

Meeting	People Committee
Date	14 November 2023
Location	Video Conference
Title of Paper	Strategic Workforce Plan (SWP) closure report and HMICS recommendations update
Presented By	Katy Miller, Director of People and Development Peter Blair, Head of Strategic Workforce Planning
Recommendation to Members	For Discussion
Appendix Attached	No

PURPOSE

The purpose of this paper is to provide Members with an update on the status of recommendations from the HMICS SWP inspection and a closure report for workstreams of the previous iteration of the SWP.

Members are invited to discuss the contents of the report.

1. BACKGROUND

- 1.1. The first iteration of the SWP was presented to the SPA Board on 22 January 2021.
- 1.2 The plan identified a shortfall in resources amounting to £23 million based on current and future demands placed on the organisation which at that time could not be met via efficiencies or restructure.
- 1.3 The plan also identified 8 pieces of work that were required be undertaken to improve the efficiency of the Force and potentially release capacity.
- 1.4 Since publication, a number of factors have impacted on the delivery of the plan most notably the lack of additional funds to support its delivery, operational pressures from COVID and COP26, and more recently the unprecedented low numbers of police officers as a result of funding challenges. Officer numbers at the end of Q2 will be at 16,616 FTE some 618 FTE below the previous years budgeted position. Further to that with no further officer intake planned for the remainder 2023/24 the likely officer number will be around 16200 FTE by the end of March 2024.
- 1.5 Additionally, the Resource Spending Review (RSR) published by Scottish Government on 31 May 2022 sets out the guidance over the funding allocation for the remainder of the current parliament (to FY 26/27) and advises that Police Scotland / Scottish Police Authority should plan for a flat cash settlement over this period.

2. FURTHER DETAIL ON THE REPORT TOPIC

2.1 HMICS Assurance Review of SWP

- 2.1.1 Since the last bi-annual update HMICS have published its Assurance Review of Strategic Workforce Planning which makes a number of recommendations and highlights a number of areas for development. This was presented to the People Committee by HMICS at the August 2022 meeting.
- 2.1.2 Due to the appointment of a new Director of People and Development and the revised commitment to deliver a workforce plan alongside the People Strategy earlier than previously anticipated many of the recommendations have been on hold whilst the refreshed plan is being developed. That said, the following is an update on the progress in terms of the recommendations.

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Recommendation	Action	Update
1.The Scottish Government, Scottish Police Authority and Police Scotland should collectively cease to use 17,234 officers as a target and focus instead on developing a workforce based on the skillset and mix required to sustain policing in Scotland	1.1 Publish a clear statement, or robust evidence base, as to future strategic direction on officer numbers.	New position of 16600 FTE agreed and published in a number of papers submitted to the SPA Board.
	1.2 Development of the skillset and mix required to sustain policing in Scotland is picked up as an accumulation of the actions below	Included in the revised iteration of the SWP under Outcome 2 of the Action Plan: We are clear on the skills, capabilities, and experiences we need.
2. Police Scotland should redesign its workforce planning approach requiring a set of design principles and parameters to facilitate meaningful involvement of senior staff to deliver a consistent design and planning approach.	2.1 Establish a governance body that oversees and coordinates organisational design using a set of agreed design principles and priorities in order to ensure a consistent approach is established.	A proposal in this regard has been developed by the Service Design Function for consideration by the Force Executive and was approved at Change Board in October 2023.
	2.2 Establish a short life working group to develop a position on Design, the People and SWP partner roles, their responsibilities, the skills required and their reporting lines. (Links to 3.2 below)	This is being considered in the ongoing restructure of People and Development which should deliver by April 2024.
	2.3 Establish requirements of the gap analysis element of workforce planning and revise its approach to involve other key functions.	This is included in the refreshed SWP with key Executive members taking ownership of elements of the planning and the action to "Establish a skills oversight group to provide governance over current and future skills and to

