

human resources



# Human Resources

2002-2003

**Best  
Value  
Review**

Best Value

# Human Resources Best Value Review

## Police Authority Scrutiny Panel



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## 1. Introduction

- 1.1 At its meeting on 29 January 2003, the Project Board overseeing the Bedfordshire Police Authority's Best Value Review of the HR function in Bedfordshire Police considered a Findings Report from the consultants, HBS, as Stage Four of the Project Plan. That report made a number of suggestions as to specific areas which required more detailed analysis and which could be the subject of a further Options Report – Stage Five of the Project Plan. Under the Project Plan, the Options Report, once agreed and adopted by the Project Board, will be followed by a fully costed Performance Improvement Plan (Stage Six).
- 1.2 Members of the Project Board made some detailed comments and observations on the Findings Report, and after discussion agreed that the following issues should be the subject of more detailed consideration in the Options Report:
- The split of responsibilities between the Heads of Human Resources and Recruiting, Career and Training and Development
  - The roles of the centre and divisions
  - The role of the proposed post of Recruitment Manager
  - Co-ordinated review of work/life balance issues
  - Co-ordinated and proactive approach to diversity issues
  - Approaches to career planning
  - Procedures for staff on long-term sick leave.
  - The ongoing role of the Police Authority in HR matters.
- 1.3 As a result of the discussions at the meeting on 29 January, a revised Findings Report was issued on 12 February 2003. (At that time the outcome of focus groups run by the Bedfordshire Race Equality Council in January 2003, to gain the views of the community about the Force as an employer, were awaited. The outcomes of those focus groups have now been received and have been added to the Findings Report as an Appendix.) The Findings Report has therefore now been issued as a final version, dated 3 March 2003.
- 1.4 This Options Report now goes on to discuss the areas identified by the Project Board for further consideration and puts forward a range of options and recommendations for the Board to consider. A draft of this report was circulated to members of the Bedfordshire Police Executive and the Divisional Commanders Strategy Group for consultation, and discussed by the Project Board at its meeting on 1 April 2003. The feedback from the consultation and the views of the Project Board have been taken into account as appropriate in producing this final version.
- 1.5 The recommendations, classified as either *strategic* or *management*, which are set out in this report will need to be considered in conjunction with (a) the costed HR Plan which we understand at the time of writing has just been drawn up and (b) developing work by Bedfordshire Police on a work-life balance strategy, recruitment plan, and marketing and advertising strategy. Inevitably, a number of the areas for further discussion link together and the final decisions of the Project Board on options will need to form an overall co-ordinated strategy for the future. Whilst it will be for the Authority to decide which of the options it wishes to be pursued, we thought it would be helpful for us to make specific recommendations as to the preferred options, and this we have done.
- 1.6 Final decisions and action plans on some of the recommendations may also need to await the outcome of the Best Value Report on Training and Development.

## 2. Responsibilities of Heads of (a) Human Resources Services and (b) Recruiting, Training and Career Development

- 2.1 The Findings Report showed that there were differing views on the overall structure of HR in Bedfordshire Police, and some of those consulted favoured a return to a post of Director of Human Resources or, failing that, one head of function. But the Findings Report came to the view that, on balance, the overall structure should remain in place, at least for the time being, with the Human Resources Services Manager (currently occupied by a professionally qualified non-uniformed HR specialist) and the Recruiting, Training and Career Development Services Manager (currently occupied by a uniform Superintendent) both reporting direct to the Assistant Chief Constable in charge of M Division.
- 2.2 What did emerge from the consultation exercise undertaken as part of the Findings Report was the perceived lack of clarity between the two roles by some parts of the organisation and perhaps a need for rationalisation of responsibilities between the two posts. Currently the allocation of broad areas of responsibilities is as follows:

	Human Resources Services	Recruiting, Training and Career Development
Area of responsibility	HR policy and personnel support services (including job evaluation)	Leadership and career development (principally uniform personnel)
	Civilian recruitment and retention	Uniform recruitment and retention
	Internal equal opportunity issues	Capability and probationers standards (uniform personnel)
	Health and safety, welfare and attendance management	Training and development (including appraisal)

- 2.3 Part Four of the Findings Report gives further detail of the areas of activity undertaken within the above broad headings.
- 2.4 It would seem to us that there are perhaps three broad options for consideration:
- The status quo.
  - Bringing all recruitment activities together.
  - Rationalising career development activities, ensuring that they cover both uniform and support personnel.

(In our view there is no case for changing responsibility for other areas of activity of the posts in question).

