Chief Constables' Council

Recommendation 2 of the Leadership Review

13/14th July 2016/Agenda Item: 9

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Attachments @ paragraphs:	**2.1 and 3.2**

1. INTRODUCTION/PURPOSE

1.1 At the Chief Constables' Council meetings on 21 January and 20 April 2016, Chief Constables considered papers about Recommendation 2 of the Leadership Review. On both occasions, Chief Constables supported the principles outlined in the papers, recognising that the work is about organisational design rather than rank per se. At the April meeting, Chief Constables were encouraged to 'test' the thinking in their own Force, making use of the toolkit designed for this purpose.

1.2 This further paper is designed to provide a short update on the work undertaken since then and to set out a position statement in respect of Recommendation 2 within the wider context of workforce reform.

2. SOCIALISATION OF THE MODEL

2.1 On 23 June 2016, a workshop was held in London to continue the socialisation of the levels work and to discuss the testing of the Model in Forces. The workshop was attended by representatives of the following forces; Avon and Somerset, BTP, Derbyshire, Devon and Cornwall, GMP, Lancashire, MPS, TVP, Wiltshire as well as representatives from the Home Office, College of Policing, the Association of Police and Crime Commissioners, the Superintendents' Association, the Police Federation, CPOSA, the Association of Special Constabulary, UNISON and the Kornferry Hay Group. After a

presentation on the thinking and background to the work so far, attendees debated the potential implications of introducing the 5 tier model. Presentations were made by Thames Valley Police, Wiltshire Police, Greater Manchester Police and Lancashire Police on how the principles developed within the 5 tier model have been considered and/or applied in their Forces. Examples from Greater Manchester Police and Lancashire Police are at appendices 1 and 2.

3. **POSTION STATEMENT**

3.1   After almost 8 months of reviewing the police rank and grading structure in accordance with Recommendation 2 of the Leadership Review, culminating in the workshop outlined above, the working group has concluded that there is no current compelling case or evidence base in policing to support changes to the police rank structure. During this period, we have engaged with a number of key stakeholders, including the Home Office, APCC, NPCC, the College of Policing, staff associations and UNISON as well as a number of Forces from across the service. We have been supported professionally in our work by Mr Peter Smith from Kornferry, previously the Hay Group. Throughout, we have been acutely aware that Chief Constables would need to be convinced of a clear rationale to agree on such a significant issue as changes to the rank structure. It has become apparent through the review period that focusing on the issue of rank has the potential to obscure the substantial body of work on going in the service looking at organisational redesign and business transformation. Deciding on the rank structure required to support these new designs may be a product of the work; however it is the view of the group that the ranks structure should not be the driver for change.

3.2   That said, recognising the underpinning narrative – reproduced at Appendix 3 for ease of reference - around Recommendation 2 and Chief Constables' Council's continuing commitment to police reform, the working group has identified the need to reconsider how the police service views and utilises the current ranks and grades and how colleagues are developed and rewarded. This will allow Chief Constables the enabling flexibility and freedom to consider redesign in the interests of serving their communities and making best use of our people, free from the constraints of a requirement to make use of every rank/grade. This may also mean that should a future evidence base develop as an outcome of continuing organisational design the police service (NPCC) may, with the support of the College of Policing and its enabling secondary legislation, return to the issue of the rank/structure in due course. We have concentrated on police officers in the work to date, but we do recognise that around 40% of the police workforce is made up of police staff colleagues. In addition, all forces recognise the importance and the immense contribution made by special constables and volunteers to provide essential policing services to our local communities. The working group recommends that all staff groups are considered going forward and the need to urgently look at workforce reform in the widest sense rather than through the narrow lens of ranks/grades in isolation.

3.3   After some eight months of reviewing the recommendation and undertaking modelling work with some 9 forces, the working group has found a growing evidence base in policing, building on the evidence

base from other sectors, to support a continuing application of the 5 level model described in earlier papers. Some Forces are already making use of this approach and the working group will continue its work to support and encourage others to test the principles as they consider organisational design as an element of their overall approach to organisational development. As part of the modelling process and organisational redesign the working group will continue to strongly encourage forces to focus on role and levels of responsibility rather than rank/grade.

