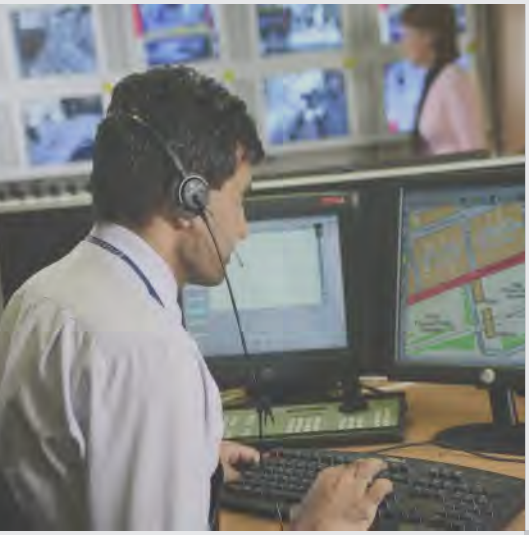
HMICS

HMICS Assurance Review of Police Scotland Strategic Workforce Planning

August 2022



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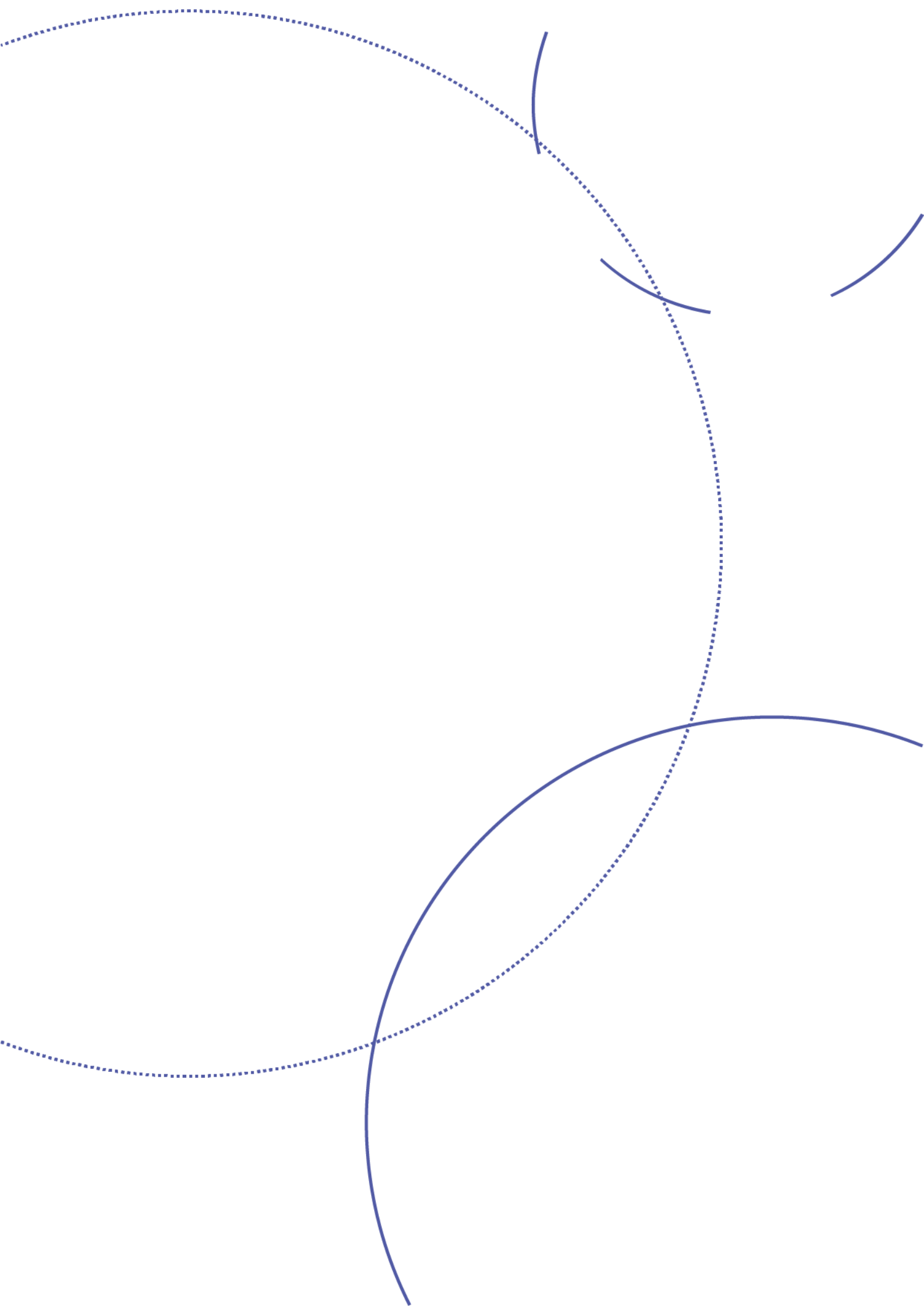

HM Inspectorate of Constabulary in Scotland

HM Inspectorate of Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 and has wide ranging powers to look into the 'state, effectiveness and efficiency' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA).[1]

We have a statutory duty to inquire into the arrangements made by the Chief Constable and the SPA to meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the SPA or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions
- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require to enable us to carry out our functions
- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit
- Where our report identifies that the SPA or Police Scotland is not efficient or effective (or best value not secured), or will, unless remedial measures are taken, cease to be efficient or effective, Scottish Ministers may direct the SPA to take such measures as may be required. The SPA must comply with any direction given
- Where we make recommendations, we will follow them up and report publicly on progress
- We will identify good practice that can be applied across Scotland

[1] Chapter 11, Police and Fire Reform (Scotland) Act 2012.

- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication

- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the SPA to deliver services that are high quality, continually improving, effective and responsive to local needs.[2]

This assurance review was undertaken by HMICS in terms of Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and is laid before the Scottish Parliament in terms of Section 79(3) of the Act.

[2] HMICS, Corporate Plan 2021-24 (February 2022).

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Our review

Since early March 2020, the coronavirus (COVID-19) pandemic has affected all of our lives. Throughout this time, Police Scotland officers and staff have continued to make a vital contribution to the national effort (Operation Talla) to reduce the spread of infection and, ultimately, save lives. As with all our work during this period, I want to start by thanking Police Scotland for its participation and co-operation with the review under challenging circumstances.

This review of Police Scotland's strategic workforce planning is intended to highlight the efforts the service has made to develop its understanding of workforce requirements, as well as identifying areas for improvement as it embarks upon the first refresh of its initial Strategic Workforce Plan (SWP). The first workforce plan was based on a methodology designed and used within the National Health Service (NHS), as there was little in policing across the United Kingdom that showed the kind of complex and sophisticated approach needed for a police service the size and scale of Police Scotland. However, NHS service delivery is very different to policing and the data within NHS systems is more effectively curated to enable it to work for the service in the understanding of demand and how this is responded to.

This inspection has assessed the Police Scotland approach under four headings:

- **Appropriateness** of the overall approach and methodology used in the development of the SWP (and supporting divisional and workstream plans) and the resulting quality of the plans
- **Alignment** of the SWP within the overall strategic planning framework and governance, including with: strategic plans, strategic threat and risk assessment, demand analysis, transformation portfolio and Target Operating Model
- **Application** – examine how the SWP (and supporting processes) are used to support strategic tasking and co-ordination, medium to longer-term resource planning, and operational change programme/projects, maintaining the required level of operational policing capacity with the right skills mix to cope with demand on policing
- **Anticipation** – consider how well the SWP reflects projections for demand on policing services in the future (and Target Operating Model) in terms of securing a sustainable policing model.

This review is of the whole organisation's approach and understanding of workforce planning, and is not a specific review of Police Scotland's SWP Unit alone, although it plays an important part in developing the SWP and supporting the associated system of planning and delivery. We comment later in this report on capability and capacity within the SWP Unit.

Our review has identified some fundamental cultural and strategic issues which must be addressed to fully embrace the principles of workforce planning and deliver a sustainable policing model for the future. When the service was created in 2013, the amalgamation of the eight police organisations and the two bodies (SCDEA and SPSA),[3] provided a total of not less than 17,234 police officers within Scotland (excluding other UK forces such as British Transport Police). This number had been achieved following the election of the SNP government in 2007, when a manifesto pledge had increased officer numbers by over 1,000 at that point. The evidence base that this was the correct number of officers to effectively police Scotland was never formalised.

Since inception, Police Scotland was required to maintain this number, however, following the 2016 Scottish Parliament election it was agreed that numbers could fall below 17,234. My predecessor Gill Imery, QPM, strongly argued that this number is not one supported by evidence: Scotland may need more, or fewer, police officers or, indeed, a different workforce split between warranted and non-warranted officers. The commitment to maintain 17,234 officers is a blunt instrument and − given that the workforce makes up around 86 percent of the policing budget − effective workforce planning should replace it.

In order to do this, Police Scotland must refresh its approach and provide an increasingly credible system of planning to ensure that it can demonstrate a legitimate approach to providing effective and adaptable policing services in a sustainable way.

[3] Scottish Crime and Drug Enforcement Agency (SCDEA) and Scottish Police Services Authority (SPSA) existed as national bodies who worked on behalf of all Scottish forces, prior to the creation of Police Scotland. Both the SPSA and SCDEA were originally established under the Police, Public Order and Criminal Justice (Scotland) Act 2006.

The recent announcement of the spending review for 2022 and future years has placed the service in a difficult position, in that should future budgets not provide additional funding the overall policing budget will be maintained, on a flat cash basis, with no scope to meet pay increases, inflation or other pressures. This will see the power of the budget diminish over coming years and − when allied to the pension changes implemented in April 2022 − it is clear that the figure of 17,234 will be unsustainable within the existing budget. To meet the demands and threats facing a changing Scotland, the service needs to focus on reshaping the workforce to have the right people, in the right place, at the right time, with the right skills to effectively and efficiently deal with demand for services within the financial envelope that is available.

Achieving a new strategic workforce mix that meets the needs set out in the strategic threat and risk assessment, on budget, is a difficult task. It requires strong leadership to set design parameters for all divisions and departments, ensuring that the SWP is delivered across the organisation with clearly-defined decision-making on the resources required and the necessary skillsets – and a plan to achieve this.

C3 division's call centre is a good example of using demand data to predict the resources required to ensure the most efficient service delivery (see paragraph 196). This model has been developed over a number of years, but provides good evidence of how this can be done in a controlled manner, using computer software to model and predict resource requirement in the short term. There is strong evidence of this type of modelling (with less sophistication) across local policing. Such short-term resource planning appears strong in Police Scotland, but is less resilient beyond the immediate resource demand.

The SWP process must build on the current knowledge of immediate resource management, while dealing with COVID-19, post-COP26 and recruitment challenges (and impact of recent pension changes), to create a plan that looks toward the future and a new workforce mix that is designed to meet the threat and demand profile as currently known, and predicted.

As my predecessor repeatedly stated: hard choices need to be made. The SPA and Police Scotland must set out much clearer parameters for the future shape of the workforce, as well as more effectively managing the demand for services. The impact on public confidence should be carefully managed, through the effective use of hard evidence and a transparent system of planning that clearly sets out its rationale for future direction.

We would like to thank the officers and staff of Police Scotland who participated in our review, in particular, the SWP Unit for facilitating our work. Our review was led by Lead Inspector Tina Yule.

Craig Naylor
HM Chief Inspector of Constabulary in Scotland
August 2022

Key Findings

General

- Police Scotland achieved the production of the first national Strategic Workforce Plan in the context of significant operational challenges including COVID-19 and COP26 and should be recognised for the step change in approach which this has prompted.

- The 17,234 target for officer numbers will be unsustainable in light of the recent spending review, if future budgets do not provide additional funding, and it needs to be set aside in order to progress effectively with workforce planning.

- The requirements of COP26 and COVID-19 facilitated a necessary commitment from the Chief Constable to maintain officer numbers, which HMICS endorses. However, since the removal of the 17,234 figure as a political commitment, there has been a reluctance to make hard choices on the parameters for future workforce change. These choices are now necessary to move forward with effective workforce planning.

- The SWP provides a baseline of operational policing workforce plans from which the force can now further develop its approach and plans across the whole organisation.

- There is clear organisational commitment to further development of both the SWP and supporting workforce planning processes. However, there is limited evidence to suggest that the current (NHS-derived) approach supports the achievement of the Joint Strategy and objectives or ensures there is sufficient capacity and skills in place to deliver key priorities.

- There is good evidence that Police Scotland understands the majority of issues and improvement areas which must be addressed in the further development of the SWP.

- Having considered all our findings set out in this report, we consider that Police Scotland should focus on two main areas of activity:
    - Develop a strategic assessment of the workforce and a refreshed delivery plan to address the gaps and issues we have identified for consideration by the SPA (by April 2023)
    - As part of that delivery plan, develop a revised methodology to deliver the next iteration of the SWP in April 2024.

Appropriateness

- The proven six-step NHS workforce planning methodology was adopted by Police Scotland. However, it was not adapted to the organisational context and did not fully take account of the requisite long-term vision, data and design elements that needed to be in place to make the approach successful.

- To drive strategic workforce planning, the Force Executive should give greater clarity on workforce objectives, design principles and parameters.

- There is a consensus that the SWP refresh cannot be a repeat of the same or similar methodology. However, there is a clear organisational and divisional level appetite for some form of 'refresh' process on a regular basis (but a lack of clarity or consistency as to what this might look like).

- There were significant limitations on effective stakeholder engagement within the development of the initial SWP. This was mostly due to timescale constraints, the methodology adopted and the impact of COVID-19.

- There are significant omissions from the SWP, including: corporate functions, cyber, major restructuring reviews, the pressure due to pension changes, and lack of detail or linkages to skills development, recruitment and retention.

- The SWP has a lack of overarching analysis of the impact of partnership working on the workforce (whether this relates to increased requirements due to vulnerability, co-location or demand shift).

- Police Scotland has developed its management reporting on its people resources, but there remain fundamental issues with data availability and quality that should be addressed across the force in a systematic way.

- Demand information has continued to develop over the past year, but not yet to the extent that it will fundamentally influence workforce planning across the board.

- The eight national workstreams identified within the SWP have a lack of detailed plans, outputs/benefits and oversight. Most have been identified as tactical approaches to resource deployment and do not constitute the expected strategic-level actions from such a plan.

- The Police Scotland transformation programme has achieved significant benefits, but the release and re-allocation of capacity benefits to meet 'new' resource requirements has not worked effectively to date.

Alignment

- The current three-year Joint Strategy for Policing (April 2020) provides clarity on a set of five strategic outcomes and supporting objectives for the force, but the SWP does not translate these objectives into a set of clear future workforce requirements.

- There is evidence of progress in service design within the force, but there remains a lack of clarity and understanding about the Target Operating Model (TOM), its purpose and role. Police Scotland has not progressed sufficiently in this area.

Application

- The key internal governance forums established to support workforce planning and its interfaces with demand management, performance and change have had limited impact to date on decision-making, other than to prioritise outstanding resource bids.

- The SPA People Committee has exerted improving levels of scrutiny over people-based management information and its analysis. However, current reporting to the SPA does not provide adequate evidence of progress against a roadmap of planned workforce change.

- While there are key forums in place for engagement with staff associations and unions, there has been a lack of ongoing dialogue with individual groups regarding SWP delivery.

- Operational divisions reported serious issues in resource deployment, due to levels of retirement, abstraction, secondment, delays in filling vacancies, vetting and recruiting probationers.

Anticipation

- Since we published our Assurance Review of Demand Analysis and Management in 2021, there remains a cultural reluctance in parts of the force to forecast demand and workforce requirements beyond a 12 to 18-month horizon.

- The lack of further investment in the Demand and Productivity Unit (DPU) and, in particular, data scientist capacity, has limited progress on demand forecasting.

Recommendations

Recommendation 1

The Scottish Government, SPA and Police Scotland should collectively cease to use 17,234 officers as a target and focus instead on developing a workforce based on the skillset and mix required to meet the current and future challenges for policing in Scotland.

Recommendation 2

Police Scotland should redesign its workforce planning approach requiring a set of design principles and parameters to facilitate meaningful involvement of senior staff to deliver a consistent design and planning approach.

Recommendation 3

Police Scotland should establish a clear model and plan for producing a Target Operating Model and set out a route map for its delivery through business planning and change activity.

Recommendation 4

The SPA and Police Scotland should review governance arrangements and processes, and clearly define how workforce planning decisions will be made and who will oversee their implementation.

Recommendation 5

Police Scotland should strengthen the links (at all levels in the force) of tasking and co-ordination to workforce planning, fully adopting the demand response model to demonstrate how changes in threat, risk and demand translate directly into tactical and resource decisions.

Recommendation 6

Police Scotland should develop a unified and expanded data science capability within the Demand and Productivity Unit.

Recommendation 7

The SPA and Police Scotland should progress the development of future scenarios and use them to support the production of a longer-term vision as part of the new Joint Strategy due in 2023.

Recommendation 8

Police Scotland should focus on two main areas of activity:

- Develop a strategic assessment of the workforce and a refreshed delivery plan to address the gaps and issues we have identified for consideration by the SPA (by April 2023)
- As part of that delivery plan, develop a revised methodology to deliver the next iteration of the SWP in April 2024.

Recommendation 9

Police Scotland should develop a roadmap for delivery of strategic SWP objectives and a programme for workforce change.

Recommendation 10

The SPA and Police Scotland should put in place measures to monitor progress against the areas for development outlined in this assurance review, ensuring regular reporting at the SPA People Committee to allow assessment of progress.

Areas for development

We have identified a number of areas for development across key processes that are designed to support the delivery of strategic workforce planning in Police Scotland. These are directed at the force as a whole and we expect that they will be included in the improvement plan for strategic workforce planning. The Next Steps section of this report also provides further suggestions for the development of the approach aligned to CIPD workforce planning guidance.[4]

Section	Reference	Areas for Development
Appropriateness	57	Police Scotland should reconsider the requirements of the gap analysis element of workforce planning and revise its approach to involve other key functions.
Appropriateness	65	Police Scotland should develop an improvement plan to address data availability and quality in its people datasets.
Appropriateness	76	The SPA and Police Scotland should further develop the approach to benefits definition, management and reporting, in order to evidence their realisation and re-allocation.
Alignment	86	Police Scotland should define the purpose of the new People Strategy (or equivalent) and its relationship to supporting implementation frameworks, policies or plans (including the SWP, training and development, recruitment and retention, equality and diversity strategies etc.).
Alignment	92	Police Scotland should consider how it integrates risk identification and management into its next iteration of workforce planning.
Alignment	104	Police Scotland should undertake to develop specific service level standards which will facilitate the link between demand and resource requirements.
Application	119	Police Scotland should consolidate current national workstreams, with clear milestones and timelines, to address operational policy and practice issues which are monitored and supported by the SWP Unit.
Application	123	The SPA and Police Scotland should review their use of the available people information to develop a more focused escalation report with required actions identified.
Application	129	When developing a delivery programme for workforce change, Police Scotland should review the overall transformation portfolio to ensure appropriate prioritisation and alignment.