### Status quo

- 2.5 The obvious advantage of preserving the status quo is that it would cause the least disruption, and there is an argument that a period of stability after the changes made over the last year or so is desirable. Against this is the view that there should be much greater co-ordination and rationalisation of recruitment and retention activity across the organisation under a Recruitment Manager

(see Part 4 – Page 7) and that there needs to be much greater emphasis on career development, especially for support staff. There is also a perception amongst some of a ‘them and us’ culture between uniform and support personnel and that greater effort should be made to create one single organisation wherever possible. On balance, and for these reasons, we would not be in favour of preserving the status quo.

### Bringing recruitment activities together

- 2.6 The possible role of the Recruitment Manager is discussed in Part 4 – Page 7, but assuming the introduction of such a post is supported, a decision needs to be made as to where the post sits organisationally. In our view, the post could report to either of the two heads of service. An argument in favour of the post reporting to the Head of Human Resource Services is that there are close links between recruitment and retention strategies and diversity (and pay and conditions) issues. Against this is the view that recruitment and retention should not be divorced from career development and training, and that if the latter are to remain where they are there may be a danger of this.

2.7 What is clear is that the current split of responsibility in relation to recruitment and retention causes some confusion in divisions and may militate against a co-ordinated strategy on the deployment of resources (including the civilianisation programme). After consultation on the issue and discussion within the Project Board, the preferred option is for recruitment to be the responsibility of the officer with the career development and training brief. This is reflected in paragraph 2.10 and recommendation 1 below; this would also reinforce the 'one organisation' message.

**Rationalising career development activities**

2.8 The current focus of the Inspector in charge of career development is on uniform personnel. Our research suggested that career development for support staff was very limited (non-existent in the eyes of some) and although that judgement was considered by some members of the Project Board as rather harsh, there does need to be a much greater emphasis on career development and planning generally (this is addressed in more

detail in Part 7), especially for support staff if the aims and objectives of the civilianisation programme are to be realised.

2.9 Subject to the final outcome of the Best Value review of training and development, our view is that there should be one post with responsibility for all career development and planning activities and that post should report to the Superintendent heading up recruitment, training and career development.

**Preferred option**

2.10 On balance, our preferred option is that the officer heading up the recruitment and retention activities should also have responsibility for career planning for all personnel.

2.11 Our preferred option for areas of responsibility is therefore as follows:

	Human Resources Services	Recruiting, Training and Career Development
Area of responsibility	HR policy and personnel support services	Leadership and career planning and development (all personnel)
	Job evaluation	Training and development (including appraisal)
	Internal equal opportunity issues	Recruitment and retention
	Health and safety, welfare and attendance management	Probationers standards (uniform personnel)

2.12 Whichever option is finally agreed, it is essential that it is explained and communicated to members of the Force, perhaps through some open forums as well as by written communication.

**Benefits**

- (1) Clarity of responsibility between section heads.
- (2) Reinforcement of the links between recruitment, retention and career development and planning.
- (3) Reinforcement of one organisation approach.

**RECOMMENDATION 1**  
*(Management)*

The allocation of responsibility between the heads of Human Resources Services and Recruiting, Training and Career Development as set out in paragraph 2.11 be pursued.

**Cost implications**

Cost neutral (but see Section 4 – Role of Recruitment Manager and Section 7 – Approaches to Career Planning)

