Justice Committee

Post-legislative scrutiny of the Police and Fire Reform (Scotland) Act 2012

Written submission from Police Scotland

Executive summary

In April 2018, the Scottish Parliament’s Justice Committee requested views to support planned post-legislative scrutiny of the Police and Fire Reform (Scotland) Act 2012 (‘the 2012 Act’). This submission captures, on behalf of Police Scotland, views, experiences and contributions regarding the first five years of the service, and also draws on external evidence.

The Outline Business Case (OBC) developed by the police reform programme concluded that, in the context of the long-term budget pressures on public services, a national police service for Scotland represented the best opportunity to deliver the three objectives for reform to:

1. protect and improve local services, despite financial cuts, by stopping duplication of support services and not cutting the frontline;
2. create more equal access to specialist support and national capacity – like murder investigation teams and firearms teams – where and when they are needed; and
3. strengthen the connection between police services and communities by:
   • creating a new formal relationship with all 32 councils;
   • creating opportunities for many more locally elected members to have a formal say in police services in their areas; and
   • better integrating with community planning partnerships.

From the first day of the national service, Police Scotland’s focus has been on the delivery of effective, quality operational policing services across the country, to keep people safe. The service has dealt with more than eight million incidents and securely policed high profile, major political, sporting and public events since inception.

The delivery of such complex integration and change has been challenging and continues to be so, as Police Scotland enters its sixth year. Much has been achieved in the first five years but there is still a great deal to do to reach optimum efficiency and effectiveness.

In considering the delivery of the objectives of reform, the following findings provide an overview of our assessment of policing in Scotland since the 2012 Act:

Responsive, effective and high quality operational policing

- Everyone in Scotland now has access to an improved level of service and protection, with local policing that meets the needs of our communities;
- There is equal access to national capacity and specialist resources, in support of local policing; and
• Our ability to tackle crime and criminals is better, ensuring Scotland’s people and communities are safer.

**Integrated with strong local, community and partner relationships**

• Our relationships with Scotland’s communities are stronger, demonstrated by a commitment to community policing, open engagement and enhanced local scrutiny; and

• Local policing divisions have enhanced working relationships with local authorities and are fully integrated with community planning partnerships to tackle shared priorities and outcomes.

**An improving service**

• We value the contribution of our people to the delivery of high quality services, recognising that in the early stages of Police Scotland too much attention was given to process over people;

• When our service has not met expectations we have listened, accepted shortcomings, and responded to concerns to ensure we improve; and

• Our improving approach to public and stakeholder involvement is building public confidence in policing.

**Achieved significant savings and financial sustainability**

• We have achieved cumulative net savings of £330m while protecting frontline delivery; and

• Our improved financial planning will ensure we can achieve long-term financial sustainability.

**Future focused and evolving to serve a changing Scotland**

• Investment in the ten year strategy, Policing 2026: Serving a Changing Scotland, is supporting effective change and ensuring the service is sustainable and flexible to deliver against new and changing demands; and

• The development and implementation of a clear strategy and plan for policing in Scotland could not have been achieved without reform under the 2012 Act.

Our consideration has also identified a number of proposals to improve the legislative provisions of the 2012 Act for the benefit of policing in Scotland.

Police Scotland considers that the objectives of reform have largely been met and policing has improved across our communities. The reform experience has raised significant challenges but after five years the service has a clear, long-term strategy and delivery plans to ensure policing meets the current and future needs of a changing Scotland.

Police Scotland has developed a track record of effective, quality policing in all areas and there is clear evidence that Scotland’s people and communities are safer as a result of creating a national policing service, delivered locally.
Responsive, effective and high quality operational policing

This section considers the first two objectives of reform. Our evidence will highlight the successful transition to the national service and the focus on maintaining a consistent, quality operational service across Scotland, supported by national capacity and specialist resources. The scale and complexity of integration has been unprecedented and this period has not been without challenges, however, a great deal has also been achieved in the first five years of the service, and it is our view that Scotland is safer as a result of the 2012 Act.

