

**SCOTTISH POLICE
AUTHORITY**

Meeting	HRRC Public Session
Date	Friday 3 June 2016
Location	Pacific Quay, Glasgow
Title of Paper	Superintending Review
Item Number	14
Presented By	Mr Gillies
For Approval For Consultation	For Consultation
Appendix Attached:	YES - Summary of Recommendations

PURPOSE

To provide an overview of the recommendations emerging from the Superintending Role Review which have been supported by the Police Scotland Senior Leadership Board and to outline proposals for coordinating and monitoring implementation.

1. BACKGROUND

- 1.1 In light of emerging trends arising from ASPS' survey results over the preceding three-year period it was requested that DCC Rose Fitzpatrick undertake a wholesale review of matters impacting on superintending ranks. As such DCC Fitzpatrick commissioned the Superintending Role Review and established a Review Team, led by CS Paul Anderson, in August 2015.
- 1.2 This Review set out to examine the operating model, skills, support and training required across superintending ranks to ensure that the organisation remains sufficiently effective and resilient to deliver positive outcomes for the communities of Scotland, with a focus on the wellbeing of its workforce.
- 1.3 A Review Steering Group, chaired by DCC Fitzpatrick was established to provide strategic oversight, direction and guidance on matters of policy and make executive decisions in respect of any strategic issues emerging from the Review requiring the input and agreement of senior stakeholders. The Review Steering Group comprised representation from the Police Scotland Force Executive, Scottish Police Authority, ASPS, Scottish Police Federation, Corporate Communications and HMICS who attended meetings in an observer capacity.
- 1.4 The activities of the Review Team have been supported throughout the course of this review by the Review Working Group, chaired by ACC Mark Williams and comprising representation from superintending ranks across

a range of disciplines, Corporate Communications, People and Development and staff associations including ASPS, Federation and the Scottish Women's Development Forum (SWDF).

- 1.5 Working with stakeholders internally and externally, the Superintending Role Review sought to realise the following objectives:
- Promote continuous improvement in respect of leadership development, health and wellbeing, succession planning and business continuity;
 - Build organisational capacity to enable the organisation to plan effectively for the future whilst further strengthening approaches to localism, prevention and collaboration;
 - Secure best value for policing in Scotland through self-evaluation; and
 - Ensure that Police Scotland maintains its ability to provide the best possible outcomes for the public.
- 1.6 In developing the recommendations for improvement the Review Team, supported by the Review Steering and Working Groups, undertook an extensive programme of stakeholder engagement which involved consultation with over 75% of individuals in the superintending ranks within the organisation, as well as a range of external stakeholders in an effort to ensure that:
- Superintending ranks are sufficiently skilled, equipped and supported to fulfil the commitments of their role;
 - Superintending ranks feel increasingly empowered, motivated and valued;
 - Responsibilities are evenly distributed;
 - Barriers to accessing Superintending ranks (both perceived and actual) are removed; and
 - An increasingly efficient and healthy working environment is created which promotes improved work-life balance.
- 1.7 In line with the principles of Best Value, the Review Team sought to develop recommendations which align the organisational response with recognised best practice throughout policing in the UK. To this end the Review Team conducted benchmarking exercises with a number of policing organisations throughout the UK and liaised closely with the National Police Chiefs' Council (NPCC) lead for Wellbeing and Performance. Furthermore, Lancashire Constabulary was invited to peer review the Police Scotland approach and corresponding findings. This approach supports the principles of policing interoperability, continuous improvement and information sharing.
- 1.8 At the meeting of the Senior Leadership Board on 19 April 2016, the Force Executive considered the findings of the Superintending Role Review and agreed 28 of the proposed recommendations for organisational change. A summary of approved recommendations is outlined within Appendix 1. Whilst the recommendations emerging from this Review are directed towards superintending ranks, it is recognised that they are likely to have

a broad impact on the culture and practice across the wider service and on how Police Scotland delivers services to the public in the future.

2. FURTHER DETAIL ON THE REPORT TOPIC

2.1 DEVELOPING THEMES, FINDINGS AND RECOMMENDATIONS

2.1.1 Early analysis of trends from the ASPS' survey results over the preceding three-year period, coupled with the findings of the 2015 SPA / Police Scotland Opinion Survey, led to the identification of 5 core work-streams meriting further examination as part of the Review:

- Roles and responsibilities;
- Demand and corresponding operating structure requirements;
- Wellbeing;
- Training and development needs; and
- Diversifying the superintending rank profile.

