HMICS

Independent Assurance Review

Police Scotland – Call Handling

Update Report

May 2018

Improving Policing Across Scotland

HM Inspectorate of Constabulary in Scotland

HM Inspectorate for Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 and has wide ranging powers to look into the 'state, effectiveness and efficiency' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA).[1]

We have a statutory duty to inquire into the arrangements made by the Chief Constable and the SPA to meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the SPA or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.

- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require to enable us to carry out our functions.

- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.

- Where our report identifies that the SPA or Police Scotland is not efficient or effective (or best value not secured), or will, unless remedial measures are taken, cease to be efficient or effective, Scottish Ministers may direct the SPA to take such measures as may be required. The SPA must comply with any direction given.

- Where we make recommendations, we will follow them up and report publicly on progress.

- We will identify good practice that can be applied across Scotland.

- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.

- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the SPA to deliver services that are high quality, continually improving, effective and responsive to local needs.[2]

Although this update report follows an inquiry directed by Scottish Ministers, it was conducted under section 74(2) of the Police and Fire Reform (Scotland) Act 2012 and laid before the Scottish Parliament under section 79(3) of that Act.

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[1] Chapter 11, Police and Fire Reform (Scotland) Act 2012.
[2] HMICS, *Corporate Strategy 2017-20* (2017).

Contents

Our assurance work

This report provides an update on the progress made by Police Scotland and the Scottish Police Authority in response to the HMICS Independent Assurance Review of Police Scotland's Call Handling, published in 2015.

The background to the original assurance review, the objectives and methodology are outlined within the Terms of Reference[3] which were published on 22 July 2015. We provided Scottish Ministers with an Interim Report,[4] which was published on 3 September 2015. Our Final Report[5] was provided to the Cabinet Secretary for Justice and published on 10 November 2015. Our Final Report identified 30 recommendations for improvement which were fully accepted by Police Scotland and the SPA.

The assurance review was directed by the Cabinet Secretary for Justice following the tragic incident involving the deaths of John Yuill and Lamara Bell and sat alongside the independent investigation directed by the Lord Advocate and conducted by the Police Investigations and Review Commissioner (PIRC) into that specific incident.[6] The PIRC inquiry has since reported to the Lord Advocate. The HMICS review did not examine the circumstances of this incident, but provided wider independent assurance of the operation, systems and processes in place within police Contact, Command and Control (C3) facilities across Scotland.

Following the publication of the Final Report, the Cabinet Secretary provided an update to the Scottish Parliament followed by a letter requesting that HMICS continue to undertake a programme of ongoing assurance work. This would involve monitoring progress and risk levels within Police Scotland's call handling function and making unannounced visits to Police Scotland's call handling facilities.[7] This assurance continued to take place over the next 12 months and resulted in the publication of an Update Report in January 2017.[8]

Our Update Report highlighted good progress against the recommendations with 16 recommendations closed, 12 partially discharged and only two recommendations outstanding.

The Update Report also outlined how C3 Division had successfully delivered a number of key milestones including the implementation of a virtualised Police Scotland Service Centre (PSSC), upgrade of key ICT systems, transfer of call handling from Dundee to the PSSC and was on track for transition of Aberdeen and Inverness.

HMICS assurance activity has continued over the past year to assess progress against the remaining recommendations and to monitor the continuing implementation of the change programme. HMICS can now confirm that all recommendations are closed.

A number of further recommendations have been made in this report to ensure that key areas of development and risk continue to be addressed by the SPA and Police Scotland. These recommendations are primarily for the attention of Police Scotland as a whole and not specific to C3 Division, which will continue with its ongoing improvement approach. HMICS will closely monitor the delivery of the recommendations and make unannounced visits to ensure that the development to date continues. Police Scotland and the SPA will be asked to create an action plan to address the recommendations contained within this report. HMICS will scrutinise progress against the action plan.

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[3] HMICS, *Police Scotland – Call Handling: Terms of Reference for HMICS Assurance Review* (2015).
[4] HMICS, *Independent Assurance Review: Police Scotland – Call Handling Interim Report* (2015).
[5] HMICS, *Independent Assurance review: Police Scotland – Call Handling Final Report* (2015).
[6] PIRC, *PIRC investigation: death of couple following recovery of car at Bannockburn on 8 July 2015*.
[7] Statement by the Cabinet Secretary for Justice to the Scottish Parliament, SP OR 10 November 2015, col 10.
[8] HMICS, *Police Scotland – Call Handling Update Report* (2017).

As in our Final and Update Reports, I would again emphasise that there will always be a level of risk which must be managed in the operation of police call handling. It is to be expected that notable incidents will take place and attract media attention. However, ensuring that these incidents are appropriately investigated, trends analysed and lessons learned to drive continuous improvement is key.

Some incidents which have been referred to the PIRC, where these were appropriate, have subsequently been reported some time after the events and attracted adverse media reaction. These incidents have all been used to inform improvement and promote learning in the division. As with any human system, risk cannot be wholly negated, although Police Scotland continues to improve processes to mitigate against such occurrences.

