Chapter 1

OVERVIEW

1.1 The prosperity of this country and, ultimately, our standard of living depend on the success of the UK in an expanding global market. As sophistication in communications grows, capital, technology and jobs are moving to whichever countries offer a competitive edge. To compete, we need to harness scientific and technological advances to best effect in industry and commerce – and in service delivery, within both public and private sectors.

1.2 The pressure to respond successfully to change is increasingly being felt across the UK work-force, at all levels up to and including top management; and the need to raise the national skill-base is a critical element in the drive to improve our international competitiveness. It is reflected in the Government’s recognition of the need for continuous lifetime learning for those employed in all sectors of the economy, as well as for those seeking work. This includes the Civil Service.

1.3 The Civil Service plays a vital role in promoting the prosperity of this country and the welfare of its citizens. It advises Ministers on policies; it is responsible for ensuring that the policies of Ministers are carried out; and it delivers a wide range of services to the public. It is recognised and respected world-wide – now not only for its high standards of integrity and impartiality, but also for the wide range of reforms and initiatives which are being implemented to improve efficiency and effectiveness and to enhance its performance.

1.4 In its White Paper on the Civil Service, Continuity and Change (Cm2627), published in 1994, the Government re-iterated its commitment to maintaining the values which underpin this reputation. In January 1996, it published a new Civil Service Code, which applies to all civil servants, summarising the constitutional framework within which they work and the values they are expected to hold. The role of the independent Civil Service Commissioners has also been strengthened.
1.5 Continuity and Change also set out a demanding programme of change. Increasing pressure on resources and demand for better quality public services require a continuous improvement in performance in every organisation within the Civil Service: an improvement which has to be sought as the pace and scale of change accelerates in an increasingly competitive global environment.

1.6 The Government’s aim is to ensure that we have a Civil Service equipped and trained to meet this challenge: in the words of Continuity and Change,

“to make better use of [the Civil Service’s] most important resource – the staff of departments and agencies – by providing the prospect of a career with a good employer, offering challenge and reward; by developing their skills to meet the managerial, technical and competitive challenges they face; and by ensuring equality of opportunity for all members of staff, irrespective of background, gender, race and disability.”

1.7 The Civil Service must have vision and foresight, joined with knowledge and experience. Some of the most exciting opportunities for the future will be in the harnessing by Government of new technology. Information technology is making it possible to deliver Government services in radically different ways, often direct to individuals or businesses and this process will accelerate with more transactions taking place electronically.

1.8 But these changes will only be initiated if the Civil Service is able to recognise their potential. That means that civil servants not only need to keep abreast of advances in science and technology and other relevant fields, they must also deepen their understanding. Departments and agencies will therefore need to make better use of their scientists, engineers and other specialists. More widely, civil servants need greater numeracy skills to handle the data associated with these advances, and the important changes in accounting practice being introduced. Better managerial skills will ensure that necessary change will be implemented quickly and efficiently.

1.9 The Civil Service has always recognised the importance of training and development – and has a good record of achievement, much of which is reflected in this White Paper. But the Government believes an overall step-change in performance is needed if the Civil Service is to meet the challenge of continuous improvement in an increasingly fast-changing world.
1.10 This White Paper sets out a new programme for action on training and development across the Civil Service. This is for departments and agencies to deliver. They operate within a common context of public administration and shared values. But, at a practical level, it is for the hundreds of organisations that make up the Civil Service to carry forward their own plans to improve their investment in training and development in accordance with their own organisational needs. Moreover, different organisations are at different stages in responding to the challenges set out in this White Paper.

- Departments and agencies will produce by 1 November 1996 their own action plans for implementing the approach set out in this White Paper. Each organisation will then evaluate the results, update its plans and set new targets, as appropriate, as part of the annual business planning cycle.

1.11 The programme of action has three key elements, described in more detail in the following chapters:

- Commitment to the Investors in People standard, (Chapter 2), which is the accredited national Standard for a well-managed organisation which develops its employees to meet its overall objectives. All departments and agencies have been committed to carrying forward plans to become Investors in People since 1994. So far, 58 organisations, covering 12% of civil servants, have achieved the Standard; and, in all, 35% of civil servants are working in organisations that have either achieved the Standard or are formally committed to achieving it against an agreed timetable. The National Target for Education and Training for the year 2000 is that 70% of all organisations employing 200 or more employees, and 35% of those employing 50 or more, should be recognised as Investors in People. The Government has decided to set a separate, more challenging, sector target for the Civil Service:
  - By the year 2000, all civil servants will be employed in organisations recognised as Investors in People.

In support of this target, the Government has set two intermediate milestones:
By 1 April 1997, 65% of civil servants will be working in organisations which are either recognised as Investors in People or are committed to achieving the Standard against a formal action plan.

By 1 April 1998, all civil servants will be working in organisations which are either recognised as Investors in People or are committed to achieving the Standard against a formal action plan.

A new drive to raise the levels of skills and awareness of staff at all levels across the Civil Service, (Chapter 3), to be achieved primarily through action by departments and agencies to:

- develop a stronger managerial culture, using the competence frameworks that many departments and agencies have in place but with more professional management training and qualifications;
- develop an increasing number of civil servants with specialist expertise or in-depth knowledge of particular areas – and, conversely, increase the use of specialists in wider roles;
- increase awareness training and development opportunities for staff, to improve their understanding of the international, social, economic, legal and constitutional environment in which they work and to keep pace with relevant changes in communication, science, engineering and technology.

Departments and agencies will set annual targets, quantified wherever possible, for improving their own performance in these areas, and monitor progress. These targets will, properly, reflect differing departmental and agency functions and priorities. But the Government will be looking to departments and agencies to ensure, through their action plans, that they are addressing each of these areas as necessary; and it has identified a range of indicators against which it will seek to monitor progress in key areas of the Civil Service, drawing on information from these action plans and from information collected centrally about the Senior Civil Service.
A flexible approach to recruitment at all levels is the other key element of this drive. Departments and agencies will monitor and review annually their use of open recruitment and inward secondments and develop plans for further action. More specifically:

– Each time a vacancy arises in the Senior Civil Service open competition will be considered; and departmental performance will be monitored and reviewed centrally.

– There will be a new push to increase external recruitment at middle-management levels, through a new inter-departmental initiative to be launched this autumn. The aim is to bring into the Civil Service at least an additional 50 middle managers in the first year of the scheme, and 80 by 31 March 1998. The Government would like to see external recruitment at this general level rise to at least 500 a year by the year 2000.

– The appeal of the Civil Service-wide fast-stream entry scheme is to be strengthened and broadened for the 1996/97 and subsequent competitions. More departments are going to recruit through the specialist science and engineering fast-stream competition, and year on year increases will be sought in the overall number of recruits to that scheme. More graduates with a scientific or technological background should also be recruited through the generalist competition – the aim being an increase of 5% in 1996/97 and to raise the share of total recruits from these backgrounds to 33% by the close of the 1998/99 competition.

• Giving individual civil servants more confidence and ability to be responsible for their own development and careers (Chapter 4) within an invigorated partnership involving the individuals, their line managers and top management.

All civil servants can expect:

– to work in an organisation which encourages learning and offers equality of opportunity;
DEVELOPMENT AND TRAINING FOR CIVIL SERVANTS

– job specific training and any wider development needed to perform their current job to the best of their ability;

– access to information and advice which allows them to prioritise and make informed decisions about their development and their future career;

– support in drawing up, implementing and up-dating a development plan which aims to improve their performance in line with the organisation’s needs and their abilities, and in preparing themselves to take full advantage of career opportunities.

Top management must provide the strategic framework to enable these expectations to be met;

Line managers must deliver the necessary action in partnership with individual members of staff and account for it to top management.

Individuals must accept a matching obligation to plan their own development and make full use of the development opportunities available to them.

Departments and agencies will report in their action plans on how this commitment – which will support work towards Investors in People – is to be implemented. Again the Government will be looking for a lead from the Senior Civil Service; and a number of initiatives, against which progress will be monitored centrally, are described in Chapter 4.

1.12 All this requires that investment in the training and development of staff should be seen as a priority for departments and agencies. Indeed, training and development activity that is properly targeted in response to the overall objectives of an organisation is, in practice, integral to the delivery of those objectives and has to be resourced accordingly. In some cases this may require action on the part of departments and agencies to create some extra margin in both human and financial resources – although the Government recognises that this is not easy at a time of tightening running cost controls and reducing managerial teams. There is certainly a premium on seeking cost effective, better targeted approaches to training and development – of which this White Paper gives a number of positive examples.
1.13 The Government also recognises that the impact of staff reductions across the Civil Service and the other management changes that are being introduced makes for a difficult climate in which to promote a fresh commitment to training and development. But, as many organisations confronting change on this scale have found, not only is such an approach essential to achieving the necessary improvements in performance through a better skilled and developed work force, it can be a powerful factor in revitalising staff and improving morale. Direct evidence of the benefits of investing in people in this way is cited in Chapter 2.

