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# The Organisational Learning and Professional Development Strategy 2022 -2024

Report to:	Date:	
Portfolio Board	21 February 2022	
ODDB People Board Commissioner's Board	23 February 2022 24 February 2022 9 March 2022	
Deputy Mayor's Fire and Resilience Board	29 March 2022	
London Fire Commissioner  Report classification:		
For Decision		

The subject matter of this report deals with the following LFB strategic priorities:

The best people and the best place to work Seizing the future Delivering excellence

This report details the organisational learning and development strategy that will enable the Brigade to ensure its staff are trained and supported to be the best they can be in their current and future roles.

Report number – LFC-0674

For Publication

#### PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DECISION-MAKER

I agree the recommended decision below.

**Andy Roe** 

London Fire Commissioner

Date This decision was signed remotely on 19 April 2022

#### **Executive Summary**

This report details the long-term organisational learning and professional development strategy that will enable the Brigade to clearly identify its training needs and deliver effective learning interventions. The report highlights an Organisational Learning Model (OLM) which will provide a competence, skill and behaviour benchmark for all staff across the Workforce for the first time. The Report describes how this Model can and will be used to underpin and provide a foundation for application across other areas of the Strategic People Agenda and to support the development of a learning culture, with a focus on an individual responsibility for learning.

This Report will also respond to the Recommendations set out in the Independent Operational Assurance Adviser's (IOAA) Assurance Report for Training and Professional Development and will provide an evaluation and assurance framework that ensures continuous improvement to the quality of formal training interventions and to provide assurance to the LFC that the right people are receiving the right learning inputs to achieve the organisational expectation for their role, applying their skills effectively and that this is having a positive impact on organisational performance.

This Report lays out the structure and new approach required in the Training and Professional Development Department which will enable delivery of the strategy in its entirety, including a change of name to that of the Professional Development and Learning Department, which better reflects the aims of the Department.

#### **Proposed Decision**

#### For the London Fire Commissioner

That the LFC approve, following the Deputy Mayors consideration;

- 1. The Organisational Learning and Professional Development Strategy, including the organisational learning model, outlined in appendix 1
- 2. The Learning and Professional Development departmental structure and name outlined in appendix 2
- 3. The revised dates for implementation of the independent operational assurance advisors training assurance recommendations as laid out in appendix 3

#### 1. Introduction and background

- 1.1 This report details a new and innovative strategy to learning and development within the organisation. It represents the move to a more comprehensive and professional approach in identifying the organisation's learning needs through a detailed assessment that covers every role and every level and moves away from solely an operational focus to support all staff in their professional development.
- 1.2 The strategy is based on a learning cycle (see appendix 1) that broadens out the way in which learning is delivered through a proactive stance that places personal responsibility on the individual for their own learning. This new approach encompasses existing nationally recognised elements and frameworks as well as being able to adopt and adapt professional standards and qualifications where appropriate.

- 1.3 The organisation has received criticism from both the Grenfell Tower fire inquiry and Her Majesties Inspectorate Constabulary for the Fire and Rescue Service (HMICFRS) in relation to training delivery and assurance. Recent reports from an independent consultant (Ribband Star Itd) who undertook a full review of training and the independent operational assurance advisor to the LFC have recommended improvements to the way in which the LFC delivers its training commitment. The recommendations include the need to create a competency-based framework on which to base organisational training needs as well as implement an assurance framework that supports continuous learning, this strategy seeks to meet and go beyond those recommendations to extend an overall professional ethos to learning and development.
- 1.4 This report also details a restructure of the Training and Professional Development department and highlights areas that will support the ongoing training contract with Babcock as well as learning that will be delivered 'in house' by appropriately trained LFC staff.

#### 2. Objectives and expected outcomes

#### 2.1 The Learning and Professional Development Strategy

- 2.1.1 The Learning and Professional Development Strategy (Appendix 1) lays out a new approach to professional development for the LFC, which is inclusive of the full workforce and drives a culture of personal responsibility for an individual's own learning as well as a professional responsibility for all leaders within the Brigade for the competence of their teams.
- 2.1.2 A fundamental element of the Strategy is underpinning the learning approach with a new Organisational Learning Model which will set out the expected levels of skill, competence and behaviours for each role in the Organisation. It will encompass all national and local professional requirements for each group of staff and lay out the different learning inputs which should be used, including delivered and computer based training, on-the-job development, coaching, self-directed learning and academic and professional qualifications where appropriate. These learning inputs will provide a sound basis to enable individuals to reach the professional expectations of their role. The Learning Specifications will be issued to all staff and will be used as a firm foundation on which staff can develop and demonstrate their professional competence through a rolling appraisal system. This system will build on the current Performance Conversations and will be developed within the first 12 months.
- 2.1.3 The data pulled from the Appraisal System, which will detail the difference between the LFC's expectations of professional competence, and the actual assessed levels of the competence will then form an accurate picture of training requirements to meet these expectations. This ensures a value for money approach to the planning of training delivery, reduces wastage of resource and allows the Learning and Professional Development Team to focus on quality, evaluation, assurance and professional development of the Workforce as a whole.
- 2.1.4 The current learning management system (LMS / Big Learning) is being explored to see how it can meet the needs of the Organisation alongside other new and existing systems in terms of the recording and reporting of this data. It is not envisaged that a new IT System would need to be procured to enable the implementation of the Strategy.
- 2.1.5 The data will also be used to provide objective evidence for effective and fair application in a range of areas including talent management, succession planning, individual and

organisational performance management, workforce and skills development / training planning.

#### 2.2 Departmental restructure

- 2.2.1 To enable this approach, a number of different workstreams have been ongoing throughout the latter part of 2021 and will continue throughout 2022 to improve quality, reduce wastage and streamline processes. This work is detailed in the Strategy as enablers to delivery.
- 2.2.2 It is proposed that the Training and Professional Development Department is restructured and staff within it are refocussed on undertaking work which will add value for the LFC and that it will form a new Professional Development and Learning Team. No further resource is required to form this Team, nor will resource requirements reduce, as posts will be repurposed to lead and develop this new approach. The department will be known as Learning and Professional Development.
- 2.2.3 The proposed structure is attached at Appendix 3 and will be delivered through appropriate consultation and relevant HR processes.

