



Finance Committee
Prevention
Submission from Police Scotland

Police Scotland welcomes the opportunity to contribute to this important debate and to highlight some of the opportunities as well as the challenges of shifting the delivery of public services in Scotland further towards preventative strategies.

The Finance Committee agreed at the start of this session of the parliament to monitor the progress being made in delivering the decisive shift to prevention. While there is some evidence of progress the Committee has been continually frustrated by the lack of evidence of any large-scale shift towards prevention. Despite a political consensus in support of a preventative approach, the progress in delivering change across the public services has been extremely slow. Audit Scotland have questioned whether the prevention work being carried out by Community Planning Partnerships (CPPs) will deliver the radical change called for by the Christie Commission.

The Scottish Government has also recognised that the pace of public sector reform needs to be faster. Responding to the Committee's report on Draft Budget 2015-16 the Deputy First Minister stated that while there is some evidence of change at a local level "we need to see this replicated more quickly and at a greater scale." He suggested that a "culture change is necessary" which "will only be achieved through greater levels of integration between public service partners." In particular, the pace of progress being made by CPPs "needs to increase markedly."

The Committee is interested in hearing views on the progress being made in reforming Scotland's public services and delivering the decisive shift towards prevention including:

1. Why has the progress of reform proposed by the Christie Commission been so slow?

Across the country there are successful programmes of very local integration, collaboration and prevention. Examples of these exist in several national work streams, not least some of the initiatives represented in the Building Safer Communities Programme.

The force's current experience is that many of the more effective Christie compliant projects have experienced challenges in trying to sustain or extend their model and objectives due to fiscal tightening and reducing resources. In addition, some local police managers' report that ownership and primacy within local public sector working remains an area where cultural differences exist between agencies. It is

sometimes the case that where an agency has primacy with service users it is a means by which to ensure that service provider keeps ownership of incidents, cases and clients. This exacerbates some instances of 'silo' working.

The reform proposals presented in the Christie Commission Report recognised that "the public service system is fragmented, complex and opaque." As such, the sector requires collaborative working and leadership that reduces silo budgeting, legacy operating procedures and a heavy reliance on national performance matrices. If these challenges were reviewed they could be removed in favour of pooled resources, innovative and community-centred processes and locally relevant measures. This is not easily achieved.

Where Christie compliant asset-based projects have flourished they have been characterised by strong, creative and enabling leadership that frees local managers and frontline staff to address daily challenges in a manner that they feel will pay dividends. This management style also drives agreement on local outcomes, collective resource use and freedom to innovate. At Police Scotland's recent Strategic Stakeholder Engagement Event general comment from partners highlighted the importance of paradigm shifting leadership across all organisations.

Feedback from Police Scotland senior managers at a local level also reflects a range of experiences in community planning structures. Notably, it has been reported that many Single Outcome Agreements (designed to achieve common goals with participatory and collaborative working) have been developed by single agencies and circulated for sign-up (rather than created jointly). There is evidence that some SOAs have life spans or timescales that perhaps do not suit collective capacity or community need. There is also cross-agency experience of SOAs with performance indicators that could do more to link with - or reflect - those of the member agencies (or, vitally, feedback from the communities they will impact upon).

While it is appropriate that a finalised SOA will be different from one LA to another born of localised need and services, across Scotland there are notable differences in design, delivery methodology, report and review structures and outcomes – even in SOAs in neighbouring areas.

A further point that has been repeated in views from within Police Scotland is that local divisions and specialist departments, as well as other Criminal Justice partners, would benefit from the Christie Commission Report having an identified champion and/or recognised owner at a national level so as to garner and support compliance and the transfer good practice. This person (or group) would also identify obstacles to prevention, encourage a move to asset based working and the placing of communities at the centre of future public service development. It would ratify local areas in creating the safe space for senior local managers to make innovative decisions and – in some cases – be supported in taking the risks that these decisions demand.

2. What are the main barriers to change and how do we address them in order to accelerate the rate of progress?

As has been highlighted in the first response, the main barriers that Police Scotland believes it would be beneficial to address are:

- *Financial pressures reducing the authorising environment for innovation and long-term outcome based prevention programmes*
- *Silo budgeting*
- *Barriers to collaborative leadership (more use of joint budgets and resourcing, greater support and prescriptive direction for agencies to embrace and mainstream prevention and Christie's principles)*
- *Design challenges, inconsistencies and silos in Community Planning (reflected in SOA development)*

Local feedback supports concerns about these strategic issues, and also highlights:

- *Some reticence to share information among some agencies*
- *Challenges when trying to properly recognise and cater for 'clients-in-common' (so that service providers can target in an outcome based and efficient manner)*
- *Hindrances to co—location (single agency 'stand-alone' IT systems, different shift patterns and working cultures and differences between national and local performance frameworks)*

However, local officers are already recognising working solutions to some of these conundrums. There is also broad feedback within Police Scotland as to potential answers, some of the recurrent themes being:

