

HR Directorate
Strategic Assessment
June 2004



**METROPOLITAN
POLICE**

Working for a safer London



1.0 Executive Summary

1.1 Terms of Reference

This is the second HR Directorate Strategic Assessment. Its purpose is to identify the HR issues that cannot be managed wholly within the HR Directorate, and which require escalation to the corporate level.

The primary focus of this strategic assessment is looking backward over the financial year 2003/04, and the first two months of the current financial year, and looking forward over the remainder of the financial year and, where appropriate and possible, beyond.

1.2 Control Strategy

The HR Directorate's control strategy as identified in its Business and Performance Plan for 2004/05 is:

1. Enhance the representation of the diverse groups of London within the extended police family of the MPS (continued from 2003/04 objective).
2. Develop a professional and effective workforce with the required numbers and skills to support the delivery of operational priorities (continued from 2003/04 objective).
3. Embed improved quality in the activity undertaken within the HR Directorate and corporate HR function (takes in work from 2003/04 objectives regarding HR infrastructure and dynamic HR function).
4. Enhance organisational flexibility and effectiveness by supporting the MPS with the management of major change programmes (new objective),
5. Build a culture of safe and healthy working to maximise front line policing strength (continued from 2003/04 objective).

1.3 Items for Action

The issues for action identified in this document are:

1. Enhance future Strategic Assessment process to incorporate consideration of capability issues (including those related to HR) in operational OCU and business group level documents and processes.
2. The accuracy and completeness of data recorded by local units on MetHR, and local adoption of appropriate supporting business processes, is critical to enabling the MPS to comply, and demonstrate compliance, with the requirements imposed by the Race Relations (Amendment) Act and the requirement to recruit a proportionate workforce, particular in respect of locally recruited VEM police staff. The enhanced MetHR will feed MetDuties, so local HR units need to fulfil their responsibility to ensure MetHR data is accurate and complete. Local HR units need to use MetHR as their only personnel system to avoid unnecessary duplication of work. HR Directorate is providing support in this, but local action is also required.
3. Despite the fact that every effort is being made and every avenue explored within the current legislative context, there is a risk that 2009 diversity targets will not be achieved, most notably in relation to VEM police officers.
4. Although there are very low levels of sickness absence among Community PCSOs (the single largest group), a problematic pattern of sickness absence has been identified in another particular group of PCSOs, and work is ongoing within HR to identify the causes and likely solutions. Resolution is unlikely to be within the gift of a single business group: HR and TP certainly need to be involved, and the issue should be fed through the Extended Policing Family Programme Board. Should the issue of line management be a key one, there is potential for both political and resource implications associated with the current shortage of uniform Sergeants (although it is expected that this will be resolved

later in 2004) and the costs of introducing a supervisory tier of PCSOs, if this is judged to be desirable.

5. Identify agreed mechanism for identifying the organisation's current and future management and leadership requirements.
6. Find ways of reducing costs of devolved HR and enhancing support to ensure line managers manage effectively. HR to lead, other business groups to be involved, as this will have corporate impacts.
7. Anticipate impacts of Morris Inquiry:
 - HR and DOIT have initiated work to increase the take-up of flexible working, but the active co-operation of managers in all parts of the MPS will be critical to success.
 - Relocate Employment Tribunals unit to HR Directorate.
8. Budget setters need to be aware that cuts in Centrex funding are likely to have financial implications for the MPS and may impose a consequent requirement for additional in-house training activity.
9. Establish working group to explore and plan for implications of local target-setting and direct funding of boroughs, to ensure the MPS is able to anticipate the effects of this as much as possible, and lobby to maximum effect.

2.0 Introduction and Scope

2.1 Aim and purpose

This is the second HR Directorate Strategic Assessment. Its purpose is to identify the HR issues that cannot be managed wholly within the HR Directorate, and which require escalation to the corporate level.

