the Wellbeing and Resilience Centre at the South Australian Health and Medical Research Institute (SAHMRI), the SASES has entered into a three-year program to increase the wellbeing and resilience of SASES volunteers and staff. Many aspects are directly relevant to diversity and inclusion. SASES undertake ongoing distribution of pamphlets to four different languages at Adelaide Airport, detailing the risks associated with heatwaves to high-risk tourist groups.

There are also a number of initiatives that have been instigated since this study, which are detailed in Attachments A, B and C.

TABLE 4: KEY DIVERSITY AND INCLUSION INITIATIVES FOR EACH OF THE CASE STUDY ORGANISATIONS.

QFES	FRNSW	SASES
• Cultural Improvement Implementation Project (CIIP). • QFES Transforms Through Leadership program. • Recruitment campaign targeting diverse applicants. • Ongoing development of recruitment process. • Diversity data drive. • A reserve roster to provide flexibility within the shift roster. • Development and organisational priming for Allies of Inclusion program, which will be piloted within the organisation in 2018. • Development of ongoing recruitment initiatives to support diverse applicants • Participation in the AFAC Male Champions of Change.	• The IFARES program. • Delivery of Indigenous pathways program training. • Compass – an adaptive leadership program for middle management. • Multicultural Policies and Services Program. • Development of a policy to manage pregnant firefighters. • Ongoing work related to the recruitment process. • Cultural awareness training. • Mentorship program for indigenous recruits. • Participation in the AFAC Male Champions of Change.	• Development of an Equity and Inclusion Advisory Group. • Piloting flexible volunteering model. • Lateral entry and external selection of the paid workforce. • New recruitment campaign targeting female recruits. • Participation in the AFAC Male Champions of Change.

SUMMARY OF CASE-STUDY FINDINGS FROM INTERVIEWS

ORGANISATIONAL CHALLENGES

D&I needs to be understood within the context of the organisation it is being implemented in. Understanding the key strengths and challenges of each organisation is important, because this will shape what it is possible to implement, and how it is implemented.

Key challenges that were common to each of the case study organisations were:

- A diversity of organisational cultures.
- Cultural gaps and disconnection – particularly between upper areas of the organisations and units and brigades, and also between rural, remote and urban areas.
- Changing services.
- Resource constraints.
- Entrenched traditions and rigid social and organisational structures.
- Changing technologies.
- Balancing strategic and response-based activities whilst maintaining service.
- Resistance to, and fear of, change in the workforce.
- Expectations from the community in relation to what the organisations are and do, and perceptions of what they should do.
- The influence of external institutional factors such as government, the community, the media and the unions, which could limit the organisations' agency to take action.

Specific challenges were also present in each organisation. The key challenges for each organisation were:

- QFES: Bringing together the multiple agencies, who are part of the organisation as a functioning whole under the One QFES structure, and the legacies associated with this.
- FRNSW: Historical organisational and social structures and cultures that were rigid, hierarchical and could be resistant to change, and limited agency to change this in some areas.
- SASES: Constrained resources and increasing demand for services. Limited pool of volunteers and variable levels of management expertise.

ORGANISATIONAL STRENGTHS

Key organisational strengths varied, and were dependent on size, purpose and context:

QFES:

- Large organisation with diverse services and capabilities.
- Connection to community through volunteering, and state-based approach to local context owners being first responders.
- Strong strategic leadership and frameworks.

FRNSW:

- Mature organisation with a strong brand associated with trust in the community.
- Strong leadership messaging, and an engaged workforce in upper levels of management.
- Well-formulated organisational policy and governance.

SASES:

- Small organisation with connectivity amongst paid workforce.
- Flexibility in work arrangements.
- Structures that allow for organic and responsive growth of initiatives.

THE DOUBLE-EDGED SWORDS OF DIVERSITY

The following ‘double-edged swords’ were observed to act as enablers and disablers of diversity:

- **The team culture** was strong in all these organisations, particularly at unit and brigade level, and the close-knit ‘family’ nature of this could lead to exclusion of those ‘not in the family’. This could lead to a conflict of loyalties, and an “us and them” attitude, where individuals prioritised the team over the organisation and could result in covering of inappropriate behaviours.
- **Working conditions** in some areas of organisations, particularly in the permanent firefighting cohort, provided a strong motivation for people to join and stay. This results in low attrition rates, limiting the ability of organisations to change the composition of its workforce in short periods of time.
- **A strong sense of organisational identity** created a sense of pride, but could also create barriers to change.
- **Diversity of thought** in all organisations was seen as a positive attribute, but was also seen to create conflict and confuse people if it was not well managed.
- **An established response narrative** engendered trust in the community, and also enhanced organisational reputation. It could, however, also reduce the community’s ownership of the risk and create unrealistic expectations in relation to what services could be delivered to the community by some agencies. This could lead to a sense of entitlement and hierarchal approaches within organisations, and reinforce notions of being a ‘hero’ and being special, which could be exclusionary.

UNDERSTANDINGS OF DIVERSITY AND INCLUSION

Understandings of D&I across QFES and SASES were varied and largely subject to individual interpretations. FRNSW had the most consistent organisational understanding of D&I amongst the people interviewed, but some indicated that understandings at brigade level might not be consistent.

The majority of interviewees saw D&I as different from each other. Diversity was seen as more related to categorisation, whereas inclusion was seen more in terms of experience and actions.

Some understandings of diversity were:

- “Diversity is the whole organisation, from its authorising environment right through the services it delivers and beyond.”
- “The individual’s place of origin, where they are born, their age demographic, civilian versus operational.”

- “Diversity of culture and skills.”
- “Diversity is a culture of acceptance of different ideas.”

Some understandings of inclusion provided were:

- “Inclusion is not just the lack of exclusion, inclusion requires action.”
- “... a safe feeling where everyone is respected and valued, and for who they are and what they are, not where they come from nor what they look like.”
- “... where you can be true to yourself and not have to give something up to be part of the organisation.”
- “Considering where people have come from, and being able to see things from their perspectives.”
- “Not taking a position on gender or race, but looking at their skill sets and what they bring to the organisation.”

UNDERSTANDING OF RESPONSIBILITIES AND ACCOUNTABILITY

Interviewees were asked who they thought was responsible, and who was accountable for D&I in their organisations. The majority stated that everyone was responsible, but responses varied as to who was accountable. Most stated that everyone was personally accountable, but others nominated delegated leaders, project leads, and in one case, the minister. FRNSW had the most consistent understandings of who was accountable and who was responsible, which may be reflective of more mature governance and policy.

COMMUNICATION

“I don’t think it matters who you deal with, you just have to communicate in a respectful manner.”

Common findings in all three organisations were:

- Lack of awareness of the impact of verbal and non-verbal communication, particularly with men when communicating with people who were different to them.
- Lack of context-specific and targeted communication for different levels of the workforce.
- Lack of consideration in public and internal communication in relation to specific needs people may have, such as low literacy, poor English or reading difficulties.
- The need for challenging conversations that were properly facilitated so they did not become “toxic”.
- Communication gaps between upper level messaging and lower level understanding.

Communication varied due the size, culture and activities undertaken by each organisation. Communication was also acknowledged as a broad conversation requiring multiple approaches to “help people understand different people and their stories”. The importance of developing contextualised materials that made sense to different readers in different contexts was also raised.

Communication was formal and informal, and was not an agenda item in two of three organisations. Most formal communication was centralised via email. QFES also have their own publication *Response*, which provides news and articles to its workforce and

the broader community. People “drowning in emails” was raised as an issue in all three organisations, indicating a need for more targeted communication. QFES also have OpenLine, a mechanism where employees can submit a question to the Commissioner via email through the QFES Gateway and volunteer portal. The Commissioner then responds to these questions through a regular video update. Any questions not answered by the video update are published on the OpenLine webpage.

A communication gap between upper level management and brigades and units was reported, which highlights the need to contextualise materials specifically for different levels of each organisation.

“Top executives say the right things, but the messages can stop further down the organisation’s chain of command. This prevents the desired changes from going ahead, so they tend to keep doing what they have always done.”

Symbols

The importance of symbols was also raised. They were seen as deeply entwined with traditions and identity of the different agencies in EMS, and their communities. “Strong and purposeful” symbols that represented D&I in an EMS context were seen as important. The process of developing symbols, however, needed to be negotiated carefully to ensure that it were not seen as replacing others, but rather adding value.

Representation of the community

“If you see (only) one stereotype, then you may think twice about applying for a job here.”

Interviewees identified the need to more clearly represent the community in their organisational narratives. It was particularly important to reduce the focus on the “hero” narrative, and to more fully represent other roles that the organisations encompass, particularly for community-related activities. The importance of authentic images of diversity was also raised, not only for engagement of diverse members of the communities such as Aboriginal and Torres Strait Islander people, but also to avoid stereotyping and to build trust.

“You need to show the Aboriginal people who are working in those jobs, not just Aboriginal people dressed up as part of the team. The community want to see Aboriginal people that are in the role doing the job, as everyone knows someone, and if they are a paid actor/model you lose trust immediately.”

Language

Language use and lack of awareness of verbal and non-verbal communication was also raised – in particular, the use of gendered terms, as well as inappropriate use of language in different contexts.

“A lot of people within the community use language in a certain way, but if someone external uses that language, it might not be taken the right way”.

Gendered use of language was present in all organisations. This needed raised awareness, requiring work with individuals to change long-term habits in language use. It was also important to ensure common understandings of key words to ensure that messaging was consistent. For example, respect in an inclusion context means listening

and responding mindfully and openly to all people, whereas in a response context, it could mean being obedient to superiors or those in authority.

External communication

External communication was seen as difficult, especially because the media tended to reinforce the notion of “heroes”. It was pointed out that a lack of thought as to how D&I may be communicated to the public media, or how the public media may relay that communication. This could lead to misinterpretation, reinforcement of stereotypes or otherwise negative outcomes, which could impact an organisation and also the broader EMS.

In terms of specific materials for people from NESB in the community, the SASES has produced facts sheets in four different languages related to the risk of heatwaves, handed out to tourists at the airport when they arrived. FRNSW has developed 28 fact sheets for people from NESB, which were hosted on their website. It was not possible to ascertain how effective these facts sheets were or their impact in reducing risk.

QFES uses specific strategies regarding videos produced to support greater engagement with diversity. Strategies included using a wide range of people speaking representing the organisation, and where possible, representation of diversity in the organisation. They also worked against stereotype. For example, in the case of a firefighter, focusing on a community education person rather than someone putting the “wet stuff on the hot stuff”. They would also use male voices where a majority of women were represented, or a female voice if more men were represented.

Each organisation monitored and analysed responses in the community to key external communication as part of campaigns to assess their effectiveness.

The diversity and inclusion conversation

Diversity and inclusion was found to be a topic of conversation in all three organisations, but to what degree varied amongst interviewees, with some stating that was a “live topic” of conversation, and others who stated it was not a topic at all.

Diversity was also reported as a confronting issue that people try to avoid, resulting in uncomfortable conversations and responses, such as “people giggling”. Others felt that the way the conversation around gender diversity had evolved, and had been framed in EMS more generally, had created misunderstandings and a backlash to gender diversity – particularly among men in units and brigades. Another interviewee commented: “Sometimes the way it is advocated can cause disengagement, as people feel they cannot discuss things openly”, and that they “fear saying the wrong thing”.

The need to be able to have challenging conversations in a way that was constructive and did not become “toxic” was raised in all organisations.

Digital communication

Digital communication was widely used, with all organisations using Facebook and Twitter to engage with their communities. Its effectiveness, however, was not within the

scope of the scan. FRNSW data shows a considerable increase in digital communication over the last four years (for details see page 87). QFES also showed considerable activity in this area (for details see Table 1 on page 72). In one organisation, there was a general nervousness about the use of social media, as some people felt it could not be controlled and posed a risk to the organisation.

There are emerging opportunities as technology evolves, to leverage it to enhance communication with communities, and to improve the effectiveness of services. It could also be used to help communities engage with volunteering and participation in non-traditional ways.

Storytelling

The role of storytelling was raised as a powerful mechanism that allowed people to learn from each other and share experiences to support understanding and provoke conversation. Participants who brought in artefacts to illustrate what D&I meant to them, also had a story that related the image to their personal narrative. There is also a potential to use stories to provide qualitative data that could be analysed to track changing narratives within the organisation across time.

“Stories have the ability to change people through seeing how other people have changed. They are also really powerful because they touch people’s hearts and help them see into the human side of diversity so they can really relate to it. Human connection is a powerful thing.”

MONITORING AND EVALUATION

Common findings across all three organisations were:

- There are data gaps and a lack of longitudinal data.
- There is a lack of measurement of non-response-based skills.
- There is a lack of connection between strategic and day-to-day indicators and reporting.
- There is no overarching tool in any of the organisations that measures whole of organisational change and improvement.
- Basic diversity measurements for their paid workforce are in place, but inclusion measures are still emerging.
- Measurement of the benefits of D&I is immature, and although some measurements were identified, there is a need to identify the broader economic and community benefits that result from activities in this area.
- There is limited measurement of innovation, and in some cases, no measurement.
- There is a lack of clear understanding of what measurements could mean, what should be measured, and why.

All organisations undertook surveys of their communities from time to time to assess the effectiveness and satisfaction of service delivery, and responses to specific initiatives and campaigns.

Other relevant data sources identified included:

- Assessments of recruits.

- Exit reviews.
- Sick leave.
- Compensation claims.
- Bullying and harassment complaints.
- Length of retention.
- Career development and rate of promotion.
- Community assessments.
- Communication assessments of digital media, campaigns and contact.
- Assessments of recruitment initiatives.
- Capability assessments.
- Performance reviews of leaders, managers and employees.
- Feedback assessments of related workshops and programs.
- Training assessments.

There is opportunity in all these areas to harvest and leverage these areas of data to support development of more holistic and comprehensive measurements.

One key need raised was for the development of internal measurements to support management and organisational growth. It was also notable that there are currently no internal measures for innovation or the benefits being accrued through activities.

DIVERSITY AND INCLUSION TRAINING

“People need to be re-educated if we want to see changes in their behaviour.”

Training related to D&I varied across all three case studies. Most specific skill training in relation to D&I was reported as focused at management and leadership level.

FRNSW IFARES – a holistically developed training program for Indigenous people, was created in 2014, and underpins the Indigenous Fire and Rescue Employment Strategy (IFARES) Program. The development of this program, through engagement and partnership with the Indigenous community, is one that has provided a best practice example for others working in the EMS to improve Indigenous participation in the workforce.

IFARES delivers training to an Indigenous cohort and is based on the IPRIDE model. Its development was undertaken and led by members of the Indigenous community in collaboration with FRNSW and TAFE. Pilot programs, with 18 participants, were run in 2013 and 2014. Twelve participants completed the course, and 10 were employed as firefighters. To 2017, 29 IFARES graduates had become firefighters within the organisation, and two have been employed by ACT Fire and Rescue (FRNSW, 2017a). Two graduates have also been recipients of the Gold Axe Award.

This training is delivered by the FRNSW Diversity and Inclusion Unit and TAFE.

Interviewees from two organisations had not yet received cultural awareness training, and reported that aspects of D&I were “creeping” into training, but it was not yet comprehensive.

FRNSW interviewees had all received cultural awareness training as part of their induction, and had received compass training aimed at building adaptive leadership skills at manager level. Cultural awareness training is a mandatory DFAT requirement for all QFES search and rescue operational employees. QFES also has a learning platform

called the Learning Cache, which aims to close the gap with the rest of the public service through personal development courses and materials. It provides approximately 1,883 online learning items, with free access supporting the development of soft skills. Approximately 1,598 people are currently registered to use the website, but employees not registered may be unaware of its existence or availability. They have also undertaken focused leadership training through the QFES Transforms Through Leadership Program.

In SASES, the majority of staff had undertaken Certificate IV in Training and Assessment, which contains components of what you need to do for modified learning, such as different language(s) and levels of literacy.

QFES and FRNSW have undertaken a large body of training in relation to workplace conduct and bullying. FRNSW have undertaken specific training in relation to awareness of depression (for details see page 93).

Unconscious bias training had been undertaken in QFES and FRNSW, but was primarily targeted at key decision makers and managers. It was also available in QFES for those who were interested.

A number of interviewees suggested that informal learning from others in the organisations and the community was a key part of how people were learning about D&I, and that this was an untapped resource. Interviewees in two organisations suggested that there was great potential to learn from specific communities, such as the LGBTIQ or CALD communities and individuals, who had previous experience in implementation and advocacy.

The SASES Bordertown Unit

This rural unit has a balance of age, gender and had also a Filipino member in their brigade. They had also previously supported other members from this community. They actively worked with their local businesses to recruit members. They also have instituted a buddy system to support new members and help them be socialised into activities.

That softer skills supporting D&I were not part of core competencies required for promotion was also raised, particularly in response-based areas of the organisations, until you got into leadership roles.

Although volunteers received basic training on community engagement, there was little training specifically for D&I. Training for volunteers was considered challenging due to the diversity of their learning needs, availability and organisational resource constraints.

Many interviewees pointed out a key training need relating to how to respond to inappropriate behaviours in response to diversity, group conflict that can arise as a result, and strategies for dealing with this.

BARRIERS FOR DIVERSITY AND INCLUSION

A total of 213 barriers across 11 areas were identified (Figure 2). The high number suggests a growing awareness in organisations, and is reflective of organisations in the process of change where long-standing issues are often highlighted as part of the process. The largest group of barriers were identified in the culture category and the smallest groups identified recruitment, community and external stakeholders categories.

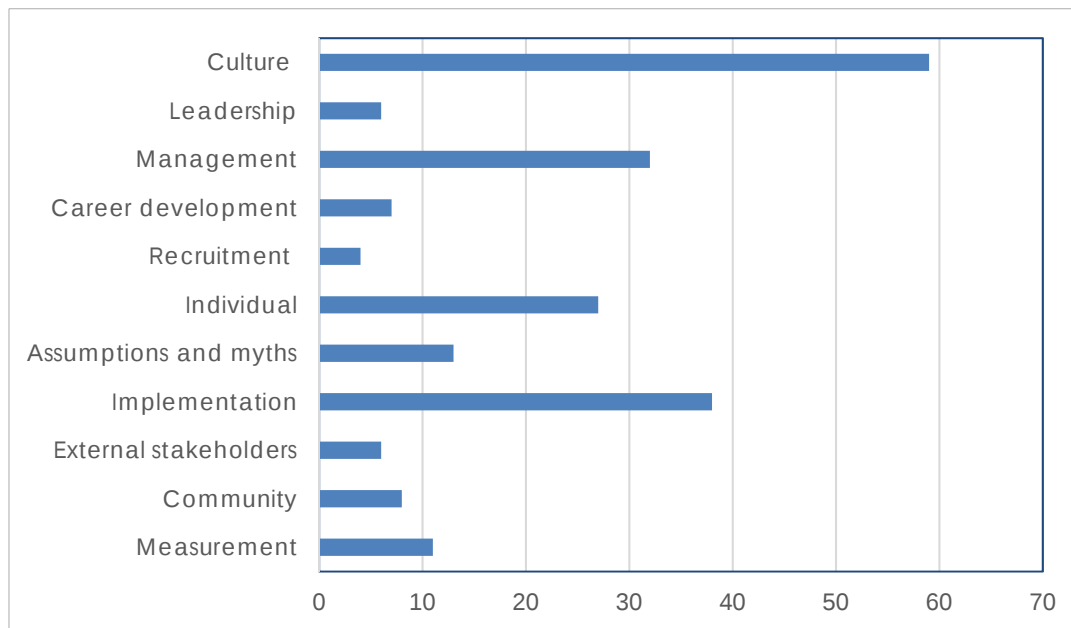


FIGURE 2: BARRIERS TO DIVERSITY AND INCLUSION

Culture: The dominant cultural barrier present in all organisations was the focus on response-based culture and decision making. This created a tension between the response-based tactical decision making and the more strategic and facilitative decision making that is required for activities such as D&I. The traditional, hierarchical authoritative and predominantly male culture, and siloed structures that have grown from this culture, presented a homogeneity that was seen as the antithesis of diversity and a barrier to inclusion.

Leadership: Variations in the quality of leadership, contention in relation to diversity at leadership level, and lack of leadership. Senior leaders leading from the office, lack of leadership, and not modelling the right behaviours.

Management: Management committees were still predominantly male, and there was limited control over who is on some of these committees. There was a general lack of skills to manage D&I, facilitate uncomfortable conversations, or manage difficult behaviours and conflict.

Career development: Existing skill-base is limited and based on command and control. The promotional process is rigid and based on longevity, with volunteers potentially having greater diversity but less opportunity.

Recruitment: The focus has been on recruiting woman into generic firefighting but not specialist skills. The career pathway barriers relate to longevity, as does the cultural “them and us” barrier.

Individuals: Individual barriers can be clustered under lack of self-awareness, entitlement, in-group thinking, fear of change, and lack of experience with diverse groups and individuals.

Assumptions and myths: A wide range of assumptions and myths were offered, which did not have a common theme, but pointed to a need to maintain a series of evidence-based talking points (for details see page 124).

Implementation: Many barriers to implementation come from assumptions and myths. Others come from organisational culture either being unsuited to the type of change proposed, or merely opposed for a range of reasons. Resources, complexity, unrealistic expectations and knowledge of how to integrate D&I actions within organisational frameworks were also key themes.

External stakeholders: Barriers can come from external pressures that are political, legal or from stakeholders with competing agendas.

Community: The two largest barriers are a lack of understanding in the EMS of communities, and a lack of understanding in communities of the EMS – especially of diversity and the role greater diversity can play. Drug use and perceptions of EMS were also raised.

Measurement: Lack of data and a lack of understanding of how to measure diversity and make the most of existing data were themes, particularly with respect to resources and expertise. The time it takes to measure change and track progress was also nominated.

(For detailed interview summaries, see Attachments D and E.)

NEEDS FOR DIVERSITY AND INCLUSION

A total of 221 needs were identified across the three organisations. The needs fell across eight areas (Figure 3), with management being the largest, and the community and volunteering the smallest. The four areas with the least amount – volunteering, community, partnerships and change – indicates a need for further work.

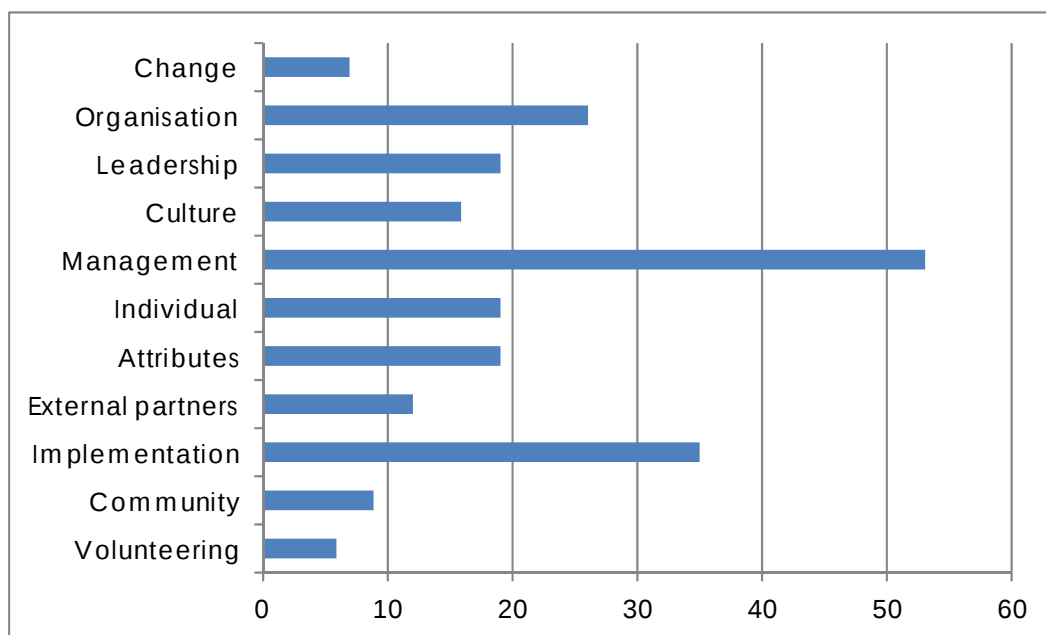


FIGURE 3: NEEDS FOR DIVERSITY AND INCLUSION

Change: Change is required for the EMS to stay relevant because of changing risk, changing communities and changing expectations. Alignment of diversity-related change with organisational change. Undertake visioning, including consulting with employees as to how they see the future organisation.

Organisation: Apply consistent policy and strategic directions, and develop an organisational understanding of what is meant by D&I and relevant policies and strategic goals in specific contexts, so that they could be actioned. Develop the softer skills to support D&I and accommodate different approaches for the different areas of service and cultures in their workforce. Establish accountability, clear roles and responsibility, and value them all. Continue to develop ways to manage strategic risk within the community by working with the community and stakeholders.

Leadership: Leadership throughout the organisation. Strong leadership is accessible, facilitative, visible, approachable, models the right behaviour, has consistent messaging, and follows through on actions. Provide a basis for legitimate debate and disagreement in a constructive manner, bring people along and support people to change.

Culture: A change in culture was raised as a key need, supported by ethical decision making, respect for others and trust. Normalise D&I and have a culture of learning from others with diversity in thinking. Have a cultural environment where ideas could be positively challenged through courageous, open, robust and truthful conversations, where people could challenge and disagree within safe spaces. Promote genuine inclusion, listen to other people's perspectives, and get beyond the notion and fear of difference.

Management: How staff are managed, needing inclusive management that enabled difference and empowered people to make good decisions. Be proactive and to have an authentic rapport with others. Challenge current ways of thinking constructively. Encourage specialist management training to build awareness and capability in areas such as conflict management and knowledge of different cultures. Be aware of different challenges, needs and responses from different groups.

Individual: Have a clear understanding of what is expected, and establish psychological and behavioural boundaries. Think beyond the organisation, and be exposed to those who are different, to different levels within the organisation, and to develop trust across those areas. Actions by individuals need to be authentic, help others in different ways and to be mindful, be prepared to look at things from multiple perspectives. Be aware of verbal and non-verbal communication, have the freedom to speak up if something is wrong. See how team D&I activities relate back to organisational outcomes.

Attributes: A wide range of attributes that pertain to ways of thinking and acting were nominated. They include cultural competency, creativity and respect. The most common attribute was open mindedness/openness (for details see page 129).

Volunteering: Key needs identified were flexible volunteering, D&I training, and more effective communication. Increase interaction needed between the volunteer units and other areas to be connected and engaged. Volunteers can bring in diversity.

Implementation: Expand diversity to diversity of thought, ensure that the vision of D&I is shared at all levels with buy-in from leadership, management, and at brigade and unit level. D&I needs to serve the key purpose, needs and aims of the organisation and be linked to organisational purpose and values, embed it in all areas to make it part of day-to-day activities. Make a long-term commitment to D&I, “walk the talk”, and provide incentives for people to engage with the community. Education and exposure to others who are different, acknowledge the past, learn from what has already been done, and myth-bust the myths. Celebrate achievements and build trust between the workforce, external stakeholders and the community.

External partners: Have strong collaborations and partnerships with external parties such as government, business and industry and unions. Work towards common outcomes, and present to the public what the organisation is doing and why.

Community: Challenge community stereotypes, especially gender stereotypes. Grow networks and leverage these to support greater D&I. Have meaningful engagement with the community. Have a two-way conversation, and needs/wants with the community. Deliver tailored services and solutions, develop trust with diverse groups – especially those with a high level of distrust in government organisations.

(For detailed interview summaries see Attachment D and F.)

OPPORTUNITIES FOR DIVERSITY AND INCLUSION

A total of 90 opportunities were identified (Figure 4). The largest groups were community and volunteers, culture, monitoring and evaluation. The smallest groups were communication and engagement, and education and learning. This may relate to where organisations are in the transformation process, and indicates the need for further work to identify opportunities in different areas.



FIGURE 4: OPPORTUNITIES FOR DIVERSITY AND INCLUSION

Organisational: Opportunities cover the themes of breaking down silos, broadening the skill base, and developing new services. The move towards a more strategic approach in the EMS is an opportunity for D&I, and can become a business imperative in the future.

Culture: The existing culture was nominated as a significant barrier, but the positive aspect of EMS culture is its strength, which by embracing D&I, can help create stronger social norms. The socialisation of D&I into organisations can be pursued through particular narratives, targeted communication, partnerships, particularly with communities, myth busting and celebrating change.

Development of people and teams: Skills development around multi-skilling and new skills was a strong theme, better talent spotting and bringing more diverse skills into the organisation. Curating early career leadership, development programs, and access to training also featured.

Implementation: Identifying opportunities for D&I in the organisation and tying it into overarching change frameworks. Include D&I as part of inductions, understanding their past and how this has shaped their organisations, and using current data to assess where the organisation is in respect to D&I. The socialisation process of people development above is also crucial for implementation.

Communication and engagement: Open up a two-way dialogue through direct interaction and digital technology within organisations and communities. Invite the public in to discuss topical issues and give their perspectives. Leverage existing rapport, and tailor communication to specific groups in diverse communities to ensure that it is fit for purpose.

Monitoring and evaluation: Collect diversity data across organisations to identify specific data gaps and needs, and develop cohesive overarching measurement where strategic indicators are connected to day-to-day operations. Development of indicators for what is effective at brigade and unit levels, and benchmark against lead organisations. Undertake longitudinal measurement of D&I.

Education and learning: Leverage other areas of expertise beyond response activities, develop knowledge sharing forums for brigades and units and diverse communities who have previous experience in socialising these issues. Develop new forms of training, such as blended delivering models that combine face-to-face and online learning. Development of community education and engagement to support resilience building.

Community and volunteers: Work with locals and local knowledge to enhance performance, service delivery and community safety. Explore how different cohorts access services to understand how to be more accessible for diverse communities. Build awareness in regional and remote areas of the roles that, particularly, women and Indigenous people can play, and use retired and semi-retired people to engage and prepare the community. Develop community partnerships with all manner of diverse groups.

(For detailed interview summaries see Attachments D and G.)

BENEFITS OF DIVERSITY AND INCLUSION

In all, 67 perceived benefits were identified during the interviews, and fell into two broad categories: benefits for the organisation (85%), and benefits to the community (15%). The benefits for the organisation fell across five areas, which are shown in blue below (Figure 5). The largest group of benefits was related to culture, and the smallest relates to innovation. The limited number of community and economic benefits identified indicates a need for work in this area. It also indicates a general lack of understanding and awareness as to what the broader benefits of D&I are.