1.14 The Government believes that departments and agencies should be encouraged, in drawing up their action plans, to formulate proposals for evaluating their training and development activity and to take opportunities to benchmark their performance against other organisations inside and outside the Civil Service. Development and Equal Opportunities Division, Cabinet Office (OPS), will take the lead in supporting work in this area. Departments and agencies will also include in their action plans their annual budget for training and development and, subsequently, the actual spend, expressed as a percentage of staff costs. The Government recognises that this will not provide a comprehensive picture of action taken on training and development – either quantitatively or qualitatively. Some of the best staff development – for example coaching on the job – is difficult to measure. But this is an additional indicator which the Government believes departments and agencies should establish for themselves and monitor.

1.15 Departments and agencies will also continue to receive support from the centre in formulating and delivering effective training and development for staff in the following ways:

- The Civil Service College will have a continuing role in the provision of training and development programmes for the Civil Service in competition with other providers. It has already established a high reputation as a centre of excellence in delivering the broad spectrum of training that is relevant to the Civil Service. It has been at the forefront of delivering training in public sector reform; and it will be developing additional courses and programmes in response to this White Paper. Moreover the College is now developing a number of partnerships with
the private sector which will enhance its status in the provision of courses for those in the public and private sectors.

- Development and Equal Opportunities Division, Cabinet Office (OPS), will continue to work with departments and agencies to promote best practice through:

  - identifying areas in which the current priorities of departments and agencies demand new techniques and approaches;

  - designing and managing co-operative projects in such a way that departments and agencies can adapt the findings to their own use;

  - supporting the achievement of IIP and promoting the National Targets for Education and Training, particularly in relation to vocational qualifications; and

  - spreading information on approaches that work well and represent value for money, and encouraging departments and agencies to share best practice.

1.16 Cabinet Office (OPS) will also be responsible for reviewing overall progress against the objectives set out in this White Paper and will prepare an annual report to Ministers on the collective performance of the Civil Service, which will be published.
Chapter 2

INVESTING IN PEOPLE

2.1 Investors in People (IIP) is the national Standard for the effective training and development of all an organisation’s employees. It is the Standard to which the Government wants all departments and agencies to work because:

- it is a proven, practical way of targeting an organisation’s training and development activity in line with its overall objectives;

- it has been designed by employers and is based on existing best practice, against which organisations (both public and private) can be assessed. It offers Civil Service organisations the opportunity to obtain objective recognition of their commitment to the focused training and development of their staff.

INVESTORS IN PEOPLE

The four principles

<table>
<thead>
<tr>
<th>COMMITMENT</th>
<th>PLANNING</th>
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<td>to investing in people to achieve organisational goals.</td>
<td>how skills of individuals and teams are to be developed to achieve these goals.</td>
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EVALUATION

of progress towards goals, value achieved and future needs.

ACTION

to develop and use necessary skills in a well-defined and continuing programme.

Diagram © Copyright 1996 IIP UK
The benefits of Investors in People

2.2 All departments and agencies, therefore, have been committed to carrying forward their plans to become Investors in People since 1994. Progress towards a closer integration between training and development activity and organisational objectives was, of course, already being made; and many departments which have not yet achieved Investors in People status already have progressive and effective human resource (HR) policies. For example:

- many departments and agencies have developed performance management systems which integrate effective planning, identification of standards, performance review, prioritisation of development needs and measurement of improvements. Too often in the past performance management was seen just in terms of annual appraisal or review systems – with too much emphasis on looking backwards and assessments of performance being made against factors with little relevance or contribution to organisational goals or corporate performance. That is changing across the Civil Service.

THE NORTHERN IRELAND OFFICE (NIO) introduced a new performance management system as a result of a survey of staff views conducted as part of its human resource development (HRD) programme. As well as reflecting the contributions of staff in all grades and administrative and specialist disciplines, it draws on best practice in performance management in both the public and the private sectors. The new system:

- emphasises the link between individual performance/targets and the aims of the branch, division and, ultimately, the department. The system also emphasises the importance of achieving results by assessing performance against pre-set objectives and against the competences required to deliver these; and

- ensures greater opportunity and encouragement for people to develop fully their potential and their future careers.

In early 1996 a revised, streamlined system was developed, again building on staff views gathered as part of the continuing HRD programme. Importantly, this revised process involved the countersigning officer at the early stages as a means of ensuring that objectives (and competences needed to deliver them) were aligned with business needs.
significant effort and investment have been put into improving quality throughout the Civil Service. There has been an ongoing focus on achieving published standards, providing better service to customers, and increasing efficiency and effectiveness. This has been done, primarily, by linking people management, process improvement, service delivery and value for money. As regards the payback, recent work by Cabinet Office (OPS) with 12 Civil Service organisations has demonstrated that, to enable effective measurement, individual quality improvements need to be put in the context of business performance.

there has been increasing recognition of the importance of effective communication with staff – the promotion of genuine and productive dialogue within organisations. Effective communication within an organisation ensures that all staff understand the organisation’s values, priorities and objectives and see how they fit these. This is more than a top down, paper based approach. It includes upward feedback methods such as focus groups, working groups of staff drawn from across the organisation and suggestion schemes.

a number of departments and agencies have been developing HR strategies to match the strategic objectives of the organisation. Where this is already happening the focus of the HR strategy is typically on:

– improving the skill-base and expertise;
– performance improvement;
– behavioural and cultural change;
– improving the commitment and motivation of staff.

a high priority is being given to seeking cost-effective, better targeted training which offers value for money. Approaches include:

– assessing individuals’ needs;
– providing up-to-date information so managers and staff can make informed decisions;
– advising on the most cost-effective options once the training need is identified;
QUALITY

CONTRIBUTIONS AGENCY: Having recognised the need to focus and co-ordinate effort in the management of change, the Contributions Agency has adopted “The Way Ahead” programme, which focuses on five key principles, one of which is Delivering a Quality of Service. The overall aim is to help people understand what they need to do differently and to ensure that policy, systems and processes are fully in tune with Agency values. The Contributions Agency joined a Cabinet Office (OPS) – managed consortium project on “Measuring Quality Improvements” with a view to piloting an aspect of measurement within one of its large Operational Directorates and helping to inform a decision about the most suitable framework for taking forward quality throughout the Agency.

It soon became evident that the goal should be to identify a model that would help establish for individual Business Units a “quality baseline” which had “continuous improvement” as its key feature and driver. This prompted a pilot exercise to explore the UK/European Quality Model as a way of linking business planning and action plans into a continuous improvement cycle. Evidence gathered to date suggests that people feel comfortable about using such a model as a means of focusing improvement activities in line with the organisation’s needs, culminating in planned actions which are monitored and measured.

COMMUNICATION

EMPLOYMENT SERVICE: As well as an increasing use of focus groups to help develop strategies for individual and organisational development, the Employment Service (ES):

- runs large-scale participative events with a cross section of grades discussing a wide-range of ES-relevant issues;
- held “Taking the ES Forward” workshops which brought together 150 staff from all parts of the ES for a day to learn about ES and discuss the issues facing the organisation;
- arranges regional workshops and lunchtime seminars (sometimes including expert external speakers) to communicate messages to staff.

HUMAN RESOURCE STRATEGY

HM CUSTOMS AND EXCISE: HM Customs and Excise has developed a holistic approach to human resource strategy. Following a Fundamental Expenditure Review the department has developed a strategic change programme. Part of this is a People Management Framework which describes the Department’s management culture and lays particular emphasis on teamworking and the development of people. In turn this is supported by integrated performance management systems covering appraisal, competences, development and training and a new pay and grading system.
RESOURCES/COST-EFFECTIVE TRAINING

LEAD BUYING UNITS: Department for Education and Employment (DfEE) has established a lead buying unit to get best value for money from training budgets. The unit offers a wide range of services to customers including advice on training suppliers, indications of likely costs for training and development and monitoring and evaluation of commissioned training.

DEVELOPMENT WORKSHOPS: The Department of Transport is planning a development workshop, to assess development needs. The workshop will be available to all staff below the Senior Civil Service and will be operated by consultants working with managers specially trained in the necessary assessment skills. This ‘partnership’ approach strikes a balance between external expertise and internal resources.

GETTING THE RIGHT TRAINING: In The Scottish Office more emphasis is being given to bespoke events rather than standard courses to help managers meet their objectives. Development advisors work alongside the line manager to design the event. They usually produce a ‘partnership’ agreement which sets out who will do what and how it will be evaluated. This encourages clarity of thinking and a way of describing what successful outcomes would look like.

