



Cultural Change: Gender Diversity and Inclusion in the Australian Federal Police

SUMMARY DOCUMENT

Contents

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| | |
|--|-----------|
| Message from Elizabeth Broderick | 1 |
| Message from Commissioner Andrew Colvin | 3 |
| Executive Summary, Principles and Recommendations | 5 |
| Methodology | 16 |



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Message from Elizabeth Broderick

The AFP is one of Australia's most influential law enforcement agencies operating both domestically and internationally. It has a proud history of almost 40 years. As is the case in many other sectors, the law enforcement environment is changing rapidly and so too must the AFP. Cultural renewal is critical for continued operational effectiveness.

Over the last six months, at the invitation of Commissioner Andrew Colvin, a leader of enormous courage, my team and I have had the privilege of travelling the length and breadth of the organisation, speaking to over a thousand members face to face and hearing the views of many more through surveys and submissions. Our task was to undertake an independent review into culture and diversity with a focus on gender and to suggest initiatives which would enhance capability through greater levels of diversity and inclusion.

I want to thank the many people who have chosen to share their insights and tell their stories. Telling personal stories requires courage. Yet many members have done so – all with the intent of making the organisation better. Individual's views and insights into what needs to change have been captured in their own words throughout the report.

I have seen first-hand the strong commitment members have to developing the most capable and operationally effective AFP now and into the future. I have learnt of the breadth and depth of the work that members across the organisation undertake – often at great risk – for the protection of our nation. I also sense a growing recognition by many, that the ongoing success of the AFP in part depends upon the organisation's ability to become more diverse, whilst continuing to build a culture that is inclusive and respectful.

This report *Cultural Change: Gender Diversity and Inclusion in the Australian Federal Police* provides a strong foundation for the AFP to move forward as a diverse and inclusive law enforcement agency. As the report discloses, there are many areas where the organisation is already strong but like most policing and command and control environments, there are parts of the culture that require strengthening. It takes courage to look under the bonnet, to identify areas where change is needed. But that is exactly what the AFP has done.

I am not surprised by what has been found. The elements of culture that require strengthening are the ones I would have expected. But in the areas of sexual harassment and bullying, urgent action is required. I believe this sentiment is shared by the leaders of the organisation.

Commissioner Colvin together with his leadership team have not shied away from some of the disturbing findings of my report but rather have encouraged me to be bold in the formulation of the recommendations. In all my interactions with the AFP leadership I have observed a strong desire to step forward in a transformative manner, not just tinkering around the edges but delivering strong and lasting impact through bold actions.



Elizabeth Brockerick AO

The findings in this report are not a reason for the community in any way to have reduced confidence in the AFP. Quite the contrary. The report serves as a reminder that the AFP is committed to the principles of equality and diversity, to combatting sexual harassment, bullying and exclusion. Cultural change needs to be more than just turning up the volume on the standard modus operandi. And at times this might feel quite uncomfortable.

In command and control environments - in policing - there is a strong bias to action. Members will see an issue and immediately step up to fix it. That will be the tendency on reading this report. But I would caution against being too eager to rush in, without first understanding the causes of the systemic failure, not just the symptoms.

Listen first, particularly to the stories of those around you. Reflect on the part you have played in creating what is there today – good and bad. Reflect on the causes that have prevented the organization from being fully inclusive. Examine some of the structures, processes and systems that may have inadvertently or otherwise allowed for the unequal treatment of women, including the behaviours identified in this report. By listening and reflecting, each individual will gain a deeper understanding of what needs to change and what their part will be in creating that change. The greatest risk to this cultural reform agenda is leading without listening, reflecting and fully understanding.

In undertaking this project my team and I had the invaluable assistance of a number of AFP members. In particular, Superintendent Brett James provided excellent advice on the operations of the AFP and was instrumental in coordinating all our visits to the many offices in Australia and offshore. Superintendent James accompanied us on all of our visits and seamlessly facilitated our engagement with the many members with whom we spoke. Alisha Stewart provided strong logistic support and both she and Abby McLeod ensured we received relevant information and material. Assistant Commissioner Mandy Newton was an invaluable source of wise counsel. I want to thank them all for their work with us and their commitment to the project.

Finally, I would like to thank Commissioner Colvin for his leadership and unwavering commitment to enhancing capability through cultural reform, to the creation of an AFP where both men and women can thrive equally.

Elizabeth Broderick AO
Sydney
22 August 2016

Message from Commissioner Andrew Colvin

The AFP is a proud organisation, whose responsibilities are at the core of what the Australian community expect in terms of their safety and security. We are a national, and international, organisation who should be expected to set the benchmark and show leadership in terms of policing standards, practices and outcomes. In order to continue to meet expectations, we need to show genuine commitment to achieving these ideals and always aspire to be better. This is expected of a national organisation like the AFP.

The greatest reflection of these responsibilities is the culture we espouse from within.

At our core we are a policing agency and, like any police agency, we must strive to reflect the community we serve. Our 37 year history has been synonymous with success, but our success has been despite one major barrier. For too long the AFP has lacked the diversity it needs to be the best agency it can be. Diversity of gender, of culture, of skill, of education and of thought, and we must do more to improve it if we want to maximise our potential.

Diversity is not simply a human resource aspiration for the AFP, it is a capability necessity.