The primary focus of this strategic assessment is looking backward over the financial year 2003/04, and the first two months of the current financial year, and looking forward over the remainder of the financial year and, where appropriate and possible, beyond.

2.2 Time period covered

This HR Strategic Assessment was prepared in June 2004 and is based on all known contextual and performance information at that date. The existing HR Business and Performance Plan applies to the period 1 April 2004 to 31 March 2005. Recommendations for the control strategy are intended to support HR in managing risk and exceptional items in order to deliver the activity contained in the Business Plan, and will be effective for the remainder of this financial year, or until the item ceases to be an exception or the risk is significantly reduced.

In reviewing performance, this Strategic Assessment focuses on the financial year 2003/04, and the first two months of the financial year 2004/05, although some issues are considered in a longer term perspective where this has been possible and was considered appropriate.

2.3 Geographical/business/area covered

This Strategic Assessment covers the geographical area covered by the Metropolitan Police Service, in respect of central HR activity and devolved activity that is a priority at corporate level (e.g. PDRs). The focus is therefore almost exclusively on NIM level 2.

2.4 Sensitivity issues

This document is not protectively marked.

2.5 Methodology

This document draws on information from:

- The HR Business and Performance Plan for 2004/05
- The HR Directorate performance management regime (Headline Scorecard and directorate scorecards)
- Information about the policy, policing, legislative etc. context as known in June 2004 when this document was prepared.

2.6 Report limitations

This is the second HR Strategic Assessment, and has been prepared within the Planning and Performance Unit of the HR Directorate. It consists chiefly of a quick review and update of the first HR Strategic Assessment, and reflects new work only for those "headline items" where a need was clearly apparent. It is intended that the content of the document and the process by which it is produced will be subject to refinement for future Strategic Assessment cycles. For example it is intended that HR analysts within each of the individual directorates within HR (Recruitment, Training and Development, People Development and HR Services) will be asked to contribute, and that there will be greater involvement of HR Board.

The National Intelligence Model, of which the Strategic Assessment process forms part, was specifically designed to focus on crime and intelligence issues. Some difficulties have therefore been encountered in adapting the NIM approach and the NIM-based Strategic Assessment template for use in the context of a support function such as HR. Whilst every effort has been made to adapt the National Intelligence Model in the most meaningful way possible, it is important to be clear about how the NIM approach has been interpreted in case this has placed limitations on the value of this document:

- Control Strategy. It has been assumed that HR business plans and strategies are analogous to a control strategy. HR plans are being prepared in line with the developing NIM-compliant framework that is being developed through Corporate Planning, which differs from the ACPO example of a Force Control Strategy that was presented as part of the guidance documentation that supports the Strategic Assessment process. The Force Control Strategy template has therefore not been adopted within this document.
- The Intelligence Products that under NIM inform the TTCG are taken to refer to the performance management framework (including the HR Headline Scorecard) that informs HR Board Finance and Performance meetings.

This Strategic Assessment covers central HR activity and devolved activity that is a priority at corporate level. It does not cover localised HR issues as they apply to individual OCUs, as these are the domain of each OCU's SMT and central HR would not expect to be aware of all relevant factors affecting individual OCUs' circumstances and priorities. There is therefore a risk that this Strategic Assessment process will not adequately have captured local HR issues and any strategic impacts thereof, and it may perhaps be likely that the same limitation will apply to other non-operational factors such as estate issues, information management etc. It is suggested that for the future the Strategic Assessment process may need to be enhanced to incorporate consideration of capability issues at OCU level.

3.0 Local and Government Priorities

There are a number of external and organisational influences, many of which are mutually reinforcing, that inform the MPS' HR strategies. Unless otherwise indicated below, existing HR plans and strategies take all these influences into account, and for this reason this section has been kept very brief. The most important documents are listed below with a brief indication of their major implications.