2.1.2 In order to gather evidence to support the development of recommendations, the Review Team undertook a comprehensive literary review prior to conducting an extensive programme of consultation and engagement with key stakeholders, which included:

SPA

- Membership of Steering Group by SPA Head of HR Governance
- Personal two-way briefing to SPA Chief Executive Officer
- Regular personal two-way briefings to SPA Head of HR Governance
- Briefing paper submitted to SPA Members

ASPS

- Membership of Steering Group by ASPS' President
- Membership of Working Group by ASPS' General Secretary and Vice President
- Regular briefings to ASPS' Office Bearers
- Presentations to ASPS' Executive Committee
- Personal interviews with 75.6% of ASPS' membership
- Circulation of the draft SLB report to ASPS' membership inviting feedback

SPF

- Membership of Steering Group of SPF General Secretary
- Membership of Working Group of SPF Inspectors' Board chair
- Regular personal two-way briefings to its General Secretary
- Briefings to SPF Inspectors' Board chair
- Presentation delivered to SPF Inspectors' Board
- Presentation delivered to SPF North Area Committee

Police Scotland Staff Associations

- Personal two-way briefings to: Semper Scotland, Gay Police Association Scotland, Scottish Police Muslim Association, Scottish

Women's Development Forum, and Police Scotland Disability & Carers Association

Internal Partners

- Regular briefings to members of the Force Executive
- Regular briefings to divisional Senior Management Teams
- Regular personal briefings to, and/or liaison with, stakeholders in Human Resources, People & Development; ICT, Corporate Services, Finance, Crime Division, Training, Leadership & Development, Corporate Services, Professional Standards Unit, Contact, Command & Control division, and Criminal Justice.
- Presentation delivered to the Health, Safety & Wellbeing Group
- Presentation delivered to the Equality & Diversity Governance Group

HMICS

- Briefing to the HM Inspector of Constabulary in Scotland
- Briefings to the HM Assistant Inspector of Constabulary in Scotland
- Attendance of the Assistant Inspector of Constabulary at Steering Group meetings

Peer Review

- Meetings with National Police Chiefs' Council (NPCC) Wellbeing Lead
- Meetings with NPCC Performance Lead
- Meetings with Lancashire Constabulary Senior Management Team
- Meetings with the President of the Police Superintendents Association of England and Wales
- Engagement with Police Service of Northern Ireland, Devon & Cornwall Constabulary, Metropolitan Police, and Kent Police
- Presentation delivered at the College of Policing 'Excellence in Policing' event

2.1.3 Positive feedback on this methodology and the resultant recommendations has been received by Police Scotland by way of letters from the NPCC and HM Inspector of Constabulary in Scotland.

2.1.4 Close examination of the qualitative and quantitative evidence collated from the engagement activity led to the identification of 29 recommendations for improvement, categorised into five distinct themes:

- **Service Delivery through our People** which examines organisational culture, wellbeing, and compliance with working time directives;
- **Leadership and Performance Management** which includes outlining organisational expectations, aspirations and lines of accountability;
- **Operating Structure Considerations** including resource governance arrangements, succession planning and the management of non-establishment posts;
- **Operational Issues** regarding the provision of out of hours' coverage, management of high risk missing person enquiries, and authorisation of communications data applications (CycComms); and

- **Enablers** including meetings and associated travel requirements, support and flexible working considerations, training requirements and appraisals.

2.1.5 Opportunities to bring early resolution to a number of issues raised during the engagement process have been seized, resulting in early implementation of four recommendations, outlined in Appendix 1, namely:

- Agreeing an approach to advertise all temporary rank opportunities and substantive Chief Superintendent vacancies (**Recommendation 13**);
- Removing the compulsory requirement for superintending ranks to undertake Campaign Against Violence (CAV) duties and ensuring that those who elect to continue to participate are deployed in a manner which maximises their requisite skills and experience (**Recommendation 15**);
- Enhancing awareness of recent changes to devolve public order entry authorisation to inspecting ranks in order to ensure standardised practice is being applied throughout the country (**Recommendation 17**); and
- Developing standardised national protocols to allow Chief Inspectors to act as authorising signatories for temporary prisoner release requests. (**Recommendation 20**). These proposals have assisted in enacting legislative change to the Prisons and Young Offenders Institutions (Scotland) Rules 2011.