We have an organisation filled with people who are motivated, inspired and proud of the work they do, but we also have many barriers to achieving the culture and diversity goals we aspire to. Some of these challenges are structural – some simple and some complex.

However, many of our challenges are cultural. They are our challenges, created by us, and they will be changed by us. These changes will require a clarity of purpose, a consistency of effort and, most importantly, leadership across all levels of the AFP.

This review has found behaviours and culture that I am not proud of. Behaviours and culture that do not align with the values of the AFP, or community expectations. Behaviours and culture that do not align with my expectations, are not condoned by the majority of the workforce, and are holding us back from achieving our potential. Creating a safe and supporting workplace, where employees can thrive, is the first goal of any CEO, and on this we have not been as successful as we should have been.

This report shines a light on the way our organisation perceives itself and how we perceive each other. Our members have expressed their honest beliefs and perceptions in a full and frank assessment of our internal health, and all are relevant. They are the views of those who ultimately deliver the outcomes for the AFP, and the community.

To those members, past and present, who have been subjected to behaviours and actions that are not consistent with our values or community expectations, I unreservedly apologise.

This must change, and from this point forward it will.



Andrew Colvin APM OAM
Commissioner
Australian Federal Police

Over a six month period, Elizabeth Broderick and her team have spoken to more than a thousand AFP members, consulted internally and externally, conducted forums with our members and presented the case for change to our organisation. She now understands the AFP better than most, and her report is a window into the AFP that is challenging, but also one that paves the way forward for us to truly be an organisation that champions diversity, inclusiveness and values. It is a window that is focussed on gender, but provides the insights we need to make real and sustainable change across all our diversity needs.

As Commissioner I accept each of the recommendations in this report. I commit to ensuring that each of them is implemented. My leadership team and I are unified in our resolve to deliver on these outcomes for the AFP.

Real change comes from within, and the AFP is a progressive national organisation committed to moving forward, continuing to serve the Australian community and maximising our potential.

The delivery of this report provides the AFP with the foundation and framework to build on our 37 years of proud tradition, to be more inclusive, more diverse and more capable. I want to thank Elizabeth Broderick and her team for the work they have done to help the AFP continue to evolve and improve its performance, and I look forward to working with her team as we deliver on this commitment.

Andrew Colvin APM OAM
Commissioner
Australian Federal Police
22 August, 2016

Executive Summary, Principles and Recommendations

A. Executive Summary

Introduction

The Australian Federal Police is the Australian Government's principal law enforcement agency and has a local, national and international mandate. Its work is of critical importance to our national security. The breadth of its work, including responding to threats of terrorism, stopping drug importation, fraud and corruption, cyber crime, human trafficking, child sex offences and child pornography, as well as addressing crime in the ACT, is considerable and far-reaching. AFP Police – Federal Agents and those in other roles, including community police, unsworn specialists and employees, and Protective Service Officers (PSO), all provide a vital service to the nation and local communities.

The AFP has a proud history and tradition. The vast majority of members are deeply committed to the organisation, are passionate about their work and are keen to see the AFP succeed into the future. They are acutely aware of the importance of the organisation to Australia's law enforcement and security landscape and are proud to contribute to that role. As one member told the Project Team:¹

I am passionate about my job. I am passionate about the AFP. That's why I care about the culture and want it to be as positive as it can be for all of us (male participant).

The AFP has evolved over many years to accommodate ever expanding responsibilities. The 21st century has brought with it new and emerging law enforcement challenges that require the AFP to adapt and evolve even further. Globalisation and technological advancement are producing unique circumstances requiring police to be responsive, flexible and resilient. Adding to these issues are an ageing workforce, more mobile employees, and the trend towards 'information-based' work.

A key component of meeting these challenges is ensuring that the AFP workforce is appropriately skilled and agile. The AFP must capture the breadth of talent and expertise available in the Australian labour market and reflect the diversity of the Australian community. Having a diverse workforce and inclusive culture is critical to achieving enhanced capability.

Elizabeth Broderick and her team (the Project Team), were engaged to inform and support the development of the AFP's long term diversity and inclusion strategy, with a focus on gender.

The Project entails two Phases, the first being dedicated to the development of an evidence base to inform recommendations on initiatives to strengthen gender equality, diversity and inclusion in the AFP. Specifically, the Project Team has developed an evidence base to:

- demonstrate the business case and organisational benefits of diversity and inclusion;
- demonstrate how diversity and inclusion can be leveraged to create superior performance, innovation and operational outcomes; and
- outline impediments to attracting and retaining a diverse and inclusive workforce.

This Report represents the culmination of Phase One. During Phase Two, the Project Team will support the AFP to implement recommendations contained in this Report and other relevant organisational reform initiatives.

The recommendations in this Report are designed to assist the AFP build a more diverse and inclusive organisation. It is important to recognise that gender is just the starting point, not the end game. The focus is on gender in the first instance because women make up over half the Australian population. If an organisation can "get it right" for the majority of the population, benefits will flow to other diverse groups. A workforce that is culturally and ethnically diverse, which includes people of Aboriginal and Torres Strait Islander backgrounds, people with disabilities and those of diverse gender identity and sexual orientation – a workforce that truly reflects Australian society – is one that can harness a breadth of skills and perspectives and, in doing so, increase its creativity and innovation.

¹ The Project or the Project Team as referred to in this Report mean the Project led by Elizabeth Broderick.