External strategies and priorities

National Policing Plan

- Community reassurance: increasing numbers of visible uniformed personnel
- Civil renewal: policing by co-operation rather than by consent

Towards the Safest City (GLA)

- Developing a professional and effective workforce, including diversity issues and issues flowing from Step Change to increase visible numbers of uniformed personnel.
- Community Reassurance Programme – recruitment, retention and deployment initiatives in support of increased uniformed presence

People Matters: APA framework for police authority oversight of police HR plans

- Framework for costed HR plans
- Guidance on issues that should be addressed in HR plans.

Equalities for All (GLA)

Breaking Through action plan – phase 2 of Dismantling Barriers (Home Office)

- Range of diversity actions and monitoring indicators

Home Office Police Probationer Training Modernisation Strategy

- Modular, non-residential recruit training; Sunbury pilot.

HMIC and Audit Commission inspections (recommendations of)

- To take account of recommendations from the civilianisation inspection.
- HMIC 2003 Baseline Review

MPA and MPS strategies and priorities

- Annual Policing Plan 2004/05
- Gender Agenda
- Diversity Strategy
- Race Equality Scheme
- People Strategy
- Internal inspection reports and Best Value reviews (recommendations of)
- Building Towards The Safest City
- NIM compliance
- Demand Resolution Strategy.

4.0 Performance Overview

This section lists exceptional performance items that cannot be wholly managed within HR, and gives summary details of management action that is being taken within HR. Unless otherwise specified, all current data is given as at end of May 2004.

4.1 Minority ethnic police staff strength

VEM police staff strength (excluding traffic wardens and PCSOs) currently stands at 19.86% as compared to a target of 21%. Performance continues to improve (19.74% at end March 2004, 19.2% at end March 2003), but target has not yet been achieved.

The MPS' retention of minority ethnic police staff continues to be excellent: the VEM retention rate is, at 95%, higher than that for non-VEMs, which stands at 93%.

Improved representation of minority ethnic communities among police staff therefore hinges on improved VEM police staff recruitment. This has fluctuated somewhat over recent years. Performance for the first quarter of 2004/05 is encouraging (20.5% against target of 21%), having increased from 17.93% at previous month end. This will need to be sustained and built on if the strength target is to be achieved, and some risk remains.

The majority of police staff recruitment is managed locally, although HR Recruitment has recently taken ownership of the overriding processes and procedures employed by local recruiters, currently found within the Local Guide to Recruitment. This guide is being revised, in consultation with local recruiters, to ensure that local recruitment processes are carried out consistently and that comprehensive, organisation-wide, management information is provided. Additionally, a review of borough strengths in relation to underrepresented groups has been carried out, comparing the police staff strengths with demographic data. This has resulted in HR Recruitment making contact with boroughs and OCUs where the proportion of underrepresented groups is significantly lower than the local population, to offer advice and support. The engagement of local units will be critical to the success of this work in driving up performance.

4.2 Long term diversity targets: VEMs and women

There is an expectation that the MPS should achieve:

- A VEM workforce of 25% by 2009 for the MPS workforce as a whole, and for each constituent group within that, i.e. police officers, PCSOs, police staff, any other members of the extended policing family (Dismantling Barriers).
- A female workforce proportion in line with the population of London (Engender – Gender Agenda). Women constitute 52% of London's total population but have a lower economic activity rate than men and account for 47% of London's working population.

On the basis of current performance, the MPS has already exceeded long term gender targets for police staff and traffic wardens, and long term ethnicity targets for PCSOs. It is hoped that a proportionate VEM workforce can also be achieved for police staff. However there is a real risk that long term targets will not be achieved for female PCSOs, and for female and VEM police officers. As police officers account for 67% of the MPS' total workforce, this is the most significant area of concern.

Within HR, every effort is being made and every avenue explored to maximise performance. However, given the legislative context, it is unlikely that sufficient progress can be made to achieve the long term targets.

