

# **Strategic Police Priorities for Scotland**

**Consultation**

**July 2019**

# **Strategic Police Priorities for Scotland: Consultation**

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## **Ministerial Foreword**

I am very proud of Scotland's policing system and the dedicated officers and staff who work tirelessly in our communities. In partnership with other services, policing supports the delivery of a number of the national outcomes set by the Scottish Government, notably that 'We live in communities that are inclusive, empowered, resilient and safe'.

The Strategic Police Priorities (SPPs) set the overarching framework for policing in Scotland, reflecting the ambition within the national outcomes and the 'Justice in Scotland: Vision and Priorities' for a safe, just and resilient Scotland. It is vital that we develop this framework in partnership with policing, other partners, and with Scotland's communities and those who represent them.

This document consults on six draft SPPs, which set the high level direction for the Scottish Police Authority (SPA) and Police Scotland. As well as maintaining Police Scotland, promoting policing and holding the Chief Constable to account, the SPA provides Scotland's Forensic Service.

Implementation of the Police and Fire Reform (Scotland) Act 2012 has made significant changes to the way in which policing is delivered and national capabilities within the service have been significantly enhanced. Reform has enabled policing in Scotland to continue to perform well in spite of significant budget cuts. Evidence shows that recorded crime has fallen by 35% since 2008-09, and the 2017-18 Scottish Crime and Justice Survey found that the majority of adults said the police were doing a good or excellent job.

Following our commitment in the 2018-19 Programme for Government, the time is right for this review. The current SPPs have now been in place for nearly 3 years, during which time the policing system has continued to develop. Leadership and governance has been strengthened in the SPA and Police Scotland. Implementation of the ten year policing strategy *Serving a Changing Scotland* is delivering major transformational change that will address emerging and future challenges and will ensure that effective partnership working supports the most vulnerable in our society.

The Scottish Government has supported policing by protecting the police revenue budget during the lifetime of this Parliament, to the tune of £100 million, and provides dedicated reform funding to help the service continue to evolve. We increased the police capital budget by 52% in the 2019-20 budget settlement.

The draft SPPs reflect current priorities and also focus on anticipated future demands, with a proposed lifespan of six years.

I encourage individuals, communities and organisations to respond to this consultation. Your voice will be key to ensuring the final SPPs reflect the diverse needs of our communities, and meet our ambitions for the service.

**HUMZA YOUSAF**

Cabinet Secretary for Justice

## **Context**

The Strategic Police Priorities (SPPs) set the high level strategic direction for the policing of Scotland and the carrying out of the Scottish Police Authority's (SPA) functions. The SPPs are set by Scottish Ministers and the legal framework for their development was established in the Police and Fire Reform (Scotland) Act 2012 ("the Act").

Within the 2018-19 Programme for Government<sup>1</sup>, we committed to revising the existing set of SPPs in partnership with others. The current SPPs were last set in October 2016 and focus on<sup>2</sup>:

- Localism
- Inclusion
- Prevention
- Response
- Collaborative Working
- Accountability
- Adaptability

We are conducting this public consultation to gather as many views as possible on the new set of draft SPPs. Your views will help us to shape what the strategic focus should be for the SPA and Police Scotland for the coming years.

The deadline for consultation responses is **4 October 2019**.

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<sup>1</sup> <https://www.gov.scot/publications/delivering-today-investing-tomorrow-governments-programme-scotland-2018-19/>

<sup>2</sup> <https://www.gov.scot/publications/strategic-police-priorities-scotland/>

## Overview

In 2013, eight former Police Forces, the Scottish Police Services Authority and the Scottish Crime and Drug Enforcement Agency were brought together to create Police Scotland, led by a Chief Constable. This single service is accountable to the SPA. The SPA is also responsible for the management and delivery of Forensic Services in Scotland. The broader roles and responsibilities set out within the Act are shown within Figure 1.