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		provide guidance/consistency on how these skill requirements are identified and progressed.”
	2.4 Consider how risk identification and management are integrated into its next iteration of workforce planning.	Strategic Risk Assessment and the Workforce Strategic Risk Assessment were both key documents used in the development of the revised SWP.
	2.5 Ensure that Police Scotland Learning and Development strategy is included as part of the SWP refresh.	This has not yet been published but early sight of this has informed the skills development Outcome 2 of the revised SWP work plan.
	2.6 Undertake a strategic Training Needs Assessment (TNA) of ranks and roles conducted for each rank in the force.	Whilst not specifically called out this is included in Outcome 2 of the work plan of the revised SWP.
	2.7 Develop a comprehensive approach to SWP Stakeholder engagement involvement and communication, ensuring that staff associations and unions are able to engage on both group and individual basis.	Both a working group and a strategic group have been established and have met regularly to discuss and inform the development of the SWP. Both of these have been chaired by the Director of People and Development. The draft plan has been circulated to these groups throughout its development.

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	2.8 Develop a new approach to SWP engagement with operational policing, requiring a more facilitated and supportive style involving a range of support functions.	As above, operational policing has been represented on both groups mentioned
	2.9 Define the purpose of the new People Strategy (or equivalent) and its relationship to supporting implementation frameworks, policies, or plans (including the SWP, training and development, recruitment and retention, equality, and diversity strategies etc.).	This is included in the People Strategy and supporting work plan.
3. Police Scotland should establish a clear model and plan for producing a Target Operating Model and set out a route map for its delivery through business planning and change activity.	3.1 Develop a plan to ensure that an Organisational wide Target Operating Model (TOM) is developed with agreed Design Principles and within policy / service delivery parameters agreed by the Force Executive.	The development of the TOM is ongoing and should be delivered during 2023/24. This is referenced in the revised SWP.
	3.2 Review the relative roles and resourcing of the service design and organisational design functions, to ensure both alignment with the strategy function and optimum capability and capacity within the force (See 2.2 above)	Not started
	3.3 Develop specific service level standards which will facilitate the link between demand and resource requirements.	Not started

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	3.4 Develop the following products to allow for an improved understanding of the organisation and the current and future operating environment:	
	i. Organisational Strategy;	Delivered 2023
	ii. Target Operating Model;	Ongoing due to be deliver in 2023
	iii. Strategic Analysis;	Delivered 2022
	iv. Partnership Analysis;	Not started
	v. Labour Market Analysis.	Included in the Strategic Assessment of the Workforce
	vi. People Strategy	Due to be delivered by end of 2023
4. The SPA and Police Scotland should review governance arrangements and processes, and clearly define how workforce planning decisions will be made and who will oversee their implementation.	4.1 Review SWP governance arrangements and consider options for mainstreaming strategic workforce planning in BAU environment.	Being considered as part of the People and Development restructure
	4.2 Establish governance arrangements through to SPA in terms of workforce planning decisions.	This will be considered in the wider Governance review
	4.4 Establish and agree governance around workforce plan to SPA	This will be considered in the wider Governance review
5. Police Scotland should strengthen the links (at all levels in the force) of tasking and co-ordination to workforce planning, fully adopting the demand response model to demonstrate how changes in threat,	5.1 Develop a system of working with Demand & Productivity Unit (DPU) and SWP that allows for a joint delivery of proactive demand analysis and workforce planning support and guidance	Regular departmental meeting schedule between SWP and DPU agreed although no joint products yet delivered

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risk and demand translate directly into tactical and resource decisions.	5.2 Engage with NPCC in respect of wider workforce planning developments within the policing environment.	Some initial contact made through Strategy and Innovation in the development of the Workforce STRA but otherwise not developed at the moment
	5.3 DPU and Strategic Analysts to ensure that Demand Baseline is integrated with the Force Strategic Assessment to ensure that the Demand baseline complements, informs, and supports organisational governance and transformation strategies around demand.	Demand baseline is reported at Performance Board and has helped inform the work of Local Policing Service Review.
	5.4 Consolidate current national workstreams with clear milestones and timelines, to address operational policy and practice issues which are monitored and supported by the SWP Unit. 5.4.1 – Rank ratios 5.4.2 – Modified Duties 5.4.3 – Remote and Rural 5.4.4 – Shift Patterns 5.4.5 – Operational Base levels 5.4.6 – Workforce mix	Detailed progress included later in the paper
6. Police Scotland should develop a unified and expanded data science	6.1 Further develop/invest in demand data such that it better influences the Forces ability to deliver workforce	The Chief Data Office (CDO) hosted 3 MSc Data Science placements over the summer, examining various aspects of

