SCOTTISH POLICE AUTHORITY

Meeting	Authority Meeting
Date	**24 February 2021**
Location	**By Video Conference**
Title of Paper	**SPA Oversight of Change in Policing**
Presented By	**Barry Sillers, SPA Deputy Chief Executive, Strategy and Performance**
Recommendation to Members	**For Discussion**
Appendix Attached	**No**

PURPOSE

The purpose of this paper is to document and highlight the SPA Board and Committee coordinated activity associated with the oversight of the content, progress, pace and impact of transformational change to support the continuous improvement of the policing of Scotland. The SPA and Police Scotland are committed to ensuring good governance and effective management of resources with a focus on improvements to deliver the best possible outcomes for the public.

BACKGROUND

In February 2020, the SPA Board approved an approach to the oversight of transformational change across policing in support of progressing toward the outcomes laid down in the Strategic Police Plan and Forensic Services Strategy. It was agreed that a series of formal reports on change are submitted to the SPA Board in public session on a 6-monthly basis, featuring reports prepared by Police Scotland and Forensic Services in a format agreed with the SPA. The first Report was considered by the Authority in August 2020.

The Board decision to support the adoption of a "change culture", which puts the continuous improvement of policing at the heart of all the Authority's governance and review activities, rather than establish a dedicated change committee or oversight group, has enabled coordinated oversight of change through a wider, more holistic system. This culminates in this 6-monthly reporting to, and scrutiny by, the Board in public session, which is strategic in nature and grounded in the delivery of the approved strategies, but underpinned by an ongoing programme of challenge and support carried out by SPA Corporate Staff and formal Authority Member review through Committee and Oversight Group mechanisms.

1. SCOTTISH POLICE AUTHORITY OVERSIGHT OF CHANGE

The Authority's approach to the oversight of change focuses across the widest possible interpretation of change requiring sources of assurance evidence that:

- Change is being delivered at the quality, pace and value for money required.
- The component parts of change are sufficiently connected to ensure that change is sustainable.
- The benefits of change are defined, measurable and being realised.
- The programme can adapt to changes in the operating environment, such as new demands on policing, budget settlements or new technology.
- There is sufficient programme and project management capacity to deliver the programme.
- The change programme is sufficiently transparent both within the policing system and to the general public.

The following section summarises the key change oversight and continuous improvement support activities carried out through the

Authority and its Committees, Oversight and Assurance Groups since the last report.

2. SPA AUTHORITY MEETINGS

Within the last 6 months, the Authority has considered and approved the Cyber Strategy, requiring the development of a costed implementation plan which is due for consideration in March 2021, and scrutinised the impact of the benefits being delivered through the successful rollout of the Contact Assessment Model (CAM) and Mobile Working Phase One.

The Authority has promoted and supported the operational changes put in place to deliver the proportionate and discretionary approach taken by Police Scotland in response to the temporary powers introduced during the COVID-19 pandemic. The Authority has commissioned independent public confidence and support for policing polling to ensure a focus on the maintenance of confidence in policing and policing by consent.

The Authority, and relevant Committees, set clear expectations for the development of the Police Scotland Strategic Workforce Plan (SWP) which was regarded as a significant achievement and landmark, and a sound basis on which to address the challenges of aligning the workforce to the future demands on policing in Scotland, when it was discussed at the January 2021 Board.

In support of the delivery of the Estates Strategy the Authority considered and agreed the Full Business Cases for North East Integration Project (NEDIP) which is a clear demonstration of the benefits of excellent strategic relationships with local authority partners and will act as an exemplar project for other areas across Scotland in terms of the benefits of collocating public services on a large scale.

Within the Data Drives Digital Programme, the Authority considered and approved Full Business Cases for Master Data Management, Digital Targeting Operating Model, Force-wide Analytics, and GDPR which are key enablers for ensuring that Police Scotland can make maximum use of the data it holds whilst ensuring that data is appropriately secured.

The Authority has also considered the final report of the Independent Review of Complaints Handling, Investigations and Misconduct Issues in relation to Policing which has a number of recommendations which require legislative and policy change not only in the SPA but across the wider policing family.