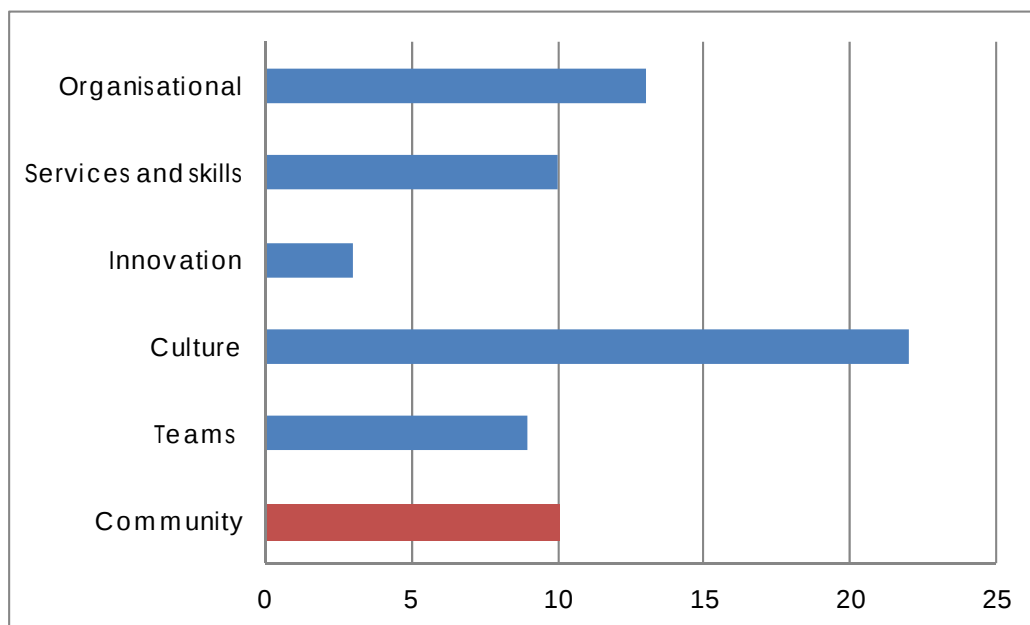


FIGURE 5: PERCEIVED BENEFITS OF DIVERSITY AND INCLUSION

Organisational: The overarching benefit was seen to be organisational sustainability for the longer term. Beneficial attributes include an organisation that is reflective, effective, accessible, dynamic and proactive, and caring. D&I can increase organisational knowledge, learning and capability, have better access to volunteers and foster active

community partnerships that reduce demand during surge times, and a better work environment and organisational outcomes.

Services and skills: Provide a more effective and a broader range of services through leveraging and better use of pre-existing skill sets. Have a more diverse skill set, and access to enhanced learning and increased organisational agility.

Innovation: Increased D&I were also seen to lead to a more adaptive workforce that is informed by greater insights and different perspectives. It also fosters innovation and greater access to markets, as well as broader engagement with the community.

Culture: Benefits relating to the positive impact on organisational culture included a more equitable and healthy workplace, a highly engaged workforce, increased wellbeing of employees and volunteers, reduction of stress and sick leave, better retention of employees and volunteers, better engagement internally and externally, and employees and volunteers that feel valued and accepted.

Teams: D&I was seen to create, dynamic, supportive, cohesive teams that had more skills and learned from each other, improved team culture at station level, and enhanced performance and increased trust and participation with communities through reflecting them as they are.

Community: Increased community resilience and reduced costs due to a deeper understanding of emergency risk. The community has a more realistic understanding of what the organisation does, and what roles they can fulfil. New employment pathways and opportunities for younger members of diverse communities. Improving communication and access to vulnerable communities would benefit the community and EMS organisations.

(For detailed interview summaries see Attachments D and H.)

EFFECTIVE PRACTICE EXAMPLES

Examples of areas of effective practice were found in all case study organisations.

- Top-down, bottom-up values-based process for organisational transformation (QFES).
- Strategic indicators framework for change and development that support D&I (QFES Annual Report 2016–2017).
- A two-streamed approach to recruitment to support equal representation of male and female recruits in recruit classes (FRNSW 50:50 recruitment – achieved 50% of women accepted in 2016; (Office of Emergency Management NSW 2016).
- Exposure to different cultures within the organisation (FRNSW's inclusion of an Indigenous officer as part of the diversity team, has resulted in the writing a new Welcome to Country in response to staff inquiries).
- Allocation of responsibility through governance (FRNSW governance structure).
- A change in process in relation to early identification of vulnerable employees and active intervention (in FRNSW, this has resulted in a substantial reduction in workers compensation claims, and savings of over \$10 million in the last financial year; FRNSW, 2017b, p 17).
- Leadership and management from the central agency engaging directly with units or brigades, and to socialise issues through structured programs (QFES Transforms Through Leadership workshops).

- Leveraging community initiatives and developing programs in a way that allows the community to retain ownership (RFNSW IFARES program and community firefighting units).
- Lateral entry and external recruitment for management – (SASES has achieved 41% of women at management level in their paid work force in 2017).
- Piloting of flexible volunteering (SASES, QFES).
- Buddy system and inclusive culture (SASES Bordertown Unit).
- Direct response mechanisms from the Commissioner to all levels of the organisations using online tools (QFES Open Line)

A number of initiatives that support effective practice have been undertaken, including:

- Future visioning with members from brigade and unit level (QFES foresight program, FRNSW workshops with station members to identify needs of future firefighters).
- Informal arrangements that support sensitive and responsive management of individuals who have different needs (SASES).
- Socialising of issues and exposure to different cultures through other areas of interest, such as FRNSW Indigenous food activity.
- Connecting understanding to actions (QFES direct action to raise awareness and understanding of what surveys do, and why people should participate, increased the number of employees participating from regional areas).

LESSONS LEARNT TO DATE

Lessons learnt to date include:

- You have to build and maintain trust throughout the process.
- You can't force people to be inclusive of diversity, you have to work with them to achieve it.
- You have to create the right environment before you introduce diversity if you want to sustain it and not "damage people".
- You can shape D&I outcomes but you can't control them.
- You need to walk the talk, particularly at leadership and management level.
- There is no point in leading if others are not following.
- You need to allow people to talk about what they feel even if you don't agree with them.
- You need to have a common understanding of what things mean and what has to be done, and it needs to relate specifically to people's working contexts.
- You have to be able to talk honestly about the difficulties and what doesn't work.
- People need to feel that are emotionally, physically and culturally safe.
- Address issues as they arise, don't hide them under the carpet.
- You need to manage expectations and myth-bust the myths.
- You have to have ongoing commitment to programs for the longer term.
- You have to manage the different rates that different groups and areas within organisations change, and manage "laggards" so they don't block or side-track the process.
- You need proactive and decisive management of destructive behaviours.

VISIONS OF THE FUTURE

Interviewees were asked how they envisaged their organisation in ten years. Many found it challenging, only seeing it through their organisation's current response-dominated context. Some of these responses included: "I am not sure", "... we will still be first responders", "... they are talking about robots being used, I don't know what that means for us".

Others saw the service opening out and being more focused on areas such as fire education and awareness with the community.

"People won't be responding to structural fires as much if they have robots that can do some of that work. It's going to be community engagement, it's going to be specialist rescue."

"We will still be doing what we do, we will still be doing structure fires, we will still be doing rescue. So can we think of new services we might be providing in 10 years? It is very difficult, because everybody is focused on making sure we can answer that call today. At a station level, is all about being ready to answer that call, and keeping that level of readiness to help the people of today."

Some responses showed less certainty and concerns in relation to the future:

"The community needs will change, and if we don't change with them, we will become irrelevant."

There were also a number of aspirational responses that saw the organisations becoming more innovative, reflective of their communities, and accepting of difference.

"An organisation that reflects the whole community."

"I will come to work and no-one will talk about diversity, we will just be diverse."

"Diversity will not be an issue, and everyone feels that way."

GLOUCESTERSHIRE FIRE AND RESCUE SERVICE

"You need to keep your foot on the pedal."

The Gloucestershire Fire and Rescue Service (GFRS) is the statutory emergency fire and rescue service for the non-metropolitan County of Gloucestershire, England. It is run by Gloucestershire County Council and in 2017/2018 its workforce was 435 effective fulltime time employees. It was ranked fourth from the bottom in relation to diversity in the workforce when it started its transformation, and within in three years of starting their program, the GFRS had become one of the most diverse organisations in UK fire and rescue. Two semi-informal interviews were undertaken with GFRS to identify what might be industry-related characteristics, and what might be specific to Australian organisations. The GFRS has been actively implementing diversity for the past five years. Its activities in this area have resulted in considerable benefits for their community and the UK public service.

The political context

When the program started, the political context in the UK was austerity-driven, and very different to the Australian political context. The organisation was faced with a reduction in frontline resources. Other government services were struggling to meet the service demand, which provided an opportunity for the organisation to develop new areas of service to support these needs. This resulted in the organisation reinventing itself and diversifying services through building relationships and partnerships with external bodies to work towards a common goal.

The similarities between the GFRS experience and the three case studies discussed in this report include:

- Fear responses, resistance and anger.
- People feeling a loss of identity due to the changing organisational identity.
- People holding onto the past and past traditions and expectations associated with this.
- Not everything worked.
- The need to address changing community needs and demographics in a resource constrained environment.

The differences included:

- Political and institutional contexts and arrangements were different between the UK and Australia, and the GFRS has had greater agency to act as a result.
- The drivers of change in Australia are mostly related to changing hazards and the increasing risk to communities, the costs of these events, and the need for resilience. In the UK, it related directly to the changing needs of the communities, increased vulnerability and lack of mobility of communities due to the ageing population, and constrained resources across the public service sector.
- The types and nature of natural hazards differed, with Australia having a larger focus on bushfires and heatwaves, and more regular flooding and extreme weather events. The UK also faces a greater degree of risk from events linked to terrorism.

Key activities that were described as being effective during this process included:

- Decisive, united, consistent and leadership at the top of the organisation over a sustained period of time.
- Socialisation of change prior to undertaking activities.
- Decisive action to deal with people who were obstructing the process.
- Regular face-to-face interactions with members of the workforce, so that issues could be discussed, and they were part of the change process. For example, attending dinners with members of the different brigades to discuss issues, and holding groups meetings to get direct feedback about how they were experiencing changes.
- Exposure to diversity.
- Changing the recruitment process and basing promotion on merit.
- Listening to their organisation and taking on board challenging feedback from across the workforce in relation to what wasn't working and why. Being honest and acknowledging mistakes.
- Identifying, curating and leveraging attributes, knowledge and talent within and external to the organisation, which supported the development of an inclusive culture and diversity, and using lateral entry to support this.

- If inappropriate behaviour was not modified, some employees were dealt with robustly. For others, it often revealed underlying personal issues that were referred appropriately.
- Proactive and forward-thinking management, where strategies are developed ahead of time to deal with situations that are likely to arise in the future. For example, the development of a media strategy that could counteract negative press that is often associated with women in leadership when things go wrong.
- The development of inclusive partnerships, where GFRS supports other agencies activities and institutional agencies to achieve common goals.
- Cultural audits to assess progress of the culture of the organisation.
- Diversification of services.

SYNTHESIS OF CASE-STUDY CONTEXT

The case study organisations provided a rich and varied picture of three organisations at different stages of their D&I change journey. Interviewees represented diverse areas of each organisation, and were open and engaged during the interviews. All organisations were described as experiencing significant changes – internally and with the communities around them – where D&I was either driving that change or was a key part of it.

Each organisation is implementing D&I in different ways. QFES is undertaking a top-down, bottom-up strategic approach, which is using values and appreciative inquiry methodologies to change. FRNSW is taking a primarily top-down programmatic approach, and SASES has a more bottom-up ‘organic’ approach. All are at different stages of implementation, with FRNSW having the longest-lasting focus in this area. QFES has a mandate from the state government to implement wholesale organisational change from 2014, and SASES is just starting their formal implementation journey.

The implementation of D&I requires a whole-of-organisation approach, and needs to be understood within this context. As EMS organisations are a public service, D&I needs to be understood in the broader context of the communities they work with, and the institutional agencies that influence or dictate what happens within their organisations.

The common themes highlighted across all organisations support the current focus to understand what the EMS needs to ensure that activities to support D&I are more effective. They need to be capable of managing the complexity and difficulty of this task, while ensuring their core services are improved, and capacity in strategic planning and management is increased. D&I is a key part of this capacity building.

D&I was articulated primarily as a moral, rather than a business, imperative. Incorporating D&I into business development requires understanding of how the benefits of improved service delivery, capacity in strategic risk management, and contributing to community resilience can be assessed economically.

Common themes from interviews in all organisations were:

- The response-based culture in EMS, the pervading tactical decision making, and command and control approaches to tasks.
- A disconnect between upper level management and brigades and units.
- The short-term nature of many programs.
- Limited agency to act in some areas.
- Constrained resources and lack of resources allocated for D&I.
- How diversity has been implemented to date.
- The need for D&I to serve overarching organisational goals and outcomes, and be integrated into organisational frameworks.
- Lack of awareness, misunderstanding and confusion.
- Resistance to, and fear of, change.
- The tendency of EMS organisations to focus on the negative.
- Heightened sensitivity and uncertainty as to how to act.
- Lack of data and understanding of data.
- The need for specific skills, competencies and strategies.
- Lack of understanding of diverse communities.
- The need to build and maintain trust.

CHANGE

“Right now, there is a real opportunity to make a difference and change things for the better.”

Although all organisations were experiencing change, D&I was often described as a separate aspect of this change rather than part of it. There was little clarity as to what D&I means for the whole organisation, and how it related to day-to-day activities at brigade and unit levels. Needs related to adapting to social change, where D&I was specifically required, were poorly defined, and there was no overarching road map describing how D&I might be implemented to support those needs. In particular, there was little consideration of how the role of the community and external institutional stakeholders was to be managed as part of this process.

D&I is strong in some areas of each organisation but is currently not fully integrated into organisational frameworks. It has, however, been integrated into the recently developed overarching strategic frameworks for the QFES.

Following formal inquiries into the QFES and FRNSW, a key focus has been on improving culture. A large body of work has been undertaken in both organisations to address this. Anecdotal evidence was given that attitudes were changing, and that behaviours that were acceptable in the past – such as “taking someone out the back and laying into them” – were now seen as clearly unacceptable. The slow pace of implementing change, however, was a cause for frustration for many interviewees. One interviewee also acknowledged that change was difficult, and took time to fully understand.

THE CURRENT NARRATIVE

Although some interviewees stated that the services were moving away from notions of being a “hero”, others described a strong, deeply entrenched hero narrative. This was reflected on all websites, where the overarching narrative of service delivery was men of Anglo Saxon appearance in orange jackets undertaking response activities to keep communities safe. There was some variation from this in individual images, but this was the dominant narrative.

Notably, there were few representations of the more ‘humble actions’ that these organisations undertake, and the softer skills that support this. The highest representation of these was on the SASES website. More generally, the community were primarily represented as recipients of a service or part of the service, not as an entity in themselves that had an active role. There was minimal representation of partnering agencies, and few images of people representing a partner organisation were found.

Representation of women and diverse communities was limited, and in some cases there was no representation of specific diverse cohorts. Interviewees suggested this provides little scope for others from diverse groups, and who may have relevant softer skills, to see themselves working with or within these organisations.

All organisations have a key opportunity to refresh their websites to reflect not only the organisations they are now, but also the organisations they wish to become, in a way that engages and invites others.

GOVERNANCE AND POLICY

Due to the organisations being public services and subject to external governance from federal and state governments, the governance and policy context is complex. This could create challenges, particularly in relation to reporting, as there could be lack of continuity between the different areas of policy, and what might be realistically achievable in certain organisational contexts.

In terms of organisational governance, the FRNSW lies with the Directorate of People and Culture, which has a specific Diversity and Inclusion Unit, and the Professional Standards Branch. In QFES, the primary responsibility is with the Human Capital Area, who develop, monitor and review key initiatives in this area, and also the Workplace Conduct Branch. Primary responsibility for this function in SASES resides with the Manager, Strategy Governance, People and Culture.

SASES have recently convened a Diversity and Inclusion Committee, and QFES and FRNSW have a number of committees who have carriage of different areas of the D&I agenda.

QFES had the most comprehensive strategic framework, and FRNSW had the most comprehensive organisational policy framework, with clearly allocated responsibilities and accountabilities across all levels of the organisation.

FRNSW interviewees had the most consistent responses in relation to who was responsible and accountable, in line with their internal governance arrangements. Interviewees in the other two organisations predominantly felt everyone was responsible, but there was some variation as to who was perceived to be accountable.

Current D&I policy was not seen to connect to day-to-day activities in all organisations, and there was a need to ensure that policy was being communicated so that it could be made sense of in specific contexts.

The key opportunity raised was to connect and socialise policy to lower levels of the organisation so that it was understood and enacted.

CULTURE

The current organisational culture was the strongest theme in all case studies, and was not only considered the largest barrier, but also a key area of opportunity.

Historically, the origin of these all these services has shaped the hierarchical and strongly male-dominated culture. It has also focused their capabilities, skills and decision-making style on response-based and tactical lines. The attributes sought by these organisations, therefore, have had this as a specific focus, which has reinforced this particular culture.

They contain a diversity of organisational cultures that are not necessarily aligned. Each organisation contains public service professionals, delivery service agencies, technical and trades skills, rescue and response specialists, and volunteers. Through their descriptions, these cultures also showed differences across urban, rural and remote geographical domains.

All organisations showed gaps between these different cultural groups, and disconnects across their organisations as a result. This was described as often

manifesting as competitive and ‘us and them’, and could result in defensive, territorial and power-based approaches. It was also felt to result in notions of privilege and being special in some areas, particularly frontline response. It was described as being particularly prevalent in firefighting agencies. There was also a strong team culture in brigades and units, which was often described as a ‘family’. While team dynamics can be enhanced within this context, it could also be exclusionary, resulting in covering behaviours and prioritisation of team agendas over organisational agendas.

“People need to understand that protecting the team protects the organisation.”

The culture was also described as a ‘fix it’ culture, which focused on technical competencies based on ‘knowing things’. It was also seen as insular in its outlook. These factors meant that many people found it difficult to engage with more complex issues, such as D&I, which required reflection. They also found it hard to ask if they didn’t know something.

“They find it hard to sit down and talk about the culture, and how the culture might impact others outside the organisation.”

People could be defensive and tended to “deflect back to command and control” when they felt threatened or uncomfortable. In some cases, it was suggested that kindness and vulnerability could be seen as a weakness. There was also a fear that people who stepped up could become targets. Gender-based issues were still described as a particularly contentious area. Examples of negative responses, inappropriate behaviours and use of language in relation to this were given by interviewees in all organisations.

Individuals and groups

Culture is formed by individuals and groups, and so changing an organisational culture effectively needs to happen at all these levels. Effective D&I requires certain behaviours in all individuals, regardless of their position and specific needs.

Key barriers raised at the individual level included:

- People are not trained in soft skills to respond and negotiate difficult conversations.
- People don't always have the skills, or might not be in the position to stop discrimination.
- Some people don't know how to deal with others that are different.
- People don't understand how their action or speech may be received by others.
- People can use positional power to block or side-track initiatives.
- Self-interest and egos.
- Fear.
- Entitlement.

Interviewees from all organisations pointed out that individuals could derail or block activities. Fear could also manifest in different ways, such as fear of change, fear of being different and being judged because of this, and fear of being displaced by organisational change. Fear of loss of control or power was also raised.

For individuals to be effective in the organisation they needed:

- To have a clear understanding of what was expected, and the environment they were working in.
- Psychological boundaries.
- To understand why change is happening and how it related to their context.
- Exposure to difference and different people.
- Be able to be mindful and able to challenge things in a constructive manner.
- Be able to give and receive constructive feedback.
- Awareness of verbal and non-verbal language.

It was also important for individuals to be able to act and to be psychologically, emotionally and culturally safe, and to have organisational and social structures that supported this.

“Most bad behaviour is a result of misunderstanding.”

All organisations reported a great deal of confusion and misunderstanding in relation to D&I. Myths and assumptions were conveyed as fact. Myths could relate to what increased D&I would do to the organisation, how diverse individuals might see themselves or behave, and how people who were supportive of D&I should behave.

Opportunities identified to improve culture included:

- Build competencies and skills.
- Provide an enabling environment where people are able to act, and it is safe for them to do so.
- To challenge current ways of thinking through challenging conversations.
- Identify and leverage attributes, knowledge and skills that already exist in the organisation to support inclusive practice.
- Share experiences and stories.
- Celebrate achievements and change.
- Develop blended teams at brigade and unit level that have a mixture of soft and technical skills.
- Develop diversity icons.
- Develop a diversity mentorship program for teams and brigades using local members from diverse communities.

LEADERSHIP

“Leaders need to show integrity, believe in what they say, and keep their promises.”

Leadership is a critical aspect of any change process, but the long-term nature of D&I issues, and the actions needed to address them, requires strategic leadership that builds trust over time throughout the organisation.

Barriers raised in relation to leadership included variations in the quality of leadership, the cost of being an effective leader, and that D&I was still seen as contentious by some leaders.

It was also raised that leaders needed to be:

- committed to long-term change
- authentic in their actions
- accessible and consistent in their messaging

- model the behaviours they wanted to see in others
- proactive in dealing with issues as they arise
- able to communicate with all levels of the organisation
- be prepared to be challenged and responsive to feedback from others across the organisation.

Leadership needed to support actions was seen as not limited to nominated leaders, but to the development of leaders at all levels of the organisations.

The key opportunity in this area was to identify and curate leadership throughout the organisations, particularly in new recruits.

MANAGEMENT

“We need to manage people so that the live conversation is not beaten out of them in their early career.”

Managers are a critical component in linking areas of the organisation and providing the bridge between its upper and lower levels. Poor organisational management can act as type of ‘organisational permafrost’, which disables change flowing down from the upper levels to staff below. The need to manage complex change requires specific support during the D&I implementation process.

“Good behaviour is not simply the lack of bad behaviour.”

The key needs of management related to the way managers manage their staff. The main focus of this theme was the need to be more facilitative, and work with staff to enable and empower them through encouragement, rather than giving directives that people had to behave in a certain way. Some of the actions needed from managers included:

- Helping people to reflect on, and navigate, difference.
- Letting people find their own way.
- Not forcing people to change their belief structure, but working with it.
- Correcting things subtly, not confrontationally.
- Giving everyone a voice and a seat at the table.
- Having clear boundaries and letting people know what these are.
- Sieving out the positives so you can work with the challenges.

The importance of managers allowing for organic growth of D&I so that it did not become self-conscious and forced was also suggested. Managers needed to actively identify attributes and develop skills within their teams to support more inclusive practice, and they needed to develop an authentic rapport with their team to support this.

Two critical needs identified in all three case studies were the development of managerial skills, particularly in relation to how to deal with challenging conversations and situations, so that they achieved a positive outcome and the ability to manage conflict more effectively.

Managers also need greater awareness of the specific needs of diverse groups and individuals, and the different types of pressure new additions into the organisation might experience – particularly those from minority groups – so appropriate support could be provided.

“You are very visible as a minority, and that can create extra pressure that you can’t stuff up. If someone isn’t performing, we as a minority group all get tarred with the same brush.”

An additional management skill was being able to relate to individuals managing themselves, and being able to manage the different situations that can be encountered with others in the organisation as diversity increases.

RECRUITMENT, RETENTION AND CAREER DEVELOPMENT

“We recruit a certain type of person to do a certain job, and at some point we ask them to do a very different job, which requires very different skills.”

Effective diversity not only requires recruiting new team members, but also being able to retain and develop them to realise the full potential that a diversified and inclusive workforce can bring. D&I also require different attributes and skills, other than those commonly associated with response-based activities. All organisations targeted women in their recruitment process. QFES and FRNSW have reviewed and adjusted aspects of their permanent firefighting recruitment process to ensure that it was a more fair and equitable process for women.

All organisations had a blend of employees and volunteers, which highlighted differences in terms of barriers and opportunities.

Some of the barriers raised in relation to increasing D&I in the paid workforce were:

- A tradition of promotion through longevity in some areas.
- Very structured processes for promotion and technical skills training, and discretionary decision making in some area in relation to who was given training.
- Loss of women through the recruitment process for permanent firefighters.
- Many of the current cohort were not previously recruited or trained in the soft skills needed for D&I.
- Lack of time to properly review processes.
- Women getting bypassed for promotion even though they are capable.
- Lack of ongoing monitoring and evaluation of softer skills.
- Community perceptions of who could be an emergency service worker.
- Lack of lateral entry in some organisations until you get to upper level management.

In terms of volunteering, the following barriers were raised:

- It was dependent upon people from within the community wanting to volunteer, and at times there was limited choice in relation to who filled these roles, which could limit the ability to be diverse.
- There was a lack of flexibility in some units and brigades as to how they saw volunteering roles, which limited the inclusion of people with softer and diverse skills who may be able to contribute in non-traditional ways.
- The demands placed on volunteers that could be a deterrent for engagement.
- Some people in the organisation placed lesser status and value on volunteers.
- Specific training for volunteers could be challenging in terms of the time they had available and the allocation of resources.
- It was not always possible to accommodate all diverse needs with the limited resources that were currently available.

All three organisations had initiatives that were working to bridge these gaps (e.g., the QFES Transforms Through Leadership program, FRNSW Compass program, and lateral entry in the SASES).

Understanding the attributes needed to support D&I, and where they already exist, was also important because these provided the basis for skill development. The research process gave some indication that State Emergency Services in Queensland and South Australia already contained a level of these attributes and skills. This may be due to the majority of their workforce being volunteers, and a history of working with communities to prepare them for an event. The development of community volunteers in FRNSW has also been identified as bringing added skills and capacity (see Appendix B).

Key opportunities included:

- Merit-based promotion.
- Mandatory D&I skills for station officer and above, which is tied to promotion.
- Identification and curation of talent from the beginning of people's careers.
- Development of softer skills at the beginning of people's careers.

COMPETENCIES, SKILLS AND TRAINING

“There needs to be an incentive to get experienced [operational] staff to move across into secondment admin roles that require them to work five days a week. As they can get the same money for working two days out of eight doing a job they love doing.”

The strong focus on response-based technical skills means that some areas of each organisation are currently not well equipped to support organisation-wide D&I implementation. There is a critical need to build competencies and skills to support effective implementation of D&I in all levels of organisations.

Barriers nominated included:

- Lower value attributed to softer skills.
- Limited allocation of resources to develop programs and competencies in soft skilled areas.
- A lack of understanding of strategic decision making and skills associated with this.
- A lack of incentives and rewards for people to undertake training in soft skill areas, particularly in the areas of community-related work.

The importance of including core competencies that relate to D&I as requirements for promotion across all levels of organisations was also raised.

Training, education and ongoing learning are key elements of building the skills and competencies needed. No mapping of key competencies and skills needed for D&I to determine specific training needs was identified. Formal training in this area has yet to be developed, however there is a mandatory DFAT requirement for cultural awareness training for all employees deployed on overseas assignments (QFES, FRNSW). FRNSW have also included D&I as part of their induction process.

All organisations had aspects of informal training and development of leadership and cultural improvement relating to D&I. QFES and FRNSW, in particular, have undertaken extensive training in relation to workplace conduct across their organisations to improve workplace culture. Much of the specific training related to D&I, however, was reported as having focused on leadership and key decision makers.

Interviewees raised the importance of informal learning – learning from each other and from others outside of the organisation. This raises the importance of looking beyond the current modes of learning used in the EMS to a more broadly-based, lifelong learning model, so that knowledge sharing and learning can be more effectively managed and leveraged.

Key opportunities included:

- To identify and map key learning and training needs.
- To identify and learn from others who have knowledge in D&I within the organisation and in other areas of business and the community.
- Develop new forms of learning that accommodate diverse communities and employees' needs.
- To identify opportunities that new digital technologies offer in terms of training.

COMMUNICATION

“We need to think about how communication supports where the organisation is going, and where we are going to be.”

Communication for D&I is complex, because it relates to all areas of verbal and non-verbal communication, and includes physical, visual, verbal and written communications within and outside the organisation. This includes communication by individuals and at the organisational scale. It goes beyond the provision of information to include understanding about what is needed to engage different cohorts and to support better understanding of diversity. Communication also plays a key role in effective socialisation, and for priming the organisation for specific activities related to D&I and change processes generally.

In order to effectively negotiate the relationship to identity within the EMS, the current political nature of the conversation, and the need to engage beyond the organisation with the community and stakeholders, targeted and specialised communication is needed. Specific approaches and knowledge are also needed for effective communication that minimises perverse outcomes. The media tends to perpetuate and support the notion of the EMS as ‘heroes’, which was nominated as a barrier to changing the dominant narrative. Strategic communication was needed to engage proactively with the public media, so these narratives can be planned for and managed, rather than simply reacted to.

Of particular importance was use of language. What was appropriate in different situations with different cohorts may not be generally acceptable. Many interviewees raised examples of gendered and inappropriate use of language in specific contexts, particularly in relation to LGBTQI+ and people from different cultural backgrounds. The examples given were often due to a lack of awareness, rather than a malicious intent to denigrate someone.

A need for challenging conversations was also raised, but that this required safe spaces and the skills to manage this, to enable constructive outcomes.

All organisations had centralised communication, and the main mechanism was emails. People “drowning in emails” was a common theme, which indicates that there may be a need to assess how communication can be refined and targeted to maximise impact. The collecting and sharing of stories was raised as a compelling way to engage people across the organisations in a way that connects them to each other, and also provides a pathway for understanding D&I.

Key opportunities included:

- Leveraging digital communication and technology to open up communication, and support more effective service delivery and connectivity with communities.
- To identify and share stories of people's experiences to support understanding of, and connection to, diversity and inclusion.
- To develop strategies to manage potential future risks that may arise as a result of greater diversity within the EMS.
- Review of websites' visual narratives and refresh these so that they more fully reflect the organisations they are now, what they do, and the diverse and inclusive organisations they wish to be in the future.
- To identify and use authentic images to engage more fully with members of the organisation and the communities that surround them.
- Build awareness of appropriate language use in different contexts.

DATA AND MONITORING AND EVALUATION

The maturity of monitoring and evaluation activities differed across the case study organisations, and was sensitive to organisational contexts. All organisations have baseline diversity measurements for their paid workforce.