The Case for Change

By increasing the representation of women in the AFP, the organisation will

- build a broader and more diverse talent and skill base, thereby enabling it to strengthen capability and operational effectiveness;
- build on its strong foundation as a leading law enforcement agency;
- enable it to create a culture that is more inclusive and aligns with the vision developed by the senior leadership; and
- ensure that the AFP remains strongly positioned to meet the challenges of the future.

The last two decades have seen major demographic shifts in the Australian labour market, including the emergence of some 1.6 million additional female entrants. The AFP has not capitalised on the increased number of women in Australia's talent pool – the proportion of women, in sworn roles and leadership roles, in particular, has remained static.

The advantages of a gender inclusive organisation are supported by solid evidence and are well established. Evidence shows for example, that:

- Women bring different leadership skills and behaviours to the table;²
- Diverse teams are smarter and more effective;³
- Diverse teams are more creative;⁴
- More women in leadership roles provides more motivation for women to succeed;⁵
- Diversity programs have a positive impact on motivation;⁶ and
- More gender diversity protects women against sexism and sexual harassment.⁷

Further, more gender diverse organisations:

- attract and retain the best possible talent and potential the labour market has to offer;⁸
- innovate and adapt in a fast-changing environment;⁹
- give rise to enhanced performance and productivity particularly in a changing environment where anticipating change and adapting to it in a timely and effective manner is essential;¹⁰ and
- produce a diversity of thought, ideas and, as a result, better decision-making.¹¹

In the context of law enforcement, access to greater skills, talent and experience builds capability which is especially critical in view of the changing law enforcement landscape. Today's modern police services are complex, requiring new and additional skills and adaptability, beyond the scope and capabilities of traditional policing. Approaches combining intelligence collection, analysis, new technology and techniques, teams and problem-solving are now critical to effective policing. Accessing the right talent from a workforce that is already under pressure, to ensure these skills are met, is vital. Gender diversity, equality and inclusion are therefore fundamental to police capability.

2 A Eagly and J Carli (2007) 'Women and the Labyrinth of Leadership' in *Harvard Business Review*, September.

3 A Williams Woolley (2010) 'Evidence for a Collective Intelligence Factor in the Performance of Human Groups' in *Science* v. 330, p 686.

4 J Marinova, J Plantegna and C Remery (2010) 'Gender Diversity and Firm Performance', in *Tjalling C. Koopmans Research Institute Discussion Paper Series 10-03*, Utrecht School of Economics, January 2010.

5 G Desveaux, S Devilland and S Sancier-Sultan (2010) *Women Matter: Women at the top of corporations: Making it happen*, McKinsey and Company.

6 European Commission (2003) *The Costs and Benefits of Diversity: A Study on Methods and Indicators to Measure the Cost-Effectiveness of Diversity Policies in Enterprises*, October, 2003.

7 V Sojo and R Wood (2012) 'Women's Fit, Functioning and Growth at Work: Indicators and Predictors' Centre for Ethical Leadership, <https://cel.edu.au/our-research/resilience-womens-fit-functioning-and-growth-at-work-indicators-and-predict> (viewed 26 July 2016).

8 Workplace Gender Equality Agency (2013), *The business case for gender diversity*, March, Australian Government, https://www.wgea.gov.au/sites/default/files/business_case_web.pdf (viewed 20 July 2016).

9 G Desveaux, S Devilland and S Sancier-Sultan, *Ibid*.

10 R Adler (2009) 'Profit, thy name is... Woman?' in *Pacific Standard*, Feb 27, 2009; Catalyst (2004) *The Bottom Line: Connecting Corporate Performance and Gender Diversity*; McKinsey & Company (2012) 'Is there a payoff from top-team diversity?' in *McKinsey Quarterly*, April, 2012; B Lejczak (2012) *Diversity on Board*, Credit Suisse <https://www.credit-suisse.com/us/en/articles/articles/news-and-expertise/2015/06/en/diveristy-on-board.html> (viewed 27 July 2016).

11 Ernst and Young (2016) *Navigating disruption without gender diversity? Think again*, [http://www.ey.com/Publication/vwLUAssets/EY-women-in-industry/\\$FILE/EY-women-in-industry.pdf](http://www.ey.com/Publication/vwLUAssets/EY-women-in-industry/$FILE/EY-women-in-industry.pdf) (viewed 27 July 2016). Forbes, *Fostering Innovation Through a Diverse Workforce*, Forbes Insights, http://images.forbes.com/forbesinsights/StudyPDFs/Innovation_Through_Diversity.pdf (viewed 27 July 2016).

Leadership

Strong and courageous leadership is essential to the success of any cultural change program, including one to increase gender diversity across organisations. Whilst leadership at the most senior levels is critical, leaders right across an organisation must also visibly champion the imperative for change. Members across the AFP have a high regard for the changes already implemented by Commissioner Andrew Colvin, and recognise that many leaders share his strong commitment to cultural reform and renewal. However, a number of members questioned whether that commitment was universally held by all leaders across the organisation. A disconnect between how leaders lead and their people management skills is also of concern to members. There has been a pre-occupation on 'what is achieved', with insufficient attention directed to 'how it is achieved'. Whilst a number of members indicated that many leaders and supervisors were supportive and inspiring managers, others believed certain leaders lack the necessary skills to manage diverse teams, including teams that include women or those with caring responsibilities. To address this, recruitment and promotion processes should have a strong predisposition to effective people management and leadership skills, including the successful completion of appropriate training.

