



Meeting	Policing Performance Committee
Date	15 June 2023
Location	Microsoft Teams
Title of Paper	Local Policing Service Delivery Review
Presented By	ACC Tim Mairs
Recommendation to Members	For Discussion
Appendix Attached	Yes – Appendix A: Explore, Build, Test – Asking the police for non-urgent help.

PURPOSE

The purpose of this paper is to provide members with an update on the progress of the work being undertaken within the Local Policing Service Delivery Review.

Members are invited to discuss the contents of this paper.

1. BACKGROUND

- 1.1 The Local Policing Service Delivery Review (LPSDR) is an opportunity for the Police Service of Scotland, together with our key stakeholders (citizens and staff), to undertake a review on how we deliver our local policing services. This will ensure that we continue to improve the safety and wellbeing of people, places and communities, in a way which is agile, innovative and effective.
- 1.2 Since the creation of the Police Service of Scotland in April 2013, there has been no fundamental review into how Local Policing is delivered in Scotland. The nature and demands on Policing have changed significantly. We are helping more people than ever in mental health distress, there has been an exponential rise in digitally enabled crime and our communities rightly expect the same level of visibility and prevention.



- 1.3 LPSDR will enable the organisation to understand and record what services we deliver efficiently and effectively, whilst also allowing for transformation to ensure that it is best positioned to collaboratively meet the future needs of our communities.

The work will also position itself holistically within the wider transformation landscape, using Service Design methodology at its core.

- 1.4 Although LPSDR is **not** intended to deliver gold-plated solutions, it is aimed at developing effective and efficient services, removing waste, eliminating frustration, minimising bureaucracy and adding value at each stage for the benefit of the users.

2. METHODOLOGY

2.1 The commitment to undertake a 'design led' approach acknowledges that sufficient time needs to be given to developing a fuller and deeper understanding of how we deliver services to our communities and that spending time in the 'understand' space will reap longer term benefits for the organisation. The 'design led' approach will be supported by the existing and ongoing work being undertaken by Strategy, Insight & Engagement (SIE), which will provide other key information and insights as this work develops.

2.2 Key Design Principles

As the organisation evolves in different areas, there is a need for the adoption and utilisation of a range of Key Design Principles. The use of these during current and future transformation will provide our leaders with the tools to shape this redesign successfully. It will allow for changes to be made effectively, and with collaboration towards the same shared vision for the future will in turn reduce friction and resistance to change. It will also ensure that future transformation is aligned to the organisation's strategies. This clear vision of the future will assist in attracting and retaining staff to develop a highly skilled, enabled and accessible workforce. The following diagram outlines these principles;

Key Design Principles



2.3 Culture

The organisation’s values, code of ethics and the standards of professional behaviour are vital to the culture and practice of everyone in policing. These threads run through everything that we do. The organisation is full of hard working, committed and professional officers and staff, but we can and must do more to ensure that discriminatory behaviour and misconduct are addressed, and that our people and communities continue to have trust and confidence in their police service. Our Policing Together campaign will help address some of these challenges and we must also learn from the experiences of policing throughout the wider United Kingdom, including the findings of the recently published Baroness Louise Casey report. The findings and recommendations within these key pieces of work will help us to build the right policing model for the future.

2.4 User Research

Since 16th January 2023, the LPSDR team have been undertaking activity in Forth Valley and Highlands and Islands Divisions, commencing in Inverness and Alloa before moving onto the other sub Divisions. The below table provides an indicative timeline of activity which has been previously agreed with each Division to minimise impact on Local Policing Delivery.

The chosen format for delivery of this work provides officers on the ground one week speaking with our people, partners and public and then a week off site. This off site week provides the team an opportunity to come together to share, validate and theme the captured insights which will assist in the next stage of the Service Design process.

This engagement at the operational level has also been mirrored with our engagement at a strategic level with key partners. We recognise the importance of collaboration and a exploration and development of integration opportunities.