Common findings included:

- There are data gaps and a lack of longitudinal data.
- There is a lack of measurement of non-response-based skills.
- There was a lack of connection between strategic and day-to-day indicators and reporting.
- There was no tool in any of the organisations measuring whole-of-organisational change and improvement.
- Measurement of D&I benefits is immature, and although some relevant measurements could be found, there is a need to identify the broader economic and community benefits that result from D&I actions.
- There is limited measurement of innovation and its benefits, and in some cases, no measurement.

All organisations used the Public Service Government Surveys to measure cultural and diversity aspects of their organisations. These provided primarily strategic measures, which are useful for measurement of outcomes, particularly in relation to culture. The Working for Queensland survey has recently added a set of questions to measure inclusion, and also has some measures for innovation. QFES also undertook a Volunteer Survey in 2016, which provides detailed data on its volunteer workforce.

Barriers included:

- Current statistical data could be unreliable.
- There was a general lack of measurement of soft skills.
- Lack of qualitative data.
- Lack of resources that could constrain what measurement, monitoring and evaluation was possible.
- Measurement is hard, so people tended to deflect back to what was easy to measure, especially quotas.

Privacy requirements made it difficult to access certain data. There were also issues with the granularity of data. For example, whether 20 reports of bullying from Public Service Surveys pertain to many instances of bullying from one person, one incident

that many people witnessed, many people engaging in bullying, or a combination. The observation that “bullying is complex and there is not just one type of bullying” was also raised.

There were no internal measures for innovation found in the case study organisations. Many of the benefits accrued through D&I activities are also poorly measured, particularly in relation to the community. No measurement of economic benefits was identified.

A key need for better analysis and understanding of what the data collected actually means, and how it pertains to specific contexts, was identified. For example, increases in conflict within groups may be the result of a particular part of the change process, or may be related to increased innovation. Internal measurements to support management and organisational growth in this area, and also to identify and connect relevant measurements in organisations that currently exist, are also needed.

A number of relevant data sources were identified that related to D&I, and these are listed on page 26. There is considerable opportunity in all these organisations to harvest and leverage these areas of data to develop and implement more holistic and comprehensive measurements.

Key opportunities included:

1. Consolidation of data relating to D&I across the organisation.
2. Development of measurement for high-level actions and connection of these measures to day-to day activities.
3. Develop assessment methods to analyse past and present data to assess lessons learned to date – use this to decide where to make strategic investment in activities.
4. Development of analysis to identify and measure benefits and ongoing improvement – use this to modify strategic investment.
5. Development of longitudinal data and analysis.
6. Identification and measurement of soft skill sets.
7. Development of indicators for what is effective at brigade and unit level, and link those to higher level measures.

THE COMMUNITY

“We need to focus on what are we here for, what are we here to deliver, which is to minimise the impact of emergencies on the communities.”

The EMS has historically provided a specific service to the community, largely based on short-term responses. This is evolving, partly because of the need to work with communities to build resilience, as communities and the risks they face continue to evolve. This requires a mutual understanding between the EMS and the community of what EMS organisations can do now, and may be capable of in the future. This may require renegotiating social contracts between the EMS and the community to support long-term activities, such as building resilience. Understanding how communities and their needs are changing, and being able to effectively communicate, learn from and leverage knowledge of diverse communities, is critical for all EMS organisations to build resilience and enhance current service delivery.

Barriers in this area include:

- There is limited understanding within the community, and diverse communities in particular, of EMS organisations and the skills they offer and their diverse needs.
- There is a lack of understanding in the community as to what the emergency services do, and who could be involved.
- Current public narratives regarding specific diverse groups within communities, such as the Muslim community, can lead to groups being stereotyped and isolated.
- Many areas of the EMS still see their predominant role as delivering a rapid-response service.
- There is limited understanding and measurement of community benefits.

The limited understanding of what the Emergency Services are and do, constrains the development of a richer relationship with the community. The payment of levies in some states was described as reinforcing the communities' expectations that the EMS just provided a service, and was not there to work with them. This could potentially result in a "where's my truck attitude", and in community members not being aware of their roles and responsibilities in relation to natural hazard events.

The success of initiatives, such as Indigenous cultural burning programs and the IFARES Indigenous Training Program, highlight how effective bottom-up, community-led initiatives, which use knowledge from different community cohorts, can be. The vertical rescue skills developed by the SASES is another example.

The lack of understanding by diverse community groups of the EMS's tasks and duties could also result in perverse outcomes during events. One example was of some EMS workers being chased with machetes by a group of people who were scared of people in uniforms and thought they were being attacked. The EMS is currently not well placed to identify what knowledge diverse groups have within communities, and how they can best work with, learn from and leverage this. There was a key need for evidence-based information on aspects of diverse communities to support decision makers in organisations. One example was a volunteer who was able to act as an interpreter for a mother who couldn't speak English and was trapped in a car during a rescue incident. Another example was of a volunteer member who was an ex-professor with relevant skills, which highlights the untapped potential within the community.

In relation to formal training for diverse cohorts, FRNSW's IFARES program was the only formally accredited program found. Informally, female applicants were offered physical training support as part of the permanent firefighting recruitment process at QFES, and Indigenous recruits at RFNSW were provided with a mentorship program. The SASES Bordertown unit had a buddy system in place to support new recruits.

There is a largely untapped opportunity to identify and measure skills and experience in the community in order to build a better understanding of their potential value, and make the case for investment in their development.

Key opportunities:

- To identify skills and knowledge in different communities, and to leverage and learn from these communities.
- To develop more bottom-up, community-led D&I initiatives.
- Develop more targeted education programs developed with the community.
- To adapt the IFARES program model for use in other Indigenous communities.
- Identify areas of community research needed by EMS organisations.

EXTERNAL STAKEHOLDERS

External stakeholders, such as private industry and business, state, local and federal government, unions and boundary organisations, such as industry and community peak bodies, play a key role in all of the case study organisations.

These stakeholders could determine direction and priorities, and also influence outcomes. This could, in some cases, limit an agency's ability to act and maintain actions, particularly if there was a major policy change at state government level. This poses a particular challenge for EMS organisations, because the investment needed to achieve effective D&I in EMS organisations is long-term and substantial. The ability to identify the benefits of the activities that EMS organisations undertake is also important, as many of these provide flow-on benefits for external stakeholders, and may provide a basis for external stakeholder investment.

A key opportunity in this area is to work towards alignment of agendas, and to develop productive working relationships with all key stakeholders that serve a common agreed purpose.

IMPLEMENTATION OF EFFECTIVE DIVERSITY AND INCLUSION

For the implementation of D&I to be effective, a whole-of-organisation approach incorporating all the areas above is needed. Effective D&I cannot be undertaken as a stand-alone activity, and needs to be seen in context of broader organisational policies, plans and activities.

Implementation activities in the case study organisations have been taking place for some time, but there is no formal organisational memory or recounting of these activities. A number of effective practice examples from the case studies are listed on page 34-35.

A common theme related to how past implementation had been undertaken more generally across the EMS. In particular, the use of quotas, which were seen to have focused organisational and management attention on achieving numbers, rather than ensuring that there was an environment that could support D&I. Many interviewees also felt that the focus on gender has polarised people, resulting in increased resistance to change and tokenistic gestures such as including women in meetings simply because they were women. The lack of priming prior to these activities being implemented, and limited socialisation aiming to make people comfortable with changing situations, were felt to have exacerbated this resistance.

Practical barriers to implementation were identified, such as:

- Lack of consistency in the longer term programs, and jumping from one program to another.
- Perfect notions of diversity.
- Command and control approaches to implementing D&I.
- Stereotyping and unconscious bias.
- Tokenistic actions and people wanting to seem to “do diversity”, rather than actually doing it.
- Reactive approaches and going for what is easy, rather than what needs to be done.
- Top-down approaches that didn't bring the rest of the organisation along.
- A lack of investment and resources.

- The focus of lessons learnt on incident-based events, rather than the whole organisation.
- Lack of evidence around how you deal with diversity issues in the community, such as the increase in domestic violence in the community following events.
- Lack of education in organisations and the community.
- Lack of understanding of what D&I is, and what it means for people in their individual contexts.
- Lack of understanding of the benefits of D&I.
- Limited understanding of diversity being more than just about men and women.

Overarching needs included:

- Bottom-up, top-down processes to implementation.
- People feeling and being safe.
- To have a vision of what D&I is, and to ensure that this vision is shared and driven across all levels of the organisation.
- Buy-in from all levels of the organisation.
- Authentic actions and perseverance.
- Flexibility to allow for the “organic growth” of D&I, so it does not become self-conscious.
- Celebrate achievements and build trust.
- People who can act as circuit breakers and build bridges between the different areas of the organisation.
- Education and exposure to others who are different, to support better understanding of what diversity is.
- Evidence to challenge people.
- Myth-bust the myths.
- Learn from what has already been done.

The importance of acknowledging history and using this opportunity to understand “what baggage we are carrying from the past” for each area of the organisation, and to develop beyond this, was also raised.

It was also important to value, respect and acknowledge the skills, talent and contributions of others across organisations so that they did not disengage and become demotivated. This was considered a key aspect of maintaining trust for the longer term across the EMS as a whole.

Due to the level of innovation in implementing effective D&I, and the importance of peer-to-peer learning as part of this process, there is a critical need and a key opportunity to develop a national practitioner network. This is needed to support practitioners and consolidate practice across the EMS.

In comparing the Gloucestershire Fire and Rescue Service experience of implementing D&I with those of the three Australian organisations, the needs and approaches differed due to organisational context, but the difficulty and challenges associated with implementation had many commonalities.

Key opportunities included:

- Identify opportunities that the more general change process can offer for D&I within each organisation.
- To involve people, and empower them to think differently, and to change people through telling stories.
- To tie D&I into overarching change frameworks.
- To use the diversity of skills and experience across the organisation.

- To include D&I symbols as part of inductions.
- Make adjustments in the organisations based on evidence and learning to date.

THE PAST, PRESENT AND FUTURE

Organisations aiming to achieve effective D&I need to have a clear understanding of their past, where their organisations are now, and what they want to become in the future. The difficulty many of the interviewees had in response to the question asking what the organisation would look like in 10 years, points to a critical need for the development of future visions. In particular, what each organisation may become and what they will be doing. An overarching vision is needed in order to map the transitions needed to achieve this. QFES have started to address this need through the 2030 foresighting program, and FRNSW have also undertaken a workshop with brigade members to look at what future skills may be needed.

There was a lack of clarity in relation to changing organisational identities, and how this related to individual identity. How past identity is seen in the current and future organisational contexts is critical to defining this. The lack of clear future visions of the organisations, in which people can place themselves and focus forward, can present difficulties to individuals who have strong attachments to past identities. This is likely to exacerbate feelings of displacement and uncertainty.

Also raised was the importance to separate and acknowledge past histories and events. This was felt to be particularly important in relation to past experiences of individuals who may have been 'damaged' by others, to enable them and the organisations to effectively move beyond this and create a new future.

CONCLUSION

"I was dealing with the same issues in my workplace 20 years ago that people are dealing with now. There were discussions about more flexible workforces, more access to childcare, the work life balance, and sometimes I just think we are not making any progress in this space, which is very frustrating. I hope by the time my granddaughter is in the workforce, that she is not struggling with the same issues that her grandmother did."

Diversity and inclusion in EMS organisations is a long-term proposition, which sits within the broader context of the organisation and the communities that surround it. The context for the case study organisations was highly dynamic, and the D&I structures were still forming in all organisations. It also sits in the broader context of the overall change the EMS is currently experiencing.

The case-study organisations used different approaches to implementing D&I, and were at different stages of their development. All organisations had areas that revealed effective implementation of D&I, and in the case of FRNSW there was also evidence of tangible benefits starting to emerge. Each had different strengths, and they shared similar challenges in relation to implementation of D&I. It was acknowledged that work in this area is hard and required commitment, perseverance and resources. Connections to overarching change varied, and D&I had yet to be connected to innovation. It was not yet integrated into day-to-day decision making or activities.

The key challenge for all organisations was the pervasive response-based culture, tactical decision making, and traditionally-based organisational and social structures.

This was seen to dominate current agendas, and to have resulted in softer skills and D&I being seen as of lesser value. There is a core need for these organisations to build strategic competencies and softer skills within their organisations to support not just D&I practice, but also to build resilience in their communities if they are to be effective. This will require careful consideration of the transitions needed, so that service demands can be maintained whilst these competencies and skills are developed.

Confusion, misunderstanding, lack of awareness and discomfort in relation to D&I was described as present in all organisations, particularly in lower levels of the organisations. Myths and assumptions were also seen as rife. This indicated a key need to socialise what D&I is and means, and its relationship to specific working contexts in all organisations. It also indicated a broader need in the EMS to define more clearly what is meant by D&I in this sector, and for agencies to work together to address deep-seated sectorial issues that confront many organisations undertaking this work.

In each of the organisations, the way in which some past activities across the EMS had been implemented and articulated was felt to have increased resistance and resulted in short-term and reactive approaches. It was also felt that it had contributed to some of the current polarisation of views from people who see it primarily in terms of men and women, rather than the key issue of inclusion. There is an opportunity to learn from previous implementation, and the considerable expertise within these organisations and the community.

As EMS organisations are government agencies, they have a distributed and multi-level governance context where they are directed and influenced by institutional agencies external to their organisations and their communities. As this can limit their ability to act in some areas, they will need to identify where they have the most agency to act directly and where to influence others if they are to achieve positive outcomes. The development of inclusive partnerships that are collaborative and have a common understanding of the desired outcomes and the mutual benefits are needed. It will also be important to manage expectations in relation to what can be realistically achieved, and when. Better understanding of diverse communities, the needs that arise from them and the skills they have to offer is also needed.

Organisations currently do not have a clear vision of what their future organisation will be and do. This means that D&I cannot be adequately defined and understood as part of the overarching change these organisations are currently experiencing. This is also needed to support more proactive transition management and planning. The changing identities of the organisations, and the individuals within them, means that people are more likely to anchor themselves in the past and be more resistant to change, if there is not a visible image of the future to work towards.

EMS organisations and their communities are changing, and D&I is fast becoming a business imperative needed to ensure the sustainability of EMS organisations and the resilience of their communities. D&I is not something that can be sectioned off. It requires a whole-of-organisation transformational approach, and it takes time to do properly.

Expertise, knowledge, and evidence of effective practice and value provided to organisations by members from diverse communities were identified. In the words of interviewee, however, “we still have a long way to go”. The rate of change is increasing and is illustrated by the D&I activities that have been undertaken by case study organisations, since this assessment. It is a time of opportunity for EMS organisations working in this area, and there are leaders beginning to emerge who are capitalising on these opportunities. Whether organisations realise the potential of D&I will depend on them being able to maintain their focus, commitment and trust, throughout the process of transformation.

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THE DRAFT FRAMEWORK FOR DIVERSITY

THE PURPOSE OF THE FRAMEWORK

The purpose of this framework is to provide a basis for exploration to develop the final framework in the second stage of research. This framework describes the areas of focus and tools, and the models and methodologies that will be used. Examples have been provided as the basis for working with EMS end users to define and refine these areas so they are fit for purpose.

KEY AREAS NEEDED FOR PRACTICE

Eight key components (Figure 6) were identified during the interviews as critical to achieving effective diversity and inclusion (D&I). These provide the basis for the thinking frameworks that are needed to understand what sorts of structures, processes and tools are likely to be most useful, and how they can be best applied.

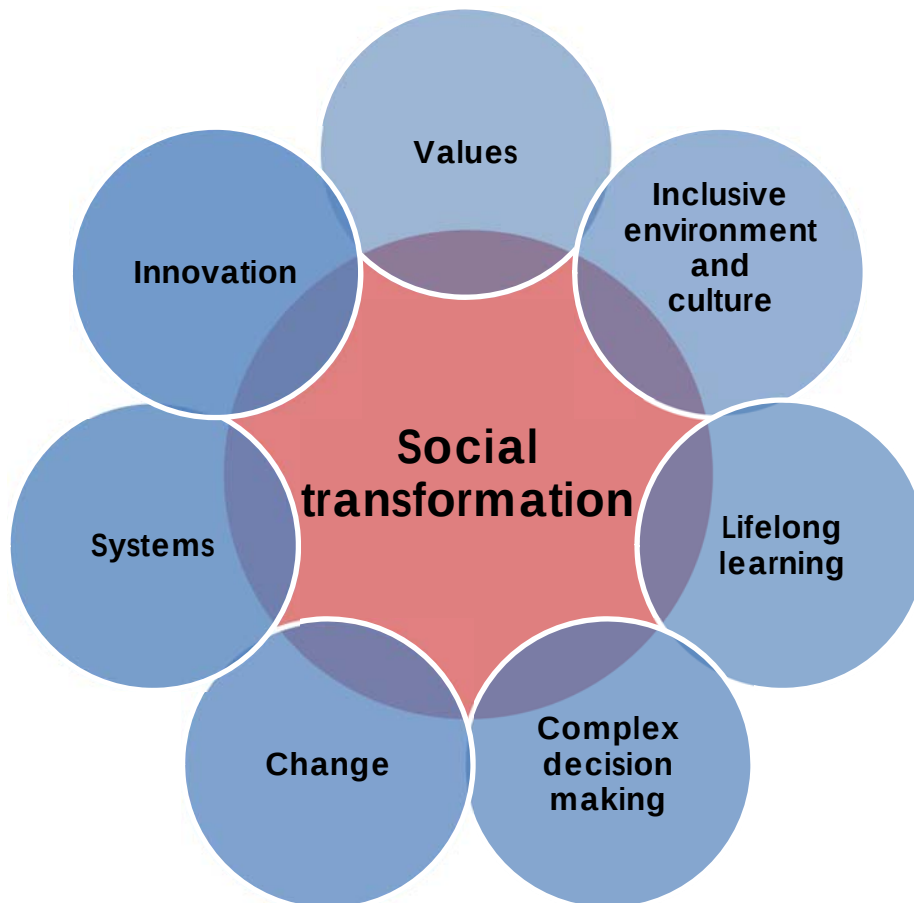


FIGURE 6: KEY COMPONENTS OF EFFECTIVE DIVERSITY AND INCLUSION

SUMMARY OF KEY COMPONENTS

Systems

Diversity and inclusion exists in the EMS within a number of different complex systems, which shape the needs and outcomes of implementation of D&I. A complex system is defined as:

“Consisting of many diverse and autonomous but interrelated and interdependent components or parts linked through many (dense) interconnections. Complex systems cannot be described by a single rule, and their characteristics are not reducible to one level of description. They exhibit properties that emerge from the interaction of their parts and which cannot be predicted from the properties of the parts.” (Business Dictionary.com)

Each system has its own unique components (Figure 7). Understanding key interactions between these systems is critical for establishing where an organisation has agency to act within their own particular context.

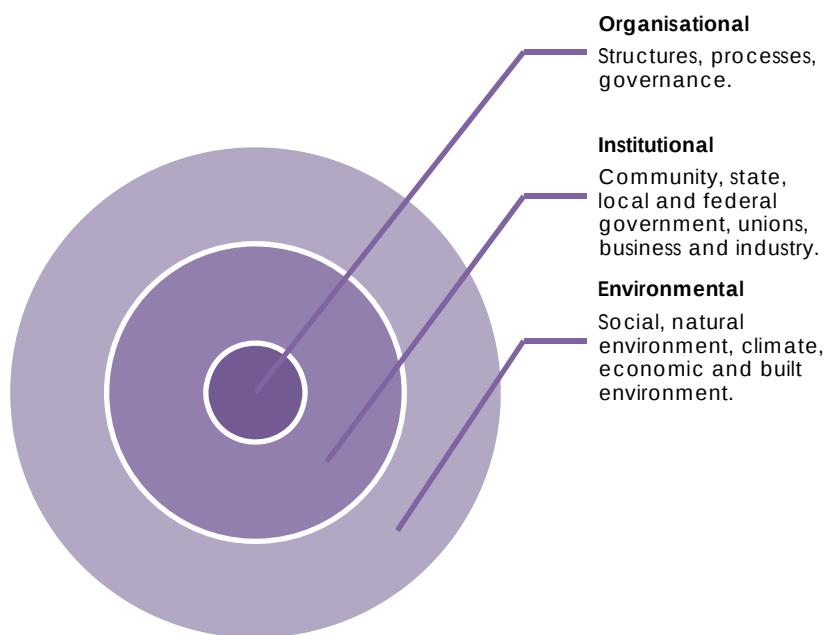


FIGURE 7: DIVERSITY AND INCLUSION SYSTEMS

In terms of the role that each of these systems play, the environmental system determines what is being responded to in terms of natural hazard events, what is at risk, and how it is at risk as a result. The institutional system determines the broader context in which activities occur within organisations, and the organisational boundaries determine how these activities are enacted within the environmental and institutional systems.

From an organisational perspective, effective D&I was also found to require simultaneous actions across different levels of these systems during implementation. These different aspects are outlined in Table 6.

TABLE 6: DIFFERENT LEVELS AT WHICH DIVERSITY AND INCLUSION WORK

Levels	Definitions	Actors
Institutional	Formal or informal structures and arrangements that provide 'the rules of the game' (North, 1990) that govern and shape behaviour of a common set of groups and individuals.	Community, state, local and federal government, boundary organisations, business and industry
Organisational	Groups of individuals who share a common interest or purpose. A particular community, organisation, agency or network (this can also be a virtual community).	A particular community, organisation, agency or network
Teams	Smaller groups that exist within organisations who work together to achieve specific tasks or goals.	Units, brigades, work teams (e.g. communication or diversity team)
Individuals	Individual person or legal entity.	Employee, community member or volunteer

Decision making

Because D&I is a systemic issue that cannot be solved completely, it requires ongoing management and adjustment for the longer term to achieve outcomes and benefits. As a result, it requires complex decision making that is strategic and is enabled by soft skills and facilitative leadership (Table 7). This provides a challenge for the EMS, which has predominantly tactical command and control decision making, and are trained in technical skills to “fix things”.

TABLE 7: DECISION MAKING TYPES (ADAPTED FROM YOUNG ET AL., 2017 AND JONES ET AL., 2014).

Type of decision	Simple	Complicated	Complex
Characteristics	Linear, actionable, can be solved with one solution. Often static risks with known treatments and outcomes.	Systemic, may require more than one solution to address. Will use a mixture of known and unknown treatments. Dynamic, but usually able to be stabilised over time.	Systemic, unbounded, multiple interrelated actions and solutions required to address the issue. The treatment will often evolve and change over time. Highly dynamic and unpredictable, high levels of uncertainty. Often high impact low probability.
Example	A faulty piece of machinery.	Containment of a natural hazard event.	Climate change, resilience, recovery
Actionees	Individual to organisational – person or persons with allocated responsibility or the asset owner.	Collaborative – parties associated with and effected by the event. Shared ownership with delegated areas of responsibility.	Extensive collaboration, – a 'whole of society approach'. Complex collaborative ownership that is shared across society through inclusive partnerships.
Thinking frameworks	Logical, analytical, prescriptive and practical.	Short to medium-term thinking, analytical, responsive. Predominantly prescriptive but has intuitive elements that respond to changing circumstances.	Long-term, strategic, conceptual, lateral, analytical, creative, reflexive, continuous, flexible.
Leadership actions	Direct and review	Consult, assess, respond and direct.	Consult, facilitate, reflect, empower and guide.
Skills	Technical	Technical, tactical, soft skills (to a lesser degree).	Strategic, technical, soft skills.

Social transformation and organisational change

Diversity and inclusion is a process of social transformation that requires change. How people think and respond are at the core of any change. It is also important to understand what motivates people and what they value, as this is central to successful implementation of this type of change. Of particular importance for D&I is the role of organisational and individual identity, and how the changing of roles and established notions of the past organisation, and the sense of loss and grief that may result from this. The Kübler-Ross five stages of grief (Table 8), are often used as a basis for understanding the different phases that people may encounter during this process so that they can be identified and managed proactively. How these are experienced will differ between individuals, and in some cases people may become stuck in a stage and unable to move beyond that point or may deflect back to a previous phase.

TABLE 8: KÜBLER-ROSS FIVE STAGES OF GRIEF (ADAPTED FROM KÜBLER-ROSS, 1969).

Grief stages (Kübler-Ross)	Stage description	Possible responses
Denial	Non-belief of the facts presented.	Consistent communication and engagement, accurate information and education.
Anger	Angry responses associated with the understanding that denial cannot continue, which often include blame and a sense of why me?	Listening activities or spaces where anger is acknowledged but not engaged with.
Bargaining	Where the individual tries to delay the action or develop a compromise that reduces the inevitable impact.	Firm communication and guidance, which encourages thinking beyond short-term solutions to the longer term outcomes.
Depression	Beginning of acceptance, which can result in emotions such as fear, sadness and disconnection from things. A sense of loss.	Programs and supportive spaces that allow for articulation of feelings and provision of strategies for dealing with these.
Acceptance	Acceptance of the situation.	Support that enables forward thinking and actions.

Diversity and inclusion requires long-term *continuous change*, and is made up of short and long-term change, rather than a *change* with a beginning and an end. It requires thinking about long-term goals (what the future organisation will be and what it will do), as well as the short and medium-term transitions to achieve this vision. It requires society-wide change and action beyond EMS organisations to be effective. Many outcomes of change are shaped by how well the need and purpose of change is understood and socialised, who is implementing the changes, and the resources they have to do this.

If there is not an understood and accepted vision of a future organisation, then individuals are likely to refer back and anchor themselves to the past. It is important to maintain activities over the longer term to ensure that the change activities mature, are embedded and sustainable, and that the organisation does not default to its previous state before a new status quo is established.

Innovation

Innovation is seen as a key benefit of diversity, but can also enable diversity. This is directly relevant to EMS organisations implementing diversity because social, environmental and technological changes are not only changing the communities they work with, but also the nature of the risks they face. These present new workplace and service needs that are driving the need for innovation. Social and systemic

innovation also play key roles in effective D&I. Innovation has a high level of uncertainty associated with it, and an important part of this process is recognising that not every initiative will work. Reflexive and flexible processes capture learnings about what doesn't work.

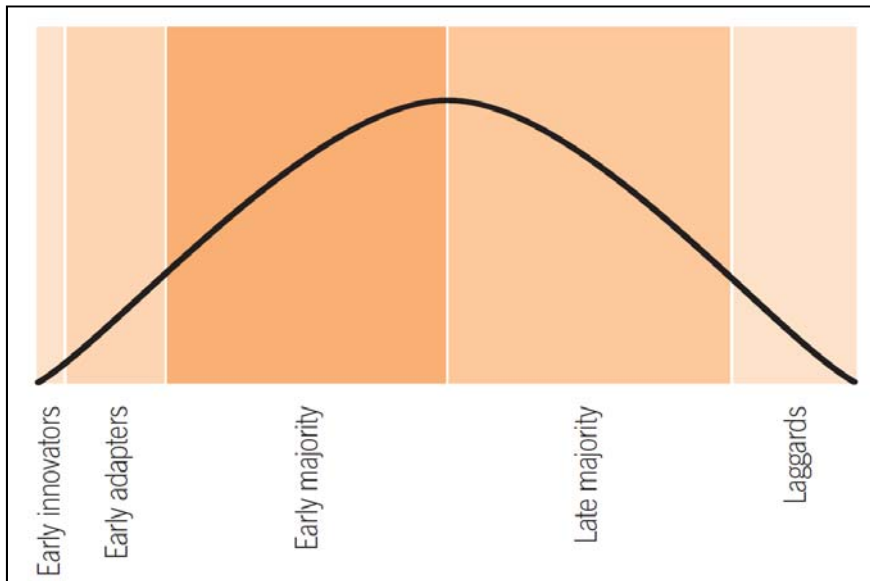


FIGURE 8: TYPES OF ADOPTERS ACROSS TIMELINE (ADAPTED FROM ROGERS, 2010)

Adoption and diffusion are key aspects of this process, and refer to how an innovation is taken up and spread across society (Rogers, 2010). Adoption refers to the key stages that occur when individuals learn about a new technology, and when they adopt or take it up. Diffusion is seen from a group perspective, and refers to how grouped individuals spread this new innovation through society across time. Adoption is the uptake and use of innovation at an individual level. In his book *Diffusion of Innovations* (Rogers, 2010), Rogers defines five key stages for this: knowledge, persuasion, decision, implementation and confirmation. He also groups adopters into five categories: innovators, early adopters, early majority, late majority and laggards (Figure 8). This also reinforces the need for sustained activities over longer term periods, as reaching a critical mass is important to ensure that innovations are sustained. Ceasing actions prior to this point can limit innovation, and also waste time and resources.

Lifelong learning

Diversity and inclusion happens primarily at an individual level over long periods of time, and requires continuous learning, interaction and adjustment. As a result, learning in this area reaches beyond the traditional notion of being undertaken in a certain place at a certain time and applied in a workplace.

Lifelong learning is a paradigm for learning that emerged in the early 1990s, and is a key aspect in the development of learning organisations that have active learning cultures. It has also become increasingly important since the advent of new technologies, as a learning deficit in this area can result in reduced performance for organisations.

Lifelong learning is defined as: "... all learning activity undertaken throughout life, with the aim of improving knowledge, skills and competences within a personal, civic, social and/or employment-related perspective" (Commission of the European Communities, 2001, p 3).

It recognises that people learn in a many different ways throughout their lives (Tough, 1979), and places value on these different types of learning and the sense-making processes that individuals undertake as part of adjusting to something new. It supports the development of active citizenship, and personal and professional development through learning. It is a continuous process that is "... voluntary, and self-motivated" (Cliath, 2000, p 29), and happens through interactions at work and in the broader community.

Lifelong learning encompasses the whole spectrum of formal learning (e.g., Higher Education), non-formal (e.g., conferences, inter-agency learning), and informal learning (learning from others). It also includes experiential learning, such as lessons learnt from experiences responding to a different type of flood or fire.

The Department of Education and Science in Dublin outlined three key principals in Learning for Life: White Paper on Adult Education (Cliath, 2000). These are (p 28):

- a systemic approach
- equality
- multiculturalism.

They also outlined six key priority areas for this type of learning (p 28):

- consciousness raising
- citizenship
- cohesion
- competitiveness
- cultural development
- community building.

Key aspects of implementation of lifelong learning are the centrality of the learner, the importance of equal opportunities, and the quality and relevance of learning (Commission of the European Communities, 2001, p 4).