HMICS would like to thank Police Scotland and the SPA for their ongoing co-operation and support during our assurance work. This work was led within HMICS by Tina Yule and supported by Paul Unsworth and Davie Flynn. Executive lead was provided by Derek Penman, former HM Chief Inspector of Constabulary in Scotland.

Gillian Imery QPM
HM Chief Inspector of Constabulary in Scotland
May 2018

Key findings

- Of the 30 recommendations made in the Assurance Review Final Report, all are now closed. Considerable priority and effort has been applied to ensure that progress has been made.

- The management and staff of C3 Division have continued to be strongly committed to providing a good service to the public throughout a challenging period of intensive change and development.

- C3 Division has successfully delivered a number of key milestones[9] including the transfer of call handling from Aberdeen and Inverness to the national Police Scotland Service Centre, and the transfer of control room operations in Aberdeen and Inverness to Dundee. It is on track for implementation of the National Database Enquiry Unit (NDEU) in Inverness and Govan by May 2018 and nationally by the summer of 2018.

- Police Scotland now has a single national command and control system in place which allows oversight of all incidents across Scotland from any of the three Area Control Rooms or Service Overview functions providing resilience and more effective management of national incidents, as well as providing a complete picture of activity.

- Discontinued calls have continued to drop in 2017-18 again reflecting a decrease in failure demand and improved call answering performance. C3 performance reports also demonstrate that overall grade of service has stabilised at around an average of 91% for both 999 calls and 101 calls.

- The workforce planning model has been stabilised. The model which has been put in place to accurately inform staffing levels to meet demand has now been externally re-validated by consultants on a number of occasions and staffing levels are now reaching 'end state' levels.

- Significant work has been undertaken to further stabilise ICT infrastructure and systems providing an effective medium term environment. Investment has also been secured to progress the outstanding upgrade of the digital integrated communication control system (ICCS)[10] in 2018-19.

- HMICS considers that the governance, programme management and quality assurance approaches which have been implemented represent good practice.

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[9] In our Final Report, we referred to Stages 1-7 of the original project, which have since been revised and approved as a new phased programme with updated milestones to deliver the C3IR programme.

[10] ICCS provides voice and data communications. This is the technology which provides a single touchscreen control to a host of integrated subsystems including radio systems, call handling systems, digital and analogue telephony, CCTV, voice recorders, intercom systems, door locks and alarms.

Recommendations

Recommendation 1
Police Scotland should develop a route map for ICT development and investment in C3 systems as soon as possible in order to secure appropriate medium to long term investment in this critical area of policing operations.

Recommendation 2
Police Scotland should resource the development of a C3 Procedures Manual, securing process analysis skills, and prioritise and support this as part of ongoing continuous improvement work.

Recommendation 3
Police Scotland, through its Local Approaches to Policing programme, should develop a public contact strategy, which sets out a multi-channel approach to engagement and service provision and includes publication and monitoring of standards of service.

Recommendation 4
Police Scotland, through its Demand, Productivity and Performance Programme, should develop a cohesive approach to reducing failure demand across the service and ensure that C3 performance is fully reflected in the national performance framework.

Recommendation 5
Police Scotland and the Scottish Police Authority should adopt the C3 governance, programme management and quality assurance approaches as standard in implementing significant change programmes.

Recommendation 6
Police Scotland, through its Local Approaches to Policing programme, should develop a risk and vulnerability model to support the most appropriate response to the wide range of demands for service. This should incorporate the future role of Public Assistance Desks.

Recommendation 7
Police Scotland should ensure that the demand forecasting and planning tool in use within C3 Division is reviewed as a matter of priority and functionality is formally evaluated to extend its usage.

Recommendation 8
Police Scotland should ensure that C3 Division further develops its approach to continuous improvement and maintains its investment in its governance and improvement and business development teams.

Context

Background

1. The majority of public contact with the police is by telephone through police Contact, Command and Control (C3) centres. These centres receive approximately 500,000 emergency (999) calls and 2,070,000 non-emergency (101) calls each year.[11]

2. C3 is a national division and is led by a Chief Superintendent as the divisional commander. An Assistant Chief Constable (ACC) has oversight of the division. The ACC reports directly to the Deputy Chief Constable (DCC) for Crime and Operational Support.

3. Throughout this report, we will use a number of terms which describe the core functions of C3:

   ■ Service centre (SC): Where calls were received from the public in legacy force areas using either 101 or 999. These centres were typically staffed by civilian service advisors. All remaining service centres are now part of the Police Scotland Service Centre.

   ■ Police Scotland Service Centre (PSSC): Integrated call handling across a number of different sites, in effect acting as a virtual single service centre for Police Scotland receiving 101 and 999 calls from anywhere across Scotland. Calls are assessed and decisions are made as to what type of police response is required.