### 3. Role of the Centre and Divisions

- 3.1 An area of major concern that emerged from discussions on the Findings Report was the role of the centre and the divisions. The present structure is piecemeal, with two divisions – D and G – having dedicated personnel support whilst in the other divisions Business/Support Service Managers have responsibility for the function, along with other support activities, in particular Finance. The Findings Report expresses the view that given the range and nature of activities undertaken in G Division, dedicated personnel support there was probably necessary. The report goes on to note that the employment of a personnel specialist in D Division is largely for historical reasons, although the Division would be very reluctant to give up the post. The report says that ideally there should be greater consistency, perhaps with each division having a specialist personnel presence reporting (on a dotted line basis?) to the centre, or alternatively with the centre providing dedicated personnel support for each division.
- 3.2 But the Findings Report did not propose consistency for consistency's sake. If structures worked in practice the report saw little point in reorganising them simply to bring consistency. What is more important is that the respective roles are clear, and that the procedures which are operated are the most efficient and effective. Of particular relevance was the recruitment of support staff and the proposal for a post of Recruitment Manager (possibly covering both uniform and non-uniform appointments) to be created (see Part 4). The Project Board agreed that the issue of the role of the centre and divisions should be explored in more detail in this report.
- 3.3 Linked to the issue of role is the question of communication. During the research that led up to the Findings Report, there were some strong views expressed as to what was perceived as a lack of communication from the centre to the divisions. Some members of the Project Board have responded to this criticism by pointing out that a range of discussion and consultative forums and documents exist. They include the Human Resources Management Group, the production of the Making Costs Visible process, and specialist groups covering welfare, equalities and uniform personnel issues. The view was expressed that there had been insufficient support from the divisions at times for some of those forums, and that criticism that the centre was mainly responsible for any lack of communication was unfair. It has been stressed that there was extensive consultation with the Divisional Commanders over the M Division Business Plan. It has also been pointed out to us that in the past the Head of HR Services had attended divisional management teams but that some had only sought this on an 'as and when' basis, and that the practice eventually stopped.
- 3.4 This reaction to that part of the Findings Report is understandable, but nevertheless the issue of communication is a real one and needs to be faced as part of the review of role. It has been put to us that it is the piecemeal structure that is the prime cause of a perception of the centre being remote and not communicating fully and there may well be some truth in that view. What is important is that the issue is addressed and a logical and supportable way forward in respect of role is identified and agreed.
- 3.5 There are a number of possible options for consideration. They include:
- The status quo, but with the roles of the various players being made clear, and the current communication and consultation forums strengthened.
  - Discontinuing the role of personnel specialists within divisions (with perhaps the possible exception of G Division) and relocating resources into the centre, with the centre providing most personnel functions to divisions (although a residue of tasks might remain with the Business/Support Services Managers).
  - Appointing a personnel specialist in each division, reporting either direct to the Human Resources Services Manager, or to the Divisional Commander with a dotted line to the HRSM. This would enable the centre to delegate more tasks to divisions and become more of a strategic centre of excellence.
  - Replicating the arrangement currently in operation in B Division (Bedford) with support services (including HR) being the responsibility of the Support Services Manager.
  - Because of the implications any of the above might have for other support services and their location, undertaking a holistic review of the relationship of the centre and the divisions in respect of the provision of support services.
- 3.6 Our view is that the criticisms of the centre/divisional relationship we encountered, and the lack of consistency in approach, go wider than just HR issues. It is essentially an issue of organisational culture that needs to be considered by the Force Executive, in conjunction with Divisional Commanders and the Police Authority, and that it would be wrong to pre-empt those discussions by making fundamental changes to the structure of HR delivery at this stage. This does not mean that progress cannot be made on some issues, e.g. the role of the Recruitment

Manager, which might have some implications for detailed workloads on a local basis, but that fundamental change should be made as part of a holistic approach. In the meantime however, we would recommend that the relationship between the Human Resources Services Manager and the current Divisional Personnel specialists in post is strengthened (in dotted line terms), to include regular 1:1 meetings to discuss issues, co-ordinate actions between the centre and divisions and provide a professional HR career development/review mechanism. In summary, our recommendation is that the Project Board should adopt the last of the options in 3.5 above.

### RECOMMENDATION 2

*(Management)*

Because of the implications changes to the central/divisional delivery of HR services might have for other support services and their location, a holistic review of the relationship of the centre and the divisions in respect of the provision of support services be undertaken.

#### **Benefits**

*Will enable a corporate overview of the provision of HR services at divisional level in relation to other support services to be taken.*

#### **Cost implications**

*Review estimated to be cost neutral.*

## 4. Role of the Recruitment Manager

4.1 The Findings Report noted the decision in principle to appoint a Recruitment Manager, and the decision to change the responsibilities of the Chief Inspector in charge of recruitment to take charge of work on national competencies and IIP. Although during the research process that led up to the production of the Findings Report we heard some opposition being expressed to the concept of a Recruitment Manager, we did not oppose its creation but identified a number of issues that need further consideration. These included:

- Whether the post assumes responsibility for all recruitment, uniform and non-uniform.
- Whether the post should be held by a CIPD qualified person.
- Where it should sit organisationally – reporting to the Superintendent currently in charge of recruitment, career planning and training and development or to the Human Resources Services Manager?
- The role of Divisions and HQ in respect of recruitment activity.
- Whether outside specialist advice should be sought on recruitment issues, e.g. the running of recruitment campaigns.
- How the post will link with diversity, career planning etc.