[4] Excerpts and references from the publication *Workforce planning practice – Guide* (Weeks, A., Reilly, P., Hirsch, W., Robinson, D. and Martin, A., 2018) are included in this report with the permission of the publisher, the Chartered Institute of Personnel and Development in London (www.cipd.co.uk).

Application	132	Police Scotland should develop a comprehensive approach to SWP stakeholder engagement, involvement and communication, ensuring that staff associations and unions are able to engage on both group and individual bases.
Application	139	Police Scotland should review the relative roles and resourcing of the service design and organisational design functions, to ensure both alignment with the strategy function and optimum capability and capacity within the force.
Application	155	Police Scotland should develop a new approach to SWP engagement with operational policing, requiring a more facilitated and supportive style involving a range of support functions.
Anticipation	176	Police Scotland should seek further clarity on People and SWP partner roles and responsibilities, skills required, their reporting lines and how they work together.
Anticipation	179	Police Scotland should consider the future design and plans for the SWP function, reflecting CIPD guidance, and addressing the areas for development and next steps we have set out in this report.
Next steps	202	Police Scotland should include the training review as part of the SWP refresh.

Background

1. Today's post-COVID environment of change, resource constraint and uncertainty has increased the pressure on Police Scotland to make best use of its resources, with the required people and skills to support changing business and operational priorities. The recent spending review, in particular, will place significant short to medium-term pressure on the force. Effective strategic workforce planning should enable the organisation to identify roles and skills associated with its future demands and challenges, and allow it to establish a strategy to ensure it has the right mix of skills, technologies and employment models to meet these demands and address the challenges of sustainable service delivery.

2. Workforce planning is the process that organisations use to make sure that they have the right people with the right skills in the right place at the right time (and at the right cost). This can be challenging; the size and structure of the workforce should be shaped by an organisation's current and future strategic objectives; the needs of its service users, and of potential users over the planning period; the amount and sources of funding available; and the wider policy and legislative environment in which it operates.

3. Effective strategic workforce planning will allow Police Scotland to: deliver a policing service within a defined budget; prioritise resources to meet current and predicted service demand and expectations; and address a level of ad hoc pressure and demand without needing additional resource.

4. Workforce planning is a dynamic and iterative process and constantly changes as the demands placed on policing and resultant strategies develop over time – while the production of a Strategic Workforce Plan (SWP) is fixed at a point in time. While the SWP should be regularly refreshed to coincide with the strategic planning cycle of the organisation, regular monitoring of its progress and the changing shape of the workforce is required to maintain a focus on its delivery. The system of governance, decision-making and information analysis processes employed by the organisation are just as important as the SWP itself.

Development of the SWP

5. Police Scotland has made a number of attempts to develop an SWP since 2017. This was prompted by consistent mention of the need for such a plan by external auditors and in Section 22[5] reports by the Auditor General. Audit Scotland first made a recommendation in this respect as part of its Police Reform progress update in November 2013, where it made a recommendation that *'the SPA and Police Scotland should continue to work together to agree long-term strategies in the main areas that will contribute to savings including estates, workforce, procurement and ICT'*.

6. This recommendation was noted in the first Section 22 report in December 2014. Annual audits and Section 22 reports have since consistently noted the lack of a workforce strategy or plan. In the 2017/18 annual audit, the report specifically notes that *'the creation and approval of a workforce strategy is now critical'* and that *'medium and long term financial planning is undermined by the lack of a robust workforce strategy'* with the corresponding Section 22 report noting *'There has been insufficient progress in developing workforce and estates strategies and this will constrain the Scottish Police Authority's ability to achieve long-term financial sustainability'*. Similar comments were also made in the annual audit reports from 2018/19 and 2019/20 indicating increasing urgency and criticality to financial sustainability. It should be noted that no section 22 reports have been issued since December 2020 (on the 2019/20 audit) due primarily to significant improvements in financial management and planning as well as additional funding.

7. The Framework for Strategic Workforce Plan 2021-26 was presented to the SPA Board on 22 May 2019. Three aims set the vision for the future workforce: Capability; Capacity and Flexibility; and Diversity. Each of these aims had a 12-month action plan associated with it. There has been no further reporting on these action plans, although most elements are encompassed within the People Strategy 2018-21[6] and current SWP.

[5] Section 22 of the Public Finance and Accountability (Scotland) Act 2000. There have been seven of these reports to date to the Scottish Parliament on the SPA and Police Scotland since their establishment on 1 April 2013.
[6] This Strategy was approved by the SPA in August 2017 and a new strategy will be developed in 2022/23.

8. The SPA considered the approach to developing the SWP at its meeting in November 2019. The report presented committed the force to producing a completed SWP by November 2020. However, the development of the plan was almost immediately impacted by the operational pressure resulting from the COVID-19 pandemic. Planning and operational commitments for COP26[7] also contributed to pressure on delivering within this timescale.

9. Following publication of the Auditor General's 2018/19 Section 22 report, evidence was provided to the then Public Audit and Post-Legislative Scrutiny (PAPLS) Committee of the Scottish Parliament on 27 February 2020. The Vice Chair of the SPA stated that *'the absence of a workforce plan that is based on robust evidence of demand and productivity is a continuing weakness'* and also noted that the delay in preparing the SWP was *'unacceptable'*. In his evidence to the same session, the Chief Constable acknowledged that the process had been lagging behind but personally committed to having *'the first cut towards the end of this year, around October or November'*.

10. Internal auditors have also reviewed the topic of strategic workforce planning twice (reporting in July 2018 and May 2020). In their most recent 2020 report to the SPA Audit, Risk and Assurance Committee, they highlight that the approach to the development of an SWP had been well designed and adhered to good practice. However, they also identified that project management and governance arrangements were not robust and had only recently been formalised. As the project had only recently commenced, the timing of this work meant that internal auditors were unable to provide assurance that the project was proceeding according to the expected timetable and that risks to delivery were being appropriately managed. HMICS will comment on these aspects in this review.

[7] The 2021 United Nations Climate Change Conference of the Parties (COP26) was held in Glasgow between 31 October – 13 November 2021.

11. During the SWP development period (January 2020 – December 2020) update reports were consistently provided to the SPA Resources Committee, who maintained significant scrutiny over progress on the plan guided by the Audit Scotland Good Practice Guide (March 2014). A workshop took place with the SPA in October 2020 to consider an initial draft SWP and outstanding work. HMICS acknowledges that the force was under significant operational pressure during this period, which impacted on the capacity available in operational divisions to deliver individual plans.

12. The Strategic Workforce Plan for Police Scotland was presented to the SPA on 22 January 2021. The Authority accepted that the SWP would continue to be developed as an iterative process. The SWP contained eight areas that had been identified through the development process as separate national workstreams; these required to be addressed within a three-year period by the wider service. A number of short-life working groups have been established to support these workstreams and progress is being reported biannually to the SPA People Committee. We have considered the outcomes from this work in this review (see Appendix 2).

13. Since presentation of the SWP, there have been three update reports to the SPA People Committee (in May 2021, November 2021 and June 2022). A discussion paper considered on 28 February 2022 provided an update on the proposed refresh of the SWP. The report sets out a comprehensive set of development areas to be addressed (see Next Steps section). The latest formal update on progress was to the SPA People Committee on 1 June 2022. This report provided a biannual update on the key workstreams and monitoring of divisional plans identified within the SWP.

Financial position

14. At the point of consideration of the SWP by the SPA in January 2021, there was a recognised budget deficit of £44m for 2020/21. The SWP outlined an additional unfunded resource gap relating to national services of just over £20.56m. A further £34.84m of potential additional resource requirements were identified within Local Policing, where it was suggested that capacity could be met from within the service. At that time, it was envisioned that the eight national workstreams (alongside the local plan activity) would generate this additional capacity over the following three-year period (we comment on this later in our report).

15. The SPA Board approved the revenue and capital budget for 2021/22 on 24 March 2021. The Scottish Government had provided a £60m uplift in core revenue funding, as well as an additional £15m of 'one-off' funding to support the impact of COVID-19. When combined, the total funding allowed the SPA to set a balanced revenue budget with no operating deficit. However, no additional funding was made available to address the anticipated growth in demand identified in the SWP. Instead, a clear expectation was set that the SPA and Police Scotland would consider their Joint Strategy (April 2020), priorities and allocation of resources to effectively balance demand and the services provided.

16. The SPA Board approved the revenue and capital budget for 2022/23 on 23 March 2022. This confirmed that an additional £40.5m of core revenue funding would be provided in line with the Scottish Government commitment to protect the police resource budget in real terms for the entirety of the Parliament. The report sets out a number of key assumptions, and a balanced budget is presented for 2022/23. It was noted that this could be sustained in future years if funding increased in line with unavoidable pay pressures and if non-pay pressures are managed within existing budgets.[8]

[8] It should be noted that some officers are funded (or part-funded) by local authorities, although this has decreased over time due to pressure on budgets.

17. The Draft Financial Planning Framework (also considered by the SPA Board in March 2022), does note that the SWP highlights a significantly higher level of demand than the financial resources available. The framework also states that the SWP methodology will assist in prioritising the significant demand for additional resource that exists across the organisation by ensuring the most efficient and effective use of resources. A set of revenue budget planning principles are set out, which helpfully demonstrate how Police Scotland will take a structured approach to sustaining its financial position.

Table 1 – Police Scotland Revenue Planning Principles

Stage		Principles	Mechanics (delivery)
1	Prioritisation	Ensure the workforce is as efficient as possible through prioritisation of existing roles	▪ **Strategic workforce planning methodology** ▪ Organisational Design & Delivery Group (ODDG) ▪ Demand, Design & Resources Board (DDRB)
2	Driving efficiencies: capacity creation	Review existing structures and working practices to identify and implement efficiencies	▪ Force middle office review ▪ Priority based budgeting
3	ICT investment: capacity creation	Invest in technology to enable the service / organisation to become more efficient	▪ DDICT strategy ▪ Enabling policing for the future (EPF)
4	Additional funding	Invest in technology to enable the service / organisation to become more efficient	▪ Spending review submission

Source: Police Scotland Financial Planning Framework (March 2022)

18. HMICS in its submission to the Criminal Justice Committee on Pre-Budget Scrutiny for 2022/23 stated that the main reason for the previous structural deficit in the revenue budget was the need to meet the predominant costs of the minimum prescribed number of police officers, which the Scottish Government had previously set at 17,234. The Ministerial commitment to maintaining an arbitrary 1,000 additional officers lapsed after the 2016 Scottish Parliament election, and was replaced by the proviso that Police Scotland would demonstrate its ability to deliver policing services in the most efficient and effective way, in line with its SWP and demand for policing services.

19. We have commented consistently that the number of officers is not a useful measure of effectiveness. It has also been widely noted that the use of 17,234 was a de facto workforce plan, removing flexibility around the size and shape of the workforce and hampering the Chief Constable from fulfilling his legislative requirement to demonstrate best value[9] in the use of his resources.

20. The requirements of COP26 and COVID-19 facilitated a necessary commitment from the Chief Constable to maintain officer numbers, which we endorse. However, since the removal of 17,234 as a political commitment, there has yet to be a clear statement, or robust evidence base, from Police Scotland as to its future strategic direction on officer numbers. Clarity is now necessary to move forward with effective workforce planning.

21. The recent Resource Spending Review announced by the Scottish Government (31 May 2022) is still very much set in the context of COVID-19 recovery, with acute pressure remaining on many public services. The high inflation rate, the impact of Brexit and the invasion of Ukraine have also contributed to this continued pressure. The announced priorities for spending are health, social security, education and tackling climate change. The impact on the Justice portfolio is therefore significant. The Programme for Government commitment to protect the policing budget in 'real terms' for the life of this Parliament remains in place until a new budget is set, but will be very challenging to maintain. There is a clear expectation that the SPA and Police Scotland will now require to absorb spending pressures until at least 2025-26, placing increased importance on effective and efficient use of their resources and, in particular, on workforce planning.

[9] Sections 37 and 38 of the Police and Fire Reform (Scotland) Act 2012.

Recommendation 1

The Scottish Government, Scottish Police Authority and Police Scotland should collectively cease to use 17,234 officers as a target and focus instead on developing a workforce based on the skillset and mix required to sustain policing in Scotland.

Research and benchmarking

22. As part of our terms of reference for this review, we committed to undertake research and benchmarking to support Police Scotland's continued development of its approach and assure that best practice is being adopted. We undertook some of this work as part of our Demand Assurance Review in 2021, which included a high level review of force management statements (FMS) from forces in England and Wales as the best available evidence of policing demand analysis and associated workforce planning.

23. Our engagement with Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) included its evaluation of FMS returns. They have recently published their observations on the third generation of FMS, which reflects that these self-assessments are improving, with a better understanding of demand, but no single FMS is uniformly strong. Almost all forces needed to show a deeper understanding of workforce skills and how they use and develop them, but often the focus is on headcount rather than on meeting the needs of future demand. This reflects our own benchmarking, which suggests that there is no one best practice example of strategic workforce planning in UK policing.

24. The most recent guidance on the completion of the fourth iteration of FMS increases focus on the need for forces to clearly identify and prioritise problems that represent the greatest risks to the standard and resilience of the service provided. An increased emphasis on futures thinking and planning is a key feature of the updated approach, with a requirement for greater depth of analysis. This includes the ability to demonstrate the difference between changes in demand and changes in workload, and the impact of partnership working.

25. The FMS guidance requires forces to be able to identify the difference between current and future demand, as well as assess how effectively, efficiently and legitimately the current workforce and other assets can manage the demand a force faces now and in the future. This includes establishing:

- the state of the current workforce and other assets, considering their condition, capacity, capability, serviceability, wellbeing and security of supply; and
- whether the force is achieving the current expected performance. Are users, and especially victims, being provided with a satisfactory level of service?

26. Forces are also expected to be able to set out their plans to make sure that their workforce and other assets can meet the demand anticipated and describe the expected effects of these planned changes and how these will be monitored. This is fundamental to a successful workforce planning approach and is an expectation which HMICS shares for Police Scotland.

27. We have reviewed the initial National Police Chiefs' Council (NPCC) Strategic Assessment of Workforce (November 2021),[10] as well as the College of Policing report Policing in England and Wales: Future Operating Environment 2040 (August 2020) and the Police Foundation Strategic Review of Policing in England and Wales final report (March 2022). These reports provide a key insight to futures thinking in policing in England and Wales, and all consider the future of the workforce.

28. In terms of general research, we undertook a wide-ranging literature review of publicly available and other papers to identify the latest thinking on workforce planning and approaches in other forces, public and private sector bodies. A number of references are made throughout this report to relevant publications.

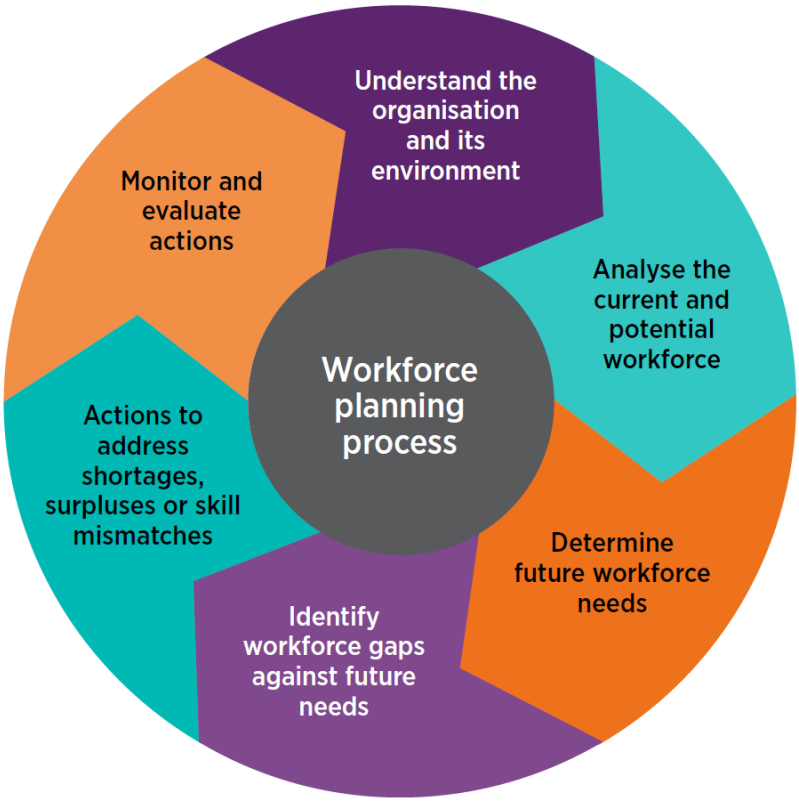
[10] This document was privately sourced from the NPCC Workforce Committee.

29. As noted in our terms of reference for this review, HMICS has incorporated the Audit Scotland publication *Scotland's public sector workforce – good practice guide* (see paragraph 11) into our review approach. This provides a set of standard questions to support the scrutiny and challenge of workforce plans and workforce change programmes organised around four key themes:

- The development of an organisation-wide workforce plan
- The approach to managing workforce numbers, skills and costs (including the use of information, governance and decision-making processes)
- Planning and implementing organisation and workforce change programmes
- Scrutiny of workforce plans and workforce change programmes.

30. We have also referenced the Chartered Institute of Personnel and Development (CIPD) Guide to Workforce Planning Practice (May 2018), which sets out broad steps for workforce planning. It notes that workforce planning is not a prescriptive process, nor intended to be an exact science, but advocates a methodical approach. This aims to improve business performance and reduce organisational risk.