Figure 1

The Police and Fire Reform (Scotland) Act 2012  
– Key responsibilities in the policing system

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We are now six years on from the introduction of police reform and this has been a significant period of change for the SPA and Police Scotland.

A number of developments and benefits have been realised as a result of police reform in Scotland. A recent independent evaluation of police and fire reform, undertaken by a consortium led by the Scottish Institute for Policing Research, has highlighted that “significant progress has been made towards achieving the intended outcomes of reform as set out in the Act”<sup>3</sup>. In particular, more equal access to national capacity and specialist support has been created, and duplication across the country has been reduced. The creation of stronger national capabilities have also been recognised through the Scottish Parliament Justice Committee’s recent inquiry on scrutinising the implementation of the Act<sup>4</sup>.

In 2017 the SPA and Police Scotland set out how they would meet the current and changing needs of their communities, publishing their Ten Year Strategy: *Serving a Changing Scotland*<sup>5</sup>. This set out a vision for the policing over a ten year period, including how new and emerging challenges will be addressed. Delivery of an implementation plan for the Strategy has been ongoing, supported by dedicated Scottish Government funding for reform projects. Also in 2017, Police Scotland published its ‘Equality Outcomes 2017-21’<sup>6</sup>. Police Scotland has reported on the progress it has made towards these Equality Outcomes<sup>7</sup>.

There have been developments in recognising the commitment of the police workforce, investing in their wellbeing and developing their capabilities. Last year the SPA announced a 31 month 6.5% deal on police officer pay. In February this year an employment package of reforms to police staff pay, terms and conditions was accepted, and this has been introduced from 1 April. This included staff pay harmonisation (SPRM) and the introduction of a single pay system. Police Scotland is also continuing to develop its Workforce Framework.

Partnership working continues to be an important area of development in policing, with a new Portfolio created in recognition of this: Partnership, Prevention and Community Wellbeing. The focus of this work has been to develop new approaches to working with other Scottish public services, in order to achieve better outcomes for communities and individuals. Under the broader heading of Health and Justice, this work has included a particular focus upon working with partners to deliver better services and outcomes for vulnerable people and those in distress.

Local Policing continues to be a focus for both the SPA and Police Scotland. More local elected members than ever before are involved in shaping and scrutinising local policing, and local Divisional and Area Commanders and their teams are actively engaged in developing local plans and working collaboratively with local

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<sup>3</sup> <https://www.gov.scot/publications/evaluation-police-fire-reform-year-4-summary-key-findings-learning-points-evaluation/>

<sup>4</sup> <https://www.parliament.scot/parliamentarybusiness/CurrentCommittees/108179.aspx>

<sup>5</sup> <https://www.scotland.police.uk/assets/pdf/138327/386688/policing-2026-strategy.pdf>

<sup>6</sup> <https://www.scotland.police.uk/assets/pdf/138327/243045/equality-outcomes-2017-2021?view=Standard>

<sup>7</sup> <https://www.scotland.police.uk/assets/pdf/138327/243045/mainstreaming-report-2017-2019?view=Standard>

Councils, the NHS and other partners to keep communities safe. The Chair of the SPA and Chief Constable have both committed to continue working with the Convention of Scottish Local Authorities (COSLA) to strengthen their communications and relationships with local authorities through the COSLA Police Scrutiny Conveners Forum, and local policing scrutiny committees.

The SPA has continued to develop as an organisation since its establishment. The recent appointment of a number of new Board members, including a new Chair in 2017, has strengthened its leadership and governance and the SPA now operates in a more transparent and outward-facing way: holding appropriate Board discussions in public; creating a revised committee structure with delegated decision making powers; and introducing updated financial governance policies. There have also been a number of changes across the Senior Leadership Team within Police Scotland. This has included the appointment of a new Chief Constable, three Deputy Chief Constables and a number of Assistant Chief Constables. These changes have enhanced police leadership.

