



<b>Meeting</b>	<b>SPA Policing Performance Committee</b>
<b>Date</b>	<b>12 September 2023</b>
<b>Location</b>	<b>Video Conference</b>
<b>Title of Paper</b>	<b>Update – Public Protection Development Programme</b>
<b>Presented By</b>	<b>ACC Bex Smith</b>
<b>Recommendation to Members</b>	<b>For Discussion</b>
<b>Appendix Attached</b>	<b>No</b>

**PURPOSE**

This paper is to provide an update in relation to the progress of the Public Protection Development Programme (PPDP) to members of the SPA Policing Performance Committee and outline the proposed next steps.

Members are invited to discuss the contents of this paper.

## 1. BACKGROUND

- 1.1 The PPDP team was fully established in February 2022 with the initial task of determining Police Scotland’s current response to Public Protection (PP) through the review of structures, remits, resources, systems and processes. This holistic review would also consider the wider response, such as prevention and the role of C3 and Criminal Justice Service Division, ensuring all elements of our response are captured. This work will provide a platform to develop an improved, innovative and sustainable PP model for both Local and National policing.
- 1.2 There has not been a review of PP policing and structures since the inception of Police Scotland in 2013. In this time the needs of communities have grown significantly including through increased reporting and prevalence. Additionally improvements and new processes and legislation have contributed to increased pressure on this area of policing. All of this has undoubtedly improved the policing response, however, with no change in structure and minimal change in resourcing it is compromising our response now and in the future.



- 1.3 Supported by Service Design and professional services, a strategic approach was developed utilising the Scottish Approach to Service Design to ensure that any future model would be designed **with** those using or delivering services in Scotland. This approach is aligned to additional transformation work being undertaken within the force that is intrinsically linked to our PP response, namely;

- Local Policing Service Delivery Review (LP-SDR)
- Modernised Contact and Engagement (MCE)

This approach is facilitating all programmes to work independently but to collaborate on key areas with ease when required. It is reducing repetition, validating insights and providing a more in-depth understanding of existing interdependencies.

## **2 DISCOVERY PHASE METHODOLOGY**

2.1 Due to the scale of PP within policing it was agreed that whilst following the Service Design approach, PP would be broken down into four main pillars (thematic areas) that would allow a more structured and systematic approach to the Discover and Define stages. In addition to these main pillars, the response to Human Trafficking and Sex Offender Policing will also be considered.



2.2 Although this approach provides a workable structure, it is recognised that there are cross cutting themes, interdependencies and many occasions when 'users' will be engaged in more than one area. To ensure this and relevant insights are captured, all pillar teams are working closely together with regular knowledge share sessions.

2.3 To capture a full range of views from our key stakeholders (officers/staff/partners/public) four Local Policing Divisions (LPD) were selected to carry out a focussed deep dive, in addition to our National response. These are;

- A Division – Operates with multi-disciplinary PP Teams rather than having a specialist team for each discipline. It also experiences significant rural policing challenges.
- E Division – Operates the only 24/7 PP response, dedicated on call cover and recently opened Sycamore Centre.
- P Division – Only LPD that has singular boundary for Police, Local Authority and Health.
- Q Division – Experiences sustained high levels of demand.

2.4 In addition there are specific areas out with those divisions that we have/will look at in detail, including (but not limited to);

## OFFICIAL

- Forensic Medical Facilities including The Meadows (C Division) and Archway (G Division)
- Sexual Harm and Exploitation Unit, Glasgow
- Shetland (overall response to PP) due to the complex island location

2.5 Aligned to this, LP-SDR is reviewing two LPDs (C and N Division). This provides the added benefit of providing a broader understanding across six LPDs and their frontline response.

2.6 The insights established during PPDP user research will be presented to the nine remaining LPDs, to enhance further with their own insights. At the conclusion of each pillar a number of products are generated to show process, pain points, and opportunities. As we move to the define stage Problem Statements will be developed alongside Opportunity Statements which will be critical in the Develop phase of work.