OPEN AND DISTANCE LEARNING: These options can be more cost effective than formal courses and many departments and agencies have open learning or learning support centres to facilitate access to a variety of learning options. For example, the Department of Health has successfully set up a purpose built open learning centre in London which contains the latest training equipment in the form of interactive videos, including CD-Rom, audio and computer based training packages. Open and distance learning gives staff the freedom to choose what, how, when and where they learn.

INFORMATION DATABASES: The Welsh Office Staff Training Unit maintains an extensive catalogue of training and development courses offered by a wide range of private and public sector organisations. This catalogue is indexed by subject and core competence and includes information from evaluation exercises. Much of the information is kept as a computer database for use by teams and individuals to identify good training options.

EVALUATION: Evaluation is an important part of the cost effectiveness equation. Virtually all departments and agencies evaluate training but with varying degrees of success. The Ministry of Defence (MOD) have a methodology which includes: pre and post course contracting, end of course reactionnaire, post course action planning, post course trainer’s report, post course evaluation questionnaires sent to samples of students and their managers and post course follow up interviews. MOD evaluation reports have been used as examples of best practice by the Civil Service College.
BENEFITS OF INVESTORS IN PEOPLE

INLAND REVENUE ACCOUNTS OFFICE – CUMBERNAULD: “Our business results for the three years 1991/2 to 1993/4 showed a consistent year-on-year improvement in all key results … this has been achieved through our people, the training we invest in them and their determination to make our organisation one of the best.”

NHS PENSIONS AGENCY: The initial IIP diagnosis revealed:

• lack of identification of training needs and evaluation;
• poor communications;
• lack of interaction between teams;
• lack of innovation.

Benefits realised through implementing IIP include:

• multi-skilling, increased teamwork, interaction;
• a more cohesive organisational structure;
• greater innovation;
• improved communications;
• “ownership” of the organisation by employees through self-managed teams.

FIRE SERVICE COLLEGE: The College continues to benefit significantly from the achievement of IIP, most notably:

• productivity, bottom line improvements in staff performance;
• quality, through enhanced targeting of training;
• customer satisfaction;
• increased sales of accreditation for overseas courses;
• more effective use of the training budget;
• more effective communication systems.
— providing open and distance learning options which offer flexibility.

2.3 The advantage of IIP is that it provides a framework in which to focus and capture such progressive developments, within the overall aim of relating training and development activity to organisational objectives. Indeed it has been established as a powerful management tool for identifying good practice and developing it further. In planning for, and in some cases implementing, IIP, departments and agencies have also found they have benefited from the rigorous strategic analysis of their operations in core business processes — such as planning, communication, objective setting, evaluation and training and development — that it requires. Implementing IIP can have value purely as a stimulus for positive change. But the need for re-accreditation every three years also ensures continuous improvement — principally by keeping training and development at the forefront of strategic planning.

2.4 Moreover, integral to the IIP Standard is the requirement that the training and development of all employees at all levels within an organisation needs to be addressed. For many organisations, the major benefits of IIP arise not from examining the roles and needs of senior management — these are likely to command attention in any case — but from focusing on the roles of the majority of their staff, and providing opportunities for them to develop and grow in line with the organisation’s needs.

2.5 A survey by IIP UK Ltd* of 231 accredited organisations reported that the most common benefits included:

- sharper focus on training and development (62%);
- motivated workforce (59%);
- better customer service (55%);
- effective communication (52%);
- better corporate image (43%);
- better appraisal strategy (36%);
- more skilled workforce (35%);
- higher productivity (30%).

(Figures in brackets show the proportion of respondents in the survey quoting this benefit.)

* Shaping Up For Change Through Investors in People. IIP UK Ltd, 1996
The bar chart shows the IIP position for civil servants at March 1996 compared to October 1995.

The chart shows clear progress at all stages of the IIP process towards achievement of the standard in this six month period.

In particular, there has been a substantial increase in the proportion of civil servants who are working in organisations recognised as achieving the Standard or formally committed (the right hand side of the chart) and a corresponding fall in the proportion of civil servants working in organisations not yet committed (the left hand side of the chart).

The ‘strategic undertaking’ columns represent those large departments and agencies which have made a high level commitment to achieve IIP throughout their organisation on a business unit by business unit basis within an overall timescale. Business units, within these departments and agencies, which have been formally recognised as Investors in People are included in the far right hand column.

The chart gives a snap-shot of progress but it will be backed up by monitoring at regular intervals against the 100% final target and the interim milestones set out in the text.
In short the Government believes the benefits of IIP are already demonstrable, both inside the Civil Service and outside.

**Implementing Investors in People**

2.6 The evidence suggests the costs of implementing IIP vary significantly between organisations. A study by the Institute of Employment Studies* concluded that “the amount of cost incurred will implicitly take into account the position from where the company started”. Those with relatively unsophisticated approaches to training and development may have more work to do (and therefore incur most cost) to reach the Standard. Equally, they are likely to see the most significant immediate benefit.

2.7 The Government acknowledges, therefore, that implementing IIP can mean a sizeable investment, not only in money terms, but also in time and resources. But it is confident that it is an investment which will yield benefits for any organisation; and as the number of departments and agencies which have achieved IIP accreditation continues to grow the specific benefits will be measured in a variety of ways. Over the next 12 months, the Cabinet Office (OPS) will co-ordinate two exercises – one on the evaluation of the costs and benefits in a number of organisations; the second on benchmarking the IIP process itself.

2.8 There is now widespread and genuine commitment to the principles of Investors in People within the Civil Service; and this is beginning to be reflected in the number of organisations that have already achieved the Standard or are formally committed to achieving it against an agreed action plan. By 31 March 1996 the position was:

- **Achieved the Standard**: 58 organisations, covering 12% of all civil servants, as compared to 34 organisations covering 10% of all civil servants at 1 October 1995.

- **Formally Committed**: 46 organisations and parts of eleven larger ones, covering 23% of all civil servants, as compared to 35 organisations and parts of eight others (16% of all civil servants) at 1 October 1995.

PROMOTIONAL WORK

Support is available for Departments and Agencies in working towards IIP. In addition to the work of Investors in People (IIP) UK Ltd promotional work is being undertaken by Development and Equal Opportunities Division of the Cabinet Office (OPS). This work includes:

- Facilitating 7 Regional Networks: encouraging and sharing best practice towards accreditation

- Facilitating the Recognised Investors Network: encouraging and sharing best practice towards re-assessment

- Publishing a quarterly IIP Newsletter distributed across the Civil Service

- Organising IIP conferences and seminars – eg. Workshop for Senior Managers on Taking Forward Investors in the Civil Service, in January 1996, chaired by the Chancellor of the Duchy of Lancaster

- Liaising with IIP UK Ltd – eg. leading a meeting of larger departments and agencies with IIP UK in March 1996

- Assisting the Civil Service College with the development of training courses and other support

- Liaising with TECs and LECs on courses, seminars and general support available for departments and agencies.

- Preparing IIP publications specifically designed for central government, eg. self-diagnosis pack

- Planning to undertake evaluation study and benchmarking work with departments and agencies, commencing in 1996/7.
DEVELOPMENT AND TRAINING FOR CIVIL SERVANTS

This compares well with the economy as a whole, where 5% of the national workforce are employed in organisations which have achieved the Standard and a further 19% are in formally committed organisations (IIP UK figures at end February 1996).

2.9 The Government is determined, however, to ensure that further rapid and comprehensive progress is made. The relevant National Target for Education and Training for the year 2000 is:

- 70% of all organisations employing 200 or more employees, and 35% of those employing 50 or more, to be recognised as Investors in People.

Given the momentum that is now established in the Civil Service and acknowledging the increasing levels of top management commitment, the Government believes it can, with confidence, set a more stretching sector target for the Civil Service, namely that:

- **By the year 2000, all civil servants will be employed in organisations recognised as Investors in People.**

2.10 In support of this target the Government has also set two intermediate milestones:

- By 1 April 1997, 65% of civil servants will be working in organisations which are either recognised as Investors in People or are committed to achieving the Standard against a formal action plan.

- By 1 April 1998, all civil servants will be working in organisations that are either recognised as Investors in People or are committed to achieving the Standard against a formal action plan.

