WORKPLACE *REVIEW*
CALGARY POLICE SERVICE
NOVEMBER 2013

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Preface

This Workplace *Review* was requested by Chief R. Hanson as a result of a number of concerns brought to his attention involving some practices and /or processes related to the Human Resources Section of the Calgary Police Service.

This *Review* involved 65 full interviews (in person) and 5 consultative interviews of employees of the Calgary Police Service. These interviews included some civilian staff but were primarily of sworn members who ranged in rank s. 17(1)

There was no general announcement of this *Review* to the organization. The writer was asked to speak to a small number of people at the beginning of the *Review* process. Some of the initial members interviewed then sent out an email to a select number of people they knew with an invitation to share any negative experiences anyone had had with the Human Resources Section. The list of interested participants grew by word of mouth well beyond the recipients of the initial email invitation. As at the time of writing this report, the writer is still fielding inquiries about being part of the *Review*.

The interviewees were asked about their experiences with the Human Resources Section. They were asked what the Section could do more of and what would have made a difference for them. The discussion often went beyond the discussion about the Section and related to the general organizational culture.

In analyzing the information collected through the interviews a number of patterns or themes about the human resources function and the organizational culture evolved. In order to try to present the findings, these themes have been arranged into the following category headings adapted from the McKinsey 7-S Framework of organizational elements:

Structure, Systems, Strategy, Skills, Staff, Style/Culture, Shared Values

The writer was initially impressed with the level of fear and intimidation that existed when the *Review* got underway. The writer was given an initial list of members to contact and it was common to be questioned about confidentiality and the reporting structure of the *Review*. There were several requests to meet with the writer outside of the City of Calgary so the member would not be seen with the writer and even one request to wear a disguise so the writer would not be recognized. Several members declined participation, not because they did not have something to share, but because they did not feel it was in their interest to participate because of negative impact on promotions or retaliation. This lack of trust in itself seemed to say something about the culture. Over the course of the *Review*, however, there seemed to be less fear about meeting with the writer.

Many of the interviewees described interactions with and decisions by the Human Resources Section that they wanted to share with the writer, some were recent examples and others were more dated, having occurred years ago. There were many examples of the good work that the Human Resources Section has done and is currently doing. There were however examples of when things did not go as hoped or planned in human resource functions.

The writer heard a common understanding that human resources is identified as being a critical resource for the members of this organization and they had high expectations of what it would offer them. Many identified the Human Resources Section as being the cornerstone of the culture and a determinant of their feelings of trust about the organization. It is the place that staff go when they are in vulnerable circumstances or dealing with their life and employment issues. I frequently heard the need to see Human Resources as a place of respect, support, trust and fairness. This must come from both the people who work there and the processes they oversee.

The approach taken in this *Review* has not been to focus on the people currently working in the Human Resources Section for the purpose of attributing blame and shame. Instead, the writer has applied a systems approach which suggests that often people act in ways that the system has set them up to act. The goal of this *Review* was to gather information and insights that would strengthen the good work being carried out by Human Resources and make it even more impressive for the future.

Deborah E. Prowse, Q. C.

Introduction

Human resource departments specialize in the needs of the what are often referred to as the organization's most valuable assets, which is the workers. The general functions of human resources is to keep the business running smoothly through a variety of tasks including recruiting, hiring, training new employees, promoting diversity and inclusivity, employee needs and identifying future needs.

The Calgary Police Service (CPS) is somewhat unique in dividing these functions along two lines. One division is with respect to whether the employee is hired as a civilian or sworn member as each group has its own distinct human resource section. The other division is based on the functions for sworn members and these functions are divided into three areas, each with its own Section, administration and staff for human resource functions, career development functions and training functions.

This Workplace *Review* has focused on an examination of processes in relation to the sworn member Human Resources (H.R.) Section of the Service. While much of the information collected from the members interviewed relates to current or recent experiences, the reader needs to be cautioned that some of the experiences referenced may be dated but provides context or are part of theme still relevant today.

The approach taken in the *Review* has been one of a learning system approach instead of a people approach. This level of examination looks at the operation of processes with a view to identifying ways of making them more effective and aligned with the corporate values and strategic plans. Therefore, the identification of opportunities for learning related to the culture of the CPS was an intended purpose of this *Review*.

The writer found it useful to organize the information collected into an adaptation of the ***McKinsey 7S Framework*** developed by Tom Peters and Robert Waterman in the 1980's.[1] It provides a means of analyzing an organization or a part of an organization based on seven interrelated internal elements to ensure they are effective and aligned. The elements are: strategy, structure, systems, style, staff, skills and shared values. I have adapted the style aspect to reflect the culture of CPS and the systems aspect to include processes. The centre piece of this model is shared values and for the purpose of this analysis it is the Calgary Police Service as a whole that the functions of the H.R. Section are intended to serve.

