University of New England

Business School.

Harnessing Sources of Innovation, Useful Knowledge and Leadership within a Complex Public Sector Agency Network: A Reflective Practice Perspective

A Portfolio submitted for the degree of

Professional Doctorate for Industry & Professions (PhD. I),

University of New England.

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November 2016

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Acknowledgements

This Innovation Portfolio Project has been in many ways a journey; a journey on a path with professional, academic and personal milestones. These milestones would never have been reached if it had not been for so many people who helped in so many ways along the way; those who helped me to do the journey and those who travelled with me.

For the professional milestones I would like to acknowledge all of my work colleagues who shared the vision of this Innovation Portfolio Project and what it could bring about. Especially Cat Bevan-Jones and David Caporn, who helped me get P2P off the ground and encouraged me to embark on this study. I would like to thank the Strategic Program Office team, Stephanie Underwood, Nikki Madden, Nicole Badani, Jo Harding, Mary Manov, and including the department's favourite consultant Colin Lehman, Director of Human Resources, Karen Roberts and Director of Media, Hannah Tagore. Without all of their invaluable support, P2P, as an agency endeavour and the subject matter of this Innovation Portfolio Project, could never have been progressed. I thank them all for those rich conversations, the system interrogation and oh, those diagrams! A special acknowledgement again to Stephanie Underwood and to Jake Bahri for their help in formatting and editing.

Academic milestones were reached with the help of Dr. Philip Thomas, Emeritus Professor Ray Cooksey and Dr. Vincent Hughes, whose unwavering encouragement, support and guidance have been immeasurable. They taught me to 'dig ever deeper' and 'continually question' enabling me to span the practitioner-academic chasm. I cannot thank them enough, I know as supervisors they went well beyond what is required of them and I am deeply indebted to each of them academically and personally. I also wish to acknowledge Dr. Scott Gardner who helped shed light on some of the academic 'mystique' I encountered along the way.

Finally, I would like to acknowledge my wife and long-time partner, Dawn. Yet again she has patiently accommodated and supported my studies as part of my career. I can never repay her for putting up with the late nights, holidays in the back bedroom and the compromise of family activities. I thank her for her constant support. The temporary use of the back bedroom is over for now. I pledge to redecorate it before the next time; if there ever is a next time!

Abstract

This Innovation Portfolio Project focuses on the development and implementation of a single workplace innovation, namely the “Portal2Progress” (P2P) to the context of the Western Australian Department of Fire and Emergency Services (DFES). The P2P endeavour sought to harness emergent grassroots innovation ideas within the complexity of the contemporary public sector environment of the DFES, which I lead. The P2P is the Innovation Project that underpins my Professional Doctorate study, which is essentially insider research on the introduction and embedding of P2P as a workplace innovation. Within my role, I was actively involved in the research process and in the innovation project delivery.

The organisational goal of this Innovation Portfolio Project was that DFES would benefit practically and culturally from the adoption of the P2P. The P2P mechanism of the cultivation of innovative ideas, percolating within DFES, was intended to make a real difference to the business of the agency; and culturally, by the adoption of those ideas leading to the organisation’s embracing of innovation and learning. The social aim was to add public value to DFES operations through the delivery of improved service to the community and by making a contribution to the field of public sector management. This Innovation Portfolio Project provides a vehicle for the sharing of knowledge, derived from this endeavour. It also provides a reference, available for the benefit of others that might seek to embed an innovation strategy across their organisation. My personal aim from this research was that of self-improvement as a thinker, as a leader and as a scholar.

The Innovation Portfolio Project of this workplace research project, articulates the results of my study from a practical, organisational, academic and personal perspective. It also presents my reflections on the contextual conditions I see as more broadly necessary for the successful implementation of change in public service organisations and more specifically, the leadership, organisational structure and power relationships that I believe made change possible in the DFES.

Through my reflection on the findings of this study and its significance, I have explored its potential within DFES, the challenges into future and how these might be managed. I also briefly consider the wider impacts for the wider public sector of P2P and what might be achieved by broader adoption into a public sector organisation.

Candidate’s Certification

I certify that the substance of this portfolio has not already been submitted for any degree and is not currently being submitted for any other degree or qualification.

I certify that any help received in preparing this portfolio and all sources used have been acknowledged in this portfolio.

[redacted]

Wayne Gregson.

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Contextualising the Innovation Portfolio Project

> *Do not fear to pioneer, to venture down new paths of endeavour.*
>
> ***Ralph J Bunche. b1903. Nobel Prize Laureate***

The decision to undertake this Innovation Portfolio Project as part of a Professional Doctorate emerged after many years observing and questioning existing practices in the Western Australian Police Force (WAPOL) and how as an agency, it engaged with its people. I had heard many times the saying: "People are our best asset" but, in my opinion, it had only ever been given lip-service. I genuinely wanted to explore the potential contributions that could be made by members of staff and others if they were given the right encouragement, the right environment and the right opportunity. Leaders often speak of creating 'learning organisations' but I observed them finding this exceedingly difficult to do and with mixed success. I had always questioned what practically I could do to achieve this end; to stop a seemingly laudable goal from being considered as just another management fad.

It was not until I was introduced to various concepts of change management during my Master of Business Administration that I become keenly interested in exploring my question further. The trigger to explore this in detail came about after reading a number of articles relating to Professional Doctorate degrees in Australia (Erwee, 2004; Hay, 2004) and having had a visit from the University of New England as part of my personal professional development. Because of the potential practical application and the fact that it could be done in the context of my work environment, I was inspired by the concept of the Innovation Portfolio Project. This approach would allow me to explore the area of my professional practice, specifically around organisational dynamics, and introduce a workplace innovation; drawing on both my academic and organisational endeavours.

In addition I was inspired by a book by McNiff and Whitehead (2011) who argued that practicable, professional and academic enquiry into my question could be achieved through a process known as Action Research. They contend that Action Research is a form of enquiry that enables practitioners in every job or walk of life to investigate and evaluate their work by asking a range of questions such as (McNiff & Whitehead, 2011, p. 3):

- What is my concern?
- Why am I concerned?
- How do I gather evidence to the reason for my concern?
- What do I do about the situation?
- How do I test the validity of my claim to knowledge?
- How can I check whether any conclusions I come to are reasonably fair and accurate?
- How do I modify my practice in the light of the evaluation?
- How do I explain the significance of my work?

These questions piqued my interest and guided my reflection and are expanded on throughout this Innovation Portfolio Project.

The Nature of an Innovation Portfolio Project

The Professional Doctorate for Industry and Professions (Prof.D) requires the development of an Innovation Portfolio. An Innovation Portfolio is not intended to be a thesis or dissertation in the traditional PhD sense. The design of this University of New England Professional Doctorate Innovation Portfolio is itself an innovation in the current tertiary education context (University of New England, 2011). Indeed, in the early stages I was advised to avoid using the term thesis at all. With the Prof.D I am producing a portfolio that has three interlocking components. Firstly, it contains the stories surrounding the innovation development, which involves research as well as linking the innovation to prior literature. Secondly, it contains the stories that emerge from researching the innovation itself. Finally, it focuses on my reflections and anticipations about the innovation. Thus, I will not be producing a thesis at all. An Innovation Portfolio is intended to present a detailed story about the analysis of the development and implementation of an innovation within an industry or profession. It is a form of Action Research as expressed by Greenwood and Levin (2005), "It deals with a real life problem in context and is built on participation by the non-university problem owner" (Guba & Lincoln, 2000, p. 60).

A Professional Doctorate is aimed at mature candidates with considerable work experience, who want a qualification that delivers them as both academics and organisational leaders. This "dual qualification" can be achieved by identifying and resolving industry-related problems through theoretical and applied knowledge construction and reflection, as expressed by Hay and Bartunek (2002) as cited by Erwee (Erwee, 2004, p. 394).

This Innovation Portfolio Project was designed to focus on a single workplace innovation in context, known as "*Portal2Progress*", affectionately nicknamed "P2P". Developing P2P was my project endeavour that sought to harness sources of innovation within the complexity of the contemporary public sector environment within the Western Australian Department of Fire and Emergency Services (DFES). Appendix 1 presents P2P as it currently operates and is marketed within DFES.

P2P is the subject matter of this Innovation Portfolio Project, but the terms are not interchangeable. P2P was the specific organisational project, whilst the Innovation Portfolio Project is the report against P2P in the much broader context of this doctoral endeavour. This

Professional Doctorate is essentially insider research concerning the introduction of an Innovation Portfolio Project, the P2P and the rigorous analysis of that innovation. I was actively involved in the research process and in the innovation project delivery. This Professional Doctorate had an organisational, social, and personal aim.

Organisationally, it was an Innovation Portfolio Project objective that the organisation would benefit practically and culturally from P2P. Practically, the project would see the cultivation of ideas, which might percolate within DFES, making a real difference to the business of the agency. Culturally speaking, adopting these ideas would lead to the organisation embracing innovation and learning. The social aim of this public sector enterprise was to add public value through the delivery of improved service to the community and by making a contribution to the field of public sector management. The Innovation Portfolio Project provides a vehicle for the sharing of knowledge derived from this endeavour, which then might be available for the benefit of others. My personal aim was a journey of self-improvement as a thinker, as a leader and as a scholar.

Portfolio Compilation

There are three broad components to this Innovation Portfolio:

1. Innovation Conception and Development History, focussing on P2P as a new product, process and set of practices;
2. Innovation Impact & Change Report focussing on the contextual research process, providing evidence of and planning for the impact of implementation; and
3. Reflections and Anticipations focussing on critical reflections and future thinking about the entire innovation context, process, outcomes and potentials.

All components centre on the innovation project P2P which has created change and speaks to academic as well as relevant profession/industry audiences. Within each of these three broad components are three recurring themes. Each of these themes are intertwined throughout the articulation of this Innovation Portfolio Project.

The first theme strives to set out the technical nature of the innovation through its development history. Here I provide a descriptive narrative of the innovation from conception through implementation, to embedding it as an essential part of new agency arrangements.

The second theme provides scholarly focus, looking at key aspects of the innovation project and its implementation journey, and discussing them through an academic lens, by examining the literature and considering key conceptual ideas that emerged. Within the research component of the Innovation Portfolio Project I look at the practical impact of the research with respect to P2P and consider the results of the project's implementation. I then assess the impact of the project and consider potential opportunities for improvement and wider adoption.

The third theme considers my role in the Innovation Portfolio Project, as originator, author, researcher and implementer. Here I consider the context in which I operate and my influence within that context. More broadly, I canvass aspects of the organisational environment into which the Innovation Portfolio Project was introduced and the influence of organisational characteristics and context brought to bear on the project. This theme provides opportunity for a series of critical reflections on key aspects that emerged over the life of the project. I provide a reflective assessment of the Innovation Portfolio Project by considering what was learnt over the life of the project. I further reflect on the Innovation Portfolio Project with respect to me as candidate, and what the project means for contemporary public sector management and/or wider society. Ultimately, I have explored the implications of the innovation for the future and how these might be managed.

Chapter Outline

Chapter 1 – introduction. This chapter introduces the author and the organisation in context; it sets out the background to the portfolio problem and introduces the nature of the Innovation Portfolio Project.

Chapter 2 – literature review. Chapter Two presents a literature review of innovation theory and allied thinking drawn from the change management, stakeholder communication and knowledge management literature. Whilst this review initially explored the innovation literature pertaining to the development of my Innovation Portfolio Project, the content of the final review evolved through the emergent nature of the research (Dick, 2002). The literature review was iterative over the life of the Innovation Portfolio Project, as certain concepts and ideas emerged through the confluence of diverse stories (Cooksey, 2011). As such, different strands of literature are woven into the narratives of Chapters Three, Four and Five, remaining consistent with the notion of action by doing (Coghlan & Brannick, 2014). The literature review provides an understanding of P2P from an academic and professional standpoint. It sets the scene for further exploration of innovation and organisational reform through engagement with salient stakeholders in the broader landscape of emergency services (Cornelisen, 2011; Gardner, 2001).

The overall aim of this review was for me, as the "Learner, action researcher, reformer, reflective practitioner and writer" (Hughes, 2005, p. 17) and subsequently the reader, to have an appreciation of the interplay between academic theory and practice pertinent to the implementation of the Innovation Portfolio Project.

Chapter 3 – research design. Chapter Three outlines the method used to gather data from relevant sources for this Innovation Portfolio Project. The challenge here was to utilise methods that allowed for academic consideration of every element of the Innovation Portfolio Project from conception, through to implementation and review. The methods choice considered the complexity of the project and how to identify and scrutinise not only the major elements, but also the connections between them. This chapter explains in detail the rationale for the Action Research approach taken in this study.

Chapter 4 – portfolio innovation. Chapter Four follows the journey of P2P as the subject of this Innovation Portfolio Project and canvasses the implementation, its project management, delivery, review, embedding and utilisation within DFES.

The chapter outlines the establishment of a Strategic Program Office and the implementation methodology utilised for this task, being an open source project management framework called PRINCE2. In the chapter I detail how once business and IT requirements were identified, an ‘off the shelf’ web based product was selected for customisation as an ideas management platform and marketed by the agency as ‘Portal2Progress’.

In this chapter I set out the essence and objectives of P2P, I demonstrate that it provides a mechanism and associated business rules by which employees and volunteers can have their say. I detail how P2P enables them to put forward ideas that will be assessed and potentially adopted as projects within the departmental annual program of works. The chapter details how P2P adds considerable value to enhancing organisation effectiveness and improving culture. Within the chapter the idea that engaged employees are critical to organisational effectiveness is considered and discussed.

Also discussed within the chapter is how it is important that, where possible and appropriate, opportunities would be given for people to be involved in the further development and implementation of their ideas and innovations, again adding to the development of an engaging positive culture. I also discuss the current results of P2P and reflect on the review and changes.

Chapter 5 – learning outcomes. Chapter Five presents the learning outcomes of the project. Within this chapter I provide an outline of the reflective process and the quality criteria used to guide this process. I consider how material was analysed and evaluated to derive iterative learnings from this process. I also discuss the evidence considered to assess the organisational and wider impacts in the context of what was intended and what were the actual impacts. I consider the intended and unintended consequences in addition to what was learnt from the review phase of the project.

This chapter provides an outline of the benefits of the project and clarifies the stakeholders involved in addition to who could potentially benefit from using it. It looks at the future potential of P2P and the significance of the research associated with it. In this chapter, I discuss the Innovation Portfolio Project and consider its implications as well as its management moving forward. I also present final reflections on the research and conclusions in relation to theory and practice.

Definitions

Definitions adopted by researchers are often not uniform (Perry, 1998) and this is certainly the case with key terms explored in the literature for this Innovation Portfolio Project. Key words used in this research are outlined below and have been explained in more detail in Chapter Two. Less important terms will be described throughout the Portfolio as required. *'Innovation'* in the context of this Innovation Portfolio Project is defined as: ‘the generation and application of new ideas’ (Commonwealth of Australia, 2010). The use of the term innovation in this Innovation Portfolio Project is based upon the following:

- *Innovation is not always a new product, service or process.* An innovative idea may be stopping something (such as an out-moded or now unnecessary function) or it might be a new way of thinking about an issue.
- *Innovation is not just about coming up with idea*s. It is also their application, integrating them with other systems and processes, and monitoring the results over the longer term.
- *Innovation is a process.* It involves people, resources and systems and it is something that can be managed and encouraged.
- *Everyone has the capacity to be innovative*. Many people actively want to innovate and bring creative and new ways to bear on the problems or issues faced in their work by their organisation or their clients and stakeholders.

(Commonwealth Department of Industry, 2011).

This definition was chosen as it enables a flexible approach and fosters the iterative learning process; focusing on aspects of the importance of people and culture in innovation. All of these issues are important in a government department focused on community service and the provision of emergency services, which often requires staff and volunteers to put themselves in harm’s way. In this context, innovation engenders a sense of institutional (or organisational) capacity building as an ongoing, inclusive process that is constantly learning, adapting and improving, all in an effort to better serve the public interest. This definition is considered to be the best fit for purpose. It is the definition of innovation that best describes the capture, development and implementation of ideas that is possible within a government context.

'Knowledge Management' can be defined as the "explicit and systematic management of vital knowledge – and its associated process of creation, organisation, diffusion, use and exploitation" (Skyrme, 2011, p. 297). This definition provides a good working definition with respect to P2P.

'Change Management' has been defined as "… the process of continually reviewing an organisation's direction, structure and capabilities to serve the ever-changing needs of external and internal customers" (Moran & Brightman, 2001, p. 111). In the context of this Innovation Portfolio Project I used a working definition of change management as: The process of changing structure, standards, systems or style to increase productivity or service delivery.

I chose this working definition as it resonated with me and aligned with the organisation's strategy.

'Organisational Culture' in the context of this Innovation Portfolio Project is defined as:

> A pattern of shared basic assumptions learned by a group as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems (Schein, 2010, p. 18).

This definition was chosen as it recognises the influence of internal and external factors creating the culture of the entity. Organisational culture is not just about policy and rules. It is about the conversations and practice that make up the cultural character of the organisation. Organisational culture provides the innovation landscape of the organisation (Thomas, Adapa, &

Joyce, 2015). Schein provides a particularly appropriate definition for a government department especially one with a strong cultural identity, intimate with the community on a service delivery level.

Limitations

To a great extent, interpreting the effectiveness and efficiency of this Innovation Portfolio Project is subjective, particularly when gauging its broader impact on culture and morale. The evaluation predominantly relies on subjective reflection and, as such, may be open to criticism for lacking rigour from researchers grounded in a more scientific approach. Nevertheless, this type of Action Research approach is important as it allows researchers to glean a deep understanding and make evidenced based claims with respect to the issues.

In considering the challenges and limitations in doing research in one's own organisation, Coghlan and Brannick (2014) identify the challenges for an inside researcher as; to be attentive to the data, intelligent in inquiry, reasonable in making judgements, and responsible in making decisions and taking action. These challenges are relevant to this Innovation Portfolio Project. Separately, they point to the additional issue of differentiating one's role within the organisation from the role of researcher. My role as Commissioner, within the system, has to be considered conjointly with my role as researcher. My actions call for careful reflection, particularly when interventions are because of project needs, for example addressing politics, power dynamics or conflicts, which are central to both my management role in leading change in the organisation and to Action Research (Coghlan & Brannick, 2014). In line with the action practitioner method, here only one organisation, albeit a large and diverse one, has been the subject of the research, the results therefore may be best generalised by readers in the context of their own situation and environment.

Reason (2004) maintains that while it is difficult to make large scale generalisations and changes on the basis of one case, it is also difficult to build truly effective and liberating networks of inquiry without developing significant capacities for critical inquiry in the individuals and small communities which constitute them. In his words, this Action Research could be considered: "A form of day to day inquiry integrated into the lives of individuals, small groups, organisations and society as a whole" (Reason, 2004, p. 281; Reason & Bradbury, 2006). His argument is pertinent when it is considered that every organisation is unique and that an understanding of organisational practices must be considered within the uniqueness of each organisation. This refers to the organisational culture as opposed to the rules, guidelines and policies that might be in place.

Finally, but importantly, during the compilation of this Innovation Portfolio Project I have looked at practical ways of thinking about the P2P and how it can be improved. My aim was never to find a causal relationship as to what did or did not work but rather to improve practices within my workplace. In that sense, following McNiff and Whitehead (2011), I contend that the Innovation Portfolio Project has allowed me to develop my own personal living theory about its effectiveness. Nonetheless, whilst I am confident that I have made an important contribution to the workplace practices of my organisation and academic theory, I will leave this to others to decide.

Chapter One - The Author in Context

As an individual, I have always recognised the need to embrace academic studies within my work. This goes well beyond the sensible approach of evidenced-based research in the workplace. Of course, on individual projects this generally gives rise to better decision-making, but it is more the acceptance of the view that there should be, at an academic level, a conceptual construct to workplace activities. Embarking on this Innovation Portfolio Project has only reinforced this view. Figure 1 represents the various stages of what is described as my learning journey (Hughes, 2005) over the past 34 years. It began when I joined the WAPOL, where I worked for the first 15 years as an operational officer. During this stage of my career, I learned the operational and tactical skills of policing. At the same time I was introduced to conceptual thinking whilst completing a part-time Bachelor's degree in Philosophy. I was promoted to Sergeant in 1994 and introduced to management in general and police management in particular. I constantly felt the need to conjoin what I was learning practically with management theory and so completed a Master of Business Administration degree. Over the next 15 years, as I rose through the ranks in the Police Force, I was increasingly able to make use of my blended character as scholar and practitioner. The period during my coursework and working on this Innovation Portfolio Project as part of these Professional Doctoral studies introduced me to Developmental Evaluation and the importance of reflection, further raising my awareness of the need to align theory and practice. As I matured from an operational officer to a strategic implementer, the need to have a conceptual grasp of organisational activities was reinforced.

Ultimately, as I became a member of the Police Executive, I became increasingly responsible for the delivery of the agency's program of works. In my mind, the need to understand the dynamics of projects and how they linked to the agency's culture became increasingly important.

To a great extent, I am a product of my environment. I am a white, Anglo-Saxon protestant male, who, for better or worse has been immersed in the values of a police and emergency service culture since being a young man. I do not doubt that my values have been influenced by this unique aspect of a public service culture. I believe this culture provides a sense of purpose and a desire to add public value. It makes you resilient and perhaps a little unforgiving. My values are those core beliefs I hold regarding what is right and wrong, just or unjust, what I believe to be of worth and importance in my life. I have a strong work ethic and a desire to achieve the very best for the community, my organisation, myself and for my family. I have high expectations of everyone at work and I believe I have high work related standards. I have had feedback over the years that I always expect high levels of teamwork, commitment and dedication to work from my colleagues. I also have a passion and commitment to what I do. In my experience, police officers, nurses, teachers, emergency service personnel and many others, are not driven by money but by an innate love or passion for their work and a desire to make a positive difference for others through their role. This endeavour was consistent with that service approach and through this Innovation Portfolio Project, I wanted to add public value, make the community safer, and make things ‘better’.

I insert this commentary about my values because it is important for the reader to understand that in this Innovation Portfolio Project, pre-eminently my values were brought to bear when assessing the meaning and quality of feedback and results; when considering if various aspects of the project were going well or if improvements were evident in the organisation. Assessing my own individual performance, the performance of others and the performance of the agency always required some level of subjectivity. This was particularly important when assessing organisational culture.

It was me who asked the question: “How can I do or make things better?” It was then me that made those endeavours, it was me that reflected on them and it was also me who then made an assessment of whether things were better or not and what better meant. I made these judgments in the same way others will judge me, on the basis of my own endeavours, through the fullness of time.

I was appointed Chief Executive Officer of the Fire and Emergency Services Authority of Western Australia in 2011. Twelve months later, in 2012, I became the inaugural Commissioner of the newly established DFES. I started thinking of myself in Hay’s terms as an executive doctoral scholar-practitioner of organisational development and change (Hay 2004). I consider myself to be a ‘boundary-spanner’, moving between the worlds of academia and business in order to generate two outcomes; new theoretical knowledge and organisational results (Hay & Bartunek, 2002).

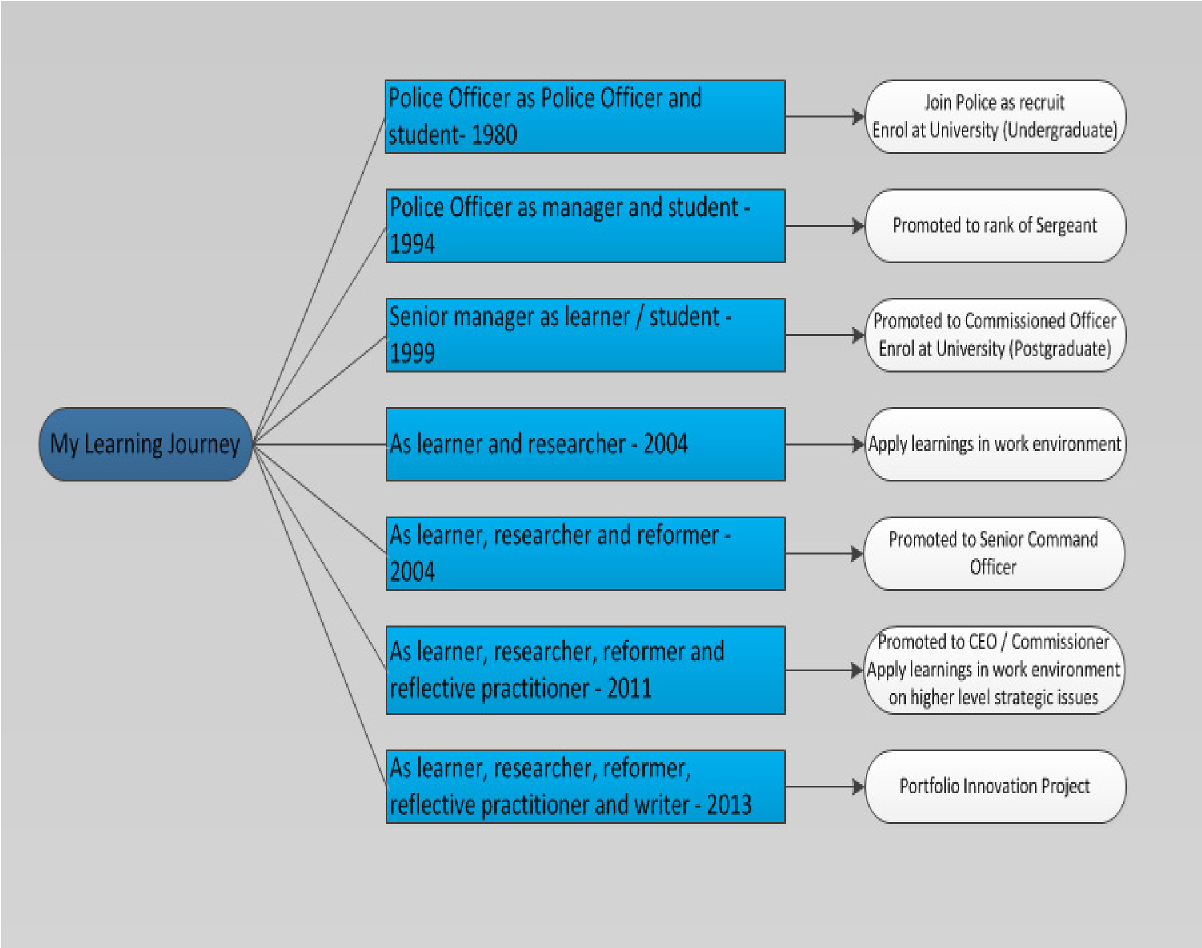


Figure 1. My action and learning journey (as adapted from Hughes, 2005).

My position in the organisation as CEO and Commissioner required an active contribution to the delivery of the project as a doer and as an overseer. This multifaceted engagement with P2P as 'innovator and driver', 'doer' and 'overseer' provided me with a tripartite perspective from which to research, comment and author this Innovation Portfolio Project. This contextual position with respect to the Innovation Portfolio Project is visually captured in Figure 2.

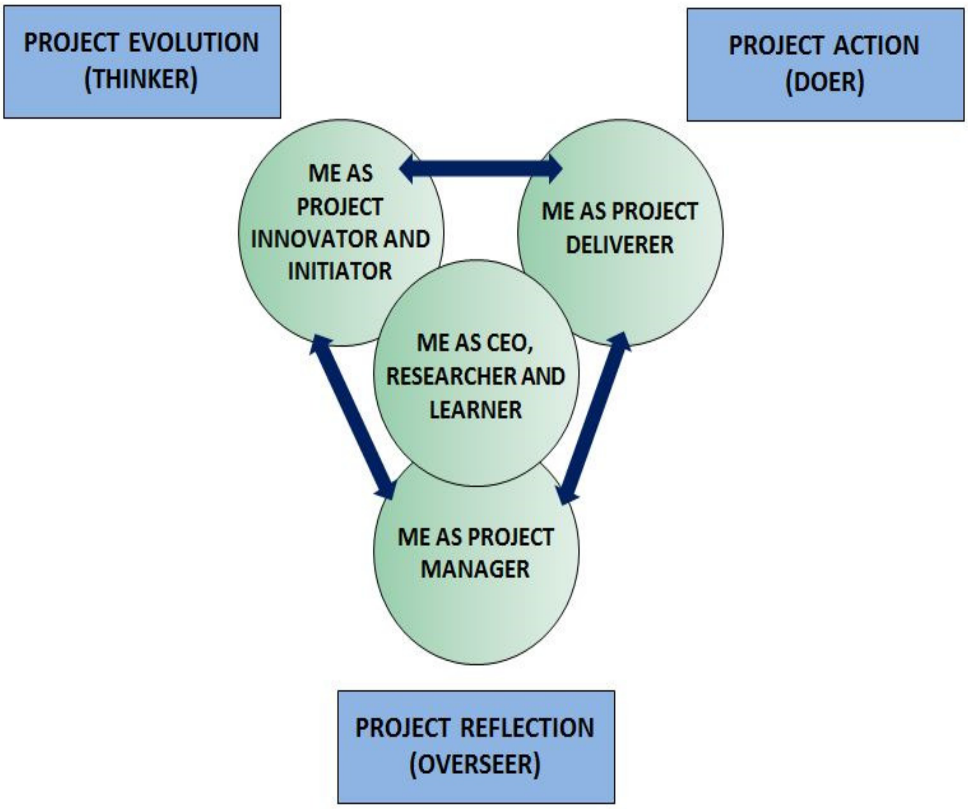


Figure 2. Contextual positioning of the candidate as researcher (developed for this Innovation Portfolio Project).

As CEO and Commissioner, I was also the formal leader and figurehead of the organisation. I was bringing to the organisation my own value set and representing the values of the organisation. Indeed, my experience leads me to contend that it is a leader's role to shape the values of the organisation that he or she leads.

Herr and Anderson (2005) would categorise me as an insider working in collaboration with other insiders, operating in a team tradition contributing to the knowledge base, improving and critiquing practice and engaged in professional and organisational transformation. Whilst studying the continuum of positions researchers may take I also "… looked in vain for sources that help students think through how their decisions about positionality influence the many other decisions they make throughout the study" (Herr & Anderson, 2005, p. 30).

Conducting research as such an insider has its own set of challenges, which unless properly considered may have implications for the quality of knowledge that will be gained from the research. My position as CEO and Commissioner within DFES is one of significant formal power and considerable influence. As such, it is critical that I remain aware of how the position I hold in the organisation and the relationships engaged in along the journey of P2P might tend to influence any research outcomes. I recognise that where I am positioned as a researcher determines how I might frame epistemological, methodological and ethical issues during the Innovation Portfolio Project.

Considering the dynamics of insider research Coghlan and Brannick (2014), posit two questions that need to be addressed: "How do you build on the closeness that you have to the organisation and maintain distance?" and "How do you balance the potential tugs between your established organizational roles and your researcher role?" They recognise that insider knowledge can be an advantage to achieving behavioural and cultural insights to an organisation. They address the first question by requiring that the researcher possess an awareness of his or her own feelings and position as an organisational member. They address the second question by requiring the researcher to limit assumptions and to actively probe and question. "In insider research, epistemic reflexivity is the constant analysis of your lived experience, as well as your own theoretical and methodological presuppositions" (Coghlan & Brannick, 2014, p. 134).

The Organisation in Context

The DFES was established on November 1, 2012 as Western Australia's leading Hazard Management Authority. It is responsible for planning, preparation, response and recovery activities for a range of man-made and natural hazards. The new organisation comprises approximately 1650 career uniformed personnel and corporate staff, and supports more than 30,000 volunteers engaged in Fire and Rescue Services, the State Emergency Service, Marine Rescue Services and local government Bushfire Brigades.

The department has responsibility for delivering emergency services in the largest single emergency service jurisdiction in the world, covering more than 2.5 million square kilometres with a population of over 2.6 million people. DFES is directly responsible for managing the key hazards of rural and urban fire, flood, cyclone, tsunami, structural collapse and hazardous material incidents. It also provides essential support to other agencies in response to other key hazards, particularly around rescue services. Western Australia presents a challenging operating environment for DFES, given its sparse population, a range of ecological and climate zones, a harsh bushland and marine environment; compounded by the need to cover huge distances during response and recovery activities.

The DFES Strategic Plan for 2012-2024 sets out the department's role:

> DFES has a legislative role to manage a range of emergencies within Western Australia. This includes ensuring our workforce has the capability and capacity to effectively respond to emergencies. It also includes supporting increased community resilience by working with and within communities, focussing on shared responsibilities for the prevention and mitigation of hazard risk (Department of Fire and Emergency Services, 2012, p. 3)

The DFES Strategic Plan 2012-2024 also articulates its vision to help create and support resilient communities, striving towards: “Resilient Western Australian communities that work together to build capability and capacity to prevent, prepare for, respond to and recover from emergencies.” (Department of Fire and Emergency Services, 2012, p. 3)

But it wasn’t always like this. Prior to my appointment as CEO in 2011 and the establishment of DFES, its predecessor, the Fire and Emergency Services Authority (FESA), had been subjected to significant criticism because of adverse community impact from significant emergency events. This had called into question the way in which emergency service organisations managed large scale incidents. In 2011 the leadership of fire and emergency services in Western Australia was in crisis. The report of the Perth Hills Bushfire Review (Keelty, 2011) tabled in Parliament on 17 August 2011, was highly critical of the FESA.

The Bushfire Review formed 55 recommendations covering a broad range of areas for consideration including:

- Previous work in WA on bushfires.
- The current and projected impact of climate on bushfires in WA.
- The ability of agencies to collect data and inform both Government and the Community about the threat of bushfire and how to mitigate that threat.
- The response to the Roleystone/Kelmscott fires with reference to other fires that destroyed parts of the Perth Hills over the weekend of 5 & 6 February 2011.
- Shortcomings identified in the responses to bushfires and coordination of associated activities across agencies, including the volunteer organisations,.
- Governance around critical decision making, resource allocation and the policy framework that addresses bushfire risk mitigation and response.

- Communications before, during and after a bushfire.
- Possible solutions to improve governance and coordination into the future (Keelty, 2011, p. 2).

Whilst the criticism of FESA was wide-ranging, it was summarised in the following observation in the Bushfire Review:

> The people and government of WA deserve better co-ordination. FESA must understand that the investment by Government in providing it with the highest levels of powers and resourcing for emergencies in WA brings with it considerable accountability to 'Share its Responsibilities' with all stakeholders in a transparent, accountable and collaborative manner (Keelty, 2011, p. 134).

This was further echoed by the media statements of the Honourable Colin Barnett MLA Premier of Western Australia, upon release of the Bushfire Review: "…the report urges cultural and organisational change at FESA" (Barnett, 2011).

The agency needed a turnaround. A turnaround, according to Borins (1998) is a response to a public sector organisation that is simply not meeting normal expectations for service delivery. "The first step in a turnaround is invariably the appointment by politicians of a new agency head" (Borins, 1998, p. 157).

In September 2011, I was appointed CEO of FESA. My mandate included implementing the recommendations of the Bushfire Review and initiating and leading cultural and organisational reform of emergency services in Western Australia (Johnson, 2011). I immediately set about fulfilling my mandate but I was faced with a range of challenges including, but not limited to:

- Low morale, exacerbated by a siege mentality brought about by the enormous media coverage and public scrutiny following the release of the Perth Hills Bushfires Review (Keelty, 2011).
- Insufficient formal communications, with no strategy to communicate objectives and goals. There was no reporting system in place to communicate upwards on progress towards objectives, nor to communicate downwards around the strategy and approach with respect to the future. There was no mechanism, beyond formal command reporting lines, for engagement by members of staff with decision makers and even this was limited in that such formal reporting lines were not available to all stakeholders, particularly volunteers.
- An absence of transparency around decision making.
- A lack of operational focus, in that FESA was not concentrating on its core business of operational response. There were also key capability and capacity gaps, again particularly with respect to response.
- A siloed approach, reflective of a bureaucratic organisational structure, where business units were internally focussed on their individual unit contribution at the expense of the performance of the organisation as a whole. There was no accountability and indeed heads of individual business units showed limited acceptance of responsibility for overall organisational under-performance. There were no performance management systems extant.
- A risk-averse culture that stifled innovation, creativity and genuine collaboration.

There was a demonstrated need for a new approach. My challenge was to implement the formal Bushfire Review recommendations and to initiate the required cultural change. Many of the formal recommendations could be effectively implemented through policy or procedural changes. Other recommendations could be achieved by focusing on existing or introducing additional resources. However, cultural reform relates to how members of the organisation perceive, think and feel about the issues and ultimately, based on this, it is how they then act or respond that determines the organisational culture. This response may be related to, but not totally as a result of new policies or procedures.

Upon my appointment, I engaged with every stratum of the agency and I discovered, particularly from middle managers, that there were ineffective communication channels for them to engage with and provide input into the corporate planning cycle. In the WAPOL and FESA, I had experienced that methods such as the use of a vertical slice in the workforce to have input into policy-making were very rare and feedback loops were rarer still. I consider a feedback loop is a communication channel that provides continuous organisational performance feedback to and from employees or change participants. This allows for ongoing information exchange. Such communication serves to inform the stakeholders and/or the workforce leading to greater participation and input into future change. Failing to have such engagement, to optimise innovation, is likely to increase the chance that the best policy option is not selected. In FESA, Station Officer is an integral leadership and management function in the organisation and the people who perform this role are located in all front-line emergency service operational bases throughout Western Australia. Therefore, their potential to influence the broader culture of the organisation is significant. As an early endeavour to address this communications issue, I facilitated a Station Officer feedback process, during which I personally met with every Station Officer, some 290 officers, in closed sessions.

This initiative alone generated 169 ideas for business improvement, which would not have otherwise been captured. It was clearly apparent to me that Station Officers were generally frustrated at their inability to engage with senior management and influence positive change. I needed to overcome the frustration and win the hearts and minds of these employees in order to achieve sustained cultural change to an innovative organisation. This need proved a key driver for my Innovation Portfolio Project.

Through this consultation and other exploration, I also identified that there were a large number of resources being consumed on ‘in flight’ projects that lacked traction, were not necessarily strategically aligned and were poorly monitored or overseen. Some of these projects had being going on for years and based on my observations, it was immediately apparent that the findings of the recent Bushfire Review were accurate. From my own observations and the findings of the review common themes were emerging that identified the need for:

- clearly defined roles, responsibilities and process;
- improved inter-operability and cooperation between emergency service organisations;
- opportunities for people to have their say in the furtherance of agency business; and
- an improved awareness and understanding within the community that prevention and mitigation of the impact of emergencies is a shared responsibility.

Taking charge of the organisation in times of adversity had advantages and disadvantages from a reformist’s perspective. On one hand, there was great opportunity, including a clear mandate for change and a significant broader political commitment to the reform process including support to myself as a key change agent. On the other hand, there was a plethora of critical issues that required urgent remedy.

The urgency in this situation existed because I was appointed to lead and reform emergency services on the eve of what was forecast to be a severe bushfire season. Given the claims made about the state of fire management in Western Australia, the risks associated with the implementation of significant organisational change were high. The media captured the status quo as follows:

> …that the standard of fire management in WA had declined to a dangerous level and warned that unless urgent action was taken to improve the situation, we were heading for disaster (The West Australian. Newspaper, 2011, p. 20).

Thus, I had to balance my approach between the need to commence the strategic reform agenda and the imperatives of ensuring that the agency was as ‘ready’ as it could be to deliver effective emergency services to the community during the bushfire season. I had a desire to map out and communicate a detailed longer-term plan for what was to become a new government department, DFES, as a priority. However, this was impeded by the ‘strategic immaturity’ of the organisation and its increasing operational tempo, both of which demanded my attention.

Under the Fire and Emergency Services Act (1998), FESA was a statutory authority overseen by a representative board. The Bushfire Review did not consider the board provided effective strategic oversight and direction to the authority and was convinced that it was not an appropriate governance model (Keelty, 2011). It recommended the formation of a new government department with direct reporting to the Minister for Fire and Emergency Services. To overcome political and cultural concerns of not having a command and control focus the Bushfire Review also recommended a Commissioned Officer oversee operations (Keelty, 2011).

The board was formally declared moribund by the minister and as the then FESA CEO, I was to facilitate the introduction of the required legislation, which created a new government department with a Commissioner as CEO. I became the inaugural DFES Commissioner when the department came into being on November 1, 2012. This action sent a strong cultural reform message to members of staff, volunteers and the community of the government’s support for a command and control paradigm with an operational focus. However, one challenge this change created for me was to ensure that the introduction of a command and control culture would not stifle innovation.

In part, to address this challenge, I recognised the urgent need for organisational transparency as a way to commence the process of restoring government and community confidence in DFES. I worked with my new leadership team to produce an interim document to communicate actions and intentions in the short term, as stage one of a longer term vision. This approach designed to ensure DFES was striving towards strategic outcomes whilst 'buying' time to complete the work required in developing a more detailed strategic plan.

Initially a Strategic Directions document was published entitled 'New Beginnings 2024'. It articulated key messages, including an overview of the reform program, its strategic objectives and thirty-three Stage One actions to be completed over four years. The document was intended as a primary resource

> …that will guide activities of the newly created Department of Fire and Emergency Services. It aims to assist our stakeholders to understand the need for reform and how our organisation will achieve that reform over the next four years. An important part of the reform program is building capacity, capability and cooperation both within the Department and across emergency service providers within Western Australia. (Department of Fire and Emergency Services, 2012, p. 1).

New Beginnings 2024 proved to be an extremely effective interim tool for communicating DFES's strategic direction and immediate intention to all stakeholders, internally and externally, superseded by the now published comprehensive strategic plan (Department of Fire and

Emergency Services, 2012) which clearly articulates to all stakeholders DFES' strategies, objectives, outcomes and related risks, for a twelve-year period.

The plan articulates the strategic focus of the reform program. It presents the desired future state. I use the term 'desired' rather than 'ideal' because the term ideal implies there were no limitations on ourselves when identifying the future. This is problematic as there are always limitations, particularly in regards to financial resources obtained from the government.

My challenge was to provide the road map and the directions to achieve the plan's goals. This fundamental roadmap is now the agency's business plan that provides the specifics of the actions required to grow and develop in order to meet the strategic outcomes set out in the reform program. But how were these specific business activities derived? How would the agency determine what specific actions it needs to undertake? My Innovation Portfolio Project addressed these questions by providing a mechanism for innovation to inform the organisational planning process while allowing individual creativity and initiative to flourish. It is called the *Portal2Progress* or P2P.

Background to the Portfolio Problem

The rationale for this Innovation Portfolio Project started in 1979 when, I joined WAPOL. During the ensuing 30 years I was constantly fascinated by ideas and why some were taken up by management and others were not. Why was it, I pondered, that some seemingly good ideas put forward were never implemented? Why were some proposals successful, whilst others seemed doomed to failure? Was it the idea itself or the proponent of the idea that gave it legs or could it be the environment in which it arose?

As depicted in my learning journey represented in Figure 1, for the first half of my career, I was dedicated to operational activities, where I observed many good ideas put forward to management that, for no apparent reason, were never realised. This lack of follow through, I observed also had an adverse impact on DFES' internal culture. That is, many enthusiastic and bright, younger officers quickly became disillusioned and disinclined to contribute to the betterment of the agency, as they were most often either ignored or strongly encouraged to maintain the status quo. This was not due to the policies, guidelines or formal rules of the organisation but more a reflection of a lack of willingness to collaborate entrenched in the prevailing culture that delivered a not too subtle 'don't rock the boat' ethos. The observation of culture has been noted in the work of (1990), Thomas, Adapa and King (2015) and they assert that

> Exploring the presence or absence of the collaborative innovation landscape within public sector organisations is important, as the organisation's objectives combined with the effective management of people working within the organisation defines the productivity and efficiency measures of an organisation (p.250).

Later, as I became a part of management, I also observed many management-initiated endeavours fail in delivery because they were unable to gain a foothold in the organisation and deliver change, likely due to an unreceptive workplace landscape As Senge (2014) observes:

> This failure to sustain significant change recurs again and again, despite substantial resources committed to the change effort (many of which are bankrolled by top management) talented and committed people 'driving the change', and high stakes. In fact, executives feeling an urgent need for change are right; however, organisations that fail to sustain significant change end up facing crises. By then, their options are greatly reduced and even after heroic efforts they often decline (Senge, 2014, p. 6).

One could question whether the executives feeling the urgent need for change are in fact right or not, but the question for me has always been, if they are, why the failure?

The change process refers to the process adopted by an organisation to implement innovation, a new way of doing business or producing a new product. As Moran & Brightman (2001) describe “Change management is the process of continually reviewing an organization’s direction, structure and capabilities to serve the ever-changing needs of external and internal customers” (Moran & Brightman, 2001, p. 111). It is the method by which an organisation embraces strategic, organisational, technological or cultural change. However, I had also observed, especially in WAPOL, that the change process was, as Dyer puts it “fraught with uncertainty, conflict, power struggles and political gamesmanship” (Dyer & Page, 1988, p. 26). When considering the implementation of change in the public sector, Cunningham and Kempling (2009) posit that the change process is affected by “long service employees, with deeply entrenched behavioural culture, which may either facilitate or impede change” (Cunningham & Kempling, 2009, p. 331). In organisations such as WAPOL and DFES, this makes change disruptive by nature. Change challenges the status quo, established organisational norms, standards and culture. Individuals in an organisation will be promoting or resisting the change and this has a destabilising effect on the organisation. Change is by nature disruptive, as Williams describes, "Change is a disruption, even a threat, to the prevailing cultural drift and the narratives and values that people cherish" (Williams D. , 2015, p. 96).

Based on my experience pioneering change management processes across a wide spectrum of agency projects, it would be fair to say that the level of corporate maturity with respect to change management processes within WAPOL during the 1980s and 1990s, was very low. During this time, I deliberately became involved in taking initially fluid or soft suggestions for ideas or inventions and turning them into hard outcomes and embedding them into the business of the day.

In this way I could positively contribute to emerging project management and change management frameworks. An early example of my involvement in this process was the development of the WA Government Community Violence Prevention Strategy 2005: A Green Paper Policy Framework for Development. This was an endeavour to develop a multidisciplinary strategy to set individual organisations' strategic direction, enhance capabilities and embed an holistic approach in addressing emerging issues of community violence (Office of Crime Prevention, 2005).

In policing and emergency services, the formalised way of implementing change initiatives is via project management methodologies and frameworks. I have observed an increasing sophistication in chosen project management methodologies. They initially stemmed from a generalist, common sense approach, where projects were implemented by individuals deemed by senior management as capable. However, these individuals were often left to their own devices to take those actions necessary to introduce the change. They were sometimes successful, often not so. Today, a more sophisticated and formal project management framework operates within WAPOL and DFES. Both agencies use a suite of mandatory 'deliverable' templates for completion at various project stages, based on the open standard PRINCE2 project management methodology. This is presented in Table 1.

Originally, the use of such a sophisticated set of templates, supported with staged 'go- no go' decision points, was only used in the Information Technology business areas but increasingly it has been utilised across much of both departments' business activities, particularly in DFES.

The current (PRINCE2, 2009) official PRINCE2 template pack includes the following information presented in Table 1.

Table 1

PRINCE2 Template Pack (Prosis Solutions, 2005)

• PRINCE2 Templates • Benefits Review Plan • Business Case • Checkpoint Report • Communications Management Strategy • Configuration Item Record • Configuration Management Strategy • Daily Log • End Project Report • End Stage Report • Exception Report • Highlight Report • Issue Log	• Issue Report • Lessons Log • Lessons Report • Plan • Product Description • Product Status Account • Project Brief • Project Initiation Documentation • Project Product Description • Quality Management Strategy • Quality Register • Risk Management Strategy • Risk Register Work Package

> PRINCE2 (an acronym for *PR*ojects *IN* *C*ontrolled *E*nvironments) is a de facto process-based method for effective project management. Used extensively by the UK Government, PRINCE2 is also widely recognised and used in the private sector, both in the UK and internationally. The PRINCE2 method is in the public domain and offers non-proprietorial best practice guidance on project management (ILX Group, 2015).

When establishing the Strategic Program Office (SPO), DFES embedded PRINCE2 into the agency as part of its overall reform agenda. More detail regarding PRINCE2, the overall reform and setting up the SPO, is provided in Chapter Four.

Within my approach to my Innovation Portfolio Project, I make the assumption that agencies such as DFES have members of the workforce and stakeholder groups who are educated, networked and able to provide valuable input into the policy arena, which is not taken up, considered and optimised. One of the few studies of innovation in the public sector (Borins, 2001) indicated that successful innovation is:

- initiated by frontline staff and middle managers (50%);
- not in a response to a crisis (70%);
- not confined by organisational boundaries (60%); and
- motivated more by recognition and pride than financial reward.

These indicators resonated with me from my organisational experience and I support, based on my observational experience, the notion that ideas are often inhibited from percolating up the command chain to get on the corporate agenda. By inhibition I mean that aspects of corporate culture, such as the lack of willingness to listen to subordinates, the lack of willingness to engage and allow constructive dialogue or to tolerate managerial criticism, sends a strong organisational message that constrains the innovation landscape (Thomas, Adapa, & Joyce, 2015). These aspects contribute to an environment in which ideas are not encouraged, nurtured or brought to fruition. I have observed such inherent cultural barriers often inhibit innovation arising from both a police and emergency services workforce that is neither able nor prepared to escalate ideas in this type of environment. By exception, when ideas did arise, I observed the implementation of the innovation being stifled by the same aspects of organisational culture. I contend that innovation is optimised by supporting an iterative process of engaging the workforce. Borins found that an innovative culture needs support from the top and that innovative organisations draw ideas from people at all levels (Borins, 2001, p. 34).

This iterative process or innovative improvement cycles are akin to Developmental Evaluation as espoused by Gamble (2008). Developmental Evaluation principles are based on innovation driving change. According to Gamble,

> Developmental evaluation applies to an ongoing process of innovation in which both the path and the destination are evolving. It differs in making improvements along the way to

a clearly defined goal. Where more traditional approaches to evaluation try to predict the outcomes of the innovation and focus measurement on those goals, developmental evaluation is intended to support innovation within a context of uncertainty (Gamble, 2008, p. 15).

Figure 3 depicts a basic, static model of considering the change process, showing an existing state of affairs giving rise to the conceptualisation of a possible solution or desired change, leading to an envisioned, new future state. The possible solution is the envisioned change process at a given point in time. The Future State is where you believe, at that point in time, you want to end up. This model is not that dissimilar to Lewin's unfreeze, move, refreeze model of organisational change (Lewin, 1951), but whilst it might be considered useful for retrospective evaluation or ideal from a summative reporting point of view, it does not represent my experience of how organisational change works in practice.

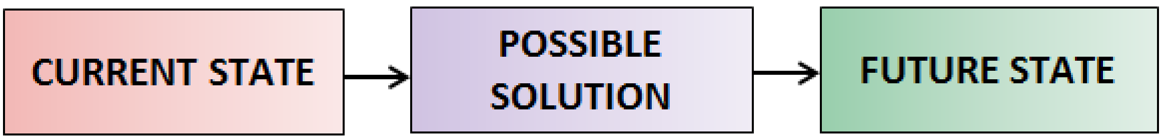


Figure 3. The Static Change Process (developed for this Innovation Portfolio Project).

In practice, rather than the above Static Change Process, I contend there are a number of facilitating and restraining factors that impact on delivery or adoption of the envisaged possible solution as implementation progresses. Whilst I am again making use to some extent of the work of Lewin (1951), with respect to the conceptual model of his Force Field Theory which, as expressed by Jabri (2012, p. 99) is "The simple idea is that, in any organizational setting, there are forces (charges) that push for change and forces that pull or act against it." I recognise that change is not mechanistic or linear. As such, I accept that Developmental Evaluation employs a dynamic process of change where the possible solution evolves, subject to changing and developing circumstances and is shaped by iterative improvement cycles.

Figure 4 depicts the impact of inhibiting and facilitating factors through a number of innovation improvement cycles on the envisioned future state, leading to a revised future state. As projects progress, the environment and context change and over time the revised end state may well be different from what was the originally conceived future state.

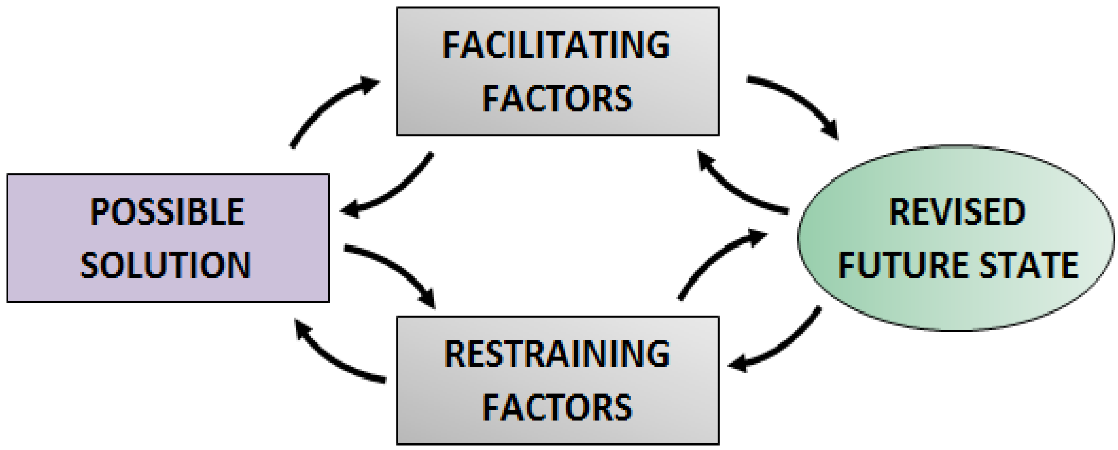


Figure 4. The Dynamic Change Process (developed for this Innovation Portfolio Project).

Once a selected policy or process option has been agreed upon, by whatever means, its implementation and embedding then becomes the challenge. There always arise a number of inhibiting and facilitating factors. These factors can have the effect of diverting the project from its originally conceived end state. Where we end up is seldom where we thought we wanted to be. This is not always a bad thing, if innovative improvement cycles have added value.

This Innovation Portfolio Project considered such innovative improvement cycles and recognised facilitating and restraining factors. The goal was to harness this dynamic change process in such a way as to enhance grassroots engagement by creating solutions and showing ways to strengthen facilitating forces and/or diminishing restraining forces and overcoming constraints. The revised future state is where you do in fact end up, derived from this dynamic change process. It is how DFES eventually harnessed P2P, introduced it into the agency within its existing state of affairs, and how the intended future state was shaped as it was impacted upon by the influence of emerging facilitating and restraining factors. Such was the result of this Innovation Portfolio Project.

The idea of P2P was borne from my recognition that the need to engage the workforce in our business strategy was critical to the success of organisational change. My expectation was that an innovation such as P2P would provide for vastly increased employee and volunteer engagement unlocking their contribution towards greater innovation and sustainable reform and adding to the momentum of the overall reform agenda.

Potentially engaging up to 30,000 volunteers and members of staff as agents for innovation allows DFES to scan the environment (internal and external) to look for opportunities for potential innovation. Any one might be aware of research activities going on elsewhere or others' experiences or equipment evolutions. There are myriad stimuli to which the organisation could respond.

Project management methodologies could be improved but what remained missing was an increasing sophistication in harnessing the potential for change, particularly in capturing the invention and innovation potential of all the very capable and experienced stakeholders involved in the change management process. This included the genesis of an idea and approaches to overcoming implementation obstacles and challenges. Consequently, organisations get increasingly better at implementation, but make little progress towards knowing what to implement or how to overcome resistance and engage and align their people with the change strategy.

For organisations to function optimally, innovation must flourish. According to Kline and Rosenberg (1986), innovation is organic, not linear. My observations have led me to conclude that organisational change is an iterative process and where you end up may well be approximate to where you originally thought you wanted to be. The greater the opportunity for innovation, the greater the likelihood of a more productive or ‘better’ product emerging, or in WAPOL or DFES’s case, ‘better’ service delivery solutions. The domain for the ideas to be encouraged to be submitted by P2P encompassed the entire remit of DFES’ departmental activities including but not limited to service delivery and process change, structural and reporting improvements, and technological or equipment innovations; in fact, all ideas were to be encouraged. Engagement from the coal-face was particularly promoted as, according to von Hippel, the experience of users, not science, is deemed to be the most important source of innovation (von Hippel, 1988). Note he refers to users, not upper-level managers. P2P was designed to be open to all levels of engagement, particularly to give a voice to operational personnel who are closer to the action and more likely to be focussed on practical problem solving; closing the operational capability and capacity gaps identified in the Bushfire Review.

In today’s world the trend towards globalisation brings with it the characteristic of being an increasingly networked society. Junior police officers or emergency service personnel can contemplate agency problems with global colleagues through any number of interlaced virtual communities. The need for hierarchical structures to be the conduit for and facilitate communication has diminished. Hierarchical structures are still required but increasingly now only for supervision, particularly operational command and control, performance reviews and reporting, rather than being necessary for the genesis or imposition of new ideas. Rank doesn’t give you a monopoly on good ideas. The capacity for individuals to contribute, either as an individual or as a member of a team, will depend on how an organisation is structured. Different arrangements at some levels are surely required to promote innovative behaviour. West (1990) suggests that there are four team factors that allow and encourage innovation: vision, participative safety, task orientation and organisational support for innovation. According to West (1990), team members must share the vision and believe they can put forward ideas without being criticised or judged. This is an important point. I have observed, as part of the police and fire and emergency services culture, that even the perception that an individual shares the corporate vision and wants to add value to it can be subject to negative peer commentary, stifling future input. P2P addressed this by normalising the engagement of all ranks. Anderson and West contend team members must be able to stimulate debate and discussion of different possible solutions and team members must perceive support for innovation (Anderson & West, 1998). This eventually required appropriate arrangements within P2P which allowed for voting and discourse on suggested ideas.

Historically, in command and control organisations such as WAPOL, DFES and the military, training deliberately produced compliant officers that had a focus on operational service delivery and were less inclined to question the status quo. Increasingly, there is a senior management expectation that officers be encouraged and developed to be participative; it being recognised that the contribution these officers can make, if effectively encouraged, can benefit the organisation. This would have to be considered a shift in policy, which if effectively implemented, has a direct effect on the organisational culture and the innovation landscape of the institution. Contemporary training stresses the need for situational leadership, which allows for individuals to be adaptive; directive in operational circumstances and democratic and nurturing in other circumstances. Jans (2000) points to such shortcomings in Australian military leadership training, advocating a better channelled and focussed approach to developing military leadership talent, focussing from mid-career on 'strategic' aspects of managerial functions. In a review of innovation and creativity in organisations, Anderson et al. (2014) claim leadership and supervision are essential influences on creativity but that studies have yielded mixed results as to how. They assert "Far more could be done to elucidate the effects of leadership style and behaviour upon creativity and innovation in the workplace and, in particular, effective leadership styles at different stages of the innovation cycle" (Anderson, Potočnik, & Zhou, 2014, p. 1332). What has always seemed clear to me as I have risen through the ranks is that a leadership style that is restricted to a hierarchical, top-down, ranked-based approach is not conducive to generating creativity. An adaptive leadership style with an awareness and receptivity to ideas inclines an organisation towards an innovative culture.

As well as leadership, innovative behaviour in organisations has been attributed to a multitude of factors, of these, institutional arrangements, entrepreneurial or risk-taking behaviours, economic opportunities, organisational learning, technological and organisational capabilities are most salient for WAPOL and DFES (Montalvo, 2006). An organisation's response to common key central drivers for change, such as changes in legislation and/or government policy, advances in Information and Communications Technology (ICT), changes in agency funding levels and/or public expectations, can be argued to emerge, predicated on these factors.

Harnessing innovation from the workforce increases the number of known possibilities or options with respect to future planning opportunities. This also makes accepted ideas increasingly likely to succeed by embracing a more workforce-inclusive methodology. I conceived of the *Portal2Progress* process as a way of moving forward the strategic reform agenda of the agency. It facilitated the identifying of what needed to be done through new projects and also bringing the existing 'in-flight' projects into scope.

Change Drivers

As Drucker (1985) articulated, entrepreneurs must learn to practice systematic innovation. By systematic he meant purposeful and organised search for innovative ideas. However, since my commencement as CEO of DFES, my observations and the feedback provided clearly demonstrated that there were ineffective business systems and processes in the agency and that the hierarchy was not listening to or responding to the needs, concerns and suggestions of members of its staff and volunteers. I also considered senior members of staff were not adequately empowered or confident in their remit to make effective decisions. The dialogue I had had with many personnel and volunteers indicated they had no effective 'say' in the organisation and no effective channels to be able to do so. There were three key change drivers that emerged as depicted in Figure 5.

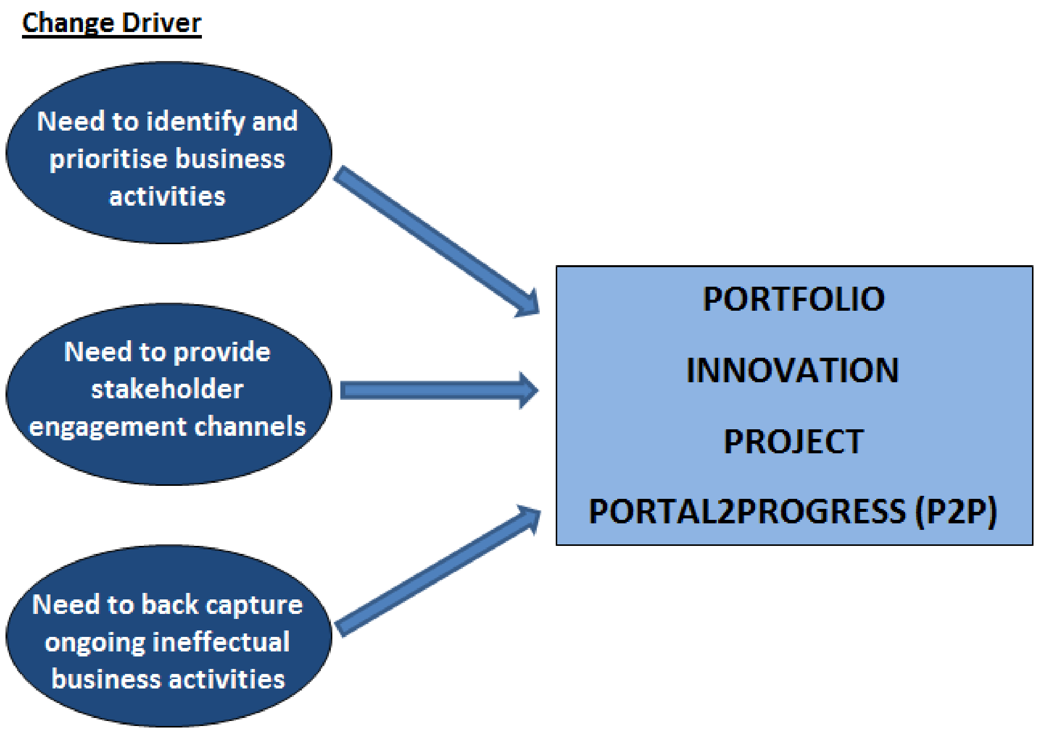


Figure 5. Change Drivers for Innovation Portfolio Project (developed for this Innovation Portfolio Project).

The three key change drivers can be explained as follows:

1. There was a need to identify and prioritise business activities. The organisation was undergoing a period of dynamic change; its organisational structure had been reassessed. Indeed, the top three tiers of the organisation had been 'refreshed'. The organisation had no formal system or process to identify, prioritise, authorise and then effectively track its program of works. As one member of staff observed:
   All FESA's planning, monitoring and reporting is currently handled manually. Manual processes make it difficult to ensure alignment across the organisation and to track progress against objectives. Current processes are inefficient and very time consuming for staff in the planning coordination area, as well as managers and staff responsible for achieving objectives (Public Service Officer, 2011).
2. There was a need to capture ongoing ineffectual business activities. There were 66 confirmed projects currently on the books, either as works in progress or stalled. The projects were not corporately visible, nor prioritised and existed in organisation structural silos. As a result, there was little tracking of their ongoing progress. Some had been overtaken in their delivery by events and were no longer relevant or required, however attempts to persist in their delivery were ongoing.
3. There was a need to provide stakeholder engagement channels. One hundred and sixty-nine business improvement ideas and commentary had come from the middle management tier of Station Officers through a forum that I facilitated. This forum not only provided a wealth of business improvement opportunities but also highlighted the absence of effective communication channels for members of staff to put forward ideas. The ideas contributed, demonstrated a willingness and capacity of the Station Officers to contribute if provided the opportunity and means. By holding the Station Officer Forum I provided an opportunity for ideas to be put forward and the attendees took advantage of the opportunity and proffered a range of feedback and ideas. This demonstrated to me that existing stakeholder engagement was poor and reinforced my

belief that the current organisational culture did not encourage input from this rank. The Station Officer's forum confirmed to that the hierarchical Command Structure had not been effective at percolating ideas. Indeed, the feedback from the activity demonstrated that it had been an impediment.

As one Station Officer observed:

> Communication is ever businesses greatest challenge, particularly when staff is located over the entire state. Due to portfolios working in isolation on organisational requirements such as training, and seasonal events that actually affect various sections at some stage or another, the communication breakdowns occur (Officer, 2011).

And another commented, more succinctly, "We just want you to listen, we just want to have an opportunity to have a say" (Officer, 2011).

This sentiment was consistently reinforced in the feedback from my fire station, business unit and volunteer group and unit visits. I visit brigades, groups and units weekly and their comments underscored the important need for them to be engaged. Members of staff and volunteers did not feel valued and cared about. I was aware that there are studies that report a positive relation of employee's perceptions of being valued and cared about by the organisation and the way in which employees then engage with the organisation.

One particular study directly attributes employee perceptions of being valued and cared about with aspects of how conscientiously they carry out their conventional job activities and how they effectively and deliberately they express their involvement and engagement in their organisation (Eisenberger, Fasolo, & Davis-LaMastro, 1990). Importantly for this Innovation Portfolio Project, the study found such employees are more likely to contribute to innovation on behalf of the organisation in the absence of anticipated direct reward or recognition.

The P2P Innovation

P2P became my initiative designed to address the change drivers. The purpose of P2P was to capture and consider ideas, suggestions, and issues across DFES, especially those contributed by members of staff and volunteers, to provide a medium for stakeholder engagement, and to back capture current ineffectual business endeavours. I articulated the requirement for an organisational innovation portal during a consultation process with senior members of staff in 2011. P2P was to be an attempt to systemically capture innovative ideas.

After a number of iterations and discussion with the CLT and the project team, the following nine objectives were set for the P2P project:

1. Establish a direct line of communication between staff and volunteers with the Corporate Leadership.
2. Improve employee and volunteer satisfaction by providing an open and transparent system within which staff feel they are able to freely communicate.
3. Integrate with the DFES Planning Framework, as employee and volunteer input is seen as integral by the Corporate Leadership in strategic and annual planning cycles.
4. Enhance organisational capability and capacity through formal recognition of viable ideas and subsequent development/implementation of business improvement initiatives.
5. Reduce linkage blindness and stove piping within and across business areas and portfolio boundaries via enhanced communication and collaboration on ideas and projects.
6. Foster an innovation-based approach to the ownership of issues and ideas and to the development of solutions.

7. Back-capture information regarding projects already underway within the FESA.
8. Support and augment the objectives of the Project Management Office (PMO) Implementation Project in facilitating an overall business change to embed a project and PMO culture within FESA.
9. Enhance service delivery across all areas of the agency.

The P2P Implementation Project was established at the end of 2011 and these project objectives and the expected benefits were articulated in a formal business case which I authorised in December 2011 (Fire and Emergency Services Authority of Western Australia, 2011).

However, what commenced in late 2011 was not only a formal agency project to deliver an innovation portal, but an academic Innovation Portfolio Project which describes P2P as the subject matter of an organisational, academic and personal journey. Figure 6 sets out the steps of that journey and Figure 7 the time-line of its completion. Consideration by the reader of Figures 6 and 7 will provide a high level overview of the construct of this Innovation Portfolio Project.

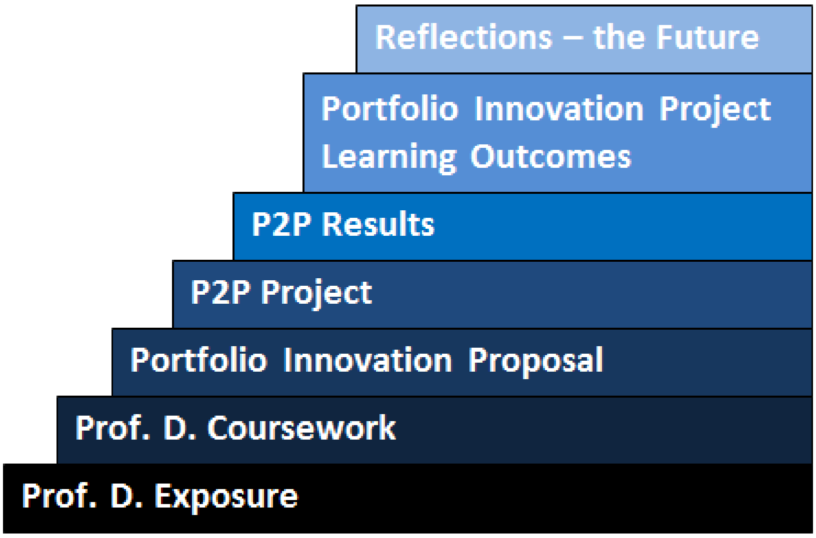


Figure 6. Steps on the Innovation Portfolio Project (developed for this Innovation Portfolio Project).

Figure 7. Time-Line of the Innovation Portfolio Project (developed for this Innovation Portfolio Project).

On a personal note, the endeavour of becoming CEO and driving such urgently needed change was both exciting and daunting. There was no doubt the job needed to be done, but the magnitude of the required reform was extraordinary. I was new to the appointment and working towards the formation of a new government department to replace the existing struggling entity. I subjected myself to the normal internal questioning and self-doubt that I believe should always accompany promotion and elevated expectations. I was at this stage well-supported by my Command Team, who had bought into the need for reform and the overarching strategic direction encapsulated in New Beginnings (Department of Fire and Emergency Services, 2012). However, I had reservations, most of my Command Team appointments were new to rank and whilst operationally very sound, lacked corporate maturity. We were also immature as a leadership group and I knew, more than anything, that the level of cohesion of my CLT would have a profound effect on the success of the reform agenda in general and P2P in particular.

Chapter Two - Literature Review

Introduction

In Chapter One I set out to describe me, as the author, and my organisation in context, the background to this Innovation Portfolio Project and my approach taken to implement and evaluate P2P. This chapter explores the literature as it pertains to this Innovation Portfolio Project. The major aspects of this project were the innovation itself, the change that would result from any implementation of the ideas submitted and the leadership required to make the necessary changes. As such, in this chapter I explore the literature on innovation, change management and leadership, as central themes of the study. I present a brief examination of allied literature from knowledge management and stakeholder communications, which also have direct relevance to the project.

Whilst I was at all times guided by the literature, having regard to the specific nature of this innovation portfolio, my approach in this chapter was not about critically evaluating and testing relevant academic theories but more about the meaningfulness and practical/ professional applicability of those theoretical perspectives in my workplace context. The review was active over the life of the Innovation Portfolio Project, as certain concepts and ideas emerged through the confluence of diverse stories (Cooksey, 2011). In essence, the outcome of this chapter critically captures the nexus between the academic literature and my professional experience.

Each stage of the Innovation Portfolio Project is punctuated by ongoing personal reflection with an intention to enhance my academic understanding and achieve richer organisational insights. This strategy is consistent with an Action Research reflective practice approach and the asking of questions such as: “What does the literature say about this?”, and “How do I gather evidence to show reasons for my concern?” (Whitehead, 2009).

This praxis-based approach, where reflection on relevant theories and my leadership values inform practice, which in turn further inform theorising (McNiff & Whitehead, 2011) characterises each stage of my project. Through numerous iterations, gaps in my understanding were filled, further questions raised, resulting in verification of my thinking or further reflection as my journey progressed. As I conducted this literature review, I realised that the nexus between the academic literature and my professional role and environment played an important and integral part of my conception, learning, reflection and ultimate delivery. As such the review of the literature does not cease with this chapter, moreover it is referred to and used throughout this Innovation Portfolio Project and even more broadly in the context of my workplace.

Webster and Watson (2002) posit that a review of prior, relevant literature is an essential feature of any academic project and this has certainly been effective with respect to this Innovation Portfolio Project. In my context, it created a firm foundation for advancing my knowledge. They also assert that it facilitates theory development, closes areas where a plethora of research exists, and uncovers areas where research is needed (Webster & Watson, 2002). I concur with these researchers but also found that, in this Innovation Portfolio Project, the literature review also had a direct bearing on the project's objectives and delivery. The literature review also helped inform my project design and shaped individual project milestones. My objective in this literature review was twofold:

1. To transform the key concepts from the academic literature into relevant, useable knowledge, (Adams, 2004; Pettigrew, 2001), through combination with agency (DFES) intelligence; and
2. To demonstrate my scholarly ability to synthesise theory and practice.

The review also provided me with an understanding of P2P from an academic and professional standpoint. It set the scene for further exploration of innovation and organisational reform through engagement with salient stakeholders in the broader landscape of emergency services management (Cornelisen, 2011; Gardner, 2001).

Innovation

Bason (2010) contends that innovation should be considered as equally important to financial management, people management and policy development and must become an essential government discipline. He argues that public sector leaders must find ways to institutionalise innovation, set up structures and processes that embed innovation as a core government activity. I can confirm that in Western Australia, in the role of a senior public sector leader, this is a key government imperative. However, also according to Bason, most public sector organisations are ill-suited to develop the kind of radical new solutions that are needed. To fulfil this government imperative, my experience has shown that leaders need to put in place new, untested and responsive initiatives, described as radical or discontinuous innovations by Bessant and Tidd (2007).

As discussed in Chapter One the definition of innovation selected for this Innovation Portfolio Project is ‘the generation and application of new ideas’ (Commonwealth of Australia, 2010). I chose this definition, as I believe it enables flexibility of approach and fosters an iterative learning process. Importantly for me is that the ‘generation and application of new ideas’ concept could not be optimised without recognising the important role people and culture play in the innovation process as espoused by Bason (2010).

This flexibility and iterative learning approach are important in an operational governmental department focused on community service and the provision of emergency services, which often requires staff and volunteers to put themselves in harm’s way. It engenders a sense of institutional (or organisational) capacity building as an ongoing, inclusive process that is constantly learning, adapting and improving, all in an effort to better serve the public interest.

Whilst there is a consensus for the need for innovation and to some degree the definition of innovation in the academic literature, there is not a clear consensus as to how innovation is developed and implemented. As an early social scientist, Schumpeter (2004), argued, innovation, as it is now known, was a driving force in economic and social change. He stated: "…it is always a question of changing the existing state of the satisfaction of our wants, of changing the reciprocal relations of things and forces, of uniting some and disconnecting others" (Schumpeter, 2004, p. 14). Schumpeter had a predominantly economic view of innovation in a business context, focussed on the invention of new products, new methods of production, new sources of supply, the exploitation of new markets and new ways to organise business.

Whilst not disagreeing with Schumpeter's economic view, Fagerberg (2005) suggests a linear approach with a distinction needing to be made between invention and innovation. He argues that "Invention is the first occurrence of an idea for a new product or process, while innovation is the first attempt to carry it out into practice" (Fagerberg, 2005, p. 4). It seems to me that early models of innovation as being linear in trajectory were taken for granted by later writers. Godin (2006, p. 3), for example, stated that "one of the first (theoretical) frameworks developed in history for understanding science and technology and its relation to the economy has been the linear model of innovation." The model postulated that innovation starts with basic research, followed by applied research and development, and ends with production and diffusion. In my experience, this model is not agile enough to be applied within a modern, complex, and dynamic government environment.

Similarly, Rogers contends innovation is “an idea, practice or object that is perceived as new by an individual or other unit of adoption.” According to Rogers

> It matters little as far as human behaviour is concerned whether or not an idea is ‘objectively’ new as measured by the lapse of time since its first use or discovery. The perceived newness of the idea for the individual determines his or her reaction to it. If the idea seems new to the individual, it is an innovation (Rogers, 2003, p. 12).

The linear model contrasts with that of Kline and Rosenberg’s (1986) overview of innovation who argue that innovation is not developed in a linear manner; rather it is predominantly a people-oriented process. They posit that innovation is a result of an iterative process, more often founded in the users, rather than researchers (Kline & Rosenberg, 1986). Furthering this ‘people input’ perspective, is the notion that the innovation journey involves motivating and coordinating people to develop and implement ideas by engaging in transactions with others whilst making the adaptations needed to achieve desired outcomes within changing organisational contexts (Van de Ven, 1999). This perspective provided some comfort and solidified in me the rationale for P2P. Later writers contend that innovation is neither linear nor random but more of a nonlinear dynamics system (Borins, 2001; Tuomi, 2002). Nowotny (2008, p. 9) expanded upon the concept of innovation as “…the constant manipulating of the known, striving for the arrangement of the new”. Nowotny argues that this process “…does not predetermine either content or goal, but provides new experiences that must measure themselves against and hone themselves on an equally changing reality to lead to robust results” (Nowotny, 2008, p. 9).

In an earlier publication Nowotny et al. (2001) highlights the need to focus on research approaches that surface contextually relevant knowledge embedded in networks to create the right conditions for effective innovation in organisations.