2.1.6 A recommendation to devolve responsibility for the management of high risk missing person investigations to Inspecting ranks (**Recommendation 18**) was not supported by the Senior Leadership Board, which prioritised the need to ensure such investigations are effectively managed with the involvement of Superintendents from the outset to provide the necessary safeguards to vulnerable members of the public.

2.2 IMPLEMENTATION AND INTERNAL GOVERNANCE

2.2.1 It is recognised that the organisational changes which will be initiated as a result of these recommendations being implemented will be significant for superintending ranks and the wider workforce alike; particularly in respect of the ambition to accelerate broad cultural change.

2.2.2 Members of the Senior Leadership Board have agreed that the implementation of the Superintending Role Review recommendations will be positioned alongside the progression of the wider Staff Survey work. An implementation plan has been developed to support of the delivery of the Review recommendations, whereby key recommendations have been prioritised and delivery dates agreed with the respective Force Executive leads.

2.2.3 The remit of the existing Steering Group will be extended to provide the necessary level of strategic oversight and traction to the delivery of

recommendations emerging from both sources. Correspondingly a revised terms of reference for the Steering Group has been devised and it is hoped that the SPA will continue to be represented at this Group to support and monitor implementation progress.

- 2.2.4 A Communications Strategy has been developed in advance of the delivery phase. This will increase awareness of the review outcomes and assist with charting and publicising the progress of the recommendations.

2.3 ASSESSING IMPACT

- 2.3.1 It is intended that the associated impact of the recommendations will be assessed through a range of qualitative and quantitative indicators such as:

- Improvement trends demonstrated within ASPS survey results over the forthcoming two year period;
- Improvements demonstrated from the results of the next iteration of SPA / Police Scotland Opinion Survey;
- Feedback from training courses;
- Post implementation feedback from participants engaged as part of the Review;
- People and Development data;
- Financial data;
- Case studies; and
- Improved public / partner confidence.

- 2.3.2 At the most recent meeting of the Review Steering Group on 22 April 2016, members agreed to commission a post implementation review in 2017/18 to assess the impact of organisational change and whether the desired outcomes have been realised. SPA officers have indicated that they are willing to provide assistance in this regard and have agreed to conduct an independent evaluation of the Review outcomes as part of their proposed scrutiny plan activities for 2017/18.

3. FINANCIAL IMPLICATIONS

- 3.1 There are financial implications with regards to recommendations 3, 4, 8, 11, 21, 22, 23, and 24 as indicated under the respective recommendations outlined within Appendix 1.

4. PERSONNEL IMPLICATIONS

- 4.1 There are personnel implications with regards to recommendations 4, 6, 7, 8, 11, 12, 13, 14, 16, 25, 26, and 29.
- 4.2 Staff associations have been consulted with throughout the review and the People and Development function will undertake any necessary action to support personnel during the implementation of agreed recommendations.

5. LEGAL IMPLICATIONS

- 5.1 There are legal implications associated with recommendation 26.
- 5.2 The agreement of a defined working day at PNB would require legislative change.

6. REPUTATIONAL IMPLICATIONS

- 6.1 There are potential reputational implications associated with recommendations 23 and 24.
- 6.2 Allocating 'provided' vehicles to individual officers and purchasing of ICT tablets for Superintendents could be perceived as inappropriate at a time of budget constraint without sufficient explanation of the rationale and benefits involved.

7. SOCIAL IMPLICATIONS

- 7.1 There are no social implications associated with this paper.

8. COMMUNITY IMPACT

- 8.1 There are no community impact implications associated with this paper.

9. EQUALITIES IMPLICATIONS

- 9.1 There are equalities implications associated with the suite of recommendations emerging from this review.
- 9.2 All recommendations have been subject of an Equalities Impact Assessment and comply with the Equality Act 2010.

10. ENVIRONMENT IMPLICATIONS

- 10.1 There are no environment implications associated with this paper.

RECOMMENDATIONS

Members are requested to:

Note the content of this report and the actions that are being progressed through different work streams.

APPENDIX 1 – SUMMARY OF RECOMMENDATIONS

Service Delivery through our People

Recommendation 1

As part of the review of the Police Scotland People Strategy, a statement of intent by the Force Executive should be developed which clearly articulates a commitment to incorporate community and staff wellbeing at the heart of the organisation. Plans to implement and track the progress of staff wellbeing measures and cultural change should be incorporated in the revised People Strategy. **Executive lead - Force Executive**

Recommendation 2

Strategic ownership for the Health, Safety and Wellbeing group should be transferred to the DCC Designate to provide increased focus on, and impetus to, the wellbeing agenda in support of the continued evolution of organisational culture. **Executive lead – DCC Designate**

Recommendation 3

The Health, Safety and Wellbeing Group should seek to explore further opportunities to develop and implement a range of support options which deliver the organisation's commitment to wellbeing and promote the ethos of a healthy workforce and working environment.

