

# Corporate Plan 2011-13

Monitoring and Improving  
Policing in Scotland



Terrorism Anti-Social Behaviour  
public reassurance Diversity drugs

Accountability **Public Value**

Sustainable Policing restructure  
governance high risk offenders

Best Value Public Satisfaction leadership

**Independence** visibility  
Child protection e-crime complaints  
partnership working policing reform  
priorities collaboration efficiency

Violence **Proportionality**  
police use of firearms proceeds of crime  
Road Safety Community Policing

# Introduction

“The work of the inspectorate will focus on monitoring and improving forces and common police services to ensure that they continue to deliver the best quality of service to the public.”

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The origins of Her Majesty’s Inspectorate of Constabulary for Scotland (HMICS) can be traced back to the Police (Scotland) Act in 1857, which described the purpose of our inspection activity as being to “render more effectual the Police in Counties and Burghs in Scotland”. Since then the structure and composition of police forces has changed markedly as have some, though not all, aspects of the police role. And while our function too has evolved over the years, our primary aim of monitoring and improving the police services in Scotland remains constant.

Following the Crerar review of Regulation, Audit, Inspection and Complaints Handling of Public Services in Scotland<sup>1</sup>, we have continued to develop some fundamental changes to the way we monitor police activity and performance. Our new approach recognises that primary responsibility for improving services lies with the organisations that provide them and that the role of external scrutiny is to provide independent assurance; ensure that services are well-managed, safe and fit for purpose; and make sure that public money is being used properly. As a result, our cyclical programme of external scrutiny has now been replaced with one that centres on self-evaluation and has resulted in inspections that are more risk based and proportionate.

A fundamental principle of our work is our independence. As an organisation we strive to maintain independence of thought, both from the service and those who govern it, providing impartial advice and support to all members of the tripartite arrangement<sup>2</sup>. We report on the effectiveness and efficiency of policing to the Scottish Parliament annually and, wherever possible, present the findings of our

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<sup>1</sup> [The Crerar Review - The Report of the Independent Review of Regulation, Audit, Inspection and Complaints Handling of Public Services in Scotland - September 2007](#)

<sup>2</sup> A tripartite arrangement exists for the accountability for the police service in Scotland. Scottish Ministers have powers to make regulations for the government and administration of police forces and promotion of their efficiency. Police Authorities and Joint Police Boards are responsible for setting police budgets and ensuring that best value is attained for the public purse. Chief Constables are responsible for the operational aspects of policing within their force areas.

inspection activity publicly whilst monitoring progress of the resulting improvement plans through forces and their police authority or joint boards.

In recent years, much has been achieved by Scottish policing, with crime at its lowest level for over 30 years and public satisfaction rates continuing an upward trend. However, financial pressures facing the public sector are driving significant change and the debate on reform of Scottish policing is well advanced. During the lifetime of this Corporate Plan, the work of the inspectorate will focus on monitoring and improving forces and the common police services provided or maintained by the Scottish Police Services Authority (SPSA), including the Scottish Police College, Scottish Criminal Records Office (SCRO) and the Scottish Crime and Drug Enforcement Agency (SCDEA), to ensure that they continue to deliver the best quality of service to the public. We must also consider, monitor and assure the complex process of change likely to arise out of the developing reform agenda for Scottish policing and, at the same time, consider the future of HMICS in the context of the changes that may bring.

Our Corporate Plan 2011 - 2013 reflects these developments and presents an overview of our work for the next two years.

Andrew Laing

HM Inspector of Constabulary

1 April 2011

# Our work

“to ensure an accountable, effective and efficient policing service for the people of Scotland”

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## Our vision, mission and values



## Our work

HMICS exists to assure Scottish Parliament and the people of Scotland as to the effectiveness and efficiency of the police service in Scotland. An integral part of our role centres on the inspection of policing services, supporting improvement through our findings and recommendations and by identifying and disseminating good practice.

Over the course of the last year discussions and developments have been concentrated on the subject of reform of Scottish policing within the context of significant financial challenges. There can be little doubt that Scottish policing is entering the most challenging period of its history. As an inspectorate, we must focus

on three clear strands. Firstly we must continue to give an assurance to the people of Scotland that policing services are being effectively and efficiently delivered over the period 2011/13. We refer to this in this document as “business as usual”. Secondly we must provide a further assurance that the rationale and process of change is both well founded and being taken forward in a manner that delivers continuous improvement and greater public value over the longer term. Thirdly, and in recognising the appetite for structural reform, it is imperative that we start now to consider the role that HMICS will play beyond 2013. These three elements set out a clear mandate for our 2011/13 corporate plan.