The Authority has discussed the growing demand on policing associated with the mental health of our citizens and the need to both support Police Officers, and staff with appropriate training, as well as the need to be in a

position to better quantify this demand and look to design improved service responses from across the public sector by working with partners.

3. THE SPA COMMITTEES

The majority of the detailed oversight of change across the policing system occurs in the Authority's Committees, Oversight, Assurance and Working Groups. The section below gives a summary of the issues and areas which have been subject to both challenge and support in order to promote continuous improvement across the policing system since August 2020.

Resources Committee

The Committee has continued to examine the ongoing work to develop the maturity of the products from the demand and productivity unit in relation to articulating the growing demands on policing, whilst tracking the delivered increases in operational capacity available to our communities through the transformation portfolio. The Committee has focused on examining how the delivery of additional capacity in terms of officer time, translates into tangible benefits to local communities and allows the service to meet rising demand.

The Committee continues to oversee and assess progress against the People Strategy and the Staff Pay and Reward Modernisation Programme, monitoring both the wellbeing and staff morale impact as well as the future financial implications.

In the Local Policing Programme (LPP), the Committee has given detailed consideration to and provided advice to strengthen the FBC for the North East Integration Project (NEDIP) in relation to future additional benefits in cyber and digital forensics, before recommending it to the Board.

With Mobile Working being designed to and now achieving significant productivity gains and efficiency benefits, the Committee considered very positive independent academic research into the evaluation of those benefits, and challenged the ability to demonstrate how the resulting resources are allocated, particularly against a background of rising demand. The FBC for Mobile Working Phase 2 was agreed and recommended to the Board, subject to assurance that the additional revenue costs would be covered by cashable savings or an additional budget being identified.

The Committee continues its oversight of the targeted delivery of the Transforming Corporate Services (TCSS) programme, focusing on the priority Business Cases in relation to e-Recruitment and the Electronic Documents and Records Management System (EDRMS).

The Committee has given considerable support to the Policing submissions for the spending review and budget setting processes, ensuring that the arguments being made are robustly evidenced and clearly articulated.

Forensic Services Committee

The Forensic Services Committee maintains oversight of the building of the capacity and capability to deliver progress in relation to transformational change within Forensic Services.

The Committee and its members have continued to guide and scrutinise the operational deployment of legislative changes in drug driving, and the impact on resources driven by demand. The Committee has also continued to oversee the actions within Forensic Services in relation to the current and future provision of the Morbid Toxicology service.

The Forensic Services 2026 Operating Model FBC was considered by the Committee in February 2021, with further coordination required with the Authority Board before final approval. Also considered were Initial Business Cases for Deployment of Scene Examination, Access to Labs, and the development of a Core Operating System (COS), the proposed Operating Model to deliver a holistic transformation of Forensic Services designed to meet the current and future demands of Police Scotland and the Crown, whilst having the time and capacity for innovation and development of new techniques within the field. This increased resilience to cope with fluctuating demand will ensure enhanced service delivery in complex cases.

Audit, Risk and Assurance Committee

Through the design, commissioning and implementation of the Authority's Internal Audit Plan and by seeking assurance and collecting evidence through other assurance reports in accordance with the SPA Excellence Framework, the ARAC makes a considerable contribution to promoting, supporting and tracking improvement across the policing system.

In the last 6 months, the ARAC has considered a number of planned Internal Audit Reports covering core financial systems, transformation portfolio benefits realisation and efficiency targets, staff wellbeing, the response to COVID-19, forensics case management, and data protection and retention follow-up.

All of these reports drive a series of management actions which address areas of improvement in the area audited. The ARAC considers the proposed management actions to take assurance that the actions will

generate the required improvement in a reasonable timescale and then continues to track the delivery of the management actions against the agreed timescales.

The ARAC also continues to take the lead on driving improvement through the oversight of actions to address external recommendations on the SPA, Police Scotland or Forensic Services resulting from inspections and audits from external regulators and inspectorate bodies, such as HMICS and the Information Commissioner.