However, Hage made the observation that "… despite the attractiveness of the idea of creative and flexible organizations, the topic of organizational innovation has never been central in either organizational or management theory and research." (Hage, 1999, p. 599). But research on the role of innovation in economic and social change has proliferated in recent years, particularly within the social sciences, and with a bent towards cross-disciplinarity (Fagerberg, 2005).

I confirmed through this literature review the observation of Klein et al. (2012), that whilst the literature in innovation has expanded rapidly and informed industry practice in the last decade, two key concepts are obvious. Firstly, the recognition of the pivotal role that innovation plays in the process of change. Secondly, the fact that no single discipline deals with all aspects of innovation (Klein, et al., 2012).

From my practical experience as a senior executive across two government agencies, I am satisfied that innovation development and implementation in the public sector cannot occur without involving people. The involvement of people was succinctly captured by Cooksey (2011) who proposed that "juxtaposing in-house [i.e., Research & Development Organisation] and out-of-house [i.e., innovation users/adopters] stories provides a co-evolving emergent pathway for innovation" (2011, p 283). Furthermore, the broad field of innovation is also informed by the theory and principles from other relevant fields. These include change management, leadership, organisational reform, stakeholder communication, knowledge management and project management. Whilst not mutually exclusive, collectively these subjects have informed the practical application of innovation initiatives in both the public and private sector and were particularly relevant to assist me navigate the complex landscape of this Innovation Portfolio Project.

Change Management

Having come to terms with different academic concepts of Innovation, I then explored the literature on general notions of organisational reform and change management, primarily through the lens of a government CEO (Clegg & Courpasson, 2006; Drucker, 1985; Weber, 1946).

Consideration of these readings provided a general context for the Innovation Portfolio Project; the underpinning concepts seemed solid, however overly rigid. I could not help but feel that earlier writers tended to want to express organisational change processes as being black and white, compared to my experience of the world as having fuzzy borders between organisational typographies or archetypes such as- ‘machines’, ‘organism’, ‘brains,’ ‘cultures,’ or at their very worst ‘psychic prisons’ (Morgan, 2007).

Lewin’s (1951) ideas provided a useful early framework to consider organisational change albeit in the relatively static conditions of 1950s America (Lewin, 1951). But it seemed to me organisational change is more dynamic than Lewin expressed. Lewin’s ideas seemed more fitting for a production or assembly line, whereas in emergency service organisations business must proceed even during times of disruptive and discontinuous change. Kotter’s eight step model (Kotter, 1995), (which he later augmented with a more fluid approach for more accelerated change and rapid innovation) seemed to be a better fit for the DFES change context, as it requires the establishment and promotion of a sense of urgency and the creation of a future shared vision (Kotter, 2012). Kotter’s model was also subjected to a review which, in terms of practical implications, found no contrary evidence as a change management model (Appelbaum, Habashy, Malo, & Shafiq, 2012). Ulrich's seven step model (Ulrich, 1998) was also relevant for my purposes as it focuses on changing systems and structures and mobilising commitment. However, based on my experience, I considered both models needed to be expressed as a more cyclical, formative and iterative process rather than having a pre-determined path to a desired end state. My understanding of the change process as more dynamic and iterative is supported by Cameron and Green (2012).

In my experience, change management is the process of changing style, standards, structure or systems to increase productivity or indeed, service delivery. Therefore, I agree with Moran and Brightman (2001), who argue that change management is the process of continually renewing an organisation's direction, structure and capabilities to serve the ever-changing needs of external and internal customers. An understanding of these customer needs is therefore a key element in setting a strategic direction and implementing change. To achieve such understanding requires intimate stakeholder engagement. Jabri (2012) argues this is done through discourse and he explores the need to engage in meaningful dialogue in the social construction (of reality), when endeavouring to implement change. He outlines the importance of creating channels for genuine feedback to engender shared meaning and stimulating dialogue. "Through stories shared in conversation, people present different perspectives, contest ideas and ultimately, combine their experiences and reflections to influence change" (Jabri, 2012, p. 88).

At the micro level, according to Caballero (2006), "restructuring is characterised by countless decisions to create and destroy production arrangements. These decisions are often complex, involving multiple parties as well as strategic or technical considerations" (Caballero, 2006, p. 1). Caballero considers the need to keep stakeholders informed to be essential. Whilst this would be true in the context of DFES and this Innovation Portfolio Project, I do not consider this goes far enough. Because, for an organisation like DFES, operating in a socially complex, high stakes, high accountability environment there is the need for deep engagement with management, staff, volunteer and external stakeholder groups. This is required to establish and maintain the levels of trust, social capital, meta-thinking and coordinated operational activity required to successfully achieve our respective emergency services missions as they are mandated, emerge or come into sharper focus. For DFES, P2P is an important part of this deep but fluid engagement process.

The requirement for these feedback channels underpins the need for a platform such as P2P. It also became clear that P2P needed to be positioned as a central component of my organisational change management strategy where members of staff had the ability to have their say during the ongoing agency reforms. This requirement is supported by Moran and Brightman (2001) who articulate that when thinking about managing people who are facing change, it is well to remember that change strikes at the heart of the three most powerful drivers of work behaviour: purpose, identity and mastery. In my experience, people are generally goal-orientated, ‘pulled’ along by a sense of purpose, desire, or adding public value. It is the degree to which change violates a person’s sense of purpose or identity that will dictate if they resist change.

As my project progressed, the literature on public value became very appropriate particularly in relation to the public sector. I was taken by the following comments: “A desire to work for the public benefit, rather than incentives or rewards, has been identified as a core ethic of public servants and is a key driver for innovation in the public sector” (Bourgon, 2008, p. 400).

In a similar vein, Moore (1994; 1995) sets out the bold assertion, as he calls it, that the task of a public sector manager is to create public value and to provide a strategic framework for achieving this task. This public value argument resonated with me and provided a solid conceptual model for how to think in terms of the benefits of P2P.The notion of public value as a benefit rather than the traditional private sector notion of wealth creation better resonated as the reason for being for public sector agencies. Moore also argued for a separating the practical effect of adding public value from the mechanics of any the process employed.

Although the primary drivers for change, and by extension the triggers for innovation were mandated, my change imperative was also driven by environmental, community and political expectations. I was therefore inclined to Moore's (1995) prescription to separate the practicable from the mechanical. By providing the P2P system (mechanical) to facilitate the provision for public servants and volunteers to make suggestions (practicable) via P2P, this would bring about change through their inherent desire to make a difference, as opposed to making a profit, benefiting not only my organisation but also the public (public value).

Change management can be broadly described around four idea-type theories of social change, Life-cycle, Evolutionary, Dialectic and Teleological change (Van De Ven & Poole, 1995). These theories of social change also appear to be relevant when considering different types of organisational reform. Life-cycle change is concerned with developmentalism and metamorphic change. Evolutionary change is incremental and Darwinian. Dialectic change is bought about through conflict and the rebalancing of equilibria. Teleological change assumes the organisation is responsive to ideas, adaptive and has a purpose. I extrapolated from the literature that the features of the teleological change model appear to set the context for DFES, which given its social richness and complexity requires it to be understood from a broader social scientific as well as an organisational perspective.

Leadership

In my experience, the role of leadership provides an essential underpinning of change. Leadership is crucial in change management, whether that be as a holistic organisational reform or managing a singularly focussed project. Considering leadership will shed light on its impact in the change process, within DFES generally and this Innovation Portfolio Project in particular. A review of the literature on leadership shows it is a prolific area of study, still emerging, yielding diverse and multifaceted concepts. Leadership is a complex process, seemingly no set of competencies or qualities or relationships capture completely the nature and essence of successful leadership. Schools of thought range from being based on the belief that leaders are exceptional people, 'natural born leaders', individuals with certain varying essential traits (Bass & Stogdill, 1990) through to 'transformational leaders' who emphasise the importance of the relationship between leader and followers.

Leadership has been considered in behaviourist theory, based on 'styles of leadership' surrounding what leaders do rather than their characteristics; positing that the results of trait studies were inconclusive and hard to measure (McGregor, 1957). These behavioural approaches however provide little guidance as to 'how' to behave in context or in different situations. Considering this, more recent schools of thought have built up models of situational leadership, where leadership is dependent on the specific context, environment or situation at a given point in time. For example, Fiedler's Contingency theory (Fiedler, 1978) postulates that there is no single best way for managers to lead. This theory contends that situations will create different leadership style requirements at different times, where, as the leader's situational control and influence changes it brings about a change in the leader's behaviour and performance. Contingency theorists, Tannenbaum and Schmidt (1973) suggest the idea that leadership behaviour varies along a continuum from autocratic, through persuasive and consultative to a democratic style. They proffer that leadership moves away from the autocratic extreme as the amount of subordinate participation and involvement in decision-making increases. On reflection, based on my experience, this idea has some merit, but it did not seem to be an entirely suitable lens for interpreting DFES' leadership practices in the context of high social complexity and interpreting this Innovation Portfolio Project. In my experience, good leaders do move through a range of leadership styles in their endeavours to lead others towards a desired outcome, depending upon the situation.

Adair with his Action-Centre Leadership Model (Adair, 1973) takes the contingency theories further, encompassing 'task' 'team' and 'individual' in a Venn diagram, demonstrating at the intersect what constitutes an effective leader. Notwithstanding all of the above models focus on the leader, it is the relationship with followers which, when considered, gives rise to further endeavours to solidify leadership definitions. Blanchard and Hersey (1969) endeavour to do so by positing a dynamic developmental model of situational leadership. In this model, leadership style moves backwards and forwards across four different approaches. These four approaches are directing, coaching, supporting, and delegating. These approaches vary in directive and supportive behaviours and are selected based on the degree of difficulty of the task and the developmental level of the followers.

Theories of transactional leadership focus on mutual benefits derived from a form of contract where a leader delivers rewards or recognition in return for the commitment or loyalty of the followers (Bolden, Gosling, Marturano, & Dennison, 2003). Taking this form of contract a step further, James Burns was first to put forward the concept of transformational leadership suggesting: "Transforming leadership occurs when one or more persons engage with others in such a way that leaders and followers raise one another to higher levels of motivation and morality…" (Burns, 1978, p. 20). Covey (1992) posits that transactional leadership has been the traditional model with its roots from an organisational perspective in the 'bottom line'; transformational leadership focuses on the 'top line' the 'reason for being' (Covey, 1992) .

Servant leadership theory arises out of a leader's desire to serve rather than a desire to lead and emphasised the characteristics of serving a 'higher purpose'. Katzenbach and Smith (1993) consider the aspects of leadership and key behaviours around 'asking' instead of 'giving' answers and providing opportunities for others to lead the leader (Katzenbach & Smith, 1993). Leadership theories arising from studies by Belbin (1993) also focused on team factors, relationships and shared vision. In DFES, such a leadership style would be desirable when the agency is in a 'policy formulation' mode but a highly undesirable style when in an 'operational response' mode. When in an 'operational response' mode the requirement to obey directives is paramount to enable a successful mission. This duality of styles is a leadership challenge for DFES leaders at all levels. Based on my experience, having the ability to recognise in what mode a leader currently engaged and having the ability to switch leadership styles is a determining factor for organisational leadership success.

Cooksey (2003) takes this relationship beyond shared vision, to a fusion of leadership and learning and coins the term 'learnership'. He describes the contextual complexity of organisations and posits that 'learnership' is a way to harness organisational improvement through "….a fundamental shift from leaders 'facilitating', 'mentoring', and 'empowering' learners to learners evolving to become leaders in their own right" (Cooksey, 2003). The idea of flexible transformational approaches to leadership being appropriate for dynamic, socially complex and emergent organisational environments is supported in long standing empirical studies (e.g., Avolio, Bass and Jung, 1999) as well as the most current thinking in the leadership field (Scharmer & Kaufer, 2013).

I took from the readings on leadership that in the context of this Innovation Portfolio Project, indeed in the context of the DFES reform program more generally, that a range of leadership styles was required to provide the vision, ensure effectiveness and develop continuous improvement. The literature review however also generated an awareness of the need to consider a more distributed leadership. Heifetz (1994) distinguishes leadership from the exercise of authority. Raelin (2003) talks of developing ‘leaderful’ organisations, which would give rise to Cooksey’s emerging leaders inside the organisation and involve practices that are more open, collaborative and decentralised. Ancona and Backman (2010) describe some of the more recent thinking on distributed leadership practices more as a navigator or steward which invites reflection and adaptability in approach. This seemed most appropriate for this Innovation Portfolio Project. Ancona and Backman describe five common elements of distributed leadership practices: spontaneous forms of collaboration, multi-directional influence on ideas, local entrepreneurship, a global purpose and peer mitigation of risk.

These elements of distributed leadership resonated with me as P2P intended to bring about collaborative engagement and to create change in alignment with a shared purpose that focuses and guides action. This emergent or dispersed approach to leadership also seemed to be more aligned to modern Australian government organisations, which aspire to be value led as expressed by the Australian Public Sector Commission (Commonwealth Attorney General's Department, 2003).

Indeed, this Innovation Portfolio Project aspires to introduce a process into DFES that will create an environment for Jabri’s (2012) communication channels and Cooksey’s (2011) ‘learnership’ to flourish. Almost contradictory, to introduce such an environment in DFES will require some level of top-down leadership that will build support for the change, and provide active leadership, committed to introducing the change, leveraging off advantages and reducing risks that threaten adoption. Once however the system is established, this top-down approach would be gradually reduced in the longer term.

In the context of this Innovation Portfolio Project, the relationship between the role of leadership and the communications strategy is significant. An effective leader must set or endorse the vision and provide or generate a roadmap to adoption of the change, formulating and driving a communications strategy. Communication by the leader emerges as a key enabler in securing critical mass and overcoming resistance. Kübler-Ross (1969) articulates a model of the stages of grief. When developing a communications strategy I find it very useful to parallel her model as, based on my experience, the stages of resistance to change are the same as grief as expressed by Kübler-Ross. These stages are denial, anger, bargaining, preparatory grieving (depression) and ultimately acceptance. Observing this parallel underscores that the role of leadership is to communicate the change, articulate the reasons for the change and provide clarity, competence, rewards and involvement (Malone, 2009). Again this must be done at the individual and organisational level. In my context, as a newly appointed leader, the significance of my role in driving the change, as it intersected with these various touch points, was reinforced by this area of the literature. As a leader in a government agency, the reality is there is an expectation of government that the leader plays a key role in changing that agency.

In his seminal article on leading change, Kotter (2007) makes the observation that leaders who successfully transform businesses must address why transformation efforts fail. He details considerations that must occupy the organisation’s leadership. These include establishing a sense of urgency, forming powerful guiding coalitions, creating and communicating a vision, ensuring the practicalities of bringing in the change and then institutionalising it. Based on my experience, I agree with Kotter, particularly in the context of a complex public sector agency network. To address why transformation efforts fail requires being able to receive and act on feedback. To do this deeply and effectively requires double loop learning. This is where not only what an agency does is questioned and learned from but where the agencies values, objectives and policies can also be effectively considered. Organisations produce changes in behaviour based on positive and negative feedback as both management will consider and react to feedback from the workforce and the workforce will respond to the actions of management, the results of which will make up the organisations culture and character. To effect optimal change this feedback must be ongoing, two-way and cyclical. Addressing Kotter's considerations and optimising feedback through double-loop learning I consider are essential for securing a critical mass of support for P2P. They were also key drivers in developing the Communications Strategy for this Innovation Portfolio Project.

Having considered the various leadership models I further explored the literature on the role and impact of leadership in the change process. All contributors contend that leadership is crucial in the change process. Rogers (2003) in particular, details the importance of leadership in building a compelling case for change, obtaining a critical support mass, managing resistance and facilitating ongoing innovation adoption and spread. Others expressed that there is a need for an understanding of the system, the ability to steer or drive change, provide resources or infrastructure and to embed change (Alimo-Metcalfe & Alban-Metcalfe, 2009; Jabri, 2012; Luo, 2006; Moran & Brightman, 2001). What the literature review provided for me, in the context of this Innovation Portfolio Project, was to establish that there is a range of touch points between leaders and followers where the leader might exert influence on followers or even observers, using a range of methods. A key practical learning was that if the leader consciously exerts this influence, varying leadership style to context, it will have a greater influence on outcomes. Importantly, beyond steering or driving an explicit change and providing appropriate resources a leader can positively or negatively influence the narrative or dialogue within and surrounding the organisation thereby influencing its culture and its reputation.

This insight was informative as I commenced considering literature on the challenges of change and innovation in the public sector (Hage, 1999; Harrison, 2007; Kotter, 2012; Kotter & Schlesinger, 2008). When considering the challenge of change in the public sector, Rodgers' (2010) claim that much of the conventional wisdom around organisational change and performance is incorrectly based on an ideal model of organisations in which managers select the best way to effect change in the organisation and having made that choice, the organisation will follow. However, Rodgers posits it is the presence of a number of informal processes, social relationships and political coalitions, which exist in all organisations that are the true factors that impact on organisational change, performance and capability. I agree with Rodgers and can confirm through my observations within the context of my organisation the impact of such factors. I have observed, in both policing and emergency services, where strong team-work is required to achieve operational objectives, long-standing, solid relationships develop that transcend formal organisational arrangements. It is this aspect of the cultural makeup of the organisation that influences the effectiveness of change and without a good understanding of these organisational characteristics, managers and leaders have, from my experience, limited control.

The literature expressed common themes when it came to identifying the challenges for managers and leaders:

- being risk averse to change;
- lacking organisational clarity;
- experiencing delivery pressures, inadequate resources, particularly staff,
- fearing failure; or
- lacking the will to succeed.

These themes revolved around the organisational culture. Therefore, it wasn't unusual that I discovered similar themes during this Innovation Portfolio Project. These are discussed later in

Chapter Four. Mattone (2016) posits that when corporate culture is ignored it often calcifies into one that drives away your best people and stifles improvement efforts. An understanding of the literature in this area led me to the development of the strategy for the Innovation Portfolio Project and the refinement of the implementation and communication plans for P2P (DeLisi, 1990; Fernandez & Rainey, 2006; Sinclair, 1991; UNESCO, 2005).

The Innovation Portfolio Project required considerations for managing these common themes at multiple levels. My consideration of the literature also confirmed the need to contemplate the political aspects of change (Bentley & Wilsden, 2003; Dyer & Page, 1988). The Innovation Portfolio Project indeed had a political dimension with its linkage to a formal government reform agenda. Buchanan and Badham (1999) explore the lived experience of organisational politics from the standpoint of change agent and highlight the need to address the political dimensions of change at a number of levels. I found this exploration of the literature very useful in assisting me to develop productive relationships at the political level and I adopted their underlying premise that there is a need as a change agent to become "…engaged of necessity in the exercise of power, politics and interpersonal influence" (Buchanan & Badham, 1999, p. 612).

Having considered identified themes in the change process and aspects of the political dimension of change I reviewed the literature with respect to how to gain momentum for the project. This led to the consideration of the technology adoption lifecycle, which is a sociological model developed by Beal, Rogers and Bohlen (Beal, Rogers, & Bohlen, 1957) and later adaptations of this work into innovation diffusion models (Cooksey, 2011; Rogers, 2003). Of particular utility to P2P was the Rogers' Bell Curve. The model indicates the process of engaging innovators, early adopters, early and late majorities, and ultimately laggards in the change process. This model was especially useful by providing a conceptual understanding of the change environment with respect to P2P user uptake and practically for informing the project's communications planning, by understanding the likely pattern of adoption and influencing that to improve adoption through communication of information. This was what other literature had asserted was critical for overcoming resistance to change and accelerating change to critical mass (Meyer, 2010; Schelling, 1978) and making change initiatives stick (Roberto & Levesque, 2005).

Changing an organisation successfully cannot occur until a critical mass of stakeholders has completed their individual transitions (St-Amour, 2001). Critical mass is the point at which enough individuals in a system have adopted an innovation such that the innovation's further rate of adoption becomes self-sustaining (Schelling, 1978). The larger and more complex or disruptive the impending changes, the greater the critical mass required to secure the momentum for the change. According to Meyer (2010), critical mass occurs when the people and systems operating in the new way achieve unstoppable momentum. This momentum also allows for the elimination of the old ways to be accelerated. Whilst I cannot confirm this accelerated momentum holds true for all public sector organisations, I can confirm that it is the case in both of the organisations in which I have been situated; each organisation having strong cultures and entrenched hierarchical structures.

However, change resistance is a serious problem that affects all organisations on both an individual and organisational level. Organisational resistance to change is a critical issue, and individual resistance can also become a groundswell that leads to organisational resistance and inertia (Luo, 2006). Leaders play a key role in overcoming both individual and thereby organisational resistance, through the way they influence the change process and manage relationships. Their choice of leadership style and the context in which it is applied will ultimately determine the effectiveness of their influence. At a personal level, my progress through this Innovation Portfolio Project has highlighted the magnitude and complexity of this problem. Furthermore, it has exposed me to a range of leadership styles upon which I can draw into the future. Importantly, it has reinforced for me that there is no single solution to managing people and no one ‘right’ way to lead. The literature puts forward a range of leadership qualities and styles but, as a painter with a palette of different colours, it is the leader who must decide at each moment which leadership colour or tone to adopt.

There was a paucity of literature with respect to organisational change in Fire and Rescue Services. Knight (2013), when reviewing the efficiencies and operations of fire and rescue authorities in England, recommended greater collaboration between fire services when it came to innovation adoption and encouraged greater community awareness-raising of fire service activity at the local level. There are 46 fire services in England and increased collaboration between them is seen by Knight as essential with respect to innovation in both the operational and administrative space. But there was intentionally little prescription in his report (Knight, 2013). There was some literature canvassing fire service reporting practices and performance measures (Carvalho, Fernandez, Lambert, & Lapsley, 2006; Kloot, 2009) but this aspect of the literature review did not add value to the Innovation Portfolio Project. There is currently very limited published work in any journal that examines the change management and innovation process in a law-enforcement or fire and emergency services context. Research in this area is generally explored but not with any specificity or focus on a policing/emergency services environment. Properly explored, this study will make available a wealth of knowledge, within the innovation, change management and policing/emergency management arena, for the extended public sector family.

Knowledge Management, Social Complexity and Stakeholders

I contend P2P can be considered as a technological platform (hard system), which facilitates a dialogue with stakeholders within DFES and across its broader stakeholder (soft system) networks in the context of these descriptors as espoused by Moayer and Gardner (2012).

Over the past 15 years, researchers in the knowledge management area have explored the underlying design principles for systems to effectively integrate tacit human knowledge (which is problem-focused or contextually-dependent), with the explicit knowledge captured in databases and information flows within the agency and across its broader networks. Galliers and Newell (2003) were amongst the first researchers to capture the important distinction between information technology, information systems, and knowledge management strategies. This distinction is further developed in Moayer and Gardner's (2012) Strategic Knowledge Management framework. Perhaps most pertinent to the P2P approach is Nonaka's and Takeuchi's (1995) seminal socialisation-externalisation-combination-internalisation (SECI) knowledge spiral model, which explains the upward movement, combination, assimilation and application of tacit and explicit knowledge within organisations. I considered in the case of DFES, as it is an agency operating in contexts with high social complexity, it is essential that knowledge and innovation initiatives such as P2P are treated as a platform for broader dialogue with a range of stakeholders.

The relevance of these stakeholders to agency goals, specific issues and projects will vary over time, but in my opinion organisations like DFES must maintain their social capital and high levels of trust within stakeholder networks including- members of staff, volunteers, other government agencies, the media, and local communities (Gardner, 2001). Several other researchers have taken this concept further and proposed that as levels of dynamic complexity increase, leaders must move beyond conventional multi-stakeholder thinking, to co-creation as the basis of innovation and integration of knowledge across organisational boundaries (Clampitt, 2010; Cornelissen, 2011; Scharmer, 2009; Scharmer and Kaufer, 2013). From my observations, particularly of senior manager interactions with other stakeholders, I contend that DFES, whilst some way to go, is indeed moving along this developmental path towards co-creation. Whilst this may not be fully realised during my tenure I believe P2P has set the foundations for this aspirational goal to be achieved into the future.

Findings

From the literature review I found I had gained an understanding of conceptual models of Innovation, change management and leadership that would assist the compilation of the Innovation Portfolio Project and the delivery of P2P.

The Commonwealth (Commonwealth of Australia, 2010) had modified a model for Innovation from Eggers and Singh (2009) as depicted in Figure 8, and this resonated with me because the modification was the addition of a fifth stage of the innovation process to account for embedding innovation in public sector organisations and this seemed to make it a conceptual fit with respect to DFES.

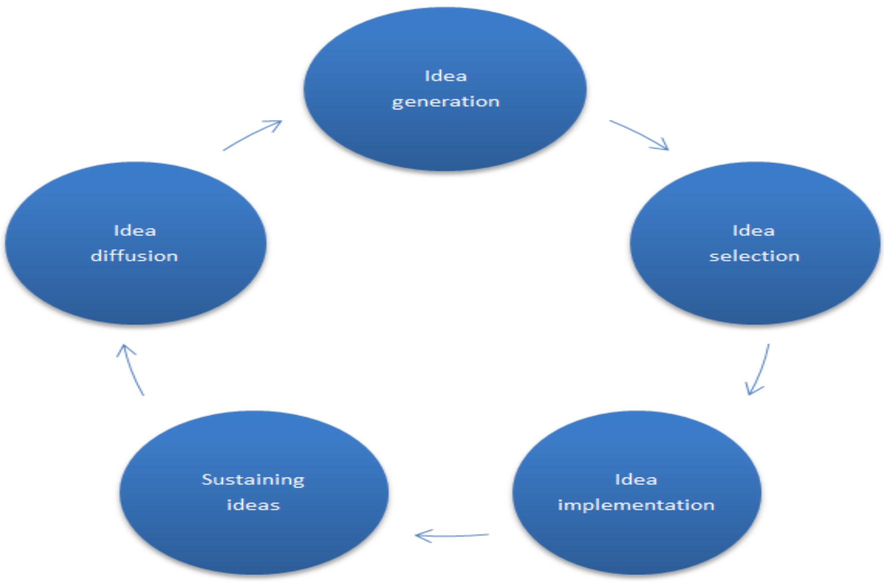


Figure 8. A Five Phase Innovation Cycle. Source: Adapted from Eggers and Singh (2009, p. 7), as cited in (Commonwealth of Australia, 2010, p. 7).

The Commonwealth justified it thus (2010):

> …this report considers an additional stage necessary to explicitly recognise the importance of *sustaining* innovation. The additional step recognises that the public sector, unlike the private sector, does not have profit as its dominant driver and thus specific assistance and effort may be required to embed innovation activity in the public sector (Osborne & Brown, 2011).

However, the model as represented depicted a linear, static model and in my mind it needed a further tweak by the addition of relational lines to better illustrate that the process of innovation is non-linear and dynamic; demonstrating the ongoing iteration in the formation of an innovation idea towards embedding that innovation into an organisation. This addition to the model is depicted in Figure 9. During each step of the innovation process, different ideas are being added, multiple stakeholders are having a say and diverse disciplines are being bought to bear. Similarly, Cooksey (2011) argues for a non-linear complexity perspective on the innovation adoption process where innovation emerges and acquires meaning for the developer and potential adopters, where perspective change is likely and adoption chances are enhanced. It seemed to me that it is this dynamic process that made sense of change management and impacted the culture as defined by Schein (2010).

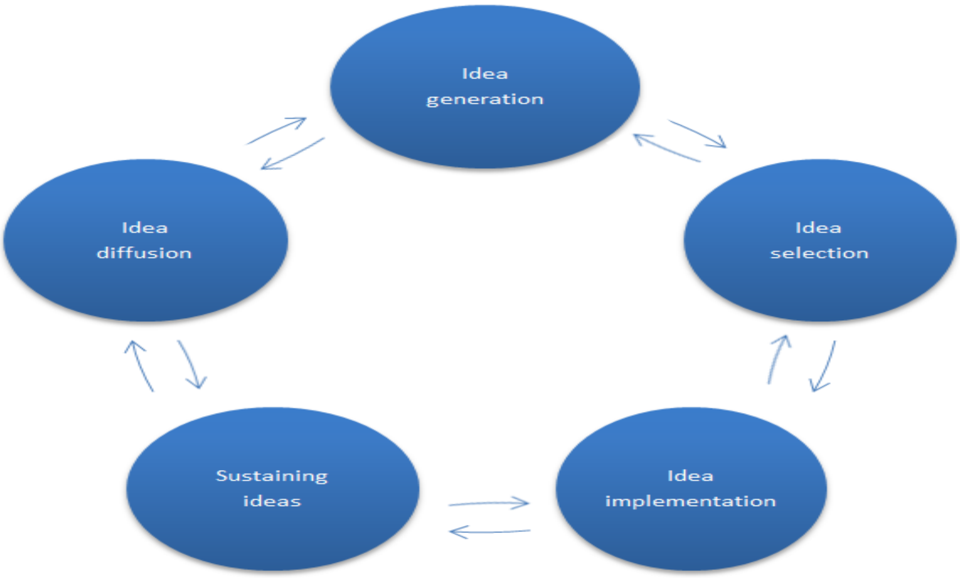


Figure 9. A Modified Five Phase Innovation Cycle. Source: Adapted from Eggers and Singh (2009, p. 7), as cited in (Commonwealth of Australia, 2010, p. 7) adapted for this Innovation Portfolio Project.

My endeavours were less about the specific ideas that were generated by P2P and more about the organisational and cultural change they may bring. This Innovation Portfolio Project was furthered with the above literature in mind.

One of the interesting reflections that might impact P2P, which also emerges from the literature, relates to the scope of the ideas that might ultimately be submitted. As the scope of these ideas is unbridled, suggestions for fundamental strategic or organisational change would have to be weighed up in the broader political context. DFES operates under ministerial oversight with a mandate from government. This brings with it certain constraints that are in some ways at odds with the environment that P2P is endeavouring to create. P2P is designed explicitly to take vision and innovation out of the exclusive hands of top-management and situate it lower down and closer to the 'coal face' – this is what Cooksey (2003) meant when he coined the term 'learnership'. It is possible that an idea could be lodged within P2P that could ultimately have an impact on changing strategy at the top level, but to change top-level strategy would involve a larger process. It is more likely, at least in the short term, that the existing strategy would provide a filter for ideas and prevail.

Conclusion

As mentioned previously in this chapter, no single discipline deals with all aspects of innovation. Rather, the broad field of innovation is informed by theory and principles from other relevant fields. Therefore, this literature review integrated a number of relevant disciplines including change management, leadership, organisational reform, stakeholder communication, knowledge management and project management. Whilst not mutually exclusive, collectively these disciplines have informed the practical application of innovation initiatives in both the public and private sector and were particularly relevant to assist me navigate the complex landscape of this Innovation Portfolio Project.

Through numerous iterations of reviewing the literature, gaps in both my academic and industry knowledge and understanding began to close. This closing of the gaps led to further questions being raised, resulting in verification of my thinking and further reflection as my journey progressed. Furthermore as I conducted this literature review, I realised that the nexus between the academic literature and my professional role and environment played an important and integral part of my conception, learning, reflection and ultimate delivery. The literature penetrated my thinking, which in turn aided my project design and provided me with an understanding of P2P from an academic and professional standpoint. It set the scene for further exploration of innovation and organisational reform through engagement with salient stakeholders in the broader landscape of emergency services management. Importantly, it highlighted for me the importance of creating channels for genuine feedback to engender shared meaning and stimulating dialogue.

Moreover, through this nexus of academic learning and industry experience I became intensely aware that through rich conversations people present different perspectives, contest ideas and ultimately, combine their experiences and reflections to influence change .My deductions from this review reinforced my need for a platform such as P2P. By shifting my thinking from an unreflective to a reflective reliance and experiential application on the literature, it became clear that the P2P needed to be positioned as a central component of my organisational reform strategy where members of staff and volunteers had the ability to have their say during the ongoing agency reforms. The public value argument also resonated with me and provided an important relevant criterion for how to think in terms of the wider-reaching benefits of P2P.

My exposure to the leadership literature was also illuminating. The many schools of thought ranging from the belief that leaders are exceptional people or natural born leaders through to 'transformational leaders' who emphasise the importance of the relationship between leader and followers forced me to look at the leadership style and presence within my organisation. I began to look for leaders who had the ability to move between two distinct but connected environments – operational and visionary. This duality of environment is a leadership challenge for DFES leaders at all levels. Based on my experience, having the ability to recognise in what mode a leader needs to be engaged and having the ability to switch leadership styles is a determining factor for organisational leadership success.

I am now well aware that further strategies need to be developed to improve the culture within my organisation. P2P is an important starting point but in part due to the literature review I am very aware any strategy will not be easy to implement. The easy part will be to finance and build the system; it will of course be more difficult to integrate and again acceptance of it. This innovation portfolio was compiled to assist with me gaining a better understanding of how to achieve these outcomes. The next chapter discusses the processes I adopted through this journey to better understand the influences that helped me towards a solution.

Chapter Three - Research Configuration

> *I keep six honest serving men,*
> *They taught me all I knew,*
> *Their names are What and Why and When,*
> *And How and Where and Who.*
>
> *J. R. Kipling. Author. b1865*

Introduction

In Chapter One, I briefly introduced my research configuration. In this chapter, I build on that introduction, detailing Action Research/Developmental Evaluation as the overarching framework. Within this framework, I justify why an interpretivist/constructivist paradigm was selected and which data gathering strategies were chosen. I outline the approach of iterative analysis and reflection, and provide assurance that appropriate research procedures were followed.

This chapter details Action Research/Developmental Evaluation as the reflective practice framework adopted to describe, interpret and situate the implementation of P2P within my workplace, leadership and broader professional development. This iterative embedded research framework also supports the development, implementation and evaluation of P2P and associated innovation processes on an ongoing basis. I explore and explain the underlying paradigm-philosophy and research principles employed with reference to the social science research methods literature.

Research Context

The title of my research portfolio is:

"Harnessing Sources of Innovation, Useful Knowledge and Leadership within a Complex Public Sector Agency Network: A Reflective Practice Perspective."

Having regard to the above exploratory study, my primary task was to develop, implement and evaluate a mechanism to capture and utilise ideas within DFES. By combining my personal experience through the lens of my academic learning, I formulated the principal research focus to be on how I, as CEO of the Western Australian Fire and Emergency Services Authority, could improve the capture of ideas from members of staff and volunteers through a knowledge portal known as the P2P.

The overall objective of this project is to explore if:

- there are a number of elements that can be identified that may impact project implementation, in a positive and/or negative manner;
- a key factor in harnessing innovation is to adopt an approach whereby the source of the innovation comes from engaging the workforce; and
- facilitating factors are optimised and restraining factors minimized through ongoing workforce engagement during the implementation process.

The following steps towards establishing this Innovation Portfolio Project were:

1. to ascertain the impact of the portal;
2. to identify and critically consider the facilitators of success and conversely the inhibitors of success;
3. importantly, to reflect on what did I learn; and
4. to identify steps that might be used by DFES and other similar organisations to increase idea sharing and innovation.

Research Challenge – Selecting my Research Approach

As with any research, the main challenge for a researcher who is employed in an organisation within the industry they are researching is to ensure academic research rigor whilst maintaining industry relevance. Whilst academics may agree on the required outcomes of industry based research, the path to achieving those outcomes is often not so easy to agree upon. The decision-making processes in business, including government, like most human endeavours, are not an exact science (Mulgan, 2003).

This Innovation Portfolio Project addresses these challenges by combining rigorous research with the introduction of a practical innovation and sense-making process within DFES. Sense-making was and still remains an important factor in this research as the solutions to most of the emerging issues are often already located within government centres (OECD, 2015).

The overarching academic thrust of this Innovation Portfolio Project requires an evaluation of P2P. Evaluation research has been described as examining and judging accomplishments and effectiveness. "When this examination of effectiveness is conducted systematically and empirically through careful data collection and thoughtful analysis, one is engaged in evaluation research" (Patton, 1990, p. 11). Evaluation thus requires a rigorous research approach.

A major challenge for this Innovation Portfolio Project was to select the appropriate research lens through which to view P2P. The selection of my research configuration is not what can be called an off-the-shelf approach. It has been carefully considered to assist me to let go of the past and lean into and embrace the future that is emerging (Scharmer & Kaufer, 2013).

The Overarching Approach

The study of human activity does not always readily fit within an understood scientific, conventional research approach. For this reason, the overarching research configuration for this Innovation Portfolio Project is guided by an Action Research/ Developmental Evaluation Framework. My thinking was influenced by the broader social science literature where this framework is now widely adopted in the leadership and management field (Fernandez & Rainey, 2006; Gamble, 2008; Patton, 2011). This perspective supports the suitability of Action Research as it allows a qualitative social research approach with the dual objectives of action and research - action to stimulate change in a community or organisation, and research to increase understanding of the system under investigation (Dick, 1993). It is characterised by the orientation of change and the production of learning. Susman and Evered (1978) make a number of observations with respect to Action Research when comparing to a positivist science approach. They consider that an Action Research approach develops social systems and releases human potential, observes the present plus allows for the interpretation of the present from knowledge of the past and allows for the conceptualisation of more desirable futures. To bring about these things through Action Research, Whitehead (2009) articulates a “living theory” approach where one must ask, reflect upon, and answer the question: “How do I improve what I am doing?” The ‘I’ being me, the functional insider. This was very much the framework I adopted in this research.

My overarching reason for selecting this framework is similar to the explanation given by Sankaran (2011) in that I was studying my work colleagues within their ‘natural setting’ and traditional scientific research paradigms did not seem appropriate. The appropriateness of a positivist approach as opposed to a qualitative interpretive approach has been discussed at great length by Checkland (1981). He argues that the complexity of social phenomena poses difficult problems for positivist approaches as they have not been able to tackle what we perceive as ‘real world' problems as opposed to the 'scientist-defined problems' of the laboratory (Checkland, 1981, p. 13).

The ability to tackle the real world problems was what I required from my research approach. I felt that Action Research was responsive to my situation and offered the best opportunity to address my research challenges (Reason, 2004). Furthermore, it facilitated my quest for understanding and practical solutions (Mason R. M., 2001) by allowing me to mix rigorous research with practical application. Moreover, I saw it as my way to achieve both academic and professional empowerment (Erwee, 2004; Perry, 1998; Williams, 2004).

Action Research

Action Research can be defined as "…a participatory, democratic process concerned with developing practical knowing in the pursuit of worthwhile human purposes, grounded in a participatory worldview" (Reason & Bradbury, 2006, p. 1).

According to Coghlan and Brannick (2014, p. 4) "this working definition provides a flavour of the broad scope and intent of action research with the ultimate aim of the flourishing of individual persons and their communities". But they posit a more restricted definition by Shani and Passmore as more appropriate for use by researchers doing research in their own organisations:

> Action research may be defined as an emergent inquiry process in which applied behavioural science is integrated with existing organizational knowledge and applied to solve real organizational problems. It is simultaneously concerned with bringing about change in organizations, in developing self-help competencies in organizational members

> and adding scientific knowledge. Finally, it is an evolving process that is undertaken in a spirit of collaboration and co-inquiry (Shani & Passmore, 2010, p. 249).

On reflection, this is a contextually appropriate definition for use in this research. This Innovation Portfolio Project is insider-research within DFES that is endeavouring to solve an organisational challenge and effect organisational change. Notwithstanding there is less of a direct emphasis on developing self-help competencies in organisational members, the definition is appropriate. Greenwood and Levin, as cited in Denzin and Lincoln (2005), detail how “Action research aims to solve pertinent problems in a given context through democratic inquiry in which professional researchers collaborate with local stakeholders to seek and enact solutions to problems of major importance to the stakeholders” (Denzin & Lincoln, 2005, p. 54).

In this Innovation Portfolio Project, the author is both researcher and a key local stakeholder. As Coghlan and Brannick (2014) observe:

> Doing research in and on one’s own organization means that a member undertakes an explicit research role in addition to the normal functional role that they hold in the organization. The researcher then has to balance their organizational roles, which they usually hope will continue, with the additional demands of a role of inquiry and research (Coghlan & Brannick, 2014, p. xiv).

The co-generative inquiry that is usually brought about by the interaction of the professional researcher and local stakeholder is combined in the one individual. However, both the professional knowledge of the researcher and the local knowledge of the experienced practitioner are brought to bear to configure an effective social change process. This idea is expanded by Small and Uttal (2005, p. 936) who state that “Action-oriented research is a methodological approach for doing collaborative research with practitioners and community partners that can inform practice, programs, community development and policy while contributing to the scientific knowledge base". My Action Research process was inextricably linked to a 'work in progress', P2Pinvolving "'collaboration' between the change agent and the people at the coalface" (Jabri, 2012, p. 110).

Action Research can be complemented by Developmental Evaluation. Similar to Action Research, Developmental Evaluation has both objectives of action and research. Furthermore, as it is a reflective and dynamic process that allows for inquiry and discussion as components of the research process; I contend that it is a natural fit for this Innovation Portfolio Project setting. As Jabri (2012) observes:

> What makes action research dynamic is the way with which people interact and relate to each other. The prospects for agreeing on a good theory and putting it into action become more promising when people are ready and willing to share and talk about their knowledge and experience (Jabri, 2012, p. 113).

Jabri's observation I would argue is also a fundamental pillar to Developmental Evaluation, which may well be melded with the Action Research approach. With this in mind, I ensured the overarching approach was consistent with Patton's Developmental Evaluation framework. Patton's 'big picture' view refers to the developmental evaluator who :

> ...inquires into *developments*, tracks *developments,* facilitates interpretation of *developments* and their significance, and engages with innovators, change agents, program staff, participants in the process and funders around making judgements about what is being developed, the consequences and impacts of what has been developed, and the next stages of development (Patton , 2011, p. 19).

This study merely substitutes *changes* for *developments*.

He further argued that Developmental Evaluation helps identify the dynamics and contextual factors that make the situation complex then captures decisions made in the face of complexity, tracks their implications, feeds back data about what is emerging and pushes for analysis and reflection to inform next steps, and then the cycle repeats (Patton, 2011, p. 30). In a similar vein to Patton, Gamble (2008, p. 13) summed up Developmental Evaluation very well as an approach that:

> …supports the process of innovation within an organisation and in its activities. Initiatives that are innovative are often in the state of continuous development and adaptation, and they frequently unfold in a changing and unpredictable environment (Patton & Gamble, 2008).

This description resonated with me as it supported what I have experienced in DFES.

It is a situation familiar with many, I believe, who work on stubborn social issues where there is resistance to change and certainly to those who have had experience in the process of policy-making. That said, for different reasons and at different times during their evolution, organisations can find themselves in an innovative state. DFES, I believe, was in such a state because it was a newly formed organisation with a new leader seeking to respond to a particular critical performance review, namely the report of the Perth Hills Bushfire Review (Keelty, 2011). The performance expectations changed the operational context and meant there was a significant need to explore new approaches to organisational reform and the evaluation of that reform.

Evaluation, according to Gamble, is about critical thinking; development is about creative thinking. Often these two types of thinking can be seen to be mutually exclusive, but, Developmental Evaluation, according to Gamble, is about holding them in balance (Gamble, 2008). It can be argued that developmental evaluation is the fusion of these different types of thinking; the bringing together of rigorous inquiry and change-oriented leadership. There is the ongoing consideration of what is happening and the preparedness and adaptability to make changes during implementation. Conceptualising what is occurring and adjusting key reform elements in real time are the basis of such an approach. To that end, as implied individually by Patton (1990) and Gamble (2008), I developed the following phased 'Developmental Evaluation framework' to assist me in my endeavours towards a better understanding of data collection; analysis and interpretation (see Figure 10).

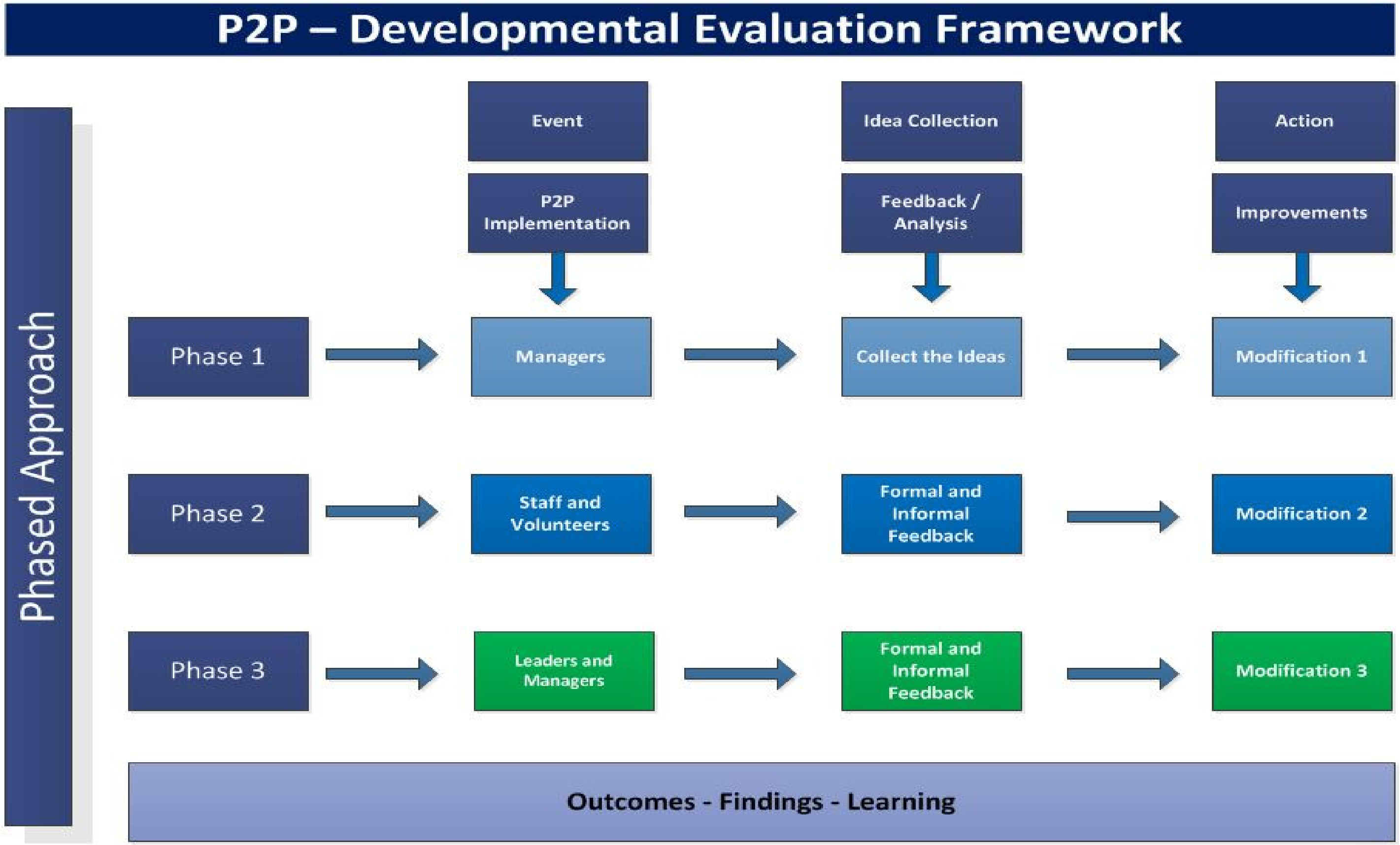


Figure 10. P2P Developmental Evaluation Framework designed for this Innovation Portfolio Project.

This research framework was designed recognising that the participants were the fundamental source of knowledge about what occurred during the Innovation Portfolio Project. Members of staff and volunteers were actively engaged in P2P's establishment and utilisation and so had the first-hand experience that allowed them to make observations in real time. In this way they were a fundamental source of knowledge about P2P and the attendant agency dynamics. The participants' ongoing experience, understanding and individual assessments were particularly valuable in evaluating the Innovation Portfolio Project and providing intimate feedback. This feedback, as captured through the research process, provided meaningful insights into the Innovation Portfolio Project, highlighting issues of concern and observations of effectiveness; thereby providing what Scharmer and Kaufer (2013) would describe as opportunities for future enhancement.

The above framework provides for macro data-collection, designed to assist me to follow a logical data collection strategy and as such is depicted in a linear fashion. That said, the data gathering and attendant analysis and reflection for this portfolio whilst at times linear, was in the main, dynamic and iterative.

Research Paradigm

This dynamic and iterative nature of research is discussed by Burns (1997) who maintains that there are two main branches of research typography, positivism and interpretivism. "The purists assert that these two branches make different assumptions about the social world, about how science should be conducted and what constitutes legitimate problems, solutions, and criteria of 'proof'" (Burns, 1997, p. 238).

Burns (1997) further argues that the positivist or scientific method holds a strong preference for the use of quantitative data and has been dominant and pervasive over the last 50 years. However, there has been an increasing acceptance of the alternative humanistic paradigm, searching for meaning through seeking others' perspectives, critical inquiry and interpretation with a reliance on qualitative data, which is the intended form of this research. Burns further asserts that the equivalencing of quantitative data with positivism and qualitative data with interpretivism continues to occur in the literature, but that this thinking limits the value that each data type might add to research under any guiding assumptions. This Innovation Portfolio Project makes complementary use of quantitative data in an Action Research framework, thereby not limiting its considerations just to qualitative material.

The qualitative researcher seeks to gain understanding and meaning in the context of 'real' life, drawn from those elements that are arguably non measurable. Adherents to this way of viewing the world would argue that many of the most important things in life cannot be measured. "The *qual's* world is complex, dynamic, interdependent, textured, nuanced, unpredictable, and understood through stories, and more stories, and still more stories"(Patton, 2008, p. 420).

According to Denzin and Lincoln (2005, p. 3):

> Qualitative research is a situated activity that locates the observer in the world. It consists of a set of interpretive, material practices that make the world visible. These practices transform the world. They turn the world into a series of representations, including field notes, interviews, conversations, photographs, recordings, and memos to the self. At this level, qualitative research involves an interpretive, naturalistic approach to the world. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or interpret, phenomena in terms of the meaning people bring to them.

P2P was similarly a subject that required an interpretive and reflective lens as a way to gain evidenced based sense-making of the endeavour in context.

Patton (1990) also detailed design flexibility as a theme of qualitative inquiry. Having regard to the dynamic nature of my organisation, flexibility was an important factor for this research. A flexible research configuration allowed me to adapt as my understanding deepened and/or situations changed. In this way new paths of discovery could be followed as they emerged. In adopting this approach, the Innovation Portfolio Project is consistent with principles espoused by Patton (1990) who posits that a qualitative design needs to remain sufficiently open and flexible to permit exploration of whatever the phenomenon under study offers for inquiry. Furthermore he argues that qualitative designs continue to be *emergent* even after data collection begins (Patton, 1990, p. 196). Patton's comments were followed by those of Ferrance (2000) who maintains that since our social environment is continually evolving, any desire to come to a conclusion must be resisted to avoid reducing the capacity to encounter new concerns and uncover fresh puzzles. For these reasons I selected interpretivist/constructivist paradigm assumptions to guide the research configuration in this study.

This perspective is appropriate when the research purpose is to understand and describe meaningful social action in specific contexts (Neuman, 1997). This perspective is also consistent with the purpose of this study and the proposition that participants in P2P would be a rich source of knowledge about its implementation and operation. An interpretive methodological perspective suggests that the researcher is a subjective participant in the research process rather than an objective observer. In this Innovation Portfolio Project, meaningful action is studied in the social context in which it is embedded and change for the betterment of the organisation (and by extension employees and volunteers within the organisation) is explicitly pursued. This perspective suggests suitability within an Action Research frame.

A key aspect to constructivism is that the participants have their own view of what is occurring. This view in turn drives their actions and decisions. Incorporated in my reflection of research approach was my consideration of document-based evidence complemented by interaction-based material drawn from formal and informal feedback. This mode of inquiry is grounded in the epistemological assumption that knowledge comes from human experience and derives from taking a subjectivist stance in trying to understand the perspectives of others.

Whilst such an approach may seem easy; it is in fact a rather complex process and easily tainted by personal and organisational biases (Yin, 2003). During my research of the literature, I became interested in Scharmer's (2009) concept of Theory U and later his work with Kaufer in 2013. In both of these works, he refers to leaders' blind spots and the need to be able respond to the waves of disruptive change rather than reacting to the patterns of the past. Blind spots are described as the inner space from which leaders operate. He argues that if leaders recognise this blind spot, they can work towards letting go of the past by suspending entrenched biases and judgements with an emphasis on learning from the emerging future. In exploring Scharmer's work more closely, it became obvious that most of my learnings and subsequent decisions were based on past experiences. To shift from my current understanding towards understanding the emerging future; I needed something different– the challenge for me was what did I need and how could I find it? Relying on past experience does not provide a reliable and complete method for the challenge of understanding the future. In fact, compounding this challenge is that learning from the emerging future has no methodology and no real name (Sharmer & Kaufer, 2013).

Having regard to the situation outlined above, it became evident that there was a need to illustrate what my overarching approach was. Figure 11 depicts the intersection of an Interpretivist/constructivist paradigm with data gathering strategies within an Action Research/Developmental Evaluation Frame.

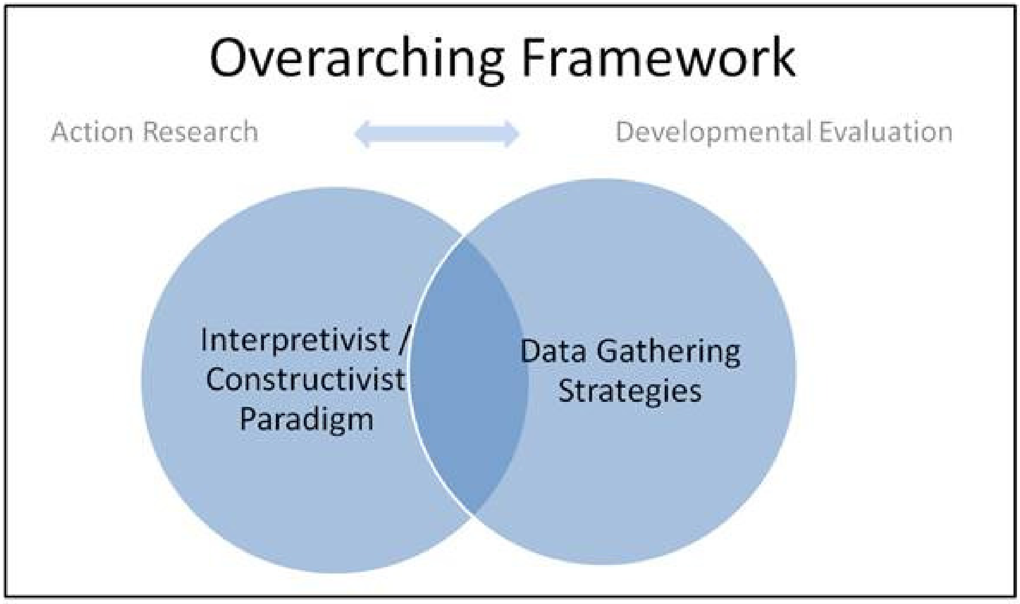


Figure 11. Action Research/Developmental Overarching Framework for this Study.

Reflective Action in Practice

Over the course of the research I engaged in the collection of informal feedback from the full range of stakeholders, consisting of members of staff and volunteers. This helped inform the background, context and environment for the introduction of P2P, together with the knowledge gained from the literature review as articulated in Chapter two, particularly with reference to Jabri (2012).

Jabri espouses the need to engage in meaningful dialogue when endeavouring to implement change. He further outlines the importance of creating channels for genuine feedback to engender shared meaning and stimulating dialogue. Overall the literature review further informed my understanding of context of the operational environment, particularly with respect to the receptiveness of organisations towards change, which assisted in my consideration of issues for the Innovation Portfolio Project. Consequently, I was able to consider emerging aspects of P2P through both an academic and an operational lens, particularly planning, change management and communications. This occurred within an ongoing a cycle of reflection as illustrated in Figure 12 which depicts a deeper layer that reveals the iterative data-focussed activities occurring within that intersection; the chronological unfolding of which is discussed later in this chapter.

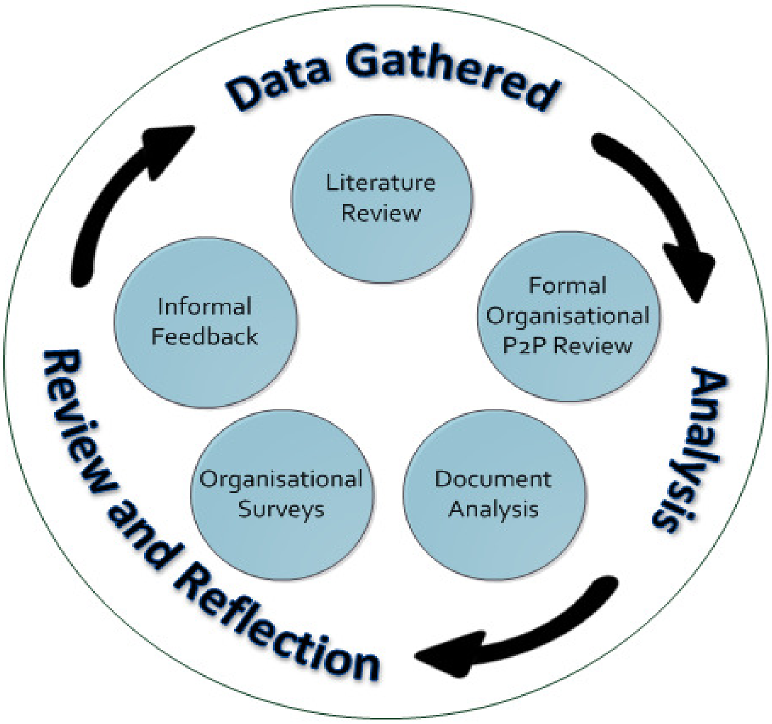


Figure 12. Research approach to this Innovation Portfolio Project (developed for this Innovation Portfolio Project).

Subsequently, a more formal evaluation occurred during a P2P review, which led to P2P's continuous improvement and further development. A customer satisfaction survey as part of the P2P review and subsequent external agency surveys provided further insights into the impact that P2P was having within DFES. A cycle of data gathering, analysis, review and reflection revolved around the key elements of informal feedback, literature review, formal organisational P2P review and organisational surveys with a view to generating ongoing improvement in P2P and forming the fundamental approach to the research.

However, it was obvious that more dynamics were involved. Whilst I had recognised from the commencement of the Innovation Portfolio Project that knowledge about the dynamics and relationships at play, with respect to P2P, might rest in the understandings of the users of the system and those involved with its development and implementation, I was now more persuaded that this was the case. For example, at the beginning of the study my approach was guided by a general interest in how P2P was going and its perception within the agency. Feedback was encouraged by me to be broad to allow for reflection and ideas to develop as P2P was rolled out. The project became a journey of learning with the cycle of action learning informing the research design.

The dynamic iterative and cyclical approach suggested that data collection and analysis were concomitant. Each successive repetition involved reflecting on what had been learnt so far and using the insights gained to further refine the research conceptual framework and importantly the innovation itself. With each repetition my understanding of the dynamics of P2P progressed. However, although cyclical, as depicted in Figure 12, in practice, the progression through repetitions was messy and overlapping which led me to develop the next diagram shown in Figure 13, which illustrates the cyclical nature of data collection, analysis and reflection that was inherent in this study.

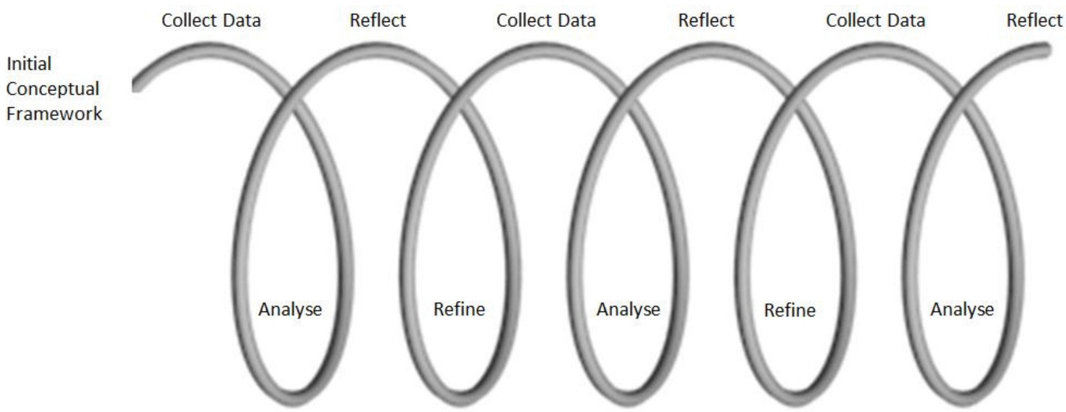


Figure 13. Data Collection and Analysis Cycle (developed for this Innovation Portfolio Project).

The iterative nature of the study, depicted in Figure 13, further supported the decision to adopt an interpretivist/constructivist paradigm to underpin the research approach to the study, as the research purpose is to understand and describe meaningful social action in specific contexts (Neuman, 1997). This approach is consistent with the proposition that participants in P2P would be an ongoing rich source of knowledge about its implementation and operation. Hence, with each data collection cycle I reflected on how people were responding to the data collection approach, the sort of information that was being gathered and how it aligned with my overall approach.

The P2P Action Research/Developmental Evaluation framework became a useful tool in that it allowed me to embed my reflections in action at different phases of the project. The cycle of data collection, analysis, reflection and refinement is typical of action research approach in that interventions are consciously implemented, observed and refined (Dick, 2002).

Rigorous Research

Even though I had decided on an Action Research/Development Evaluation framework, it was imperative, according to Yin (2003), that I could demonstrate that my research was rigorous. Yin noted that some modes of qualitative research have been criticised for lack of scientific rigour and basis for generalisation (Yin, 2003). However Guba and Lincoln (2005) argue that scientific rigour and generalisation should be differentiated from the evaluation of qualitative inquiry, which requires the faithful representation of the issues under study. This builds on Pettigrew's (2001) critique of the false dichotomy of rigour versus relevance in academic inquiry and the need to employ the relative strengths of different research paradigms and methods to understand complex organisations. My Innovation Portfolio Project approach was undertaken to ensure the issues under study have been robustly researched and faithfully represented (Lincoln & Guba 1985; Penman 2000). To assist me to in my quest towards robust research I used Cooksey's paradigm-independent meta-criteria for social and behavioural research. These inter-related meta-criteria were used as a basis to consider the quality, coherence and value of this Innovation Portfolio Project. Cooksey argues,

> …the ultimate test of research quality and contribution lies in its power to convince those who stand to be informed by it. Judgments of 'convincingness' are influenced by a set of 12 inter-connected meta-criteria, each targeting an aspect of the research act or story (Cooksey, 2008, p. 12).

Cooksey's mind-map and trigger questions and prompts, which assisted in the planning and evaluation of this research, are contained in Appendix 2.

Throughout the Innovation Portfolio Project I was conscious of not inadvertently introducing any possible biases or means of researching into the project. Having regard to the real life setting in which I was working and researching the threat of contextual bias was always present and the elimination of these contextual biases was challenging (Mason, McKenney, & Copeland, 1997). I was also heartened by Heidegger' assertion (1962, cited in Packer & Addison, 1989) that unless researchers are totally isolated from the real world, they will have some preliminary understanding of what the phenomenon is and what possible things might be occurring. In addition, having regard to the fact that this research was being conducted in a real work setting, I was aware that at times I had to trade tightness of control for 'richness of reality' (Mason et al., 1997, p.308).

I am confident that this trade-off in no way diluted my research. I make this claim as throughout this research project, and subsequently my dialogical reasoning process, I was always aware of my emergency management background (Police and Fire) and the prejudices and biases that guided me to this research destination. The critical task for me was to distinguish between the true prejudices and biases by which I understood, and the false ones from which I misunderstood, the phenomenon (Gadamer 1976 as cited in Klein & Myers, 1999, p.76)

At all times I was aware of this critical task and the need to maintain transparency and authenticity, particularly when engaged in dialogue, practical implementation, review and reflection. I had to ensure I accessed genuine feedback from the voices and perspectives of the participants, ensuring that I was not collecting lip service. This was crucial, given my position in the agency as CEO. Whilst I strived to be open and transparent throughout the research process, the literature demonstrated a divergence of views as to what criteria should be used to judge whether a research process has accessed and has faithfully represented the issues under study (Schwandt 1996; Gubrium & Holstein 2000).

My choice of having a range of data gathering sources mitigated the potential for me, as researcher and as CEO, to introduce sources of bias into the study as opposed to selecting a single approach that might constrain the capacity of participants to express their own understandings in their own ways. This can occur when the selected data gathering strategy is too narrow to be welcoming and receptive to open conversations and meaningful participant engagement. This confirmed the appropriateness of my selection of an open and broad data gathering strategy for the study of P2P, in the sense that it would accommodate quality informal feedback, commentary and semi-structured data collection (Whitehead, 2009; Williams, 2004). Additionally, the iterative process as outlined above would also diminish the impact of any potential bias.

A researcher can also introduce bias into a study when a chosen method of obtaining data is better suited to some individuals than others. Stakeholders in P2P took advantage of the range of ways which was made available to provide input to assist the development of P2P and its study. Throughout the research process, I made a deliberate effort to be open to individuals expressing themselves in ways that were different to those either preferred or anticipated by me. For example, I would never shut down a discussion if it wandered off the topic of P2P allowing for free flowing feedback.

Another source of researcher bias can be from a researcher's choice of whom to invite to participate in a study. If a researcher is too narrow in their scope, the results can be become biased and misleading. However, in this Innovation Portfolio Project, feedback was open and encouraged from the entire Fire and Emergency Services community, both Volunteer and Career personnel, including users and non-users of P2P. In the case of this study, this potential bias was mitigated by my engagement across a wide and unrestricted spectrum of engagees. For the purpose of this Innovation Portfolio Project, this wider engagement encouraged a diversity of perspectives on P2P.

Describing the Research Steps and Analytical Processes

Having described the Action Research/Developmental Evaluation framework and the selected research paradigm, this section articulates the individual research steps and analytical processes followed during the course of this study. As previously articulated, these steps involved a cycle of data gathering, analysis, review and reflection revolved around the key elements of informal feedback, formal organisational P2P review, document analysis and organisational surveys with a view to establishing and understanding P2P in a broader agency improvement context. In this study, the data were interpreted with a view to informing knowledge about P2P and implications for management. This was facilitated in the choice to construct cognitive maps from the data as they provided a means for representing themes for action that participants had articulated in their feedback. A conscious effort was also made to document and reflect upon this reasoning in constructing and interpreting the information. This made it possible to be explicit about the reasoning when reporting the results of the interpretive analyses. In the conduct of the interpretive analyses, care was taken to ensure that the inferences drawn from the data accurately reflected the evidence present in the data. This involved checking for, and reflecting on, corroborative and contradictory evidence within and across individual feedback. At all times I was conscious of not allowing my perspective as researcher, or indeed as Commissioner, to have any bearing on the interpretations I was drawing from observations made by participants. At times, I found this challenging and occasionally resorted to using peers as a sounding board to ensure an unbiased interpretation of the material.

At the commencement of the cycle, I engaged in the collection of informal feedback from the full range of stakeholders, consisting of members of staff and volunteers. This helped inform the background, context and environment for the introduction of P2P as the implementation progressed and was embedded within DFES. A comprehensive literature review, as described in Chapter 2, further informed the context of the operational environment and assisted in the consideration of issues for the Innovation Portfolio Project. An academic perspective was applied to emerging considerations, particularly change management aspects and communications planning to support a cycle of ongoing reflection. Next, a more formal evaluation occurred during a P2P Review, which led to P2P's continuous improvement and further development. A customer satisfaction survey as part of the P2P review and subsequent separate but related internal agency surveys provided further insights into the impact P2P was having within DFES.

I recognised from the commencement of the Innovation Portfolio Project that knowledge about the dynamics and relationships at play with respect to P2P would rest in the understandings of the users of the system and those involved with its development and implementation. This suggested that the data gathering strategy should be as broad as possible at the beginning of the study and the opportunity would then exist to develop it as more was learnt about the system through my engagement with the stakeholders and feedback mechanisms that might take place as P2P took shape. At the beginning of the study the approach was guided by a general interest in how P2P was going and its perception within the agency. Feedback was encouraged by me to be broad to allow for reflection and ideas to develop as P2P was rolled out. The Innovation Portfolio Project became a journey with a cycle of learning informing the design of the next phase of the project.

Informal feedback. With regard to this study, each stage of the data collection cycle involved unstructured feedback, in the form of commentary and observations from the command team, project management personnel, and raw comments deliberately lodged on the P2P system by early adopters. This required me to collect and consider these comments as they were gathered and allowed me to then purposefully target further data from those more likely to yield greater insights. This process provided rich data on the efficacy of the system and emerging costs and benefits. Therefore there were three types of data sampling: firstly, there was opportunistic sampling which consisted of ad hoc comments emerging from informal conversations. Secondly, there was self-selecting sampling which was comprised of conscious individual engagement, including participation in P2P via submitted ideas and their associated commentaries. Finally, there was purposive sampling which was comprised of targeted and purposeful data gathered from key managers and stakeholders. An inductive and thematic analysis was conducted to consider and reconsider the feedback; to identify patterns and to make sense of the data as a whole.

Whilst conducing this thematic analysis I realised that since the launch of the P2P site in December 2011 to the early months of 2012, there had been a significant take up of P2P, with both the submission of ideas and free-flowing commentary. This commentary took the form of both feedback on P2P itself and with respect to submitted ideas. This unstructured, opportunistic, unsolicited feedback provided a significant opportunity to consider the efficacy of P2P as a practical tool to derive ideas and as a gauge as to whether it was a contributor to positive cultural change.

When answering the question: “Where does Action Research fit in the overall schema of strategies for gathering data?” Cooksey and McDonald conclude that

> In this form of research, participants generally control the research agenda, and all gathering is geared toward obtaining evidence that can be used for learning how things need to improve or change, towards planning for what needs to improve or change, and toward showing the effectiveness of implemented changes and improvements (2011, p. 314).

This was not always the case with P2P as on occasions I did exert direction over the research to the extent that I did initiate purposive data gathering, not by directing that submissions should be put onto P2P, which was always to be self-selected by the participants, but information was gathered by me through targeted general discussion soliciting feedback. The purposive discussion environment varied from casual conversation to formal meetings held at different rank levels within the organisation. After becoming Commissioner, I regularly visited career fire stations and volunteer brigades, groups or units to allow for information gathering through broad interaction with the ‘troops’. The data gathering strategy was in the form of an interaction-based semi-structured interview. P2P was always both advertised and canvassed during these visits. The conversation was naturally flowing, but as a researcher I would ensure P2P was touched upon and discussed. I allowed the topic to be canvassed in as broad and open a way as possible. This approach allowed for honest and contextually based feedback and aided the early identification of emerging side issues.

After P2P went live, additional evidence was available from the ideas and commentary as it was submitted into the P2P system and feedback provided by attendees at three annual Volunteer Emergency Service conferences. Further detail with respect to these conferences is discussed in Chapter Four. I made a written record of the comments arising from these interactions and submissions, and also recorded the number of times the same comments were repeated.

The data provided an opportunity to preliminarily evaluate the need for P2P and, in a short space of time since its 'go live' it also enabled management to form a view as to the early impact of the project and make some business process adjustments.

Unstructured and informal feedback and commentary was ongoing from the commencement of the project. Relying on this feedback enabled me to form a preliminary view with respect to P2P, but based on my professional knowledge and judgement, I formed the view that a more structured consideration of P2P was also required. This more structured review was intended to confirm my preliminary view both with respect to P2P and the extant agency environment. Not only did the P2P Review do this but it also supported a future corporate investment decision for further spend on P2P. This aspect is canvassed in Chapter 4 under the heading of "P2P Changes and Relaunch."

As a result, the second step involved a more formal review of the current state of the project to date. This review, outlined below and described in detail in Chapter 4, considered the outcomes and benefits thus far, P2P activity and stakeholder take-up. A Strengths Weaknesses

Opportunities and Threat (SWOT) analysis and a customer satisfaction survey formed part of this step.

Formal organisational review of P2P. I endorsed and appointed an internal team, including a member of my Corporate Leadership Team (CLT) and a member of the P2P implementation team to oversee the call for quotations from eligible contractors, under a government ICT Common Use Contract (14008). The team reported directly to me and I initiated a process that resulted in a consultant company, Leman Nominees Pty. Ltd., being commissioned to conduct a review of P2P specifically to canvas, with all possible users, the following terms of reference.

To review P2P functionality that would:

- attract and retain active users of the portal;
- recommend changes to the tool and supporting processes to ensure effective use of the portal;
- report on reporting mechanisms around P2P; and
- identify any benefits identified at the outset and subsequently realised from the P2P establishment project

(Department of Fire and Emergency Services, 2013).

A period of four weeks was initially allowed for the review which reported to me. Together with the review team I considered a final draft report written by the consultant principal, Colin Leman, which was available from March 13, 2013 and tabled at the CLT.

The approach taken for the review was to:

- agree the scope and approach;

- identify and interview DFES personnel;
- identify material to be reviewed;
- conduct a SWOT analysis; and
- develop and conduct a customer satisfaction survey.

The review recommended the redesign of processes and procedures, further investment in the IT support systems and additional resource requirements. The findings of the review prompted further informal commentary and feedback. It became apparent that it would be beneficial to supplement subsequent waves of informal feedback with structured feedback in the form of a customer satisfaction survey, which was available to me as secondary data and provided reportable results for this Innovation Portfolio Project.

Customer satisfaction survey. As part of the Formal Organisational P2P Review, structured feedback was obtained by use of a customer satisfaction survey designed by the P2P project team. The survey was in the form of a short questionnaire that was made available to all P2P users. A copy of the customer satisfaction survey questions is shown in Table 2.

Table 2

Customer Satisfaction Survey Questions

Q: Which best describes your role? A: Corporate Operational Volunteer
Q: Have you used the Portal2Progress system since registering to either post a new idea, comment on an existing idea or just to simply view it? A: Yes No
Q: Please indicate the reason(s) why you have never used Portal2Progress A: I have not had any appropriate ideas I am not interested in portal2progress I do not have the time It is difficult to use I do not have regular access to a computer I would use it if it was improved I do not believe ideas would be taken seriously I am registered and will use it when the occasion arises
Q: Which statement(s) best describe your experience of Portal2Progress? A: It was easy to register and log-in

It was easy to navigate and find what I wanted It was easy to view, comment and post new ideas I will continue to use it I have ideas as to how it can be improved It provides me with a direct line of communication with the Corporate Leadership Team It has improved the flow of information
Q: When was the last time you accessed Portal2Progress? A: In the last 3 months Between 3 and 6 months Between 6 and 12 months
Q: How regularly do you use Portal2Progress? A: Daily Weekly Monthly Less than Monthly
Q: Have you posted an idea on Portal2Progress? A: Yes No
Q: How would you rate your overall experience of Portal2Progress? A: Good Reasonable Disappointing

Q: What factors made your experience less than good? A: I do not believe my idea was given adequate consideration I was not happy with the response that I received I was not communicated with throughout the process The response was not received in an acceptable time The response did not result in any clear action or change
Q: Which statement(s) best explain why you have never posted an idea? A: I have not had any appropriate Ideas I am not keen to share my ideas through Portal2Progress There is no point in posting ideas on Portal2Progress as they do not appear to go anywhere I do not believe my idea would be taken seriously It is too difficult to use Portal2Progress I submit ideas through my Command management
What changes would you like to see made to Portal2Progress? (This was the only free text question)

Completion was sought from P2P members as requested in the following email authorised by me on February 12, 2013.

Table 3

Internal communication regarding Portal2Progress (DFES Corporate email, 2013)

From: DFES Announcement
Sent: Tuesday, 12 February 2013 12:00 PM
To: Portal2Progress
Subject: Department of Fire and Emergency Services - Portal2Progress (P2P) Survey

Dear Portal2Progress Members,

Portal2Progress (P2P) has now been operating for over a year and we are keen to get your feedback as you are the essential users of the system.

P2P has been very successful and we have registered 900 users and received close to 400 ideas from you. We now want to get your feedback and see how we can make it even better.

Below is the link to a short 3 minute survey, which will allow us to collect your feedback on the current system and effectiveness. Your feedback is very important to ensure that we keep P2P as a key organisational tool and tailor it to your needs now that you have had the experience of it for over a year.

We appreciate your time in assisting us with this survey and would appreciate your response by close of business next Wednesday 20 February 2013.

Survey Link: *https://www.surveymonkey.com/s/QG3DTB3*
Kind Regards
The P2P Team
E: Portal2progress@dfes.wa.gov.au

The feedback was obtained outside of the P2P system utilising an online, commercially available tool called ‘Survey Monkey’. The results from the survey monkey instrument are contained in Appendix 3.

Organisational surveys. Additionally, separately but relevant to P2P, four coincidental organisational surveys were undertaken for or on behalf of DFES in the usual and ordinary course of business. These surveys provided secondary data which were useful in the analysis of P2P with respect to agency/employee/volunteer interaction and arguably, to a lesser or greater extent, as relevant indicators of cultural change. As expounded in Chapter 4, these surveys allowed for the consideration of data that in turn led to further modifications in P2P.

Two of these organisational surveys were Employee Perceptions Surveys conducted by the Western Australian Public Sector Commission in 2012 and 2014. Eight questions were repeated in both surveys that have relevance to this Innovation Portfolio Project. Depending on the question, participants used a rating scale to rate the extent to which they disagreed or agreed with a statement or the extent to which they felt dissatisfied or satisfied with aspects of their current role. There was also a response option titled ‘don’t know or doesn’t apply’. The questions used in addition to their rating scale are presented in Table 4.

