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HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

# Assurance validation of Police Scotland transformation benefits 2020-21

November 2021

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Improving Policing Across Scotland

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## Key Findings

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- HMICS recognises Police Scotland has made significant improvements in benefit management and reporting from 2020-21 onward.
- HMICS considers the governance arrangements, which the Scottish Police Authority (SPA) and Police have in place, are continuing to mature and evolve to meet the ongoing needs of both organisations.
- HMICS has observed Police Scotland's Benefit Management Strategy mature into a robust set of processes that are well managed by Police Scotland's Portfolio Management Office (PMO) within the Change function. The requirement for ongoing assurance on the strategy or adherence by programmes and projects should now be a matter for the SPA to consider.
- HMICS is satisfied that Police Scotland are delivering FTE productivity gains, however the accurate quantification or realisation of those gains has proved difficult to confirm to date. The SPA requires to satisfy itself that the investment in the business cases they have approved is delivering the expected benefits and how specifically these are improving the performance of policing service delivery.
- HMICS maintains its concern that the focus on FTE numbers distracts from a more meaningful view of how the overall policing service is improving in relation to impact on policing performance. A future focus on the impact of change on service delivery requires to be developed as part of the overall performance framework with the SPA Policing Performance Committee assuming a leading role on associated scrutiny.

HMICS has not made any formal recommendations as part of this assurance work, but does expect that the SPA and Police Scotland will consider its findings as part of scrutiny and improvement planning.

## Background

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1. In its April 2021 report<sup>1</sup> HMICS reviewed the Police Scotland transformation portfolio programmes and projects that claimed to have delivered officer and/or staff FTE productivity or capacity gains in financial year 2019-20. HMICS aimed to validate that the approach each programme or project had taken to the delivery of these benefits followed recognised good practice and was suitably aligned with Police Scotland maturing Benefits Management Strategy. This report aims to validate the approach of programmes and projects claiming productivity and capacity gains in the financial year 2020-21.
2. HMICS assurance and validation responsibilities were established in June 2017 when the former Cabinet Secretary for Justice announced the launch of Police Scotland's 'Serving a Changing Scotland' Strategy. The Cabinet Secretary committed to initially maintain officer numbers at 17234 and said that any reduction in this number (through a reduced level of recruitment) must be agreed in advance and would be in response to evidenced increases in operational policing capacity.
3. HMICS worked with the SPA and Police Scotland to develop a robust methodology to supply evidence that additional capacity (primarily created through benefits from programmes and projects across the policing transformation portfolio) was being developed and realised.
4. HMICS undertook various workforce, demand and programme/project management assurance activities from 2018 onward as detailed in our April 2021 report.
5. HMICS and Police Scotland agreed in December 2020 that HMICS should continue to validate Police Scotland's approach to the identification and delivery of productivity and capacity benefit gains realised by projects across the policing transformation portfolio. This assurance does not verify the realisation of any benefits.
6. After the completion of this retrospective piece of assurance work, HMICS considers that further validation of the approach taken, by those projects we have considered, to the delivery of productivity and capacity gains is no longer required. HMICS has observed Police Scotland's Benefit Management Strategy mature into a robust set of processes that are well managed by Police Scotland's Portfolio Management Office (PMO) within the Change function. The requirement for ongoing assurance on the strategy or adherence by programmes and projects should now be a matter for the SPA to consider.
7. HMICS is satisfied that Police Scotland is delivering FTE productivity gains, however the accurate quantification or realisation of those gains has proved difficult to confirm to date. Similarly, the way in which Police Scotland deploys those FTE gains to maximise the impact of the investment needs further exploration. Police Scotland has taken steps to bring more rigorous governance to the deployment of FTE gains but this and the accurate quantification issue are areas that the SPA should explore further with Police Scotland to satisfy itself that the investment in the business cases they have approved is delivering the expected benefits and how specifically these are improving the performance of policing service delivery.
8. Police Scotland maintains strong internal governance arrangements around the transformation portfolio. HMICS observes the work of the Change Board and the Corporate Finance and People Board. The Change Board provides internal scrutiny of the portfolio and is a gateway for reports and transformation proposals intended for SPA approval and oversight. HMICS also observes the work of the SPA Board and its various committees.

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<sup>1</sup> HMICS, [Assurance Validation of Police Scotland Transformation Benefits 2019/2020](#), 22 April 2021.