Policing delivery

Following the successful transition to a national service, Police Scotland has managed the impact of a reduced budget by maintaining operational service levels and delivering a consistently high standard of response to incidents across the country. Despite increases in demand for policing services, significant financial savings have been delivered without any overall negative impact on the frontline.

A great deal was achieved in the short period of transition. The National Police Reform Team developed a structure for the delivery of local policing based around 14 territorial divisions. This was supported by national structures for the delivery of specialist resources across the country. Planning ensured policing delivery was effective during the transition to Police Scotland and the following priorities were met:

- Publication of an annual police plan for 2013/14, as required by the 2012 Act;
- Creation of 14 local policing divisions;
- Launch of the non-emergency 101 number;
- Creation of the specialist crime division and other national specialist resourcing structures; and
- An agreed budget for 2013/14.

Police Scotland’s initial focus was on maintaining the delivery of quality front-line and local policing services, along with the structures to support this. There were immediate benefits in delivering savings from a single executive structure and 14 local policing divisions, with significant reductions in senior officers.

A number of challenges were faced during the transition period and beyond, causing delays to the early development of the national service, including:

- differing interpretations of the legislation at times resulted in a lack of clarity about roles and responsibilities;
- financial planning was hampered by a lack of baseline information;
- balancing the impact of maintaining police officer numbers at the levels set in 2010, with the requirements to make substantial savings;
- limited time available to plan the complex integration activity and change required. This included significant workstreams to develop and integrate the supporting infrastructure, policies and processes that governed people, finance, assets and ICT. As a result, significant integration activity was planned and delivered post-transition;
• continued reliance on legacy ICT systems and the collapse of the i6 programme delayed Police Scotland’s ability to fully achieve the structural benefits of reform; and
• understanding the cultural differences across the organisation and the geographical diversity of Scotland’s communities in the development of a consistent approach to delivery.

Despite the challenges of the transition process, front-line policing services and performance levels have largely been protected and maintained. At an early stage Police Scotland realised some of the immediate benefits of the national service, particularly equal access to specialist resources.

**National capacity and specialist resources**

Providing national, specialist resources to support policing in our communities, as and when they are required, has had a significant impact in creating additional policing capacity across Scotland. Prior to the 2012 Act, access to specialist resources across the legacy forces was inconsistent. Under Police Scotland, there is a range of evidence to show we have achieved this objective, including external academic research¹, and it is Scotland’s communities that are seeing the benefits of what the single service can provide.

National capacity has improved policing as follows:

• Better capability at a national level to respond to organised crime and counter terrorism;
• National structures for custody; criminal justice; and contact, command and control services;
• Improved multi-agency response to critical and major incidents supported by a single police Command and Control system;
• More firearms officers on duty across the country;
• A national approach to policing the major road networks;
• National units to tackle child abuse, human trafficking, rape and domestic abuse;
• The Major Investigation Team carries out specialist investigations across Scotland, improving detection rates and lowering the impact on local policing;
• The £73 million Scottish Crime Campus at Gartcosh has state of the art forensics capacity and houses DNA 24, the most advanced DNA profiling facility in Europe; and
• Expertise in digital forensics and cybercrime prevention is being introduced in locations across the country.

Policing is delivering improved outcomes for Scotland’s communities as follows:

• Recorded crime in Scotland has remained low, with successes in reducing homicides, knife violence and domestic housebreaking;
• A strong and continued focus on domestic abuse has contributed to an improvement in the safety of victims;

The quality of rape and sexual crime investigation has improved across Scotland. A rise in reporting of such crime show increased confidence in Police Scotland in this area;

Identifying and protecting the vulnerable in society and providing them with the appropriate interventions and support; and

Road safety is also priority for Police Scotland, and an example of how local resources are supported by specialist road policing officer via a national resource stationed across Scotland, to reduce road casualties. Partnership working on national campaigns and local actions has contributed to reductions in road casualties. This is in spite of the ever increasing volume of traffic on our roads.