Whilst our work across each of these elements will focus on the three stakeholders within the tripartite arrangement, we will be consistent with our vision, ensuring that our efforts focus on the single aim of improving the value of policing services delivered to the people of Scotland. Recognising the additional pressures that will be brought to bear on the police service in Scotland by the reform agenda, our activities will be proportionate and based on an assessment of risk, wherever possible reducing the amount or type of scrutiny required. Importantly, during this significant period for Scottish policing, our work will remain independent and we will ensure our judgements are impartial and objective.

# Looking ahead - our plan

“It is important that we are able to provide independent and relevant commentary to the strategic debates that will inform the future of Scottish policing” .

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## Our plan

Our programme of work over the next two years must therefore focus on business as usual, the process of change and developing a sense of what HMICS should be doing beyond 2013. The following explores the approach to be taken in terms of each strand.

## Our organisational priorities



### Risk based assessments

By reviewing policing performance and engaging with stakeholders, we will make an assessment of areas of local and national risk to inform our inspection work.

### Force conference programme

To further streamline our inspection activity we will develop a programme of force conferences, meeting each force and its police authority or joint board to discuss local and national issues, change management plans and emerging strategic themes.

### Work plan

We will develop a work plan for the forthcoming period ensuring that is proportionate in terms of both risk and scope. In 2011/12 that will include the Best Value audit and inspections of forces and police authorities and boards in conjunction with Audit Scotland. We will also

conclude the second phase of our thematic inspection examining the treatment of victims in the criminal justice system and we will develop assurance work relative to the policing of the Olympic Games in 2012 and the Commonwealth Games in 2014.

**Advice & liaison**

We will allocate a named HMICS inspection manager to each force, the Scottish Police Services Authority (SPSA), the Scottish Crime and Drug Enforcement Agency (SCDEA) and each police board or police authority, providing a single point contact for advice and support. We will also develop an area on our website to share the good practice we identify during our inspection activity.

**2. Change management**

**Clarifying aims**

**Business case development**

**Process of change**

*Proportionality*

**Clarifying aims**

We will strive to attain greater clarity and understanding of the purpose and intended aims of the proposed police reform.

**Business case development**

We will monitor the continuing programme of work on policing reform, to ensure that the programme design is sound and that business benefits are appropriately defined at the outset.

**Process of change**

We will work with our stakeholders to develop a quality assurance plan for the police reform programme and its intended outcomes.

### 3. Future assurance of Scottish policing

Review of current framework

Options for change

Future model

*Independence*

#### Review of current framework

We will review our approach to inspection and consider other models in order to determine those factors critical to assurance and driving continuous improvement, whilst seeking to minimise our scrutiny footprint.

#### Options for change

We will develop an options paper for the future assurance of Scottish policing once the future model of policing in Scotland has been determined.

#### Future model

We will work to integrate our existing assurance programme into the new Scottish policing assurance model, which will inform the development of our corporate plan beyond 2013.

## Our approach

Recognising the need to be proportionate in our approach, we will develop a process that allows us to gain an overview of the work of individual forces and their respective joint police board or police authority. This will centre on recent performance, future plans and significant strategic work going on in the force and nationally. The process itself will conclude with a conference with the force and its police authority or joint board. The findings will inform our subsequent programme of inspection.

The processes of inspection have changed significantly over recent years and now recognise the wider principles applied across partners in the public sector inspection



and audit community. In keeping with our values and our desire to minimise the burden of scrutiny where possible and appropriate, the following inspection methods will form the basis of our approach. The subject matter and the level of risk it poses to policing and the public will be crucial factors in determining which approach we adopt.

**Self-evaluation.** Rigorous self-evaluation helps public bodies to realise their commitment to Best Value and continuous improvement and to demonstrate the delivery of positive outcomes for communities and citizens that they are achieving. It is also consistent with *our* commitment to reducing the burden of scrutiny for forces, helping us focus our work on the area most in need of external scrutiny. We have previously asked forces to provide us annually with a corporate self-evaluation of their strengths and areas for improvement. In recognising that these evaluations feed each forces planning process, in the coming year we will consider the receipt of their strategic and corporate assessments as satisfying our separate requirements for self assessment. This will remove the duplication of work of past years, when we asked forces for a separate and bespoke self-evaluation report.

