



Collaborative Working and Shrinking Budgets:

Can we get better value
by behaving smarter?

Sir Stephen House
Chief Constable
Police Scotland

Apex Scotland Annual Lecture

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7 September 2010

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8 September 2009

Professor Fergus McNeill, Professor of Criminology
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9 September 2008

Kenny MacAskill, the Cabinet Secretary
for Justice and Richard Jeffrey, The Prisons
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11 September 2007

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12 September 2006

The Rt Hon Lord Cullen of Whitekirk

13 September 2005

Cathy Jamieson MSP, Justice Minister

15 September 2004

Duncan L Murray WS, President of the Law
Society of Scotland

16 September 2003

The First Minister, The Rt Hon Jack McConnell MSP

18 May 1998

Henry McLeish MP, Minister for Home Affairs and
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Foreword

The impact of the recession in the first part of this decade has seen a dramatic change in the public and social sectors across Scotland and the stark reality that we can no longer afford to work independently of each other is now evident in the thinking of strategic planners and political movers and shakers. Perhaps nowhere has this new thinking been as evident as in the decision to create a single unified police force for Scotland and inevitably there have been sceptics and opposers of this process. For some the move is a break with a valued tradition, for others it may represent too much centralisation and control, and for some the loss of local autonomy bringing with it the dangers of 'one size fits all' policing. On the other side there are those who believe that clear and authoritative leadership will bring better results and that dispensing with the expensive local systems in favour of a single administration and control process will be more effective and more affordable. These same arguments are being played out across all the justice areas in Scotland alongside a background of change, competition, emerging and collapsing partnerships and uncertain financial futures, and our collective ability to make sense of this and, most importantly, to seize the opportunity to improve services to our client groups will shape the future for many years. For this reason we were delighted to invite Sir Stephen House, newly appointed Chief Constable of Police Scotland to give the 2013 Annual Apex Scotland Lecture on the subject of working together to achieve better results with what we have.

In what was a very well attended evening Sir Stephen talked frankly about the challenges he faces and about his vision for the new service with especial reference to acknowledging the different roles of the various sectors. He spoke about the need for the police to do what they do well and to ensure that social workers and the voluntary sector do what they do best, thus preventing duplication and blurring of roles and promoting successful partnerships which make the best use of resources. He cited a number of partnership projects which Apex Scotland and

Police Scotland have in common including the Apex Inclusion service, which we operate in various schools across the country in partnership with the relevant high school, education authority, the police and others, and the Glasgow diversion programme with Community Safety Glasgow. Sir Stephen used these as examples of successful partnerships and expressed the view that successful partnerships save lives. Equally, however, he expressed the view that ineffective partnerships should be scrutinised and that Scotland could not afford to waste time or money on things which did not produce results. His comments that problem solving policing was not something he believed in clearly struck a nerve in the audience and was picked up in the question time after the lecture. In a clear message to his audience Sir Stephen expressed his view that the police are good at enforcing and good at preventing but less good at dealing with the underlying problem – a message clearly aimed at giving the voluntary sector a significant joint role in addressing criminal behaviour. Throughout the lecture he was positive about the need for all sectors to work together, but also strongly emphasised the need to monitor performance no matter what sector you are in. His comment that 'any organisation which is not clearly focused on its own performance is either dead or dying' was not only an expression of his own ethos but a wake up call to any agency with expectations of working in partnership with the police.

Overall this was a timely, relevant and well received event, and thanks as always go to Mike McCarron for chairing the event, the Signet Library staff for their help and welcome, to Blue Lizard for recording and audio and to Heritage Portfolio for catering. Especial thanks as always go to Lynn Hannah and team for organising and managing the event so professionally.

I hope you enjoy reading the lecture which can also be listened to on our website: www.apexscotland.org.uk

Alan Staff
Chief Executive

Good evening ladies and gentlemen; Mike, thank you for the introduction. I am grateful for the introduction because it said you would be interested in Police Scotland and that allows me to spend a few minutes talking about the organisation that I have the privilege to lead. And I'm going to do that because I think part of my role must be to talk to audiences such as yourself, explain the organisation, the size and scope, the rationale, and a bit of thinking from the person who's leading the organisation at the moment as to where I think we should be going and why. So I'm happy to take that challenge on.