#### 2.3 Assurance Framework

- 2.3.1 Key to the delivery of the Strategy is a robust approach to evaluation of training design and delivery. The strategy will enable assurance that all staff are given the opportunity to develop the appropriate skills, are in the appropriate place and are fully equipped to ensure quality of service delivery. The proposed evaluation and assurance framework can be seen in appendix 1 and is designed using the Kirkpatrick model of 4 levels of evaluation and "3 Lines of Defence" assurance model that has been adopted by the LFC.
- 2.3.2. The LFC's Independent Operational Assurance Adviser (IOAA) completed a report which laid out recommendations to ensure operational competence. The Learning and Professional Development Strategy seeks to deliver and go beyond these recommendations and provide assurance to the LFC that the Workforce is suitably professionally equipped to provide a safe and quality service to the people of London.
- 2.4.3 Appendix 3 shows a breakdown of how the Strategy will deliver these recommendations and the associated timeframes. The original timeframes proposed by the IOAA's Report have now been considered and assessed in terms of their impact and the work involved to deliver them. This has resulted in some revised dates which are now detailed in the appendix. These dates will be reflected the development and implementation of the overall strategy and it is proposed that the LFC approves the revised implementation dates for each of the IOAA recommendations outlined in the table (within appendix 3).

#### 2.4 Costs

2.4.1 Funding of £1,390k has been set aside for departmental transformation and will be used to assist in implementing this strategy. No additional funding is being sought to deliver this

approach. It will be funded using the repurposing of current resource by streamlining current processes and enabling learning and professional development staff to spend more of their time undertaking tasks that improve effectiveness and efficiency to the LFC.

#### 3. Equality comments

- 3.1 The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.
- 3.2 It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
- 3.3 The protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), race (ethnic or national origins, colour or nationality), religion or belief (including lack of belief), sex, and sexual orientation.
- 3.4 The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
  - eliminate discrimination, harassment and victimisation and other prohibited conduct
  - advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it
  - foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 3.5 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
  - remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic
  - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
  - encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 3.6 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 3.7 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
  - tackle prejudice
  - promote understanding.

- 3.8 An Equality Impact Assessment has been completed for the Learning and Professional Development Strategy and shows a positive effect on protected groups by improving access to professional development across the Workforce, driving up quality of delivery of learning interventions, supporting leadership development and so, improving quality of leadership on a day-to-day basis.
- 3.9 It is expected that these improvements will have a sustainable and marked positive impacts on the experience and management of members of protected groups.
- 3.10 Currently, there is a lack of a structured approach to learning and development for FRS staff leading to a potential for a disproportionate indirectly negative effect on women who make up the majority of this staff group. The Organisational Learning Model will mitigate this by providing an understanding of the development required by this group.
- 3.11 A more varied and flexible structure to learning inputs will have a positive impact on those with neurodiversity and varied thinking and learning styles.
- 3.12 The data suggests that people from BAME backgrounds have worse outcomes through the current training approach. This is clearly unacceptable, and this issue is being investigated further. It is envisaged that the Organisational Learning Model will provide a mitigation for this negative impact.

#### 4. Other Considerations

#### Workforce comments

- 4.1 This report and the Learning and Professional Development Strategy has been widely consulted upon and further developed using the professional views of members of the Workforce and the Representative Bodies.
- 4.2 Any formal change to individual terms and conditions as a result of the approval of the Strategy will follow normal union and HR processes prior to implementation of these changes

#### Sustainability comments

4.3 A sustainability impact assessment checklist has been completed and submitted to the environment team for review. Overall this strategy is expected to have a positive impact in terms of sustainability but further impact assessments will need to be carried out on any policies, processes or procedures that are developed as a result of the strategy.

#### **Procurement comments**

#### 5. Financial comments

5.1 The expenditure required as part of this strategy has been referenced in Appendix 1 of the report and totals £1.39m. This funding is already in base budgets as part of previous budget rounds and so should be ringfenced to provide the funding required. There will be no additional growth requirement in order to fund the strategy.

#### 6. Legal comments

- 6.1 This report seeks consideration and approval of the Organisational Learning & Development Strategy ('the Strategy') attached to the report.
- 6.2 Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner ('the Commissioner') is established as a corporation sole with the Mayor appointing the occupant of that office.
- 6.3 Section 327D of the Greater London Authority Act 1999, as amended, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
- 6.4 By direction dated 1 April 2018, the Mayor set out those matters for which the Commissioner would require the prior consultation with the Deputy Mayor for Fire and Resilience ('the Deputy Mayor'). In particular, Part 3 ( c ) states "The Deputy Mayor for Fire shall be consulted as far as practicable in the circumstances before a decision ....that can be reasonably considered to be novel, contentious or repercussive in nature, irrespective of the monetary value of the decision involved (which may be nil). of any of the following is taken". Therefore, a report to the Deputy Mayor regarding a new Organisational and Learning Strategy in light of recommendations from Grenfell Inquiry and HMIC inspection will fulfil the aforementioned requirement.
- 6.5 Section 1 of the Fire and Rescue Services Act 2004 states the Commissioner is the fire and rescue authority for Greater London. Under sections 7 to 9 of the 2004 Act, the Commissioner must secure the provision of personnel services and equipment necessary to efficiently meet all normal requirements for firefighting, road traffic accidents and other emergencies. Those sections also make specific duty to secure the provision of training for personnel.
- 6.6 Implementing the Strategy will also mean the Brigade is taking necessary steps to mitigate potential areas of risk, in addition to maintaining the London Fire Brigade staff remain effective and efficient in its service delivery.
- 6.7 The body of the report also refers to securing part of the training needs under the existing Babcock Contract which has been procured compliantly in accordance with the Public Contract Regulations 2015.

#### **List of Appendices**

Appendix	Title	Open or confidential
1.	The Organisational Learning and Professional Development Strategy	Open
2.	IOAA recommendations and timescales	Open
3.	New departmental structure	Open

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form - NO

# Appendix 1

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#### The Learning and Professional Development Strategy

#### **SECTION 1**

#### Background - A pressing need for change

1. The London Fire Brigade (LFB) has been subject to significant scrutiny in recent years and its provision of training and professional development has been criticised through various formal routes, including, but not limited to, the Grenfell Tower Inquiry and inspection by HMICFRS Inspection. This has led to various internal and external reviews of the training function. Whilst many of the recommendations resulting from this scrutiny have been put in place, a wholescale shift in the approach and culture of learning within the Brigade has not, until now, been undertaken.