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[1] http://www.mckinsey.com/insights/strategy/enduring_ideas_the_7-s_framework
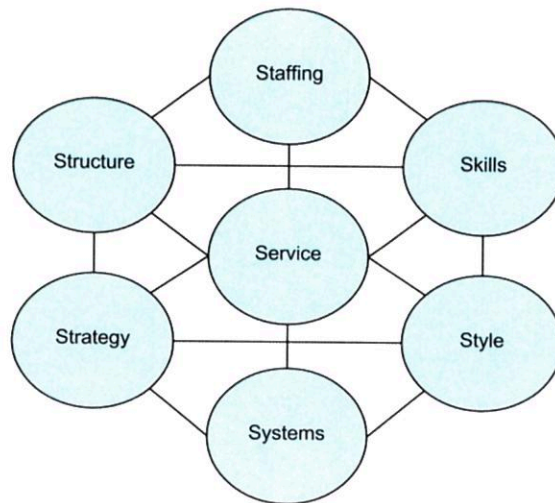
The reader is reminded that the organization aspects of this Framework are interrelated so that changes in one area may lead to changes under other headings and the centerpiece, the Calgary Police Service, may be impacted. For example, the *Respect Matters policy* may need to be developed as described under Systems and Processes but involves Staffing consideration and Strategies for roll out. The recommendations arising out of the information gathered in the *Review* have been put set out under the heading that they most likely fit but they may have implications under other headings.

Structure of Human Resources

Even where there was evidence that H.R. is doing a great job for CPS, there were many ideas of how to make H.R. even better. Some of these ideas relate to the current structure and the suggestions range from a major transformation of the structure of these services to integrate all human resource functions to minor tweaking of the current structure.

One idea raised by some interviewed calls for a transformation of the human resources functions of CPS would involve consolidating civilian and sworn member human resource functions to ensure all employees of the organization are treated equitably, at least as much as the varied collective agreements will allow. The writer heard that there are significant differences in the two sections as they currently operate. This separation of functions was credited as contributing to the cultural divide between these groups that was raised as a current issue. It is the perception of the civilians interviewed, corroborated by some members, that civilians throughout the organization are not always treated equally when compared to members in that civilians can be considered and/or treated as if they are second class citizens of the organization. The writer heard about many situations where civilians are not treated respectfully by sworn members and it was tolerated based on the difference in power and position within the organization or because of the belief that nothing would be done. A consolidation of the human resource functions might mitigate this divide and ensure that all employees, sworn members and civilians, are valued in the work they do to meet the goals of the organization. This equalization would reflect the current work of CPS which has increasingly become multi-disciplinary requiring police officers to partnered with a variety of external civilian professionals.

A popular and less extreme suggestions for change is to draw the human resource functions on the sworn side under one umbrella. The evidence suggests that the work of Human Resources, Career Development (C.D.), and the Chief Crowfoot Learning Centre is carried out quite independently of each other although the work of each is intertwined with the other in areas of critical functions. It would seem that out of the three the H.R. and C.D. functions need the closest relationship and therefore at the very least these two could be integrated. It was unclear to everyone interviewed as to the reasoning that separated H.R. and C.D. a few years ago, but there was support for taking this opportunity to build a more comprehensive human resources function within the CPS. If these two components are not combined, they should at least be brought together into closer physical proximity to each other to facilitate ongoing communication and collaboration when working on the same files.

A more moderate suggestion heard relates to aligning some of the specific tasks done by the three sections. For example, the function of monitoring the progress of the newest sworn members of the organization passes from the staff in the Learning Centre to staff in H.R. to staff in C.D. and then to Officer Coaches. These hand-offs have not always facilitated full information exchange

of relevant information in a timely way which has made the over-sight of new members more challenging. There may also be other places that the work of these two/three areas could be better integrated as well such as with respect to promotions or performance management education initiatives.

The least intrusive structural change that had widespread support is to simply staff the current H.R. differently by adding human resource professionals as subject matter experts in the role of human resource consultants (H.R.C.). Historically, human resources in CPS has been treated like any other unit or District Office within the organization with respect to leadership and staffing assignments. Both the leadership and the police staff have been rotated in and out of this area of work every few years. This has been done despite the growth of the organization over the last few years, the growing complexity of the population it serves (gender, minority, disabled, multi-generations), the legal environment that now exists (human rights, employment law, labour relations) and the very distinct function that human resources serves compared to the traditional policing role.

Currently when sworn staff are assigned to work in human resources, they are expected to commence work in their new role without any formal orientation or training specific to this function. The consequence of this is that leaders and staff apply the skills they are most comfortable with in relation to prevention and law enforcement and they learn on a case by case basis often using mistakes or bad situations as their vehicles of learning. This was reflected in many of the situations shared in the *Review*.

The legal counsel assigned to H.R. is an assigned position that provides continuity. It became evident through the *Review* that the role is not being utilized to its fullest as many decisions made without consultation with counsel. The relationship between counsel and the leadership and staff of H.R. needs to be better understood and defined so that counsel can have appropriate influence on the work of H.R.

The information gathered in the *Review* raised some questions of significance in relation to:
- whether this section in particular should be run by police officers or human resource content experts or a combination of both. The addition of H.R.C.'s would ensure that the staff of H.R. is up-to-date on the current professional functions, initiatives and standards expected of this Section in serving the needs of the Service. They would also provide continuity when police personnel are rotated out of this Section and be a source of training for those coming in so that the work is not dependent on who is assigned to H.R.;
- should the orientation be command and control or customer service based;

- what orientation and training should be provided for staff of this unit? Should the leaders be expected to pursue specific human relations training upon assignment to the Section; and
- should the staff stay in this unit longer than the normal rotation period given the time it takes to learn about the function, and the need for continuity in this function.

