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## **SURREY POLICE**

PAPER FOR OPCC

**Date:** 18/11/15

**Item:** 04

### **Surrey Police Strategic Learning and Development Financial Review and Priorities Plan**

#### **1. Purpose**

- 1.1** The purpose of this paper is to outline the proposed future strategic learning and development plan for Surrey Police in light of the developing organisational and wider financial context, to enable the force to meet the Chief Constable's three strategic aims, the PCC's Peoples priorities and thereby deliver a quality service to the public.
- 1.2** The proposals contained within this paper are driven by the same factors contributing to the force's Strategic Workforce Plan, that have been presented recently in papers relating to the force Retention Package Overview and Recruitment Plan in Surrey. The complexity of policing and the need to retain resilience, in the face of reduced budgets, has identified a need to change the workforce mix as well as change the skills base of officers; the new policing model therefore requires a shift in organisational capacity, capability, competence and culture.
- 1.3** Whilst the context is clearly volatile and uncertain, there appear to be three clear priorities that will form the basis for the L&D strategy over 2016/ 2017 in support of the People Plan and these are:
- 1.3.1** A commitment to invest in and support the development of core skills identified by the business to achieve our Policing Plan objectives, specifically in relation to PiYN and Public Protection as current priorities.
- 1.3.2** A comprehensive professional development for our people, targeted at those who show potential for specialist and critical business skills.
- 1.3.3** Leadership development to ensure that leaders of all ranks and grades are capable at leading, engaging and managing their workforce through change.

#### **2. Background**

- 2.1.** The PCC made 6 People Priority promises to the Surrey public on election. Those were: to take a zero tolerance policing approach, provide more visible street policing, put victims at the heart of the Criminal Justice system, give greater say in how streets are policed, protect local policing and be uncompromising in policing standards expected.
- 2.2.** Surrey Police has a long term organisational vision to keep the public safe, be there when needed and to relentlessly pursue criminals.
- 2.3.** The challenge for the organisation over the next financial period is to deliver the above with fewer officers and staff against a growing complexity of public safety (for example cybercrime and protection of the most vulnerable in society). It therefore follows that the efficiency and effectiveness of the organisation as it faces the challenges of austerity are directly linked to the capability of its officers and staff combined with a number of other factors for example: the success of its organisational design in promoting efficiency; investment in systems; reduction in

bureaucracy and the engagement, recruitment and retention levels of the workforce.

- 2.4. A number of plans are being implemented in order to address the above. This paper specifically considers and prioritises the development of the work force core skills, lateral and professional development and leadership training in order to provide the Surrey public with the quality of service they rightly expect.

### **3. Current capacity of the work force**

- 3.1. The force is currently working to a Medium Term Financial Plan (MTFP), agreed by the PCC, which involves the use of reserves to 'smooth' the budget reductions until the end of the austerity period when it is anticipated that the financial situation will ease. Any revision to the MTFP due to funding changes will necessitate a review of the workforce plan which in turn, drives the learning and development training plan.
- 3.2. The current MTFP has an agreed establishment of 1905 officers, 1765 police staff and 162 PCSO (March 2016), followed by planned reductions over the coming years (on a 70:30 basis). The work being undertaken as part of the Policing in Your Neighbourhood (PiYN) programme will seek to confirm the workforce numbers against the evidence base of demand before December and will also have a considerable impact on the skills needed by officers to deliver policing services effectively.
- 3.3. A number of variables have impacted upon the actual establishment numbers against the agreed establishment above. These have included structural change programmes, the recovery in the local economy and subsequent availability of alternative employment, the increased turnover of officers and staff, a recruitment 'freeze' and the decision to 'hold' vacancies in anticipation of further savings and/or need to re-deploy staff. This has led to considerable feedback from the workforce of insufficient capacity and the resulting strain this puts on already busy teams.
- 3.4. Decisions regarding the recruitment of IOs and PCSOs have been impacted by the anticipated longevity that they can stay in post due to the likely structure of the organisation following PiYN. This has led to uncertainty regarding the amount of training required as courses have been scheduled in anticipation of the recruitment drive and then cancelled. Whilst there is no direct cost involved in course cancellation, this will impact on people engagement as individuals are booked on and then removed. At the beginning of July the force needed to recruit 144 police officers to maintain the current establishment for the financial year.