**Delivery**

2.11 Departments and agencies will report on progress against these targets in their action plans; and progress across the Civil Service will continue to be monitored by Development and Equal Opportunities Division in Cabinet Office (OPS). The Division will also continue to promote best practice in this area, in association with the Civil Service College, IIP UK Ltd, Training Enterprise Councils (in Scotland, Local Enterprise Companies) and others.
Chapter 3

RAISING LEVELS OF SKILLS AND AWARENESS

3.1 As described in the previous Chapter, Investors in People provides a framework which should ensure that all departments and agencies keep their skill-base under continuous review and take action to recruit and develop staff to meet changing needs. But, if the Civil Service is to achieve the continuous improvement in performance which the Government is seeking, it will be necessary to raise the level of skills, awareness and flexibility of staff at all levels across the Service. This is not to underestimate or denigrate the ability and professionalism of civil servants. It is a challenge facing all organisations, whether in the public or private sector, as a result of the increasing pace of change, the increasingly sophisticated range of techniques available to managers and the pressure to get it right first time in leaner, flatter organisations. It is a challenge to which the Government is confident the Civil Service has the capacity and flexibility to rise.

3.2 There are four areas in particular where action is needed in pursuit of departmental and agency objectives:

- the continuing development of a stronger managerial culture, using the competence frameworks that many departments and agencies have in place but with more professional management training and qualifications;

- a much greater emphasis on the use and development of civil servants with specialist expertise in, or in-depth knowledge of, particular areas, complementing more generalist managerial skills – and, conversely, on the flexible use of specialists in wider roles;

- a sustained commitment to awareness training and development opportunities for staff to help them understand the environment in which they are working and keep pace with external developments, for example in relation to scientific and technological change;
• a flexible approach to recruitment, building on the approach outlined in the White Paper “Taking Forward Continuity and Change” (Cm 2748) and on what has already been achieved – particularly at senior levels.

3.3 Effective action in all these areas will, the Government believes, lead to a more professional Civil Service, both in its advice to Ministers and in service delivery: a Civil Service with stronger leadership and more flexible working; more confident in quantification and information management; better equipped to manage contracts and to deal with users of services; and with better communication and presentation skills. The rest of this Chapter sets out in more detail some of the initiatives that are already in place and the approaches that are being followed in each of these areas. It also describes how departments and agencies will be taking these forward in action plans, which will be subject to regular monitoring.

**Developing a stronger management culture**

3.4 A strong managerial culture is vital if continuous improvement in performance is to be achieved. The nature of work in the Civil Service, as elsewhere, is changing, geared to achieving high quality and timely results.

Key elements are:

• a greater emphasis on better management of resources through better financial and managerial information. The proposed financial reforms of the way public expenditure is planned, controlled and reported will require the development of the understanding of, and skills for, resource accounting and budgeting;

• target setting;

• good performance management in teams and units;

• the management of external contracts and the use of internal markets and service level agreements with associated challenging regimes;

• the use of project management and quality process techniques in policy development and implementation as well as service delivery;

• compliance cost and risk assessments as an integral part of good regulation;

• managers continuously seeking best value for money; and

• more emphasis on oral and visual presentations.
COMPETENCE FRAMEWORKS

INLAND REVENUE: In the Inland Revenue a Personal Development Review (PDR) system was introduced across the Department 1993–95. It is based on a Departmental Core Competence Framework (CCF) from which individual or representative Job Competence Profiles are prepared. Jobholders and their managers regularly discuss and compare Job Competency Profiles with Individual competency standards to identify training/development needs in a Personal Development Plan. The CCF is updated to reflect changing departmental needs – most recently to take account of the delayering programme. A linking document has also been produced translating CCF competences to the Core Criteria for those who aspire to the Senior Civil Service.

CHILD SUPPORT AGENCY: The Child Support Agency has developed a core competence framework which is used as a basis for the performance appraisal system. These competences are also used for external recruitment and internal promotions.

WELSH OFFICE: The Welsh Office held some 150 competence related training courses, catering for nearly 1200 members of staff. These workshops are aimed primarily at staff up to Executive Officer level and cover key skills such as time management, team working, letter writing and preparing briefs, communication and customer service.

ORDNANCE SURVEY: Ordnance Survey has developed a set of core competences used to structure annual development reviews for all staff. The output of this is development plans owned by the individual. To foster the necessary openness for development planning this process is separated from the objectives based performance appraisal reviews.

THE COURT SERVICE: The Court Service has developed a framework of competences for Administrative Officer level and developed a series of modules to increase AO effectiveness which are suitable for delivery by middle managers developed as part-time trainers. This initiative was in direct support of needs identified by senior operational managers.
PRIVATE FINANCE INITIATIVE

PFI: In response to the increasing importance of private finance in public projects, the Treasury, with the Private Finance Panel, designed a two day programme to equip participants to implement a PFI project. The programme is run by a consortium of Price Waterhouse, the Private Finance Panel and the Civil Service College. It covers all aspects of project implementation: scoping the procurement process; risk allocation, financing; and key contractual issues. The programme began in January 1996; to June 1996 over 700 civil servants had attended, with a further 800 confirmed reservations for forthcoming sessions.

3.5 These changes require all managers and those aspiring to be managers to acquire new and better developed skills.

3.6 This has been reflected in the development of competence frameworks throughout the Civil Service. Virtually every department and agency now uses a competence based approach in some aspect of staff management: for recruitment, staff appraisal, assessment or development. Job requirements can be better defined; staff can apply for posts which match their skills and potential; and skills deficits can be identified by individuals and managers.

SENIOR CIVIL SERVICE – Core criteria have been developed for the Senior Civil Service. These present a clear statement of the high level skills and competences required of senior managers in key areas:

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<tr>
<th>DIRECTION</th>
<th>Leadership</th>
<th>Strategic Thinking</th>
<th>Delivery of results and Planning</th>
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<td>MANAGEMENT &amp;</td>
<td>Management of People</td>
<td>Communication</td>
<td>Management of Financial and other Resources</td>
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<td>COMMUNICATION</td>
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<td>PERSONAL</td>
<td>Personal Effectiveness</td>
<td>Intellect, Creativity and Judgement</td>
<td>Expertise and Professional Competence</td>
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3.7 These developments must be seen as fundamental to the professionalism of the Civil Service. Some departments and agencies are already moving in the direction of linking their core competences successfully to the Management Charter Initiative’s (MCI) Management Standards, which underpin National Vocational Qualifications (NVQ) in
MANAGEMENT QUALIFICATIONS

MBAs and NVQs

PUBLIC SECTOR MBA: This Service wide initiative is aimed at equipping the most able civil servants for future senior management posts. The civil servants undertaking the MBA follow the core programme offered by the leading business schools involved along with other MBA students. This is supplemented by either a public sector specialisation provided by the school, or public sector options run by the Civil Service College.

INTER COMPANY MBAS: In the Department for Education and Employment (DfEE) the Management Fast Track is one programme which has been used to identify, recruit, select and develop individuals with high potential to reach senior management positions over time. Participants study for an inter company MBA with a leading business school. This involves working closely with a group of leading private sector companies, attending workshops on company sites and conducting comparative analyses for assignments and projects.

TECHNOLOGY MANAGEMENT MBA: This is a new joint initiative between the Open University, the IPMS trade union and EMA, the engineers and managers association. The MBA is tailored to members needs, many of whom are civil servants. This is the first technologically based MBA of its kind in the U.K. and offers opportunities for specialists to gain a customised management qualification. A similar scheme in Australia has already proved successful.

MCI IN THE COURT SERVICE: The Court Service developed HEO competences in 1992 and these were linked to the work based level 5 NVQ in management. The University of Westminster validated the competence frameworks against the MCI standards and awards a Diploma in Management to successful candidates.

MANAGEMENT STANDARDS IN MAFF: In the Ministry of Agriculture Fisheries and Food a pilot programme is being run in-house for EOs and HEOs to gain the level 4 NVQ in management. Members are supported on an individual basis through site visits by the programme manager, who also runs portfolio workshops for the group. The programme was further developed in December 1995 with the issue of an in-house manual, entry on the basis of a personal statement and options for managers to work towards assessor standards.

NVQs: In Ministry of Defence (MOD) significant progress has been made by industrial and specialist staff in this area and MOD has achieved joint awarding body status. A strategy is being drawn up to expand take up among the non-industrial grades. In preparation, a mapping exercise has been conducted to align NVQs and the Department’s core competences.
Others are encouraging selected staff to acquire general business skills through qualifications such as the Master of Business Administration (MBA). In many departments and agencies management qualifications are central to management development programmes. The Government welcomes all these initiatives and wishes to see them given further impetus.

**Specialist skills and career anchors**

3.8 A traditional strength of the Civil Service has been the flexibility and adaptability of staff to work across a wide range of posts. Breadth of experience is valuable in itself, both in providing opportunities to learn the ‘profession of government’ and in developing managerial expertise. It is reinforced by a competence-based approach. This need for flexibility is being recognised in other sectors outside the Civil Service where there is a shift towards a generalist/managerial approach, away from narrow functionalism.