#### Introduction – The crux of the matter

- 2. Much of the LFB's current approach to training and delivery focusses on its external provider: Babcock International. This is a 25-year contract which has been in place for 10 years.
- 3. It should be noted that the Babcock contract only relates to the design and delivery of formal training, whether that be face to face or through computer-based packages, and does not cover wider learning, training, and professional development issues.
- 4. It is also of note that there currently exists a diverse approach to training delivery outside of the Babcock contract, which sits across different departments. This is due to the focus of the Training and Professional Development Department having been, by necessity, on delivery of the external contract which has led to departments developing their own solutions to gaps in knowledge.
- 5. While this diverse approach is not an issue in itself, its existence reduces the ability of the Brigade to assure itself that the appropriate training is being delivered to the right people at the right time, and little strategic overview of the evaluation of the quality or efficacy of training which is happening. There is also little formal structured training offered to staff who work in professions other than firefighters.
- 6. The tools and approach described in this strategy aim to offer a new way of developing a learning culture, and consequently increasing workforce competence, providing meaningful training and reducing risk to the workforce, the public and the London Fire Brigade.

#### Key messages

7. The key message from this strategy for all staff is:

### It is my role to take accountability for my own learning

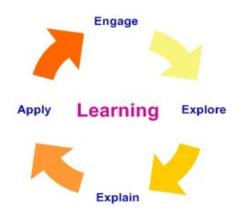
- 8. Staff will be supported in this through:
  - a. A proper training needs analysis supported by generic and specific learning modules for each role
  - b. A workable design and delivery training commissioning process
  - c. An **evaluation and assurance model** so that the Brigade can evidence how the learning strategy is improving the skills, competence, and knowledge of its employees

9. The implementation of the Learning and Professional Development Strategy, including the **Organisational Learning Model** will provide an organisational development intervention that supports staff to take personal responsibility for their own learning and development and to seek out training as a valuable resource for them. This in turn, increases personal pride and morale as staff can feel more valued and supported by their employer and equally can feel better equipped to deliver a quality service to the people of London.

#### SECTION 2 - A learning approach

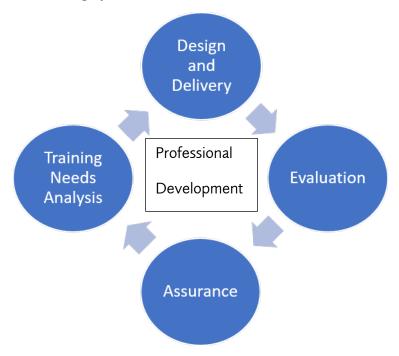
- 10. A key part of any learning and professional development strategy is to set out its learning approach. This strategy is based on the experiential learning cycle as developed by David Kolb in 1983. It essentially describes a four-stage continuous process that helps us understand how people learn by experience and doing.
- 11. It is a well-established and understood concept, that suggests that individuals need to experience what they are learning using a continuous cycle of engaging, exploring, explaining and applying. An understanding of this cycle can be helpful in creating a learning culture, using a range of different learning inputs, rather than being primarily reliant of formal delivery of courses.
- 12. Kolb states that "Learning is the process whereby knowledge is created through the transformation of experience" (Kolb, 1984, p. 38). According to Saul McLeod "Kolb's experiential learning theory works on two levels: a four-stage cycle of learning and four separate learning styles." (Saul McLeod, 2013, updated 2017)

Figure 1 Experiential Learning Cycle, David Kolb 1983



- 13. Kolb's Learning Cycle is already recognised and utilised in the new approach to the way the LFC carries out its debriefing processes and operational performance reviews. The model is used to allow self-reflection of performance in the operational environment. This model will also be applied as an approach to learning across the wider organisation using a range of learning inputs and to underpin a cultural shift to learning.
- 14. Broadly applying Kolb's learning cycle to the cycle of training from an organisational perspective can be visualised as follows:

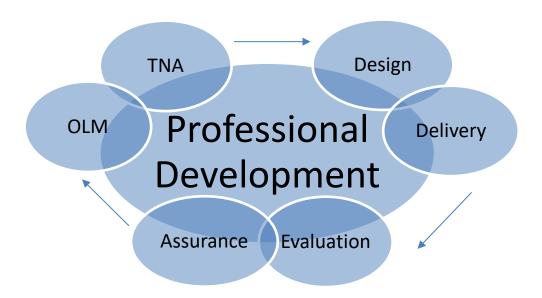
Figure 2 Organisational Training Cycle



- 15. Traditionally, the Training and Professional Development Department have been engaged on, and expected by the organisation to, focus entirely on the Design and Delivery elements of this cycle, which given that training is outsourced to an external provider, Babcock International, has essentially reduced the team to one of contractual management and administration. As a result, focus on learning and professional development has been minimal for quite some time, and whilst it occurs in the organisation, this is not structured or fully understood at an organisational level.
- 16. Further, the training offer focusses heavily on the operational and safety critical elements of the requirements and is almost entirely made up of delivery of formal training interventions, either face to face or using Computer Based Training modules. Whilst it is crucial that risk critical areas are given this focus, and that quality, effective training is delivered, there is currently no systematic approach to learning and minimal training and professional development exists for those staff who are members of professions other than firefighting. A systemic approach is proposed using the Organisational Learning Model.
- 17. This strategy will enable the new Professional Development and Learning Department to fulfil the remaining elements of the cycle, thereby ensuring more holistic professional development for all staff.
- 18. Whilst it is likely that a significant proportion of the Training Budget will rightly remain committed to safety critical technical training, the more focussed and individualistic approach to appraisal, performance development and training needs analysis will not only give a much more realistic and detailed set of data than currently but will also release capacity for formal training delivery. Additionally, a focus on other types of learning input, with guidance for individuals and managers being part of this offer, as well as clarity of organisational expectation for levels of competence across the whole workforce will provide a more consistent approach to professional development and improve workforce skill, behaviour and competence across the board.

19. It is possible to expand on the learning cycle to show the key work areas required to deliver a more structured approach to learning. The first work area shown on the left of the diagram requires clarity on competence expectations for all staff across the workforce, which in turn will furnish a detailed set of data to inform the organisational Training Needs Analysis (TNA) needed for focussed training planning. This work area is explained in further detail in Section 3 of this strategy.

Figure 3 Key work areas



20. The second work area to right hand side of figure 3 refers to the design and delivery of formal training. The majority of this is contained within the Babcock contract, although there are some elements delivered within LFB (although not by the Training and Professional Development Department). Much of this formal training is of a high quality, but the so far limited approach to evaluation and lack of a Training Assurance Framework has meant that the organisation has not been able to assure itself strategically that this training is the right training, delivered to the right people at the right time. The final work area, shown at the bottom of the figure, illustrates this. This work area is addressed in Section 5.