4.2 Some of these issues have already been discussed in this report. We are of the clear view that the post should have responsibility for all recruitment, both uniform and non-uniform, and have responsibility for implementing the national recruitment standards which will apply from April 2003. Although these new standards will apply to the recruitment of uniform personnel, it is important that the post sends a strong signal that as far as possible there is a co-ordinated approach to recruitment activity across all parts of the organisation. This is essentially a professional HR role and we therefore consider that the person appointed should be a member of the CIPD. We are also recommending (see *Recommendation 1 – Page 4*) that the post should report to the Head of Recruiting, Training and Career Development. Whilst noting our views, the Project Board considers that a final decision on the post assuming responsibility for non-uniform recruitment should await the appointment being made to enable the postholder to appraise the situation, and workload, fully. We understand that viewpoint and would not disagree with it in principle, but hope that the outcome will be a single post having overall responsibility for all recruitment issues.

4.3 The benefits of having a Recruitment Manager include maximising the possibilities of

e-recruitment; rationalising administrative processes; ensuring a consistent application of the Previous Convictions Policy; providing a consistent approach to positive action; providing professional advice; and perhaps the freeing up of some resources at divisional level. It would not necessarily mean that decisions on the actual selection of support staff would no longer be made at divisional level (although some are of the view that this may be a desirable outcome in some circumstances), but greater co-ordination of the processes will assist the career planning and development process for such staff (see Part 7 of this report). As already mentioned, greater centralisation of recruitment administration may have implications for detailed tasks currently undertaken at divisional level, but should not affect the principle of a holistic review of central/divisional support services relationships recommended in *Recommendation 2*.

4.4 At an early stage we considered the option of outsourcing the recruitment function in its entirety but rejected that on the grounds of (a) cost – it would almost certainly be a much more expensive option than in-house provision, and (b) the strategic importance of the recruitment and retention function to the Force as a whole which, given its specialist nature, is best suited to in-house provision.

4.5 The Recruitment Manager would have responsibility for co-ordinating recruitment campaigns, and whilst we do not propose outsourcing the function as a whole, there should be provision for him/her to call upon outside professional advice if necessary from specialist agencies. As the feedback from the Force's Independent Advisory Group makes clear, (see Part Five of the Findings Report), the diversity of roles available within the Force should be emphasised as part of a continuing recruitment campaign, as opposed to one off initiatives which may have less overall impact. Outside professional help on designing a continuing approach may be helpful.

4.6 Above all, the Recruitment Manager needs to have close links with other initiatives, including approaches to diversity and career planning. The imperative is to ensure that the make up of the Force reflects that of the community, and that the emphasis being placed in the National Policing Plan on (a) the gender agenda and (b) the need for Forces to recruit more specialist staff to deal with more specialist and technological forms of crime, is reflected in the overall recruitment plan. To deliver this there has to be a joined-up approach to all relevant HR activities, and the Recruitment Manager will be pivotal in achieving this.

4.7 At the time of reporting, the Force has started the process of appointing a Recruitment Manager.

## 5. Co-ordinated Review of Work/Life Balance Issues

- 5.1 The Human Resources Services Manager has already begun a review of work/life balance issues. As explained in the Findings Report, the flexible working hours scheme has recently been reviewed and the core time period has been removed to allow parents of school-age children to take them to and from school without restriction. The possibility of term-time working is being studied on a case basis and if this proves successful plans are afoot for consideration to be given to a Force policy on this. There is also a policy of home working in place. Annualised hours are not considered appropriate for universal application across an organisation of the nature of a police service, but there may be areas of the service which would suit such an approach to flexibility in working hours (e.g. Call Handling Centre). Action is, however, being taken nationally to reduce overtime within the Police Service in order to assist with the work/life balance issue. Important changes took effect from 1 April 2003 including the right of employees with childcare responsibilities to request flexible working, including changes to working hours and place of work.
- 5.2 As the Findings Report suggests, the Government's approach to work/life issues has been piecemeal and this has been reflected in the approaches of employers dealing with individual issues as they arise or as legislation is passed. For understandable reasons a similar approach has been adopted by Bedfordshire Police, and we think that the time is now right for a more co-ordinated and strategically driven policy on work-life balance to be adopted. A criticism

made of human resources during our research was that there should be greater involvement of service users during the development of policy. This criticism was felt to be unfair by those to whom it was levelled, but given that it was made with some strength during our consultations, we think it would be sensible for some recognition to be given to it. We therefore propose that in addition to involving those with specific responsibility at the centre for the various issues, (including the Recruitment Manager when appointed) service users from the divisions, the unions and representatives of the workforce should be involved in such a review. This would be a good opportunity to build upon the work that has already been done and also to demonstrate that the HR function is alive to the issues at a local level and wishes to operate in a joined-up and consultative way.