Table 4

Questions taken from the Western Australian Public Sector Commission Survey (2012) & (2014)

Question	Rating Scale
In relation to your current job, how satisfied are you with the job overall?	Satisfaction/Dissatisfaction
In relation to your current job, how satisfied are you with your agency as an employer?	Satisfaction/Dissatisfaction
My job allows me to utilise my skills knowledge and abilities.	Agree/Disagree
I am proud to work in the Western Australian Public Sector.	Agree/Disagree
In your work area, communication between senior managers and other employees is effective?	Agree/Disagree
Your input is adequately sought and considered about decisions that directly affect you?	Agree/Disagree
Good information management practices are promoted and supported in your work area?	Agree/Disagree
Your immediate supervisor makes use of appropriate communication and interpersonal skills when dealing with you?	Agree/Disagree

In September 2013, a Volunteer Engagement Survey was commissioned by DFES to gain an understanding of the experiences of first year emergency services volunteers. A questionnaire consisting of forty-seven questions canvassed a range of issues with respect to new volunteers. There were 340 respondents. DFES engaged the School of Psychology and Exercise Science at Murdoch University to undertake a statistical analysis of responses. Of interest to this Innovation Portfolio Project is Question 27 which asked: “Have you used the DFES Portal to Progress? It’s an opportunity to lodge ideas, issues and concerns around emergency services here in WA.”

In October 2014, a Volunteer Relationship Survey was sent to 6000 volunteers and 250 emergency service partners to gain an understanding of their perceived relationship with DFES. This survey was conducted via survey monkey using a series of open questions covering the key characteristics of good relationships and asking what are DFES's relationship strengths and weaknesses? An independent organisation then coded the responses to themes and analysed the data to identify key messages and trends. Themes relating to relationships were aligned with the organisational values. In total 440 volunteers responded to the survey.

In November 2015, a Brand Survey was commissioned by DFES to a private contractor, 'Painted Dog Research'. This Brand Survey had the overall strategic aim of gaining a comprehensive understanding of stakeholders' perceptions of DFES in order to provide the agency with direction on how to evolve as an organisation, as well as anticipate and respond to the needs of the community and its operating environment. On-line survey instruments were conducted with community members (n =1054), members of staff (n = 404), volunteers (n = 833) and related stakeholders (n = 177) covering a broad range of questions. The utility of this survey to P2P was only in the accompanying verbatim unprompted comments that were considered in scope for this Innovation Portfolio Project and answers given to a specific question on how DFES can improve on its key functions.

Consideration of the information from this gathered data provided opportunity for wider reflection and subsequently enabled better grounded decision-making on the way forward with respect to P2P. Theoretical and practical learnings gleaned from the research at this point were then able to be purposefully put to participants during dialogue to stimulate another round of feedback.

Quantitative indicators. During the Innovation Portfolio Project, four quantitative measures were considered that could be derived from P2P system reports. These measures were:

1. P2P Registrations, being new users;
2. Users, being those who logged onto the system;
3. Ideas submitted and considered on P2P; and
4. Comments and Voting entered onto the system with respect to existing ideas.

These quantitative measures were examined to detail the utilisation and activity on P2P and provided me and my leadership team with insights on those factors that allowed for better short-term management and long term improvement of the system as they could be compared in real time to ongoing project activity.

Approach to analysis. Interpreting and representing the data from each step in the data gathering strategy involved using thematic cognitive maps as well as considering material collated from survey instruments. The fundamental approach was to analyse the data concurrently with data gathering which is consistent with the overarching approach of Action Research as well as with interpretivist/constructivist guiding assumptions. Information was collected in the form of handwritten notes with verbatim commentary being the primary source. Lists were made of this material and a focus on the words used enabled coding. Coding in this Innovation Portfolio Project consisted of attributing to each comment a short descriptive label designed to capture the essence of what was being described. According to Miles, Huberman and Saldaña (2014, p. 73):

> Coding is also a heuristic – a method of discovery. You determine the code for a chunk of data by careful reading and reflection on its core content or meaning. This gives you intimate, interpretive familiarity with every datum in the corpus.

This step was intended to give meaning to what was being expressed. I coded using a thematic identification process. I used the words or short phrases as articulated by the participants to best describe what they themselves were saying. Again, according to Miles, Huberman and Saldaña (2014), this type of coding is appropriate as this Innovation Portfolio Project is a study that is intended to prioritise and honour participants' voices. Once initial codes had been assigned it allowed for codes to be grouped or clustered around a common theme or category. From these common themes agency characteristics could be identified. This material was able to be used at scheduled project meetings and then presented to the CLT as a basis for disciplined consideration, where an agreed way forward was considered and endorsed.

The iterative nature of the data gathering affected the evolution of P2P; it was a journey. Originally, data collected was as a result of informal, free-flowing conversations. Over time, efforts to elicit feedback became increasingly semi structured, allowing for ongoing interpretation and reflection on what was occurring with P2P and with the culture of the agency more broadly. With each round of data collection, I observed and reflected on how participants were describing P2P, which provided insights that informed adaptations in its design.

A more considered view of the project was then able to be made, yielding critical insights into the impact, limits and potential future shape and direction of P2P. This resulted in a number of core changes in an endeavour to increase the potential to realise project goals and organisational objectives.

On reflection, data collection was also undertaken in light of insights gained from two key areas of the literature review. The first aspect arose from the literature on organisational change, particularly the focus on how to achieve organisational goals in complex and uncertain environments. The second aspect was derived from the literature on innovation, particularly the embedding of an innovation culture with a willingness to engage in helping to shape the organisation's future. The process of drawing conclusions through thematic mapping began early. When considering initial feedback and commentary, common themes emerged. These initial common themes are discussed in Chapter Four and pre-dated the implementation of P2P, P2P being intended to address the emergent themes.

These themes allowed me to begin to form ideas about key aspects of P2P. By reviewing and thematically sorting the data, I could see characteristics emerging. I also was able to generate ideas about these themes, which gave rise to further consideration of what was happening within DFES and emergent opportunities for the implementation and improvement of P2P became evident. These improvements were implemented and then a fresh cycle of feedback and data collection began.

With the addition of new data, both unstructured and structured, I was then able to add to my understanding and to pursue those early propositions and to examine the additional data for other conclusions. With each iteration of the Action Research process the endeavour was to examine the individual themes which had been identified. All of the ideas generated on the system were considered by grouping them into common themes which enabled an increased understanding of P2P and its dynamics within the organisation. Often it became evident that there was more than one theme captured by an idea or comment, and so it was split. At other times, after consideration and reflection it became clear that feedback should be combined, or one theme subsumed within another. Eventually, I was able to form a practical view of all the data on each theme.

Ethical considerations. The study was approved by the Human Research Ethics Committee of the University of New England (UNE) (Approval No. HE15-261) (Appendix 4). During the course of the study, non-substantial changes in project configuration led to a slight change in the portfolio’s title from what is reflected in the original Ethics Approval, Information Sheet to Participants and Consent Form. This had no bearing on the conduct of the study.

As part of the process for ensuring ethical protection of participant and non-participant identities, any screen shots of P2P postings and any promotional materials associated with P2P displayed within this portfolio will have faces and identities obscured or blocked out in order to protect the privacy of individuals. As well, where any utterances are quoted from participants, they will be de-identified through the use of generic labels, such as ‘Officer’.

Writing style. The writing style of this Innovation Portfolio Project is intended to be a functional, descriptive narrative with respect to the innovation itself so that a colleague might easily follow the path the agency took with respect to P2P and its endeavours with respect to cultural change. Beach (2010) would consider this a ‘chronicular’ narrative, being organised around a timeline and causality.

A systematic approach was taken to the Innovation Portfolio Project as a whole, by developing a review of the literature, identifying the methodological approach to explore the project from practical point of view.

The evaluation aspects of the portfolio are considered with an academic writer’s persona, in an endeavour to preserve a distance between writer and writings, albeit this is entirely inconsistent with the fact that the researcher is engaged and immersed in P2P from the beginning. This might be considered a ‘paradigmatic’ style as it is written within the constraints of an intellectual or academic structure, viewpoint or practice (Beach 2010).

The interlaced reflections are personal and more subjective. The writing style, to the extent that the author is able, is intended to be warmer and more personable. This I would liken to an autoethnographical approach to writing, being a constructive and interpretive process where, as Chang describes, the “…writing does not merely tell stories about yourself garnished with details, but actively interprets your stories to make sense of how they are connected" (Chang, 2007, p. 149).

Summary

In this chapter the overarching approach that was used to gather and analyse multiple aspects of P2P and the organisational culture within DFES was justified and described. Consistent with an Action Research/Developmental Evaluation approach, an interpretive/constructivist methodological perspective guided the research paradigm and data gathering strategies and analysis. Key features of the overarching approach were the cyclical nature of the research process and the incorporation of learning outcomes as P2P was being introduced and embedded in the agency.

Chapter Four - Innovation Portfolio Project

> *The way to get good ideas is to get lots of ideas and throw the bad ones away.*
>
> ***L. C. Pauling. Scientist. b1901***

Organisational Structure Developments

I knew from experience that one of the key challenges to implementing my Innovation Project was to ensure that it was properly integrated within the structure of the organisation and that the organisational structure was conducive to accommodating P2P. I identified that if it were to succeed, it would also need to be 'fit for purpose' and supported with effective systems and processes including clearly described and assigned accountabilities and relationships.

Additionally, I recognised that it would be a far more powerful initiative with greater opportunity for success, if it was imbedded into a framework of mutually reinforcing approaches to increase engagement such as embracing innovation, focusing effort and delivering on commitments. Unfortunately, these necessary corporate characteristics were not well entrenched within the organisation at the time of my appointment. This was evidenced early during my handover review, which in turn became a catalyst for me to initiate changes in the structure, standards, systems and style of the agency as specified in an interim strategic plan entitled New Beginnings 2024 (Department of Fire and Emergency Services, 2012). This led to me establishing a new Corporate Leadership Team (CLT), which was not an easy task as it involved replacing senior personnel and recruiting new ones into key roles within the agency. Once the new CLT was established, there was a collaborative approach to determine a way forward that would give effect to improvements in those characteristics that I had identified as lacking. This ultimately resulted in a new Strategic Plan, which was supported by the Minister (Department of Fire and Emergency Services, 2012).

It was not lost on me that I was appointed with a mandate to reform, in part due to criticism of the organisation's failure to deliver effective services (Keelty, 2011). The eyes of the world, or at least Western Australia, would be on the new CLT and I was extremely cognisant that I needed to demonstrate that a continuation of the status quo was no longer sustainable. I was confident that my new CLT were fully engaged in developing and implementing the new strategic plan as a blueprint to address agency performance.

New corporate governance structure. One of my early observations of the DFES was the lack of an appropriate corporate governance structure, specifically relating to project management structure, systems and processes that would enable it to conduct its business in general, or give effect to the specific recommendations of the Bushfire Report in particular. Apart from mandatory reporting to treasury on financial expenditure and limited key performance indicators, there was little or no formal corporate governance to deal with the vast array of complex functions required of a contemporary emergency service organisation. In order to address the lack of a formal project management framework, following a number of workshops, the CLT proposed and endorsed an initiative for the establishment of the Strategic Program Office (SPO). This Office contained three separate business units the Project Management Office (PMO), the Strategic Alignment Office (SAO) and the Change Management Office (CMO) as core elements of the new organisational structure.

The brief of the new SPO was to oversee the governance of the organisation's Program of Works (POW). The SPO was specifically focussed on project management, and the strategic alignment of projects. These functions provide the guidance, support and compliance service across all corporate projects within DFES. The SPO was focussed on ensuring the agency's POW was aligned to its new Strategic Plan. Its function is focussed on ensuring that all ideas and initiatives, from whatever source, government initiatives or other corporate initiatives are assessed for strategic alignment, organisational capacity and business priority. The SPO was to manage all aspects of change management resulting from the POW. This function ensures that the changes to work practices and processes are understood and accepted by staff, and ensures impacts are recognised and addressed effectively through leadership engagement, communications, training, and user support

The SPO is made up of up to six members of staff, supplemented by project officers on a needs basis and its members were specifically recruited with the appropriate project management and change management skills and experience. Having regards to the significance of the three new offices, the CLT determined they would sit within the Governance and Strategy Command, which reports to me as Commissioner. The relative position of the SPO is displayed in Figure 14.

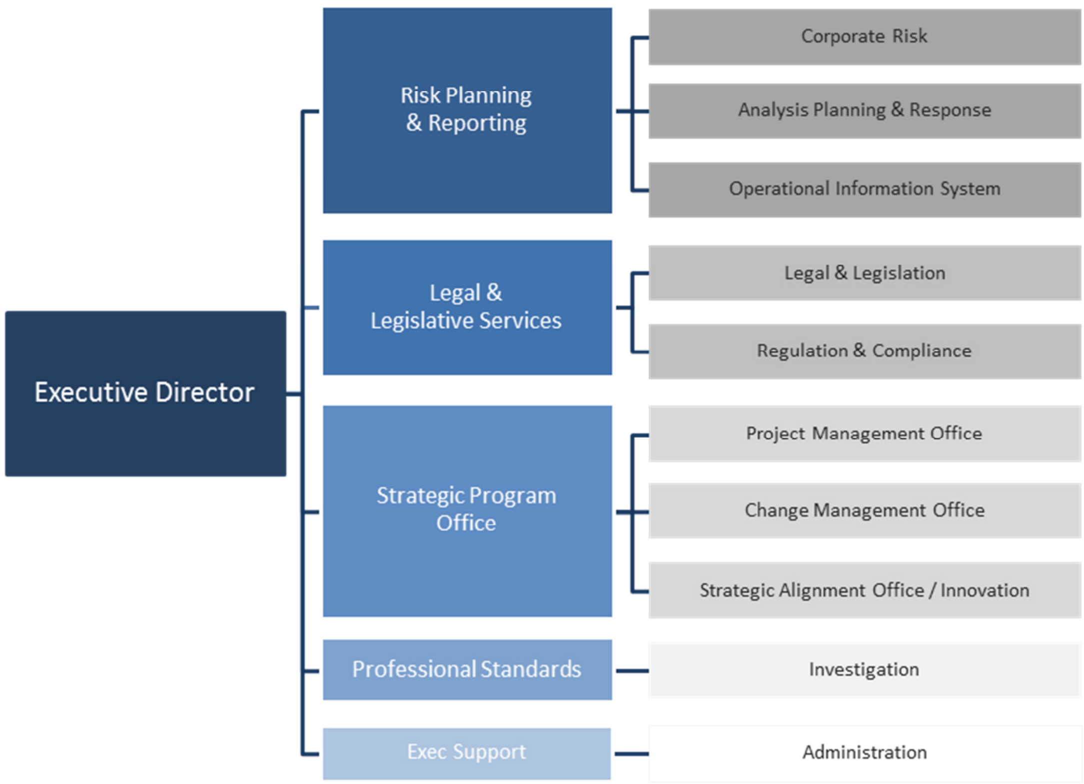


Figure 14. Position of Strategic Program Office (SPO) within the DFES Organisational Structure.

Under the new governance arrangements, the agency's POW would include all CLT approved high risk and high cost projects in DFES, including P2P, which was being commenced in parallel with the establishment of the SPO and would be the inaugural project to be conducted under the new governance arrangements. Whilst there was a great deal of 'business as usual' activity being undertaken within the organisation, a POW was established to capture ongoing projects that the CLT determined had strategic importance. A project could be of a capital nature, such as the designing and commissioning of the agency's vehicle fleet or operational in nature, such as the purchase of protective clothing and equipment. The new arrangements would oversee projects where certainty of delivery was of a high importance to the agency and thereby warranted sound governance with respect to cost, quality of outputs and timeliness. A notable exception to this governance framework is the management of the agency's capital building program which is subject to Department of Treasury protocols and oversight.

The remit of the newly established offices also included providing enterprise-wide support and guidance for all projects from conception through planning, execution and closure. The SPO was also specifically charged with providing the CLT with the information, advice and capacity to:

1. evaluate initiatives against current commitments;
2. compare the relative benefits versus cost of proposals;
3. allocate appropriate skills and capacity to initiatives;
4. monitor ongoing alignment between initiatives and strategic objectives; and
5. coordinate the transition of deliverables into operations.

I observed over time that the new governance structure, as a consistent approach, provided benefits including:

1. increasing the strategic impact of project outcomes as they were now aligned to the new Strategic Plan by the SAO;
2. reducing the costs associated with overlap or duplication of initiatives through alignment by the SAO;
3. providing an overarching governance framework across all projects within DFES by all three offices;
4. providing standard processes, methodologies and approaches to all projects through the SPO; and
5. providing the CLT with a mechanism to ensure that all projects are transparent, in alignment with DFES strategic plans and realise the optimum return on investment (ROI) by all three offices.

The new governance structure was specifically designed to facilitate the adoption of innovation and complement the strategic planning cycle and communicate the changes. By establishing the SPO, individual members of the CLT gained greater visibility of their specific project roles and responsibilities. This noticeably increased their willingness to get directly involved and engage with project delivery. They increased, rather than abrogated, their personal and collective responsibility for the success of corporate projects by mandating that each and every corporate project commissioned was to be sponsored by a CLT member who was to remain accountable for that project until its closure. Further embracing their responsibilities, all members of the CLT formed a sub-committee, known as the Program Management Committee (PMC), which would oversee progress of the organisation’s entire POW.

The implementation of the new governance arrangements saw a marked increase in successful project delivery within the department. As an example, to facilitate the progression of ideas and projects already underway within FESA, the P2P team co-ordinated an in-flight projects census. This census identified approximately 149 activities and initiatives supposedly underway within FESA (Appendix 5). This information was handed-over to the Strategic Program Office (SPO) which conducted a case-by-case assessment of each project/initiative and identified those that warranted migration to the new reporting and governance arrangements of the new SPO, which saw all those transferred subsequently completed. Those projects that weren't accepted were either referred for business as usual as and when resourcing allowed or ceased.

My leadership team then had greater visibility of all project activity and was empowered to sponsor, track and measure the progress of initiatives and the outcomes they delivered.

Importantly, to assist DFES as it moved forward in its new way of doing business, the SPO constructed a suite of processes, procedures and templates, which had been developed in line with the needs of individual business areas (See Figure 15). Future users of the SPO processes were engaged in the testing of concepts, templates or proformas advocated by the SPO. These concepts, templates and proformas were subsequently adopted for projects emanating from P2P. Users were thus provided an opportunity to furnish commentary on emerging issues or difficulties or indeed any anticipated or likely unintended impacts on future projects. It was intended that this would ultimately encourage buy-in and result in better products. The templates were a suite of pre-formed written guides to be completed at various stages of projects. The SPO also provided supportive training, coaching and ongoing advice and support to enable the adoption of the prescribed processes, procedures and templates for future projects for all involved.

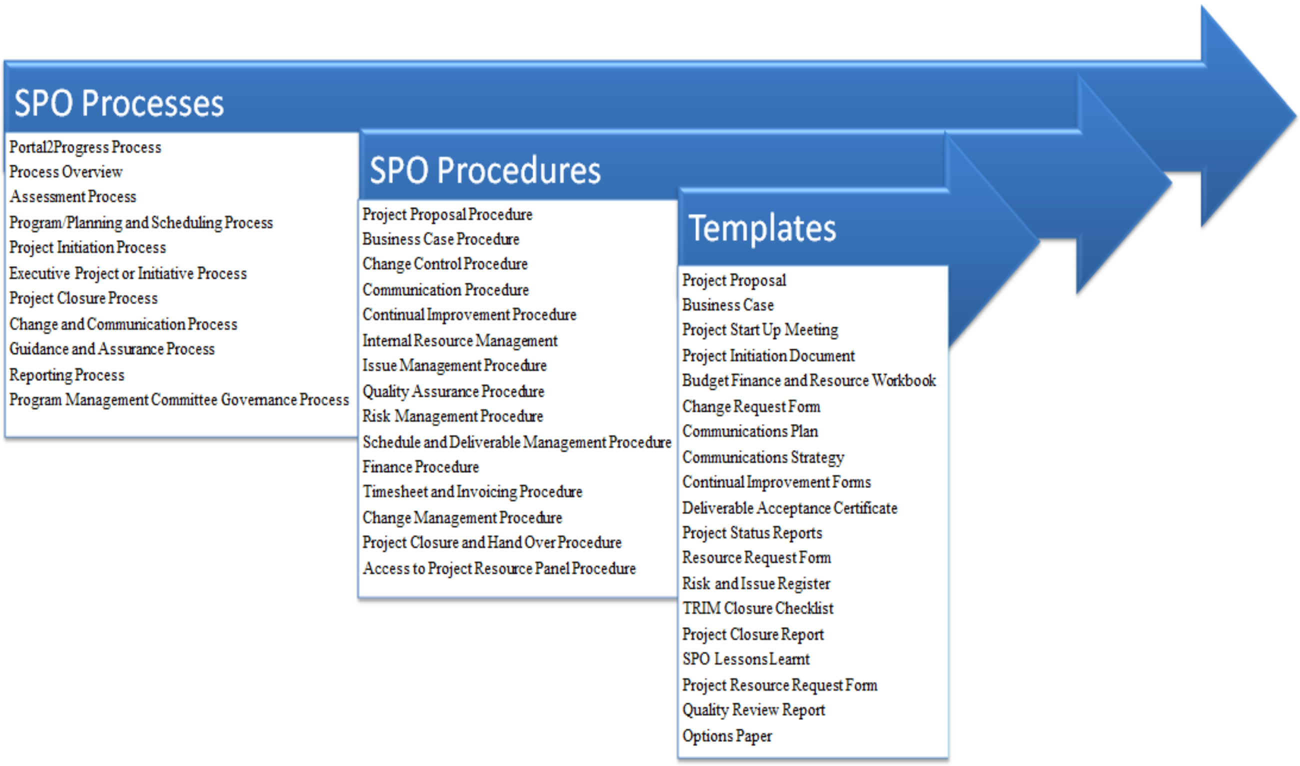


Figure 15. SPO Process, Procedures and Templates.

The majority of these prescribed procedures, processes and templates were based on an open source methodology known as PRINCE2 and were carefully tailored to meet our organisation's needs.

PRINCE2

From the commencement of my Innovation Portfolio Project, I was acutely aware of the need to ensure effective project delivery as well as fostering shared understanding of what I was endeavouring to bring about with P2P. Effective project delivery was also essential for the delivery and sustainability of the P2P. I wanted structures and systems in place that not only ensured the innovation portal was delivered effectively, but also that ideas committed to from P2P also had every chance of successful implementation. At this point I was satisfied that DFES had established the appropriate governance structure with the SPO, however, there was now a need ensure that everyone adopted the same project management system. I directed that the project management protocols of PRINCE2, which only the Information Technology (IT) department had been using in a very limited and ad hoc way, be formalised, expanded upon and implemented across all of the agency's business activities. As a result, DFES adopted PRINCE2 as an agency-wide project management methodology for all high risk, high cost corporate initiatives.

I endorsed PRINCE2 as it involved a more 'structured' project management approach than other contemporary methodologies. Given the lack of organisational maturity in project management at FESA, I was of the view that a structured approach would increase our opportunity for success by embedding a visible, useable and understandable process within the agency. I was comfortable with making this endorsement having successfully utilised PRINCE2 previously in WAPOL.

PRINCE2 is an acronym for the second version of **PR**ojects **IN** **C**ontrolled **E**nvironments and is a de facto process-based method for effective project management. The PRINCE2 method was developed by the UK Office of Government Commerce and its predecessors and is now in the public domain. It offers non-proprietorial best practice guidance on project management (ILX Group, 2015). According to Axelos, the key features of PRINCE2 are:

- continued business justification;
- learn from experience;
- defined roles and responsibilities;
- manage by stages;
- manage by exception;
- focus on products; and
- tailor to suit the project environment (Axelos, 2015, p. 1).

By utilising PRINCE2, projects are subjected to ongoing consideration to ensure they have a continued business justification. This means that there is a corporate mandate to start a project, which must remain valid throughout the life of the project. As mentioned earlier, this principle was particularly relevant for DFES considering the significant number of projects underway on my arrival that had no formal documented justification. During this ongoing consideration, project teams were expected to learn from previous experience. Lessons learned were sought, recorded and acted upon throughout the project life cycle. Lessons were also applied from previous projects in order to learn from the experience of others and to improve the way future projects were delivered. This approach became important for P2P as it was the first project initiated, executed and closed following the establishment of the new governance arrangements in the department. As a result, it provided significant learnings for other projects.

Projects that are managed in accordance with the new arrangements ensure defined and agreed-upon roles and responsibilities are followed. With respect to P2P, this enabled the project to be well-managed and delivered on time, notwithstanding the number of stakeholders. The project was planned in management stages that created control points throughout the life of the project and this approach allowed the implementation to be monitored and controlled on a stage-by-stage basis. At the end of each management stage, the project was reviewed to see if it was still likely to deliver on its business case expectations. This new governance arrangement was a significant shift for the culture of DFES when, prior to its adoption, individuals had set their own responsibilities and methods with respect to project delivery.

The new processes also defined tolerances for time, cost, quality, scope, risk and benefits to establish limits of delegated authority across the levels of management. This allowed clearly defined accountability and decision-making and the concept of management by exception. Importantly, as P2P was to adopt a web-based product, this project management methodology focussed on defining and delivering products that met their stated quality criteria. This output-oriented approach to projects resulted6 in defining a set of agreed-upon products and then planning the work to accomplish them. So this included ensuring the final product selected to deliver P2P was fit for purpose as an innovation hub for DFES stakeholders.

The ability to 'tailor and scale' the methodology we introduced was extremely important to me. The last thing I wanted to do was introduce processes that were not 'fit for purpose' for people working in the emergency services environment. A key benefit of the new processes is that they can and should be tailored to work for the project's environment, size, complexity, importance, capabilities and risks. This approach was optimum for an agency such as DFES as it has a wide range of complexity across its ongoing business activities including responsibilities for the preservation of life and property, which will always remain our highest priority.

P2P Pre-Implementation

The implementation of P2P was the inaugural project to adopt the new project management governance. As a personal reflection, this was a brave move, by both commencing a bold agency initiative and endeavouring to deliver it under new arrangements. The strong drivers for change demonstrated that such an initiative was urgently needed. This emerged as a result of my research in respect to the thematic analysis of the early informal feedback as depicted in Figure 16.

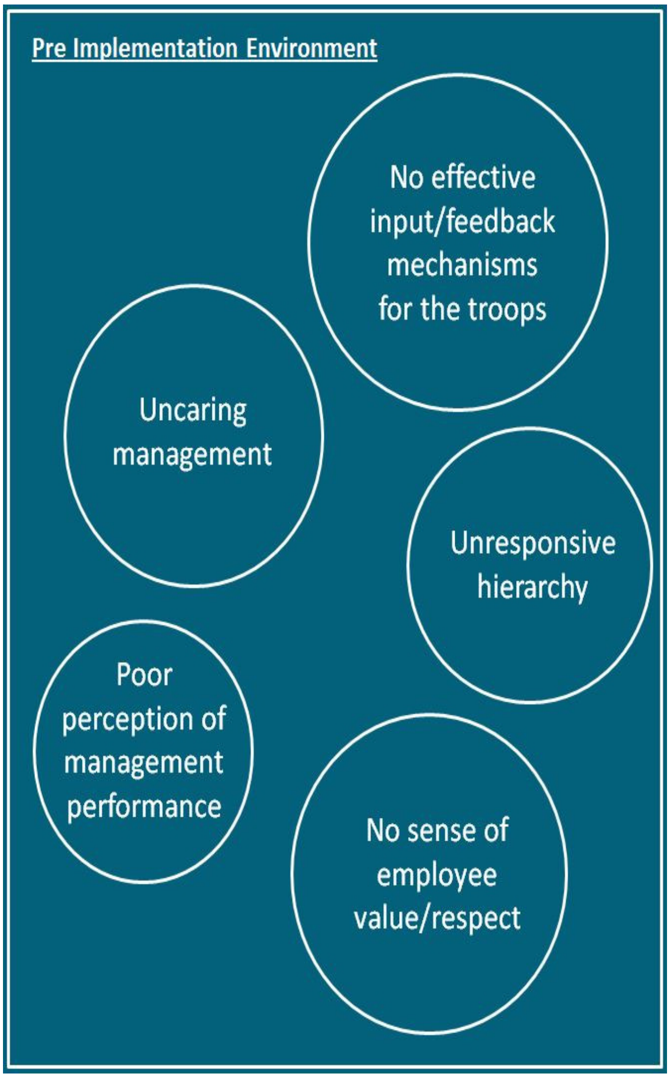


Figure 16. P2P Pre-implementation DFES environment.

On reflection, I might have been more cautious by embarking on a simpler, more business as usual project, perhaps a capital acquisition, to test the new organisational structure and governance arrangements, but I was driven by the sense of urgency to commence P2P. The P2P was an organisational imperative and the SPO structure and PRINCE2 project management were now locked in behind a committed CLT which had endorsed the new way of doing business.

The CLT indicated their commitment to bringing about P2P at regular meetings. They too were convinced that it would provide an opportunity for buy-in from key stakeholders and provide impetus for our ongoing reform endeavours. It did not take long for the idea of P2P to resonate with them. The pre-implementation required clear thinking about the relative importance and potential influence of stakeholders. I reflected on the fact that the success of P2P would depend on my ability to garner support for the project and manage ongoing expectations of key people, including the minister and members of the CLT. Stakeholder analysis was to become an important focus of the project and formed the basis of the communications planning where all stakeholders were identified and key messages developed to ensure they were informed and engaged. I advocated for CLT to accept and embrace a new way of doing business.

I had been given free rein from my political masters to affect the required organisational structural and cultural reform but I considered it was prudent to brief the minister, at least conceptually, to ensure there were no fundamental objections to the strategic intent; none were raised. Looking back at it now, keeping the minister informed on the concept, initiation and progress of P2P and other corporate projects launched by DFES was both prudent and extremely beneficial in managing up. It has enriched our conversations, nourished our relationship and importantly, enabled his buy-in, which I have leveraged on more than one occasion during my tenure at DFES. I now present the minister with an updated POW on a quarterly basis. I confirmed Buchanan's and Badham's (1999) position who highlighted the need to address the political dimensions of change at several levels. As I discussed in chapter two, I adopted their underlying premise that there is a need, as a change agent to do, this (Buchanan & Badham, 1999).

I believed, and as it happened, P2P was likely to adopt a commercial 'off the shelf' approach to its ICT system requirements rather than build a bespoke system in-house. I held this belief as, in my experience, it is the most common approach adopted in government ICT procurement. An 'off the shelf' approach to the project meant it would likely be less expensive and would not require a massive internal resource commitment. Given the political imprimatur, the high level of corporate support and the overwhelming drivers for change, the project was politically, strategically and corporately aligned. It had institutional buy-in. I knew this because as I discussed at the very beginning of this chapter I had secured the commitment of the strategic leadership group to the jointly developed interim strategic plan called *New Beginnings 2024* (Department of Fire and Emergency Services, 2012). In part, this plan was designed to address the cultural reforms that were needed, as articulated in the Bushfire Review (Keelty, 2011). At the interpersonal level, I also had a new leadership team, most of whom I had recently promoted in part on the basis that they were passionate about the reform agenda. The project had no resource constraints.

With Kotter's (1969) steps in mind, I was both the project champion and a key player in the mechanics of the new governance arrangements (Kotter, 1969). In accordance with the newly adopted project management methodology, a project team was assembled and P2P was then best described in the formal Project Proposal as:

> …an initiative designed to capture ideas, suggestions and issues across FESA, including those contributed by volunteers and staff. P2P will govern the review and assessment of business improvement ideas, from submission at the online P2P portal, to adoption as project (or other outcome)… the P2P will support, in conjunction with the Strategic Program Office (SPO) Implementation Project, the broader strategic realignment of the agency's program of works to foster innovation and improve business processes and practices. Strategic outcomes include the enhancement of operational preparedness, capability and response, as well as the overall improvement of service delivery across all areas of FESA business (Fire and Emergency Services Authority of Western Australia, 2011).

It was important to be able to clearly describe the project and its intents from the onset. This would help build the case for change and secure the commitment of early adopters as Rogers had described (Rogers, 2003).

The P2P Implementation Project was established at the end of 2011 with the following project objectives:

1. source, configure and launch a web-based ideas management platform.
2. support the broader strategic alignment of the agency's ongoing business projects to foster innovation and improve business processes and practices.
3. develop and implement processes and procedures required to support the review, and
4. assessment and adoption of projects of viable business improvement ideas lodged on the P2P portal.

These project objectives and the expected benefits were articulated in a formal business case which I authorised in December 2011. The business case also followed the newly adopted agency processes and articulated the business justification to initiate the project and invest the requisite funds (Fire and Emergency Services Authority of Western Australia, 2011).

Gleaned from informal feedback, the key messages that were starting to informally diffuse throughout the agency were that P2P was to be introduced as a process and procedure to capture ideas, support the broader agency review, and help to assess future projects. Informal diffusion such as rumours is not the best way to facilitate organisational communication as it can easily lead to facts being misinterpreted or a distortion in messaging to occur. Therefore, the next challenge was to provide accurate communication on what it was P2P was trying to do and why and what this would mean for members of staff and volunteers. Communications in a large and physically dispersed agency such as DFES is a major challenge. My experience is that organisational communication is always competing with informal networks; the trick is to get the informal networks aligned to the corporate view and this can be achieved through effective organisational communications. Therefore, communications on the project, through stakeholder analysis became an important focus.

The outcomes of the project were clearly articulated by the team in the Project Proposal, and further refined in a formal Communications Strategy (Fire and Emergency Services Authority of Western Australia, 2011) as:

- establishment of a direct line of communication between all FESA staff/volunteers and the CLT (Corporate Leadership Team);
- enhanced employee and volunteer satisfaction by providing an open and transparent system within which staff feel they are able to “have a say”;
- enhanced organisational capability and capacity through the formal recognition of viable ideas and subsequent development/implementation of business improvement projects;
- reduced linkage-blindness and stove-piping within and across business area and portfolio boundaries via enhanced communication and collaboration on ideas and projects;
- fostering an innovation-based approach to the ownership of issues and ideas and to the development of solutions;
- back-capturing of information regarding projects already underway within FESA;
- support and augment the objectives of the PMO (Project Management Office) Implementation Project in facilitating an overall business change to embed a project and PMO culture within FESA;
- demonstrated willingness that the Project Management Office is willing to lead by example in managing the implementation of the P2P initiative within the appropriate project management and governance frameworks; and

- enhanced service delivery across all areas of FESA business

(Fire and Emergency Services Authority of Western Australia, 2001, p. 5).

The four specific objectives of the P2P Implementation Project were refined in the P2P Business Case. These defined what was required to provide the mechanics and business framework to facilitate the objectives of the project (Fire and Emergency Services Authority of Western Australia, 2011).

Objective one was to source, configure and launch a web-based ideas management platform. This was, in essence, the software required to drive the system. There were a number of commercially based off-the-shelf products available on the market; and as discussed earlier, it was likely the agency would select one of these. The question was which one might be the best fit for our impending business needs.

Objective two was to progress an initial round of ideas generated mainly from feedback received from Station Officer Forums, through a complete cycle of the P2P process and adoption as projects (or otherwise). Station Officers had provided a range of initial ideas for business and organisational improvement, which had provided not only justification of the project as key driver for change, that being the need to provide stakeholder engagement channels, but also an initial suite of practical ideas to consider.

Objective three was to continue stakeholder analysis and design a Communications Strategy to facilitate the open and transparent operation of P2P and encourage participation. A structured *Communications Plan* was intended to be rolled out with a preparedness to make adjustments as needed as a result of feedback. The Communications Strategy was also designed to overcome any resistance to the change by encouraging positive, supportive conversations through the construct of its targeted messaging.

Objective four was to develop the processes required for the ongoing management of ideas lodged via P2P, in line with annual budget and reporting cycles. It was intended that once ideas had been submitted and captured, it was important to have a rigorous and defensible business process to evaluate and consider them for inclusion or otherwise in the agency's business planning and budget cycle. The P2P software was to be the front end of the system. The business rules around idea consideration and progression were to be the equally important back end.

I next fully engaged with the project team through management meetings and roundtables to specify how we were to deliver the project objectives. I involved all those concerned with the delivery of the project from the project team, the SPO, and the ICT area. The implementation of P2P was a phased endeavour: Pre-implementation --- Implementation --- Review. I met with the Project Manager and the Executive Director (Governance & Strategy) after each phase. Figure 17 presents a visual chronology of the P2P implementation journey.

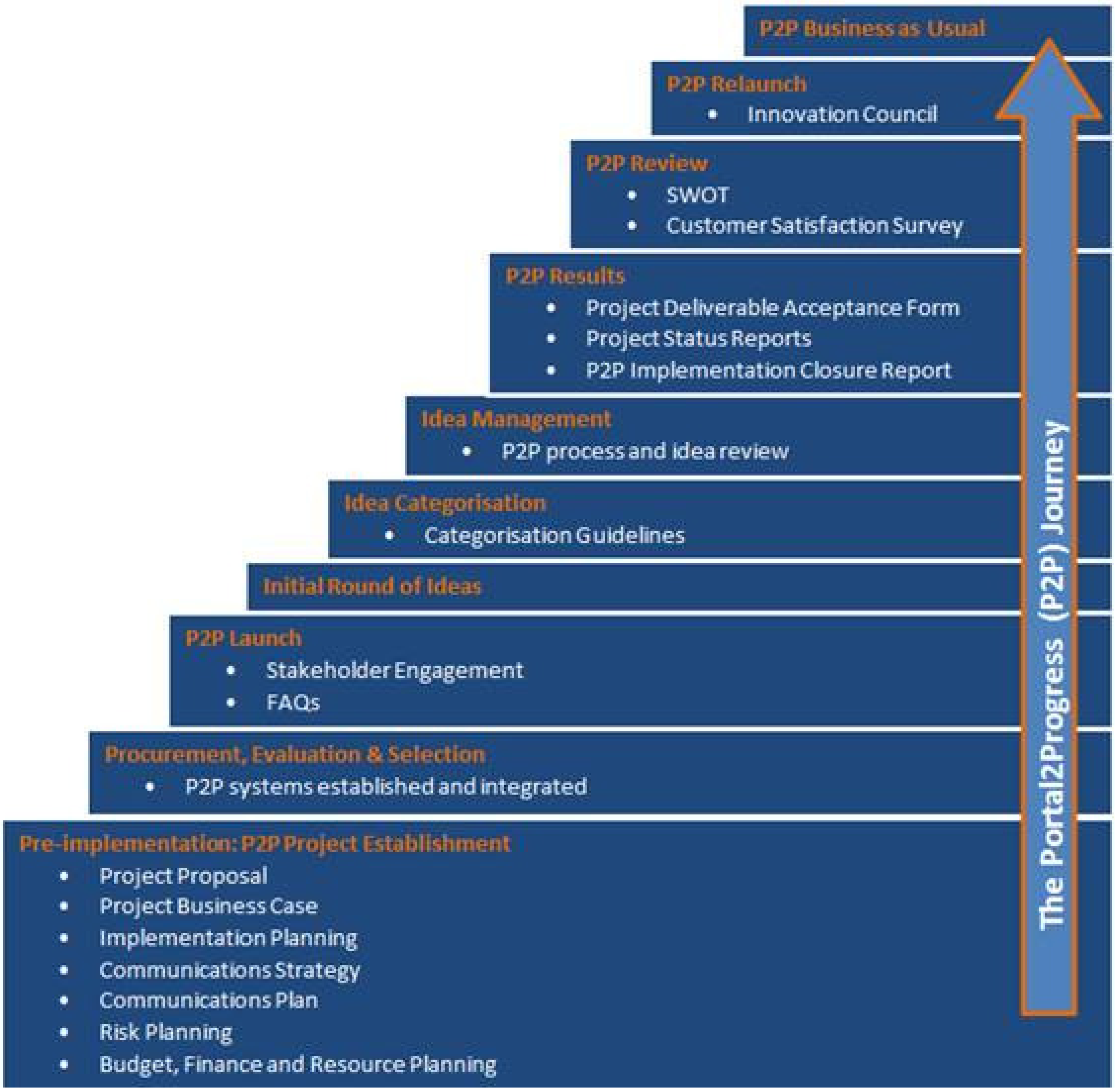


Figure 17. P2P design and Implementation Process (developed for this Innovation Portfolio Project).

As the basis for the implementation of P2P, and as a necessary part of the planning, an important project document is the *Implementation Plan*. This document sets out the baseline against which the project was measured and reported on to the CLT. The Implementation Plan specified required milestones and expected outcomes in detail, reflecting those approved in the Business Case.

The *Implementation Plan* (2011) also covered the development and implementation of the processes and procedures required to support the ideas that might flow from the P2P initiative. I set the purpose of this plan to further define the project, to form the basis for P2P establishment and management and to help with the assessment of the project's overall success. The goal of the *Implementation Plan* was to:

- identify and define the major outcomes of the project;
- identify the major activities to be performed to deliver the outcome(s) of the project;
- provide a considered estimate of the effort needed throughout the course of the project;
- identify the timescales achievable;
- assess the major risks of the project, and the associated counter-measures; and
- identify the overall resource requirements and costs.

My approval of the P2P *Implementation Plan* also conferred approval for the following subordinate products, which formed the essence of the ongoing P2P requirements:

- P2P project management templates,
- P2P financial and resource requirements,
- P2P Communications Strategy,
- Ideas Categorisation Matrix, and
- P2P Ideas Management Processes and Review.

Resource requirements. Costs associated with the tasks and activities required to support the launch of the *Portal2Progress* site on 01 December 2011 were outlined in the *Portal2Progress* Project Proposal and Business Case documents. A summary of all estimated costs associated with the project is provided in Tables 5 and 6. With a further breakdown of these costs provided in Table 8.

Table 5

Portal2Progress Project Total Costs Estimated

Resources	Pre-Implementation Phase (AUD)	Implementation Phase (AUD)	Review Phase (AUD)	Total (AUD)
Internal Staff costs	3,672	32,903	4,178	**40,754**
Technological resources	24,465	2,000	N/A	**26,465**
Miscellaneous	N/A	2,000	N/A	**2,000**
Total	**28,137**	**61,903**	**4178**	**69,220**

Table 6

Portal2Progress estimated future expenditure costs by financial year (FY)

	FY 12/13	FY 13/14	FY 14/15	FY 15/16	FY 16/17
Estimated future expenditure (annual recurrent costs).	25,000	27,500	30,000	32,500	35,000

The difference in the costs presented between the two tables is based on what was estimated at project outset, and the actual costs expended. The key difference is the increase in resourcing into the future through additional personnel to support the implementation of Portal2Progress. The use of these resources was secured through a formal change request sent to the Corporate Leadership Team. The justification provided for the change was significant number of ideas (212) at varying stages of the review process at the time.

Table 7

Portal2Progress Project Resource Requirements and Financial Breakdown

Resources	Requirement	
Human resources	**PHASE 1:**	
	1 x business analyst (40hrs)	3,672
	(product review and workflows development)	
	PHASE 1 TOTAL	**3,672**
	PHASE 2:	
	1 x L5 FTE – project manager	32,036
	1 x L4 FTE – project officer	25,000
	1 x business analyst (8.5 hrs)	867
	PHASE 2 TOTAL (EST)	**57,903**
	PHASE 3:	
	1 x L5 FTE – project manager	4178
	PHASE 3 TOTAL (EST)	**4178**
Physical resources	N/A	
Financial resources (estimated annual recurrent costs from Phase 3 onwards)	BrightIdea Software Platform License renewal	25,000
	TOTAL:	**25,000**
Technological resources	**PHASE 1:**	
	BrightIdea Software Platform	18,750
	ICT support (43 hrs) - system development*	3,440
	ICT support – widget development	275
	ICT Support – system architect*	2,000
	PHASE 1 TOTAL	**24,465**
	PHASE 2 –	
	BrightIdea Support – 10hrs	2,000
	PHASE 2 TOTAL	**2,000**
	PHASE 3 – Not applicable	

The approval of the Project Implementation Plan by the Project Board implied that all resources would be made available for the project as and when they were required. Although the risk of non-availability of these resources was recorded in the P2P Project Risk Register, there was in reality minimal chance that the resources for the project would not be found.

Project risk. As part of the newly adopted project management protocols, every project was required to consider risks potentially impacting upon project delivery. Careful consideration of the likelihood of the risks and severity of the potential impact allow for countermeasures to be put in place to reduce the likelihood of occurrence and/or the severity of the impact. As the P2P implementation project proceeded, there were emerging complexities that needed to be managed, such as procurement challenges and IT interface issues that needed to be resolved in compressed timeframes. This required a personal maturity to abandon failing pathways and a professional maturity to leverage off sound risk management practices. A comprehensive Risk Log was developed by the project team at a Risk Workshop and further consultation took place with all CLT members. This log was utilised for the duration of the P2P implementation project by the project manager, the SPO and the CLT in line with the new governance expectations. The risks were regularly considered by the project team who assigned ownership of risks to an individual who was responsible for its mitigation. Nine risks were identified for the P2P project. The consideration and classification of risk was done in accordance with international standard (ISO 31000). Addressing the risks identified in this project required individuals who were assigned risks by the project team to assist in the ongoing analysis of that risk and to evaluate it in terms of impact or likelihood of occurrence. They were then required to treat the risk by putting into place measures to reduce the potential impact or likelihood of that risk. The treatment of risk was to be an ongoing consideration and an iterative process during the project to ensure the project could move forward and satisfactorily address any potential risks if they were to arise. The P2P Project Risk Log, including mitigation strategies, is detailed in Table 8.

Table 8

P2P Project Risk Log

Date Risk Identified (2011)	Description	Risk Category	Likelihood	Consequence	Countermeasures
8/12	Continued availability of BrightIdea software platform: P2P idea capture occurs via the BrightIdea Webstorm platform. Loss of platform will result in loss of idea capture capability.	Moderate	Unlikely	Moderate	Ongoing monitoring
8/12	Operational tempo inhibits P2P implementation schedule.	Moderate	Moderate (possible)	Moderate	Ongoing communication with key stakeholders in operational areas.
24/11	Unconfirmed PMO Maturity Model: The PMO is at level 1 maturity. Processes developed to support P2P will set the foundation for level 2 maturity. As the future structure is resourcing of the PMO currently unknown, the processes around P2P have been designed in line with current staffing profiles. P2P processes may need to be changed if system uptake is significant and the PMO is not resourced to	High	Likely	Major	Consecutive planning for P2P processes. Some ideas treated as separate cohort, with ongoing processes to be developed as maturity model is confirmed.

	manage the volume of work.				
24/11	No standard project management methodology for the management of P2P projects.	High	Almost Certain	Moderate	P2P templates and project guidelines developed to establish basic PM requirements. Guidelines to communicate basic concepts and principles and be suitable for application within any formal project management methodology.
27/11	Current web-based SharePoint project management repository is unlikely to meet the demands of the P2P initiative in the medium to long term.	High	Likely	Major	Issue raise as part of PMO maturity model considerations. Further investigation with ICT. Use of current SharePoint platform in the interim. Communications Strategy developed.
28/11	Loss of key PMO staff may disrupt the implementation process.	Moderate	Unlikely	Moderate	N/A
1/12	Loss of momentum: low uptake and engagement with P2P. Diversity and size of FESA staff and volunteers requires high level of communication tailored to unique nature of FESA as an organisation. Failure to communicate in a timely and effective manner will reduce uptake and engagement with the	High	Possible	Major	Communications strategy developed. Consultation with Welfare officers and staff re communication needs of staff and volunteers undertaken 9/12/11. Advice recommendations incorporated in Communications Strategy

	P2P initiative.				and Implementation Plan – P2P processes and procedures.
11/12	Limited ability to implement due to funding.	Moderate	Possible	Moderate	Communications strategy developed. Funding cycles and limitations regarding ability to implement communicated to all stakeholders.
11/12	P2P implementation is planned on the assumption that P2P will become the master register for all projects, initiatives and ideas with FESA. Should this not be the case, significant work will be required to re-align ideas and project management systems.	Moderate	Possible	Moderate	Liaison with CLT regarding strategic intent for P2P as a master ideas/project register.

P2P Implementation

As described earlier in this chapter, pre-implementation work had already occurred to the extent that there had been changes to the organisational structure and project governance arrangements. Under these new arrangements, the project had been advanced to the stage that all essential planning had been undertaken. The project could now predominantly focus on the adoption and customisation of the chosen vendor/software package to anchor the P2P platform and the P2P business processes that would be required to process future ideas generated by P2P. In the pre-implementation phase, the need to support the P2P initiative with idea management software had been identified. A digital system was required to enable outreach to all DFES stakeholders, volunteers, career and corporate staff across Western Australia. Given the nature of the workforce, whose knowledge and experience I was seeking, it was identified that an online portal would allow access to the broadest number of stakeholders. Whilst various other systems of innovation do exist, such as innovation and idea incubators and team talk/team briefing techniques, these predominately require face to face communication. With the geographical spread of staff and volunteers and within the staffing and financial resourcing constraints faced within DFES these other systems were quickly disregarded as the primary means to engage the workforce. Face to face sessions and workshops are held with key stakeholders on themes and trends that arise from portal2progress. However the digital platform is the best means to collect, analyse and communicate these.

This was ultimately addressed through the project commissioning a FESA-branded version of commercial off-the-shelf ideas management software. The right selection of software was essential to ensure the engagement of users, ease of use and reliable availability to the 29,000 volunteers who could potentially access the site on various technology platforms from across the state.

The use of web-hosted software to maintain a profile, post ideas and allow for feedback through commenting drew some parallels by senior managers to the popular networking site, Facebook. They voiced an initial fear that the portal would turn into a means to connect with people, without providing any innovation or business improvement initiatives. This created concerns about excessive or inappropriate internet usage whilst employees were in the office and led to a related debate at the operational level that the internet, and thereby the portal, should not be allowed over the DFES IT network. However, it was quickly agreed that all employees had to have access to the portal at their point of work. Internet usage is tracked and it would be identified early if extended or inappropriate internet usage was to become a problem.

The use of the portal as a blogging space was also considered a potential issue by CLT members from the outset of the project. As the portal was the only place that all staff and volunteers could communicate, it was perceived that some may use it not to post innovative ideas, but to ‘blog’ their opinions. This issue was a contributing factor to the initial desire for all ideas to be reviewed before being posted on the website, although this was rejected due to the lack of trust it might engender in P2P from the outset. It was agreed by all parties that blogs or ‘non-ideas’ did not belong on the portal; the debate centred over how to ensure they did not occur.

Emerging from a series of round table discussions, business and IT functional requirements that were critical to the realisation of the project were identified and worked up into specifications. This was achieved by bringing the project team members, potential users and ICT specialists together so that P2P business processes could be mapped and then converted into IT system requirements. This was to ensure that the selected software would ultimately meet or exceed P2P business requirements. These were gathered and documented with input from the project team and technical specialists. The business requirements consisted of mandatory ‘must haves’ (Table 9) and desirable ‘should haves’ criteria (Table 10). The mandatory criteria were those business requirements that the team considered were essential for the realisation of P2P. The desirable criteria were those that would add value to P2P, but were non-essential. Table 11 lists the IT functional requirements required to be met by the system to ensure integration into DFES IT architecture.

Table 8

Mandatory Requirements

Requirement	Description
Capture of data items (ideas, initiatives and issues) from volunteers, unions, consultative committees, others as invited by the CEO (or executive), and FESA staff	Capture must be via a web form or web based component
Store the data in an accessible form suitable to allow reporting	N/A
Store the data in an accessible form to allow management of the status of the data	No executive (other user roles) management of items is required; at this stage it is envisaged all management of the items will be via the PMO. Note however that progress updates should be possible by the user assigned the item
Provide feedback to the initiator of the data item	N/A
Be available to volunteers via the standard external volunteer portal access	N/A
Be available to all internal FESA staff via the intranet portal	N/A
A method of email notification to the initiator when a change has been made to a data item	Note: any notification sent to the initiator should only be available after the executive endorse the change

A method of email notification to the initiator when a submission has been lodged	N/A
A way of an initiator tracking their data item status	Note: any ability to view a data item must preclude showing those changes until available after the executive endorse the change
The front end 'form' should not change if a temporary data capture approach is required as the first stage	N/A

Table 9

Desirable Requirements

Requirement	**Description**
A management function that allows the status of data items to be edited	N/A
A management function that allows setting of access permissions for internal staff access (read only, read/write, and administration (full configuration and data change ability)	Note that some roles may have read write access only to certain elements. Roles have yet to be defined.
A facility for extracting data into reports	N/A
A method of categorising the data items by theme (people, strategy etc.); the	N/A

ability to add, modify, extend and manage themes	
A method of assigning someone as the owner (responsible) for the data item	This could be the Project Sponsor, Project Owner, or Project Manager.
A method of classifying (prioritising) the data items so that the executive 'decision' can be noted	The draft process classifies data items as A (full project governance required), B (some project governance required), and C (business as usual). There are other implicit classifications including, but not limited to 'Not Suitable (Rejected)' and Pending Assessment.
An ability to aggregate like data items to be dealt with by the process of review (by the PMO), decision (by the executive), and updates by the person assigned the item	This will potentially reduce the resource requirements to maintain the status of individual items. Aggregation of new (incoming) data items to an existing 'top level' item should be possible at any time.
A method of customising reports or alternatively exporting the data into Excel	N/A
Pre-population of any form for data item entry from information obtained from the internal staff's login details	N/A
Management of updates (noting progress) to items to be allowed for by the person assigned the item	Status of items are set by the PMO, but there is a requirement that progress updates are possible by the person assigned the item; note potential conflict with requirement for permissions (cf above)

Table 10

IT Functional Requirements

Group	***Scenario/ Activity Description***	***Outcome Required***
Admin	Edit Idea	Email notification sent to user
Admin	Idea Status Change	Email notification sent to user
Admin	Hide Idea	Idea hidden from all end users
Admin	Edit Idea (another user)	Other user unable to edit others ideas
Admin	Delete an Idea	Idea removed and email sent to user
User	User Register	Email sent to user
User	Add Idea	Email notification sent, idea visible to all.
User	View all Ideas	User able to see list of ideas submitted by others
User	Edit Idea (user)	User able to edit idea as desired
User	Comment on Idea	Email notification sent to user
User	Edit Profile	Updated information available to all end users
User	Follow an Individual	Email notification sent to user and individual followed
User	Subscribe to a Category	Email notification sent to user and whenever another idea is added to that category

Product offerings and quotes were solicited and subsequently received from three cloud based systems that were evaluated by the project team on their ability to address the mandatory and desirable business requirements and the required IT requirements. ‘BrightIdea’, a company based in the United States, was selected. DFES used the required procurement methodology to access the BrightIdea system. This was the first system to be introduced into a Western Australian state government department to be procured specifically for innovation purposes. Whilst Landgate had an innovation program in place, this was supported through a custom built software platform, which was more an ideas suggestion box. BrightIdea provides more of an end to end ideas management solution, demonstrated by the fact that at the time of P2P initiation, BrightIdea had various international blue chip companies as customers.

Within weeks of the system being implemented Landgate was consulted by the SPO with respect to their knowledge in running innovation programs and ideas management but at that time they were only just commencing their own innovation program and could offer DFES little practical assistance or benefit from their early experience.

BrightIdea's product was assessed as best meeting P2P Business and IT requirements. The following link: http://www.brightidea.com/ provides an opportunity to view the software that underpins the P2P. The software was then tested in accordance with DFES IT standards and integrated onto the FESA web platform. The IT functional requirements were tested and confirmed.

Due to the tight timeframes, the system was configured in ten days to allow for the launch on December 1, 2011. Because of this, only limited functionality was released and the look and feel of the system was based on the popular social media page, Facebook (see Figure 18). I did not want to expand the timeframes because, in my mind, it was more important to get a system up and running to be able to start to get the support of members of staff and volunteers for the reform agenda.

In order to combat the occurrence of blog style entries, marketing material and FAQ's were released with the portal as part of the Communications Plan to educate potential users on the purpose of P2P, and to underscore that it was an ideas seeking tool. The material focussed on 'best ways' to present an idea and conveyed the message to ensure only ideas were posted. Risks around the appropriate use of the portal were mitigated through advertising the terms of use that drew user attention to the DFES code of conduct and by removing the functionality of anonymous posting, meaning each idea could be tracked to a user and their email address.

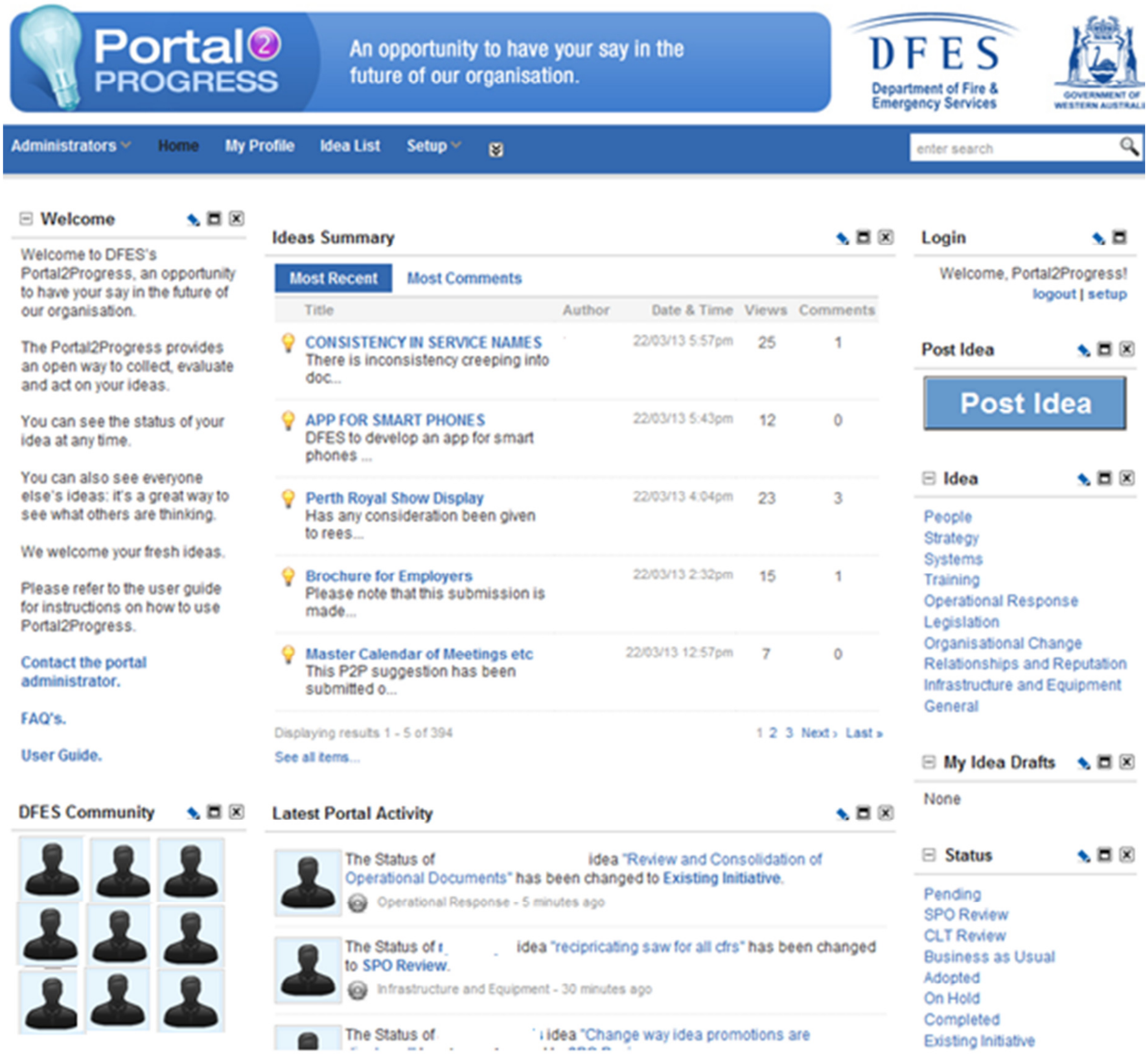


Figure 18. A screenshot of the P2P homepage.

Significant discussion was held around the ability to publish in real time, allowing users to vote and/or allowing users to comment on ideas posted by others. Due to the significant political fractures in the organisation many senior voices were averse to allowing real time publishing of ideas, in favour of having the publishing of ideas administered by a staff member. There were fears that users may single out individuals, use the tool for a political means or incite conflict between users. As my vision for the portal was one of collaboration and engagement, I took a little calculated risk and directed that real-time publishing by all users was to be made available. This would allow P2P ‘chat’ and by doing this, I also illustrated the trust I was prepared to place in the users of the system. My considered risk paid off and there was no abuse of P2P. What I was really trying to encourage was a dialogic mode of communication as distinct from monologic communication. Had the functionality been constrained, then P2P would have operated in the monologic mode. Instead, by opening up ‘chat’ on the system it could operate in the dialogic mode where there was room for real participation on ideas other than from the author of the message (Jabri, 2012).

Additionally, the literature indicates that innovation depends on the ability to see things differently. Hartley and Bennington (2006) posit that the

> …drive for knowledge generation and use in public service organizations is not primarily to achieve competitive advantage in private markets, but the need to respond to needs, demands and pressures from users, communities, and governments. Public sector organizations are less able than private sector organizations to choose their markets, their customers or their portfolio of products and services, and so have to take into account the views of a wider range of stakeholders (Hartley & Bennington 2006. p.103).

From my experience, I would support this view and I would also support what Hartley and Bennington conclude from this, which is that

> …knowledge generation and sharing takes place in a more openly contested environment, with competing and sometimes conflicting interests brought within the framework, rather than externalized as market competitors. So the knowledge generation and sharing process

> within the public service sector includes politicians, partner organizations, stakeholders, pressure groups and often also users and communities, who may have different interests, outlooks and expertise from managers (Bennington & Hartley, 2006, p.103).

I take from this that the more people that are encouraged to comment, the more diverse their backgrounds, the more likely the original idea is improved. As Rashman, Withers and Hartley (2009) observed:

> …rather than focusing primarily on cognitive processes, the social perspective places emphasis on social interaction within a specific organisational context. In an integrated view of learning, working and innovation, practitioners may form 'communities of practice' (Brown & Duguid, 1991), which can be the sources of collective knowledge stimulating organisational change (Rashman, Withers, & Hartley, 2009, p. 470).

It was my intention to encourage such interaction from the diverse potential contributors to P2P as described in the literature. This was intended to be achieved through the functionality of P2P providing real-time publishing, the availability of commenting and a broad interaction of stakeholders on individual ideas. To develop understanding and credibility in the system, I also considered it important that users had visibility of the process through which their ideas and suggestions would ultimately flow.

To facilitate this visibility, the next step was to develop the business rules and work flows to be followed upon the submission of an idea on P2P. It was also intended to incorporate the ideas received thus far into the system and to subject those ideas to a complete cycle of the P2P process to test the system. To do this, the existing ideas collected throughout my station visits were collated by the SPO and duplicated ideas combined. At my request, a Workshop was conducted by the Executive Director, Governance and Strategy. It was attended by everybody who had been involved in bringing P2P into production and was held to formalise these required business processes and confirm the intended process for the review, research and management of P2P ideas within the business on a rolling basis.

As a person entered an idea, the system software was designed to automatically flag similar ideas that had been previously submitted. The person read the status of these similar ideas and the organisation's response. They may have felt satisfied any one of these ideas encapsulated theirs and was being adequately addressed or they may have still chosen to continue with their own idea. If a person chose to continue, the P2P team ensured the idea was sent to the same business area handling the earlier similar ideas to ensure consistency of response, continued stakeholder engagement and importantly joint involvement where appropriate. Figure 19 shows the intended progression of an idea through the system. It depicts the process from idea submission by the idea originator, consideration by the SPO and the relevant business area and/or subject matter expert, through to consideration, review and endorsement by the CLT.

P2P also required a web-based repository in which to house P2P material. This material also formed a key part of the Communications Strategy, where all staff and volunteers could access submitted P2P ideas and the business rules and processes that followed for an idea's consideration, evaluation and ultimate adoption or not. This material needed to be openly available and easily assessable; as I have already mentioned, the more transparent the subsequent business processes around idea treatment were, the more credibility P2P would gain. Corporate software systems and storage capacity were used for this purpose. In practice, these processes were stored on the SPO intranet site where all staff could access the process from idea submission right through to project execution and closure. The P2P specific processes were also communicated through automated emails to the idea submitter and security issues were handled in line with confidential ICT Security and ICT Business Continuity plans

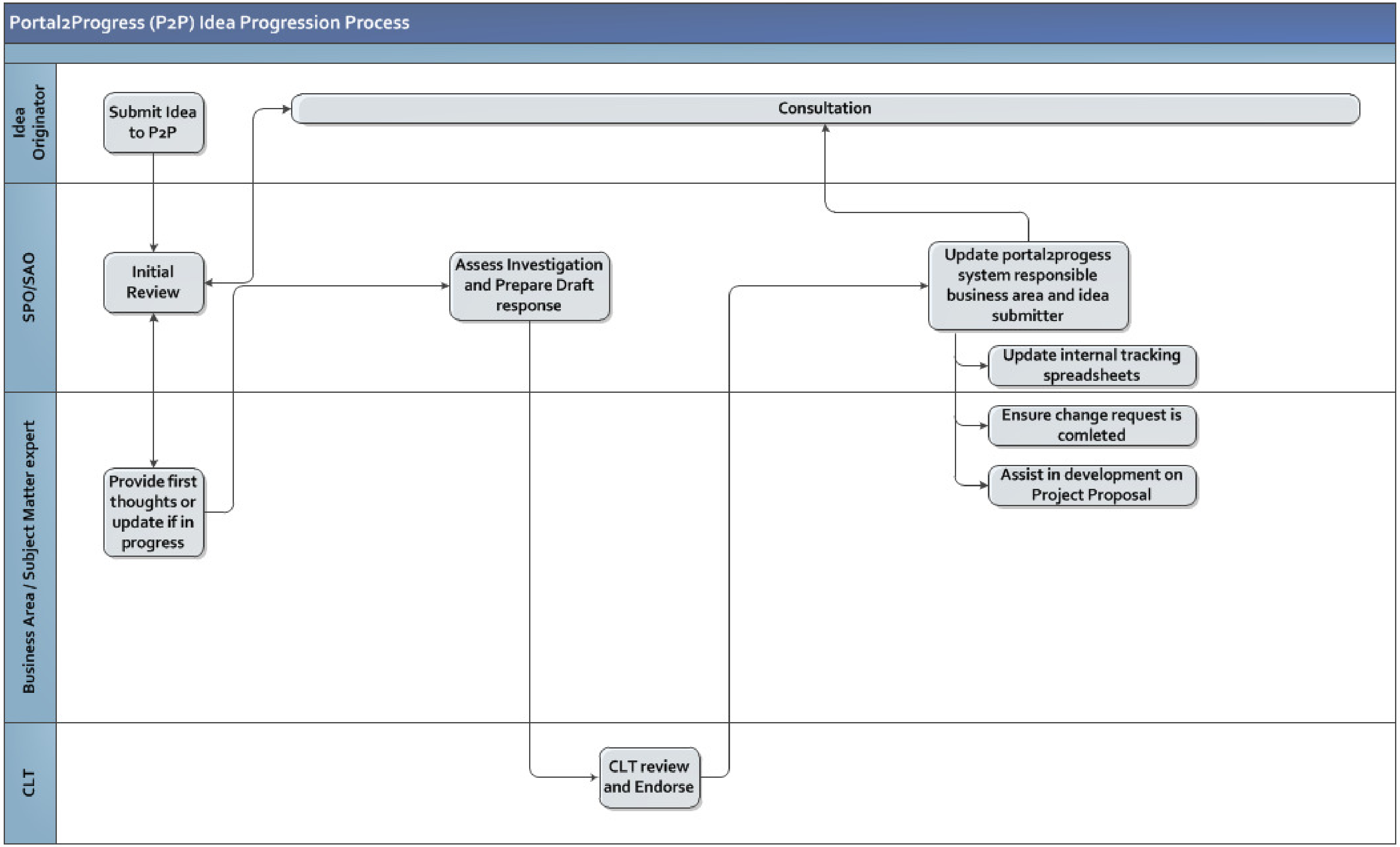


Figure 19. Initial P2P Idea Journey.

All tasks and activities required to support the launch of the *Portal2Progress* site on 01 December 2011 were now completed and included:

- website procurement;
- website configuration;
- publicising of launch and launch event; and
- preparing my opening address to staff and volunteers on P2P.

P2P launch. I officially launched P2P at a formal function as part of the Communications Strategy on December 1, 2011. I addressed management, corporate personnel, operational personnel, volunteer association representatives and volunteers at a special launch function that was well attended. I gave a presentation to attendees on the mechanics of P2P and I then worked through how ideas would be considered and how the feedback mechanisms would work. I articulated what the project hoped to achieve and explained that it was open to all volunteers and FESA staff. I reinforced that their ideas were important and that they should submit them and track their progress. I encouraged the fact that everyone now had additional opportunities to make a positive difference and to influence and improve the way DFES operated. I underscored the value of their input.

This presentation formed the basis of a series of roadshows conducted by the implementation team. These not only informed members of staff and volunteers about P2P but further signalled a change in the style of the agency to be more open and receptive to ideas and innovation into the future. I pointed out that this was about laying the foundations for cultural reform in line with the Bushfire Review. My presentation was intended to garner broad base support and commitment to change from the staff and volunteers and informal feedback indicated the launch was well-received.

In my presentation, I demonstrated the use of the system and encouraged buy-in. I was told by many that I had justified a compelling case for change by being explicit about the project drivers, acknowledging past organisational weaknesses and giving meaningful examples. One example was the decision to select and distribute helmet torches; a decision taking nine years. Another was the complete disconnect between user needs and contractual specifications with respect to in-car mobile data terminals. I took steps to promote the project during formal and informal staff interactions to ensure stakeholders felt comfortable to buy into P2P. Whilst my innovation was prescriptive to the extent that it was integrated into agency policy, the choice by employees to adopt or reject P2P was based on the evidence of its performance over time and their level of comfort to participate, based on a sense of them making a meaningful contribution to the organisation.

I also set boundaries for its use by stating its intended purpose as being to capture ideas, not a vehicle for personal attacks on people, organisations or any other entities and I underlined that all use must be in line with FESA's Code of Conduct. I advised them that their posts would go live immediately and would not be vetted, prior to posting on the system. It was important for the capturing of ideas that P2P was seen as robust, credible and transparent.

Whilst encouraging ideas and espousing the benefits of P2P, I also felt it necessary to make the point that as an agency we had organisational limitations in terms of our capacity to deliver on projects. I outlined that we had an organisational commitment to urgently implementing the Bushfire Review recommendations and our ongoing reform agenda which would affect our ability to implement ideas due to budgetary and human resource constraints. I encouraged ideas that might especially add value to our immediate endeavours. I wanted to ensure that I did not over-promise and subsequently under-deliver with P2P as this would undermine credibility in senior management. P2P successfully went live at the conclusion of the presentation; the Communications Strategy went into full swing with a marketing and advertising phase.

P2P - go live. In the ten days following the launch, a total of 103 ideas were submitted. This initial number of ideas was added to those suggestions from the Station Officer Forums and some ideas that had already begun to surface pre ‘go-live’ from the workforce and volunteers. I felt it was necessary to progress all these ideas in the first round of the full P2P process. I hoped that by adopting the process expeditiously, the new CLT would be seen as taking feedback and business improvement suggestions seriously and that P2P would gain credibility. I knew that some suggested ideas would be selected and implemented, that is, adopted in the business, and I believed this would encourage further innovation from the workforce and the volunteer cadre and the momentum for change in the organisation would continue to build.

Looking back, it is clear that my credibility and that of my leadership team was seriously at risk if we did not follow through on our commitments in respect to P2P. This risk was not identified at the time, but this was our first real opportunity to prove to our people that we could be trusted and believed and that we trusted them. After all, if they didn’t learn to trust me or the new leadership team they were certainly not going to believe our message! It was a classic case of risk versus opportunity; if we ensured our actions were congruent with our words, this would be a huge step forward, if we failed it would have been at the very least, a major setback. Figure 20 depicts some early P2P promotional material.

Figure 20. Early P2P promotional material.

Idea Categorisation

DFES now had the challenge to strategically select ideas for further consideration with respect to possible implementation. No organisation can possibly entertain all ideas that might be proffered, no matter how well resourced. The challenge lies in selecting those ideas that will generate the best return on investment in terms of adding value to the organisation and its purpose. However, unlike private enterprise, it was not only a bottom line consideration or an economic assessment of competitive advantage or potential profit. I was aware from the literature review that there were value judgments to be made with respect to how much each idea might add to public value, community safety or operational safety or further our reform agenda, not to mention the morale of the staff and volunteers. When making decisions of this nature, in endeavouring to evaluate public value (Moore, 1995), the work of Beach with respect to Image

Theory became particularly relevant (Beach, 1998; 2014). Image Theory provides an alternative perspective to the economic or normative model of decision-making:

> … it sees decision making as guided by the beliefs and values that the decision maker, or a community of decision makers, holds to be relevant to the decision at hand. These beliefs and values dictate the goals of the decision." (Beach L. , 1998, p. x).

With respect to each idea it was important that the CLT considered each idea with respect to its merits based on their individual experience and organisational values.

It was also important to have some rules to determine categorisation within the assessment process to reduce any potential bias with respect to individual ideas and enable transparency of the decision making process.Therefore, the first part of the idea assessment process, involved provisional categorisation of ideas into categories A – C in accordance with the guidelines presented in Figure 21. These guidelines were developed by the project team in consultation with members of the CLT. It is worth noting that public value is explicitly embedded within the categorisation process as Element number 5 (Column 5 in the top table of Figure 21). This provisional categorisation was performed by the manager of the P2P team who aligned each idea to the strategic plan. Ideas the organisation committed to implementing, which were high cost and high risk were 'transferred to existing initiative' or 'create new project'. A fourth category 'D' was used to denote ideas that were 'transferred to BAU' (Business as Usual) within individual business areas and not subject to overview to the full extent by the new corporate governance arrangements or the full rigour of project management requirements, leaving business areas greater autonomy on how to deliver on this category of project.

P2P - Categorisation Guidelines

1. Rate the issue from 1-5 against each of the four elements.

Rating	1 Strategic Alignment	2 Estimated Cost	3 Business Complexity and Impact	4 Project Risk	5 Community or Volunteer Impact
1	Total	Less than $50,000	Single internal stakeholder with minor, if any, process impact.	None	None
2	Significant	$50,000 to $199,999	Single internal stakeholder with process impact.	Low	Low
3	Moderate	$200,000 to $499,999	Multiple internal stakeholders with process impact.	Moderate	Moderate
4	Low	$500,000 to $1,999,999	Multiple internal stakeholders and external stakeholders with process impact	Significant	Significant
5	None	$2,000,000 or greater	External stakeholders involved with significant process impact.	High	High

2. Sum the ratings to determine which category to use.

Category	Rating	CLT Endorsement Required	Change Management	Status Reporting	PMO Project Assurance	Benefit Realisation	Project Governance
A	16-25	√	√	√	√	√	√
B	9-15	√	√	√	×	×	√
C	4-8	×	×	√	×	×	×

Our Vision: A Safer Community

1

Figure 21. Idea/Project Categorisation Guidelines.

The Guidelines, as originally published in Figure 21, contain two errors. The first is that there are five elements, as depicted in the first Table, not four as referred to in the first instruction. The second is that the rows in Column 1, with respect to ‘Strategic Alignment’ are in the reverse order. That is, a rating of five should be applied to a project with total strategic alignment and a rating of one, where there is none. This would match the directionality of the other four columns, which are correct. These errors were picked up before the guidelines were given practical effect with respect to rating ideas and they were subsequently updated and re-published.

As ideas provisionally allocated a rating A-C progressed through the project management processes, this categorisation was confirmed through project proposals and business cases. It followed that Category ‘A’ projects were likely more expensive, more risky and more complex. They were also likely to have a high impact on community or volunteers and a high level of strategic fit with organisational objectives. Category B and C projects increasingly less so. Categorising projects determines the amount of corporate governance and oversight individual project require.

Two examples of Category A ideas that went through this process are the Planning and Reporting Software and Implementation of False Fire Alarm Fees. Each idea was lodged on the system by an individual. Following investigation, it was identified that there was support for both to be implemented, however they required additional dedicated resources and funding.

The following text contains the entry submitted on the system titled *Planning and Reporting Software*:

> All FESA's planning, monitoring and reporting is currently handled manually. Manual processes make it difficult to ensure alignment across the organisation and to track progress against objectives. Current processes are inefficient and very time consuming for staff in the planning coordination area, as well as managers and staff responsible for achieving objectives. There are software packages available that support the planning function and ensure alignment with strategic direction. Most packages are modular and can be expanded as organisational requirements change. Adoption of an online system would significantly improve the transparency around the planning reporting cycle. It would provide greater clarity across the organisation of strategic direction and organisational goals, and provide greater flexibility for staff in reporting progress against agreed deliverables (Anonymous User, 15/12/2011).

On the 1/2/2012 a different user submitted the following in a post titled *False Fire Alarm Fees* "…perhaps FESA should consider legislation that any alarms activated unnecessarily because alarms were not isolated shall incur an account being sent."