#### **SECTION 3 - Organisational Learning Model**

- 21. There is currently limited strategic overview of the levels required for the competence of each role across the workforce, a lack of consistent leadership development with a clear strategic approach to how this will happen and a lack of formalised learning provision for FRS staff.
- 22. The Organisational Learning Model (OLM) will provide an underpinning framework to give a benchmark for the required skills, behaviours and knowledge for every role in London Fire Brigade. The framework goes beyond tasks required in role and identifies qualifications, skills, knowledge, behaviours, and their application in a work context. Current pieces of work defining skill levels in various professions can be dovetailed in to ensure that there is clarity and to reduce duplication, while giving an organisational position of what "good looks like" in learning and development terms for every role in the organisation. It will also aim to define career pathways for the Brigade in one usable and flexible model.

#### **Framework**

- 23. The framework which will translate the model into practice will be built using a matrix method starting with the generic skill set expected of all staff members, regardless of job role. This will include areas such as Communications, Equality, Diversity and Inclusion, ICT, Leadership behaviours and Health and Safety. Any formal learning inputs agreed to achieve or maintain competence will be delivered across all staff groups and professions to aid a more integrated approach in line with the spirit of the Togetherness Strategy. These generic skills will be levelled up as the roles go higher in the Brigade to ensure that more sophisticated skills in these generic areas are developed where needed.
- 24. The second element of this framework refers to skills, qualifications and knowledge which is particular to their profession, but at an appropriate level for their position in the hierarchy.
- 25. The two elements; **generic skills** and **profession particular skills** will be pulled together to form a learning specification for each role. The examples given are illustrative only and do not include the most specialist areas of training. The basic model of each learning specification for individual members of staff will be structured as per Figures 4 and 5

#### **Entry Level Examples**

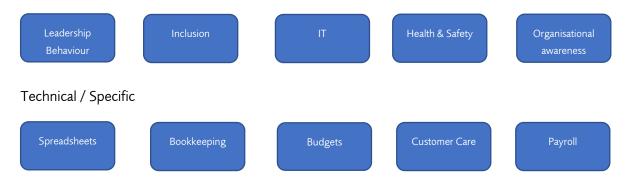
Generic

Figure 4 - An example of a learning specification for a firefighter might be:

# Leadership Behaviour IT Health & Safety Organisational awareness Technical / Specific Pumps and ladders Breathing Apparatus Safety Fire Behaviour RTC

Figure 5 - An example of a learning specification for an FRS B finance assistant may be:

#### Generic



NB: the content of these learning specifications is illustrative only and does not reflect the envisaged final product

#### **Development and content of the Learning Specifications**

- 26. The development of individual learning specifications will be co-ordinated by the Training and Professional Development Team (T&PD Team), with the generic skills content being developed internally by the team through consultation. The specific professional elements will be taken from current agreed pieces of work where they exist, especially with regard to operational areas, and will streamline and merge current development structures where appropriate and necessary. Where professional skills levels have not been defined previously, the T&PD Team will work closely with Subject Matter Experts (SMEs) in each professional area to do so and populate specifications. In reality, much of this content will already be available and a high proportion of the workforce will hold the same specification for their individual role.
- 27. Although the principle will be to not "reinvent the wheel", the scale of this initial development work cannot be underestimated as some areas will not have undertaken this kind of approach previously. The most senior members of individual professions will need to engage and take responsibility for the input in their areas to ensure that the content is accurate, appropriate, proportionate and ultimately fit for purpose. The full-scale development should be approached using a project management model.
- 28. Once the initial work is completed, the ongoing maintenance should be undertaken at the introduction of any new roles, clearly aligned to the job description and person specification and should be issued to staff at appointment to the role alongside their objectives. The suite of learning specifications should be regularly reviewed to maintain currency and appropriateness in the context of emerging national and local themes.

#### Career Pathways All levels (Firefighter – Commissioner/FRS B – TMG)

29. Each learning specification will then be "layered up" to form an Organisational Career Matrix to give clear detail to all members of the Workforce on what skill levels and development is required for progression and career development. The model of the Matrix is illustrated at Figure 6. It should be noted that this model is **not** suggesting automatic progression for any individual member of staff or any set of job roles, but as an informative structure to allow people to understand the personal and professional development that they would need to seek out if they wish to acquire the skills to progress. The appropriate recruitment process would still be required as vacancies become available.



#### **Appraisal**

- 30. Each learning specification should be used as a basis for appraisal, giving real clarity to managers and staff about how to define competence in the current role, what development is required to develop or maintain competence in that role and what personal development might the individual seek out to enable progression or a career change. This significantly reduces line management subjectivity around decision making and gives a more objective standard with which to judge, support and develop competence. In addition, the learning specification gives clarity to individuals as to expectations of them, enabling a level of personal responsibility. This should be undertaken as a supportive two-way process and is not used as a punitive measure or a negative experience for staff.
- 31. This approach develops the reviewing process and builds on the current performance and objective setting conversations which are partially rolled out, further enabling a quality conversation with staff and to move away from the more traditional "training wish list" or the even more damaging "what you have not done / done wrongly" conversation. It also frees up managers to use the conversation to provide bespoke support to individual staff members to enable each to reach their potential.
- 32. It is key that formal training courses will make up only one part of the learning inputs to enable staff to demonstrate competence. Other learning inputs will include on the job learning, line management coaching, evidenced experiential learning and evidenced self-led learning.
- 33. Specific training will need to be delivered to line managers across the Brigade in quality appraisal and learning development conversations that are based on this model once implemented.

#### **Training Needs Analysis**

- 34. Currently training provision is designed and delivered in an entirely reactive way, driven by policy change and events rather than a structured plan focussed on the learning needs of the workforce to deliver the Brigade's strategic objectives.
- 35. It is proposed that once the learning specifications are developed and issued and the first round of appraisals against them have taken place, collected data should be used to form the Organisational Training Needs Analysis. This enables the Brigade to properly understand the

- competence gap in the workforce using an organisationally developed tool that clearly defines required competence for all staff for the first time.
- 36. An accurate training needs analysis developed in this way better enables training planning, reduces wastage and gives more targeted and necessary development where it is really needed, increasing skills amongst the workforce and moving away from a "sheep dipping" application of training delivery.
- 37. This is a more sophisticated and needs led approach to the learning and training required to support continuous improvement and service delivery. It will give clearer data and structure to support the need to address the potential skills gaps which are currently being mapped due to the pensions remedy and other external factors.

#### **Workforce Planning**

- 38. Further, the OLM supports a more accurate and useful workforce planning process, as it provides accurate data on skill levels within the Brigade across the entire workforce. This will be a clear enabler to support where the Recruitment Strategy needs to be targeted. This builds on the work already being undertaken in collaboration across departments to better understand our workforce planning position. This area is a significant risk for the Brigade at this point, sitting on the Corporate Risk Register, and has also been an area of focus from the recent HMICFRS inspection. The upcoming pensions remedy will see a number of firefighting staff be eligible for retirement at an earlier date than was previously anticipated which will leave a skills deficit in this area and has required extra focus. It is envisaged that the OLM will support this work in the medium to long term
- 39. This method again supports better training planning and enables the targeting of learning resource where it is required in the Brigade, rather than a blanket approach to skills assessment.