### **4. Funding and Activities of L&D 2015/16**

- 4.1. This section reviews the L&D budget spent to date and activities that have contributed to that spend.
- 4.2. The L&D Transformation Programme in 2013/14 based its resourcing on known predicted demand at that point in time. Whilst the model provided a service that could be flexed to meet future fluctuations in demand, it was recognised that the budgetary envelope would need to be adjusted accordingly.
- 4.3. The ability to accurately predict and respond to changes in capability demand was largely dependent on the introduction of a Learning Management system (LMS). The decision was taken to suspend progress of this system improvement in July 2014 ahead of the proposed collaboration with Sussex and the associated risks were accepted at SCB. A new LMS is a core requirement for the ERP programme scheduled for delivery in 2017.
- 4.4. Since the completion of the L&D Transformation Programme, increasing policing demands, resourcing challenges and the gap in system investment described above have led to a number of choices over training prioritisation.
- 4.5. In recognition of the need to invest in their workforce, Surrey Police set aside £1 million to up skill officers and staff to be able to respond to changing demands (PiYN and Leadership budget below). The focus originally centred on developing leadership capability and improving investigative standards but was expanded to address the training needs emerging from the PiYN project i.e. to develop more omni competent officers. A further £50,000 was allocated to the Public Protection Delivery Board. The current budget is summarised below:

Budget name	Total budget 2015/16	Total allocated 2015/16	Comments
<b>Fixed L &amp; D (L&amp;D) = internal training staff, overtime, transport, fixed costs etc.</b>	<b>£4,663,000</b>	<b>£4,514,000</b>	*2 driver trainers are currently being advertised which will cost in the region of £54,804. Should the trainers be recruited before 31/03/2016, then this amount will be taken from the total remaining spend, meaning the total remaining will drop to £108,196
<b>Additional training (AT) = Divisional, specialist, team events</b>	<b>£817,080</b>	<b>£687,000</b>	Leaving £130,080
<b>Public Protection (PP)</b>	<b>£50,000</b>	<b>Appendix 1</b>	Set up by Public Protection Delivery board to up skill staff in Public protection. Includes CSE, SCADIP and IO training. Further demand will include DA training, and extension of CSE/VA and HBV training so budget and resourcing requirements are in state of flux.
<b>PiYN</b>	<b>£500,000</b>	<b>Appendix 1</b>	Budget includes Interviewing, PIP2 Case File supervisor and externally resourced mentoring and coaching for interviewing skills. This will change as roles and capability expectations become clearer with the emerging project information. Anticipated that this will be carried forward to 2016/17 in view of project timescales
<b>Leadership</b>	<b>£500,000</b>	<b>Appendix 1</b>	This budget, combined with the PiYN budget above, was found from reserves to meet unplanned for demand. It does not include any budget for senior leadership development which is recommendation 1 of the College of Policing Leadership Review. It should be noted that due to procurement process requirements, the allocated spend may not be met by March 2016 and so may need to move into 2016/17.

**4.6. Training activities during this financial period include:**

- 4.6.1.** TPT Training days have been re-prioritised to support the PiYN Omni-competent agenda, focused on the key skills and knowledge required to process an occurrence from points to prove to victim care, Out of court disposals to statement, building a case file to issues relating to Niche. The aim is to also utilise scheduled NH and CID training events within the divisions to deliver the learning to a wider audience with no additional abstraction to that already programmed in BAU activity.
- 4.6.2.** People Services have been working with the Mobile Data Team to enable officers to have information they need to carry out their role at their fingertips, therefore making the best use of available technology.
- 4.6.3.** To ensure Neighbourhoods and TPT officers are competent using intoximeters, additional training has been provided.

- 4.6.4.** Divisions have encouraged officers to have attachments to alternative areas of business i.e. TPT-CID to increase their knowledge, prevent silo working and increase lateral development to support omni-competence.
- 4.6.5.** The 'Get your house in order' campaign has ensured that officers complete all existing mandated training requirements before commencing the new programme of delivery.
- 4.6.6.** 130 first/second line managers have undertaken the Leadership Development programme since Feb 2014. We have the capacity to train 200 delegates per year dependant on the business withstanding the abstraction. Only 66% of the budget has been allocated for the year 2015/16. The spend has not been as high as originally anticipated due to other demands taking priority, e.g. custody courses for Sgts which resulted in one leadership programme being cancelled and reduced training over the summer period due to the increased operational requirements due to the Derby, Magna Carta and Armed Services day. The intention is to add another 4 courses for a total of 100 delegates before the end of this financial year pending the result of the tendering process in progress with procurement and this amount is included in the anticipated spend above. The anticipated leadership spend for 2015/16 is £150,000, however the recent recruitment of an increased number of Police Sergeants and the need to provide development opportunities to senior leaders as per the Leadership Review will impact on future demand and spend.
- 4.6.7.** 15% of current demand on L&D Consultancy surrounds coaching and support provided to develop leaders of the future. The mentoring scheme has been re-launched and is being advertised around force and so demand for this is likely to rise.