However, transformational change takes time and therefore, developments and benefits will continue to be realised. Revising the SPPs at this stage, will allow us to set a strategic direction for policing which reflects not only where we are currently, but also where we should strive to be. This strategic direction seeks to assist the development of organisational cultures and influence the changes necessary in their underlying strategies and processes.

## **Hierarchy of Police Priorities and Planning**

### **National Performance Framework**

The National Performance Framework (NPF) is for all of Scotland. The NPF aims to:

- create a more successful country
- give opportunities to all people living in Scotland
- increase the wellbeing of people living in Scotland
- create sustainable and inclusive growth
- reduce inequalities and give equal importance to economic, environmental and social progress

To help achieve its purpose, the framework sets out 'national outcomes'. These outcomes describe the kind of Scotland it aims to create. They reflect the value and aspirations of the people of Scotland, are aligned with the United Nations Sustainable Development Goals and help to track progress in reducing inequality.

To achieve the national outcomes, the National Performance Framework aims to get everyone in Scotland to work together. This includes national and local government, public bodies, businesses, voluntary organisations and people living in Scotland.

Policing specifically contributes to meeting two key National Outcomes within the NPF: 'We live in communities that are inclusive, empowered, and resilient and safe' and 'We respect, protect and fulfil human rights and live free from discrimination'<sup>8</sup>.

### **Justice in Scotland: Vision and Priorities**

In 2017, the Scottish Government set out its Justice Vision and Priorities<sup>9</sup> for Scotland, with a vision for a safe, just and resilient Scotland. This plan is intended for all of those working to keep communities safe and those who deliver civil, criminal and administrative justice. The SPPs support the delivery of a number of outcomes within the Justice Vision and Priorities, in particular 'We live in safe, cohesive and resilient communities' as well as 'Prevention and early intervention improve wellbeing and life chances', 'Our systems and interventions are proportionate, fair and effective' and 'We deliver person-centred, modern and affordable public services'.

### **Policing Principles**

The Act sets out statutory policing principles at Section 32 which states that 'the main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland'. The Police Service, working in collaboration, should seek to achieve this in a way which is accessible to, and engaged with, local communities, and promotes measures to prevent crime, harm and disorder. This core purpose informs all policing priorities and plans.

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<sup>8</sup> <https://nationalperformance.gov.scot/>

<sup>9</sup> <https://www.gov.scot/publications/justice-scotland-vision-priorities/>