#### Leadership approach and development

- 40. Leadership skills, in particular supportive leadership behaviours and technical and transactional line management application are a significant and necessary focus for the Brigade to bring about the "personal responsibility" shift described in this paper. Therefore, Learning Specifications should clearly map to and reference the required behaviours and skills required by all leaders in the London Fire Brigade Leadership Behaviour Framework, including those staff without formal managerial responsibilities.
- 41. The current offer for Leadership Development training has been significantly improved in recent months, with internally delivered leadership training across a number of programmes at different levels. Additionally, a tender process is underway inviting bids to deliver a comprehensive middle management programme. These programmes will clearly develop leadership skill within the Brigade, as well as providing evidence for staff to demonstrate their leadership competence at appraisal once the learning specifications are developed and issued. The content should also be mapped across into the Learning Specifications for all management roles to give clarity to staff as to the leadership expectations of them and to allow them to use successful completion of the programmes, alongside examples of application at work as evidence of competence at their appraisals.

#### Talent Management and Succession Planning

42. Improved training planning and an understanding of learning required to deliver each role and profession within the Brigade better enables accurate and equitable talent management and succession planning as it gives accurate data to those developing and implementing these necessary and useful tools for workforce planning and development.

- 43. There currently exists a number of workstreams which represent elements of talent management and succession planning, but these are not clear or consistent. Some of these workstreams are well developed but do not fit into a wider strategic approach and others are considered important by the organisation but are yet worked through. These include the Personal Development Folders (PDR) which are managed by the Career Development Team. These only apply to operational staff and do not map to the apprenticeship model, denying the organisation a potential funding stream for those other than trainee firefighters.
- 44. Another workstream is the Career Development Pathways. This workstream is one which is understood differently by different staff within the organisation but is considered a key element of resolving issues with the operational promotions process. This workstream has now been moved under the Training and Professional Development Department and will be widened to include a workforce wide succession planning process.
- 45. Talent management and succession planning processes are often misunderstood and often the terms are used interchangeably. Figures 7 and 8 set out the proposed definitions of these terms for clarity of development and implementation.

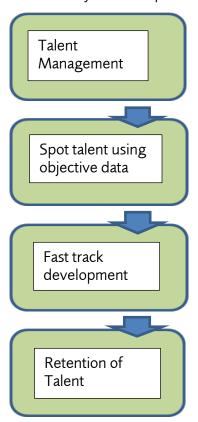


Figure 7 Talent Management

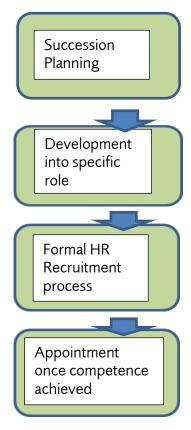


Figure 8 Succession Planning

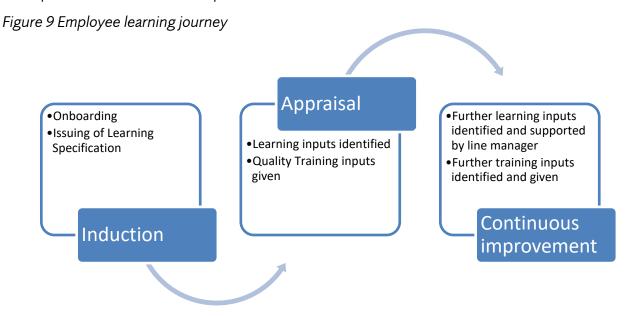
#### Recording and reporting

46. A key driver to the success of the systemic approach described is the ability to accurately record real time data at the point of appraisal and to extrapolate that data in a reporting structure enabling training needs analysis and training planning. There are several systems currently in use within the Brigade which can be further exploited and explored. These include the Learning Management System (LMS or "Big Learning") licenced to Babcock International and used by the Brigade. The LMS has large amounts of functionality that is currently not being exploited to its full capability.

- 47. A new HR system (iTrent) has also recently been procured and will be used for managing performance/appraisals. It is envisaged that this will provide a core integrated system that also enables self-service by line managers and employees alike; a necessary component for the cultural shift described in this strategy.
- 48. It is therefore not proposed at this stage that a new system for training recording is procured. Further work is required to explore the capabilities of the current systems prior to a decision being taken. This will be included in the programme of work to implement this strategy.

#### **Learning Journey**

49. The ultimate aim of the strategy is to improve the learning journey for individual staff members across the Brigade. Figure 9 describes the learning journey for members of staff on full implementation of all the components.



# SECTION 4 - Enablers to the development and implementation of the Learning and Professional Development Strategy

#### **Process Redesign**

- 50. Strategically, there has been a heavy reliance on the delivery of structured training as the only measured way of assessing skills and competence, and whilst other learning inputs are certainly used, this is inconsistent and sporadic and entirely dependent on the skills, ability or will of individual managers, with no documented organisational expectation that this should be the case.
- 51. Decisions about what training should occur are made through informed professional opinion of individual departments, reacting to external events, national initiatives and development of policy. Consequently, this is not related to assessment of individual, departmental or organisational training needs set against an organisational expectation of required competence.
- 52. The content, quality and efficacy of training delivery is set by "commissioning" or individual departments who follow a Training Commissioning and Alteration Process (TCAP) to instigate that training, with Training and Professional Development staff having a process facilitation role rather being enabled to act as learning and development professionals. This leads to a lack of consistency across different training needs and professional development. This approach, within an observable organisational culture that often reverts to "them and us" at different levels, has arguably led to a perception that training delivery is the responsibility of another (the external provider), further leading to a lack of personal responsibility for learning or individual managerial oversight of competence being an expectation.
- 53. Training courses have been placed in a position of delivering knowledge and skills to individuals who are receptacles of that knowledge, who are having that delivery "done to" them. Formal training only represents one element of the Learning Cycle, and regardless of the quality of the training input, that alone does not necessarily lead to professional development and learning. Additionally, individuals may not have a negative approach to their formal training and, certainly, the current level 1 evaluations reflect that many staff enjoy their training and that the quality of formal training received operationally is of a broadly good standard. However, the question of learning being something wider than receipt of formal training remains an issue.
- 54. The TCAP process is a major issue and needs to be resolved. This process, whilst been borne out of a contractual need to have a governed approach, is not, in itself contractual. There is no record of this process being designed or planned as the most appropriate mechanism for design and delivery of training through the contract and appears to have evolved to its current state. It is cumbersome and takes an extended period of time to agree training from the point of the training need being identified to the delivery of training to the individual. Resolution and streamlining of this process is a key enabler to this strategy, both in terms of building credibility for the learning and development professionals with the organisation and to release capacity and funding for added value work.
- 55. The origins of the current TCAP approach are based on a methodology produced at the beginning of the contract but it has become clear that this process has evolved unchecked, is cumbersome, unnecessarily complex and not fit for purpose. The team within Training and Professional Development who work with this process are frustrated, as are their colleagues working within Babcock International. Much of the resource within the team is focussed on navigating this process, which is currently necessary, rather than being empowered and enabled to undertake work which both adds value to the organisation and is fulfilling and satisfying for the individuals, much of which is contained within this strategy.