Executive lead – Director of Human Resources

Financial Implications: Early estimates of circa. £200 per person (Optima) and £400 per person (Axa) have been provided. Implications require to be fully scoped by Human Resources in conjunction with partner organisations.

Recommendation 4

To support the organisation in becoming transformational in its approach to wellbeing and mitigate risk associated with any failure of statutory compliance, a governance regime should be developed to impose regulation and accountability to the areas of working time, annual leave and re-rostered rest days.

Executive lead – Director of Human Resources

Financial Implications: Monitor financial spend associated with the use of temporary promotions to backfill posts vacant due to accumulated annual leave and rest days being used on lead up to retirement date.

Leadership and Performance Management

Recommendation 5

The Leadership and Development function should reposition the existing Leadership Strategy in support of the work to develop organisational culture. A post implementation review should be undertaken to assess whether the intended benefits and outcomes of this approach have been realised.

Executive lead – Director of Human Resources

Recommendation 6

The Resource Management function should expedite the development of role profiles for all superintending rank posts to ensure that the role requirements,

expectations and areas of responsibility for which the individual is accountable are clear. **Executive lead – Director of Human Resources**

Recommendation 7

The Leadership and Professional Development function should review the current promotion selection criteria and assessment methods and introduce a values-based assessment approach for superintending ranks. This revised approach should be aligned to the desired leadership culture of the organisation and consistent with the revised appraisal system.

Executive lead – Director of Human Resources

Recommendation 8

Steps should be taken by the Force Executive to ensure that superintending ranks are sufficiently supported, skilled and equipped for a revised performance framework which is representative of, and aligned to, the purpose of policing.

Executive lead – DCC Local Policing

Financial Implications: None identified at this time, however additional training requirements could incur financial spend.

Recommendation 9

The Force Executive should communicate and reinforce expectations regarding upward briefing, to further promote risk management and a culture of trust and empowerment which, in turn, positively impacts on levels of demand experienced across all ranks. **Executive lead – Force Executive**

Recommendation 10

Service Overview, in consultation with Crime Division, should assume responsibility for reviewing and refining the information incorporated within the daily incidents of note briefing to inform members of the Force Executive of incidents which are likely to present significant challenges at a national level.

Executive lead – ACC Contact, Command and Control, Custody and Criminal Justice

Operating Structure Considerations

Recommendation 11

Members of the Force Executive should undertake a review of all posts occupied by superintending ranks to ascertain whether the current budgeted establishment model remains fit for purpose and whether there is a continued business need for existing non-establishment posts within the future target operating structure. This review should be undertaken within the context of a revision to the leadership and cultural models within the organisation.

Executive lead – Deputy Chief Constables

Financial Implications: Options for a revised superintending operating structure developed with associated cost savings of up to £1.725m.

Recommendation 12

The Force Executive, supported by the Resource Management function, should strengthen internal resource governance to ensure that, prior to endorsing proposals to create additional organisational capacity, consideration is given to the financial and other impact on the ability of the organisation to deliver against

the organisational priorities identified through the strategic assessment process. Efforts should be made to ensure convergence between the budgeted establishment baseline and the resource profile within the organisation.

Executive lead – Force Executive

Recommendation 13

In the interests of fairness and transparency, the People and Development function should develop processes to enable development opportunities in temporary superintending rank posts to be advertised.

Executive lead – Director of Human Resources

Recommendation 14

To supplement the revised process for advertising temporary rank opportunities, the People and Development function should develop a streamlined expression of interest process for substantive Superintendent vacancies. This process should be linked to the revised appraisal process to strengthen succession planning arrangements by facilitating consideration of the career aspirations and posting preferences of individuals suitably qualified to perform the role(s) under consideration. **Executive lead – Director of Human Resources**

Operational Issues

Recommendation 15

The mandatory requirement for superintending ranks to participate in CAV duties should be removed. Where an individual indicates a preference to contribute to CAV deployments, consideration should be given to the nature of the deployment to ensure that the skills of the individual are being utilised to best effect. **Executive lead – ACC Local Policing West**

Recommendation 16

Proposals to revise the process for the acquisition of out of hours' communications data requests should be expedited and ACC Operational Support should then pilot an on-duty model for the Superintendent cadre. During this pilot period, the principles of the existing weekend briefing pilot should be continued. Following evaluation of the on-duty pilot, consideration should be given to:

- Migrating from the provision of 7 days consecutive out of hours' coverage across all remaining cadres; and
- Reassessing the need to retain the existing regional model of coverage for firearms command (strategic and tactical level) to determine whether it would be beneficial to increase resilience by reducing from 3 to 2 regional areas.