## **5. Future Demand and known inter-dependencies**

- 5.1.** This section summarises all known interdependencies, risk assesses and prioritises demand in order to present as complete a picture as possible to describe direction of travel. It also includes known national programmes that are likely to impact on L&D in the future.
- 5.2.** The College of Policing have introduced the following schemes that will impact on L&D:
  - 5.2.1.** Leadership Review – Surrey are likely to be an 'early adopter' force which will require detailed implementation of some the high level recommendations. The extent to which this will impact L&D is unknown as yet.
  - 5.2.2.** The National Police Promotions Framework has been introduced this year which requires work based assessment for 12 months after promotion selection. This needs assessing and coaching resources, the number of which will depend on the extent of future promotion programmes.
  - 5.2.3.** The Defining and Assessing Competence project changes the way performance is reviewed and will need coaching and support for line managers as well as a force wide network of assessors. The timescales and resourcing requirements for this again are very unclear.
- 5.3.** The Police Now scheme is being run within force and will take on 10 new recruits from September 2016. The recruits will require tutors, buddies and mentors and this will need to be supported by L&D.
- 5.4.** There is a current proposal that a central Surrey/Sussex apprenticeship scheme is delivered. Whilst much of the training will be externally funded and provided, it is likely that there will be some impact on L&D in terms of buddy/line manager support.
- 5.5.** It is highly likely that a review of the structure of L&D across Surrey and Sussex will be required in 2016/17 to provide further efficiency savings. The impact of this on all of the future planned events is unknown, as is the organisational design it will be required to support.
- 5.6.** Ongoing political focus on the most vulnerable in society will continue to change the way policing is delivered and therefore demand on L&D. An example of this is the Bill recently published on modern slavery which currently is not training within L&D but is likely to require support for front line and specialist officers when responding to and investigating suspected incidents involving slavery allegations.

- 5.7.** Following on from the proposed PiYN model and the Public Protection Delivery Board, an increased training requirement has been placed on L&D which currently totals an additional 2800 days of training per year. This is anticipated for the next 18 months (04/17), after which date it is expected that demand will begin to reduce. This period represents the anticipated period of time it would take to train officers to a basic standard of omni-competence.
- 5.8.** It is possible that a future decision may require specialist training for specific roles, which will lead to a further Training Needs Analysis to determine additional training requirements. This will require investment and resources to support it.
- 5.9.** There is also a requirement to deliver business as usual activity required to develop core skills within the work force which is based on historic predicted recruitment and turnover (assuming 80% attendance). The cost for the provision of these courses comes out of our fixed L&D budget costs as they are provided by internal trainers within the Training School.
- 5.10.** The current requirement is to deliver a basic omni-competent officer and so the training demands in Appendix 1 are regarded as necessary to meet this initial assessment of demand. Some demand will be met internally but the additional external costs of delivery are presented. The planning assumption is 80% attendance on all courses. It is anticipated that there will be further specialist skill demand emerging from further TNA activity planned to support the PiYN programme.
- 5.11.** A number of factors have contributed to the timeframe required to implement the change in workforce capability as a result of PiYN:
- Clarity on the proposed operating model (some of which is still emerging)
  - The detailed first phase of training needs analysis (which reported at the start of the summer)
  - Tailoring of products to address the above requirement
  - The availability of the target audience to attend training due to operational demands and existing course attendance rates of 20-90%.