Figure 1 – CIPD Workforce Planning Model



Source: CIPD Workforce Planning Practice Guide (May 2018)

31. The guide usefully provides clarity on strategic and operational workforce planning:

> *Strategic workforce planning guarantees an alignment to an organisation's business strategy. It is a holistic approach to assessing and analysing the internal business drivers and goals, and external environment developments impacting upon your business. It primarily focuses on identifying critical job roles and families and the strategic capabilities required to meet future goals. It typically has a three to five-year forecast horizon. Effective and timely quantitative and qualitative data capture will inform potential future risks by predicting possible alternative futures. Actions can then be taken today to mitigate against future workforce risks.*
>
> *Operational workforce (and resource) planning has a much shorter forecast horizon, typically three to twelve months. The focus is more on identifying skill gaps, numbers of people required to satisfy more immediate needs and mechanical processes such as recruitment or training spend. It is a tool to manage business as usual.*

32. We have focused on strategic-level workforce planning in this report. However, we acknowledge the need for both a 'bottom-up' operational planning approach to meet short-term need, as well as a 'top-down' longer-term strategic approach in order to have a truly effective system of resource planning and deployment. HMICS considers that the application of a consistent set of design principles and parameters to both levels of planning is essential, while still allowing for clear delineation between strategic planning and operational service design.

Appropriateness

33. In this section of the review report, we assess the **appropriateness** of the approach taken to strategic workforce planning. We aim to: provide assurance that the approach taken is effective in terms of its basis, scope and implementation; and highlight learning from the first iteration of the SWP process to inform the forthcoming refresh of the plan and approach.

Awareness and understanding

34. We found good awareness that Police Scotland has had a first iteration three-year national SWP in place since January 2021. This has been largely built from the divisional plans of operational policing and all of those we spoke with were familiar with the approach that had been taken. In our interviews, we found clear organisational commitment to further development of both the SWP and supporting workforce planning processes.

35. There is good evidence that Police Scotland understands the majority of issues and improvement areas that must be addressed in the further development of the SWP. As we note in paragraph 13, the report by the Deputy Chief Officer (DCO) to the SPA People Committee on 28 February 2022, sets out a number of development areas for the SWP, including:

- **Alignment** – ensuring the plan is fully cognisant of organisational direction of travel at strategic level
- **Demand** – closer and ongoing working between Demand and SWP Units to use current and future demand data
- **Risk** – better use of organisational and strategic risk data as a core input at an early stage
- **Transformation capability** – use of benefits from the Police Scotland transformation programme and their deployment around future plans for transformation
- **Data confidence** – consider accessibility, quality and accuracy of resource information to enhance trust and consistent usage

- **Future modelling** – use of predictive analytics, futures analysis, horizon scanning, data science and scenario modelling
- **New resource bids** – ensuring 'business as usual' management of resources and integration with the SWP
- **Communication** – ensure full understanding of outcomes, terminology and tools
- **National workstreams** – closer alignment to SWP and realisation of any benefits.

36. HMICS concurs with these areas for development and our review has provided further learning points on these issues which can inform improvement planning. However, we also found a lack of awareness and inconsistent understanding of the concept of, and outcomes from, SWP. For example, the report states that the SWP will *'set out the vision for how we plan to provide policing services across Scotland for today and tomorrow'*. This is clearly the role of organisational strategy, and not that of SWP.

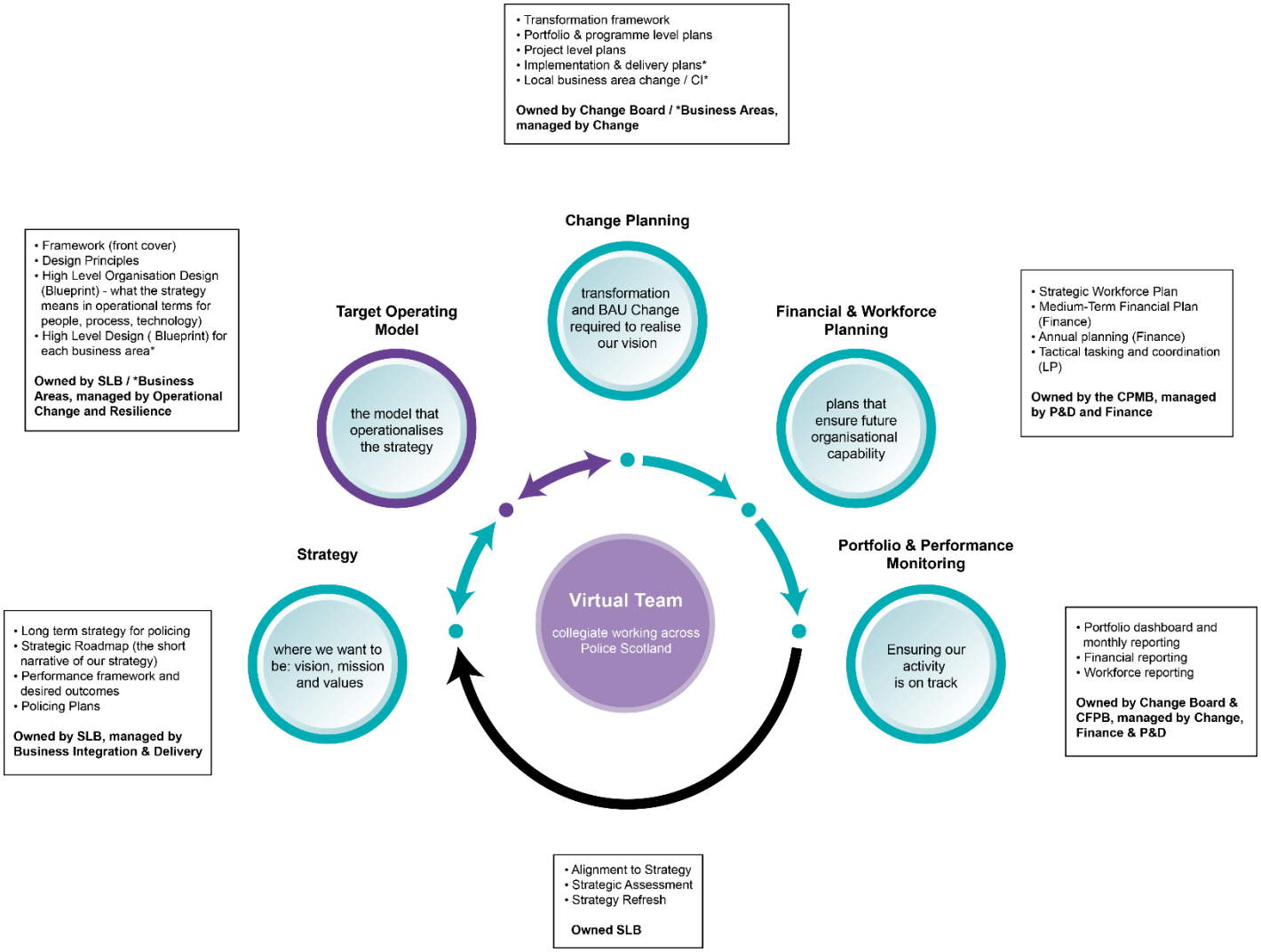
37. We identified interchangeable use of terminology and different interpretations of what purpose the SWP should serve. This highlights a more fundamental issue with communication and engagement, which emerged as a consistent theme in our review work and confirms Police Scotland's own assessment.

38. The SWP provides an overview of the strategy, design and planning cycle (see Figure 2), and the Joint Strategy for Policing. It also provides details of other enabling strategies and identifies some of the workforce implications of each. While these details are useful, they do not translate into a clear programme of change, or action to deliver these requirements at a national level.

39. Divisions were given guidance to support development of their local plans. This guidance required them to maintain the quality of service delivery in line with national and divisional priorities, and set workforce aims and objectives to assist in the delivery of the overarching strategic purpose, values and vision of the police service (i.e. the Joint Strategy). We found divisions appropriately referenced their Local Police Plans (LPPs), which should already align to the Annual Police Plan and Joint Strategy. However, any aims and objectives were relatively generic and not necessarily specific to delivery of strategic outcomes.

40. We found limited evidence to suggest that the current SWP has effectively supported the achievement of strategy and objectives, or ensures there is sufficient capacity and skills in place to deliver these. This confirms Police Scotland's own assessment of alignment and we consider this further in that section of this report.

Figure 2 - Strategy & Design Cycle

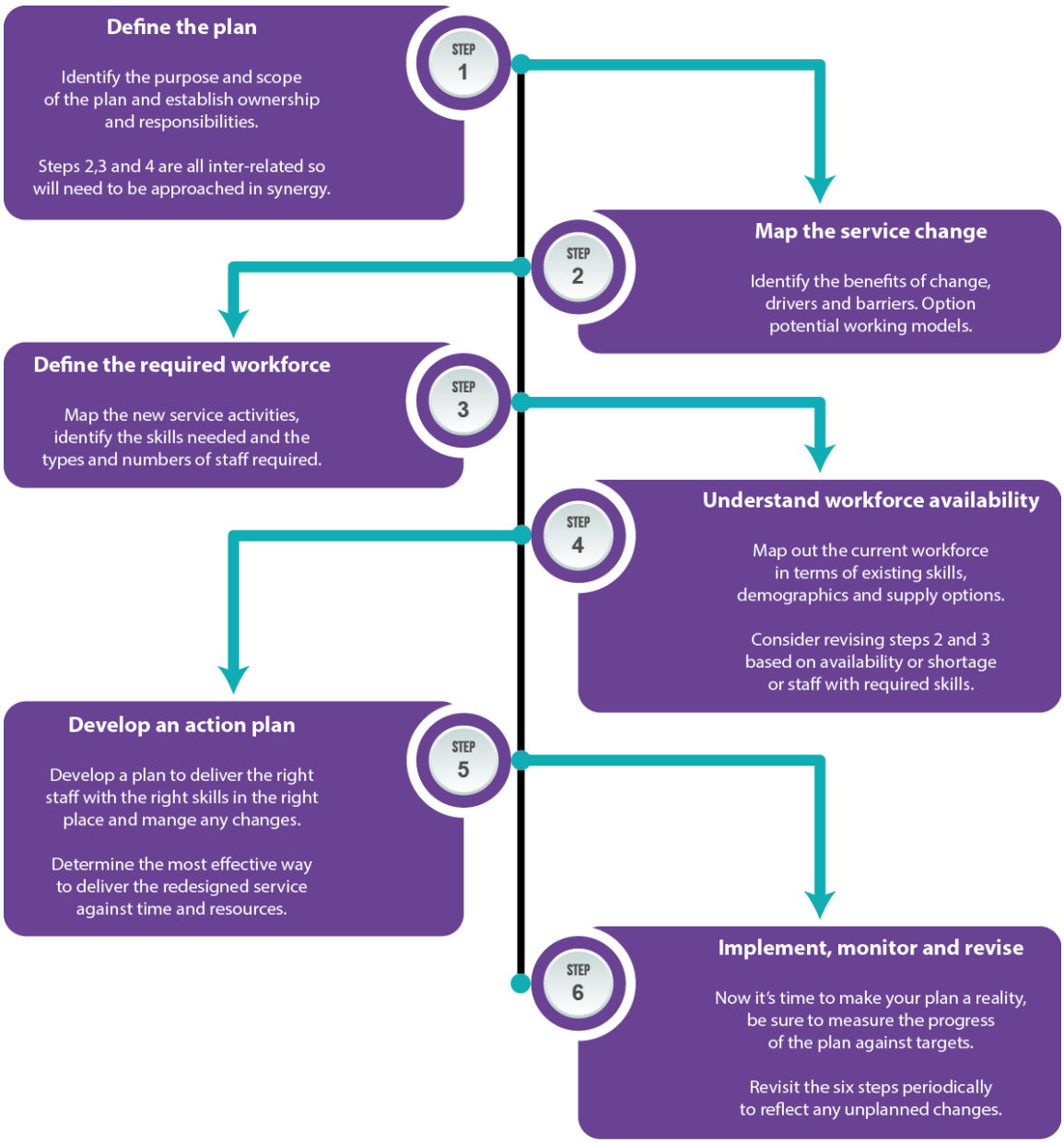


Source: Police Scotland Strategic Workforce Plan (Page 21)

Basis of the approach – methodology

41. Police Scotland adopted the proven six-step NHS workforce planning methodology.[11] This approach has been widely accepted as good practice, primarily as it is cited as such by Audit Scotland in its Scotland's Public Sector Workforce report of November 2013. Having had previous unsuccessful attempts at producing an SWP, and with time constraints on delivery, this methodology was adopted with limited benchmarking or options appraisal of other approaches, or opportunities for learning from other sectors.

Figure 3 - Six-Step Workforce Planning Methodology



Source: Police Scotland Strategic Workforce Plan (Page 8)

[11] The six steps methodology to integrated workforce planning (Skills for Health, 2008) is the workforce planning approach recommended by the then Scottish Government Health Department.

42. The methodology relies on building an organisational plan from those of individual services or functions. But is also reliant on the maturity of core elements of strategic governance and decision-making, and ensuring a complete understanding of the organisation and its environment (the initial step set out in the CIPD guidance). This includes a longer-term strategic vision for the organisation, high-quality complete datasets on resourcing and demand, and mature service and organisational design approaches. Given that some of these elements required further development, and that the methodology was not fully adapted to this organisational context, the approach taken had inherent risks that were not fully recognised at the time.

43. We have no specific criticism of the six-step methodology and agree with the internal audit finding that the approach adhered to good practice. We also fully recognise the Police Scotland willingness and commitment to adopting a proven methodology and delivering the associated product. However, without further development of the wider organisational requirements to implement a fully functioning system of workforce planning, repeating such an exercise again would result in the same shortcomings. Therefore, we strongly recommend a revised approach – one that is directly aligned to CIPD guidance (see paragraph 181).

44. We found a silo approach to the process of developing the SWP, with limited effective joint working with other key internal functions across the organisation (such as Strategy, Analysis, Change, Service Design and People Partner functions). The approach (taken by necessity due to timescale and COVID-19 constraints), relied on a strongly directive project-based methodology, which did not allow for the establishment of a multi-function team to lead development of the plan. This left most of the other functions feeling side-lined and uninvolved, when they had valuable skills and experience to give. HMICS considers that this considerably weakened the approach taken.

45. We also found there were significant limitations on effective engagement with those directly tasked with the development of divisional plans. We were told that training, guidance and support provided during the SWP development process was valued, but was deemed inadequate for the first outing of a new process. Again, there is no doubt that compressed timescales and the operational pressures of COVID-19 had an impact on the ability to meet stakeholder needs. However, the very small SWP function, and the limited workforce planning experience of People Partners (who provided divisional-level support), resulted in disparate and inconsistent approaches being taken at local level.

46. Police Scotland established project governance for the delivery of the first SWP in early 2020, in line with internal auditor recommendations. The terms of reference for the SWP Project Board included a clear remit to:

- provide unified direction and visible support to the development of the SWP;
- monitor progress of the SWP and give assurance that the products being developed were fit for purpose;
- ensure alignment to the emerging Police Scotland TOM;
- be the primary escalation and reporting route for any emerging risks, issues or dependencies requiring Board attention;
- resolve strategic and directional issues that needed the input and agreement of senior stakeholders to ensure progress was maintained;
- ensure enabling functions and contributors to the SWP were providing the necessary support and input (e.g. Finance, People & Development, Local Policing);
- ensure all regulatory and audit internal/external requirements were met; and
- act as the link between the project, the wider organisation and key decision-making groups.

47. The project had a clear vision statement, a Potential Project Assessment (both developed for a previous iteration of planning), project plan and risk register. A Strategic Oversight Board was also established to engage a wide range of stakeholders. In line with Police Scotland project governance requirements at the time, the project did not require to have a business case or project initiation document (PID). There are also no recorded minutes for the project. This makes it difficult to assess the effectiveness of project governance. We consider that the Project Board did not fully meet its terms of reference and that governance could have been more intrusive to ensure objectives were met.

48. The project plan for delivering the first iteration SWP involved 11 stages, which became the basis for reporting progress to the Project Board and the SPA Resources Committee. While we found no adverse comment on the structure of the plan, many of those we interviewed found the 6 steps and the 11 stages confusing.

Table 2 – SWP Project Stages

Stage(s)	
1	Risk Assessment
2	Prioritisation
3	Training
4	Drafting
5	Interrogation
6	First Level Approval
7	Timeline Generation
8	Second Level Approval
9	Scrutiny
10	Aggregation
11	Governance

49. An End Project report was also produced by the SWP team and considered at a Police Scotland Change Board in March 2021. We have identified that the lessons learned in the report do not reflect a full evaluation of project delivery, effectiveness of the methodology or the SWP product itself and most of those we interviewed were clear that they had no opportunity to provide feedback to contribute to such an assessment.

Scope of the model

50. As noted above, the initial SWP primarily relates to operational policing divisions. One of the issues raised with us was the omission of key areas from the SWP, including corporate functions, cyber, major restructuring reviews, succession planning, and lack of detail or linkages to skills development, recruitment and retention. In particular, our attention was drawn to the lack of foresight on the impact of future pension changes. (HMICS acknowledges that the timing of the Police Scotland Cyber Strategy (September 2020) and lack of detailed implementation planning (December 2021) at that time constrained inclusion of associated resource requirements.)

51. While no explicit rationale is given for the omission of corporate services as a divisional plan, the SWP provides an overview of the approach to the Transforming Corporate Support Services (TCSS) programme established in 2017. This programme of work was intended to invest in technology and changing ways of working to improve quality, consistency and efficiency of support services (Finance, People and Development, Fleet, Estates, Procurement and ICT). However, TCSS has now been superseded by a new programme: Enabling Policing for the Future (EPF).

52. The outline business case for this programme was discussed in private at the SPA Resources Committee in May 2022 and will build on the TCSS portfolio definition, target operating model, data, technology and digital capability elements, services catalogues and process taxonomies. EPF has taken lessons learned from TCSS and will take a service-led and technology-enabled, phased implementation approach over the longer term.

53. We found that the decision to omit corporate services was based on the fact that there was ongoing transformation of those services and no settled position on future state resource requirements. However, our interviews with operational divisions clearly demonstrated that this rationale was not fully accepted and that there was a clear preference to present a 'whole service' SWP. In particular, there was evident objection that a full picture of capacity generation could not be painted, i.e. that the requirement to generate capacity benefits focused solely on operational divisions, rather than taking a whole organisation view.