   ■ Area Control Room (ACR): Receives incidents from the service centre and is responsible for the command and control of those incidents which involves dispatching officers on a priority basis to calls and locations and dynamically assessing risk.

   ■ National Database Enquiry Unit (NDEU): This function provides Police National Computer (PNC) and other database checks to the service.

4. Prior to the establishment of Police Scotland on 1 April 2013, all eight legacy forces operated contact, command and control centres. As part of police reform, C3 has undergone a significant change programme. The C3 core delivery model has now been implemented and at completion in the summer of 2018 will consist of:

   ■ Police Scotland Service Centre – Govan, Motherwell and Bilston Glen
   ■ West Command Area Control – Govan and Motherwell combined
   ■ East Command Area Control – Bilston Glen
   ■ North Command Area Control – Dundee
   ■ National Database Enquiry Unit – Inverness and Govan

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[11] 498,647 emergency (999) calls in 2017-18 and 2,067,485 non-emergency (101) calls in 2017-18. Source: Police Scotland.

What has changed?

5.   Since our Update Report in January 2017, the Assistant Chief Constable (ACC) Specialist Support took over day to day responsibility from the former ACC Service and Protection for C3 Division in May 2017.

6.   The (ACC) for Service and Protection was appointed as ACC Local Policing North in October 2017. He has retained the role of Senior Responsible Owner (SRO) for the Contact, Command and Control Integration and Remodeling (C3IR) programme throughout this period. His role also now includes SRO responsibility for the Local Approaches to Policing (LAP) programme (part of the Policing 2026 change portfolio) which the service intends to reshape local policing across Scotland. The two ACCs have worked effectively together to support the delivery of the change programme.

2026 – a future vision for policing in Scotland

7.   After an extensive public consultation, SPA and Police Scotland laid the new 10-year strategy *Policing 2026: Serving a Changing Scotland* before Parliament on 20 June 2017.[12] The strategy was ratified by the SPA Board on 22 June 2017.[13]

8.   The strategy directly impacts on the future direction of call handling in terms of assessing risk and vulnerability, managing demand and developing a contact strategy. These were previously included as HMICS recommendations for C3 in our Final Report. HMICS closed these recommendations in our Update Report in January 2017 on the basis that they could not be delivered in isolation by C3 and required to be taken forward corporately by Police Scotland.

9.   The *Serving a Changing Scotland: Implementation plan 2017-2020*[14] sets out a portfolio of change programmes which include a number of projects which are directly related to C3.

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[12] Scottish Parliament, *Official Report - Meeting of the Parliament 20 June 2017.*
[13] SPA, *Board Public Session - 22 June 2017 - Final draft 2026 Strategy for policing.*
[14] SPA, *Board Meeting - Public Session 29 March 2018 - 'Serving a Changing Scotland' Our 3 year Implementation Plan.*

Programme	Project	Description
Local Approaches to Policing (LAP)	Contact assessment model (CAM)	Appropriate deployment of response officers based on assessment of risk and vulnerability – working with partners to provide appropriate response based on need. *This relates to HMICS Recommendation 24 of our Final Report – adopt a more formalised risk and vulnerability assessment.*
	C3IR	Rationalisation of Command and Control facilities to complete this programme of change, as well as establishing a new National Database Enquiry Unit within Inverness and Govan.
	LAP design	Design, test and implement local policing models reflecting the differing needs of rural, remote and urban communities – strengthening focus on prevention and protection.
	Public contact strategy	Contact strategy development including plan to enable the public to contact us in a variety of ways. *This relates to HMICS Recommendation 6 of our Final Report – articulate a clear customer contact strategy and standards of service.*
Demand, productivity and analytics	Demand and productivity	Enhance resource planning using demand and productivity analytics. *This relates to HMICS Recommendation 1 of our Final Report – identification and reduction of failure demand.*
Digitally enabled policing	Emergency services mobile communications project (ESMCP)	Replace Airwave[15] system with new Emergency Services Network.

10.   These programmes and projects, as well as other enabling work, will have a significant impact on future C3 operations and in turn C3 Division will have a major part to play in delivering these changes, being the primary point of contact for the public. HMICS will continue to monitor the delivery of the overall Policing 2026 strategy and delivery of the portfolio of transformational change programmes.

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[15] Airwave is the current encrypted mobile communications service used by all police forces in the UK.

Closure of our recommendations

11. As previously stated, HMICS has now closed all 30 recommendations from our final call handling report. This represents a significant body of work from both Police Scotland and the SPA over the past two and a half years. HMICS commends the commitment demonstrated from management and staff in this achievement.

12. Appendix 1 details the status of all 30 original recommendations. Recommendations 5 and 6 are finally closed in this report. All others have been closed as part of ongoing assurance work.