The recommendations about Structure are:

1. **To determine the appetite for change and then consider the appropriate level of structural change with respect to human resources functions of the organization:**
   a. **transforming (bringing together all hr functions for civilian and sworn member) or**
   b. **consolidating (combining two or all three sections of the sworn hr) or aligning (of specific functions between the three sections) or**
   c. **professionalizing (adding subject matter experts into the human resource functions of the sworn member side).**

2. **To determine who should be the appropriate leader of H.R. (whether civilian or police officer) considering the time commitment, training needs, and qualifications taking into account both hard and soft skills.**

   If it is to continue to be an Inspector, to extend the term of assignment to this Section to a longer fixed period to support the continuity and professionalization of the human resource function within CPS.

3. **To bring human resources and career development sections, if they are not joined, into closer physical proximately to facilitate collaboration and communications.**

4. **To consider how to introduce a police-subject matter expert balance in all human resource functions.**

   For example, one model proposed is for the Commander to continue to be an Inspector with the introduction of human resource consultants as a resource for the Staff Sergeants level to provide resource and support for their work. Human resource consultants may also be specifically assigned at points that impartiality and/or confidentiality is most needed such as the compilation of competition and promotional material to be forwarded to panels.

Staffing of the Human Resources Section

Staffing was identified in the interviews as an issue on a number of levels. The issues related to the selection and qualifications will be dealt with under the **Skills** section. Issues about composition will be addressed in this section.

The most important issues around staffing expressed in the interviews related to the position of leader in H.R. given the significance of this role. The issue was whether it should be an Inspector or a civilian human resource professional. As one member asked, "Have you ever heard a police officer being hired by an oil and gas firm to run their human resources department? Why would we expect them to be able to do this for us?" The criticisms about having a civilian commander included the concern about a possible lack of understanding of the police culture. At the end of the day, there was support for leadership remaining a police position with a number of suggested stipulations. These included that it should not be a position subject to the normal rotation, that there be appropriate training in human resource functions and philosophies, and that the selection be on the basis of competency and personal suitability.

The majority of people opined that having police personnel as staff in human resources was necessary as their presence was seen as a source of credibility. On the other hand human resources consultants add the expertise needed in this Section, such as they do in the Civilian Human Resources Section, and the impartiality they would bring to this function (a concern expressed related to the impartiality that may result from police personnel – either in decisions about a member that may now based on past dealings or that in the future if the H.R. staff member has supervisory status over the member they will have personal information about the member arising out of this work assignment). But again they may not fully appreciate the nature of police work and the culture well enough to adequately serve the members alone. Overall, there was strong support for finding a balance of police and civilian subject matter experts.

The *Review* heard that the staff of H.R. are extremely busy. By all reports the Inspector and Staff Sergeants are under very demanding workloads and this usually has a trickle-down effect to other staff as well. It was identified that additional staff may be needed to carry out their current functions.

As a result of the *Review* the writer would propose additional positions be considered. These are:

Member Advocate

The writer heard of many concerns and complaints of members arising out of conflicts with other members that remained unreported and unresolved. Many members described what they perceived as barriers to accessing assistance or that they couldn't trust that they could safely report an issue without it having a negative impact on them. Some reported they had raised a concern and nothing was done. It was pointed out to the writer that there are in fact few, if any, examples of members bringing forth a formal complaint and it being successfully resolved.

There are a number of internal resources for members of C.P.S. experiencing conflict including the services offered by the H.R. Section, Professional Standards, the health and psychological services, peer support services, chaplaincy and the current Ombudsman role that make up the conflict management system of the organization. However there is no position that liaises with or bridges all of these resources that make an informal system of conflict management.

It became apparent that there is a need for what might be called a Member Advocate role. This person would liaise with the informal system and take on the Respect Matters work, that has been without a Manager since February, as a comprehensive resource for issues related to conflict and workplace relationships throughout the organization.

This position should report to the Chief's office since it is position that operates on a system wide basis and needs to be seen as independent. It would serve as a resource for the executive leadership in identifying cultural issues, conflict patterns and systemic issues and in providing consultation for management of conflict situations. It would be an invaluable resource as well as for the members on the street who need a safe, credible, confidential and accessible resource to discuss issues with a view to early resolution without repercussions or retaliation. This position should also have carriage of the Respect Matters policy and processes including coordinating mediation and investigation processes. The position would develop a tracking system of formal complaints perhaps through a relationship with the Blue Team. This position would also have a significant responsibility in providing educational sessions on promoting respectful workplace, positive conflict management and workplace relationships.

Leave Monitor

It has been the experience of many of those interviewed that the return to work from a leave, maternity, paternity, unpaid or medical, has not been facilitated well by the H.R. Section. Many felt there was insufficient support offered to them through timely communications, adequate information about vacant positions and advocacy on behalf of the member to secure an appropriate placement taking into account the competencies and interests of the member. The

concerns about return to work were often the source of conflict between the member and human resource staff which was raised as an issue in the interviews. This situation can be easily addressed by creating a specific position designated as the Leave Monitor to provide proactive and reactive services to members who are on any type of leave to ensure they are connected with the resources they need and to facilitate the return to work.