Executive lead – ACC Operational Support

Recommendation 17

Steps should be taken to reinforce recent changes to Force protocols which devolve public order entry authorisation to inspecting ranks in order to ensure standardised practice is being applied throughout the country.

Executive lead: ACC Local Policing North

Recommendation 18

Current Missing Persons protocols should be revised to remove the existing requirement to inform superintending ranks of all high risk missing person investigations as soon as possible. Incidents deemed critical or meriting consideration for the acquisition of communications data should continue to be escalated to superintending ranks without delay.

Executive lead: ACC Local Policing West

Recommendation not supported by Senior Leadership Board

Recommendation 19

The Communications Investigation Unit should ensure that the cadre of Superintendents nominated to act as designated persons in respect of communications data requests are suitably trained to discharge their responsibilities in this area. Steps should be taken to standardise the allocation process to distribute demand more equitably across this cadre and guidance should be developed for the process of managing urgent out of hours' requests.

Executive lead – ACC Organised Crime and Counter Terrorism

Recommendation 20

The Criminal Justice function should include authorising signatory considerations within the scope of the terms of reference for the current Prisons Project, with a view to developing a standardised national process which devolves responsibility for authorisation to Inspecting ranks within the evolving Memorandum of Understanding with the Scottish Prisons Service.

Executive lead – ACC Contact, Command and Control, Custody and Criminal Justice

Enablers

Recommendation 21

The Force Executive, supported by the Executive Support function, should review and issue guidance on the requirement for physical attendance at meetings and, in cases where attendance requirements remain, ensure meeting cycles are coordinated to enhance efficiency, reduce instances of unnecessary travel and minimise abstractions from core duties. **Executive lead – Force Executive**

Financial Implications: Travel cost savings to be fully scoped by People and Development in conjunction with Finance.

Recommendation 22

Upon the completion of Projects Alliance and Adel, ICT should prioritise the implementation of desktop video conferencing for senior management within the organisation. In the interim period, optimum use should be made of existing video and audio conferencing facilities. **Executive lead – Director of ICT**

Financial Implications: To be fully scoped by ICT.

Recommendation 23

The People and Development function should implement the recommendations from the recent review of transport arrangements in order to introduce more economical solutions for posts which incur high business mileage.

Executive lead – Director of Human Resources

Financial Implications: Savings to be fully scoped by Human Resources in conjunction with the Finance department.

Recommendation 24

ICT should consolidate the findings of the trial of portable tablet solutions and undertake a pilot of surface pro technology for superintending ranks. Prioritisation should be extended to those performing roles which require geographical mobility and / or the provision of out of hours' advice.

Executive lead – Director of ICT

Financial Implications: £1,000 per device (including associated hardware).

Recommendation 25

The People and Development function should set out a commitment within the Workforce Strategy to expedite the ongoing policy and process harmonisation / rationalisation process and implement standardised HR policies, SOPs and guidance. **Executive lead – Director of Human Resources**

Recommendation 26

In support of the ethos of embracing difference as part of the developing organisational culture, legal barriers to flexible working should be removed by means of formal negotiation with staff associations at the Police Negotiating Board (PNB) to define working hours for superintending ranks and incorporate this definition into Regulations. **Executive lead – Director of Human Resources**

Recommendation 27

The Leadership and Professional Development function should seek to define essential core training for superintending ranks. The delivery of all core and desirable training courses should be underpinned by a plan for implementation which makes training provisions more visible and easily accessible.

Executive lead – Director of Human Resources

Recommendation 28

The Leadership and Professional Development function should proactively create opportunities to gather members of the Police Scotland senior management team together to enable regular, structured discussion between members of the Force Executive and superintending ranks. Such forums should be utilised to exchange ideas and share organisational learning.

Executive lead – Director of Human Resources

Recommendation 29

The Leadership and Professional Development function should test the new Performance Development Conversations process by a pilot involving superintending ranks. This revised appraisal process should be aligned to the evolving values-based assessment approach and take into account the development needs of the individual.

Executive lead – Director of Human Resources