Middle management leaders have a critical role to play in championing and implementing cultural change. As the 'cultural ambassadors' of the organisation – those that have the day to day interaction with members – what these leaders say and do, matters. To ensure cultural change has a significant impact across the entire organisation it is important to assist those in middle management to better understand the need for, and champion, the positive benefits of a more gender balanced workforce that is supportive of women. This requires ensuring that these members understand the benefits of flexible work and are supported at senior levels to implement flexible work arrangements; understand that employees working part-time are as committed to their work as full-time employees; properly address inappropriate behaviours and attitudes; and actively support all members – men and women – to access training and other opportunities that arise.

All SES members would benefit from undertaking the *Leadership Shadow*, or an equivalent model and develop a personal leadership action plan. Strategies such as the *Leadership Shadow* provide a basis for encouraging actions and behaviours that are most likely to support progress. In addition, senior leaders would benefit from the appointment of an independent, specialist coach who could work with each member of the Senior Leadership Group (SLG) and the group as a whole, to assist them to implement their personal leadership action plan.

Storytelling is a powerful lever for cultural change. When senior leaders engage in a storytelling process by listening deeply to the experiences of their members, change is accelerated. A process of storytelling and restorative engagement has had a profound impact in the Australian Defence Force and led to far-reaching reform, much of which is underpinned by creating a more gender diverse and equal organisation. There is considerable value in the AFP adopting a similar process to the ADF as a means of strengthening leaders' resolve to implement change. Stories to be heard in the AFP could include personal accounts of exclusion, bullying, sexual harassment and abuse, mental health and emotional trauma and the impact of poor decisions regarding flexible work on those members' who have caring responsibilities.

To ensure that cultural reform, including the recommendations contained in this Report are given priority and indeed, embedded into the core business of the AFP, they must be owned by the Commissioner and the Executive Leadership Committee (ELC) with responsibility for cultural change embedded into their performance metrics. A gender balanced Cultural Reform Board, chaired by the Commissioner and with membership comprising the Deputy Commissioners, the COO and a targeted group of no more than 15 members from across the organisation and at different leadership levels, should be established to oversee the cultural change process. Strong and visible messaging that supports the case for change and the reform process should also be actively delivered by senior leaders.

The Experiences of Women in the AFP

Women in the AFP have different experiences to their male counterparts. Most men believe men and women's experiences are the same. Many women have very rewarding, positive and worthwhile careers in the AFP. They are well supported and have opportunities to thrive. However, the focus groups and interviews revealed that for a large proportion of others, their experiences can be tainted by a range of challenges and difficulties, limiting their opportunities to thrive to the same extent as men. These challenges can be amplified for women working in remote locations.

Women across the AFP told the Project Team of the difficulties of having to “fit in” to a male dominated culture, having to “prove themselves” and, in some instances, having to tolerate working in sexualised environments. Both women and men spoke of the difficulties accessing flexible work and the impact that this can have on future career progression. As women disproportionately access flexible work, this impacts on them at a greater rate than men. Women also reported instances of sexual harassment and bullying and both men and women spoke of a culture in the AFP that discourages reporting. The results of the Survey conducted for the Project indicate that sexual harassment and bullying are significant issues for the organisation and require urgent action.

Women’s Representation in the AFP

Women are under-represented in the AFP across a range of areas and particularly in Police and PSO roles. As of April 2016, women comprised 35% of all AFP personnel (22% of all Police, 10% of PSO and 60% of unsworn). The significant occupational segregation in the AFP impacts on women’s career progression and their ability to reach leadership positions. Traditionally, senior leadership is drawn from the Police population where women are under-represented. While the proportion of sworn women at SES level is representative of the proportion of sworn women in the AFP (23% of sworn SES roles are held by women and women make up 22% of the sworn population), Police women are under-represented in Band 8 and Executive Level (EL) roles (the pipeline for senior leadership). Furthermore, unsworn women are also under-represented in SES roles. Only 32% of unsworn SES roles are held by women despite women making up 60% of the unsworn population.

Research confirms that “we are drawn to those who think, look and act like us.”¹² For women working in male dominated environments where there are deeply held beliefs and norms about who is suitable for leadership. This is a particular barrier to gaining promotions and senior roles. This situation underlines many of the flaws in the AFP’s promotion system which has tended to promote people based on their time in investigations rather than on their workforce capabilities and potential, thereby disadvantaging those who take time out of the workforce for caring responsibilities and those who work flexibly.

The recently established Executive Level Development Committee and the trial of a blind promotions process will help to address many of these issues and result in more effective career management system for leadership in the AFP. These initiatives are also complemented by the Commissioner’s commitment to achieve a 50:50 gender balance over the next decade. The range of other relevant strategies being implemented across the AFP are identified throughout the Report and are to be commended.

An increase in gender diversity, particularly at leadership levels will have a significant and positive impact on the AFP’s overall capability and operational effectiveness.

Combining a Police Career with Family

Flexible work arrangements are a key capability driver. They are a fundamental attraction and retention tool for organisations. Flexible work is increasingly becoming the norm in contemporary workplaces around the globe with many adopting an ‘all roles flex’ policy. For these organisations, flexible work arrangements make good business and operational sense.