Culture Change Manager

A strategic plan for the H.R. Section should include work in cultural diversity and inclusiveness. Therefore the organization may need a designated position as a Cultural Change Manager to plan for and respond to the needs of the CPS culture in both proactive and reactive ways. There are many challenges faced by organizations today that affect the morale and culture including minority and gender issues as well as issues related to having staff of multi-generations. This position would develop insights into attraction and retention activities (adding to the existing initiatives in recruiting) and would provide guidance and education for leaders to assist them in their own role of facilitating change.

The recommendations related to Staffing are:

1. **To develop the leadership position for H.R. with criteria on the length of term, the level of training to be expected, and the competencies and personal suitability commensurate with importance of this role in the organization.**

2. **To audit the workload and assess the staffing needs of the Section given the size and complexity of the organization.**

   This assessment would also facilitate determining the proper police-subject matter expert mix and specific role assignments.

3. **To create a position of Member Advocate as a subject expert in the areas of conflict management and human rights who would be embedded in the culture to assist in providing early intervention into conflict issues, to oversee the Respect Matters policy and processes including reporting and investigations.**

   This position would be equivalent to the Ombudsman position in that it would report into the Chief's office. This person would have to be selected based on specific professional competencies and personal suitability reflecting the nature and importance of the position.

4. **To create a full or part-time stand-alone position of Leave Monitor to assist members who are returning from leave for maternity/paternity, unpaid or medical reasons.**

   This position would provide liaison, consultation, and crisis/conflict management services to ensure the members' needs are addressed in appropriate ways whenever possible. This is important work that should not be conducted off of the corner of someone's desk when they have time.

5. **To create a Culture Change Manager position to address the needs of the CPS culture in both responsive and proactive ways.**

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Skills and Knowledge Base of Human Resources Staff

This section looks at the skills required to effectively work in human resources and involves both of the components of selection and training of the staff.

The current literature supports skills such as people skills, communication skills and motivational skills are highly regarded as qualifications to work in human resources. Other skills include:

- capacity and high competency in conflict management, strategic planning and dealing effectively with difficult conversations and people;
- technical skills in the areas of human rights, union-management relations and employment law;
- principled decision making based on understanding legislation and policies and applying them to factual situations that are brought to the human resources section;
- understanding organizational culture and respectful workplaces.

The information collected supports that the good work done by the H.R. Section could be made impressive by increasing the skill base of the staff in these identified areas and ensuring they have the proper personal suitability to work in this area. The leadership and staff of this area of work need to perform at the highest standard of ethical and professional conduct in the organization to model what is expected throughout the organization. This is particularly important as the CPS works increasingly in more inter-disciplinary activities in its latest community initiatives and therefore will be interacting with professionals of a variety of organizations that can be anticipated to also embrace these standards.

Many of the stories heard reflect that there were common themes of relationship and communications breakdowns between the members and the H.R. Section staff related to:
- What were felt as disrespectful interactions such as no communication;
- Closed mindedness as reflected in, "Not in your lifetime" and "Not going to happen" attitudes;
- Negative communications reflected in "What's your problem?";
- Inconsistency and arbitrariness in decision making and application of rules; and
- A failure to support and advocate for members to ensure their careers were advancing and they had meaningful work placements.

These breakdowns have had a high impact on the people on the receiving end who were left feeling angry, isolated and unsupported. This is not to suggest that members should be given everything they demand or are seeking, but it is a reminder to ensure that decisions are well considered and principled and delivered in respectful and considered ways.

s. 17(1) described the negative impact they feel some interactions have had on them. They reported feeling attacked and frustrated by some situations. There were also concerns raised about how the work is sometimes undermined by other leaders through perceived interference of or resistance to their decisions. They called for more autonomy in decision making, particularly in relation to placing people, especially those who are hard to place or on an accommodation.

It would seem to be that a common factor in all of this is experience is trust. Members expressed that they didn't trust human resources in serving them and the staff of human resources expressed that they didn't have the trust of some of the other leaders in the organization to do their work. Therefore any steps to build the credibility of the H.R. Section, through education of the all staff about expectations, education of other leaders about human resource functions and challenges, adopting a human resource strategy with guiding principles and becoming more transparent and accountable will serve to build trust.

The recommendations related to Skills are:

1. **To select the leader and staff for work in the Human Resources Section that has suitability based on competencies related to these skill sets.**
   - People Skills
   - Listening and empathy skills
   - Solution focused problem solving
   - Facilitation
   - Interest based negotiation and mediation skills
   - Principled decision making skills based on tenets of natural justice
   - Getting consensus in collaborations

2. **To provide H.R. leadership and staff with an orientation and ongoing professional development on human resource topics.**
   - Ethics
   - Human rights
   - Respectful workplace
   - Labour relations
   - Employment law issues
   - In addition to those related to recruiting, hiring, etc.

3. **To educate all leaders about the human resource functions and employer obligations related to placements particularly related to accommodations.**

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Systems and Processes

The H.R. practices around certain processes drew a lot of commentary in the interviews. The processes most often mentioned were related to promotions, placements and competitions, and accommodations.

It was recognized that there have been recent significant positive changes with respect to formalizing the competition and promotion processes. There was a general perception that these processes have at times lacked consistency, were based on who you know, and involved arbitrary decision making. These changes are still being worked through and rolled out however there were some concerns that they may not be being operationalized as intended as there are still opportunities for staff biases to influence the process.