9. A high-level schematic is included at Appendix 1 outlining how 'new work' comes into the 'change environment', progresses through business case development and approval; through the delivery of benefit; the consideration of its impact on the organisation and subsequently the decisions on the deployment of the gained benefit.
10. HMICS observes these Boards and Committees to ensure that there is appropriate governance, oversight, challenge and scrutiny of the benefits Police Scotland have set out to deliver.
11. HMICS considers the governance arrangements, which the SPA and Police Scotland have in place, are continuing to mature and evolve to meet the ongoing needs of both organisations. HMICS considers that the associated content of performance reporting (to show the impact of benefits), business cases and oversight of change requests still require further development and the SPA may wish to consider how it better assures itself of how any major changes impact the viability of in-flight projects.

### Financial position

12. In our April 2021 report, we set out the background to the financial position of the SPA and Police Scotland. Having secured the additional £60m of core revenue funding for Police Scotland to eliminate the structural deficit of previous years, the SPA was able to set a balanced budget with no operating deficit for 2021-22.
13. However HMICS also noted that Police Scotland's Strategic Workforce Plan (January 2021)<sup>2</sup> shows significant non-evidenced resourcing gaps still to be met from capacity and productivity benefits if Police Scotland is to remain within a sustainable budget position. The last reported position to the SPA Resources Committee was the Period 4 position (July 2021), reported to the Committee on 14 September 2021.<sup>3</sup> At that point the year-to-date position was that revenue spend was £1.1m under forecast. The Full Year Quarter 1 forecast is that revenue spend will break even in line with the budget.
14. The SPA and Police Scotland have recently agreed a new 5-year financial plan<sup>4</sup> and capital strategy,<sup>5</sup> which were presented to the SPA Board meeting on 29 September 2021. HMICS considers that the quality of these documents provides further evidence of the strengthened financial planning and controls, which has been highlighted by Audit Scotland and internal auditors.

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<sup>2</sup> SPA Board Meeting, [Police Scotland Strategic Workforce Plan](#), (Item 7), 22 January 2021.

<sup>3</sup> SPA Resources Committee, [2021/22 Finance Report – Period 4](#), (Item 3.1), 14 September 2021.

<sup>4</sup> SPA Board Meeting, [5 Year Financial Plan](#), (Item 6), 29 September 2021.

<sup>5</sup> SPA Board Meeting, [Capital Strategy](#), (Item 7), 29 September 2021.

15. HMICS has noted the key objectives and assumptions contained within the plans, which should they not be fulfilled, would place unsustainable pressures on the policing budget, placing them again in a deficit revenue budget position.

A balanced budget can be sustained assuming that:

- Scottish Government funding keeps pace with unavoidable pay pressures, including wage inflation, national insurance increases, SPRM and lost income;
- the organisation manages the workforce size and mix within current pay budgets;
- cost pressures beyond SG funding are met from compensating savings from across the organisation; and
- additional funding will be provided to support the transfer of services, a number of crosscutting national programmes<sup>6</sup> and any key legislation changes.

Source: 5 Year Financial Plan

16. The contingency approach to such assumptions being met appears to be that the force will find compensating savings from cost-cutting or transformation programme benefits. In our April 2021 report we pointed out that the majority of such benefits have not been explicitly realised, having been anecdotally absorbed into previously unmet demand pressures and not adequately monitored or been subject to transparent governance. We are however assured that Police Scotland is now working toward improving this approach, but there is significant risk in terms of its ability to fully meet cost pressures in this way, potentially resulting again in a budget deficit position.
17. Our recent publication Assurance Review of Demand Management and Analysis (June 2021),<sup>7</sup> demonstrated that the understanding of current and future demand for policing services requires further development and investment. Such understanding will allow the force to better project future service need, designing appropriate structures, workforce plans and change programmes, to deliver within their designated financial envelope. Ultimately effective demand information and analysis will equip the force to make decisions about prioritisation, making hard choices about what services to prioritise. HMICS considers this is critical to ensuring that a sustainable policing model is achieved.
18. HMICS will continue to monitor the financial position and dependence on benefits realisation in the context of the overall transformation and change portfolio.

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<sup>6</sup> Digital Evidence Sharing Capacity (DESC) and Emergency Services Mobile Communication Programme (ESMCP) – Full Business Cases considered at SPA Resources Committee 17 June 2021 in private.