### RECOMMENDATION 3 (Management)

The Human Resources Services Manager co-ordinates a review of work/life balance issues, including the new rights that came into force in April 2003, involving specialist HR staff, service users from the divisions, the unions and representatives of the workforce.

#### **Benefits**

*Co-ordinated approach to work/life balance issues with ownership from managers and personnel.*

#### **Cost implications**

*Broadly cost neutral.*

## 6. Co-ordinated and Proactive Approach to Diversity Issues

- 6.1 The Findings Report stressed the importance of diversity policy development as being a key part of the HR function, and we would repeat that point. We understand that steps are underway to appoint a professionally qualified HR/diversity specialist into the role of Diversity Advisor, and whilst we would not wish to suggest in any way that this role should not be undertaken by a uniform officer, we think this is a positive step. It enables there to be greater synergy between the various HR functions, with closer links being developed between diversity, recruitment and retention and career planning.
- 6.2 The 'consult' stage of the Best Value review allowed us to seek the views and share the experiences of members of the community as well as other organisations, including Barclaycard. The Force's Independent Advisory Group which was consulted recognised the significant difficulties in making Bedfordshire Police attractive as an employer to ethnic minorities, especially in respect of the Muslim community given the current climate in the country. The group expressed the view that it was through improved relations with people from black and Asian communities, especially the young, that perceptions of the police, which act as a barrier, may change. The results of the consultation carried out by the Bedfordshire Race Equality Council also recognised these issues and suggested a number of possible actions that the Force could take, including increasing the use of black and minority ethnic press to advertise posts. Whilst the focus of the post of Diversity Advisor within HR is primarily on the role of the Force as an employer, it is important that there are links between these activities and the work the Force is undertaking in respect of improving community relations generally.
- 6.3 The Independent Advisory Group recognised the steps the Force was taking in trying to get more women recruits, and these need to be built on.
- 6.4 As the Findings Report points out, the discussions with Barclaycard were especially helpful in relation to diversity issues. Barclaycard has established a Group Equality and Diversity function which sets overall policy, but within the local divisions the function is seen as part of line management, stressing the role managers have to play and encouraging managers and others to take personal responsibility for challenging inappropriate behaviour. Action on implementing policy is undertaken by a number of task forces within each of the divisions. The Equality and Diversity Manager expressed a willingness to meet with Force representatives to discuss the Barclaycard approach and we urge that this invitation is accepted once the new Diversity Advisor is in place.
- 6.5 We suggested in the Findings Report that there should be a more co-ordinated and proactive approach to the handling of diversity. We therefore propose the following:
- The Diversity Advisor role is confirmed as part of the HR function and continues to report to the Human Resources Services Manager – this has already been recognised in the allocation of responsibilities proposed in Part 2 of this report.
  - The Diversity Advisor, once appointed, and together with other appropriate officers (e.g. Human Resources Services Manager, Recruitment Manager, Career Development Officer), meets with the Equality and Diversity Manager of Barclaycard to discuss that organisation's approach in more detail.
  - Regular liaison continues to take place between the Diversity Advisor, the Independent Advisory Group, and the Bedfordshire Race Equality Council.
- 6.6 It is important for the Force to stress through the various forums and to demonstrate by practical examples how a positive approach to diversity can bring real benefits by extending the skill base of the workforce as well as facilitating the policing of the community. In particular, it is important to dispel any perceptions there may be that a positive approach to diversity may result in a lowering of standard of recruit. The experience of other organisations is that the opposite is very often the case. Above all however, it is essential that diversity activity is seen as a mainstream part of HR and not a specialist add-on.

### RECOMMENDATION 4

(Management)

The series of actions proposed in paragraph 6.5 in respect of diversity issues be implemented as soon as possible.

#### **Benefits**

*A more proactive and co-ordinated approach to diversity issues, with the aim of ensuring that the workforce is as far as possible representative of the community as a whole.*