There was also a sense that when concerns, requests or issues have been raised, creative solutions were not explored and very black and white approaches (command and control) were applied to very complex human situations without fullness of discussion or available appeal. This left many people feeling that they have unfairly shut down, rejected and treated badly. There were many examples of this impact being so great that members have sought out the assistance of the Chief by taking advantage of his open door policy to feel like they are being heard, despite the fear of retaliation for jumping the chain of command.

s. 17(1)

many members demand unreasonable or even impossible action from them. One expression of this that was expressed related to how some people feel "entitled" to certain concessions or actions. s. 17(1)

s. 17(1)

There are other challenges for H.R. that are created by the system. These difficulties include that staff sometimes encounter difficulty in placing people who are accommodated, the general lack of understanding of human resources and the failure of some leaders to conduct proper performance evaluations including giving authentic feedback to non-performers.

The performance evaluation issue is an ongoing concern for H.R. as it puts the staff into the difficult position of having to do what other supervisors have not done or done well when they give feedback at the end of the competition and promotional processes. This has created a source of animosity between members and H.R. that does not need to exist. Feedback from H. R. staff after a competition or promotion attempt should not be the first time a member hears about performance concerns that may in fact be long standing and unaddressed by their supervisors.

Why performance evaluations are not being done is a complex issue that needs further examination. It may be a training issue or may be as a result of the current staff structure in the districts where those supervisors doing the evaluation do not work closely with the personnel they supervise.

The H.R. does not currently have any processes to support positive or respectful workplace since they are without a Respect Matters manager. There were no plans shared with the writer about how this critical piece of work can be brought to life again.

The writer heard from many of the members interviewed that they had experienced inappropriate or disrespectful treatment by supervisors or other members through their careers. Both males and females shared instances of workplace bullying and harassment. It was not always related to protected grounds under human rights legislation, much of what was described falls under the category of personal harassment.

Some of the women interviewed reported that over their career they had a "1000 stab wounds" from workplace interactions. Both men and women reported they did not bring these concerns forward in any formal way because the culture is one of intimidation and retaliation, therefore, it was perceived to be unsafe in terms of their career to do so. In fact it was often the perpetrator who reminded them that it would be unsafe to report incidents and that nothing would be done. There is no reporting system so the full extent of this concern is unknown.

A critical element of a positive workplace involves providing the safe means to bring issues of workplace conflict forward with respect to the full range of workplace conduct, whether it is a personality issue or a criminal action. It is in the interests of the organization to ensure that there are appropriate dispute resolution means to resolving concerns and complaints as early as possible in the development of a conflict. Early resolution can prevent costly situations from escalating to bullying, harassment, and discrimination and even criminal actions. Furthermore it can support retention of good staff.

There is currently an Ombudsman role within CPS which offers services of assistance to members and civilians with respect to conflicts or inappropriate conduct of the most serious nature. My understanding is the Ombudsman operates at a very high level and only responds to requests for assistance on specific cases. He does not function on a more organizational level of conflict, change and culture management through education or other means. Therefore, this role could be supplemented by embedding a member advocate at the ground level of the culture. As previously mentioned, this role would be the manager of the Respect Matters policy, provide conflict management education and support as well as connect all of the other parts of the conflict managements system such as health and psychological services, Professional Standards Services and Internal Affairs, peer support and chaplaincy services, etc.

The Respect Matters policy is solid but could be supplemented with a defined process for bringing a concern or complaint forward, appropriate educational material and definition of the alternative dispute resolution processes (including outlining an investigation process under the policy) available to members. It is important to recognize management responsibilities with respect to this policy as well. In the event a supervisor becomes aware of a situation of concern, they are expected to use this formal means of resolution as well in some circumstances and therefore could trigger an investigation for example. The policy does however need to be re-branded and rolled out with the renewed commitment of the Chief and executive that treating each other respectfully is the right thing to do. (One member described the sign in the office that says, "Drive like everyone is watching you" needs to be extended to "Treat each other as if everyone is watching you".) The leaders of an organization are the stewards of culture therefore they must embrace this commitment in order to expect the organization to as well.

Since the examination of the CPS culture by *Graybridge and Malkam* in 2009 there have been considerable new developments in other organizations in developing guides and tools to create respectful workplaces and promoting psychological health and safety in the workplace that could be an excellent resource for this work. It will likely also be incumbent on all paramilitary organizations to consider what has been learned from the RCMP situation given the allegations of widespread allegation of bullying and gender based harassment. The work being done now will be the best practices for other organizations not only on respectful workplace but also in relation to inclusivity. These best practices include policy development, conflict management systems, training programs, response systems and reporting requirements.

The RCMP in 2012 developed an "Every Employee Engaged" initiative. Under their approach all managers are expected to champion the commitment to a harassment free environment by having discussions about the work they do, leadership, accountability, discipline, and promoting and maintaining an ethical organization and maintaining a respectful workplace. They have also developed a variety of tools and training materials on harassment, diversity and ethical behaviour, communication plans and videos from leadership to support this initiative.

One aspect of the respectful workplace work will be how complaints will be dealt with in a complaint process. The information gathered in this *Review* suggests more needs to be done to ensure the formal complaint process under the Respect Matters policy reflects the tenets of natural justice and fairness. There was considerable distrust expressed to me about this. There is a need to have a transparent and objective process through which complaints are received, managed and tracked. This includes an investigation process which should be standardized in terms of when it is triggered, who will conduct it and how the results will be communicated and used. Many felt that they did not trust H.R. to receive and process a complaint without negative implication on them despite there being examples of serious bullying and/or harassment, acts of

discrimination based on prohibited grounds, and acts of criminal behaviour including sexual assaults.