The frontline has been protected as result of the 2012 Act, with most police officers in local policing, based within our communities and supported by national, specialist resources. This is in contrast to the position in other jurisdictions, including England and Wales, where large reductions in police resources have had a negative impact on community policing.

Everyone in Scotland now has access to an improved level of service and protection, balanced between equal access to specialist national resources and local policing that meets the needs of our geographically diverse communities, whether they be remote, rural, urban or island.

Since 1 April 2013, Police Scotland has dealt with more than eight million incidents, and securely policed major political, sporting and cultural events and the visits of VIPs, with low impact on community policing or other services across the country. Examples include the Commonwealth Games, the Ryder Cup and Open Championships, and the annual Edinburgh Festival.

Despite the challenges presented by the creation of Police Scotland, a great deal has been achieved in the first five years. Improvements have been made to the service we provide to communities and our strategy and plans will enable further changes, developing local approaches to policing that meet the current and future needs of remote, rural, urban and island communities. In our view, there is strong evidence to support the first and second objectives of reform.

**Integrated with strong local, community and partner relationships**

This section provides an overview of the delivery of the third objective of reform. The introduction of Local Police Plans for each local authority area, as required by the 2012 Act, has improved local policing delivery and supports local scrutiny. We will highlight the development of new local engagement, planning and scrutiny arrangements to support this objective. Evidence will show our commitment to partnership working and our contribution to improving outcomes.

**Local engagement and scrutiny**

Local Policing Plans (LPPs) provide local policing commanders with the flexibility to tackle local priorities within the framework of the Annual Police Plan, which sets priorities at national level. LPPs have strengthened and enhanced relationships with local authorities and provide the basis for our input to community planning.
partnerships and scrutiny of policing at local level. These arrangements continue to develop and mature, particularly in light of the introduction of Local Outcome Improvement Plans (LOIPs). Some Local Police Plans are already embedded into LOIPs and we continue to support local autonomy, to allow our local partners to decide what works best to support their communities.

Structures for engagement and scrutiny of policing at local level have changed as a consequence of the 2012 Act, with each local authority having their own scrutiny arrangements. This has ensured a greater number of local elected members are involved and allows for arrangements to vary across the country to suit local needs.

While there is a flexible approach to engagement and scrutiny across the 32 local authorities, the underlying health of our local partnership arrangements is strong. Divisional commanders personally attend scrutiny committees and community planning partnership meetings with positive feedback from the public and elected members about our local policing teams. Feedback shows our positive approach to building good working relationships, good engagement on Local Police Plans and priorities, along with open sharing of information and this is supported by independent academic research.

The Scottish Police Authority (SPA) invite feedback from all local authorities to gather local perspectives to provide evidence of public confidence in policing delivery as part of the Annual Review of Policing. In its 2016/17 Annual Review, the SPA reported that responses indicated a high degree of satisfaction, particularly with policing’s engagement on local priority setting, with the overall local perception being one of improvement. All responses indicated that local reporting is supporting local scrutiny and that Police Scotland’s engagement with local scrutiny processes was effective during 2016/17.

**Working in partnership**

Our Annual Police Plans and quarterly performance reports for the SPA provide evidence of Police Scotland’s ongoing commitment to partnership working and the positive outcomes this achieves. We also recognise that reduced budgets across the public sector can negatively impact on local joint initiatives. We will develop new and improved opportunities for joint initiatives and collaboration as part of our focus on strengthening effective partnerships.

The service provided by local policing teams continues to be valued by local communities and is enhanced by support from national resources. This is supported by independent academic scrutiny in the Evaluation of Police and Fire Reform: Year 2 Report which has contributed to the evidence base around the benefits of reform. Police Scotland also acknowledges areas for improvement and we will invest in

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2 Partners in scrutiny – Local policing scrutiny arrangements in Scotland, SIPR (2016)
4 Annual Review of Policing 2016/17 – Scottish Police Authority, 2017
innovation and technology to continue to develop the service provided by local officers.