Values

(Excerpt from Young et al., 2018, p 18.)

Increasingly, values-based approaches are being applied by organisations in relation to change and performance management. This is because values are the basis of decision making, informing the beliefs that determine what is most important, and what motivates action (Schwartz, 2012). Values-based approaches can provide a tangible pathway for bringing together 'multiple perspectives' (Hall and Davis, 2007) to achieve goals that are integral, and define elements of inclusion and the creation of a diverse culture. The Schwartz Theory of Basic Human Values is widely used by organisations to understand how to identify better ways to grow and manage talent. Schwartz builds upon previous work (such as Hofstede's cultural dimensions theory), and identifies ten motivationally distinct values that have key motivators beneath them, and describes the interactions between them. The insight provided by values-based approaches can be used to leverage differences and reduce conflict through informed negotiation. Values are also closely aligned with attributes, the foundation upon which skills and competencies are built.

Inclusive environment and culture

A key aspect of implementing effective diversity is ensuring that an inclusive environment is also developed to enable it to develop to its full potential. Inclusive environments are made up of:

- Structures that are present in organisations, including the built environment.
- Physical aspects, such as technology and equipment, within these environments, and
- The cultural environment and the social and organisational structures that are derived from this.

Effective diversity requires it becoming integrated and accepted as part of EMS organisations. This means that the environment in which it is implemented needs to be adjusted to support this. It also requires an understanding of what components are needed in each of these environments to enable diversity to develop in an inclusive way (Table 9). Some components related to the environment may be easy to achieve, such as a change of a procedure or facilitating a regular D&I conversation. Other more costly components, such as a new workplace, may take time to realise.

As the EMS spans paid and unpaid workforces, enabling effective diversity will be different for each organisation. Small adjustments, however, can make a big difference to the comfort of individuals and their sense of being accepted and considered. For example, having uniforms that are suitable to their body type or policies that enable people with families to fully participate.

TABLE 9: TYPES OF D&I ENVIRONMENTS

Types of environment	Examples of specific components for enabling inclusion of diversity
The physical workplace	• Work spaces which encourage interaction • Buildings that are disability friendly • Accommodation of space for spiritual needs (e.g. prayer rooms) • Toilets that cater for different gender types. • Uniforms that are designed for multiple body types • Firefighting equipment that considers the different physical makeup of women • Computer programs that support people with different needs such as people with a disability or have literacy challenges • Physically safe environment
Cultural	• Curious culture • Culturally intelligent and aware • Culturally safe environment
Emotional	• Emotionally intelligent and safe
External organisational	• Inclusive partnerships with community, government, unions, boundary organisations and business and industry • Shared decision making, ownership, outcomes and benefits
Internal organisational	• Flexible and adaptive frameworks, processes and procedures • Mechanisms which support collaboration and communication • Enabling leadership • Valuing soft skills

Understanding culture

(Excerpt Young et al., 2018, p 22)

Organisational cultures shape the environment and provide the basis for how D&I is undertaken. Culture often manifests through values, rituals, heroes and symbols that shape practice (Hofstede, 2010). “Organisational culture focuses on the beliefs, values and meanings used by members of an organisation to grasp how an organisation’s uniqueness originates and evolves and operates” (Shultz, 2015, p 5). Individuals within an organisation respond and interact with organisational structures and functions surrounding them to create the organisational culture. Organisations have a ‘surface culture’, which is visible and is made up of formal rules, doctrine, dress code and organisational values, and hidden elements or ‘deep culture’, which is made up of ‘values, beliefs and ways of thinking’ (Dadfar and Gustavsson, 1992, p 84).

THE CORNERSTONES OF INCLUSION

Five ‘cornerstones’ of practice were extracted from the interviews that provide the basis for D&I principles which underpinned inclusion practice and enable effective diversity (Figure 9).

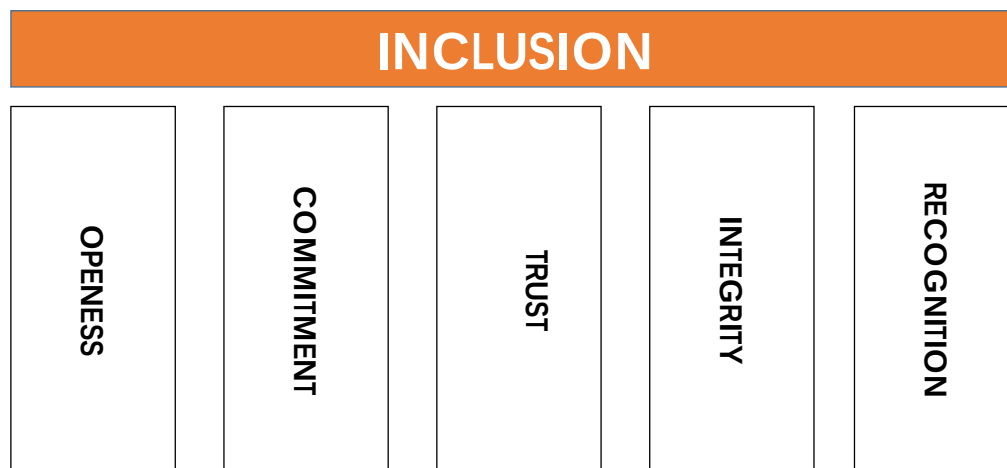


FIGURE 9: THE CORNERSTONES OF INCLUSION THAT SUPPORT EFFECTIVE DIVERSITY

These corner stones are supported by statements of intent that provide the basis for practice:

- **Trust** that individuals are emotionally, physically and culturally safe, and can be their authentic selves in their organisations.
- **Commitment** to long-term action and visions of the future, and persistence in application of this.
- **Integrity** through actions that are authentic, accepting, respectful and value difference.
- **Openness** to change and in communication that supports learning from those who are different.
- **Recognition** of the difference of other people, and the needs and opportunities that arise from this.

MANAGEMENT AND MEASUREMENT COMPONENTS

Before it can be decided what is appropriate for measurement, it first has to be understood what activities support its management, and identify where these exist across the organisation. It then has to be ascertained what needs to be measured to ascertain progress in these areas. Once a baseline is established, they have to be mapped across a timeframe so that that longer term improvement can be monitored. These measurements then have to be connected to overarching organisational strategic and organisational outcomes, so that they are relevant and salient to all levels of the organisation.

Off-the-shelf tools and models are difficult to apply across the EMS, because most of them apply to specific organisational models such as government or private organisations. The EMS relationship to the community also differs from a standard customer, because it is receiving a service but also participating in the support of that service delivery. This means that EMS organisations need custom-made models and tools for them to be effective. Specifically, a hybrid of different existing models and tools that is informed by their organisational context and service delivery.

Measurement for D&I

As D&I is a longer-term systemic issue that requires ongoing management, strategic measurement that measures outcomes is needed. These outcomes provide the arterial measurements from which other measurements flow. Measurement in this area uses qualitative and quantitative measurement. The levels of measurement derived from the case study interviews are shown in Figure 10.



FIGURE 10: LEVELS OF MEASUREMENT

Measurement of diversity tends to pertain more to levels of diversity, and visible aspects tend to be quantitative. For example, statistical data that measures representation of

diversity categories in the workforce, or measurement of delivery of diversity and inclusion-related programs.

Inclusion measurements pertain to the lived experience of people within the organisation that result from their interactions within and external to the organisations. These measurements are often a combination of qualitative and quantitative data. For example, the measurement of wellbeing could include statistical data (such as sick leave data and surveys), as well as qualitative data from interviews, which captures people's experiences of the workplace.

D&I measurements need to be salient to those providing them, and relevant to their specific context so that can inform practice. They are best developed using a bottom-up and top-down method. This ensures that these measurements are connected throughout the organisation and are useful for all levels of the organisation, as their purpose is more clearly understood.

Overarching measurements, key areas for measurement, and key activities in relation to D&I derived from interviews, are shown in Table 4. These will be developed and used as a basis for determining specific measurements in the second stage of the research. These measurements will then be mapped across a time continuum.

TABLE 10: OVERARCHING MEASUREMENT, MEASUREMENT AREAS AND KEY ACTIVITIES FOR D&I

Overarching measurement	Area of measurement	Key activities for measurement
Organisational change/continuous improvement measurement Organisational key performance indicators Strategic indicators	Whole of organisation	Business development through D&I, D&I organisational capabilities, inclusive leadership and management
	People and culture	Staffing, recruitment, retention, succession planning, career development, talent management, training, learning, competencies and skills, attributes, health and wellbeing and employee relations in relation to D&I.
	Communication	Internal communication, external communication with diverse communities. Internal, external communication about diverse communities.
	Technology	Connection of information technology, which is accessible and useable for diverse cohorts. Interactivity of diverse communities through technology. Enabling diverse communities through technology
	Finance	Budget allocation, monitoring return on investment and funding for D&I.
	Governance	Internal D&I governance, policy and procedures and connectivity to day-to day tasks whole of organisation. Alignment with and connection to external governance and policy.
	Field operations	Quality service delivery before during and after events to, and building resilience with diverse communities. Inclusion of diversity in units/brigades.
	External stakeholders	Inclusive partnerships to achieve shared outcomes and mutual benefits.
	Community	Diverse community participation with the EMS activities at an individual level (e.g. understanding and taking personal responsibility for community resilience) and organisational level (volunteering or joining paid workforce).

Management in D&I

Management in D&I goes beyond the concept of formal managers, and encompasses management at all levels of an organisation. It can pertain to everything from management of self to management of the organisation. In order to make it feasible to implement, it is important to ascertain the different levels in which management is applied (Figure 4, derived from the case study interviews). The EMS is primarily made up of government organisations, and is subject to management from external stakeholders, as well as having to manage these relationships.

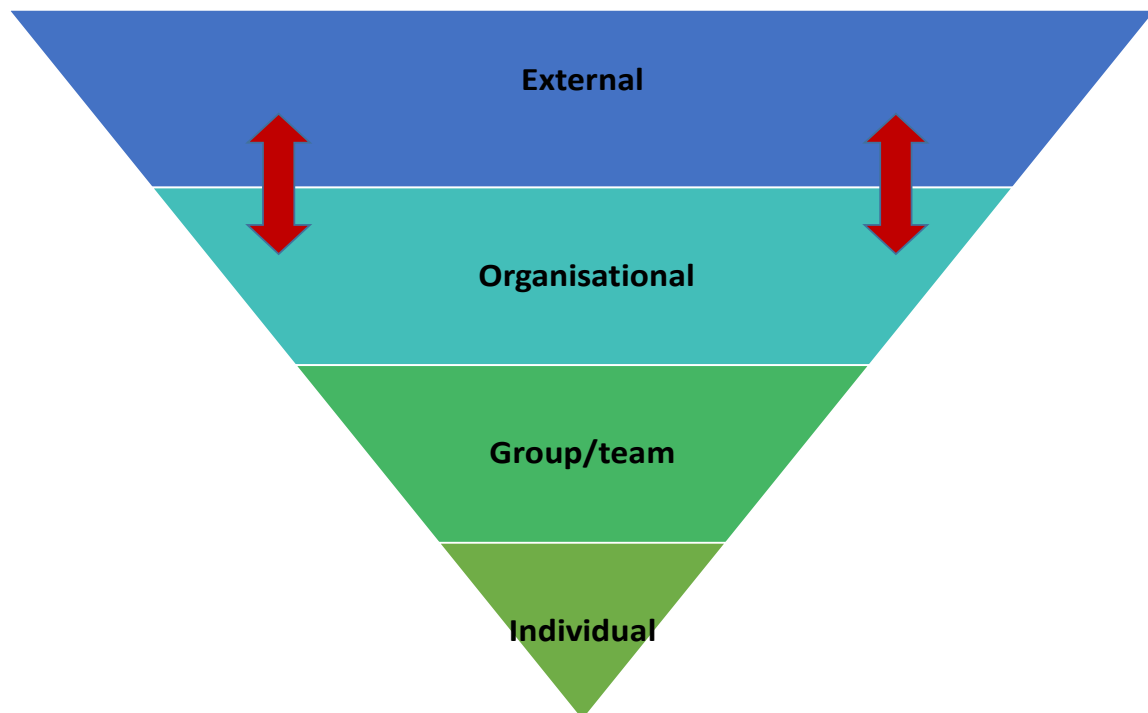


FIGURE 11: LEVELS OF MANAGEMENT FOR EFFECTIVE D&I

Management is made up of tasks that are undertaken to meet a key objective. Wheeler (2010) outlines four key task areas related to implementation of D&I. These are creating, managing, valuing and leveraging. These four key areas can be used for identifying priority tasks using key objectives in each task area. Key task areas with example objectives are outlined in Table 12. These will be further developed in the second stage of the research in collaboration with end users.

TABLE 12: INDICATIVE D&I MANAGEMENT TASKS RELATED TO MANAGING, VALUING, LEVERAGING AND CREATING

Managing diversity and inclusion	Valuing diversity and inclusion
Diversity objectives - Engaged leadership and management - Committed leadership and management - Visible leadership and management - Identification of talent - Management of challenges - Advocating, guiding change and innovation	Diversity objectives - Measurement of visible diversity aspects of diversity gender, ASTI, disability, CALD, age. - Measurement of tangible and intangible benefits (e.g. reduction of workers compensation cases, economic benefits in the community) - Diversity skills being rewarded
Inclusion objectives - Management of self - Inclusive management of others - Management of inclusive internal and external partnerships - Accommodation and management of diverse people and their needs - Supporting the development of skills and competencies.	Inclusion objectives - Measurement of inclusive culture - Measurement of diverse community participation - Valuing soft skills - Valuing difference
Creating an inclusive environment for diversity objectives - Diversity visible at all levels of the organisation - Creating structures and processes to support diversity (governance, policy, committees and councils) - Creating the narrative of a diverse organisation and sharing narratives of those within this	Leveraging the opportunity of diversity and inclusion - Leveraging opportunities for D&I - Leveraging diversity branding - Leveraging communication - Leveraging formal networks - Leveraging diversity and inclusion narratives
Inclusion objectives - Creating an inclusive culture and safe environment for inclusion - Creating inclusive practice - Creating the competencies and skills for inclusion - Creating inclusive communication	Inclusion objectives - Leveraging internal and external partnerships for mutual benefits - Leveraging relationships - Leveraging informal networks - Leveraging skills and knowledge from diverse cohorts

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ABBREVIATIONS

AFAC	National Council for Fire and Emergency Services
ATSI	Aboriginal and Torres Strait Islander people
AVCGA	Australian Volunteer Coast Guard Association
BNHCRC	Bushfire and Natural Hazards Cooperative Research Centre
CALD	Culturally and linguistically diverse
D&I	Diversity and Inclusion
EEO	Equal Employment Opportunity
EMS	Emergency Management Sector
FRNSW	Fire and Rescue New South Wales
GFRS	Gloucestershire Fire and Rescue Service
IFARES	Indigenous Fire and Rescue Employment Strategy
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer and Intersex
MOHURI	Minimum Obligatory Human Resource Information
NEEOPA	NSW Equal Employment Opportunity Practitioners' Association
NESB	Non-English speaking background
QFES	Queensland Fire and Emergency Service
QFRS	Queensland Fire and Rescue Service
QFS	Queensland Fire Service
RFS	Rural Fire Service
SAHMRI	South Australian Health and Medical Research Institute
SCDD	State Counter Disaster Department
SES	State Emergency Service
SLSQ	Surf Life Saving Queensland
RLSSQ	Royal Life Saving Society Queensland
VMRAQ	Volunteer Marine Rescue Association Queensland

ATTACHMENT A: QFES ORGANISATIONAL CONTEXT

ORGANISATIONAL SUMMARY

Queensland Fire and Emergency Services (QFES) is the primary provider of fire and emergency services in Queensland. Its aim is to protect person, property and the environment through the delivery of emergency services, awareness programs, response capability and capacity (preparedness), and incident response and recovery for a safer Queensland.

Personnel includes 36,000 Rural Fire Service (RFS) volunteers, 6,000 State Emergency Service (SES) volunteers, approximately 2,200 permanent firefighters, more than 2,000 auxiliary firefighters, and supported by non-operational administrative support staff. In June 2017, full-time equivalent positions were 3,223.1. In 2016–2017, QFES' budget was \$646.1 million, funded primarily by the Emergency Services Levy, grants, fees and charges (QFES, 2017a, p 119).

QFES responds to:

- Structural, landscape and vehicle fire
- Road crash rescue
- Swift water and water rescue
- Storm and natural disaster
- Building fire safety
- Hazardous condition incidents
- Land, marine, air and urban search and rescue
- Crime scene, missing person and forensic searches
- Animal disease outbreaks.

QFES operates across seven regions. While the QFRS is largely a paid and auxiliary service and centrally funded, the Rural Fire Service (RFS) and State Emergency Service (SES) are largely volunteer services. Local brigades have agreements with local government bodies, and many are funded by council levies on rateable properties.

QFES also supports other emergency response volunteer organisations and agencies including Surf Life Saving Queensland (SLSQ), Royal Life Saving Society Queensland (RLSSQ), Australian Volunteer Coast Guard Association (AVCGA), and Volunteer Marine Rescue Association Queensland (VMRAQ).

The current QFES structure was formed in November 2013 from of a merger of the Queensland Fire and Rescue Service and Emergency Management Queensland as recommended by the Keelty report (Keelty, 2013). The former including the Rural Fire Service and the latter, the State Emergency Service. All had been in the same departmental structure since 1990, but were managed separately, each with their own Commissioner and organisational structure.

QFES is a complex organisation, a result of its volunteer and professional workforce, functions and tasks. Under the Commissioner, three Deputy Commissioners are responsible for:

- Emergency Management, Volunteerism and Community Resilience – hosting the RFS, SES and emergency management and community capability.
- Fire and Rescue Service – which also carries out professional investigations relevant to the whole of QFES.
- Strategy and Corporate Services – covering ministerial and corporate, strategy, systems standards and performance, and human capital management.

The changing environmental context QFES operates in is summarised in the latest Annual Report (QFES, 2017a, p 10):

- The continuing growth in Queensland's population, combined with its diversity and geographic dispersal across the state.
- A predicted increase in the severity and frequency of natural disasters.
- Changing community expectations around government services.
- Changes in the volunteer landscape.
- Crime and safety.

ACTIVITIES

An indicative measure of activities undertaken by QFES has been collated from the Annual Report 2016–2017 and is shown in Table A1.

TABLE A1: MEASURED ACTIVITY, QFES, RFS, FRS AND SES, 2016–2017 (QFES, 2017A).

Area	Action	Measure	Agency
Building fire safety	Reduction in number of false/unwanted automatic fire alarms per Alarm Signalling Equipment connection (from 3.67 in 2005–06)	2.5	QFES
	Fire safety inspections	553	QFES
	Building Approval Officer inspections	1,985	QFES
	Structure inspections by Safety Assessment Officers	1,072	QFES
	452 inspections of Budget Accommodation Buildings (BABs)	452 inspections of 282 premises	QFES
	Requisitions by Commissioner to reduce risk in BABs	57	QFES
	Notices by Commission issued to improve safety in BABs	12	QFES
	Infringement notices issued for fire safety breaches in BABs	2	QFES
	Successful prosecution cases against 2 entities for offences in 7 BABs	9	QFES
	Total fines for offences related to BABs	\$50,000	QFES
Bushfire hazard mitigation	Hazard burns	122	QFES QRFS
	Trail or fire break upgrades	67	QFES RFS
	Targeted community education activities	152	QFES RFS
Bushfire season	Fires attended	2145	QFES RFS & QRFS
	Days of continuous activity	198	QFES RFS & FRS
Community safety education campaigns	Undertaken: "If it's flooded, forget it"; Bushfire Safety; Home Fire Safety	3	ALL
Cultural capability	Recruitment of Torres Strait Islanders, increase of volunteer numbers	30	QFES RFS
Disability Services Plan	Specialised smoke alarms provided	456	QFES
	Specialised smoke alarms provided since scheme commenced in June 2013	1,520	QFES
E-contact	Facebook fans at 30 June 2017 compared to 193,000 at 30 June 2016	235,000	QFES

	Twitter followers at 30 June 2017 compared to 34,600 at 30 June 2016	47,300	QFES
	Instagram followers at 30 June 2017 compared to 2,240 at 30 June 2016	4,280	QFES
Emergency Vehicles Priority system	Fitted in intersections	1,892	QFES
	Fitted in fire appliances	94	QFES
	Fitted in ambulances	344	QFES
Fight Fire Fascination program	Cases participated by 46 trained practitioners	98	QFES
Fire safety checks	Assessments completed	76	QFES
Road Attitudes and Action Planning program	Presentations delivered to number of students	293 to 33,461	QFES FRS
Storm and cyclone season	Number of requests for assistance	10,000	SES
	Members deployed	1,100	SES
Tropical Cyclone Debbie	Damage assessments	11,000	SES
	Requests for SES assistance		SES
	Water rescues	166	QFES

Source: QFES, 2017a, pp 32–49.

HISTORY

Despite the risk of fire in Brisbane (est. 1825), volunteer brigades were not formed until the 1860s. They did not immediately become permanent, being described as “a story of inexperience and ineptitude, of complacency and apathy mixed with enthusiasm and heroism” (Calthorpe and Capell, 1997). The Great Fire of Brisbane in 1864 led to ongoing efforts to form stable brigades, with the first permanent brigade starting in 1868. Regional Brigades were formed in Ipswich, Bundaberg and Toowoomba around the same time (Miller, 2012).

The Brisbane Fire Brigade was created out of these earlier metropolitan volunteer fire brigades in 1882, and began to employ full-time professionals in 1889. The Metropolitan Fire Brigades Board was formed in 1921, and the brigade became known as the Brisbane Metropolitan Fire Brigade. By 1990, there were 81 Local Fire Boards within Queensland, mainly dealing with urban fire (Queensland Government Archives). These became the Queensland Fire Service in 1990.

The first government regulation for fire was the Act to Prevent the Careless Use of Fire 1865, which led to landowners joining together to manage fire risk. Under the Rural Fires Act 1927, the Rural Fires Board was formed to manage the volunteer rural fire brigades. This was soon suspended due to the great depression in 1931, and did not resume until 1948. Brigades continued to expand in number, at one time containing up to 40,000 volunteers. Today there are about 36,000 volunteers in about 1,500 brigades (RFS 2016).

The Fire and Rescue Act 1990 created the Queensland Fire Service (QFS), merging the Rural Fires Board and Metropolitan Fire Brigades into the QFS. The Rural Fire Division was managed by the Rural Fires Council. In 1997, the QFS became the Queensland Fire and Rescue Authority (QFRA), taking on the formal role of rescue, changing to the Fire and Rescue Service in 2001. The Rural Fire Division also became the Rural Fires Service (RFS). In 2014, following the Malone Review into RFS in Queensland, volunteer and staff support was increased, the emphasis changed back from fire response to land-use management and mitigation, and the volunteer component became Rural Fire Service Queensland (RFSQ) (QFES, 2014).

The State Emergency Services began in 1961 as the Queensland Civil Defence Department, mainly to deal with the threat of nuclear war. In response to the 1974 Queensland floods and other disasters, the government enacted the State Counter Disaster Department Act 1975, which created the State Counter Disaster Department (SCDD) and the SES. This Act was replaced by the Disaster Management Act 2003 (SES 2016).

In 1998, a Department of Emergency Services was established to coordinate and administer statewide emergency services and disaster management. Its tasks covered prevention, preparedness, response and recovery, including ambulance and fire and rescue services, and managing volunteers in the RFSQ, SES, ambulance and other areas. This later became the Department of Community Safety in 2009.

QFES was established as a department on 1 November 2013 under the Public Service Act 2008 (Public Service Departmental Arrangements Notice (No. 8) 2013). QFES amalgamated the following emergency service agencies: Queensland Fire and Rescue Service (QFRS), Rural Fire Service (RFS) and SES. It also was tasked with providing support to other emergency response agencies through service agreements (QFES, 2017a, p 5).

QFES is managed by a Commissioner, and the three services each by a Deputy Commissioner. Each service retains its own identity and arrangements within the broader QFES structure. In 2014, the Public Safety Business Agency Bill 2014 amended the Disaster Management Act 2003, and also amended and renamed the Fire and Rescue Act 1990 to the Fire and Emergency Services Act 1990. These two Acts govern QFES. The agency is a portfolio of the Minister for Police, Fire and Emergency Services and Minister for Corrective Services (Queensland Government Archives).

DIVERSITY AND INCLUSION BACKGROUND

The history of D&I in QFES is mostly contained within the individual services (FRS, RFS and SES). Previous diversity-related policies were developed by the Departments of Emergency Services and later by Community Safety, and plans were constructed and implemented from those policies by each service. As a new organisation combining all three services, the challenge for QFES is to review the different organisational cultures of each, adapt what worked, jettison what did not work, and develop a vision that identifies QFES in its current form and what it can become.

There is little history or access to data on diversity pre-2013, however previous policies and plans are available on an internet archive (web.archive.org, commonly known as the Wayback Machine), the Queensland Government archive and parliament repository for tabled documents (e.g. policy documents and Annual Reports). For example, plans and strategies and reports covering gender, ATSI, CALD and disability areas can be found in the internet archive for the website www.emergency.qld.gov.au. These provide a rich record of information and actions on D&I.

The first woman is reported to have entered the fire services in 1995 (Anon, 2011). The *Cairns Post* (Drysdale, 2014), reported that in 2005, there were 16 female paid firefighters in Queensland and 64 in 2014. This had increased to 89 by 2016 (Hendry, 2016). Queensland Fire and Rescue Service (QFRS) Annual Reports (2000–2004), show 385 females in paid positions in 2000, 415 by 2002, which then decreased to 228 in 2004. This was as a result of structural changes that saw a large number of employees from

corporate, business and administrative functions that contained higher percentages of women moved to other government agencies. The SES reported that in 2015, about one-third of members (36%) were female and two-thirds (64%) male (SES, 2016).

Archived documents show that ten years ago, the Department of Emergency Services had a Strategic Plan for Indigenous Australians that aimed to increase employment, training and response services, and State and Regional Indigenous Reference Groups. It also had a Diversity and Equity Plan – Towards 2008 that targeted women, ATSI, CALD and disabled people. Older archived Annual Reports also contain interesting facts and figures. For example, the DES Annual Report 2005–2006 reports on the Emergency Services Cadet Program, where 48% were female, 7% from an Aboriginal background, 3% from a Torres Strait Islander background, 7% who spoke a language other than English, and 3% with a disability. They also profiled a female acting station officer who had been employed since 1993, starting as a communications officer (DES, 2006).

In the last Annual Report (2012–2013) from the Department of Community Safety (DCS) delivered before QFES was established, diversity was amongst DCS's six main values, and its people strategy also contained the phrase "... recruit and retain a diverse, effective and agile workforce" (DCS, 2013). However, by that time, diversity's presence in annual reporting had declined.

The first Annual Report (2013–2014) from the newly established QFES had no information on any aspect of diversity, except for some reporting on a youth program. The only diversity data reported was under the state Cultural Diversity Strategy, where the only entry required was for translator services. Of the directors and committee members mentioned in the report (QFES, 2014), two were female.

A key point for QFES was the 2014 *Independent Review of an Incident Involving Queensland Fire and Emergency Service Employees* (Allison, 2014). This report was undertaken in response to a specific incident that resulted in a serious complaint and investigated sexual harassment and bullying within QFES. It made 30 recommendations in relation to how women are recruited, trained, assigned, supported and promoted (Queensland Government website). In 2015, Katarina Carroll was appointed as Commissioner with a mandate to implement the recommendations of the review.

Since its inception as a new department, QFES has worked to develop and embed the values of the new QFES vision, which underpins the development of a more inclusive culture.

The most recent Annual Report provides extensive notes on performance relevant to QFES' strategies on a range of targets set, and whether they were met. The two performance areas most relevant to D&I were successful female applicants and employees identified as Aboriginal and Torres Strait Islanders (ATSI) (QFES, 2017a). Neither area had set targets. Other listed performance indicators included staff training and conduct and performance, but did not yet have measures attached.

The June 2017 quarter Minimum Obligatory Human Resource Information (MOHRI) data reflected an overall improved response rate, and compared to December 2015, an upward trend by percentage for all target areas (QFES, 2017a, p 72):

- Women in senior executive positions – increased from 4.55% to 5.56%
- Women in senior officer positions – increased from 7.90% to 11.11%
- Aboriginal and/or Torres Strait Islander people – increased from 1.19% to 1.56%
- People with a disability – increased from 4.20% to 4.82%
- People from a non-English-speaking background – increased from 1.28% to 2.30%.

DIVERSITY AND INCLUSION GOVERNANCE

The Executive Leadership Committee provide information, advice and support to The Board of Management, and are primarily accountable for oversight of D&I.

The main responsibility for D&I within QFES sits within the Human Capital Management (HCM) directorate who develop, monitor and review key initiatives, and to a lesser degree, the Workplace Conduct Branch. There is no dedicated unit within HCM, as D&I is being actioned through multiple programs and initiatives across the organisation pertaining to improvement of culture and capability. "HCM will contribute to the development of the QFES capability needs by evolving future leaders, creating a service-focused structure, developing critical talent and forming a One QFES culture" (QFES, 2017a, p 98).

Although there is no specific committee for D&I, oversight is provided by the following committees:

- People and Culture Committee, which provides stewardship of people and culture-related matters within QFES.
- Health and Safety Committee, which provides stewardship of health and safety-related matters within QFES.

POLICY AND STRATEGY CONTEXT FOR DIVERSITY AND INCLUSION

In terms of governance and policy, much of the effort to date has been on building the overarching strategic frameworks, values and plans needed for the new Department, which provide the basis for internal policy development.

QFES governance for D&I sits under the broader framework of state and federal legislation, as shown in Table A2.

TABLE A2: FEDERAL AND STATE POLICY CONTEXT FOR QFES

Federal	State
• <i>Age Discrimination Act 2004</i> • <i>Australian Human Rights Commission Act 1986</i> • <i>Disability Discrimination Act 1992</i> • <i>Sex Discrimination Act 1984</i> • <i>Australian Human Rights Commission Act 1986</i> • <i>Affirmative Action (Equal Employment Opportunity for Women) Act 1986</i> • <i>Public Service Act 2008</i> • <i>Work Health and Public Service Act 2008.</i> • <i>Safety Act 2011</i> • <i>Gender Equality Act 2012</i>	• <i>Anti-Discrimination Act 1991</i> • <i>Disability Services Act 2006</i> • <i>Disability Services Act 1992</i> • <i>Industrial Relations Act 2016</i> • <i>Public Sector Ethics Act 1994</i> • <i>Work Health and Safety Act 2011</i> • <i>Gender Equality Act 2012</i> • <i>Multicultural Recognition Act 2016</i> • <i>Multicultural Queensland Charter</i> • <i>Language Services Policy</i>

Sources: Australian Government, Australian Human Rights Commission, Queensland Government, Inclusion and Diversity Commitment, Queensland Government, Department of Racing and Multicultural Affairs.