There is however a belief that even if a complaint is brought forward through a safe process the perpetrator will never be adequately dealt with. This is attributed to members being protected by their powerful connections and the inability of management to fire members of CPS even for egregious behaviour. The lack of accountability was raised as an organizational issue in many of the interviews. This concern was supported by many examples of members who had demonstrated 'bad' behaviour being given preferred placements and promotions despite their behaviour which had the optic of rewarding such behaviour.

There is a need to ensure that the staff in Professional Standards Section, H.R. and the Member Advocate have opportunities to share their insights and explore patterns of behaviour and information about the internal and external relations of the C.P.S. It is not a stretch to see that how members are treating each other may also be reflected in how they are treating the public and the accused. The shared information would be a valuable resource to capture with respect to the organizational culture.

The recommendations with respect to Systems and Processes are:

1. **To orient all leaders to the role and function of the H.R. Section with particular attention to the situations in which they will intersect with this role and the difficulties H.R. faces in their work.**

2. **To continue the work currently being provided on performance management training.**

   This should include information gathered about the experience of H.R. in this area. Furthermore, supervisors throughout the organization should be more accountability for this responsibility. The interaction of H.R., C.D. and C.C.L.C. in this area is needed to ensure training, mentoring and career pathing is available.

3. **To develop a process of evaluation built into H.R. work to ensure it is meeting its strategic goals and to ensure the processes are as objective, fair and transparent as possible through audit or on-going feedback.**

   Consideration should be given to defining appeal processes where appropriate.

4. To fill the role of Member Advocate assign the task to work with Inspector of H.R. to plan to roll out the Respect Matters policy and new complaint processes.

5. To create opportunities for staff of P.S.S., H.R. and the Member Advocate to get together for discussion of their insights about the culture of the organization.

Styles and Values of the Culture

There were three aspects of the CPS culture that became major themes of the experiences shared in this *Review*. They related to diversity and inclusivity issues, to the "Old Boys' Network" and to being able effectively raise ideas.

It is important to have a pulse on the internal culture of the organization and ensure that it is providing a positive and respectful environment for the workforce.

Diversity and Inclusivity issues

The triggering event for this *Review* was a proposal to introduce a work-life balance option to CPS. The proposed Flexible Work Options would allow for a variety of part-time shifts, teleworking and leaves. The proposal formalized and extended what was previously allowed under a job share program. Such flexible programs are touted has contributing to attraction and retention of staff and in the reduction of stress and medical leaves. They are also being increasingly recognized as having to do with having an inclusive culture.

Many of the members interviewed had experiences with the job share program and for the most part they encountered problems with it. Even where it was reported to have worked well for some at least for some period of time, the inconsistency and unpredictability of it was still stressful. For example, if one of the partners wanted a change, it would usually negatively affect the other. The successes of the program seemed to be very reliant on the generosity of supervisors and there were reports of many supervisors who did not support the program and would not allow it in their worksites. Many members interviewed talked about how extra hard they worked in the job share positions to compensate for being in the program. One supervisor of some job shares said the members consistently overcompensated because of their "part-timers guilt". There were numerous unpublished rules for that members felt were arbitrary and punitive. There were blanket rules for both the disabled on accommodations and job shares about applying for positions, promotions and pay duty opportunities. Being on a job share was often considered to be an accommodation thereby carrying a negative stigma that was intended in its development.

Many members reported that maternity/paternity leaves and accommodation, both critical aspects of gender and disability inclusivity, directly and negatively impacted their eligibility for promotion. I was constantly asked, by both female and male members, why these circumstances had to interrupt their career timeline?

The female members who had children consistently reported their acceptance on the job ended at the point they became pregnant. Upon announcing their pregnancy, a few of those I spoke to were able to be accommodated in a safe environment within their workplace which was

acceptable to them and allowed them to continue their work. However the majority were told the only placements for them were at front counters, which has traditionally had a negative stigma that is hard to get past, offers less than challenging work tasks, and in fact, as some suggested, were not particularly safe. To a few members this was acceptable but to many this placement was not, but that didn't matter because it was usually offered without consideration of their interests, aspirations and performance and with no alternatives. I repeatedly heard of the negative impact this had their morale – they felt this was done in a punitive way, that their good performance to that point was disregarded or devalued, their career goals were put on hold if not terminated and almost all described the emotional stress this put them under at a time that was already stressful. This was a source of long term damage to their relationship with H.R. and their relationship with the organization. If there was a good relationship when the women went on maternity leave, it probably didn't survive at the end of the leave and the return to work. (This may also be the experience of others also returning from a medical or unpaid leave.)