#### **Cost Implications**

*Cost neutral.*

## 7. Approaches to Career Planning

- 7.1 One of the major areas of concern in respect of the overall HR service highlighted by the consultation process was career planning. This included criticism of the appraisal and performance arrangements for uniform personnel and what some perceived as an almost total lack of career planning for support staff. The latter view has been described as harsh in that it ignored the fact that (a) money has been put aside for external education which is wholly focused on support staff and (b) the PDR process applies equally to support staff who have been able to attend career-enhancing seminars etc. It has also been stressed that there has already been a request by the Force for there to be a more creative approach to support staff development. Nevertheless, career planning emerged as a key issue for members of the workforce and it is right that it should be given greater emphasis in the future development of HR policy and practice. Inevitably there are close links with the Training and Development best value review, and the recommendations made in this part of the report need to be considered alongside any other relevant ones emerging from that review.
- 7.2 As with recruitment issues, our view is that there is now a good opportunity with this review to underline the fact that the Force is striving to create a 'one-organisation' culture and that, wherever possible and practicable, barriers and distinctions between uniform and support staff should be removed. We note that the officer in charge of Career Development, currently an Inspector, has little or no involvement in the career development of support staff, which is currently the responsibility of the Human Resources Services Manager. We believe this should change and that there should be a post of specialist Career Planning and Development Manager responsible for both uniform and support staff. Under the structure we propose in Part 2 of this report, the post would report to the Head of Training and Career Development. There may be an opportunity, either now or in the future, for the post to be civilianised and filled with a qualified HR professional. If this option was pursued there would be an estimated resource saving of £9,000.

### RECOMMENDATION 5 (Management)

There should be a post of specialist Career Planning and Development Manager responsible for both uniform and support staff, reporting to the Head of Recruiting, Training and Career Development.

#### Benefits

*A co-ordinated approach to career planning and development across the organisation, greater emphasis on the developmental needs of non-uniform staff and assisting the aim of developing a one organisation culture.*

#### Cost implications

*Broadly cost neutral, with no additional posts to be added to the establishment.*

- 7.3 Two specific issues emerged during our review. First, concerns about the appraisal scheme, and secondly a view that the current policy of generally advertising all support staff posts externally as a matter of course hampered career development.
- 7.4 The Force recognises that whilst the appraisal is not a once a year requirement with set review periods in place, and that there is a relatively high rate of completion and return of forms, there are difficulties. Perhaps the most significant of these is a perception by some that the process is mechanistic and that there is no overall career development plan for individuals in place. This, as the Findings Report has pointed out, leads, rightly or wrongly, to some cynicism about the process. The Force does recognise that there are some pockets of indifference amongst line managers, and it is important that line managers are urged to take their responsibilities seriously. Career development is of course a two-way process, and individual members of the Force need to recognise they have a joint responsibility along with management. The time is now right to reinforce the importance of the appraisal process and its links with career development and planning. If Recommendation 5 above, that there should be a refocusing of the role of the Career Planning and Development Manager to encompass all personnel, is agreed, it would be a good opportunity to relaunch the appraisal scheme, reminding the players of their roles at a series of workshops. It would also allow a re-emphasis of the role of line managers in the overall HR process. The relaunch could be undertaken to coincide with the national competency framework – NCF – project plan and the introduction of the national PDR. The workshops would allow those attending to explore the purpose of the scheme and the expected outcomes. Consideration should be given to different ways of working (with a link to work/life balance issues) and to drawing up approaches to secondment, job rotation etc. We consider that relaunching the scheme in this way, with the direct involvement of front-line personnel, will give them the opportunity to express their views and should help to reduce, and hopefully remove, the cynicism which we encountered.

### RECOMMENDATION 6 (Management)

The appraisal scheme should be relaunched through a series of workshops involving the key players, senior managers, HR specialists, line managers and front-line personnel, to coincide with the NCF project plan and the introduction of the national PDR.

**Benefits**

Recognition and ownership of the new national performance regime (NCF and PDR) at local level by Force personnel and reinforcement of roles of key players in the process.

**Cost implications**

Broadly cost neutral.

7.5 It is interesting to note from the consultation with Barclaycard, summarised in the Findings Report, that it has a policy of advertising all jobs internally before going to external advert. In its view this does not adversely affect its efforts to recruit a more representative workforce and helps to ensure that existing staff are not disadvantaged, as well as keeping recruiting costs down. We have been informed that the Human Resources Services Manager has been asked to develop a framework for the advertising of jobs internally as the norm prior to external advertising. We welcome this and think it is helpful. But it is important that this (a) is done in conjunction with representatives of the divisions in order to gain their ownership and (b)

is part of an overall career development plan for support staff which we consider should be a key priority for the Career Planning and Development Manager, working in conjunction with the Recruitment Manager, Diversity Advisor and managers.

**RECOMMENDATION 7**  
*(Management)*

The Career Planning and Development Manager should produce, in conjunction with key stakeholders, a career development plan for support staff, incorporating a policy on the internal and external advertising of posts.

**Benefits**

Strengthening of career development for support staff.

**Cost implications**

Broadly cost neutral, although some savings in advertising and recruitment costs may result.