Some examples of good local policing practice and partnership working include:

- **One Glasgow:** Greater Glasgow division officers took part in a local, multi-agency hub to target resources and reduce offending by young people. This resulted in a 15.6% reduction in offending by under-25s over a three year period;
- **Prince's Trust:** Tayside division officers are embedded in the Prince's Trust team programme to help disadvantaged young people get their lives on track. Trust data shows that 77% of the young people go into employment, education, training or volunteering following the Team programme;
- **Community Triage Pilot:** This initiative in Tayside sees officers working with Community Psychiatric Nurses (CPN) to aid their decision making process around managing risk in relation to mental health vulnerability and reduce the number of people taken to hospital;
- **Community Safety Hub:** In Forth Valley division, officers are working with Scottish Fire and Rescue Service colleagues to improve the safety of vulnerable people in their homes;
- **Funky Films:** Ayrshire division officers work with the local Alcohol and Drug Partnership to run a range of initiatives to support people recovering from addiction. The Funky Films initiative won the Provost's Civic Pride Award for 2017;
- **Child Sexual Exploitation (CSE) Advisors Service:** A collaboration funded by Barnardo’s and Comic Relief in Aberdeen/Dundee to support Police Scotland’s response to children affected by CSE;
- **Keep Safe:** A national, Police Scotland led initiative in partnership with community group ‘I Am Me’. The initiative works with a network of local shops and businesses to create safe places for disabled, vulnerable or older people to go if they need help, if they are lost, scared or if they are a victim of crime; and
- **Serious Organised Crime (SOC) Prevention Course:** In collaboration with Highland Council, Safer Communities’ officers delivered this course to public, private and third sector organisations to identify and mitigate threats from SOC.

Police Scotland’s focus on local policing has enabled us to maintain and strengthen our relationship with the communities of Scotland. This is despite the unprecedented change to the service and its budget brought about by the 2012 Act. This is shown by our commitment to community planning partnerships, our broad scale partnership working, open engagement and in the local scrutiny arrangements. The service supports the requirements of the Community Empowerment (Scotland) Act to further integrate planning and initiatives to tackle joint priorities and outcomes. Going forward, Police Scotland’s aim is to continuously improve our ability to work in partnership to provide better outcomes for communities.

**An improving service**

Police Scotland has faced a number of significant challenges and we accept that sometimes our service has not met expectations. In response, the service has listened to feedback and built on the learning opportunities to improve the services
we deliver to Scotland’s communities. We will evidence that through a positive response to such challenges, the service has achieved the objectives and benefits of reform.

**Our people**

Our people have been responsible for ensuring the success of the single service and we recognise that the complexity of the integration and change involved has, and continues to be, a complex challenge. This includes recognition of the challenge of cultural integration across a national organisation. The early focus on operational policing at times put process over people and did not provide the necessary levels of support for our people, who were directly affected by change. Despite this, our people continue to meet day to day challenges with outstanding professionalism and dedication.

The staff survey in 2015 was a key learning opportunity to make improvements in how we lead, manage, support and engage with our people and their representatives, in order to address their concerns.

Police Scotland is committed to creating the right environment for our people to be at their best. Our People Strategy will support delivery of a range of initiatives including:

- A clear focus on the wellbeing and development of all our people;
- Developing new approaches for engagement and participation; and
- Implementation of a new leadership framework and approach.

As we continue to change, our people remain critical to the success of our plans. The need to improve how we lead and support our people through further change remains a challenge and we will continue to engage and consult, providing the opportunity to shape and influence the change.

**Public confidence**

Engaging with our increasingly diverse communities and capturing feedback is important for ensuring satisfaction and confidence in our service. Public confidence can provide evidence of a stronger connection between policing and communities but this is difficult to quantify and measure. Our Public Confidence Steering Group is developing an evidence based approach through delivery of a public confidence improvement plan.

Our confidence and satisfaction measures are being captured using both external (Scottish Crime and Justice Survey) and internal (User Satisfaction Survey) sources. The latest Scottish Crime and Justice Survey results show that the majority of adults in Scotland (58%) believed the police in their local area were doing an excellent or good’ job. This survey is currently being reviewed by Scottish Government.