Police Scotland

So let's begin by looking at Police Scotland. It is, as has been said, the single police service for Scotland. Language is important and we all trip up sometimes over language, but I guess it is important to say it's a "police service" not a "police force". It's a police service for Scotland. I think it's an important distinction; it's one my father takes me to task over an awful lot and feels that its modernism gone mad. Actually I don't believe that to be the case. It is a service, it is a public service, it's a service that has people in it who occasionally are empowered to use force against other citizens, but it remains a service.

What are we here to do? Well, we're here to do what it says on the tin really: to police Scotland. That's our role. We've kept our mission statement very simple. It is, very simply, "Keeping people safe". We have just over 17,300 officers, a very important figure, particularly for some of the senior civil servants in the audience who check on it regularly. But it is 17,300 (and a few) at this moment in time. We are also supported strongly by 5,600 unsworn police staff, and about 1,400 special constables. It makes the organisation the second largest police service in the United Kingdom, behind the Metropolitan Police. You learn new facts all the time. For example, the Met. polices, I am told, 620 square miles. We police 31,510 square miles, so there is a bit of a difference. I'll not go into some of the other details but obviously we provide a service to the whole of the population across the country. Our

budget, which is a particularly important figure for this speech and this audience, is just about £1bn a year.

What does the size mean? To me the size means that you cannot police Scotland as a single entity; one size fits all does not apply. There must be common standards, there must be common ethics, but the population of Scotland demands and deserves individual policing. Policing tailored to their own communities. And I hope as I go through my address to you that you will see that that is what we are trying to deliver.

Police Reform

I have long been a champion of reform. I was in the voting stakes for a single service before it became financially the right thing to say. I was in favour of it for non-financial reasons. To me it makes financial sense as well, but that actually is a secondary purpose. The main purpose was, I thought, a better way to police Scotland. Reflecting on the way over here, I've been in the job now approaching 12 months and Police Scotland has been up and running for just over 22 weeks. I'm confident in saying that everything I have seen since I took the job on, but more importantly since 1 April, tells me that the decision was the right decision. It also tells me that to do nothing, to stay as we were, would have become increasingly unsupportable in Scotland's economy.

From the aims of police reform as set out in the legislation, there were 3 business benefits expected: firstly to strengthen the connection between police and the community, secondly to create more equal access across Scotland to specialist policing and thirdly to protect and improve local policing services within the available budget. Keeping people safe is at the heart of policing across Scotland and it sits at the centre of our operational strategies.

We directly consulted with just under 20,000 people in building, what we believe to be, our priorities that have come from the public. We obviously spoke to a whole range of groups as well, and colleagues, and partners. Four key

areas emerged as the real stand out areas as far as our consultees were concerned, and they were: firstly, anti-social behaviour and alcohol-related disorder; road safety was the second one; drug dealing and misuse of drugs was the third; and the fourth was violent crime. I think it's fairly safe to say that the first three of those – the drugs issues, the anti-social behaviour and alcohol abuse, and road safety – affect every community in Scotland. I think a lot of people like to take some comfort in saying “yes, but the fourth priority is actually quite patchy, many of our communities are not violent”. I would address that by saying many of our communities are not visibly violent. You don't see a lot of violence on the street in many parts of Scotland. But what we are seeing, and what we are discovering on a daily basis, is there is violence in every community in Scotland, it simply happens behind closed doors and it's not talked about. And people don't often want to say, yes, domestic violence is a problem in their community, but it is. Statistically it is.