<sup>7</sup> HMICS, [Assurance review of Police Scotland demand analysis and management](#), 29 June 2021.



# Validation of benefits

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## Validation for 2020-21

19. HMICS notes that the terms 'validation' and 'verification' have been used interchangeably in terms of the assurance which has been provided to date.<sup>8</sup> HMICS validates the overall approach to delivering benefits and consequently assesses the legitimacy of any benefits claimed. For the purpose of this report, the benefits being validated are those that are defined as officer and staff productivity or capacity gains achieved through the programmes and projects in Police Scotland's transformation portfolio in 2020-21. We have not validated explicit cash savings.

## Benefit definition

20. Managing Successful Programmes, the globally recognised framework for best practice in programme management, defines a benefit as '*The measurable improvement resulting from an outcome which is perceived as an advantage to a stakeholder. Benefits are anticipated when a change is conceived*'.

21. Police Scotland reports on the following elements of benefits realisation for the transformation portfolio:

- Cashable Benefits
- Officer FTE Non-Cashable Efficiencies
- Staff FTE Non-Cashable Efficiencies.

23. HMICS therefore expects to see evidence that:

- The expected productivity or capacity gain is clearly defined and quantified
- Progress toward the intended outcome is measured and tracked
- There is a plan that supports the delivery of the productivity or capacity gain
- Accountability and responsibilities for the allocation and efficient and effective transition of gains into operational delivery are recorded and monitored.

24. In validating benefits that have been delivered in past years, HMICS has considered the portfolio, programme and project standards and approaches which were in place at the time of inception and delivery, as well as those which are currently in place. HMICS recognises that previous documentation has been superseded, but has deemed it relevant to assess compliance over the full lifecycle of the benefits process.

25. For ease of reference, Police Scotland categorises Non-Cashable Efficiencies as capacity gains (recorded where a whole FTE is realised and able to be deployed or re-allocated) or productivity gains (representing an aggregation of disparate time savings, not so easily realised).

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<sup>8</sup> HMICS has noted that the terms 'validation' and 'verification' have been used interchangeably in terms of the assurance which has been provided to date. HMICS considers its role to lie in validating the overall benefits approach and consequently assessing the legitimacy of any benefits claimed. Verification should focus on the realisation of benefits from an operational impact perspective.



## Scope and approach

26. This 2020-21 benefit validation assurance process follows the same approach as used for the April 2021 HMICS report, and where necessary referenced the same Police Scotland strategies, frameworks and project documentation that support benefits delivery. HMICS is satisfied that Police Scotland continues to apply a consistent approach to the calculation and representation of productivity and capacity gains.
27. Police Scotland's Benefits Management Strategy (BMS) sets out the approach and processes that each programme or project must follow. The Strategy is reviewed annually by Police Scotland's Head of Portfolio Management. There have been no updates to the BMS since HMICS last reviewed it in February/March 2021.
28. HMICS again reviewed the arrangements SPA have in place to support and scrutinise the delivery of the transformation portfolio, including the use of the Internal Audit function to explore individual themes or projects. Appendix 2 provides a narrative on our findings.

## Validation of 2020-21 projects

29. HMICS has reviewed all transformation portfolio projects which delivered gains in 2020-21. The projects and the benefits they set out to deliver are listed in Table 1, below, for information. The review considered the projects against the benefits management and oversight environment in place throughout 2020-21.
30. HMICS also agreed to reconsider the validation of the CAM project which had claimed gains in 2019-20. HMICS considered CAM in their April 2021 report but concluded that there was insufficient evidence to support its validation at that time.
31. HMICS did not review projects that had been previously validated or those projects that planned to deliver benefit in 2020-21 but failed to make any contribution (which include Productions Re-modelling, COS - Productions, Direct Measures, Warrants, Case, Crime).
32. Table 1 shows the benefits set out in the approved Full Business Case (FBC), those planned to be gained within the financial year 2020-21 and those which were actually claimed.