For women in the AFP in particular, the need to combine work with family, disproportionately impacts on their ability to progress through their career and access leadership opportunities. Unlike men, many women in the AFP believe they face a dual choice between a career and family.

The AFP has sound and fair pre and post pregnancy and flexible work policies. However, their application can be inconsistent with many members reporting to the Project Team that access to the arrangements set out in the policies can be dependent on who is making the decision. Members also reported that a stigma attaches to those who take maternity or parental leave and those who work in a flexible arrangement. They variously spoke of being “de-valued”, “ostracised” and perceived as “a burden” when on maternity leave or working flexibly. Many also reported being unable to access promotional or training opportunities while on flexible work arrangements, despite their skill and expertise.

12 E Catilla and B Stephen (2010), ‘The Paradox of Meritocracy in Organizations’, *Administrative Science Quarterly* 55, 543-576. M Sanders et al (2016), ‘What stops women from reaching the top? Confronting the tough issues’, *Chief Executive Women and Bain & Company*. S Correll and C Simard (2016), Research: Vague Feedback Is Holding Women Back, *Harvard Business Review*. Available at: <https://hbr.org/2016/04/research-vague-feedback-is-holding-women-back> (accessed 27 July 2016).

The Project Team commends the efforts being undertaken by the AFP to assist supervisors to manage flexible work arrangements, including through the engagement of a Systems Integrator who is identifying the best systems to deliver sophisticated rostering systems. It also supports the split shift trial being undertaken at Sydney Airport and the rostering initiatives being implemented in parts of ACT Police, as strategies to allow for greater access to flexible work for members.

Whilst there are a few unique challenges for law enforcement agencies in implementing a universal flexible work regime, these are not insurmountable. They require strong leadership and organisational commitment to design and implement. The Project Team believes that a 'flex by default' system should be introduced across the AFP. Refusal of flexible work should be reviewed by a designated member of the Senior Leadership who understands and champions flexible work.

As the evidence shows, organisations that adopt flexible work arrangements reap significant benefits – they attract greater talent, productivity and motivation is enhanced and there is a stronger retention of talent, to name but a few. For the AFP, these organisational benefits will also inevitably strengthen its operational effectiveness.

Sexual Harassment, Sexual Abuse and Bullying

Many AFP members work in productive and respectful environments, with supportive supervisors and colleagues. The notion that sexual harassment, sexual abuse or bullying occurs in the modern AFP is for many members very surprising and a cause of deep concern. They strongly support effective measures for these behaviours to be eliminated and for offenders to be brought to account swiftly.

The results of the Survey and the qualitative evidence from the focus groups, interviews and written submissions indicate that sexual harassment and bullying are pervasive across the AFP. The Survey results show that 46% of women and 20% of men report that they have been sexually harassed in the workplace in the last five years. These percentages are almost double the national average. In relation to bullying, 62% of men and 66% of women reported that they have been bullied in the workplace in the last 5 years. The extent of these behaviours in the AFP demands immediate action.

Members were aware of the complaints mechanisms in the AFP, but a number reported to the Project Team a lack of trust in the reporting system, believing that a complaint can have a negative impact on a member's career, or result in a complainant being ostracised or victimised. Members also indicated that complaints can take too long to resolve. Some members also stated that the process lacks confidentiality. A number of members expressed support for the Confidant Network as a model. However, many also indicated that the *overall* complaint's process is not 'victim-focussed'.

Strong and courageous leadership ensures workplaces are healthy and respectful and that unacceptable behaviours are addressed. Poor leadership is a common factor when instances of sexual harassment and bullying occur. Leadership at all levels of the AFP must consistently and visibly commit to a zero tolerance approach to sexual harassment and bullying. Strong messages about the unacceptability of sexual harassment and bullying must be regularly and effectively communicated and offenders must be held to account.

To ensure that sexual harassment and sexual abuse matters are dealt with appropriately and expeditiously, a specialised and independent Office should be established, headed by an Assistant Commissioner with specialist skills and capability who reports directly to the Commissioner. As well as having an investigative role, the Office should provide support to victims.

To demonstrate the seriousness of sexual harassment, sexual abuse and bullying matters, the Commissioner or his delegate – namely the Assistant Commissioner who will head the aforementioned specialised, independent Office – should consider the employee's employment suitability to remain within the AFP, where that employee has one or more established sexual harassment or bullying findings against them. In addition, the AFP should advise all employees that there will be a zero tolerance of sexual harassment and all incidents of sexual harassment will be treated as serious matters consistent with Category 3 complaints.

The Project Team was made aware of instances of domestic violence in the AFP. Although the prevalence of domestic violence in the AFP is not known, it is estimated that 1.4 million Australian women are living in an abusive relationship, or have done so in the past. Of these women, about 800,000 are in the paid workforce. To strengthen responses to domestic violence in the AFP, members who are victims of domestic violence should also have access to the aforementioned specialised, independent Office, for appropriate support and referral.

B. Principles and Recommendations

In framing the Project's findings and recommendations the Project Team has drawn on the many stories, opinions and experiences of AFP members, advice from senior leaders, the Survey results, the policies and practices of the AFP and the organisation's own workforce and complaints data. In developing the recommendations, the Project Team has identified six principles which it believes will underpin success in achieving cultural reform and greater gender diversity across the AFP:

- **Principle 1** – Successful and sustainable reform depends on strong and courageous leadership.
- **Principle 2** – Talent promotion requires challenging the biases and assumptions underpinning the traditional view of merit and ensuring effective performance management.
- **Principle 3** – Increasing the number of women requires increasing opportunities.
- **Principle 4** – Flexible work practices are a key capability driver.
- **Principle 5** – Sexual harassment, sexual abuse and bullying damages individuals, divides teams and undermines capability.
- **Principle 6** – Adequate resourcing and regular monitoring and evaluation is essential to measuring and sustaining progress.