54. The EPF outline business case acknowledges that the current provision of corporate services is disjointed, inconsistent, expensive and difficult to access, and that significant modernisation of corporate support services is needed to achieve the outcomes of the Joint Strategy for Policing. HMICS considers that while the current delivery model for corporate services should be improved, this is not sufficient rationale for its omission from the SWP, as many other areas of operational policing are also under review.

55. Our review of the SWP and divisional plans also demonstrates a lack of overarching analysis of the impact of partnership working on the workforce (whether this relates to alternative delivery models, increased requirements due to vulnerability, co-location or demand shift). While there are mentions in individual plans of some of the impacts and requirements of partnership working, there is no cohesive approach set out for how it will influence future service delivery and, therefore, workforce requirements.

56. Similarly, we have identified significant constraint and inconsistencies in risk appetite across the divisional plans, resulting in different interpretations of priority and need for resourcing. This, along with individualised approaches to collecting and analysing evidence for plans, led to a high degree of inconsistency in approach, with differing levels of detail and evidence basis. We were also told that the initial guidance to avoid direct involvement of divisional commanders and a perception that divisional plans were to be developed in isolation from each other (primarily due to operational pressure from COVID-19) also led to highly disparate approaches within the organisation.

57. One of the key stages in the process of developing the SWP is gap analysis. This stage involves taking all of the divisional plans and assessing where gaps exist. We found very limited evidence of the approach taken in this stage and consider that the process was impacted by timescale pressures, inconsistency of divisional product, lack of detailed evidence and the missing strategic governance elements we have mentioned above (see paragraph 42). The importance of this stage, and the absence of involvement of other key functions across the organisation in contributing to the exercise, highlights an important area for development in the approach taken, which diluted the value of the initial SWP. We consider gap analysis further in the 'Next Steps' section of this report (see paragraph 203).

Area for development

Police Scotland should reconsider the requirements of the gap analysis element of workforce planning and revise its approach to involve other key functions.

58. A key expectation of the process of developing the SWP is the forecasting of resource requirements against future scenarios for the medium to longer term. Divisions were provided with template guidance to plan for:

- demand-based future scenarios according to their knowledge of present and past demand and population profiles, in conjunction with their commitments from the Joint Policing Strategy via LPPs
- what their backup and/or service risks would be in the event of no further funding from Scottish Government after the identification of the workforce required in their planned scenario.

59. These scenarios represent a demand-based projection and a budget-constrained projection. We found that divisional plans we examined did not fully reflect these scenarios. However, it was clear from interviewing divisional staff that they were constrained by insufficient guidance, data projections, expertise and support to develop such scenarios in isolation. We fully accept the time constraints at the time, but consider that this approach was under-developed, with unrealistic expectations of the divisions in this respect. Further work will be required to develop future scenarios at force-level to support this element of planning in the next iteration. We consider this in the section on Anticipation in this report.

Baseline and quality approach

60. Having a firm understanding of the current resource position (workforce numbers, costs and skills) is an essential element of workforce planning. Having confidence and trust in the quality and completeness of this data and its analysis is essential. We found that Police Scotland has considerably developed its management information reporting on its people resources, and the SWP includes extensive presentation of current workforce data (as of 31 March 2020). This is now supported by regular reporting to the SPA People Committee of the latest workforce position and the availability of dashboards at divisional level.

61. Police Scotland acknowledges that there are issues with completeness and quality of certain elements of its data. These include comprehensive data on demand, abstractions, skills and training. Police Scotland issued data packs to divisions to support the development of their plans. This data related to basic population breakdown (including Scottish Index of Multiple Deprivation data), abstractions and existing workforce profiles. Access to demand dashboards and ethnicity and diversity profiles was also available. However, we were told that the lack of a more comprehensive dataset to evidence resource requirements was a major constraint and prompted intensive efforts locally to source suitable data.

62. Divisions were told to fully evidence their projected requirements and identify any gaps in draft plans. However, where gaps were identified or professional judgement was used to estimate requirements, this was rigorously challenged in feedback on draft plans. Divisions acknowledged the need for a strong evidence base, but felt this was an unhelpful approach, and we saw evidence of the feedback being routinely ignored in finalised plans.

63. Police Scotland has stated that demand information has matured considerably since the initial SWP was developed. HMICS acknowledges that demand datasets and dashboards have expanded since the initial SWP was developed, including in areas such as vulnerable persons, missing persons and spatial data. A new Demand Baseline product is also currently in development. The data repository will also be extended to include SCOPE[12] and STORM[13] data.

64. However, we consider that there is still much work to be done across all service areas and there remains a general lack of concrete data on demand shift, failure demand and unmet demand. We do acknowledge that demand information has continued to develop over the past year (since our Demand Assurance Review in June 2021), but this has been constrained by limitations on the capacity of the DPU. HMICS considers that it has not developed to the extent that it will fundamentally influence workforce planning across the board in the next iteration of the SWP.

[12] SCOPE – Human Resources system.
[13] STORM – Incident recording system.

65. We also found a lack of performance, qualitative and costing information in the SWP and divisional plans. Police Scotland does not currently have a clear assessment of the data gaps and quality issues associated with the needs of SWP and therefore no data improvement plan exists. While wider organisational work is ongoing (Data Drives Digital programme)[14] regarding data governance and quality improvement, we consider that this does not negate the requirement for services to build their own improvement plans. There remain fundamental issues with resource data availability and quality that need addressing across the force in a systematic way.

Area for development

Police Scotland should develop an improvement plan to address data availability and quality in its people datasets.

Leadership and governance

66. As noted above, we identified governance shortcomings at Project Board level in delivering the SWP. The project closure report in January 2021 does not evaluate the delivery of the Board remit and, more importantly, does not address the transfer to business as usual governance of the national workstreams and workforce planning processes.

67. CIPD guidance is clear that the strategic workforce planning process should be driven at senior level, where the agenda for workforce change should be set. This requires the Force Executive to clearly communicate objectives and responsibilities for workforce planning. We recommend that this includes clarity on design principles and parameters to inform the future design of policing services in line with strategic direction and future vision for the force.

[14] Data Drives Digital programme is made up of a number of projects to deliver a TOM for the Chief Data Officer, Force-wide Analytics solution, GDPR and Master Data Management (MDM).

68. Stage 8 (Second line approval) and Stage 9 (Scrutiny) of project delivery (see Table 2) were the key process steps for Executive involvement and sign-off. These stages were described as limited and challenging, due to the extent of information to be reviewed and timescales involved. In particular, our evidence showed that the Scrutiny Panel process involving the Police Scotland Executive was not sufficiently well-defined or followed, with a number of differing expectations and experiences of the process and outcomes. We consider that there was considerable dependency placed on this panel to resolve prioritisation and risk appetite variances, as well as overlaying the Joint Strategy on individual plans to create a more cohesive overall plan.

69. We identified that the feedback from analysis of draft plans to the Scrutiny Panel from the SWP team appeared to steer them away from providing more 'top-down' strategic direction. We also found the level of prior scrutiny applied by Assistant Chief Constables (Stage 8) was limited by the time available and the volume of information presented.

70. We have not seen evidence of the expected level of clarity and consensus that was signalled as the expected outcome from the Scrutiny Panel. We therefore recommend that Police Scotland should better design the level of engagement and involvement of senior officers as part of the refresh process, in order to clearly communicate responsibilities for workforce planning and associated decision-making.

Recommendation 2

Police Scotland should redesign its workforce planning approach requiring a set of design principles and parameters to facilitate meaningful involvement of senior staff to deliver a consistent design and planning approach.

71. The roles of key senior governance forums, including the Demand, Design & Resources Board (DDRB) and Organisational Design & Delivery Group (ODDG), and their effectiveness to date are considered later in this report (see section on Application).

Outcomes and benefits

72. The project closure report considered in March 2021 provides some narrative on the benefits of delivering the SWP. These include:

- Providing a robust evidence base to inform future workforce changes, while not delivering the changes itself
- Allowing this evidence base to withstand internal and external scrutiny and support transformation of the service
- Supporting a greater understanding of workforce demands on Police Scotland and addressing them in a sustainable manner
- Helping drive changes to the organisational structure to produce a more effective service and translating the various force strategies into action
- Setting the scene for wider conversations with the Scottish Government on funding and scope of policing services
- Ongoing national projects and their outputs in terms of workforce benefits.

73. We agree with the general assertion that the SWP itself does not deliver tangible benefits in the form of productivity or capacity benefits. These should be delivered through an associated programme of change activity. Similarly, we agree that the plan itself should not deliver the workforce change required. However, we are clear that it should set the high-level requirements for change and improvement delivery plans.

74. We found that most of the eight national workstreams identified within the SWP have a lack of detailed delivery plans, outputs, benefits and oversight. Most were identified to us as tactical approaches to operational resource deployment issues, not constituting the expected strategic-level actions from such a plan. We consider delivery of the national workstreams and any associated benefits later in this report (see paragraph 112 and Appendix 2).

75. Currently, the main approach to meeting the requirements of new resourcing bids, is to await the delivery of benefits from the change portfolio such as efficiency gains or posts being freed up elsewhere in the organisation. We have found that this approach has not worked effectively to date. In our own assurance work on these benefits, we were satisfied that Police Scotland had achieved capacity and productivity gains; however, the accurate quantification or re-allocation of those resources had proved difficult to confirm. Although benefits have definitely been achieved, there is very limited evidence of these meeting new resourcing bids. HMICS considers that continuing this approach to benefits realisation is not a sustainable position.

76. While we support the approach in principle and agree it should remain as a key part of workforce planning, this needs to be complemented by much wider activity. This should include reducing and managing overall demand, setting and monitoring service level standards, and deeper understanding of resource availability and flexibility. As part of this revised approach, HMICS considers that the SPA and Police Scotland should further develop the approach to benefits definition, management and reporting in relation to their realisation and re-allocation.

Area for development

The SPA and Police Scotland should further develop the approach to benefits definition, management and reporting, in order to evidence their realisation and re-allocation.

Alignment

77. In this section of the review report, we assess the **alignment** of the strategic workforce planning approach with the overall strategic framework and governance: including links with the Strategic Policing Plan (Joint Strategy), TOM, demand management and analysis, and the transformation portfolio.

Strategic planning

78. Both CIPD and Audit Scotland guidance is clear: an SWP should align to and support the delivery of the organisation's strategic and corporate objectives. We found that the current SWP demonstrates only limited alignment to support these (see paragraph 40).

79. The three-year Joint Strategy for Policing (April 2020) provides clarity on a set of five strategic outcomes and supporting objectives for the force. We state above that the SWP provides an overview of the strategy, design and planning cycle (see Figure 2), and the Joint Strategy for Policing. However, translating these high-level outcomes and objectives into a set of clear future workforce requirements remains outstanding.

80. In their recent Audit of Strategic Planning (March 2022), internal auditors noted that SPA and Police Scotland have made considerable progress in developing and refining their approach to strategic planning since the publication of the previous Policing 2026 Strategy in 2017. However, they also observed a lack of clarity as to how strategies are then translated into practical operational delivery plans. This issue is core to the lack of clarity on assessing workforce impact and defining future requirements. Implementation planning should form part of the strategic planning process, alongside full impact assessment, allowing more detailed analysis of future structural, capacity and capability requirements.

81. We therefore found limited evidence to suggest that the current plan has effectively supported the achievement of strategy and objectives, or ensures there is sufficient capacity and skills in place to deliver these. This confirms Police Scotland's own assessment (to the People SPA Committee in February 2022) about ensuring better alignment to the desired future state of 'how we police'.

People Strategy

82. We found that the initial approaches to development of an SWP were predominantly viewed within Police Scotland as an issue owned by the People and Development service. We were told that that the process of developing the first iteration SWP has had the benefit of wider acceptance that this is an organisational issue. However, we found it remained that the ownership of the People Strategy was believed to solely lie with People and Development. We consider this is a risk and that wider ownership and involvement is required.

83. At present the People Strategy 2018-21 has expired and is overdue for replacement. Police Scotland has decided to prioritise the development of an Equality, Diversity and Inclusion Strategy before developing a new People Strategy for 2023.

84. The recent 2018-2021 People Strategy Implementation Evaluation Report (SPA People Committee - June 2022) highlighted a number of alignment issues. Police Scotland intends to address these issues in the refresh of the Joint Strategy and People Strategy.

85. Although the current Police Scotland strategic planning framework sets out the purpose of the People Strategy and SWP, when we asked about the relative roles and linkages between the People Strategy and the SWP, we identified that there was very little clarity on this. We heard many differing interpretations, with some questioning whether a single workforce strategy would be preferable. Some felt that the People Strategy should provide the 'big picture', focusing on culture and behaviours, with the SWP and other frameworks or plans setting out how this will be delivered.

86. These diverse views confirm our earlier point regarding a lack of understanding and alignment between strategy and planning in this area. HMICS considers that Police Scotland should define the purpose and inter-relationships between any new People Strategy (or equivalent) and supporting implementation frameworks, policies or plans (including the SWP, training and development, recruitment and retention, equality and diversity etc.).

Area for development

Police Scotland should define the purpose of the new People Strategy (or equivalent) and its relationship to supporting implementation frameworks, policies or plans (including the SWP, training and development, recruitment and retention, equality and diversity strategies etc.).

Other strategies

87. As we note at paragraph 5, Audit Scotland has consistently set out the need for a linked set of resource strategies including finance, estates, fleet, workforce, procurement and ICT. With the production of the SWP, a complete set of resource strategies/plans is now in place, albeit that planning cycles are not yet fully aligned.

88. In terms of workforce planning, we found a lack of explicit linkage between these strategies, with a limited set of workforce assumptions, based on pay costs and officer numbers. This presents Police Scotland with an opportunity to better align its planning cycle across these strategies and further develop a common set of planning scenarios and assumptions. This could consider the same planning horizon (e.g. three or five years), but may not necessarily require that all strategies have the same landing date, as there are clear interdependencies − e.g. estate needs are dependent on operational strategies, delivery structures and workforce requirements.

89. Local policing divisions also emphasised the need to link to the local planning cycle. They highlighted the need to conduct local environmental and threat analysis in order to produce LPPs and contribute to Local Outcome Improvement Plans (LOIPs). The additional requirement to conduct such analysis again, in order to produce local workforce plans, was viewed as duplicative and unhelpful. However, they felt this was a typical force approach, where they often have to provide similar information, in slightly different formats, to meet corporate planning requirements. Divisions felt they would benefit from a clearer timetable/expectation and alignment across planning cycles and processes in general.

Alignment to risk

90. The national Strategic Threat and Risk Assessment (STRA) is a comprehensive, risk-based assessment of operational policing issues, combined with strategic environmental analysis, and an organisational assessment of the approach, capability and capacity to support the delivery of policing services. The STRA includes consideration of the full range of government policy and strategy as they relate to policing, for example, Scottish Government National Outcomes and the UK Defence Strategy.

91. The STRA underpins and informs the Joint Strategy and supports the alignment of other strategies and plans, giving a consistent contextual analysis on which to base service delivery and prioritisation. Police Scotland is currently revising its STRA to support the development of a new Joint Strategy for 2023-26. It is therefore essential that the timing of any SWP refresh or revision is aligned to the production of the new STRA. The development of the new STRA is being led by the Analysis and Performance Unit (APU), the Strategy, Insights and Engagement team and the DPU, which further emphasises the need for their direct involvement in the development of the SWP. This was one of the lessons identified in the SWP End Project report.

92. The SWP references a number of strategic and organisational risks which have a link to workforce planning. However, there is no explicit linkage between the mitigation plans to address these risks and the delivery plans for the SWP. HMICS considers that such risks must be embedded within the planning approach and any mitigations be part of delivery plans at strategic or operational level. In his report to the SPA People Committee in February 2022, the DCO states that *'risk data has to be a core input at an early stage of the refresh process*'. We agree with this, but consider that more detail is required on how Police Scotland will further develop its approach. Differentiation between identified workforce risks which require mitigation and potential future workforce risks identified as part of horizon scanning and scenario planning should be considered.

Area for development

Police Scotland should consider how it integrates risk identification and management into its next iteration of workforce planning.

Target operating model

93. In our Assurance Review of Demand Management and Analysis (June 2021), we found a lack of clarity in Police Scotland regarding the purpose and status of the TOM. At that point it remained unclear how demand information or analysis products were being meaningfully used in the development or revision of the TOM. For the most part, that finding remains the case now.

94. In the case of SWP, we found that many now perceive the lack of a TOM as the core issue preventing the production of a quality complete product. In our review we have identified a much wider range of issues with the first iteration of the SWP. However we do acknowledge a gap in this area.

95. There remain different interpretations within Police Scotland as to whether a TOM actually exists for the organisation and what work is required to put one in place. We identified strong challenge in some local workforce plans that − without a TOM and clarity on what Police Scotland as an organisation should be delivering and to what standard − there cannot be clarity on the required level of resource. Providing this clarity is a priority in a complex landscape of competing priorities and challenges.

96. We did find evidence of the development of an overarching prototype TOM and an indicative timeline which has yet to be fully populated with detail. Updates to DDRB demonstrate development of an Executive Operating Model Map, example operating model maps in development, TOM design principles and how change and design activity maps to areas of high demand. As with our demand review, we also found evidence of a well-developed service design methodology, with models and capability maps at varying levels of completion across the organisation. This work was well received in the functions where the service design team have contributed to review work and supported the development of new 'bottom up' target operating models. However, most of those we spoke to felt this work lacked wider transparency in the organisation, with many unaware of it and frustrated with a lack of overall progress.

97. While we support this development work, we also saw a lack of senior leadership decision-making, direction and ownership of the role, benefits and dependencies surrounding it. Responsibility for populating the TOM lies with the organisation (specifying 'top-down' future direction and 'bottom-up' demand requirements). However, ownership of the TOM lies with the Service Design function, who should facilitate its development and maintenance. Overall, Police Scotland has not progressed sufficiently in this area and HMICS considers it is now imperative to more widely communicate, deliver and populate the model.

98. We therefore recommend that Police Scotland should establish a clear model and plan for producing a TOM. This will require clarity on consistent design principles and parameters, with a focus on how it will support the delivery of strategic outcomes and objectives, and address strategic risks. The Model should demonstrate how it will inform major restructuring reviews and service design activities.