> **Recommendation 5 (of Assurance Review Final Report)**
>
> *Police Scotland should consolidate and stabilise its staffing, systems, procedures and processes in both the East and West service centres and area control rooms. While this is being progressed, detailed planning for the previously agreed end-state model should continue, with consideration given to accelerating the recruitment of staff and early commissioning of the North Area Control Room in Dundee.*

13. Whilst this recommendation was initially intended to focus on stabilising operations prior to continuing with any further stages of the change programme, HMICS quickly recognised that Recommendation 5 could not be closed until the transition of both Inverness and Aberdeen had been completed. Only after these events could HMICS finally evaluate the stability of C3 business as usual operations.

14. HMICS is now satisfied that a sufficient level of stability has been reached in terms of staffing, systems (ICT), procedures and processes in both service centre and area control room functions. This recommendation can therefore now be closed.

Staffing

15. HMICS has found that C3 staff have maintained their high levels of commitment to providing a good service to the public. Ongoing improvements in communication and engagement have improved morale and the successful transitions of Aberdeen and Inverness have increased levels of staff confidence.

16. As part of the established C3 training strategy, there have been two internal reviews of training course content and structure (with the last in November 2017) and these are now considered stable consistent products. Service centre staff are to receive refresher training in risk and vulnerability assessment which will also be rolled out to ACRs and form part of induction programmes. Regular feedback is taken to evaluate training effectiveness. As part of a review of the strategy, training programmes will move away from a primary focus on new recruits to ongoing professional development and operational priorities, with coaching training also being rolled out.

17. Staffing levels have continued to improve to meet the planned levels set out in the new workforce model. HMICS observed that planned levels in the PSSC and ACRs were due to be reached by the summer of 2018. Further external assurance from consultants had been sought in September 2017 on the ongoing validity of the model and predicted staffing requirements, resulting in minor changes to the final numbers of staff required. HMICS notes that there is now regular monitoring of abstraction levels to ensure that modifications are not required to the model and to ensure that resource deployment meets demand.

Systems (ICT)

18. After the transition from Inverness in February 2018, Police Scotland now has a single national command and control system in place (STORM Unity). This allows oversight of all incidents across Scotland from any of the three Area Control Rooms or Service Overview[16] functions providing resilience and more effective management of national incidents, as well as providing a complete picture of activity. This significantly enhances operational capabilities and is a major positive outcome from the C3IR programme.

19. Police Scotland has made a significant investment in C3 infrastructure and systems since our Final Report. Network and server infrastructure has been upgraded and stabilised and system performance has improved. The support from the ICT function has been exemplary with all C3 issues dealt with as a matter of priority. HMICS found that the majority of C3 system downtime is now attributed to planned outages. Staff were positive about the improvement achieved and view the systems as stable.

20. C3 Division has also secured capital investment of £2.5m in 2018-19 and £1.3m in 2019-20 for a new national digital ICCS. HMICS highlighted this requirement in our Update Report[17] in January 2017. A procurement strategy has been agreed which includes detailed requirements analysis work and reflects ESMCP[18] requirements. At the time of our fieldwork, technical and business reviews were underway on the requirements specification. It is expected that procurement, configuration and implementation planning will be completed in 2018-19 with a roll out across the division in early 2019-20. C3 will continue to adopt its tested ICT governance, project management and quality assurance processes to minimise any risk to delivery.

21. HMICS also noted in our Update Report that investment in a new C3 telephony platform would be required in the short term. Police Scotland plans to start scoping telephony requirements as part of a corporate Unified Communications business case (currently being developed for the 2019-20 capital bidding process). This will be followed by the development of a business case for replacement of the Customer Relationship Management System (CRM) and command and control systems. With capital funding allocation currently being subject to an annual review process, there remains a risk that C3 Division will be unable to secure the required level of investment to meet these needs. This investment is essential if C3 is to maintain service levels and meet the aspirations set out in the Policing 2026 strategy.

22. HMICS acknowledges that there remains some uncertainty as to overall priorities for investment and that C3 Division is competing with many other demands for capital funding which mean that a medium to long term commitment for investment cannot be secured. HMICS notes that as part of the Digital Policing Programme, consultants are currently supporting the development of a new Digital/ICT Strategy for the service which should assist further prioritisation.

23. HMICS believes that it is essential that a documented route map for ICT development and investment in C3 systems is prepared as soon as possible in order to secure appropriate investment in this critical area of policing operations. This will ensure that C3 Division is well placed to secure the required level of funding.

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[16] Service Overview provides oversight and monitoring of strategic force and command area communications and produces daily briefings (known as the Chief Constable's Note) highlighting serious incidents.
[17] Paragraph 58 of HMICS Update Report January 2017.
[18] Emergency Services Mobile Communications Programme (ESMCP) is a cross-government programme to replace the existing mobile communications service for the three emergency services with a new commercial system based on 4G.

> ### Recommendation 1
>
> Police Scotland should prepare a route map for ICT development and investment in C3 systems as soon as possible in order to secure appropriate medium to long term investment in this critical area of policing operations.

Procedures and processes

24. The transitions from Aberdeen and Inverness involved the identification of 49 and 73 local processes respectively and managing their remodelling. Remodelling was completed well in advance of each transition and fully signed off by operational owners.