The submission of these two ideas and the progress of the resulting actions are outlined in Table 11, and whilst these two ideas are for Category A projects, the process itself is no different for other categories.

Table 11

Progression of Two Examples through the P2P

Action	**Integrated Planning and Reporting System (D230)**	**Implementation of False Fire Alarm Fees (D408)**
Idea submitted	15/12/2011	11/03/2012
P2P Admin Responses Posted	26/06/12	30/01/13 01/03/16
Project Proposal tabled at CLT	N/A	N/A
Business Case tabled at CLT	22/03/2012	22/12/2012
Project Categorisation	A	A
Funds allocated to initiative	$623,007	$427,130
Idea Implemented status change on system	26/06/2012	01/03/2016
Project Closed	03/04/2014 System in place and idea implemented prior to project closure.	13/12/2016. System is in place and idea implemented prior to project closure.

Idea Management and Review Process

The overarching P2P philosophy on ideas management is that ideas are assessed on their merit, notwithstanding who submitted them and that all ideas will be prioritised on the basis of organisational alignment with DFES' Strategic Plan and resource availability. Strategic alignment is a core function of the SPO and they have responsibility to ensure linkages of ideas to the agency's planning framework as articulated in the *2012-2024 Strategic Plan* (Department of Fire and Emergency Services, 2012, p. 7). P2P processes are therefore designed to ensure that every idea is reviewed and assessed on its merits. If identical or near identical ideas are received, they are fused into one idea for progression and both idea submitters would be engaged and kept up to date with the idea as it progressed. Indeed all registered users of the system, would have visibility of the idea's progression. All information provided in relation to an idea – as an attachment, or comments from the P2P community, are included and progressed along with the idea during the SPO Review process. All users get an opportunity to add further commentary on an idea once it has been submitted on the portal; this allows for the collective knowledge on a subject matter to build and adds value to suggestions. All who can contribute to the review of the idea are invited to do so before the idea is progressed to the CLT for consideration.

The SPO determines who these stakeholders are on the basis that they have a sufficient understanding of the business and they have committed to maintaining as wide a remit as possible to include all those who may be subject matter experts or who might be affected or impacted by an ideas progression. This may also be based on advice from the idea's submitter or management. A proper review of each idea will occur, even if this means delaying submission of the idea to the CLT until sufficient information can be sourced from the idea initiator, or another relevant stakeholder. Ultimately the SPO will make the determination as to whether the idea has been sufficiently considered in conjunction with the relevant business area and ongoing consultation with the idea submitter and may seek input from any source deemed by them as appropriate.

P2P processes are transparent and the progression of each idea documented at every stage. Ultimately, the CLT has the final decision-making authority in relation to each idea at all times.

Once an idea has been submitted on the portal it is in the P2P community, with oversight from the SPO. The software configuration does not allow an idea to be withdrawn by the submitter from further consideration. This is desirable as it allows an idea, once submitted, to be assessed on its merits and recorded as it goes through the P2P process. Importantly, the idea initiator can continue to make comment as to why or why not the idea should or should not continue to progress if circumstances have changed. All processes and status updates are clearly communicated to the idea initiator and the P2P community through automated emails, individual emails to the submitter and/or comments made by administrators on an idea.

The P2P Ideas Management and Review process provided the assessment phase for all initiatives, ideas and issues. The submissions progressed through four main stages:

1. Pending;
2. Strategic Program Office (SPO) Review;
3. Corporate Leadership (CLT) Team Review; and
4. Outcome (adopted as a project, adopted as BAU, not adopted, on hold).

During the pending and review stages, an idea is promulgated through the appropriate business area(s) for comment and feedback. The SPO is responsible for facilitating the process. Given the visibility they have over business activity in many instances they can inform the submitter of initiatives underway to address the idea or concerns raised. When the SPO cannot provide a response for the idea initiator the business areas are canvassed to assign subject matter experts who can review and assess the viability of the idea. Every response is then tabled at the monthly CLT meeting to ensure executive buy-in and to generate support for any recommended actions required to further progress the idea.

Importantly, feedback was provided at every stage of the process through the system. This ensured that not only the idea initiator, but any user that had shown interest through liking or following the idea also received the feedback posted. The SPO posted ongoing status updates of the idea that generated further P2P community dialogue. They also often established direct contact with the submitter by telephone or email to clarify issues or aspects of the proposal. Where more information or clarification was needed, the office established direct contact with the submitter by telephone or email to clarify issues or aspects of the proposal. Whilst data on how often this contact occurred has not been tracked, anecdotal evidence suggests that over time improvements in the clarity of the information provided has led to a reduced need to contact people. A later improvement made leaving a contact phone number a mandatory part of each submission to allow members of the P2P team to quickly seek clarification from P2P members and thereby increasing stakeholder engagement.

An agreed process for the consideration of ideas had been established by the project, refined by the workshop and endorsed by CLT by which ideas were considered for adoption. (Fire and Emergency Service Authority of Western Australia, 2012). The P2P Processes and Idea Review framework is detailed in Figure 22.

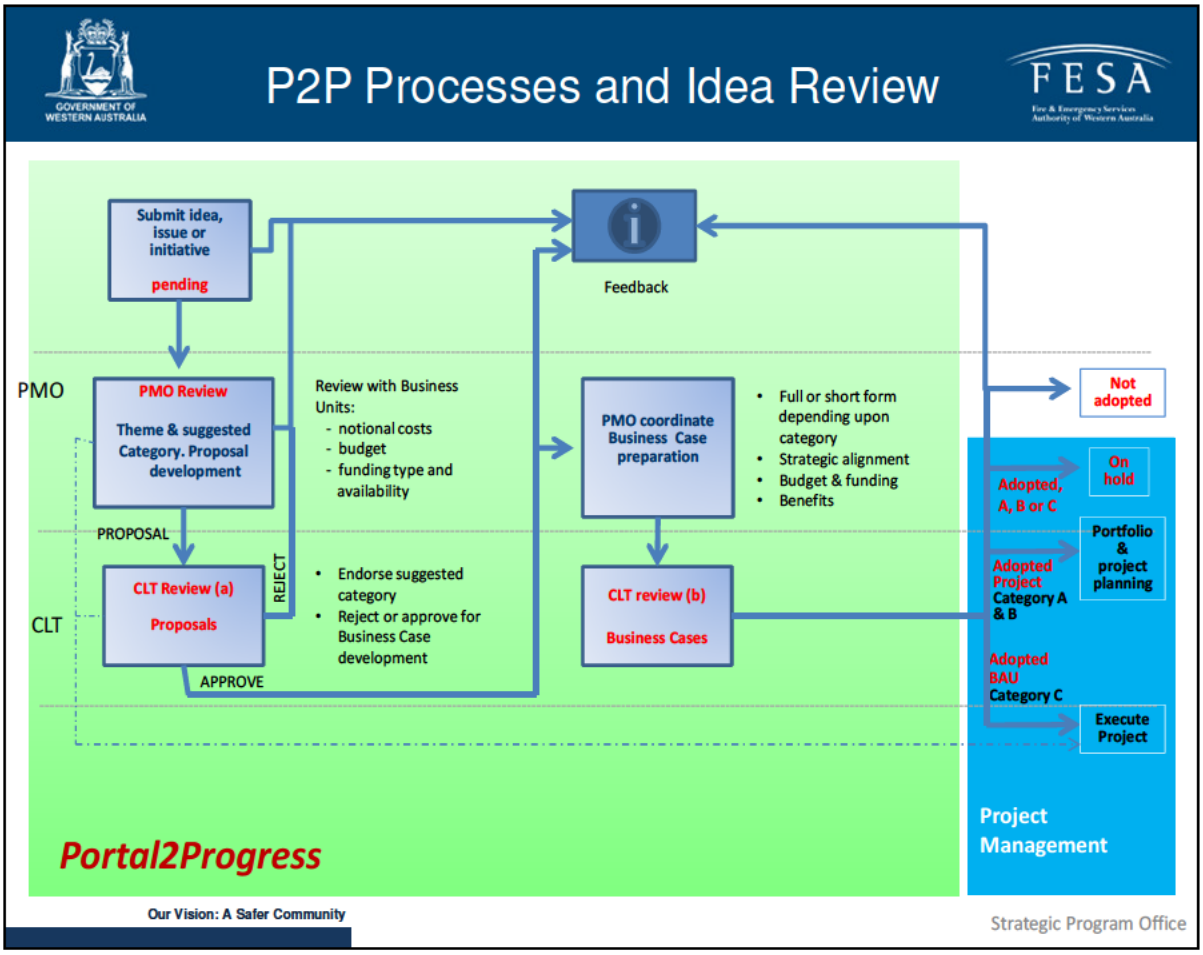


Figure 22. Processes and Idea Review. From P2P Implementation Plan (Fire and Emergency Service Authority of Western Australia, 2012, p. 17).

Key to the success and credibility of the P2P is the principle of transparency and this is ensured by the provision of feedback to idea initiators and the P2P community at every stage of the process. As each idea progressed through the stages above, emails were sent to the idea submitter and other users who had demonstrated interest. These emails specifically outlined the stages and expectations of each step. When the final outcome of the idea was decided, a personalised and formal response was posted onto the system. Again, the idea submitter and other interested users were notified by email when this occurred.

The P2P community comprises all registered users, who voluntarily register for the system. This is open to all career fire-fighters, volunteers across the seven services and corporate staff. The SPO might also canvas ideas submitted with other agencies or broader stakeholders (e.g., not-for-profit organisations would be canvased if it was considered warranted due to the nature of the idea). For example, when operational elements of DFES are deployed, they are very often supported by local government or not-for-profit organisations, such as St. John Ambulance or the Red Cross. If a P2P idea might affect the way these other organisations interact with DFES, they were consulted on the P2P idea and encouraged to value-add. One practical example was the proposal to attach a biohazard warning sticker to motor vehicles contaminated by bodily fluids after having been involved in accident. This idea was canvassed with St Johns Ambulance, WAPOL and the tow truck industry prior to its roll-out. These stakeholders are not DFES employees or volunteers but they often intersect with DFES at a fire or emergency situation operationally and their views are important with respect to ideas put forward.

Another example was the P2P suggestion that DFES re-engage with the Royal Agricultural Society with respect to the Perth Royal Show to promote the DFES brand and heighten community awareness with respect to specific hazards such as storms and bushfires. DFES had been absent for the Perth Royal Show for many years and to give effect to this idea required considerable stakeholder engagement.

Within the process explained above, the first collection of ideas to be examined consisted of a batch of 142, made up of the ideas from the Station Officer forums and those from early P2P submissions, from the time of launch until the 22 December 2011. This batch was considered by this process depicted in Figure 23. Firstly, the raw idea data was reviewed by the SPO, it was checked for conformity against the acceptable use policy and duplicate ideas were amalgamated. Ideas were then cross-checked against existing initiatives and consultation with business areas occurred. The ideas were then considered by the SAO to see if they were strategically aligned to

DFES objectives. The ideas were then collated into themes and circulated to relevant business areas where the SPO considered a subject matter expert was attached to review and provide an initial response to the idea with respect to potential implementation. The business areas provided feedback on the viability of the idea, assessing likely impact, potential benefits or otherwise and provide initial indication of potential costs and likely effort. A report was then provided to the January CLT to endorse recommended further actions for each idea. At each stage of this process, feedback was provided directly to the idea submitter about expected timeframes and the likely outcome. A number of smaller ideas were directly implemented as ‘business as usual’. For example, one idea put forward was to have the ability to view and book IT resources, such as loan laptop computers and projectors, online in the same way as was being done for pooled vehicles and meeting rooms, thereby saving time and effort and ensuring resource availability. A second example was an idea that addressed concerns about 60 fire-fighters not having access to adequate facilities; this idea became part of a Command Business Plan. Business as usual is when ideas can be incorporated into normal operations with no additional funding or other resources are required, as in the first example, or when ordinary business channels can to be used to secure resources and funding, as in the second example. Almost a third (42) ideas submitted to date were forwarded to existing projects for inclusion in their existing scope of works, such as an idea with respect to radio communications problems that was absorbed into an ongoing radio communications project.

Two ideas have proceeded to formal business cases and were adopted as new corporate projects. The first was to introduce integrated planning and reporting software into DFES and the second was a suggestion to formally review and establish Incident Control Centres across Western Australia.

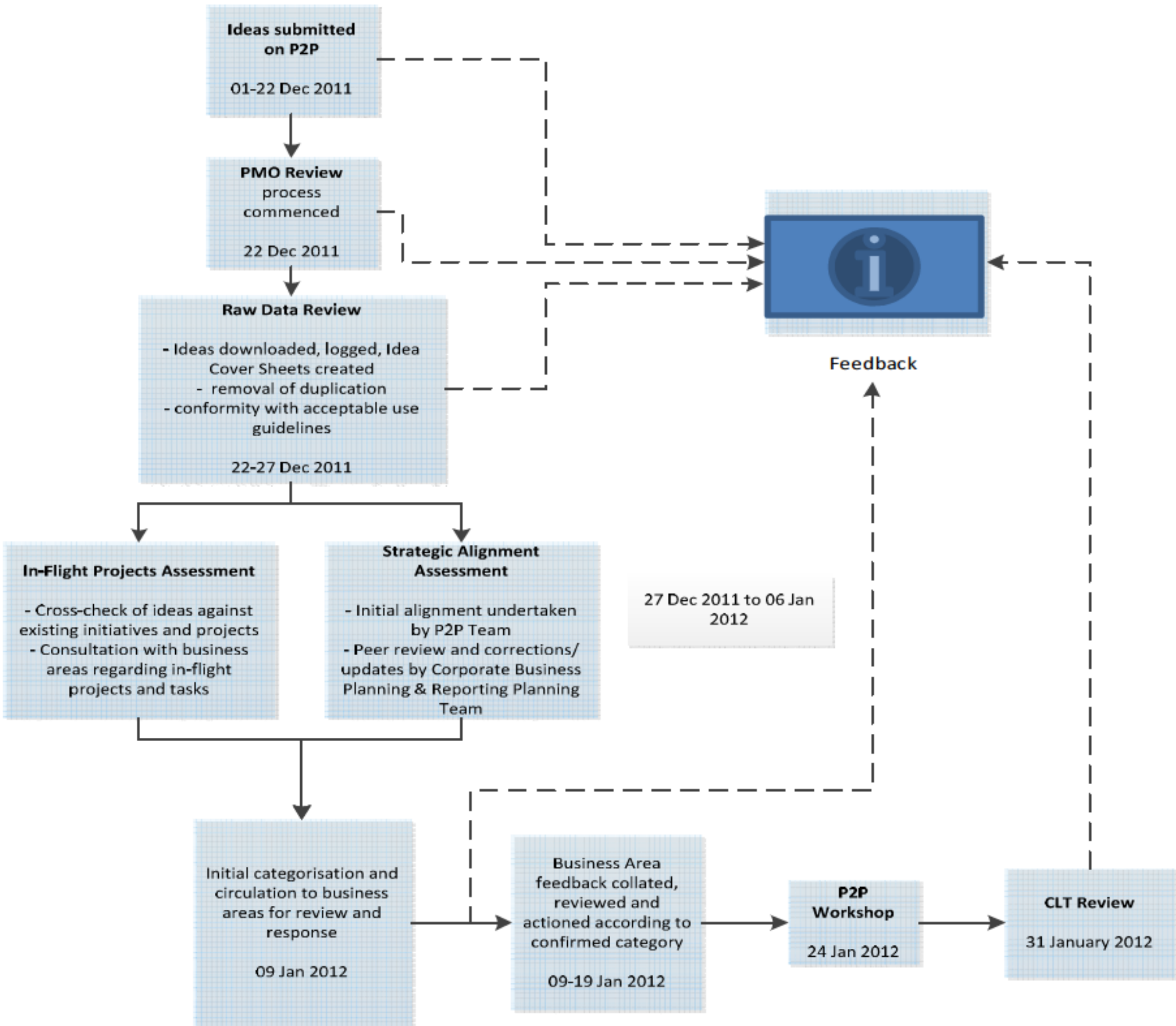


Figure 23. Initial Round of P2P ideas. From P2P Report to the CLT, Implementation Plan.

Following this activity, the project team assembled to design and deliver the mechanics and business processes to facilitate P2P, handed over the ongoing responsibility for P2P to the SPO, which assumed ownership of P2P and its processes, which were articulated in the Portal2Progress– Concepts, Processes and Standard Operating Procedures document (Fire and Emergency Services Authority of Western Australia, 2012) (see Appendix 6)

In line with the newly adopted PRINCE2 process, a Closure Report (Fire and Emergency Services Authority of Western Australia, 2012) for the P2P implementation Project was prepared by the team who had been responsible for P2P implementation. This report articulated future considerations for P2P and lessons learnt with respect to project management. These considerations addressed the continuous improvement objectives of PRINCE2. The SPO then accepted responsibility for the ongoing operations of P2P as 'business as usual'.

Project Management

The implementation of P2P was the inaugural project to adopt FESA's new way of doing business so in terms of project management, as the initiative moved forward I ensured the established methodologies were maintained by my direct oversight. P2P provided a mainstream way of funding and operationalising projects. Together with government imposed initiatives (usually in the form of election commitments) and the department's capital works program, P2P became a fundamental driver in developing the Strategic Plan of DFES. The SPO processes were applied to the plan.

As both project champion and researcher, I would always take into account the advice of the project team, the SPO and the CLT as to how they considered the project was progressing. Their advice was canvassed as a part of 'one-on-one' meetings with individual members. Using the P2P Implementation Project deliverables as a guide to discussion, I would confirm that the project was on track; that the project team had access to required resources and that risks were being adequately considered and treated in line with the risk plan. As an example, one project area where I became very involved was the roll out of the communications strategy ensuring its targeted outputs were being delivered according to schedule. I received fortnightly updates on the progress of the project. This included the ideas process, communication activities and communication activity required of me.

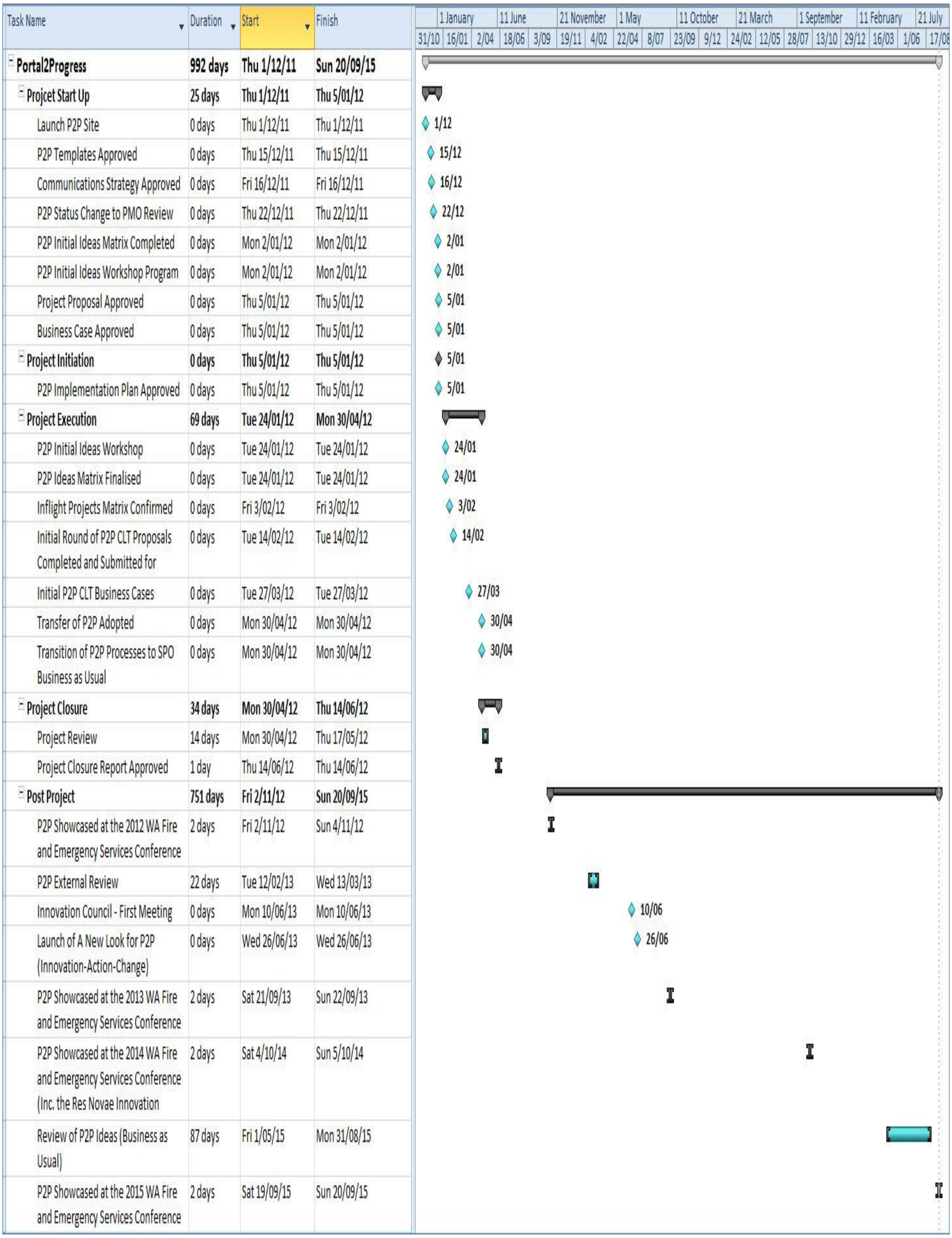
From October 2011, individual members of the P2P Implementation project team authored the following documentary deliverables, which I reviewed to make sure they were adequate and appropriate for ensuring project delivery. I considered timeframes, resource allocation and risk treatment as essential elements that needed to be properly addressed within the documentation which is detailed in Table 12. The key milestones achieved by this project are represented in the Gantt chart displayed in Figure 24, so that milestones, documentary deliverables and concrete outcomes can be visualised contiguously.

Table 12

P2P Implementation Project deliverables

Document	Date completed	Purpose
Project Proposal	5 January 2012	A high level document designed to gain approval from the CLT to proceed with developing a detailed P2PBusiness Case.
Business Case	5 January 2012	Used to document the justification for the undertaking of P2P, based on the estimated costs (of development, implementation and incremental ongoing operations and maintenance costs) against the anticipated benefits to be gained and offset by any associated risks.
Project Implementation Plan v2 .0	5 January 2012	States the boundaries for the project by describing its scope, organisation and proposed implementation approach. Specifically, it defines the: Project vision, outcomes, scope, and deliverables (i.e. what you have to achieve), Project stakeholders, roles, and responsibilities (i.e. who will take part in it), and the Proposed approach towards implementing the project (i.e. how it will be done).
Budget Finance and Resource Workbook	Part of the Implementation Plan (5 January 2012)	Calculates and tracks the project performance against its approved budget over the life of the project.
Communications Strategy	16 December 2011	A dynamic document which is updated with details of each communication issued as the project progresses.
Deliverable Acceptance Certificates	Submitted throughout the life of Project	Used to record the required approvals of Project Deliverables to ensure the Project Sponsors and Owners are satisfied with the quality and content.
Project Status Reports	Submitted throughout the life of Project	This template is used to communicate project status against timeframe, risk, cost and resources on a monthly basis to the project team, SPO and CLT

Risk and Issue Register (Risk Log)	Part of the Implementation Plan v2.0 (5 January 2012)	This ensures risks and issues are not only recorded but are analysed, prioritised, given actions as a means to reduce severity and impact, and reviewed regularly to ensure all issues are dealt with in the most appropriate manner for the life of the project.
Project Closure Report	13 June 2012	The purpose of this document is to: summarise the project, list the project outcomes (deliverables), highlight any residual issues or risks, provide any recommendations for consideration by the Project Sponsor and Project Owner and endorsement by CLT for work beyond the project's completion date, Lessons learnt.



Task Name	Duration	Start	Finish
Portal2Progress	**992 days**	**Thu 1/12/11**	**Sun 20/09/15**
Projcet Start Up	**25 days**	**Thu 1/12/11**	**Thu 5/01/12**
Launch P2P Site	0 days	Thu 1/12/11	Thu 1/12/11
P2P Templates Approved	0 days	Thu 15/12/11	Thu 15/12/11
Communications Strategy Approved	0 days	Fri 16/12/11	Fri 16/12/11
P2P Status Change to PMO Review	0 days	Thu 22/12/11	Thu 22/12/11
P2P Initial Ideas Matrix Completed	0 days	Mon 2/01/12	Mon 2/01/12
P2P Initial Ideas Workshop Program	0 days	Mon 2/01/12	Mon 2/01/12
Project Proposal Approved	0 days	Thu 5/01/12	Thu 5/01/12
Business Case Approved	0 days	Thu 5/01/12	Thu 5/01/12
Project Initiation	**0 days**	**Thu 5/01/12**	**Thu 5/01/12**
P2P Implementation Plan Approved	0 days	Thu 5/01/12	Thu 5/01/12
Project Execution	**69 days**	**Tue 24/01/12**	**Mon 30/04/12**
P2P Initial Ideas Workshop	0 days	Tue 24/01/12	Tue 24/01/12
P2P Ideas Matrix Finalised	0 days	Tue 24/01/12	Tue 24/01/12
Inflight Projects Matrix Confirmed	0 days	Fri 3/02/12	Fri 3/02/12
Initial Round of P2P CLT Proposals Completed and Submitted for	0 days	Tue 14/02/12	Tue 14/02/12
Initial P2P CLT Business Cases	0 days	Tue 27/03/12	Tue 27/03/12
Transfer of P2P Adopted	0 days	Mon 30/04/12	Mon 30/04/12
Transition of P2P Processes to SPO Business as Usual	0 days	Mon 30/04/12	Mon 30/04/12
Project Closure	**34 days**	**Mon 30/04/12**	**Thu 14/06/12**
Project Review	14 days	Mon 30/04/12	Thu 17/05/12
Project Closure Report Approved	1 day	Thu 14/06/12	Thu 14/06/12
Post Project	**751 days**	**Fri 2/11/12**	**Sun 20/09/15**
P2P Showcased at the 2012 WA Fire and Emergency Services Conference	2 days	Fri 2/11/12	Sun 4/11/12
P2P External Review	22 days	Tue 12/02/13	Wed 13/03/13
Innovation Council - First Meeting	0 days	Mon 10/06/13	Mon 10/06/13
Launch of A New Look for P2P (Innovation-Action-Change)	0 days	Wed 26/06/13	Wed 26/06/13
P2P Showcased at the 2013 WA Fire and Emergency Services Conference	2 days	Sat 21/09/13	Sun 22/09/13
P2P Showcased at the 2014 WA Fire and Emergency Services Conference (Inc. the Res Novae Innovation	2 days	Sat 4/10/14	Sun 5/10/14
Review of P2P Ideas (Business as Usual)	87 days	Fri 1/05/15	Mon 31/08/15
P2P Showcased at the 2015 WA Fire and Emergency Services Conference	2 days	Sat 19/09/15	Sun 20/09/15

Figure 24. Gantt Chart of P2P milestones and documentary deliverables (developed for this Innovation Portfolio Project).

The success of P2P, as an institutionalised way of capturing innovation, was dependent upon the successful delivery of the P2P portal, and the resultant generated projects. The credibility of P2P is not based solely on the mechanism itself but upon how well the ideas generated by the initiative would be transparently evaluated and, where appropriate, successfully implemented. Also, which is partly what this Innovation Portfolio Project is trying to understand, the success of this project would be judged on whether it assisted with cultural reform within DFES. P2P was used by a broad representation of ranks within the volunteer community. Members of staff, as users, ranged from the junior officer to the director level and from within career firefighter ranks, from junior firefighter to senior officers. Additionally, very senior officers would often comment on ideas as they went through consideration for approval. So whilst they did not initiate the submission of ideas, they would often proactively value add during this process. In them doing so, I observed a positive change in their behaviour in that they openly demonstrated a willingness to contribute to ideas and actively promote them. Importantly, in striving to contribute, they increasingly engaged in two-way dialogue with those involved in assessing and/or progressing ideas. This indicated a positive cultural change through facilitating two-way engagement and learning within DFES.

P2P Communications Strategy

One of the most consistent challenges in any form of organisational reform or change process is communication. It was important to inform all stakeholders what was being affected or what was happening at every stage. This was primarily for two reasons. Firstly, their support was required in the change process, either to gain critical mass in support of an idea, or for implementation steps. This can better be secured by stakeholder engagement and awareness of what was being planned. Secondly, uncertainty about change can be unsettling. If people are aware of proposed change and the rationale behind it they are more likely to understand it. Some individuals might not always like it, as they may not necessarily agree with the strategic direction or management decisions, or it may negatively impact upon them as an individual. Feedback from stakeholders in P2P suggested they embraced the reform endeavour.

The Communications Strategy covered communications required for:

- the implementation of the P2P process itself (as distinct from the projects that will be managed via P2P);
- the P2P process, covering the collection and management of ideas to execution for the first round of ideas submitted to the CLT; and
- a general awareness of P2P and its objectives and operation.

It did cover the ongoing feedback to idea originators, but it did not cover communications required for any new projects emanating from ideas lodged on P2P. New projects, resulting from P2P, required their own communications strategies.

The Communications Strategy set the following objectives:

- support P2P Project objectives;
- ensure awareness of the P2P program, its objects and the role that volunteers and FESA staff can play;
- engage leadership to endorse key messages and support by cascading messages to their teams;
- engage volunteer group representatives to promote P2P;
- provide a mechanism for managing user questions and concerns;
- set expectations for the scope and timeframes of P2P projects;
- create a favourable view of the P2P program; and
- facilitate the open and transparent operation of P2P.

In accordance with the strategy, a Communications Plan was constructed to be communicated in a planned and deliberate way, in both targeted and general communications across all stakeholder groups including the public service, career firefighters and volunteers and their respective unions and volunteer associations. Key messages outlined the process used in managing ideas submitted on P2P and where users could find information on ideas submitted. The role of the P2P team being chiefly a facilitator was explained, as was the fact that not all ideas submitted could be implemented due to finite resources. Likely timeframes for advancing ideas from submission to adoption were also canvassed. The communication planning also considered and adopted the most appropriate communication channels. These included circulars, CLT Meetings, PMO newsletters, email, regular team meetings and existing FESA forums, intranet and extranet banners, volunteer association websites and scheduled training events.

Regular updates, by way of agency circulars to employees and volunteers, were released to maintain momentum, which summarised progress to date. The planning involved the consideration of the challenges of the planned communication endeavours, the timing and/or triggers for specific key messages as the project unfolded, and the specific audience groups. The approach focussed on awareness raising and project progress reporting and awareness maintenance. Initial project stakeholders were identified from corporate records. Stakeholder mapping and appropriate communication channels and media were specified as articulated in Table 13.

Table 13

Stakeholder Groups (Source: http://www.fesa.wa.gov.au/aboutus/corporateinformation/Pages/quickstatistics.aspx as at 12 December 2011)

Stakeholder Group	Numbers	Characteristics	Communication Channels
Idea Contributors	~118, will increase	Approximately 5% of ideas from volunteers; balance from FESA staff. Even balance between career and corporate FESA staff.	P2P system Emails SPO intranet site
Registered users	~250, will increase	Approximately 17% of ideas from volunteers; balance from FESA staff.	P2P system Emails SPO intranet site
Business Unit leaders	~40		Management Forums Emails
Career Fire and Rescue Service (FESA Career Firefighters)	1076	Work 14 hour day/10 hour night shifts over a 2 day cycle. A personal connection is important. Circulars are printed & placed in lunch room. Limited access to computers. Historical mistrust of 'head office'.	Print-friendly versions of electronic (e.g. P2P intranet) information. Circulars SPO intranet site FESA intranet Phone calls if possible
All volunteers	32252	2713 registered for the volunteer extranet as at 12 Dec 2011.	Print-friendly versions of electronic (e.g. P2P intranet)

			information. Circulars FESA extranet Volunteer Assn. websites
Volunteer Fire Service	377 in 9 groups	Represented by the Volunteer Fire and Emergency Services Association	P2P system Emails Volunteer Portal Site Association Newsletters
Volunteer Bush Fire Service	25,778 via 585 BFBs	Represented by the Association of Volunteer Bushfire Brigades	P2P system Emails Volunteer Portal Site Association Newsletters
Volunteer Emergency Service	625 in 16 groups	Represented by the Volunteer Fire and Emergency Services Association	P2P system Emails Volunteer Portal Site Association Newsletters
Volunteer Fire and Rescue Service	2142 in 88 brigades	Represented by WA Volunteer Fire and Rescue Service Association	P2P system Emails Volunteer Portal Site Association Newsletters
Volunteer Marine Rescue Services	1318 in 34 groups	Represented by the Volunteer Marine and Rescue Association	P2P system Emails Volunteer Portal Site

			Association Newsletters
State Emergency Services	1994 in 65 groups	Represented by S.E.S. Volunteers Association (Inc.)	P2P system Emails Volunteer Portal Site Association Newsletters
FESA corporate staff	308		Print-friendly versions of electronic (e.g. P2P intranet) information. Circulars SPO intranet site FESA intranet
Emergency Services Associations Management Committee		Liaison with the Association of Volunteer Bushfire Brigades (AVBFB); State Emergency Services Volunteers Association (SESVA); Volunteer Marine Rescue Western Australia (VMRWA) and the Emergency Services Volunteers Association (ESVA).	
United Firefighters Union		Universal Industrial coverage for operational firefighting personnel.	Initial via personal contact. Invitation to be included in broadcast communications.

The strategy also defined communication challenges and the way they would be managed, with attention to detailing communications triggers and key messages. Triggers were set around project milestones, meeting dates of the CLT and status changes of ideas in P2P.Full details of project stakeholders were captured in a P2P Stakeholder Matrix Spread sheet and communication activity recorded. A snapshot of this is provided in Figure 25.

Date: <Date>

Master P2P Communications Register

Comms item ref #	Communications Activity	Channel	Objective	Target Audience	Key Message(s)	Develop Communications		Review Communications		Deliver Communications		Status
						Owner(s)	Due	Owner(s)	Due	Owner	Due	
	P2P Launch	General Circular	To raise awareness of the impending launch of P2P	FESA Staff Volunteers	Portal2Progress is coming						17-Nov	Complete
	P2P Launch	Posters	To raise awareness of the	FESA Staff at FESA	Portal2Progress is coming						17-Nov	Complete
	P2P Launch	General Circular	Announce P2P is live	FESA Staff Volunteers	P2P is live Purpose of P2P						1-Dec	Complete
	P2P Launch	Slide show	Purpose of P2P	FESA Staff at FESA House Volunteer Assns	Acceptable Use Background How to use P2P						1-Dec	Complete
	P2P Launch	VMRS Meeting	Purpose of P2P	VMRS Committee Members	P2P is live Purpose of P2P						3-Dec	Complete
	User Guide	P2P Site	How to use P2P	FESA Staff Volunteers							1-Dec	Complete
	Acceptable Use rules	P2P Site	Rules for use	FESA Staff Volunteers							1-Dec	Complete
	FAQ	P2P Site	How to use P2P	FESA Staff Volunteers							1-Dec	Complete
	Landing page text	P2P Site	Purpose of P2P	FESA Staff Volunteers							1-Dec	Complete
	P2P Launch Pack	Slideshow, User Guide, FAQs, Acceptable Use	Overview of P2P	Volunteer Assns								
	P2P Registration Update	Email	Provide solution for career FRS officers trying to register for P2P from Station computer	Career FRS officers	Please see email. Provides step by step guide to registering personally from station computer						5-Dec-11	Complete
	P2P Awareness	General Circular	Update of activity	FESA Staff Volunteers	Reiterate purpose Thank you Next steps						8-Dec	

Figure 25. Snapshot of P2P Master Communications Register (de-identified for this Innovation Portfolio Project).

Through a documented communications plan I ensured the strategic positioning of the innovation through targeted communication with the workforce using existing mechanisms with which they were familiar. This was reinforced, although less formally, through scheduled business unit visitations, during which I introduced key P2P messages. Between September 2011 and December 2015, I undertook 177 visits to career fire stations and volunteer brigades, groups or units. I had formulated a consistent set of dot points (see below) to both market and canvass P2P:

- FESA's focus is on moving forward and enhancing and improving frontline operations in readiness for the bushfire and cyclone season;
- FESA is committed to continuous improvement and is undergoing significant structural and cultural reform as part of the change process;
- as part of this change process we welcome new ideas and innovations from the FESA Family and key external stakeholders;
- the online portal will provide an accountable and transparent approach to the way we can improve and enhance our organisation;
- there are opportunities to have a say in the future of our organisation; and
- now is the time for a collaboratively and creative effort with a focus on protecting local communities and building community safety. (Source: P2P Online Register, entered 15 November 2011).

During these visits, as the communications plan rolled out, I knew from the feedback from these stakeholder groups that we had built expectations in them. This was illustrated by the interest, the questions generated around the process and the eagerness at which staff would subsequently post ideas on the system after I visited. I questioned: have we over-promised? In my experience, a good project should under-sell and over-deliver. I pondered if we had done the opposite. I had made this mistake before. I communicated my concerns with the project team and reinforced the 'balance' that was required so as to manage expectations. I reflected on my past experiences and ensured I provided personal input when communications materials were being developed.

There is no better form of communications in my experience than one-on-one word of mouth. I believe this is because the listener can take in not only the message, but the delivery of the message and interpret the language and the emotion behind what is being said. I am aware of many communication endeavours that have failed because of the poor message, but more often because of the poor medium of delivery. One-on-one communications are not possible in an organisation embracing over 30,000 people but efforts were built into the strategy by including, in the design of the Communications Plan, a set of ‘Frequently Asked Questions’ and a series of ‘Show and Tell’ Roadshows. These helped to ensure as much person to person contact as possible, especially through the visitations and roadshows by the project team and the corporate leadership team. In this way not only could the message be delivered, but the level of commitment and energy for the project demonstrated. This facilitates engagement far better than any general broadcast or global email.

The Communication Planning considered and took advantage of all communications channels available within the organisation and adopted the communication channels most commonly accessed by the stakeholder group. These included internal media releases, CLT Meetings, PMO newsletters, emails, regular team meetings and existing FESA forums, internet and extranet banners, volunteer association websites and scheduled training events (Figures 26, 27 and 28 provide examples). These communication channels were used to achieve maximum coverage and have proven in the past to be effective. Regular updates were also provided through individual responses to ideas, publishing articles in *24Seven*, the official magazine DFES distributes online to the public and in print to stations, volunteers and members of staff.

GENERAL NEWS

PORTAL2PROGRESS is online and awaiting your ideas

A new and innovative medium for helping FESA to become better prepared and equipped to protect local communities is up and running.

The Portal2Progress (P2P) is an open way to collect, evaluate and act on productive ideas submitted by members of the FESA family.

Chief Executive Officer Mr Wayne Gregson APM said at the P2P launch that this online innovation was an opportunity to contribute ideas that will make a difference to the way FESA operates.

"We are all part of a diverse, yet integrated team of highly skilled and specialised people who share a common goal of community safety," Mr Gregson said.

"The new portal will support and unite our organisation to move forward together.

"It will reinforce the importance of staff and volunteer involvement, and is an exciting and challenging process that requires input from everyone to be a success."

Mr Gregson said personnel could keep up to date with the status of submissions at any time and also see everyone else's ideas.

"These will be reviewed, adapted and utilised across FESA to drive continuous improvement, enhance frontline operations and build community safety," he said.

"All volunteers and staff members across the services are invited to take advantage of P2P to help meet this goal.

"This is your chance to have your say in FESA's future, so visit the intranet or extranet, and together we can make a big difference to the safety of the community."

Since going live on 1 December, more than 140 ideas have been received.

Figure 26. 24Seven Issue 3, 2011.

Portal2Progress – the big picture

Portal2Progress (P2P) is FESA's platform for collecting and acting on productive ideas from all members of the FESA family.

Volunteers, career firefighters and corporate staff alike can contribute, view and comment on ideas via the site.

P2P forms part of the 'big picture' when it comes to the work being done within FESA to improve the way the organisation delivers services to the community.

FESA projects can arise through a number of channels:

- Government initiatives, changes to legislation or reviews
- Our Capital Works program which covers the facilities, equipment and installations needed for the agency to function
- Business improvement projects
- Ideas from our people

Executive Director Community Development and P2P Project Sponsor David Caporn said the portal provides the mechanism for ideas to be considered by the Corporate Leadership Team (CLT).

"Once an idea is submitted the P2P team undertakes a review to see how it fits in with FESA's overarching strategic plans," David said.

"They also look at whether the idea complements or can contribute to any existing projects either planned or already underway.

"The idea is then referred to the relevant business areas for review.

"This allows the people best placed to understand the idea and the impact or benefits it may have, to review it in order to make a full assessment.

"A recommendation is then made to CLT on the next steps for the idea, with that team reviewing and having the ultimate call.

"P2P has already highlighted a number of areas that our people are focusing on and initiatives are underway to address those areas."

Crisis information management project

Interagency Bushfire Management project team leader A/Superintendent Allan Riley said one area of P2P that had attracted many suggestions was technology to manage information at an incident.

"The Crisis Information Management (CIM) project has been established to capture the information requirements of Operations in order to effectively manage a crisis and enhance information management," Allan said.

"This can include a wide range of intelligence, from vehicle and personnel locations to key infrastructure, weather details and the development of a fire or cyclone."

The project's first objective is to gather operational information requirements from all levels for the management of bushfire incidents and tropical cyclone operations via:

- Workshops
- One on one interviews
- Findings of the Mobile Incident Intelligence trial for first arriving managers
- Initial requirements gathering for a web based application, WebEOC
- Analysis of existing processes, procedures and products

Allan said the outcomes will be used to build an operational requirements database.

"This resource will be utilised by Operations to provide a consistent picture of our needs now and in the future," he said.

"It will also be used by the Strategic Program Office to ensure that existing and future projects align and conform with operational needs."

Allan said that Operations staff are encouraged to participate in workshops and interviews when the opportunity arises.

"Your expertise and experience in cyclones and bushfires will drive the direction of future projects," he said.

"Whilst the initial project focuses on bushfire and cyclone operational information requirements, FESA staff and volunteers can continue to contribute ideas for other types of operations to the P2P site.

"That information will then be transferred to the new CIM database for analysis and the possible creation of new projects."

For more information on P2P, email the team at: Portal2Progress@fesa.wa.gov.au
Since going live on 1 December 2011, more than 210 ideas have been received and 560 people have registered.

Tips for posting an idea on P2P

- The P2P team is currently managing 210 ideas. To help get the best from your idea, include as much information as you can when you post it. The clearer your idea is, the better it can be managed during the review process.
- If you have documents, graphs, spreadsheets or other information that supports your idea, upload it as an attachment. The P2P team can use this during the review process.
- Make the most of commenting! Get online and add your bit about the ideas that are posted, and let your colleagues know and invite them to comment. Comments by other users help by adding information to an idea and showing support for it. Everyone has knowledge and experience that adds value to the process.

24seven 31

Figure 27. 24Seven Issue 2, 2013.

GENERAL NEWS

P2P continues to impress

Since its launch in 2011, the Department's online platform for sharing of ideas and feedback has undergone a process of continual improvement.

Commissioner Wayne Gregson APM at the campaign launch.

This year we are embarking on a new strategy to increase the effectiveness of Portal2Progress (P2P) that involves looking at and stimulating discussion on specific campaigns, as well as giving DFES personnel and volunteers the opportunity to provide feedback.

With this aim in mind, Fire and Emergency Services Commissioner Wayne Gregson launched the P2P Innovation Campaign Strategy earlier this year.

Commissioner Gregson said P2P was a key tool in helping the Department to continuously improve the way things are done and the use of campaign focus areas would form part of a broader innovation strategy.

"P2P is a channel of communication that enables us to draw upon the knowledge and vast experience of our staff and volunteers," he said.

"Central to its success is the way in which it can capture ideas from those who know fire and emergency services management best.

"The use of campaigns will provide further opportunity to enhance communication, prompt concentrated discussion and seek input on current issues."

The individual campaigns will run for a period of six weeks alongside the normal P2P and Safety Matters sites.

Empowerment Campaign

The first campaign *Empowerment* ran from the 5 March to 18 April, calling for ideas from P2P users who may not feel sufficiently empowered to make decisions and take appropriate action in their roles.

Executive Director Governance and Strategy David Capom said there is no doubt that when people feel empowered, they perform more effectively.

"In my experience they are usually much happier coming to work.

"Six issues have been raised through the campaign, mostly identifying cumbersome approval processes.

"These ideas have been reviewed by the Innovation Council and are being progressed for implementation with the business," David said.

Not registered for P2P?

Visit the DFES Intranet or Volunteer Portal and join the P2P community. Get involved today.

Contact the P2P team

Email: portal2progress@dfes.wa.gov.au or call 08 9395 9682.

8 24seven Issue 2, 2014

Figure 28. 24Seven Issue 2, 2014.

The identified stakeholder groups (Table 13) also made up the primary direct beneficiaries of the Portfolio Project. They would likely benefit directly through changed working conditions, processes or equipment derived from the successful delivery of projects generated from ideas submitted. There is also the overarching benefit to the government and the community of Western Australia derived from individual projects and the cumulative benefits of the resultant program of works. Incrementally, the agency would become more efficient and/or more effective. As the UK Department for Business, Innovation and Skills observed: "Innovation is the engine of economic growth and improved living standards" (Department of Business, Innovation and Skills, UK Government, 2014, p. 6).

Further, as reported in the Australian Innovations System Report (2015) "Stark differences between innovating and non-innovating businesses are also apparent from the firm performance data". Compared to businesses that do not innovate, innovative businesses report that they are:

- around 60 per cent more likely to report increases in income from sales and increased profitability;
- four times more likely to increase the number of export markets targeted;
- about twice as likely to increase productivity and employment;
- around three times more likely to report increases in investment in training and IT expenditure; and
- around five times more likely to increase the range of goods and services offered." (Australian Government, Department of Industry, Innovation and Science. Office of the Chief Economist., 2015, p. 8)

Whilst DFES doesn't aspire to the private enterprise profitability measures, it does aim for those reported elements that add public value.

With the adoption of a comprehensive P2P Communications Strategy, the stakeholders, key messages, timeframes and communication channels had been identified. Dissemination of information occurred in line with a formal Communications Plan, which scheduled the communications activity, the channel and the objective of the communication. Importantly, the plan prescribed an owner, who was the person I appointed to be responsible for each stakeholder group and similarly, a nominated deliverer, whom I considered might best individualise and help develop the communication, based on an affinity to that group.

In November, 2012, a P2P display/information booth was staffed at the 2012 Annual DFES Volunteer’s Conference and demonstrated P2P. Photographs can be found in Figures 29 (a), (b), (c) & (d).

Figure 29a. Portal 2 Progress demonstrations at the Volunteer Conference in 2012.

Figure 29b. Portal 2 Progress demonstrations at the Volunteer Conference in 2012.

Figure 29c. Portal 2 Progress demonstrations at the Volunteer Conference in 2012.

Figure 29d. Portal 2 Progress demonstrations at the Volunteer Conference in 2012.

This allowed significant exposure of P2P to the volunteer community. The conference was attended by approximately 400 delegates and the interest in P2P was very good, resulting in a post conference increase in P2P registrations, users, ideas submitted and entered comments. As part of the Developmental Evaluation, comments from the attendees were captured as data and considered as part of the ongoing research.

One of the continual challenges to be particularly addressed at the volunteer conference was the emerging need to educate potential users on what constituted an idea. The project team defined and marketed what type of things FESA (prior to September 2012) and subsequently DFES was trying to encourage P2P users to post as ideas. The ideas did not need to be large scale. The intent of the definition was very broad so as to encourage suggestions for changes to practice or process or the adoption of new tools or products that could be implemented through 'business as usual' or in the more complex matters, as corporate projects. The *Portal2Progress* Concepts, Processes and SOPs (Fire and Emergency Services Authority of Western Australia, 2012, p. 6) defined idea in the P2P context as "A thought or suggestion for FESA's improvement or for creating awareness about an issue of consequence."

Further marketing to encourage ideas explained that some ideas for business improvement may have little or no cost, risk or resource implication and can be implemented immediately. These ideas could be something comparatively small but make a marked difference in the workplace by streamlining processes or improving efficiency in the use of systems or activities. This was done so as to encourage potential idea originators not to hold back on submissions on the basis that they might think their idea was not corporately significant enough. In fact, an idea did not have to be the basis of a fully funded project. It could be a simple change of practice. One example was the use of the Headquarters Public Address System to announce the activation of the State Operations Centre, thereby not only calling all involved personnel into action much more swiftly rather than just relying on pagers but also informing the entire workforce in the building that a response to a major emergency event was underway. A number of ideas of this type were forthcoming, with 35 implemented that suggested improved process. As examples these include;

- Fire Ban notifications: Update total fire ban notices to refer to local government websites;
- Job opportunities way out of date: Increased frequency of updating job opportunities page;
- Recruit School Graduation recognition: Commenced publishing circulars recognising the graduates of the recruit school;
- Notification when a Standard Operating Procedure (SOP) has been updated: Ensured all staff were informed when new SOPs and SAPs were published;
- Kill a Rumour: Removal of obsolete webpages on the intranet; and
- Level 1 Incident Pads: introduced pre-printed forms to capture Incident times, resources used, resources called for and decisions made.

The results from this exposure led to a repeat of this coverage at the 2013, 2014 and 2015 Volunteer Conferences, creating an invaluable feedback loop to capture comments and gauge feedback on P2P. One of the effective strategies at the conference was to allow for the submission of ideas on paper outside of the system. As volunteers range in background and skills with a computer, there were many ideas collected by this process. As well as feedback from users, I reviewed all the outcomes from these conferences. In this context, feedback was informal and reported back to me from the P2P team. The high traffic parts of the conference are meal times, and volunteers did have a high engagement rate surveys. Modifications to improve the system were the result of this feedback. A specific improvement made following the feedback from the conference was the ability to submit an idea as a team. This functionality allowed multiple users to contribute to, gain credit and take carriage of an idea posted.

P2P Implementation Project Results

The P2P implementation team had successfully delivered on its objectives and outcomes. The P2P initiative and system had been effectively launched on December 1, 2011. After the P2P launch, all 33,596 members of staff and volunteers were then eligible to register and submit their ideas for consideration through the P2P system, which is the FESA branded version of the 'BrightIdea Innovation Suite'.

The initial round of 142 ideas had been progressed through a full cycle of P2P processes. Having processed the original tranche of ideas, feedback and comments were considered by the project team and the CLT and suggestions made for further improvement to enable DFES to firm up on the IT system, the process of ideas management and review.

Initially, there were some minor challenges with the IT. However, after logging these issues with the IT vendor, BrightIdea, they were quickly resolved. An issue around server availability had been caused by maintenance occurring overnight in the US, which was not helpful as that was concomitant with our busy period during the day in Western Australia. This issue was easily resolved; the P2P team requested that BrightIdea provide advance notice of periods of server maintenance as the lack of key system functionality during the working day seriously would impede the P2P team in managing and progressing ideas.

An IT issue identified was the ability to validate users given their various backgrounds. A custom solution was hosted on the existing intranet which validated users against our staff lists and our volunteer details held in separate database. This made it problematic for Career Fire and Rescue personnel to register onto P2P as they did not have an individual computer log on. Fire-fighters based at fire stations experienced difficulty registering under their own name using their own email address when logged on to the station computer using the station logon credentials. To address this issue, the P2P Team circulated an email to all stations providing details instructions for officers to follow in order to register personally for P2P. The P2P Team also extended an invitation for officers to email the P2P Team directly with their email address and request they be registered by the P2P Team using site administration privileges. The P2P User Guide and FAQs hosted on the P2P site were updated accordingly. The P2P Team continued to monitor this issue. The team instituted a short-term work around to register career fire-fighters until improvements could be made to the department’s IT systems.

There were challenges around the workload caused by the volume of the initial round of ideas and the agency’s concomitant operational tempo. P2P implementation coincided with the bushfire season and ideas had to be progressed as practicable within the constraints of the existing operational tempo, which impacted on the business areas. The volume of the initial round of P2P ideas also posed significant administrative issues for the P2P Team and FESA business areas. The process of providing feedback on all 142 ideas in one round led to the introduction of assessing ideas on a rolling basis. To mitigate this issue, I provided further funding to procure a dedicated communications officer for the duration of the P2P Implementation Project. I set the cycle for the consideration of subsequent batches of P2P ideas as monthly; this allowed for a workable number of ideas to be considered in detail by the P2P team at a monthly meeting of the CLT.

Feedback was received during the initial period regarding the lack of commenting functionality on the P2P site. Three separate ideas (see below) were lodged that specifically raised this issue. Additionally, the ‘Report Abuse’ function was inappropriately used to comment on an idea because there was no commenting function available on the system The P2P Team received a number of emails relating to the lack of a commenting function and I received direct comments on this issue during general discussion with staff and volunteers and with operational personnel during station visits. These ideas were:

1. Allowing fellow users to comment on other people's idea's (submitted 11/12/2011)

   "Use this as a think tank as there are lots of people who are smart and can add to the already good ideas that people have posted".

2. Comments on ideas (submitted 13/12/2011)

   "If it is not possible to place a comment on an idea, can we at least register that we support or do not support an idea. Many similar sites allow for an Icon to be clicked that registers how many are in favour or not and displays such ratings. This would help those reviewing the ideas as to how strong an idea is or not. It would also allow the author to get some feedback as to the ideas worth from their peers".

3. Add a 'Comment' option to posted ideas (submitted 01/02/2012)

   "I may just be thick but I can't see an option to add a comment to submitted ideas. They have '0 comments' at the bottom left side beneath the idea description - but apparently no way to add a comment".

Recurrent themes regarding commenting were articulated in a report to CLT and included:

- Many users are frustrated as they are unable to contribute to ideas registered on P2P without a commenting function. Most users view P2P as a way to collaborate on ideas and issues, regardless of physical location or role. Enabling the commenting function will foster collaborative discussion and P2P can be used as a "think tank" forum;
- FESA volunteer groups are generally very positive about P2P as they see it as a way of being connected with the broader "FESA Family" and to gain visibility on what is happening within FESA. Volunteers have considerable experience to offer, but are unable to provide this to idea initiators and the P2P Team without being able to comment on an idea; and

- For many volunteers, despite the potential of P2P to keep them connected, the absence of commenting limits their ability to network in relation to an idea or an issue. For example, there are many groups currently prototyping different methods of vehicle tracking. Until P2P came online, they did not know about each other. These groups see P2P as an opportunity to collaborate, share new knowledge and discuss lessons learned, but there is currently no function on P2P or elsewhere, that allows them to do this effectively (Fire and Emergency Services Authority, 2012).

Enabling commenting was the next step in establishing trust between CLT and FESA staff and volunteers. Concerns were raised by middle management about allowing portal users to comment on ideas. The debate centred around the misuse of the commenting function if it was activated and the detrimental effect this could have on the portal. This debate was rooted in the lack of trust between corporate members of staff at head office and operational personnel or volunteers. On the other hand, many saw commenting as a way to reduce the investigative work load on the P2P team and as a positive opportunity for dialogue. This approach, if it was to focus on the ideas submitted, would encourage collaboration and discussion and build trust. P2P had been launched without the comment function being enabled and this arguably hampered the SPO review, investigation and advice process.

CLT supported a one-month trial of this functionality and the results were reported in the P2P Implementation Project Closure Report, finding the commenting function:

- allowed P2P to be used as an ideas forum, think-tank and networking space for FESA staff and volunteers, regardless of physical location, rank or group;
- gave an indication of the level of support for an idea, or groundswell in regards to an issue;

- captured input and feedback on ideas from individuals who possessed essential corporate knowledge, but who were not known to the P2P team and who therefore may not otherwise have been consulted during the SPO Review process;
- allowed the P2P team to instantly provide feedback on and close ideas where appropriate (for example, where an idea can be managed in light of an existing initiative, in-flight project or as business as usual task or activity);
- enhanced communication between members of the P2P community and reduced stove-piping through overloading existing subject matter experts; and
- demonstrated an increased level of trust between the Corporate Leadership Team and FESA staff and volunteers. This claim was an anecdotal observation by the Project Manager. (Source: P2P Closure Report (Fire and Emergency Services Authority of Western Australia, 2012, p. 22).

Commenting was enabled on P2P in late January 2012, initially on a trial basis. Uptake of the commenting function was significant with 35 users commenting 116 times over the one month trial period. No reports of abuse were lodged, nor any inappropriate comments posted. The commenting function enabled a very useful tool for providing feedback on ideas. Once an idea was posted, the SPO could contact the relevant business area and request a comment be posted that acknowledged the idea and provide basic level information if there was an existing project underway that addressed the idea.

Responses from business areas via the commenting function also connected personnel and volunteers with members of staff who could action their idea, if appropriate, as a small management action or business as usual activity. This was the case with a number of ideas posted regarding the system used to record operational information. As an example, a P2P System Extract is presented in Figure 30. The Operational Information Systems Branch was able to liaise with the idea initiator to determine the requirements, within minimal timeframes. The P2P Team were able to utilise the information provided via comments to assist and guide the review process. Commenting was the primary vehicle for providing feedback on ideas to the P2P online community, once idea initiators have been personally informed of the outcome of their idea.

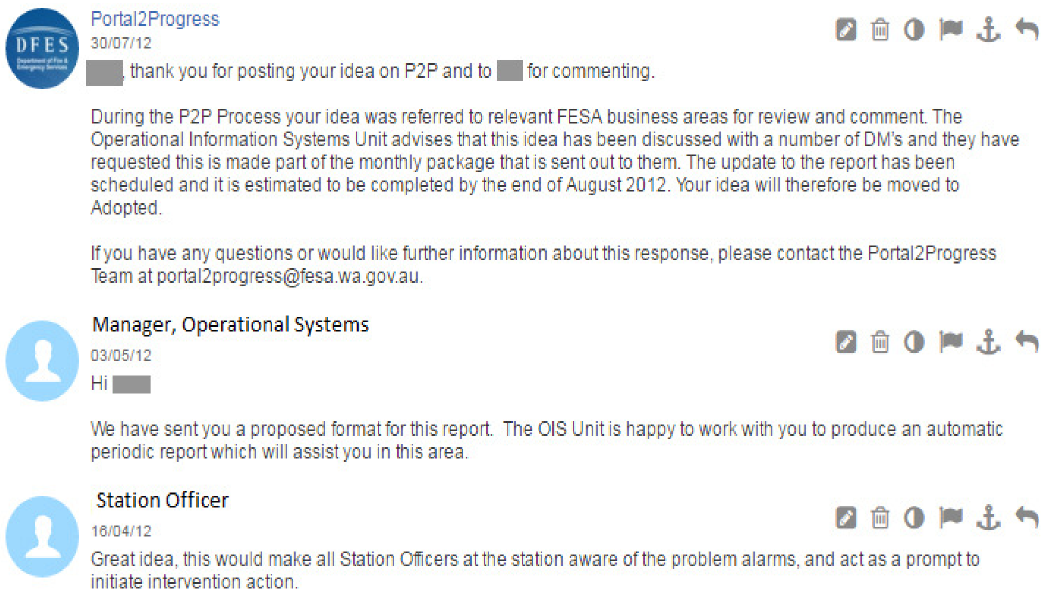


Figure 30. P2P System Extract.

Since the launch of the portal on December 1, 2011 there have only been two cases of blogging perpetrated by the same individual. Whilst these ‘blogs’ were not divisive, nor received many views, they were removed from the system by the SPO manager as they were contrary to the P2P User Guidelines (Appendix 7), which were advertised on the portal. The submitter was notified that he was not contributing to the innovative community P2P was seeking to establish.

Commenting became a permanent function in March 2012, four months after the launch. It enabled P2P users to comment on all ideas submitted, even those already logged on the system. The commentary also allowed CLT to gauge the level of support for any particular initiative and provided a wealth of data from which to draw out perspectives on P2P as well as the ideas submitted. An example of this was the implementation of Level 1 Incident Pads (a form of incident Aide Memoire). The idea generated seven comments from users on proposed formats and indicated that a DRAFT incident pad has been in circulation previously, allowing existing work to be modified. In this instance the responsible business area posted the revised incident pad as an attachment to the comments allowing all users to provide direct feedback through the system.

In some instances, other users let idea submitters know how they had overcome similar issues with existing equipment. The P2P Extract presented in Figure 31 illustrates how users posted images of solutions allowing others to consider. Overall, this allowed for more of a community of users to develop by generating interest and creating discussion.

Portal2Progress
02/06/15
- Admin Comment

Thank you for posting this idea on Portal2Progress.
At present there is limited room within the cabins of the existing fleet, and each are subtly different so a single solution is not practicable. Additionally, with the imminent start of the 2nd phase of Crew Protection, which includes in-cab breathing air, the already limited space will be at a premium. To that end, it would be impractical to start looking at further storage solutions until such time as we have finalised the positioning of the crew protection elements. Your idea has been forwarded to the Future Fleet project for review this requirement has been communicated to ORRD who are responsible for the functional specification.
If you have any further questions please do not hesitate to contact the P2P team via email:
portal2progress@dfes.wa.gov.au

Fire fighter
01/05/15
[redacted] maybe place the radios in the respective radio pouched on our PPC. UHF radio in the Level 2 tunic and the VHF Hi band radio in the Level 1 tunic. Depending on which tunic is worn will determine what radio band (UHF or VHF Hi) is used for the incident.
If you wish to communicate between vehicle for administration radio traffic then used the vehicle radios.
By placing the radio directly in your PPC and not in a storage device will mean that if there is an accident/rollover there will not be projectiles (radios) thrown around the cabin of the vehicle.
Just an idea.

Station Officer
28/04/15
Something like this?
Custom pouch for Albany LT holds 2 x UHF, 2 x VHF & 2 x spare batteries, all Vertex.

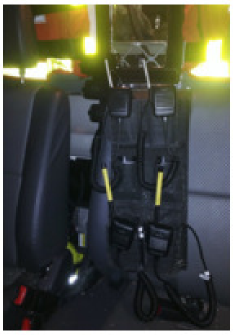


photo.JPG
548kb

District Officer
24/04/15
Report damage to Station Officer to have damaged equipment replaced as per VFRS to fleet and equipment services for replacement. Refer to: Directive 4.3 - Repair and Recovery & Directive 5.1 CFRS Station Administration, Website-Forms-contractsand purchasing-Equipment-Miscellaneous items- item No: 7 Bags radio L/T Scania set.

Figure 31. P2P System Extract.

To further this concept, as a result of feedback, P2P later introduced a voting system through a ‘Like’ function as an indication of support for ideas – a simple buy-in method providing an additional user feedback loop. The voting function was advertised to members on March 6, 2013, via DFES General Circular 33/2013. Users were able to vote on any idea even if it had been submitted prior to the voting functionality being activated. The voting functionality allowed P2P Users to participate in the P2P community even if they did not wish to add a comment. The number of votes against each idea was included in the monthly CLT Report to provide an indicator with respect to each idea as to how popular it might be. The voting system was not used in a formal way to rank or prioritise ideas.

The level of voting for specific ideas combined with the information now obtained through commenting, provided the SPO and ultimately the CLT, with another gauge as to the level of impact that an issue, for which the idea seeks to address, may be having on the organisation. This information has challenged the CLT and ensured that there has been more robust discussion and analysis before determining the ‘fate’ of ideas. Additionally, in many cases, it emphasised the fact that even though the idea submitted may not be the correct response or solution to an issue, it may have nevertheless highlighted a significant problem that needed addressing in some way due to the impact it was having on our people or operations.

As a result of consideration of the initial round of ideas, FESA was able to adapt the P2P system to better suit context and stakeholder needs. These needs were identified as the ability to provide input through comments, show support through voting and reduce the number of ideas in each round and increase response times by moving to a rolling monthly assessment cycle. This was a critical step in the Developmental Evaluation process. The processes for the ongoing management of P2P had been completed. I confirmed all of the P2P implementation outcomes, as outlined in the Implementation Plan, had been successfully achieved and reported upon in the P2P Implementation Project Closure Report (Fire and Emergency Services Authority of Western Australia, 2012, pp. 7-9). This was achieved through fortnightly status reports as part of the newly introduced project management. Each status report used a traffic light system to illustrate the status of project risk, milestones, budget and resources. Sections were included that summarised achievements last period, deliverables completed and milestones achieved. Receiving these regular reports, which were also subject to quality audits from the PMO, gave me confidence the project was delivering on the intended outcomes.

The ideas coming from the users covered all aspects of the agency's business. Commencing with the early ideas from the Station Officers' forum and for each one of the early ideas submitted on P2P, working with members of the SPO, I reflected on the nature of the idea, carefully examined each submission and asked: "What aspect of the business did the idea seek to improve?" This saw a number of themes emerge and enabled the software to be configured so that ideas could be categorised to facilitate idea management and reporting. Figure 32 shows the entered categories which are further elaborated in Table 14.

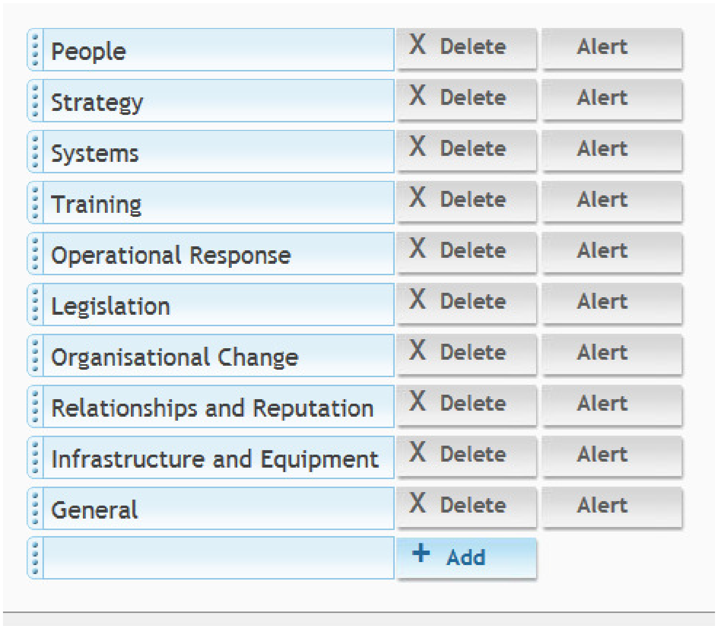


Figure 32. A screenshot showing entered categories on the P2P software application.

Table 14

P2P Idea Category Definitions and usage percentages

Category	Percentage of Ideas (%)	Includes
People	9	Ideas related to staff management and positions.
Strategy	4	Ideas related to the Departments long term strategy.
Systems	12	Ideas relating to software, hardware and processes.
Training	8	Ideas relating to development of the workforce.
Operational Response	25	Ideas relating to the dispatch and techniques used while responding to incidents.
Legislation	1	Ideas relating to the legal framework in which we operate.
Organisational Change	5	Ideas relating to broad changes to the organisation and its culture.
Relationships and Reputation	5	Ideas relating to the relationships and reputation DFES has with stakeholders.
Infrastructure and Equipment	19	Ideas relating to the trucks and equipment used to undertake our jobs.
General	12	Broad “catch all” category if none of the above apply.

As each idea is posted, the idea submitter selects the most relevant category, this assisted the SPO to identify which business areas and/or individuals should be involved in furthering the idea's evaluation. It also assisted in highlighting any linkages with the agency's Strategic Plan and any ongoing agency activities. For example, a number of ideas that related to fire-fighter safety were processed and as FESA, later DFES, was implementing a safety management system it could also ensure, through P2P feedback, that this was actively promoted in order to demonstrate the positive action and progress being made in relation to this area.

More than 14 ideas within the initial round related specifically to training, the training centre and training equipment and services. The Business Area subsequently advised that a number of major projects were already underway to address many of the issues raised. This feedback allowed the FESA Training Centre Projects to be actively promoted, in order to demonstrate the positive action and progress being made in relation to this area.

A number of ideas submitted related to the replacement process for appliances, equipment standardisation and interoperability. Most ideas noted that enhanced operational outcomes and considerable cost savings could be realised by standardising fleet and equipment, as well as reviewing the current basis on which appliances are replaced. These ideas fed directly into the review of the department's Strategic Asset Management Plan (SAMP) which was currently underway. The development of the SAMP addressed these specific issues around vehicle fleet composition, specific vehicle types, replacement schedules and related issues raised by the Portal2Progress community in relation to fleet management, appliance standardisation and replacement.

Practical examples of these include the use of drones and mobile apps for volunteer responders. Both of these issues were raised in slightly different ideas submitted on P2P. As a result, the team organised workshops with DFES subject matter experts, suppliers and interested

P2P users, to review and communicate with one another on these issues. Building trust in and credibility for P2P was considered important to achieve and this occurred through developing relationships, active listening and then ensuring follow-up and providing feedback to suggestions made. This was facilitated through workshops run by the P2P team. Workshops were used as a means to communicate and collaborate when idea responses were not simple. All initiators of related ideas, those that commented and those that voted, were invited to participate along with subject matter experts and, in one case, industry. One workshop related to the possible uses of drones for firefighting. This was attended by over 40 participants who received a briefing on the agency's long-term aviation strategy and who were then able to provide feedback to management on this strategy and view a demonstration of drone capability. The workshop was well-received and subsequently improved communication channels that were established to allow for ongoing relevant information to be shared.

Additionally, the response to the P2P awareness question in the Volunteer Engagement Survey (see Figure 32), as discussed earlier in Chapter Three, indicated that 62% of new volunteers, that is those in their first 12 months of service, were not adequately aware of P2P and so were not aware of the opportunity to submit ideas and have their voices heard. In response to this feedback, I directed increased promotional activities and the inclusion of P2P in the agency's induction pack for volunteers and members of staff alike. This was achieved in early 2016, so it is still too early to evaluate the impact of the increased promotion.

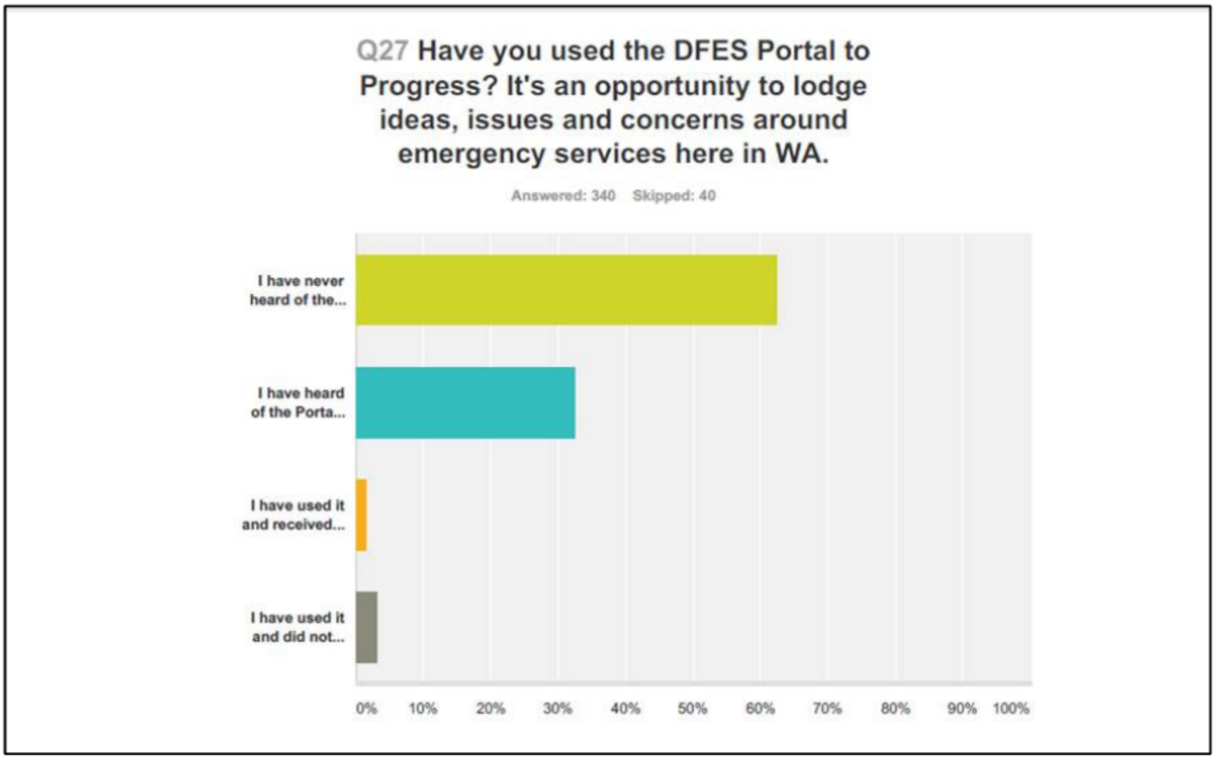


Figure 33. Results of the 'P2P Awareness Question' from the Volunteer Engagement Survey.

Other ideas related to suggestions for organisational reform of systems, processes or structures. The input of ideas through the portal resulted in a wealth of innovative ideas for CLT to consider. In fact, what the P2P ideas were addressing were the 4Ps of innovation as articulated by Bessant and Tidd (2007, p. 13):

- Product Innovation - changes in the things (products/services) which an organisation offers;
- Process Innovation - changes in the ways in which things (products/services) are created and delivered;
- Position Innovation – changes in the context in which the products/services are introduced; or

- Paradigm Innovation – changes in the underlying mental models which frame what the organisation does.

One example of Product Innovation was the idea for a new style of hose ramp. When a fire appliance arrives at a fire, the closest hydrant may be located on the opposite side of the road. This results in crews needing to set up a small ramp to ensure cars travelling down the street go over the ramp and do not restrict the water being pumped to the appliance. Each ramp fits a single fire hose. If two hoses are connected to the hydrant, two ramps are needed. A simple but effective idea was submitted by a Fire Control Officer to widen the timber hose ramps on fire appliances to hold two hoses rather than just one. This simple alteration resulted in an increase in water supply to the appliance, reduction in time and effort to set up the equipment, less equipment needing to be carried on the appliance and an increase in safety for public as they only need to navigate one ramp. The CLT endorsed this idea and new hose ramps are currently being redesigned.

An example of Process Innovation was DFES's response to false fire alarms as briefly discussed earlier in this chapter. A false fire alarm is when the DFES operational personnel attend premises in response to an alarm where there is no fire. False fire alarms disrupt the community, cause complacency and business down time due to evacuations, and divert responders and resources away from genuine emergencies, which could potentially lead to loss of life and property. DFES is legally required by the Fire Brigades Act 1942 to attend to a call of fire. In the State of Western Australia, firefighters respond to almost ten thousand false fire alarm activations a year, which equates to approximately 27 false fire alarm attendances each day.

In February 2012, a District Officer submitted an idea that businesses with repeated false fire alarms should be charged. He wrote "…perhaps FESA should consider legislation that any alarms activated unnecessarily because alarms were not isolated shall incur an account being sent". This idea was supported by the CLT and a long-term project to establish charging options, internal processes and implement a solution was established. On 1 January 2016, DFES introduced its False Fire Alarms fee. DFES will invoice businesses when the fire services attend more than three false fire alarms at the same premises each year. This idea provides financial incentive for businesses to address the root cause of false fire alarms, therefore decreasing their frequency and increasing the capacity of fire services to respond to real emergencies. It also allows DFES to recoup costs and reinvest this money into emergency services in the community. It is too early to assess the full benefits of this change in process, however early indications are showing a reduction in false alarms. This project took a considerable time to implement due to legislative and regulatory requirements and the need to engage external stakeholders, particularly business owners and alarm monitoring companies.

At an organisational level, an example was the idea of introducing a formal health monitoring program for career firefighters, which will be implemented in 2016. This is an example of Position Innovation. The suggestion was to develop an employee health-monitoring program for the Department of Fire and Emergency Services (DFES) staff exposed to, or involved in, working with potentially hazardous materials and substances. Project development has commenced that will create a system that provides health checks, collates health data, identifies health risks and trends and provides options for improving employee health. The project will set up a process (database or system) that will enable DFES to understand current health risks confronted by the workforce. The results will provide DFES with valuable data on the health risks its employees face and permit the delivery of targeted health promotion programs to reduce risk of employee health issues. It will allow for a proactive level of health surveillance to ensure employee health is assessed, early intervention occurs and occupational health and safety legislative obligations met, setting the organisational context for internal service delivery in this important area.

At an operational level, following feedback through P2P, the business area responsible for ensuring awareness and compliance with operational doctrine introduced circulars to alert staff and volunteers when changes are made to Standard Operating Procedures (SOPs). These circulars were much welcomed way of ensuring all staff were following and implementing best practice guidelines for emergency management as soon as the latest theory arrives; setting the operational context of service delivery. Both of these examples are also system changes resulting in enhanced efficiencies.

An example of Paradigm Innovation can be found in a suggestion made regarding training. From its inception, one topic that has sparked much discussion is training. Using P2P, members of staff successfully presented the idea that DFES needed to move towards competency based training packages (November 2011) and increased support for regional training to cater for those in remote locations (December 2011). These ideas were quickly supported by the Corporate Leadership team and identified as a priority for the organisation. In 2015, following extensive consultation with volunteer associations and committees, unions, local governments, managers, officers and staff members, DFES commenced rolling-out its Professional Development Pathways Project.