Recommendation 3

Police Scotland should establish a clear model and plan for producing a Target Operating Model and set out a route map for its delivery through business planning and change activity.

Demand Analysis and Management

99. Demand information should be used to support decision-making to inform any change in skills mix, and to increase or reduce officer and staff numbers to maintain the required level of operational policing capacity. The force should have a clear view of the demand and capacity imbalance at an organisational level.

100. In our demand review, we found that DPU products were used by most divisions in the development of their local workforce plans and it was anticipated that the DPU demand data would be used by divisions in their quarterly reporting to the SPA on workforce plan implementation. We also recommended that further development of the strategic workforce planning process was required to more effectively set out how it will continue to be informed by demand analysis, respond to changing requirements, and provide more detail on how the gap between demand and resourcing will be addressed. HMICS considers that this recommendation still stands.

101. We have already stated that there are fundamental issues with progressing the development of demand management and analysis (see paragraph 64) and that progress has been insufficient to further influence the quality of workforce planning as yet. We have undertaken an assessment of the overall progress on the recommendations we made in 2021 (see Appendix 1) and this has further confirmed that additional work is still required.

Performance framework

102. HMICS expects that the outcomes from the SWP, and associated change activity, are reflected in performance reporting, providing transparency over the impact of workforce change. Regular people-based management information reporting to the SPA People Committee provides baseline and trend data with identification of key insights. It does not, however, identify what change or improvement actions will be taken to address any issues. This does not constitute performance reporting and does not provide the SPA with the ability to track the delivery of workforce change.

103. In our demand review, we identified an issue with lack of alignment to performance or quality standards. This essentially related to the lack of performance standards for service delivery as, ultimately, all demand can be met, but to a poor level of service. Without being able to assess that services can deliver to a pre-defined or agreed standard or public confidence/satisfaction measure, the organisation cannot plan for the required level of resource.

104. HMICS acknowledges that previous approaches to performance management in policing have left a reluctance to adopt a fully target-driven KPI-based approach. However, the continued absence of service level standards which can be used, even internally, to design service delivery structures or assess the impact of workforce change, means that alignment with workforce planning is weakened.

Area for development

Police Scotland should undertake to develop specific service level standards which will facilitate the link between demand and resource requirements.

Application

105. In this section of our review report, we assess the **application** of the SWP in terms of how it is applied in the ongoing planning for and management of the workforce in Police Scotland. This includes how the SWP is used to support business-as-usual strategic tasking and co-ordination and resource planning. We aim to provide assurance that the approach is effective in terms of its ongoing use at strategic level within the force.

Delivering the workforce plan

106. We have noted previously that the SWP itself does not deliver the entirety of workforce change, but should set out the requirements and roadmap for the change required. We also note that one of the weaknesses in project delivery was the lack of development of business-as-usual processes to implement workforce planning.

107. Police Scotland has put in place two key forums to support workforce planning and its interfaces with demand management, performance and change. These are the DDRB and ODDG. These forums were established in late 2020, but have taken time to mature their terms of reference and supporting processes and therefore have had limited impact to date on decision-making other than to prioritise outstanding resource bids. Governance on resource bidding is considered complex and bureaucratic by operational policing and has had limited impact on delivery of the SWP.

Table 3 – Group purpose

DDRB

- Core Strategic Board (Chaired by Chief Constable, setting and implementing strategy for the entire organisation and recognised as one of three principal decision making forums in the force, the others being the Strategic Leadership Board (SLB) and Strategic Organisational Performance Board (SOPB)).

- Purpose is to enable Police Scotland to strategically (re)align resources and develop capabilities to address threat, risk and demand in the short, medium and long term and progress from its current operating model to its Target Operating Model (TOM).

ODDG

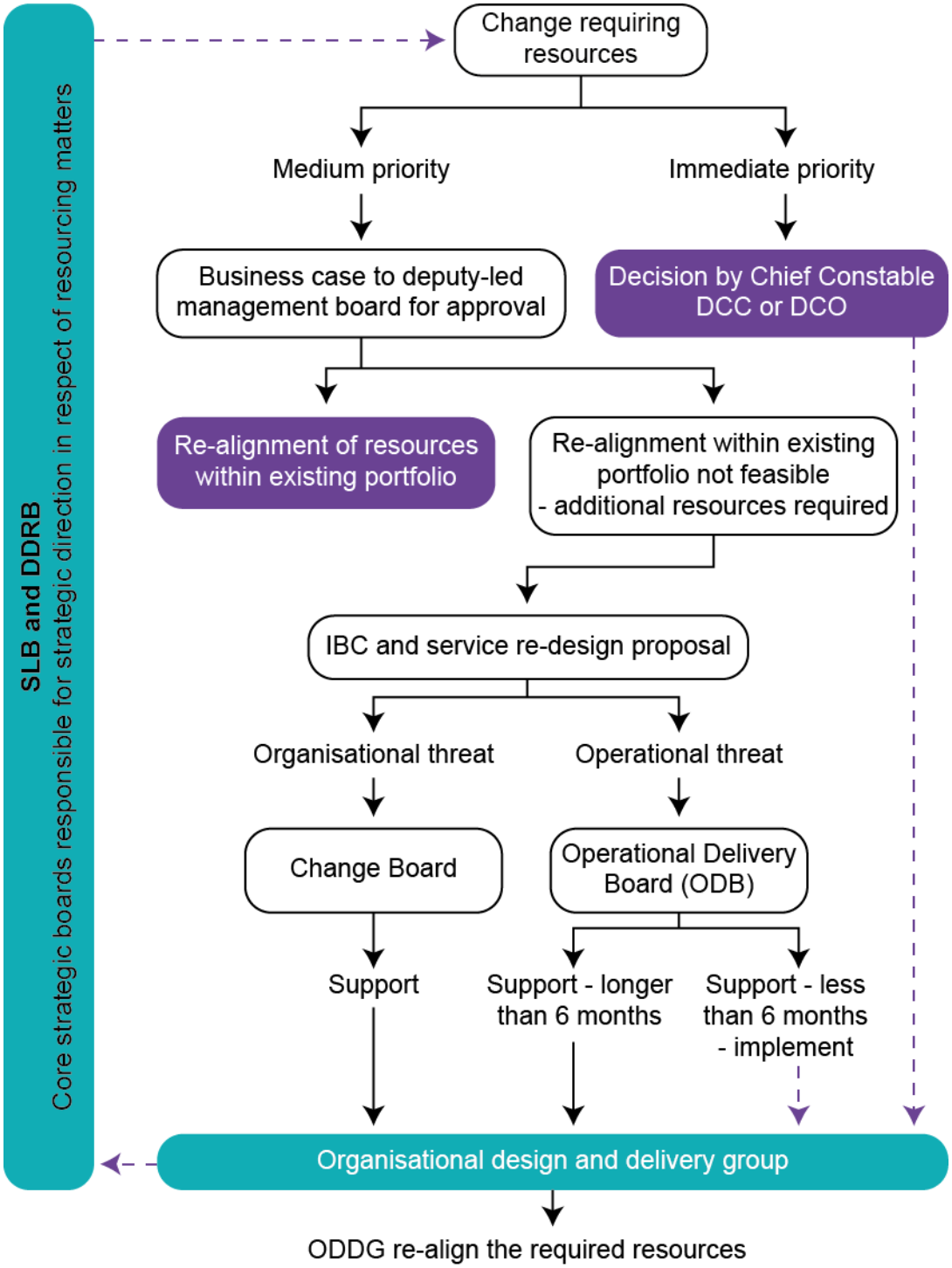
- Primary Board (Chaired by the DCO, sets and implements strategy for the entire organisation in respect of resource governance. Whilst being a decision-making forum for certain matters of key strategic importance, decisions will be remitted to a Core Strategic Board).

- Purpose is to oversee and manage resource governance and make appropriate recommendations to DDRB.

Source: Police Scotland Corporate Governance Framework (August 2021) and latest Terms of Reference of ODDG.

108. Resource bids relating to areas that were not included in the current SWP immediately emerged after its approval. These included areas such as cyber, public protection and local policing, which have since been prioritised, along with training. Police Scotland now has an outstanding list of resource bids in excess of £40m. Although an allocation of £3m from the budget provided an opportunity to allocate some funding to these bids, we found it is a process many divisions find frustrating and, from which, some have disengaged. Most divisions presumed that their local workforce plans constituted submissions for changes to their establishment and have found the new bidding process cumbersome and unhelpful, with limited feedback or likelihood of success.

Figure 4 - Resource Request Submission Process



Source: Police Scotland Corporate Governance Framework (August 2021)

109. We observed a number of business cases being considered through standard internal and SPA governance, which − although approved in principle − have no identified funding source. These business cases are essentially considered as resource bids, which await funding realised from transformation capacity benefits generated elsewhere with limited definition of when or how they will be delivered for re-allocation.

110. A new Resource Prioritisation Group (RPG) has been formed and began meeting in April 2022. It is a sub-group of ODDG supporting the ODDG's work in assessing and prioritising bids, ensuring pipelines are in place and addressing wider issues where appropriate. We are also aware that Operation Loch has recently been established by the DCO, with supporting governance to address the impact of pension changes and early retirement of officers. This work will transfer ownership to the Deputy Chief Constable (Local Policing) and Deputy Chief Constable (Crime and Operational Support) under a sub group of the Operational Delivery Board (ODB).[15] The DCO will also set up a short-life working group (SLWG) to co-ordinate and manage wider people and workforce-related challenges. We believe there is a considerable risk of over-governance and duplication, with new groups being set up to support specific issues, but a lack of clarity as to where decisions will be made and who is responsible.

111. We are aware that Police Scotland is reviewing the terms of reference and governance pathways for SWP as well as considering the wider governance landscape. Good practice suggests that, in order to deliver the SWP, the organisation should be monitoring clear objectives for what it is trying to achieve. We found that Police Scotland has not been able to do this, either in terms of clarity of objectives or fulfilling an effective monitoring role. We recommend that a clear set of decision-making and monitoring processes be put in place as part of the refresh process.

Recommendation 4

The SPA and Police Scotland should review governance arrangements and processes, and clearly define how workforce planning decisions will be made and who will oversee their implementation.

[15] The Operational Delivery Board (ODB) constitutes the national operational tasking and co-ordinating forum for the force and is joint-chaired by the DCC (Local Policing) and DCC (Crime and Operational Support).

National workstreams

112. The SWP establishes eight workstreams:

- Remote and Rural Recruitment and Retention
- Rank Ratio
- Modified Duties (complete)
- Operational Base Levels (OBLs)
- Workforce/Skills Mix
- Staff Availability - Flexibility of Terms and Conditions (complete)
- Annual Leave (complete)
- Shift Patterns Review (complete)

113. While the areas identified constitute key issues impacting on HR policy and operational resource planning, the majority of these national workstreams do not constitute strategic workforce actions for Police Scotland.

114. We found oversight of the established eight national workstreams to be weak: ownership of the workstreams was not immediately established and the SWP team was clear it would not have ownership or direct involvement in the workstreams, indicating that the Change function would monitor their delivery as part of the overall transformation programme. However, the Change function told us this was not agreed with them and that the workstreams were not part of its portfolio.

115. There have been three biannual updates on the SWP reported to the SPA, which have provided narrative updates on the workstreams. These have, until recently, provided limited detail on project plans, delivery timescales or expected outcomes. A number of workstreams have also been designated as completed with no formal end project evaluation or reporting, or clear indication of how they have transitioned to business-as-usual monitoring.

116. Only the Remote and Rural Recruitment and Retention workstream has reported terms of reference for a SLWG in November 2021 to the SPA People Committee as part of the biannual SWP update report.

117. Of particular concern is the original assertion that these workstreams would generate capacity, which could then potentially be redeployed. We found there have been no specific baselines or measures established in order to quantify such benefits and that it was unlikely that the workstreams would have achieved such explicit capacity release, other than general improvements in operational resource planning.

118. Appendix B provides an overview of the current status of the workstreams and confirms this lack of transparency, or tangible benefits. Changes to resource governance are now being considered to address any previous shortcomings. Further consideration of the actions set out against each division in the SWP is given in terms of local divisional impact below.

119. We found that the approach to identification, support and delivery of the national workstreams has not been strategic and, for the most part, focuses on HR policy and operational resource planning issues. The exception to this is the skills mix workstream, which has yet to conclude. We therefore consider that the remaining open workstreams should be consolidated into a supporting business-as-usual programme. This should maintain focus on key issues, while allowing other more strategic workstreams to be developed.

Area for development

Police Scotland should consolidate current national workstreams, with clear milestones and timelines, to address operational policy and practice issues which are monitored and supported by the SWP Unit.

SPA oversight

120. The SPA and Board members have a key role in monitoring overall progress of workforce planning. To effectively monitor progress against the workforce plan, the Board needs information on changes in the overall shape and size of the workforce, an understanding of the causes of any change, and costs and savings associated to ensure expected outcomes are delivered.

121. Based on our observations, the SPA People Committee has exerted improving levels of scrutiny on people-based management information and its analysis. However, using the now extensive information provided, Board members have consistently highlighted a lack of clarity on the actions to be taken by Police Scotland to address the workforce issues identified. With over 50 pages of detailed management reporting, we observed that scrutiny therefore often focuses at an operational rather than strategic level. A shorter escalation report would be of more benefit, with clearly set out measurable actions that can then be monitored for progress.

122. Similarly, we found that current reporting to the SPA does not provide adequate evidence of progress against a roadmap of planned workforce change. As we note above biannual reporting on national workstreams has lacked detail and measurable outcomes and does not monitor against strategic outcomes or objectives.

123. The SPA approach to change governance was revised to ensure that all Committees have suitable oversight of change activity. As part of this approach, the People Committee was to conduct joint meetings with the Resources Committee to ensure oversight over the workforce impact of new business cases (and support its monitoring role over the planned changes to the shape of the workforce). This has yet to take place and, currently, the Committee does not have a clear picture of the workforce impact of the transformation portfolio and major restructuring reviews.

Area for development

The SPA and Police Scotland should review their use of the available people information to develop a more focused escalation report with required actions identified.

Delivering workforce change

124. In terms of delivery of the SWP, there should be a clearly set out transformation programme that will deliver the required workforce changes. We believe that the current portfolio does not reflect specific delivery of workforce change as set out in the SWP, with very few, if any, specific linkages. While the SWP itself mentions a variety of different programmes and projects, there is no analysis of the combined impact on the workforce and expected requirements or outcomes.

125. The current portfolio is regularly reviewed and faces a number of challenges post-COVID-19, not least the availability of programme/project resources. It currently features (as reported to the SPA Audit, Risk and Assurance Committee in May 2022) 13 programmes and 41 projects at varying stages of delivery.

126. HMICS considers that all programmes and projects will have workforce implications. Some of the impact will be direct, such as structural and process change, some will be the result of new technology being implemented, resulting in increased efficiency (or requiring training), and others will be about new ways of working. However, the combined impact of these changes and their interdependencies remain unclear. Rather than a clear roadmap for delivery of the Joint Strategy, they reflect a series of activity predominantly focused on technology, rather than systematically considering delivery structures and delivering the supporting capability and capacity required to meet future challenges.

127. HMICS does not dispute the pressure associated with delivering the DDICT strategy (after historic failures), nor the need to ensure that the force has national information systems and data that are fit for purpose. The need to replace legacy force information systems should remain a priority for the force. However, there is a clear need to balance the portfolio across a range of activity and, in particular, between enabling programmes and those that focus on the redesign of operational policing. We consider that the omission of major restructuring reviews such as the Intelligence Policing Programme (IPP) and the Public Protection Development Programme, which will result in significant workforce change, has resulted in a lack of transparency and contributed to an imbalance in the portfolio. Although these programmes may have been progressing through 'discovery' phases prior to developing full business cases and into programme delivery, they still need to be captured as part of the overall portfolio.

128. Although the portfolio is subject to regular review and re-prioritisation, this remains an issue of contention. There is clearly a limit to the capacity of the organisation in terms of delivering, managing and realising change. We heard a number of opposing views regarding the future shape and size of the portfolio. Many felt that a cap should be placed on the portfolio, specifically in terms of the resources required (both from the Change function and operational support). Similarly, there was a view that programmes and projects should not be allowed to initiate unless resources can be secured.

129. We found the issue of balance between corporate and operational programmes, and the lack of a clear roadmap toward delivery of the Joint Strategy, TOM and other key strategies and plans was an ongoing source of frustration for many. HMICS considers it is for the SPA and Police Scotland to address these perceptions directly and as part of the development of a new five-year Business Plan, consider the linkages with portfolio delivery.

Area for development

When developing a delivery programme for workforce change, Police Scotland should review the overall transformation portfolio to ensure appropriate prioritisation and alignment.

Workforce change

130. There should be a transparent process for the evaluation of options for workforce change. This should include working closely with staff associations and unions to deliver change, removing barriers and ensuring that the health and wellbeing of the workforce is supported effectively.

131. Although there are key forums (e.g. the Joint Negotiating and Consultation Committee (JNCC) and the Police Negotiating Board (PNB)), in place for engagement with staff associations and unions, we found there has been a lack of ongoing dialogue with each group about SWP, or these forums being used to any great effect. Although involved in the SWP Strategic Oversight Board, staff associations and unions felt they had little influence over the methodology and development of the SWP and, in particular, were concerned that − at final draft stage − they had very limited time to provide comment. They felt their comments on the plans were ignored and that subsequent attempts to engage them in business as usual governance have had limited impact.

132. One of the lessons identified in the SWP End Project report was that non-statutory staff associations, particularly in terms of diversity, should be engaged earlier in the development process. As with our general concerns regarding stakeholder engagement and involvement, HMICS considers there is considerable ground to be made in a refreshed approach. In particular, workstreams such as Workforce/Skills Mix require a differentiated approach where different views can be expressed and evaluated against the strategic aims of the force.

Area for development

Police Scotland should develop a comprehensive approach to SWP stakeholder engagement, involvement and communication, ensuring that staff associations and unions are able to engage on both group and individual bases.

Organisational design and service design

133. We found that Police Scotland remains unclear on the relative roles and functions of organisational design and service design (see our definitions below). The terms were used interchangeably among many we spoke to and there were clear differences in interpreting their relationships and where there are potential weaknesses in the overall approach.

134. We were told that recently the People Partnering function within People and Development had taken on the role of organisational design. However, we could not identify any definition, additional resource, training or delivery approach for this.