Police Scotland also carries out a user satisfaction survey with a sample of the public who have reported an incident. This is an assessment of quality of service, captured

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monthly, in relation to how reported incidents and crimes have been dealt with. Results show consistently high levels of satisfaction (80%) and similar levels of confidence in Police Scotland.

Recent public engagement regarding the draft Annual Police Plan (APP) for 2018/19 provided the first opportunity for the public to comment on our approach to tackling our priorities. Feedback showed a strong level of support for the approaches set out in the APP, providing assurance that we have the support and confidence of the public and partners. We will build on this approach to public confidence in our future engagement and improvement plans.

Organisational learning

Police Scotland recognises that it has not always met expectations but the service has been committed to learning and improving to address challenges and significantly enhance the delivery of policing services to our communities. The following case studies are provided to evidence this approach.

Contact, Command and Control (C3)

The implementation of significant changes to call-handling, response and deployment arrangements across Scotland through the C3 Integration and Remodelling Programme (C3IR) has been a major challenge for the service, but has successfully realised a number of benefits. Change has been shaped by the learning gained from work conducted by HMICS\textsuperscript{7} and supporting internal assurance within C3. Improvements were recognised by HMICS in its January 2017 update report\textsuperscript{8}, following the initial call-handling review.

This learning and improvement has resulted in the following outcomes:

- The safe transition of business from the Inverness ACR and Service Centre to the North ACR in Dundee and Police Scotland Service Centre (PSSC);
- Delivery of a consistent, national Command and Control system across Scotland;
- Ability to command incidents across legacy boundaries without significant challenges;
- Increased capacity and resilience within the Police Scotland Service Centre (PSSC) for 999 and 101 call handling; and
- Delivery of a consistent, professional policing service to all our communities, no matter where they are located.

In a number of incidents our service has significantly fallen short with tragic consequences, and our sympathies remain with the families affected. We have made improvements and the delivery of the C3IR programme provides greater resilience in the service we provide to the public. As well as a single police command and control system enabling a more effective response to critical and major incidents, we are now able to identify where all our resources are and task officers to assist the public.

\textsuperscript{7} Asssurance Review of Call Handling- HMICS, 2015
\textsuperscript{8} Call Handling Review update report - HMICS, 2017
Stop and search

Police Scotland’s use of stop and search has been the subject of significant scrutiny at local and national level. The service has responded in an open and positive way to scrutiny of this issue\(^9\) to drive forward improvement in stop and search practice, with effective oversight and engagement.

This work led to the launch of the new Code of Practice on the use of stop and search, using statutory police powers only. The introduction of the Code was the final milestone in achieving the Stop and Search Improvement Plan. It provides our people with guidance on conducting, recording and monitoring the use of stop and search and puts individuals’ rights at the centre of any decision to stop and search a person.

The Code will continue to be reviewed by the Independent Advisory Group on Stop and Search, supported by the National Stop and Search Unit (NSSU) to help identify further areas for improvement. This work highlights our commitment to open engagement with key stakeholders and using the insight and learning gained to develop and adopt best practice.

Firearms standing authority

In 2014 Police Scotland was subject to heightened scrutiny regarding the decision to give a small number of firearms officers authority to be routinely armed whilst crewing Armed Response Vehicles (ARVs). Police Scotland recognised there had been insufficient consultation or consideration of the impact on the perception of the public and communities. HMICS\(^{10}\) also undertook a review which agreed the original decision and supported the improvement actions identified.

Police Scotland gained significant learning from this process. The identified need to better engage and consult more widely, regarding important policy matters, has been applied across the service. In the case of firearms officers, Police Scotland recently announced a change in policy regarding the deployment of ARVs. The decision to remove the restrictions on ARV deployments was presented to the SPA Board, following an extensive period of engagement with the SPA, elected representatives and other key stakeholders. ARV officers will now support colleagues and the public by responding to a wider range of incidents, with an emphasis on public protection, vulnerability and speed of response.