The project consists of the design and implementation of competency based development pathways for all members of staff and volunteers. Today, everyone has access to a suite of courses, training and support appropriate to their role within the organisation. Each promotion to a new role, ranks or level opens doorways to new tailored training that evolves as individual's progress within the organisation. This programme, envisaged in P2P, now underpins the way firefighters and members of staff are supported by the organisation. It delivers many benefits including providing clarity for staff on the skills required for their current role and future roles, a fair and systematic training system that provides equal opportunity, evaluation measurements to ensure training quality, visibility of an individual's progress for managers, the reduction in the safety risk and corporate risk to the organisation by having a fully trained organisation and the attraction and retention of members of staff and volunteers as a result of the transferable skills and the nature of the training offered. Building on the success of this project, speciality pathways have also been implemented for niche roles such as aviation services and fleet and equipment services. This allows talented staff to be identified early and trained with speciality expertise, which the organisation needs.

Product and Process Innovation in this 4Ps model tend to be relevant with respect to the service delivery offerings of DFES, whilst Position and Paradigm Innovation tend to focus on the agency's culture. Both service delivery and culture are key reform areas when considering the recommendations identified in the Bushfire Review (Keelty, 2011), which provided the impetus to the DFES reform agenda. The Bushfire Review was particularly critical of FESA's collaboration within the agency, volunteers and with Emergency services partners:

> It became apparent during the conduct of the Special Inquiry that the poor relationships between agencies is being propagated in the main from the executive levels of FESA…. The Special Inquiry is firmly of the view that a major cultural shift needs to occur within FESA. That cultural shift needs to drive change towards a more collaborative and genuine partnership approach in particular with other WA agencies involved in the response to bushfires, including volunteers (Keelty, 2011, p. 166).

Idea progression. It was important to track the status of each idea so that their progress through the review process could be monitored. Reporting tools are available in the system to track ideas and to report on where they are at in the process. An example of the reporting tool can be seen in Figure 34.

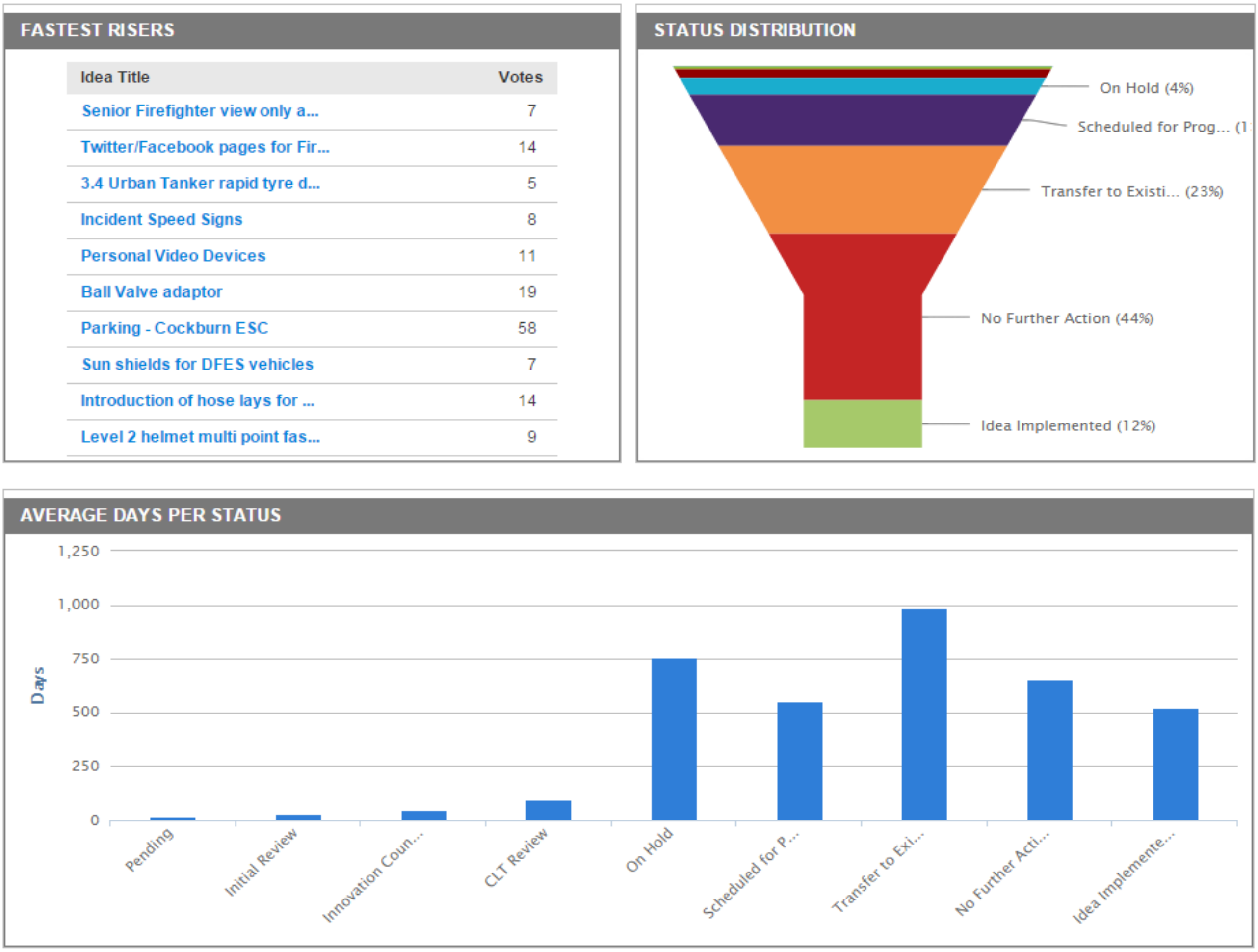


Figure 34. P2P dashboard as at 24/08/2015.

Some Managers posted ideas and initiatives that were within their authority and remit to consider. For example, they posted ideas that would impact only their business area and were within their resource allocation limits. This practice showed a lack of knowledge in that they were attempting to pass decisions, for which they were accountable, upward to the SPO. This was not an issue foreseen at the implementation stage and was dealt with as it arose. Managers were spoken to by senior officers under my direction and it was suggested that they only post ideas that have impacts beyond their business area or resource allocation limits. The intent of Portal2Progress was not to be an escalation point for day-to-day business or for activities that were within the purview of the submitter to decide upon.

I believe this was also symptomatic of another major challenge the organisation was facing. Since taking up my position as CEO, I had reviewed aspects of professional development and discovered the almost complete lack of leadership and management education and training opportunities that had been made available to middle managers since FESA was first formed. I further found that there was no formalised pathway for management and leadership development and had therefore commissioned the creation of learning pathways to address this ,but I knew that solution was a journey rather than a quick fix.

Early adopters of P2P occasionally tended to include commentary or excessive background with their idea, often resulting in lengthy submissions that did not propose an innovation or idea, but were ‘rants’ focusing on problems, not solutions. This was not the intention of P2P and whilst these submissions might add some value in understanding the background to problems, or confirming problem issues, they were not suitable to progress through the P2P processes. P2P was intended to elicit solutions. The P2P software allowed for the free-form entry of ideas and, as a result, some submissions were not well-focussed. By amending the P2P form to commence in the following proforma way: “My Idea is…” ensured the focus of the submission was actually on an idea for improvement. This ensured greater clarity of what was being suggested by the idea initiator. There was no word limit imposed and a submitter was also able to add attachments to the submission.

As the P2P initiative gained momentum, positive responses that appropriately addressed the idea submitted were maintained by the SPO and the P2P team, this approach of providing timely feedback was akin to good customer service, to ensure users were kept engaged through the P2P review cycle. Engagement was measured through access to the site, ideas posted, comments made and votes placed, as articulated in Table 15.

Table 15

P2P Engagement Indicators

	2011 (Dec only)	**2012**	**2013**	**2014**	**2015**
New users registered	408	453	282	217	118
Unique Visitors	Not available	Not available	Not available	665	526
Avg Visits per user	Not available	Not available	Not available	13	18
Ideas posted	153	190	168	162	111
Comments posted	0	772	619	441	444
Votes places	0	0	912	664	672

There was the need to keep idea initiators up to date with the progression of their idea through the P2P process, but it was found important to include in the messaging, clear advice that some ideas would take time to be properly considered. Contact is maintained with the submitter at every stage of the process including, for example:

- an email of thanks once an idea has been submitted (automatic).
- updates on status of an idea as it progresses through the system (automatic).
- contacted for more information to inform discussions (if and when required).
- SPO will write up response from CLT and give personal feedback if an idea is successful. It will inform a person that CLT thought their idea was great and advise them it will be implemented, including some estimation of time-frames.

- if a more detailed written innovation proposal is required, one-to-one support to help write this proposal will be offered.
- an update and thank you when it has been implemented, put on hold or not implemented.

On-going open communication had to be maintained to keep the idea originator and other users engaged so they have an increased understanding of what is occurring with their submission. Where appropriate, this was done online through the commenting function. This ensured transparent access to information to the whole P2P community. Where information was not appropriate to publish online, one-to-one communication was given to the idea submitter via a phone call or email.

It was recognised as particularly important to provide a follow up communication if an idea changed in status or an action was taken with respect to the idea. It was important for P2P's credibility to demonstrate that the P2P process, as had been espoused, was being followed and that we were being consistent with the new way of doing business. From the P2P Launch to the end of June 2016, 857 ideas were submitted attracting 2,539 comments and 3,332 votes/likes. The top 5 ideas for comments received 40, 24, 23, 22 and 20 comments respectively and were in the categories of People, Operational Response and Organisational Change. Ideas attracted comments from the P2P community upon being posted and often further comments were stimulated by the status of the idea being updated or CLT response to ideas being posted on the portal. Whilst most of the ideas were specific to operations and equipment, a few had the potential to impact on the future culture of the organisation, for example, the idea previously mentioned on organisational reporting. When considering this aspect, I found myself reflecting on the importance of cultivating these types of ideas to accelerate the overall reform agenda. I observed that P2P could facilitate multiple engagement on ideas across the agency at many levels. Facilitating feedback, commentary and involvement by others was crucial for taking a raw idea and turning it into an implemented innovation.

The number of initial P2P submissions was higher than anticipated and keeping up with large volumes of information was important so that misinformation was not provided. As a result, effective record management was fine-tuned to ensure all documents relating to each idea could be tracked and made available upon request. Once an idea is submitted through the portal, it is given to the responsible business area to assess and to provide feedback. This process recognises that no single person can assess all ideas for their validity to implement and also ensures that those business areas likely to be affected by any future change have their opinions voiced before a response is given to the idea poster and a decision made with respect to whether or not to implement the idea.

This process became difficult to track. At any given point in time, there were as many as 300 ideas in multiple business areas. I received direct unanticipated verbal reports from managers and portfolio heads that some were not happy to have been assigned the extra work of evaluating ideas. The potential for this was highlighted in the first CLT report present in January 2012. However, it was assumed that this feedback was due to the high operational tempo, yet as the operational tempo reduced, the feedback did not subside. Additionally, they were anticipating even further work if they were to ultimately support ideas through to implementation.

In order to better control the dispersion of the ideas for feedback, Executive Officers were identified to become the central contact point for ideas in their Command. Each Command has an Executive Officer who was engaged through the introduction of regular meetings and one on one communication with the Portal2Progress team to facilitate feedback from their respective Commands. This provided dual benefits. One, if something remained outstanding for too long, it was independently followed up and actioned by the Executive Officer. Two, as ideas progressed through the system, as well as providing the logistics of circulating and following up on ideas, Executive Officers could add value themselves as they have a deep understanding of what is happening in their business area and the challenges being faced. In some cases, they were able to provide a response directly to the idea and, in almost all cases they had the knowledge of who could provide the best response.

Reflection on implementation and results. The implementation of P2P was a very exciting time for me. P2P had been successfully launched and over the ensuing years provided a wealth of ideas for the agency to consider. After an initial burst of users onto the new system, P2P gained supporters and adopters incrementally. Figure 35 (below) shows ideas implemented by month and I became aware that the successful implementation of ideas attracted further users and supporters, particularly when those ideas had an operational focus.

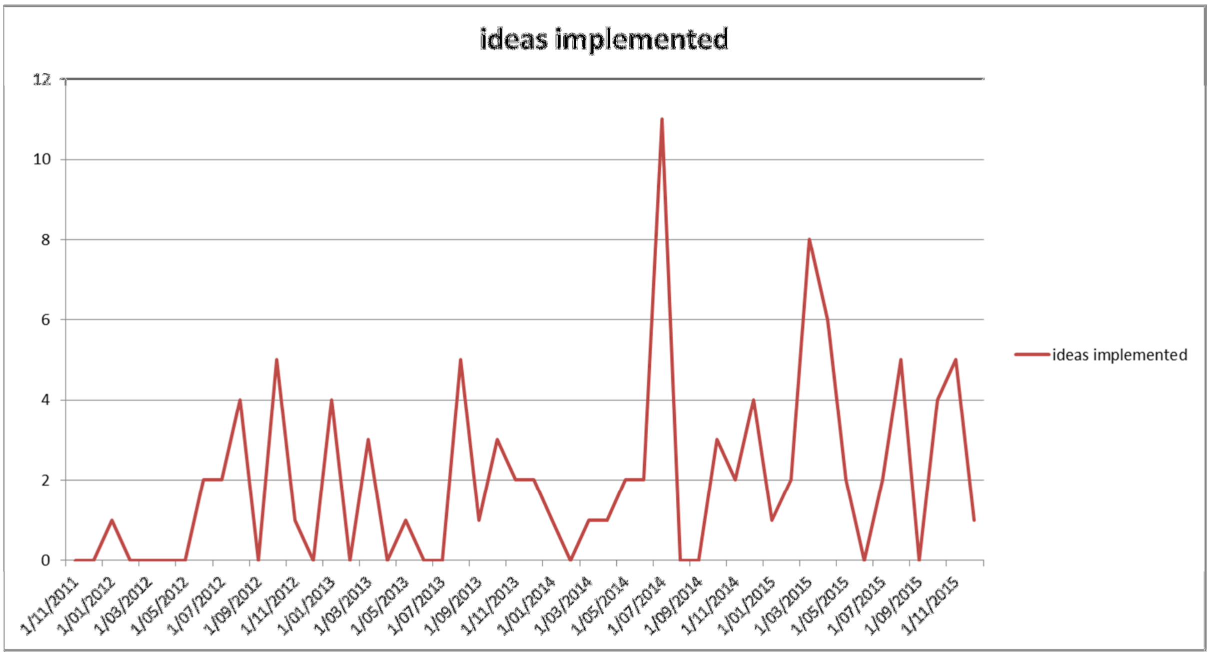


Figure 35. P2P Ideas Implemented.

I became aware of this from the unsolicited informal feedback comments that were made to me as I visited career and volunteer stations on a weekly basis as part of my duties. Operational members of staff told me that the successful implementation of ideas had encouraged them to become members of the P2P and to submit ideas. As one Senior Fire-fighter commented:

> My idea was the placement of a biohazard sticker on a car after a road crash incident. There are a number of biohazards within a vehicle after a crash, which presents a risk to personnel attending the scene
>
> …I found P2P easy to use – I submitted my idea, it was assessed and then implemented. I recommend that you post your ideas on P2P instead of just talking about them (Senior Fire-fighter, Career Fire and Rescue Service. April, 2013).

A number of P2P advocates and opinion leaders had also arisen from the commencement of the project, particularly from the volunteer cadre, influencing the uptake. As one volunteer posted in encouragement “Use this as a think tank, as there are lots of people who are smart and can add to the already good ideas that people have posted” (Volunteer, P2P post, December, 2011).

The extract presented in Figure 36, from a volunteer association Facebook page, shows the influence of P2P opinion leaders on gaining support and promoting the initiative.

HIGHLIGHTS

February 16 at 3:02pm

Maybe DFES need a system like what the army uses to give an avenue for the troops, be they career or volunteer, to give constructive feedback on the equipment we are supplied to use. A system like RODEM..which for non army types is a live computer based Report On Defective Equipment and Material.
If you have an issue with something such as equipment supplied or some idea on how something can be improved, you log it with photos ideas and suggestions and it goes up the chain. Any one can raise a RODEM and anyone can see the outcomes and other ones already submitted. Very accountable system and user driven. 🙂

Like Comment

7 people like this.

They do have the portal 2 progress page. Any member can suggest an idea for improvement. And with new gear they do get trialled by members both per of volunteers. But they do add things with out much thought sometimes.
Like · Reply · 1 · February 16 at 3:14pm

Do you have a link to the portal?
Like · Reply · February 16 at 3:16pm

https://extranet.dfes.wa.gov.au/.../volun.../Pages/home.aspx

Once you have logged you will see the ideas link

DFES Volunteer Portal
The Volunteer Portal provides our Emergency Services Volunteers access to a variety of relevant information,...
EXTRANET.DFES.WA.GOV.AU

Like · Reply · 1 · February 16 at 3:42pm

I will have to wait til i get to work but does it list other ideas submitted?
Like · Reply · February 16 at 3:45pm

, the portal allows you to review other submissions where they can be 'liked'.
Like · Reply · 2 · February 16 at 4:14pm

Was about to suggest portal 2 progress. Unfortunately career staff do make recommendations on some equipment supplied but often are ignored
Like · Reply · 3 · February 16 at 4:56pm

Portal 2 progress is great. All suggestions are replied to and feedback given. If only more firies use it.
Unlike · Reply · 2 · February 16 at 11:00pm

Figure 36. Extract from volunteer association Facebook page.

As Patterson et al. correctly pointed out:

> You don't get to decide whether or not you engage the help of opinion leaders. By definition, they will always be engaged. They will always observe and judge your influence strategy – that's what they do. Then they will give your ideas either a thumbs-up or the thumbs down. And since they're respected and connected, they will exert their widely felt influence and decide the destiny of your influence strategy – whether you like it or not (Patterson K. , Grenny, Maxfield, McMillan, & Switzler, 2008, p. 151).

That is, the effects or indeed anticipated effects of change endeavours will be talked about and considered in work circles. This will have an impact on the cultural and social dimensions of the organisation and ultimately impact the change.

Getting some key adopters engaged early to use P2P and facilitating their suggested ideas as 'quick-win' projects significantly cemented the validity of P2P. When a relatively high impact idea was suggested, which was affordable and required limited implementation effort, it was fast-tracked to implementation. Effectively engaging the initiator, as appropriate to their idea, was key to ensuring the solution truly addressed the innovation or issue raised. For example, an idea flagged by a volunteer was the issue of improved activation mechanisms for those State Emergency Service units (SES) that were the primary responders for Road Crash Rescue in their areas. In general, not all SES units are first responders, that is, they do not often attend life-threatening emergencies. However, some SES units are indeed required to attend road crash rescues as emergency responders. These incidents can be classified as life-threatening emergencies. The existing activation mechanism for these groups was neither acceptable nor appropriate. It had only a single point of contact for each unit, not allowing all members to be communicated with at once. This could delay their attendance to the emergency. Further, the system did not provide any redundancy or alternate call out arrangements if the single point of contact was unavailable. So, In November 2011, the Chief Operations Officer approved a new FESA Activation Mechanism Matrix. This matrix sets the activation mechanism requirements for all operational volunteer brigades, groups and units, including those SES units that are primary response for road crash rescue. As reported by the Deputy Commissioner (Operations), implementation of this matrix significantly reduced the risk associated with this issue by adapting the activation mechanism to remove the barriers identified. The new Matrix was constructed in concert with the idea initiator and other volunteers. This approach assisted in building a virtuous value-add cycle, which provided further feedback. This enabled learning, but importantly added to the momentum of getting P2P embedded as a finished product within DFES and reinforced the notion that stakeholders were being listened to.

Considering the feedback and actioning changes was essential. Most of the users of the system were happy.

> Thank you for the response P2P, very satisfied with the level of consideration given to the post. Completely understand that detailed steps in attracting operational staff to the BEB have not yet been developed, but will watch with great interest to see how this is addressed. Again, thank you (Manager, May 2012).

It appeared that by and large it was ‘giving them a say’. Ideas for agency improvement were being captured. I had ensured that there was full engagement between the SPO and CLT and I endeavoured to make sure every idea was properly considered and that feedback to initiators was reflective of the idea having progressed through the review process. However, feedback indicated that this was not always the case, with the P2P team sometimes misunderstanding the idea or not being presented with all the relevant information.

Additionally, I collated feedback in the form of direct comments, specifically from middle managers that was cause for some concern and reflection. The theme of these comments indicated that there was a concern with some of them that P2P had generated too much of a workload and that P2P was subverting the chain of command by giving subordinates too much of a say in the business of the agency. Upon reflection, I considered that they were feeling upset by the fact that they felt they were being disempowered. I know from experience that the support of middle management is important for a successful change endeavour. I believe this is because they are an essential conduit between the strategic intent of the executive and the actions of troops and responsible for operationalising the strategy and providing feedback 'up the chain of command' in a hierarchical organisation. I took on-board this feedback and endeavoured to manage the internal politics by explaining and reinforcing the importance of the objectives of P2P in accordance with the Communications Strategy. Still other, more junior personnel, felt that managers were attempting to avoid their responsibilities as managers by utilising P2P when they should be making decisions themselves. They voiced resentment towards some of the idea initiators identifying them as 'keen to put forward suggestions but contributing little towards making things happen'. I interpreted from the comments that the interaction between the business units and the idea initiator was not happening as effectively as it should. To better facilitate this, I requested that the P2P team remain the conduit between the business unit and the idea initiator, instead of expecting the business unit to ensure this engagement took place.

When talking about the process of embedding effective innovation, Bessant and Tidd's observations accurately described P2P at this point:

> One of the most important points to make at the outset is that firms aren't born with the capacity to organise and manage this process -- they learn and develop it over time, and mainly through a process of trial and error. They hang onto what works and develop their

> capabilities in that -- and they try and drop those things which don't work. For example, successful innovation correlates strongly with how a firm selects and manages projects, how it coordinates the importance of different functions, how it links up with its customers, and so on. Successful innovators acquire and accumulate technical resources and managerial capabilities over time; there are plenty of opportunities for learning -- through doing, using, working with other firms, asking the customers and so on -- but they all depend upon the readiness of the firm to see innovation less as a lottery than is a process which can be continuously improved (Bessant & Tidd, 2007, p. 17).

The feedback process for the initial round of ideas has highlighted that many idea initiators expected their idea to be actioned as a matter of course and were disappointed if their idea was not taken up, or was forwarded to an existing project for inclusion within that project's scope of work. The P2P Team managed feedback to idea initiators on a case-by-case basis. This was a segment of the process where personal communication with individual idea initiators was key to ensuring that the rationale for the outcome of an idea is communicated in a constructive manner. Where appropriate, the P2P Team met with idea initiators who were disappointed with the outcome of their idea and discussed the review and assessment process and explained the rationale for the outcome in person. This was intended to ensure they remained engaged. The P2P process required a shift in thinking for staff and volunteers, away from their "local patch" or area of responsibility, towards a more strategic and collaborative approach to issues and ideas that must be considered and actioned – or rejected – in light of many other corporate and operational considerations, activities and constraints. This was an important process for all members of the DFES family and in the longer term, I trust will have positive outcomes. In the short-term however, this process generated some negative feedback that would be communicated directly to me, members of the CLT, the unions or volunteer associations.

To me what was occurring in P2P was demonstrable Developmental Evaluation. I continued to record unsolicited feedback and elicit purposive comments; particularly as to how P2P was perceived as forming part of the agency's overall planning process. I interacted with the full range of P2P stakeholders, representing staff and volunteers, collecting their comments and reflecting on their feedback. P2P continued to be promoted as a means to access the executive and improve the business. P2P had also become a central register of activity occurring within the business and could now be used as a direct input into the agency's planning and budgetary cycle. The diagram presented in Figure 37 illustrates the DFES Planning Cycle.

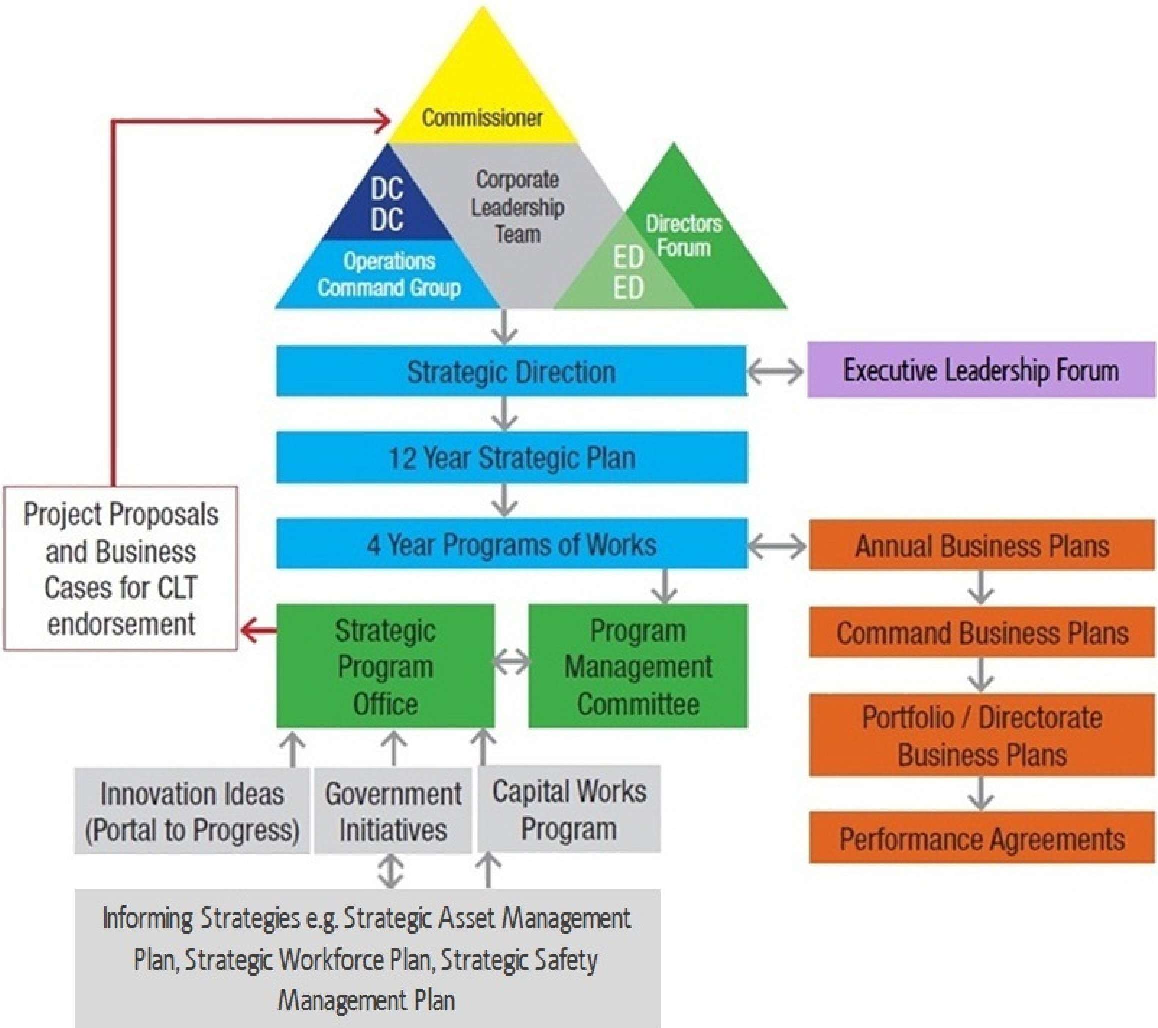


Figure 37. DFES Planning Framework. Source: Department of Fire and Emergency Services.

To maintain momentum with P2P, it was necessary to keep it high on the corporate agenda and using interpersonal skills, maintain the interest, passion and commitment of all those involved. A monthly P2P report was established to report progress; this became a part of the corporate monthly reporting regime. There were also times during the project where opportunities were secured to engender support and buy-in from new ‘convertees’ and adopters and these were appropriately leveraged with the intention of again creating a virtuous adoption cycle. One example was the adoption of simple suggestions to improve the ability of staff to locate other members of staff within DFES’ new headquarters by making floor plans available, assigning numbers to meeting rooms in a logical way and improving internal building signage. A number of staff were involved in giving effect to these changes and it was made well known that the idea came from P2P.

To give an indication to CLT and others of the number of ideas pending at each decision-making ‘gateway’, the table presented in Figure 38 was available to show the number of ideas in each status category.

Status	Current Use	As at 28 Feb
Pending	The idea is awaiting initial review.	10
SPO Review	The Strategic Program Office (SPO) is responsible for an initial review and liaises with relevant business areas to put forward a recommended response and category for consideration by the Corporate Leadership Team (CLT).	19
CLT Review	The idea, along with a recommended action, has been forwarded to the CLT for consideration.	37
Adopted	The idea has been adopted as a project (only 1 to date) or was a Quick Win meaning that it was a small initiative and was immediately implemented by the respective Business Unit . An Idea never moves from this status.	20
Existing Initiative	The idea was referred to an existing project team for review and action within the scope of the project. This status has also been used for ideas that can be responded to on the basis of existing initiatives or as a non-project comment or small action to be processed by the respective Business Unit.	136
Business as Usual	The idea has been adopted (ambiguous with the way the Adopted status is used) and assessed as an action that can be undertaken by the appropriate business unit without requiring it to be a project overseen by the SPO. An idea never moves from this status.	44
Completed	The idea is not being implemented. No further action.	101
On Hold	The idea has been put on hold. This status means that the business has informed the SPO that they like the idea but are not currently in a position to be able to move forward with it.	19

Figure 38. Number of Ideas pending at each status (Source: Leman, C. 'Portal to Progress Review'. March 1, 2013).

Feedback from users continued to identify a number of issues. Figure 39 presents the thematic analysis of informal feedback in the post-implementation environment.

Figure 39. P2P Post-implementation DFES environment.

One trend in the comments indicated that users were increasingly keen to understand the approval process as to how their ideas were considered, evaluated and potentially formed a component of the agency's business plan. Making this process explicit and managing expectations of idea initiators in regards to the process and timeframes became key foci for later communication activities, particularly fire station visits by members of the CLT and the volunteer conferences.

Some feedback at this point suggested that the process was sometimes slow, or that an idea had not been effectively reviewed, or that initiators had heightened expectations that just because they submitted an idea it would necessarily be implemented. One user wrote “I am not entirely happy that the….. suggestion will cover what I would like to see but I am willing to see what happens” (Volunteer, Idea submitter, August 2012).

The reality was we had more good ideas suggested than we had time, talent or money to implement and, in any event, the ideas had to be weighed up against other competing agency priorities. For example, the implementation of the recommendations of the Bushfire Review was non-negotiable with government. Responsibility rested with the relevant business units to provide comments that could then be used by the P2P team to form a response to be circulated to the portal community. Over the initial 12 months of P2P activity, the feedback indicated that that process was not optimal and had started to bog down. “After reading several recent DFES answers to ideas, am I the only one to notice that the official responses on P2P have started to focus more on why ideas can't be implemented, rather than how they can?” (Station Officer March, 2013).

Initially answers provided by the responsible business units were short, blunt and did not illustrate a respect for the users nor their right to access reliable answers to their ideas. Examples include: “As you have been told…”; “As you have stated…”; “DFES is aware…”. My discussion with middle managers, responsible for these business units, indicated to me that, in part, their attitude was a form of passive resistance to the cultural reform that P2P was trying to bring about. Some middle managers indicated reluctance to giving a greater voice to a wider range of stakeholders in the development of the department’s activities. As I mentioned earlier, I believe this was to some extent because they felt they were being disempowered. Their specific comments indicated that they thought they had a greater entitlement, by virtue of their rank and experience, to set the agency agenda. They felt P2P undermined them because their business agenda could be influenced by perceived outsiders. To some extent they were correct; indeed P2P was striving to change the culture to be more engaging and inclusive and less ‘rank knows best’. I was also endeavouring to reduce the siloed operations of the agency through increased collaboration and involvement of staff and volunteers.

The potential for passive resistance to P2P was not underestimated, as, in fact, I suspected it might occur. Mechanisms to track and validate actions that were committed to in P2P were put in place. There was a growing trend of this type of return being linked to business areas where at least a level of reluctance was noted in earlier negotiations. Measures included having P2P projects that had been classified as “business as usual” or for action at “sometime in the future” listed in formal command and business unit plans and then tracked by the SPO. Command heads were required to report on command plan progress at regular structured meetings with me.

When vague or negative responses from business areas were highlighted to the CLT team members, surprisingly it became apparent that many of them were not aware of the responses their business areas were providing. At this point training was given by the SPO as to what was required and appropriate. This led to the improvement of response quality and tenor. In addition, a new process was added that ensured CLT members signed off on each response from their area, therefore authorising its content and release.

There was nothing done at this time with respect to additional resourcing in the affected business areas. The SPO had had some additional resource support, however the business areas had not. Additional resources were not made available for every affected business area, but perhaps I should have considered this more fully. On reflection, if some additional resources had been made available to supplement the most affected business areas, this would certainly have engendered greater acceptance of P2P by middle management. As I had not anticipated the increased workload, I did not invest sufficient time, before launching P2P, in consulting them on the process and the input expected from them. Training and process mapping with the business areas likely to receive the bulk of the ideas would have likely reduced the complaints and curt responses.

Additional consultation and resources during the change process undoubtedly would have assisted them with the extra workload. More importantly, I got the impression from comments made to me that managers felt their ongoing business activities were being undermined and/or undervalued through the imposition of the P2P process and the ideas it generated. This was because they saw their ongoing business as more important and as something over which they had more control.

A number of other comments indicated that parts of the process were also less than ideal with respect to the registration and log on processes and the timeliness of receiving responses to ideas. One user voiced their frustration by saying “I am definitely unhappy that it has taken 3 months to get to this stage…!”(Volunteer, Idea submitter, August 2012). The feedback relating to the processes and use of P2P was becoming mixed. In March 2012, I proposed to engage in a more formal independent review of the software. This was supported by CLT.

Formal Organisational of P2P Review

Twelve months after the launch of P2P, a review of the innovation concept was commenced by the P2P implementation team on my initiative. The scope of the review included the processes, systems and use of P2P within DFES. I felt that P2P had reached a critical watershed. If it were to continue without any change, there was a high risk that it would fall into disuse and that credibility will be severely impacted.

The scope of the review included (CLT paper March 2013):

- functionality that will attract and retain active users of the portal;
- recommended changes to the tool and supporting processes to ensure effective use of the portal;
- reporting mechanisms around P2P; and
- identification of any benefits identified at the outset and subsequently realised from the P2P Establishment project.

I approved the review team, comprising the P2P implementation team and an independent contracted business consultant engaged through a government Common Use contract to lead the review supported by the P2P team providing data and access to staff. I engaged an independent consultant as I wanted to be less influential in the review so the results would be more independent. The team firstly engaged members of CLT and sought their perspective through interviews and workshops before engaging the wider P2P community, made up of all users of the portal, through a customer satisfaction survey.

The results of the CLT engagement revealed two major issues. One, a lack of oversight by some senior personnel over what their members of staff at the business unit level were saying and doing with respect to P2P; and two, the labour intensive and time consuming manual review process for ideas. The dialogue confirmed that the CLT were committed to P2P and the cultural reform it was endeavouring to bring about.

The review supported my conclusion that CLT saw value in P2P. The purposive feedback I had collated from each member of CLT indicated a generally positive opinion with respect to P2P. The major benefit was seen as the line of communication P2P had opened up between DFES staff and volunteers with the CLT. The review found “There have been some good ideas generated and P2P is recognised as an important component of the cultural change objective" (Leman, 2013, p24). This reinforced with me that the CLT believed P2P was having a positive effect on culture by increasing communication, engagement and had thus far generated what they considered were good ideas.

A Customer Satisfaction survey was developed by the SPO and approved by me as part of the review. The short (11 question) online survey, as described in Table 2 of Chapter Three, aimed to capture feedback on user experience and overall system effectiveness. It was sent to the 900 current P2P registered users and open between February 12 and February 21 2013. Sixteen percent of registered users responded (148), evenly distributed between operational, corporate and volunteer members as demonstrated in Figure 40. There were multiple factors contributing to the relatively low response rate: the survey was released during high fire season and many firefighters and volunteers did not check their emails on a frequent basis. Survey responses were collated by SPO and presented to the contracted review coordinator to provide a preliminary analysis of the responses for my further consideration.

The following extracts including a Selection of Suggestions for Improvement (Figure 31) and a Selection of Comments (Figure 32) have been taken directly from the customer satisfaction survey:

Which best describes your role?		
Answer Options	**Response Percent**	**Response Count**
Corporate	30.4%	45
Operational	35.8%	53
Volunteer	33.8%	50

Figure 40. Customer Satisfaction Survey Distribution of Survey Responses. (From Leman, C. ‘Portal to Progress Review.’ March 1, 2013).

- 90% of respondents had used P2P since registering.
- P2P is generally seen as easy to use.
- 55% of respondents had used P2P in the last three months.
- 51% of respondents had submitted an idea.
- Of these, 33% indicated a good experience, 41% a reasonable experience and 26% a disappointing experience.
- The main reason for the less than good experience (65%) was ‘no clear action or change’.
- 50% of respondents who had not posted an idea on P2P was because they ’submitted ideas through their Command management’.
- 35% of respondents who had not posted an idea on P2P was because they’ have not had an appropriate idea’.
- There were 58 suggestions for improvement, the majority focusing on improved feedback and communication, a selection appears below in Figure 41.

More communication on current projects
A more stringent review of ideas prior to them being forwarded to the business area for comment
Implementation of the extended functionality that BrightIdea offers to complete the idea process end-to-end (i.e. capture online CLT support for ideas, turn into the business case, etc...)
Reinstate the "Kill a Rumour" system so that the P2P is not a dumping ground for minor issues
I would like some access to information on what the different teams (review board) in the process are exactly.
Quicker dealings with ideas by management
Specific campaigns to improve DFES
More considered responses and more stakeholder input
Some sort of independency added to the process such as a panel made of both staff and volunteers to assess the original idea before going to SPO and CLT review.
The term "business as usual" seems to indicate that the idea has been ignored. I would suggest a term like "under investigation" or "further investigation required" or something along those lines
Better management of idea generation and assessment.
A response from the responsible manager, and or be invited into DFES to discuss idea's, have a working team etc.
That it would facilitate better communication 'between' areas, rather than produce indirect communication through management.
Ensure that information is fed back - not just this is closed as it's part of xyz version 297 working party, task group study. Reminiscent of Yes Minister!
There are often ideas that have cross over relevance to a number of operational/corporate/technical areas. It is not apparent how these issues are reviewed to identify/assess the interdependencies/ opportunities for alignment.
People invited in to provide clarity around the idea. A better understanding from a volunteer perspective when responding. Bush Fire Brigade members educated on the role DFES has regarding them. Some clearly do not understand that their Local Government is responsible for them.

A clear direction that it is not a blog or a forum for criticism either of the organisation or posted ideas.

It should also be clearly stated that just because an idea is posted, it is not a guarantee that the idea will be adopted or supported.

Figure 41. A Selection of Suggestions for Improvement. (From Leman, C. 'Portal to Progress Review.' March 1, 2013).

The survey revealed the following:

- There were a number of issues relating to a lack of communication, feedback and consultation.
- 24% of respondents stated they were not communicated with throughout the process.
- 32% felt they were not happy with the response they received
- 26% believed the response was not received in an acceptable time.

My idea got accepted then the resource was removed a few months later

I didn't get a response or feedback

I received conflicting responses. The first response implied that my idea had been "rejected" (not the actual word used). The second, much later, said that it was being considered by the P2P people. Since then I've heard nothing.

My answer is that there is no quality control to select what appear to be legitimate from frivolous, ill-informed or impossible to enact due to DFES status as a Government agency. This undermines any perception of the P2P as a useful and serious device.

Where an idea has been accepted by management, a course of action stated and the idea closed, the agreed action MUST be undertaken promptly, otherwise it undermines the good-will that the P2P project has fostered up to now. It is not good enough to promise an action & then not deliver, especially when it is for a relatively minor task.

From posting idea to personally discussing with relevant person took 2 months. OH&S for same issue took one week

People seemed to focus on ideas from negative origins and have a whine.

There has been several ideas that I have places on P2P. The one which was actioned was the Western Australian Emergency Radio Network Yellow radio. It was a very good outcome by the WAERN team which I commend them on such a swift process.

It is taking a long time for ideas to be reviewed with no correspondence.

The response to the subject must be actioned back to the responder. All movements and actions to a submission must be responded to the person who has posted the subject on P2P.

Just got the usual corporate response. e.g. in future will review blah blah blah

Some of the responses that I have received demonstrated that my idea was not really understood. There was never any communication to seek clarity on my idea. Some of the responses demonstrated a lack of understanding of Volunteer issues, as the response was applicable for an employee, but not a volunteer.

Poor response once it was received

Figure 42. A Selection of Comments. (From Leman, C. 'Portal to Progress Review.' March 1, 2013).

The feedback from the customer satisfaction survey was consistent with the comments and feedback that I had already collated and considered from my station and unit visits since the launch of P2P. The common issues were in the following key areas:

- BrightIdea software issues, e.g. registration and log-on' issues;
- timeliness of feedback and status change of ideas;
- quality of feedback, effective evaluation and 'style' of communication;
- ideas not implemented;
- ability to comment;
- effective genuine engagement; and
- effective system follow-up, e.g., manual systems, use of executive officers.

Overall, the BrightIdea system worked well for users, with areas for improvement, but interaction with the idea initiator, particularly early in P2P, was minimal. The whole process was seen as too slow. Despite our marketing, the awareness of P2P, particularly the volunteers in regional Western Australia, was low. This was supported by my personal experience. I had visited country volunteer groups on a number of occasions where no one had heard of the system. There were identified issues with the timeliness and quality of feedback to ideas and the negative perception of the ideas not being taken-up.

The P2P Review used data and information gleaned from the survey, the SWOT analysis and through face to face interviews held by the consultant, together with statistics available from the P2P system itself .This was used to assess actual performance with key P2P intended business outcomes/benefits as articulated in the Project Proposal. Future considerations were annotated with respect to each intended outcome.

- The establishment of a direct line of communication between staff and volunteers with the Corporate Leadership;

Feedback provided to the P2P Review indicated that there was agreement at the CLT and Business Unit level of the organisation that this objective has been satisfactorily met. However, only 17 of the survey respondents (11%) answered in agreement to the question related to this. Reinforcement of this will be necessary in any future marketing campaign (Leman, 2013, p11).

- Improved employee and volunteer satisfaction by providing an open and transparent system within which staff feel they are able to “have a say”;

The Customer Satisfaction Survey does provide evidence that this benefit is being partially achieved although there is definitively the opportunity for improvement (Leman, 2013, p 11).

- Enhanced organisational capability and capacity through the formal recognition of viable ideas and subsequent development/implementation of business improvement initiatives;

There is (collective) subjective assessment at the CLT level of the organisation that this benefit is well on the way to being achieved although there is a lack of any quantitative information to support this. This will be addressed in recommendations for the way forward (Leman, 2013, p11).

- Reduced linkage-blindness (where business areas do not see beyond their own work, focus and responsibilities) and stove-piping (where information flows are restricted to vertical lines and not shared across the organisation) within and across business area and portfolio boundaries via enhanced communication and collaboration on ideas and projects;

The P2P processes have facilitated improvement in this area although there is still the opportunity for improvement (Leman, 2013, p11).

- Fostering an innovation-based approach to the ownership of issues and ideas and to the development of solutions; and

P2P is fostering this approach but this could be significantly improved in the future with greater consultation and communication with the originator (Leman, 2013, p11).

- Enhanced understanding of project management principles and practices within DFES.

This outcome has definitely been achieved with the implementation of P2P and the broader Strategic Program Office (SPO) (Leman, 2013, p11).

This assessment confirmed my general observations; that we had made some progress but there was a long way to go. There were certainly opportunities for significant improvements. Feedback comments from members of CLT and others supported this view. As one of my Deputy

Commissioners commented: “We may have started a new approach, but it’s going to take some time to get it embedded” (Deputy Commissioner, May 2013). When discussing middle managers engaging with P2P, one of my Executive Directors made a passing, but telling comment: “You can’t expect them to buy-in overnight, Boss; they’re not used to letting others have a say” (Executive Director, May 2013).

Having the results of the customer satisfaction survey, I requested a Strengths, Weakness, Opportunities and Threats (SWOT) analysis be conducted at a half-day workshop, facilitated by the independent consultant with all members of the SPO (see Figure 43). I deliberately excluded myself and other members of the CLT as I wanted to get an unbiased assessment, by this pivotal business unit, of their understanding of the current situation without the influence of members of CLT.

The Weaknesses and Threats identified were for me the most important. My experience with addressing the findings of this type of analysis is that there is always more to be gained from addressing the Weaknesses and Threats first. Opportunities and Strengths can be reinforced and taken advantage of in due course, they are usually about betterment. Weaknesses and Threats are, again in my experience, almost always more pressing and need to be urgently addressed lest the whole project or venture fails. The SWOT analysis findings were consistent with both the earlier informal data and the data from the customer satisfaction survey.

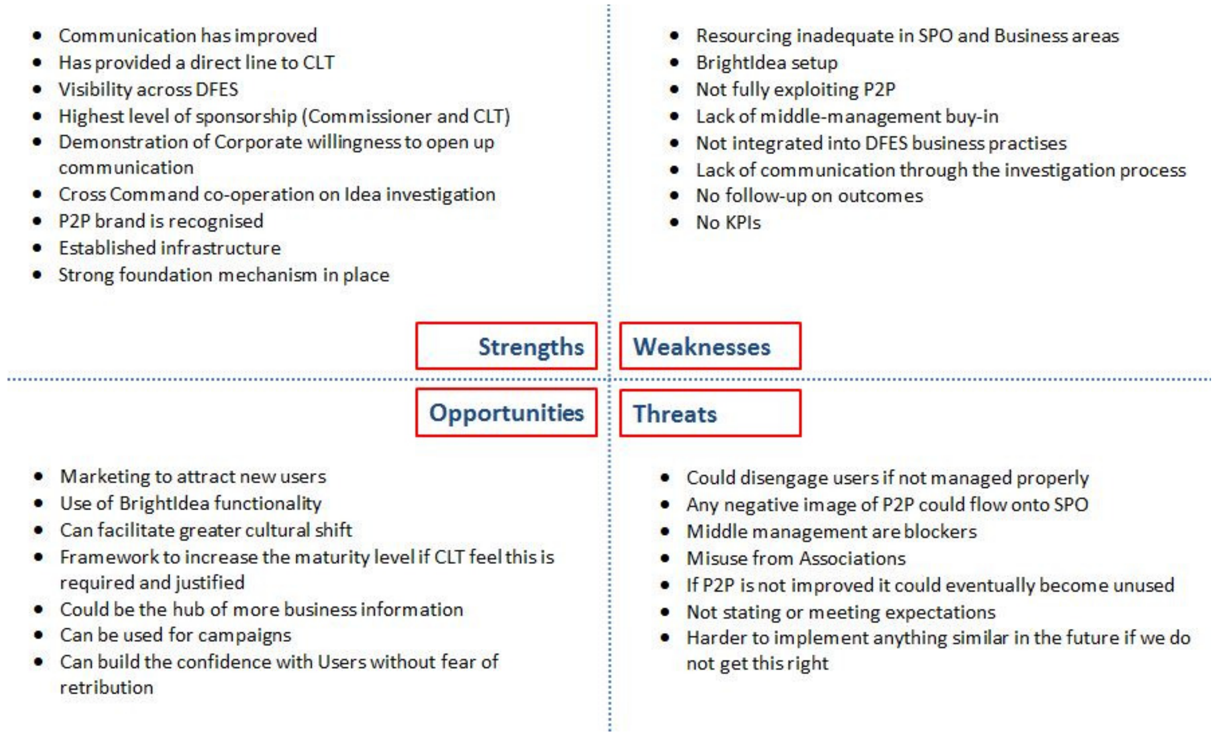


Figure 43 SWOT Analysis from P2P Review. (From Leman, C. 'Portal to Progress Review.' March 1, 2013).

The following aspects with respect to P2P after 12 months of operation were highlighted in the P2P Review Report (Leman, 2013, p6).

- P2P is seen as a positive contributor to cultural change.
- There are 906 registered users and there has been 365 ideas submitted.
- There has been declining activity since April 2012 (a number of quick-wins had been implemented, more complex ideas were being considered, which required more time; the initial excitement had waned and the initial burst of ideas slowed.
- There are approximately 160 active users per month.
- 49 ideas have been submitted in the last three months.[Jan – March 2012]
- Initial implementation is more as a 'suggestion box' than an Innovation Management tool.

- BrightIdea only used for the front-end submission of ideas although DFES is licenced for much more excellent functionality.
- Heavy manual processing through the rest of the process and reporting.
- Replication of information in spread sheets and Word documents – time consuming and an information integrity risk (the more files at large in the agency with duplicated material the greater the risk of the material being inappropriately circulated or leaked, especially when the files start to acquire budget sensitive material or potential cabinet-in-confidence submissions).
- Time being spent assessing ideas that are often seen immediately as having little justification.
- No real cost/benefit being undertaken prior to decision to implement.
- No follow-up to monitor progress and outcomes on ideas that are to be implemented.
- No consultation with idea submitter throughout the process.
- Three distinct levels of overall satisfaction observed with CLT the highest, followed by Business units and with users the lowest.

I was disappointed with some of the findings of the review. I felt the SPO should have done better at interacting with idea submitters and that middle management should have been more embracing of P2P, given that I felt the benefits of P2P were self-evident. But maybe I was being too harsh. There was certainly time and resource pressures within the SPO, which I had done little to address and perhaps I had not ensured that enough had been done to impart the overarching change agenda. I needed to remind myself that we were on a journey. I was particularly disappointed by the lack of support identified at the middle management level and the delays in getting responses to the ideas posted. I discussed the 'declining activity' note in depth with the consultant and the team from the SPO as I knew from the statistics that the P2P community was growing, albeit slowly. It was clear that the initial surge of registrations and ideas submitted including the back-capture of the many put forward at station officer forums, created a peak at the front end. I also gleaned from these discussions that following the execution of a large number of ‘quick wins’, we were now involved in a number of more complex implementations, where progress and the reporting of meaningful updates, was much slower. The need to refresh, promote and engage was clear and I was confident the review was timely and extremely worthwhile. The review made 13 recommendations to increase the uptake of P2P. Each recommendation targeted people, process or technology.

P2P Changes and Relaunch

All the recommendations, as detailed in Portal to Progress Review (see Table 16) were accepted by the CLT and implemented between March and July 2013, requiring an additional investment of approximately AUD $75, 000. These costs were associated with software requirements (USD $19,250), marketing (AUD $20, 000) and project management resources (AUD $30, 000).

Table 16

P2P Review Recommendations (Source: Leman, 2013, p28)

Number	Recommendation	Explanation	Impacted
1	Implement additional BrightIdea functionality	The BrightIdea software product used by DFES has rich functionality that will underpin the solution for most of the issues that need to be addressed. This recommendation is a pre-requisite for all other recommendations. This functionality recommended to be introduced includes: •Use of scorecards and batching for initial review and ranking of ideas; •Use of BrightIdea Innovation Proposal functionality to facilitate the more in-depth investigation including level cost/benefit; and •Use of BrightIdea Innovation Project functionality to track and communicate actions and progress regarding the implementation of the Idea.	People, process and technology
2	Improve the initial assessment and filtering of ideas with the introduction of an Innovation Council.	The Innovation Council will be administered by the SPO and will meet as regularly as necessary to undertake an initial assessment and ranking of Ideas submitted. It is recommended that the Chair be the Executive Director, Governance & Strategy. Membership will be nominated by the four Command Heads. Subject Matter Experts (SME's) may be seconded from time to time. The issue regarding the amount of time currently being spent on detailed assessments of ideas that will never be implemented with be alleviated with the introduction of a high level filter across all ideas before any detailed investigation is directed to take place. If the P2P promotional activity is successful and the target to substantially increase the	People and process

		registered user base of succeeds, there will be a substantial increase in ideas being submitted. This will add more justification to the need to undertake a high level filter of ideas to ensure that time is only invested on the highest ranked ideas. The recommendation to introduce marketing campaigns will also generate peaks of ideas. Depending upon the subject of the campaign, it will be necessary for CLT and/or the Innovation Council to convene special assessment teams to take on the high level filtering and ranking exercise.	
3	Mandatory consultation with Idea submitters	All Idea submitters will be personally contacted at a relevant stage(s) of the assessment process by the Business Unit involved. This may be prior to and/or after the Innovation Council has met to assess the Idea. This will address the issues of: •ensuring that the Idea is properly understood; and •explaining the thinking behind any decision. Idea submitters may also be invited to participate in more detailed discussions and possibly invited to participate more fully in any detailed investigation. If recommended for implementation, the idea submitted may also be invited to participate in any ongoing project.	People and process
4	Elimination of multiple manual registers and cover sheets	The BrightIdea portal has the capability to be the ‘single source of truth’ and be where all information relating to the Idea is maintained and accessible. Sensitive information (where there is ministerial correspondence or budget deliberations) will only be accessible to authorised personnel. Spreadsheet registers and Cover Sheets will be discontinued. This will also address the current issue that Idea assessors are not aware of the additional comments that may have been contributed by other staff regarding an Idea.	People and Technology
5	Improve the idea status definitions	The current categorisation of Ideas is ambiguous and does not facilitate any useful analysis. As an example, the ‘Business As Usual’ (BAU) category is overused and misleading. The following refined categories are proposed: 1.Pending - No change from current use. 2.Initial Review - Renamed from SPO Review status. This will include the initial scorecard	Process

rating of Ideas.

3.Innovation Council Review - New status. This will include the Innovation Council ranking and any more detailed investigation required.

4.CLT Review - No change from current use.

Once the business unit has reviewed the idea and determined a course of action the idea and subsequent recommendation are progressed to CLT for consideration.

This status required no change at the 2013 Portal to progress review.

5.On Hold - No change from current use.

This idea has been put on hold. A business unit typically has informed SPO that they like the idea but due to current constraints they are unable to move forward with it. It is likely the idea will be progressed as soon as possible.

This status required no change at the 2013 Portal to progress review.

6.Scheduled for Implementation by Business Unit - New status but ideas currently shown as BAU will be initially transferred to it. These will be audited to determine what action has been taken and the status updated accordingly.

7.Transfer to Existing Project - Renamed from Existing Initiative. Ideas will be audited to confirm current status and updated accordingly.

8.Establish New Project (Cat A, B or C) - New status.

9.No Further Action - Renamed from Completed status. Ideas to be audited to confirm current status and updated accordingly.

10.Idea Implemented - New status. The audit will confirm which Ideas can be updated to this status.

6	Introduce cost/benefit thinking	The original Idea template should ask the question of the submitter for their perspective on cost and benefit. Ideas that receive a ranking and a green light by the Innovation Council to proceed to a detailed assessment, should undergo a more detailed cost/benefit analysis and be part of the submission to CLT. The BrightIdea Innovation Proposal template will capture this information.	Process and technology
7	Transparent ownership of Idea actions and schedule	Ideas that are approved for implementation should be assigned to a named person with a ‘due date’ agreed. This information will be available on the P2P portal. •If the Idea is to be transferred to an existing project, a Change Request should be raised by the Project Sponsor, Project Owner and Project Manager to provide evidence of their acceptance of the action. •If a new project is to be created, a formal Project Proposal and subsequent Business Case will be prepared by the Project Sponsor. •If the Idea is to be implemented by the Business Unit, it may be desirable to log the initiative in the new electronic Business Plan that is to be implemented later this year. It is possible to also track this type of information in the BrightIdea P2P portal to make it more visible to staff and Idea originators using the Project functionality.	People, process and technology
8	Assess post implementation outcomes	When an Idea has been implemented there should be a review of outcomes. This will provide good information to report on the success or otherwise of the Idea but will also provide a more global measure of the benefits being derived from the whole Innovation initiative.	Process
9	Introduce P2P success measures	CLT should review their expectation of what will constitute success of the P2P initiative and how they expect to see it measured. For example: target registered users, number of Ideas submitted per month, percentage of ideas eventually implemented, a measure of realised benefits.	Process
10	Streamline CLT Reporting	The CLT Report should be simplified to reduce the amount of time it takes to prepare. It should include:	Process

		•Executive Summary; •Analysis of activity during the previous period by Category; •Ranking and recommendations from the Innovation Council; •Running log of benefits and outcomes of implemented Ideas; •Any issues arising. The P2P portal should be accessed by CLT members if detailed information regarding an Idea is required. This is similar to that used by PMC who access IPM if they require detailed information regarding a project.	
11	Progress to a greater use of Campaigns	A strong capability of BrightIdea, and one used by the majority of the organisations using BrightIdea, is for specific topic campaigns. A campaign focusing on 'Red Tape' is already planned. This approach will promote P2P as more than just a random 'suggestion box' and will encourage greater participation. Focussed campaigns should become the major focus of P2P over time. BrightIdea recommend greater use of this approach as other organisations have demonstrated that they can achieve greater outcomes rather than just using BrightIdea as a 'suggestion box'.	
12	Undertake a marketing promotion to re-invigorate P2P	A promotional marketing campaign of P2P was being prepared prior to this Review commencing. This has been put on hold pending the outcome of the Review. The preparation of the promotional marketing campaign should be recommenced and should also address the changes being made and how the Customer Satisfaction Survey results have helped to re-focus the P2P initiative. A specific focus should be made with the various volunteer group to address the issue of lack of knowledge in that sector. There should be ongoing marketing of P2P with more information being published regarding	People and process

		some of the Ideas, their implementation and successful outcomes.	
13	Invest in training	If more features are to be utilised within BrightIdea P2P portal, it will be necessary to develop training material that could be used at new employee induction sessions and by request. This could take the form of an online session via YouTube or similar medium. This would also make it easier to reach volunteer groups.	People

With the increased knowledge of the perception of P2P, I was better able to target my engagement with stakeholders to include the issues they had raised and to further the journey of the P2P. I continued collecting feedback on my ‘rounds’. The portal was relaunched in July 2013 with a new look front-end web-page, which included a YouTube message from me as Commissioner, encouraging the use of the system (see Figure 44). The relaunch gave effect to the review recommendations and demonstrated that the system and supporting processes had improved in that it was easier to use, much more inviting and had a tag line Innovation – Action – Change. The idea being conveyed was that the new system produced real results from ideas posted. As a corporate member commented:

> One of the strengths of the P2P governance was the evolution over time to change and reform of process – it was not just set and forget. I think that this was further demonstration that the Commissioner was dinkum about the innovation platform to engage staff (Corporate staff member 2015).

Reading into this comment was a slight undercurrent of suspicion which spoke volumes with respect to a formally unrecognised attribute of the innovation culture of the organisation. That the Commissioner was required to demonstrate genuine intentions was indicative of a possible mistrust in the organisation’s hierarchy; that the whole P2P operation might not be a genuine endeavour to give people a voice loud enough to be heard over the hierarchical organisational structure

Figure 44. New look relaunched webpage with Commissioner announcement (Source P2P website).

As part of the relaunch, marketing material was distributed across all stakeholder groups as part of ongoing communications. The agency's magazine carried articles in a number of issues, advertising and promoting the changes to P2P and providing examples of project success stories. An example can be seen in Figure 45.

PORTAL PROGRESS

Innovation-Action-Change

A revitalised Portal2Progress (P2P) website provides volunteers and staff with the opportunity to innovate the Department's business and the way emergency services are delivered across the State.

Originally launched in December 2011, P2P was designed to capture ideas and innovations from the people who know the business of emergency management best – volunteer fire and emergency services personnel, career firefighters and the corporate staff who support them.

Efficiencies in the way ideas and innovations are submitted, assessed and actioned were identified following a review of P2P where feedback was sought from all users.

The new look website is now easier to navigate and provides users with a number of ways to get involved. Idea initiators can submit new ideas and innovations across any aspect of DFES business. These may be specific to a Command, service, brigade or unit, a statewide issue or apply to a specific region or an operational or corporate issue - there are no limits.

Governance and Strategy Executive Director David Capom applauded the involvement of volunteers and staff from across the State in submitting their ideas on P2P to date.

"It's been great to see the way volunteers and staff have embraced P2P," David said.

"With the new website it is easier to register, navigate, submit more detailed idea concepts and track the progress of your ideas."

Strategic Alignment Office Manager Nicola Joyce said other ways to get involved include commenting on an idea or voting for your favourite idea.

"Simply register with P2P by either visiting the P2P banner on the intranet or via the Volunteer Portal. However you choose to get involved, it all counts," she said.

One of the most significant changes to P2P is the establishment of an Innovation Council. Made up of subject matter experts, it will assess ideas and make recommendations to the Corporate Leadership Team on suggestions to be progressed.

Fire and Emergency Services Commissioner Wayne Gregson said P2P had an important role in continuously improving and refining the way emergency services is delivered.

"P2P is a key tool for us to tap into the wealth of knowledge, experience and skills amongst our volunteer fire and emergency services personnel, career firefighters and corporate staff," Commissioner Gregson said.

"I encourage all volunteers and staff who have not registered with the portal, to do so. For those who are registered, keep your ideas coming. They are valued and essential."

For further information or assistance, contact the P2P team via email at: portal2progress@dfes.wa.gov.au or call 08 9395 9882.

P2P works!

An innovative idea from Senior Firefighter Andrew Souren demonstrates the ease of the P2P process.

"My idea was the placement of a biohazard sticker on a car after a road crash incident," Andrew said.

"There are a number of biohazards within a vehicle after a crash, which presents a risk to personnel attending the scene.

"I found P2P easy to use – I submitted my idea, it was assessed and then implemented.

"I recommend that you post your ideas on P2P as it works. Don't hesitate – put your suggestions on P2P instead of just talking about them."

24seven Issue 2, 2013 27

Figure 45. Relaunch of P2P - Magazine Article. From 24Seven Issue 2, 2013.

Revised P2P processes. The main process change was the introduction of an Innovation Council to improve the initial assessment and filtering of ideas. The Review Process below was adopted as detailed in Figure 46, which shows the P2P process for idea consideration and resolution, and each of the stages where the status of ideas is changed.

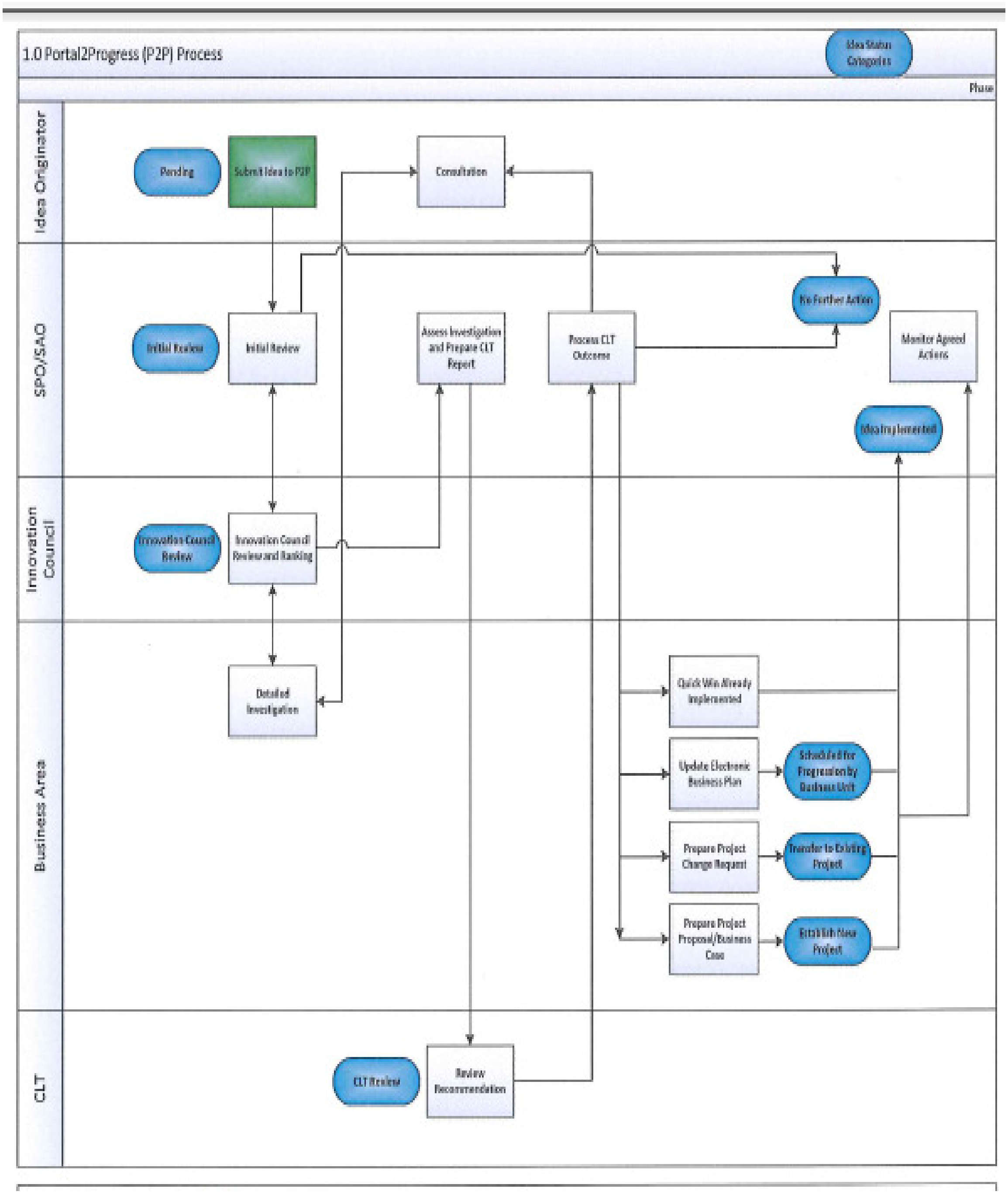


Figure 46. P2P Idea Review Process

User registration and logon issues were resolved. The new process also made much greater use of the BrightIdea system functionality, reducing the vast paper trail. Further, to enhance feedback, especially to the idea submitter, new descriptors for the status of an idea were adopted to better represent to the P2P community how an idea was progressing in the process at any given point in time. The various descriptors used can be seen in Table 17.

Table 17

Current P2P Project Status Descriptors

Idea Status	**Action Description**
Pending	Idea submitted to P2P
Initial Review	Initial review undertaken by the Strategic Alignment Office
Innovation Council Review	Idea sent to innovation council for score-carding and discussion at the next meeting
CLT Review	When assigned to CLT for consideration in the monthly CLT report
Idea Implemented (Quick Win)	Idea has already been implemented as a result of the idea being posted
On Hold	Idea requires further consideration or a change in the current business environment before it can be addressed any further
No Further Action	Department unable to unwilling to implement the idea
Idea Implemented	Idea implemented
Scheduled for Progression by Business Unit	The responsible Business area has committed to implement the idea within a set timeframe
Transfer to Existing Project	When an ongoing project can initiate a change request to its existing scope to incorporate the new idea.
Establish a Potential New Project	Business Unit to create Project Proposal or Business Case to seek funding to establish a new project that will deliver the idea

The Idea Submission form was also changed so users had to also think about the idea they were submitting with respect to cost, benefits and risks. This improved the quality of submissions and assisted with idea evaluation. Surprisingly, later comments indicated that this was not seen as a burden but as greater engagement.

The concept of an Innovation Council was recommended in the review as it was seen as an initiative that had been used by groups successfully overseeing or facilitating varied aspects of invention and innovation in other organisations in countries throughout the world. Kaplan and Winby describe an Innovation Council as:

> …a small, cross-functional governance body of senior managers that enables cross-business / function / geography decision-making and coordination. Innovation Councils ensure that innovation-related activities in various parts of the organization are strategically aligned and coordinated, and are supported by appropriate processes and resources (Kaplan & Winby, 2007, p. 1).

In DFES's case, one of the primary roles of the Innovation Council was also to reduce the time taken for idea assessment and to ensure quality, timely feedback to stakeholders, both confirmed by the research at the time as not effectively occurring. An Innovation Council was established by me made up of Subject Matter Experts from across the organisation. These members represented their business area on the council and used a simple scorecard to assess the benefits and impact of ideas. The scorecard can be seen in Figure 47.

The Scorecard was developed by the Innovation Council and the scorecard questions were changed over time, as the role of the innovation council developed and matured. The scorecards provided a basis for collecting additional information, early grading of ideas and ensured members had considered an idea before attending the meeting and made recommendations on the next step forward.

The Innovation Council undertook regular reviews of its processes and procedures. During one review, it became apparent that changes could be made to the idea submission form and the evaluation scorecard. The Innovation Council saw an opportunity to encourage those submitting ideas to consider their idea within the broader context of organisational reform. By using carefully designed questions, portal users were asked to tell the Council how they considered their idea added value to the organisation, timeframes for implementation and expected cost. By allowing both the reviewer and submitter to work within the same parameters, the process was made more transparent and fair.

Council members also identified and reported to me that they were spending approximately 90 minutes evaluating between six and ten proposals, plus an additional hour each fortnight attending meetings. This seemed to be an excessive amount of time spent trying to find out background information and the business area's position on ideas. This time commitment impacted on 'business as usual' activities resulting in some members not being able to regularly complete their evaluations. The council members deliberated whether the majority of their time was spent considering an idea or marking against criteria. Members reported they had a clear view of whether an innovation was worthwhile in the first couple of minutes of reading a proposal. In contrast, a large amount of time was spent scoring against complex criteria that required more information than was presented in the idea submission.

1. **What is your initial impression of this idea? ***
   Positive (5)
   Negative (0)
2. **Is this idea already being investigated or implemented? ***
   Yes (0)
   No (3)

Unsure (2)

3. **Does the idea align strategically? ***
   Yes (5)
   No (0)
4. **What Commands will be see a positive impact from this idea? ***
   Office of the Commissioner (1)
   Operations (3)
   Capability (1)
   Corporate Services (1)
   Governance and Strategy (1)
5. **Please select where this idea will provide benefits. ***
   Cost Reductions (5)
   Improvement in Technology (1)
   Update of Equipment (1)
   Environmental Impact (2)
   Brand Awareness (2)
   Process Improvement (3)
   Risk Mitigation (5)
   Safety Improvement (5)
   Positive Community Impact (2)
   Operational Response (5)
6. **Will the idea be easy to implement? ***
   Difficult (1)
   Some Effort (2)
   Simple (3)
7. **What do you believe will be a likely timeframe to implement this idea? ***
   Immediate (3)
   < 1 Year (2)
   Greater than 1 Year (1)
8. **What is the perceived investment requirement to implement the idea? ***
   $1 - $9,999 (5)
   $10,000 - $49,999 (4)
   $50,000 - $99,999 (3)
   $100,000 - $499,999 (2)
   $500,000 + (1)
9. **What is the level of organisational risk in implementing the idea? ***
   High (1)
   Medium (2)
   Low (3)
10. **What is the level of organisational risk of NOT implementing the idea? ***
    High (3)
    Medium (2)
    Low (1)
11. **Are there any perceived occupational safety and health considerations? ***
12. **Do you think we should progress this idea?**
    Yes (5)
    No (0)

Figure 47. Original Score Card implemented in June 2013.

After almost two years of using the scorecard system, the Innovation Council members identified which criteria could be eliminated. In the first instance, feedback was sought in writing and followed up with group discussion to fine-tune the scorecard. This process was then repeated until a final scorecard was agreed upon. Consequently, 35 percent of questions were deemed non-essential or repetitive and eliminated. The final scorecard then asked six streamlined questions and sought additional comments on two that were relevant.

The enhanced scorecard (Figure 48) reflected the view that Innovation Council member's first perceptions drove their responses to the scorecard. It also removed the onus on Innovation Council members to research an idea before assessing it.

1. Is this an idea? *
Yes (10)
No (0)
2. Is this an issue your business area has / is experiencing? *
Yes (10)
No (0)
3. Are you aware of any work currently being undertaken or existing solutions related to this concept? *
Yes (10)
No (0)
4. If yes, please provide the relevant business area details for further information to be sought?
5. Is the proposed solution suitable to address the issue?
Yes (10)
No (0)
Unsure (0)
6. What areas would benefit from implementing this idea? *
Improving Workplace Safety (5)
Reducing Costs (5)
Improving Moral (5)
Increasing Efficiency (5)
Increasing Effectiveness (5)
Improving Service Delivery (5)
Enhancing Public Perception (5)
None(0)
7. Should this idea be redirected to one of the below existing processes? *
No (0)
Appliance design change form (0)
Doctrine feedback process (0)
Existing project (0)
ICT change request (0)
Innovation proposal (0)
Online hazard report (0)
Product improvement notice (Update of existing training material) (0)
Training project brief (creation of training material) (0)
Other (0)
8. If other, please provide details of the relevant existing process.

Figure 48. Revised Scorecard Implemented May 2015.

I felt that many benefits were gained by improving the Innovation Council process, For example, Question 7 in the Revised Scorecard, whilst deliberately not ascribing any additional allocated score to an idea, was included as it provided guidance on the way an idea might be further progressed. Submissions notably improved in quality and council members report time savings (approximately 30 mins per person per fortnight) which helped to attract and retain members who dedicated their time. Time savings were also achieved in meetings, creating the capacity for the council to focus their time on the development of DFES innovation program. Ongoing discussions included the continual reform of the portal and targeted campaigns such as a forthcoming ‘Shred the Red’ campaign, designed to reduce agency red tape.

Once the idea is scored, it is discussed at a fortnightly meeting of the Innovation Council and recommendations are made for how the idea should move forward. This simple process saved time exploring ideas that were destined never to go anywhere and allowed the agency to prioritise the ideas worth further investigating.

The Innovation Council acts on behalf of CLT when initially assessing ideas submitted through P2P. Their goal is to foster innovation in the business through engaging with their business area to provide knowledge and feedback to the SPO and idea initiators. The Innovation Council is accountable to the CLT. Since its establishment, P2P has gained greater credibility, as a member of the corporate staff explained:

> The roust oversight of the P2P process meant that as much as a P2P idea might be considered an annoyance, it could not be dismissed out of hand. The governance process ensured that the business area was compelled to provide a reply that had given due regard to the merits (or not) of the proponent’s idea (Corporate Staff member, 2015).

The establishment of the Innovation Council ensured feedback was given specifically to idea initiators and operated in a way that marketed innovation and ideas submitted through P2P.

Quantitative Measures of P2P System Activities

There were four key measures that were used to consider ongoing activity on P2P:

- Registrations, being new users;
- Users, being those who logged onto the system;
- Ideas submitted onto P2P; and
- Comments entered onto the system with respect to existing ideas.

After the launch, an initial burst of interest saw mass registrations throughout December 2011. The graph in Figure 49 shows the number of monthly new registrations on P2P, demonstrating an initial rapid take up at launch, followed by a slow downwards trend in monthly registrations over time.

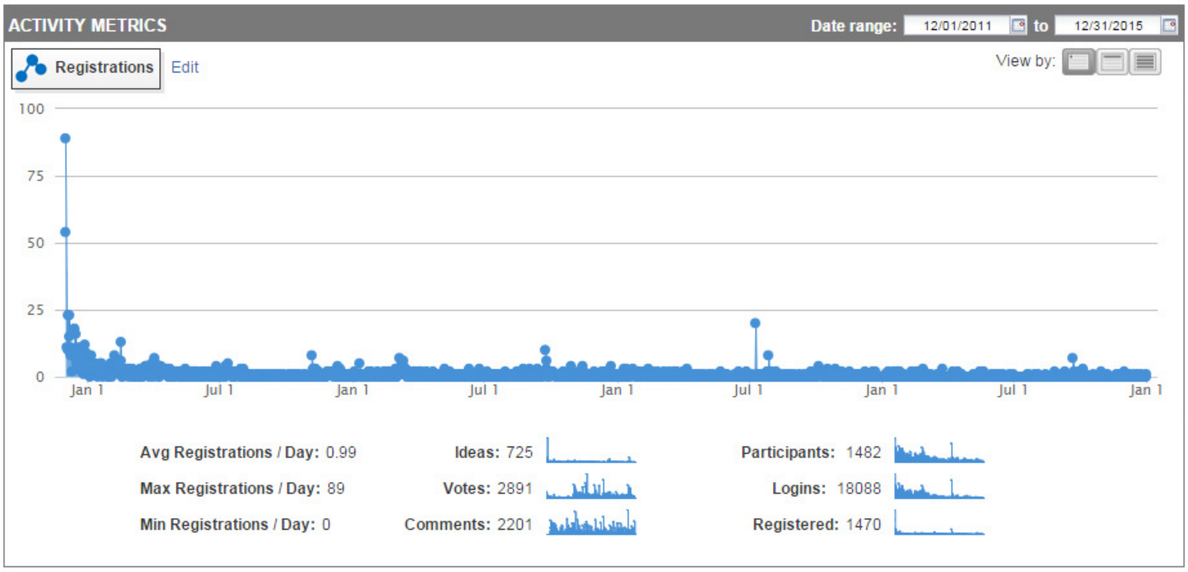


Figure 49. Registrations on P2P from 1 December 2011 to 31 December 2015.

Figure 50 shows the cumulative growth in new registrations on P2P since its commencement. Over four years, there has been a downward trend in average monthly new registrations from 37.7 in 2012, 23.5 in 2013, 18.1 in 2014 and 9.8 in 2015. This is indicative of drawing from a diminishing pool of ‘aware’ potential members. It highlights an overall lack of awareness of P2P across 30,000 potential users from all areas of the DFES community. It flags the need for future marketing and advertising opportunities to increase membership. As illustrated in Figure 50, there is evident incremental growth in overall membership over time.