- *Local Police Plans and other single agency delivery plans being embedded within SOAs so as to ensure joint-working is optimised across all priorities, development of agreed and understood outcomes and language, garner joint and locally viable performance indicators.*
- *Implementation of a cross-agency Christie Team or Board in each LA so as to reflect the report's principles in all work streams. This team to comprise all senior managers from each agency and key third sector entities so as to create an enabling environment for middle-management to deliver creative and efficient services on a community scale (rather than a scale commensurate with the size and structure of individual organisations)*
- *Development of a collaborative leadership training programme to encourage collective decision making, break down the "opacity" between services as described by Christie and sponsor better commonality and localism.*
- *Creation of a long-term public sector reform blueprint with agreed outcomes and milestones for all agencies that are seen as targets that must be met (e.g.*

co-location, prevention teams, combined projects, top sliced budgets, identification of agreed clients in common and communities in need, cross-agency projects with single agency leads (i.e. management across silos))

- *Creation of a national Christie champion who works to create an authorising environment for prevention, collaboration, localism and community voice (especially given Community Empowerment changes)*

3. How do we ensure that the necessary culture change and greater levels of integration takes place?

The key elements to greater integration rest in innovative and risk-comfortable leadership, sharing of resources, better alignment of performance frameworks (with greater bias towards the 'local'), shared budgeting around clients and themes in common and empowered frontline staff working in a place-based manner.

A shift towards long-term outcomes over short-term results would address the pivotal aim that Christie defines as “tackling persistent problems of social and economic inequality and inter-generational cycles of deprivation and disadvantage.” Political will and support informs and empowers public sector service provision on a daily basis and this could be harnessed and used as an engine for change.

4. How do we create a culture of innovation?

Public services need to continue to develop a culture of empowerment and acceptance that prevention is paramount. As budgets shrink the identification of legacy workloads that are no longer relevant should allow services to free-up capacity to provide new and innovative delivery without compromising provision across remaining programmes.

The use of Total Place methodology (whereby the public and practitioners have a direct voice in identifying relevant and irrelevant services at a local level) is one driver for innovation. Once those services that the public and frontline staff wish increased and reduced are quantified, they can be costed and enhanced/stopped to ensure more innovative and 'Public Value' (efficient and democratic provision of public services). Third sector should also be consulted and throughout the process those managing the change should be encouraged to be creative, not remain within legacy boundaries and always consider collaborative, preventative and participatory opportunities. Numerous small Total Place projects have used this system to good effect but they remain a minority when it comes to service change across Scotland.

5. What opportunities does digital technology provide in reforming the delivery of public services towards prevention?

There are extensive technological opportunities for reforming service delivery with partnership databases being an obvious driver for collaboration and intelligence-led prevention. The paucity of cross-agency systems remains a barrier when services co-locate and is especially telling in protective service provision where the risks associated with poor information sharing are clear. Numerous examples of challenges and successes in ICT provision can be provided in greater detail if required.

Another area to benefit from digital improvements is the way that services interact with the public. Police Scotland currently has a mature and extensive social media presence and is about to launch a complete refresh of public consultation in 2016. This will include a digital survey that will be supported by a yearlong marketing campaign across, and tailored to, all 32 LAs. There are currently 1000 contacts in place for the survey, each representing from 10 to 90,000 residents nationally – in this example IT has allowed the force to move from a manual survey platform that faced challenges in regards to the diversity of response, to a reformed and innovative system that is inclusive and accessible.

The results will ensure public feedback drives priorities and delivery for Police Scotland at all levels and will also feed in to partnership working as 2016 progresses.

6. How should community planning be developed to support service integration and the focus on prevention?

Community planning has been discussed elsewhere in this response, but the main challenges continue to be silo working and budgets, design in isolation, single outcomes approached from different directions within different performance frameworks and inconsistencies across the country.

Several parties at Police Scotland's recent Strategic Stakeholder Engagement Event raised the issue of different single agency service performance frameworks across Scotland, and the fact that many are national and have weak local relevance. While this became a key theme for the force to consider it is not new. The Christie Commission Report reported exactly this issue in 2011 with a quote from the National Community Planning Group that stated:

"The most significant systemic issue is that different local partners face different performance and accountability frameworks. Central requirements, targets and commitments make integrated effort around delivery of local outcomes more difficult."

If the themes of prevention and Christie based principles are to get a meaningful foothold in public sector service delivery and policy then it is Police Scotland's assessment that the CPPs are the means by which to do it. SOAs must make heavy use of both concepts but across all 32 LAs there are perceived differences in how prevention and integration are being utilised in the provision of public services. This is further evidenced in the action plans behind many SOAs where reform timelines differ from agency to agency and capacity to deliver on prevention-based approaches differs. Local police feedback suggests that crosscutting strategic needs analysis remains poorly utilised at a local level and thus creates gaps in the understanding of individual agencies that are exacerbated in partnership.