User Research Timeline		
Division	Location	Dates (2023)
C Division	Alloa	16.01 to 10.02
	Falkirk	20.02 to 17.03
	Stirling	27.03 to 12.05

N Division	Inverness	16.01 to 10.02
	South Highland	27.02 to 24.03
	North Highland	17.04 to 12.05
	Orkney & Shetland	29.05 to 23.06
	Western Isles	26.06 to 21.07

2.5 At the time of writing this paper a total of **621** user research interactions have taken place. This represents 254 Police interactions in the form of interviews or group sessions, 259 public interactions either interviews in a public setting or attendance at a community event and 108 partner interviews. The scale of the user research will help LPSDR have the most complete evidence base available and continue to ensure that the voice of our people, partners and communities is represented in our work.

2.6 Insights

As the work has progressed, the User Research Team has begun to collate the insights. Qualitative data gathering is iterative, meaning each interview informs the next, and themes emerge over time. As such, it is too early to report on findings before the final report. However, topics emerging at this stage include but are not limited to:

- Welfare & Wellbeing including entitlements and shift patterns.
- Training & Transition how people come to a role, develop and handover.
- Management of People the impact of abstractions, cover and staffing.
- Work such as demand and workload.
- Culture including perceptions on role, fear and blame.
- Resources (Non-People) such as equipment and fleet.
- Public Confidence including community engagement and visibility.
- Leadership & Support at tutoring/mentoring, operational and strategic levels.
- Location & Localisms including local work-arounds, parking, station location, rurality, and geographical boundaries.
- Relationships both internally and with external partners, including around communication, such as raising issues, and silo working.

Examples of good practice are clear across different themes, roles and areas of work. For example:

In Alloa the team heard about Strive, an example of multi-agency work that seeks to provide the 'right help at the right time' to vulnerable citizens in Clackmannanshire. The group has been running for three years and includes partners such as NHS, Social Work (child and adult care), Education, Women's Aid, Drug/Addiction Support Worker, Transform, Housing Association and Expert in Money Advice.

In Inverness the team heard about a number of wellbeing initiatives being considered, trialled and implemented, which seek to proactively engage and provide opportunities for officers and staff. These include Wellbeing Weekends (team visits to look at mental health and distress), Wellbeing Rooms, and Regional Wellbeing Officers.

The final report will present the themes above, and others, in more depth. As work on LPSDR continues, these findings may be revised to make use of additional rich data, so interim updates should be understood in this context.

This triangulation of the captured insights is ongoing. The team have regular scrum downs which are complimented with both operational and strategic meetings. Conscious that the significant existing organisational knowledge is held by SIE, the team has sought access to several of the key data sources. The review of these documents and databases is time consuming so the support of SIE is vital in fully understanding what information we have that supports their knowledge or otherwise.

The approach is designed to provide a robust evidence base thereby informing the operating model for Local Policing. It would be premature to draw conclusions until we have fully defined our understanding from the Discovery phase. However, are beginning to map out the current operating model and where we have indicative views of the Target Operating Model. In addition to this we are also mapping out the officer numbers, estate, vehicles and processes to understand our service delivery capacity and capability within each division. Our aim is to establish this methodology, so in time it is able to be applied across all 13 Local Policing Divisions.

2.7 Researcher Reflections

The research team have enjoyed talking to participants and giving people a voice. They have also been surprised by the insights and

themes that are emerging. Research teams in both divisions have also been learning from each other, sharing ideas and practices.

Ian and Paul, two of the officers who have become researchers, describe their experience below:

“After 26 years in the police, our recent introduction to Service Design has challenged many of the things I just accepted or took for granted within Police Scotland. Whilst the intricacies of Service Design can be complex, the core principles are relatively straight forward and mostly just common sense. I now see things every day that could be improved if they were thought out from the perspective of a smooth and efficient user journey rather than the traditional top down approach we have traditionally used.”

“It has been an eye opener to work in the LPSDR; even with 20 plus years of service, we are learning new things about local policing which we can use to provide a better service to the public.”

2.8 Communications

Effective communication continues to play a vital role in the delivery of the LPSDR. The SRO and support team have continued engagement with both the Force Executive and wider organisation through a range of platforms.

The focus and development of our communication plan also focuses on our wider external engagement and communications with a number of key partners and stakeholders. This includes Local Authorities (inc COSLA/SOLACE), HMICS and other strategic dependents. These communication lines will continue to be maintained and strengthened throughout the development of the LPSDR work.