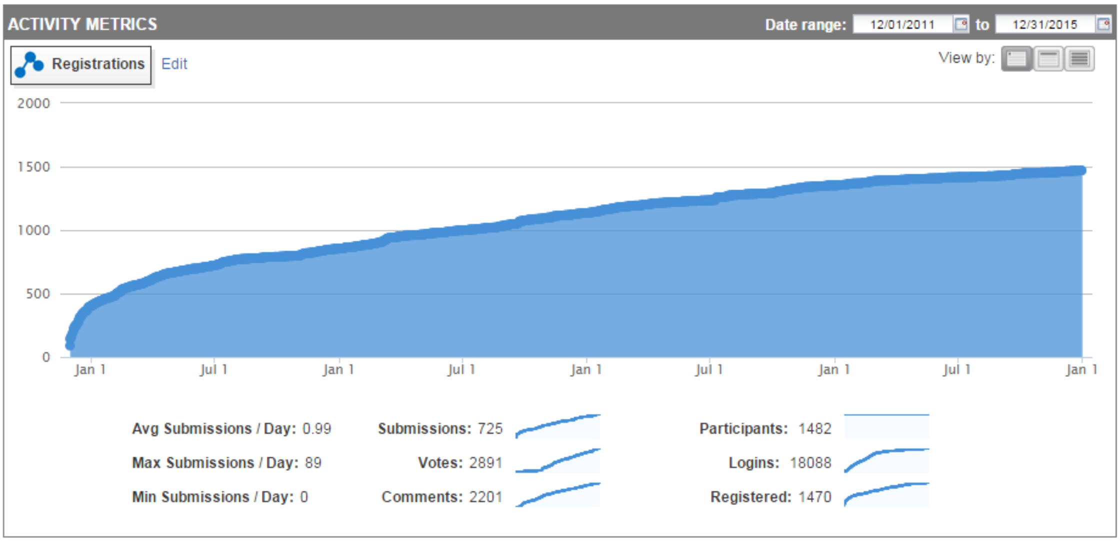


Figure 50. P2P CulmulativeRegistrations.

Similarly, after the launch, user activity was higher as registrants explored and utilised the system. The level of user activity has slowed since 2012, unless stimulated by advertising or marketing activity. Figure 51 depicts user activity since go-live with average users per month now stabilised at an average of 30.

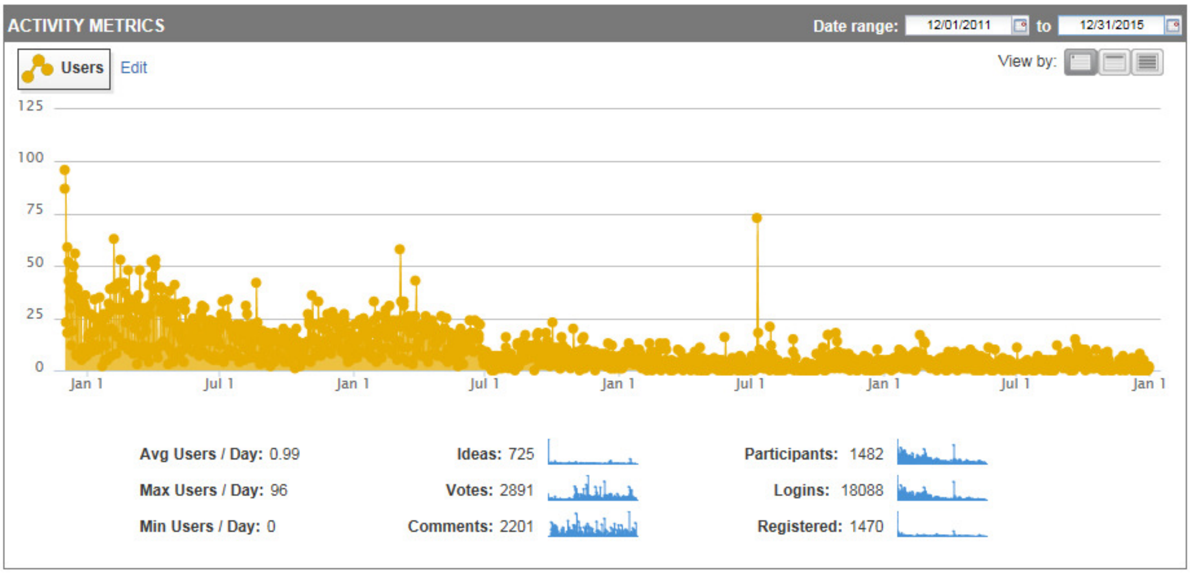


Figure 51. Users on P2P from 1 December 2011 to 31 December2015.

The overlay shown in Figure 47, showing the Users activity metric, demonstrates the influence of agency activity on P2P user activity. The specific spike on July 1 was caused by the release of ‘Safety Matters’ on the P2P system. ‘Safety matters’ uses the software and user base of P2P to communicate and consult on safety matters within DFES. This was launched via email to all DFES staff and is subsequently promoted each time a new issue or policy is posted seeking feedback. It is hosted on the same system as P2P and seeks comments and ideas on safety specific matters, endeavouring to leverage of P2P to build a community of best practice with respect to organisational safety culture. Figure 52 illustrates how this is linked to P2P.

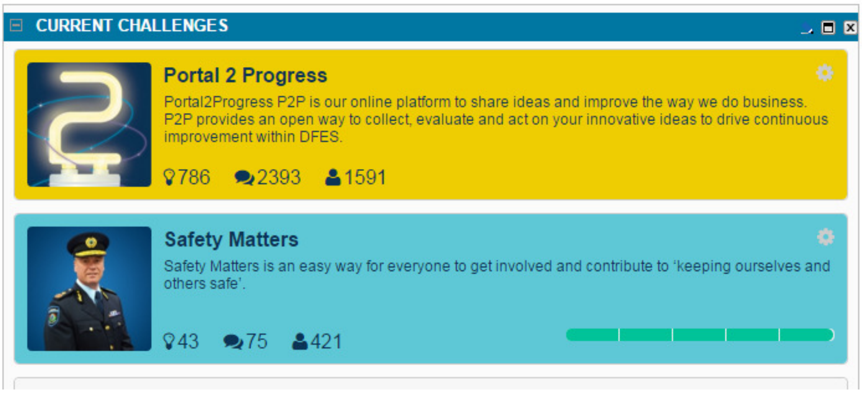


Figure 52. System Descriptions of P2P and Safety Matters.

Since the commencement of P2P, ideas submitted have averaged around 12 per month in a range of 0 to 135. Higher months have corresponded to activity in marketing and communications, particularly internal communications and the volunteer conferences. Lower idea submission months correspond to higher levels of operational activity e.g., high bushfire season. The timing of the launch was not ideal, being in the busy operational period of the bushfire season. However, the graph in Figure 53 shows ideas submitted since commencement with a massive peak in the number of ideas submitted as soon as P2P went live. The feedback showed this was indicative of the willingness of people to submit ideas and being given the channel and the opportunity to do so.

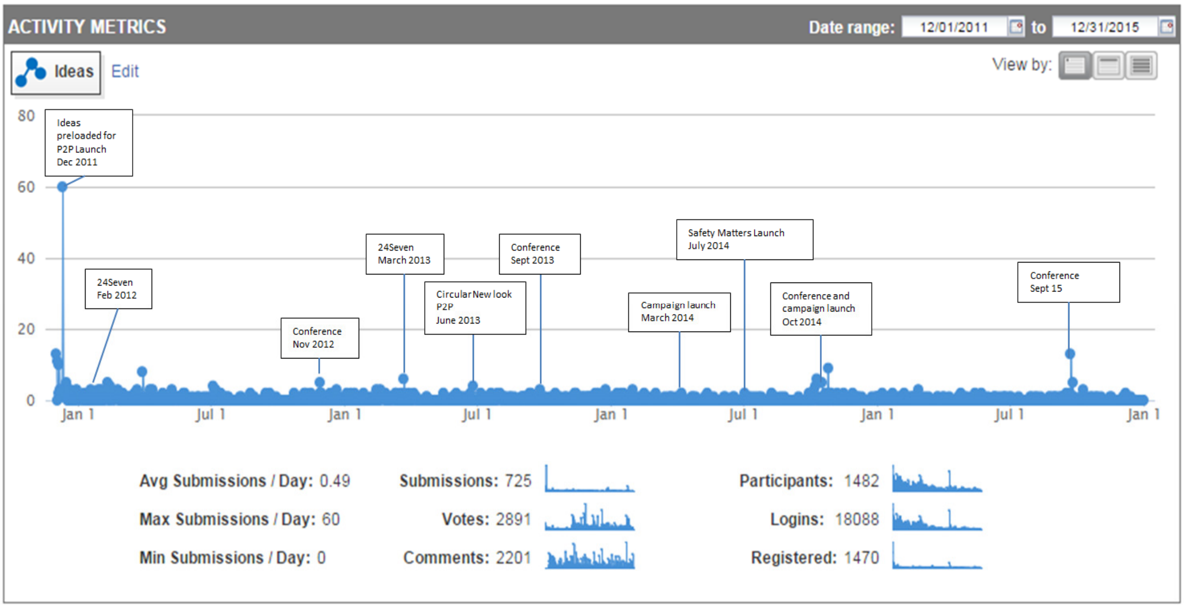


Figure 53. Ideas logged on P2P between 1 December 2011 and 31 December 2015; overlayed with agency activity.

The graph in Figure 54 shows the cumulative number of ideas that have been submitted on P2P since commencement. The average numbers of ideas submitted per month has trended downwards from 15.8 in 2012 to 8.9 in 2015. This average is somewhat skewed because of the very large number of ideas submitted at commencement but seems to be normalising at about 8 to 10 ideas per month, which makes the whole end to end process now very achievable. A gentle slowing of ideas was expected due to existing members having had their say. Future ideas will rely on expanded membership and idea promotion or solicitation, potentially with campaigns or ongoing management encouragement and demonstrated management commitment to implementation of P2P ideas.

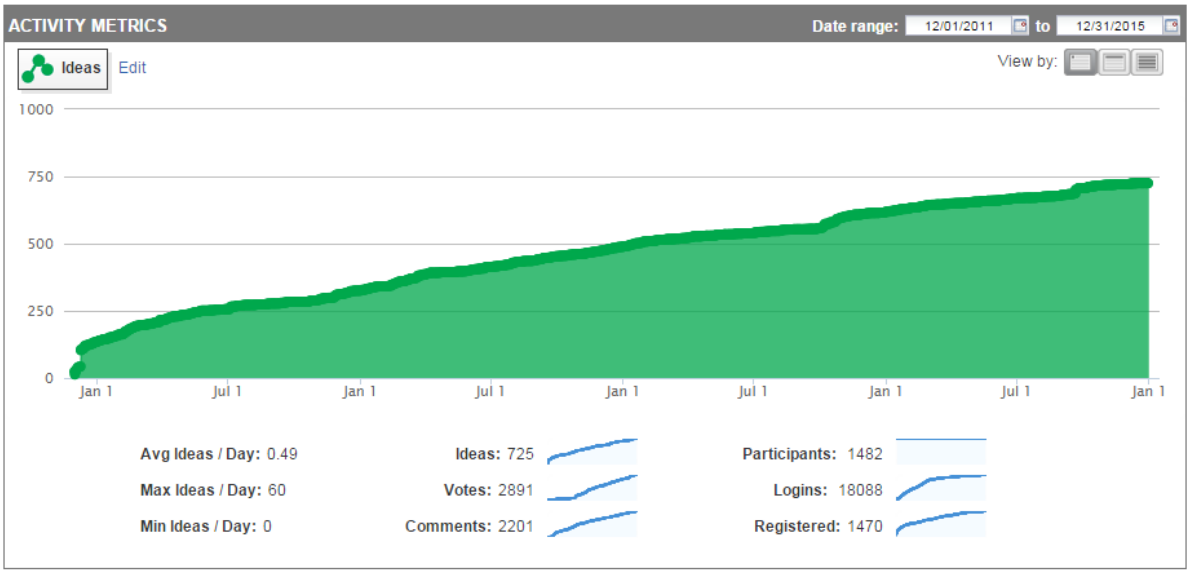


Figure 54. Ideas logged on P2P between 1 December 2011 and 31 December 2015.

In the early months of P2P going live, there was careful consideration of outcomes and P2P activity. P2P was monitored by the CLT, the SPO the P2P project team and me to look for opportunities for continuous improvement on what we were endeavouring to ultimately deliver. This was achieved by looking at user activity, ideas and particularly comments entered onto the system and reflecting on opportunities to streamline systems and processes. Figure 55 shows the commenting activity since commenting functionality go-live.

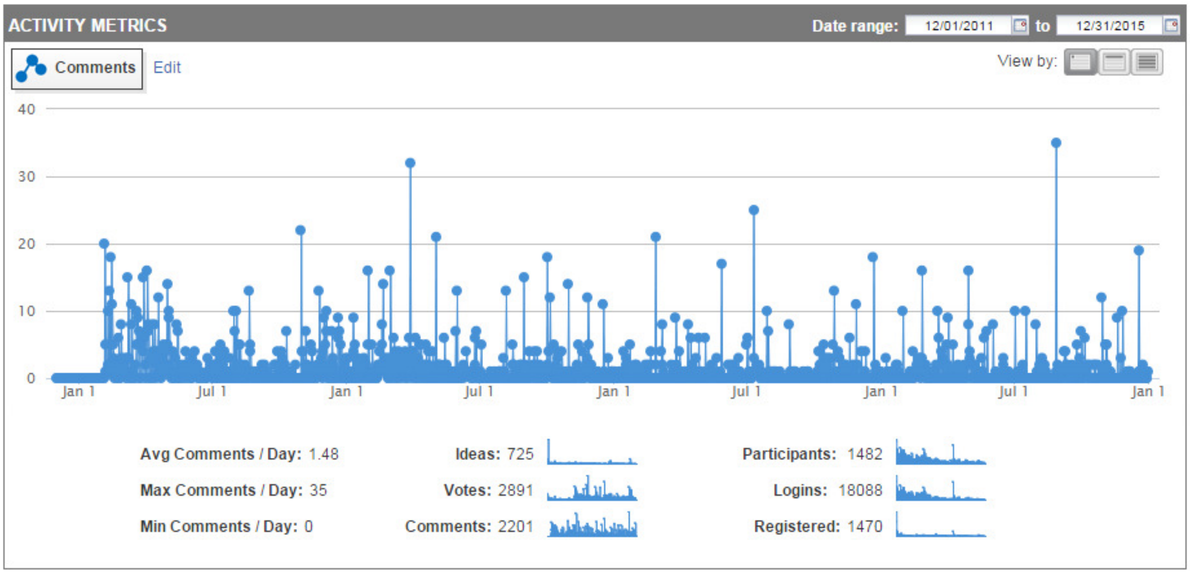


Figure 55. Commenting activity between 1 December 2011 and 31 December 2015.

In many ways, the commenting function was the real ‘health check’ of P2P, it was where communities of practice were being built, ideas were being shared and value added to specific ideas. To me, this signified a shift in the agency culture, with individuals of all ranks, services and backgrounds contributing. Traditionally this engagement had been limited and informal. With the use of comments, DFES could illustrate that services were communicating and providing solutions to one another for the greater good of DFES.

Ideas that impacted or affected more people tended to attract the most comments. As an example, an idea, which if implemented, would impact on the personal car-parking arrangements of those travelling into work in private vehicles attracted the most comments, a total of 40. An idea regarding a technical rescue station and a firefighting appliance attracted 24 comments and an idea with respect to increasing internet access for all staff attracted 23 comments.

There has been a gentle decline in number of ideas submitted and the rate of new users registering with P2P since the review, however feedback comments indicated the system is considered more effective and more engaging. Disappointingly, there is still under-awareness of P2P as evidenced by my ongoing station, brigade and unit visits where the feedback continues to demonstrate limited awareness of P2P and what it has to offer.

The number of ideas processed through P2P has increased and the time taken to consider and address them reduced. In 2011, it took on average three months for an idea to be responded to. After implementing the recommendations of the review, this was halved to six weeks. When P2P was first introduced, the original process for idea management and review was via the relevant business area. This process was time consuming in that an Idea sheet had to be created and sent to the business area for feedback. It could take weeks or months for feedback to be received and would depend on the complexity of the idea and how many people were consulted for feedback. The first improvement in the process was with the support of the business areas Executive Officer. This process could still take some time, but it was an improvement as the Executive Officers helped to coordinate feedback. It was helpful having just one person to liaise with and Executive Officers had the contacts within their Command. The current process with the addition of the Innovation Council is far more efficient and streamlined. The Innovation Council meets every two weeks to process ideas and there is seldom any backlog.

Following the review, DFES also undertook to run focused campaigns on the portal. This was designed to both market P2P and focus on a specific theme. A campaign is designed to be run for a set period of time to target innovation on a particular area currently of interest to the department. The purpose of a campaign is targeted innovation. Rather than P2P's all encompassing "open" style, a campaign asks for innovative solutions to a particular area of interest to the department and/or its business units. This targeted seeking of innovation allows the posing of a particular issue and/or question and then provides those who know the business best the opportunity to provide solutions or innovations pertaining to the topic.

Since 2013, the department has run two innovation campaigns. The first of these was titled *Empowerment* and ran between the 5/3/2014 to the 18/4/2014. The second was titled *Communication* and was run in conjunction with the Western Australian Fire and Emergency Services Volunteer Conference between 4/10/2014 and 14/11/2014. These campaigns had poor uptake with the first campaign having only six ideas submitted and 111 visitors to the specific campaign flagged on the P2P website, less than 10% of users at that time. The second campaign focusing on communication had only seven ideas posted and 74 visitors to that area flagged on P2P, less than 6% of users at the time.

As an endeavour to solicit greater interest, the second campaign was held over the volunteer conference. For the first time, people were encouraged to submit ideas on an application accessed through iPads or smartphones and also, if they preferred, to complete a written form and pin it to a board. Over the 2-day conference, 50 ideas were submitted, interestingly, every one of these was submitted on paper and on a variety of issues, not the focus of the targeted campaigns. This, I believe anecdotally is indicative of a lack of tech-savvy within the volunteer community, particularly the older age group, and a preference to focus on issues that specifically affect them.

P2P demonstrations at the Volunteer Conference in 2014

The following photographs presented in Figures 56 (a), (b) & (c) depict the 'Res Novae' Innovation space at the 2014 Volunteer Conference. The area was a focal point for conference attendees (predominately volunteers) to register for P2P, post an idea and discuss P2P with members of staff from the Strategic Program Office. The conference resulted in an additional 48 registrations, 36 ideas and a surge in P2P activity.

Figure 56a. *The* 'Res Novae' Innovation space at the 2014 Volunteer Conference.

Figure 56b. *The* 'Res Novae' Innovation space at the 2014 Volunteer Conference.

Figure 56c. The ‘Res Novae’ Innovation space at the 2014 Volunteer Conference.

Reflection on the Review and Changes

The key benefit emanating from the review of P2P was the provision of an improved P2P, an enhanced framework for DFES to better derive and consider future change management initiatives; to be able to better harness innovation and more readily anticipate, recognise and overcome inhibiting factors. Stakeholders now have something of a more credible process, that better suits their needs and that provides a more effective change management regimen.

The timeliness of the review and the effective implementation of the resultant changes were paramount to ensure that credibility in P2P and DFES was more broadly maintained. Those who submitted ideas were closely watching how ‘seriously’ we took their point of view and acted on their feedback. Again, this was indicative of an underlying suspicion with respect to executive commitment. This equally applied to their feedback on the P2P system as well as the ideas they had submitted. Ultimately, the outcomes of the review are important for the ongoing broader reform agenda of the agency.

On reflection, now that we have come so far in our journey with P2P and the broader work of the SPO, it is easy to see how much scope there was for DFES to benefit from the input from the broader DFES career and volunteer workforce. The provision of feedback to idea contributors was occasionally unsatisfactory, especially, in the early stages, when we weren't using system automation in many of the steps and no matter how committed the SPO staff members were, the work generated by the reform program led to this becoming a very busy area of the business. Concomitantly, the people in the SPO also needed to develop, maintain and improve their skill sets, which meant additional research, education and training all of which in some way impacted the time in which they could carry out their duties. As P2P became increasingly embedded in the agency, my observations reinforced the importance of 'working smarter' to ensure the SPO area did not consume any resources that were not imperative to meeting our goals and indeed that the staff members were using their 'face to face' time to maximum advantage. Leveraging off the system's 'smarts' with respect to communication and reporting functionality were key to efficiencies and post review form an integral part of the process enabling DFES to efficiently capitalise on what comes through P2P.

P2P ran effectively and efficiently for almost three years following the review and resulting changes. Figure 57 provides a sample of ideas by category that have been successfully implemented within DFES since P2P's inception.

P2P – Sample of Ideas Implemented

Category: General

- Acronyms and Definitions
- SAMS Homepage Update
- Kids 000 Challenge
- Red Cylinder Cap Stores
- Timely Release of PIAs and MIRs
- Proper dissemination of Safety Info
- Use full URLs in Operational Circulars
- SES Long Service Medal
- Perth Royal Show Display
- Update the Library page
- YouTube Recruitment Drive
- Check website for accuracy and appropriateness of information
- FIRS reports

Category: Infrastructure and Equipment

- Flags @ Academy
- More efficient packaging of Road Crash Rescue Block Bag
- Set printers to default to black and white printing
- Online form for ordering hydrant servicing items
- Urban Pump Radio Speaker Location
- Rim steps on Heavy 4 x 4s
- High battery use in workplace
- Extrication / Rescue Gloves for FRS / USAR
- Recruits trialling equipment
- Defibrillator (AEDs) for all Brigades
- Full Face respirators
- Hydrant valve wheel tool
- Restore the function of external speakers and intercom systems on fire appliances using WAERN radio

Category: Operational Response

- Drip torch bush firefighting
- Activation of Operations Centres
- Inclusion of BFS helmet colours into Operational Directive 1.3
- Road Crash Rescue Link on the Intranet
- Tyre changing by Fire Fighters
- Spot weather forecasts
- Navigation system for the 3.4 enhanced response vehicles
- Fat Ivan Door Chocks
- Bio Hazard Stickers
- Notification when a SOP has been updated
- Level 1 Incident Pads
- All Hazard Rapid Damage Assessment Programme
- Auto Notifications from OMS of Direct Brigade Alarm (DBA) problematic & repetitive false alarms
- Urban Search & Rescue Northern Cache Expansion Project
- Web Portal for ROC & MROC
- Turnout Pads For Country Stations
- Unit profiles not current
- IMT staffing

Category: Organisational Change

- Great Southern Managers Position
- Relocation - Area Manager position
- Structuring to Deliver Capability

Figure 57a. Ideas Implemented by Category section one.

Category: People

- Access to floor plans for Cockburn ESC
- Peer Supports
- Bush Fire Service Long Service Medal
- Improved visibility to OSH representatives
- Recruit School Graduation recognition
- Portal benefits
- Dispersed relieving
- FRS identity
- Cross-Cultural Awareness Training

Category: Policies and Procedures

- Final Draft Workers' Compensation and Injury Management Policy
- Draft Pregnant Employees and Volunteers Policy
- Draft Workers' Compensation and Injury Management Policy
- Safety Planning Policy and Procedure
- Legal Compliance Guidelines
- Health Monitoring Guidelines
- Health and Safety Governance Committee Charter
- Safety Governance Framework
- Safety Management Audit Guidelines
- Safety Performance Monitoring and Measurement Policy
- Safety Leadership and Commitment Policy
- Safety Incident Investigation Policy
- Safety Risk Management Policy

Category: Relationships and Reputation

- Promotion and recognition of DFES volunteers to include non-operational personnel
- Media Clipping Service

Category: Strategy

- Fire Ban notifications
- Landholder and Occupier Responsibility
- Incident Control Centres (ICC) in Western Australia

Category: Systems

- Senior Firefighter view only access to SAMS
- LGGS Capital Grant Request
- T Card Pre-labelling
- 1st aid checked tags
- Improving Website Alerts
- Change to Intranet Page Item
- Better user interface and IT capability
- Extinguish Arson Intelligence Database (EAID)
- Planning and reporting software
- Electronic Booking of IT Resources

Category: Training

- IMT Scribes
- Issue of TRK
- Emergency Driving Footage

Category: Other Topics

- Emergency Management Policy
- Safety Training and Competency Policy
- Safety Roles and Responsibilities Policy
- Safety Document Control and Retention Guidelines
- Health and Safety Representative and Committee Handbook
- Safety Hazard and Incident Reporting Policy
- Safety Issue and Safety Dispute Resolution Policy
- Safety Communication, Consultation and Reporting Policy

Figure 57b. Ideas Implemented by Category section two.

At the conclusion of the 2015 volunteer conference, some 90 ideas had been successfully implemented within DFES across the entire focus of its administration and operations. Many of these ideas would not have seen the light of day if it had not been for the innovation channel and opportunity to submit these ideas provided by P2P and the willingness of submitters to engage with DFES.

In reflecting on whether or P2P would be judged a success, I considered Rogers' Perceived Attributes theory of innovation (Rogers, 2003). Rogers states there are five attributes upon which an innovation is judged: That it can be tried out (trialability), that the results can be observed (observability), that it has an advantage over other innovations in the present circumstance (relative advantage), that it is not overly complex to learn or use (complexity) and that it fits in or is compatible with the circumstances into which it will be adopted. By these measures, P2P would be considered a success. It was, in fact, trialed and indeed modified as a result of the trial. The results were observable. At the time of its adoption, it was considered as the best available option. It is indeed a simple, easy to use portal and it fits in well into the organisation at the strategic and operational level.

P2P's positive impact on organisational culture is arguably supported by a comparison of results from the 2012 and 2014 Western Australian Public Sector Commission's Employee Perception Surveys (See Appendix 3). These surveys are a public sector-wide mechanism to understand engagement and cultural changes. The Public Sector Commission conducts a survey every two years to enable them to consider government agency performance but it also provided data for this Innovation Project Portfolio to reflect upon and consider if the cultural shift I set out to achieve was on track. The results illustrated an increased level of satisfaction working for the organisation and an increase in input being adequately sought and considered about decisions that directly affect staff. The results also show a reduction in satisfaction with specific roles, but the survey format does not allow for qualitative data to be entered from which I could draw conclusions around this result. Anecdotally, I attribute this to the general disruption and performance expectations on all staff resulting from the overall reform program and the requirement that all members of staff operate for the organisational benefit, not within their own silos. This change has resulted in a greater fluidity of job roles and a number of wholesale job changes made through a restructure introduced in 2012.

Chapter Five - Learning Outcomes

Chapter five presents the learning outcomes of this project and asks: “What has it achieved?” It articulates the results of the Innovation Portfolio Project from a practical, organisational, academic and personal perspective. The chapter contains my reflections on the contextual conditions necessary for the successful implementation of change in public service organisations and the leadership, organisational structure and power relationships that I believe made change possible in the DFES. Furthermore, I reflect on the findings of the study and its significance, its potential and the implications for the future and how to manage these. I also briefly consider the wider impacts for the wider public sector of P2P and what might be achieved by broader adoption.

In closing, the chapter presents final personal reflections on the research and the compilation of this Innovation Portfolio Project.

Learning Outcomes

This Innovation Portfolio Project provided me with a unique opportunity. Within the context of my work environment, I was able to take a work-related challenge and endeavour to address it within my role as a CEO and Commissioner of the DFES. However, as articulated in Chapter One, within the context of me being a learner, action researcher, reformer and reflective practitioner, I was able to pursue this endeavour within an academic framework as detailed in Chapter Three. The result was a practical study, where the experience was lived and the lessons were learnt in real time.

On a personal note, I must say this was an extremely enjoyable experience for me. I was in a position to influence outcomes, where I was able to bring all my experience and learning to bear in working with my new team and launching a new initiative we considered had so much potential. Whilst it may sound cliché, I found it to be enormously fulfilling.

In this Innovation Portfolio Project, the core reflection process is connected to the outcomes from actions. At every stage of P2P, actions impacted on the elements of people, systems and processes that make up the agency. I had to make every effort to consider each action and its impact, not just at the micro-level in terms of the individual impact of each action on each of these elements but also at the macro-level, meaning that I had to reflect and make value judgments on the net effect of all organisational change activity occurring within DFES and its impact on the morale and culture of the agency.

I was bringing my value-set into play when considering these issues and the stated values of the agency. As Greenwood and Levin explain

> Experience emerges in a continual interaction between people and their environment; accordingly, this process constitutes both the subjects and objects of the inquiry. The actions taken are purposeful and aim at creating outcomes. Hence the knowledge creation process is based on the inquirer's norms, values and interests (Greenwood & Levin, 2005, p. 53).

Through reflection on formal and informal feedback received with respect to P2P, at every stage of the journey, I was able to learn what people said about it, from its conception, through its implementation and embedding within DFES. At the time the comments were made, I was able to get a feel for the project and its relationship with the agency. Importantly, the collective reaction to P2P also provided me with a positive sense of how the overall reform agenda was progressing. P2P user uptake and ideas generated provided an indication of the acceptance of a more transparent and inclusive way of doing agency business.

Through the informal feedback, the organisational surveys, and the quantitative data, I was able to get a sense that the morale and culture of the organisation were improving. This was to be expected, I suppose, as discussed in Chapter One, when I took over the organisation was not considered receptive to its employees and volunteers and morale was at that time very low. Over the course of this Innovation Portfolio Project, the noticeable lift in spirits and attitude is reflected in the comments below. Many of the rank and file revealed that they had a much better sense of worth and that they felt they were being included.

> The progression of DFES, from what it started from and what it's achieved to now…we're coming out the other side.
>
> Well, we've been around a long time, some of us, so it's nice to be seen, and it's across Australia, that we're seen as the benchmark …this is an organisation that the others in Australia are trying to be like.
>
> Reputation as a good employer…honest, trustworthy, a good working culture…very different to other government departments.
>
> An exciting time to be involved in organisation due to the new strategic plan and big cultural and organisational change.
>
> Quotes from "Personal perceptions and Experiences with DFES", Brand Survey (2015)

Given the significant amount of agency activity, on so many levels, this new sense of inclusion could not be solely attributed to P2P. However, the feedback suggests that P2P was certainly a contributing factor in building that experience.

Reflections from a Practical Perspective

By the time I commenced writing this chapter; P2P had been operational for almost four years. The last two and a half years following significant changes that had been brought into effect as a result of the review and the relaunch of P2P. A review of how P2P performed against the original key objectives follows:

> P2P has established a direct line of communication between staff and volunteers with the CLT. There is no doubt that members of staff and volunteers are increasingly engaged with members of the CLT in two-way dialogue. A key finding in the DFES Volunteer Relationship Survey (Department of Fire and Emergency Services, 2014) reflects this improvement. There is… "Better communications in recent years with senior management at the ground level" (Department of Fire and Emergency Services, 2014, p. 12)

The Director of Human Resources reported, with respect to members of staff, that:

> There are now opportunities for staff to contribute to and influence organisational outcomes. This fosters employee engagement and organisational attachment. The P2P provides a tangible and transparent mechanism for staff from across the Department to contribute their ideas and views about improving the business (Roberts, 2015, p. 1).

But there is still further to go. Communication at all levels, both operational and corporate remains one of the biggest challenges for DFES. Responses to Q27 of the Volunteer Engagement Survey (Department of Fire and Emergency Services, 2013) specifically demonstrated that with respect to P2P, 62% of respondents had never heard of it.

There has been a demonstrable improvement in the lines of communication since the establishment of P2P. However, despite the investment in corporate marketing generally and the specific focus on P2P in particular, communication is still seen as one of the biggest weaknesses of the agency. In Regional Western Australia, 35% percent of respondents to the Volunteer Relationship Survey (Department of Fire and Emergency Services, 2014) indicated that open, honest and two-way communication is a relationship weakness with DFES. In the metropolitan area, it was slightly better at 29%. However, both results underscore the message that more needs to be done.

The future implementation of a Volunteer Sustainability Strategy (Department of Fire and Emergency Services, 2015) is intended to further improve communications and the advent of a "Volunteer Hub", which is a work in progress, will have a P2P link that is planned to encourage volunteer input and further stimulate two-way communication. Organisational communications remain challenged and inhibited by the sheer numbers of stakeholders, the variable willingness of individuals to engage, the availability and reliability of computer access and the tyranny of distance.

There has been improved employee and volunteer satisfaction by providing an open and transparent system within which members of staff and volunteers feel they are able to "have a say". At the time of the P2P Review, the Customer Satisfaction Survey provided evidence that this benefit was partially achieved, although it was considered there was definitely opportunity for improvement. Changes to P2P were adopted and the relaunch embraced this opportunity. Changes to P2P met the objective to improve employee and volunteer satisfaction, in that it now provided a more open and transparent system, available to and actively utilised by members of staff and volunteers.

The later Brand Survey (Department of Fire and Emergency Services, 2015) considered the views of a broader cohort, of members of staff, volunteers and external stakeholders, including members of the community to get a richer picture of the perception of DFES. Figure 58 is an extract from the Brand Survey concerning personal experience with and perceptions of DFES The survey showed how positive respondents are about their personal experience with, and their perceptions of, DFES. The majority feel they understand DFES's values, are proud to be associated with DFES and passionate, feel their safety is looked after and are familiar with DFES's roles.

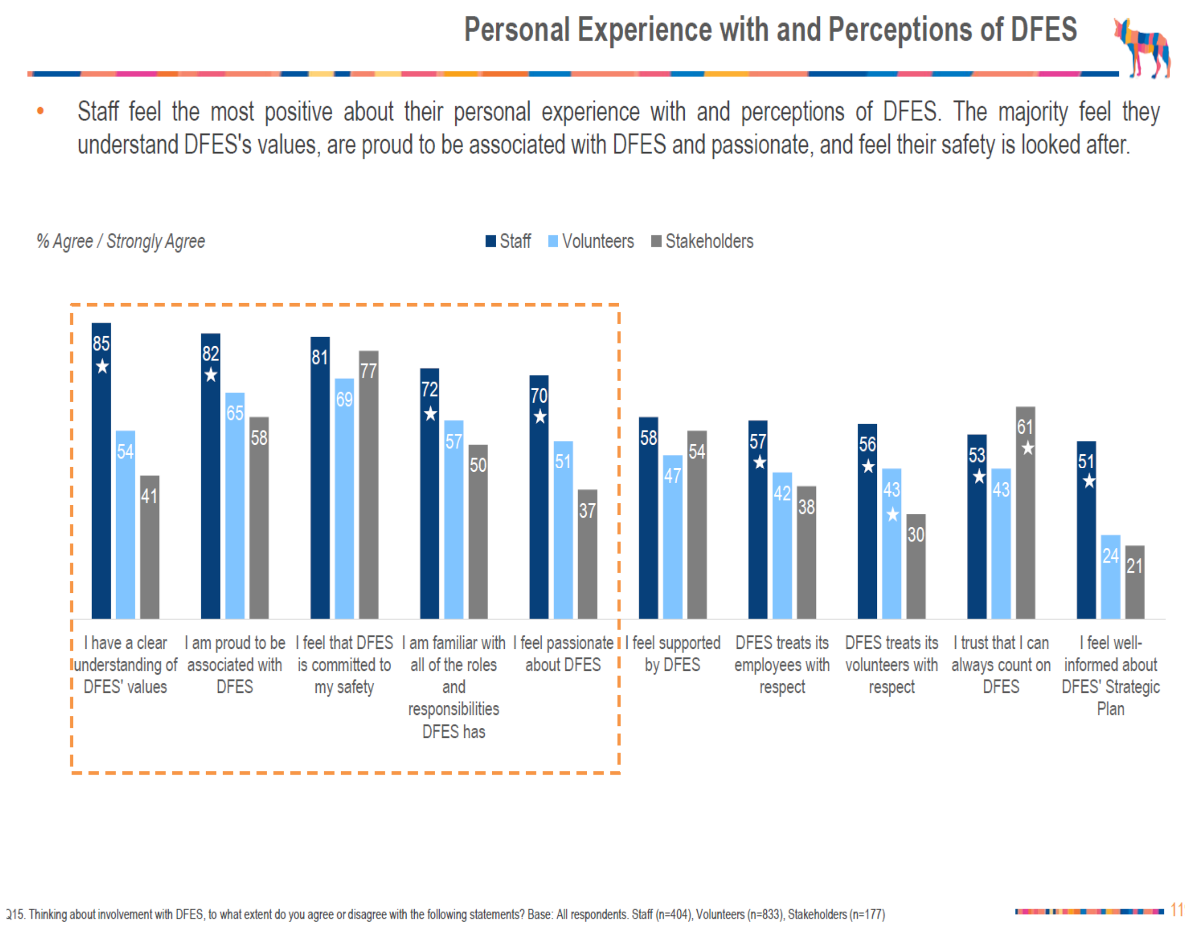


Figure 58. Extract from Brand Survey (2015, p119).

The Brand Survey (2015) did not focus specifically on P2P, but it gave a good indication of the improvement in the perception of the agency, morale and culture since 2011.

When asked specifically in Question 17:

> How do you think the Department of Fire and Emergency Services' overall performance now compares to its performance back in early 2011 (around the time of the Roleystone fires)?

Sixty percent of staff felt the agency had performed better or a lot better since 2011, with 17% saying not known; 49% of volunteers felt the same with 13% saying not known. Through my lived experience with this project, I consider it is reasonable to draw the conclusion that P2P contributed to facilitating this improvement.

As discussed in Chapter Four, P2P is now formally integrated with the DFES Planning Framework, as employee and volunteer input is seen as integral by the agency in strategic and annual planning cycles. Formal planning frameworks now embrace the input from P2P and these are linked to the budget process and there is a greater understanding and application of project management principles across DFES. This has had a major impact on the successful delivery of a wide range of projects across the agency's annual business plans of the last three years. Not only projects emanating from P2P, but all agency activity, even 'business as usual' has benefitted from the increased governance and project management rigour and accountability put in place as a result of the Innovation Portfolio Project.

As an aside, there were a number of consequential benefits derived from this Innovation Portfolio Project. For example, I enhanced my knowledge of strategic planning and project management and my ability to recognise the strategic impact and influence of different agency activities, specifically the strategic contribution of P2P. The project management discipline required to implement P2P, to track its inputs, and to establish functional project management for its delivery, review and relaunch had a positive knock-on effect across the whole agency as a result of the Innovation Portfolio Project. As P2P was implemented and as other projects were selected and taken through to fruition, members of staff observed and became acquainted with project management discipline and the new expectations of the SPO through their first hand involvement with the delivery of projects. Some projects required the engagement of contracted project managers, who were familiar with DFES' adopted approach. As these contracted project managers worked with members of DFES staff, they developed them practically by demonstrated example and vicariously through close working relationships. These learnings were shared, in turn with others working in other areas of the business, as evidenced by them adopting what they had learned by way of improved practices. Many areas of the business went from ad hoc to more formal arrangements with respect to their delivery of business outcomes, establishing new business norms. These new norms led to functional improvement across the business directly associated with the establishment of project management discipline. Better record keeping, budget tracking and decision-making on project issues and risk management were all enhanced by the knock-on effect of this Innovation Portfolio Project.

From a practical perspective, the Innovation portfolio project has delivered definitive workflows for ideas to percolate from staff and volunteers to adoption. Processes exist and are tightly followed to allow the fostering of a grassroots innovation-based approach to the ownership of issues and ideas and to the development of solutions. P2P supports and augments the objectives of the Project Management Office (PMO) within the SPO in facilitating an overall business change to embed an effective project management culture within DFES.

DFES has established ongoing communication to stakeholders about P2P as a new channel for them to 'have a say' in their organisation. The P2P community now has nearly 1500 members, over 780 ideas have been submitted, and over 120 viable ideas have been fully implemented. In April 2016, we ran an additional campaign on reducing red tape. Compared to previous campaigns, this one was successful with 21 ideas posted and 171 visitors. This campaign has contributed to the government-wide focus on reducing bureaucracy. It is anticipated that future P2P campaigns will link to whole of government strategy. Whereby, P2P will enable DFES to contribute to broader, whole of government initiatives that might require largescale or focussed feedback from a broad range of stakeholders. All ideas implemented through P2P have led to functional improvements; DFES has got better at getting better. It has enhanced its organisational capability and capacity through formal recognition of viable ideas and subsequent development and implementation of business improvement initiatives.

A culture of contribution, knowledge sharing, engagement and innovation is continuing to develop within the agency. As different areas of the department increasingly collaborate and communicate on ideas, this leads to reduced linkage blindness and stove piping within and across business areas and portfolio boundaries. P2P has been particularly successful in bringing about cohesion between the Operations, Capability and Corporate Commands. Operations Command has responsibility for defining the user needs, the Capability Command then sets the specifications and the Corporate Commands are then responsible for defining, as necessary, any contractual requirements and effecting procurement. Unless Commands are working cooperatively and collaboratively on these elements, constantly communicating, the benefits of innovation cannot be realised. P2P, in conjunction with the SPO, has ensured this now occurs within DFES.

The majority of the ideas through P2P are not ‘earthshattering’; many have been relatively minor suggestions for changes to existing processes or systems. Indeed, many have been brilliant in their simplicity. One such example was the suggestion to move to full face respirators with dual air filters for bushfire fighting, adapting the current Breathing Apparatus design, to better protect the wearer’s eyes as well as their respiratory system (Full Face respirators D333, 2012). This idea was adopted by both career firefighters and volunteers. Operational Circulars and Training Resource Kits were updated. Another example was the idea put forward by a volunteer bush fire firefighter who suggested it was difficult to gain experience with driving under emergency conditions.

> Is it possible to install a dash cam [dashboard camera] or similar in selected emergency vehicles to record footage from more experienced drivers so other drivers can view the footage to gain exposure to driving under these conditions and the reactions of the public to approaching vehicles? (Emergency Driving Footage D711, 2014).

This idea was adopted and several video recordings of suitable driving footage were made and have been subsequently collated. Once DFES media section has added voice-overs, the footage can then be made available through the new volunteer portal as training material. Such innovations make incremental changes; however, these are crucial for the continuous improvement of DFES, the adjustment of service delivery to the community and to improve the value for money of the public spend.

However, a few ideas were major innovations and fundamentally changed the way DFES did business. Two early examples of such ideas were discussed in Chapter 4, being the introduction of corporate planning and reporting software (Planning and reporting software D230, 2011) and the suggestion that DFES should introduce a financial deterrent for incessant and problematic false fire alarms (Financial Deterrent D408, 2012). Another example was for DFES to enhance the agency's social media presence through Facebook (Increase DFES's social media exposure D919, 2016). This particular idea flourished leading to the approval of a Social Media Strategy and the appointment of a Digital Communications Manager with an active digital communications team. Not only have these ideas provided great 'public value', in Moore's terms (1995), they are systemic or transformative and the benefits more likely realised over the longer term. It is fair to say that already, as a result of P2P, we have had enhanced service delivery across almost all areas of the agency. In addition, they are also crucial in providing workers with a continuing voice in the organisation's operations and strategic directions; this being a very human consequence/benefit to be realised. Successful government organisations must be continuously improving and to do so they must focus on improving the return on investment of public funds and achieving recognised active participation of workers.

Importantly though, P2P is a single ingredient in close relationship with other critical organisational elements, specifically the concomitant structural arrangements put in place with the advent of the SPO and the investment made in the agency's strategic planning processes, which together have unlocked vastly improved agency performance and information flow. By integrating the Innovation Portal into the SPO, I made it possible for the entire workforce, including volunteers, to be able to channel their input, through a dedicated business area, to play a major role in helping the CLT in strategy formulation and execution. This brought together people, systems and processes and massively improved access to the CLT.

Reflections from an Organisational Perspective

It is evident that an outcome of P2P is that members of staff now can have a voice in the future of their own organisation. Evidently, DFES is changing, albeit slowly, to empower all levels of the organisation to be engaged in driving a better future through innovation. As Jabri puts it: "Increasingly empowering the troops by participative design" (2012, p. 278).

Since the launch of P2P, significant change has been occurring across the agency and on all levels involving changes to structure, standards, systems and style. This has been done in a planned way based on the application of a 12-year Strategic Plan, 2012 – 2024. The Strategic Plan is broken down into three 4 year horizons, with each year having its own business plan. The first horizon is now complete and was quite specific and granular as a result of the need to implement specific recommendations of the Bushfire Review and address organisational and operational imperatives.

However, each individual year's business plan increasingly includes consideration of innovation arising as a result of ideas submitted on P2P. As such, P2P now forms an intrinsic part of the agency's planning process. Importantly, as actioned ideas are seen to emanate predominately from P2P, this strengthens the credibility of P2P and the overall acceptance of a 'bottom up' driven approach to agency business, which it stimulates.

Over time, the DFES Strategic Plan increasingly focuses on innovation. Strategy 1.7 articulates that DFES will "have established mechanisms to support proactive innovation." According to this plan, by June 2016, "DFES will have established mechanisms to enable staff members and volunteers to provide input into corporate strategy and planning;" P2P has given effect to this strategic intent. By 2020, DFES aims to have achieved the following two outcomes:

> 1.7.1 DFES effectively harnesses the contribution made by staff members and volunteers in the agency's business activities and corporate planning processes.
>
> 1.7.2 Collaboration with emergency management partners, suppliers and best practice agencies is used to drive innovation and better service delivery outcomes (Department of Fire and Emergency Services, 2016, p. 17).

It is intended at this time that P2P will be intrinsically linked to holistic agency planning processes embedded through robust, agency-wide project management systems and the SPO structure. By 2024, "DFES can demonstrate increased innovation maturity". It is for this aspirational goal of innovation embedded into everyday culture within DFES that P2P forms the bedrock. DFES is on a journey with respect to innovation and P2P is now an integral part of that journey.

The success of P2P is a result of a number of factors, one being the concomitant introduction of more efficient and effective approach to project management, change management and enhanced agency administrative structures and processes together with the ideas management software. The software provided the organisational reach that could not have been achieved through other innovation capturing methods and provided the ability to track and value-add to ideas submitted. The organisational changes provided improved visibility, clarification, prioritisation and overall enhanced management of projects. The use of the electronic portal was optimised by the new organisational structure, standards, and systems articulated in the previous chapter.

Reflections from an Academic Perspective

Cabarello observed, when considering microeconomic restructuring, that decision-making was complex and "… the efficiency of decision-making not only depends on managerial talent, but also hinges on the existence of sound institutions that provide a proper transactional framework" (2006, p. 1). The same could be said for innovation, for organisations to be successful they must be organised so as to generate knowledge and innovation and so structured that they can create an advantage by harnessing it.

On reflection, by undertaking this Innovation Portfolio Project at the same time as commencing as a new CEO with a mandate to drive cultural and organisational reform, I was able to leverage off the concomitant study to determine a way forward. In some aspects of my role, work became the study and the study was my work.

The literature review provided impetus and a framework for action. Top of mind during the whole of the study was Moore's concept of public value and his conceptual strategic triangle, linking public value to resourcing and the authorising environment (Moore, 1994, 1995). Reinforced by the learnings from Bourgon (2008), the notion that public service is about adding public value rather than wealth creation helped set the paradigm for P2P.

My leadership style is founded on Fiedler's (1978) hypothesis that there is no single way for managers to lead; a different style is required at different times. This has been nuanced into what is now termed adaptive leadership (Heifetz, Grashow & Linsky, 2009) or more recently contextual leadership (business-leadership-qualities). I consider this time, place and circumstances approach to leadership best captures the style required to bring about organisational change and give effect to projects, such as P2P, in similar organisations to DFES. This leadership approach requires using knowledge and information to guide actions, developing internal and external networks, fostering innovative performance and placing current actions within historic context. Systemic thinking and a path forward are required leadership contributions to the design of such a project and come from contextual leaders. Belbin's (1993) notion that team factors, relationships and shared vision were used as high level prompts when considering these aspects. The design of P2P was shaped by Morgan and Brightman (2001), P2P giving practical effect to renewing the organisation's direction, structure and capabilities. The design approach was supported by a newly published work by Jabri (2012), shortly after implementation, which captured the essence of P2P when he outlined the importance of creating channels for genuine feedback to engender shared meaning and stimulating dialogue when endeavouring to implement change.

During implementation Kotter (1995, 2012) provided a useful conceptual model for the implementation and adoption journey of P2P. On reflection, anchoring changes in corporate culture, an element of Kotter's model, provided the biggest challenge and requires ongoing maintenance. As detailed in Chapter 4, resistance to change was an issue with this project and the literature provided two useful conceptual models that any future implementation of a like project should consider. Kübler-Ross' (1969) conceptual model on grief which was reconfirmed a number of times in the context of organisational change during the implementation of P2P and the concomitant organisational reform. Having an appreciation of this model and seeing it manifest itself in the agency provided not only an understanding of what was happening over time but also optimism that ultimately there would be acceptance and engagement. I found myself exercising contextual leadership style to encourage individuals to move through the distinct stages of the model whilst endeavouring to enlist them into the critical mass required for the change. An understanding of the notion of critical mass required for change is best expressed in Rogers' Bell Curve Model (2003). Using this model, an appreciation of the categorisation of individuals engaged in the change process as early adopters, early and late majorities and laggards helped inform the selection of an appropriate leadership style. This was important to maximise the chances of getting stakeholders to 'buy-in'; particularly when one reflects on Kline and Rosenberg's position that innovation is predominantly a people oriented process.

This Innovation Portfolio Project spanned over five years, during which time I delved into the literature in an exploratory way. Upon reflection, my literature review was iterative. At the commencement of the study the focus had been on informing actions moving forward to implementation. During implementation the emphasis had been on validating decisions and informing reflection. However, towards the end of the project the literature review was principally about re-canvassing areas of the literature to ensure the link between academic theory and professional practice had been well articulated. There was also a strong element of academic curiosity pertaining to any new developments in the literature, perhaps indicative of my personal academic growth. At this stage the literature review revealed the continuing evolution of two areas that piqued my interest. The first area is situational leadership that has been interestingly nuanced by Bazigos (2016) who posits a number of leadership base competencies, being the ability to facilitate group discussion, demonstrate concern for people, champion desired change and offer a critical perspective, which are always required, supplemented by a number of situational competencies that need to be emphasised according to organisational imperatives or aspirations.

These situational competencies are around making decisions objectively, problem solving objectively, recovering positively from failures, keeping the group on task, being fast and agile, having strong results orientation, providing objectives and consequences, seeking different perspectives, motivating and bringing out the best in others and modelling organisational values. On reflection, these are all essential elements a leader, who is going to implement P2P or a similar project in another like organisation, should have in his or her conceptual 'kit-bag'.

The second area is the effectiveness of top management support in systems success. Shao, Feng and Hu (2015) recently conducted a multi-case study looking at the importance of leadership style in different phases of enterprise systems. They found strong evidence that a transformational leadership style fits best with the adoption phases of an enterprise system; a transactional style fits best with the implementation phase and a combination of leadership styles fits best when assimilating and extending enterprise systems. I found this study greatly supported the need for contextual leadership.

As a final reflection on the literature, during this project endeavour I found Morgan (2007) to be correct. Organisational change is in fact 'fuzzy'. The literature that is relevant to the issues this Innovation Portfolio Project addressed is vast, diverse and not integrated. Whilst the literature review was challenging there were reasonable platforms gleaned to link theory, through frameworks for assessment and option identification, to practical action.

I believe this Innovation Portfolio Project bought a degree of contextual realism to the study of how to give practical effect to the implementation of innovation in a contemporary government agency.

As detailed in Chapter One, DFES needed a turnaround as it was not meeting normal expectations for service delivery. The organisation's culture, structure, standards and systems were as they were upon my appointment. At that point there was limited time for measured and evaluative examination of agency characteristics due to the high political demand for change and urgent operational imperatives. As a consequence, as detailed in Chapter Three, the overarching framework designed for this study was developmental evaluation. It could be said that this was true specifically for P2P but also more generally for the broader program of agency reform. I was learning by doing in that I was taking considered steps, examining results, reflecting, adjusting position and stepping again. At each step gaining experience; such was the nature of the journey of P2P. The following table (Table 18) contains a list of key experiences accrued on the journey of developing and implementing P2P that were identified and tackled as impediments to the innovation culture of DFES and the reflections and where appropriate, the literature that had a bearing on each experience.

Table 18

List of Key Experiences, Reflections and Literature.

Key Experience	Reflection and Literature
Get an understanding of the espirit d'corps, or sentiment of the organisation.	Talk to the stakeholders, others outside the agency, other agencies, unions, associations. Try and get an understanding of the 'feeling' of the individuals that make up the agency. Get an appreciation of the level of individual commitment to the organisation and evidence to show reasons for concern. Do this as much as possible on the individuals "home turf", for example at their station. (Whitehead, 2009); (Kotter, 1995, 2012).
Listen to and get an understanding of the problems and challenges facing the organisation from the stakeholders.	Talk to the stakeholders, others outside the agency, other agencies, unions, associations. Try and get an understanding of the challenges of the agency through the confluence of diverse stories. Start to create a positive environment. Recognise the important role of people and culture in the innovation process. (Cooksey, 2011); (Bason, 2010); (Hughes & Jackson, 2010).
Give urgent attention to organisational structure.	Form may follow function but you have to start by having something suitable to facilitate any change. Form must be fit for purpose supported by effective processes, accountabilities and reporting relationships. There must be the ability to capture and manage ideas. Restructuring offers an opportunity to shape what is important to the organisation by creating or escalating functions. (Cabarello, 2006)
Plan and hold people accountable for delivery, especially costs and risk.	Solid planning and good governance is essential. The reform process was complex and could not be managed without a governance framework that set roles and responsibilities.
Have scalable project management systems, support available and templates.	Educate and train members of staff along the way. Very few people are passionate about governance, and even fewer like being subjected to it. Education and support are critical, to both those implementing the governance and those being subject to it. There is a need to cultivate and develop ideas as they are evaluated and implemented.
Engage your leadership team.	Have frank conversations behind doors, gain their support and encourage them to voice it. Use different styles and approach for different individuals and situations

	Hold the leadership team to account as well, ensure they know it is important at every level of the business, not just below them. This demonstrates my support for the initiative and ensures I lead by example (Kotter, 1995, 2012).
Understand your stakeholders and communicate well.	Stakeholder analysis and Communications Strategy are essential. It is difficult in a command and control organisation to impress the value of communication planning and delivering. Where members of staff are traditionally ‘ordered’ on a fire ground, it is a large change to spend time planning communications and change, and then executing this. (Gardner, 2001).
Excite the staff (and volunteers).	Get Buy-in, excitement is contagious, Launch but undersell and over deliver. Find ways to capitalise on ideas. (Kotter, 1995, 2012).
Share experiences and learn from others	We have shared our experience with many agencies, and others in turn have shared theirs with us. We have learnt from them and used their staffing and funding models to benchmark against (Cookey,2003)
Don’t underestimate IT challenges.	One poor experience with the system can stop future use. During the roll out the issues with firefighter logins, computer access and computer literacy were underestimated. Significant work has gone into making sure the system is user friendly.
Expect resistance.	The strength of resistance does not always appear logical it is just because you are changing something from the status quo. Staff will grow through the change. (Kübler-Ross, 1969); (Rogers, 2003); (Meyer, 2010).
Be agile	At every turn we have learnt something and adapted processes, systems, communications etc. to respond. Nothing has ever been set in stone, we continue to learn and evolve. Innovation is iterative. (Kline & Rosenberg, 1986); (Cooksey, 2011).
Be prepared to review and make changes.	Listen to the troops, survey, SWOT, review. Constantly engage users by seeking and implementing feedback. Make adaptions within a changing organisational context.

	(Cameron & Green, 2012); (Van de Ven, 1999).
Get some visible wins; advertise those wins.	Early wins were captured in the 24Seven magazine and through videos circulated to stations. (Kotter, 1995, 2012); (De Lisi, 1990); (Fernandez & Rainey, 2006).
Build emergent ideas into your strategic planning.	Gave P2P credibility and increases the likelihood of funding for ideas. Ensures all members of DFES have influence over our strategic plan, making it as reflective of possible over our joint future (Lewin, 1951); (Osborne & Brown, 2011); (West, 1992); (Thomas, Adapa & King, 2015).
Be open to feedback.	Foster a culture of continuous improvement and customer first in staff managing the system. Without this it is equally as easy for the system to stagnate. (Nowotny, 2008); (Moran & Brightman, 2001); (Jabri, 2012).
Leadership is very important.	Work out what you are going to do, say what you are going to do, do it. A reflection of leadership values informs practice. Leaders become learners. (McNiff & Whitehead, 2011); (Fiedler, 1978); (Tannenbaum & Schmidt, 1973); (Blanchard & Hersey, 1969); (Covey, 1992); (Cooksey, 2003); (Ancona & Backman, 2010); (Heifetz, Grashow & Linsky, 2009)

Through these experiences and reflection, I learnt that within DFES, four fundamental elements were required to be present before organisational innovation could flourish. These four fundamental elements are not just about being ready for change, but being receptive to it.

Firstly, the organisation had to create a positive environment to bring ideas forward. I use the term ‘create’ in its conventional sense; to bring about a situation by the deliberate use of skill and artifice. DFES had to deliberately shape attitudes and engender a preparedness to allow all members of staff and volunteers to put forward ideas into a safe, welcoming, positive organisational culture. The organisation, with me as leader, had to create a receptiveness for change and adoption of P2P.

Secondly, DFES had to provide a practical mechanism to capture and to manage those ideas, namely P2P. Thirdly, DFES had to find a way to cultivate those ideas, to allow for them to be considered, evaluated and value-added; and lastly, the agency had to find ways to capitalise on the ideas in order to make the best of them. This accurately describes what occurred in the P2P process.

Into the future, in creating the right innovation environment, DFES needs the commitment of the CLT, to accept and embrace new ways of doing business. The CLT needs to accept and communicate the need for change, build the case for change and champion the change endeavour. All of this needs to occur with a view toward building the 'critical mass' for change, which Rogers describes as occurring "… at the point at which enough individuals in a system have adopted an innovation so that the innovation's further rate of adoption becomes self-sustaining." (Rogers, 2003, p. 343). The CLT needs to believe in and then build an environment conducive to the reception of ideas from members of staff and volunteers. The CLT needs to bring to the fore ideas considered in the literature review; that innovation is a result of an iterative process, more often founded in the users, rather than researchers (Kline & Rosenberg, 1986). It also needs to focus on a 'people input' perspective, by motivating and coordinating people (Van de Ven, 1999).

In capturing ideas, P2P and its attendant processes had to be robust, transparent and credible within the P2P Community and within the agency more broadly. People needed to see and understand the process, whilst also understanding DFES's limitations around time, talent and budget. The P2P Community needed to engage with the process. In cultivating ideas, DFES had to facilitate engagement on ideas across the agency at many different levels. Facilitating transparent feedback, open dialogue, commentary and involvement by others were crucial for taking a raw idea and turning it into an implemented innovation. Exposing individuals to the existence of an idea, facilitating an understanding as to how it might function and again addressing the issue of critical mass in support of an idea, all need to be considered for every idea. As considered during the literature review, similar steps are detailed by Rogers (2003) when positing his Innovation-Decision process. In capitalising on ideas, DFES needed the planning, budget, design and procurement processes to be aligned to ensure ideas came to fruition and their delivery structured so as to enable a continuous learning cycle for the agency.

I present the above fundamental elements, create, capture, cultivate and capitalise in the following model (Figure 59) which also depicts essential corporate leadership and other stakeholders' interactions with them through communication. This interaction, I contend influences the organisation's innovation culture. Whilst I am not claiming a direct causal effect, because I don't believe my data support this level of extensional reach, I do content that the model is a useful heuristic that can be used by others who may find themselves in similar change situations. The model does certainly present further research opportunities.

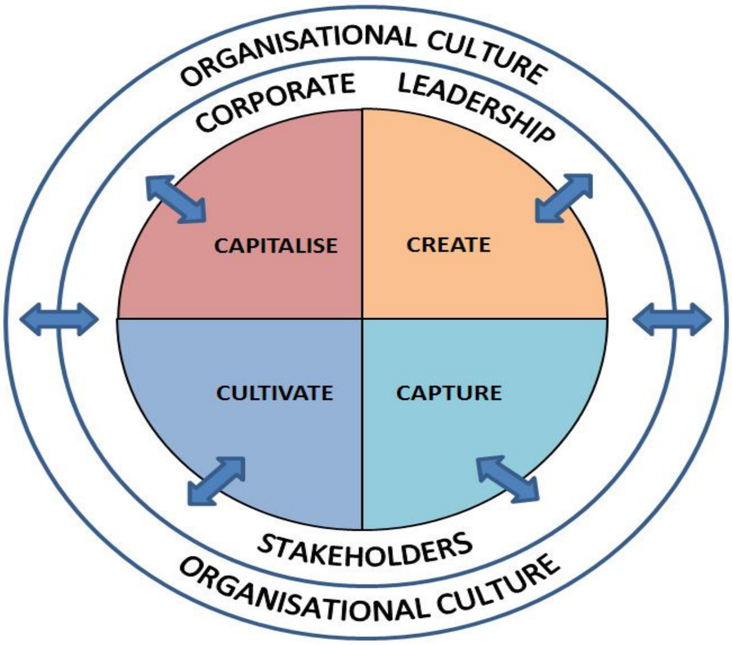


Figure 59. The Four 'C's" Model of Organisational Receptiveness for Public Sector Innovation (designed for this Innovation Portfolio Project).

This interaction of corporate leadership and other stakeholders with respect to each of the elements is carried in communication. Communication is an important aspect with respect to this model and is depicted by the arrows. At every stage of the process, communication is essential. In the create stage, it builds the case for change, shapes the operational environment and champions the cause. In the capture stage, it gathers the ideas and in the cultivate stage, it facilitates reflection, engagement and buy-in. In the capitalise stage, it facilitates understanding of the way forward with respect to idea adoption and implementation. Ultimately, it is this communication with the fundamental elements of the model and how it is backed up by action that shapes the organisation's innovation culture. In this sense, organisational culture is an output of the model. I posit that an organisation must act in accordance with what it says it will do to build a positive and productive innovative environment.

Such an environment is described by Thomas, Adapa and King (2015) with reference to West (1992) who detailed aspects of assessing, creating and maintaining a positive innovation culture. This resonated with me based on the endeavours of this Innovation Portfolio Project. My experience confirmed the elements discussed by Thomas, Adapa and King, being the importance of a corporate vision, the need to build a climate of organisational excellence and the need to ensure participant safety. All of these elements entrench a new norm of innovation and contribute to the quality and quantity of ideas submitted.

In this way, DFES has learnt to use innovation. As Drucker puts it:

> Innovation is the specific tool of entrepreneurs, the means by which they exploit change as an opportunity for a different business or service. It is capable of being presented as a discipline, capable of being learned, capable of being practised (Drucker, 1985, p.19).

Through the creation and implementation of P2P, DFES put in place a practical, effective, method to search purposefully for opportune innovation; through evaluating ideas collaboratively and through consensus, the best derived ideas were actioned subject to available resources.

I believe the model I have presented above makes a practical contribution to the body of knowledge derived from this Innovation Portfolio Project. To the extent that it is generalisable for the up-take by other like organisations is a matter for further research, but the ground has been well travelled by DFES in the context of a contemporary emergency service organisation, demonstrating the likely applicability of the model for other organisations within the context of their particular environment.

Reflections from a Personal Perspective

From a personal perspective, I learnt that there is a very large pool of knowledge from which to draw from others' recorded experiences, observations and theories. Canvassing the literature demonstrated not only the sheer volume of material available, but the challenge of synthesising useable knowledge from it. This challenge is not dissimilar to an organisational operational perspective, where the objective is to draw from mass information down to useable, meaningful intelligence.

A review of the literature exposed me to myriad paradigms and lenses for looking at key concepts such as innovation, change management and leadership, most with resonating elements, none seemingly perfect. Cooksey's 'learnership' (Cooksey, 2003) and Whitehead's Action Research paradigms (Whitehead, 2009) widened my conceptual thinking with respect to this Innovation Portfolio Project. I learned that, in a qualitative framework, the element of subjectivity is inescapable. In an Action Research framework, that element of subjectivity is invested in the researcher and intrinsically linked to the researcher's values. I learnt that the texture of organisations is much more complex than I had thought and that conversations that occur within that context are often multilayered. Whilst knowing precisely what someone said, the richness was derived when I purposefully reflected on what they really meant. This multi-layering of conversations was also found by Hughes and Jackson (2010), who argue that Action Research can lead to a number of intended and unintended consequences. For example, some people who get 'touched' by the research go through a number of rich iterations such as thinking about what was said and coming back for further discussion. Through this iterative process, they begin to talk a different language and have a changed view of what might be important or how to go about things. I observed this occurring over the course of this project, particularly within the CLT. As I referred to in Chapter One, I felt there was a lack of corporate maturity within the CLT when we commenced our overall reform agenda. But as the project developed I saw growing interest from members of the CLT with respect to P2P and the organisational impact it was having, particularly on organisational culture. This multi layering of conversations opened pathways for change. Similarly for me, I also engaged in deep reflective dialogue with my supervisors about the meaning of being embedded in open-ended research. Through this reflective dialogue, I learned that there was a continuum of positionality with respect to myself within the study.

When I was wearing my Commissioner's uniform, my academic mantle or my working overalls wasn't always clear. Indeed I learned that for most of the journey of the Innovation portfolio project, I was wearing all three. I learned I had to be cognisant of the influence of all three on P2P as well as on my research activity, particularly data gathering and subsequent analytical and interpretative work. During the presentation on my Innovation Portfolio Project proposal, I claimed to want to be the 'ooze' within the system, the oil between the cogs, not a cog itself. I learned that in this Innovation Portfolio Project that was not possible; I was both. At times, I had to initiate and drive the project and at the same time be an observer of others and of my own influences as an agent in the process.

From an academic technical perspective, I have improved my observational skills and my data collection and research techniques. I furthered my ability to form evidenced-based persuasive argumentation and decision making, improved my academic writing and referencing skills and above-all built and leveraged a wealth of industry knowledge. I became aware that whilst action-research had its genesis in education, it was highly applicable to other industries. Through the experience of this endeavour, I now understand and contend that putting an organisation under an academic lens provides a detailed insight into that organisation, which then leads to a far greater understanding of its organisational characteristics.

Significance of the Innovation Portfolio Project

This Innovation Portfolio Project added value to the implementation and review of what would otherwise have been a standard project within a government agency's program of works. P2P might have been just another project to be delivered on time and on budget. However, when P2P was conceptualised, designed, implemented, reviewed and refreshed, it was fortuitously the subject matter of a doctoral study and as such subjected to considerable critical analysis, personal and collective reflection and viewed within an academic context. This academic oversight was significant, and at times intense, but it facilitated and ultimately generated an in-depth insight and understanding of how to harness sources of innovation, useful knowledge and leadership into a complex public sector agency network; as the Innovation Portfolio Project title suggests..

The Innovation Portfolio Project provides a useful insight to the 'why?' and 'how?' to a broad range of other similar agencies that might wish to consider implementation. It should help them assess the benefits of a 'P2P' or the like in their respective agency and the facilitating or restraining factors that may assist or impede them during implementation of such a program. The project considered aspects of Fire and Emergency Services hierarchical rank structure and risk-averse culture during implementation, delivery pressures and administrative challenges, budget and planning horizons. It particularly addressed DFES's poor skills in active change and project management. As other agencies take up P2P, there is a resultant community benefit as increasingly, government instrumentalities add public value as defined by Moore (1995) within their own constraining cultural and organisational arrangements. Importantly, P2P has underlined the need for agencies to facilitate stakeholder engagement and demonstrated the challenges of putting this into effect.

In this Innovation Project Portfolio, I present a model of my findings that highlights five key elements required to be addressed for organisations to be ready for innovation; create, capture, cultivate, capitalise and communicate. Based on my experience of introducing P2P into DFES, this model has to be introduced into other agencies in the right context. Importantly, the leadership of that organisation must be prepared to be open and transparent with its membership. The leadership team must accept that rank does not give a monopoly on good ideas and that part of management's role is to nurture the conditions for ideas to flourish, through support, encouragement and resources. The agency must be prepared to embrace emerging ideas into its regular planning, business and budget cycles having the right measure of supportive systems and structures to do so. The leadership team must also be self-aware to the extent that they are cognisant of their impact within their agency and receptive to double-loop learning as part of a process of deep change. The leadership team must be reflective during implementation; all organisational change is context-dependent and the leadership team must consider people's goals and values and the political dimension of their environment as they progress on their 'journey'.

The model may well provide a basis for issue consideration for other agencies and has a potential wider impact for government agencies, particularly those that rely on the goodwill of volunteers for the achievement of key business objectives. How suitable such an approach would be in the private sector requires further consideration and could be potential area for future research.

P2P has allowed for the generation and percolation of ideas, but importantly, in the broader DFES context, it has provided a mechanism and processes to ensure idea implementation. The Innovation Portfolio Project has detailed a way that can be adopted and adapted by other organisations to allow for the similar encouragement of innovation. Police, Fire and Emergency Services are often overly conservative and particularly averse to lower level empowerment. P2P has demonstrated that it is worth the endeavour and that not only do practical incremental and systemic ideas flow, but that it edges the culture towards a better environment of co-production and double loop reflective learning.

Limitations

All research challenges face limitations. P2P is no different and throughout this Innovation Portfolio Project, many limitations have been faced and addressed.

One limitation relates to my positionality. Throughout the process of delivering, building and researching P2P, I was the head of the organisation. I visibly supported P2P and was committed to its implementation. Given my position and public ties to P2P, there was a risk that individuals were intimidated and so did not give frank and honest feedback when queried about P2P. I did not hide that I was researching and writing about the journey and this could have influenced individual responses, particularly informal feedback. My experience has been that there is always a risk, even during day-to-day business, that individuals will tell a senior officer what they think ‘the boss’ wants to hear. To the best of my ability, this risk was likely reduced during this project by my adoption of an inclusive and consultative leadership style. I am not aware of any instance where my role created hesitancy on the part of people with whom I talked. The use of data from agency surveys would not have been impacted by my position, as most respondents would not have been aware of the study or of my relationship to it. The contracting of an independent consultant to conduct a review of P2P also demonstrated my independence from this aspect of the project and my independent and impartial role in the capturing of information and findings at this stage. I also deliberately excluded myself from the group when a SWOT analysis was conducted on the project and when an independent group did a review on P2P. This was to ensure my role and the perception of my role by participants did not overly affect the results. As such, I do not believe the research was unduly impacted by limitation of my positionality.

With respect to the surveys, each one was conducted in the context of agency business as usual and with one exception, the questions did not specifically relate to P2P. The surveys yielded great insight into aspects of the agency, especially around communication and culture, as referenced throughout this Innovation Portfolio Project. However, as the survey data did not directly target the P2P innovation, a limitation was that learning was less direct than it could have been. A specific survey focussing on P2P is planned for the future to generate more targeted user feedback and suggestions for further improvement. Additionally, consideration is being given to incorporating a feedback channel focused on P2P itself to solicit suggestions from users on how they think P2P might be improved. It is anticipated that this will gather additional on-going feedback, without it being a distinct research data gathering exercise.

Another limitation of this research was its demand on time. There were periods when work challenges constrained the researcher's focus on the study. Competing work priorities during an action research endeavour must take precedence. As a consequence, this Innovation Portfolio Project had more stops and starts than might otherwise have been the case had I had been a full-time doctoral student.

A further limitation concerns generalisation. This research and its focal innovation were entirely contextualised within the DFES. The Innovation Portfolio Project is a research account that provides the context and evidence only within its scope, and as that scope relates to only one organisation, I do not make any claim that large-scale generalisations can be made. Instead I caution against such an approach. That said, I feel that since emergency service organisations are not entirely unique, generalisation might be drawn provided the results are generalised by other readers in the context of the uniqueness of their own environments. I believe this study has identified and canvassed important pre-conditions for P2P adoption and success that would largely hold for other organisations. These pre-conditions concern leadership, executive buy-in, appropriate structure, adequate resources and a willingness to commit to continuous improvement through learning. These drive a positive climate for innovation, again with reference to West, in providing organisational vision, participative safety and a climate conducive to organisational excellence, best described as

> a shared concern with excellence of quality of task performance in relation to shared vision or outcomes, characterized by evaluations, modifications, control systems and critical appraisals (West, 1992, p. 313).

Future of P2P

As DFES continues to strive to embed an innovation culture, in part through P2P, I believe the agency will face ongoing challenges that will impact the future of this initiative. To date, I have had a stable leadership team with only two senior staff movements in five years. This has served to solidify a shared vision and a commitment to P2P. There is no doubt that there will be less stability over the next two years due to a number of impending retirements. Changes in the membership of CLT may present a challenge to the current vision and test the organisation’s strategic commitment to cultural reform. Great emphasis is currently being placed on selecting, inducting and mentoring incumbents into senior levels of the organisation who will support the ongoing organisational transformation. I place great importance on succession planning and whilst I acknowledge that any new leader may wish to introduce their own initiatives into DFES, it is my hope that the agency has built the organisational structure, P2P and the associated business processes to a point where P2P continues to be an important, engrained, aspect of the norms of support for innovation where there is “ the expectation, approval and practical support of attempts to introduce new and improved ways of doing thing in the work environment” (West, 1992, p. 315). It is my hope that an embedded culture of “learnership” will prevail long after I have moved on from the organisation. P2P broke new ground within DFES. When it was launched, it was seen as a novelty. However, P2P is now more broadly seen as just one step on the journey of changing the organisational culture to embrace innovation.

A future challenge, common to most public service agencies, is a resource-constrained environment. For innovation to flourish, there must be adequate resources to conduct research, explore ideas, review performance and facilitate continuous improvement. Agencies that are only able to sustain core business are limited in opportunity to drive innovation and embark on new programs. More research needs to be done to consider the contribution of P2P in agency planning and priority setting and this might be considered into the future especially if other agencies adopt a similar system. Importantly then, we must share what P2P has contributed to DFES. According to Hartley,

> The sharing of knowledge is central to improvement in public services, because the aim is to add value to the public sphere. This means that good ideas and practices are not, in theory, limited to one organization or partnership, but need to be transferred between services and levels of government (Hartley, 2008, p. 212).

The overall public value bought about by the contribution of public service agencies must be increased; the more they share, the more they learn. With this idea in mind, the Commonwealth of Australia produced a report with a baseline premise that it is not that public sector innovation does not happen, but rather that the innovation potential of the public sector is much greater than is currently being realised (Commonwealth of Australia, 2010). It posits that greater focus on the framework conditions for innovation and the actions that could be taken to facilitate innovation across the public sector could unlock that potential. P2P has unlocked that potential within its own agency, DFES, but there is surely the opportunity for concept of P2P to be embraced by other like agencies.

To that end, DFES has already had a number of visits from other agencies within Western Australia, and from overseas, to explore opportunities to export the methodologies of the SPO and P2P into their organisations. These agencies learnt of P2P through established public service networks. Personnel, particularly senior personnel are active in inter-agency, inter-jurisdictional forums and have been drawing interest through unprompted advocating of P2P and espousing its perceived benefits. At the time of writing, DFES has been consulted and made presentations to the following organisations:

In other states and countries, to:

- New Zealand Fire Service;
- Queensland Fire Service;
- Tasmania Fire Service;
- Melbourne Fire Board;
- New South Wales SES;
- Northern Territory; and
- South Australia SES.

To the following agencies within Western Australia:

- WA Police

- Landgate (which, in broad terms, is a WA Statutory Authority responsible for guardianship of property ownership and custodianship of location information assets).
- Department of Housing
- Department of Corrective Services
- Department of Transport
- Australian Innovation Research Department
- Department of Finance
- Department of Health
- Risk Cover WA
- Metropolitan Redevelopment Authority
- ComSuper (which, in broad terms, is a trustee for Commonwealth Superannuation schemes)
- MainRoads WA
- Department of Water

These presentations were made by a range of personnel including senior management and members of the SPO. Doing so provides a lever for maintaining commitment to P2P beyond my tenure as Commissioner. Because other people are co-opted to make these presentations and to be consulted, this could serve as a manifestation of learnership.

A variant of P2P has already been adopted in the WA Police. With assistance from DFES, WA Police were able to swiftly evaluate their needs and introduce their own program. They acknowledged that the ability to leverage the prior knowledge and experience of DFES reduced their program risks and elevated the overall outcomes they have since achieved. As their Deputy Commissioner commented in an email to DFES:

> This is simply the best initiative WA Police have ever sourced from another agency. We are indebted to DFES for this collaboration which in the first two years of operation have resulted in excess of $2 million dollars in savings, reduction of thousands of man hours, FTE savings, and cultural and morale improvements (Deputy Police Commissioner, Western Australian Police, 2016).

Indeed, the WA Police received the 2015 Innovation Management Award, 'Best Engagement Strategy' from IdeaScale as a result of their endeavours, (see Appendix 8) where it is reported they solicited 1,900 ideas from 4,851 users (60% of the workforce) who produced more than 12,000 comments and over 110,000 votes. More than 1,300 ideas moved to completion.

The WA Department of Corrective Services and the Department of Housing have also more recently engaged with DFES with respect to the SPO structural arrangements. The Metropolitan Redevelopment Authority has fully implemented the DFES program, which has been in place for about one year during which they launched six innovation challenges (specific campaigns) that generated over 110 ideas of which 35 projects have been implemented or are currently underway.

P2P has been one way to address the comment in the Commonwealth's report that: "We fail to systematically seek to nurture innovation and to diffuse and learn from the innovation successes and failures of agencies across the public sector" (Commonwealth of Australia, 2010, p. 5).