The support for this decision reflects the levels of engagement and consultation undertaken by Police Scotland to explain the reason for the decision and address any concerns. As a result of police reform, the number of ARV officers available in our communities has increased and this new deployment model will improve the safety of communities across Scotland.

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\(^9\) Audit and Assurance Review of Stop and Search- HMICS, 2015

\(^{10}\) Assurance Review of Police Scotland’s Standing Firearms Authority- HMICS, 2014
Performance Framework

The initial focus on numeric performance measures supported the achievement of more consistent service delivery across the country. This had positive results on areas for improvement, including tackling violent crime and domestic abuse, supporting a national focus on agreed priorities. This approach also attracted intense media scrutiny and highlighted the challenge in addressing views about the balance between national and local delivery of policing.

Police Scotland listened carefully to the views of our people and external stakeholders about performance target setting. The insight gained showed the negative impact the policy had on our officers and staff. This prompted a move towards a performance framework focused on outcomes, which would provide a better means of measuring policing performance and drive the right behaviours.

A new outcome-focused performance framework was published in April 2018. This fresh approach to performance reporting allows us to measure progress in addressing our priorities and strategic objectives. The framework will continue to evolve and mature, informed by feedback.

Opportunities for improvement

Police Scotland is actively supporting a culture of innovation, learning and improvement. By openly acknowledging where improvements are required we have been able to identify opportunities to make our services better.

The 2026 strategy and the plans to deliver it provide opportunities for improving the services we provide and ensuring policing is sustainable and responsive to the future needs of a changing Scotland. Investment in our change portfolio will allow Police Scotland to exploit a number of key opportunities in the areas of innovation, collaboration, partnership, data and technology.

The 2012 Act has provided a national platform on which policing in Scotland has been allowed to grow and mature to meet the challenges posed by reduced budgets. The first five years have required Police Scotland to overcome a number of challenges to continuously improve and realise the objectives and benefits of reform. This has been achieved through open engagement with key stakeholders and the public, listening carefully to feedback, gaining insight, learning and using this to effect positive change and improvement.

Achieved significant savings and financial sustainability

This section provides an overview of the savings achieved in support of the first objective of reform. This has been a difficult and challenging process but we will show how our plans to invest in improvements and better financial control now provide a solid foundation to achieve financial sustainability. The recent re-alignment of the SPA’s status, whereby it can now recover VAT, will remove a particular bar in contributing towards the desired levels of savings encountered during the first five years of the Authority/Service.
Delivery of savings

The original outline business case for creating a single national Police Service set out a target of £1.1bn cumulative cost savings to be achieved by 2026. Our 2016/17 Annual Report and Accounts details the ramp up of savings up to 2016/17 (£330m, after deduction of Reform costs of £242m) and shows a level of cumulative cost reduction likely to exceed the financial appraisal included in the reform business case by 2026. These benefits of the national service have been delivered in the face of significant financial constraints and requirement for savings, whilst enhancing the service delivered to the public.

The savings have been achieved without affecting the frontline, through a combination of:

- the creation of nationwide support and control functions, generating economies of scale and requiring fewer police staff overall;
- the implementation of appropriate spans and layers at senior officer level as legacy force structures were realigned; and
- a reduction in police overtime as resources are deployed more efficiently across the organisation, with better management of peaks in demand.

Although savings to date have exceeded business case levels, significant additional cost pressures from pay awards and progression over the last five years has resulted in an overall operating deficit. The current year (2018/19) budget deficit is expected to be £35.7m.

Looking ahead over the medium term, the 3 year Financial Plan approved by the SPA on 2 May 2018, shows how the SPA and Police Scotland can work to eliminate this deficit and deliver a balanced budget by 2020/21. As a result, our planned investments should result in an overall improvement in the operational effectiveness and impact of policing in Scotland over the coming years.