25. Recommendation 23 of our Final Report set out the requirement for Police Scotland to document its key processes and update its standard operating procedures (SOPs). At that point, there were five separate SOPs in place which HMICS found to be of variable currency and quality. HMICS closed this recommendation in June 2017 on the basis that C3 Division had agreed to combine four of these SOPs into a new single high-level document (leaving the Airwave SOP to be reviewed separately as part of the ESMCP programme).

26. HMICS has found that significant work has been undertaken on refining the new SOP further and accommodating the variations in process still required due to local partner approaches and legacy systems. A team was set up to support this work and consider the standardisation and documentation of processes. In our Update Report we had noted that we expected this area to have progressed more quickly. A year later, we have identified that this work has taken much longer than originally intended. HMICS finds that this continued delay is unacceptable and that an interim SOP should have been adopted.

27. HMICS found that staff were generally positive about clarity of processes and improvement in how process change is managed and communicated. Processes across the service centres exhibited a high level of consistency and stability. Whilst ACR processes were stable, there remained a degree of inconsistency across the three locations.

28. A short life working group (SLWG) has been set up involving C3 practitioners to progress the development of a Procedures Manual which will replace the former A to Z and document key processes. Representation on the group includes Public Assistance Desk (PAD) officers, service advisors and controllers. This SLWG reports to the Tactical Operational Group (TOG) which reports to the C3 Operations Board.

29. HMICS was shown an example procedure which had been developed (mobile phone crime handling). This had required extensive consultation, as policy ownership lay with roads policing and involved engagement with a number of internal and external stakeholders. Around 700 processes have now been identified and prioritised for inclusion in the manual with varying degrees of complexity. A detailed specification of functional requirements for the online manual still requires to be completed, ICT resources secured and a full migration plan developed.

30. HMICS accepts that reviewing the SOP has been more complex than originally foreseen, and that focus has naturally been on the transition of Aberdeen and Inverness. However HMICS views that whilst day to day processes are stable, progress on the new SOP and mapping and documenting of processes has been too slow. C3 Division senior management requires to effectively resource this work, securing process analysis skills, and to prioritise and support this as part of ongoing continuous improvement work.

> ### Recommendation 2
>
> Police Scotland should resource the development of a C3 Procedures Manual, securing process analysis skills, and to prioritise and support this as part of ongoing continuous improvement work.

31. In our Final Report, HMICS highlighted a lack of clarity around the strategic vision for the C3 service, with no alignment to wider policing strategy. At that point, there was no longer term vision for policing and no clear articulation of a future blueprint for C3 beyond the rationalisation of legacy force functions.

> ### Recommendation 6 (of Assurance Review Final Report)
>
> *Police Scotland should articulate a clear vision for its Contact, Command and Control (C3) service and develop an overall strategy for customer contact. This should involve engagement with communities and key stakeholders and lead to the publication of standards of service'.*

32. Our Final Report set out that, in 2008,[19] HMICS had made recommendations to legacy forces regarding the level of service provided to the public. Our review of legacy recommendations[20] in 2014 found that the original recommendations had not been effectively closed and therefore made a new recommendation that Police Scotland should 'create and publish details of the service that members of the public can expect to receive when they call the police. This should be supported by clear internal guidance, which focuses on quality of service. Police Scotland should also develop and publish performance information on how these service standards are being met.'

33. Our Final Report stated that Police Scotland needed to establish clear standards of service within an overall strategy including a customer charter and internal business planning and guidance as referenced in our previous recommendation. Recommendation 6 aimed to address this shortfall.

34. Since approval of the 10-year strategy ***Policing 2026: Serving a Changing Scotland*** in June 2017 and the three-year ***Serving a Changing Scotland: Implementation plan 2017-2020*** in December 2017, a clear vision has now been articulated for public contact and a programme established to deliver on this vision.

35. One of six strategic objectives set out in the strategy is *'Improving public contact, engagement and service'.* Police Scotland states that it will continue to develop ways to make it easier to contact the police and for the police to provide the right response. This includes prioritising the most vulnerable, and responding more quickly to the public, using technology where appropriate. A number of scenarios set out how Police Scotland might handle public contact in the future.

36. The strategy states that Police Scotland will transform the way that people can contact the police and how it resolves their enquiries (contact and resolution model). This will enable it to recognise and respond appropriately to the needs of individuals and communities, with a continued commitment to localism. It will also modernise its operating model to ensure maximum impact with available resources is achieved.

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[19] HMICS, *Quality of service and feedback to users of police services in Scotland* (2008).
[20] HMICS, *Review of legacy inspection recommendations* (2014).

37. As set out in Table 1 above, part of the Local Approaches to Policing (LAP) programme aims to deliver a new public contact strategy which will include contact via telephone. HMICS is assured that this new programme plans to deliver against our original recommendation, which we have closed and now make a new recommendation to the Policing 2026 programme:

> ### Recommendation 3
> Police Scotland, through its Local Approaches to Policing programme, should develop a public contact strategy, which sets out a multi-channel approach to engagement and service provision and includes publication and monitoring of standards of service.