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capability within the Demand and Productivity Unit.	planning for the next iteration of the SWP plan incorporating the Data science strategy	<p>policing. One of these projects evaluated which factors contribute to the average speed of answer of our 999 and 101 calls, a workstream now being developed further by DPU.</p> <p>Understanding what drives this demand will enable more targeted forecasting and ultimately allow our staffing levels in C3 to be more directly aligned with demand.</p> <p>In addition, The CDO and DPU have also supported a successful bid for researchers from Edinburgh University to work on understanding and optimising resource allocation in rural areas. This funding was secured following participation in an industry AIMday at the University, and work is ongoing to complete the project.</p>
	6.2 Review and agree an assurance methodology for the use of workforce information to the SPA	Work ongoing between SPA officers, Analysis and Performance Unite (APU) and SWP to agree a suitable methodology
	6.3 Develop an improvement plan to improve the predictive demand forecasting approach.	A data science strategy is progressing through internal governance with a data science environment overview document, which spells out at a high level what we need, why we need it,

		and how we'll use it. The aim is to standardise data science practices and work has started to build a forecasting pipeline which when complete can be adapted for different datasets. We are exploring natural language processing algorithms and how they can be best applied to the Demand and Productivity Unit. Finally, there is a drive to measure AI demand to get ahead of any anticipated demand which may emerge from readily available new technologies such as Chat GPT.
7. The SPA and Police Scotland should progress the development of future scenarios and use them to support the production of a longer-term vision as part of the new Joint Strategy due in 2023.	7.1 Further develop activity already underway on vision, strategic direction, futures analysis, and horizon scanning to identify force-level demand-based scenarios to plan for future workforce requirements, including service standards, as well as public expectation/confidence levels.	Included in the refreshed SWP under the commitment "We scenario plan in line with our budget strategy & plans"
	7.2 Engage with Strategy, DPU and APU in relation to the systematic use of user insights to inform better planning during the development of the next iteration SWP	Closer liaison between DPU, APU and Strategy and Innovation developed throughout the SWP process. All three form part of the oversight and working group make up and been part of the development work

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<p>8. Police Scotland should focus on two main areas of activity:</p> <ul style="list-style-type: none">■ Develop a strategic assessment of the workforce and a refreshed delivery plan to address the gaps and issues we have identified for consideration by the SPA (by April 2023)■ As part of that delivery plan, develop a revised methodology to deliver the next iteration of the SWP in April 2024.	<p>8.1 Develop standalone Strategic Assessment of Workforce for consideration by the People Committee.</p>	<p>Due to be delivered by end of December 2023</p>
	<p>8.2 Develop an Implementation Plan for the next SWP</p>	<p>Delivered 2023</p>
	<p>8.3 Ensure that the SWP refresh translates Force strategic objectives into a set of clear future workforce requirements.</p>	<p>Included in refreshed SWP</p>
	<p>8.4 Confirm the future design and plans for the SWP function, reflecting CIPD guidance and addressing the areas for development and next steps we have set out in this report.</p>	<p>Considered as part of the restructure of People and Development</p>
<p>9. Police Scotland should develop a roadmap for delivery of strategic SWP objectives and programme for workforce change.</p>	<p>9.1 Review the manner in which a delivery programme for workforce change is considered in terms of the overall transformation portfolio to ensure appropriate prioritisation and alignment to the Joint Strategy.</p>	<p>Work in this area is being considered as part of the change of governance arrangement around the change portfolio.</p>
	<p>9.2 The SPA and Police Scotland should further develop the approach to benefits definition, management, and reporting, to evidence their realisation and re-allocation.</p>	<p>Not started</p>