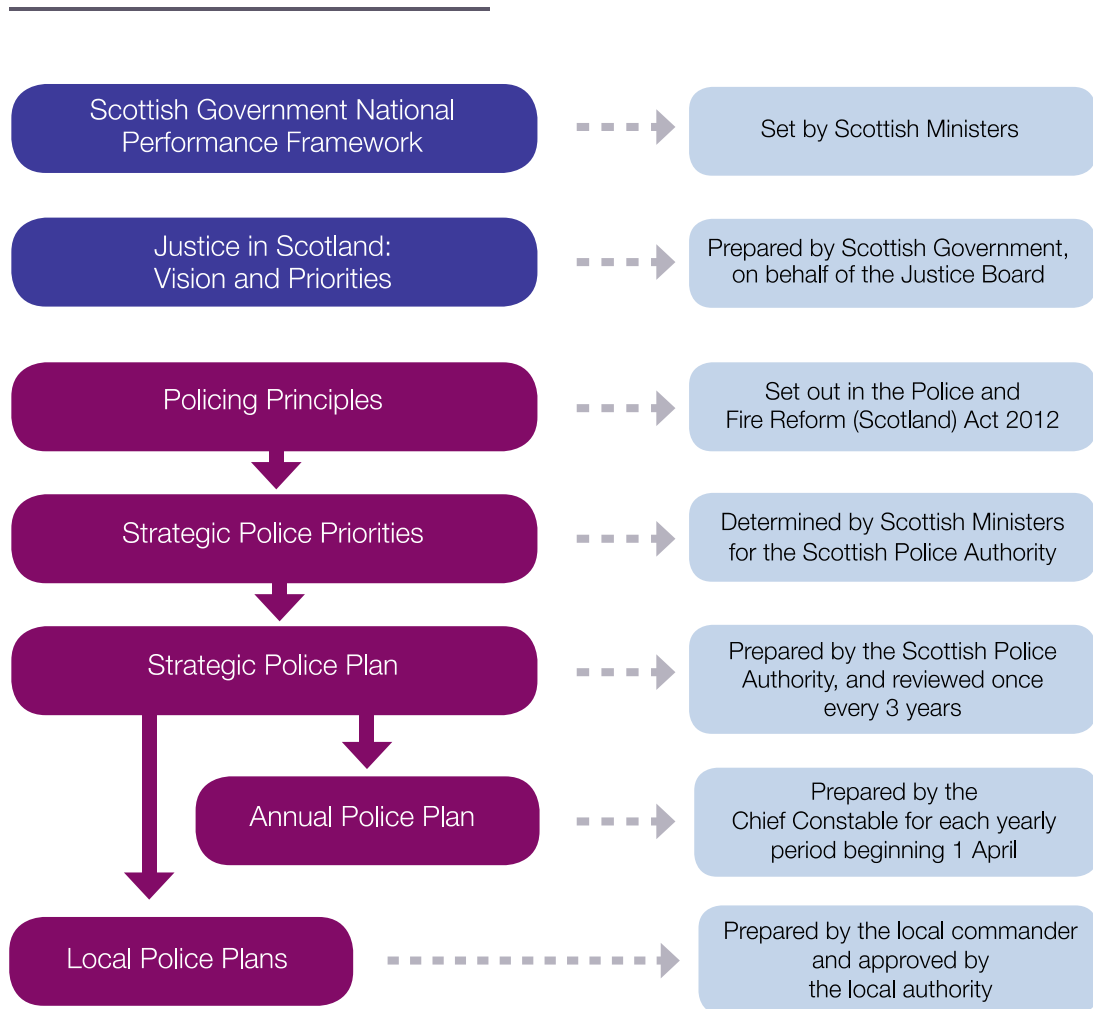


## Planning Structure for Policing

The 2012 Act sets out the planning framework for policing in Scotland. This is set out within Figure 2.

Figure 2

Strategic framework for police planning



More broadly the SPPs contribute to the National Outcomes and support the delivery of the Justice in Scotland outcomes.

The legislation advocates clear alignment between the different levels of planning and priority setting. This is necessary to ensure that at all levels of policing – public appointments, officers and staff – there is an understanding of the contribution made to high level objectives and outcomes. The Scottish Government, SPA and Police Scotland have been working to ensure that this ‘golden thread’ runs through the strategic framework.

### **Strategic Police Priorities**

The SPPs set the high level strategic direction for the policing of Scotland and the carrying out of the SPA’s functions. The SPPs are set by Scottish Ministers and the legal framework for their development was established in the Act at Section 33.

In line with the operational independence of the police service, the SPPs do not direct day to day operations. However, both the Strategic and Annual Police Plans must have regard to the strategic police priorities, ensuring there is no inconsistency.

### **Strategic Police Plan**

The Act requires the SPA to produce a Strategic Police Plan (at Section 34) which sets out the main objectives for both the SPA and Police Scotland, and describes how these objectives are expected to be achieved. The SPA involves the Chief Constable and others with an interest in policing, when developing the strategic plan, and Scottish Ministers approve it. It must be reviewed at least once every 3 years and, in particular, where the Strategic Police Priorities have been significantly revised.