**Joint Best Value audit and Inspection.** These joint audit and inspections are carried out in partnership with Audit Scotland. Their purpose is to assess the extent to which police forces and their police authorities or joint boards are meeting their statutory duties relating to Best Value and Community Planning under the Local Government in Scotland Act 2003. To support this, we have issued the characteristics for each of the Best Value criteria that we examine and against which their performance will be assessed. We remain committed to continuing with our current programme of joint Best Value audits and inspections but we recognise the potential for the reform agenda to diminish the longer term value of this approach. Accordingly we will endeavour to ensure that any future joint Best Value audit and inspections focus on those areas that are likely to be of most benefit to the reform agenda. We will, however, reassess the value of continuing these inspections once the future structure of Scottish policing has been determined.

**Thematic inspections.** Thematic inspections are designed to drive and support national improvement in specific areas of policing. They also allow us to identify and share good practice. We determine our thematic programme by engaging with

stakeholders to identify areas of highest risk and, where relevant, we conduct our thematic inspections jointly with other inspectorates. Over the period 2011 to 2013 we will, in the first instance, strive to consolidate any outstanding work associated with past thematic inspections. We will then seek to apply a stringent test of proportionality to potential future pieces of work.

**Independent advice.** One of our primary functions is to provide independent and impartial advice to support Scottish Ministers, forces, police boards and authorities. In order to strengthen this role, each force, the Scottish Police Services Authority (SPSA), the Scottish Crime and Drug Enforcement Agency (SCDEA) and joint police board or police authority will be allocated a named inspection manager who will be responsible for direct liaison, advice, support and communication with that body.

## User focus

Our work is intended to help bring about better outcomes for users of police services and the Scottish public generally. The Public Services Reform Scotland Act 2010 imposes a statutory duty on inspection bodies to involve users of the services they scrutinise in designing, conducting and overseeing their work<sup>3</sup>. We recognise that policing in Scotland is carried out with the consent of the public and that our work in scrutinising policing and police support services is carried out on their behalf. During 2010 we formed an Independent Advisory Group with representatives from a variety of backgrounds and bringing experience and expert knowledge of the private, public and voluntary sectors to bear on our work. We will continue to develop our relationship with this group in the years ahead. In addition, we will continue to work with Consumer Focus Scotland to develop ways that we can increase our engagement with service users and further involve them in our activities.

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<sup>3</sup> [Public Services Reform \(Scotland\) Act 2010 Part 8](#)

## Corporate priorities

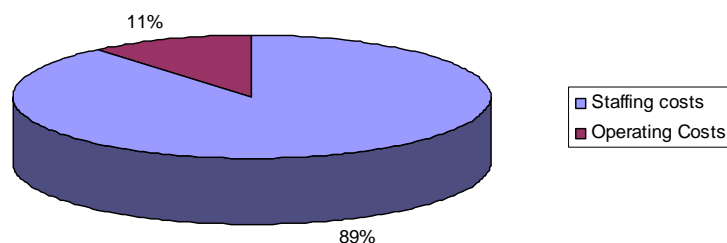
In order to support the ongoing work of the inspectorate we will

- produce a communications strategy, that will help us to improve how we communicate our findings and how others can communicate with us, stimulate debate on policing issues and promote good practice in policing across Scotland.
- develop a user involvement strategy to encourage wider and diverse public involvement in designing, conducting and overseeing our activities; and
- review our current staff structure and recruitment model to optimise our impact and, where possible, realise efficiency savings.

## Our resources

HMICS operates within a budget that is less than 0.1 per cent of that spent annually on policing in Scotland, and less than two per cent of the total funding allocated to Scottish scrutiny bodies. Our overall budget last year was £1.029 million. Our core staff comprises Her Majesty's Inspector of Constabulary, three permanent civil service staff and eight police officers and staff seconded from forces and partner agencies.

**HMICS budget 2009/10 - £1.029 million**



The impending programme of reform of Scottish policing requires us to consider how we as the Inspectorate can best support any new arrangements. In the first instance we will rationalise our resources to ensure the necessary spread and balance across the three strands of work outlined in our plan. We will also need to consider the profile, competencies and balance of our staffing requirement to meet the evolving need over the period ahead.

Our intention is to attract the best people, enhancing and developing their skills while they are with us, and continuously supporting and motivating them through effective management and strong leadership.