**8. Procedures for Staff on Long-Term Sick Leave**

8.1 The Findings Report made the comment that, in comparison with other forces studied as part of the benchmarking exercise under the 'compare' element of the Four Cs, Bedfordshire had the highest number of support staff absent on grounds of sickness with no pay and the highest number off sick on full pay. This led to the comment in the report that there was perhaps a need to review procedures for support staff on long-term sick leave. The Project Board agreed that this should also cover uniform personnel.

revisited again in say 18 months to two years time to see if there has been an improvement in Bedfordshire's performance in this respect. There may also be implications for police sick pay arising from the Police Reform Act and these should be examined and discussed with managers at the same time as their role is re-emphasised.

8.2 The view has subsequently been expressed that the real issue may be the unwillingness of line managers to intervene at an early enough stage and that the procedures in themselves are satisfactory. Given the generally good performance of Bedfordshire in respect of occupational health provision and absence management generally (the point in paragraph 8.1 perhaps apart), we would not wish the Force to embark on an unnecessary exercise. We do think it would be helpful however if the concern we raised in the Findings Report was registered with managers, and that emphasis was given again on the important role they have to play in absence monitoring. In particular it should be stressed to them that early recognition of problems and intervention is important. If this is done, then perhaps the issue could be

**RECOMMENDATION 8**  
*(Management)*

The issue of long-term sickness and the important role they have to play should be emphasised to managers, with a review of the position in 18 months to two years time.

**Benefits**

Anticipated reduction in levels of sickness absence by greater managerial awareness of roles, thus contributing to achieving the Best Value Performance Indicator (BVPI) targets.

**Cost implications**

Reduction in sickness absence would be accompanied by a reduction in costs, but the estimated level of reduction is unquantifiable. (For an indication of potential savings, a 5% reduction of the 2002/03 levels of Police Officer sickness would save £75,000).

## 9. Ongoing Role of the Police Authority in HR Matters

- 9.1 The Findings Report made two specific comments about the role of the Police Authority. First, it emphasised that if an HR Committee were to be established, its role should be strategic, approving the HR plan and ensuring that its aims and objectives were met. It should not involve itself in operational HR matters which are the proper responsibility of the Force's specialists and managers. We think that at this stage a decision should be taken in principle to establish an HR Committee, with clear terms of reference relating to a strategic overview of HR issues, avoiding overlap with and differentiating its remit from those of the Finance and General Purposes and Professional Standards Committees.
- 9.2 The Findings Report made the comment that HR advice to the HR Committee should come from outside of the Force. In expressing the view we did we were not suggesting in any way that advice coming from within the Force would be anything less than impartial. Our view was that, given the strategic (as opposed to operational) role the HR Committee would play, an outside professional view on the development of HR strategy might be helpful
- 9.2 There has been some strong opposition to that view on the basis that the relationship between the Force and the Police Authority should be a partnership, and that in other support areas, e.g. Finance and IT, advice comes from Force officers. On these grounds there was no justification in HR advice being any different. Having given further consideration to the issue, we accept the arguments that HR advice to the Police Authority should continue to come from within the Force, on the basis that if necessary and appropriate further specialist advice could be sought on specific issues.

### RECOMMENDATION 9 (Management)

An HR Committee for the Police Authority should be established, its role being strategic, approving the HR plan and ensuring that its aims and objectives are met.

#### **Benefits**

*To enable the Police Authority to take a strategic view of HR issues.*

#### **Cost implications**

*Associated committee administration costs which it is assumed would be absorbed within existing arrangements.*

*An annual allowance of £4,100 payable to the Committee Chair is an additional cost, but is not relevant if he/she is a chair of another committee as the allowance can only be received once by an individual.*

- 9.3 The second matter relates to health and safety. As the Findings Report noted, a key issue in respect of health and safety is the impact of section 95 of the Police Reform Act which passes liability under health and safety legislation to the Police Authority. This raises the question as to whether the role of the Health, Safety and Welfare Manager should change. For example should the postholder report to the Authority rather than the Force. Given the importance of the health and safety function to an emergency service such as Bedfordshire Police, the Findings Report expressed our view that we would be strongly opposed to any such change and believe that whilst the Authority may need specialist health and safety advice in future, this should not be at the expense of the advice the force currently receives from the Health, Safety and Welfare Manager.

- 9.4 Arrangements will therefore need to be made for the Police Authority to receive ongoing advice as to its duties under section 95. Whilst we understand that further guidance on this issue may be forthcoming from the APA, we consider that a decision should be made at this stage that the Authority should receive advice on health and safety issues from the Force's internal health and safety team. As with HR advice, if necessary and appropriate, further specialist advice could be sought on specific issues.