Plans and strategies at a state level that support this include:

- Gender Equity Strategy 2015–2020
- Moving Ahead Strategy, a strategic approach to increasing the participation of Aboriginal people and Torres Strait Islander people in Queensland's economy 2016–2022
- Multicultural Policy and Action Plan
- Queensland Public Sector, Inclusion and Diversity Strategy, 2015–2020: Different Background, Shared Values
- Public Safety Portfolio Disability Services Plan 2014–2016
- Queensland Public Sector LGBTIQ+ Inclusion Strategy, 2017–2022
- Disability Services Plan outlined in the Public Safety Portfolio Disability Services Plan 2014–2016

Source: (Queensland Government website)

Currently QFES have the following documents that pertain to diversity and inclusion:

- Cultural Statement of Intent (QFES, 2017b)
- Aboriginal and Torres Strait Islander Cultural Capability Action Plan 2017–2020 (QFES, 2017d)
- QFES Disability Service Plan 2017–2020 (QFES, 2017c)

A Cultural Transformation Strategy and Workforce Engagement and Communication Strategy are currently in development (QFES website, page QFES Statement of cultural intent). A Fairness, Equity and Inclusion Strategy was reported to be soon to be released.

Key documents outlined in the QFES Annual Report 2016–2017 (QFES, 2017a, pp 37–38) in relation to cultural capability include:

- Cultural capability outlined in its Aboriginal and Torres Strait Islander Engagement Strategy 2016–2017.
- Aboriginal and Torres Strait Islander Engagement Strategy 2015–2019 to 2017–2018.
- Customer diversity outlined in the Culturally and Linguistically Diverse Customer Information Implementation Plan.

Strategy

QFES have a clear overarching strategic vision and purpose for its department:

Our vision: One team, one vision – creating safe and resilient communities.

Our purpose: To create safe and resilient communities by minimising the impact and consequences of emergencies on the people, property, environment and economy of Queensland.

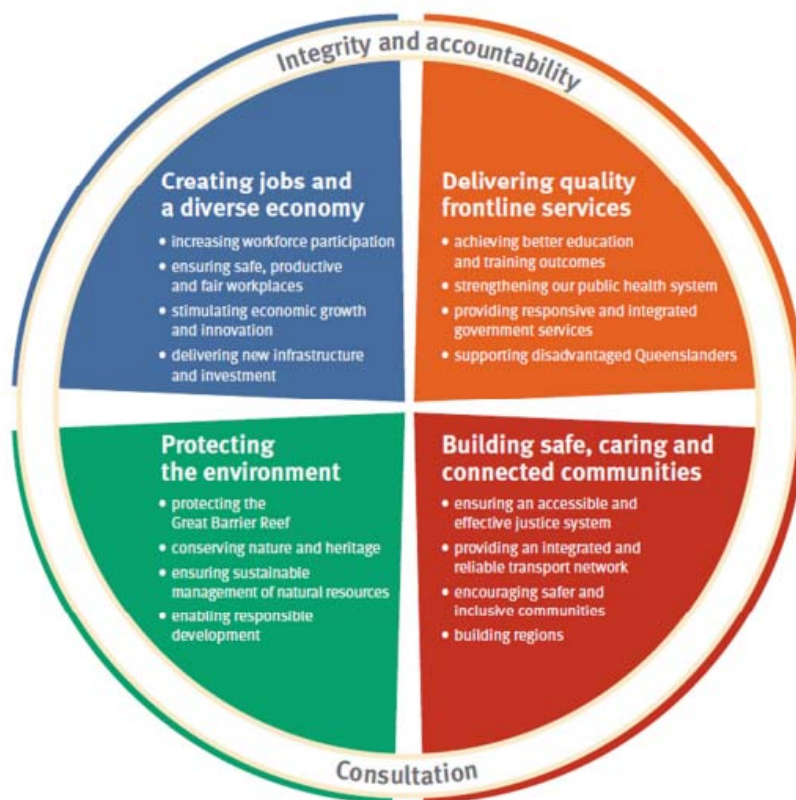


FIGURE A1: Queensland Government objectives (QFES, 2017A, P 12).

The Queensland Government has a number of objectives, underpinned by the principals of integrity, accountability and consultation (Figure 1). These provide the basis for the development of the six QFES objectives and strategies that support them (QFES, 2017a, pp 13–14).

Diversity and inclusion are included in most of those objectives, and Objective 5 is explicitly about D&I: “We will be a department that is ethical, inclusive, values diversity and is respectful” (QFES, 2017a, p 13).

Strategies to fulfil this Objective 5 are:

- 5.1 Lead with integrity, transparency and accountability.
- 5.2 Foster a culture that promotes professionalism and respect for fellow staff and volunteers.
- 5.3 Build an inclusive workforce that better reflects the diversity of our communities.
- 5.4 Strengthen our staff and volunteer workforce through recruitment initiatives and professional development opportunities.

DIVERSITY AND INCLUSION INITIATIVES

QFES' key focus to date has been on building an inclusive culture and capability within its workforce (see Section 2). Key initiatives implemented under Objective 5 are summarised below.

Cultural Improvement Implementation Project (CIIP). This was established in January 2015 in response to an independent review of an incident involving QFES employees (Allison Review, December 2014). The CIIP team addressed the barriers and enablers to the implementation of the 30 recommendations by the Allison Review, and promoted QFES' commitment to achieve cultural reform. It has undertaken a range of activities of including:

- Workplace Behaviour Training.
- An independent review of the QFES base grade firefighter recruitment process.
- Mechanisms to support members of their workforce who experience bullying and harassment.
- Development of governance, systems, tools and information to ensure physical workspaces are safe, secure and inclusive.
- Revision of required standards.

Development of this program is ongoing.

QFES Transforms Through Leadership program is building the leadership capabilities required to achieve relational and transformational change. Key highlights include:

- Executive leadership team mentoring and coaching sessions.
- Regional Integrated Planning Executive (RIPE) workshops.
- State leaders (equivalent to AO7/Inspector and above) one-day leadership workshops (260 attendees).
- Emerging Leaders Academy program (11 participants).
- Advanced Facilitation Workshop (eight state leaders attended).
- Leadership Masterclass program (four state leaders participated).
- Frontline Leaders Workshops (430 participants) (equivalent to AO6, station officer or those with line management).
- 30 staff completed a series of online leadership webinars.
- Foundations Leadership program (eight frontline leaders participated).

Recruitment campaign. In December 2015, QFES launched a new base grade firefighter recruitment campaign, moving from a continuous process to an annual campaign-based process ensuring the most suitable and qualified candidates apply and can be selected. Changes following a review of the 2016 recruitment campaign resulted in over 1,600 more suitably qualified candidates applying for 72 positions in the 2017 campaign.

A new auxiliary firefighter closed merit recruitment strategy was also developed and incorporated as part of the 2017 campaign, providing a career path for auxiliary firefighters wanting to become career firefighters. In 2016–17, the School of Fire and Emergency Services Training ran four recruitment courses, with 99 firefighters successfully completing recruitment training, of which 13 were women.

Diversity data drive. In early 2017, QFES undertook a Diversity Data Drive to improve the quality of its workforce diversity data, previously known as Equal Employment Opportunity (EEO) data. The aim of the drive was to identify QFES paid employees who identified as having a disability, being an Aboriginal or Torres Strait Islander person, and/or being from a non-English speaking background. Outcomes are detailed on page 12.

A reserve roster to reduce costs and increase workforce flexibility has also been implemented, to assist in maintaining service delivery and staffing levels and provide alternative employment options.

QFES is also part of the AFAC Male Champions of Change program, and has been developing **The Allies of Inclusion** program to be piloted within the organisation. The aim of this program is to develop a network of inclusion champions who will work to develop practice and understanding of inclusion, and support a more diverse organisation.

SUPPORTING INITIATIVES

Due to the embedding of D&I activities across QFES, it was not possible to identify every one of these as part of this scan. However, initiatives and specific activities outlined in the Annual Report 2016–2017 as part of highlights reported in relation to strategic objectives of the QFES Strategic Plan 2016–2020 that support D&I, are summarised below (QFES, 2017a, pp 32–77):

Objective 1: We will continue to provide contemporary fire and emergency services that offer value for money.

- Building on our Past, Creating our Future: Our Strategy, released in February 2017
- Building cultural capability
- Customer diversity
- Disability Services Plan
- Disaster Management Alliance
- E-contact
- Emergency management stakeholder engagement
- Queensland: An age-friendly community.

Objective 2: We will be innovative and encourage new ideas, learn from past experiences, and quickly adapt to changing conditions

- Working in collaboration with local government in support of the SES
- Nexus human capital management system
- Learning Cache
- Training review.

Objective 3: We will enable, respect and value the role of volunteers.

- 2016 QFES Volunteer Survey
- Emergency Services Cadets Program
- Emergency Volunteers Advisory Forum
- Improving communications for volunteers
- Involving volunteers in decision making
- Volunteer operational capability.

Objective 4: We will work with our external and internal partners to further integrate and co-deliver our services.

- Training delivered to Papua New Guinea Fire and Rescue Service
- Doctrine Framework
- Design and phased implementation of QFES Governance Framework work package
- Social Engineering Audit
- Planning and Performance Framework
- Policy Framework and Code of Practice
- Service agreements with PSBA.

Objective 6: We will be a department that is ethical, inclusive, values diversity and is respectful.

- 2016 Australasian Fire and Emergency Service Authorities Council, and Women and Firefighting Australasia conferences

MONITORING AND EVALUATION

Monitoring and evaluation is still forming for the new structure across QFES. The Annual Report 2016–2017 contains 15 key performance measures that measure assets, training, satisfaction, governance, process, service delivery, and financial aspects of the business (QFES, 2017a, pp 26–27). The six strategic outcomes (outlined above), provide more detail for the measurement and an indicative measurement of activities.

QFES currently has no overarching tool for measuring change or organisational development, but the interviews indicated there is work being undertaken in this area. The key measurements in this area were described as often being qualitative and not well measured. The Working for Queensland survey provides indicative data in relation to organisational culture, and the MOHRI data provides statistical data for measuring diversity.

QFES also undertook a volunteer survey in 2016, which has provided a benchmark for future surveys in relation to volunteers in the workforce. Community surveys are also periodically undertaken to assess satisfaction with services. Data is also available for interpreter services for Queensland Fire and Emergency Services as part of the Queensland Language Services Policy (QLSP) performance measures (QLD Government data). Reporting in relation to innovation in the Annual Report is limited, and does not include measurement of pilot programs or social innovation. The Working for Queensland Survey has questions that pertain to this area, which capture qualitative data in relation to the working environment.

Baseline diversity measurements are in place for gender (men and women), disability, people from non-English speaking backgrounds, and Aboriginal and Torres Strait Islander (ATSI) people across the paid workforce. These were established by the Diversity Data Drive mentioned above. There are currently no visible measurements of LGBTIQ. There is also no detailed analysis of exit data.

Key data initiatives also include:

- Mapping the QFES values across the SOSIE assessment scale so they can be measured in accordance with organisational values. The SOSIE tool was designed in France to identify personality traits, interpersonal values and personal values.
- Qualitative assessments and collection of stories in response to the QFES Transforms Through Leadership program, and that there is currently no ongoing monitoring and evaluation of capability or career development of paid operational employees. What is being measured at these levels, or how effective they were, could not be ascertained. However, there was anecdotal evidence to suggest that measurement in operational areas is primarily in relation to specific response tasks.
- Periodic organisational review and monitoring in relation to the progress of the Allison Review (2014) recommendations.

ORGANISATIONAL VALUES

The organisational values for QFES were developed and amended as part of the QFES Transforms process, which uses values as a basis for recognising what is important to individuals and the organisation. These values reflect those identified by staff in the Transforms Workshops and the Working for Queensland survey. The previous values were: community first, deliver top class service, D&I, and a safe and secure workplace.

Respect: We appreciate and value each other and our differences.

Integrity: We are individually accountable for our performance and undertake our duties with diligence and transparency.

Courage: We are brave when facing adversity, value ethical behaviour and challenge wrongdoing.

Loyalty: We are committed to each other, have pride in our Department and are dedicated to keeping Queensland communities safe.

Trust: We are open, honest and dependable.

The values are aligned with the Queensland Public Service values of: customer's first, ideas into action, unleash potential, be courageous and empower people (QFES, 2017a, p 14). They are currently well articulated in policy and strategy documents, but are not yet publicly displayed on the QFES website.

ACTIVITIES UNDERTAKEN SINCE THIS ASSESSMENT

Activities undertaken since this review as provided by QFES are as follows:

QFES Transforms – Leadership Development

Step Up – Follow-up to QFES Transforms Through Leadership

A program to further build our leadership capability by having leaders who can coach, mentor and influence behaviour change on the ground, and embed a consistent coaching and mentoring framework.

Lead Boldly – Development of a pilot program July to September 2018.

An externally facilitated program to further build the leadership capability and influence of QFES women. Combining findings from biology, psychology and anthropology, the program is designed to support and further the careers of women.

White Ribbon

- White Ribbon Accreditation process.
- A baseline survey has been conducted and has identified areas of focus for the project.
- All staff and volunteers have been provided with information on how to access local support services if they are affected by DFV.
- Events to increase awareness of DFV have been organised across the state.
- Training is being rolled out to supervisory staff to help them support staff and volunteers affected by DFV.

Cultural transformation

In April 2018, Price Waterhouse Coopers commenced a review to identify how QFES is tracking against the recommendations implemented as part of the Allison Review, and what further action is required to continue to make positive changes to workplace culture. The report (expected to be finalised in July 2018), will provide QFES with an indication as to how it is progressing culturally as a department.

The Price Waterhouse Coopers team have spent time with the workforce across QFES, including in our regions, to examine how QFES is tracking and what further actions are recommended to continue to influence and make positive changes to the workplace.

Fairness, equity and inclusion

- Fairness, Equity and Inclusion Framework released internally with a “soft” launch. QFES Media,
- Communications and Engagement working on a Communication Plan for the “hard” launch.
- Annual plans will start to be developed now the framework is in place.
- QFES Allies of Inclusion has moved from priming to pilot phase, and during July 20 will carry out refresher/catch-up training with the pilot group and commence testing the registration and mail-out processes.

Workforce Conduct Branch

- Combined Conduct Training “Think Say Do” developed implementation start 16/07/2018
- Appointment of seven Workplace Conduct Consultants deployed in the regions to assist leaders with workplace conduct issues
- On-going relationship building with the industrial bodies
- Commenced a review into the Officer Development (Fire and Rescue) Program
- Currently developing Ethical Decision-Making vignettes

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ATTACHMENT B: FRNSW ORGANISATIONAL CONTEXT

ORGANISATIONAL SUMMARY

FRNSW is one of the world's largest urban fire and rescue services. Its key purpose is to enhance community safety, quality of life, and confidence by minimising the impact of hazards and emergency incidents on the people, property, environment and economy of NSW. In addition to fires in the urban domain, FRNSW has responsibilities for the following:

- Land-based and inland waterways hazardous materials incidents
- Specified general land rescue
- Urban search and rescue (USAR)
- Chemical, biological and radiological (CBR) incidents.

It also works to maintain the training and skills base to ensure interoperability with other organisations in counter-terrorism responses. Additionally, FRNSW has MOUs with sixteen organisations that outline shared responsibilities, specific roles that FRNSW takes for those organisations, and training and technology needs. The FRNSW also has a number of mutual aid agreements made at local levels.

Total staff in 2016/17 was just over 13,000, with 55% being paid staff and the remainder volunteers (Table B1).

TABLE B1: RESOURCE SUMMARY (FRNSW, 2017A, P 13)

Full-time fire officers	3530	3517
Retained (on-call) fire officers	3327	3341
Administrative and trade staff (FTE)	446	432
Community fire units	578	546
Community fire unit volunteers	6318	5891
Fire stations	337	335
Vehicles in the fire engine fleet	672	684
Accredited rescue crews	186	188

The total budget for year 2017/18 is \$709.6 million, with the majority being funded by insurance companies, and state and local government (FRNSW, 2017a, p 3).

Under the *Fire Brigades Act 1989*, FRNSW is responsible for taking:

- All practicable measures for preventing and extinguishing fires to protect and save life and property in the event of fire in any fire district.
- All practicable measures to protect and save life and property endangered by hazardous material incidents, confining or ending such an incident and rendering the incident site safe.
- Measures anywhere in the State for protecting people from injury or death and protecting property from damage, whether or not fire or a hazardous material incident is involved.

Under the *Rural Fires Act 1997*, FRNSW is responsible for:

- Fighting bushfires, under the cooperative arrangements established by Part 3 of the Act
- Preventing bushfires
- Granting exemptions to total fire bans

- Issuing fire permits.

Under the *State Emergency and Rescue Management Act 1989*, FRNSW is responsible for:

- Operating accredited rescue units for the purpose of safely removing people or domestic animals from actual or threatened danger of physical harm
- Carrying out the roles assigned to it under the NSW Emergency Management Plan and its sub-plans for responding to and managing emergencies, which may endanger the safety or health of people or animals in NSW or destroy or damage property.

Under the *Environmental Planning and Assessment Act 1979* and regulations, FRNSW is responsible for:

- Providing expert advice, input and regulation of fire safety measures in certain classes of buildings
- Issuing emergency and other Orders where fire safety problems are identified in buildings.

Aside from notice about administration and trades which draws from the general public service pool, there is no indication on the FRNSW website or Annual Reports of professional roles undertaken by the services beyond response-based activities.

ACTIVITIES

The log of activities for 2016/17 shows over 100,000 calls and about 34,000 fire and rescue incidents attended. Structure fires, rubbish fires, and bush and grass fires have been decreasing over the past few years, suggesting better community awareness and preparedness. Callouts for medical assistance and non-fire rescues is increasing due to an expansion of rescue capacity (FRNSW, 2017a, p 8). For example, FRNSW now have five water-based flood rescue stations and 20 land-based flood rescue stations, with 127 water-based flood rescue technicians and 565 land-based flood rescue operators (FRNSW, 2017a, p 6).

Community contacts, safety checks and safety education activities are also prominent (FRNSW, 2017a, p 11). Number and type of emergencies attended and calls received in 2016/17 are shown in Table B2.

TABLE B2: PROFILE INCIDENTS ATTENDED 2004/05 AND 2016/17

Incidents	2016/17
Fires and explosions	
Structure fires	5,550
Outside storage fires	249
Vehicle fires	3,230
Bush and grass fires	6,537
Rubbish fires	5,036
Other fires	1,182
Total fires and explosions	21,784
Non-fire rescue calls	
Motor vehicle accidents involving the extrication of victims	4,890
Medical assistance	2,386
Other non-fire rescues including industrial and vertical rescues	3,358
Animal rescues	1,600
Total non-fire rescue calls	12,234
Hazardous material incidents and hazardous conditions including power lines down	15,541

Storm, floods and other natural disasters	4,705
Other service calls	3,690
Good intent calls	14,275
Malicious false calls	1,438
System initiated false alarms	46,013
Other calls	4,031
Total other emergencies and incidents	101,927
Total fires, explosions and other emergencies	123,711

Sources: For 2004/05, (KPMG, 2010); for 2016/17, FRNSW (2017a, p 8).

FRNSW also undertake a number of activities within the community – from raising awareness of fire safety, supporting Community Fire Units and engaging with local business groups, service clubs, schools and preschools, senior's groups and community organisations. In 2016/17, 54,369 community safety activities were undertaken (FRNSW, 2017a, p 5). Community training undertaken in 2016/2017 is shown in Table B3.

TABLE B3: COMMUNITY SAFETY ACTIVITY 2016/17 (FRNSW, 2017A, P 11)

Activity	
PreEd (Fire safety for preschool children)	1,724
FireEd (Fire safety for primary schools)	613
RescueEd (Road safety for high schools)	64
SeniorEd (Fire safety education for seniors)	244
Smoke Alarm Battery Replacement for the Elderly	5,781
Home Fire Safety eCheck	8,177
Total Community Safety Activities	54,369

FRNSW is active in digital communication, recording increased interactions over 2012–2017 (FRNSW 2017a, p 11):

- Twitter followers rose from 10,338 in 2012 to 49,538 in 2017
- Facebook likes rose from 26,182 in 2012 to 114,337 in 2017

HISTORY

The first fire brigade in Sydney was formed from the military in the 1820s, and soon after, an insurance company brigade and volunteer brigades. The first rural fire brigade was formed in Goulburn in 1855, and others followed, sometimes catalysed by bad fires. In 1884, the Fire Brigades Board was created from merged urban fire brigades, covering the Sydney Metropolitan District and Municipalities, imposing conditions for operation. A statewide Act merged the Greater Sydney and regional brigades in 1910, forming the New South Wales Fire Brigade (NSWFB), governed by a Board of Fire Commissioners. These arrangements continued until 1990, when the Board was replaced by a Director-General.

In 2011, the NSWFB became Fire and Rescue NSW (FRNSW) to reflect their expanded role in urban rescue. This was also influenced by technology improving response times, and the declining incidence of building fires, allowing the skills base to be applied to other forms of response. With respect to fires being classified as urban or rural, the FRNSW and NSW Rural Fire Service (RFS) have a 2005 Memorandum of Understanding (MOU) that outlines their respective skills and responsibilities. The RFS' fire responsibilities are covered by the *Rural Fires Act 1997*, and coordinated rural and urban fire services by the *Fire Services Joint Standing Committee Act 1998*.

Volunteer Community Fire Units were introduced after the 1994 Lane Cove fire, where resources had been stretched due to the size and severity of the fires, and locally maintained extra resources saved local houses. These units have substantially reduced damage to property in urban-bushland interface zones. They now comprise more than 6,000 volunteers in 600 units across the state.

Their key purpose is to build community resilience through neighbourhood awareness, preparation and training, to 'stay or leave' interface in communities within the metropolitan area, and to 'mop-up' during fire events. This program has also been found to create greater connectivity and build relationships in the community (FRNSW no date, Video Introduction to Community Fire Units). Diversity issues within the program are discussed in Lowe (2009).

DIVERSITY AND INCLUSION BACKGROUND

There is little historical information about D&I in the public domain. In 1983, the first women joined operational activities, a move that attracted considerable resistance (KPMG, 2010). Bullying in the workplace had also been an ongoing issue (FRNSW, 2017b), and in 2010, KPMG undertook a review of workplace conduct, governance and culture of NSW fire brigades (KPMG, 2010). At the time, the total workforce was 7% female and 93% male.

The report provided a series of recommendations that emphasised D&I under the three main topics of transparency, empowerment and trust. These were taken up by the newly implemented FRNSW in 2011.

A considerable amount of work has been undertaken over the last eight years to put structures in place to actively change organisational culture and increase diversity. Two specific groups, the Professional Standards Branch and a Diversity and Inclusion Unit, were put in place in early 2016 (FRNSW, 2017a).

FRNSW changed its recruitment process, which was recently reviewed by the University of Wollongong. It has developed and participated in a number of activities to promote and enable better diversity in its workforce. However, between 1983 and 2016, only 5% (or 207 of 3,794) recruits were female (FRNSW, 2016, p 1). The recruitment process has been independently reviewed and revised, and the organisation now takes an equal number of male and female entrants.

The 2016 permanent firefighter recruitment campaign attracted 1,711 female applicants, compared to the 1,455 applicants in 2015. A two-streamed approach aims for an equal representation of male and female recruits in recruit classes. In 2016, women made up 50% of the recruiting class (Office of Emergency 2016, media release).

"Pathways" – a holistic Indigenous Engagement Plan, was created in 2014, and underpins the Indigenous Fire and Rescue Employment Strategy (IFARES) Program.

The IFARES program delivers training to an Indigenous cohort, and is based on the IPRIDE model. Its development was undertaken and led by members of the Indigenous community in collaboration with FRNSW and TAFE. Pilots with 18 participants were run in 2013 and 2014. Twelve participants completed the course, and 10 were employed as firefighters. To 2017, 29 IFARES graduates had become firefighters within the organisation, and two had been employed by ACT Fire and Rescue (FRNSW, 2017a). Two graduates have also won the Gold Axe Award.

The Diversity and Inclusion Unit within the People and Culture Directorate has also initiated a number of events and activities to share knowledge and provide insights into different communities within the organisation. Activities related to Indigenous people include development of an employment strategy, contribution to the reservation action plan, and provision of mentoring and delivery of training. The Indigenous liaison officer has also rewritten their Welcome to Country, specifically for the organisation. External representation by D&I Unit Coordinator on industry inclusion-based boards and panels, which include the Australian Human Resource Institute's Inclusion and Diversity Reference Panel.

The development of the IFARES program through engagement and partnership with the Indigenous community has provided a best-practice example for others working in EMS to improve Indigenous participation in the workforce.

FRNSW also joined the NSW Government's Refugee Employment Program in 2016, recruiting three refugees, with two being placed in ongoing employment.

Almost one-quarter of the 7,000 annual recruitment applicants are women, but there is no publicly available data as to their success or of specific levels of recruitment concerning non-Anglo people representing broader community diversity. Representation of diversity in the organisation (as of July 2017), is shown in Table B4.

TABLE B4: REPRESENTATION OF EEO IN FRNSW AS A TOTAL % OF STAFF (FRNSW, 2017A, P 159)

EEO Target Group	All staff full-time	Firefighting staff	Retained firefighting	Staff senior executive	Admin and trades staff
Women	10.17	6.14	8.14	16.00	56.44
ATSI	3.33	3.78	3.14	0.00	1.32
English not first language	2.44	2.02	0.93	8.00	16.67
Disability	0.71	0.71	0.33	0.00	3.56
Disability requiring work-related adjustment	0.19	0.28	0.00	0.00	0.89

Note: EEO – Equal Employment Opportunity.

Women still only make up 10.17% of the workforce, with most of those being in administration and trades staff. Representation of women in the firefighting staff and senior staff executive remains low, but these make up the majority of women within the workforce. However, the workforce has above-average ATSI representation.

A State Legislative Council inquiry addressing policy response to bullying, harassment and discrimination in certain emergency service agencies was begun in 2017, and is ongoing. FRNSW has provided a submission to this inquiry detailing their policy changes since the KPMG review (FRNSW, 2017b).

FRNSW also engage in community events that support diverse communities.

Through the Community Engagement Unit, FRNSW works with CALD community groups including the Muslim Women's Association, migrant and refugee communities, and community groups to spread fire safety messaging to vulnerable communities. The D&I Unit runs SABRE and other programs to assist the elderly and isolated, and ensure their homes are safe.

FRNSW also works closely with Aboriginal communities to develop and share fire prevention strategies and employment initiatives. It also undertakes engagement

activities through mediums (such as sports and schools), to form and grow authentic relationships that encourage knowledge sharing and trust.

Community members representing diversity groups are also present on recruitment panels.

FRNSW supports sexual and gender diverse communities by participating in the Mardi Gras in Sydney, annual Pride Week Celebrations, IDAHOB Day, a combined Wear It Purple Day in Sydney CBD (alongside other NSW Emergency Services), and participation at the NSWPF GLO conference.

GOVERNANCE OF DIVERSITY AND INCLUSION

The responsibility for D&I lies with the Directorate of People and Culture, which has a specific Diversity and Inclusion Unit, and the Professional Standards Branch. The organisation currently employs a Diversity Coordinator, a Diversity Officer (whose focus is Indigenous affairs), a Family Support Officer, and an administration assistant role for disability employment.

Other areas of responsibility to support D&I within the Directorate are the Professional Standards Branch, Human Resources Advisory Team, and Work Health and Safety Directorate.

Committees relating to this area include:

- An Indigenous council reporting directly to the Commissioner
- Commissioner's Participative Council (FRNSW, 2017a, p 83)
- FRNSW Young People's Network
- Women's Staff Network
- LGBTIQ+ staff network
- Aboriginal and Torres Strait Islander employee network (FRNSW, 2017a, p 70).

Policy and strategy context

(Sourced from the FRNSW website)

FRNSW, in particular, makes decisions made under the authority of the Commissioner under the *Fire Brigades Act 1989*, the *Fire Brigades Regulation 2008* and the *Government Sector Employment Act 2013*.

Section 63 of the *Government Sector Employment Act* outlines the head of a government sector agency is responsible for workforce diversity within the agency, and for ensuring that workforce diversity is integrated into workforce planning in the agency.

Other relevant policies include:

- *Age Discrimination Act 2004* – makes it unlawful to discriminate on the basis of age.
- *Australian Human Rights Commission Act 1986* – provides an avenue of redress for those alleging discrimination and provides for the rights of these people.
- *Disability Discrimination Act 1992* – makes it unlawful to discriminate against a person on the grounds of disability.
- *Fair Work Act 2009* – provides a safety net of minimum terms and conditions of employment and prohibits discrimination.
- *Racial Discrimination Act 1975* – makes it unlawful to discriminate on the grounds of race, colour, national or ethnic origin.

- *Sex Discrimination Act 1984* – makes it unlawful to discriminate on the grounds of a person's sex, marital status, pregnancy, gender identity, sexual orientation or to sexually harass another person.
- State and Territory Workplace Health and Safety laws – set out the safety requirements for employers in respect of their employees (including in relation to bullying).
- State and Territory Anti-Discrimination Laws – make it unlawful to discriminate in employment on a range of grounds.

Strategy, frameworks and plans

Diversity is enacted through the strategic direction Adaptable People.

Key strategic areas outlined in the Fire and Rescue Annual Report 2016–2017 are:

1. Admired and valued
2. Community-based
3. Leading practices
4. Adaptable people
5. Adaptable systems.

The key action related to D&I is:

(3.4.2) Build a workforce that better reflects the diversity of the communities we serve and protect.

The other area of the strategy that relates to D&I is:

(3.4.3) Establish workplace policies and practices that reflect the needs of a modern workforce.

The FRNSW Equity, Diversity and Inclusion Strategic Framework, is the FRNSW overarching strategy and the key framework that sits beneath state and federal policy (FRNSW, 2017c).