2.9 Timeline

The indicative timeline for the initial discovery work was agreed with both Divisions to support the delivery of User Research within each Division based on their needs and anticipated demands. It has proved challenging to engage in the discovery work, whilst divisional officers are rightly focused on providing excellent services to their communities. One of LPSDR’s key pledges at the outset of the work was that we would not interfere with operational delivery and the user research team have shown significant flexibility to ensure this remains the case.

The following diagram provides a refreshed timeline in relation to the anticipated dates for delivery of several of the products planned over the coming months.

What are we delivering



In October 2023

We will present the LPSDR final report containing:

- Current operating models* (COM) of different areas of Police Scotland:
 - Response and Community
 - CID/PPU
 - Support and Partnership
- themes, such as:
 - Resource
 - Culture
- journeys and workflows,
- opportunity statements



In April 2024

Prototyping a new Operating Model for Local Policing in C and N divisions.



LPSDR have experienced recruitment challenges within SI&E and Service Design due to a challenging labour market at present. However, these challenges were foreseen and mitigated against in our risk registers.

This timeline follows on from the completion of the User Research within both C and N Divisions and enables the first product to be presented to the Force Executive by October 2023. This product will include the current operating models within both Forth Valley and Highland and Islands Divisions with focus around their resourcing and culture. It will also provide a robust evidence base to enable the executive to prioritise key change activity within Local Policing and inform decision making regarding the future operating model with Forth Valley and Highland and Islands Division.

2.10 Next Steps

The LPSDR Team has continued to undertake 'User Research' within both Divisions. This has now been completed within Forth Valley pending any additional areas identified during our gap analysis work. In terms of Highland and Islands Division, 'User Research' is ongoing

with the team deploying to the island communities of Orkney, Shetland and the Western Isles in the coming weeks and months.

The SRO and support team are beginning to shape some of the outputs from this work. Key to the progress of the work is balancing the need to develop a new operating model for services delivered through Local Policing in the longer term with the ability to achieve progress in the immediate term. As such, the outputs will include;

- Explore, Build & Test (EBT) Sessions
- Interim Target Operating Model
- As Is within Discovery Divisions
- Defined Problem Statements
- Programme Brief

As mentioned above, the captured insights are being triangulated continually through our engagement with existing data across a variety of sources which include LP Commanders, DPU and accessing the PowerBI Dashboards. We are also ensuring regular engagement with a range of departments and other programmes to connect field data with processes

2.11 Campaign Plan

To support the delivery of the above key pieces of work, the LPSDR Team have developed a Campaign Plan which maps out the deliverable outputs against our timeline. The Campaign Plan was discussed at the most recent LPSDR Programme Board and approved.

2.12 Explore, Build & Test (EBT) Sessions

The insights gathered from the LPSDR work will inform and assist to identify further 'EBT' sessions over the coming months. These sessions allow us to seek to address specific insights and design opportunities as we progress through the overall programme. The first (a proof of concept) of these sessions took place on the 17th & 18th May 2023. A summary of the outcome of that initial session is referenced below as **Appendix A - Explore, Build, Test – 'Asking the police for non-urgent help'**.

EBTs form part of a Service Design approach to creating a new service or improving an existing one. They help teams understand, co-design, and prototype complex service scenarios with few resources and within a short time span, usually 3-5 days. A variation on this for use in the development of physical and digital products

was developed by Google Ventures. Their approach is more suited to the next stage of service/product development

The aim of EBTs is to prototype and test ideas to gain insight before making expensive commitments to further development. Such processes are used globally by private and public sector organisations. The EBTs may range from simple to complex and they will be agreed by all 13 Divisions.

Generic Process for the EBT:

- Workshops with researchers from N and C divisions to map the user journeys for users to understand what is happening. Journey mapping will help the understanding of a process at different levels and potentially see 'quick wins' that could be achieved without the need for major systemic change. It will also enable the identification of pain points in the process that could be the subject of EBTs.
- The aim of EBTs is to evaluate ideas quickly before making expensive commitments.
- EBTs are normally five days but can be compressed. The initial mapping workshop will count as part of the process.
- The mapping process will result in visual artefacts and recommendations for areas we can focus on in the EBT.
- The EBTs will be 'public' – the process involves the participation of several stakeholders and the final presentations are usually open to others who were not part of the process.
- The results from the EBTs may result in immediate BAU action or be placed in a backlog. They will be graded using a variety of impact/complexity lenses e.g. people, process, technology.