Together with partners and communities we've drawn up local policing plans as we were required to do under the legislation for each of the 32 local authority areas. But we went one further and we've drawn up bespoke policing plans for all 353 multi-member wards in Scotland. I'll not pretend to you that these are massive volumes that go into huge detail, they're not. They are fairly simple plans but they are designed specifically by, and for, the population in those areas. Just to return to my previous comment, none of the 353 refer, as a problem, to domestic abuse. So we asked the population of all 353 wards, what are the 3 things you are most concerned about and you'd like the police in Scotland to do something about? The common denominators were: road safety and driver behaviour, drug misuse, anti-social behaviour and, in a number of urban areas in particular, there was violent crime. There were lots of other things as well, acquisitive crime in certain areas was a significant issue. Nowhere did we see [specifics of] violent crime; nowhere did we see child protection issues. We didn't see dealing with sexual predators; we didn't see dealing with organised crime; we didn't see dealing

with fraud. These are some of things I think the public probably expect us to be getting on with but don't necessarily want to talk about openly. The golden thread that we took from all this was we have to, at a bare minimum, respond to the concerns of the local population in their localities, and that's what we are trying to do and are aiming to do.

The national service that we have now set up does allow us to share our expertise across the whole of the country. So no matter where people live in Scotland, no matter how remote, they can expect access to the same level of specialisms. To do this we have created a number of national units who are able to deploy across the country. So, for example, our Air Support Unit, which is a fancy police way of saying “our helicopter”, covers the whole of the country now. It didn't used to because it was bought and paid for by Government and by the Strathclyde Police Authority, so it was their helicopter. Occasionally they would let it stray beyond Strathclyde but not very often and they would often charge if it did. Now it covers the whole country and has been deployed across the whole country. For example, it has been deployed looking for missing persons in rural Perthshire. Just a few weekends ago it was in Aberdeen above the city centre and it's also been in Edinburgh city centre helping officers deal with an armed siege situation.

We also have set up a Specialist Crime Division. They can, and do, and did very recently, deploy highly experienced, well trained detectives to a murder in rural Dumfries and Galloway. Dumfries and Galloway happens to be one of the areas where violent crime, at least visible violent crime, is at a particularly low level in Scotland, and I think most people will appreciate that. They don't experience homicide very often. So it's no surprise then that the legacy of Dumfries and Galloway police service, when it was probably the smallest in the UK, did not feel it necessary, and probably could not afford to, maintain its own team of highly experienced detectives to investigate murders. In fact, Dumfries and Galloway officers couldn't be highly experienced because they didn't have very many murders to investigate.

So that meant that when there was a murder, although the officers were very well trained, they did not have the experience in dealing with the homicides.

Sadly, other parts of Scotland do have significant experience dealing with homicides and our Homicide Investigation teams, and other major teams, are now available to be deployed, and have been deployed, to Dumfries and Galloway, as well other areas, to assist when appropriate.

Most recently in the news, officers from our Specialist Crime Division were deployed in support of the investigation into the helicopter tragedy in Aberdeen. It's that sort of thing which people don't necessarily think we get involved in, ie. significant commitment from Police Scotland, to help investigate the circumstances to support the families of the victims. Previously, such support would only have been available to the force in that area of the country through mutual aid. It would have taken time to get there. So we believe we are offering, now, a much more efficient and effective service and we also are confident that all communities in Scotland have equal access to these specialist resources.

Performance

I want to say a few words about performance. Many of you in the audience probably know my reputation of being passionately interested in performance. There are some times when I come under a degree of scrutiny of perhaps being over interested in performance and I think this evening is an occasion for nailing one's colours to the mast. In my view, the leader of a public organisation that has a budget of £1bn cannot be over interested in performance. It's not possible. If you show me an organisation – public, private, or voluntary sector – that does not monitor its performance, I will show you an organisation that is either failing or is about to fail and doesn't know it yet, because the public expect people to know what works, what doesn't work and where you should be spending your money. The trick, of course, is to make sure you are focusing on the right performance and the right things to perform at, hence the

consultation that we've gone through. So we have set up a significant performance regime within the organisation and it's backed up with software that allows our senior managers onsite to be aware of how they are doing in a variety of difference specialisms. The one thing that we recognise is that with a performance regime there is always a risk around ethics, around changing people's behaviour, but (you can tell I've had this conversation with a number of people) if you set up a performance regime that monitors performance, and it doesn't change people's behaviour, then it's not a very good performance regime. Performance regimes are intended to change people's behaviour to make sure that the priorities of the organisation and the public are being dealt with. So it will change people's behaviour, that's partly why it's there. However, and this is perhaps the most important point to make I think, we expect people to behave within an ethical framework.