135. In our demand review of 2021, we were unable to evidence clearly established organisational design functionality within People and Development structures. We considered that such a function − with appropriate expertise and systematic structures to support planning for and implementation of organisational change − was essential to the effectiveness of workforce planning. We therefore made a recommendation that a transparent process for the provision of organisational design support be implemented (see Recommendation 7 in Appendix 1). We do not consider that this recommendation has been sufficiently progressed.

136. Service design staff have been in place for some years (with the function being formally established for a year) and, as we note in paragraph 96, has been developing its approach and undertaking 'bottom-up' operating model design work. The function has adopted the Scottish Approach to Service Design.

137. In terms of definitions, there are numerous versions, often overlapping and confusing the relative roles. We sought further clarity through our research and benchmarking and suggest the following:

Organisational design

Is the review of what an organisation wants and needs in terms of its people resources and their lived experiences. It supports forward planning and implementation of the people aspects of a TOM. This includes designing a 'people model', which includes the organisation of the people, organisational layers, structure, spans of control, capabilities, development of policy, job design etc.

Service design

Is the activity of improving both the user/citizen and employee experience through the planning and organisation of the business's people, assets or infrastructure, and processes. It will inform changes to existing services or design new ones, with and for the user and the employee, and will contribute to the development of TOMs, with input from business owners, technology and people leads.

138. HMICS considers that both functions are essential to effective workforce planning and that a silo approach cannot be sustained. As with our comments above, regarding a multi-disciplinary collaborative approach, we consider that Police Scotland must address how these functions work together and whether they have the capacity to provide the most effective support to the organisation. Both functions have obvious links to the SWP, Public Contact and Engagement Strategy and wider insight and research work, all of which sit within the Strategy function.

139. HMICS considers that the implementation of a consistent set of design principles and parameters across all these areas, and the re-establishment of Design Authority governance, are essential in ensuring a whole systems approach is taken.

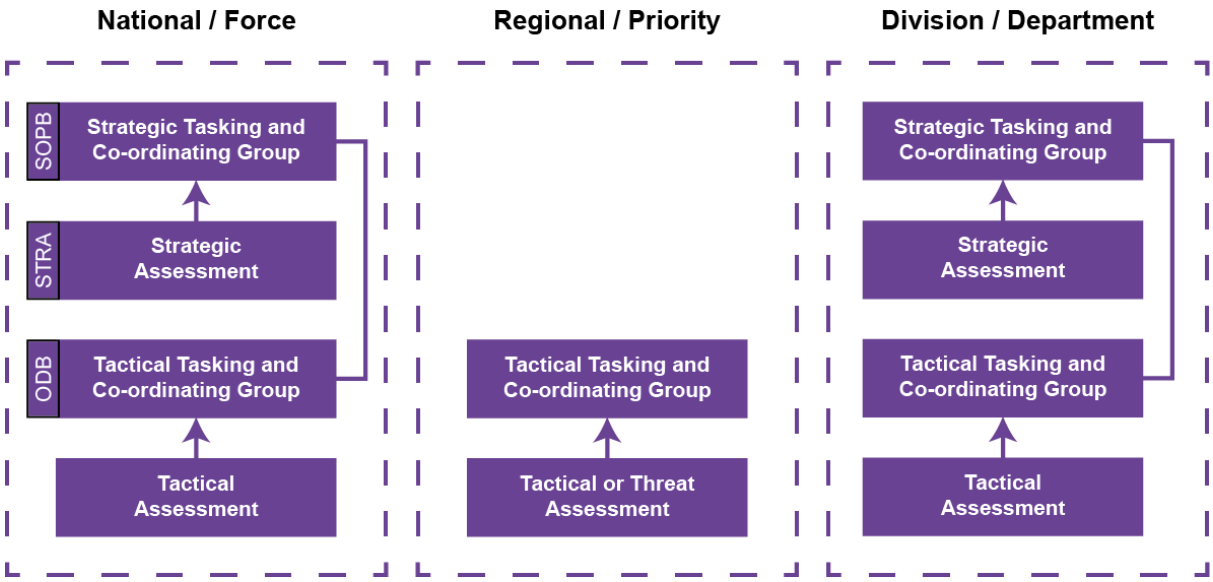
Area for development

Police Scotland should review the relative roles and resourcing of the service design and organisational design functions, to ensure both alignment with the strategy function and optimum capability and capacity within the force.

Strategic tasking and co-ordination

140. The tasking and co-ordinating process is a pivotal part of policing delivery. The process provides managers with a decision-making mechanism based on a full understanding of the problems faced. This enables managers to prioritise the deployment of resources at their disposal to best effect and therefore to manage demand. Typically, these processes will take place at force and divisional levels, but can be deployed, in principle, at any level where it is deemed appropriate (see Figure 5 sourced from our 2021 demand review report).

Figure 5 – Strategic and tactical tasking and co-ordination levels



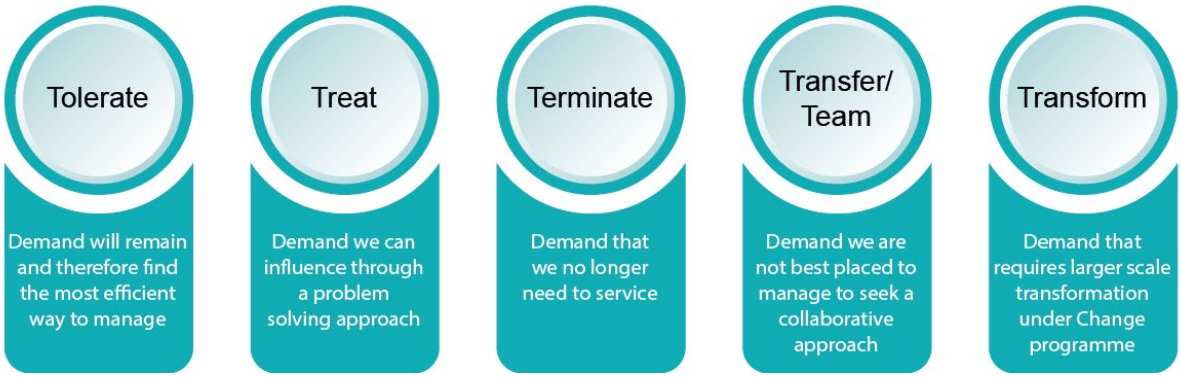
141. We observed some alignment between the ODDG and the ODB at operational level. Where resource requirements are short-term (less than 12 months), ODB is required to address these. Where resource requirements are medium to longer-term, these requests are referred to ODDG. We observed that, although this approach is working at a governance level, the underlying processes for decision-making and resource allocation are still developing.

142. We were not able to evidence the link to workforce planning at the strategic tasking and co-ordination level as yet. The Strategic Organisational Performance Board (SOPB), which performs this role at force level and is chaired by the Chief Constable, currently focuses on performance, risk and the STRA. Until recently, it has not monitored the recommendations made in the previous iteration of the STRA, many of which have workforce implications.

143. We believe that the link between strategic tasking and co-ordination and workforce planning could be strengthened through development of a Strategic Assessment of Workforce, similar to the approach taken by the NPCC (see paragraph 181 and Recommendation 8). This workforce assessment would directly link the STRA with the SWP delivery plan. This would allow strategic-level forums (SOPB and DDRB) to task supporting groups (ODB and ODDG) to provide assurance that recommendations are progressed as part of overall SWP delivery.

144. Ensuring that demand information and analysis is used effectively to support decision-making is essential at all levels of tasking and co-ordinating in the force. This should inform resource allocation decisions, aligned to a demand response model, which address the need for prevention, intelligence, enforcement and reassurance actions.

Figure 6 – Five 'T' model for demand response



Source: Police Scotland Demand Baseline – Refresh and Assessment Model Concept - report to ODB 27/4/21

145. Recommendation 3 of our demand review (see Appendix 1) highlighted the need for a force-level approach to failure demand. HMICS will now close that recommendation in order to focus attention on core decision-making processes. We recommend that Police Scotland should fully adopt the demand response model set out in the previous baseline product and demonstrate how changes in risk, threat and demand levels translate into tactical and resourcing decisions.

Recommendation 5

Police Scotland should strengthen the links (at all levels in the force) of tasking and co-ordination to workforce planning, fully adopting the demand response model to demonstrate how changes in threat, risk and demand translate directly into tactical and resource decisions.

Local divisional impact

146. The SWP should add value and support the business at both organisational and divisional level. It is therefore essential that local divisions can see the benefit of developing their own plans and actively use them and the SWP to strategically plan their resourcing.

147. The Audit Scotland guide states that all parts of the organisation should agree to and understand the rationale for actions that need to be taken to implement the workforce plan and the expected outputs and outcomes. We were told that the actions included in the SWP for each division do not necessarily reflect what they would have selected or prioritised. This is particularly the case where local actions replicated or were dependent on national work. Divisions felt there was little or no consultation on this.

148. The intention to monitor progress on divisional actions on a quarterly basis has been hampered by COVID-19 and COP26 commitments, with the first monitoring exercise in April 2021, followed by the second in March 2022. This review was reported to the SPA People Committee as part of the biannual SWP update on 1 June 2022. Our assessment of reported progress is that it contains mainly summarised narrative and does not constitute a systematic evaluation of delivery at national or local level.

149. Divisions felt that the SWP needed to be clear on the future role of an officer and new career path options. They also felt it should set out models for remote/rural/urban policing structures (with corresponding demand information) and use this to model establishments. They felt that the SWP needs to set out strategic skills requirements to meet national and local outcomes. The majority of those we spoke to felt there had been little added value from the process of developing the plans and did not wish to see a repeat of the same methodology. They did, however, understand the strategic intent and wished to see a refreshed supportive approach on a more regular basis to address short, medium and longer-term planning.

150. We also found that local workforce plans identified significant opportunities for roles to be filled by staff, rather than officers, thus freeing up officers for operational duties. Divisions were frustrated they were not in position to take these decisions and were seeking a strong direction (or a set of parameters for decision-making) from the Force Executive. The national workstream on Workforce/Skills mix is due to report in March 2023 (see Appendix 2). HMICS acknowledges the complexities and challenges in this area, but considers that more progress should have been made. Recommendation 2 of this report sets out the need for design parameters to be set by the Force Executive. This national workstream can only proceed with firmer direction from senior leaders.

151. In terms of the inclusion of SWP actions into divisional people plans, we found that this was not considered to be the best vehicle for delivery. Local people plans are meant to focus on implementing the force People Strategy locally, but divisions now have 'Your Voice Matters' survey[16] actions, Equality, Diversity and Inclusion (EDI) action plans − as well as SWP actions − to consider. They felt this was becoming very confused, with many of the actions being more about change, improvement or redesign, which should be part of wider business planning.

152. Rather than having local governance, most local policing divisions now report into regional People Boards with regional people plans, allowing increased sharing of practice and workload. We found this often means that highly localised issues can be overlooked.

153. Operational divisions we spoke with reported serious issues in current operational resource deployment due to levels of abstraction, secondment, delays in filling vacancies and the lag in recruitment of probationers. HMICS acknowledges that many of these issues relate to the impact of COVID-19 and COP26. However, these ongoing challenges compound the view, in many divisions, that any capacity benefits generated from change activity cannot be extracted. We found there was limited incentive to undertake local change activity when resources are so pressed.

[16] Your Voice Matters is the title for the most recent whole-force staff survey undertaken by Police Scotland in partnership with Durham University.

154. The SWP identified a shortage in officer establishment in a number of divisions, reflecting imbalances across the force. We could not identify any specific actions associated with directly addressing this imbalance, other than the planned Local Policing Service Delivery Review. We found that senior officers were frustrated at the lack of movement in addressing an accepted issue, asserting perceptions of spare capacity in certain divisions and an imbalance in resourcing across the three regions. HMICS considers that − while the expectation that SWP would 'fix' these issues is unrealistic − it is clear that workforce planning needs to address them.

155. The issues we have identified further emphasise the need for more effective engagement with operational policing. Any refresh process should be based on a more supportive and facilitated approach. Although it is valid to assess any changes in the previously developed divisional plans, the focus should be on providing multi-disciplinary and change programme involvement, to consider both strategic and operational workforce issues. This should create a more supportive environment and inform the refresh of the SWP approach, identifying any parameters which need to be put in place to assist in 'bottom-up' design work.

Area for development

Police Scotland should develop a new approach to SWP engagement with operational policing, requiring a more facilitated and supportive style involving a range of support functions.

156. Although using individual service plans as building blocks has been a key element of the initial approach, we would not expect to see these detailed plans presented in the next SWP. However, we believe that consideration should be given to presenting local plans to local scrutiny committees, alongside the national SWP, to provide increased transparency and accountability.

Anticipation

157. In this section of the review report, we assess the approach to **anticipation** of future workforce requirements. We aim to provide assurance that Police Scotland is effectively forecasting the size and shape of its future workforce (with transparency on assumptions and the basis for its model), and using this information to inform medium to longer-term planning.

158. We have also considered the role, capacity and capability of the SWP Unit itself, in meeting the needs of the organisation. Essential to this is joint working across the organisation, with other key functions who have a role in strategic planning, research and insight, analysis, demand, risk management, change, organisational and service design.

Forecasting

159. HMICS is clear that securing a sustainable policing model depends on a level of confidence in the accuracy of forecasts for demand and capacity/skills requirements to inform decision-making. Scenario planning is a key tool in developing future scenarios which can be used to support and address uncertainties in workforce planning (see paragraphs 58-59).

160. In his evidence to the PAPLS Committee of the Parliament in 2020 (see paragraph 9), the Chief Constable stated his expectation was that the SWP would provide indicative figures for policing demand in 2, 5 and 10 years' time. This has not as yet been achieved.

161. In our demand review, we identified a reluctance to consider demand analysis as a forecasting tool and found there was general risk aversion to moving away from a short-term reactive model of policing. While Police Scotland has demonstrated its ability to respond and react well to short to medium-term challenges such as COVID-19 and COP26, effective workforce planning requires a more predictive approach, based on well-developed scenarios and assumptions. The force needs to embrace predictive models, deal with uncertainty, address its risk appetite and be more transparent about longer-term planning in this respect.

162. HMICS does not underestimate the cultural challenge which this presents, and we found a general acknowledgement that the current predominant policing culture is both short-term and reactive. There is considerable discomfort with using a predictive approach in many parts of the force in case of adverse reactions, loss of public confidence, a return to target-driven culture, or being held to account for workforce numbers (which can only ever be estimates). The use of forecasts in finance and budgeting is common, providing a basis to measure progress and understand reasons for variation. HMICS considers that a similar mindset needs to be in place in terms of demand analysis and workforce planning.

163. In terms of the use of demand analysis to support improved forecasting, we acknowledge that demand datasets and dashboards have expanded since the initial SWP was developed (including vulnerable persons, missing persons and spatial data − see paragraph 63). However, as noted at paragraph 64, a lack of capacity in the DPU, and specifically in data scientist capacity, has limited progress in development of a forecasting approach.

164. We identified the recent establishment of data science capability within the Chief Data Officer function and consider that Police Scotland dispersion of this limited capability should be carefully considered in terms of future effectiveness.

165. The business case for transformation of APU and DPU is progressing through governance (SPA Board 23 June 2022 – private item 13.2.1) and will take a three-year phased approach to implementation. We have previously identified a lack of capacity in this area in a number of our reports and believe this represents a high risk for the force. Ensuring there is sufficient analytical capacity and capability across the organisation remains a work in progress and SPA should ensure it maintains oversight over the implementation and effectiveness of the new structures. We are particularly concerned about the ability to recruit and retain staff in this area, and ensuring that academic pipelines are well established to maintain expertise and staffing levels.

166. Given our previous recommendations (see Appendix 1, Recommendations 11 and 12) that DPU development should be addressed in this business case, as well as further development of the forecasting approach, we are concerned that the force has yet to allocate further resource to developing demand information. This is to the detriment of operational policing and workforce planning. Although investment in data and ICT has been prioritised, there needs to be a similar focus on a unified and expanded data science capability within the DPU.

Recommendation 6

Police Scotland should develop a unified and expanded data science capability within the Demand and Productivity Unit.

167. The Strategy function has developed a number of scenarios and continues to strengthen its development of these for different 'futures' planning horizons. However, these were not used by the SWP Unit, nor did they develop any workforce-specific scenarios. Such force-level demand-based scenarios must be developed to plan for future workforce requirements. Any scenario must include service standards, as well as public expectation/confidence levels, as part of future projections. The Policing 2026 Strategy attempted to project future roles and associated requirements with a strong focus on the use of user insight to inform better planning. We believe that this work should be re-considered during the development of the new three-year strategy and next iteration SWP.

168. The College of Policing published its report 'Policing in England and Wales: Future Operating Environment 2040' in August 2020, exploring aspects of the future which should be considered to prepare the service for future challenges. It provides forces with practical resources to support development of their plans, strategies and capabilities. These resources include a set of four possible scenarios (along with a user guide to their use) to support decision-making (while not making predictions in themselves).

169. The Strategic Review of Policing in England and Wales made its final report in March 2022. The review, led by the Police Foundation and chaired by Sir Michael Barber, considered what the police workforce of the future will look like and what changes will be required so that police officers and staff have the skills and knowledge required to deliver the capabilities identified. The report considers workforce areas such as diversity, wellbeing, detective roles, partnership working and national co-ordinated planning capability, and makes a number of recommendations. It also references the latest NPCC Strategic Assessment of Workforce.

170. Although the time horizon of the review was 20 years ahead, the report describes a number of future scenarios, to highlight possibilities that lie at the outer limits of the time horizon and beyond. These scenarios do not lead to specific recommendations, but illustrate a possible direction of travel that can support further planning. The use of the scenarios throughout the report is useful in illustrating potential changes to policing roles and delivery, and could therefore be adopted as part of the development of any refreshed SWP approach.

171. Both these pieces of work demonstrate that it is possible to set out a longer-term horizon for planning police services in Scotland. While not wholly relevant to the policing landscape in Scotland, we believe there is much to be gained by considering their findings and approach. We therefore recommend that the SPA and Police Scotland should progress the development of future scenarios to support the production of a new long-term vision as part of the new Joint Strategy due in 2023. We consider that an appropriate longer-term planning horizon should be 2040.