- 56. As a result, a series of workshops have been undertaken, led by the Assistant Director of Training and Professional Development, with departmental staff to map out the current processes from the point that training is identified as required to when training is delivered; essentially the Design and Delivery elements of the Organisational Training Cycle illustrated in Figure 2. Blockages and cyclical traps within these processes were also identified during the workshops and due to the sheer volumes of these, it was agreed that rather than trying to resolve these, a new, streamlined process would be designed, which was done.
- 57. A similar process was undertaken, again led by the Assistant Director of Training and Professional Development, with the team within Babcock International. Further workshops are being delivered to complete this process with the intention of merging the streamlined products of these events and piloting and launching the new process as a matter of urgency. This will result in reducing the timeframe taken to deliver training from the point of request to the point of delivery. Other outputs include a decrease in frustration for all parties and the release of resources to focus on quality.
- 58. As part of implementing the strategy, attention is also be given to improving other processes and ways of working. The work of Training Performance team, for example, is being reviewed and evolved in order to both improve efficiency and to align with the changes in how LFB and Babcock work together. A continual improvement approach is key to ensuring that information is collected, analysed and shared with the right people at the right time.
- 59. This is a fundamentally key enabler for the Strategy as it is the area that causes the majority of wasted time and frustration for everyone involved, not least the workforce of London Fire Brigade who find their training, whilst often high quality, takes an extended period of time to receive.

#### Collaboration

- 60. Much of the learning cycles, processes and approaches described in this Strategy are partly or wholly owned by departments other than Training and Professional Development. Collaboration of approach is therefore essential in its delivery. Workshops are being held with leadership teams of the two departments with whom the highest level of collaboration is required; that is People Services and Operational Policy and Assurance.
- 61. Some key teams have already transferred from People Services to Training and Professional Development as an enabler to key pieces of development work. Through the course of consultation and discussions, more teams may move across as a further enabler.
- 62. Currently, Operational Policy and Assurance acts as the main (but not only) "commissioning department" for operational training delivery. This can mean that the staff within that department often need to spend large amounts of their time focussed on the management of content and quality of training, rather than being released to undertake other work, whilst still providing professional advice on the subject matter within it. It is envisaged that the implementation of this strategy will be an enabler for staff in this department to contribute to the content of learning outlines and to inform training specifications from policy, rather than acting as a "commissioner" for training.
- 63. This shift is key to provide the Brigade with the ability to prioritise necessary training within the budget envelope.

#### Oversight of Training in the Brigade

64. In order to enable clarity of the data and to ensure that evaluation and assurance of learning and training is undertaken in a strategic and co-ordinated fashion. It is essential, therefore, that the Department maintains oversight of all training delivered within the Brigade to enable this

assurance to take place and support learning planning and maintenance of Learning Specifications. Arguably, various elements of training intervention have developed within the organisation without direct reference to learning and development professionals, due to the current systems not meeting the needs of the workforce. It is therefore crucial to ongoing strategic understanding of required learning in the workforce, that the T&PD Department is empowered to lead on Professional development. This does not necessarily mean that line management of all training activity needs to sit within the Department, although there may be a need for some areas to move across. However, an understanding of what is taking place, oversight of SME delivery and how it fits with this strategy is crucial to its success.

65. The Professional Development and Learning Department should therefore reach out to the Brigade in a supportive and advisory capacity, which could be delivered by a new role of Professional Development and Learning Partner, working closely with the People Partners being introduced within People Services. This is not intended to represent additional growth to the team, rather the repurposing of current roles, once process and design is clearer.

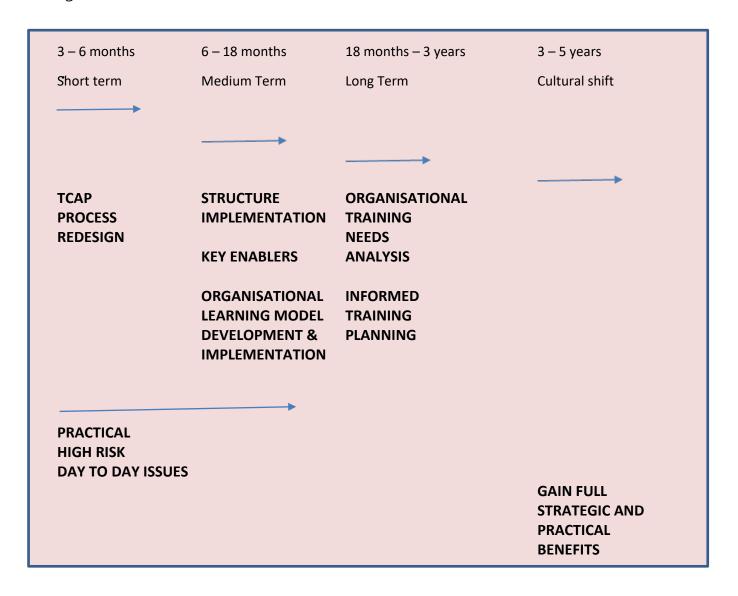
#### Limitations of the current Babcock contract and inhouse training delivery

- 66. During the development of the Training Plan for 2022-23, it became clear that the current levels of provision within the contract with Babcock International are not sufficient to deliver the acquisition and maintenance of operational skills required, particularly in the context of the McCloud Judgement, known locally as the Pension Remedy, which is likely to lead to a large number of staff in firefighting professions at all levels retiring in the next 3 years. The construction of the financial elements of the contract mean that any further increase will trigger the "major change" clauses within it. These clauses mean that the cost will increase sharply if that training is delivered through this contract.
- 67. It is therefore an essential enabler that some elements of training are delivered by appropriately trained staff within the Professional Development and Learning Team. This is already occurring within the Team with the changes to Firefighter Development Programme, where an in-house pre-course element is planned to be taught directly to trainees rather than the use of written, pre-course learning. It is proposed that this approach is expanded, with the FFD Programme being formalised substantively.
- 68. Existing 'in house' training delivery teams have been formed within the operational policy and assurance department (OPA) as well as fire stations and control. Initial conversations have taken place and the principle agreed of the transfer of the 'in house' Incident Command Development Team within OPA to the new Professional Development and Learning Team as this is a more appropriate place for this team to sit. It is proposed that further conversations are held as to the appropriate timing of such a move. It is further proposed that similar discussions take place in relation to the Training Delivery Teams currently sitting with the Fire Stations Department to also transfer across.