The values of the organisation are integrity, fairness and respect. That is not something that we dreamed up in some super-doooper management meeting or at some away day in a seminar helped by consultants. Actually those three words came from our workforce, both police staff and police officers. Those were the things that they valued, those were the things that they thought were the most important, those were the things that they thought defined them as members of the organisation. So let me tell you the words that back it up.

- **Integrity:** I understand I am responsible for my own actions and will exercise my discretion within the law;
- **Fairness:** I will carry out my duties fairly and impartially;
- **Respect:** I will show respect for all people and their beliefs and values, cultures and individual needs.

I think what these words say is that we try to go out of our way to stress to the officers and the staff who work in the organisation that we want them to deal with people as individuals, not as populations but as individuals.

If you go into the organisation, if you go into any of our buildings you will see posters which illustrate the visions and the values I have talked about. Most organisations will put up posters and they are words on the wall.

What do I do personally to reinforce the values? When I was appointed as Chief Constable in Strathclyde in November 2007 I met with every new recruit into that organisation and there were probably several thousand over that period in time because it was a time of expansion. That is a policy I've continued since we've gone live with Police Scotland. What I talk to every single new recruit about is values – integrity, fairness and respect. How would they like to be treated? How would they like their family and friends to be treated by the organisation? I stress to them that there are many rules and regulations that govern their behaviour and their performance but, actually, so long as they act reasonably, with good will, proportionately, with regard to other people, then they won't go too far wrong and they will have the support of the organisation. And that is something that seems to strike a chord both with the officers and with the staff.

Oversight and Scrutiny

I am not going to go into detail about other issues but we also have a significant oversight body; we have the Scottish Police Authority that was established by the same legislation which is in place to provide us with our budget, to provide us with our strategic direction, to help us with developing our policy and to hold me to account for the performance and actions of the organisation. That is a very, very strong relationship because it's very one-to-one. There has been a huge amount in the press about the difficulty of the relationship which is hardly surprising; we've gone through the biggest change in policing that we've ever seen in Scotland, we've created new legislation, two new organisations, huge amalgamations and at the same time facing significant budget challenges. There are bound to be pressures, and when you cram that into the speed with which it was done, which was quick, then it is understandable that there are tensions around. I am pleased to say that these

tensions are easing significantly, built mainly on the fact that, as I have always said, as I say in every speech and nobody believes it, but I am still going to keep saying it, the Chair and I have a very good personal relationship, always have had and I am confident that we always will. But it is a relationship that has a tension in it - and I think the legislation intends there to be a tension within it.

Challenges

Challenges for Police Scotland: the obvious one, public sector austerity. We cannot forget that one of the drivers behind the creation of the new organisation was to cut out duplication, to improve efficiency, to make change. Change always brings a rise in passions, a concern that the status quo is ending. I'm afraid that is a very self evident point: that the status quo has gone, we are in the midst of significant change. I think every organisation, every partner we work with is in the midst of significant change. But we would be missing part of the point of creating Police Scotland if we do not secure the savings that we are obliged to secure. We need to reduce our spend and that will mean tough decisions.

Ironically, because policing is so embedded in partnerships, actually many of the decisions we take that are around efficiency, saving money, reducing staff, are bound to affect partnerships. If we were an isolated organisation we could make all these changes and none of our partners would be affected because we wouldn't have any partners and they wouldn't notice, but the reality is that we are bound up in our partnerships and people will notice.