### **3 UPDATE PILLAR 1: RAPE AND SERIOUS SEXUAL CRIME**

3.1 Pillar 1 commenced in November 2022 prior to on boarding of professional services. This pillar is the most advanced with the vast majority of Discovery and Define work complete.

3.2 All police user research has been completed in A , E, P and Q Divisions in addition to the response of the National Rape Task Force and National Sexual Crime Policy Unit. This research involved observations and interviews within the geographical locations. Recognising the significant role of the Sexual Offences Liaison Officer (SOLO) and Senior Investigating Officer (SIO), bespoke workshops were held with SOLOs and SIOs attending from throughout the country.

3.3 Aware of recent and ongoing work which captures the views of victims, PPDP collated Rape Crisis feedback and engagement insights gathered in the development of the Violence Against Women and Girls (VAWG) Strategy. Not only did this capture the important views and experiences of victims, it mitigated the risk of re-traumatising victims by further engagement.

3.4 All insights are being enhanced by existing data, insights and previous reviews to capture existing work and opportunities whilst ensuring we do not duplicate work that has already been undertaken in Scotland. This will also triangulate findings to either confirm problems/opportunities or identify gaps that have to be explored further. This includes (but not limited to);

- HMICS Reports
- Care Inspectorate Reports
- Victims Taskforce
- Academic Research

3.5 Findings were shared with the nine remaining LPDs in May 2023, which largely confirmed the same challenges throughout the country. Positively, opportunities have been identified for further exploration which may provide some solutions, such as:

- Dundee providing 24/7 access through a custody nurse to book Forensic Medical Examinations (FME) allowing better planning but more importantly an improved service for victims as they know from the outset when the FME will occur. Elsewhere they can only be booked via phone during office hours so victims can be left waiting on an appointment.
- Edinburgh operates a SOLO rota which appears to result in less late cancellations for victims and a more positive impact on wellbeing of SOLO's.

## **4 UPDATE PILLARS 2-4**

4.1 Discovery work remains ongoing within these pillars. Pillars 2 and 3 commenced in April 2023. Pillar 4 commenced in May 2023. The same methodology applied to Pillar 1 is being used, with a focus on the same LPDs as the rationale remained relevant.

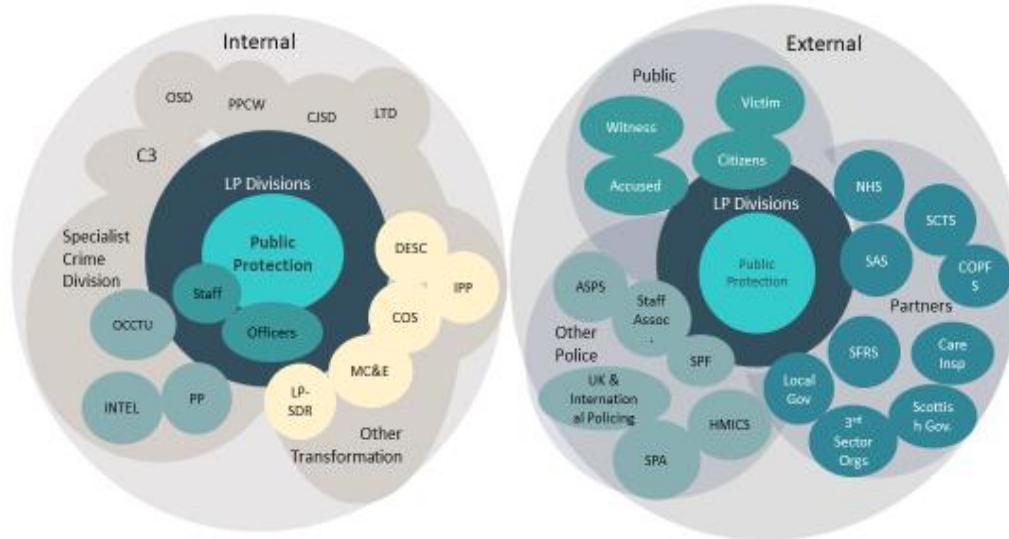
4.2 The vast majority of user research with officers and staff has been completed along with observations within various teams and roles. Significant work has been undertaken to develop process maps from the perspective of both police process and victim experience.