#### Timeline for enablers and benefit realisation

- 69. There is a substantial amount of change required to realise the benefits of the strategy and this will take time. However, there are some workstreams that can be delivered quickly and gain some momentum on the implementation.
- 70. Figure 10 describes the planned timescales for various elements of the implementation and the benefits gained at each term. Arguably, the TCAP redesign process is the initial key enabler to release resource in the Department to add value to the employee learning journey, but also to improving the initial experience of the Training and Professional Development offer to individual staff members and their managers. This is currently on track to be achieved by April 2022.

Figure 10 Benefits Realisation Timescales



#### **SECTION 5 - Training Evaluation and Assurance framework**

71. Following the review of various evaluation models and research into other organisations, the 'Kirkpatrick four level evaluation model' will be formally adopted. An outline description of the model is as follows:

#### Level 1 - Reaction

What did the learners feel about the learning experience? Was it enjoyable, did they like the trainer, venue and facilities?

#### Level 2 – Learning

Did learners actually learn anything Did their knowledge and skills improve?

#### Level 3 - Changes on behaviour and performance

Did learners actually do anything different as a result of the training? Did their behaviours and performance improve in their workplace?

#### Level 4 – Impact on the organisation

What was the effect of the training on the organisation as a whole? How can high level performance data be linked back into the learning cycle?

- 72. Both Babcock and LFB already undertake level 1 evaluation on the large majority of learning interventions and regularly report on performance of this level. A review will be carried out to ascertain any gaps in process or coverage of level 1 evaluation. Level 2 evaluation is also undertaken by Babcock in certain areas of learning but less so within LFB. There will be a requirement to assess where a level 2 evaluation in all learning interventions would be appropriate and extend this provision accordingly. This will be especially prevalent following the outcomes of phase 2 of the Grenfell inquiry and where licence to operate requirements are impacted.
- 73. Level 3 evaluation is an area that will need significant focus. It is envisaged that the appraisals systems will provide the large majority of evidence for this level, particularly when evaluating learning undertaken by FRS staff. However, this is an area that will need to establish effective links with Control, operational assurance processes and resources such as the Operations Review Team (ORT) and the Operational Assurance Officers (OAOs) so that behaviours and performance can be measured in every area of the workplace (including the incident ground) and evaluated against training provision.
- 74. The organisation already produces a significant amount of high level performance data. Key performance indicators will need to be developed that will enable direct and meaningful links between overall performance and the organisational training needs analysis. This will enable the appropriate focus on training interventions and the best use of training budget.
- 75. In relation to training assurance, the organisation already follows the 'three lines of defence' model recognised by the Institute of Internal Auditors (IIA) and this can be easily overlayed onto the Kirkpatrick model;

#### 1<sup>st</sup> line defence – management controls and internal control measures

Day to day line management and assessment of performance and functions in the workplace

#### 2<sup>nd</sup> line defence – internal audit and quality assurance

Organisational risk management systems and internal assurance functions

#### 3<sup>rd</sup> line defence – external audit

External or independent assurance functions, for example that provided by the Mayor's Office for Policing and Crime (MOPAC)

76. The organisational learning strategy will provide a more robust 1<sup>st</sup> line of assurance than is currently in place and provides the basis of a Plan – Do – Check – Act approach. The assessment of individual performance carried out by line management will feed into the appraisals system that will inform both individual and organisational training needs. The ability of line management to

- provide an accurate, informed and consistent assessment decision will need to be underpinned by the appropriate training for each role which will be outlined within the organisational learning model.
- 77. This strategy will meet many of the recommendations falling out of the Independent Operational Assurance Advisors report but a more robust 2<sup>nd</sup> line will be required. Babcock already carry out their own internal assurance of training and the outcomes are regularly reported to LFB at a monthly performance meeting. However, this tends to focus on level 1 evaluation and as mentioned above, will need to be extended into other areas of evaluation and learning. Control have recently appointed a training manager who can also provide a focus on assurance and the Brigade have an operational assurance team that reside in the Operational Policy and Assurance department (OPA). Their work primarily focuses on operational readiness but recently there has been a move towards a more focused audit of internally led training such as the LFB delivered High Rise training. The team do provide some element of quality assurance (QA) on Babcock led training (potentially 3<sup>rd</sup> line assurance) but this is not extensive and much of the QA provided by LFB to Babcock training is reliant on subject matter experts (SME) from commissioning departments carrying out periodic observation. LFB have also recently employed a business assurance advisor who has commenced a series of focused audits against specific control measures contained within the organisational risk management register.
- 78. Primarily, 3rd line assurance for LFB is recognised as being provided by MOPAC and there is opportunity for focused audits in the learning and development area particularly around the future implementation of this learning strategy. However, there may be further opportunity to work with the Babcock assurance function to provide expertise and scrutiny of internally delivered training as well as develop the LFB processes that relate to the QA of Babcock training.
- 79. Workshops involving Babcock, OPA, Training and other key stakeholders are being planned and these will focus on how evaluation and assurance can be improved in line with this strategy, the roadmap to achieving those outcomes and the resources required to deliver them.