Other internal and external frameworks and plans that support this include:

- FRNSW Corporate Plan 2013–17: Our Future Direction
- FRNSW Employee Engagement Plan
- FRNSW Pathways (Aboriginal Employment, Retention, Promotion and Community Engagement Strategy)
- NSW 2021 Plan: A plan to make NSW number one
- NSW Public Sector Capability Framework.
- Equity, Diversity and Inclusion Strategic Plan 2017–2019

The Equity, Diversity and Inclusion Strategic Plan 2017–2019 provides a framework (Figure B1), which outlines five key strategic drivers for the organisation (p5).

1. Inspire, educate and mobilise staff
2. Partnerships and creative people and systems and solutions
3. Informed robust data
4. Providing balance and Employee Value proposition (EVP)
5. Develop inclusive leaders.



FIGURE B1: FRNSW EQUITY, DIVERSITY AND INCLUSION FRAMEWORK

Other policies that relate to this area include:

- Fire and Rescue NSW Code of Conduct
 - Preventing and Responding to Bullying and Harassment, Policy and Procedure
 - Resolving Workplace Complaints
 - FRNSW's Mental Health Policy, Return to Work Policy and Management of Workplace Injury and Illness Procedure
 - Work Health and Safety
 - The AFAC Statement on Workforce Diversity and the Privacy Policy
 - Resolving Workplace Complaints Policy and Be Heard Strategy.
- (Sources: FRNSW webpage Workplace Policies and FRNSW 2017b)

A policy for managing pregnant firefighters has also recently been developed.

Roles and responsibilities are clearly defined for the Executive Leadership Team, hiring managers and all employees. These are supported by statements of intent regarding Training and Support, and Monitoring and Review.

DIVERSITY AND INCLUSION INITIATIVES

All employees at FRNSW undertake cultural awareness training as part of their induction process. Informal learning activities are also undertaken through the Diversity and

Inclusion Unit, who facilitate workshops and informational seminars to build awareness around different aspects of D&I. Initiatives include:

- The IFARES program
- Delivery of the IFARES training program by D&I unit members.
- Compass – an adaptive leadership program for middle management.
- Multicultural Policies and Services Program – a program that recognises the benefits that cultural, linguistic and religious diversity brings to the community, and will continue developing and implementing initiatives to increase opportunities for all people to access FRNSW services (FRNSW, 2017a, p 159).
- Mentorship of Indigenous employees.
- Ongoing participation and development of women's, carers, Aboriginal and Torres Strait Islander, LGTBQ+ events and activities.
- Participation in the AFAC Male Champions of Change Program.

SUPPORTING INITIATIVES

FRNSW also offers access to Manager Assist, a confidential service provided by the Employee Assistance Program, to coach and support managers, and provide practical strategies and solutions. The Professional Standards Branch also has a dedicated case management system, Resolve (FRNSW, 2017b, p 10). Managers are also provided with support and assistance in relation to ongoing development and management of staff issues from their managers, Human Resources, the Professional Standards Branch, and the FRNSW organisational psychologist (FRNSW, 2017b, p 6).

The Professional Standards Branch and the FRNSW Corporate training team undertake a range of training sessions, including:

- “Be Heard” – training designed to encourage the identification and reporting of bullying, as well as emphasising the important role of bystanders in preventing bullying.
- Respectful workplace training.
- Bullying and harassment prevention.
- Code of conduct.
- FRNSW values.

Other organisational initiatives include (FRNSW, 2017b, p 15):

- Peer Support is a key support program providing one-to-one assistance and follow-up service, and an education and advisory service for current and retired employees who experience mental illness.
- The WellCheck program (Clinical Psychologist consultation) provides psychological assessments in high risk areas, particularly where workplace stressors or exposure to trauma are deemed to be elevated.
- The Employee Assistance Program is an external service providing professional and confidential counselling to all firefighters and their families, 24/7, including up to six visits every year.
- Critical incident support is offered to firefighters potentially affected by individual traumatic incidents, or trauma that creates a cumulative effect throughout their career.
- The RESPECT program is an education session facilitated by the Black Dog Institute to develop mental health literacy and welfare management skills for team leaders and managers.

MONITORING AND EVALUATION

The People Matter survey undertaken by the public service sector in NSW provides some data in relation to organisational culture, but only reports across the whole public

service, not identifying specific agencies (NSW Public Service Commission, 2017). Survey participation has increased above 40%, so would yield useful data at the agency level. The KPMG Bullying Prevention Management: Policies and Procedures Review in 2010 identified key areas for development in relation to culture (KPMG, 2010).

ORGANISATIONAL VALUES

The organisational values articulated publicly on the FRNSW website are:

Respect

We always treat each other, our partners, stakeholders and recipients of our services with respect and fairness while recognising and accepting the differences, wishes, rights, feelings and value of others.

Integrity

We always act professionally and can be trusted implicitly because honesty, transparency and strong ethical principles underpin who we are and everything we do.

Service

We are reliable, always performing our roles safely, effectively and efficiently, while taking responsibility for our actions and decisions.

Courage

We always put the needs of the community and FRNSW first, and have the courage not only to deal with serious emergency situations, but to stand up for others and to challenge wrongdoing.

These values have been developed by the organisation as a reflection of the values of staff and were developed through workshops with employees in the organisation.

ACTIVITIES UNDERTAKEN SINCE THIS ASSESSMENT

Activities undertaken in relation to D&I include:

- A restructure of the People and Culture Directorate.
- Inclusion is now being managed as a key strategic priority, as articulated in the Plus Plan released in May 2018.
- Inclusion is now being managed as a key adaptive leadership challenge, which dovetails into a holistic change and leadership challenge program that includes succession planning and talent development.
- A gender officer will be employed by the organisation from June 2018.
- In July 2018, FRNSW will create a specialist Culture and Inclusion Unit to drive D&I through cultural change initiatives across the organisations.
- In August 2018, FRNSW will launch its Women in Leadership development and Mentoring program to facilitate pipeline development for leadership in the organisation.
- In the second half of 2018, FRNSW will launch its Inclusion Council and Inclusion Allies program
- The D&I coordinator is currently in the process of founding the Emergency Management Defence Inclusion Practitioners Association (EMDIPA) – a practitioners network in the emergency and defence spheres.

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ATTACHMENT C: SASES ORGANISATIONAL CONTEXT

ORGANISATIONAL SUMMARY

The SASES is a volunteer-based organisation that responds to a wide range of emergencies and rescue needs in South Australia. There is a paid workforce of 51 staff and 1,572 volunteers, stationed across 71 volunteer units servicing an area of approximately 40,000 square kilometres.

The key areas of activity are:

- Exercising responsibilities as a functional service and control agency for flood and extreme weather and hazard leader for extreme weather.
- Responding to floods and storms.
- Assisting police, health, Metropolitan Fire Service (MFS) and Country Fire Service (CFS) in dealing with any emergency (e.g. aerial observation, evidence search, and operational and logistics support including lighting, shelter and bushfire response staging area management).
- Assisting in carrying out prevention, preparedness, response and recovery operations under the *Emergency Management Act 2004*.
- Undertaking general rescue activities including traffic accidents, vertical rescue, land search, swiftwater rescue, marine search and rescue, confined space rescue, structural collapse and animal rescue.
- Undertaking community education (FloodSafe, StormSafe and HeatSafe).
- Contributing to emergency management (state emergency planning, training and executive support to Zone Emergency Management Committees).

Service delivery is structured across five key areas:

- supporting resilient communities through risk reduction
- providing trusted responses
- source of credible and timely information
- effective governance and resource management
- informed by research.

The most recent response data from the SASES Annual Report 2015–16 details over 7,000 calls for assistance (Table 1). Estimated volunteer hours were 108,000. Other activities included:

- community education and training
- internal volunteer training with the SES with a new training framework, as a Registered Training Organisation
- publishing extreme heat and storm risk assessments
- commencing work on mitigation to extreme events, and
- mitigation through land-use planning.

The Annual Report 2015–2016 (SASES, 2016, p 21) shows that annual expenditure of \$19.1 million was just above the budget of \$18.9 million cost of “supporting out-of-scale events, such as the Pinery fires and extreme weather events not budgeted”. Major sources of income are \$16.3 million from the State Government, \$0.3 million in grants and fundraising, and \$3.6 million from operating activities (SASES, 2016, pp 57–61).

The SASES is currently undergoing considerable change in terms of its workforce and activities. This is due to drivers that include:

- the need to increase volunteer numbers
- retention of volunteers, particularly those from diverse communities
- resource constraints

- increased need for service delivery due to more frequent and unplanned for events, such as storms
- changing policy and the need to build resilience with the community
- changing expectations of in relation to the way employees and volunteers want to work, and what sort of environment they wish to work in, and
- the need for the organisation to reflect the community it serves

ACTIVITIES

TABLE C1: SASES ACTIVITIES AND DETAILS 2015–2016

Activity	Details
Tree down	3,398 calls
Severe weather	1,022 calls
Flooding salvage	797 calls
Road crash	379 calls
Animal rescue and building impact	303 and 256 calls respectively
Incidents attended by Volunteer Marine Rescue associations	487 incidents
Support to SAPOL	170 provide equipment 119 minor clean-up 93 land search and rescue 75 marine search and rescue tasks
Support to SAAS	137 helicopter landing tasks
Support to CFS	Includes activities such as: • Incident management, • Setting up and maintaining base camps, establishing staging areas • Undertaking logistics functions for a number of significant fires including the Pinery fire
Deployment to Western Australia	Support for response to fires in southwest of state

In addition, the following partnership activities were undertaken:

- Participated in Exercise Team Spirit with the SA Police Training Academy
- Held the Annual SASES Unit Managers' Forum at the SA Police Training Academy
- Hosted the AFAC and Bushfire and Natural Hazards CRC Conference in Adelaide
- Participated in global, national, state and local forums to share knowledge, information and lessons learned.

HISTORY

(Summarised from In Times of Need, the Story of the South Australian State Emergency Service; Carr, 2015).

The SASES was established in 1962 as the Civil Defence Service, in response to the threat of the Cold War nuclear attacks, when the Commonwealth agreed to pay for the salary of permanent Civil Defence staff in the states. A directive was given to local governments to begin educating the public and provide training volunteers in civil defence. Its dual mission was to respond to enemy attack and natural disasters, working alongside the Emergency Fire Service. The key sources of information were the British Home Office manuals of the 1940s to 1960s, which were adapted for local use.

In the early 1970s, when the threat of the cold war declined, the focus moved toward natural disasters, and their name changed to SA Civil Defence and Emergency Services. In 1974, all state and territory civil defence services were renamed State Emergency Services, giving SASES its current name.

In July 1999, the fire services levy on insurance premiums was replaced with a new broader-based Emergency Services Levy on property. The new levy funded emergency services in South Australia, and was applied to all fixed property and some vehicles. The levy is placed into a fund for the exclusive use of emergency services covering:

- SA Fire and Emergency Services Commission (SAFECOM)
- Metropolitan Fire Service (MFS)
- Country Fire Service (CFS)
- State Emergency Service (SES).

This funding greatly increased the quality and availability of equipment to support their operations.

In 2005, the SASES became a separate corporate entity, when the *SA Fire and Emergency Services Commission Act* was proclaimed. This Act created the SA Fire and Emergency Services Commission (SAFECOM) to support the SES, the Country Fire Service (CFS), and Metropolitan Fire Service (MFS) with resources and strategy. Following the Holloway review of the *Fire and Emergency Services Act (2005)*, the organisation has been part of a sector reform program. 'The project's goal was to explore opportunities for enhancing the way emergency service agencies work together whilst maintaining a high level frontline response' (Annual Report 2014–2015, p 14).

DIVERSITY AND INCLUSION BACKGROUND

For D&I, women played an active part in the organisation in the 60s and 70s, with membership of up to 2,000 because people's welfare – taking care of people during civil emergency – was seen as a vital part of civil defence. The State Government did not support the involvement of women in physical aspects of rescue, and members of some units thought it was "ridiculous" (Carr, 2015, p 24). In the 1980s, women in some rural areas were able to take part in basic rescue activities. At the same time, vertical rescue skills were being developed, and expert female climbers participated (Carr, 2015).

At the time, the involvement of women in active duties was problematic from the top-down perspective, but was developed bottom-up in some units where their skills were evident. Since that time, the SASES has worked to build its female membership and expand their roles across the workforce.

Diversity and inclusion activities are largely informal and not integrated into organisational frameworks, however the SASES is at the beginning of the process of undertaking this more formal aspect of work.

The organisation currently employs 51 people, made up of 57% men and 43% women. The largest age group of paid employees is 45–59-years-old, with men being 66% of this group (SASES, 2016, p 27). Representation of women at the management level is 41%. Among the volunteer units, women comprise 29% of the total, with 8% representation at management level. Data could not be obtained for the paid or volunteer component of culturally and linguistically diverse (CALD) employees/volunteers, and the last Annual

Report showed there were no full-time employees with a disability. The number relating to volunteers is not publicly available.

DIVERSITY AND INCLUSION INITIATIVES

Activities related to D&I are:

- Development of a Diversity and Inclusion Advisory Group
- Piloting flexible volunteering model
- Lateral entry and independent selection of new employees in the paid workforce
- Participation in the AFAC Male Champions of Change.

SUPPORTING INITIATIVES

To increase the wellbeing and resilience of SASES volunteers and staff, the SASES has entered into a partnership with the Wellbeing and Resilience Centre at the South Australian Health and Medical Research Institute (SAHMRI). This three-year program is a strength-based approach that builds on existing baseline levels of wellbeing and resilience to get 'the most out of life'. The three-year program involves measuring wellbeing and resilience levels through a survey designed by SAHMRI, and by providing training in the skills to build resilience (Source: SASES employee).

GOVERNANCE

Currently, there are few formal governance arrangements in SASES that pertain specifically to D&I beyond those prescribed by law, or by state and federal government acts, policies and regulations. The primary responsibility for this function resides with the Manager Strategy, Governance, People and Culture.

POLICY AND STRATEGIC CONTEXT

As a state government organisation, the following policies govern strategic and day-to-day operations that pertain to D&I. Key Commonwealth Government legislation includes: the *Age Discrimination Act 2004*, the *Australian Human Rights Commission Act 1986*, the *Disability Discrimination Act 1992*, and the *Racial Discrimination* (Australian Human Rights Commission website). Other relevant Commonwealth Government legislation includes *Work Health and Safety Act 2011*, *Gender Equality Act 2012*, and the *Public Service Act 2008*.

At a state level, the key legislation pertaining to D&I is South Australia's *Equal Opportunity Act 1984*, and the *South Australian Equal Opportunity Act* (Source: Australian Human Rights Commission website). Other policies/guidelines that apply across the SA public sector (issued by the Commissioner for Public Sector Employment) are Domestic and Family Violence, Recruitment, Women in Leadership in the Public Sector Guidelines.

Organisational policies related to this area include the SASES Code of Conduct. Internally, there is no specific diversity or inclusion policy, but policies related to D&I include:

- Workplace Harassment and Bullying Policy
- Variations in hours of duty policy (with a focus on work/life balance).

Strategy and plans

The current strategy and plans address emergency management outcomes across leadership, community prevention and preparedness, operational preparedness, response, recovery and business excellence, and are outlined in the South Australian Emergency Management Framework. They have been developed in the broader frameworks of state and national policies, strategies and directions, as shown in Figure C1 (South Australian State Emergency Business Plan 2017–2018, p 6).



FIGURE C1: STATE AND NATIONAL POLICIES, STRATEGIES AND DIRECTIONS AND RELATIONSHIP TO SASES STRATEGY AND PLANS (SASES, 2017).

The South Australian Emergency Services Strategic Directions 2017–2020 has four goals:

- Disaster resilient communities.
- Coordinated, well-managed emergency response.
- Sustainable, well-trained volunteer workforce.
- Ethical, well-managed agency (SASES, 2017, p 3).

The following mechanisms for monitoring and evaluation are outlined in the business plan (SASES, 2017, p 6):

- Report on Government Services – a national report that informs improvements to the effectiveness and efficiency of government service delivery.
- ACSES Performance Indicators – national report on highlight performance measures for SES agencies from each state and territory.
- South Australia Strategic Plan – a central planning document that sets targets for whole of government priorities.
- Budget Paper No. 4 Agency Statements – the State Government's current and estimated revenue, expenses and performance measures by agency.
- Organisational performance reporting – monthly performance and activity data to the SASES Governance Reporting and Review Group.
- SAFECOM Board Monthly Report – monthly performance and activity data to the SAFECOM Board.

- The Annual Report – reporting on business priorities and performance against budget.

There is no explicit goal for D&I in the current 2017–2020 strategy, however “Promote diversity and inclusion in SASES” is listed as action item No. 12 (SASES, 2017, p 4–5).

MONITORING AND EVALUATION

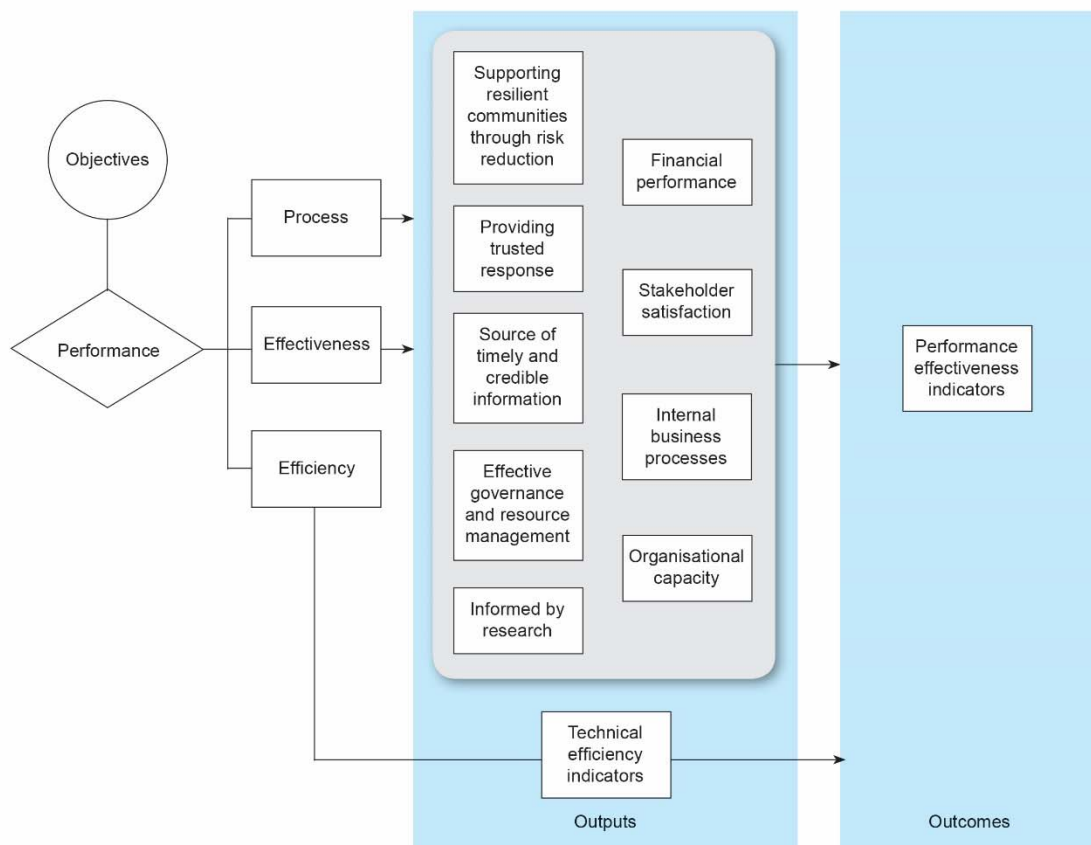


FIGURE C2: SASES PERFORMANCE MODULE

A new schedule of SASES performance indicators and measures will be developed during 2017–18 to measure **outputs** of technical efficiency and **outcomes** of performance effectiveness of the three-year strategic priorities to achieve SASES' objectives across the three key areas of process, effectiveness and efficiency (SASES, 2017, p 6). This is supported by a performance model framework (Figure C2), as outlined in the South Australian Emergency Services Corporate Plan 2015–2018 (SASES, 2017, p 13).

ORGANISATIONAL VALUES

The SASES has the following key organisational values as outlined in SASES Code of Conduct (p4):

Service

Proudly serve the community and Government of South Australia.

Professionalism

Strive for excellence

Trust

Have confidence in the ability of others

Respect

Value every individual

Collaboration and engagement

Create solutions together

Honesty and integrity

Act truthfully, consistently and fairly

Courage and tenacity

Never give up

Sustainability

Work to get the best results for current and future generations of South Australians.

These values are derived from with public-sector values developed by the South Australian Government. While these values are presented in organisational documents and can be downloaded from an online search (via SA SES Code of Conduct), they are not displayed publicly on the SASES website.

ACTIVITIES UNDERTAKEN SINCE THIS ASSESSMENT

Activities undertaken in relation to D&I are as follows:

External communication

- SASES public website has recently been overhauled, including images. New images have been selected to reflect diversity (gender and ethnic/cultural backgrounds).
- Community education materials have also been updated with more inclusive images.

Internal communications

- Pages on the internal volunteer portal have been upgraded with relevant Diversity and Equity resources.
- Regular references are made to diversity news and initiatives in the Chief Officer's internal newsletter.
- Diversity sessions included in annual unit manager's forum (held May 2018)
- Questions on agency progress in D&I in the biennial SASES Pulse Survey (staff and volunteer opinions).

Organisation documentation reviews

- Policy and procedure documentation is being systematically reviewed to eliminated gender or other biases.
- Role Descriptions are being systematically reviewed for “gender-coded” language.
- Training manuals and other publications are proactively monitored for appropriate imaging of diversity.

Standard SASES tools and equipment are being systematically reviewed to ensure, wherever possible, suitability for people with lighter build (e.g. women). Equipment reviewed to date includes:

- Road crash rescue tools – moving to lighter battery operated tools.
- Swift water rescue throw-bags containing less rope, and hence lighter and easier to use.
- Lighter chainsaws where possible.

Additional emphasis on training and professional development opportunities to raise awareness and capability. Recent examples include:

- Diversity in Disaster Conference
- Diversity and inclusion management course
- Women in Leadership (Public Sector) roadshow
- Domestic violence training – managers and staff
- Unconscious bias training (currently being organised).

Flexible working arrangements – four staff members (one male, three female) are currently accessing flexible arrangements to meet family caring arrangements

Infrastructure – unit facilities are being audited re male and female change facilities, and an infrastructure program to address shortfalls will be included in future business planning.

The Diversity and Equity Advisory Group has met regularly and expressed a desire to include “cognitive diversity” in our initiatives, and more overt demonstration of support for diversity in the community.

Membership of SASES committees and advisory groups are being reviewed for gender balance.

A Diversity and Equity Strategic Plan has been developed.

Commitment to achieving White Ribbon workplace accreditation.

REFERENCES

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SASES (2016). SA State Emergency Service Annual Report 2015–2016, Government of South Australia

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ATTACHMENT D: BARRIERS, NEEDS, OPPORTUNITIES AND BENEFITS FOR DIVERSITY AND INCLUSION

In terms of these areas, interviewees identified more than twice the number of barriers and needs than opportunities and benefits. This is consistent with organisations that are in the process of change, which brings to light long-standing issues and where previous structures and behaviour are no longer workable or appropriate in the new environment. The greatest barrier raised was culture, and the greatest need was for management. The lower level of benefits and opportunities identified across all organisations indicates the need for work in this area to identify and raise awareness of what these are. Most benefits identified were related to the organisation and indicate a lack of understanding of community benefits.

BARRIERS

A total of 213 barriers across 11 areas were identified (Figure D1). The high number suggests a growing awareness in organisations, and is reflective of organisations in the process of change where long-standing issues are often highlighted as part of the process. The largest group of barriers fell in the culture area, with the least amount in recruitment, community and external stakeholders. Culture provided the largest area of barriers and external stakeholders the least.

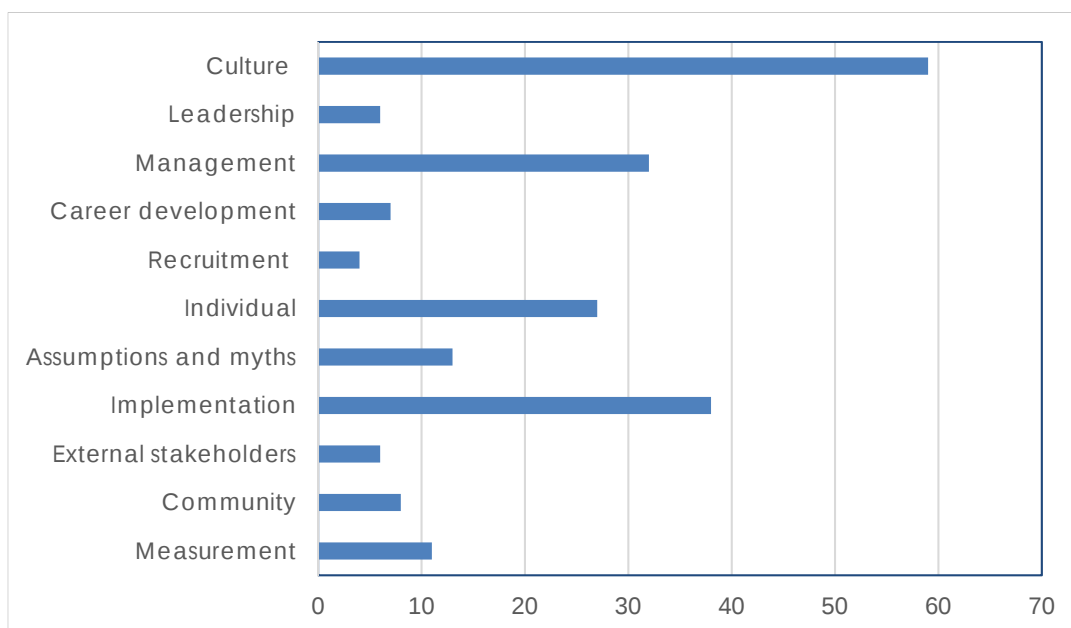


FIGURE D1: BARRIERS OF DIVERSITY AND INCLUSION

Culture

The cultural barriers present in all organisations contained various themes, with the most dominant being related to the focus on response-based culture and decision making, and the historical culture in the organisations. One of the key barriers is the tension between the response-based tactical decision making, and the more strategic and facilitative decision making that is required for activities, such as D&I and building resilience in communities. The focus on short-term thinking and technical skills, and a lack of understanding and value for softer skills and creativity, was also raised. Another barrier was that individuals and the organisations think of themselves as response-based

and prioritise operational activities with the focus being on “making sure we can answer that call today”. The lack of thinking and planning ahead, a lack of vision, simplistic approaches to complex problem, and responses being focused on keeping people in jobs, were also raised.

The traditional, hierarchical and predominantly male culture, which was authoritative, and siloed structures that have grown from this culture, were key barriers. The perception of firefighters as ‘privileged’, with a higher level of risk than other having more risk than other areas of EMS, which dovetailed into the hero image, was also raised. These had associated barriers, as people lower down in the chain could be treated differently and feel less valued. The command and control culture could also create a barrier to initiative, as it could result in people waiting for someone else to come in and make decisions.

Historically, many aspects of the organisations have been “blokes doing blokey things”, which are tactical and result in a fix it mentality that limited people’s ability to consider more complex problems that require reflection. It was also raised that people could feel pressure to find a solution and could be too proud to ask someone something if they didn’t know.

Resistance to, and fear of, change was raised by interviewees in all organisations, and associated barriers included people who wanted things to stay the same, knee jerk responses such as, “We’re not doing it that way because that is different”, and people hanging onto the past. How reviews are seen, and the length of time reform processes take, was also raised. The low attrition rate in firefighting could also act as a barrier to change. It was also raised that there was a lack of respect for inspectors, which could create a barrier to changing behaviours.

Some interviewees raised that respect and kindness could be seen as a weakness, and people who ‘stepped up’ could be seen as “wowsers” and become targets. The adversarial culture of “us and them” between the different agencies, and also between the units and brigades, could result in defensive, territorial and power-based approaches.

The addition of new people into teams and groups could result in barriers through a “clash of egos” between some long-serving staff members who had set ideas such as, “I have been here a very long time, it is my right to have the next job. I am tried and tested and you should respect me”, and new additions who had different ideas. It was also raised that people felt they could be disrespectful and bully people because they felt protected by others outside of the organisation. It was also stated that some women had become used to certain circumstances, and that they were now conditioned to them and, in some circumstances, defended the current status quo.

Team bonding could also be exclusionary, and the concept of the organisation or teams ‘being a family’ was also raised, as strong teams could exclude others who were not in the ‘family’. It could also result in team placing team priorities ahead of organisational priorities, resulting in covering behaviours and people “defending the indefensible”.

Lack of awareness of unconscious bias and insular thinking, particularly the lack of connection and insight as to what was happening in the outside world in other organisations and the broader community, was also raised. Uniforms could also create a barrier, as people could derive positional power from these, and they could also negatively impact engagement in the organisation and in communities.

Leadership

Barriers identified were variations in the quality of leadership, contention in relation to diversity at leadership level, and a lack of leadership. Senior leaders leading from the office, lack of leadership and not modelling the right behaviours, were also identified. The difficulty of good leadership and the cost to good leaders was also raised. The lack of women in leadership roles, particularly in operational areas, was seen as a key barrier.

Management

Barriers related to management itself and the different aspects that shape and influence managers. Barriers raised were management committees were still predominantly male, and that there was limited control over who is on some of these committees. There were also specific approaches that could create barriers, such as:

- Lack of strategic management
- Reactive management
- Taking punitive approaches
- Ad hoc approaches to general management
- Using the same old strategies
- Focusing on one issue at a time
- Impatience in relation to achieving outcomes.

It was also raised that there was a lack of skills to manage in new ways, and also to facilitate uncomfortable conversations and manage difficult behaviours and conflict. It was also raised that people at the bottom of organisations were over governed, and so there was little flexibility for initiative and strategising, that could take away people's ability to find their own way.

It was also raised that it was difficult to integrate different cultures into the organisations, and that managers did not have the appropriate training or skills to do this. Some managers felt unable to comment openly on underperforming minority employees or correct behaviours, as they were concerned about how this would be perceived. Having to balance multiple needs could also create barriers for managers, particularly in relation to volunteers, as organisations are dependent on who was available, which could result in a decrease of diversity due a lack of diverse cohort to draw on. It was not always possible to accommodate everyone's needs, when managing different cohorts with different needs.