The result is that with this scale of training required in the current organisational context of demand and change, a period of 18 month capability development is required before the organisation will be able to sustain the proposed PiYN capability requirements (as they currently stand) within BAU activity. During this period, the following factors will need to be considered:

- The need to balance abstraction from front line duties with skills uplift demands (the planning assumption is that course attendance will be managed by business leads to maintain 80% attendance)
  - Vetting / procurement requirements may delay the appointment of externally sourced trainers.
  - The restructure of L&D in 2016/17 is likely to rely on the principle of extended self-service, however this is not always acknowledge within business cases agreed which can require extensive L&D support through change to ensure success. The amount of ongoing change will continue to affect demand on L&D.
- 5.12.** Further interdependencies are summarised below, the fine details of which are shown in a table attached as appendix 2. The below table has used the force risk matrix to assess the impact of each interdependency.

People Plan Priorities	High probability, medium impact
Leadership Review	High probability low impact
Organisational Design (PiYN, LPM, Collaboration)	High probability, very high impact
Cybercrime	High probability, medium impact
Changes to Recruitment and Turnover	High probability, high impact
Inspections, Complaints and Historic Investigations	Medium probability, high impact
Diversity Strategy	High probability, low impact
Course Attendance	High probability, high impact
Budget and resourcing reductions	Very high probability, very high impact
DAC	Medium probability, medium impact
NPPF	High probability, low impact

**5.13.** The below budget summary shows the total expenditure across the 3 budget areas in 15/16 and summarises the forecast expenditure in 16/17. By topping up the remaining training reserve with the fixed and variable L&D forecast underspend, there is sufficient budget to fund the anticipated additional training requirement to service the PIYN requirement in 16/17 without further compromising BAU training. This budget adjustment will give the organisation the best possible opportunity to build a sustainable capability platform to cope with the proposed budget reductions beyond 17/18.

Budget Summary	L&D Staffing Budget	L&D Training Budget	Training Reserve	Total L&D Budget and Reserve
Total Budget 15/16	£3,845,920	£817,080	£1,050,000	£1,867,080
Anticipated Spend by March '16	£3,708,000	£687,000	£374,000	£1,061,000
Forecast Variance	£137,920	£130,080	£676,000	£944,000
Proposed Total Carry Forward				£944,000
Forecast Expenditure 16/17 (over and above BAU) Appendix 1				£931,000
Balance- Surplus / <b>Shortfall</b>				£13,000
<b>Total Expenditure Over 2 Years (PiYN)</b>				<b>£1,305,000</b>

## 6. Conclusions

- 6.1** The above risk matrix points to the impact of currently largely unknown organisational design changes on the future L&D plan and budget, together with the impact of the need to further reduce that budget.
- 6.2** There are a number of internal and national projects in progress that will also impact on demand and cost.
- 6.3** There is an absolute requirement to balance abstractions due to up-skilling the workforce against the need to have sufficient resources at all times to provide frontline services to the public.
- 6.4** There is underspend of £676,000 from the current financial period; however there is anticipated additional demand for training courses for 2016/17 to support the PiYN project, over and above the projected business as usual requirement. It is essential to course planning that this is carried forward to deliver against the projected PiYN requirement and maintain business as usual delivery.
- 6.5** The current strategic assessment of the ability of L&D to service demand in 16/17 is that the department is now at saturation. This assessment is based on an anticipated course attendance of 80% and that all future additional requirements will have to replace, rather than add to, the current level of delivery.
- 6.6** The CIPD Learning and Talent Development Survey reported that between 22% and 36% of learning and development resources are typically diverted from business as usual to support organisational wide change with a significant impact on employee capability. In some situations this is funded by a reduction in business as usual activity, in others by a temporary investment. The £1,050,000 represents 22.5% of the total L&D budget in Surrey.
- 6.7** Whilst the context is clearly volatile and uncertain, there appear to be three clear priorities that will form the basis for the L&D strategy over 2016 in support of the People Plan and these are:
- 6.7.1** A commitment to invest in and support the development of core skills identified by the business throughout the financial period to enable and facilitate the organisational design and objectives, specifically in relation to PiYN and Public Protection as current priorities.

**6.7.2** A budget to allow for the professional development of staff targeted at those who show potential for specialist and critical business skills.

**6.7.3** Leadership development to ensure that leaders of all ranks and grades are capable at leading, engaging and managing their workforce through change.

## **7 Recommendations**

**7.1** The current training reserve underspend is carried forward into 2016/17 to support the PiYN requirements and maintain business as usual delivery.

**7.2** The current budget for L&D is maintained in 16/17.

**7.3** That the level of abstraction that can be tolerated is considered in the short/medium term in order to achieve organisational goals.