Very briefly, this is the scale of the challenge we face in my language: we cost about £1bn, that's how much money the Scottish Police Authority gives us to run the police service in Scotland. We have to save, in this current financial year, about £60m; next year we have to save another £60m, and in the third year we have to save another £60m. Let's just be clear about that. What that equates to is a budget which will be £180m less than it was last year by the end of financial year 2015/16. Some of you may think that doesn't

sound too challenging - and many people in the private sector would say that. If you've got a budget of £1bn and you've got a challenge of saving £60m, that's relatively easy. Relatively easy, except I mentioned 17,300 police officers and we are not allowed to drop below that number. 72% of our costs are police officers, so 72% of our costs are fixed. We are left with the remainder which, by my brilliant maths, is 28%. A significant proportion of that is our support staff. We are not allowed compulsory redundancy, which means we can only reduce the number of support staff through early retirement or voluntary redundancy, so there are some anchors to our flexibility around saving the money that we have to save. I take no issue with the anchors and I'm not saying to you that the anchors need to be pulled away, I'm simply trying to explain why it is that we struggle a little bit more than you might expect to balance the books.

I do want to add, because it is something that appears in the media quite a lot, that we have started at the top in terms of reduction and savings of costs. If you look at the Chief Officer budget for the 8 forces, plus various national squads that existed, and look at our spend on Chief Officers today, it's less than 50% than what it was (about 48%). So we have effectively cut the costs of Chief Officers in half and we are looking at other ranks to see if we can make reductions there as well amongst senior officers. We are looking across the whole police estate to see whether or not we can reduce the building stock, and we are looking also at the hours that some of our police offices are open to the public to see whether or not these can be reduced, but we are doing that in consultation with our partners, mainly local councils, to see whether or not we can share premises with them, or indeed share public contact points with them. We are also working with the fire service, who themselves have gone into a national service, to see whether we can use some of their stations, particularly where they have retained fire stations in more rural areas. So we are trying to be as imaginative and as flexible as we can in those areas.

We are doing this because we are trying to maintain the policing and the operational footprint that we have, particularly the community policing, so that we do not withdraw from communities, so that the public still see police officers patrolling on foot or on pedal cycles, which is what they prefer in their community. That is our aim, that is what we will try to preserve as much as we possibly can and so far, because we have the same number police officers, we have been able to do that.

Partnerships

Let me now turn to partnership working. I want to start off by saying that, contrary to popular belief, I think I can give you evidence which shows that I am 100% behind partnerships where they are strong, committed and delivering partnerships, and I'm going to give you a number of examples.

Partnership is not under threat from Police Scotland. Some media suggests that much, possibly fuelled by partners who are airing concerns about what might be happening in the future, and we understand that. But we are trying to give a certain level of confidence that there is a logic to what we are doing. In the context of shrinking budgets, paradoxically, and I'm sure we have all heard this before, actually partnerships are more important, if they are effective partnerships. If they are duplication or triplication then they are not effective and they probably shouldn't endure. But if they are partnerships where, coming together of partners actually produces more than the single agencies can on their own, then that is effective, it's efficient, and it should continue to be supported, and we will continue to support those. I think the public who we serve expect their tax pounds to be spent wisely and that will be in support of strong, effective and achieving partnerships. Programmes such as the Apex Inclusion service in Fife which demonstrates the benefits of working in partnership across public, private and voluntary sector. It's a collaboration between Apex, schools, Fife Council and Police Scotland to support young people who are repeatedly excluded from school. Each of the organisations does its own bit but the success is a

70% improvement in reducing exclusions. Apex is about to roll the service out to Dundee where it will be referred to as Inclusion Plus and that will help to expand the number of interventions, with families involved.

I have been a police officer, it says in this speech, for well over 30 years – 32 years to be precise. I have seen from my own experience what makes streets safer and it's pretty simple really; we need to be able to deal with addiction issues, we need high quality social housing, we need first class educational services so that people can get employment, we need jobs for people to get and we need responsible social services and other partners. So whilst I'm charged with reducing crime in Scotland, and I am, I'm very well aware that I cannot deliver this without a very broad range of partners. So we are committed to working with those partners. It is at the heart of what we do, it is embedded in the way the force operates on a daily basis. Feedback I get on a daily basis is involving partnership.