Currently the Strategic Police Plan is fulfilled by the Ten Year Strategy: *Serving a Changing Scotland*, highlighted above. It sets out five key areas of focus:

1. **Protection** – Based on threat, risk and harm
2. **Prevention** – Tackling crime, inequality and enduring problems facing communities
3. **Communities** – Focus on localism, diversity and the virtual world
4. **Knowledge** – Informing the development of better services
5. **Innovation** – Dynamic, adaptable and sustainable

The Strategic Police Plan is being refreshed during 2019/20, and is due to be published in 2020. Public consultation on the draft strategic plan is due to commence later this year.

## **Annual Police Plan**

Under the Act, the Chief Constable must prepare an Annual Police Plan. This Plan sets out the arrangements for the Policing of Scotland, and how this activity contributes to the objectives set out within the Strategic Police Plan. The current Annual Police Plan<sup>10</sup> includes the following priorities for policing:

- Protecting vulnerable people
- Tackling cyber-related crime
- Working with communities
- Support for operational policing

The Plan also includes strategic outcomes, which describe the difference Police Scotland will make by addressing these priorities.

Under the Act, Police Scotland is required to consult with the SPA on the Annual Police Plan.

Copies of the Strategic Police Priorities, Strategic Police Plan and Annual Police Plan must be laid before Parliament.

## **Local Police Plans**

Local Policing Divisions prepare Local Police Plans, which must be consistent with the most recently approved SPA Strategic Police Plan. They are closely linked into wider local planning arrangements, including Community Planning Partnerships, and contribute to Local Outcome and Improvement Plans. Local Police Plans describe the local priorities and policing arrangements in each of Scotland's 32 local authority areas. The Divisions engage with a range of local partners to develop these local plans, and they are presented to the local authority for approval.

## **Accountability and Performance against the SPPs**

Arrangements for governance of the police service were established through the Act. The SPA has an oversight role in relation to the work of Police Scotland, and also holds the Chief Constable to account.

The SPA has a three-year financial plan and a ten year financial strategy in place, which provide high-level assessments of the financial resources required to deliver the organisation's strategic priorities, which align with the SPPs, and essential services over three and ten year periods. These financial plans were agreed by the SPA Board in May 2018, and are currently being reviewed, with refreshed plans expected to be available later in the year. The Scottish Government plans to undertake a spending review later this year, as outlined in its recently published Medium Term Financial Strategy. This will ensure that the Scottish Government can continue to meet the high standards and deliver the quality of public services that people across the country expect.

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<sup>10</sup> <https://www.scotland.police.uk/assets/pdf/138327/150739/annual-police-plan-2019-20?view=Standard>

There are a number of mechanisms through which we would expect to see evidence of the impact of SPPs being achieved.

The SPA publishes an Annual Review of Policing<sup>11</sup> which provides an assessment of the progress the SPA and Police Scotland have made in working towards achieving the objectives set out within the Strategic Police Plan and, in the case of Police Scotland, the Annual Police Plan.

Police Scotland provide quarterly performance reports on their Annual Police Plan to the SPA Board, measuring progress against the strategic outcomes. Police Scotland has recently introduced a new performance framework, which is outcomes-focused and will provide evidence of progress during 2019-20. The performance framework will continue to evolve and new indicators to evidence progress will be phased in during the reporting year.

Local Authorities have arrangements in place to scrutinise the delivery of local policing through Local Scrutiny Committees.

There are also a number of recorded crime statistics that are publicly reported. Police Scotland publish quarterly management information, and the Scottish Government publish National Statistics on Recorded Crime<sup>12</sup> in Scotland annually. The Scottish Government also publishes National Statistics from the Scottish Crime and Justice Survey<sup>13</sup> annually, which includes estimates for overall crime, including those not reported to the police and further evidence on people's experiences and perceptions of crime.