A broad range of stakeholders will be invited to the EBTs, to ensure that we fully understand the problem. Depending on the nature of the subject matter this will include key external partners.

2.13 Operating Model

The creation of a Current Operating Model for Local Policing will flow homogeneously into the development of products demonstrating how we deliver services across the organisation. This will create the opportunity to better demonstrate blueprints of service delivery between divisions and more accurately understand key user journeys and user experience. The wider Operating Model can serve as a blueprint for organisational change and transformation.



Indicative Target Operating Model



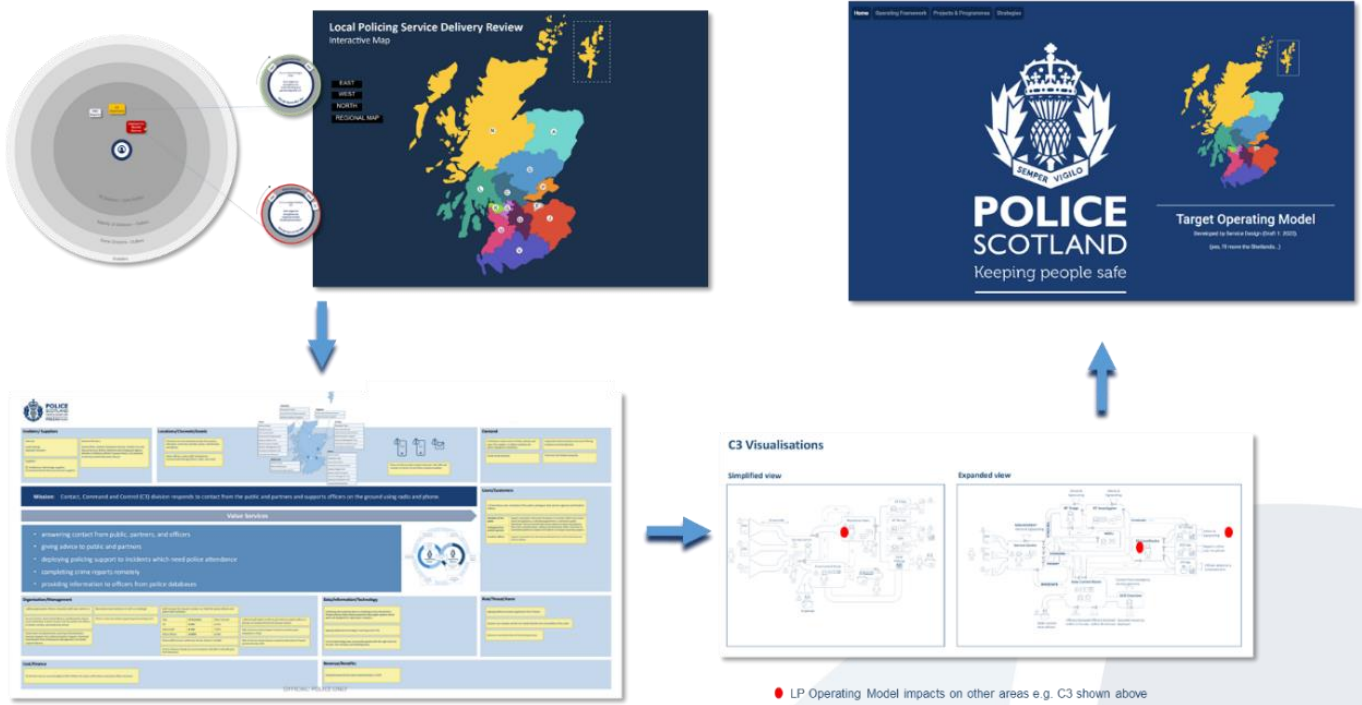
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2.14 As Is within Discovery Divisions

The 'as is' is the precursor to the OM and is effectively the *Current Operating Model (COM)*. This provides an overview of where we are now, our current service offerings and the capabilities and operations that support it. It describes issues as well as good practice. The 'as is' works in concert with the OM to help define the steps that we need to take to move from where we are to where we want to be.