Audit Scotland's 'Improving Community Planning in Scotland' report makes several references to the shift to prevention within CPPs, summarising:

"There is an increasing emphasis on CPPs planning and delivering services in preventative ways: that is, to prevent problems from arising. This is a long term and challenging process. The new SOA guidance to CPPs requires all new SOAs to

include a specific plan for prevention that details what partners are collectively doing and spending on prevention”

However, it is the assessment of Police Scotland that the prevention plans in many SOAs could possibly be enhanced and placed in a more central position to deliver combined services. The review of these plans remains complex as does identifying what successful prevention looks like for communities and how to measure long-term efficacy.

It is Police Scotland’s view that prevention plans should be particularly targeting inequalities across our communities. The Programme for Government 2015-16 highlights the need to “target the causes rather than the consequences of inequalities” and SOA prevention plans should be linked to dealing with inequalities, and most notably those linked to deprivation. This should be done using collective service resources to address wicked - rather than signature - issues (signature issues often being problems that single service providers are maybe comfortable with).

There is a strong sense among local police commanders that the public remain untested as an asset in community planning and that SOAs could have more meaning in Scotland’s communities if this were improved. This is particularly true of our more diverse communities and is reflected in the paucity of nuanced outcomes that signpost such challenges as hate crime. One of the key Christie principles states:

“Any reforms must empower individuals and the community receiving public services by involving them in the design and delivery of the services they use.”

The true and transparent use of public feedback and the resilience that exists in our communities could be better harnessed by Scotland’s public services. This was deemed a national challenge for public services as far back as 2011 when the Scottish Leader’s Forum stated one of its primary conference findings was to:

“Make the story real. [Deliver services that are] compelling and understandable to people living in places, not just rhetoric. We need to tell the story, chart our progress clearly and use robust feedback loops to reinforce our vision and strategic direction.”

Police Scotland is working to address this through enhanced community engagement and consultation – and the use of that feedback by local commanders and their Scrutiny partners to redeploy resources - in 2016. It would be fruitful if this work could be extended, if successful, to include other agencies so as to create a continuum of consultation across service boundaries.

It is worth noting that where successful asset-based programmes exist in some areas these schemes have their own objectives and outcomes centred on community and practitioner knowledge and in many cases these aims are subtly different to those in the LA SOA.

7. What lessons can we learn from other countries in delivering a preventative approach?

Prevention is key to delivering a safer Scotland and the first Police Scotland Crime Prevention Conference, entitled '21st Century Solutions to 21st Century Problems', was held in the Police Scotland College on 28th April 2015. This was attended by both senior officers and key strategic individuals within numerous partner agencies.

The Crime Prevention Conference provided an opportunity for police and partners to discuss and explore the development of comprehensive operational responses and overarching crime prevention strategies across all sectors, with the aim of further embedding prevention into any collective work streams.

One of the keynote speakers at the conference was Professor Gloria Laycock from University College London, who has an extensive background in research and development in the policing and crime prevention fields. Professor Laycock emphasised the importance of understanding crime and its causes, focusing heavily on acquisitive crime and less so, on crimes against the person or indeed other prevention strategies to deal with the broader policing principle of the prevention of crime, harm and disorder.

The successes demonstrated by New Zealand Police in delivering their Policing Excellence and Prevention First Operating Model, were championed by Professor Laycock as good practice and any opportunities to learn from this approach, are currently being explored by the Police Scotland National Safer Communities Department.

It is apparent from the outset that the New Zealand model is absolutely focused on preventing crime and meeting the needs of victims. They invest heavily in understanding and responding to the drivers of crime, whilst ensuring they deploy their resources effectively.

When initial comparison is made between the successes experienced in New Zealand as a result of the Policing Excellence / Prevention First Operating Strategy and the recent successes of Police Scotland, there are many strong correlations in structure, process and philosophy. For example, the New Zealand model is partly based on the UK National Intelligence Model (NIM) and both Tasking and Coordinating (T&C) processes are comparable. That said, many differences also exist and work is ongoing to examine these differences and identify any best practice or learning points that could be embraced.

Many of the existing, successful strategies currently in place within Police Scotland are based on international research and good practice (our approach to domestic abuse may be an example).

8. What are the implications for the provision of public services if the decisive shift to prevention does not take place?

As it stands, and as per the Christie Commission findings, a failure to convert to a prevention-based delivery structure may:

- *Reduce outcomes-focus and hamper improvements in the social and economic wellbeing for the people and communities of Scotland*
- *Negatively impact on the affordability and sustainability of public services*
- *Hamper appropriate arrangements for service accountability to the people of Scotland and fail to recognise their unique, local and diverse needs*
- *Fail to empower staff to make the correct, creative and community-based decisions that are so critical to co-produced and efficient services*
- *Undermine the provision of integrated services where delivery is centred on actual and predicted need*
- *Discourage service to be inclusive and offer a range of diverse options to communities*
- *Contribute to the continued over-engineering of service provision in some areas and remove the “simplification and streamlining” espoused by Christie*
- *In the long run exacerbate the challenges associated with the reform of Scotland’s public sector and create a ‘survival’ culture among service providers rather than one of improvement*

Police Scotland is grateful for the opportunity to contribute to this important debate.