4.3 PCSO sickness absence

For the rolling twelve months to end May 2004, police officer sickness is within target (average 8.3 days per officer, as compared to target of 8.5 days), traffic warden sickness continues to fall and is on track to achieve target in-year (13.2 days compared to target 12 days), and police staff sickness is beginning to come down in response to the programme of Occupational Health intervention in long term sickness cases that was implemented in 2003/04. Further improvement is expected as the revised Attendance Management policy supports more robust line management intervention in cases of short term sickness. If the current rate of improvement is sustained, target will be achieved by year end. Overall, the MPS performs well in comparison with other police forces, and for most groups of staff, the picture is therefore a very positive one.

Sickness amongst PCSOs, however, is on a rising trend, currently standing at 11.6 days per PCSO (12 months to end May 2004), as compared with 9.7 days (12 months to end September 2003) and 4.2 days (7 months from introduction of PCSO role in September 2002 to end March 2003 – equivalent 12 month rate 7.2 days).

This is of particular concern given that this remains a relatively new group of staff (role introduced in September 2002). It is interesting to note that, for the twelve months to end February 2004 (most recent data available), the pattern of sickness among different groups of PCSOs was as follows:

12 months to end February 2004	Strength	Average number of working days lost to sickness per PCSO
Transport PCSOs	453	12.9
Security PCSOs	173	17.4
SO18 Heathrow (Security PCSOs)	38	11.6
Community PCSOs	770	3.71
Total	1,434	11.4

Sickness rates are very low among Community PCSOs, who account for over half the MPS' PCSOs, and are relatively high among Transport PCSOs (105 of the 107 traffic wardens who have transferred into PCSO roles became Transport PCSOs, bringing with them a comparatively high level of historical sickness). However, Security PCSOs have the highest rates of sickness at 17.4 days, although it is interesting to note that the problem is markedly less evident among SO18's Security PCSOs than for the remainder, who are employed on borough. It has been suggested that patterns of disciplinary problems with PCSOs may mirror patterns of sickness. Work is underway within HR to assess whether this is the case, although the absolute number of PCSO discipline cases is relatively small (for example 30 cases were completed during 2003) so the findings will need to be treated with some caution. If examination of the evidence does indicate that sickness and discipline problems coincide, this would suggest that the root of the problem could lie with job design (routine, monotony), and/or with line management arrangements and/or effectiveness. In addition to the work that has commenced between Occupational Health and TP, whereby BOCU commanders and local HR managers are being supported with advice on reducing PCSO sickness, further work may therefore be needed in future.

4.4 Medium Term Pay Strategy

HR is seeking to develop and implement a medium term pay strategy (MTPS) that promotes the overall aims and objectives of the organisation, whilst meeting the diverse needs of the workforce. It is recognised that reward plays an important role in maintaining a motivated and committed workforce, as well as attracting and retaining those key individuals who can provide both the organisation's strategic direction and delivery of our mission, vision and values. The Strategy will support and help to deliver the Policing Plan.

Although the current pay structure under Hay ensured that the MPS was able to compete against a wide range of roles by matching pay against the public sector median, it does not adequately take account of market differences in jobs in specific disciplines. The aim of the MTPS is to pay staff at an appropriate rate for their role as opposed to a blanket aspiration to match all pay to the public sector median. This allows us to lift those roles we value, and those individuals within them, above mediocrity and move towards a position where we can compete against leading edge competitors.

The new system will not seek to replace Hay, which gives jobs a weighting based on complexity and responsibilities, but complement it by factoring in other elements such as market forces, risk of attrition and value to the organisation.

5.0 PESTELGO

This section includes only issues of exception that cannot be wholly managed within HR. Many of the issues identified here are emerging and therefore a degree of ambiguity remains about the issue itself and/or its likely implications.