Recommendations

Principle 1 – Successful and sustainable reform depends on strong and courageous leadership

1. Cultural reform, including the recommendations contained in this Report, must be owned by the Commissioner and the Executive Leadership Committee (ELC – the Deputy Commissioners and the Chief Operating Officer) with responsibility for cultural change embedded into their performance metrics.
2. The Commissioner and the ELC should select a targeted group of no more than 15 members from across the organisation and at different leadership levels to assist with the cultural change process, including the implementation of the recommendations contained in this Report (the Cultural Reform Board). The Cultural Reform Board should:
 - be chaired by the Commissioner;
 - be gender balanced; and
 - include leaders from across functional areas who are champions of reform and/or are in positions of influence.
3. The Commissioner and the SLG should develop and deliver a clear and strong written statement (signed by all) that articulates the case for change and signals their commitment to the full implementation of the Project's recommendations. Additionally, the Commissioner and the ELC should present a video to reinforce their strong zero tolerance approach to sexual harassment, sexual abuse and bullying.
4. All members of the SES should undertake the *Leadership Shadow* or an equivalent model, and develop a personal leadership action plan.
5. The Commissioner should appoint an independent, specialist coach to work with each member of the SLG and the group as a whole to assist them to:
 - implement their personal leadership action plans; and
 - foster a culture of respect for difference among colleagues and other members, including in relation to decision-making.
6. The AFP should ensure that recruitment and promotion processes have a strong predisposition to effective people management and leadership skills including the successful completion of appropriate training. Where training has not been able to be facilitated prior to the recruitment/promotion process, promotion will be deemed to be subject to the successful completion of training on developing effective people management and leadership.

(Among the topics that should be covered in this training are: understanding all people management policies, understanding work place gender equality and diversity more broadly, implementing flexible work arrangements, effective communication and, recognising and responding appropriately to bullying, harassment, sexualised work environments, sexual harassment and sexual abuse.)

7. With the assistance of an independent expert and facilitator, the AFP should develop a purposeful storytelling process involving select senior leaders. This should be done in a safe setting. The storytelling approach utilised by the *Review into the Treatment of Women in the Australian Defence Force* (2012) and the restorative engagement process used by the *Defence Abuse Response Taskforce* are useful models that could be adapted to the AFP. A key objective of the storytelling would be for the imperative of the case for change to be understood at senior leadership level.

Principle 2 – Talent promotion requires challenging the biases and assumptions underpinning a traditional view of merit and ensuring effective performance management

8. The AFP should address misconceptions about merit and the ‘essential’ experience, skills or characteristics of candidates that may preclude women from being considered for roles including:
 - ensuring that in relation to senior and operational roles, equal weight is given to a candidate’s leadership and people management skills as well as the other capabilities and experience required for the roles;
 - ensuring recruitment teams, promotion panels and the candidate pools are gender-balanced;
 - assessing current promotion trials including the use of an independent assessment centre, blind recruitment and independent representatives on the panel; and
 - ensuring all staff on extended leave, including parental and carers leave, are notified of promotion and other relevant opportunities.
9. The AFP should review and amend the performance management system to:
 - ensure leaders at all levels are held accountable for the culture, health and wellbeing of their teams and functional areas, including in relation to effectively performance managing staff and appropriately responding to unacceptable behaviour such as bullying and sexual harassment and sexual misconduct. This should involve conducting regular team ‘climate surveys’ and including appropriate KPIs in performance agreements of leaders;
 - create a small ‘Performance Management Support Team’ to support supervisors to performance manage staff and assist in ensuring commitment from Senior Executives to support supervisors who are performance managing staff in their work areas. This should be done as part of a transition phase; and
 - reintroduce 360 Degree Feedback Surveys to assist with performance appraisals for Coordinators and above.

Principle 3 – Increasing the number of women requires increasing opportunities

10. The AFP should improve the attraction and recruitment of women to AFP Police and PSO roles by:
 - ensuring a sustained and ongoing annualised recruitment campaign for Police and PSO women that showcases women in the AFP and involves Police and PSO women in the recruitment process;
 - developing strategies to effectively recruit and facilitate pathways for Police and PSO women to enter operational roles;
 - developing more flexible career paths for employees across Police, PSO and unsworn roles in the AFP Future Workforce Plan including by decoupling traditional career pathways and continuous service from the promotion process;
 - establishing an entry-level recruitment strategy for diverse groups to Band 3 and 4 levels (unsworn) and create pathways to Police roles and PSOs; and
 - implementing a salary maintenance policy to assist staff to move to Police/PSO/unsworn without dropping pay point.

11. The AFP should ensure there is a gender balance, particularly in:

- key operational roles (for example, Senior Investigator, Office Manager, Case Manager/Officer, Counter Terrorism, Serious and Organised Crime); and
- selecting candidates for all acting up opportunities.