3.9 The Government believes, however, that there are clear signs that this emphasis on generalist skills – and on the associated frequent changes of post within organisations – can inhibit, critically, the growth of vital expertise not only in functional specialisms such as finance, accounting, purchasing and personnel, but also in particular areas of policy. It can also have an adverse effect both on the collective memory of key parts of an organisation and on relations with external contacts. In the past, this has been exacerbated in the Civil Service by an emphasis on promotion as the main or only real incentive/reward for good performance – and by the standard test for promotion being the capacity to perform well in a variety of jobs in the higher grade. This has been a barrier to some specialists – many of whom have not been offered sufficient opportunities to widen their general managerial skill-base through training or wider job experience, or whose managerial skills have gone unrecognised because they have been labelled as specialists in a particularly restricted field. And it has been a disincentive to specialise, whether in a particular skill, a functional expertise, or in an in-depth knowledge of a particular area of policy.
PROFESSIONAL & VOCATIONAL QUALIFICATIONS

THE INSOLVENCY SERVICE: All new examiners are required to study for the certificate stage of the Chartered Association of Certified Accountants’ examinations with a follow up scheme for successful examiners to progress to the full qualification. Study manuals, courses and weekly study leave are provided and costs met. This level of assistance has led to the Service being awarded Gold Star status as an approved trainer.

DTI: The Professionalism in Trade initiative aims to give staff engaged in Trade Promotion work the opportunities, training and incentives to raise their level of professionalism. It aims to do this through a combination of externally accredited modular training and a programme of postings which includes experience working both overseas and in the private sector. A key element is to develop a programme of competence based training leading to an externally recognised qualification. The aim is to have an externally accredited and publicly recognised qualification in trade promotion established by September 1996.

The ROYAL PARKS AGENCY offers horticultural training to recruits working in the parks. The Agency runs a training centre in Regents Park which provides training for several of the grounds maintenance contractors’ staff, ensuring they are able to meet the high standards the public expects of a Royal Park. Apprentices are trained to NVQ level 2 in Amenity Horticulture.

The HOME OFFICE has promoted and funded a training programme for the purchasing and supply staff which has, so far, resulted in 22 candidates achieving a certificate of competence in Government Purchasing since the functional specialism was launched in 1991. A number of these have progressed to achieve full membership of the Chartered Institute of Purchasing and Supply. These initiatives will assist the Home Office in its endeavour to meet the requirement that 75% of key procurement posts should be filled by qualified staff by the end of 1996.

THE BENEFITS AGENCY have joined with the Ford Motor Company and the University of East London to develop an IPD course. The initiative offers a unique opportunity for BA staff to work alongside employees of a large private sector company. The course lasts for three years with students working towards the certificate in Human Resource Management, then on to IPD graduate membership, finally achieving a Graduate Diploma in Human Resource Management. The course has been run through a distance learning approach together with 8–10 workshops a year at Ford.
3.10 The Government believes that this has been counter-productive. But it is a culture which is already breaking down. Grading systems are changing; and there is more promotion to post and greater use of job advertising throughout the Civil Service. This trend needs to be reinforced through a pronounced shift towards:

- a much greater emphasis on the development of ‘career anchors’ to complement generalist/managerial skills. These might include: in-depth knowledge of a particular policy area (such as schools funding or criminal prosecution procedures); functional expertise (such as personnel, purchasing or estates management); a ‘consultancy type’ skill (such as project management, business planning, process re-engineering); or a specialist expertise (for those recruited to specialist grades but working in generalist jobs);

- an associated drive to increase the number of staff with relevant professional and vocational qualifications, to use them in those areas of expertise and, increasingly, to make such qualifications either a pre-requisite for, or clearly advantageous to, promotion opportunities in key areas. Qualifications need to be considered across organisations at all levels. For some this may mean National Vocational Qualifications (NVQs), for others professional qualifications in personnel or accountancy. Access to qualifications should be open to appropriate staff of all ages. For example, departments and agencies might consider the business case for Modern Apprenticeships in their organisation, to open up new opportunities to recruit and develop bright young staff;

- more flexible use of specialists and better opportunities for them to develop careers in generalist as well as specialist posts.

**Awareness training and development opportunities**

3.11 An increased awareness of the context in which they work is important for staff at all levels. Staff in departments and agencies need to understand better the impact on users of the services they provide, whether in industry and commerce, in other public agencies, or as individual citizens.
FLEXIBILITY & SPECIALISTS

The CROWN PROSECUTION SERVICE has been developing innovative approaches to bringing specialists into the mainstream and in particular to developing multi-disciplinary teams. The move to multi-disciplinary teams has been supported by team working workshops and ‘Managing the Work’ courses for team-leaders. The CPS has also commissioned the publication ‘Making Teams Work’ from the Open College.

The SENIOR PROFESSIONAL ADMINISTRATIVE TRAINING SCHEME (SPATS) was established in 1972 as the result of a recommendation in the Fulton Report that specialists should be equipped with administrative and management skills. It has been decided that the scheme should be redeveloped, in response to the current pace of Civil Service change and the intention to deploy specialists more widely in the future. The scheme will be made more flexible, using a format which is responsive to individual and organisational needs, thus enabling more specialists to benefit from it. Proposals are currently being discussed with departments. The revamped scheme will be introduced in 1997.

DEVELOPMENT OF SPECIALISTS IN THE MINISTRY OF DEFENCE: MOD has a range of strategies for ensuring access to development opportunities for all its specialists. For example scientists and engineers have been integrated into MOD’s Assessment and Development centres, so that administrators and specialists are considered together for promotion to G7. The Assessment and Development centres have now explicitly encompassed development as a goal and candidates are encouraged to use the reports on performance at the centres as development tools.

DEFENCE ANALYTICAL SERVICES AGENCY: DASA statisticians run a key skills course to pass on some of their knowledge and experience of statistical work to administrators in the agency. This helps business, develops administrators and gives the statisticians practice in presentational skills.
DEVELOPMENT AND TRAINING FOR CIVIL SERVANTS

INTERCHANGE
Developing Industry and wider awareness

The WHITEHALL AND INDUSTRY GROUP was formed in 1984 to broker short and long term attachments, non-executive appointments and joint discussion groups between the Civil Service and its 90 members’ companies. So far some 300 attachments have taken place. The work is being expanded to include short-term attachments for middle management as well as the more senior appointments.

The DEPARTMENT OF TRADE AND INDUSTRY has a large interchange programme with the private sector both in terms of DTI officials working in industry and with private sector employees working in DTI. This has been a particularly effective approach in promoting British exports.

JOINT TRAINING PROGRAMMES typically involve either a mix of participants from business and the Civil Service or an opportunity for speakers from business to put their message across to a Civil Service audience. These programmes include the Top Management Programme and Node Programmes - well established, high quality residential courses, bringing together senior civil servants and their counterparts from the private and wider public sectors, with the focus on understanding, adapting to and shaping change. Over 1000 participants have been through the Top Management and Node Programmes since their inception. A recent wide-ranging review of the Top Management Programmed concluded that it “remains a high quality, outstandingly successful programme ... a highly valued broadening experience and unique learning opportunity.

PRINCE’S TRUST VOLUNTEERS (PTV) is a personal development programme for employed and unemployed young people aged 16-25 years. The standard programme is 12 weeks, with a shorter 4 week option for employees. It provides a structured programme of training which incorporates local community projects – caring and environmental. Over 700 young civil servants have benefited from the programme in the last two years, including significant numbers from the Inland Revenue, the Benefits Agency and the Employment Service. The Government’s aim is to increase that level of support. As well as benefitting local communities, the programme delivers specific benefits to the individuals and their sponsoring organisations. In addition to core organisational and personal skills and competences (such as communication, problem-solving, decision making, team-working), the programme gives employed participants a wider perspective and awareness – through their contact with unemployed participants and their local communities. PTV also provides secondment opportunities for civil servants as team leaders. The DfEE Permanent Secretary is on the Trust’s Board.
3.12 In particular, better understanding of the private sector ensures that the policy advice which is developed can help in wealth creation and national competitiveness. It will also produce a greater consciousness and understanding of the costs of regulation on businesses and other organisations and help to keep them to the necessary minimum. In order to achieve this, a number of steps are under way:

- appointment of an interchange panel of senior private sector executives to help promote the expansion of interchange programmes;

- further development of the schemes run by the Whitehall and Industry Group to increase understanding between sectors and promote long and short-term secondments and attachments;

- a 10% increase in the number of outward secondments from the Civil Service to industry and commerce by April 1997, with fresh targets to be set for succeeding years; and a parallel increase in the number of civil servants taking up non-executive opportunities in the private sector. The Government hopes that such fresh targets can amount to a 25% increase in outward secondments and similar interchange opportunities by the end of 1998;

- six departments already have private sector non-executive members on their main departmental boards and others are considering options. Progress will be reviewed at the end of the current financial year.