The service design approach to developing the 'as is' involves combining existing data gleaned from sources such as DPU and Strategy, Insight & Engagement and combining these with qualitative data from 'street level' views of local policing gathered in person.

Example below – illustrating the mapping/design sprints, as-is state, indicative OM product, and how they should flow up into the overarching PSoS OM;



An operating model is best developed **with** the people who are involved/carry out the services in the work. As such we are adopting the user centred design approach and collating it from the information we are gathering in our interviews and observations. Also, we need to fully understand the numbers, processes and services that we currently have in the as-is state. To do this effectively, it is vital to have information from a number of additional sources from across the organisation. This includes; Finance, P&D, SIE and the DPU. As above, all the information will be triangulated with existing data and practice from across Police Scotland.

2.15 Defined Problem Statements

A problem statement in service design is a human-centric statement of the problems people face in accessing or delivering services. It challenges the idea that we already know what the problems are by reframing them not as organisational challenges, but as individual challenges. For example, a 'user story' uses the formula:

As a _____ I want to _____ so that _____

For example, in our Rank Ratio work we developed several user stories based on interviews with sergeants:

- As a manager with no supervisory cover, I need to look after both subdivisions, so that my neighbour can go on annual leave.
- As a temporary sergeant, I need on-the-job learning so that I can understand what is expected of the role and not feel so stressed about making a serious mistake.
- As a mentor stuck in the station, I need colleagues to observe my staff, so that I know how they interact with the public.

User stories reveal the 'human' side of the day-to-day experiences that may not be captured by numerical data or surveys, and recognise that often small irritations can lead to significant issues in the delivery of our services.

These can then be turned in to organisational challenges or 'how might we' statements (HMW). An HMW encourages us to think of a range of possible solutions to a problem rather than being tempted to leap to an answer. For example one of the user stories above might result in the response 'we need to get mentors out on the street'. An HMW might reframe the issue as 'how might we support mentees in their day to day roles', and this should lead to a number of ideas, one or more of which may be easier, cheaper or (most importantly) more effective.

2.16 Programme Brief

There will be a requirement to document the entirety of the potential projects or work packages that are envisaged to deliver the necessary interventions. The Programme Brief (often referred to as a *first draft Business Case*) will seek to validate and build on the current mandate and create the information that represents the evolved thinking around a number of programme areas such as: vision; outcome; high level benefits, costs and risks as well as early thinking on funding. The Programme Brief must include a realistic view of the organisation's capacity and capability to deliver success and will present options for the implementation of a Local Policing Service Delivery model beyond the 2 Pilot Divisions.

2.17 Stakeholder Engagement Forum (SEF)

A new Stakeholder Engagement Forum (SEF) is being established; **Your Police – Stakeholder Engagement Forum**. This group will provide a platform and structure for public and private sector partners, academia and subject matter experts to significantly contribute to and shape the re-design of our services. The main aim of the forum is to support our evidence-led approach to

understanding community needs and the service response required to work effectively with all partners.

The YP SEF will be one single overarching group with members selected for their independence as well as expertise and experience. At certain points in the Forum calendar, relevant Police Scotland thematic contributors will be asked to attend meetings to lead conversations on key areas. In addition, we will widen our partner network and invite other key partners and subject matter experts in to inform more in depth discussions on the themes identified by the group.

The Strategy, Insight and Engagement (SIE) team will ensure that there is clear alignment and connection to Police Scotland's strategic direction, ambition and commitments to the wider strategic landscape. Furthermore, the work plan for the YP SEF will fully align with Police Scotland's wider, complex engagement programme in areas such as Violence against Women and Girls and Policing in a Digital World. The YP SEF will be chaired by DCC Graham and was formally approved at LPMB on 01 May 2023. The first meeting is planned to take place in early summer 2023 and a Terms of Reference will be shared with the SPA separately from this update.

3. FINANCIAL IMPLICATIONS

- 3.1 The budget submission for 2023/24 includes £510K Reform Pay which was an increase from the planned cost and reflect the slippage of any approved SIE resource into FY 2023/24. £100K for a one off Reform Revenue cost for travel and accommodation is included in the submission to highlight the additionality relating to inflated costs of travel and accommodation.