12. The AFP should leverage existing female talent – Police, PSO and unsworn – including through a talent program that enables transition to key operational roles (for example, identify female talent with leadership potential and rotate them across three key functional areas to give broad and diverse experience).

13. Given the benefits of cultural renewal and the capacity to bring in new talent, particularly to the sworn population, the AFP should support members taking leave without pay and assist them to seek opportunities for placement in other organisations.

The AFP should also create opportunities for training for members who have taken extended leave to facilitate their reintegration, including those who have taken leave to further their professional development and those who have taken time out for caring responsibilities.

Principle 4 – Flexible work practices are a key capability driver

14. The AFP should adopt a ‘Flex by Default’ approach across the organisation. The refusal of flexible work should be reviewed by a designated member of the Senior Leadership who understands and champions flexible work.

15. The AFP should ensure infrastructure and messaging is in place to maximise the success of flexible work practices including by:

- training supervisors to manage flexible workers and teams;
- linking supervisor KPIs to the uptake of flexible work arrangements (by both men and women) and the career advancement of flexible workers;
- profiling ‘success stories’ of men and women working flexibly, particularly those in leadership positions;
- providing proper infrastructure for employees to work flexibly (e.g. remote access, laptops, mobile phones) and people management systems; and
- implementing and evaluating a number of trials being undertaken to deliver a flex by default system (eg the split shift trial at Sydney Airport and the rostering initiatives in parts of ACT Police).

16. The AFP should develop a ‘stay in touch’ and return to work plan for members on extended leave, including maternity and parental leave, that includes offering them access to training or other opportunities when they are on leave and as they transition back to the workplace.

Principle 5 – Sexual harassment, sexual abuse and bullying damages individuals, divides teams and undermines capability

17. a) A specialised and independent Office should be established in the AFP to provide support to complainants and to investigate and address sexual harassment and sexual abuse. The Office should:

- be headed by an Assistant Commissioner with specialised skills and capability who reports directly to the Commissioner;
- adhere to strict confidentiality requirements;
- be victim-focused, including accepting requests for advice and support where the complainant does not want a formal investigation and/or is not willing to name the alleged perpetrator;
- respond to the complaint in a manner consistent with the seriousness of Category 3 complaints contained within the PRS system, where the complaint wants the complaint investigated;
- provide holistic support to complainants, (including providing referrals to external specialised services);
- provide regular updates on the status of the complaint to complainants and respondents, or on request; and

- collect data on all sexual harassment and sexual abuse complaints including the location, functional area, nature and, where appropriate, alleged perpetrator. De-identified data on the number, length of time and outcome of complaints should be published annually within the organisation.
- Provide quarterly reports to the Commissioner on sexual harassment and sexual abuse complaints including the strategic measures that the organisation has undertaken in response to key trends and patterns identified in the data.

b) When an employee has one or more established sexual harassment findings against them, the Commissioner or his delegate should consider the employee's employment suitability to remain within the AFP. The Commissioner's delegate should be the Assistant Commissioner who will head the aforementioned specialised, independent Office. The AFP also should advise all employees that there will be a zero tolerance to sexual harassment and all incidents of sexual harassment will be treated as serious matters consistent with Category 3 complaints.

c) Victims of domestic violence who are members in the AFP should have access to the specialised, independent Office for support and appropriate referral. Where the perpetrator is also a member of the AFP, the Office should take appropriate steps to ensure that:

- the victim is safe in their work environment; and
- with the consent of the victim, the matter is being properly dealt with, including through direct police intervention.

These actions should be supported by best practice policies, to be developed by the aforementioned Office and Human Resources, that recognise that domestic and family violence is a workplace issue.

18. a) The process for addressing bullying should be reformed as follows:

- all serious bullying complaints or complaints against repeat offenders should be addressed as Category 3 complaints;
- any such complaint that takes longer than 6 months to complete should be escalated to a relevant SES member for review;
- PRS should provide regular updates on the status of the complaint to complainants and respondents or on request; and
- quarterly reports should be provided to the Commissioner on bullying complaints including in relation to trends, the time taken to complete complaints, outcomes and strategic measures the organisation has undertaken in response to these and other significant issues arising from the data.

b) When an employee has one or more established bullying findings against them, the Commissioner or his delegate should consider the employee's employment suitability to remain within the AFP. The Commissioner's delegate should be the Assistant Commissioner who will head the aforementioned specialised, independent Office. The AFP should also advise all employees that there will be a zero tolerance to bullying and all incidents of bullying will be treated as serious matters consistent with Category 3 complaints.

19. a) The Confidant Network should be strengthened including by:

- ensuring it is managed at Coordinator level or above;
- implementing a targeted selection process designed to identify staff who role model the values of the AFP (including, e.g. trust, respect, accountability);
- increasing awareness of the role of the Confidant Network across the AFP; and
- providing improved and ongoing training for Confidants, including around privacy obligations.

b) If it is established that a Confidant breaches a member's confidentiality that Confidant should be removed from the Network.

20. All members in the AFP, from recruits to the most senior leaders, should participate in expert, independent training on respectful workplaces. This training should include examples of what constitutes bullying behaviour, sexual harassment, sexual abuse and bystander action. Additionally, supervisors should be trained in identifying and properly responding to sexualised work environments, sexual harassment and bullying and their impact on individuals and teams.