Financial control

Financial control has been a challenge for both Police Scotland and the SPA, highlighted by a number of critical reviews by Audit Scotland. Our approved and unmodified accounts in 2016/17 marked a significant milestone and we have built on this foundation to strengthen our approach. This includes an action plan to deliver the improvements recommended by Audit Scotland.

The development of Policing 2026 has allowed us to consider long term financial planning for the first time since the creation of Police Scotland. We have since developed a ten year financial strategy that overlays the emerging plans supporting Policing 2026 with assumptions around government funding, salary inflation and other cost pressures.

The savings captured during the first five years of Police Scotland represent a significant achievement, given the broader policing and public sector landscape. With the publication of both medium and long term financial plans, Police Scotland is now in a strong position to deliver the financial control and investment required to
achieve the objectives of the 2026 strategy and fully realise the objectives and benefits of reform.

**Future focused and evolving to serve a changing Scotland**

Police Scotland is strategically focused with clear plans to fully deliver the objectives and benefits of reform. We will highlight how our plans for investment in change provide opportunities to innovate and improve to ensure Scottish policing is ready to meet future demands.

**Our strategic direction**

In 2016, Police Scotland and the SPA focused on the future strategic direction and development of the service, to re-invigorate the reform process. Police Scotland recognised gaps in its medium and longer-term strategic planning, as highlighted by both HMICS and Audit Scotland, who continued to outline key challenges in relation to financial planning.

The development of a long-term strategic approach to policing, in collaboration with the SPA, was founded on a broad evidence base that highlighted the changing nature of Scotland’s society and communities and changes in demand for policing services. In light of this, there was a recognition that further change was required for Police Scotland to fully realise the benefits of reform and build an efficient, effective and sustainable service that would meet future demands.

As a result of this work, our joint strategy Serving a changing Scotland – our 10 year strategy for policing in Scotland\(^\text{11}\) was published in 2017.

The strategy sets out why we need to change, what we are trying to achieve and how we will do it. To provide the right focus on delivery, a strategic planning and performance framework has been developed to align our strategy to the plans that guide service delivery and change. It shows the alignment of the broader strategic landscape, linking Scottish Government’s police priorities to our 2026 strategy and the plans that support it, including the 3 year implementation plan and APP.

**Delivering change**

The strategy will be delivered in three phases. Our first three year implementation plan (2017/20), Serving a changing Scotland - creating capacity to improve\(^\text{12}\), shows how the programmes and projects in our change portfolio will deliver the 2026 objectives. Detailed financial planning describes the investment that will support delivery, including Scottish Government reform funding. The plan describes how the amount of investment is balanced by the planned deficit reductions that will result from the benefits of our change portfolio by 2020/21.

The investment in our change portfolio will deliver a number of projects to support delivery of our strategic objectives, including:

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\(^{11}\) ‘Serving a changing Scotland – our 10 year strategy for policing in Scotland’- Police Scotland 2017

\(^{12}\) Three year implementation plan - Serving a changing Scotland, creating capacity to improve – Police Scotland 2018
• Local approaches to policing: to design, test and implement locally tailored approaches to meet the evolving needs of remote, rural, urban and island communities;
• Partnerships and collaboration: to strengthen partnership working and collaborative programmes;
• People Strategy and plans: to invest in the development and wellbeing of all our people;
• Digitally enabled policing: investment in technology to enable and support operational efficiency and effectiveness;
• Cybercrime; to scale and change our cyber capability and capacity; and
• Transform corporate support services; delivery of a new corporate services model to support operational policing.

A great deal of progress has been made in 2017/18 and the benefits realised include:

• Organising to deliver transformation: investment in building the right capability and capacity to deliver change;
• Our People; approval of a people strategy and plans to ensure our people have the necessary skills, development and support;
• Change leadership: investment in a strengthened change function and development of the programmes necessary to delivery transformation;
• Digital, data and ICT: migrating from legacy ICT infrastructure remains a significant challenge for Police Scotland and planning is underway to determine our future digital, data and ICT needs along with the required investment; and
• Strengthening support for operational delivery, including:
  - a Professionalism and Assurance function to improve our approach to governance and assurance;
  - a Strategy and Innovation function to support effective strategic planning and performance, innovation and partnerships; and
  - improvements to our financial planning and services.