172. HMICS is aware of work already underway on developing vision and strategic direction, futures analysis and horizon scanning as part of the refresh of the STRA and Joint Strategy. We welcome these developments. However due to ongoing development at the time of our review we were unable to assess detailed progress and quality of outputs.

Recommendation 7

The SPA and Police Scotland should progress the development of future scenarios and use them to support the production of a longer-term vision as part of the new Joint Strategy due in 2023.

Organisational capacity

173. To successfully refresh or revise the SWP, the force should ensure there is capacity and capability to support and deliver. It should be able to assure the SPA that there are sufficient trained and skilled staff, with the necessary tools available, to deliver SWP objectives.

174. We identified major concerns regarding the capacity and capability at local divisional level to review or produce new SWPs. In particular, the expectations of the Superintendent (Support) skillset and experience were felt to be unrealistic in terms of the six-step methodology and guidance provided. We acknowledge that operational policing capacity was under significant pressure during COVID-19 and that the SPA was consistently told of these constraints. As noted at paragraph 45, we were also told that training, guidance and support provided during the SWP development process was valued, but was deemed inadequate for the first iteration of a new process.

175. People Partners predominantly support divisional management at an operational resource planning and delivery level. This generates valuable insight at a national level on challenges faced across the force. The recruitment of three new SWP partners (temporary roles until March 2024) addresses a potential gap at the strategic level; however, it is clear there will be a degree of overlap and risk of duplication in their work.

176. Although divisions welcomed and valued the support provided by their People Partners, both acknowledged a need for further development to support the organisational design and SWP elements of their role. This was also one of the lessons identified in the SWP End Project report. Further clarity is therefore needed on People and SWP partner roles and responsibilities, skills required, their reporting lines and how they work together.

Area for development

Police Scotland should seek further clarity on People and SWP partner roles and responsibilities, skills required, their reporting lines and how they work together.

SWP Unit

177. As of 1 April 2022, the SWP function has relocated from People and Development to the Strategy and Analysis directorate. We found a cautious but positive reaction to this move with some clear benefits identified, including closer working and alignment with strategy and planning, analysis and demand, research and insight.

178. The Head of Strategic Workforce Planning, who reports to the Director of Strategy and Analysis, is now responsible for the SWP Unit and the SCOPE team (the responsibility for data reporting now residing within People and Development). The SWP Unit comprises the Workforce Planning and Design Manager, Workforce Design Assurance Manager, three Workforce Planning Business Partners, two Reporting Advisors and a Resource Planning and Co-ordination Manager.

179. The SWP function has no delivery plan of its own and it is unclear how it plans and manages its own work or measures its success. We found that internal relationships have been damaged by the initial approach taken to SWP development, and there should be some careful consideration given to the approach of the newly re-parented function. Our findings on a refreshed approach to more direct and supportive engagement (see paragraph 132) should assist in addressing these issues. CIPD guidance, which also considers the skills needed to undertake workforce planning, should influence the future design of the SWP function.

Area for development

Police Scotland should consider the future design and plans for the SWP function, reflecting CIPD guidance, and addressing the areas for development and next steps we have set out in this report.

Next steps

180. We agree with the consensus from our review process that any refresh cannot be a repeat of the NHS six-step methodology, or similar approach. Although there is clear organisational and divisional level appetite for some form of 'refresh' process on a regular basis, there is also a lack of clarity or consistency as to what this might look like. Police Scotland should therefore address the areas for development we have identified, and define a revised approach. This must include a strengthened communication, engagement, expectation management, and project approach.

181. We would suggest an approach aligned to CIPD guidance. Reflecting the findings set out in this report, we recommend that Police Scotland should focus on two main areas of activity:

- Develop a strategic assessment of the workforce and a refreshed delivery plan to address the gaps and issues we have identified for consideration by the SPA (by April 2023)
- As part of that delivery plan, develop a revised methodology to deliver the next iteration of the SWP in April 2024.

Recommendation 8

Police Scotland should focus on two main areas of activity:

- Develop a strategic assessment of the workforce and a refreshed delivery plan to address the gaps and issues we have identified for consideration by the SPA (by April 2023)
- As part of that delivery plan, develop a revised methodology to deliver the next iteration of the SWP in April 2024.

Understanding the organisation

182. One of the key steps in workforce planning is understanding the organisation and its environment. As noted above, we believe that this and a number of supporting elements were under-developed in the initial iteration of the plan and must be addressed in any refresh.

183. The PESTELO[17] analysis included in the current SWP is a synthesis of the common themes identified as part of divisional development of their workforce plans and, while valid, does not represent a strategic and whole-organisation view. Understanding organisational strategy for the future is essential to workforce planning. The direct involvement of the Strategy function should be considered to lead on this element of any revised approach.

184. In particular, HMICS considers that the revised approach requires more in-depth understanding of:

- **Organisational strategy** – the workforce implications of strategies, and specifically their implementation plans, must be systematically assessed and understood (the CIPD guidance sets out the 5 'rights' of workforce planning and potential question set for such an assessment – see paragraph 192 below)
- **Operating model** – understanding of the roles, skills, structures, processes, assets (people, locations, buildings, equipment etc.) and information systems and technologies, suppliers and partners that enable the organisation to deliver its services, must be further developed
- **Strategic analysis** – understanding the external environment and use of horizon scanning techniques to better predict trends which impact directly on the workforce
- **Partnership analysis** (see paragraph 55) – understanding the impact of partners' strategies and plans, how joint working will develop in the future and impact on service delivery models and the workforce
- **Labour markets (internal and external) analysis** – considering those who will be recruited, retention, workforce groupings, critical roles and difficult-to-fill roles as part of an explicit recruitment and retention strategy.

[17] PESTELO Analysis - Political, Economic, Social, Technological, Environmental, Legal, and Organisational analysis of factors impacting on development of strategy.

185. In our thematic inspection of Police Scotland Training and Development – Phase 2 report (October 2021), we recommended that Police Scotland should consider developing a retention strategy, recognising that retention is as important as recruitment, and explaining the role everyone in an organisation has in creating an environment that is truly welcoming and inclusive (Recommendation 3). The latest update to the SPA People Committee on 1 June 2022 states that this will likely become a commitment in the new People Strategy, therefore delivery remains outstanding.

186. A clear operating model, both current and future, is essential. This includes establishing clear workforce and structural design parameters. As previously noted, CIPD guidance is clear that the agenda for workforce change should be set at senior level. Without clarity around these parameters, any refresh process will not meet the defined outcomes for workforce planning. Such parameters will shape the future delivery structure and workforce and could include setting the organisational appetite for such areas as:

- Level of or criteria for national, regional and local service provision
- Required level of flexibility of force establishment (e.g. criteria for officer deployment)
- The use of a force 'reserve' model
- Accepted criteria/level for civilianisation
- Accepted criteria for establishment/creation of new capabilities/functions/teams
- Accepted balance between specialist and generalist officer numbers
- Accepted level of organisational change capacity
- Process to quantify and asses new demand/demand shift.

187. We believe that − without Executive-level commitment to establishing such design principles and parameters − they will be restricting the force's ability to move forward and establish a TOM. Executive leadership and ownership must also be more strongly exerted throughout the refresh process, setting out a clearer medium to longer-term view of planned workforce shape.

Analysing current and potential workforce

188. As noted above at paragraph 60, while Police Scotland has improved its management information and capability, there is still a need for a detailed assessment of data availability and quality issues with mitigation plans. This will allow Police Scotland to establish a clearer picture of where there are gaps in information or quality improvement required. The recommended Strategic Assessment of Workforce should include a full analysis of current and potential workforce, and identify any gaps or shortcomings in data availability.

189. The data presented in the current SWP lacks detailed analysis and insight. This needs to be improved, to identify where there are risks and issues. There remains a lack of geographical and spatial distribution information and structural analysis. Expertise from the research and insight team, DPU and APU should be applied to strengthen this approach.

190. While the SWP presents data on the workforce at a specific point in time, there is a lack of detailed information available on the current services provided by each function with associated resource, structure and establishment models.

191. We were made aware of recent work in local policing to review the correlation of local establishments with the information held on the SCOPE system. Similarly, we have been made aware that Project Swan will be considering an exercise to review and assess current establishments. This work should be well defined and executed in advance of a new SWP being developed.

Determine future workforce needs

192. CIPD guidance provides details on the five 'rights' of workforce planning which align to the accepted definition of workforce planning (see paragraph 2):

- Right skills
- Right size
- Right cost
- Right location
- Right shape

193. The guidance also provides a set of questions under each of these five areas to be answered. Our expectation is that Police Scotland should be able to respond to these questions at force level and set out a clear position statement for the SPA on its ability to answer them. This should inform action planning.

194. We note above that the workforce implications of strategies, and specifically their implementation plans, must be systematically assessed and understood. This is equally true in terms of the impact of existing and planned change programmes, restructuring reviews and efficiency projects. These also need to be collectively analysed in the context of their workforce change impact, which would contribute to the development of the high-level 'to be' TOM.

195. Demand profiles for each service must also be established to evidence their delivery model and resource requirements and support decision-making. We have consistently highlighted that demand management must be effectively linked with tasking and co-ordinating processes, facilitating resource allocation decisions that address the need for prevention, intelligence, enforcement and reassurance actions (see paragraph 144).

196. We have also highlighted the need for consideration of service level standards to effectively plan resources to meet a defined level of service. A clear example of this is the good practice in resource planning exhibited in Contact, Command and Control (C3) division where the national standard answer time for 999 calls is 10 seconds. This allows C3 to effectively plan the number of service advisors required for each shift, based on effective analysis of historic call demand. Trend analysis similarly allows prediction of resource requirements in the future.

197. Service standards do not have to be quantitative. Insight research and quality assurance processes also measure the level of customer satisfaction and service associated with the call response provided by C3 service advisors. This allows C3 to assess the response time as well as the quality of response provided, in order to consider individual performance, skills and training requirements. Police Scotland should therefore consider the implementation of service and quality standards, as well as any regulatory requirements, in their performance, design and demand approaches.

198. We expect that the refreshed approach will employ enhanced approaches to benchmarking workforce information, cost-based analysis and forecasting techniques. We have already highlighted the need to develop a number of more detailed planning scenarios for the medium to long-term horizon, which plans can be tested against.

199. Using workforce segmentation techniques to identify knowledge, skills, abilities and other factors required for current and future workforce roles is also a key element not fully addressed in the first iteration of the SWP. HMICS considers this as a role for the Organisational Design function. Many of those we spoke to had strong expectations that the SWP would be clearer on the future role of both officers and staff.

200. Having established associated current and future skills requirements, we believe that a strategic Training Needs Assessment (TNA) of ranks and roles is required. We have already highlighted this requirement in our thematic inspection of Police Scotland Training and Development – Phase 1 report (September 2020), where we were clear that we expected to see a full Training Needs Analysis carried out for each rank in the force (see paragraph 52 of that report).

201. The 'Framework for Strategic Workforce Planning 2019-26' approved in May 2019 includes a specific commitment to 'develop and introduce a training needs analysis and strategic training plan based on the skill requirements identified' and to 'continue to develop and implement our leadership framework that provides clear career pathways and leadership development opportunities at all ranks and levels'. Both actions were scheduled for completion by March 2020.

202. HMICS is aware that Police Scotland has commenced a strategic training review with the aim of producing a 10-year delivery plan. We recommend that this review be considered as part of future workforce planning and its initial 'discovery' phase be aligned to that of the refresh of the workforce plan. The Police Learning & Development 2025: Destination Map published in 2020 (developed jointly by the Open University and MOPAC)[18] was designed to provide policing professionals in England and Wales with a model to help meet the aspirations of the Policing Vision 2025. This provides useful direction in terms of the future needs of policing and the associated requirements from learning and development, which could inform the approach.

Area for development

Police Scotland should include the training review as part of the SWP refresh process.

Identifying workforce gaps against future needs

203. As noted above (see paragraph 57), gap analysis is one of the areas we think needs strengthening in any refresh of the SWP. This exercise should be repeated and informed by the previous work of divisions (without asking them to recreate their plans), as well as the strategic direction and parameters set by the force. The result should include a clear expression of gaps and associated risks. This should remain strategic, with the actual delivery of the resulting high-level objectives and actions required being encompassed within the change programme and supporting plans.

[18] The (London) Mayor's Office for Policing and Crime (MOPAC).

204. HMICS considers that the initial NPCC Strategic Assessment of Workforce gives a strategic and risk-based approach to gap analysis. This provides a model which links effectively to the force-level STRA and national priorities, and could address many of the current issues in the SWP.

Action planning

205. HMICS considers that the current SWP does not present nor link to a clear implementation approach. Although a new version of the SWP could be an option for consideration as part of the planned refresh, an enhanced delivery approach should be the focus of the refresh process. This should set out how the force will move toward having all the prerequisite information in place to more effectively base its planning, as well as presenting the requirements for a programme of workforce change. This should focus on the most critical gaps, identify potential actions and prioritise these.

206. In the refresh, we expect to see the force use all levers to manage performance, risk and demand, as well as deploying capacity benefits (from restructuring, process efficiency, optimised use of technology, automation and other assets) to better manage resources. However, this must be done in a much more cohesive way, as a comprehensive programme of work to deliver a sustainable model. While many of these elements are progressing across the force, they are not tied to a programme of delivery, therefore HMICS has recommended that a roadmap for delivery of strategic objectives and actions for workforce change is developed. This programme of change should be embedded within the overall change portfolio, to deliver the required shift in workforce shape. This should allow for improved scrutiny of progress by the SPA.

Recommendation 9

Police Scotland should develop a roadmap for delivery of strategic SWP objectives and programme for workforce change.

Monitoring progress and evaluation

207. Although governance structures and processes are being reviewed, we note that considerable time has been spent in a number of forums, with limited tangible progress or decision-making. There is also a risk of over-governance with SLWGs or gold groups consistently being created to address single issues or shortcomings in other forums.

208. HMICS considers that relevant governance arrangements should be reviewed to ensure they are fit for purpose and that decision-making responsibilities are clear. In particular the relative roles, responsibilities and supporting processes of the SOPB, DDRB, ODDG, RPG, ODB, Corporate Finance and People Board (CFPB) and Change Board should be considered, to bring together the various levers.

209. HMICS considers that Police Scotland should develop a regular SWP refresh process to monitor any changes or progress at divisional level (in line with current biannual reporting), as well as assessing the impact of any new strategic risks or change in direction. This process could also include validation of design parameters and update of plans.

Conclusions

211. The intended outcomes from this review and its publication are to:

- Provide effective workforce planning benchmarking to support Police Scotland's continued development of the approach and assure that best practice is being adopted
- Provide assurance that workforce planning is integrated with other aspects of strategic planning, and being owned and used effectively at both strategic and operational level within Police Scotland to support policing delivery
- Provide assurance that the plan will deliver the required organisational structure, capacity and capability to meet the articulated future vision for the organisation with an appropriate evidence base
- Ensure that suitable capacity, capability and skills are in place to support a sustainable workforce planning function
- Equip the SPA to assert its scrutiny role and to ask the right questions of Police Scotland about workforce planning and how it uses an evidence base to inform choices about the shape and size of the organisation.

212. We have drawn a number of conclusions based around these aspects, and the CIPD and Audit Scotland guidance set out in our terms of reference:

- Police Scotland achieved the production of an SWP in the context of significant operational challenges (including COVID-19 and COP26) and should be recognised for the step change in approach which this has prompted
- The SWP provides a good baseline from which the force can now develop its approach and plans
- Since the approval of the SWP, there has been limited progress in terms of its delivery
- The good practice methodology adopted by the force now needs to be adapted to the organisational context and a stronger focus on delivery adopted
- The force should more cohesively use all levers to manage demand, performance and risk, as well as deploying capacity benefits to better manage its resources
- The force must embrace a more predictive forecasting approach in terms of its strategic planning horizon and develop future scenarios on which it can base its future plans.

213. We have made a number of recommendations and identified areas for development in this review. We have also suggested a number of further steps which could be taken, in line with CIPD guidance, to support the iterative approach being taken.

214. HMICS welcomes the further development of the SWP approach and recognises the challenges Police Scotland faced in the production of its initial plan. We are assured that the force is committed to moving forward and taking on board learning from its own processes and this review.

Recommendation 10

The SPA and Police Scotland should put in place measures to monitor progress against the areas for development outlined in this assurance review, ensuring regular reporting at the SPA People Committee to allow assessment of progress.

Appendix 1 – Demand Recommendations Status

No.	Recommendation	Key Evidence	Outcome/Impact	Status	HMICS Commentary
1	Police Scotland should develop a demand framework and delivery plan as soon as possible to include the implementation of a structured engagement model to support the effective analysis and interpretation of demand information.	**DPU 2-year Tactical Plan**	The DPU tactical plan provides direction and rationale for DPU activity for the next two financial years (until April 2024) in line with the DPU strategy. The plan highlights key activities and operational plans designed to meet the strategic and tactical requirements of the force.	Closed	Delivery of DPU strategy and plans remains constrained by resource availability.
		Demand Baseline Pack	A method pack has been developed which allows for the implementation of demand products (Demand Baseline), including stakeholder analysis, a communications and engagement strategy, aims and principles, design and concepts, a timeline and contacts for business area engagement.		We consider this to be good practice.
2	Police Scotland should integrate the development of the annual demand baseline product with the force strategic assessment	**Briefing Paper-Demand Baseline 2022**	Police Scotland plans to produce an extensive Demand Baseline product prior to the next Strategic Risk Assessment with Thematic Demand Baseline products for the years before and after. This should ensure that the Demand Baseline complements, informs and supports organisational governance and transformation strategies for demand.	Open	We acknowledge progress in this area and have engaged with those leading the STRA process. Once the new Demand Baseline product, revised

	(STRA) to ensure a more strategic focus, consistency of approach and address areas where demand information is currently lacking.	**Strategic Risk Assessment (STRA)**	Direct involvement will ensure that DPU contributes to strategic development. Engagement is ongoing between teams and the approach will be developed/agreed by APU/DPU.		ODB reporting format and STRA are available, we will review these to assess if integration has been achieved to the expected level.
		Enhanced reporting to ODB	Enhanced reporting will be dependent on the timeline for the Strategic Assessment process.		
3	Police Scotland should develop a cohesive approach to failure demand as part of a corporate continuous improvement and organisational learning framework.	**Analysis of Demand Survey Data**	The DPU has begun work to understand the concept of failure demand and develop an approach to address, capture and measure this to better inform understanding and management of failure demand throughout the organisation. Police Scotland's Demand and Productivity Unit has engaged with the Open University and is now working in collaboration with a specialist in failure demand. It was jointly decided that, due to the richness of the Crime Demand Survey data collected by the DPU, this would be the dataset examined for this collaboration.	Now closed	We expect this work to continue under the broader remit of effective demand management. See new Recommendation 5 of this report (paragraph 144).
			This approach will form part of overall continuous improvement and contribute to an organisational learning framework for the service.		