Quotas, and how they had been implemented, were seen as a barrier by interviewees in all organisations. Setting targets could override people's decision making, and there were also cases where due to circumstances, it was not possible to reach the goals or targets set. This resulted in managers focusing on numbers, rather the job of ensuring that diverse people were included and supported in the organisation.

A lack of resources and time, a lack of understanding of what D&I is at middle management level, and tokenistic behaviour by managers, such as woman being asked to meetings to "represent diversity", were also raised.

Career development

A key barrier was looking for the same type of people when the jobs are changing, and the rigidity of the promotional process that was dependent on technical training in many operational areas. Traditionally, promotion with firefighters was not merit-based,

and was based on longevity of service. Bias associated with authorisation of training tied to promotion was also raised. Volunteers also don't get paid for specific skills, and this could create difficulties in relation to obtaining speciality training or them being able to train.

Many response teams go through operational and technical training, which tends to be command and control and authoritative in nature, so they and their training in soft skills is minimal.

Recruitment

Barriers related to gender were the focus on recruiting woman into generic firefighting, but not specialist skills, and the loss of women through the recruitment process. It was also raised that women get bypassed for higher positions, even though they are as capable. It can also take twice as long for a woman to reach the same position as a man in the organisation.

Individuals

Barriers related to individuals had a number of themes that were consistent across all organisations. One of the key themes was people not knowing how to respond to difference, or not being aware of their actions. Barriers related to this included:

- People are not trained in soft skills to respond and negotiate difficult conversations
- People don't always have the skills to stop discrimination
- Inappropriate use of language
- People not understanding how what they are saying might be received
- People don't know how to deal with different people
- People don't understand how they act.

Another barrier was “Some adults do not like other adults telling them how to behave”. Personal identity was also raised, particularly in relation to firefighters, as this could lead to a sense of displacement when roles and structures around them change. Misunderstanding of what diversity and inclusion are could also lead to resistance, difficult behaviours and lack of understanding of why change is needed at an individual level. Other responses were individuals who don't see they have been entitled and can become defensive, and people in some areas who are not used to being challenged. “Good people who sit silent”, self-interest and making assumptions were also raised.

Other barriers included the fear of change and fear of judgement if you are different, and how this will be perceived and received, particularly if you have a hidden disability, mental illness or are LGBTIQ. People not recognising difference and the challenges that these present, and the needs that arose from them, was also raised. The surrounding environment and people's experiences at the operational level were very dependent on the team you work with, and could act as a barrier if people did not feel psychologically or culturally safe within them.

Assumptions and myths

Assumptions and myths related to D&I related to inclusion of diversity was seen as key barrier in all organisations.

These include:

- Diversity is zero sum game
- Perception of preferential treatment for females often labelled as sub-standard
- Standards have dropped to meet EO targets
- Introduction of diversity as a new idea
- The assumption that you haven't been doing it when some people have
- When you say diversity that you mean quotas
- If you give jobs to women, it is taking jobs off other people
- Diversity is just about 'boys and girls'
- Women suffer more trauma than men dealing with road accident trauma
- Assumptions of who should and could participate in activities
- Assumptions about who should do what roles – women in engagement and community and men in operational roles
- Women don't want to be specialist operators because it all about tools and they are not interested
- Can't take people who have turbans – fire risk
- 50:50 recruitment process means that standards are dropping and less capable women are being accepted.

Implementation

Implementation of D&I had a number of barriers related to gender, and the primary understanding of diversity being that is only about men and women or stereotypically male, female, black and white. It was raised that the male-female aspect could also inhibit inclusion, because it could be tokenistic rather than genuine or authentic. An example was given by one female interviewee, where she was asked to a meeting even though it was not her area of work because they needed to be diverse. It was also pointed out that you could get people from different backgrounds, but they could think the same and that could also create other barriers. Inappropriate behaviours and responses to LGBTIQ in some units and brigades was also raised in all organisations.

It was also raised that categorising based on one attribute (e.g. you are a woman or a person with Aboriginal heritage), could highlight the difference and single people out. It was also felt that the angst in men around changes to processes related to recruitment to include more women created barriers. There was a general theme that raising level of women in the operational areas of firefighting particularly, was challenging because of the numbers of people who apply means that "You only ever get a few women".

There were also practical barriers to implementation, such as:

- A lack of investment
- Resource constraints
- Lack of consistency in the longer term and jumping from one program and
- The focus of lessons learnt on incident based events rather than the whole organisation
- Lack of continuity in internal policy

- Approaches that did not consider everyone (e.g. survey with no box for heterosexual male)
- Forced diversity without inclusion
- Lack of evidence around how you deal with diversity issues in the community (e.g. increase in domestic violence in the community following events)
- Lack of education
- Lack of understanding of what D&I is and its benefits.

Misinterpretation and misinformation of what D&I means, particularly in units and brigades, and people not understanding the rationale behind policy and changes were raised as barriers in all organisations. Lack of progress and “glacial change” in this area was also a key theme. This was compounded the slow turnover of staff in some areas, and the lack of incentive to change – “It’s working, why fix it?”. People presenting D&I as a new concept, but still having the “same old conversation” and working through the same old problem rather than reflecting on what the new problems are, were also raised. Others who wanted change had left the organisation “out of frustration”.

Diversity was seen to be framed in a negative way, and it was raised that people see it as a deficit or a threat, and feel invalidated by it. People’s defensive response to specific events, such as White Ribbon Day, could also create barriers.

It was also raised in all organisations that there is a tendency to focus on the negatives. Perfect notions of diversity, however, could be also seen as a barrier, as they created unrealistic expectations and tended to avoid the difficulties and complexities associated with the implementation process.

External stakeholders

Barriers included other institutions who influence EMS organisations, and who had different agendas. It was raised that some external institutions determined priorities and direction of work related to this area. One example was raised of changes in government that “Stopped programs in their tracks overnight”. The external political view could also change how people think, and that the public conversation could also be highly political and make people afraid to be open about what they thought within the organisation. The EMS was seen by one interviewee to tend to not look at the big ticket items and invest in them. The use of external business consultants in this area was also seen as a barrier, as they could miss organisational nuances and not understand aspects of the organisation that were necessary to being able to provide useful and relevant assessments.

Community

Barriers that impact on EMS organisations being more inclusive were culturally-based perceptions of who should be a firefighter and a general lack of awareness of what EMS organisations are, and that they are not only response-focused agencies and expectations in relation to this. The public conversation in relation to the Muslim community was also raised as a public narrative that could isolate members of the Muslim community who had no connection with this.

A key barrier in all organisations was the lack of understanding of diverse communities in general, and that organisations did not understand or leverage the skills they had to offer. It was raised that drugs in the community were also an issue, particularly in remote and rural areas, as they could reduce the capability of people who may be available to fill positions. Women who were uncomfortable with their partners staying overnight with female firefighters.

Measurement

Barriers were that it is a long-term change that is often measured as a short-term change, and that there was a general lack of quantitative measurements for diversity and change programs, and comprehensive economic measurement of benefits. There was also a lack of measurement for operational measure in this area, and it was raised that there was reluctance at lower levels of the organisation to measure anything.

Inclusion measurements in particular were felt to be difficult, as they could be hard to quantify, and could take a long time to achieve outcomes (five to six years). It could also be difficult to obtain data due to confidentiality, and this could result in people being represented in numbers, and a lack of granular data that could be useful to managers. It was raised that the difficulty in measuring aspects of diversity means organisations default to quotas, which do not show effectiveness. The lack of reliability of statistics was also raised.

There was a lack of resources and funding to undertake this, and a lack of experts to analysis the data.

NEEDS OF EFFECTIVE DIVERSITY AND INCLUSION

221 needs were identified across the three organisations during the interview process (Figure D2). The needs fell across eight areas, with management being seen as the greatest area of need, and the community and volunteering the least. The four areas – volunteering, community, partnerships and change – with the least amount of needs, indicate a need for further work in this area.

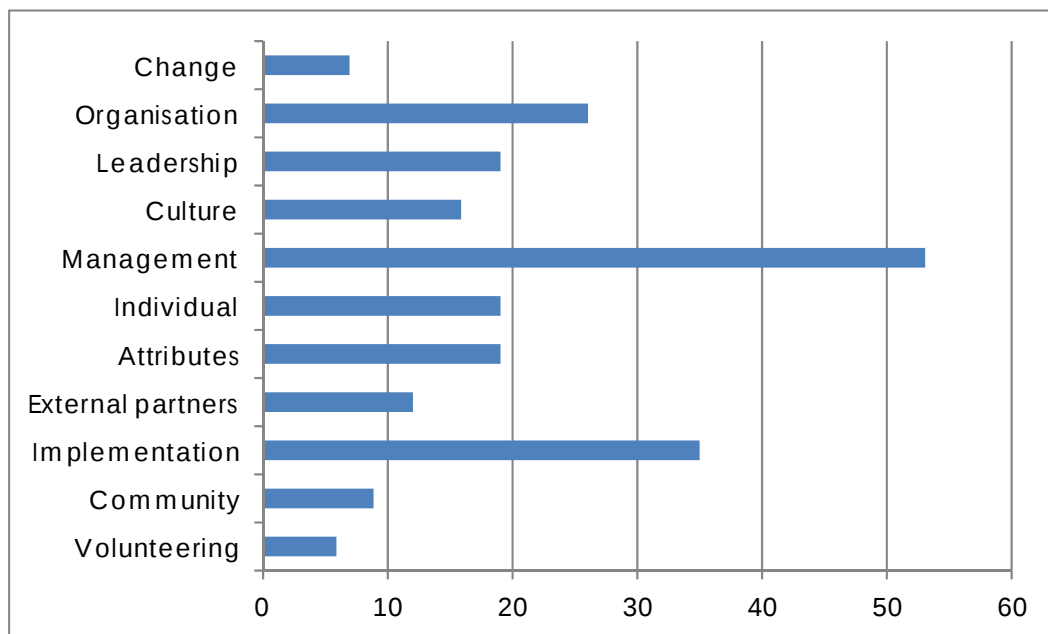


FIGURE D2: BARRIERS OF DIVERSITY AND INCLUSION

Change

The key areas related to the need for EMS organisations to change so they don't become irrelevant, and to understand that this takes time and persistence. It is also important to be realistic about change, and to understand where fast change and

slower changes will happen so that you can manage expectations in relation to outcomes. Aligning diversity change with organisational change was also needed, and to talk to employees as to how they see the future organisation.

Organisation

The needs related to consistent policy and strategic directions, and the need for an organisational understanding of what is meant by D&I. There also needed to be a consistent and common understanding across the organisation of these policies and strategic goals, so that they could be actioned. They also needed to understand the future roles and functions that they are likely to fulfil, and to develop the softer skills to support D&I activities to support these. They also needed to accommodate different approaches for the different areas of service and culture in their workforce.

It was also important to consider how society has changed, and their expectations in relation to jobs, and to understand the future workforce in this context.

Establishing accountability across the organisation was also important, and they needed to deal with destructive behaviours of resistant individuals. It was also important for organisations to remind themselves “that most people in their organisation are good people”.

There was an overriding need to minimise the impact of the risk in communities, in particular vulnerable and diverse communities. To support this, the organisation needed to reflect the community, be more aligned with community demographics, and have trust from the community. Asking questions such as what aspect of our communities are we representing, was also seen as important. Organisations also needed people who are different to “us”, and to bring in outside people to challenge current mindsets and paradigms throughout the whole organisation.

Agile, cohesive, learning organisations and the structures to support innovation and creativity were needed. Groups working together so they learn from each other to support development were also required.

The need for different approaches to accommodate the different types of services each organisation offers was also raised. In particular, it was important for individuals in the organisation to be valued for what they do.

Leadership

Leadership across all levels of the organisation was needed, and it was also raised by one interviewee that station officers needed to lead the way for their teams.

Strong leadership that was accessible, facilitative and visible and approachable was required. It was also important for leaders to model the right behaviour, and to be consistent in their messaging and follow-through on actions. Leadership also needed to provide a basis for legitimate debate and disagreement in a constructive manner, bring people along with them, and support others to move into a different realm of thinking. Leaders who engage directly with their employees, and show integrity and believe in what they were saying, was also raised.

Culture

A change in culture was raised as a key need across all organisations. This needed to be supported by ethical decision making, respect for others, and trust. It was important

to normalise D&I, and have a culture of learning from others where there were variations in thinking. Celebration of cultural difference and the need for disruptors to support innovation were also raised.

There was also a need to respect and understand different jobs requirements and how that shapes people, and to have disruptors who could provoke thinking and change.

A cultural environment where ideas could be positively challenged was also needed. Key aspects of this were courageous conversations, and to be able to have open, robust and truthful conversations where people could challenge and disagree with each other in a way that did not result in people “hurting each other”. A safe space where there was an opportunity for people from diverse backgrounds, and with diverse thoughts, to come together and contribute was also needed.

Organisational cultures of genuine inclusion – where people were prepared to listen to other people’s perspectives and get beyond the fear of and notion of difference – were also required.

Management

The largest area of need related to the way that managers manage their staff. A key theme was the need for inclusive management that enabled difference and empowered people to make good decisions. It was also important to be proactive, and to have an authentic rapport with others.

Actions needed to support this included:

- Helping people to reflect on and navigate difference
- Letting people find their own way
- Not forcing people to change their belief structure but working with it
- Correcting things subtly not confrontationally
- Getting away from telling people what is right is wrong
- Influencing rather than demanding change
- Talking to people at their level
- Coaching people rather than telling them
- Being inclusive of all the different roles
- Connecting with people through values
- Engaging and educating with what we are doing
- Sensitive management – putting your case forward gently
- Understanding when people need to be together and when they need separate space.
- Giving everyone a voice and a seat at the table
- Having clear boundaries and letting people know what these are
- Sieving out the positives so you can work with the challenges
- Helping people to see what others bring to the table
- Encouraging feelings
- Helping people speak up
- Providing lots of different opportunities for discussion
- Opening up conversations so everyone can contribute.

It was also raised that management needed to challenge current ways of thinking constructively, be able to facilitate challenging conversations, and have open discussions about difficult behaviours. Knowing when to educate and when to discipline was a key aspect of this. It was also important to manage the cultural aspects within organisations, so that “the live conversation is not beaten out of people in their early career”. Not allowing individual wants to take priority, and understanding people

in context of policy, machines and doctrine, was also raised. It was also important to deal effectively with the minority that oppose diversity effectively, so that did not have a negative effect on others.

Effective management requires capable people who are accessible and can engage effectively with different types of people and changing situations. Managers need specialist management training to build awareness and capability in areas such as conflict management and knowledge of different cultures. They also need to be aware of different challenges, needs and responses from different groups so they could manage them appropriately.

Managers also needed meaningful measures to support them, and to understand what these measurements mean. Managers also needed to ensure that others in their teams also understood these measurements and the value of activities and tasks they undertake, so they can link what is reported with what it does for the organisation.

Management needed to be accessible and provide mechanisms and knowledge to support people with D&I actions so they feel good about it. They also needed to support ongoing education and exposure to different ways of thinking and different people.

Management of the politics internally, as well as awareness of the role of external politics with other institutions, was also raised. It was also important to have the respect of people below you, and be realistic about what is in the workplace (resources and people) and do “the best you can with that”.

Individual

People needed to have a clear understanding of what was expected, and to have psychological boundaries established so they can more effectively understand the environment they are operating in. To understand why change was happening, individuals also need to think beyond the organisation. Exposure of individuals to difference and upper level management was important. People also needed to be able to trust the people around them.

Actions by individuals needed to be authentic, and people needed to understand what words mean, as they could have different interpretations of commonly used words such as respect. Individuals also needed to talk about diversity and not label others. They also needed to be able to help others in different ways, and to be mindful and challenge things in a constructive manner by getting people to reflect on issues so they could form their own conclusions. Individuals also needed to be prepared to look at things from multiple perspectives. Providing feedback in a constructive manner was a key aspect of this. It was also important for people to understand when to challenge someone, and to have the skills to do this, so it resulted in constructive interactions.

Individuals needed to be aware of verbal and non-verbal language so that they could communicate in an appropriate and respectful way with others different to them. It was also raised that individuals needed to speak out if they see something wrong. It was also important for people to see how their team D&I activities related back to organisational outcomes.

Attributes

Attributes are ‘a quality or feature regarded as a characteristic or *inherent* part of someone or something’ (Oxford Online Dictionary), and are the ‘wet clay’ with which

the organisation shapes its culture through the development of skills and capabilities that stem from these attributes. Attributes can be present in all levels of the organisation, such as individuals, teams and the organisation itself. There is also a correlation between specific values that individuals may hold, and there is potential to map attributes into current value models (such as the Swartz's model of human values), to support identification and assessment of these.

Attributes needed were:

1. Cultural competency
2. Creativity
3. Patience
4. Mindfulness
5. Inclusive mindsets
6. Emotional intelligence
7. Altruistic
8. Forward thinking
9. Openness
10. Lateral thinking
11. Respect
12. Kindness
13. Willingness to think and act differently
14. Open mind
15. Inquisitiveness
16. Engagement with difference
17. Positive attitude
18. Openness
19. Honesty
20. Acceptance of difference
21. Emotional intelligence
22. Cultural intelligence.

The most common attribute raised across all three organisations was open mindedness/openness.

Volunteering

Key needs were flexible volunteering, D&I training, and more effective communication. It was also important to ensure that there was an understanding of what diversity means for individuals, as well as brigades and units, to reduce fear-based responses. It was also raised that there was more interaction needed between the volunteer units and other areas of the organisation to ensure that they were connected to and engaged with the organisation. More diverse volunteers to support reflection of, and connection to, the community were also needed.

Implementation

There was a key articulated need across all organisations to include other forms of diversity, such as diversity of thought, so that it is understood beyond the current frame of being about just about gender. Deeper conversations to explore different aspects of D&I, such as unconscious bias, were also raised. It was also important to ensure that the vision of D&I is shared and driven at all levels, and there is buy-in at leadership and management level to drive this.

Diversity and inclusion also needed to serve the key purpose, needs and aims of the organisation, and be linked to organisational purpose and values. It was also raised that

framing diversity through core needs, such as inclusion or organisational effectiveness rather than numbers, could help to reduce resistance. It also needed to be embedded in all areas of the organisation so it was part of day-to-day activities, and was an integral part of the organisation. Layering D&I so it was useful to the organisation, and linking activities across the organisation, was also required.

It was also important to understand what was important for D&I, particularly that this was ongoing work, and to “stick to programs for the longer term”. Implementation also requires the culture to support diversity, and people who can act as circuit breakers and build bridges between the different areas of the organisation. More generally, it needed more people to support and get involved in programs. It also needed people who practiced diversity and “walk the talk”, and for incentives to be provided for people to engage with the community. In particular, “to have people who are courageous enough to say sorry this is wrong, and not be detrimentally effected or impacted because they have been honest.

Effective implementation also required education and exposure to others who are different, to support better understanding of what diversity is. It was also considered important to acknowledge the past and learn from what has already been done and to myth-bust the myths. Evidence to challenge people was needed as part of this process. It was also important to have images that resonated with people and provoked them so they could find their own meaning in them. Ensuring that everyone knows how to communicate, and how issues need to be addressed, was also raised. It also requires allowing areas of D&I to grow organically, so it does not become a self-conscious way of operating.

One of the most common themes in relation to implementation was the need to celebrate achievements, and to build trust between the workforce within the organisation and between external stakeholders and the community.

External partners

Good collaborations and partnerships with external parties, such as government, business and industry and unions, was needed to support not only exchange and growth of knowledge, but also to support activities. Positive working relationships that worked towards a common outcome was an important aspect of this. It was also raised that the organisations needed to be able to present to the public what the organisation was doing, and why it was doing this.

Community

The need to challenge community stereotypes and, in particular, to challenge gender stereotypes through education of children, was needed. There was a need to grow networks and to leverage these to support organisational goals of greater D&I. Meaningful engagement with the community and a cross-section of people who could engage with the community, was also important.

The delivery of tailored services and solutions with the community and the contextualising of activities for the communities so that there was effective communication with diverse communities during activities, was needed to support this. Developing trust with the community was a key need, particularly Indigenous communities and migrant communities who had a high level of distrust in government organisations.

OPPORTUNITIES

90 opportunities were identified by interviewees (Figure D3), with the largest group related to community and volunteers, culture, monitoring and evaluation. The smallest group was communication and engagement, and education and learning. This may relate to where the organisations are in the transformation process, and also indicates the need for further work to identify opportunities in different areas.



FIGURE D3: OPPORTUNITIES FOR DIVERSITY AND INCLUSION

Organisational

There are opportunities for organisations to break down silos as part of the process of change, and to broaden out their skills base and develop new services. Organisations can also build on internal and external partnerships through identifying different partnerships and understanding how to interact with them.

There is also an opportunity to run programs that look beyond response to understand where investment is needed, and to challenge the way money is currently spent. Other opportunities were to make policies gender-neutral, and include more diverse people with different perspectives on committees that develop policy.

Culture

There are a number of opportunities in this area to change the existing culture and create a new social norm around inclusive practice and diversity in the workforce. Organisations could also challenge and provoke thinking, and bring in new ways of thinking in organisations to support this. The existing culture of helping each other, team work and working together to solve problems could also be leveraged. Also to harness change champions, and use internal consultants to harness the diversity of thought to solve problems and to support more informed assessments. Organisations could also use station and regional commanders to set and model the tone of what is acceptable.

There are also opportunities to work through values, improve language use and develop new role models and icons that are diverse. There is a key opportunity to reduce fear of diversity, and break down oppositional approaches in organisations through sharing experiences and stories, asking challenging questions, myth-busting and celebrating change.

Development of teams and people

Some of the key opportunities in this area are to develop employees beyond single skills area so that they became well-rounded, and to assess and balance the demands of technical firefighting as part of this process. There are also opportunities to identify and capitalise on the talent and skill sets already in the organisation, and expose people earlier in their career beyond response across the organisation. The curation of blended teams that had people with diverse skill sets and capitalising on the talent of current teams were also raised.

In terms of career development, curating leadership talent at the beginning of an employee's career, rather than just focusing on this when people become a leader, was raised. There are also opportunities to develop merit-based promotion that promotes women at the same rate as men, and to develop D&I skills as part of formal training and to attach this to promotion. Current development programs could also be used as a vehicle for provoking thought around change and the future roles and skills in this area.

Implementation

Opportunities raised included identifying opportunities that the more general change can offer for D&I in the organisation, and to tie D&I into overarching change frameworks. There was also potential to use the diversity of skills and experience across the organisation as part of this process, and to include D&I symbols as part of inductions. The opportunity to understand "what baggage we are carrying from the based on evidence and learning to date, were also raised. Implementation of activities was an opportunity to get people involved, and for them to think differently and change people through telling stories.

Communication and engagement

There is an opportunity to open up two-way dialogue through direct interaction and digital technology within organisations and communities to improve inclusion. It was raised that the public could be 'invited in' to discuss topical issues and give their perspectives. Leveraging the existing rapport brigades and units share, to open up communication, and the use of strategic communication in relation to changing perceptions of what firefighters are and do, and to support more inclusive partnerships with others outside the organisation was also raised as opportunities. There is also a key opportunity to tailor communication to specific groups in diverse communities to ensure that it is fit for purpose.

Monitoring and evaluation

Opportunities in this area were to collect diversity data across organisations to identify specific data gaps and needs, and to develop cohesive overarching measurement where strategic indicators were connected to day-to-day operations. The development of indicators for what is effective at brigade and unit levels was also raised. Organisations could also benchmark this data against a wider workforce, and

not just the public sector. There is a key opportunity to develop analysis so that improvement in service and benefits are visible.

There are also opportunities to develop assessment around what has already been learnt in this area, and to use the data from this to inform strategic investment decisions. Development of long-term attitudinal surveys of different cohorts, and also regular monitoring of physical and mental capabilities, would also support this. Better information on people's backgrounds could provide richer data for this area.

There was also an opportunity to undertake a contextual analysis of language of policy and procedures over time to understand how change in people's circumstances might be occurring.

Education and learning

Opportunities in this area related to learning and leveraging other areas of expertise beyond response-based activities, within and external to the organisations. There was an opportunity to develop knowledge-sharing forums for brigades and units, so they can learn what each other are doing, and also what the organisation is doing. It was also raised that much could be learnt from diverse communities, such as LGBTIQ, who have previous experience in socialising and implementing issues relating to D&I.

There were also opportunities to develop new forms of training, such as blended delivering models that use a combination of face-to-face and online learning. Also to how to automate lessons learnt, so they could be more effectively shared across the organisation.

Other opportunities included the development of community education and engagement to support resilience building. Improving localised awareness with diverse communities about where they are in relation to risks and what they can do about it, and also what the agencies wanted them to do.

Community and volunteers

Opportunities identified are to work with locals and local knowledge to enhance performance, service delivery and community safety, and make a real change beyond the organisation through building the organisation's and the community's capability. Also, to look at how different cohorts access services to understand how to be more accessible for diverse communities, to increase diversity. There are also opportunities to educate their communities, and to build awareness in remote and regional areas of the roles that particularly women and Indigenous people can play in volunteering and retained firefighting. The use of retired and semi-retired people to engage and prepare the community and flexible volunteering were also raised.

The community was also a rich source of knowledge, and organisations could capitalise on this to increase exposure in the organisations to different cultures and ways of thinking. This included communities such as the LGBTIQ community, who have expertise in socialising and advocating inclusive practice in their area. There was also an opportunity to develop partnerships with Indigenous communities to improve Indigenous fire safety, and to partner with Indigenous communities and forestry agencies to support cultural burning programs to mitigate risk. Digital technology could also be used to enable people with disabilities to participate and to provide safe spaces for everyone, particularly the elderly and people from different cultures.

BENEFITS

In all, 67 perceived benefits were identified during the interviews, and fell into two broad categories: benefits for the organisation (85%), and benefits to the community (15%). The benefits for the organisation fell across five areas, which are shown in blue below (Figure D4). The largest group related to culture, and the smallest related to innovation. The limited amount of community and economic benefits identified in particular, indicate a need for work in this area. The low number of benefits identified also indicates a general lack of understanding and awareness as to what the broader benefits of D&I are.

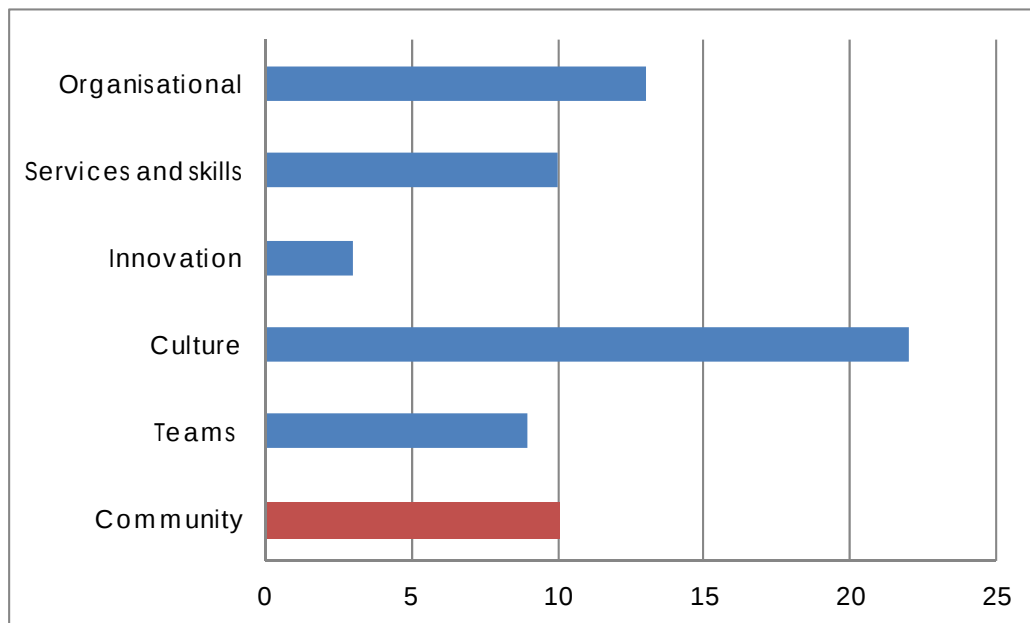


FIGURE D4: PERCEIVED BENEFITS OF DIVERSITY AND INCLUSION

The organisation

The overarching benefit was seen to be organisational sustainability for the longer term. A number of benefits related to a change in the type of organisation it could become if it was more diverse and inclusive. These included:

- A reflective organisation
- A more effective organisation
- A more accessible organisation for diverse groups
- A dynamic organisation that practices proactive management
- A more accessible organisation through showing actively that you are a caring organisation.

Diversity and inclusion was also seen to increase organisational knowledge, learning and capability. It was also perceived that it would increase numbers of volunteers and support better investment of time and resources. Active community partnerships working with the organisation to reduce demand during surge times, and a better work environment and organisational outcomes, were also suggested.

In terms of service, D&I were seen to provide a more effective and a broader range of services through leveraging and better use of pre-existing skill sets people have that could be useful in operations and the broader organisational goals. The organisation would also benefit through increased organisational learning and agility.

There were also benefits in terms of a diversification of skills, enhanced learning, and organisational agility. Increased D&I were also seen to lead to a more adaptive workforce, and to be informed by greater insights and different perspectives from this workforce. It could also potentially elevate surge demands. It was also seen to lead to innovation and greater access to market, as well as broader engagement with the community.

There were also a number of benefits related to the positive impact on organisational culture. These included:

- A more equitable and healthy workplace
- A respectful culture that challenges the norm
- A highly engaged workforce
- Increased wellbeing of paid employees and volunteers
- Reduction of stress and sick leave
- Better retention of employees and volunteers
- Better engagement internally and externally
- Improved satisfaction with work
- Better understanding of employees and what motivates them
- Employees and volunteers that feel valued and accepted.

It was also suggested that it would change in the nature of the conversations that occur, and improve the way people think and speak. It could also potentially reduce adverse effects, because those who are part of the organisation understand the sensitivities and how to work with them. It could benefit the organisation by using the knowledge diverse people bring into the organisation.

It could help organisations and individuals within them manage conflict in a constructive way, and also provide new ways of thinking that increase innovation and challenge current thinking. Role models for different types of people to encourage them, and make people feel valued because their skills are being appreciated and used, was also raised. It could also provide a network of others 'like them' for minority groups, and increase external networks.