- a new joint development programme for graduate recruits run in conjunction with BP and NatWest.

3.13 It is also important to encourage greater mobility between departments, between departments and agencies and with other public bodies. We are committed to:

- increasing internal advertising of posts; and

- a stronger role for the centre in brokering and monitoring inter-departmental moves in the Senior Civil Service.
3.14 The pace of technological change means there is an ever growing need for civil servants to be fully aware of developments which may impact on present and future work. This is particularly true of developments in science, engineering and technology, including information technology and communications. Scientific and technological understanding enables individuals to be intelligent customers able to see their potential for improving working practices and service delivery, and their contribution to policy development.

3.15 Awareness training can also improve understanding of the international, social, economic, legal and constitutional environment in which staff work. In particular, understanding of the European frameworks in which the UK operates and a facility to work effectively within European institutions are vital, and knowledge needs to be continually updated through formal training, briefings and seminars. Secondments to European institutions and Governments across the world can have a double benefit of providing operational as well as very effective developmental experience. A good command of other languages promotes understanding and fosters goodwill.

3.16 In addition, a proper appreciation of the importance of the core values of the Civil Service — the need for integrity and impartiality; for fairness and progress on merit — must be kept in the forefront of the minds of civil servants. These core values need to be brought to the attention of new entrants to the Civil Service at all levels so that they understand their relevance to their particular work area and responsibilities.

3.17 Departments and agencies will be seeking to identify areas where staff and the organisation will benefit from better awareness training and will target training as appropriate, from seminars for all staff or for particular groups of staff to customised induction programmes for individuals taking up new postings. There are already examples of this approach working successfully in practice.
DEPARTMENT OF THE ENVIRONMENT: In recognition of the need for Government Departments to become more professional in their dealings with Europe, in 1993 the Department of the Environment conducted an internal review on the way it handled its European business. An important recommendation that emerged was that, in order to effectively secure UK interests in Europe, there was a need to improve knowledge and understanding in the Department of the way European business was conducted. The Department’s European Professionalism Initiative was established the following year to further this objective.

The main outputs from the programme have included:

- a skills audit of all staff at Executive Officer level and above, establishing the current level of expertise in terms of Europe-related work experience, training and language skills, with a view to assessing future training requirements.

- the adoption of a more strategic and policy-driven approach to the secondment of officials to European institutions, particularly the Commission;

- the production of a practical handbook for officials on negotiating in the European Union (EU), covering everything from preparations and alliance-building to getting about in Brussels.

The Civil Service actively encourages secondment of staff to the European institutions. They play a valuable role while there, and also gain insights into how these institutions work, which can be used and shared by Departments on their return. The number of British Detached National Experts serving in the Commission for 1–3 years has virtually doubled from 63 in 1990 to around 120 in 1996. This constitutes some 26% of the total from all member states, significantly more than are seconded from any other state.

The UK also makes use of the Stage Programme of the Commission and Council Secretariat to give young civil Servants shorter periods of experience. The numbers participating annually increased from 26 in 1995 to 34 in 1996.

HM CUSTOMS AND EXCISE has established an international assistance programme, operating on a trading fund basis, which provides qualified and experienced C&E staff to government and international organisations, often working in conjunction with commercial firms, in development, advisory or operational roles. These initiatives provide a range of high profile and interesting developmental opportunities for the staff involved as well as helping the Department’s objectives, for example in the drugs area, and benefiting both UK business and the overseas countries involved.
AWARENESS AND TRAINING

SCIENCE AND TECHNOLOGY TRAINING FOR THE SENIOR CIVIL SERVICE: The successful series of seminars ‘Information Technology for Senior Staff’ run by the Civil Service College over the last four years is being supplemented by seminars with a wider coverage. These will include seminars on recent developments in science and technology (for example, topics such as robotics and genetic engineering), more intelligent use of data at strategic levels and latest IT issues such as the Internet and electronic fraud. A separate series of seminars will explore how the use of IT can improve business practices within the Civil Service.

CABINET OFFICE – CITIZENS CHARTER UNIT: The Unit employs a number of private sector secondees as well as staff from other areas of the public sector. Induction programmes and awareness training for everyone in the unit is given a priority. Staff are given the opportunity to spend a day with Charter Mark winners. During the summer of 1995 eight staff from Administrative Assistant–Grade 7 carried out visits and then reported back to a special Unit meeting. Junior staff are also given the opportunity to accompany and assist Charter Mark Assessors on visits.

HM TREASURY: HM Treasury has been supporting financial and resource management awareness training programmes in Departments. Exchange of information on training issues, needs and provision is co-ordinated through a finance training network. The network includes representatives from each Department with central co-ordination by the Government Accountancy Service Development of Accountancy Resources Team.

THE SCOTTISH OFFICE: Since 1992, The Scottish Office has run an annual series of ‘Top Management Seminars’ for Grades 1–5 and focused on issues such as leadership, organisational development and improving business practice. As a result of these seminars, which have included a specific team building/strategy event each year for Grades 1–3, an internal Management Steering Group was established to take forward change on key managerial issues. They are now supported by a Management of Change Unit which works closely with the Training and Development Unit to deliver the Department's change agenda.

EQUAL OPPORTUNITIES AWARENESS: A large number of departments and agencies have been providing training in this area. For example:

- the Charity Commissioners brought in outside contractors to deliver equal opportunities awareness training to all staff. As part of the contract the consultants transferred their skills to the in-house trainers who will continue the programme.

- a series of one day seminars – Leaders in Diversity – organised Cabinet Office (OPS) – and attended by 17 Permanent Secretaries and 63 Agency Chief Executives, has increased awareness of equal opportunities issues at top levels of the Civil Service.
A flexible approach to recruitment

3.18 Reducing staff at all levels in the Civil Service is bound to impact on recruitment. But the Government wants to ensure that the momentum towards wider use of open recruitment to meet staffing needs at all levels is sustained. To that end:

- Each time a vacancy arises in the Senior Civil Service open competition will be considered and records will be monitored and reviewed centrally.

- There will be a new push to increase external recruitment at middle-management levels, through a new inter-departmental initiative to be launched this autumn. The aim is to bring into the Civil Service at least an additional 50 middle managers in the first year of the scheme and 80 by March 1998. These posts will not be the specialist posts traditionally opened for competition but will include policy advisers and generalists. Fresh targets will be set for succeeding years. The Government would like to see external recruitment at this general level rise to at least 500 a year by the year 2000.

- The Government is committed to selecting the very best graduates through open competition and helping them realise their considerable potential. The 150 generalists and 100 specialists recruited on average to the fast-stream each year are a key group. They represent some of the best graduates produced by UK universities and a high proportion go on to occupy senior posts across the range of Civil Service work. It is the Government’s intention to privatise Recruitment and Assessment Services (RAS) as a business, with a contract covering the fast-stream selection process. The civil servant assessors on the fast-stream selection boards will be retained to ensure that selection decisions remain with Civil Service.

- Particular aims for the fast-stream are to encourage the best applicants from all disciplines and backgrounds by overcoming negative stereotypes, and to improve the tests for numerate skills in the recruitment process. The Government believes this should lead:
– to an increase in the numbers of fast-stream graduates in departments and agencies recruited through the science and engineering fast-stream; year on year increases will be sought from the 1994/95 base of 12, with the aim of seeing a 50% increase by 1998/99; and

– to an increase of 5% in the proportion of graduates with a scientific background recruited through the generalist competition in 1996/97 and an increase in the total share of recruits from such backgrounds from 20% to 33% by the close of the 1998/99 competition.

• Secondments and non-executive appointments into the Civil Service will continue to be encouraged. This will include using private sector secondees in departments and agencies on an ad hoc basis to work on project teams. Such exchanges contribute towards better communication and a better mutual understanding of the needs of government and business. But, just as importantly, they bring fresh insights, specialist skills and different attitudes into the process of government itself.

• In departments and agencies competence based approaches to recruitment will continue to ensure that the necessary skills are brought into the organisation.

Delivery

3.19 Departments and agencies will set targets, quantifiable wherever possible, for improving performance in these areas and monitor progress. As noted in Chapter 1, these targets will, properly, reflect differing departmental and agency functions and priorities. But the Government will be looking to departments and agencies to ensure, through their action plans, that they are addressing each of the areas covered in this Chapter as necessary. Overall, in key areas of the Civil Service the Government expects to see measurable improvements in:

• the number of civil servants with relevant professional or vocational qualifications;
• the number of staff with these qualifications working in areas where they are directly applicable, such as finance (including audit and accountancy) purchasing, law, economics, statistics, personnel, customer service, IT, science, engineering and technology;

• the deployment of specialists in ‘broadening’ generalist posts and/or with development plans intended to enhance their opportunities for progression;

• the number of civil servants on both short and long-term interchange with external organisations;

• the take-up of other awareness training opportunities;

• mobility between departments and agencies and with other public bodies; and

• the use of open recruitment and of inward secondments.