Policing Performance Committee

Through consideration of the quarterly performance reports and six monthly progress reports on the Annual Police Plan (APP), the Committee focuses on seeking to evidence the positive impact of change and to demonstrate the improvement in the effectiveness and efficiency of the policing system. The various change projects and programmes which form commitments within the APP are considered for both the pace of delivery, but also with a view to building an evidence base that those projects are having the intended positive impact on the policing of our communities.

The Committee considers and oversees the process to develop proposals for operational changes to policing practice and policies, with a clear focus on the public interest, ethics, privacy and human rights impacts of these changes.

In the last six months the Committee has examined the impact of operational change projects regarding Remotely Piloted Aircraft Systems (RPAS), Digital Triage Devices, and the ongoing test of change for the carrying of Naloxone by Police Officers. The Committee has required a further submission of the RPAS Evaluation which examines privacy, human rights and best value aspects of the use of RPAS. The Committee has lead on the discussions with the Justice Sub Committee on Policing into RPAS and also looking ahead into the proposed roll out of Body Worn Video to armed police officers.

The Committee has also started to examine the impact of maintaining the interim Vulnerable People's Database, seeking assurance that the data held proportionately balances the need to protect people with the right to privacy.

The Committee has, in coordination with the Resources Committee, explored the progress made by the Demand and Productivity Unit on the quantification of demand for policing whilst recognising the major contribution made by the unit to the response to COVID-19, in providing demand analysis to the Operational Delivery Board (OBD).

Succession Planning & Appointments Committee

This Committee has focused on the sustainability of the Police Scotland senior leadership team to ensure effective leadership is in place to support the delivery of change and transformation across policing. It has specifically considered the HMICS Thematic Inspection of Police Scotland Training and Development, while provided critical engagement with the PS Executive Development Framework.

Complaints & Conduct Committee

The Committee has been overseeing improvements in complaints procedures and has supported and provided input to the 'Independent Review of Police complaints handling, investigations and misconduct issues' undertaken by Dame Elish Angiolini. The Committee continues to guide and advise on the response to that review and drive improvement in complaint handling.

Oversight, Assurance and Working Groups

Within its toolkit of governance and assurance, the Authority can establish additional forums to provide direction, challenge and support to promote impactful changes in policing. A number of these temporary or short life forums have been running within the Authority in areas that will effect significant improvements in policing. These are:

- ***Contact Assessment Model (CAM) Oversight Group: June 2019 to date***

This oversight group provides review of the preparation and implementation of the Contact Assessment Model (CAM) with a particular focus on the programme & change management processes, Police Scotland governance and assurance arrangements, and the evaluation of the impact made by the revised call handling model against the benefits described in the business case. The group has also been involved in the ongoing work in relation to Mental Health pathways which seek to get the right support by the right person at the right time in the right place for those in need.

- ***26th Conference of the Parties Oversight Group: February 2020 to date***

The SPA COP26 Oversight Group, attended by key partner organisations, was established in February last year to seek assurances around recovering costs for Scottish policing, ensuring there is no detriment to the policing budget; that the impact on day to day policing resulting from and during the event is mitigated for all communities across Scotland; and that staff and officer health, safety and wellbeing are fully considered.

4. EXTERNAL AND INDEPENDENT SUPPORT FOR OVERSIGHT

Through its Excellence Framework the Authority has in place a proportionate and measured approach to review and assurance activity. This approach both enables and requires the Authority to seek assurance from across the wider assurance landscape.

The Authority has considered and focused attention on two external reports, in particular those being the HMICS Thematic Inspection of Police Scotland Training & Development, and the Independent Review by Dame Elish Angiolini, both of which have wide ranging and complex recommendations which will need to be addressed in the coming period.

The Authority also takes change development and implementation assurance from external, for example through further assurance and oversight being provided by HMICS and the Metropolitan Police Service in relation to COP26, and the additional insight into human rights issues during the pandemic through the work of the Independent Advisory Group on Police Use of Temporary Powers chaired by John Scott QC.

Police Scotland has also utilised external expertise and support in designing and developing the Transformation Portfolio, for example through the Academic Evaluation of Benefits realised through the Mobile Working Project. This has provided an element of independent validation to help articulate the successful delivery change and improvement within Police Scotland.