5.1 CRE General Inquiry

It is anticipated that the CRE Inquiry may proceed to look at specific issues, and/or to examine further police forces in addition to the 14 that were the initial focus. A draft compliance notice has been received, which raises the following issues for HR:

5.1.1 *Employment Duty*

Currently the MPS is not wholly compliant with the Employment Duty of the Race Relations (Amendment) Act. This was known prior to receipt of the draft compliance notice, so plans for remedial action have been in place for some time and are being implemented. There are a number of areas where compliance requires system or functional upgrades to MetHR, the MPS' integrated computer-based HR system that was finalised in September 2001, i.e. before the RR(A)A, and rolled out between May 2002 and October 2003. The current MetHR enhancement project will fill the known gaps between the existing system and our requirements under the RR(A)A. At present the system to design and build for the enhancement project is due to be completed by the end of 2004. Once this has passed user acceptance testing, a detailed implementation plan will be completed. This will be influenced by logical areas of functionality to be released, by political/legislative requirements to be met through the enhanced functionality and by training capacity, bearing in mind the huge C3i commitment already known within the training calendar. At this time we cannot predict with any certainty when the additional functionality will be rolled out, but all aspects necessary to achieve full compliance with the Employment Duty will be covered. It is important to note that, in addition to enhanced system functionality, local units need to make full use of the system to record all relevant data in order for complete and accurate monitoring data to be available for the MPS.

5.1.2 *Training*

The MPS is not compliant with respect to its duty to train staff to help the organisation to eliminate unlawful discrimination and to promote equal opportunities and good race relations. The first phase of CRR training did not fully meet this requirement; CRR2 was to include specific RR(A)A training but this second stage has not been commenced. The MPS is committed to providing training based on role, need and individual requests for further training. Training will specifically include the three strands of the General Duty, and training dealing with the Specific Duty will also be delivered. A training needs analysis exercise was initiated in May and will be completed by September 2004, following which recommendations and solutions will be presented to Training Management Board for a decision on the way forward. It is proposed that training will commence in January 2005.

5.2 Morris Inquiry

It is anticipated that the Morris Inquiry will report in the autumn. Possible HR-related impacts that will not be susceptible to being wholly managed within HR are:

- Reform of misconduct procedures for police officers:
 - Possible need for changes to police regulations, including status of constable;
 - Improvements in management of investigations and cases to reduce delay, improve support to officers under investigation and greater role for MPA.
- Improvement of line management practice across the organisation, including:
 - More effective, sensitive, informal handling of conflict and underperformance by and of managers ("tough love"),
 - Further interventions to "make managers manage", particularly middle managers: management/leadership training; dealing more robustly with poor

managers, e.g. through greater use of Unsatisfactory Performance Procedures.

- Policies: better communication, better implementation, more searching evaluation of compliance and effectiveness.
- Possible relocation of ET Unit to HR Directorate.
- Possible driver for greater convergence between police officers' employment conditions and normal employment law – would require changes to Police Regulations.
- Reference was made in hearings to on-costs of current devolved HR structure being unsustainable, whilst MPS also needs to enhance the support given to line managers without “doing line management” for them. This has possible implications for structural and business process change.
- Need to increase take-up of part time and flexible working across the organisation. HR has nominated a lead on flexible working, and is undertaking a variety of initiatives to promote flexible working. One early achievement is that HR and DOIT have put together a flexible working “toolkit” for managers, and it has been determined that all job advertisements must explicitly state that the post is suitable for flexible working, unless a business case has been agreed that flexible working is not suitable for that particular job. Increasing the take-up of flexible working will require the active co-operation of managers in all parts of the MPS.

5.3 Building Safer Communities Together (Government Green Paper – Police Reform 2)

5.3.1 Modernising the employment framework of the police service

This refers to the need to attract a more diverse workforce and to attract those with the required mix of skills, which is broader than we have traditionally recruited. Corporate-level implications all require changes in the governing regulatory framework, and include:

- Reviewing pension arrangements so they do not penalise those who are not attracted to a 30 year career in the police service.
- Moving further away from omnicompetence and towards specialisms to re-evaluating required workforce mix, which will include fully warranted officers alongside other roles such as patrol specialists, specialist investigators, detention professionals, intelligence professionals, skilled administrators, those skilled in organisational governance and development, and leaders, some of whom might come directly from outside the police service. These changes raise particular issues about recruitment, progression (possibly non-linear, and breaking the link with time served to focus more on skills) reward systems, and about the training and people management implications of an increased volume of movement of personnel into and out of the organisation.