			Implementation of this approach is dependent on other areas of the organisation, however, DPU will provide the understanding of the concepts and demand support required.		
4	Police Scotland should further build on the approach to capturing the standards, assumptions, caveats and quality issues around demand information (both source systems and data repository) and ensure increased transparency around these in designing and delivering analytical products.	**Data Catalogue Metamodel**	DPU products rely on reliable and repeatable weights and measures to enable analysis and inform decisions. Visibility of these is continually reviewed and caveats and assumptions will continue to feature on dashboards and in key analytical outputs. Standard Weights and Measures (SWM) need to be continually assessed to ensure they remain accurate and that the data source used to create them remains the most appropriate. It has been agreed that SWM will be housed and governed within the Police Scotland Data Catalogue, a new product led by the Data Governance Group. This will ensure consistency, transparency and reliability across the organisation when applying calculations to demand and productivity-related measurements.	Closed	We consider this to be good practice.
		DPT Data Log and Assumptions	Two key supporting documents now provide increased transparency of and confidence in demand data.		

		Statistical Unit SWM Document	Each product created will have a 'Key Assumptions' document front-loaded to allow all users to access and understand the most important assumptions and data caveats before using the product.		
5	Police Scotland and the Scottish Police Authority should, in line with a demand framework, review the operational leadership, governance and focus of their scrutiny processes around demand analysis and management	**DPU 2-year Tactical Plan** **Demand Analysis Assurance Map**	The DPU provides high-Level demand analysis contributing to the strategic assessment for the following boards/groups: ▪ Organisational Demand and Delivery Group (ODDG) ▪ Operational Delivery Board (ODB) ▪ Demand Design Resource Board (DDRB) The Demand Analysis Assurance Map concluded high levels of assurance activities within the department. Findings were to be presented to the ODDG Board meeting scheduled for May 17th 2022.	Open	The DPU/APU business case to review structures and delivery has been progressing through governance. Its approval and implementation should allow closure of this recommendation (see paragraph 164).
		Quarterly Performance Reports and regular updates to SPA Policing Performance Committee	Updates on demand activity now feature as a standing six-monthly report to the SPA Policing Performance Committee. Police Scotland is working with the SPA and feeding into a Benchmarking Short Life Working Group (SLWG) chaired by the College of Policing. Reports on progress have been provided to the SOPB, SLWG and SPA Policing Performance Committee. Some benchmarking measures are included in the latest Performance Framework; work to		We are satisfied with progress in this area.

			develop further measures will be ongoing throughout the coming year. This will then be considered business as usual and incorporated into the wider refresh of the performance framework on an annual basis.		
6	Police Scotland should further strengthen its approach to strategy development to include consistent involvement of demand analysis and organisational design elements.	**Strategy Development Project Process**	The approach to strategy development includes the use of demand analysis and available organisational design information and products. Police Scotland's approach to STRA is continuing to mature. Demand analysis is a key element that informs the STRA, as is organisational assessment. The summary strategic development toolkit provides an overview of our approach to strategy development for colleagues, and covers development of an evidence base for a strategy, including demand and other data, and how this links through, including to design and delivery.	Open	Further evidence of the use of demand analysis in the 2023/25 STRA, new Joint Strategy (April 2023) and the five-year Business Plan should allow this recommendation to be discharged.
7	Police Scotland should set out a transparent process for the provision of organisational design support including how demand analysis is	Demand Baseline Demand Profiling Tool (DPT) Power BI Dashboards	The next iteration of the SWP will be supported by more advanced demand analysis, with a presentation provided to SWP from DPU around the Baseline Assessment Model and planned DPT development work. DPU is engaging with the Service Design function regarding its methodology for populating the TOM and are exploring how	Open	Further evidence needed to demonstrate the establishment of Organisational Design capability and capacity and clearly defined approach. See Area

	used to inform decision-making concerning officer and staff numbers and calculate the demand and capacity imbalance at an organisational level.		their joint work can be integrated into key strategies developed for both areas.		for Development (paragraph 138) of this report.
8	Police Scotland should further develop its performance reporting framework to better integrate demand information and analysis and provide improved transparency at local level.	Police Scotland Quarter 3 and 4 reports to the SPA Policing Performance Committee	Quarterly demand reporting to the SPA Policing Performance Committee has been improved to take account of this recommendation.	Open	We note progress in this area and will monitor reporting for a further cycle to ensure that demand information is included at local committee level.
		SPA Engagement	Regular engagement with SPA Performance Lead ensures that demand reports reflect SPA committee members' expectations.		
9	Police Scotland should further promote demand products, including direct input and support to divisional	**DPU Dashboard Presentation** **DPU input at key meetings**	A fully-refreshed stakeholder analysis has been conducted and informs the DPU 2-year Tactical Plan. This will inform a new Communications and Engagement plan, which will promote demand products and provide enhanced support and guidance to stakeholders.	Open	We note progress in this area and await further evidence of communications products and their impact.

	management teams, regarding their use and benefits, as well as setting out the role, responsibilities and authority of the Demand and Productivity Unit and Analysis and Performance Unit in providing support and guidance.		DPU currently supports a range of programmes such as Core Operational Systems (COS), Force Middle Office Review (FMOR) and attending divisional/national meetings.		
		Communications and Engagement plan (being developed as part of the DPU 2-year Tactical Plan)	As part of the Demand Framework, there should be an increased awareness of demand definitions and methods, and all contact with stakeholders should focus on how DPU products can support business areas and individuals. This will be highlighted on the forthcoming DPU intranet homepage.		
10	Police Scotland should ensure consistency and compatibility (not requiring mandatory compliance) in revised tasking and co-ordinating processes and the associated use of demand products across all local policing divisions.	**ODB Report – January 2022** **Example: Terms of Reference for Divisional Demand Baseline Report**	Operational Delivery Board (ODB) chaired by DCCs considers current/emerging threats and demands and maintains the Threat and Demand Register. DPU Tactical Plan highlights further focus for DPU to engage with Local Policing, with DPU now a regular fixture at national meetings, particularly change programmes, such as Local Policing Design and National Public Protection review. DPU engaging with Local Policing in the promotion of DPU products, dashboards and Demand Baseline reports.	Open	We note progress in this area, with improved reporting to ODB in particular. Evidence of progress and impact at regional and local level should allow discharge of this recommendation.

11	The Scottish Police Authority and Police Scotland should commit to further development of the demand forecasting approach to support medium to longer-term planning and decision-making.	Data Science Working Group established Proof of concept-forecasting workflow	The DPU Data Science team has recently been assigned significant time and training opportunities to focus on understanding and developing the ability to forecast future demand within Police Scotland. University-sourced training has been received. Demand discussion is now embedded in SPA Policing Performance Committee consideration of quarterly performance, as well as in specific papers being considered (such as the mental health demand paper of June 2022).	Open	We consider that progress to date has been limited.
12	Police Scotland, in its development of the Full Business Case for the Analysis and Performance Unit re-design needs to include proposals for further development of the demand approach and the Demand and Productivity Unit itself.	APU/DPU Transformation Full Business Case	Full Business Case complete and agreed at the Police Scotland Change Board on 5th April 2022. Now progressing through governance with SPA. SPA officers have had input to the full business case (FBC) for redesign of the demand/analysis function, providing feedback on detail.	Open	We have considered the FBC and its proposals. However commitment of resources to deliver the redesign has not yet been confirmed and the three-year phased approach does not provide sufficient evidence of commitment to investment.

Appendix 2 – National Workstreams

This table reflects the latest update provided by Police Scotland to the SPA People Committee on 1 June 2022. It also reflects our request for a self-evaluation and evidence provision for each workstream.

No.	Workstream Name	Lead Officer	Terms of Reference (TOR) and delivery plan	Output/ Deliverable(s)	Timeline (key milestones)	Status/Comments
1	Remote and Rural Recruitment and Retention	ACC Hawkins	TOR approved in January 2022 at Workstream Group (see paragraph 116). No project/delivery plan provided. No internal project updates.	Not defined	Ongoing	The work of this workstream is being taken forward as a sustainable policing strategy which subdivides under the following broad themes: **Attraction** − how to attract internal/external candidates **Accommodation** − work underway includes looking at: marketing, secondments and estates **Retention** − how we retain officers/staff **Allowances** – what is required and how it can be fairly provided **Development** − how to support and develop officers/staff within remote and rural areas

						Transition – how we manage the consequences of movement/use of tenure **Tenure** of officers posted to remote and rural areas and the duration of this is being addressed. The divisional Commanders of N and L divisions are co-chairing the tactical group addressing these issues/workstreams. There has been no end date set for completion of this workstream as these issues are ongoing and require continued attention.
2	Rank Ratio	Chief Supt Hargreaves	Draft TOR for SLWG still being considered. No project/delivery plan provided. No internal project updates.	Not defined	30 June 2022	An SLWG has been set up, the initial focus of which will look at the information already captured both within Police Scotland, and whether similar rank ratios issues exist in policing environments in England & Wales. The group has met on two occasions since January and is currently examining: ▪ The need for this work and budgetary options

						▪ Creating more supervisory capacity in the frontline ▪ Supervisor imbalance in departmental posts ▪ Creating cluster departments covering regions rather than Divisions ▪ Bespoke promotion processes.
3	Modified Duties	Director Helliker	TOR approved January 2022 at Group. No project/delivery plan provided. No internal project updates. Final report to Senior Leadership Board in May 2022 – no outcomes or other reporting such as project closure reported.	Not defined	Complete	A new task force to look at modified duties was established under the Head of Engagement and People Partnering in January 2022. Three workstreams were developed and delivered in their individual areas: ▪ Quick Wins Sub Group – focusing on correcting the data initially and moving to look at training for managers in this area ▪ Data and Naming Conventions Sub Group – focusing on ensuring category names are descriptive and necessary ▪ Pathways Sub Group – focusing on processes and procedures that support officers who require a modification to their duty.

						In addition, a communications plan was produced, which was designed to communicate the work and desired outcomes of the task force to the force prior to any engagement with line managers and individuals who have some form of duty modifications. Work in the area is now complete and a paper was submitted to Senior Leadership Board in May 2022 with clear proposals and recommendations.
4	Operational Base Levels	ACC Williams	Terms of Reference agreed in 2019 at group (no evidence of this provided). No project / delivery plan provided. No internal project updates.	Not defined	March 2023	The OBL SLWG has been in existence for two years and continues to develop plans to introduce Operational Base Levels across Police Scotland. It has recently established a Technical Sub Group which comprises Resource Deployment Unit (RDU), DPU and C3 to review software options to assist in this area. Divisional Commanders of pilot Divisions (Q, N and J Divisions) have agreed to support a pilot where a simulated OBL (once

						developed) will be applied to their operating model. The group has also looked at data availability to support the pilot and DPU are currently reviewing the data requirements.
5	Workforce/Skills Mix	Director Helliker	None No project/delivery plan provided. No internal project updates.	Not defined	March 2023 (Ongoing)	This is a complex area and is being picked up in a variety of areas across the force and is contingent on both funding and overall force resilience. Options for this will be considered at the conclusion of the Force Middle Office Review (FMOR) and in terms of the high number of officer vacancies anticipated this year. This is an ongoing business stream.
6	Staff Availability – Flexibility of Terms and Conditions	Director Helliker	None No project/delivery plan provided. No internal project updates. No other reporting such as project closure reported.	Police Staff Workforce Agreement	Complete	This area was completed by the introduction of the Police Staff Workforce Agreement in 2021.

7	Annual Leave	Director Helliker and ACC Williams	None No project/delivery plan provided. No internal project updates. No other reporting such as project closure reported.	ODB enhanced reporting	Complete	This area was completed with the introduction of availability data to Operational Delivery Board for monitoring and governance.
8	Shift Patterns	ACC Mairs	None No project/delivery plan provided. No other reporting such as project closure reported.	Not defined	Complete	This area concerned the change of shift patterns in rural areas to provide more efficient service delivery. The Divisional Commanders in L and N Divisions are now taking this forward as a BAU change through existing governance. In the longer term, the Local Policing Programme (Design) will review Local Policing shift patterns in totality and this will be addressed in the next iteration of the SWP.

Appendix 3 – Glossary

Abstraction	The level at which officers or staff are not available for duty. Types of abstraction include leave, sickness, training and court duty.
ACC	Assistant Chief Constable
APU	Police Scotland Analysis and Performance Unit
Audit Scotland	Audit Scotland provides the Auditor General (and the Accounts Commission) with the services they need. It gives independent assurance to the people of Scotland that public money is spent properly, efficiently and effectively.
Auditor General	The Auditor General for Scotland is responsible for the audit of all public bodies except local authorities. This includes the Scottish Government, government agencies, NHS bodies, police and fire, further education colleges and most non-departmental public bodies. The Auditor General reports in public to the Public Audit Committee.
BAU	Business As Usual – term used to refer to day to day normal business operations, as opposed to change activity.
C3	Contact, Command and Control Division
CFPB	Police Scotland Corporate Finance and People Board
Change Board	Police Scotland Change Board
Chief Digital and Information Officer	
CIPD	Chartered Institute of Personnel and Development is the professional body for HR and people development. The not-for-profit organisation champions better work and working lives and has been setting the benchmark for excellence in people and organisation development for more than 100 years. It has more than 145,000 members across the world, provides thought leadership through independent research on the world of work, and offers professional training and accreditation for those working in HR and learning and development.
COP26	26th United Nations Climate Change Conference of the Parties (hosted by Glasgow in November 2021)
COS	Core Operational System
DCC	Deputy Chief Constable
DCO	Police Scotland Deputy Chief Officer
DDICT	Digital, Data and ICT Strategy
DDRB	Police Scotland Demand, Design and Resource Board

Dashboard	A management information tool available online, which displays key information on a specific topic in a highly usable format.
Demand Baseline	DPU product setting out progress in data development and baseline information on demand analysis activity, used at multiple Police Scotland governance forums to inform discussion and decision-making.
Design Authority	A Design Authority is the formal governance gateway for any design activity.
DPT	Demand Profiling Tool – a management information tool allowing views of comparative demand and resourcing.
DPU	Police Scotland Demand and Productivity Unit
EPF	Enabling Policing for the Future Programme
Failure demand	A systems concept used in service organisations (first discovered and articulated by Professor John Seddon) as 'demand caused by a failure to do something or do something right for the customer'.
FBC	Full Business Case
FMOR	Force Middle Office Review
FMS	A Force Management Statement is a mandated self-assessment, which chief constables in England and Wales prepare and provide to HMICFRS each year.
Force Executive	The Chief Officers of Police Scotland
GDPR	General Data Protection Regulation
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (England and Wales)
ICT	Information and Communications Technology
IPP	Intelligence Policing Programme
JNCC	Joint Negotiating and Consultation Committee (for police staff)
KPI	Key Performance Indicator
LOIP	Local Outcome Improvement Plan
LPP	Local Policing Plan
MOPAC	The (London) Mayor's Office for Policing and Crime
NHS	National Health Service
NPCC	National Police Chiefs' Council
OBL	Operational Base Level
ODB	Police Scotland Operational Delivery Board (National tasking group)

ODDG	Police Scotland Organisational Design and Delivery Group
Operation Talla	The codename for the UK national police operation to address the requirements of the COVID-19 pandemic.
PAPLS	Public Audit and Post-Legislative Scrutiny Committee
PESTELO	Analysis of Political, Economic, Social, Technological, Environmental, Legal, and Organisational factors impacting on development of strategy.
PID	Project Initiation Document
PNB	Police Negotiating Board (for police officers)
Project Swan	This project is considering the movement of police officers from corporate roles back to operational roles.
RDU	Resource Deployment Unit
RPG	Resource Prioritisation Group
SCDEA	Scottish Crime and Drug Enforcement Agency
SCOPE	System for Co-ordination of Personnel and Establishment – Police Scotland in-house developed personnel management system
Scottish Approach to Service Design	The vision for the Scottish Approach to Service Design is that the people of Scotland are supported and empowered to actively participate in the definition, design and delivery of their public services (from policy making to live service improvement).
Section 22	The Public Finance and Accountability (Scotland) Act 2000 sets out the roles and responsibilities of the Auditor General and Audit Scotland. Under Section 22 of this Act, the Auditor General can prepare a report on matters arising from the audit of the accounts of a public body for which the Auditor General is responsible (including the Scottish Government, NHS bodies, colleges and non-departmental public bodies). This type of report is known as a Section 22 report.
Service Level Standard	A defined level of response which a service user should expect e.g. answering a 999 call within 10 seconds.
SIMD	Scottish Index of Multiple Deprivation is a relative measure of deprivation across 6,976 small areas (called data zones).
SLB	Strategic Leadership Board in Police Scotland chaired by Chief Constable
SLWG	Short Life Working Group
SOPB	Strategic Organisational Performance Board
SPA	Scottish Police Authority
SPSA	Scottish Police Services Authority

STORM	System for Tasking and Operational Resource Management – Police Scotland Command and Control ICT system used in service centres, control rooms and operational policing for incident management.
STRA	Strategic Threat and Risk Assessment
SWM	Standard Weights and Measures
SWP	Strategic Workforce Planning – the process that anticipates current and future workforce demand and supply, in alignment with strategic business needs.
Tasking & Co-ordination	This process provides managers with a decision-making mechanism based on a full understanding of the problems faced, allowing prioritisation of the deployment of resources to manage demand.
TCSS	Transforming Corporate Support Services Programme
TNA	Training Needs Analysis
TOM	Target Operating Model – The primary purpose of a Target Operating Model is to enable the application of the Police Scotland strategy and vision to its business and operations. It is a high-level representation of how Police Scotland can be best organised, to more efficiently and effectively deliver and execute on its strategy.
Unmet demand	Demand for services which is not met at all e.g. unanswered calls.
Your Voice Matters	Your Voice Matters is the title for the most recent whole-force staff survey undertaken by Police Scotland in partnership with Durham University.

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