5. HORIZON SCANNING

The Authority's approach to the strategic oversight of change, across the policing system, in both Police Scotland and Forensic Services, ensures the prioritised delivery of change activities across both organisations remains aligned to the outcomes set out in the Joint Strategy (2020) and Forensic Services Strategy.

The Authority and Police Scotland share a common aim to achieve continuous improvement in policing, through the adoption of new and emerging technologies, but in a way that considers the balance between the need to protect and ensure the safety and wellbeing of communities with respect for the human rights of individuals.

This strategic approach requires the early and continuous identification and assessment of projects and programmes which will deliver progress toward the strategic outcomes. This process is enabled by a horizon scan and early assessment and prioritisation approach to innovations which will deliver impactful change, ensuring new innovations, such as novel

technologies, are planned and trialled in an engaging and inclusive way, which considers a wide range of views and opinions in order to inform decision making based on robust and transparent impact assessments. Police Scotland and the Authority have agreed to develop an overarching framework based approach to the consideration of new technology through research, impact assessment, testing evaluation and engagement which can be applied and maintained transparently across the policing system.

6. LOOK AHEAD TO THE NEXT 6-12 MONTHS

Despite the challenges imposed by responding to the COVID-19 pandemic, the pace of change delivery in policing in the past six months has been considerable and this momentum is due to be maintained as we move forward toward the recovery from the pandemic and toward COP26. The following areas are likely to be the key change and improvement issues for the Authority and Police Scotland in the next 6 months.

- ***Roll out of Body Worn Video (BWV)***

Whilst BWV is already in use across many forces in the United Kingdom, there is no single solution in place across Police Scotland. Whilst the implementation of a national solution was recognised as part of the Digital, Data and ICT Strategy, there has been insufficient capital allocation for this programme to be prioritised above other essential projects, nor has there been the infrastructure technology in place to allow integration into the wider Criminal Justice System.

Recognising the progress with the Digital Evidence Sharing Capability and the operational priority to equip armed policing officers with BWV as soon as possible, a phased approach to the implementation has been designed. A complementary recommendation by Dame Elish Angiolini in her review further validates the priority this project has in the portfolio. Following discussions with Scottish Government, funding has been secured for a measured roll out of Body Worn Video Technology for Armed Policing Officers, in advance of the COP26 event in Glasgow, scheduled for November this year.

In line with the developing approach to considering new technology for a policing purpose, Police Scotland has already commenced a public engagement exercise with individuals, communities and partners to seek views on and build understanding and confidence in how such technology is and will be used. In addition, the completion of Data Protection Impact, Equality and Human Rights Impact Assessments and use of an Independent Ethics Panel will capture and explore privacy and third party concerns, supporting the principle of policing by consent. Police Scotland

have committed to further public engagement before BWV is expanded into other areas of policing.

- ***Cyber Strategy Implementation***

The Police Scotland Cyber Strategy, approved by the Board in September 2020, identified four objectives which require the service to design, develop and implement new approaches for the future to transform Police Scotland's capacity and capability to respond to cyber threats effectively.

- ***Data Ethics***

In the context of policing, data driven technology falls into the categories of Artificial Intelligence (AI), Biometrics and Digital Forensics. Police Scotland and Forensic Services are at the early stages of beginning to look at how the range of data held across the organisations can drive future innovation and productivity.

Police Scotland is developing its foundational activities and services to provision its data for use including the procurement of a Master Data Management solution, while its Data Ethics Strategy aims to meet its ambition to become an 'organisation driven by effective and efficient use of data in an ethical way'. In this area, public confidence is key and learning gained from recent data driven initiatives, such as Telematics and Digital Triage Devices, will be key in informing the strategy as it develops.

- ***Carriage of Naloxone – Test of Change***

Recognising the need to work in partnership to address the significant level of Drug Related Deaths in Scotland, Police Scotland is undertaking a 'Test of Change' for the carriage and use of Naloxone, administered by intra nasal spray, by police officers.

The 'Test of Change', which will see volunteer officers trial the use, will undergo a thorough external evaluation to inform any future policy decision on wider carriage by police officers in Scotland.