Table 1 – Police Scotland transformation portfolio Benefits 2020-21

Project	See Appx	FBC Total FTE Benefit Expected		2020-21 In-Year FTE Benefit Planned		2020-21 In-Year FTE Benefit Claimed		FTE Benefit Claimed to Date	
		Offcr	Stff	Offcr	Stff	Offcr	Stff	Offcr	Stff
CAM <sup>9</sup>	App 3 Validated (10/21)	563	0	305	0	<b>0</b>	0	184	0
Custody Remodelling <sup>10</sup>	App 4 Validated (10/21)	194	0	0	0	<b>148</b>	21	329	27
Mobile Working	Validated (04/21)	416	61	130	36	<b>497</b>	145	641	180
Productions Re-modelling	-	23	0	3	0	<b>0</b>	0	0	0
COS Productions	-	11	38	4	36	<b>0</b>	0	2	0
COS Direct Measures	-	-2	19	-2	14	<b>0</b>	0	0	0
COS Warrants	-	5	12	4	1	<b>0</b>	0	0	0
COS RTC	Validated (04/21)	4	9	2	4	<b>0</b>	0	1	1
COS Crime	-	92	97	54	0	<b>0</b>	0	0	0
COS Case	-	9	27	5	0	<b>0</b>	0	0	0

Source: Police Scotland PMO

33. HMICS acknowledges that projects may not have some of the good practice project and benefit management documentation currently expected in Police Scotland’s latest BMS (as it was not part of the governance requirements at the time the projects commenced) and have factored this into its assessment.
34. With regard to the COS projects that anticipated delivering gains in 2020-21 but have not claimed that achievement, the Police Scotland COS benefits team advise that they are currently re-analysing and re-validating the project benefits. It had been agreed within Police Scotland that due to the COS team having limited resource capacity the priority was to implement the Crime and Case modules and to support Body Worn Video for the COP26 event. This resource capacity issue delayed the finalising of the revised benefits profiling and submission of related Change Requests. However, this is being monitored by the project team and the PMO to ensure the work is finalised as soon as possible.
35. The CAM project was due to deliver 305 officer FTE gains in 2020-21 but this has been impacted by Covid-19. The 184 officer FTE gain to date represents the divisions in the West which were successfully delivered both in financial year 2019-20 and the pre-Covid-19 lockdown period. This will leave a forecasted 379 FTE to be considered as delivered when Covid-19/Operation Talla restrictions are lifted.

<sup>9</sup> Police Scotland is still to fully validate benefit numbers for the CAM project, this work was paused due to Covid-19.

<sup>10</sup> It should be noted that Custody Remodelling has already delivered more than the planned amount (this is a timing issue and due to when PS validated the numbers internally).



36. As we note in Appendix 3, the recently published CAM End Project Report has allowed HMICS to validate the approach the CAM project deployed to deliver FTE gains in 2019-20. Our planned HMICS Assurance Review of the Contact Assessment Model will consider further the operational effectiveness and implications of the model and the next steps in the development programme.
37. The SPA may wish to consider how it assures itself that changes to programmes and projects in-flight remain within the overall investment commitment and benefit expectation that was approved by the Authority.