Other closed recommendations (since January 2017)

38. In the period between publication of our Update Report in January 2017 and February 2018, 12 further recommendations have been closed by HMICS as part of our ongoing assurance work. This relates to recommendations 1, 3, 9, 11, 14, 20, 22, 23, 24, 25, 27 and 29. The basis for each closure is outlined below.

39. Recommendation 1 of our Final Report states that, *'Police Scotland should commission further work to identify and reduce failure demand.*[21] *This should include marketing and public communication around appropriate use of 999 and 101 numbers, targeting high volume callers and working across all Police Scotland Divisions and with external partners to reduce demand and improve performance'*.

40. Recommendation 1 was closed in September 2017. HMICS recognised that progress had been made in relation to eliminating elements of failure demand. However, it was accepted that the full extent of the recommendation could not be progressed through a purely C3 approach. HMICS acknowledged that this had been recognised by Police Scotland and now forms part of the delivery of the Policing 2026 strategy.

41. HMICS has observed the ongoing efforts of C3 Division to eliminate failure demand and recognises the commitment to continuous improvement in this respect. Various workstreams are now delivering in this area with a focus across a number of target groups including:

   ■ **General public** – high tariff and repeat callers – who for a variety of reasons make regular contact with the police; members of the public who have already been in contact with the police and have a live enquiry – where enhanced information is being provided so they can use email or alternative methods to make direct contact with the individual/department dealing with their matter; and the wider general public – with a more proactive internet and social media footprint disseminating enhanced information and advice which provides information that individuals would likely have called 101 to obtain.

   ■ **Key partners** – with new and enhanced protocols in place for contact with partners including Scottish Fire and Rescue Service, Scottish Ambulance Service, Crown Office and Procurator Fiscal Service and local authorities.

   ■ **Police officers and staff** – with processes put in place to eliminate unnecessary internal demand caused by officers and staff using the 101 service when they can dial direct or obtain the information they seek by other means.

42. Table 1 sets out a number of Policing 2026 programme areas which will address Recommendation 1. The Demand, Productivity and Performance programme will conduct a full analysis of demand for policing services.

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[21] Demand on an organisation caused by 'a failure to do something or do something right for the customer' or 'avoidable contact'.

43. Recommendation 3 of our Final Report stated that, *'Police Scotland should develop a balanced performance management framework for C3 Division, which aligns to both organisational and divisional strategic objectives. This should include qualitative, cost and outcome measures.'*

44. This recommendation was closed in April 2017 on the basis that reasonable progress had been made, but could not progress further until a new policing strategy and accompanying national performance framework were put in place. HMICS acknowledged that much work remained to be done in terms of performance reporting but did state that better oversight could be provided by the SPA Policing Committee. The new draft Police Scotland Performance Framework was submitted for endorsement by the Board in February 2018.[22] Members noted the Framework and agreed an action for Police Scotland to ensure that members' feedback and comments be considered when developing the final version for implementation. HMICS now expects that C3 Division will review its performance indicators and reporting format as part of its ongoing continuous improvement work.

45. The Demand, Productivity and Performance Programme will also develop a new national Performance Framework which will require to reflect C3 performance.

Recommendation 4

Police Scotland, through its Demand, Productivity and Performance Programme, should develop a cohesive approach to reducing failure demand across the service and ensure that C3 performance is fully reflected in the national performance framework.

46. Recommendation 9 of our Final Report stated that, *'Police Scotland and the Scottish Police Authority should urgently review and strengthen their overall approach to programme governance and establish transparent processes for commissioning independent quality assurance reviews for critical stages of all major projects. This should initially focus on improved governance and scrutiny over the C3IR project and independent quality assurance over Stages 5, 6 and 7.'*

47. HMICS found that the governance, programme management and quality assurance approaches which have been implemented across the C3IR Programme represent good practice and should be considered as standard by the service as a whole in implementing significant change programmes. The SPA C3 Governance and Assurance Group (GAAG) has also proved to be a highly effective scrutiny forum where SPA Board Members have taken an active role in the governance of the programme.

Recommendation 5

Police Scotland and the Scottish Police Authority should adopt the C3 governance, programme management and quality assurance approaches as standard in implementing significant change programmes.

48. Recommendation 11 of our Final Report stated that, *'Police Scotland should strengthen its commitment towards programme and project management and the management of cultural change. It should mainstream its improvement approach into existing project and 'business as usual' planning and review its use of Gold Groups.'[23]*

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[22] SPA, *Board Meeting - 27 February 2018 - Police Scotland Performance Framework.*
[23] Formal command structure known as Gold, Silver and Bronze is sometimes referred to as the strategic, tactical and operational model. Gold Groups are formed to provide strategic leadership in response to a critical incident.