3.20 Progress against these indicators will be monitored centrally, drawing on information from departments’ and agencies’ action plans as appropriate and from information collected centrally about the Senior Civil Service. The Government will be monitoring progress in these areas at senior levels with particular care – not only because it is essential that key senior policy advisers and managers at the heart of Government rise to this challenge, but because it expects senior management to give a lead to the rest of the Service.
Chapter 4

MANAGING DEVELOPMENT AND CAREERS

4.1 The need for greater efficiency and effectiveness in the Civil Service is placing greater and more clearly defined responsibilities on individual members of staff. The development opportunities described in the previous Chapter will not prove effective unless each individual recognises their relevance and value in fulfilling those responsibilities in their current jobs, or in extending their horizons so that they can confidently take up further or different responsibilities. This means that training and development must not only be strongly focused to meet the needs of departments and agencies but must also meet the needs of individual members of staff with different abilities, aspirations and potential. Those individuals must, in turn, accept a matching obligation to commit themselves to a programme of continuous development, and must be key players in drawing up their own career and development plans.

4.2 In a Civil Service facing rapid change, staff may find it difficult to see the relevance or value of their past service to the present and future needs of the organisation. Many have been used to working in a strongly hierarchical organisation where job placements were centrally decided, where progression was generally only possible through ability to perform in a wide range of jobs at the next Civil Service-wide grade level, and where depth of expertise and managerial skills were not greatly valued. Now the picture is changing. The way in which their development and careers have been centrally managed in the past may in effect have created a career trap, apparently limiting their future opportunities. The Government believes that it is essential to break out from this trap, and allow staff better to realise their potential in a more flexible, delayered Civil Service.
4.3 The Government wants civil servants to have a new confidence that they can now develop and manage their own careers, whether within the Civil Service or outside it. It is therefore looking to place a new emphasis on each individual member of staff taking responsibility for his or her own development.

4.4 The Government recognises that staff cannot successfully take forward their development without real support, and that an unsupported approach would not be of benefit to their department or agency. What is required is an effective partnership between the organisation and each staff member, involving top management, the line manager and the individual working within a co-operative framework, each with a clear role.

Top Management

4.5 The commitment of top management to learning and development is essential.

4.6 Within the partnership, the top managers in each department and agency are responsible for:

- ensuring that there is a skilled, flexible and experienced workforce to deliver both the short and longer term goals of the organisation effectively;

- through their leadership, providing the vision and the motivation to both management and staff to develop and work together to make the goals a reality.

4.7 Top management’s role is to provide a training and development strategy for the organisation; a system for clear two-way communications; and direction and support to line managers along with the resources they need to realise their responsibilities, within a culture which supports the core Civil Service values and the drive for greater efficiency and effectiveness. Top management’s aim should be to ensure that each member of staff feels valued and has, as far as possible, the opportunities to realise his or her potential; that achievement is recognised; and that staff are deployed on the basis of merit so that their skills and experience are effectively used and developed to the benefit of the organisation and those it serves.
COMMUNICATING STRATEGY

Strategy/communication

THE SCOTTISH OFFICE: In The Scottish Office, a Personnel strategy has been published and sent to all staff. This supports better management, leadership, delegation, change management and continuous learning. The next phase of the strategy is in preparation and will deal with leadership expertise, the efficiency agenda and culture change.

HM CUSTOMS & EXCISE: HM Customs & Excise has developed cascade models for training and organisational communication. Emphasis is placed on two-way communication and most organisational change is communicated through managers at all levels. These messages are complemented by a wide range of internal processes including Business Television (a live televised question time/“phone in” to the Board which is videoed and distributed) which the Department has used successfully to promote interactive exchange between Board members and staff on issues such as the Fundamental Expenditure Review (FER) and Performance Management. Two regional networks have recently been developed and are being trialled.

NATIONAL SAVINGS: National Savings is introducing a new strategy with clear definitions of the communications roles and responsibilities of the NS Board, managers and individuals to support achievement of corporate aims and business plans. There is an emphasis on face-to-face communication and commitment by Board members and senior managers to meet staff regularly. Clear performance standards for internal communication have been introduced and a new ‘communications’ competence has been introduced for managers with supporting training and development.

4.8 Equality of opportunity is increasingly being integrated into all aspects of departments’ and agencies’ overall HR strategies. It is particularly important that top management should address equal opportunities in the area of staff development. Inequality will lead to barriers to advancement and fulfilment, and strained working relationships. Success will result in increased skill levels, better motivation and morale and team working.

4.9 The personal interest and involvement of top managers in training and development is as important in ensuring results across the organisation as their role in setting the strategy. It underlines the priority which they expect line managers to give to staff development. Civil Service top managers have, in the past, underestimated the value and importance of continuous learning to their own awareness and performance. It is a key objective of the new Senior Civil Service that this should change.
TRAINING AND DEVELOPMENT
Initiatives in the Senior Civil Service

From 1 April 1996 a range of new personnel policies have been developed for the Senior Civil Service. Training and Development is one of these key areas. Training and Development for the Senior Civil Service is not only important in developing the skills of top management but also in terms of managers demonstrating a commitment to learning through their own example.

The new policy includes:

- **Development Centre**: Each new entrant to the Senior Civil Service will be expected to attend a two or three day development centre designed jointly by the Civil Service College and RAS (Recruitment and Assessment Services) – to assess future training and development needs – or an equivalent.

- **Route Map**: Departments and agencies will provide a guide on training and development for all members of the Senior Civil Service – drawing on a “route map” outlining options for effective senior development programmes issued by the Cabinet Office (OPS).

- **Personal Development Plans**: Each member of the Senior Civil Service will be committed to drawing up and carrying through annually a personal development plan, incorporating targets for taking up training and development opportunities, additional to those provided in the course of day-to-day work, which are clearly identified and evaluated. The benchmark figure should be at least 40 hours dedicated development activity annually.

- **Awareness Seminars**: Departments will run regular awareness seminars for senior staff, and more widely as appropriate, in areas which they have identified as relevant to the success of their organisations.

- **Career Review**: Help will be provided to enable each member of the Senior Civil Service to review their career opportunities constructively.

- **Top Management Programme, Nodes and Seminars**: The formal programmes for development for the Senior Civil Service will continue, although they are being reviewed to meet changing business needs.

In addition to central initiatives, some larger departments and agencies have initiated programmes for their senior staff. For example in the Ministry of Defence (MOD) a contract has been issued through a competitive tendering process to run a course for new entrants to the Senior Civil Service in partnership with an internationally recognised management college. The Senior Civil Service course is a foundation course linked to the SCS Core Criteria. It consists of a seven day residential course followed by a 3 day work based project.
4.10 The line manager’s role within the partnership is demanding and is pivotal to its success.

### DEVELOPING LINE MANAGERS

**INLAND REVENUE**: Inland Revenue provides 2 days training initially for all front line managers, the main aim to bring understanding of their role in a delayered office, and the responsibilities, relationships and skills involved, emphasising their role in a team context.

**THE PATENT OFFICE**: The Patent Office is carrying out a trial of a Leadership and Management Project which enables managers to identify core skills and leads to the construction of their own personal development plans. This involves assessing current skill levels including feedback from staff, colleagues and senior managers.

**DEPARTMENT OF SOCIAL SECURITY (Headquarters)**: Use a personal development contract for all fast stream and management development programme (MDP) staff. The contract requires the involvement of the participant, the line manager and the personnel officer in identifying development needs against the skills framework. Appropriate training solutions are discussed – ranging from work shadowing to attendance at a course and the outcome of the training is discussed and recorded after the event. The process encourages full participation by all three parties and ensures that learning is successfully transferred to performance back at work.

**THE HIGHWAYS AGENCY**: The Highways Agency recently undertook training for all staff in support of its restructuring. This included a course on ‘Leading Through Change’ for staff at Grade 7 level and above. A similar course was run for middle managers and a course on managing change for the remainder of staff. These courses were also used to carry out an agency ‘Health Check’ for Investors in People.

4.11 Line managers are currently taking over responsibility for many of the staff management functions previously exercised by centralised personnel units. At the same time as these responsibilities are devolved, the flatter and leaner structures of Civil Service organisations are leading to a change in management style, away from hierarchical command and control, to staff empowerment and team working which call for a different and wider range of management skills. Work is increasingly being carried out in multi-disciplinary teams, with staff with different experience, qualifications,
activities and backgrounds being brought together to innovate, to solve problems and deliver objectives more quickly and effectively. Line managers need direction and support from top management, and the training and development necessary to develop their management and leadership skills, to give them the confidence to take on this considerable staff management responsibility.