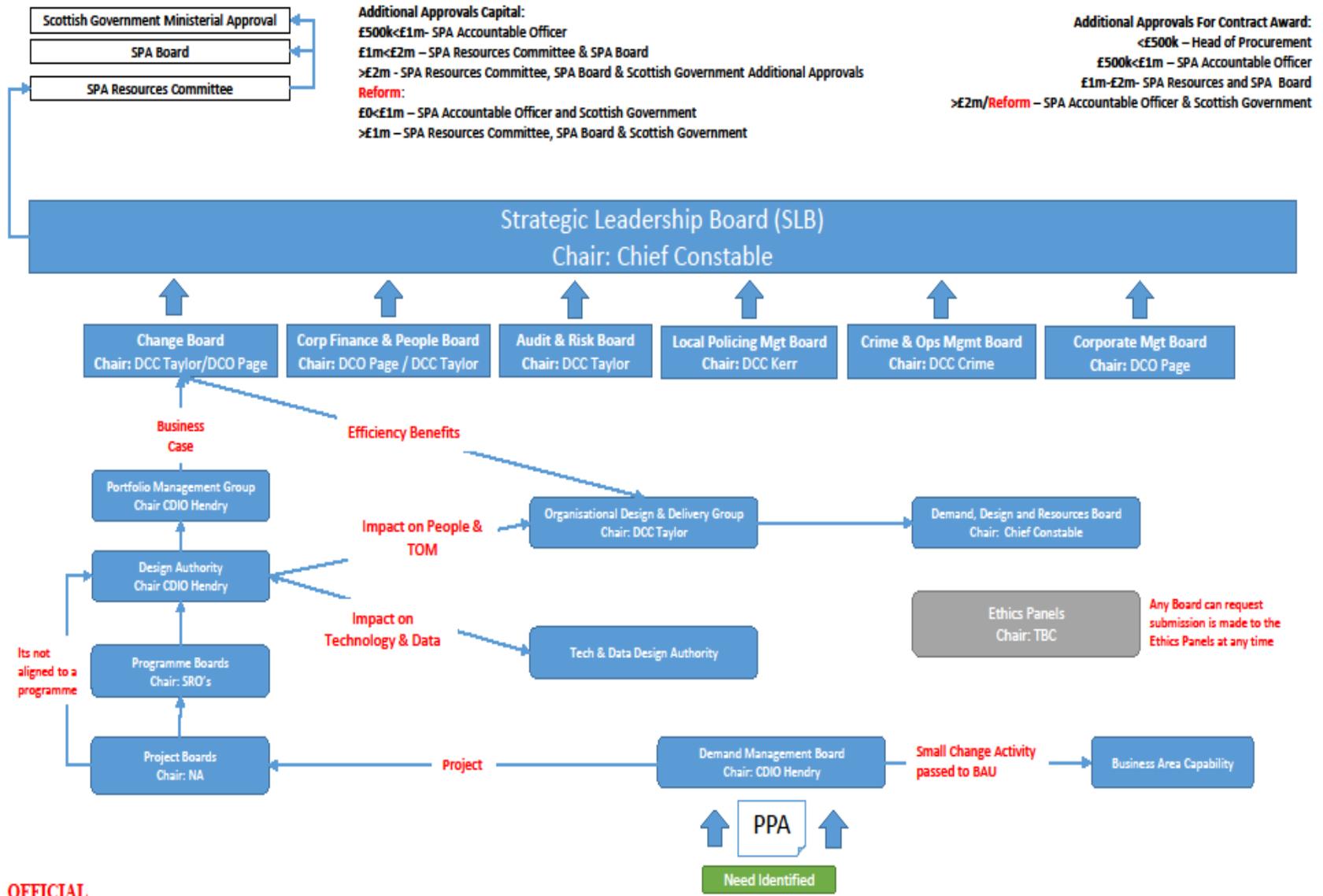
### **Realisation of benefits**

38. The primary routes for Police Scotland to realise benefits were originally set out within the 'Serving a Changing Scotland' Strategy:
  - Retaining the productivity gains (to meet previously unmet or new/rising demand)
  - Accept the productivity gains and use as savings
  - Accept the productivity gains and redeploy benefits (ensuring that operational capability and capacity are not compromised).
39. HMICS acknowledges there may be competing viewpoints regarding how productivity benefits should be used and notes the work Police Scotland is doing to establish structures and processes to bring an appropriate level of governance to the decision making around this.
40. Key to this process is Police Scotland's Demand, Design and Resources Board (DDRDB), chaired by the Chief Constable, who has the ultimate decision-making remit. The Board has recently reviewed its Terms of Reference (ToR) and agreed an updated ToR in October 2021.
41. HMICS will monitor the development of the DDRDB and its supporting governance mechanisms and decision-making processes to further assess the effectiveness of benefits realisation processes and report in future assurance work.

### **Conclusion**

42. HMICS has received sufficient evidence to support the validation of the Custody Re-modelling project and the CAM project for the financial year 2020-21. HMICS has also taken assurance from the independent SG Gateway review of the CJSD Programme which incorporated the Custody Re-modelling project.
43. HMICS has considered the significant benefits claimed by both projects. Although HMICS was not offered evidence of benefit mapping and planning at this stage to support the validation process, we have recognised the development of benefit tracking processes, the creation of Benefit Profiles and associated ownership agreements that aid the transition of change into the business-as-usual environment and track the ongoing commitment to monitor the delivery of the intended benefits.
44. HMICS maintains its concern that the focus on FTE numbers distracts from a more meaningful view of how the overall policing service is improving in relation to impact on policing performance. Police Scotland, the SPA and Scottish Government need to have confidence that the FTE gains delivered through transformation projects have been accurately estimated, their delivery monitored and deployment used to best effect to improve the service. A future focus on the impact on service delivery requires to be developed as part of the performance framework with the SPA Policing Performance Committee assuming a leading role on associated scrutiny.
45. HMICS will continue to monitor and assure the overall portfolio approach to transformation and change and briefings will be published when the Chief Inspector of Constabulary deems it appropriate.