There has been no organized support for return to work from H.R., however, this may have been a recent change. In fact the women I spoke to consistently described becoming concerned about their return to work and contacting human resources to learn about the process only to learn there was no process and they had to find placements themselves. This left the members in a quandary of how to go about this from the isolation of their home after a year off the job. If they did find placements through their own initiatives and efforts, human resources still had to approve them and many times did not. They were told they could not apply for competitions that were advertised just prior to their return to work. There were many times the women were told to keep looking because the position they found was not acceptable to H.R. Some women wanted the opportunity to return to work on a part-time or job share basis but they report being challenged with statements like, "My wife came back full time" and "You have to choose your priorities" which left them feeling judged. There were occasions when H.R. did not have an understanding of what the obligations of the employer are with respect to maternity leave return to work under human rights legislation. It was not uncommonly reported that the women felt they had no choice but to resign. Some eventually took the best possible option presented with great reservation or were rescued when someone finally reached out to them with some support at their most desperate point.

Many organizations stop at having diversity programs that ensure the culture is representative of the broader community in relation to attracting people of a variety of backgrounds. This is sometimes referred to as the "Noah's Ark" approach that reflects as long as they have representatives of various groups they are diversified. However, reaching inclusivity takes the concept a step further and involves embracing the value of contribution of all employees with the varied experiences and perspectives in the work of the organization.

Through the *Review* there are areas of inclusivity identified that are not did not appear to be on the human resources agenda. One is related to gender. My understanding is that there are some initiatives to attract women, but there does not seem to be a concerted effort to retain women and to support their career development during childbearing/child-raising years, especially if they have children facing medical challenges. These are core issues that need to be addressed through a comprehensive cultural inclusivity initiative. Such an initiative may include such additional things as day care which creates another challenge in policing services because of the shift work.

The last bastion of male dominance in the C.P.S. is the TAC Team. s. 17(1)
s. 17(1)
, the more accepted view expressed in the *Review* was that there needs to be development of bona fide job qualifications for work in TAC and that once these are determined if women meet these qualifications that they would be valuable members of this Section. This will be another measure of inclusivity in the future.

Old Boys Network

Historically, these networks have been found in male dominated settings but are particularly associated with paramilitary organizations. They are usually associated with allegations of favouritism, unfairness of selection and promotion processes, etc. They are often associated with 'bribe, promise and threat' processes used to get ahead in an organization or to avoid accountability for bad behaviour. They often cause a generalized distrust and loss of faith in the organizations formal processes.

Many members raised concerns about this network in CPS. It is recognized by many of the members interviewed that positive steps have been taken now to make selection processes for placements and promotions become more transparent, objective and merit based. This reduces the "selection by connection" approach that many people had seen or experienced during the course of their careers.

The proponents of the old boys' network are not easily enticed to give up the power they have acquired over the course of their employment. The hope of change usually lies in the future and the departure of these people from the organization. There also needs to be reflection on how accountability through the organization can be strengthened so bad behaviour is not continually overlooked, tolerated or rewarded.

However, there are ways to counterbalance the effect they have on the culture through strategies like the structured competitions and promotions processes. Other strategies include networking and mentoring programs, career coaching and early intervention for members who are experiencing life or professional issues that intrude on their ability to work at the expected

standard. CPS has already started work in some of these areas, thus supporting the members in less culturally damaging ways to get ahead in the organization.

Bringing Forth Ideas

I heard through many different examples that there are significant barriers to bringing forward ideas that might be of value to local workplaces or the organization as a whole.

Many members expressed their desire to be able to bring ideas forward through an independent and accessible process. There were many examples provided to the writer of ideas being outright ignored or rejected or being stolen and used by someone else in their work to their credit or in their own promotional process.

This *Review* was initiated by exactly this issue. An idea for flexible workplace was researched and proposed in human resources but was not embraced at that level. There was however some interest expressed higher in the organization s. 17(1) s. 17(1) This proposal is now going forward to the executive for consideration. If passed, it would be a significant change in the police culture of the CPS and may put C.P.S. in the forefront of police departments. I have found the most recent material released by the RCMP has also looked at flexible work options as way of attracting and retaining members and they are expected to be introducing a program to facilitate this in the near future.

A second example s. 17(1) relates to the need for H.R. to connect with people on leaves and to assist in their return to work. s. 17(1) proposed the creation of a leave coordinator who would follow up with people on leave to ensure they are still connected to the organization and doing well. s. 17(1) s. 17(1)

s. 17(1) There was no action taken on this idea. Then this past summer s. 17(1) s. 17(1) drafted proposal for a similar leave manager position and sent it to human resources. The response was that human resources were already introducing this position. However, it was not until a month later that human resource staff report that this issue was raised with them and the work was assigned to be shared between two of them, to be done in addition to their other duties. There was no mention of the previous proposals or work done by others on this issue.

These examples illustrate what many members felt about bringing their ideas for change forward. Numerous ideas to address this issue were discussed. Some people supported having an idea box or a virtual idea box created with a connection to the Chief's office. Others thought someone outside the organization or a committed within the C.P.S. needs to be assigned to receive and review them.

The recommendations with respect to the Culture are:

1. **To put a priority on creating and sustaining a culture based on respect and inclusion.**

   The introduction of a culture change manager whose responsibility it is to monitor the culture and plan change strategies for future growth and development is needed.

2. **To explore ways of making the CPS more inclusive, particularly more gender or family friendly so the childbearing years are not lost years in one's career path.**

   One example of this may be the Flexible Work Options trial. However to be successful, it will need the support of the Chief and Executive and perhaps a designated staff member to oversee it. It will need an appropriate roll out and communications to ensure it does not suffer the barriers that job share did.