49. This recommendation was closed in April 2017 and transferred to the Police Scotland Change Board with governance to be provided by the SPA. HMICS found that programme governance within the C3IR programme was strengthened significantly and clear scrutiny and approval processes implemented within an overall quality assurance approach for commissioning independent reviews.

50. Police Scotland also undertook a review of programme and project governance, the recommendations from which have been incorporated into new portfolio governance, change governance and investment governance frameworks. A comprehensive assurance approach is now in place. HMICS is also satisfied that the use of Gold Groups has been reviewed and is now primarily focused on operational incidents.

51. The key outstanding issue is for the SPA to establish effective arrangements for the governance of change. Despite a decision on 22 June 2017 to establish an SPA Transformation Working Group in 2017, no meetings have taken place. HMICS recently made another similar recommendation as part of our March 2018 Inspection of firearms licensing report:[24]

    'The Scottish Police Authority should introduce governance arrangements for the approval and ongoing monitoring of major change by Police Scotland, including the wider transformation portfolio under Policing 2026. This should include a commitment to conduct scrutiny of major change in public'.

52. HMICS has made a number of recommendations relating to the need for more effective SPA governance of change and transformation. This is essential to assure the delivery of the Policing 2026 strategy. HMICS understands that the new SPA Chair is developing proposals to address this issue in the form of a committee to oversee transformation activity, strengthening oversight in this area. HMICS will continue to monitor progress in this respect.

53. Recommendation 14 of our Final Report stated that, *'Police Scotland should develop a training strategy for C3 Division, which is supported by an appropriately skilled and resourced single national training unit'.*

54. This recommendation was closed in May 2017. A training strategy for C3 Division was developed and approved in April 2016. A business case to deliver the training strategy was also agreed and implemented. A training plan is in place and a C3 Divisional training panel assesses training requirements and establishes priorities. Any conflicting demands are escalated to the divisional senior management team. The training of new recruits in support of the C3IR programme has put significant pressure on the divisional training infrastructure, but all courses have been delivered within planned timescales.

55. A dedicated C3 training function is in place to meet the needs of the division. However, there have been a number of delays to finalising the training team structure, job descriptions and gradings. HMICS found that this process had not yet been finalised in March 2018 and had not been prioritised to reflect the intent of our original recommendation.

56. As noted at paragraph 16 above, there have been two internal reviews of training course content and structure and regular feedback is taken to evaluate training effectiveness. The 2016 training strategy is currently being reviewed and delivery will now focus on operational priorities.

57. Recommendation 20 of our Final Report stated that, 'Police Scotland should implement a robust information audit approach which should include an immediate review of data quality and information security. Functionality and accuracy of the gazetteer and internal directory should be addressed as a priority.'

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[24] HMICS, *Local Policing+ Inspection Programme Inspection of firearms licensing* (March 2018), Recommendation 6.

58.	Extensive work has been undertaken by HMICS in reviewing progress on Recommendation 20 over the past year. HMICS has carried out a number of incident audits, including assessments of the effectiveness of service advisors in establishing the exact location of incidents. We have also engaged directly with management and staff to gather their views on the effectiveness of data quality audit, information security, the Gazetteer and the internal directory (A to Z).

59.	The Policing 2026 strategy has acknowledged the importance of information to Police Scotland, and the need to develop an organisation driven by efficient and effective use of data, improve data quality, and integrate it with data from partners and open sources. A Data Governance and Insight project has been set up as part of the associated transformation programme which should address the corporate issues identified by HMICS.

60.	HMICS has found that the Police Scotland Information Management function is focused on information assurance particularly in the area of information security, records management, the Police National Database and information systems. This provides quality assurance on the work of divisions and departments who audit information systems. The Governance and Assurance function has also recently appointed an Audit Manager and an Assurance Manager which should support further development in this area.

61.	HMICS found evidence of a structured audit approach in C3 Division for monthly checks of tags and markers on the STORM Unity command and control system and also of Airwave assets. However, further auditing tends to be more ad hoc and reactive as opposed to being risk based and proactive. The Assurance and Test function within the C3 National Systems Support function has been entirely devoted to testing ICT system upgrades and supporting the C3IR programme.

62.	HMICS found that much work has been done by C3 Division to strengthen information security. Access control management systems have always been in place, however control of access to the ASPIRE (CRM) and STORM Unity command and control systems has improved as the C3IR programme has progressed and rules are more consistently managed over a greater part of the country.

63.	Considerable work has also been carried out by C3 to maintain and stabilise the Scottish Police Gazetteer. The relationship with the One Scotland Gazetteer[25] means that further development is dependent on the availability of new technology and effective collaboration between emergency services, the Improvement Service and local authorities.

64.	HMICS views that stakeholders in the One Scotland Gazetteer should be encouraged to develop more effective governance with monitoring and clear lines of accountability for compliance with process management and data quality standards. The Scottish Government has participated in several discussions with partners regarding opportunities for closer collaboration amongst the three emergency services, with a particular focus on the quality and consistency of location data. HMICS understands that this work is now being taken forward by the Emergency Services Reform Collaboration Group.