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	9.3 Engage with Resource Prioritisation Strategic Group and SPA People Committee to determine enhancements to the measuring, reporting and delivery of transformation capability and capacity.	Not started
	9.4 Engage with the SPA in relation to a Roadmap of SWP deliverables by March 2023 and March 2024.	Delivered in refreshed SWP
10. The SPA and Police Scotland should put in place measures to monitor progress against the areas for development outlined in this assurance review, ensuring regular reporting at the SPA People Committee to allow assessment of progress.	10.1 Establish a SWP Tactical Forum, with terms of reference involving key internal stakeholders to monitor the progress of the Improvement Plan, and Areas for Development, ensuring alignment with BAU activities and organisational wide people strategies (including retention and training)	Established in August 2023
	10.2 Agree the frequency of reporting at all People Committees where SWP progress in terms of the recommendations within the HMICS report are discussed	This is yet to be agreed

2.2 Strategic Workforce Planning Update

- 2.2.1 As a result of the factors highlighted in the background section of this report much of the detail expressed in the SWP as published continues to be unachievable. In order to manage any change in the workforce distribution the lack of funds has necessitated a scheme of resource prioritisation to ensure that benefits received from efficiencies and change are directed to the highest priority areas.
- 2.2.2 In addition, the extraordinarily low numbers of officers have further necessitated an operational assessment of priorities to ensure that the large officer shortfall is being managed in order to minimise the impact on both service delivery and the wellbeing of the officers.
- 2.2.3 Outwith the realms of the original SWP, funding scenario planning has also been undertaken by Finance as a result of the RSR to look at ways of managing the demands placed on policing within a real terms reduction in funding for the next 5 years.
- 2.2.4 The cumulative impact of all these factors has meant that the original action plans discussed within the published SWP have not progressed as expected. In some areas such as Local Policing and Public Protection Units, significant pieces of work have been started to examine new operating models and resource distribution. These pieces of work now supersede most of the action plans generated by the SWP.
- 2.2.5 Further to that a new SWP has been drafted and submitted for the endorsement of People Committee. This plan reflects the changes in the working environment and resource levels taking account of potential future funding positions. A number of key dependencies have been identified that will both assist in the planning process and meet recommendations contained in the HMICS review for interconnected work.
- 2.2.6 Additionally, an interim update on the workforce as part of Police Scotland's Strategic Assessment (STRA) was delivered earlier this year that highlights how changes in crime, society and the environment have impacted on demand and what factors will need to be considered when developing the next full SWP.

2.3 National Workstreams

2.3.1 The national workstreams identified within the plan have remained ongoing in various degrees across the period and updates on each of these are identified below:

2.3.2 Modified Duties

2.3.2.1 Officer numbers requiring duty modifications continue to rise at around 9% per year and work continues both to understand the underlying reasons for this and what measures can be taken counter the rise.

2.3.2.2 In terms with dealing with the increasing number of officers requiring modifications to their duty, a clear action plan has now been agreed and new processes have been developed to manage this. This is currently being rolled out across the force with a view to ensuring that the wellbeing of all officers is being suitably managed, and the officers are being deployed in a manner that meets their and the organisation's needs. ACC Local Policing West has been appointed as Executive Sponsor for this workstream.

2.3.3 Rank Ratio Review

2.3.3.1 Officer ranks ratios have seen two reviews across the term of the SWP both of which concluded broadly that:

- In the main, ratios are appropriate
- When being reconsidered, ratios need to be looked at individually rather than holistically
- Specialist areas have a smaller ratio than operational policing
- Further review at a detailed level is required in specific areas to ensure appropriateness

2.3.3.2 As a consequence of the ongoing organisational pressures and shortages the detailed work has not been completed in this respect and as such a review of ratios has been added to the revised version of the workforce plan. This will be influenced by the newly developed organisational design principles.

2.3.4 Operational Base Line (OBL) Review Workstream

- 2.3.4.1 Operational Base Levels (OBLs) are used by the service to set the response policing staffing levels required to address demand while maintaining officer safety.
- 2.3.4.2 Work in this area has developed over the course of the plan but has stalled due to the requirement for software development and its roll out, which is critical for this being agreed in terms of capacity and financial investment.
- 2.3.4.3 It remains an element in the revised SWP in terms of developing a baseline for officer and staff structures.