# Appendix 1 – Police Scotland Change Governance



## Appendix 2 – SPA Oversight

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### SPA Board and Committees

The SPA Board met regularly throughout 2020-21. The Board retained an Oversight Group which followed the changes associated with the introduction of Police Scotland's new Contact Assessment Model, (CAM). The CAM Oversight Group met on 16 June 2021, primarily to consider the termination of the Group.

The SPA Resources Committee is the main forum through which the SPA considers Police Scotland's delivery of the transformation portfolio. The Committee met regularly throughout 2020-21, reviewing and commenting on proposals and updates in advance of them being submitted to the SPA Board for further consideration and approval.

The Chair and membership of the Resources Committee changed during the 2020-21 period and its focus has also become more strategic. During this period the Committee did not consider any further reports in relation to the programmes and projects delivering productivity and capacity gains in 2020-21.

A number of queries have been raised by new Board members in public session at the SPA Board, SPA Resources Committee and SPA People Committee regarding the overall approach to change governance and reporting from an SPA perspective. The SPA maintains that a single Change Committee (or equivalent) would be unmanageable and that a cross-cutting approach to change is preferable, with current oversight potentially diluted if a single Committee was given sole or primary responsibility.

The SPA are clearly not complacent regarding these issues and are in the process of discussing proposals with Board members to further enhance the oversight of change through both the Resources Committee (for benefits and change control) and to develop a more strategic role for the Audit, Risk and Assurance Committee across the portfolio as a whole.

HMICS remains concerned that further development is still required to suitably mature these arrangements and that a future focus on the impact of change on service delivery requires to be developed as part of the overall performance framework with the SPA Policing Performance Committee assuming a leading role on associated scrutiny.

### SPA Internal Audit

There were no SPA Internal Audit Reports during this period in relation to benefit delivery or the programmes and projects delivering productivity and capacity gains in 2020-21. HMICS considers that regular well-targeted internal audit in the area of benefits validation could provide additional assurance on specific programmes and projects in the future.

### Conclusion

HMICS is satisfied that the SPA Board and Resources Committee continue to provide support and challenge for the Police Scotland transformation portfolio. We will continue to monitor this effectiveness through our general assurance processes.

## Appendix 3 – Contact Assessment Model

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### Background

The CAM project aimed to deliver benefits in the following areas:

- Improved Service Delivery to the Public
- Significant Improvement of THRIVE<sup>11</sup> at first point of contact
- Improved management of demand
- An empowered and enabled workforce at first point of contact
- Increased productivity.

### SPA Oversight

The SPA Board previously received regular reports from its CAM Oversight Group (OG). The OG's main focus was the operational impact of CAM and the service delivered to the public. The SPA Board received an update on the CAM OG at its June 2021 meeting.<sup>12</sup> Members congratulated Police Scotland officers and staff on the delivery of CAM and agreed the CAM OG had delivered its remit. The CAM OG was to be formally closed at the SPA Board in August 2021 but no such formal approval has yet been sought.

There have been no SPA Internal Audits of the CAM project to date.

### Programme / Project Assurance

There were no internal or independent external reviews of CAM in 2020-21.

Terms of reference were drawn up for a Police Scotland internal Benefits Verification Review of CAM, led by Portfolio Assurance, but the review did not take place due to the impact of the Covid-19 pandemic. The intended review has now been replaced by a proposed Post Implementation Review that will be conducted by Portfolio Assurance. This will be scheduled to take place after the planned HMICS post-project delivery scrutiny activity.<sup>13</sup>

### Benefit Management and Realisation

HMICS is satisfied that comprehensive benefit profiles and benefit handover contracts exist for each of the benefit areas set out in the CAM FBC. HMICS is assured that benefit tracking is conducted at Police Scotland PMO level to inform the transformation portfolio benefit reporting.

The CAM project submitted a change request form to the Police Scotland Change Board meeting on 4 May 2021 noting that FTE gain figures had been overstated due to a transposition error. It had previously been reported in CRF003<sup>14</sup> that the total FTE required to eliminate related failure demand across Scotland was 199. The latest change request stated that figure should have been 163. The net effect of the transposition error means an overall forecast gain of 563FTE rather than 599FTE.