4.3 An External Research Insights Document is being prepared which documents all insights that have been gathered from existing research, previous reviews and recommendations, and Academic Research. This will ensure that a holistic and in-depth picture is obtained whilst reducing the need for repetition.

## **5 PARTNER ENGAGEMENT**

5.1 Engagement with partners and stakeholders is critical to the success of PPDP. This has commenced and remains ongoing. It is important that we engage at both a strategic and tactical level to ensure we understand our partnership approach. Where relevant, they can advocate for those they represent. This will allow us to triangulate on information we have already gathered to help build a rich picture

from end to end. Furthermore, if we aspire to truly transform the entire PP approach in Scotland we cannot do it alone and have to influence our partners for collective change.



5.2 PPDP has been socialised around various existing multi-agency structures as well as informal meetings and written communication. Formal engagement to gather views commenced in June 2023 at the VAWG Strategic Engagement Forum (SEF) which has been followed up with invites to those members for additional sessions. This has been extended to other partners such as Children 1<sup>st</sup>, Barnardos, and Abused Men in Scotland recognising that the impact of PP stretches beyond VAWG and that it is critical we engage with all key and interested partners. In addition to the VAWG SEF, it is the intention that PPDP will engage with Your Police SEF (once established) and discussions are ongoing to engage directly with COLSA and SOLACE who also are important partners in our PP response.

5.3 Two Practitioner workshops took place on 25<sup>th</sup> and 26<sup>th</sup> July 2023 at the Scottish Police College, aiming to capture the views of those partners working on the frontline with Police to deliver PP services, it is hoped that this will provide a different perspective to those of strategic partners.

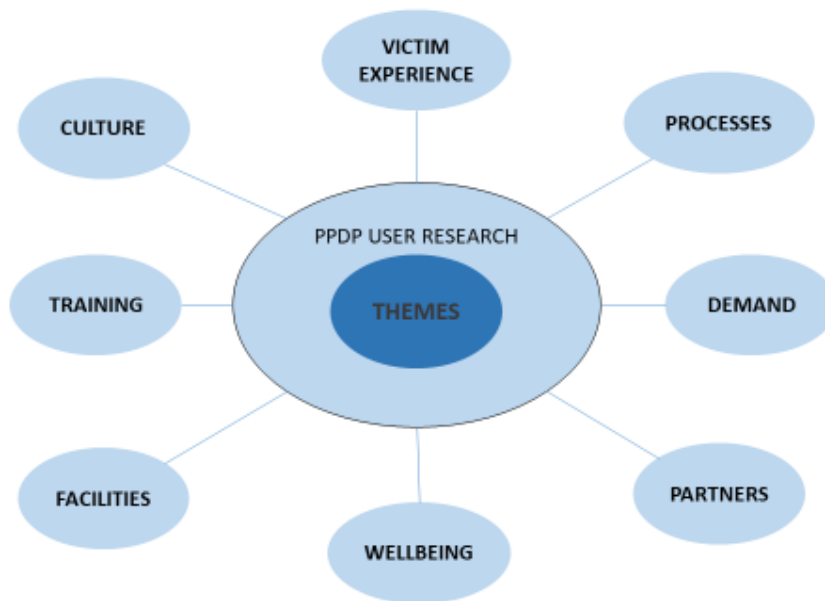
## 6 EARLY INSIGHTS / DELIVERABLES

6.1 An accurate description of Police Scotland’s current response to PP is that despite improvements and the best efforts of staff, it can



remain process driven rather than victim focused. There are clearly areas where we have improved the victim journey and our overall approach, but ultimately our response is influenced by our processes.

6.2 Evaluation of the insights has provided a broad picture of the current 'As is' state, identifying key themes across all the pillars whilst providing an understanding of where the challenges and opportunities lie. These themes are common to all pillars and will develop as we continue to gather further insights.