I was in Inverness yesterday afternoon talking to the Chief Executive of Highland Council, talking to the Leader of the Council and the Directors of services about how proud they were of all the work that Northern Constabulary had done and voicing their concerns about Police Scotland withdrawing from these services. They were honest enough to say that they had read newspaper stories and heard rumours but hadn't noticed any change. They were still committed to the partnerships, there is still work going on but they were worried about it. I said I understood why they were worried but they had to operate on the evidence of what was in front of them, ie. strong partnerships were still being supported by Police Scotland locally in Highland.

Partnership is varied and it takes many, many forms, from community police officers working locally with housing officers to national strategic partnerships at Governmental level. I'm obliged as Chief Constable to take part in these because the strategic priorities set by the Government, and by my own Scottish Police Authority, emphasise partnership and emphasise prevention. So that points me in that direction. My experience tells

me that there are not many policing challenges that are completely new in nature, although cyber crime and the internet is bringing us new challenges on a daily basis. But invariably colleagues around the country have already met and are addressing the challenges that we face. Our challenge, as a leadership team, is to identify what is working well, to reinforce that, and to scale up good practice. One of the benefits we have as a national organisation, and which we are starting to see some of the fruit of, is seeing something that works well in a particular area which is reckoned to be scaleable and transferable, that can be rolled out nationally. That is something I think, personally, has bedevilled Scotland in the past; it has not been possible. There are lots and lots of good practices in different parts of the country and remain good practice. There are answers, things that work that can be done and, frankly, should be done.

At a national level we are a key partner with the Scottish Government in building safer communities. The initial work on building safer communities is going to focus on reducing violence and increasing community safety and resilience. The challenge for building safer communities means asking the following: (i) what does a safer community look like, (ii) what is the end game, (iii) what are the deliverables and (iv) how do we measure progress? These are the sort of things that the partners involved have to ask, have to challenge. We want to understand, if we are successful, what it will look like. What do we have to put in to get success? It can't just be well meaning and seem like the right thing to do, there has to be a plan.

Locally, my Commanders and my 14 Divisional Commanders are building on very strong relationships in Community Planning Partnerships. That is the direction of travel for the whole of Scotland. We are not in the same place all over the country; we know that because we are all over the country and we see that our people are in different places with the maturity and development of community planning partnerships, but I'm quite clear it is the way ahead.

I have to revert back to an extent to the west because that is where my experience comes from in Scotland. There is a long standing partnership between the police and Glasgow City Council in what used to be called Glasgow Community Safety Services, now called Community Safety Glasgow. It was formed as a limited company in 2006 with the simple objective of reducing anti-social behaviour in Glasgow. It is about information sharing, intelligence sharing, joint patrolling, tasking, it's about doing complementary roles. So the officers will attend and deal with the initial anti-social behaviour, perhaps membership of a juvenile gang, but it is officers from the initiative themselves who then go back to the house, talk to the parents about their child's membership of a youth gang and what can be done to overcome it, maybe help them develop some parenting skills to place the proper parental control over child's behaviour. These are the sort of things that police officers are not trained to do, and shouldn't be trying to do, but which our partners do very well. The approach, we think, works. We have seen a reduction in anti-social behaviour across Glasgow, in the last 12 months alone, of 12% but that is on top of yearly reductions in the last 4 years.

There are a significant number of other partnerships and people that we work with. In the third sector in particular I would mention, of course, ApexScotland, also Sacro, Includem, and Action for Children. We are, as Police Scotland, keen to work with any capable partner; that's where we come from.

We have recently become more involved with Young Scot and one of the things we are doing with them, I think influenced and excited by the Commonwealth Games coming up, is supporting the Choices for Life campaign – the national campaign started in the police – and working with Young Scot to develop a youth volunteer programme across all 14 divisions in Police Scotland. The programme will take some young people between the ages of 14 to 17 and give them an insight into the role of the police in society, help them develop citizenship skills and make them a more positive contribution in our

society. The first one is already up and running and we will be rolling others out over the next few months in advance of the Commonwealth Games.