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<sup>11</sup> THRIVE (Threat, Harm, Risk, Investigation, Vulnerability and Engagement) is a risk management tool which considers six elements to assist in identifying the appropriate response grade based on the needs of the caller and the circumstances of the incident.

<sup>12</sup> SPA Board Meeting, [Committee and Oversight Group Reports](#), (Item 3b), 30 June 2021.

<sup>13</sup> HMICS, [Annual Scrutiny Plan 2020-21](#), November 2020. (January 2021 Update) CAM Assurance Review deferred.

<sup>14</sup> Previous change note submitted to Change Board (internal report).



HMICS had previously heard that the CAM project methodology for calculating FTE gains was approved as being the most appropriate at the time by both the SPA and the Police Scotland Change Board (June and October 2020 respectively). It was the intention that Police Scotland's Demand and Productivity Unit (DPU) would revise the methodology, measures and data once Operation Talla allowed other methodologies to be deployed. However, it is now clear that the DPU does not have the capacity to undertake such a review and, with the agreement of the CAM project's Senior Responsible Owner, it does not now feature in the DPU workplan.

Police Scotland produced an End Project Report for CAM on 11 June 2021. HMICS has reviewed this document and take assurance from it. The End Project Report provides a clearer picture of the changes that CAM has put in place and the subsequent benefit gains that have been claimed. The report notes that the management of demand has improved the caller expectation and, where appropriate, has moved responses to partner agencies for more relevant support.

A timeline of deployment for the CAM operating model commencing April 2020 is also clearly set out in the report highlighting various key deliverables (Direct Crime Recording, Local Policing Appointments and Mental Health Hub redirections).

The CAM FBC initially outlined with four identified benefits:

- Improved service delivery
- Significantly improved assessment of threat, harm, risk, and vulnerability at first point of contact
- Improved management of demand
- An empowered and enabled workforce.

A fifth benefit was subsequently added to identify and capture FTE gains:

- Increased productivity.

Through Phase 1 (Proof of Concept in Q and V local policing divisions) and Phase 2 (Roll-out) it was recognised that CAM benefits were not cashable but related to FTE efficiency savings and improved management of demand. The End Project Report reflects this and provides a summary that clearly defines the benefit as FTE gains to be achieved; the methodology for calculating the FTE gain; the timeline of gains achieved from different areas and the emergence of other benefits and gains that were not apparent in the original FBC.

## Conclusion

There is a general recognition that the new contact and assessment approach Police Scotland has introduced via the CAM project has delivered benefits, but concerns remain about how the accuracy of the claimed gains can be verified.

At its outset the CAM project aimed to deliver 563 FTE officer productivity savings. The most recent benefit reporting information from Police Scotland (August 2021) indicates that 184 FTE officer productivity gains have been achieved (i.e. no reported uplift in gains since the HMICS April 2021 report). As noted earlier in this report (paragraph 37) the CAM project has still to achieve and verify 379 officer FTE gains. Police Scotland and the SPA should consider how best to report and track those gains so that there is confidence in the outcome from the investment in the CAM project.



HMICS acknowledges that the CAM project has been 'in-flight' for a number of years and that the documentation and processes that support its delivery have not kept pace with the evolution of Police Scotland's Benefits Management Strategy (BMS). The lack of documentation aligned to the BMS has made it difficult for HMICS to validate the project's approach.

However, the recently published CAM End Project Report has helped address many HMICS concerns. Based on the robust activity described in the End Closure Report HMICS is prepared to validate the approach the CAM project deployed to deliver FTE gains in 2019-20.

The planned HMICS Assurance Review of the Contact Assessment Model will consider further the operational effectiveness and implications of the model and the next steps in the development programme.

## Appendix 4 – Custody Remodelling

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### Background

In 2017 Police Scotland identified the opportunity to bring innovation to the custody environment in order to improve operational efficiency and staff and prisoner welfare. The Custody Remodelling project would:

- Improve operational efficiency by streamlining processes and introducing technology to improve decision making
- Reduce operational risk by improving risk assessment and the collecting of prisoner data by the introduction of technology and a reduction in the level of 'double-keying'.