3.4   The narrative for reaching this conclusion is going to be crucial. This is not about rejecting Recommendation 2; it is about going beyond the narrow constrains of the rank structure and encouraging the service to be innovative and creative in organisational design to best meet the needs of the public.

4. NEXT STEPS

4.1   In terms of next steps, we recommend continuing to use the 5 level model as the basis for future thinking around organisational design, development and reward. The working group are not suggesting that this will look the same everywhere or that we should be in any way prescriptive.

4.2   In order to continue the socialisation process and prompt further debate, the working group plans to
attend a series of Regional NPCC meetings with Chief Constable colleagues to discuss its findings and propose the holding of a series of regional workshops for all Forces and stakeholders. Requests for these meetings have already been forwarded by the working group to the Regional NPCC chairs for consideration.

5. DECISION REQUIRED

5.1   To note the content of this report and to agree the position statement outlined above.

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National Policing Lead for Reward and Recognition (Workforce Coordination Committee)

Appendices:
1. Greater Manchester Police
2. Lancashire Police

3. Leadership Review - Recommendation 2 under

Appendix 1 - Lancashire Constabulary - Leadership Programme Briefing note

In July 2015, Lancashire Constabulary created a Leadership Programme with the core aim of *"ensuring that Lancashire Constabulary has a model which delivers the most effective leadership, that is lean and cost effective towards and beyond 2021; and which is capable of developing the organisation so that it is fit for future purpose by influencing structure and culture to deliver the best service possible for the public"* *(Terms of Reference, 2015)*

The programme was designed so that it would address the key areas identified within the COP Leadership Review Report – 'Recommendations for delivering leadership at all levels' (2015) which are:

- Improving culture
- Addressing unintended consequences of hierarchy
- Increasing diversity and valuing difference
- Focussing on leadership development
- Recognising Leadership development
- Consistency of practice (transparency and fairness)

A key aspect of this programme is to enable Lancashire Constabulary to manage the risk of reducing resources and a changing landscape of demand by ensuring that our leaders have complete clarity of what is expected in their role.

The Delivery mechanism for this programme is divided in to three work streams:-

1. **Structures**

   a) Review and reorganise our staff and officer leadership structure at all levels up to Chief Constable
   b) Identify the optimum level of senior police command resilience
   c) Review and reorganise the current portfolios of each Chief Officer and subsequent lines of management
   d) Identify those roles which require sworn powers and which could most effectively be undertaken by police staff subject matter experts having due regard to overall police command resilience

Our process of designing a leadership structure fit for 2021 across Lancashire should be iterative and capable of adapting to take cognisance of national developments

(NPCC/COP), the financial climate and a sound evidence base including evaluation of pathfinders.

2. **Roles and accountability**

a) Clearly define roles and responsibilities for each leadership role and team.
b) Identify skill sets and qualities required for these roles and teams.
c) Identify operating practices and opportunities to enhance leadership delivery including use of technology.
d) Identify how leaders are held accountable in delivering required and effective leadership.

A key aspect of this work stream is to consider and address the concept that unless leaders operate effectively, then as resources reduce going forward there is a clear danger of increasing the risk of service failure to the public and others.

3. Leadership & Organisational Development

This work stream builds upon the cultural development work already undertaken by the organisation but it is a further significant investment for Lancashire in recruiting, developing and retaining excellent leaders.

We will identify and equip our leaders with the knowledge and skills they will need to deliver our priorities. We will continue to work with Lancaster University and other specialist advisors to develop our leaders by taking an 'evidenced based practice' approach based on the 'Complete Professional Framework' and build dedicated organisational development roles in to the core of our future leadership structure.