3. **To conduct exit interviews with a view to learning about the culture when members of the organization resign.**

   There is a saying about a ship not knowing how many people fall overboard if they don't have someone listening for the splash. This is an organization's way of hearing the splash of the people falling victim of the culture. The writer heard many stories of members leaving because of being bullied or unresolved conflict.

4. **To develop opportunities for networking, coaching and mentoring to be available to all levels of the organization.**

5. **To create a process for bringing forward ideas for local worksites or the organization at large to an independent body, whether individual or committee, for evaluation, to direct further research or to recommend them be accepted.**

6. **To ensure that inclusiveness, alternate dispute resolution and respectful workplace are included topics in leadership training.**

7. **To explore ways of promoting accountability for behaviour in the workplace.**

8. **To consider introducing an administrative sergeant and staff sergeant stream in promotions that would open the door of promotions to those who have not been able to do years of street police work.**

Strategy

There is an absence of strategic plans and stated values and principles to guide the H.R. function to align it with the broader corporate values and those of the City of Calgary. An important clause in the City's goals is, *"to draw on the collective strength of experience, skills and perspectives of our diverse workforce to create a positive work environment, deliver great results and produce quality public service for all Calgarians"*.[2]

Such statements play and important role in that they set the standard against which decision making and its work can be measured against, thus supporting transparency and accountability. The absence of these guiding statements leaves H.R. open to allegations that its work is based on personal beliefs, values and opinions and that its decisions can be arbitrary, judgmental and without sound reason. The development of values and principles would also serve to add needed consistency and continuity over time as they would survive any staffing changes. Having transparent processes and based on principles is one way of building trust in the H.R. functions.

There are a number of areas of corporate concern heard in the *Review* that would benefit from a strategic approach, particularly related to diversity and inclusivity, conflict management, and Respect Matters, to ensure the internal services offered to members are meeting their individual and collective needs.

A challenge that human resource departments in every organization faces is how to manage employees who are chronic non-performers, users and abusers of the system or those who otherwise want to get a "free ride on the someone else's dollar". It is trite so say that some employees eventually need to leave their employment circumstances, on their own initiative or the organization's action, to move on in their lives. Sometimes, however, there is a fine line between those in the category of "slackers" and those who are dedicated and good workers experiencing a bad time in their life and need some indulgence and support. Of course through the process of this *Review* I was not able to ascertain to which group the people I was speaking to fell into. I had been cautioned about this, "You know you will only be hearing from the complainers." This reinforced the need to distinguish 'bad' behaviour from 'bad' people.

Many of those interviewed offered examples of their good experiences with H.R. However, there were also many examples of how they were left feeling devalued and abandoned as a result of interactions with H.R. at various times over the course of their careers. There were many examples of members who felt they were being invited to leave the organization by H.R. because of their request or circumstance, or felt that leaving was the only alternative for them. The

[2] Retrieved November 2013 from
http://www.calgary.ca/CS/HR/Pages/Inclusion.aspx?redirct=/inclusion

experiences of all of those interviewed cannot be ignored however because of the insights gained about system issues related to such things as staffing, training, and guiding principles for the work of H.R.

Although the Respect Matters policy has been in existence for a number of years it has come under significant criticism from all levels of the organization. The lack of use of this policy by members as a means to resolve conflicts is a complex issue and should not be seen as evidence that there are no issues. Some factors of its non-use may involve the characterization of the policy and its use of penguins, the lack of defined processes, and the feeling often expressed about whether it is safe to make a complaint or whether offenders of it are ever held accountable. There is still an organizational need for such a policy, therefore steps need to be taken to up-date and re-brand it.

An area of concern raised in the *Review* that has not been addressed by policy or formally addressed involves circumstances when members of the family of staff of the H.R. Section are in the competition or promotion processes or otherwise need to be moved in the organization. There is no protocol to guide how these situations should be handled to protect staff against perceptions of conflict of interest.

The recommendations about Strategy are:

1. **To develop a human resource strategy and principles to guide the work of this section as an internal resource for employees.**

   The strategy will outline the initiatives undertaken by the Section. The principles would guide ethical and principled decision making by human resource staff to avoid arbitrary decisions and those based on personal opinions and beliefs. These principles may incorporate what many organizations are viewing as 'just and trusting' principles developed for reporting conflict or unsafe situations. The environment of human resources needs to reflect a more consumer approach rather than a command and control approach consistent with law enforcement.

2. **To develop a strategy to re-brand Respect Matters with the assistance of external communications experts and roll it out to the organization with the express support of all of the executive and leadership.**

   Appropriate informational and educative material also needs to develop based on best practices in this area.

3. **To develop a strategy to liaise with all of the formal and informal parts of the conflict management system of the organization.**

   To develop a user friendly algorithm for conflict management that sets out the criteria for using each of the various conflict management processes available.

4. **To develop a specific human resources strategy to address the most complex cases through committee review and management to ensure policies, practices and processes are being applied fairly and in compliance with the organizational values and current legal principles.**

5. **To develop a conflict of interest policy for the Human Resources Section to protect the staff from perceptions of conflict when members of their families need human resource service.**

Conclusion

It is hoped that the *Review* will serve to inform the Calgary Police Service of ways to strengthen its human resources functioning to an impressive level. It is intended to be a vehicle of discussion and development and not an indictment of the good work carried out by the Human Resources Section of today or in the past.

Respectfully submitted,

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November 2013