### RECOMMENDATION 10 (Management)

The Police Authority should receive advice on health and safety issues from the Force's internal health and safety team, with further specialist advice being sought on specific issues if necessary and appropriate.

#### **Benefits**

*Professional and cost effective health and safety advice for the Police Authority.*

#### **Cost implications**

*Cost neutral.*

[This recommendation is suspended pending the outcome of deliberations regarding the constitutional position of the transfer of the Health and Safety from the Chief Constable to the Police Authority. (Bedfordshire Police Authority – 18 July 2003)]

## 10. Summary

10.1 This Options Report has given further consideration to the issues identified by the Project Board following their discussion of the Findings Report on 29 January 2003. We hope it has also taken into consideration the helpful comments made by individual members of the Project Board on the Findings Report. It is making a series of recommendations for consideration. Once the final options have been agreed, the Project Board will be asked to consider a costed Performance Improvement Plan (PIP) as Stage 6 of the Best Value Project plan for this review process originally agreed by the Board. Under the Project Plan, it is envisaged

that the PIP will be jointly drawn up by HBS and the heads of the HR function and other key stakeholders.

10.2 We now make the following recommendations for consideration. They are designed on the principle of achieving, as far as possible, a 'one organisation' culture; breaking down as is practicable any barriers that may exist between uniform and support staff; producing efficiency gains; reinforcing the role that line managers have in respect of HR matters; and taking the HR function forward in a co-ordinated way to build upon the already considerable success it has so far achieved.

### Summary of Strategic Recommendations

**Recommendation 6 – Section 7 Page 10**

The appraisal scheme should be relaunched through a series of workshops involving the key players, senior managers, HR specialists, line managers and front-line personnel, to coincide with the NCF project plan and the introduction of the national PDR.

**Recommendation 9 – Section 9 Page 12**

An HR Committee for the Police Authority should be established, its role being strategic, approving the HR plan and ensuring that its aims and objectives are met.

### Summary of Recommendations for Management Action

**Recommendation 1 – Section 2 Page 4**

The allocation of responsibility between the heads of Human Resources Services and Recruiting, Training and Career Development as set out in paragraph 2.11 be pursued.

Planning and Development Manager responsible for both uniform and support staff, reporting to the Head of Recruiting, Training and Career Development.

**Recommendation 2 – Section 3 Page 6**

Because of the implications changes to the central/divisional delivery of HR services might have for other support services and their location, a holistic review of the relationship of the centre and the divisions in respect of the provision of support services be undertaken.

**Recommendation 7 – Section 7 Page 11**

The Career Planning and Development Manager should produce, in conjunction with key stakeholders, a career development plan for support staff, incorporating a policy on the internal and external advertising of posts.

**Recommendation 3 – Section 5 Page 8**

The Human Resources Services Manager co-ordinates a review of work/life balance issues, including the new rights that came into force in April 2003, involving specialist HR staff, service users from the divisions, the unions and representatives of the workforce.

**Recommendation 8 – Section 8 Page 11**

The issue of long-term sickness and the important role they have to play should be emphasised to managers, with a review of the position in 18 months to two years time.

**Recommendation 4 – Section 6 Page 9**

The series of actions proposed in paragraph 6.5 in respect of diversity issues be implemented as soon as possible.

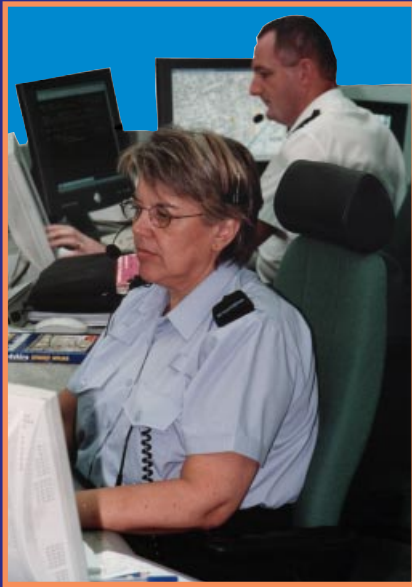
**Recommendation 10 – Section 9 Page 12**

The Police Authority should receive advice on health and safety issues from the Force's internal health and safety team, with further specialist advice being sought on specific issues if necessary and appropriate.

**Recommendation 5 – Section 7 Page 10**

There should be a post of specialist Career

[Suspended pending the outcome of deliberations regarding the constitutional position of the transfer of Health and Safety from the Chief Constable to the Police Authority (Police Authority – 18 July 03)]



# Human Resources

2002-2003

## Best Value Review



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