Not only has DFES learnt from P2P, but it is prepared to help facilitate the learnings of others. For example, Landgate was encountering issues around managing the priority conflict between "business as usual" and innovation and needing an Ideas Management system that would meet the maturing needs of their innovation program. They were encouraged by what they learnt at DFES, commenting:

> I think the DFES Innovation program has evolved to suit the needs of the agency very well. It actively engages staff across the agency and the wide ranging network of volunteers in the field to gather new ideas and efficiently implement the ones of value to the agency. The work that went into selecting a suitable Ideas Management System [IMS] is a valuable resource for other agencies. It highlights the need to choose an IMS which is best suited to achieving the objectives of an agency-specific Innovation program (Innovation and Research Development Manager, Landgate, 2016).

To further address the comment in the Commonwealth's report, DFES has developed and is currently implementing an Innovation Strategy; moving innovation into every area of the business with the objectives of setting the new policy direction and initiatives around innovation, encouraging innovation generating and fostering innovation genesis and diffusion. The strategy has been established to build a responsive DFES community that encourages innovation and continuous improvement. To match this strategic intent, an additional position has been allocated to the P2P team, which is yet to be filled.

Even currently, having over 700 ideas to monitor and to update for the P2P community, it is becoming increasingly difficult to manage within existing resources and there is an emerging need to link the DFES's research capability more formally to ideas being submitted through P2P to increase the validity and thoroughness of idea assessment. There will also be an ongoing need for P2P marketing, particularly within the volunteer cadre, where there is both the tyranny of distance and a moderate turnover rate of individuals within their number. There will be the need to continue to celebrate successes, to maintain momentum, continue to sustain credibility through the demonstrable success of ideas submitted. Future research topics with the agency are likely to focus on:

- gap analysis to identify and acknowledge innovation occurring that is not captured by P2P;
- establishing the links between research driven innovation; and
- benefit realisation study on innovations implemented.

I was pleased to see that the new WA State Information Communications and Technology (ICT) Strategy included a public sector innovation portal to allow for collaboration between agencies (Government of Western Australia (Office of the Government Chief Information Officer), 2016). To further this research, I have offered for DFES to take the lead on this initiative across the state. Future research could build upon this state-wide direction and investigate the increased collaboration and responsiveness of the public sector following implementation of a sector wide innovation platform.

Pressing the idea of P2P even further, the idea of an outward facing government portal, where ideas from the general public could be submitted for consideration is, in my opinion, worthy of future consideration. These community-generated ideas could potentially add value to individual agencies or indeed to the delivery of government services overall. Indeed, I speculate, if some of those ideas were seen to be adopted, this may have the potential to bring government services and community closer together.

Final Reflections and Conclusion

From the beginning of this Innovation portfolio project, I grappled with my research approach. I will admit that having regard to my personality type, which is very structured and systematic, I was not entirely comfortable when my supervisors suggested the overarching approach. I was comforted however, when I realised that other researchers have used similar methods when researching within command and control type organisations.

As mentioned previously, the Action Research approach taken in this Innovation Portfolio Project may be open to criticism for lacking rigour from other researchers grounded in more scientific approaches. Whilst I acknowledge that criticism, I believe I have made every effort to ensure that this Innovation Portfolio Project is as contextually grounded and convincing as possible. Action research is a legitimate research methodology that unleashes potential for all the parties engaged, including universities, to improve the lives of everyone involved and the broader communities of which they are a part.

On so many personal levels, this Innovation portfolio project has spurred my own personal and intellectual growth. It has reinforced the necessity to have a conceptual understanding of management activities and the importance of life-long professional learning.

As the research progressed, I went through anxious moments of apprehension that I might not get this research to examination stage in the main due to the level of commitment required. It was then I became more convinced that my approach was worthy of both academic and professional scrutiny. This is when my supervisors and other staff members encouraged me the most. I was uplifted when one of them said to me that whether or not the research was presented for examination, I should be confident that the mere fact of allowing members of staff to have their say has had a positive organisational effect and what I was achieving was a written record of P2P for posterity which could be used by others in the future.

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WA Police 2015 Innovation Management Award, 'Best Engagement Strategy'

Appendix 1

Portal2Progress Marketing Material

INNOVATION IN ACTION

Emergency Driving Footage

The Idea

Install a dashcam in selected emergency vehicles to record footage from more experienced drivers to help less experienced drivers gain exposure to driving under emergency conditions.

How?

The idea was undertaken and several video footages were collated. The footage was edited to include a voice over providing training information. This video has since been posted on the volunteer portal.

> *"The idea submission process was quick and easy to do. I recommend the use of P2P to both volunteer and career DFES staff for any idea you may have."*
> Idea Submittor

Benefits

- Valuable addition to volunteer training
- Allows a transfer of knowledge and insights from experienced drivers to less experienced drivers
- Allows the build up of a database of emergency driving footage that is available to all volunteers and career DFES staff

GOVERNMENT OF WESTERN AUSTRALIA

DFES Department of Fire & Emergency Services

PORTAL PROGRESS Innovation-Action-Change

Question or more information?

Call us on 08 9395 9882 or send the P2P team an email at portal2progress@dfes.wa.gov.au

INNOVATION IN ACTION

Perth Royal Show Display

The Idea

DFES to re-establish a display at the Perth Royal Show to:

- Elevate the DFES profile
- Showcase the skills and capabilities of all services under the DFES banner
- Engagement and education of the community
- Promote volunteering and recruiting across all services

How?

As a result of this idea the Corporate Leadership Team endorsed DFES attendance at the 2014 and 2015 Royal Agricultural Shows as a pilot. DFES attended the 2014 Royal Show with great success and will be attending the 2015 show in September.

> *"...it is an excellent opportunity to reach a huge audience to convey numerous community oriented messages, promote volunteering and recruiting across all services."*
> Comment on the idea from P2P

Benefits

- Over 400,000 people attended the 2014 Perth Royal Show and had the opportunity to view the DFES exhibition
- 94% of people surveyed said their experience at the DFES exhibition was good
- 32% of people requested to receive more information from DFES

Question or more information?

Call us on 08 9395 9882 or send the P2P team an email at portal2progress@dfes.wa.gov.au

PORTAL 2 PROGRESS
Innovation-Action-Change

GOVERNMENT OF WESTERN AUSTRALIA

DFES
Department of Fire & Emergency Services

Tracking the success of P2P

Since 2011...

Over **700** ideas have been posted

1 in 8 ideas have been implemented

Over **1400** volunteers, career firefighters and corporate staff have registered for P2P

Over **2700** votes have been given to ideas

Over **2100** comments have been made on ideas

GET INVOLVED TODAY!
Register as a user via the volunteer portal or the DFES intranet P2P banners.

Question or more information? Call us on 08 9395 9882 or send the P2P team an email at portal2progress@dfes.wa.gov.au

PORTAL 2 PROGRESS
Innovation-Action-Change

GOVERNMENT OF WESTERN AUSTRALIA

DFES
Department of Fire & Emergency Services

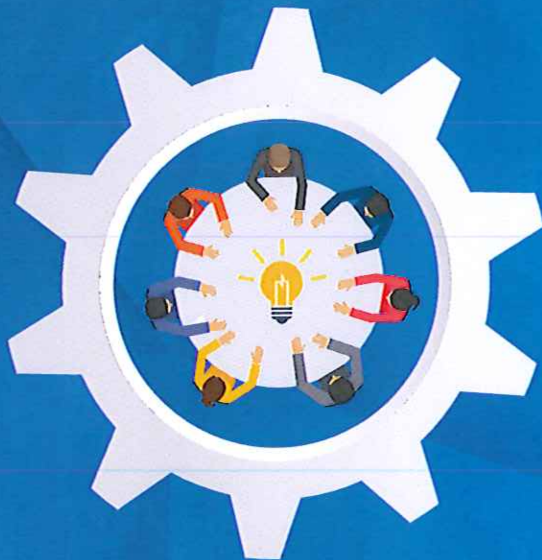
GET INVOLVED!

Register via the Portal2Progress banner on the intranet or volunteer portal today!

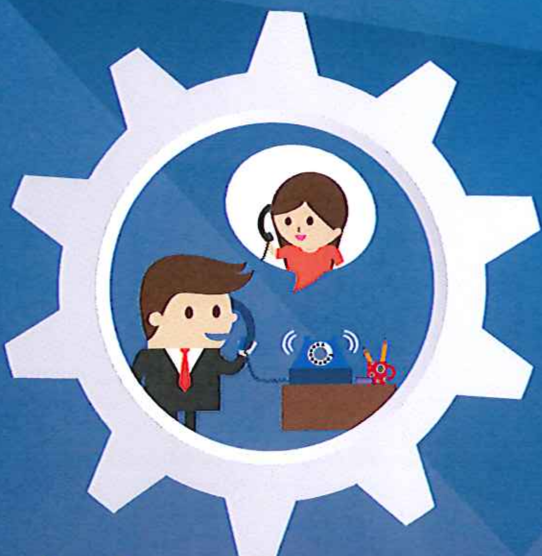
Post | Comment | Like

1. Post your idea on P2P

2. Innovation Council reviews your idea



3. You'll be contacted if further investigation is required



4. P2P team submits a recommendation to the Corporate Leadership Team

The idea outcome is communicated to you and the P2P community!

Question or more information? Call us on 08 9395 9882 or send the P2P team an email at portal2progress@dfes.wa.gov.au

Appendix 2

Trigger questions and prompts

Cooksey's mind-map

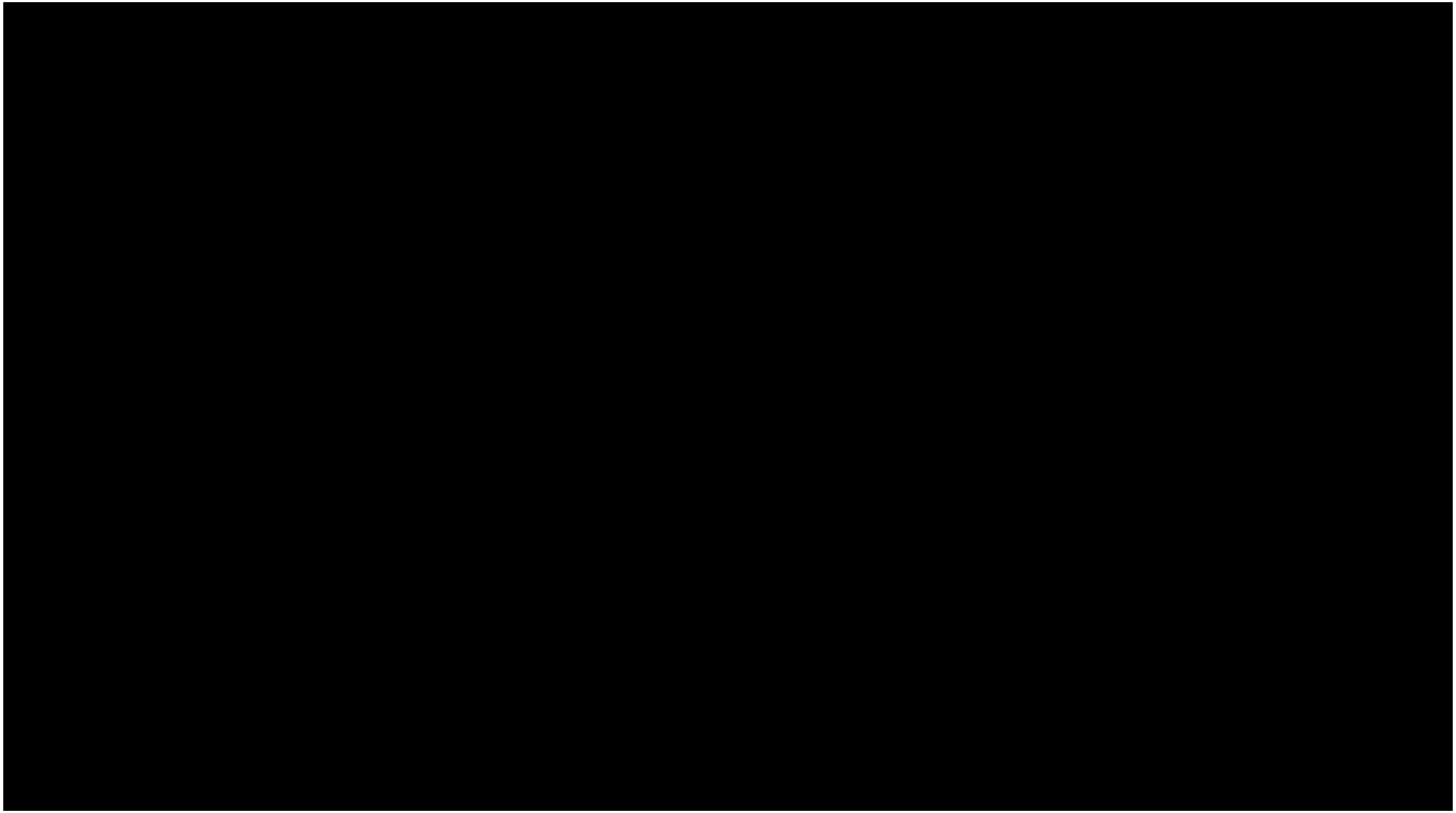
Table 1. Elaboration of trigger questions, prompts and meanings associated with each of the 12 inter-related meta-criteria in the context of the central meta-criterion: *Convincingness*.

Convincingness of the Research **The Central Meta-Criterion**		*Is the research story convincing with respect to the arguments being made?* Are the arguments and conclusions in the research story convincing to the consuming audience/readership, given the assumptions held, constraints experienced, research questions, objectives and aims established, roles adopted, trade-offs made, obstacles confronted, methods chosen, data gathered, analyses employed, unanticipated outcomes and setbacks experienced, results presented and conclusions/implications drawn?
1.	***Juxtapositioning with Other Research***	*What have others done & where does this research fit in?* Does the research story converge on or diverge from other stories in literature in the same or similar domain(s)/discipline(s) and is this case made clear in the story's arguments? Does the researcher focus, in a balanced way, on content and methods issues? Does the researcher, where appropriate to paradigm expectations, make effective use of other research to set the stage and problem context for the research? Does the story effectively build upon and link to the literature and what has been done before and/or are divergences from or gaps observed within the literature clearly argued for?
2.	***Researcher Positioning***	*Where does the researcher fit within the research context?* Is the position of the researcher in the context of the research clearly evident? Is a critical stance or attitude being espoused or enacted? Is a specific value position or set of assumptions being reflected? Are the researcher's expectations and motivations clear? Are there any opportunities/constraints associated with the researcher's positioning? Does the researcher enjoy any specific or special role(s) within the research context and have the implications of those roles been spelled out?
3.	***Positioning of Participants & Other Data Sources***	*Where does everyone or everything else fit within the research context?* Is the position of the participants or other data sources in the context of the research clearly evident? What value is attached to the voice of the participant being sought, reflected, heard and/or understood? What assumptions about the participants and/or other data sources are being reflected? How is the relationship between the researcher and participants and/or other data sources conceptualised and/or managed (including ethical constraints and expectations)? How are relevant participants and/or other data sources identified, selected and brought into the research context? If a data source is non-human (e.g., documents, web sites), what is their status and context of production?
4.	***Contextual Sensitivity***	*How well does the researcher use knowledge about context to add richness and/or qualification to their research process and the resulting findings?* Is the research conducted in a manner that reflects appropriate sensitivity to the substance and dynamics of the context in which it is conducted? Are there contextual issues that should qualify, constrain or amplify what has been learned and how it has been learned?
5.	***Internal Coherence***	*Does the research, as a whole, hang together as a coherent process to permit the conclusions the researcher seeks or claims?* Does the internal organisation of the research exhibit logic and methodological/procedural coherence? Does the research hang together as a systematic and/or systemic approach to a problem or issue? Are epistemology and methodology consistent? Does the research satisfy or adequately address the normal criteria for judging research quality held within its own paradigmatic stance and epistemological assumptions? If causality in conclusions is sought, has the case been made within the context of the intent, design and execution of the research? Has necessary and sufficient detail for evaluating the study, its conduct and conclusions been presented? Has necessary and sufficient methodological detail for potentially reproducing the study been presented? Are methodological choices and implementations recorded/displayed in a sufficiently transparent way?

Table 1 (concluded). Elaboration of trigger questions, prompts and meanings associated with each of the 12 inter-related meta-criteria in the context of the central meta-criterion: *Convincingness*.

6.	***Analytical Integrity***	*Do the analyses of data lead to or support appropriate, defensible & clear conclusions, given the quality of the data to hand?* Do the analytical strategies employed make logical as well as practical sense and do they provide defensible, perhaps even innovative, pathways to conclusions and implications? Has the approach to and execution of the analyses been appropriately managed and transparently recorded/displayed so that potential biases or counter-claims can be ruled out?
7.	***Extensional Reasoning***	*Do the research findings have meanings or implications for other contexts?* Does the research produce findings, implications or other outcomes that can be arguably and/or reasonably applied in or extended to other contexts (e.g., problems, locations, times, samples, participants, cultures) and has this been clearly argued? Is speculation clearly and appropriately signposted and managed?
8.	***Value for Learning***	*What can people take away from the research as important messages?* Does the study add value for learning about a phenomenon for others and is it clear who those others might be? Is our understanding advanced or uncertainty reduced? Are signposts/directions for possible change provided? Is innovation evidenced? Are the applicability and implications for theory, method and/or practice clearly signalled? Are guides to future practical and contextual actions clearly set out?
9.	***Fertilisation of Ideas***	*Can others run with or build on what has been shown by or learned from the research?* Does the research suggest/stimulate/facilitate non-trivial follow-on research ideas or is it likely to? Can others easily build on the research? Does the researcher demonstrate explicit awareness of the possibilities for further research which are suggested by their study? Is the research cited by/used by others and/or are the ideas applied by others (these are reflections of research impact and they may be delayed until research can be or has been presented in publicly presentable form)? Does the research provide guidance to other researchers as to things to pursue and/or things to avoid in future research?
10.	***Handling of Unexpected Outcomes***	*How well has the researcher dealt with surprises and unanticipated findings?* Are unexpected/surprising/counter-intuitive outcomes in the research handled in a logical, consistent, defensible and unapologetic manner? Are these unexpected outcomes linked to possible new directions and ideas for future research? Are these unexpected outcomes linked to possible defects in my theorising, conceptualisation, implementation and/or analytical approach?
11.	***Acknowledgement of Limitations***	*What constrains the learning value and applicability of the research?* Does the researcher explicitly acknowledge the limitations that accompany their study and indicate how they might be overcome in further research? Does the researcher demonstrate appropriate care in conditioning their conclusions on these acknowledged limitations? Has the research explicitly addressed the existence of weaknesses in the research with respect to one or more of these meta-criteria?
12.	***Presentational Character***	*Is the presentation suitable for the intended audience(s) (i.e., is the researcher hitting the mark)?* Does the researcher demonstrate clear awareness of audience expectations, assumptions and prior knowledge with respect to the title, format, structure content and level of detail in their chosen mode for presenting their research story? Does the chosen mode of presentation employ text, narrative, illustrations and/or other devices in a well-balanced manner designed to make the research story clear and easy to understand, without undue redundancy or excessive/unnecessary detail? Are there clear logical threads running through the presentation from start to finish? Is the balance in emphasis on various meta-criteria appropriate given anticipated audience expectations? Are analytical and data summary/display choices made to best effect for given purposes and audiences?

Mind Map (Source: Cooksey R.W. (2008) 'Paradigm-independent meta-criteria for social & behavioural research' in Proceedings of the 2nd Annual Postgraduate Research Conference. University of New England. Armidale, NSW pp4-17)



Appendix 3

Customer Satisfaction Survey - Results

2012 and 2014 Public Sector Commission's Employee Perception Survey Comparison

Portal2Progress

1. Which best describes your role?

	Response Percent	Response Count
Corporate	30.4%	45
Operational	**35.8%**	**53**
Volunteer	33.8%	50
	answered question	**148**
	skipped question	**0**

2. Have you used the Portal2Progress system since registering to either post a new idea, comment on an existing idea or just to simply view it?

	Response Percent	Response Count
Yes	**89.5%**	**128**
No	10.5%	15
	answered question	**143**
	skipped question	**5**

3. Please indicate the reason(s) why you have never used Portal2Progress

	Response Percent	Response Count
I have not had any appropriate ideas	38.5%	5
I am not interested in Portal2Progress	0.0%	0
I do not have the time	15.4%	2
It is difficult to use	7.7%	1
I do not have regular access to a computer	0.0%	0
I would use it if it was improved	7.7%	1
I do not believe ideas would be taken seriously	0.0%	0
I am registered and will use it when the occasion arises	**61.5%**	**8**
Is there anything else you would like to add?		2
answered question		**13**
skipped question		**135**

4. Which statement(s) best describe your experience of Portal2Progress?

	Response Percent	Response Count
It was easy to register and log-in	**65.8%**	**77**
It was easy to navigate and find what I wanted	43.6%	51
It was easy to view, comment and post new ideas	47.0%	55
I will continue to use it	54.7%	64
I have ideas as to how it can be improved	12.0%	14
It provides me with a direct line of communication with the Corporate Leadership Team	14.5%	17
It has improved the flow of information	27.4%	32
	Is there anything else you would like to add?	24
	answered question	**117**
	skipped question	**31**

5. When was the last time you accessed Portal2Progress?

	Response Percent	Response Count
In the last 3 months	**66.1%**	**82**
Between 3 and 6 months	18.5%	23
Between 6 and 12 months	15.3%	19
	answered question	**124**
	skipped question	**24**

6. How regularly do you use Portal2Progress?

	Response Percent	Response Count
Daily	1.6%	2
Weekly	20.3%	25
Monthly	35.8%	44
Less than Monthly	**42.3%**	**52**
	answered question	**123**
	skipped question	**25**

7. Have you posted an idea on Portal2Progress?

	Response Percent	Response Count
Yes	41.1%	51
No	**58.9%**	**73**
	answered question	**124**
	skipped question	**24**

8. How would you rate your overall experience of Portal2Progress?

	Response Percent	Response Count
Good	33.3%	17
Reasonable	**41.2%**	**21**
Disappointing	25.5%	13
	answered question	**51**
	skipped question	**97**

9. What factors made your experience less than good?

	Response Percent	Response Count
I do not believe my idea was given adequate consideration	26.5%	9
I was not happy with the response that I received	32.4%	11
I was not communicated with throughout the process	23.5%	8
The response was not received in an acceptable time	26.5%	9
The response did not result in any clear action or change	**64.7%**	**22**
	Is there anything else you would like to add?	13
	answered question	**34**
	skipped question	**114**

10. Which statement(s) best explain why you have never posted an idea?

	Response Percent	Response Count
I have not had any appropriate ideas	35.1%	26
I am not keen to share my ideas through Portal2Progress	9.5%	7
There is no point in posting ideas on Portal2Progress as they do not appear to go anywhere	8.1%	6
I do not believe my idea would be taken seriously	10.8%	8
It is too difficult to use Portal2Progress	2.7%	2
I submit ideas through my Command management	**50.0%**	**37**
	Is there anything else you would like to add?	9
	answered question	**74**
	skipped question	**74**

11. What changes would you like to see made to Portal2Progress?

	Response Count
	58
answered question	**58**
skipped question	**90**

Page 3, Q1. Please indicate the reason(s) why you have never used Portal2Progress		
1	How do I access it?	Feb 13, 2013 7:01 AM
2	i dont have very many good ideas.	Feb 12, 2013 1:18 PM

Page 4, Q1. Which statement(s) best describe your experience of Portal2Progress?		
1	Being able to submit photos may be an advantage.	Feb 15, 2013 8:09 PM
2	I have concerns with the way this is being used to get those in higher ranks to undertake work for lower ranked employees	Feb 15, 2013 4:17 PM
3	I would like to be able to change my log in details.	Feb 14, 2013 11:39 AM
4	P2P responders need to avoid wishy washy weazle worded responses. They don't help with confidence in the facility at all.	Feb 13, 2013 11:08 AM
5	It is a very convoluted process and ideas are too easily dismissed by hierachy	Feb 13, 2013 8:53 AM
6	Add a 'like' button. They are comments on there that I agree with, but unless I write a comment, I can't say that its a good idea	Feb 13, 2013 7:58 AM
7	It's trackable so suggestions don't get "lost" in the system.	Feb 12, 2013 10:03 PM
8	I dout anyone will take any notice of my opinion	Feb 12, 2013 9:59 PM
9	It was not easy to log in however cause may be firestation computers running older software than other dfes sites	Feb 12, 2013 9:49 PM
10	I entered ideas early, but they disappeared into the past. Only new ideas are viewed. Older ideas are not seen.	Feb 12, 2013 8:49 PM
11	I seems that not many good suggestions are getting implemented.	Feb 12, 2013 7:54 PM
12	I am afraid I dont agree with many of the above options!	Feb 12, 2013 5:05 PM
13	There needs to be a more fluid approach to the idea's and also communication from the ideas down instead of the "standard reply" Also the site in general needs cleaning up and making it a little more user friendly.	Feb 12, 2013 4:20 PM
14	Make it possible to remember log in details	Feb 12, 2013 2:38 PM
15	Business as usual comments are really a cop out. Follow up on ideas posted as it would appear some are deflecting ideas instead of taking them on board	Feb 12, 2013 1:54 PM
16	needs to be filtered to seperate ideas from bloggs	Feb 12, 2013 1:37 PM
17	Most things seem to disappear into the DFES "working party" black hole and then they are "closed" on P2P	Feb 12, 2013 12:47 PM
18	Can't find the proposed legislation on portal. Clicked on the link. Nothing	Feb 12, 2013 12:36 PM
19	All positive statements, why?	Feb 12, 2013 12:30 PM
20	It would appear the area which manages P2P have limited idea about the business	Feb 12, 2013 12:11 PM
21	Some of the comment/ideas posted had been previously dealt with through other avenues. Seems to (at times) be used to back door processes.	Feb 12, 2013 12:09 PM
22	Not widely known about in the volunteer world.	Feb 12, 2013 12:05 PM
23	No updates were provided regarding the status of my idea	Feb 12, 2013 12:04 PM

Page 4, Q1. Which statement(s) best describe your experience of Portal2Progress?		
24	it is not easy to navigate and find items that are being discussed.	Feb 12, 2013 12:03 PM

Page 8, Q1. What factors made your experience less than good?		
1	My idea got accepted then teh resource was removed a few months later	Feb 17, 2013 5:02 PM
2	I didnt get a responce or feedback	Feb 15, 2013 3:36 PM
3	I received conflicting responses. The first response implied that my idea had been "rejected" (not the actual word used). The second, much later, said that it was being considered by the P2P people. Since then I've heard nothing.	Feb 14, 2013 12:42 AM
4	The tick above is not my answer but I had to select one. My answer is that there is no quality control to select what appear to be legitimate from frivolous, ill-informed or impossible to enact due to DFES status as a Govt agency. This undermines any perception of the P2P as a useful and serious device.	Feb 13, 2013 12:34 PM
5	Where an idea has been accepted by management, a course of action stated and the idea closed, the agreed action MUST be undertaken promptly, otherwise it undermines the good-will that the P2P project has fostered up to now. It is not good enough to promise an action & then not deliver, especially when it is for a relatively minor task.	Feb 13, 2013 8:33 AM
6	From posting idea to personally discussing with relevant person took 2 months. OH&S for same issue took one week	Feb 12, 2013 9:51 PM
7	People seemed to focus on ideas from negative origins and have a whine.	Feb 12, 2013 8:51 PM
8	There has been several ideas that I have places on P2P. The one which was actioned was the WAERN Yellow radio. It was a very good outcome by the WAERN team which I commend them on such a swift process.	Feb 12, 2013 4:22 PM
9	It is taking a long time for ideas to be reviewed with no correspondence.	Feb 12, 2013 12:52 PM
10	The response to the subject must be actioned back to the rsponder.. All movements and actions to a submission must be responed to the person who has posted the subject on P2P.	Feb 12, 2013 12:28 PM
11	Just got the usual corporate response .. eg in future will review blah blah blah	Feb 12, 2013 12:24 PM
12	Some of the responses that I have received demonstrated that my idea was not really understood. There was never any communication to seek clarity on my idea. Some of the responses demonstrated a lack of understanding of Volunteer issues, as the response was applicable for an employee, but not a volunteer.	Feb 12, 2013 12:22 PM
13	Poor response once it was received	Feb 12, 2013 12:06 PM

Page 9, Q1. Which statement(s) best explain why you have never posted an idea?		
1	My last idea was raised at BFAC meetings	Feb 14, 2013 9:59 AM
2	I simply haven't had time.	Feb 12, 2013 10:05 PM
3	The ideas being submitted to Portal to Progress seem to be mostly genuine, however those assessing the ideas seem to be fixated on their pre determined beliefs or "we can't do that" attitude. There also seems to be a bias on adoption depending where the idea originates i.e.either senior DFES or FRS staff. While the idea of the portal is great, the detetemination to at least try some of the ideas outside normal business practices seems severely lacking.	Feb 12, 2013 6:22 PM
4	DFES is not interested in the needs of volunteers of the SES. Information only flows one way in DFES.	Feb 12, 2013 4:55 PM
5	I know that many areas within DFES (such as ours) cannot implement all the ideas we ourselves (as the experts in the field) have, and P2P ideas simply add an unwanted distraction to more important tasks. So I do not post ideas via P2P, as I do not wish to create work for other areas, who I assume have ideas they are working on, when my idea will distract them from other probably more important tasks.	Feb 12, 2013 3:59 PM
6	I think there is a negativity about it — it has already turned into a place for whingers and rabble-rousers to push their barrows in front of a like-minded audience. I would hesitate to serve up any idea of mine to the likes of them.	Feb 12, 2013 1:23 PM
7	I did post an idea?	Feb 12, 2013 12:55 PM
8	Internal ideas have been typically viewed as business as usual and therefore dont progress pass the lodgement stage	Feb 12, 2013 12:43 PM
9	Ideas where submitted by another user in discussion with me	Feb 12, 2013 12:24 PM

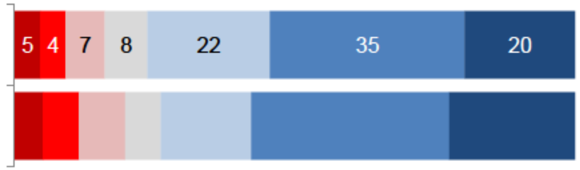
Page 10, Q1. What changes would you like to see made to Portal2Progress?		
1	none at this stage	Feb 21, 2013 9:45 AM
2	more communication on current projects	Feb 17, 2013 5:02 PM
3	nothing at moment	Feb 17, 2013 3:09 PM
4	Being able to upload photos may be helpful	Feb 15, 2013 8:10 PM
5	A more stringent review of ideas prior to them being forwarded to the business area for comment	Feb 15, 2013 4:22 PM
6	acknowlege reciept and give feedback	Feb 15, 2013 3:36 PM
7	implementation of the extended functionality that BrightIdea offers to complete the idea process end-to-end (i.e. capture online CLT support for ideas, turn into the business case, etc...)	Feb 15, 2013 1:41 PM
8	Keep up the good work	Feb 15, 2013 11:14 AM
9	Reinstate the "Kill a Rumour" system so that the P2P is not a dumping ground for minor issues	Feb 15, 2013 1:22 AM
10	I would like some access to infomation on what the different teams (review board) in the process are exactly.	Feb 14, 2013 11:43 AM
11	Quicker dealings with ideas by management	Feb 14, 2013 9:59 AM
12	The basics of reading and posting ideas I found easy. The rest seemed a bit hard to work out. I think it needs a users guide.	Feb 14, 2013 12:47 AM
13	Specific campaigns to improve DFES	Feb 13, 2013 1:27 PM
14	see previous comment	Feb 13, 2013 12:35 PM
15	Would like to see the name of the person responding. It is only fair as the idea poster has given their name. Too easy for "fob offs" to be produced when the actual responder can hide their identity behind the P2P system. This has to change for the system to continue working. Acknowledge that there is a right of reply built in, but when P2P responds to these it is done outside of the P2P, which is concerning. It should continue in the forum until resolved, otherwise readers believe the poster has laid down and died on the matter when that may not be the case.	Feb 13, 2013 11:15 AM
16	Nil	Feb 13, 2013 10:08 AM
17	None	Feb 13, 2013 10:02 AM
18	Just the like button as previously mentioned	Feb 13, 2013 7:59 AM
19	no comment yet	Feb 13, 2013 7:02 AM
20	Make an app version	Feb 13, 2013 5:17 AM
21	Tagging for automatic email updates when comments/responses have been made to a submission. Contact details of the actioning officer made available so follow up comments may be made.	Feb 12, 2013 10:08 PM
22	Easier to logon. Speedier response	Feb 12, 2013 9:52 PM

Page 10, Q1. What changes would you like to see made to Portal2Progress?		
23	More considered responses and more stakeholder input	Feb 12, 2013 8:56 PM
24	A better way to view back and comment on older ideas still in the system. My idea never finalised after 12 months. My last notification was over 6 months ago.	Feb 12, 2013 8:53 PM
25	Simpler to access	Feb 12, 2013 8:32 PM
26	Too hard to log in and view, not a very user friendly "intuitive" application.	Feb 12, 2013 6:50 PM
27	Some sort of independency added to the process such as a panel made of both staff and volunteers to assess the original idea before going to SPO and CLT review.	Feb 12, 2013 6:28 PM
28	It is difficult to log on,why wont it save your log in details, is it just operator error? The term "business as usual" seems to indicate that the idea has been ignored. I would suggest a term like "under investigation" or "further investigation required" or something along those lines	Feb 12, 2013 5:10 PM
29	Better management of idea generation and assessment.	Feb 12, 2013 4:31 PM
30	A response from the responsible manager, and or be invited into DFES to discuss idea's, have a working team etc. You have to remember that majority of the people are volunteers, not just red trucks. We all want to work together to make our workplace a better one. I can be contacted at brendenscott@westnet.com.au or 0401300757 to discuss further.	Feb 12, 2013 4:24 PM
31	It would be useful if the portal operated similar to some of the real estate web sites i.e the system returns you to your last held position when reviewing portal activity. As it stands, once you open a post and return, you start at the beginning of the list again.	Feb 12, 2013 4:18 PM
32	I have had a comment on here & we were called about it, however I would hope that this will continue in the future as I know that there should be some comments coming (if not already) on there about the changes to SES	Feb 12, 2013 4:06 PM
33	That it would faciliate better communication 'between' areas, rather than produce indirect communication through management.	Feb 12, 2013 4:00 PM
34	It needs to be easier to login to initially	Feb 12, 2013 3:26 PM
35	There could be an estimated time that the next step of progress is expected.	Feb 12, 2013 3:12 PM
36	Earlier notice of coporate changes. It seems we find out about decisions once they have been made and in some cases it has been disasterous for the Fire Service. More thought. If you stood back and watched someone fumbling about you would end up loosing interest and watch something else. Human Nature!	Feb 12, 2013 3:00 PM
37	Real change to make DFES and all its branches work as one, with one set of rules not career focussed.	Feb 12, 2013 1:55 PM
38	works well. Nothing to chnage	Feb 12, 2013 1:44 PM
39	Not at this point in time	Feb 12, 2013 1:13 PM
40	No surgestions	Feb 12, 2013 1:01 PM

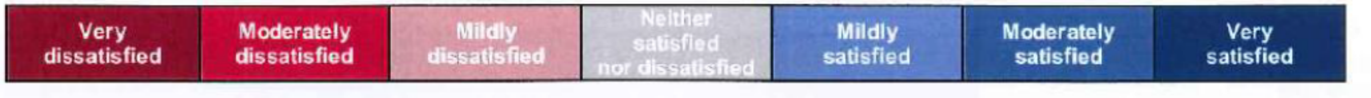
Page 10, Q1. What changes would you like to see made to Portal2Progress?		
41	A list of headings to quickly view topics that are current or in progress.	Feb 12, 2013 12:58 PM
42	None	Feb 12, 2013 12:57 PM
43	Ensure that information is fed back - not just this is closed as it's part of xyz version 297 working party, task group study. Reminiscent of Yes Minister!	Feb 12, 2013 12:49 PM
44	There are often ideas that have cross over relevance to a number of operational/corporate/technical areas. It is notr apparent how these issues are reviewed to identify/assess the interdependencies/ opprtunities for alignment.	Feb 12, 2013 12:45 PM
45	clearer indexing of ideas Action brief when something has happened	Feb 12, 2013 12:40 PM
46	Easier access for vollies	Feb 12, 2013 12:36 PM
47	Nothing comes to mind. Basically i just view others ideas.	Feb 12, 2013 12:30 PM
48	a running overview on the site (in some sort of tabulated form) of ideas that have been proposed and their fate: Idea with proposal date Either 1. Adopted (date of adoption and impact) or 2. still under consideration or 3 not adopted (and reasons why) this may serve several purposes : audit trail of usefulness of the P2P - stimulate new ideas or modifications - reduce re-invention of wheels	Feb 12, 2013 12:30 PM
49	See comments previously	Feb 12, 2013 12:29 PM
50	action to occur	Feb 12, 2013 12:28 PM
51	For example I commented on the internet issue (how much is blocked when using the internet). The answer to this question was that they would review the policy .. which is great and in my usuage I have noticed a change, but I would have liked more information on what was the outcome of the review..what actually has changed ..	Feb 12, 2013 12:28 PM
52	People invited in to provide clarity around the idea. A better understanding from a volunteer perspective when responding. BFB members educated on the role DFES has regarding them. Some clearly do not understand that their LG is responsible for them.	Feb 12, 2013 12:24 PM
53	More direct links to where your ideas are. Intended e.g. links for operations Volunteer fire. SES. VMRS etc	Feb 12, 2013 12:19 PM
54	No doubt it will be refined as time goes on, is a great avenue for folk to cast their ideas into a wider audience.	Feb 12, 2013 12:12 PM
55	A clear direction that it is not a blog or a forum for criticism either of the organisation or posted ideas. It should also be clearly stated that just because an idea is posted, it is not a guarantee that the idea will be adopted or supported.	Feb 12, 2013 12:10 PM
56	Timely responses that are not automated.	Feb 12, 2013 12:06 PM
57	Actual feedback given rather than a message stating someone is looking into it. Ability to post anonymous.	Feb 12, 2013 12:05 PM
58	Tend to forget about it a bit - it would be great to get some regular updates, perhaps emailed to users, when an idea has been acted upon and what the	Feb 12, 2013 12:05 PM

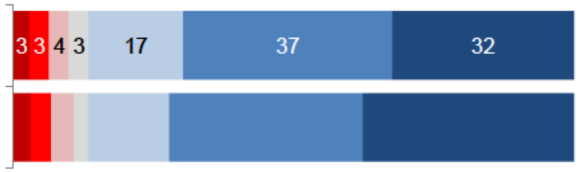
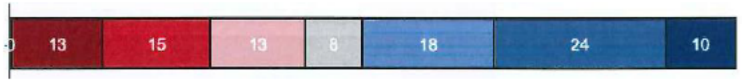
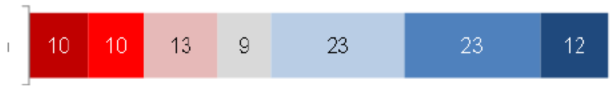
Page 10, Q1. What changes would you like to see made to Portal2Progress?
outsome was. This would demonstrate the effectiveness of the system and that it is worthwhile submitting ideas, as they do achieve results.

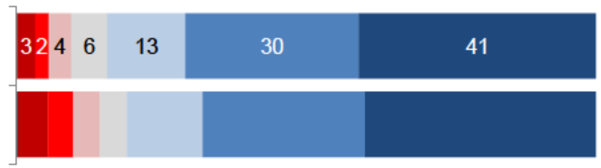
2012 and 2014 Public Sector Commission's Employee Perception Survey Comparison

Question	2012 Results (%)	2014 results (%)	Trend
In relation to your current job, how satisfied are you with the job overall?			Reduction of 2 percentage points for mildly satisfied and above
In relation to your current job, how satisfied are you with your agency as an employer?			Increase of 10 percentage points for mildly agree and above

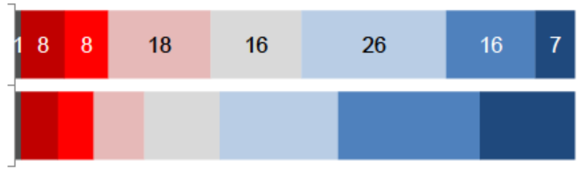
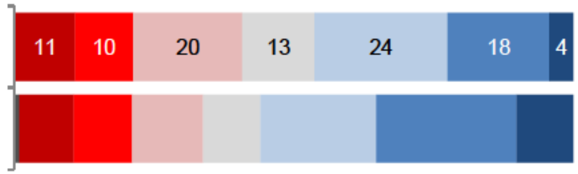
Legend



My job allows me to utilise my skills, knowledge and abilities			Reduction of 1 percentage points for mildly agree and above
Your input is adequately sought and considered			Increase of 6 percentage points for

about decisions that directly affect you			mildly agree and above
Your immediate supervisor makes use of appropriate communication and interpersonal skills when dealing with you			Increase of 4 percentage points for mildly agree and above
Your immediate supervisor is effective in managing people			Increase of 3 percentage points for mildly agree and above

Legend	Don't know or doesn't apply	Strongly disagree	Moderately disagree	Mildly disagree	Neither agree nor disagree	Mildly agree	Moderately agree	Strongly agree

My agency encourages creativity and innovation		First baseline collected in 2014
Change is managed well in my agency		First baseline collected in 2014
Legend	Don’t know or doesn’t apply; Strongly disagree; Moderately disagree; Mildly disagree; Neither agree nor disagree; Mildly agree; Moderately agree; Strongly agree	

Appendix 4

Ethics Committee Approval

Information Sheet for Participants

Consent Form for Participants

Ethics Office
Research Development & Integrity
Research Division
Armidale NSW 2351
Australia
Phone 02 6773 3449
Fax 02 6773 3543
jo-ann.sozou@une.edu.au
www.une.edu.au/research-services

HUMAN RESEARCH ETHICS COMMITTEE

MEMORANDUM TO: Dr Philip Thomas, Prof Ray Cooksey, A/Prof Vincent Hughes (ADJAP) & Mr Wayne Gregson

Administration

This is to advise you that the Human Research Ethics Committee has approved the following:

PROJECT TITLE: An Explorative Study Towards Developing a Framework for Harnessing the Sources of Innovation within the Complexity of Contemporary Public Sector Management

APPROVAL No.: HE15-261

COMMENCEMENT DATE: 18 December, 2015

APPROVAL VALID TO: 18 December, 2016

COMMENTS: Nil. Conditions met in full

The Human Research Ethics Committee may grant approval for up to a maximum of three years. For approval periods greater than 12 months, researchers are required to submit an application for renewal at each twelve-month period. All researchers are required to submit a Final Report at the completion of their project. The Progress/Final Report Form is available at the following web address: http://www.une.edu.au/research/research-services/rdi/ethics/hre/hrec-forms

The NHMRC National Statement on Ethical Conduct in Research Involving Humans requires that researchers must report immediately to the Human Research Ethics Committee anything that might affect ethical acceptance of the protocol. This includes adverse reactions of participants, proposed changes in the protocol, and any other unforeseen events that might affect the continued ethical acceptability of the project.

In issuing this approval number, it is required that all data and consent forms are stored in a secure location for a minimum period of five years. These documents may be required for compliance audit processes during that time. If the location at which data and documentation are retained is changed within that five year period, the Research Ethics Officer should be advised of the new location.

[redacted]

Jo-Ann Sozou
Secretary/Research Ethics Officer

University of New England

School Contact Details such as below
School Name
University of New England
Armidale NSW 2351
Australia
Phone 02 6773
Fax 02 6773
@une.edu.au
www.une.edu.au/

INFORMATION SHEET for PARTICIPANTS

I wish to invite you to participate in my research project, described below.

My name is Wayne Gregson and I conducted this research as part of my ProfD in the UNE School of Business at the University of New England. My supervisors are Emeritus Professor Ray Cooksey, Dr Philip Thomas and Dr Vince Hughes.

Research Project	**An Explorative Study towards Developing a Framework for Harnessing the Sources of Innovation within the Complexity of Contemporary Public Sector Management.**
Aim of the research	This project forms part of my private study endeavours aimed at exploring the development of a framework for harnessing the sources of innovation within the complexity of contemporary public sector management. In essence, I have reviewed past Police Force and Department of Emergency Services' business projects to consider the genesis of these projects, and those factors that encouraged innovation, hindered or facilitated their delivery with reference to my framework.
Interview	I have reviewed the files of a number of projects and have captured your observations on a particular project, where you have played a role. Applying a loosely structured focused interview method of data collection, the interview process you participated in was not structured around a set questions format or order but focused on my research.
Confidentiality	Please note that any information or personal details gathered in the course of the study will remain confidential. No individual will be identified by name in any publication of the results. All names will be replaced by pseudonyms; this will ensure that you are not identifiable.
Participation is Voluntary	Please understand that your involvement in this study remains your choice and I respect your right to withdraw from the study. You do not need to provide any explanation if you decide not to participate.
Questions	The interview questions were not of a sensitive nature: rather they were general, aiming to enable you to enhance my knowledge of the sources of innovation within public sector management.
Use of information	I used information from the interview as part of my ProfD portfolio. Information from the interview may also be used in journal articles and conference presentations in the future. At all time, I will safeguard your identity by presenting the information in way that will not allow

	you to be identified.
Upsetting issues	It is unlikely that this research will raise any personal or upsetting issues but if it does you may wish to contact your local Community Health Centre on (08) 9459 9695.
Storage of information	I have kept hardcopy recordings and notes of the interview in a locked cabinet at the researcher's office at the University of New England's School of Business. Any electronic data will be kept on a password protected computer in the same School. Only the research team will have access to the data.
Disposal of information	All the data collected in this research will be kept for a minimum of five years after successful submission of my thesis, after which it will be disposed of by deleting relevant computer files, and destroying or shredding hardcopy materials.
Approval	This project has been approved by the Human Research Ethics Committee of the University of New England (Approval No.........., Valid to ../../....).
Contact details	Feel free to contact me with any questions about this research by email at wayne.gregson@myune.edu.au or by phone on 040 9688029. You may also contact my supervisors. My Principal supervisors name is Prof Ray Cooksey and he can be contacted at rcooksey@une.edu.au or 02 67732563 and my Co-supervisors name is Dr Philip Thomas and he can be contacted at philip.thomas@une.edu.au or 02 67733908.
Complaints	Should you have any complaints concerning the manner in which this research was conducted, please contact the Research Ethics Officer at: Research Services University of New England Armidale, NSW 2351 Tel: (02) 6773 3449 Fax: (02) 6773 3543 Email: ethics@une.edu.au Thank you for considering this request. regards, Wayne Gregson

CONSENT FORM
for
PARTICIPANTS

Research Project: An Explorative Study towards Developing a Framework for Harnessing the Sources of Innovation within the Complexity of Contemporary Public Sector Management

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I ...., as a participant of
(Full Name)

the above research project, agree with the following:

Yes/No

I have received and have read a "participant Information sheet", which explains the purpose of the research study. Yes/No

I have been given the opportunity to ask any questions, and I have had my questions answered to my satisfaction. Yes/No

I am aware that if I have any additional questions, I may contact the researcher or his supervisors, or the nominated independent contact persons, and have those questions answered. Yes/No

I understand that my participation in this research involved all the procedures that were outlined in the "participant information sheet" Yes/No

I understand that the information I provided will be kept confidential and that my identity will not be disclosed without my consent. Yes/No

I understand that the information that I have provided will only be used for the purpose of this research project, and I understand how the information will be used. Yes/No

I understand that I am free to decline to be involved without explanation or penalty. Yes/No

I have been made aware of what will happen with the recordings from this research project as outlined in the "Participant Information sheet". Yes/No

....
Participant Date

....
Researcher Date

Appendix 5

In Flight Project Census

	From Business Areas					
Project Code	**Project Title**	**Portfolio**	**Brief Project Description**	**Approx. Budget Value ($)**	**% Complete**	**Date Due for Completion**
	RFA Online	Community Development	ON HOLD Replace EM 2000 legacy System which is the SES Operational Information Management system use for managing operational incidents and recording op and non op activity for mandatory reporting	$ 1,200,000.00	0%	Dec-12
	Troop Carrier Alternative	Community Development	Identify and trial suitable a suitable alternative vehicle to current Troop Carrier utlised by SES	$ 100,000.00	0%	Not fully scoped or commissioned
	Property tracking System	Community Development	Replacement of Built Environment Branch Property Tracing System	$ -	1%	Not fully scoped or commissioned
	ICC Review	Community Development	Undertake an assessment of state-wide incident control centres and develop guidelines for their placement and operational parameters	$ -	2%	Jul-12
	Building Inspection Review	Community Development	Review of existing building inspection processes and the development of revised priorities, practices and procedures	$ -	2%	Scoping only detemined, not commissioned
	Strategic Asset Management Review	Community Development	Develop and implement a new strategic asset management framework to support Capital Investment Planning and to meet Treasury's agency requirements	$ 120,000.00	5%	Jul-12
	Community Shelters Project	Community Development	(1) Develop a draft 'hazard shelter policy' for Western Australia. (2) Develop a business case to support identified priority shelter requirements	$ 150,000.00	5%	Mar-13
	Vulnerable and hard to Reach Communities Project	Community Development	Develop a draft 'all hazards vulnerable and hard to reach communities strategy' for Western Australia. Engage key stakeholders within the sector to develop safety guidelines through industry workshops and stakeholder consultation.	$ 150,000.00	5%	Mar-13
	Metabolic heat stress testing.	Community Development	Honour commitment to CFRS personnel to undertaking further research through UWA in pratcial methods to mitigate metabolic heat stress in career and volunteer (all services)	$ 75,000.00	5%	Not fully scoped or commissioned
	Automatic Vehicle Location (AVL)	Community Development	Equip all FESA, BFS, SES and VMRS vehicles with GPS tracking hardware. System to interface with many organisation systems to provide better incident management capability among many other project outcomes.	$ 100,000.00	10%	Scoping & stakeholder analysis complete by Dec - 12
	Compressed Air Foam Systems (CAFS)	Community Development	Feasibility study and trialing of CAFS for urban interface firefighting.	$ 250,000.00	10%	Not fully scoped or commissioned
	AFAC 2012	Community Development	Partnership with AFAC and Bushfire CRC to develop and deliver major emergency management conference schedule for Perth in August 2012. Project includes the targeting of substantial sponsorship for FESA to extend invitations to 100+ volunteers	$ -	15%	Sep-12
	GIS Volunteer system	Community Development	Implementation of a volunteer mapping unit for operations	$ -	20%	Oct-12

	Fit For Purpose Assessments Appliances	Community Development	Develop, trial and implement a Fit for Purpose tool to assess appliance and facilities ability to meet operational requirements	$ 5,000.00	30%	Mar-12
	R2R stage 2 (SES)	Community Development	Revise and enhance the Resource to Risk processes for the SES	$ 15,000.00	30%	Jun-12
	NDRP Planning for Partnerships	Community Development	Planning Partnership Project (PPP) is a new mapping and data project that will provide a Real-Time Interactive Spatial Planning Tool for Emergency Services	$ 667,000.00	30%	Jul-12
	ESD M/West Gascoyne	Community Development	Development and implementation of a Emergency Services Directory for the M/West Gascoyne	$ 260,000.00	40%	May-12
	Extreme Bushfire Behaviour Modelling	Community Development	Landgate/UWA/FESA project. Modelling of Extreme Bushfire Behaviour so that infiormation can be used for prediction modelling and plannning. The FWEW Project has a dependancy on this project	$ 300,000.00	40%	Jun-13
	Foam Fire Testing	Community Development	As part of the current foam tender process live fire foam testing to be carried out to ensure the best product is chosen.	$ 80,000.00	50%	Apr-12
	SES Quad Bike & Trailer Replacement with Utility Terrain Vehicles (4 Wheel Vehicles with full ROPS)	Community Development	Develop a user definition requirement specification for a suitable vehicle with consultation with stakeholders with a view to going out to the market in an open tender.	$ 400,000.00	50%	Mar-13
	Firefighting support sked.	Community Development	Development of a firefighting support sked incorporating bulk foam pods, Firedos pump, portable pump and other ancillary equipment.	$ 80,000.00	60%	Nov-12
	Fire Watch Early Warning Project (FWEW)	Community Development	Landgate/UWA/FESA project developing the UWA Fire Simulator (Aurora) as a fire spread prediction tool and linking to fire watch website.	$ 3,000,000.00	60%	Jun-13
	Prescribe Burning Course	Community Development	The development and delivery of a Prescribed Burning Course	$ 25,000.00	70%	Jun-12
	Automatic external defibrillators (AED)	Community Development	Development of specifications, procurement and installation of AED's on operational appliances.	$ 250,000.00	75%	Aug-12
	ESL Grants Database	Community Development	Development and implementation of a financial database to capture ESL information. Replaces multiple financial systems currently utilised to support.	$ 60,000.00	80%	Mar-12
	FireDos	Community Development	Research and development for a solution for bulk foam supply from aerial appliances. 4 x Foam proportioning pumps for the production of bulk foam from aerial appliances and fire support sked.	$ 200,000.00	90%	Aug-12
	Web Redevelopment and External Hosting of FESA Alerts	Community Development	The redevelopment of the FESA Website and the external hosting of FESA Alerts	$ 438,000.00	95%	Mar-12

	StateAlert	Corporate Services	Location based solution and Emergency Alert	$ 1,200,000.00	0%	Nov-12
OPA020	Community Safety Radio Network	Corporate Services	The purpose of this project is to migrate the FRS and other key elements of the FESA Operations organisation onto the CSRN. In addition to migrating the FRS onto the CSRN, this project includes the integration of the CSRN and FESA's analogue (WAERN) radio network into FESA's primary and secondary Communications Centres.	$ 4,750,000.00	0%	Dec-12
	Fleet Modification - All Pumper Appliances- Investigation into cause of water hammer when pulsing high pressure hose and water hammer at monitor, Urban Tanker	Corporate Services	Reliability - Water hammer reported when pulsing (e.g. compartment fire response tactics) using high pressure hose.	$ 30,000.00	0%	Testing Feb 12 Plan to follow
	Australind CFRS Fire Station	Corporate Services	New firwe station for a new career service	$ 7,726,000.00	0%	Reprioritised
	Geraldton CFRS Fire Station	Corporate Services	Replacement fire station for existing Geraldton CFRS	$ 6,279,000.00	0%	Jun-14
	Geraldton VFRS Fire Station	Corporate Services	Replacement fire station for existing Geraldto VFRS	$ 3,085,000.00	0%	Jun-14
	Williams VFRS	Corporate Services	Station modifications to accommodate new vehicle	$ 105,000.00	0%	Apr-12
	Bunbury ICV	Corporate Services	Storage facility for the new Incident Control Vehicle.	$ 300,000.00	0%	Dec-12
	Manjimup ICV	Corporate Services	Storage facility for the new Incident Control Vehicle.	$ 300,000.00	0%	Jun-13
	Geraldton ICV	Corporate Services	Storage facility for the new Incident Control Vehicle.	$ 300,000.00	0%	Jun-13
	Mundaring ICV	Corporate Services	Storage facility for the new Incident Control Vehicle.	$ 300,000.00	0%	Jun-13
EMA014	Djarindjin VES Unit	Corporate Services	New VES Unit facility	$ 1,060,000.00	0%	Dec-12
EMA014	Bidyadanga VES Unit	Corporate Services	New VES Unit facility	$ 1,118,000.00	0%	Dec-12
	Wangara FCFRS Station Modifications	Corporate Services	Refurbishment of existing station	$ 2,303,000.00	2%	Mar-13
	O'Connor Workshop Upgrade	Corporate Services	Upgrade works to O'Connor Workshops	$ 800,000.00	5%	Dec-12
	Fleet Modification - ICV 5 - Electrical capacity	Corporate Services	Reliability - Recurring fault with inverters tripping due to excessive current draw	$ 50,000.00	10%	Feb-12

CSA021	FESA House ICT Move (COMCEN ROC and SOC)	Corporate Services	Relocation of the critical ROC, SOC and COMCEN applications and infrastructure to Cockburn.	$ 5,744,500.00	10%	Jun-12
	Fleet Modification - Rescue Trailers - Lighting	Corporate Services	Legacy project - Upgrade to current standard - Install worklights and red beacon on trailers	$ 1,000,000.00	10%	Jan-13
	Fleet Modification - Rescue Trailers - Conspicuity	Corporate Services	Legacy Project - Upgrade to current standard - Install hi viz conspicuity striping on trailers	$ 10,000.00	10%	Jan-13
	Fleet Modification - Series 4 Scania based Appliances - Body Mounts Failing	Corporate Services	Reliability - Several fault reports relating to S4 Scania body mounts cracking.		10%	Jan-13
	Kiara CFRS Fire Station	Corporate Services	Replacement of Firestation for Bassendean CFRS	$ 6,736,000.00	10%	Dec-12
	Kambalda VFRS Fire Station	Corporate Services	Replacement of fire station for Kambalda VFRS	$ 2,410,000.00	10%	Oct-12
OPB022	Staff And Management System	Corporate Services	Develop enhancements and bug fixes to FESA's Staff and Management System, which is used for crew rostering and station administration (training programs, monthly record of work etc.)	$ 325,500.00	13%	Jun-12
	Fleet Modification - TTL03	Corporate Services	A wind speed indicator is required to enhance the safe operation of the aerial appliance.		15%	Feb-12
	Fleet Modification - All Scania based appliances manufactured since 2001 - Air Horn Activation Switch Location	Corporate Services	Safety - Foot activation of air horn switch identified as a safety hazard. Re position air horn activation switch to horn pad on steering wheel. Specifications to be amended to ensure correct configuration on future appliance builds.	$ 130,000.00	20%	Apr-12
	Fleet Modification - Medium Pumpers (Series 4) - Pump Logic Control (PLC)	Corporate Services	Series 4 Scania, PLC that controls the pump is obsolete and requires upgrading???	$ 25,000.00	20%	May-12
	Asbestos Renovations	Corporate Services	Elimination fo Asbestos Contaioned Materials in FESA Facilities	$ 450,000.00	20%	Jun-12
	Radio over Internet Protocol	Corporate Services	Implement a RoIP network to connect WAERN to COMCEN	$ 1,200,000.00	25%	Dec-12
	RFA Online	Corporate Services	On hold	$ 310,000.00	25%	Work on this project ceased as a result of the commencement of the WEB EOC project and susbesquently the "Incident Information" project
OPB027	FCAD	Corporate Services	Review current technical architecture (infrastructure and applications) used by the COMCEN.	$ 320,235.00	30%	Jun-12
OPB023	WAMSAR	Corporate Services	VMRS Incident database	$ 99,602.00	31%	Jun-12

CSB024	FESA ICT Disaster Recovery (COMCEN and Corporate)	Corporate Services	The purpose of this project is to deliver a solid, robust disaster recovery environment for FESA based on tested, reliable technologies, processes, and procedures that represent best practice in the broader emergency management environment.	$ 1,415,500.00	34%	Jun-12
OPB025	Direct Brigade Frie Alarm Network (DBANS)	Corporate Services	Develop enhancements to FESA's Fire Alarm monitoring network solution. Deliverables include bug fixes, new functionality and platform upgrades.	$ 51,000.00	50%	Jun-12
	Maddington CFRS	Corporate Services	Station modifications	$ 261,764.10	50%	Mar-12
	Fleet Modification - Heavy Pumpers - Hose Reel Mounting Position	Corporate Services	Safety - Mounting position of high pressure hose reels on Heavy Pumpers is not conducive to safe and effective operation of the component, particulalry at night.. All hose reels to be repositioned as part of preventative maintenance program.	$ 6,000.00	60%	Mar-12
	Corrigin VFRS	Corporate Services	Station modifications to accommodate new vehicle	$ 529,987.51	60%	Mar-12
	Fleet Modification - Heavy Pumpers and Urban Pumpers - High Pressure Line (Pump to Guage)	Corporate Services	Reliability - High pressure hose (pump to guage) not at the rated level. There have been several reported faults (leaks due to rupturing). Upgrade of hoses across affected fleet required. Specifications to be amended to ensure appropriately rated hoses are used.	$ 120,000.00	64%	Jul-12
	Pemberton VFRS	Corporate Services	new bitumen to rear yard	$ 20,000.00	70%	Mar-12
	FESA House Relocation	Corporate Services	Delivery of completed building and physical relocation to the new premises.	$ 40,000,000.00	80%	Jun-12
OPB026	MDT Refresh	Corporate Services	Replace the current MDT units on all the FESA Metro CFRS appliances with new CV2032 MDT units from Sigtec by the 2012/2013 fire season.	$ 422,000.00	80%	Feb-12
	Fleet Modification - Selected Appliances - Upgrade Air Conditioning	Corporate Services	Safety - Cooling capacity of AC in identified appliances reported as inadequate. Directed to fit aircon to rear of crew cab 6 appliances	$ 120,000.00	80%	Mar-12
	Fleet Modification - Light Tankers - Pump Replacement	Corporate Services	The pump standard for light tankers has been changed due to reliability issues with the Davey pumps. The pumps are being replaced with GAAM pumps. Pump specification for light tankers amended to include GAAM pump.	$ 380,000.00	85%	Jun-12
	Fleet Modification - HSR Series 1 & Series 2 - Reduce HSR Gross Operating Mass (GOM)	Corporate Services	Non Compliance - Gross operating mass of Series 1 & 2 HSR appliances exceeded approved gross vehicle mass. Range of engineering and operational changes identified to rectify non-compliance.	$ 60,000.00	90%	Mar-12
	WAERN	Corporate Services		$ 24,500,000.00	90%	Jun-12
	Fleet Modification - GPA (HSR) - Rims/Tyres	Corporate Services	RFDC* - Purchase and fit wide rims. Establish new tyre rime standard for GPA's	$ 30,000.00	95%	Mar-12
	Claremont CFRS	Corporate Services	New Study room	$ 43,906.00	95%	Feb-12

	Albany VFRS Fire Station	Corporate Services	New facility for exsiting Albany Volunteer Fire Service	$ 3,111,000.00	100%	Completed
	Fremantle CFRS	Corporate Services	Station modifications for OS&H and relieving strategy	$ 299,558.00	100%	completed
	Murdoch CFRS	Corporate Services	New fence	$ 30,006.00	100%	completed
	Rockingham CFRS (inc Fuel Tank)	Corporate Services	New Tunic Room	$ 24,000.00	100%	completed
	Success CFRS	Corporate Services	New fence	$ 55,440.00	100%	completed
	Daglish CFRS	Corporate Services	Station modifications to accommodate additional Light Tanker	$ 161,422.50	100%	Completed
	Wickham VFRS	Corporate Services		$ 130,000.00	100%	Completed
	Harvey VFRS Roof Replacement	Corporate Services	Replacement of existing roof	$ 100,000.00	100%	Completed
	Cue VFRS	Corporate Services		$ 93,581.05	100%	Completed
	Dumbleyung VFRS	Corporate Services	Station modifications to accommodate new vehicle	$ 415,962.51	100%	Completed
	Exmouth VFRS	Corporate Services	Station modifications to accommodate new vehicle	$ 501,663.45	100%	Completed
	Katanning VFRS	Corporate Services		$ 272,086.78	100%	Completed
	Mullewa VFRS	Corporate Services	Station modifications to accommodate new vehicle	$ 325,942.24	100%	Completed
	Northcliffe VFRS	Corporate Services	Station modifications to accommodate new vehicle	$ 423,455.44	100%	Completed
	Bunbury CFRS Upgrade	Corporate Services	Station modifications	$ 262,109.65	100%	Completed

	Deductible Gift Recipient Taxation Reform	Corporate Services	The ATO has completed the consultative phase of legislative reform in relation to Charitable Institutions and Deductible Gift Recipient Registers. The proposed changes have the potential to significantly impact volunteer brigade and unit activiites and FESA. The project now requires FESA to develop governance and communications strategies to facilitate the transition to the new arrangements.	$ -		Jun-12
	HR related research projects	Corporate Services	10 Year Review of Bellevue	$ -		Jun-12
	HR related research projects	Corporate Services	Collaborative Occupational Hygiene Project	$ -		Jun-12
	HR related research projects	Corporate Services	Monash Cohort Study - Retrospective study of FF mortality	$ -		Jun-12
	Cockburn Relocation	Corporate Services	People resources impact reviewed and addressed	$ -		Jun-12
	Strategic HR framework	Corporate Services	??	$ -		Jun-12
	Implement Workforce Planning Model	Corporate Services	Additional FF recruitment and SO development programs to be scheduled to accomodated for projected attrition and growth	$ -		Jun-12
	Implement Workforce Planning Model	Corporate Services	Replacement FESA ASA finalised	$ -		Jun-12
	Implement Workforce Planning Model	Corporate Services	Approved flexible working options progressed	$ -		Jun-12
	Implement Workforce Planning Model	Corporate Services	Online Induction Project	$ -		Jun-12
	Implement Workforce Planning Model	Corporate Services	Performance Management Projects	$ -		Jun-12
OSA008	Reform of FESA Training Centre	Corporate Services	Implement approved FTC structure	$ -		Jun-12
	Reform of FESA Training Centre	Corporate Services	Commence FTC Service delivery reform	$ -		Jun-12
	Reward and Recognition Review	Corporate Services	Recognition strategies reviewed	$ -		Jun-12
	Reward and Recognition Review	Corporate Services	Agreed strategies reviewed	$ -		Jun-12
	Reward and Recognition Review	Corporate Services	Reward + Recognition Manual updated	$ -		Jun-12
	Enhance Volunteer Youth Pathways	Corporate Services	Promote Youth Employment Strategy	$ -		Jun-12
	Indigenous employment and career development strategies to increase employment and volunteering rates	Corporate Services	Working with Volunteers Training Program	$ -		Jun-12
	Indigenous employment and career development strategies to increase employment and volunteering rates	Corporate Services	Indentify existing bridging courses that align to FESA employment	$ -		Jun-12

	Indigenous employment and career development strategies to increase employment and volunteering rates	Corporate Services	Promote indigenous Trainee Program	$ -		Jun-12
	Identify barriers to achieving future equity targets and commence implementation of strategies to improve equity ratios	Corporate Services	Substantive equality training extended to key FESA personnel	$ -		Jun-12
	Identify barriers to achieving future equity targets and commence implementation of strategies to improve equity ratios	Corporate Services	Barriers to participation researched, strategies reviewed and developed	$ -		Jun-12
	Implement and review recommendations from external audit for Health, Safety and Welfare	Corporate Services	Implement plan according to agreed schedule	$ -		Jun-12
	Implement and review recommendations from external audit for Health, Safety and Welfare	Corporate Services	Strategies agreed for implementation	$ -		Jun-12
	Implement and review recommendations from external audit for Health, Safety and Welfare	Corporate Services	Safety Management Investigation Project	$ -		Jun-12
CSA003	Implement and review recommendations from external audit for Health, Safety and Welfare	Corporate Services	Fatigue Management Strategy	$ -		Jun-12
CSB004	Implement and review recommendations from external audit for Health, Safety and Welfare	Corporate Services	Alcohol and other Drugs Policy	$ -		Jun-12
	Implement and review recommendations from external audit for Health, Safety and Welfare	Corporate Services	Online Hazard Reporting	$ -		Jun-12
	ICVs	Corporate Services	Build and deliver volunteer ICVs	$ -		
	Assess required changes to FESA policies and procedures following harmonisation of *WA Occupational Safety and Health Act 1984* and Regulations (Jan 2012)	Corporate Services	Work is continuing on the impact review. Introduction of the model legislation to WA will be delayed to the State Government's intention to have Osh legisation introduced concurrently with Mines Safety legislation. A transition period of up to three years is anticipated.	$ -		

	Indigenous employment and career development strategies to increase employment and volunteering rates	Corporate Services	Aboriginal pre-employment program	$ -		
GSA015	FESA Restructure	Corporate Services		$ -		
EMA014	Remote Indigious Community VES Unit	EMWA		$ 6,000,000.00		
	Potential TV series	Executive Services	FESA has been approached to consider working with production company Mago Films to produce an eight part series about the journey of career FRS recruits through recruitment, training and deployment to station.	$ -	2%	Dec-12
	Call Centre guidelines	Executive Services	The guidelines used for the establishment and management of a manned call centre during incidents are outdated and require review.	$ -	5%	Apr-12
	Whispir upgrade	Executive Services	To gain greater efficiency in the provision of public information, particularly during incidents, FESA ICT and MPA are working to further develop its use of the one source, one message system, in conjunction with other WA Government agencies	$ -	5%	Jul-12
	Social media strategy	Executive Services	Following the social media trial, MPA has committed to developing an ongoing social media strategy.	$ -	10%	Mar-12
	Events and Forums review	Executive Services	FESA's Events and Forums are currently undergoing a period of change, with the Forums and Conferences position now relocated into Media and Public Affairs. The FESA volunteer conference occurred for the first time last year and incorporated service awards that had previously been stand alone events. To ensure FESA's approach across all events, forums and conferences is uniform and consistent with FESA's vision through this period of change, MPA is undertaking a review of the function.	$ -	20%	Feb-12
	Mobile phone version of website	Executive Services	Mobile phones are increasingly being used to access the internet in the community and are a key way that the public accesses information during emergencies. To make the FESA website more user-friendly, FESA Online Services is working to develop a mobile phone compatible version of the FESA website.	$ -	30%	Mar-12
	Sponsorship Policy Review	Executive Services	FESA's Sponsorship Policy is out of date and requires a review to ensure it is current.	$ -	30%	Aug-12
	Website mapping	Executive Services	There is significant demand to provide a mapped representation of current alerts and warnings on the FESA website. This is expected to make it easier for the public to read and understand current alerts and warnings.	$ -	50%	Jan-12
	Online AEDM Training	Executive Services	Customisation and roll out of online accountable and ethical decision making training - compulsory training	$ 69,000.00	50%	Mar-12

	PIO/MLO kit/arrangements	Executive Services	With the establishment of a new PIO position within an IMT at incidents, the creation of a new PIO roster and the placing of several new staff on both the PIO and MLO rosters, there is a need for these arrangements to be clarified and the toolkit used by PIOs/MLOs to be revised.	$ -	60%	Jan-12
	Photography EOI	Executive Services	During the 2010-11 peak bushfire and cyclone season, it was identified that there is a need to formalise the arrangements in place for staff and volunteers that are engaged by MPA to do photography of an event or incident. MPA will ask for expressions of interest from staff and volunteers that are experienced photographers, with the view to formalising an arrangement between designated 'photographers' and MPA over issues such as copyright, payment and operational safety.	$ -	60%	Jan-12
	DEC using Whispir	Executive Services	The Department of Environment and Conservation media unit wishes to use FESA's Whispir site, if possible, to issue media releases, alerts and warnings. This would enhance consistency of public information across agencies.	$ -	70%	Jan-12
	Misconduct Risk Assessment	Executive Services	Risk Assessment of current control measures to mitigate the risk of misconduct occurring within the agency	$ 32,000.00	75%	Mar-12
	IVR and CDS	Executive Services	FESA is currently using an outdated system to record messages for the public on its Emergency Phone Line (1300 657 209) and distribute calls to its call centre during incidents. This project is to review and update these two systems, providing better capabilities, tracking and reporting for both functions.	$ 100,000.00	80%	Feb-12
	MPA Public Information Operational Plan review	Executive Services	Media and Public Affairs' Public Information Operational Plan is being reviewed, to ensure it is current and in light of lessons learnt during the 2010-11 bushfire and cyclone season.	$ -	80%	Mar-12
	Legislative Emergency Services Acts amalgamation	OCEO	Develop legislation to develop a single emergency services Act	$ -	15%	Unknown
	Legislative Departmental Transfer	OCEO	Develop legislation to transfer FESA from and Authority to a Department	$ -	25%	June-12
	Aircrane Trial	Operations	Assess performance of Aircrane and provide supproting documentation	$ -	0%	Jun-12
	Review Aviation fleet prior to tender	Operations	Review fleet in preparation of NAFC tender	$ -	0%	Aug-12
	Extension to Albany Station	Operations	To accommodate additional staffing	$ 30,000.00	0%	Dec-12
	ICV housing x 3	Operations	To accommodate new, larger ICV	$ 150,000.00	0%	Dec-12
	Crisis Information Management	Operations	WebEOC plus others	$ 149,000.00	0%	Nov-12

	DPC Bushfire Risk Mitigation Project	Operations	A DPC led project to estbalish recmmended way forward for bushfire risk management in term of planning and mitigation	$ -	1%	Dec-12
	ATV review	Operations	Conduct a risk assessment on the use of ATV (Quad Bikes) by the SES Due to a Risk assessment conducted into the usage of ATV's within the State Emergency Service, all ATV usage has been prohibited until further notice. Briefing to be conducted with all stakeholders 17th Feb 2012 with the view of the further evaluating ATV & Side by Side (SBS) vehicles to be utilised by State Emergency Service Units in FESA HMA roles.	$ -	5%	Jan-12
	Major events/major exercises	Operations	Metropolitan Multi-Agency Storm Exercise. Testing Westplan Storm and Metro Storm Plan	$ -	5%	May-12
	Melville SES relocation	Operations	LG have indicated they would like to relocate Melville SES from the LG Works Depot due to expansion of LG	$ -	5%	Jun-12
	Operations Risk	Operations	Develop OSH operations risk management system for fire fighters	$ -	5%	Sep-13
	Victorian Flood Review	Operations	Analyze, discuss and implement relevant recommendations of the VFR	$ 100,000.00	5%	TBC
	Electrical safety program roll-out project	Operations	Project Officer appointed and schedule being developed to deliver electrical and solar panel safety to all Brigades and Units.	$ 90,000.00	5%	unknown
OPA013	WAPOL WebEOC	Operations	WAPOL webEOC	$ 197,000.00	5%	
	Wheatstone & Gorgon	Operations	Regional staff continue to work with the Operators of the Wheatstone & Gorgon Project on a range of EM matters. The Department of State Development are meeting with FESA to progress State and Operators agreements.	$ -	10%	2014
	Cockburn FESA State Operations Centre	Operations	Develop centre for operations use	$ -	10%	May-12
	Maylands Command Centre	Operations	Develop FESA operations procedures	$ -	10%	May-12
	Establish Two Rocks SES	Operations	Northern metropolitan corridon is expanding rapidly. Timely service delivery from Wanneroo/Joondalup SES can no longer be guaranteed. The establishment of a outstation at Two Rocks can greatly mitigate the risk.	$ -	10%	Jun-12
	SES profile project	Operations	Review SEWS profiles for Counrty	$ -	10%	Jun-12
	Roadhouse safer places	Operations	Agreements to be developed with Roadhouse Operators to enable FESA to use these locations as Vehicle Control Points	$ -	10%	Jun-12
	Rapid Assessment Team Tablets	Operations	Upgrade of data collection to include SES incidents	$ -	10%	Jun-12
	Next Gen FWF system	Operations	Preparing the organisation (data needs and training) for the new system.	$ -	10%	Oct-12

	Cockburn Emergency Services relocation	Operations	Emergency Services Levy Capital Program - replacement building Metropolitan SES Directorate is liaising with the Project Manager. Land has been identified and the building component has commenced.	$ -	10%	Dec-12
	Stirling SES relocation	Operations	LG have indicated they would like to relocate Stirling SES. Current facility is not conducive to operations. LG can not provide a land parcel. Funds have been identified in the 2012/13 FY however the City of Stirling has advised that no land has been identified by LG and further negotiations between FESA and the City of Stirling are still to occur.	$ -	20%	Jun-12
	Cockburn Communications Centre	Operations	Develop centre for operations use	$ -	20%	Jun-12
	Mobilising Review	Operations	Update moblising response arrangements to reflect risk	$ -	20%	Jul-13
	Occupational Hygiene for PPC	Operations	Improve hygiene standards of operations staff with PPC	$ 300,000.00	20%	Sep-13
	Marine fire-fighting capability	Operations	Training resources are being developed by FTC and is for selected Ports across the State. SME are working on training resources.	$ -	25%	Jun-12
	Working with heights	Operations	Improve fire fighter safety when working at heights	$ -	30%	Sep-12
	AFAC Conference 2012	Operations	Assist in the development of the AFAC Bushfire CRC Conference program	$ -	30%	Oct-12
	Rural/urban interface	Operations	Operational policy and training to deliver RUI skills and methods to all FFs	$ -	30%	Dec-12
	Incident mgmt team mobile facilities	Operations	Examine the scope and capability required for mobile/transportable incident management facilites	$ -	50%	Feb-12
	Summer campaign/media alerts	Operations	Bushfire awareness radio scatters for Radio West and Coast FM	$ 13,000.00	50%	Mar-12
	Mobile Data Terminal	Operations	Implement in metro career appliances	$ 477,047.00	50%	Apr-12
	Fuel Load Management Policy	Operations	A State Fuel Load Load Management Policy and associated Code of Practice	$ -	50%	Jun-12
	Particulate Masks	Operations	Safety standards of particulate masks	$ -	50%	Jun-12
	Vetical Rescue	Operations	Train and implement vertical rescue with FRS	$ -	50%	Aug-12
	Establish Metro ICCs	Operations	Establish six dedicated Incident Control Centres in the Metropolitan Region (Rec. Perth Hailstorm Mar 10) Identified and established ICC's currently are located at the Wanneroo / Joondalup, Kalamunda and Rockingham State Emergency Service Units. These ICC's have been set up against an established criteria. ICC criteria is currently being reviewed, post major incident reports.	$ -	50%	Dec-13

	Fitness for duty for SES volunteers	Operations	The Australian Council of SES has received federal government funding to conduct a fit for task project. This project will look at the range of tasks undertaken by members of the SES, and will then consider/assign fitness standards for each of these tasks	$ -	60%	Jun-12
	West coast tsunami project	Operations	Local level emergency planning and community engagement activities based on the GA Research Findings. Delayed due to customer feedback identifying need for further research and refined engagement strategy	$ -	75%	Oct-11
	Vertical Rescue Project	Operations	Vertical rescue equipment and trg review	$ 100,000.00	75%	Jun-12
	WAERN - metro	Operations	Implement WAERN in metro area		80%	Apr-12
	Pilbara Usar Cache	Operations	Equipment cache for Karratha	$ 150,000.00	80%	May-12
	1.4R PAT	Operations	Design and creation of proptype replacement for RT/LT based on 1.4	$ -	80%	Jun-12
	Eco-fire fire mgmt project [fed/state/local govt - annual]	Operations	Bush Fire Management Project over 5 million hectares for mixed land tenure DEC/Pastoral/Indigenious/UCL, in Kimberley-EPA Review Recommendation .5 vear program	$ -	80%	Jul-12
	Highway buffer burning project	Operations	Joint Venture project to reduce the fuel loading on Gt Northern Hwy in Kimberely to reduce opportunistic arson/fire lighting. EPA review Recommendation 5 vear program	$ -	80%	Jul-12
	Swan - Avon River Flood Project	Operations	Project Nearing completion. Final installation of Telemetry monitoring sites will occur in 2012.	$ 700,000.00	90%	2012
	Implementation of Air Recce	Operations	Complete implementaion of new contract	$ -	90%	Feb-12
	Swan SES build	Operations	Emergency Services Levy Capital Program - replacement building Build Component is complete. Swan SES Unit and Swan Comms BFB are transitioning into the facility. ICT issues are still to be resolved. Facility opening and handover date to Local Govt at this stage is unknown.	$ 886,000.00	90%	Mar-12
	AMSA MOU	Operations	Develop a service agreement between AMSA and FESA with regards to the provision of trained SES Air Observers to AMSA during search and/or rescue operations	$ -	90%	Mar-12
	SOC meteorologist	Operations	Employ a BoM Meteorologist to provide enhanced weather briefings to the State Operations Centre, evaluate weather operating procedures and training for FESA	$ -	95%	Jan-12
	Belmont SES build project	Operations	Emergency Services Levy Capital Program - replacement building Build Component is complete. Landscaping, ICT / Radio Comms fit out is still to be scheduled. Facility opening and handover date to Local Govt at this stage is unknown.	$ 1,970,000.00	95%	Mar-12

	WAERN Training Package	Operations	TRK development.	$ -	100%	
	Total fire ban review	Operations	Regulatory change, policy change and marketing	$ -	100%	
	WESTPLANS Review	Operations	State Hazard Emergency Management Plans (Westplans) require reviewing every 5 years, which includes a 12 week consultation period within LG. FESA is responsible for 10 plans	$ -	Ongoing	
	WAMSAR	Operations	VMRS Incident database	$ 100,000.00	with CLT	Jul-12
	Paramedic Contract	Operations	Review tenders and implement new contract	$ -		Jul-12
	2nd Emergency Rescue Helicopter Service	Operations	Implement new service	$ -		Dec-12
	Air Ops Jandakot complex	Operations	Develop new complex	$ -		Jul-13
	Staff And Management System	Operations	Develop a number of programs	$ -		Jan-14
	Office Space Region	Operations	To accommodate additional staffing	$ -		
	New office at Esperance	Operations	Accomodation for AM	$ -		
OPB002	Westplan Bushfire review	Operations	A comprehensive review of Westplan Bushfire 2011 in time for SEMC approval by September 2012	$ -		
	Gas Suit /Splash Suit tender	Operations	Replacement of Gas suits & Splash Suits Statewide	$ -		
OPA018	WAREN Radio External Speaker/Intercom	Operations		$ -		
OPA019	StateAlert	Operations	Location based solution and Emergency Alert	$ -	13%	Dec-13
	RFA Online	Operations	Replace SES OMS EM2000 with NSW software product RFA On-line (On-hold)	$ -	70%	Jun-12

Appendix 6

Portal2Progress Outline - Concepts, Processes and Procedures 2012 v1

Portal 2 PROGRESS

An opportunity to have your say in the future of our organisation.