Key programme principles

The underpinning principles of this programme are to:

1. Achieve clarity of role and accountability of leaders with Lancashire Constabulary to most effectively manage the risk to the public.
2. Achieve ambitious cost savings whilst retaining sufficient resilience within senior leadership.
3. Reduce hierarchy and bureaucracy by creating flatter leadership structures with greater levels of individual discretion.
4. Create increased opportunities to establish greater diversity within senior leadership.
5. Ensure that new structures deliver optimum Public Value, minimise risk in an environment of reduced resources and deliver the highest achievable levels of service to the public.
6. Embrace the best leadership practice both in public and private sector.
7. Create a structure of leadership that acknowledges a constantly changing expectation on policing and is therefore scalable and adaptive to future requirements.
8. Create a framework of continuous professional development for our senior leaders.

9.   Ensure that our senior leadership approach is best placed to lead by example (Code of Ethics).

Narrative

One of the key aims of this programme is to grow the capacity and capability of our leaders to transform our organisation. We cannot leave good leadership to chance, we must develop the capabilities of our current leaders and select future leaders at all tiers that can transform our organisation through developing our people (Workforce Development) and Lancon's structure, policies, procedures (Organisational Development)

After several years of significant change for our people, we need to carefully consider the pace of this programme. We will take an evolution not revolution approach, transforming our structures and roles through an iterative cycle.

Public Sector Reform and specifically a transition towards PLACE (integrated locally delivered public services) will require a cultural shift in our workforce. We have started this journey and Early Action is becoming integrated into core business.

We are committed to making our selection and progression a more transparent and fair process and embedding the Code of Ethics at the core of our culture Through a 'Systems Thinking' methodology approach we intend to reduce internal waste, reduce bureaucracy, and create leaner decision making and more empowered staff.

We must not underestimate the potential impact on the WELLBEING of our staff of this programme including Rec. 2 of the COP Leadership Report (June 2015). They will need to think differently about what career development opportunities look like in the future with less vertical opportunities but more lateral specialist opportunities including Advanced Practitioner with greater levels of reward.

Our 2020 vision for Lancashire requires a great deal of work to be done across key organisations and agencies with and on behalf of our communities to deliver PLACE based service provision. We need to turn our leadership teams to face the challenge and select those who can achieve this.

Appendix 2 - GMP - Leadership Design Principles

GMP is aligning with a new Targeting Operating Model (TOM) and our processes, procedures, policies and organisational structures need to be amended to reflect the needs of the organisation going forward and to ensure we remain as effective and efficient as possible.

The following overarching principles are those on which decisions will be based in relation to future organisational structures and resource deployment:

- **Optimum operating levels (no more than 5 layers of management)**
- **A flexible workforce**
- **A new style of leadership**

GMP is seeking to develop a policing model that places our leaders at the right time and place in our service delivery and will redefine role accountability beyond the requirement to push responsibility down. GMP aims to establish a culture of mentoring and coaching for supervisors and peers and allow expertise to take precedence over hierarchy.

The What

In order to move GMP's focus to **Role not Rank,** Chief Officers have agreed to a 5 layers leadership structure with the following management above team members:

National Police Chiefs' Council
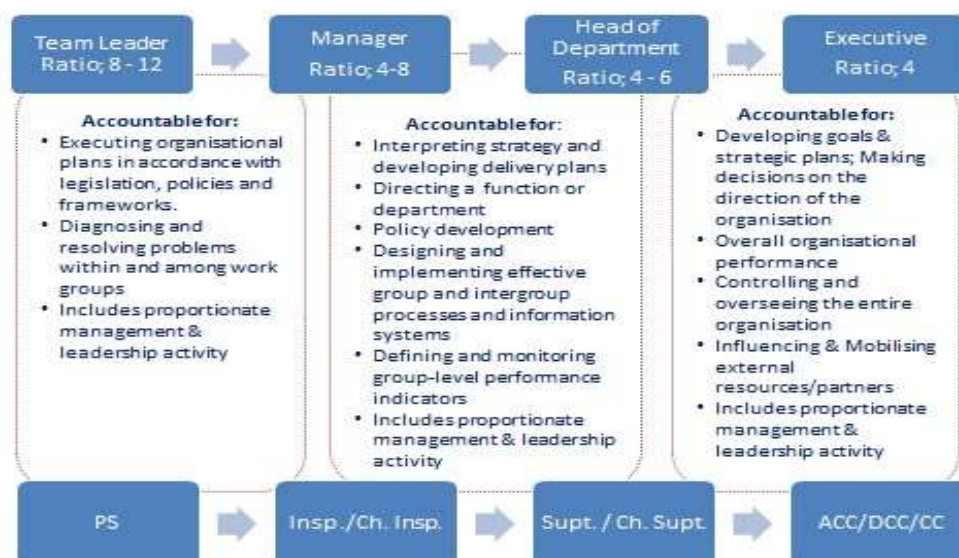
The How

To implement the change GMP have designed and developed the following tools and principles following wide consultation with the staff and representative bodies:

- **Role Profile** – clearly stating the purpose and scope of each role and defining key accountabilities i.e.
  what you are expected to deliver and Indicators of Success i.e. what good looks like;
    - **Leadership Expectations Framework** - the Role Profile is underpinned by the Personal Qualities contained within the PPF (referred to in GMP as Leadership Expectations);

- **Behaviour Framework** – GMP have developed the Code of Ethics into a behaviour framework to embed the principles and outline how staff are expected to behave (in addition to what they are expected to deliver)
- **Management Matrix** – Provides a method for deciding and rationalising what ranks sit within each leadership level to achieve consistency in the level of responsibility and accountability for each role / rank in the leadership levels across GMP
- **Restructure Principles** – which outline the process of selecting the people with the right skills and training for the identified roles

These tools and principles and being tested on **police officer** structures within the Professional Services Branch in GMP. The work is on-going and aiming to develop a blue-print for the Branch by the end of Summer 2016.
The work within the Branch will based on:
- Defining the purpose and functional responsibilities of the Branch
- Identify the roles required within each of the 5 layers
- Identify the skills and qualifications needed to perform the roles
- Select the right people with the right skills for the role

Consultation is on-going with Chief Officers as to how further implementation of the model will be sequenced force-wide.

Appendix 3

5.3 Addressing unintended consequences of hierarchy

5.3.1 The trends identified in our horizon scanning suggest that the police must find ways of empowering individuals to contribute to collective efforts, adapt to different situations and improve the flow of information and decision making throughout the chain of command.

5.3.2 The future context in which the police will operate may see them taking responsibility for work delivered by multi-disciplinary teams, managing and being managed by people from other sectors, and we can expect to see more movement by choice in and out of the police service at different levels. This requires alliances, influence and persuasion, and an increasingly collective leadership ethos based on the recognition that tough problems require whole systems to be engaged in solving them.

5.3.3 Most of the police forces of the United Kingdom use a standardised set of ranks, with some variation in the most senior ranks for the Metropolitan Police Service and the City of London Police. Over the years ranks have been created, abolished, amalgamated, and sometimes revived. Most of the ranks that exist today were enacted under the Metropolitan Police Act of 1829.

5.3.4 Feedback gathered during the course of this review suggested that within policing, the existing number of ranks, each of which creates a layer of supervision and bureaucracy, can inhibit the development of an aspirational culture in which every member of the organisation seeks to operate at the highest level they can attain. The distance between the majority of the workforce and senior leaders created by the rank hierarchy can reduce the willingness of some to adhere to best practice or seek development opportunities.

5.3.5 There is evidence from the commercial sector to suggest that flatter structures may allow organisations to be more responsive to social shifts and agile in meeting market demands, because they have fewer levels of decision making and therefore fewer communication barriers. This view was supported by feedback from external leaders consulted by the College Chair, Dame Shirley Pearce. Research into employee engagement points to the importance of a compelling strategic narrative which can be shared throughout an organisational hierarchy. Too many layers of supervision may present a barrier to clear communication, which is crucial for building trust.

5.3.6 It is important that any change to rank structures is linked to increased professional autonomy and a reduction of bureaucratic burden. Provided this is the case, many of those working in policing who participated in the consultations for this review expressed the view that a reduction of layers would bring benefits beyond just the reduction in numbers at certain ranks. They also acknowledged that this would be a substantial piece of work which would need to consider a wide range of issues and views, including pay and conditions.

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