6.3 Some key early insights from the user research are:

- There are areas of policing, particularly in PP, that cannot be improved or changed without key partners doing likewise. There are significant challenges through the current set up of Scotland – 32 Local Authorities, 14 Health Boards, 6 Sheriffdoms and 1 Police Service with 13 LPD. This creates repetition, and promotes silo working, making collaboration more challenging. It also hampers the ability to comprehensively and accurately measure demand, not just statistical demand but also qualitative data.
- A trauma informed approach to victims is critical and work is required to ensure that everyone in policing who responds to PP matters (regardless of role) has been sufficiently trained to understand and respond effectively to trauma.
- ICT remains a challenge in policing resulting in inefficiencies and antiquated processes. Resolving ICT issues and

modernisation would undoubtedly create capacity to allow a better response by PP.

- Officers and staff are being exposed to far more vicarious trauma than ever before due to specialised teams responding to increased reporting and/or demand. In short we have officers working in the same role for years dealing with some of the most traumatic crimes and incidents that policing respond to and we have to enhance our wellbeing to ensure that we are doing everything to support now and in the future.

6.4 Despite PPDP being a long term programme of work, it is critical any areas identified that can deliver change and improvement swiftly should be actioned without unnecessary delay. To date early deliverables that have been actioned include:

- SOLO Co-ordinators – it has been established there is no clear role description and many who do this 'inherit' the role with the post they hold. This means there is no consistency across the country and in many areas it is a role underutilised. To address this, work has commenced to create a role description and a short training course to support those undertaking this role.
- Equality and Human Rights Impact Assessment for SOLOs – it is clear from research that female officers, particularly SOLO's are being exposed to far more vicarious trauma than their male counterparts. This is predominantly due to both the perceived and actual request by victims for a female SOLO. It is important that we do respond to the needs of the victim, however we have to ensure that we have measures in place to ensure that our officer's wellbeing is protected.
- Training – Despite pockets of good practice, there is a lack of consistency around relevant training for response officers in responding to PP matters. This has led to, for example, lack of confidence and quality in submission of Initial Briefing Reports and use of Early Evidence Kits. Probationer Training have commenced a review of Public Protection Training provided to probationers, with input from National PP Leads.

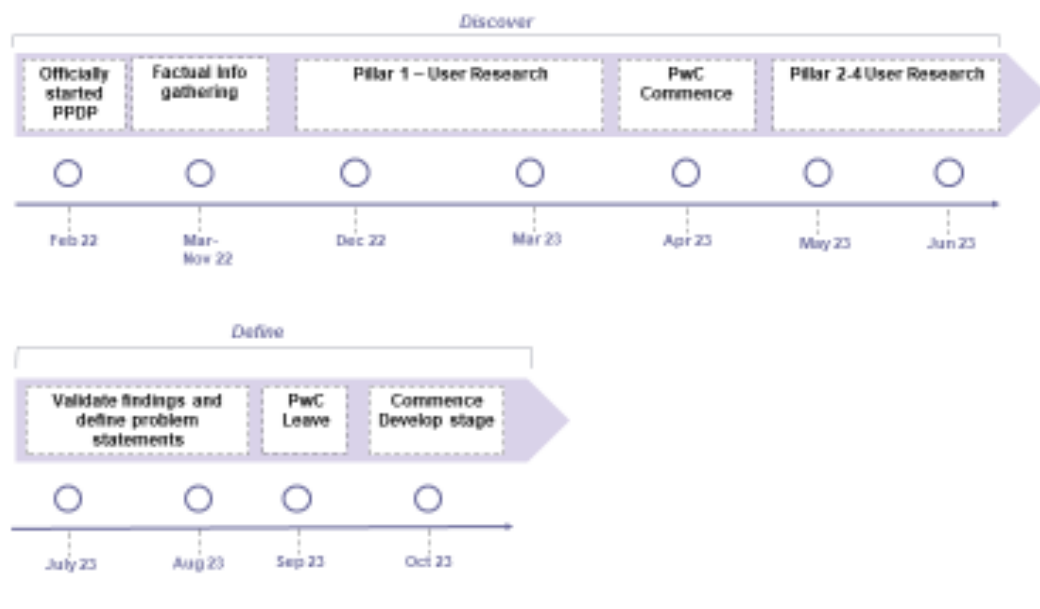
6.5 There continues to be ongoing work within business as usual teams that will drive change and improvement within PP. PPDP will not interfere with this but is sighted and will contribute where appropriate. This includes (but not limited to) the role out of Bairns' Hoose, introduction of Domestic Abuse Prevention Orders and Notices, in addition to implementing formal recommendations such