In 2018 the above had evolved into a Full Business Case that recommended the introduction of new Criminal Justice Hubs. Alongside the introduction of new Hubs Police Scotland would also reinstate, and further develop the role of the Police Custody Support Officer (PCSO) to minimise the requirement for police officers to be used in the custody support environment.

The project's approach to the delivery of productivity and capacity gains was reviewed by HMICS in April 2021. At that time HMICS recognised the significant benefits claimed by the Custody Remodelling project but that the project approach to delivery has not held to the good practice set out in the over-arching Police Scotland BMS and previous standards (valid at the time of inception).

HMICS was offered no evidence of benefit mapping and planning to support the April 2021 validation process. However, HMICS recognised the development of robust benefit tracking processes, Benefit Profiles and associated internal project validation and therefore confirmed the validation for 2019-20.

### **October 2021 Validation Considerations**

#### **SPA Oversight**

During the 2020-21 delivery year the SPA Board and Resources Committee did not receive any significant reports on the Custody Remodelling project. SPA did not put in place any additional scrutiny or internal audit arrangements for the Custody Remodelling project.

#### **Programme / Project Assurance**

An Independent Scottish Government Gateway Review was carried out on the CJSD Programme in April 2021. The Gateway Review provided an Amber/Green Delivery Confidence Assessment (Successful delivery appears probable. However, constant attention will be needed to ensure risks do not materialise into major issues threatening delivery).

#### **Benefit Management and Realisation**

The Gateway Review Team had heard that the benefits currently being realised from the CJSD Programme, in particular the Custody Remodelling Project, are exceeding those originally expected. The Review Team also heard that the delivery of these benefits was being monitored and tracked. HMICS has been provided with evidence to support this view.

The SPA's Internal Audit Report 2018/19 'Transformation Programme Assurance Process' (June 2019)<sup>15</sup> recommended that all business cases set out expected realisation dates within business realisation plans for all projects. Police Scotland accepted this recommendation and incorporated it into their Benefit Management Strategy but determined that they would not retrospectively create Benefit Realisation Plans (BRP) for projects already in-flight.

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<sup>15</sup> SPA Audit Committee, [Internal Audit: Transformation programme assurance process](#) (Item 7), 11 July 2019.



However, in their report the Gateway Review Team referenced the CJSD programme-level BRP. HMICS had previously been advised that there was no specific BRP to guide the Custody Remodelling Project. HMICS has now had sight of the programme-level BRP provided to the Gateway Review Team in respect of the CJSD Programme. That BRP references seven benefits - four attributed to the Custody Remodelling Project and three to the Productions project.

Having considered the CJSD Programme BRP HMICS concurs with the Gateway Review Team's assessment that it would benefit from being updated to include links to the five strategic outcomes and relevant objectives, showing how benefits are being tracked and monitored. This would be helpful in defining the path to delivering strategy and justify the benefits being realised. HMICS supports this recommendation from the Scottish Government's Gateway Review Team.

At its outset, the Custody Remodelling project aimed to deliver 193 FTE officer productivity savings. It claimed 2 FTE officer savings in 2018-19 and 138 FTE officer savings in 2019-20. The most recent Benefit Reporting information from Police Scotland (August 2021) indicates that 329 FTE officer productivity gains have been achieved.

The Custody Remodelling Business Case planned to deliver 0 (zero) FTE staff productivity savings. However, the most recent Benefit Reporting information from Police Scotland (August 2021) indicates that 27 FTE staff productivity gains have been delivered.

## **Conclusion**

In its April 2021 report, HMICS recognised the significant benefits claimed by the Custody Remodelling project. HMICS was offered no evidence of benefit mapping and planning at that stage to support the validation process, but recognised the development of robust benefit tracking processes, Benefit Profiles and associated internal project validation and therefore confirmed validation for of the approach for 2019-20.

HMICS has also considered regular reporting to the Criminal Justice Services Division (CJSD) Programme Board which has included ongoing monitoring of levels of local policing backfill (resource requirements) and the other primary benefit of the programme, an increase in non-custody duties, including the use of omni-competent staff. This reporting has maintained an ongoing focus on benefits calculation and realisation which is to be commended.

Therefore, as with 2019-20, based on robust activity within the Custody Remodelling project, and the overall CJ programme, HMICS is prepared to validate its approach for 2020-21.

Given its current achievements against the planned business case HMICS sees no need for any further review or validation of the current project approach to the delivery of productivity and capacity gains.