In relation to team benefits, D&I was seen to create, dynamic supportive, cohesive teams that had more skills and learnt from each other. It was also seen to improve team culture at station level and enhance performance. It would also increase trust and participation with communities by reflecting them as they are, and increase networks for the organisation

The community

Benefits related to increased resilience in the community, and a reduced cost to the community due to a deeper understanding of the risk in diverse communities. It could also benefit the organisation and the community through the community having a more realistic understanding of what the organisation does, and what roles they can fulfil in relation to this. The creation of employment pathways and opportunities for younger members of diverse communities was also raised. It was also raised that the community in general would be more comfortable with the service, and there would be increased levels of trust in the organisation. It would also improve communication and access to vulnerable communities that would benefit the community and the organisations.

There were also a number of opportunities that were observed, such as the development of future visions of diverse organisations and management of transitions, which are discussed in the discussion section of this report.

ATTACHMENT E: BARRIERS FOR DIVERSITY AND INCLUSION

Culture

1. Culture of we are special, dovetails into the hero image
2. Perception that Firefighters risk is more than other areas of EMS, such as police and ambulance
3. Adversarial culture of Firefighters versus other agencies
4. Response organisation – not a lot of vision in this; has a more immediate focus
5. Tactical versus strategic decision making
6. Focus on making sure we can answer that call today; particularly at station level
7. Limited in emergency services in the way we think about the gender and culture balance
8. Retained and permanent firefighters tension with retained treated like a second citizens
9. Tensions and hierarchy between different units and brigades and the different levels within those
10. Not thinking and planning ahead
11. Permanent Firefighters who will try and fix something but D&I cannot be fixed
12. Slow turn over makes it harder to change culture – war of attrition
13. The narrative of being a family
14. People hang onto the past
15. Still leaning on authoritative structure from fire and rescue history and cultures
16. Traditionally "blokes doing blokey things" which are tactical, fix-it mentality can limit the ability to consider the problem as a whole and what is needed
17. Concept of fire service as a family
18. Team bonding can be exclusionary and can become them against the organisation.
19. Being seen as wowser if you stand up for people
20. Not a safe environment
21. Knee jerk responses – we are not doing it that way because that is different
22. Insular thinking – lack of connection and insight into what is happening outside in other organisations and the broader community.
23. Traditional
24. Hierarchical and very male culture
25. Uniform can be a barrier to engagement within the organisation
26. People not aware of unconscious bias – it is a reality
27. Territorial and power-based approaches
28. People feel they can be disrespectful because they feel protected by external agencies to justify bullying actions
29. We are too proud to go and ask someone else if you don't know
30. Clash of egos "I have been here a very long time, it is my right to have the next job. I am tried and tested and you should respect me"; new egos that are full of new ideas and these tend to clash
31. Creativity is not understood so it is not valued
32. Lack of respect for inspectors
33. People who step up can become targets
34. Strong team culture – can raise internal conflict
35. Team culture
36. The team versus the organisation culture
37. People can derive positional power from wearing a uniform
38. Not thinking about the organisation first – operational starts with the team
39. Culture of resistance to change
40. People more focused on teams rather than organisations
41. Fear of change
42. People wanting things to stay the same
43. Simplistic approaches to a complex problem
44. Pressure to get a solution
45. Resistance to change
46. Response seen to keep people in jobs
47. Respect and kindness seen as a weakness
48. Lack of initiative – people waiting for someone to come in and make decisions
49. Lack of respect for inspectors
50. How reviews are seen and the reform process takes a long time
51. Less inclusion in some areas of QFES than prior to the amalgamation of organisation
52. Traditional ways of thinking, hierarchy, history is dominant and restricts innovative future thinking

- 53. Organisation see themselves as a response agency
- 54. Operations
- 55. Override everything when an event is happening
- 56. Narrowness of vision in relation to what a volunteer is and does
- 57. Job constraints
- 58. Resistance to external consulting

Leadership

- 59. Leadership variation in leadership quality
- 60. Leadership is hard
- 61. Cost of effective leadership
- 62. Seniors leaders tend to lead from the office
- 63. Still contentious at a leadership level
- 64. People in some areas feel there is lack of leadership at all levels

Management

- 65. Silos
- 66. Who gets to authorise training and bias associated with this
- 67. Focus on getting woman into generic firefighting but not specialist skills
- 68. If you have an underperforming minority person sometimes managers feel unable to comment openly and don't know how to correct behaviours; worried about how they will be perceived
- 69. Tokenism woman being asked to meetings to "represent diversity"
- 70. Still low numbers of women, particularly in leadership operational roles
- 71. Controlling uniformed senior management male, white and middle aged; lack of incentive to change
- 72. Little control over who is on management committees as volunteers
- 73. Managers Committee predominantly male in some areas
- 74. Difficult to integrate different cultures into the organisations
- 75. How we deal with staff is different to volunteers
- 76. Setting targets can override people's decision making
- 77. Impatience in achieving the outcome we are looking for
- 78. Have to balance family needs of volunteers with other staff needs
- 79. Flexibility in when people work and the need to fill positions to maintain service
- 80. Who is available (e.g. have to replace a female with a male as no-one else was available to fill this position)
- 81. Isolation of issues, we focus on one issue at a time
- 82. Quotas and how they are implemented
- 83. Tokenistic action
- 84. Lack of strategic management
- 85. Reactive management
- 86. Low attrition in employees due to great working conditions
- 87. Time poor
- 88. Lack of resources
- 89. Using the same old strategies
- 90. Lack of skills to manage in new ways
- 91. Strategising everything and taking away people's ability to find their own way
- 92. People at the bottom are over managed, lots of governance so there is no flexibility for initiative
- 93. Taking punitive approaches
- 94. Quotas can make you focus on numbers not the job (e.g. minority groups)
- 95. Ad hoc approaches to general management
- 96. Middle management don't understand what diversity and inclusion is
- 97. Uncomfortable conversations for some people and lack of skills to facilitate these conversations

Career development

- 98. Firefighters in particular tradition of promotion through longevity in an organisation, not merit-based
- 99. Firefighters go through operational and technical training command and control, authoritative so and don't get soft skills
- 100. Volunteers don't get paid for specific skills so hard to get them to train
- 101. Women get bypassed for higher positions even though they are capable
- 102. Very structured promotional process for permanent firefighters
- 103. All promotions of firefighters is internal closed shop until you get to Assistant Commissioner level; award restrictive in terms of being able to change this

104.No lateral entry until in some organisations until you get to Assistant Commissioner level

Recruitment

- 105.Looking for the same type of people when the jobs are changing
- 106.Time poor in relation to growing new aspects of recruitment, don't always get bottom-up feedback from the recruitment requirements and don't get anecdotal evidence
- 107.Loss of a lot of women through the recruitment process
- 108.Lack of time to review recruitment process and gather

Individual

- 109.Don't get soft skills to respond and negotiate difficult conversations
- 110.Individuals don't see they have been entitled, so are defensive
- 111.Women have become used to certain circumstances
- 112.Feeing displaced
- 113.Entitlement
- 114.Language particularly from male members of staff
- 115.People don't know how to deal with different people
- 116.Some adults do not like other adults telling them how to behave
- 117.Good people who sit silent
- 118.Lack of awareness – people act but don't understand how they act
- 119.Surrounding environment
- 120.Misconduct from not understanding
- 121.Lot of Firefighters invest in their personal identity in being a Firefighter
- 122.Lack of understanding as why change is needed
- 123.Fear of judgment if you are different or LGBTIQ (e.g. hidden disability), and how it will be received and perceived
- 124.People understanding how what they are saying might be received
- 125.A minority working against the organisation
- 126.Experience at operational level very dependent on the team you work with
- 127.Not acknowledging others have different needs and experiences
- 128.People using legislation for their own agenda rather than the organisations
- 129.People not recognising differences and the challenges that these present
- 130.Self-interest
- 131.Assumptions
- 132.People not used to being challenged
- 133.Fear
- 134.People don't always have the skills to stop discrimination
- 135.Lack of awareness

Assumptions and myths

- 136.Diversity is zero sum game
- 137.Perception of preferential treatment for females often labelled as sub-standard
- 138.Standards have dropped to meet EO targets
- 139.Assumptions of can and should participate in activities
- 140.Introduction of diversity as a new idea – assumptions that you haven't been doing it when some people have
- 141.When you say diversity that you mean quotas
- 142.If you give jobs to women, it is taking jobs off other people
- 143.Diversity is just about 'boys and girls'
- 144.Women suffer more trauma than men dealing with road accident trauma
- 145.Assumptions about who should do what roles – women in engagement and community and men in operational roles
- 146.Women don't want to be specialist operators because it all about tools and they are not interested
- 147.Can't take people who have turbans – fire risk
- 148.50:50 recruitment process means that standards are dropping and less capable women are being accepted

Implementation

- 149.Primary understanding is around gender (e.g. panels need diversity so people think we need women on this)
- 150.Lack of investment

151. Lack of evidence around how you deal with diversity issues in the community (e.g. increase in domestic violence in the community following events)
152. Approaches that do not consider everyone (e.g. survey with no box for heterosexual male)
153. People shoving diversity down people's throats
154. Lack of representation of diverse voices
155. Male-female aspect can inhibit inclusion because it can be tokenistic rather than genuine or authentic
156. People get frustrated with lack of change and move on
157. Lack of consistency in the longer term – jumping from one program to another
158. Forced diversity without inclusion
159. Lack of understanding of resistance, particularly in relation to gender
160. People putting it in as a new concept and having the same conversation
161. You can have people who come from different backgrounds and cultural backgrounds, but still think the same way
162. Categorising based on one attribute (e.g. you are a woman), can highlight the difference
163. People see diversity as a deficit
164. Trying the same old problem rather than reflecting on what are the new problems
165. See diversity as a threat and fear, which can lead one to feeling it invalidates them
166. Diversity has been framed in a negative way
167. Defensive responses to issues (e.g. White Ribbon day, "but men experience domestic violence too")
168. Stereotypical representation of diversity, male, female, black and white.
169. Lots on misinformation at ground level
170. Lack of diversity in some organisations
171. Perfect notions of diversity
172. Lack of education
173. Lack of understanding of what diversity and inclusion is and its benefits
174. Focus on the negative
175. The numbers of people that apply means that you will only ever get a few women
176. Glacial change
177. Resource constraints
178. Lessons learnt process focuses on the incident-based events
179. Lack of incentive to change – it is working why fix it
180. Slow turn over makes it harder to change culture
181. Barriers to LGBTIQ at unit and brigade level
182. Changes in the recruitment process implementation singled out women
183. Angst amongst some men in relation to changes in recruitment selection process
184. Lack of continuity in internal policy area
185. People not understanding the rationale behind policy and changes so they can be misinterpreted
186. The numbers of people that apply means that you will only ever get a few women

External stakeholders

187. Other institutions who influence EMS
188. Other external institutions who have authority who provide direction in relation to organisational priorities
189. External political view can affect how people behave
190. Changes in government can "stop programs in their tracks"
191. Emergency services as a sector don't tend to look at the big ticket stuff and invest in it
192. Public conversation highly political – makes people afraid to be open
193. External business consultants can miss the organisational nuance and not understand aspects of the organisation

Community

194. Don't understand the community and or use the skills they have to offer
195. People from different cultural backgrounds have different perceptions of who can be a
196. Lack of community education that organisations not just a response agencies
197. Expectations of EMS – people pay a levy and outsource responsibility for risk
198. Lack of trust in government organisation from indigenous communities and some CALD communities
199. Islamic conversation publicly isolating people who have no connection with this who are Islamic
200. People from different cultural backgrounds have different perceptions of who can be a firefighter

- 201. Reactions at home – some women weren't comfortable with their partners staying overnight with women firefighters
- 202. Drugs in the community

Measurement

- 203. Statistic not necessarily reliable
- 204. Resources and funds available dictate how well it measured
- 205. Confidentiality – psychologist is confidential so people are represented by numbers to protect people, difficult to get some data
- 206. Do not have an expert who pulls analytics apart
- 207. Difficult to measure so go to the easiest thing to measure which is quotas
- 208. No comprehensive effort in measure of economic benefits
- 209. Lack quantitative measurements for change and diversity programs
- 210. Inclusion measurement difficult, takes a long time to achieve outcomes, 5–6 years hard to quantify
- 211. Reluctance to measure anything in operational side, use the union as a justification
- 212. Lack of operational measures for effectiveness at crew level
- 213. It is a long-term change often measured as a short-term change

ATTACHMENT F: NEEDS FOR DIVERSITY AND INCLUSION

Change

1. Need to change or we will become irrelevant
2. To understand that change takes time
3. Understanding that it takes time and persistence to change old habits and thinking processes.
4. Need to be realistic about the rate of change, need to understand where you have fast change and where you have slower change
5. Align diversity change with organisational change
6. Talk to employees about how they see the future organisation
7. Acknowledge and celebrate change and achievements

Organisation

8. Strategic direction and supporting policies
9. Cohesion across the organisation
10. Direction and policy
11. To value people for what they do
12. Economic measurements
13. Accountability
14. Organisational understanding of what is important for diversity
15. Positive organisational agility – proactive rather than reactive
16. Public face of organisation needs to represent the community
17. To be a learning organisation
18. Different approaches to accommodate diversity of services in the organisation
19. Deal with "organisational terrorists"
20. To understand what are the roles and functions that actions need to fulfil in the future
21. To layer diversity to make it something useful and powerful for the organisation
22. Development of the soft skills that support diversity and inclusion
23. Structures to support innovation and creativity
24. Groups working together so they can learn from each other
25. Holistic policies that are understood to comprehend how actions are needed from these in a consistent way
26. Consistent policy
27. Linking diversity and inclusion activities across the organisation
28. Have a common goal we all understand
29. Ask questions
30. Accountability
31. Bring in diverse people who challenge current mind sets and paradigms throughout the whole organisation
32. People who are different to "us"
33. Remind ourselves that the majority of the people in the organisation are good people

Leadership

34. Focused leadership
35. Leadership that enables conversations and socialises the issue
36. Leaders at all levels of the organisation
37. Leadership to engage directly with employees
38. A base for legitimate debate and agreement in a constructive matter
39. Leaders across all levels of the organisation
40. Value-based leadership
41. Strong leadership
42. Consistent messaging from the top that is supported by action
43. Leaders to model the right behaviour
44. Leadership needs to be ready to think about things differently
45. Clear leadership that follows through on moving us into a different realm of thinking
46. Leaders need to show integrity and that they believe in what they are saying, and not make empty promises
47. Approachable leadership
48. Leadership that is facilitative

49. Leadership to be seen as accessible
50. Bring people along with you
51. Leadership team need to be visible to others in the organisation
52. Station officers to lead the way for the team

Culture

53. A change in culture in the organisation
54. Respecting and understanding different job requirements and how that shapes people
55. Ethical decision making
56. Courageous conversations
57. People can have open robust and truthful conversations without hurting each other
58. Genuine inclusion where people are prepared to listen to other people's perspectives
59. Get beyond the fear of and the notion of difference
60. Celebrate cultural differences
61. Trust
62. Variations in thinking
63. Normalise respectful behaviour
64. Culture of learning from others
65. Disruptors
66. Creating an environment where ideas can be positively challenged
67. Diversity and inclusion need to be normalised
68. Ensuring that we have the opportunity for people from diverse backgrounds and where diverse thoughts can come together and contribute in a safe space

Management

69. Management training
70. Skilled and capable of people who can engage effectively with different types of people and changing situations
71. Conflict management
72. Awareness of different challenges and responses from different diversity groups
73. Being able to challenge current ways of thinking constructively
74. Specialist skills to be able to manage conflict and the different needs of diverse teams
75. Knowing when to educate and when to discipline
76. Challenging conversations
77. Open discussions about difficult behaviours
78. Sieve out the positives so you can work with the challenges
79. Different people have different needs which should be identified
80. Correcting things subtly not confrontationally
81. Managing the cultural aspect so that the live conversation is not beaten out of people in their early career
82. Meaningful measurement
83. Explain value of what you want them to do for the organisation (e.g. the link between what you report and what it does for the organisation)
84. To deal effectively with the minority who oppose diversity
85. Give everyone a voice and a seat at the table
86. Have clear boundaries and let people know what these are
87. To be able to influence and talk to people at their level
88. Strong knowledge of specific cultures
89. Not allowing individual wants to take priority
90. Be realistic about what is in the workplace (resources and people) and doing the best you can with that
91. Need to understand people in context of policy, machines and doctrine
92. Not forcing people to change their belief structure but working with it
93. For people to understand what different measurements mean
94. Ongoing education and exposure to different ways of thinking and people
95. Help people to reflect and navigate difference
96. Let people find their own way
97. Provide lots of different opportunities for discussion
98. Provide mechanisms and knowledge so people can feel good about it
99. Understand when people need to be together and when they need separate space
100. Respect of people below you
101. Connect with people through values

- 102.Engagement and education with what we are doing rather than thrusting a desire on them
- 103.Develop an authentic rapport
- 104.Sensitive management – put your case forward gently
- 105.Acknowledge things and manage them, not hide them
- 106.To challenge current ways of behaviour
- 107.Approaches that are inclusive
- 108.Management need to be accessible
- 109.Influence rather than demand change
- 110.Get away from telling people what is right is wrong
- 111.Proactive management and preventative measures
- 112.Be inclusive of all the different roles
- 113.Organic development so it does not become self-conscious behaviour, but a way of operating
- 114.Coach people rather than tell them
- 115.Help people to see what others bring to the table
- 116.Enable difference so that you can maintain the differences
- 117.Help people speak up
- 118.Encourage feelings
- 119.Empower people to make good decisions
- 120.Open up conversations so everyone can contribute
- 121.Management of the politics

Individual

- 122.Have a clear organisational understanding of what is expected
- 123.Be mindful and challenge things in a constructive manner by getting people to reflect on issues
- 124.Exposure to diverse communities
- 125.Understanding of language, physical emotion (e.g. LGBTIQ)
- 126.Understanding when it is appropriate to use that language, and understanding your audience and what is appropriate and what is not
- 127.To understand what words means
- 128.If you see something that is wrong you need to speak up about it
- 129.Think beyond the organisation
- 130.Good skills to provide constructive feedback
- 131.Exposure to upper level management
- 132.Talk about what diversity is
- 133.Authentic actions
- 134.Exposure to different cultures and ways of thinking
- 135.Knowing when to challenge someone and having the skills to do it well
- 136.Be able to trust the people around you
- 137.No labelling
- 138.Help each other in different ways
- 139.Be able to see how your team D&I activities relate to the organisational outcomes
- 140.Psychological boundaries

Attributes

- 141.Cultural competency
- 142.Creativity
- 143.Patience
- 144.Mindfulness
- 145.Inclusive mindsets
- 146.Emotional intelligence
- 147.Altruistic
- 148.Forward thinking
- 149.Openness
- 150.Lateral thinking
- 151.Respect
- 152.Kindness
- 153.Willingness to think and act differently
- 154.Open mind, inquisitiveness, engagement with difference
- 155.Positive attitude
- 156.Openness, honesty, acceptance of difference, emotional intelligence, cultural intelligence
- 157.Focus on what are we here for and what are we here to deliver

- 158. Minimise the impact of emergencies on the communities
- 159. Being prepared to look at any issue from multiple perspectives

External partners

- 160. Collaboration and partnerships
- 161. Governments who are willing to commit to a longer term program regardless of who is in power
- 162. Government to show that they are being different in the way they are doing things
- 163. Good partnership across government, EMS and communities
- 164. To be able to have a positive working relationship with external stakeholders that supports change in EMS organisations
- 165. To be able to present to the public and say this is what the organisation is doing and why
- 166. Good communication
- 167. To deliver tailored services and solutions with the community
- 168. Community need to be able to be part of the delivery
- 169. Trust from the community
- 170. Workforce needs to be more closely aligned to the community demographic
- 171. Government support

Implementation

- 172. Need to include other forms of diversity beyond gender, such as diversity of thought, etc.
- 173. Investment and resources
- 174. Leveraging of current communication channels
- 175. For diversity to be understood as more than just gender
- 176. Framing through organisational effectiveness
- 177. Trust
- 178. People who walk the talk
- 179. To frame diversity issues through core needs, such as inclusion rather than numbers or quotas to reduce resistance
- 180. More people getting behind diversity actively and getting involved in programs
- 181. Education and exposure
- 182. To have people who are courageous enough to say sorry this is wrong and not be detrimentally effected or impacted by that honesty right across the board
- 183. Learning from what we have done already
- 184. Acknowledge the past
- 185. Celebrate achievements
- 186. Linking what we do to organisational purpose and values
- 187. D&I should service organisational needs
- 188. D&I to be embedded in everything so is part of the organisation
- 189. Ensuring the vision of D&I is shared and driven at all levels
- 190. People who can move between groups to build bridges and act as a circuit breaker to head off
- 191. Deeper conversations (e.g. cultural capability and things like structural racism) that explore the issue
- 192. Culture to support diversity
- 193. Understanding it is ongoing work – sticking to programs for the longer term
- 194. Buy-in from leadership and management
- 195. Understanding, education and awareness of what diversity is
- 196. Exposure to difference
- 197. Images that provoke people to think and allow them to find their own meaning in it
- 198. Images that resonate with them
- 199. Understanding what is important for diversity
- 200. For D&I to serve the key purpose and aims of the organisation
- 201. Practice the idea of inclusion
- 202. Ensuring that everyone knows how we communicate and how issues are addressed
- 203. Need an incentive for engagement in the community
- 204. Myth-bust the myths
- 205. To consider how society has changed and their expectation in relation to jobs
- 206. Evidence to challenge people

Community

- 207. Challenge community stereotypes of what emergency service workers are
- 208. Challenge gender stereotypes through education with children

- 209. Leverage community partnerships and networks to achieve organisational goals
- 210. To grow networks
- 211. Meaningful engagement with the community
- 212. A cross-section of people who can engage with the community
- 213. Need to be able to relate to what we do now
- 214. Need to contextualise activities for the community need to be able to communicate effectively during an event
- 215. To build community trust in Indigenous communities

Volunteering

- 216. Flexible volunteering
- 217. Training
- 218. Understanding of what diversity means so people aren't afraid of it
- 219. More effective communication
- 220. More interaction between individual volunteer units to other areas of the organisation
- 221. More diverse volunteers

ATTACHMENT G: OPPORTUNITIES FOR DIVERSITY AND INCLUSION

Organisational

1. Break down silos
2. Break down oppositional approaches
3. Better information on people's backgrounds
4. Build partnerships
5. Identify different partnerships and how we can interact with them
6. Broaden out the skills base of the organisation
7. Develop new services
8. Run programs that look beyond response to understand where you need to invest
9. Challenge the way current money is spent and ask is that the best way to spend our money
10. To link policies to what it could mean to people and take time to ensure they understand this
11. Make policies gender neutral
12. Include more diverse people on committees that develop policy to bring in these different perspective

Culture

13. Lever station and regional commanders to set and actively model the tone of what is acceptable
14. Create a new social norm around this issue
15. Work through values
16. Build on and lever the culture of helping each other, teamwork and working together to solve problems
17. To improve language use (e.g. use of word fireman)
18. Develop new role models/icons that are diverse
19. Ask challenging questions – myth busting
20. Break down some of the fear in the alpha male environment
21. To use internal consultants in the organisation to harness the diversity of thought to solve problems in the organisation to get more informed assessments
22. Harness the change champions already within the organisation
23. Challenge ways of thinking and change the mentality and bring in new ways of doing things
24. Provoke people to think
25. Celebrate change
26. Share information and experiences

Development of people

27. Develop the whole well-rounded person beyond just one area of skill
28. Assess and balance the demands of the role technical firefighting with softer skills that are needed
29. Curate blended teams
30. Identify and capitalise on the talent of current teams in terms of D&I
31. Make merit-based promotions.
32. Capitalise on the talent in the organisation, expose people earlier in their career beyond just response to the broader organisation
33. Curate leadership from the beginning of career not just when you get to a recognised leadership position
34. Develop promotion system to bring up women at the same rate as men into senior operational roles
35. Identify skills sets and who has them
36. Mandatory D&I training in softer skills for station officer and above and attached to promotion
37. Use development opportunities that you already have in place such as programs where facilitators can provoke thought around change

Implementation

38. Identify the opportunities that changes in the organisation can bring for D&I

39. Understand what the baggage we are carrying from the past for each area and develop ways to develop beyond this
40. Tie D&I into over-arching change frameworks
41. Include D&I symbols into induction
42. Make adjustments based on evidence and learning to date
43. Use the diversity of skills and experience from across the organisation
44. Get people involved
45. Think differently
46. Remove gendered language
47. Change people through telling stories.

Engagement and communication

48. Engage people in two-way dialogue
49. To invite the public to discuss topical issues and give their perspectives
50. Use digital technology to include and enable people with disability
51. Invite people to interact through websites
52. Tailor messages to specific groups

Monitoring and evaluation

53. Collect different bits of diversity data across the department to identify specific data gaps and needs
54. Develop overarching measurement where things are connected
55. Develop assessment around what has been learned
56. Analyse measurement and lessons learned to date – use this to decide where to make strategic investment in activities
57. Develop analysis so we can see how D&I improves our service and what were the benefits are
58. Regularly monitoring the level of physical and mental capabilities and skills of employees
59. Benchmark against a wider workforce not just the public sector
60. Connect strategic indicators to day-to-day operations.
61. Monitor longer term attitudinal surveys to measure what different cohorts look like over time
62. Identify skills sets and who has them
63. Contextual analysis of language policy and procedures over time for change
64. Develop indicators for what is effective at brigade and unit level

Education and learning

65. Looking at how to automate lessons learned so they can share information between different organisational areas
66. More special forums for brigades and units so you can learn what others are doing and what the organisation is doing
67. Learn from other diverse communities who have done this before on how to socialise the issues (e.g. LGBTIQ)
68. To open up new forms of training
69. To develop knowledge sharing and activities beyond just response activities in the volunteer units
70. Community education to build resilience
71. To develop more community education and engagement so the community understand what we want them to do and to build resilience
72. Build localised awareness with diverse communities about where they are in relation to risks and what they can do about it

Community and volunteering

73. Provide physical spaces for everyone the elderly and different cultures.
74. Exposure to different cultures and ways of thinking
75. Look at how different cohorts access services to understand how to be more accessible for diverse communities
76. Assess and develop digital capability to make more effective and accessible services for diverse communities
77. Leverage the rapport brigades have with the community to open up communication
78. Use strategic communication to change community perception of what firefighters are

79. Bring different people in with different ways of thinking so they can share this and the organisation can learn from them
80. Make a real change beyond the organisation through building the organisation's and the community's capability.
81. Work with locals and local knowledge to enhance performance, service delivery and community safety (e.g. engaging to ask them what they expect first and negotiate upfront acceptable behaviour them about what they expect first)
82. Target schools in regional and remote indigenous areas, and also women for retained FF roles
83. Improve fire safety in indigenous communities
84. Partnerships with industry to support cultural burning programs to improve mitigation (e.g. forestry: bring indigenous people into the fire mitigation area – cultural burning)
85. Use retired and semi-retired people to engage and prepare the community
86. Target women who are home during the day for areas of recruitment
87. Flexible volunteering
88. Use retired and semi-retired people to engage and prepare the community
89. Target women in the community who may have available time to volunteer
90. Flexible volunteering

ATTACHMENT H: PERCEIVED BENEFITS OF DIVERSITY AND INCLUSION

Organisational Benefits

The organisation

1. A reflective organisation
2. A more effective organisation
3. A more accessible organisation for diverse groups
4. A dynamic organisation that practices proactive management
5. Showing actively that you are a caring organisation – more accessible
6. Organisational sustainability for the longer term
7. Increased numbers of volunteers
8. Better work environment and outcomes
9. Organisational learning
10. Active community partnerships which work with the organisation and reduce demand during surge times
11. Better investment of time and resources
12. Increase in organisational knowledge and capability
13. The knowledge gained can be shared with other emergency service organisations

Services and skills

14. More effective service delivery
15. Enhanced service – can leverage skill-sets people have from their background that can be useful in operations
16. A broader range of services
17. A more adaptive workforce that reflects its community
18. New opportunities for people in the organisation
19. More skills to draw from
20. Diversification of skills
21. Enhanced learning and organisational agility
22. Better use of the different skill-base each person brings in
23. Greater insights and different perspectives that inform the organisation

Innovation

24. Greater access to market
25. Greater engagement with the community
26. Better investment of time and resources

Culture

27. Using the knowledge from others to learn new things
28. Highly engaged workforce
29. A respectful culture that challenges the norm
30. Employees and volunteers that feel valued and accepted
31. Increased wellbeing of paid employees and volunteers
32. Positive impact on culture
33. Reduction of stress and sick leave
34. Better retention of employees and volunteers
35. Better engagement internally and externally
36. Better understanding of employees and what motivates them
37. New ways of thinking that increase innovation and challenge current thinking
38. Improved satisfaction with work
39. An organisation with role models for different types of people to encourage them
40. Giving people self-belief as to what they believe in life
41. People feeling valued because their skills are being appreciated and used
42. Improving the way people speak and think.
43. Better understanding of other people in the organisation
44. Change in the nature of conversations that occur
45. No adverse effects because people who are part of the culture understand the sensitivities and how to work with this
46. Having a network of others 'like them' for minority groups, increase external networks
47. Managing conflict in a constructive way
48. A more equitable and healthy workplace

Teams

49. Dynamic teams

- 50. Enhanced team performance as people learning from each other
- 51. Supportive, cohesive teams that have more skills
- 52. Positive improvement in culture at station level
- 53. Increased trust through reflecting the community better
- 54. Greater participation of the community
- 55. Increases organisational networks and adds value through their connections into the community
- 56. Greater participation of the community
- 57. Diversity can help moderate team behaviours

Community

- 58. Increased resilience in communities
- 59. Realistic expectations of what the organisation is and what it can do
- 60. A better understanding of what role they can play in the organisation
- 61. A deeper understanding of risks in communities
- 62. Creates employment pathways and opportunities for younger members of diverse communities (e.g. Indigenous and CALD)
- 63. Builds trust in vulnerable communities
- 64. Better communication and access to vulnerable communities
- 65. Community feel more comfortable with service
- 66. Increase in community trust
- 67. Reduced cost of events in the community due to better understanding in diverse communities as to how to deal with them.