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<sup>11</sup> <http://www.spa.police.uk/assets/128635/294812/518987>

<sup>12</sup> <https://www2.gov.scot/Topics/Statistics/Browse/Crime-Justice/PubRecordedCrime>

<sup>13</sup> <https://www2.gov.scot/Topics/Statistics/Browse/Crime-Justice/crime-and-justice-survey>

## **Revised Strategic Police Priorities**

### **Development of revised SPPs**

To develop the draft SPPs set out in this consultation paper, we have discussed our thinking with a range of organisations who have a direct interest in policing in Scotland. This has included:

- The SPA
- Police Scotland
- Her Majesty's Inspectorate of Constabulary in Scotland (HMICS)
- The Police Investigation and Review Commissioner (PIRC)
- COSLA officials
- Representatives from the Scottish Police Federation and the Association of Scottish Police Superintendents.

We also held wider discussions with officials across the Scottish Government with an interest in Policing.

Key themes which have emerged during these early discussions include:

- Reinforcing the importance of an open and transparent governance framework for the police service, including planning and performance
- Ensuring the SPPs reinforce the importance and value of the workforce
- Evidence of demand as a key driver for the development and delivery of the service
- Tackling crime should remain a core priority for the service
- Being as clear as possible about the role of the police service in delivering services with partners
- The need for a continued focus on local policing, within the context of a national police service
- The importance of service transformation to delivering effective and sustainable services.

The 12-week consultation period will give us an opportunity to undertake wider discussions and meetings with interested parties on the development of the SPPs. This will be focused on ensuring local interests are represented in the process, including local communities, individuals, local authorities, third sector organisations and local Police Scotland divisions.

### **Revised Strategic Police Priorities**

The SPPs relate to the policing of Scotland and the carrying out of the SPA's functions. This includes Police Scotland, and the SPA's Forensic Service, Independent Custody Visiting and Corporate functions.

The SPPs are purposefully strategic and concise to enable the SPA and Police Scotland to further define the outcomes, objectives and actions which flow from this high-level direction.

The proposed **Strategic Police Priorities** are as follows:

### **Strategic Police Priorities**

**Crime and Security** – prioritises prevention, investigation, equality and human rights to support positive criminal justice outcomes, respond to current and emerging threats and maintain public order.

**Confidence** – continues to inspire public trust by being ethical, open and transparent, evidencing performance against outcomes, and building on a positive reputation at a local, national and international level.

**Partnerships** – works proactively with partners to maintain safe communities and support improved outcomes for individuals, increasing resilience and addressing vulnerability.

**Sustainability** – adapts to present and plans for future social and economic circumstances, considering the environmental impact of policing and its operations.

**People** – values, supports, engages and empowers a diverse workforce to lead and deliver high quality services.

**Evidence** – uses evidence to develop services and addresses current and emerging demands, ensuring that the right capacity and skills are in place to deliver high performing and innovative services.

### **Lifespan of the SPPs**

The Act does not provide a set timescale within which the SPPs should be reviewed.

We are proposing that the draft SPPs set out above will be in place for a 6 year period. This is a shift away from the 3 year cycle for setting the SPPs, which we have had to date. This will mean they will be in place for the refresh of the 3 year Strategic Plan which the SPA will undertake later in 2019/20, but also for the next revision in 2023.

We believe this will provide an advantage of allowing sufficient time for the revised SPPs to set a longer-term strategic direction within the police planning framework, and to achieve the 'golden thread'. It will also provide a longer time period to assess progress in delivering the priorities and build a clear evidence base, to assist with future reviews of the SPPs.

## **Consultation questions**

1. To what extent do the revised Strategic Police Priorities meet your expectations for what the Scottish Police Authority and the Police Service should focus on in the future:
  - a. Fully
  - b. Partially
  - c. Not at all

Please provide reasons for your response.

2. Do the revised Strategic Police Priorities reflect your needs:
  - a. Fully
  - b. Partially
  - c. Not at all

Please provide reasons for your response.

3. Do the revised Strategic Police Priorities reflect the needs of your community:
  - a. Fully
  - b. Partially
  - c. Not at all

Please provide reasons for your response.