#### **SECTION 6 – Governance**

- 80. London Fire Brigade has an established, but evolving, governance system, which consists of a set of internal boards, which feed into the Commissioner's Board. Where financial spend is likely to or will breach £150,000, or if a decision is considered to be Novel, Contentious or Repercussive (NCR), it will be referred to the Deputy Mayor's Fire and Resilience Board, and subsequently made need to follow a further decision-making process through mechanisms in City Hall.
- 81. Governance within the new Professional Development and Learning Department will need to be designed to map to wider organisational processes. It is therefore proposed that a formal Professional Development and Learning Committee be formed to provide this governance structure. This Committee will include key staff from different departments and will hold decision making power over content of Learning Specifications, content and delivery of formal training interventions and oversight of training across the Brigade, including funding for external courses. In relation to this latter, the 1664 budget, which currently sits within the Training and Professional Development Department was set up as a "pooled budget" for funding academic qualifications

- and conferences. This budget has decreased year on year, in the context of a lack of organisational structure for workforce-wide learning, and this has further reduced the opportunities for development of non-firefighting professionals. In reality, individual Heads of Department have stepped into this space on an ad-hoc basis, leading to a lack of consistency and a perception of a lack of support from the Training and Professional Development Department.
- 82. The Professional Development and Learning committee would report directly to the People Board and would give regular updates against agreed performance measures for learning which will be developed on agreement of this strategy. Terms of reference for the committee would be developed and agreed inclusively.
- 83. Internally within the Professional Development and Learning Department, a monthly Leadership Team Meeting will be held to consider and agree departmental matters, review of the departmental risk register and internal action planning, monitor the introduction of this strategic approach to learning and manage the design and delivery of training through the Babcock International contract.
- 84. The current Training Performance Meeting will continue, but the format will be reviewed by the Chair to ensure that it meets the needs of the Strategy. The meeting will report to the Leadership meeting.
- 85. Various working groups currently exist developing individual workstreams. These will be reviewed as part of the Programme Management approach to the implementation of the strategy. Any working groups which remain and others that are formed, will report into the Governance structure at the appropriate level in the model (see Figure 11).

Figure 11 - Governance approach



#### Appendix 2 - Independent Operational Assurance Adviser's report recommendations

- 86. The LFC has appointed Alasdair Hay, former Chief Fire Officer of the Scottish Fire and Rescue Service, as the Independent Operational Assurance Officer (IOAA). One of the pieces of work that he was tasked with undertaking was a review of Training assurance and to make recommendations for action. The IOAA worked very closely with the senior team in T&PD to understand the issues and produced a report and a subsequent set of recommendations, which were accepted by the LFC in November 2021.
- 87. In the process of formulating this Strategy, the recommendations within the Report have been considered and subsumed into the content as essential elements of both progress and success. The table below outlines each recommendation and IOAA proposed delivery date. The table also includes the current organisational position for each recommendation to demonstrate that many of the recommendations are already partially in place. Subsequently, revised delivery dates have been proposed that indicate the timeline for full implementation of each recommendation. It is proposed that the LFC accepts the change in expected delivery dates.



## The Independent Operational Assurance Advisor report recommendations

Recommendation	Critical/Essential	Recommended Date	Existing position Dec 2021	Jan-22	Expected delivery date
A Training Strategy needs to be produced recognising that the development of the components and the delivery of the strategy will take time. The risks associated with the length of time this work will take to be delivered need to be identified, rated and controls implemented using the LFB risk management approach	Critical	31-Dec-21	include a comprehensive approach to learning building on an Organisational Learning Model. This model provides the basis for all staff members across the workforce to be given a "learning specification". These specifications will include all organisational expectations for skills, knowledge and behaviours, both generic and	Presentation of draft strategy to T&PD staff and People Services. Strategy to be circulated for wider engagement with People Services, Operational Policy and Assurance and the Heads of Service group. The strategy is due to proceed through LFB governance in February and March 2022.	31-Mar-22

A comprehensive multi-level evaluation system alongside a performance management framework that considers both qualitative and quantitative training data must be developed and implemented.	Critical	31-Mar-22	currently focused on operational staff via Incident Monitoring Processes, Operational assurance activities such as those provided by the Operational Review Team and the revalidation of skills and competence processes that have been	Workshop facilitated with Babcock, Operational Policy and Assurance, Central Operations & Fire Stations to carry out a gap analysis and establish a roadmap to full implementation of all four levels across the organisation.	Dec-22

There needs to be a comprehensive analysis of the training needs across the Brigade. These needs must be identified and defined for individuals, roles, functions and the Brigade.	Critical	31-Dec-21	members of the workforce. Currently the organisation uses a process of assessing the required skills, which are primarily operational technical skills in nature and predominately led by each commissioning department These skills are	Presentation of draft strategy (that includes the OLM) to T&PD staff and People Services. Strategy to be circulated for wider engagement with People Services, Operational Policy and Assurance and the Heads of Service group. The strategy is due to proceed through LFB governance in February and March 2022.	Dec-23
The Brigade needs to create comprehensive competency framework covering all of its staff.		31-Mar-22	operational training, the Licence to Operate (L2O) concept will act as a safety mechanism to ensure staff who haven't demonstrated the appropriate levels of competence in risk critical skill sets do not remain working operationally until this is remedied. L2O for incident command is due to go-live on 1 April 2022 and will be expanded to apply to other skill areas over the payt 6 – 12	Presentation of draft strategy (that includes the OLM) to T&PD staff and People Services. Strategy to be circulated for wider engagement with People Services, Operational Policy and Assurance and the Heads of Service group. The strategy is due to proceed through LFB governance in February and March 2022.	Dec-22
Workforce planning needs to look forward over the next 3 to 5 years a cornerstone of the training planning.		31-Mar-22	Development and Fire Stations. This working group is being supported and given oversight through the Establishment board. A Head of	The workforce planning working groups are now in place and continue to forecast and plan for short/medium and long term issues. It is proposed that this action is complete.	31-Mar-22

An appraisal system for operational staff should be introduced with a section allowing for identification of an individual's operational training needs. (Operational Personnel Only).	Essential	31-Mar-22	rolled out last year. Mid year reviews will be conducted in March 2022. This work will be progressed and broadened to include professional development and assessment against the learning specifications within the Organisational Learning Model. The technical aspects of operational roles will be captured as part of this work.	recommendation within agreed timescales.	Dec-22
The Brigade should conduct a survey of the watches experiences of training. Collating the good practices and areas of concern/frustration. The findings should be used to plan improvements in training delivery.	Essential	31-Mar-22	An independent review of training was carried out in September 2019. This review involved extensive stakeholder engagement with a significant portion of the engagement taking place at Station level. This survey will build on the data that underpinned that review and aim to gain the widest possible feedback from across the organisation.	Survey to be carried out in Q4	31-Mar-22
The interdependencies with other policies and ongoing transformational work should be clearly identified and given full consideration. Appropriate interventions should then be initiated and managed to ensure that organisational and individual learning progresses effectively.	Essential	31-Mar-22	Once the learning strategy has been agreed, its implementation will be consider other organisational priorities and resource allocated accordingly. This work will be carried out in conjunction with the Transformation directorate.	The organisational learning strategy is programmed for the Portfolio board on 21st February	ТВС

Appendix 3 - Proposed Professional Development and Learning Department High Level Structure