as those arising from HMICS Inspection into Police Scotland’s Response to Domestic Abuse.

## 7 NEXT STEPS/TIMELINE

7.1 It is anticipated that the Discovery and Define stage of all four pillar will conclude in September 2023, which will coincide with PwC contract ending. The work likely to remain ongoing whilst we move to the Discovery phase will be demand capture and concluding review of our response to Human Trafficking and Sex Offender Policing. This will run alongside the work we will be doing in the Develop phase.



7.2 It is unrealistic to attach any long-term timeframes beyond this at this stage, however a further timeline will be produced at the commencement of the Develop phase.

7.3 It is of note that PPDP timeline for concluding Discovery is aligned with LP-SDR, which will again provide opportunities to collaborate and ensure both programmes of work remain complimentary. Supporting this is the Service Design Hub (SDH) – this is a guiding body within Police Scotland with the core function of supporting and connecting current and potential service design activities. The SDH will be responsible for the ongoing creation and management of core products (e.g. TOM and end to end user journeys). A monthly

meeting will be facilitated by the SDH team. The initial focus will be Public Protection, MC&E, and LPSDR work streams but will broaden over time.

- 7.4 The SDH operates at both strategic & operational level and will focus on the human/person centred end to end design of services that align to the overall direction set by PSoS. The SDH will place internal and external users at the centre of all service design activity while ensuring that the design itself adheres to the agreed framework, service design principles and ways of working. All new change, plus any major changes in scope to existing work, will be considered by the SDH to be assured for alignment and focus on the users of PSoS services (internal and public).
- 7.5 Although PPDP is a discovery project, further research and exploration of emerging opportunities will help us prepare for the design phase. The user research has uncovered a range of insights into user needs and the problems the public, partners, and Police Scotland, face in meeting them.
- 7.6 With Service Design: Explore – Build – Test (EBT) we work on problems together with the people they involve, deepening understanding and developing tangible ideas to take forward. Problems for these sessions focus on areas that are:
- Frustrating
    - We've heard about it from users, they've told us about it in conversations
    - There is an unmet user need or 'pain point'
  - Impactful
    - It affects key aspects of Local Policing such as time, resources, wellbeing, or development
  - Doable
    - We are aware of stakeholders in that space and what they are doing
    - We can invite people to participate

They might look a bit like this

**People** Stakeholders involved in an EBT

**Enablers**

- Facilitators
- Service Design Hub
- SMT & executive
- Divisions & departments
- DPU, SIB.E, CI, SWP
- Partners

**Participants**

- Practitioners (internal & partners)
- Guest speakers
- Users/user representatives
- Interested people with an open mindset

**Users**

- Public
- Partners

**Demand** Why do we need EBT?

Traditional project methods take a long time

Action to engage with problems has been delayed

Things are

- messy
- uncertain
- dynamic
- interconnected
- involve a diverse group of people

**Environment** The EBT space

**Location**

- Space to move around
- Walls to stick stuff up
- Multiple small tables

**Equipment**

- Post-its, pens & paper
- Prototyping materials
- Screen for slides/video

**Information**

- User research insights
- Participants' knowledge
- Police Scotland data
- Secondary research via the intranet & internet
- Guest speakers & contacts

**Risk**

- People can't attend
- Outputs aren't viable or accepted

**EBT** Explore-Build-Test

**Mission** Aims of an EBT

To work on problems together with the people they involve, deepening understanding and developing tangible ideas to take forward.