- ***Criminal Justice Reform Programme (CJ Reform)***

The CJ Reform Programme aims to drive and support wider change within the Criminal Justice sector, building on the successful delivery of at pace changes required by the response to the COVID-19 pandemic such as the introduction of Virtual Custody Court hearings.

Under the current proposals, the CJ Programme will take the role of lead agency to support the development and delivery of Digital Evidence Sharing Capability (DESC), Digital Productions, Virtual Summary Trials

and Remote Police Witness Evidence, all of which have significant potential benefits, not only in terms of reduced revenue costs relating to property and transportation logistics but also in the realisation of police officer and police staff efficiency savings.

- ***Transforming Corporate Services (TCSS)***

In this year there will be a series of phased tactical projects and solutions which align to the overall aims of TCSS, such as an Electronic Document & Records Management System (EDRMS) and E-Recruitment solutions. Future plans, under TCSS, for the re-design of the Analysis and Performance Unit and 'Middle Office' restructure present significant opportunities to improve analysis, provide high quality management information in support of front line policing and streamline administrative processes in local policing and specialist divisions.

7. SUMMARY AND CONCLUSION

This paper gives a flavour of the Authority's oversight of the journey of impactful change in progressing toward the strategic outcomes for Police Scotland and Forensic Services during the previous 6 months, with a forward look at those which will impact in the next 6 months.

The Police Scotland and Forensics Services' Change Portfolios continue to deliver benefits in line with the current planned and forecast levels, which are aligned to the Authority approved business cases and contribute to the approved strategic outcomes.

The response to the COVID-19 pandemic, and sustained public confidence in the Police Scotland approach, has demonstrated that the policing system has a depth of flexibility and adaptability to deliver change at pace and at scale, with the resilience required to adapt to fast changing demand and operational requirements. A similarly robust but more proactive than reactive approach will be required to deliver a safe and secure COP26 event, while maintaining local policing before, during, and after the event itself.

The continued strategic focus of the Authority's oversight is in taking an overall view of the progress toward the strategic outcomes in the Joint Policing Strategy (2020) and Forensics 2026 Strategy whilst recognising the critical interdependencies, such as between the Demand and Productivity Analysis work, the Capacity and Productivity Benefits, the change in operational response through the Contact Assessment Model, the Resource Allocation Model and ultimately the impact these and other changes have on the successful development and iterative delivery of the Strategic Workforce Plan and Financial Plans.

The next 6 months will see the benefits realisation profile accelerate and this generates the opportunity, but also the challenge, of managing the articulation of these reallocation of those benefits to demonstrate the optimal use of these realised benefits to further improve the policing of Scotland.

8. FINANCIAL IMPLICATIONS

There are no direct financial implications associated with this paper however the requirement to demonstrate best value for investment made in transformational change is central to change oversight. There are also key linkages between the delivery of benefits through transformational change, resource allocation, strategic workforce planning and budget planning.

9. PERSONNEL IMPLICATIONS

There are no direct personnel implications associated with this paper however the majority of the programmes and projects across the change portfolios will have a direct positive impact on police officers and staff and the model for the allocation of human resource in accordance with the strategic workforce plan.

10. LEGAL IMPLICATIONS

There are no direct legal implications associated with this paper.

11. REPUTATIONAL IMPLICATIONS

There are reputational implications associated with this paper. The Authority is itself subject to ongoing review by external bodies and stakeholders in the carrying out of its functions. The Authority aims to evidence through the work of the Board and its committees its openness and transparency, in particular the use of resource oversight and delivery of best value. In terms of Police Scotland and Forensics Services it is vital to assure public confidence in the ability of the policing system to deliver improvement which represents best value and reflects the changing needs of our communities.

12. SOCIAL IMPLICATIONS

There are no direct social implications associated with this paper.

13. COMMUNITY IMPACT

There are no direct community impact implications associated with this paper, however the benefits associated with programmes of transformational change will have impacts beyond policing.

14. EQUALITIES IMPLICATIONS

There are no direct equalities implications associated with this paper.

15. ENVIRONMENT IMPLICATIONS

There are no direct environmental implications associated with this paper however the impact of elements of transformational change will aim to support the Scottish Government environmental priorities.

RECOMMENDATIONS

Members are invited to discuss the contents of this report.