4.12 Line managers have responsibility for giving their staff the opportunities and motivation to develop the skills and gain the expertise they need to fulfil their team’s immediate business objectives and to improve performance. Complementing this wherever possible, they should also provide opportunities for staff to develop greater expertise and wider skills in line with the longer term needs of the organisation.

4.13 Key development roles of the line manager are:

- communicating the business plan to staff so that they can appreciate the contribution they need to make to the overall success of the organisation and be aware of the contributions of those in other parts of the organisation;

- giving honest, open and constructive feedback to enable staff to tackle weaknesses and develop strengths;

- helping each member of staff to draw up realistic and relevant development plans, encouraging them to explore the wide possibilities for training and development;

- through leadership and example:
  - cultivating a culture conducive to learning, helping people learn from mistakes, recognising and rewarding success;
  - providing for effective team working, for example by distribution of tasks to take advantage of the skills and expertise available and to provide development opportunities so as to improve organisational performance in both the short and longer term;
— ensuring that there is equality of opportunity in the workplace, and that there are no unfair barriers to training and development resulting from gender, race, disability, age, sexual orientation, community background (in Northern Ireland) or any other irrelevant factor;

• making best use of available resources, to provide for on the job training and other development opportunities, for example by encouraging action learning, access to learning centres as well as traditional off the job training courses, distance learning, mentoring, coaching, learning from other team members, shadowing of jobs, which are compatible with the individual’s learning needs, working hours and commitments both at work and outside work.

• choosing their staff on the basis of merit, recognising that in many cases they will become members of a team which can be strengthened and developed by bringing together those with different strengths, skills and experience.

4.14 Line managers should also have direct responsibility for accounting to top management for the delivery of staff development in this area.

**STEWARDSHIP**

The MINISTRY OF DEFENCE (MOD) : As part of the delegated process, management areas in MOD are being required to report back to the Permanent Secretary on the stewardship of their delegated responsibilities. These reports will be both narrative and statistical and provide the opportunity to highlight successes and analyse problems. They will be published for staff.

**The Individual**

4.15 Every individual member of staff has a contribution to make to the overall performance of the organisation in which they work; and if the organisation is to achieve continuous improvement, individual members of staff must also seek to improve their performance through continuous learning and development. That requires self motivation.
SELF-DEVELOPMENT
Support for Individual Learning

HM CUSTOMS AND EXCISE: One of the outcomes of flatter management structures and pay and grading reform will be a clear map of jobs and possible career paths for all staff. The skills and qualities needed for each job or group of jobs will be specified. From this information people will be able, through the component systems of Performance Management – appraisal and competences – to identify developmental needs to equip themselves for future jobs and career moves.

DEFENCE EVALUATION AND RESEARCH AGENCY (DERA): has created the role of Resource Manager with specific accountability for planning and stimulating the development of short and long term capability of staff in resource groups. All staff have a Performance and Development Agreement with personal development objectives but have considerable freedom to decide on specific learning and job development activities.

DEPARTMENT OF HEALTH: In the Department of Health a need was identified to produce advice on accessing available training and development resources, including in-house consultancy. The Department is currently working up proposals to develop a service which will have two components: an Information Service which will provide quick and easy access for staff to information on a wide range of key training events and a Brokerage Service which will match requirement to provision where this has not been achieved through access to the information service.

DEPARTMENT FOR EDUCATION AND EMPLOYMENT (DFEE): DfEE has recently launched Development Centres for Departmental staff at various key locations around the country. Their main aim is to help people assess their training and development needs. The centres are developing a range of services which include:

- support to help individuals assess their training and development needs, using a selection of self-assessment packages;
- a central point of access for advice and ways to meet the development needs identified;
- advice on using the Lead Buying Unit;
- the latest in training technology equipment and support packages.

OVERSEAS DEVELOPMENT ADMINISTRATION: ODA have taken up and successfully run the Cabinet Office (OPS) initiated Unlocking Potential open learning programme. This is a personal effectiveness programme which offers an additional option to civil servants from ethnic minorities and to disabled staff. It has been introduced not because these staff need to be singled out for special training, but because the Civil Service recognises that there can be unfairly discriminatory barriers to progress, and access to training and development may be one of these.
4.16 Moreover, for the individual civil servant, the modern Civil Service brings greater competition as well as, potentially, additional opportunities. With responsibility for grading being delegated to departments, staff will be increasingly less able to rely on the evidence of their grade and title to persuade managers of the attributes they can bring to a particular job. Each individual will need to build up a curriculum vitae (cv) which will be readily understood and appreciated. By taking responsibility for their own development and career, individuals will be able to build up greater confidence that they can contribute successfully within a challenging and changing organisation and take advantage of wider opportunities in the Civil Service or outside.

4.17 In the course of work and development programmes the individual, therefore, will be expected to compile evidence of a range of skills and achievements relating to core competences to demonstrate flexibility and, in most cases, managerial potential or ability. Individuals will also be looking to develop expertise in a relevant field or fields in which they have the greatest ability and interest (career anchors) in order to increase their value to the Civil Service. Evidence of real achievement in such areas and, where possible, nationally recognised qualifications gained in the course of work, will add to the currency of the individual’s cv.

4.18 For those who are aiming to progress within their organisation, the aim will be to build up higher level competences and expertise; to apply for, and succeed, in jobs that will increase and broaden their experience and/or strengthen their career anchors; and to gain better awareness of the field within which they work. All this should strengthen their sense of employability and enhance self confidence accordingly.

4.19 Self development, however, will be within the supportive framework outlined above where each individual will be working in partnership with the organisation. In particular, individuals can expect:

• the department or agency to provide a culture which encourages learning and offers equality of opportunity;
MENTORING

A mentor is normally outside the line (and therefore carries no responsibility for performance assessment). Mentoring can promote a self-help culture, encouraging mentees to become independent and to develop their own ideas. Although mentoring can be used as a development tool on its own, it is often used over a period of time to support other forms of development, for example: open learning programmes, development schemes, external courses, induction programmes etc.

EMPLOYMENT SERVICE – The Employment Service introduced a mentoring scheme for people from ethnic minorities in April 1995. The Scheme is one of a range of measures designed to promote equality of opportunity for people in the Employment Service. The objectives are to:

- increase the opportunities available to people from ethnic minority backgrounds
- enable people from ethnic minority backgrounds to benefit from the experience and knowledge of non-senior people in the Employment Service
- facilitate the development of mutually rewarding relationships between mentors and mentees.

This is aimed at meeting Employment Service Equal Opportunities targets for the year 2000.

DEPARTMENT FOR EDUCATION AND EMPLOYMENT (DfEE) - Participants on the Management Fast Track scheme are encouraged to use senior management mentors and this option has been widely taken up.

DEPARTMENT OF HEALTH - has been running a pilot using mentoring, voluntary upward feedback and learning sets.

ORDNANCE SURVEY - New surveyor recruits have coaches to help them during continuation training following their basic training.

DEPARTMENT OF ENVIRONMENT - established a pilot scheme for mentoring newly appointed and promoted Executive Officers, using SEOs and Grade 7s. The scheme benefited both scheme participants and their mentors and is being extended to cover all new recruits.

THE BRITISH LIBRARY - has introduced mentoring to support their graduate trainee scheme. Graduates are given four postings of six months each in their first two years, which means they have four different line managers. A key role for mentors involves providing a continuity anchor for graduates during their development programme.
• job specific training and any wider development needed to perform current jobs to the best of their ability;

• information and advice, including competence frameworks and the identification of relevant qualifications and expertise, which allows them to prioritise and make informed decisions about their development and their future;

• support in drawing up, implementing and updating development plans which aim to improve their performance in line with the organisation’s needs and their abilities, and in preparing themselves to take full advantage of career opportunities, which may, for example, include support in preparation of cvs; and

• recognition of learning achievement.

4.20 In addition to self-development, staff can be expected to contribute to mutual development, for example by passing on their skills to other members of their teams, by acting as mentors to others within the organisation both formally and informally, and by ensuring that best practice – and lessons learnt from mistakes – are communicated through the organisation.

**Delivery**

4.21 There needs to be clear and demonstrable action at all levels, and recognition of individuals and organisations which develop successfully. Departments and agencies will report in their action plans on how this commitment – entirely consistent with the principles of Investors in People – is to be implemented. Again, the Government will be looking for a lead from the Senior Civil Service and monitoring progress against the plans for improving their training and development set out in this White Paper.