Portal2Progress

Concepts, Processes and Procedures

INTENT OF *PORTAL2PROGRESS*

DFES is made up of approximately 35,000 people (corporate staff, career firefighters and volunteers). Portal2Progress (P2P) provides an opportunity for all DFES personnel to have a say in the future of our organisation: it provides an open way to collect, evaluate and act on the ideas submitted by our people.

Every member of the DFES family has valuable experience to offer and everyone can contribute ideas about how we can improve our current processes and practices to enhance operational preparedness, capability and response, as well as improve service delivery across all areas of DFES business. The ultimate goal of P2P is to support DFES, and our people, in achieving our strategic mission of *a safer community*.

The P2P initiative is designed to support DFES's growth and development by encouraging our people to submit ideas that will foster innovation and improve business process and practices. We are seeking to create a motivated, innovation-conscious workforce that is encouraged to develop and collaborate on business improvement ideas in a creative way.

Benefits of Portal2Progress include:

- Establishment of a direct line of communication between all DFES staff/volunteers and the Corporate Leadership Team (CLT);
- Enhanced employee and volunteer satisfaction by providing an open and transparent system within which members feel they are able to "have a say";
- Enhanced organisational capability and capacity through the formal recognition of viable ideas and subsequent development/implementation of business improvement ideas and projects;
- Reduced linkage-blindness and stove-piping within and across business area and Command boundaries via enhanced communication and collaboration on ideas and projects;
- Fostering an innovation-based approach to the ownership of issues and ideas and to the development of solutions.

BACKGROUND

The requirement for an organisational innovation portal was identified during a consultation process undertaken by the DFES Commissioner in mid-2011.

P2P is supported by a DFES-branded version of an off-the-shelf ideas management software platform, provided by BrightIdea. The initiative and system was launched by the DFES Commissioner on 1 December 2011. All of DFES's 33,596 staff and volunteers are eligible to submit an idea to P2P for review.

The P2P initiative supports, in conjunction with the activities of the Strategic Program Office (SPO), the broader strategic alignment of FESA's program of works to foster innovation and improve business process and practices. Strategic outcomes include enhanced operational preparedness, capability and response, as well as the overall improvement of service delivery across all areas of FESA business.

In addition to the capture of ideas, P2P requires supporting processes and procedures for the review, assessment and progression of viable business improvement ideas through to direct implementation, or the commencement of the project management process. The Strategic Alignment Office (SAO) within the Strategic Program Office (SPO) is responsible for the implementation and ongoing management of the P2P initiative, including information and business processes.

FUNDAMENTAL PRINCIPLES

Portal2Progress is DFES's main avenue to collect ideas from across the organisation.

All ideas and comments are visible as soon as they are posted. Any member of the P2P community can comment on any idea. All idea and comment posts must be in keeping with the spirit of P2P and comply with the P2P Acceptable Use Guidelines. The P2P Team functions as site moderator and reviews all idea and comment posts.

In addition to the capture of ideas, P2P requires supporting processes and procedures for the review, assessment, CLT endorsement and subsequent implementation of viable business improvement ideas.

Ideas management is principle-based, rather than process-based. P2P processes are therefore designed to ensure that:

- ***Every idea is reviewed and assessed on it merits***;
- All information provided in relation to an idea – as an attachment, or comments from the P2P community – are included and progressed along with the idea during the SPO Review process;
- All internal stakeholders who can contribute to the review of the idea are invited to do so before the idea is progressed to the CLT for consideration;
- A proper review of each idea will occur, even if this means delaying submission of the idea to the CLT until further information can be sourced from the idea initiator, or another relevant stakeholder (where required);
- P2P processes are transparent and the progression of each idea documented at every stage;
- The CLT has ultimate decision-making authority in relation to each idea at all times;
- All processes and status updates are clearly communicated to the idea initiator and the P2P community.

The P2P Team coordinates the ideas management process from a baseline of objectivity and transparency. As every idea is different, the review process for each idea may also differ on a case-by-case basis, depending on the nature and content of the idea and the issue it raises and/or addresses.

The ultimate outcome is to table each idea at the CLT meeting with associated outcomes of the review process and a recommendation for progression. ***It is the sole discretion of the CLT to accept or decline any recommendation made by the P2P Team and/or direct the further progression of an idea.***

The P2P team provides feedback regarding the status of each idea to the user as their idea progresses through the P2P process. This means that the idea initiator is provided with feedback at all practicable stages in the P2P process. The P2P process and trigger points for communication with the P2P community are outlined in Figure 1 below.

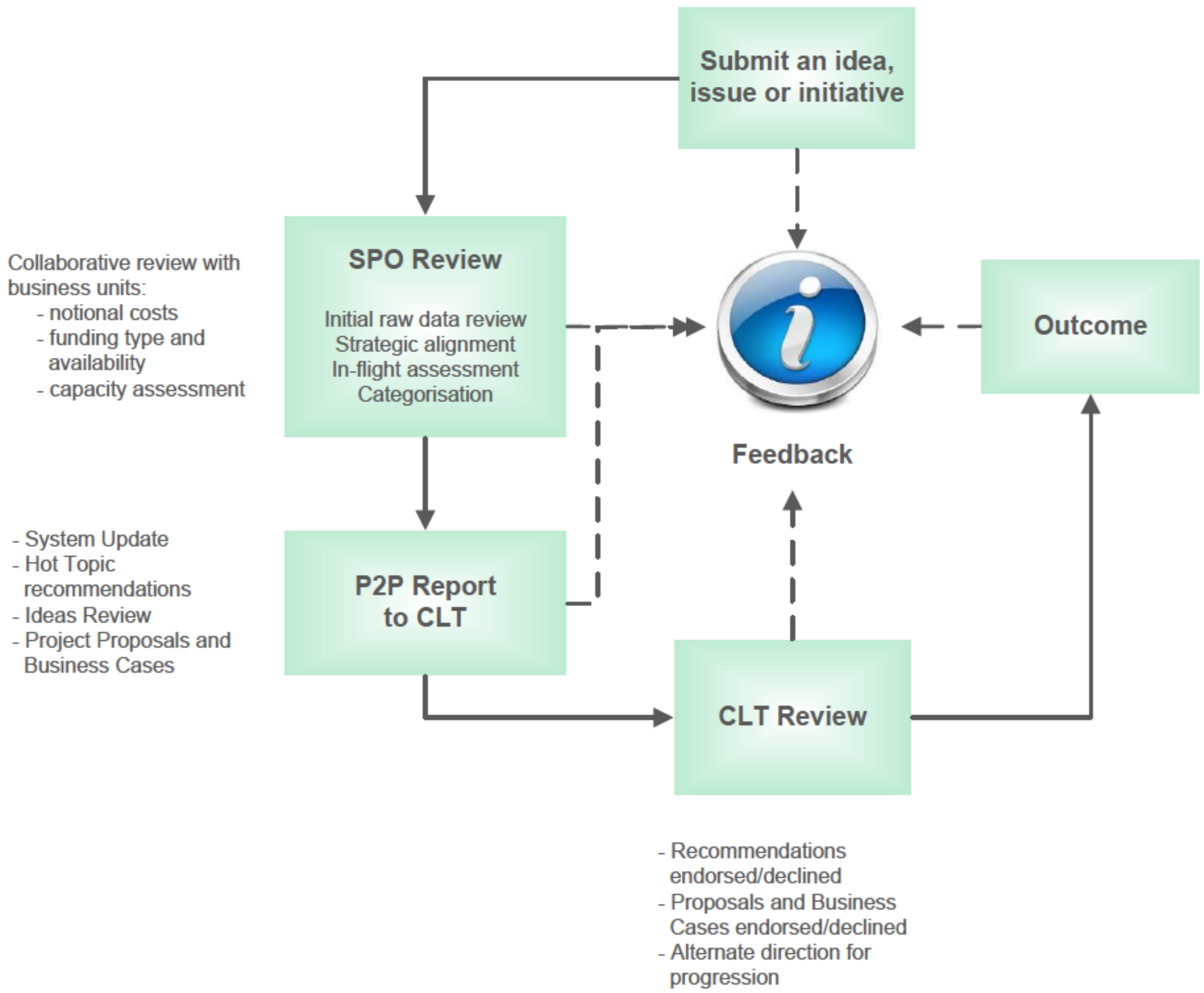


Figure 1 – P2P Processes and Feedback

WHAT IS AN IDEA?

There are many definitions of the word “idea”. The P2P Team uses the following definition, when managing ideas posted on the P2P system:

A thought or suggestion for FESA’s improvement or for creating awareness about an issue of consequence.

Some ideas for business improvement may have little or no cost, risk or resource implication and can be implemented immediately. These ideas are “quick wins” and can be implemented as “business as usual” activity for our business areas. These ideas may be something comparatively small but that nevertheless makes life much easier by helping us to streamline a process, or improve efficiency in the use of a specific system or systems. A recent example is the system enhancement approved for the Extinguish Arson Intelligence Database.

Some ideas for business improvement are larger in scope and may have greater costs, risks and resource requirements. These ideas may need to be implemented over time in a formally planned and managed way. These ideas may be adopted as specific *projects* and implemented via the project management process. A recent example from P2P is the newly established *Integrated Planning and Reporting Software* Project.

For other ideas, the potential cost, resource and risk implications may be completely unknown. These ideas may require that some research and/or development activity be conducted, before we can progress them. These types of ideas build on previous business improvement to suggest a completely new way of doing things. We call this type of idea *innovation*.

<u>Categorising Ideas for Presentation to the Corporate Leadership Team (CLT)</u>

When reviewing and assessing ideas submitted to P2P, the P2P Team works with FESA business areas to initially categorise each idea and make a recommendation to the CLT as to those ideas that can be implemented as normal business activity, those ideas that may need to be projects and those ideas that may require further review and assessment before a recommendation can be made.

Ideas that can be progressed without the need to be managed as formal projects are grouped into two categories, for the purpose of reporting to CLT:

⇒ Category C – “Business as usual” initiatives. Ideas that can be progressed and managed as part of the normal business of relevant business areas.

⇒ Category D – A non-project comment or small action to be processed by the respective Manager within FESA. This category will also include ideas that are already part of the scope of an existing project that will be passed to the Project Sponsor.

Once an idea is submitted to the CLT, with the supporting review information, the CLT may endorse or change the categorisation and/or the recommendation of the P2P Team, at its discretion.

DECIDING WHAT TO IMPLEMENT

FESA is undergoing a period of dynamic change as the Corporate Leadership Team reassesses the organisational structure, remodels the culture and enhances frontline operations. The management and implementation of ideas within FESA requires a high level of strategic and business analysis, and each idea must undergo a strategic alignment assessment and be reviewed in light of an enterprise-wide knowledge base and with an understanding of key issues, initiatives and directions already underway (or planned) within FESA.

Despite FESA's genuine commitment towards business improvement there may be limitations in our capability to implement ideas. FESA operates within a finite budget which causes competition for the allocation of resources. Even though an idea may provide a unique and genuine capability increase, if FESA is not able to reprioritise its resources to complete the task its implementation may be placed on hold for a more opportune time, or declined. To assist in prioritising ideas and initiatives for potential implementation, all P2P ideas undergo a strategic alignment and capacity assessment.

<u>What is Strategic Alignment?</u>

Strategic alignment is the process of linking innovation strategy with corporate vision, goals, objectives, and strategies. Organisations use a Strategic Plan to document their strategic vision and direction. FESA's long-term strategic goals and objectives are contained in FESA 2023.

Annual progression of FESA towards these long term goals is achieved via the Annual Plan. FESA's Annual Plan outlines the priorities and tasks that each portfolio and business area must achieve on an annual basis, in order to ensure the long-term objectives of the strategic plan are met.

As part of FESA's strategic planning, strategic alignment is used to ensure that personnel, products, processes and systems support our operational, business and organizational goals. Ideas submitted to P2P must also, therefore, be strategically aligned to be supported for implementation. The process of strategic alignment allows the CLT to better plan to meet goals by using resources (e.g., time and money) more efficiently. The P2P Team works closely with the Corporate Business Planning and Reporting Directorate and all FESA business areas, to ensure strategic alignment is addressed in the initial assessment and review of P2P ideas.

<u>What is Capacity Assessment?</u>

Capacity assessment is a means of ascertaining whether FESA has the resources available to implement an idea.

As part of the transition towards the Strategic Program Office model of governance, in January 2012 the P2P Team conducted an in-flight census of all projects and initiatives FESA was then undertaking. This resulted in a snap shot list of 149 activities that provided the SPO with a baseline understanding of the work FESA business areas were undertaking, in addition to the delivery of core business. This census also provided a guide as to how resources were committed within each business area. Essentially this indicated how FESA's effort, time and budget were being used.

Using this information as a baseline, the Strategic Alignment Office has been building relationships with business areas so as to maintain situational awareness on their respective activities, initiatives, projects and developments. Through this means the P2P team makes tailored individual assessments of ideas and recommendations as to FESA's capacity to implement them. These assessments and recommendations are provided to the Corporate Leadership Team for consideration, along with each individual idea. The CLT however, has absolute discretion to approve or decline the implementation of an idea.

P2P COMMUNICATIONS

P2P communications are governed by the Portal2Progress Communications Strategy. Communications is key for managing expectations throughout the P2P process and for ensuring continued uptake of and return engagement with the P2P initiative. Experience has demonstrated that uptake and engagement with P2P increases as a result of any broad-based communications activity – for example, a circular or article.

The P2P Communications Strategy is a living document. The Manager SAO updates key messages on an ongoing basis. The P2P Team ensures that all communications activities are captured in the Communications Plan.

The P2P Team liaises with Online Services to ensure that statistics noted on the P2P banner on the FESA intranet site homepage are updated on a weekly basis. User and idea numbers are emailed to Matt Campbell on Monday mornings, with a request to update the banner.

Key objectives of the Communications Strategy are to:

- Ensure awareness of the P2P program, its objectives and the role that volunteers and FESA staff can play.
- Engage leadership to endorse key messages and support by cascading messages to their teams.
- Engage key volunteer group representatives to promote P2P.
- Provide a mechanism for managing user questions and concerns.
- Set expectations for the scope and timeframes of P2P processes.
- To create a favourable view of the P2P program.
- To facilitate the open and transparent operation of P2P.

Key communications messages include:

- Outlining the process for managing ideas submitted to P2P.
- Where to find information on the progress of ideas submitted.
- The P2P team's role is chiefly as a coordinator of information and the P2P process, not stakeholders in process.
- Not all ideas can be implemented: implementation will depend on resources and risks.
- Timeframes for advancing ideas through the P2P process.

- To help get the best from your idea, include as much information as you can when you post it. The clearer your idea is, the better it can be managed during the review process.
- If you have documents, graphs, spreadsheets or other attachable information that supports your idea, upload it as an attachment. The P2P team can use this during the review process.
- Make the most of commenting! Get online and add your bit about the ideas that are posted, and let your colleagues know and invite them to comment. Comments by other users help by adding information to an idea and showing support for it. Everyone has knowledge and experience that adds value to the process.

The P2P Team uses a variety of communication avenues. When providing feedback to idea initiators during any stage of the P2P process, the P2P Team will email relevant individuals and save a copy of the email in the relevant idea folder. A follow up telephone call is recommended, however this is not always possible, particularly for members of the P2P community who are volunteers.

Feedback on specific ideas to the broader P2P community is provided via the commenting function. The P2P Team logs on using site moderator credentials and posts feedback accordingly.

Updates on P2P activities and outcomes can be communicated via General Circular from the CEO. On occasion, the P2P Team has recommended a Circular be released to address a Hot Topic issue. In these instances, the P2P Team should coordinate the release of these circulars with the relevant portfolio head.

The P2P Team also uses broad-based publications such as 24/7 to provide updates on the P2P initiative.

P2P Website

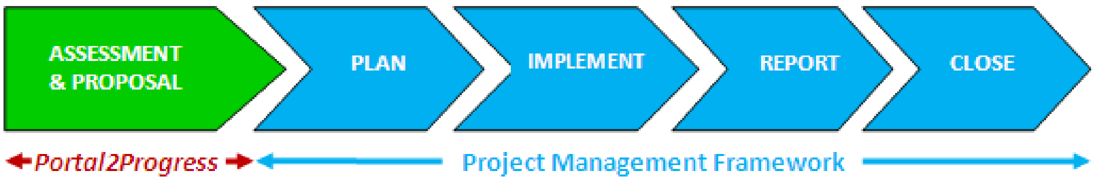
The P2P initiative maintains a web page which is accessible via the FESA intranet and extranet. This website was established during the P2P Implementation Project. Due to resourcing limitations, the website has not been officially launched and is currently not actively maintained.

The P2P website is designed to act as a 'one stop shop' for information and resources relating to the activities of the P2P team and the progression of P2P ideas. This resource will require further development over time.

P2P PROJECT ASSESSMENT PROCESSES

The P2P Implementation Project has established and embedded processes for the assessment of all ideas, initiatives and potential projects within FESA. This assessment occurs as part of the P2P process and/or through the development of project proposal and business case documentation where required/directed.

The P2P process fits into the broader project management framework of the SPO as follows:



Preparation of potential project assessment documentation is coordinated by the SAO and tabled at CLT via the P2P Report. The SAO maintains the templates for the Project Proposal and Business Case. This documentation is designed to present the best possible business justification for the adoption and implementation of an idea or initiative as a project.

Template documents require FESA business areas to consider and address the full range of business considerations, when tabling a potential project for endorsement by the CLT. In particular, resource, funding and strategic alignment considerations must be fully articulated and documentation signed off by the SPO Director, the Manager Funding Services and the Project Sponsor, before being tabled at the CLT meeting.

This process applies greater rigour to the assessment of potential projects and provides consistency and corporate-level direction in relation to subsequent project-based activity, within FESA's established governance framework.

Guidelines for developing Project Proposals and Business Cases

Templates are available on the SPO intranet site and also on the SPO drive at O:\PMO\90 Templates. Both documents should be completed by the relevant business area, with advice/oversight provided by the Manager SAO.

Proposal documents should be 3-5 pages long only. In some instances, a longer proposal may be required however these should be the exception.

Contingency rules should be applied in the Costs section (the rules are saved in O:\SAO\03 Processes).

Cross-check the timeframe and costs sections if tendering is required. Ensure that adequate time is built into the timeframe to accommodate the relevant tendering process. Ensure that adequate costs are allocated to any supporting work required for the tendering process.

Ensure that the scope is well defined. It is useful to use two subheadings "This project will…" and "This project will not…" and use bullet points to outline what is and what is not within scope. Experience indicates that business areas will struggle to define the scope of the proposed project and SAO input and advice will be essential to ensure that the potential project is well-defined.

Potential projects that have not been submitted via P2P will require strategic alignment. The fact that a potential project is not aligned may not preclude its progression. In these circumstances, it may be that a potential project addresses a strategic gap. In these situations, the Manager SAO should liaise with the Manager Corporate Business Planning and Reporting to determine the appropriate action.

The Manager SAO should review the completed proposal and make a recommendation for the category of the potential project using the categorisation matrix at Figure 2. This recommended is entered into the title table of the proposal document. This recommendation may be endorsed or changed by the CLT, at their discretion.

1. Rate the issue from 1-5 against each of the four elements.

Rating	1 Strategic Alignment	2 Estimated Cost	3 Business Complexity and Impact	4 Project Risk	5 Community or Volunteer Impact
1	Total	Less than $50,000	Single internal stakeholder with minor, if any, process impact.	None	None
2	Significant	$50,000 to $199,999	Single internal stakeholder with process impact.	Low	Low
3	Moderate	$200,000 to $499,999	Multiple internal stakeholders with process impact.	Moderate	Moderate
4	Low	$500,000 to $1,999,999	Multiple internal stakeholders and external stakeholders with process impact	Significant	Significant
5	None	$2,000,000 or greater	External stakeholders involved with significant process impact.	High	High

2. Sum the ratings to determine which category to use.

Category	Rating	CLT Endorsement Required	Change Management	Status Reporting	PMO Project Assurance	Benefit Realisation	Project Governance
A	16-25	√	√	√	√	√	√
B	9-15	√	√	√	×	×	√
C	4-8	×	×	√	×	×	×

Figure 2 – Project Categorisation Matrix

Once satisfied that the proposal/business case meets required standards, contains all relevant information and that appropriate consultation has occurred with relevant business areas, the Manager SAO can recommend the document be signed by the relevant approval authorities and table the document for CLT with the OCEO. A copy of the authorised document should be scanned and provided via email to the OCEO for uploading to the CLT Meeting Sharepoint site.

Occupational Safety and Health (OSH) Considerations

FESA and the SPO are committed to ensuring the health and safety of all members. The SPO seeks to lead by example in the development of an OSH-conscious workforce and safety-focused ethos in all aspects of its operations.

The SPO will facilitate the consideration of OSH implications by the document author and sponsor during the project assessment process. The Project Proposal and Business Case template documents contain a specific requirement for the author to consider any OSH implications for the proposed project and to consult with the Manager Health Safety and Welfare (HSW) accordingly.

The Manager SAO will confirm with the document author that OSH implications have been considered. Where no OSH considerations apply, this will be noted in the consultation section of the Proposal and Business Case. Where OSH considerations do apply, they should be outlined in the document. The document should also note that consultation with the Manager HSW has occurred and that the proposed project is supported from and OSH perspective.

System Moderator Function

The Manager SAO acts as the system moderator for the P2P system. This function involves:

- Ongoing monitoring and review of all portal activity for appropriateness and conformity with Acceptable Use Guidelines;
- Ongoing monitoring and management of any “Report Abuse” incidents;
- Ongoing monitoring of system configuration and functionality;
- Progression of any configuration and functionality issues with the BrightIdea Support Team;
- Registration of Career Fire and Rescue Service personnel and resolution of registration issues for all P2P users;
- Moderation of commenting discussions;
- Provision of feedback via the commenting function;
- Provision of advice to FESA members regarding the P2P system;
- Password resets.

The P2P initiative has its own email address and the Manager SAO is responsible for primary response to all emails sent to the P2P email address. This address is a distribution list, not a mailbox and responses will be sent from the personal email address of the Manager SAO.

<u>P2P logon credentials for the P2P Team:</u>

Email:
Password: FESApmo1234

<u>Contact details for the BrightIdea support team:</u>

Email: notifications-bi_support@brightidea.com
Website: http://support.brightidea.com

<u>Registering FESA members on P2P:</u>

FESA staff and volunteers register for P2P using a FESA-recognised email address. Fire-fighters based at fire stations experience difficulty registering under their own name using their own email address when logged on to the station computer using the station logon credentials. The FESA developed registration page automatically defaults to the station mail address for verification purposes. As CFRS personnel are not issued with personal usernames and logon privileges when based at stations, this precludes CFRS personnel from registering at their station. This process only needs to occur once, and once registered staff will be able to log on to any computer without difficulty.

To address this issue, the P2P Team circulated an email to all stations providing details instructions for officers to follow in order to register personally for P2P. The P2P Team also extended an invitation for officers to email the P2P Team direct with their email address and request they be registered by the P2P Team using site administration privileges.

To register individuals for P2P using system administrator functions, follow these steps:

1. Logon to P2P as site moderator
2. On the top menu bar on the P2P homepage, select Setup > P2P Setup
3. Select Users Tab
4. Click "New Account" button
5. Enter the login name and email address – e.g., Joe Smith;
6. Click "Create"
7. A dialogue box will appear to confirm that the account has been created and an email has been sent.
8. A separate email should be sent from the Manager SAO to the staff member to confirm that an account has been created and that they should receive an automated email advising them of their username and password.

Reports of Abuse

Reports of abuse are rare on P2P. Experience dictates that the P2P community engages in constructive discussion and that the forum effectively self-regulates.

When a Report Abuse flag is raised, the system generates an automatic email to .

The Report Abuse function enables the user to provide a reason as to why they object to the idea/comment. This will be provided in the system email.

Ideas and comments can be hidden or deleted by the Manager SAO using administrator privileges. Hiding/deleting ideas and comments in response to a report of abuse **is not recommended** except in the most serious of cases; for example, the idea/comment contains offensive language or material, or is defamatory in nature in relation to specific, identified individuals.

In most cases, where moderation of an idea or comment is required, this should ideally occur on the P2P system, via comments posted by the P2P moderator addressing the report of abuse and providing details of the actions undertaken to address it. This fosters an open and transparent resolution of the issue and provides a disincentive to users to post inappropriate ideas/comments, as they will remain in view and be managed within the P2P operating space.

Reports of abuse are actioned as a high priority, as follows:

1. The Manager SAO advises the Director SPO and Executive Director Governance & Strategy of the report of abuse;
2. The P2P user who reported the abuse is contacted ASAP, preferably via telephone;
3. An email acknowledgement of the report is sent to the user from the Manager SAO;

4. The report of abuse is logged in the Communications Plan. This entry is updated with subsequent actions undertaken to address the report;
5. Following discussion with the user, the Manager SAO determines an appropriate course of action in relation to the parent comment/idea. This must be endorsed by the Director SPO and EDGS;
6. Follow-up discussion via telecon or email is taken with the user to ensure that they are satisfied with the manner in which the matter has been managed;
7. The incident is logged as "completed" in the Communications Plan;
8. The incident is noted in the P2P Report for CLT;
9. All correspondence via email is saved on the SAO drive in: O:\SAO\13 Portal2Progress Admin\04 Communications\P2P Report Abuse

P2P IDEAS MANAGEMENT PROCESSES

Pending

The following actions occur during the "Pending" phase of the P2P process:

- Idea posted on P2P ["pending"]

- Idea remains "pending" 2 weeks (maximum). 1 week is the preferred timeline for ideas to enter the SPO Review process however other responsibilities for the Manager SAO may preclude meeting this target.

- The P2P Team reviews each idea and comments following the post to ensure that they are in line with the P2P Acceptable Use Guidelines and are constructive.

Note:

Ideas that are posted as blogs should be assessed on a case-by-case basis and referred back to the idea initiator if there is no content that is suitable for progression via P2P processes. These ideas should be closed following post. These ideas are reported to the Corporate Leadership Team (CLT) in the P2P Report via the "Ideas progressed by the P2P Team" section.

SPO Review

Ideas are changed from "pending" to "SPO Review" on Monday morning weekly/fortnightly.

Before changing ideas from "Pending" to "SPO Review", the automatic system email text will need to be changed:

1. On the top menu bar on the P2P homepage, select Setup > P2P Setup

2. Select Site Tab

3. From the left hand navigation bar, select System Email Messages

4. In the system Messages drop-down box select "Webstorm" > Idea Status Change Notification (submitters)

5. Change the Subject line to “Idea Status Change to 'SPO Review' (#[IDEA_CODE])”

6. Change the text of the email to the standard SPO Review text using the content saved in the Status Change to SPO Review document saved on the SAO drive (copy and paste across) O:\SAO\Portal2Progress Administration\P2P Communications\Final Versions.

7. Click “Save”.

Changing the status of ideas occurs in the Webstorm Admin suite:

1. On the top menu bar on the P2P homepage, select Administrators > Webstorm Admin

2. From the left hand navigation bar, select WS Portal 2 Progress

3. Select the ideas that need to have their status changed by checking the check boxes against each idea.

4. To change the status for the selected ideas go to the Actions drop-down box and select Change Status.

5. Select SPO Review.

The system will automatically change the status and provide a confirming narrative box. Status changes will be reflected in the live feed on the P2P home page. Idea initiators will automatically receive the status update email.

SPO Review – Raw Data Review

During this process the P2P Team adds ideas to the Rolling Master Matrix saved in O:\SAO\12 Ideas Mgmt\00 Matrix\01 Rolling Ideas. This process allocates a P2P code to each idea. This code is a FESA-specific number and is designed to ensure continuity should an alternative innovation portal be procured in the future:

Download ideas from P2P: on the top menu bar on the P2P homepage, select Setup > P2P Setup

Select Reports tab > Ideas

Click Download Ideas button – the system will automatically generate an MS Excel spreadsheet containing all ideas

Copy relevant fields for all ideas that have entered the SPO Review process (columns A – H will need copying across).

Paste data into the Rolling Ideas Master Matrix columns B - I.

The P2P Team then creates Idea Folders and Idea Post Documents on the SAO Drive:

Create a new folder for each new idea in the following folder: O:\SAO\12 Ideas Mgmt\01 Ideas\02 Rolling

Folder naming conventions are: P2P Code [DXXX] TITLE

E.g., 235 [D335] Urban Search & Rescue Northern Cache Expansion Project

Search for the idea on P2P and copy and paste the text of the idea and all comments into a new MS Word document.

Within the Word document remove all fields except the Idea Title, Category and the text of the post and associated comments. Details of the idea submitter should be removed, however the details of individuals who have posted comments can be left in the document.

Save the document in the relevant Idea Folder as "P2P Code [DXXX] TITLE Idea Post".

Download and save any attachments provided with the idea to the relevant Idea Folder. Ensure that the P2P Code and DXXX number are included in the document name when saving it on the system.

SPO Review – Strategic Alignment Assessment

Strategic alignment assessment is currently undertaken in conjunction with the Corporate Business Planning and Reporting (CBPR) Team. As FESA is currently reviewing its strategic documentation, P2P ideas must be aligned to the new strategic plan, which has not yet been finalised or published. The 2011/12FY annual reporting process is (at the time of writing) nearing completion and the new Annual and Portfolio plans are currently under development.

Strategic alignment is conducted on the Switchboard platform.

1. Contact Manager Planning and confirm that the Planning team has the capacity to assist with the alignment process.

2. Convert ideas to "Switchboard proposals" via the Webstorm platform:

    On the top menu bar on the P2P homepage, select Administrators > Webstorm Admin

    From the left hand navigation bar, select WS Portal 2 Progress

    Select the ideas that need to be converted to proposals by checking the check boxes against each idea.

    To change the selected ideas to proposals go to the Actions drop-down box and select Assign Proposal.

    On the Assign Proposal Page assign the owner as Portal2Progress via the search function.

    Click the Save Changes button.

    The proposal template should automatically default to the FESA P2P Idea assessment Template. This template has pre-defined fields that support the SPO Review process.

Deselect the Send Email Alert check box.

Click the Assign Proposal button.

3. Submit ideas for strategic alignment via the Switchboard platform:

On the top menu bar on the P2P homepage, select Administrators > Switchboard

On the left-hand navigation bar, under Proposals select "All Proposals"

Select a proposal by clicking on the Title.

Using the Rolling Ideas Master Matrix as reference, add the P2P Idea number to the P2P Idea number Section.

Complete any other relevant section as required. For example, where commenting has been posted against an idea, note this in the Reviewer's Comments section. The P2P Team may also note where BAU activity or an existing project may address the idea.

On the right-hand navigation bar, next to Proposal Team, click +Add/Edit.

Search for the name of the desired individual using the search function.

Select their name and click the Save Changes Button. The system will automatically send an email to them inviting them to collaborate on a proposal and providing the relevant link to the Switchboard proposal.

Return to All Proposals using the left-hand navigation bar.

Repeat this process for all ideas that require strategic alignment.

SPO Review – collaborative review with FESA business areas

The P2P Team follows the principles below during the coordination of the collaborative review of ideas with FESA business areas:

1. Ideas are circulated to relevant business areas via email.

2. Ideas are preferably circulated on an individual basis, with the Idea Post document and any associated attachments provided by idea initiators.

3. Prior to circulation to business areas for review, the P2P Team may need to contact the idea initiator and request more information and/or meet with the idea initiator as required. Any meetings should be minuted and a copy of the discussion notes provided to the idea initiator for information. These notes should be saved in the relevant Idea Folder.

Additional information gathered by the P2P Team should be submitted to business areas as part of the SPO Review process, where appropriate.

4. Ideas are always submitted to individuals and not to station mail or other generic/group mail boxes. Always mark P2P emails with high importance.

5. The request for review email should always include the following information:
   - The P2P Code and title of the idea [subject line is sufficient].
   - A brief description of the idea (1-2 sentences is enough)
   - The reason why the idea has been sent to the reviewer (if not obvious)
   - The details of any other business area/individual that has also been requested to review the idea
   - A request to nominate additional areas/individuals that may be able to provide feedback on the idea
   - The deadline for feedback.

   Once sent, the request for review email <u>must be saved</u> in the relevant Idea Folder.

For example:

From:
Sent: Thursday, April 05, 2012 11:52 AM
To:
Cc:
Subject: Portal2Progress Idea 233 [D333] Full Face Respirators
Importance: High
Hi Graham,
The attached idea was recently posted on Portal2Progress (P2P). The idea relates to a trial of personal issue full face dual filter respirators undertaken by selected CFRS stations this summer.
Please could you review the attached and provide me with your comments and recommendations (and any suggestions for others who may be able to contribute to the review of this idea). The idea will also be forwarded to ORRD, for review and comment.
To meet the deadline for the April P2P Report for CLT, I would be appreciative of your response by COB Friday 13 April 2012.
Many thanks,

Project Co-ordinator | Strategic Program Office | Fire & Emergency Services Authority of Western Australia | 1st Floor, FESA House, 480 Hay Street, Perth WA 6000 **| T** 08 9323 9774 **| M** 0412 227 192 **| E** portal2progress@dfes.wa.gov.au

6. Ideas relating to the P2P initiative should be progressed directly by the P2P Team and entered into the P2P Report in Table 3 – Ideas Addressed by the P2P Team.

7. Ideas that can be progressed in light of existing initiatives and projects can be progressed to the relevant business areas and project managers and entered into the P2P Report in Table 7 – Ideas Actioned within in-flight Projects or Existing Initiatives.

   These ideas can be forwarded directly to the relevant business area and /or project manager for direct attention and progression as part of the activity of the project or area. This action should also be noted in the P2P Report.

   For example, for project based activity, a P2P Report entry may read:

Idea and Brief Description	In-Flight Project or Existing Initiative
005 [D238] Information System Available to First Arriving Officer The Fire & Rescue has for years collected a substantial amount of information from a wide variety of areas, BUT the end user (1st arriving Officer) has difficulty retrieving it. FRS pumps should have a laptop on board with either the information loaded or access to the main server so as to access the relevant information enroute to the incident.	**Operations Portfolio:** The Incident Management Information Requirements (IMIR) project will be seeking to identify information needs such as those suggested by this idea. Once the requirements have been gathered, the owner of the database of information requirements (yet to be determined) will prioritise the requirements and may initiate subsequent projects to find solutions for those requirements. This idea has been forwarded to the IMIR Project, for inclusion within the requirements database.

For ideas progressed as part of an existing initiative, the P2P Report may read:

199 [D299] Security and ID Cards	***Please note that this idea attracted some commenting regarding the value of extending this to all volunteer groups. The suggestion of incorporating ibutton technology to use security cards as personal locators was also raised*** Operations Portfolio: In accordance with FESA General Circular 6/2012, it has been decided that there is a need to revisit the layout and information requirements of future ID cards. Consequently, a decision was taken to suspend the issue of cards pending a comprehensive review of the future requirements and methodology for delivery of ID card services to FESA staff and volunteers. This idea has been forwarded to Michael Kinsella for incorporation into the review of FESA's ID cards.
224 [D324] Installation of arrow boards on pumps and/or light tankers To increase crew visibility and safety when working on roadways, either during	**Community Development, Operations and Corporate Services Portfolio:** Operational Resources Review & Development (ORRD) advise that they have been conducting an operational trial of an illuminated pop up cone that saves stowage space, is more visible than the current cone and that complies with Australian Standards irrespective of road speeds. Feedback on the concept and effectiveness so far has been very positive. A memo will be drafted for

emergencies or undertaking routine jobs such as hydrant servicing, FESA should look at installing arrow boards on the back of pumps and/or light tankers. An alternative could be a fold up mobile battery operated arrow board.	Operations consideration of introducing this type of product. If the concept is approved further trials of various products and consultation will occur before a final decision is made. These cones may assist with more clearly identifying an emergency situation and may somewhat negate the need for these signs. At this time, retro-fitting of arrow boards on to appliances is not supported by Operations. Fleet Engineering advise that legislative implications may potentially apply should arrow boards be fitted to appliances, as appliances would then be being used as a Priority 4 traffic management vehicle, in addition to their role as a Priority 1 classified vehicle (Life and /or Serious Property Threat Emergency). This may also cause confusion for the public. Occupational Health & Safety confirm that anything that can increase visibility and therefore safety on road ways would be supported by OSH. An appropriate risk assessment would need to be conducted, taking into consideration the cost of retrofitting/fitting any proposed solution and the safety benefits derived. Safety and Health representatives would be required to be involved in any trials that take place to ensure no other hazards would be introduced. OH&S and ORRD will continue to liaise regrading the trial of illuminated pop-up cones and the idea initiator will be advised of outcomes, in due course.

8. Operations-related ideas should be grouped and reviewed with the Executive Officers for the Operations and Operational Support and Capability Portfolios prior to circulation to Operational staff (Martine Butler and Adam Quinn). This process fosters the targeted distribution of P2P ideas within these Portfolios and provides the Offices of the Chief Operations Officers with visibility on ideas currently under review.

   Ideas submitted for review to the Operations Portfolios should always be sent to the relevant Assistant Chief Operations Officers (ACOOs) in the first instance. ACOOs will coordinate the further distribution of ideas to relevant areas for detailed review.

   When submitted to relevant ACOOs for review, the respective Executive Officers should be cc'd into the email.

9. The P2P Team will coordinate the review of each idea in conjunction with business areas until all relevant parties have had the opportunity to provide feedback, comments and/or recommendations. The extent of the review process and the number of areas that will require input will vary on a case-by-case basis.

   Some ideas may complete this process in a relatively short space of time. Some ideas may require a prolonged review. If an idea will remain under review past the deadline for the next CLT Report, it should be listed in Table 8 – Ideas that require further assessment.

   All feedback received from reviewers must be saved in the relevant idea folder on the SAO drive.

10. As feedback is provided against each idea, this information should be collated in the P2P Report against the entry for the idea. Ideas that are recommended for further development as project proposals should be noted in Table 4. The entry for the idea

should provide an overview of the idea and the outcomes of the SPO Review process, plus the rationale for its further development as a proposal.

11. Ideas that are recommended for direct implementation can be progressed as P2P "Quick Wins". These ideas can be implemented before progression to the CLT, provided that the relevant Portfolio Heads have signed off on the "P2P Quick Win Implementation Sheet." FESA business areas can use this Implementation Sheet as the authority to proceed with implementing the idea, prior to formal CLT ratification of this recommendation.

    Quick Win ideas should be noted in Table 2 of the P2P Report, with an associated rationale for implementation provided.

    Following formal CLT ratification of the idea for Quick Win implementation, the idea initiator and business area should be advised and feedback posted on the P2P site.

SPO Review – Status change to CLT Review

Once the P2P Report has been finalised and tabled with the OCEO, the status of ideas must be changed from SPO Review to CLT Review.

Before changing ideas from "SPO Review" to "CLT Review", change the automatic system email text:

> On the top menu bar on the P2P homepage, select Setup > P2P Setup
>
> Select Site Tab
>
> From the left hand navigation bar, select System Email Messages
>
> In the system Messages drop-down box select "Webstorm" > Idea Status Change Notification (submitters)
>
> Change the Subject line to "Idea Status Change to 'CLT Review' (#[IDEA_CODE])"
>
> Change the text of the email to the standard CLT Review text using the content saved in the Status Change to CLT Review document saved on the SAO drive (copy and paste across) O:\SAO\Portal2Progress Administration\P2P Communications\Final Versions.
>
> Click "Save".

Changing the status of ideas occurs in the Webstorm Admin suite:

> On the top menu bar on the P2P homepage, select Administrators > Webstorm Admin
>
> From the left hand navigation bar, select WS Portal 2 Progress
>
> Select the ideas that need to have their status changed by checking the check boxes against each idea.

To change the status for the selected ideas go to the Actions drop-down box and select Change Status.

Select CLT Review.

The system will automatically change the status and provide a confirming narrative box. Status changes will be reflected in the live feed on the P2P home page. Idea initiators will automatically receive the status update email.

P2P REPORTING TO THE CORPORATE LEADERSHIP TEAM – CLT REVIEW

P2P provides a monthly report to the Corporate Leadership Team, thereby providing a 'snapshot' of P2P innovation for corporate level oversight. This report is a standing agenda item on the Corporate Leadership Team (CLT) Meeting Agenda.

The P2P Report provides an overview of P2P statistics, as well as what activities the P2P team have undertaken in the reporting period. For ideas that have been assessed by the P2P team the recommended responses and/or actions are provided for CLT endorsement. In addition to this the report identifies idea/issue trends which occur within P2P. These are outlined as 'Hot Topics'.

A previous 'Hot Topic' centred on FESA's Internet Acceptable Use Policy, where multiple P2P ideas identified the limitations imposed by Policy 48 - Internet Acceptable Use. Based on analysis of this issue provided by the P2P Team, CLT directed a review of this policy in order to improve FESA's workplace culture in line with our core values of transparency, honesty, trust and mutual respect amongst staff.

Whilst the P2P team makes recommendations on an issue the CLT has absolute discretion on an issue regardless of recommendations made or information provided. As such, when an idea progresses to 'CLT review' it does not automatically mean it will be implemented.

In making decisions the CLT will take into account whether:

- the idea is in alignment with FESA's Corporate Plans;
- the idea is already included in a current project;
- the time and cost investment justify the benefits; and
- FESA has the resources to implement the idea.

Some ideas will require further review and assessment, before a decision can be made as to whether they can be implemented.

Preparation of the P2P Report for the Corporate Leadership Team

The CLT meets on the last Tuesday of every month.

Papers for the CLT meeting should be tabled no later than COB the Thursday prior to the CLT meeting. Papers are submitted directly to the Manager, Office of the CEO (Graham Wilks).

P2P Reports must be reviewed and endorsed by the Executive Director Governance and Strategy (EDGS), prior to tabling at CLT. The EDGS will talk to the report at the CLT meeting.

P2P Reports are saved on the shared drive at: O:\SAO\13 Portal2Progress Admin\08 Reports\01 CLT Reports

CLT reporting for the P2P initiative includes preparation of the following documents:

- CLT Exception Report;
- P2P Report to the CLT;
- Any relevant attachment or appendices arising from the P2P report;
- Project Proposals;
- Business Cases; and
- P2P Talking Points for the EDGS

CLT Exception Report

The P2P Team prepares a monthly Exception Report that is provided to the CBPR Team. The exception Report details statistics for P2P on a calendar month basis for the month *prior to* the CLT meeting at which it is tabled. For example, the May Exception Report provides data for P2P for the month of April.

As a result of the difference in reporting timelines, the statistics provided in the Exception Report will differ to those provided in the P2P Report. This issue is articulated in the CBPR Exception Report and the CLT is aware of the reasons for the discrepancy.

The CLT Exception report provides the following information:

1.1 P2P ACTIVITY AS AT 30 APRIL 2012

Activity Statistics	Number
Number of registered users	695
Number of ideas submitted in this period	19
Total number of ideas to date	260
Number of ideas rejected	0
Number of proposals / business cases referred to CLT for review this period	2
Report abuse incidents this period	0

1.2

1.3 PROPOSALS SUBMITTED TO CLT THIS PERIOD

P2P Ideas

- Nil for reporting period

Other Proposals

- Emergency Services Act Amalgamation (CEO)
- Strategic Asset Management Planning and Framework (approved out of session by CLT – tabled for in session ratification) (Executive Director Governance and Strategy)

1.4 BUSINESS CASES SUBMITTED TO CLT THIS PERIOD

P2P Ideas

- Nil for reporting period

Other Business Cases

- Nil for reporting period

Exception Reports are submitted to Manager, Planning according to the following schedule:

13 June 2012 (**completed**)
18 July 2012
15 August 2012
12 September 2012
17 October 2012
14 November 2012

P2P Report to the CLT

The P2P Report is prepared on a rolling basis by the Manager SAO. As each monthly report is finalised, it is copied and moved to the Archive folder. The previous month's report is then resaved in the Active Folder for the next month and the document cover page and versioning updated accordingly.

The P2P Report contains the following sections:

Executive Summary:

Brief overview of the report. Most paragraphs will only require updating.

Part One – P2P System Update

This section contains basic statistics only. Information is generated from the P2P Dashboard [P2P homepage > Administrators > Dashboard].

This section of the report also highlights if any reports of abuse have been made against any ideas or comments.

Issues with system functionality are also provided in this section of the report.

Part Two – P2P Processes

This section provides information relating to activities undertaken and issues raised during any part of the P2P process within the reporting period. This section also contains P2P Hot Topics, providing an opportunity to flag to the CLT ideas, themes and issues that have attracted significant attention during the reporting period.

The content of each of the subsections varies on a monthly basis, at the discretion of the P2P Team. The P2P Team can add subsections as required, however the three staple subsections (activities undertaken, issues raised and hot topics) must remain. If there is nothing to report within any of these sections, this should be noted in the report.

Part Three – Ideas Management

This section details the outcomes of the SPO Review process for ideas. Ideas are presented in a series of tables (items for approval). A brief description is provided for each idea, as well as the information provided during the SPO Review process and associated recommendations.

Each table (item for approval) relates to the recommended progression for ideas, as follows:

- Item 1 Ideas closed following post
- Item 2 P2P Quick Wins – Ideas recommended for direct implementation
- Item 3 Ideas addressed by the P2P Team
- Item 4 Ideas recommended for development as Proposals
- Item 5 Ideas referred to the Office of the CEO for corporate level direction and response
- Item 6 P2P Ideas for referral to FESA business areas as "Business as Usual" activity
- Item 7 P2P Ideas for referral to existing projects and initiatives
- Item 8 Ideas that require further assessment

Appendix 1 – Communications Summary

The P2P Team always provides an excerpt of the P2P communications plan for the reporting period.

Attachments and Appendices Arising from the P2P Report

The P2P Team may table additional documents that relate to the P2P Report as appendices or attachments.

For example, at the April 2012 CLT meeting, the Single Service Provider presentation was tabled at CLT as an attachment to the P2P Report. This presentation related to a P2P Hot Topic that had been raised to the CLT in March 2012 and was provided to support an update on forward progress made in relation to the issue of appliance replacement and standardisation.

Attachments provided with ideas are typically *not* forwarded to the CLT as part of the P2P Report, unless specifically required in order for CLT to endorse an associated recommendation for progression. The CLT can request relevant attachments for specific ideas, at their discretion.

Additional documents provided to the CLT via the P2P Report should ideally be "sponsored" by a member of the CLT for tabling. This member can then speak to the document if required.

Project Proposals and Business Cases

The P2P Team submits project proposal and business case documentation to the CLT for potential projects arising from any avenue within FESA, in addition to ideas submitted via P2P.

Project proposals are submitted to the CLT as soon as is practicable, once the requirement to develop a proposal has been identified.

If a proposal is approved by the CLT for development to business case, a 6-week turn-around time applies. E.g., for a proposal approved at the March CLT meeting, the business case should be submitted to the May CLT meeting.

Finalised proposals and business cases should be submitted to the OCEO with the P2P Report. Relevant sponsors should be noted against each document, as the sponsor will be required to present the proposal/business case to the CLT. The number and titles of proposals/business cases submitted to CLT are detailed in the P2P Report.

P2P Talking Points for the Executive Director Governance and Strategy

As the Portfolio head for the Strategic Program Office, the P2P Report is presented to the CLT by the Executive Director Governance and Strategy (EDGS).

The Manager SAO will provide a series of talking points to the EDGS to assist in the presentation of the report. These talking points also provide an opportunity for the P2P Team to flag other activities and matters that have been managed/completed during the reporting period that may have impacted on the ability of the P2P Team to undertake ideas management processes.

P2P Talking Points are however, provided for information only. The EDGS may or may not discuss these points at the CLT meeting at his/her discretion.

P2P OUTCOMES

Recommendations contained within the P2P Report are endorsed or declined at the discretion of the CLT. Relevant decisions are recorded in the CLT Meeting Minutes.

On receipt of the Minutes and confirmation of outcomes, the P2P Team will undertake the following:

- provision of feedback to idea initiators and the P2P community;
- status change of ideas on the P2P system to reflect outcomes;
- further review of ideas as recommended or directed by CLT; and
- development of project proposal and business case documentation as required/directed.

Based on the outcomes of CLT Review process, an idea will be confirmed for progression via one of several categories. These categories are:

Business as Usual – This status means that an idea will be progressed as a smaller task that can be managed as part of the normal business for the relevant business area.

Adopted - This status means that the Corporate Leadership Team (CLT) has reviewed an idea and has adopted it for implementation. Implementation of the idea may occur directly as a "P2P Quick Win" or via a project.

Not Adopted – This status means that the Corporate Leadership Team (CLT) has reviewed an idea and has determined that it is unable to implement the idea at this time. The rationale for this decision should be provided to the idea initiator.

On Hold – This status means that an idea is supported by the CLT, but for corporate reasons, cannot be implemented in the short-term. The P2P Team will resubmit the idea to the Corporate Leadership Team (CLT) for review on a quarterly basis.

Existing Initiative – This status means that FESA is currently managing an existing project that addresses the idea. The idea will be referred to the project team for review and action within the scope of the project. This category also includes ideas that can be responded to on the basis of existing initiatives within FESA, or as a non-project comment or small action to be processed by the respective Manager within FESA.

Closed – This status means that there is no further action required for an idea. This may be because FESA currently has an initiative in place which covers the idea, and it has been forwarded to the project team or business area accordingly, or because the idea is not in alignment with FESA strategy in the foreseeable future.

Handover of Adopted Projects

The CLT will confirm the adoption of a project by endorsing the recommendations outlined in the Business Case. Once this has been confirmed in the CLT Meeting minutes, the Manager SAO will coordinate the handover of the project to the SPO for initiation.

The Manager SAO undertakes the following actions, once a project has been adopted by the CLT:

- Provide formal confirmation via email to the author of the business case and the sponsor;
- Provide soft copies of the signed proposal and business case documents to the SPO via ;
- Provide the SPO with the details of the business area's point of contact for project initiation.

The PMO Team will then take carriage of the project for initiation and progression as per SPO processes and reporting requirements.

Progression and Reporting for P2P Quick Wins, Category C and Category D Ideas

Ideas that are endorsed by the CLT for implementation via P2P Quick Wins or normal business activity can be referred to the relevant business area for direct progression. Ideas that are endorsed for progression as part of existing projects or initiatives can be forwarded directly to the relevant project or business area manager for action. The idea initiator should be copied into the referral and invited to contact the relevant project/business area manager to discuss their idea and how it will be progressed.

All Quick Win, category D and business as usual ideas approved for implementation or progression should be forwarded to the Manager Corporate Business Planning and Reporting for information. Depending on the nature of the idea, this business activity may be captured in the Tier 2 plans for annual reporting purposes and progression monitored via this process.

"Quick Win" implementation occurs directly at the branch level, with no formal project-based governance or reporting required. For P2P ideas implemented as "Quick Wins", the P2P Team will need to establish performance indicators as part of the implementation process and monitor and report against these to the CLT via the P2P Report once implementation is complete.

The SPO is responsible for monitoring and reporting on the progress of projects arising from P2P ideas, in line with established governance and quality assurance requirements and criteria. Outcomes of and benefits arising from these projects will be measured against identified performance indicators via the annual planning and reporting process.

FESA is in the process of conducting an organisational restructure and review. This process will give rise to revised reporting requirements at all levels. Reporting on the broader business improvement outcomes of P2P initiatives and projects at the branch and directorate level may be limited to qualitative metrics until the strategic planning model is fully implemented and business areas have had the opportunity to identify priorities and performance indicators.

Appendix 7

Portal2progress User Guide

Government of Western Australia
Department of Fire & Emergency Services

DFES
Department of Fire & Emergency Services

Portal2Progress How to Guide

What is Portal2Progress?

Portal2Progress (P2P) is our online platform to share ideas and improve the way we do business. P2P provides an open way to collect, evaluate and act on your innovative ideas to drive continuous improvement within DFES.

All DFES staff and our volunteer network across the State can get involved by registering and posting, commenting or voting on ideas.

How to Register and Access P2P?

Corporate Staff and Career Firefighters access P2P via the DFES Intranet. Click on the P2P button as shown:

- **Note for Career Firefighters:** Please register with your DFES email address and not the Station email.

Volunteers access P2P via the Volunteer Portal. If you have not registered for the Volunteer Portal, you can do so by following these steps:

Step 1: Go to the DFES Website at www.dfes.wa.gov.au .

Step 2: Click on Volunteers.

Step 3: Click on Volunteer Portal and follow the prompts to register.

Step 4: Once you have registered for the Volunteer Portal, click on the P2P button.

- **Note for Volunteers:** If you need to change your email address, please contact the P2P Team.

Acceptable Use

Acceptable use of Portal2Progress is governed by the following DFES policies:

- Code of Conduct Policy (No. 30).
- Information and Communications Technology – Acceptable Use Policy (No. 47).
- DFES ICT Acceptable Use Procedures.
- Media Policy (No. 73).

When you post an idea or comment, it can be read by all the P2P community.

You should therefore consider that any idea or comment post is public.

You should keep this in mind when posting ideas or commenting within Portal2Progress.

All idea and comment posts must be in line with the spirit of DFES's values, namely:

- Put the community first.
- Work together as a committed team.
- Respect and value each other.
- Continuously improve our services.
- Act with integrity and honesty.
- Have open and honest two way communications.
- Strive to keep ourselves and others safe.

P2P Administrators reserve the right to remove any idea or comment posts which are determined not to be in the spirit of the DFES values. In addition, ideas or comments will be moderated if they:

- Are of a personal nature.
- Implicate or criticise a person, whether directly or indirectly.
- Are of an inappropriate nature.

As a matter of courtesy, you should let your Line Manager or Volunteer Captain/Unit Manager/OIC/Commander know about any ideas you intend to post on P2P.

Further Information and Assistance

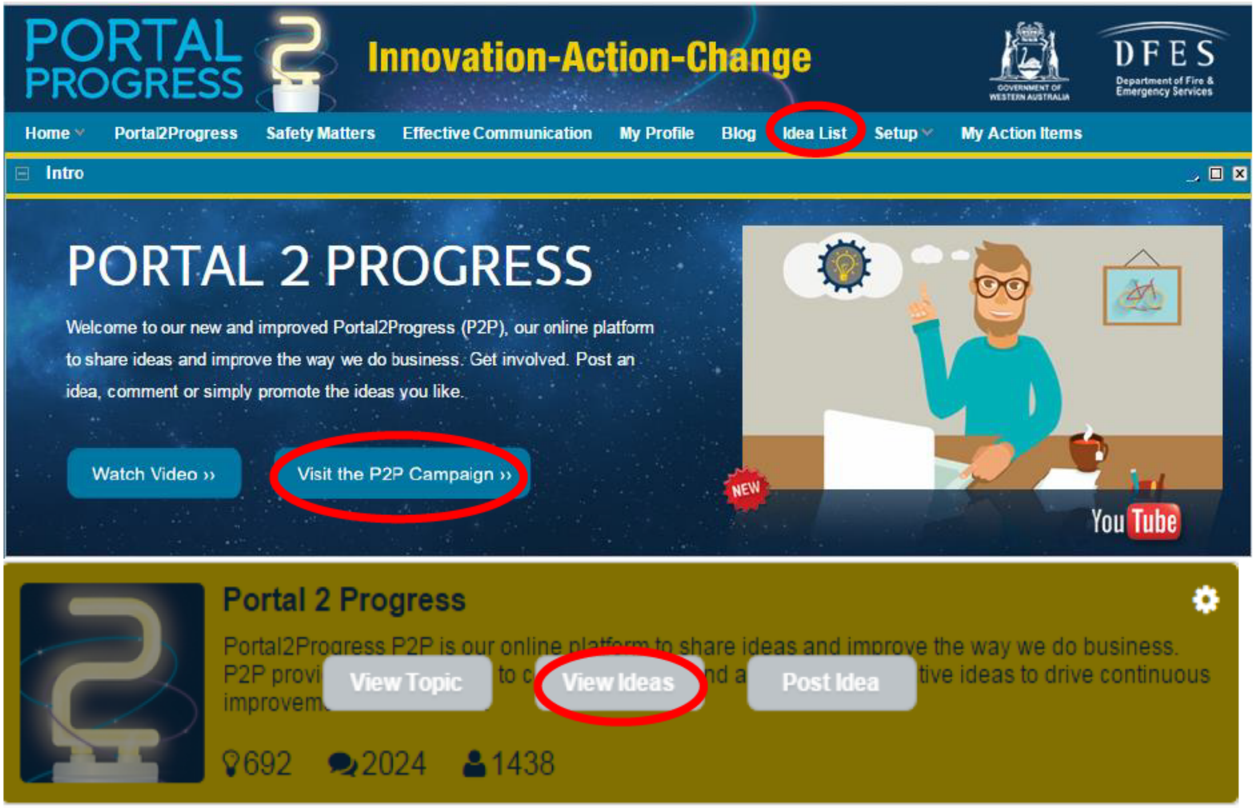
If you would like more information about P2P or require assistance, please contact the P2P Team on:

Phone: 08 9395 9764

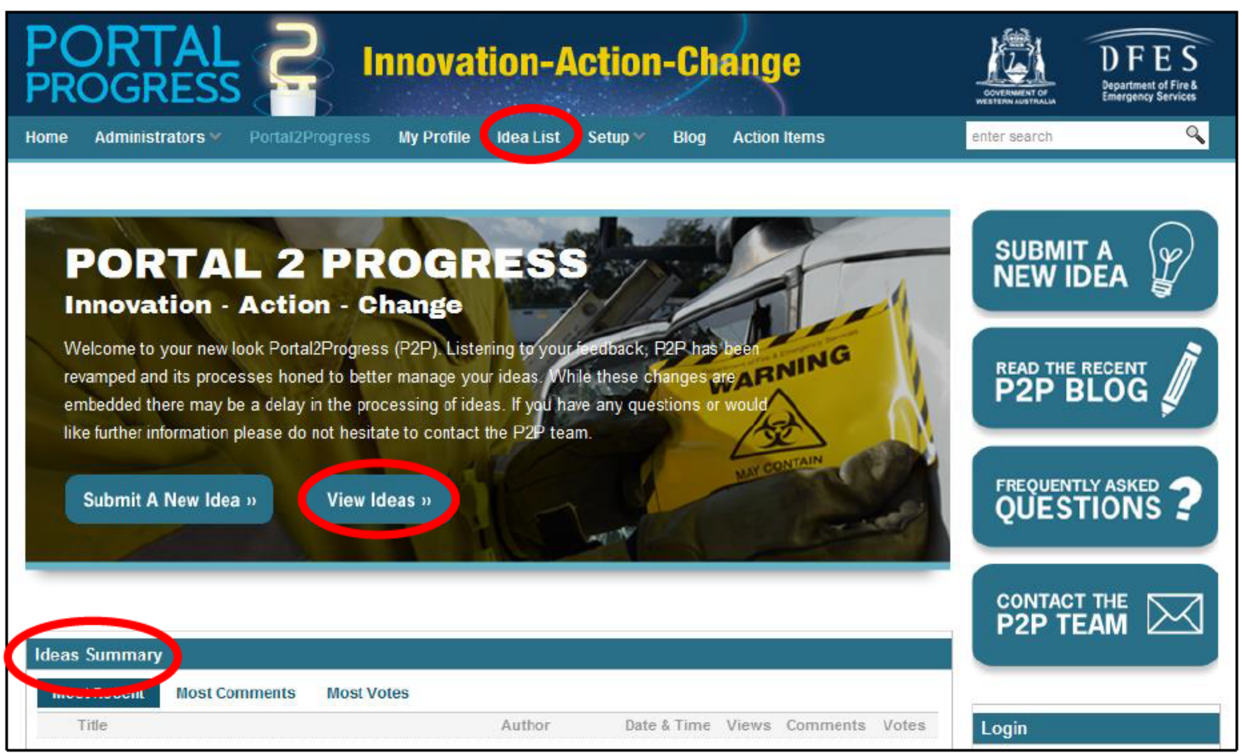
Email: portal2progress@dfes.wa.gov.au

View Ideas

You can access P2P ideas from the P2P homepage, as shown below:



You can also access P2P ideas from the P2P page, as shown below:



Posting an Idea on P2P

What is an Idea?:

- An idea is a researched or well thought out suggestion that if implemented results in action and/or change that adds value.
- An idea is not always a new product, service or process. A innovative idea may be stopping something or it might be a new way of thinking about an issue

Important Notes:

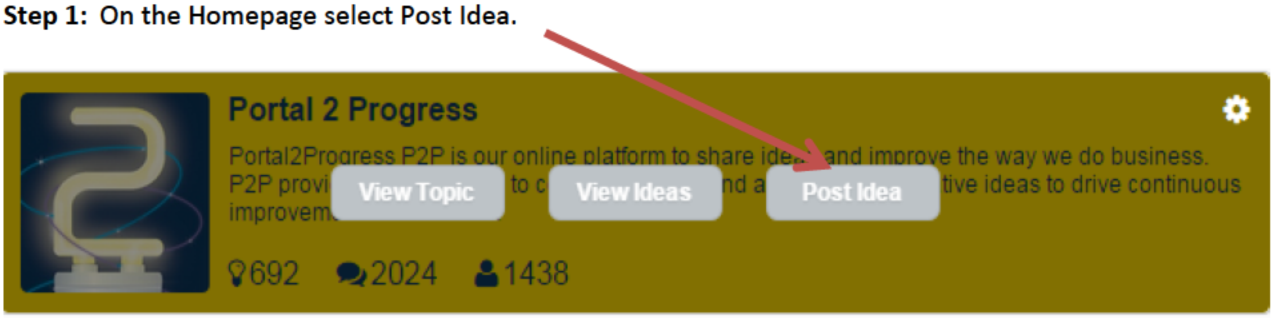
- When you post an idea or comment, it can be read by all the P2P community. You should therefore consider that any idea post is public. You should keep this in mind when posting ideas within Portal2Progress.
- Once the idea is posted, it cannot be deleted. You can save an idea as a draft if you want time to think about it or liaise with colleagues.
- You can edit an idea for up to 30 minutes after you submit it.

Tips for Posting an Idea:

- Include as much information as you can when you post your idea. The clearer your idea is, the better it can be managed during the review process.
- If you have documents, graphs, spreadsheets or other information that supports your idea, upload it as an attachment. The P2P team can use this additional information during the review process.

To post an idea, follow these steps:

Step 1: On the Homepage select Post Idea.



Or on the P2P page select 

or 

Step 2: Complete the fields shown on the page.

- Fields marked with an (*) are mandatory fields.
- Attachments should be no larger than 7mb.
- Acknowledge that any post you add can be read by all the P2P community.
- You can then preview your idea, or save it as a draft to return to later. You can find the draft on the right hand side of the home page under My Drafts.

Step 3: When you are ready, select Post Idea. 

Your idea will appear on Portal2Progress straight away.

Comment on an Idea

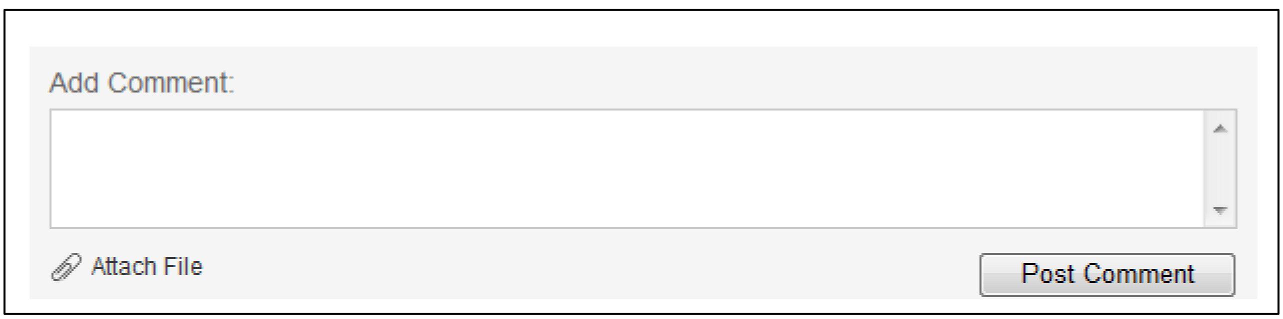
If you would like to add information to an idea, be it yours or someone else's, you can do so by using the comment on an idea function. Make the most of commenting. Get online and have a say about the ideas that are posted.

To comment on an idea, follow these steps:

Step 1: Click on the idea that you want to comment on.

Step 2: Scroll down to the Add Comment section as shown below.

Step 3: Add your information and click Post Comment.



Important Notes:

- When you post an idea or comment, it can be read by all the P2P community. You should therefore consider that any comment post is public. You should keep this in mind when commenting on ideas within Portal2Progress.
- All comments are collated for each idea and presented to the Innovation Council for information and review.

Vote on an Idea

If you like or support an idea, you can Vote for it. To Vote for an idea, follow these steps:
Note: You can only allocate one Vote for each idea.

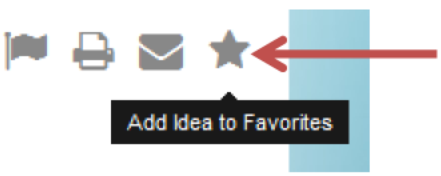
Step 1: Select the idea you want to Vote for.

Step 2: Click on the arrow to vote.

Note Your Favourite Ideas

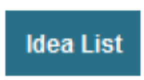
To create a list of your favourite ideas, follow these steps:

Step 1: Click on the star alongside an idea to mark it as a favourite.



To view a list of your favourite ideas, follow these steps:

Step 1: Click on the Idea List tab.



Step 2: Click on My Favourites.

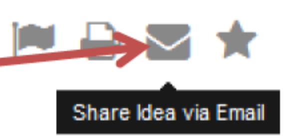
Subscribe and Share Ideas

To subscribe to an idea, click on Subscribe.

You will receive an email notification when an idea is updated or when a new idea is added to a category.

Note: To unsubscribe to an idea, untick the box.

To share the idea via email, click on the envelope symbol.



P2P Blog / FAQs / Contact the P2P Team

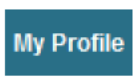
To access these features, click on the relevant icon.

Set Your Email Alerts

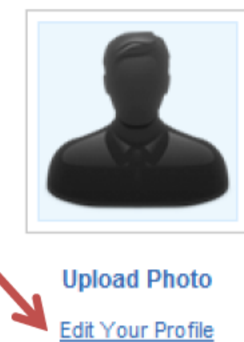
Email alerts are sent when a category or idea you subscribed to is updated. You can choose how often your email alerts are sent.

Note: P2P is run on an external application, which is designed and managed in America. The standard time is therefore set to New York time, which is 12 hours behind WA. This means that if you want to receive your notification at, say 10am, you should set your notification time to 10pm.

Step 1: Select My Profile.



Step 2: Select Edit Your Profile.



Step 3: Scroll down to the Email Alert Options section.

Step 4: Set Your Email Alerts and click Save Updates.

Follow User Activity

To activate this function, follow these steps:

Step 1: Hover over the member's name and a box will appear with the option to follow their activity.

Step 2: Select Follow.

The member will receive an email notification that you are following their activity.

Note: To unfollow them, hover over their name and click unfollow.

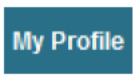
Edit Your Profile and Change Your Password

The Edit Profile Options include:

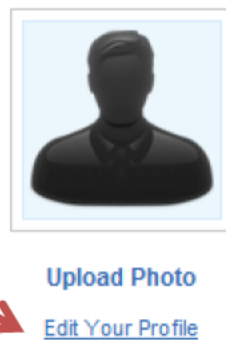
- Change your profile picture (images should be suitable for a workplace environment and copyright rules apply).
- First/Last name. **Note:** Your login name should be left as your First and Last Name so your peers recognise you.
- Attributes (Job title, address, phone number).
- Work History/Skills.
- Timing of email alerts.
- Change Password.

To edit your Profile, follow these steps:

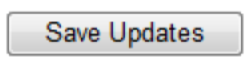
Step 1: Select My Profile.



Step 2: Select Edit Your Profile.



Step 3: Update your profile and click Save Updates.

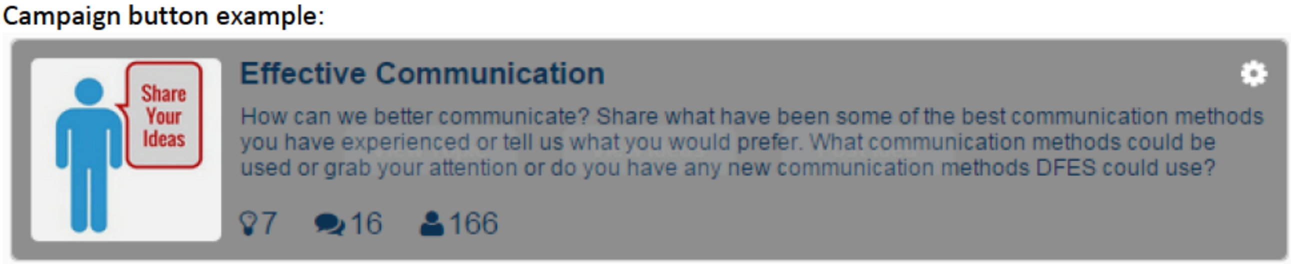


Campaigns

The campaign concept is designed to stimulate discussion and feedback on a specific area within a set timeframe. Campaigns provide another opportunity to improve communication and information sharing between our members through an open, collaborative forum.

Campaigns are visible on the P2P homepage. Click on the Campaign button to find out more information and to view and submit ideas relating to the Campaign topic.

Campaign button example:



Idea Status Flags

The status of an idea will change as it is reviewed and assessed. The following Idea Status Flags are used within P2P:

Idea Status	Details
Pending	The idea is awaiting initial review.
Initial Review	When an idea is at this status it is undergoing initial review by the business areas involved and is facilitated through a new Scorecard process.
Innovation Council Review	An Innovation Council, of subject matter experts from across the business, will be initiated and will meet fortnightly to review ideas following initial assessment. The Innovation Council will rank ideas and ask for further information from the idea initiator if required. This will be facilitated by a new Innovation Proposal process. The Innovation Council will report on their recommendations to the Corporate Leadership Team (CLT).
CLT Review	The recommendation from the Innovation Council is awaiting CLT endorsement.
On Hold	This status means that the business has informed the SPO that they like the idea but are not currently in a position to be able to move forward with it. The SPO will continue to put the idea forward to the business and the CLT on a quarterly basis for review.
Scheduled for Progression by Business Unit	The business unit will progress the idea and provide a scheduled start and end date and also nominate a responsible business owner. All ideas currently shown as Business as Usual will be initially transferred to this status while being audited to determine what action has been taken and the status updated accordingly.
Transfer to Existing Initiative	Any idea that receives this status will be rolled into an existing initiative. The details of the initiative, scheduled start and end date and a business representative will be provided. Ideas currently in this status will be audited to confirm current status and updated accordingly.
Establish New Project	If a new project is created following an idea it will fall into this status.
No Further Action	This status means that there is no further action being taken. A reason why an idea has moved to this status will be provided.
Idea Implemented	This means that an idea resulted in a change and was therefore implemented within the business. The audit will confirm any ideas which can be updated to this status.
Periodic Review	We are reviewing and reinvestigating this idea, this occurs when comments that contribute new information or reflect a change in process are posted to an idea. The P2P team also periodically review ideas to reflect the current practices and positions of DFES. Once this is complete, the response is posted on Portal2Progress and the idea status changed to reflect the updated position.
Discussion	This means the Innovation Council has reviewed the submission and has determined that it is not an idea, rather a discussion topic and therefore will not be progressed further through the Portal2Progress process.

The Status of an idea is shown below the Idea title.

You can also view ideas by Status.

What Happens to My Idea After It Is Posted?

Once an idea is posted on P2P, the following process is commenced:

- You will see the status of your idea change from Pending to Initial Review.
- The idea is then initially reviewed by the Strategic Alignment Office to ensure everything is correct to proceed.
- The idea is assigned a scorecard and sent to the Innovation Council meeting for recommendation, at this point the status will change to Innovation Council Review.
- The Innovation Council will make a recommendation on how to proceed with the idea. If further investigation is required the idea initiator will be contacted and an innovation proposal created. An innovation proposal allows the idea initiator to work with SMEs to further develop their ideas in an online environment.
- The Innovation Council's recommendation will be sent to the next CLT meeting. At this point the status will change to CLT review.
- The CLT will decide how the idea should progress.
- Once the decision is made, you will see the status of your idea change on P2P.
- A response will be posted on P2P and you will also be sent an email informing you of the outcome.
- The response is visible to all P2P users and the idea will remain on P2P.
- Users can continue to comment on the idea.
- Ideas are reviewed periodically when comments that contribute new information or reflect a change in process are posted to an idea. The P2P team also periodically review ideas to reflect the current practices and positions of DFES. Once this is complete, the response is posted on Portal2Progress and the idea status changed to reflect the updated position.

Appendix 8

WA Police 2015 Innovation Management Award, ‘Best Engagement Strategy’

Appendix 8 has been redacted in accordance with copyright compliance. A published version of the report can be accessed here:

Appendix 8

IdeaScale. (2019). *Innovation Award Winner: Western Australia Police*. [online] Available at: https://ideascale.com/resource/2015-western-australia-police/ [Accessed 27 Aug. 2019].