Principle 6 – Adequate resourcing and regular monitoring and evaluation is essential to measuring and sustaining progress

21. Progress on cultural reform and the implementation of these recommendations should be measured through key metrics including:

a) Women's Participation

- Number and proportion of Police/PSO/unsworn women recruited.
- Number and proportion of women by Band in Police/PSO/unsworn and Band.
- Number and proportion of women:
 - » at executive level;
 - » undertaking higher duties;
 - » in the pipeline;
 - » in targeted roles and functions which are highly gender segregated; and
 - » in key roles and functions that are critical for career promotion.
- Number and proportion of women's promotions at each rank including acting-up duties.
- Gender balance on key decision making bodies within AFP.
- Retention of women:
 - » gap between men and women's retention and separation rates;
 - » number returning to work from paid and unpaid maternity and parental leave; and
 - » number of men and women taking career breaks.

b) Women's Experience

- Gender disaggregated data from key organisational surveys including:
 - » employee survey;
 - » exit surveys; and
 - » climate surveys.

c) Uptake of flexible work and career advancement of flexible workers.

- Number of men and women accessing formalised flexible working arrangements:
 - » number of applications submitted for flexible working arrangements; and
 - » proportion of applications for flexible working arrangements that are approved.
- Promotion of staff on flexible work arrangements.

d) Sexual harassment and bullying (disaggregated by gender).

- Number of complaints.
- Types of complaints e.g. sexual harassment, sexual assault.
- Relevant demographics of complainant and respondent e.g. work area, rank.
- Number of complaints dealt with internally:
 - » number investigated;
 - » number resolved; and
 - » time taken from receipt of complaint to finalisation.

22. The ELC should review progress of the implementation of these recommendations and other initiatives of cultural reform, each month and as a standing agenda item at their meeting.

23. Progress on reform should be published across the organisation.

24. To ensure progress and sustainable reform, adequate resourcing of the implementation of the recommendations should be provided.

Methodology

The findings and recommendations contained in this report are underpinned by rigorous evidence obtained from both qualitative and quantitative data. Data from a Survey instrument, focus groups, one on one interviews with individual AFP staff, review of academic literature and the AFP's own policies and statistics, as well as advice from senior leaders, have helped shaped the scope and direction of this report and informed its conclusions.

As part of its evidence gathering, the Project Team was able to capture a significant proportion of the AFP workforce, through its focus groups, one on one interviews, members' written submissions and the Survey instrument, which attracted a 30% response rate. In addition to this, Elizabeth Broderick gave a number of presentations to AFP members, one of which was streamed live across the organisation allowing most of the workforce to access it.

A. Focus Groups and Interviews

One hundred and ten (110) focus groups were held with AFP staff. One thousand and four (1,004) people participated in focus groups including from:

Canberra

- Edmund Barton Building
- Majura – Strategic Response Group
- Western Creek – Forensics
- Air Security Officers
- AFP College
- Belconnen Police Station
- City Police Station
- Woden Police Station

Sydney

- AFP Building
- Sydney Airport

Melbourne

- AFP Building
- Melbourne Airport

Brisbane

- AFP Building

Perth

- AFP Building

Adelaide

- AFP Building
- Adelaide Airport

Darwin

- Darwin AFP Building

Alice Springs

- Pine Gap

Solomon Islands

- Guadalcanal

Indonesia

- AFP Offices, Australian Embassy, Jakarta
- Jakarta Centre for Law Enforcement Cooperation (JCLEC), Semarang

Teleconferences or video conferences were also held with members in the following offices or functional areas:

- Cairns
- Gold Coast
- Timor Leste
- Covert program

Focus group facilitators were guided by a structured series of questions designed to explore themes relevant to the scope of the Project. This process was also flexible, allowing issues of interest or importance to the group, or newly identified issues, to be explored. Discussions in the focus groups concentrated primarily on gender, given the nature and scope of the Project. However, a specific focus group on diversity more broadly, was conducted with representatives from the major AFP Diversity Networks.

Participants were made aware that any statements made by them and used in this report would be de-identified.

One hundred and one (101) individual interviews were held with staff. Most of these (66) were with those staff who had specifically requested private meetings or telephone interviews with the Project Team. Thirty-two (35) individual meetings were held with SES and SLG members.

This Report reflects the views and experiences of AFP members as told to the Project Team. The scope of the Project did not extend to investigating or making findings or determinations about any individual incident or allegations made by a member. However, when consent was provided, some matters disclosed by members, were raised with the Commissioner or another Senior Leader, for consideration and where appropriate, action.

B. Presentations

Elizabeth Broderick also gave a number of interactive presentations on the Project as well as an address from EBB that was broadcast to the whole of the AFP.

C. Written Submissions

Fifty (50) written submissions were received from members via the AFP's Broderick Study Group email and directly through the Project Team's email.

D. Survey

An online survey (the Survey) was administered across the AFP from 13 May to 3 June, 2016. Thirty percent (30%) of the AFP responded to the Survey. The Survey data was analysed by Roy Morgan Research on behalf of the Project Team. The Survey questions reflected the issues discussed in focus groups and provided an alternative avenue for AFP staff to engage with the project and confidentially report on their views and experiences. The findings are reported throughout this Report.

E. AFP Documentation and Literature reviews

During the course of the project, the Project Team requested and received documentation and information from the AFP, including policies, strategies and various other data. The Project Team also undertook literature reviews in a number of key areas to support its recommendations.