In April 2012, building on established local links, ASSIST (Advocacy, Support, Safety, Information Services Together), which is a specialist domestic abuse independent advocacy service, was actually co-located with Police Scotland's domestic abuse task force. I think, partly because it's an area I'm passionate about, also it's an area I know particularly well, ASSIST and the domestic abuse task force really proves my thesis, or illustrates it at least, on partnership. The police deal with domestic abuse by turning up to the emergency call, they stabilise the call, they keep people safe, they try and assess the situation which is not always easy to do. We do not seek to provide ongoing, lasting support to the victim, that is the role of ASSIST. We are not very good at it, in all honesty. It's not something that we are designed to do, it's not where our skills lie, it's not where our culture is. We, instead, deal with the offender. We make sure that the offender gets to court, we make sure that if there are restrictions on his or her behaviour, perhaps through some sort of curfew, we police that curfew rigorously. We make sure they do not approach. One of the things we are looking at, because we know it is a hot spot, is where there are children in the relationship and there is perhaps a sharing of the children where they will spend a couple of days with mother, a couple of days with father. We know that's a hot spot, so we are looking at plans to ensure that we are in some way policing the hand-over of that child, because that's where the violence can occur. Equally, where people are trying to recover property from a shared home, again we look to try to provide some kind of security around that. But what we don't do is try to provide long lasting and long reaching support to the victim because that is the role of our partners.

There are many other collaborative working arrangements that I could talk about, but I'm not going to. What I am going to say is this, and it may seem rather counter-intuitive to you, but it's a personal belief. It is this: policing does not

solve problems. There used to be a policing philosophy called 'problem solving policing', a few years back now. My view is policing doesn't solve problems. We are not a solutions agency, we are a restraint agency. We can control behaviour, we can rarely change it; sometimes, but it's rare.

So, for example, in organised crime we can constantly put surveillance on, and deal with, serious offenders and organised crime. We can seize their money, we can arrest them, we can put them to the Fiscals to go in front of court, we can get them prison sentences, we can do that very effectively. Rarely do we make them decide, "Do you know what, I'm going to give up this life of organised crime and do something else". Occasionally, and very heart-warmingly, actually, that does happen and we have stories of people who now are working in full-time employment and they are not part of crime because, frankly, they are fed up being arrested by the police and they don't want to keep going to prison. Now that, to me, is great, but it is quite unusual if I'm honest. We control behaviour, I think we rarely change it.

What changes behaviour is employment where there was joblessness; good housing where there was no housing; anger management where before there were only fists; it's people who've been helped to beat substance abuse; it's education where there was ignorance; and it's positive, supportive, loving relationships where perhaps before there was only anger, poor parenting, mistrust and violence. The police does not provide many of these things I have just listed, our partners do. So it stands to reason, as far as I can see, that I should be committed to partnerships. But I will insist that we remember our unique area, the unique selling point that we

have is that we are an enforcement agency. We shouldn't try and do the jobs of other people, whether it's in Government, local authorities, or the voluntary sector. We should leave those roles to our expert partners. If any of my cops decided to come in to work one day and said "Today I think I'm going to do the Fiscal's job" then I would be getting a phone call pretty quickly from the Solicitor General and it would be her usual pithy comments I'm sure, telling me to get my people back in line.

Directors of social services would soon be saying to the local Divisional Commander, "Look, do you want to get your cops back in line here? You do your job, leave my people to do theirs, that's what they're trained to do". Equally, if somebody from a voluntary agency suddenly turned up one day and said "Yesterday I was doing a pretty good job counselling children and helping them find more meaningful routes into adulthood, but today I think I'll investigate a murder", I think we'd probably say something about it. We need to be clear about what our roles are. So what I would insist on is that no partnership should go unreviewed, they should be reviewing themselves. We want to reinforce effective partnerships and we want to strengthen weaker ones that are capable of doing good things. Partnerships must be precise about the problem they are addressing and the results that they expect to get. Partnerships must be partnerships on a professional basis. They must be relevant, not simply historic. But you have got my assurance, standing in front of you, that as an organisation Police Scotland will continue to invest in partnerships. Why? Because successful partnerships keep people safe.

Thank you very much.



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