**Activity** Work to deliver the mission

Understanding   Ideating   Prototyping   Testing

Collaborating – Presenting – Reflecting – Iterating

**Benefits** Outcomes and products

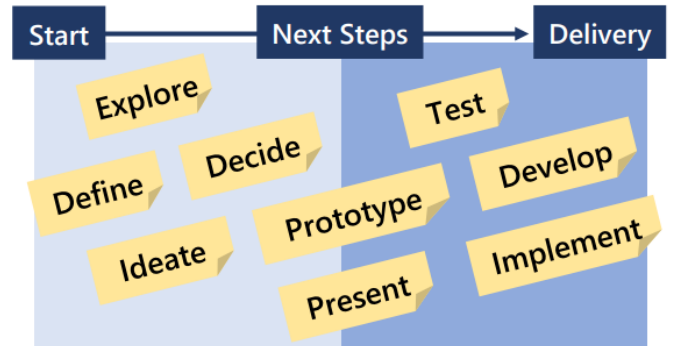
- Relationship building
- New insights
- Pain points
- Opportunities (HMWs)
- Next steps
- User journeys
- Developed and tested ideas

before & after journeys

**Cost**

- Accommodation & Travel
- Equipment
- Food

healthy snacks   sweet boost



## 8 CONCLUSION

8.1 The Public Protection Development Programme has already made significant inroads to understand Police Scotland's current response to Public Protection which will act as a strong foundation to develop an innovative and sustainable future model. There is a huge opportunity within policing to improve our response and drive change to ensure that:

- the policing response to vulnerable adults and children is improved,
- we remain focussed on the relentless pursuit of perpetrators, and
- we ensure we protect and support the wellbeing of our officers and staff.

The development of our solutions will likely fall into three categories

1. Changes we have the power to make within our own organisation

2. Changes that we will rely on others to support

3.Changes that are predominantly outwith our control to make

8.2 There is however an opportunity for Police Scotland, along with SPA, to lead the way on Public Sector reform. With the support, commitment and funding, Scotland's overall response to vulnerable adults and children within our communities could be significantly enhanced ensuring that these individuals get the right support, from the right service at the right time. This approach, including primary prevention would not only improve services but ultimately reduce demand and prevalence.

## **9. FINANCIAL IMPLICATIONS**

9.1 There are future financial implications for PPDP which it is anticipated will arise from resourcing requirements and technical solutions. Although PPDP reports to SCD Public Protection thematic lead, this National review is comprehensive and inclusive of Local Policing and other Specialist National Divisions.

## **10. PERSONNEL IMPLICATIONS**

10.1 There are no additional resource requirement at this time.

## **11. LEGAL IMPLICATIONS**

11.1 There are no legal implications in this report.

## **12. REPUTATIONAL IMPLICATIONS/COMMUNITY IMPACT**

12.1 Growing workloads present increased risk to local communities if they are not addressed efficiently and effectively. This could be reflected in;

- Increased investigation time, impacting on public confidence and offenders potentially continuing to offend.
- Reduced service to victims with officers managing higher workloads.

- Impact on partners, particularly in Child/Adult Protection, Domestic Abuse and Multi Agency Public Protection Arrangements (MAPPA) process.

12.2 Notwithstanding the reputational risk to Police Scotland, unless steps are taken in the immediate future to meet this growing demand and identify opportunities for smarter working, there exists a significant and unacceptable risk to our communities. If this continues it presents risk which will undermine public confidence in our policing response.

### **13. SOCIAL IMPLICATIONS**

13.1 There are no social implications in this report.

### **14. COMMUNITY IMPACT**

14.1 There are community implications in this report – please refer to section 13.

### **15. EQUALITIES IMPLICATIONS**

15.1 There are no equality implications in this report.

### **16. ENVIRONMENT IMPLICATIONS**

16.1 There are no environmental implications in this report.

## **RECOMMENDATIONS**

Members are invited to discuss the contents of this paper.