4. Do you agree that the revised Strategic Police Priorities should be in place for a period of 6 years? Please provide reasons for your response.

5. How do you think the progress towards delivering the Strategic Police Priorities should be measured?

6. Do you have any comments to make on our partial equalities impact assessment? This is available as an associated downloadable document.

## **Responding to this Consultation**

We are inviting responses to this consultation by 4 October 2019.

Please respond to this consultation using the Scottish Government's consultation hub, Citizen Space (<http://consult.gov.scot>). Access and respond to this consultation online at <https://consult.gov.scot/safer-communities/review-of-strategic-police-priorities>

You can save and return to your responses while the consultation is still open. Please ensure that consultation responses are submitted before the closing date of 4 October 2019.

If you are unable to respond using our consultation hub, please complete the Respondent Information Form and return to:

Police Division (Strategic Police Priorities)  
Scottish Government  
1R  
St Andrew's House  
Edinburgh  
EH1 3DG

### **Handling your response**

If you respond using the consultation hub, you will be directed to the About You page before submitting your response. Please indicate how you wish your response to be handled and, in particular, whether you are content for your response to be published. If you ask for your response not to be published, we will regard it as confidential, and we will treat it accordingly.

All respondents should be aware that the Scottish Government is subject to the provisions of the Freedom of Information (Scotland) Act 2002 and would therefore have to consider any request made to it under the Act for information relating to responses made to this consultation exercise.

If you are unable to respond via Citizen Space, please complete and return the Respondent Information Form included in this document.

To find out how we handle your personal data, please see our privacy policy: <https://beta.gov.scot/privacy/>

### **Next steps in the process**

Where respondents have given permission for their response to be made public, and after we have checked that they contain no potentially defamatory material, responses will be made available to the public at <http://consult.gov.scot>. If you use the consultation hub to respond, you will receive a copy of your response via email.

Following the closing date, all responses will be analysed and considered along with any other available evidence to help us. Responses will be published where we have been given permission to do so. An analysis report will also be made available.



### **Comments and complaints**

If you have any comments about how this consultation exercise has been conducted, please send them to the contact address above or to:

[StrategicPolicePriorities@gov.scot](mailto:StrategicPolicePriorities@gov.scot)

### **Scottish Government consultation process**

Consultation is an essential part of the policymaking process. It gives us the opportunity to consider your opinion and expertise on a proposed area of work.

You can find all our consultations online: <http://consult.gov.scot>. Each consultation details the issues under consideration, as well as a way for you to give us your views, either online, by email or by post.

Responses will be analysed and used as part of the decision making process, along with a range of other available information and evidence. We will publish a report of this analysis for every consultation. Depending on the nature of the consultation exercise the responses received may:

- indicate the need for policy development or review
- inform the development of a particular policy
- help decisions to be made between alternative policy proposals
- be used to finalise legislation before it is implemented

While details of particular circumstances described in a response to a consultation exercise may usefully inform the policy process, consultation exercises cannot address individual concerns and comments, which should be directed to the relevant public body.



## Strategic Police Priorities for Scotland: Consultation

### RESPONDENT INFORMATION FORM

**Please Note** this form **must** be completed and returned with your response.

To find out how we handle your personal data, please see our privacy policy:  
<https://beta.gov.scot/privacy/>

Are you responding as an individual or an organisation?

- Individual  
 Organisation

Full name or organisation's name

Phone number

Address

Postcode

Email

The Scottish Government would like your permission to publish your consultation response. Please indicate your publishing preference:

- Publish response with name  
 Publish response only (without name)  
 Do not publish response

#### Information for organisations:

The option 'Publish response only (without name)' is available for individual respondents only. If this option is selected, the organisation name will still be published.

If you choose the option 'Do not publish response', your organisation name may still be listed as having responded to the consultation in, for example, the analysis report.

We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise?

Yes

No



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