5.3.2 Community engagement

One issue that is presented here relates to deployment planning and the suggestion that police services should consider breaking the link between promotion and re-posting in order to support the effective management of relationships between police personnel and particular communities, be they defined geographically or otherwise;

5.3.3 Modernisation and earned autonomy

MPS does not support any notion of direct funding to boroughs, but if this were to become a reality it could have wide-reaching implications for force accountability mechanisms and internal resource allocation processes.

5.4 Extension of Disability Discrimination Act to include police officers

Main impacts are being driven by HR but have implications for the rest of the organisation:

- Modification of deployment and promotion processes to meet organisational need whilst ensuring police officers with disabilities are not unfairly disadvantaged.
- Nationally, fitness testing standards and application of National Competency Framework will require review.

5.5 Age Discrimination Legislation (Green Paper)

This is likely to have significant impact on the compulsory age of retirement for both police officers and police staff. Police Regulations may need to be amended substantially, and it may prove necessary for the police service to either scrap compulsory retirement ages or at least make them more flexible.

5.6 Centrex Funding

Having sustained a budget cut of 30%, Centrex has made cuts to non-essential core provision, and has declared that existing courses that are free will remain free (e.g. Senior Command Course), but that newly developed courses will be chargeable. It is not yet clear whether courses commissioned before this change, but delivered late, will be chargeable.

The Directorate of Training and Development is responding by benchmarking the cost of Centrex courses with the cost of in-house provision in order to obtain best value. This may result in the requirement to enhance the range of courses provided in-house, which has resource implications. There is an unknown impact to the MPS budget 2005/06.

5.7 Leadership Academy

It has been decided that there will be a Leadership Academy within the MPS to provide a centre of excellence to deal with issues associated with leadership, management and diversity. Scoping meetings are taking place between HR and Diversity Directorates to specify the Academy and set a timescale for its establishment, and to determine target audiences and syllabuses.

6.0 Business Review

The priority items for corporate action and attention arising from this document are:

10. Enhance future Strategic Assessment process to incorporate consideration of capability issues (including those related to HR) in operational OCU and business group level documents and processes.
11. The accuracy and completeness of data recorded by local units on MetHR, and local adoption of appropriate supporting business processes, is critical to enabling the MPS to comply, and demonstrate compliance, with the requirements imposed by the Race Relations (Amendment) Act and the requirement to recruit a proportionate workforce, particular in respect of locally recruited VEM police staff. The enhanced MetHR will feed MetDuties, so local HR units need to fulfil their responsibility to ensure MetHR data is accurate and complete. Local HR units need to use MetHR as their only personnel system to avoid unnecessary duplication of work. HR Directorate is providing support in this, but local action is also required.
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13. Although there are very low levels of sickness absence among Community PCSOs (the single largest group), a problematic pattern of sickness absence has been identified in another particular group of PCSOs, and work is ongoing within HR to identify the causes and likely solutions. Resolution is unlikely to be within the gift of a single business group: HR and TP certainly need to be involved, and the issue should be fed through the Extended Policing Family Programme Board. Should the issue of line management be a key one, there is potential for both political and resource implications associated with the current shortage of uniform Sergeants (although it is expected that this will be resolved later in 2004) and the costs of introducing a supervisory tier of PCSOs, if this is judged to be desirable.
14. Identify agreed mechanism for identifying the organisation's current and future management and leadership requirements.
15. Find ways of reducing costs of devolved HR and enhancing support to ensure line managers manage effectively. HR to lead, other business groups to be involved, as this will have corporate impacts.
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