**7.4** That a detailed, costed implementation plan to achieve the above priorities is included within the People Services Delivery Plan.

**7.5** That high-impact fluctuation due to changing priorities continues to be monitored through WPPB and headlines reported back to ECOG to allow for re-prioritisation and adjustment.

## **8 Decision Required**

**8.1** The OPCC is invited to consider and endorse the recommendations above.

**APPENDICES**

**Appendix 1**

<b>Additional courses currently planned 2015/2016/17 (over and above BAU)</b>	<b>Fin Year</b>	<b>Budget</b>	<b>Cost per course £</b>	<b>Required courses</b>	<b>Total cost</b>
Interview Development course	2015/16*	PIYN	2,100	27	£56,000
Interview skills mentoring	2015/16*	PiYN	80 days mentoring		£168,000
OMU staff	2015/16*	PiYN	£5000	5	£25,000
Problem Solving	2015/16*	PiYN	£1000	10	£10,000
Niche Upgrade	2015/16*	PiYN	£1000	15	£15,000
Interview Development course	2016/17	PIYN	£2,100	33	£70,000
Case file supervisor training (Niche)	2016/17	PiYN	£2,100	60	£126,000
PIP 2	2016/17	PiYN	£3,500	30	£105,000
Interview supervisors Assessors	2016/17	PiYN	£1,400	15	£21,000
PCSO up skilling	2016/17	PiYN	£3000	10	£30,000
Investigative coaching	2016/17	PiYN	£1000	4	£4000
CCM up skilling	2016/17	PiYN	£1000	10	£10,000
Contingency fund (for unaccounted for training)	2016/17	PiYN	NA	NA	£64,000
<b>Total Predicted Spend for PiYN</b>					<b>704,000</b>
SCAIDP	2015/16*	PP	3,500	20	70,000
SCAIDP	2016/17	PP	3,500	6	21,000
DA	2015/16*	PP	Variable	TBC	20,000
CSE training	2015/16	PP	500	20	10,000
<b>Total Amount for Public Protection</b>					<b>121,000</b>
Leadership programme	2016/17	AT	25,000		350,000
Venues for leadership training	2016/17	AT	130,000		130,000
<b>Total Predicted Spend for Leadership</b>					<b>£480,000</b>
<b>Grand Total</b> *Please note that all 2015/16 have been accounted for in the budget table shown on pages 2-3 and therefore do not contribute to the total requirement for 16/17					<b>1,305,000</b>

<b>Business as usual courses required 2016/17</b>	<b>Budget</b>	<b>Officers trained per annum</b>
SIU Initial	L&D	60
HBV	L&D	650 (all front line officers from 2016)*
SOIT	L&D	60

VA/CA	L&D	650 (all front line officers from 2016)*
IO's	L&D	72
ISDP	L&D	24
ABE	L&D	120
ICIDP	L&D	60
Personal Safety & First Aid	L&D	2400
Driving	L&D	960
Custody	L&D	72
Contact Centre	L&D	72
PCSO	L&D	36
IPLDP	L&D	120
*In view of the extended training requirement, further training resources will be required		