4. PERSONNEL IMPLICATIONS

- 4.1 Already highlighted in paragraph 2.7, authority has been given to recruit the temporary SIE and SD resources required to support LPSDR and the wider service design integration across MC&E and PPDP.

Engagement with SIE is ongoing to identify options available to ensure the delivery of this work stream is achieved utilising current resources whilst activity is ongoing to recruit the approved resources.

5. LEGAL IMPLICATIONS

- 5.1 There are no legal implications in this report.

6. REPUTATIONAL IMPLICATIONS

- 6.1 LPSDR has the potential to have significant positive reputational implications for the organisation. Through the adoption of a Design led approach to this work, engagement is being carried out with our people, partners and citizens. This engagement is allowing us to listen and better understand the needs and challenges faced by each of these groups. As we move towards the next phases of this work they will continue to play a vital role in shaping the future model of Local Policing.

There is however a risk that if the findings of Discovery are not progressed that there may be a possibility for reputational damage to be done. This may manifest in a loss of confidence in the organisation by listening to the needs of our service users whilst then failing to take appropriate action to make the necessary improvements needed to improve service delivery.

7. SOCIAL IMPLICATIONS

- 7.1 As we are currently within the Discovery phase of the LPSDR work, we remain within the status quo. As the work develops there is the possibility for significant social implications and impact on the public. As mentioned above the Service Design approach enables the design of future services with the public and other service users. This approach will continue to involve engagement with a range of key stakeholders and members of the public.

8. COMMUNITY IMPACT

- 8.1 Currently LPSDR discovery work is focussed within both Forth Valley and Highlands and Islands Divisions. This has involved a significant amount of positive engagement with our community partners, stakeholders and members of the public. We have ensured that we have listened to representatives from a wide range of communities across these Divisions. LPSDR though has the potential to be far reaching in terms of its community impact.

9. EQUALITIES IMPLICATIONS

- 9.1 As mentioned above we have undertaken positive engagement with a number of organisations and community representatives, providing them a platform to express their thoughts and opinions on local policing. We have taken the time to listen to members of our seldom heard communities and through the work undertaken both within

Strategy and Engagement and Partnerships, Prevention and Community Wellbeing we will continue to listen to these voices as they are vital in ensuring that any future model takes into consideration that needs of every community in Scotland.

10. ENVIRONMENT IMPLICATIONS

10.1 There are no environmental implications in this report.

RECOMMENDATIONS

Members are invited to discuss the contents of this paper.

Appendix A – Explore, Build, Test – ‘Asking the police for non-urgent help’

As mentioned above the first LPSDR Explore, Build, Test (EBT) session took place across on 17th & 18th May. Participating in this session was representatives from the LPSDR User Researchers team along with colleagues from C3s Resolution Team and Service Centre.

This EBT focused on the topic of **asking the police for non-urgent help**. Insights from user research in C and N Division on this topic helped frame the session which started from the user’s journey when they need non-urgent help: *find help – ask for help – get help – learn of progress – leave*. Learning was captured and found that people don’t always *ask for help*, they may just want to *let someone know*.

Practitioners involved in the session used and developed the research insights which were supported by experts sharing their own experiences. This collaborative approach through a range of activities led to the identification of a number of new discoveries.

The participants then used this deeper, shared understanding to generate, develop, and prototype ideas. These ideas were then shared with Forth Valleys Divisional Commander CS Blair, who attended the session to learn about what had been found, asked questions, and experienced the prototypes.

Users, and user needs were at the forefront of the session with the focus about **getting the right help and the help right**. Participants thought about getting the ‘right response at the first point of contact’, the concept of ‘community policing by phone’, and enabling service deliverers to be ‘empowered to help’.

This initial EBT successfully achieved its aims. It enabled a deeper, shared understanding of the user journey, service delivery roles, pain points, and opportunities. It also allowed for the development of tangible ideas to take forward. A follow-on session is planned to allow the development of some of the output products of this initial session. These will indicate: articulation of problems/pain points and proposed next steps from this EBT and provided some further clarity around what future EBTs will look like.