2.3.5 Annual Leave – Policy and Practice Review Workstream

- 2.3.5.1 The SWP analysed annual leave as part of the Force level analysis and identified that there was a clear spike across the Service in annual leave among both Officer and Staff groups during July, and a trough in the month of November.
- 2.3.5.2 In response, a national workstream was established to undertake a review of annual leave policies and establish a regular monitoring and reporting system to ensure leave is best applied in response to demand. A workshop on 20 August 2022 with statutory staff representative bodies indicated support for management of consistent leave levels, in favour of local management within nationally set parameters.
- 2.3.5.3 Consequently, it was reported to the October 2022 Corporate Finance and People Board that this workstream is now considered as complete and the ongoing monitoring of trends considered as a BAU activity.

2.3.6 Workforce Agreement for Police Staff Workstream

- 2.3.6.1 A review of contractual terms and conditions of police staff members was recommended in the SWP as this would ensure adequate levels of flexibility and deployability per demand in this group, preventing the use of officers in civilian roles purely due to operational flexibility. This was particularly pertinent to the C3 and CJSD business areas.
- 2.3.6.2 It was anticipated that training towards such 'omni-competence' would result in a more widely skilled and widely

deployable workforce with transferrable skills and more varied career pathways for staff.

- 2.3.6.3 Work was undertaken in this respect on a Police Staff Workforce Agreement, and this has now been approved. This forms an agreed provision for the organisation, which will have the most significant impact on C3 and Custody.

2.3.7 Rural and Remote Recruitment and Retention Review Workstream

- 2.3.7.1 Recruitment to remote and rural areas has been much considered over the duration of the SWP and progress made on a number of fronts including additional allowances for some officers. Work continues in this area although much has now moved to BAU activity. Further development of this has also been included in the refreshed SWP under the commitment to "Explore new routes to employment for difficult to fill posts such as digital, project management and rural posts."

2.3.8 Shift Pattern Review

- 2.3.8.1 Remote and rural areas in L and N Division have highlighted challenges with the current five-shift pattern in use and suggested that a four-shift pattern could be utilised to provide more resilience on each shift while also reducing the impact on officers having to change shift patterns to meet demand or work overtime. Whilst considered initially by both Divisions using the established process to change shift patterns this work now been absorbed into the Local Policing Service Review that is due to deliver in December 2023.

2.3.9 Skills Mix

- 2.3.9.1 In developing the previous SWP many of the local plans suggested that they could replace officers with members of staff in a number of posts where police skills were not required. The primary areas highlighted included Concern Hubs, Operational and Events Planning Teams, Intelligence Functions, and Training, Learning and Development.
- 2.3.9.2 Due to a number of factors, work in this area did not substantially develop over the period of the previous SWP and as such this has been included in the current iteration in an action to "Replace of officers in roles that can be covered by

staff” under the commitment to identify & remove unnecessary barriers impacting on management capacity to prioritise people considerations alongside operational considerations.

2.4 Summary

2.4.1 Due to a change in commitments to deliver a SWP in a shorter timescale work in some areas of the HMICS recommendations have been paused until the refreshed SWP lands. The new plan has taken account however of the recommendation specifically relevant to the development of the refreshed plan and has incorporated these where possible into that development work. The workstreams identified in the previous plan have either been completed, transferred to the refreshed plan, or moved into business as usual, in that respect it is suggested that they no longer required to be tracked other than through the refreshed plan where relevant.

3. FINANCIAL IMPLICATIONS

3.1 There are no financial implications in this report.

4. PERSONNEL IMPLICATIONS

4.1 There are no personnel implications in this report.

5. LEGAL IMPLICATIONS

5.1 There are no legal implications in this report.

6. REPUTATIONAL IMPLICATIONS

6.1 There are no reputational implications in this report.

7. SOCIAL IMPLICATIONS

7.1 There are no social implications in this report.

8. COMMUNITY IMPACT

8.1 There are no community implications in this report.

9. EQUALITIES IMPLICATIONS

9.1 There are no equality implications in this report.

10. ENVIRONMENT IMPLICATIONS

10.1 There are no environmental implications in this report.

RECOMMENDATIONS

Members are invited to discuss this report.