## Appendix 2

### Interdependencies in detail

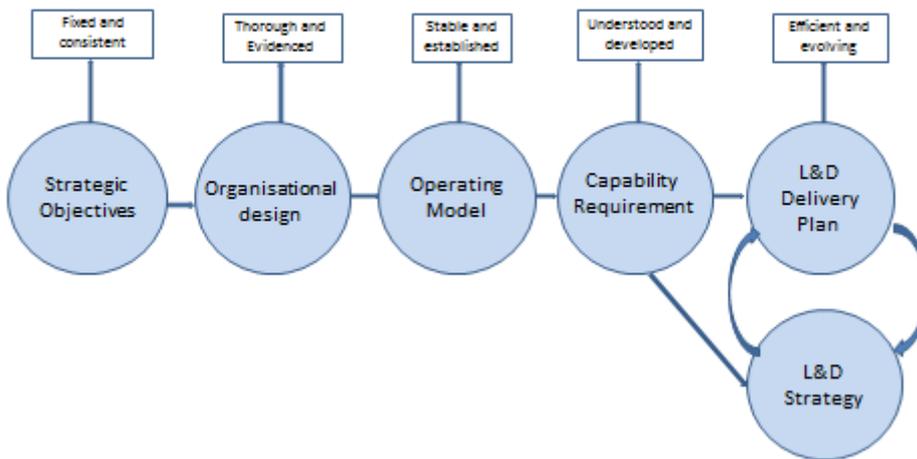
Interdependency	Likely Impact	Comments on Cost
People Plan priorities: Professional Development Leadership Organisational Design	The implementation plan for People Services is currently being developed and includes talent management, lateral professional development and leadership development.	Whilst it is currently predicted that the majority of the People Plan can be delivered 'in house' within existing People Services budgets, this is not the case for executive professional development which is yet to be scoped/costed.
College of Policing Leadership Review	There are 10 recommendations within the Review and Surrey are likely to be an early implementation force alongside Sussex.	The cost is as yet unknown but as the aim of the review is investment and uplift in leadership professionalism, there are likely to be costs attached.
Collaboration and Sussex Organisational Design (LPM)	Sussex are also undergoing organisational design which may affect Surrey officers based in collaborated areas. Support Services collaboration will require investment in development of new teams to adjust to new ways of working.	Collaborated areas include Forensics and Specialist/Major Crime which historically have high specialist training costs attached. Changes in these areas are likely to lead to increased training costs required.
Cybercrime	A high priority for the PCC, Surrey Police and the safety of the Surrey public is Cybercrime. The technologies to combat cybercrime criminals are increasingly complex, fast changing and are not skills that the police have historically required in their workforce. In order to keep pace with	Complex IT training will need to be outsourced and is likely to be expensive. As it is unlikely that pay levels will attract people with existing IT specialisms, development of existing staff will be

	this, investment and development in IT skills are required.	necessary.
Recruitment & Turnover	Recruitment is interdependent on organisational design and turnover of existing workers. This is largely unknown in view of the volatility of the various factors influencing design currently and the impact this is likely to have on turnover as the economy continues to improve.	Should a recruitment drive be required, this will create a priority to ensure that basic training is completed to enable competent levels of performance. Equally, should recruitment not be needed due to a need for natural wastage, then priority will shift to the development of existing staff and officers.
Inspections/Complaints/Historic Investigations	These have the benefit for the organisation of throwing a spotlight onto areas that require improvement. However, as the results are not known until the Inspection/Complaint/investigation takes place, it is difficult to predict the training needs from these until they arise.	These can be unexpected and expensive as we are currently experiencing with Op Sherborne. They can lead to a need for additional development and/or recruitment.
Diversity Strategy	There is a current Diversity Strategy in place that requires Positive Action to help recruits and current workers from protected characteristic groups, access the same opportunities available to other workers. There is also a plan in implementation to improve our community representation for BME and other ethnic minority groups.	The Diversity Strategy and associated positive action events are currently being managed within the existing People Services & Diversity budgets, however, should budgets be reduced, this could be an area that is outsourced and therefore would require direct investment.
Course Attendance Levels	The above predictions are based on a predicted 80% course attendance. However, due to the strain on front line resilience and abstraction of officers, course attendance stands at 48.9%	If courses remain unfilled, then either more courses must be supplied or the work force will not have the skills they need.
PiYN design and future design	The impact of future decisions about PiYN design will have an impact on the PiYN training budget. This will also be affected by the Winsor and Leadership Review recommendation for Advanced Practitioners.	Advanced Practitioners are likely to be specialists and/or coaches/mentors to other workers. This will require investment in their development.
Need for further reductions in L&D spend	L&D are currently part of the People Services Review and Collaboration project with Sussex. This will require L&D services to be reduced and for Sussex priorities to be considered alongside Surrey priorities.	The CSR is predicted to impose further cuts on the Home Office of 20-40%. This is likely to reduce People Services budgets still further.
Defining and Assessing Competence (DAC)	This is a current review into performance management of all staff and officers. If it is implemented it will require changes to the current performance management system including the collection of evidence into performance. It may well require professional development for all staff and officers.	Whilst it is unlikely to require training on process, Managers and staff may require L&D support to enable them to access professional development opportunities which will require investment.

National Police Promotion Framework (NPPF)	Police Promotions now require one year of work based assessment, overseen by a mentor and externally accredited.	Currently we are able to utilise Sussex arrangements for external accreditation and mentoring, however once the accreditation needs renewing (in 2017) this may require direct investment.
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**Appendix 3**

## L&D Strategic Planning Process



## L&D Strategic Planning Process