The benefits of this change will be realised across all of Scotland’s communities. Investment will improve productivity, capacity and capability, and ensure the service is sustainable and able to address new and changing demands. Delivering these improvements at a national level will maximise efficiency, effectiveness and consistency of service levels across the country. In our view, the development and implementation of such a clear strategy and plan for policing in Scotland could not have been achieved without reform.

**Appendix - Technical aspects of the 2012 Act**

The Justice Committee requested Police Scotland raise any other issues in connection with the 2012 Act as part of its submission. We have considered the technical aspects of the 2012 Act as they relate to the operation of the service and the Scottish Police Authority. A number of areas are raised as suggested improvements that would require amendments to the 2012 Act. These relate to the
operation of various policing functions and services and the working relationship
between Police Scotland and the SPA.

**Definition of ‘police staff’ / SPA delegation of functions**

The narrow definition of ‘police staff’ contained within Section 26 of the 2012 Act and
limitation within Schedule 1, Paragraph 12 (1), of the ability to delegate the SPA’s
functions to police staff continues to cause significant difficulties in the operation of
support services by Police Scotland and interaction with the SPA. Police staff are
required to deliver SPA’s statutory duties in respect of salaries and provision and
maintenance of anything necessary or desirable for the carrying out of police
functions, including vehicles, equipment, information technology systems, land,
buildings and other structures however require SPA formal authority to expedite such
duties. Current authorisation schemes implemented as solutions to the limitations
are not readily capable of explanation and potentially expose SPA/Police Scotland
actions to risk of challenges of legitimacy and adequacy.

Amending the definition would allow decision making to be delivered by police staff
with knowledge and at a level commensurate with the value and significance of the
matter being determined. Significant efficiencies in delivery and cost savings in terms
of staff time and bureaucracy could also be achieved. In addition, a wider definition
of police staff would enable successful use of Section 83 agreements governing
reciprocal provision of services to the Police Service and the Police Authority by its
staff, officers and police staff. It is therefore suggested that the narrow definition of
police staff contained within Section 26 should be amended, whereby police staff are
defined not only in relation to carrying out police functions, but functions in the
support of and maintenance of the Police Service and the limitation imposed within
Schedule 1, Paragraph 12 (1) whereby SPA’s functions cannot be delegated Police
Staff, removed.

**Provision of goods and services**

Sections 86 and 87 deal with the provision of goods and services, such as training
services which can generate income. The 2012 Act provides detail on the type of
party to whom services may be provided and this can place limitations on
opportunities for income generation, such as the delivery of training services.

A consequence of the limitation on the type of party to whom the services referred to
in section 87 (1) and 87 (3) may be provided is that if, for example, in terms of 87 (3)
(b) Police Scotland receives a request to deliver police training to a foreign police
force, it cannot do so if the arrangements for that service delivery involve contracting
with an intermediary (for example a company) that is not within the definition of
public body or office-holder. Amendments to the 2012 Act would assist income
generation for training services.
Grants

In Sections 88 and 89, the 2012 Act provides for grants to be made to the Authority by the Scottish Ministers. Various scenarios arise whereby the Authority would wish to provide funding or grants to initiatives in, for example, local community policing. A statutory basis for this in the 2012 Act should be explored.

Definition of ‘forensic services’

With reference to Section 31, it is suggested that an improved definition of what is encompassed within ‘forensic services’ is needed to clarify the distinctions between the forensic obligations of the SPA and operational policing needs. In addition, clarification of the statutory obligations of the SPA, Police Scotland and Health Boards in the delivery of their investigative duties and obligations is needed to ensure the wellbeing of persons in custody, victims of crime and vulnerable persons.

The examples above provide opportunities to improve the legislative provisions of the 2012 Act for the benefit of policing. It is proposed that they are explored further in collaboration with our key stakeholders.

Police Scotland
23 May 2018