65.	Police Scotland has continued to focus on improving accuracy of location identification, monitoring notable incidents to inform its approach. Guidance on location identification has been issued to all staff and briefings provided regarding mapping training.

66.	The existing internal directory (A to Z) is likely to be incrementally replaced by a Procedures Manual available to the entire service (see paragraph 28 and Recommendation 2).

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[25] One Scotland Gazetteer (OSG), is an address dataset that comprises up-to-date data, maintained by each of Scotland's 32 local authorities.

67. Recommendation 20 was closed in December 2017 conditional on progress by Police Scotland in addressing a number of areas for improvement:

- A structured, coordinated approach to audit linked to internal scrutiny processes is required within the force based on an assessment of risk and making the most efficient use of available audit resources.

- Implementation of effective auditing of incident records supported by a recognised incident recording standard (such as the National Standard for Incident Recording) [26] which is linked to the Scottish Crime Recording Standard (SCRS).

- Resource Management Teams require to develop processes to more consistently inform system managers regarding people leaving or moving within the organisation in order that their system access can be disabled.

- Further assurance is required that the arrangements for the ongoing management and maintenance of the Procedures Manual are fit for purpose (see paragraph 28 and Recommendation 2).

68. The decision to close Recommendation 20 was made on the basis that much work has been done by the service, and in particular by C3 Division, to address the underlying issues. Whilst other significant elements remain work in progress, HMICS is assured that there is a Police Scotland commitment to complete the work required, which is key to achieving the organisational transformation mapped out in the Policing 2026 strategy. HMICS will continue to monitor progress and will conduct a thematic inspection of information management later in 2018-19.

69. Recommendation 22 of our Final Report states that, *'Police Scotland should improve financial management and reporting for the C3IR project. The Scottish Police Authority should consider the level of scrutiny and due diligence applied to change project budgets and projected financial benefits. Identification of explicit savings against project costs (both revenue and capital) should be regularly monitored as part of business case review and overall benefits reporting.'*

70. This recommendation was closed in August 2017 on the basis that improvement was observed in financial reporting to the C3IR Programme Board and the GAAG. Reports separate programme costs in a more transparent way from those costs that relate to business as usual and more clearly detail net financial savings. New financial counting rules for all programmes and projects have been put in place to ensure consistency of approach and detailed expenditure against capital and revenue budgets is now presented.

71. A benefits realisation plan was put in place which set out six benefits for the C3IR programme:

- Single operating model
- Improved response
- Improved access to services
- Improved contact management
- Efficient resource utilisation
- Reduced costs.

72. A benefits dependency network has also been developed and each of the six benefit statements identifies a range of associated benefit measures. HMICS has observed that the SPA Finance Committee is now scrutinising the financial benefits associated with all new business cases in much more detail, but the SPA still requires to consider its overall governance of change programmes and their associated benefits (see paragraph 52).

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[26] National Standard for Incident Recording 2011*, Instructions for Police Forces in England and Wales Effective from 1 April 2011*.

73. Recommendation 23 of our Final Report states that, *'Police Scotland should define and document its key processes within C3 Division and update its standard operating procedures. This should be supported with immediate investment in process training and guidance for all existing and new staff.'*

74. This recommendation was closed in June 2017. HMICS has reviewed the draft SOP and established that it is built around core principles and standards in the form of the values of Police Scotland, the Code of Ethics, equal access to services, positive diversity outcomes, where possible resolving problems at the first point of contact, application of the National Decision Making (NDM) model[27] and a commitment to ethical crime recording.

75. The SOP includes a high-level map of end-to-end C3 business processes, an overview of core functional areas and primary ICT systems, a description of procedures for incident prioritisation and the assessment of risk and vulnerability. Key roles and functions are laid out clearly for the service centre, control rooms, Service Overview, Public Assistance Desks, National Database Enquiry Unit and Quality Assurance Unit. Key processes are covered in detail including those for notable incidents, complaints about the police and business continuity. The document anticipates planned procedures including formalised risk and vulnerability assessment and those of the new Quality Assurance Framework.

76. As noted in paragraph 26, our Update Report stated that we expected this area to have progressed faster. When this recommendation was closed in June 2017, it was anticipated that the first version of the C3 SOP would be available in September 2017. We have identified that this work took much longer than originally intended and was only approaching approval at the time of our fieldwork in February 2018. Police Scotland have now confirmed as of May 2018 that the new SOP will be published imminently. HMICS finds that the delay has been unacceptable and that an interim SOP should have been adopted.

77. As previously noted, HMICS views that whilst day to day processes are stable, progress on the new SOP and on mapping and documenting processes has been slow. C3 senior management requires to effectively resource this work, securing process analysis skills, and prioritise and support this as part of ongoing continuous improvement work (see Recommendation 2 above).

78. Recommendation 24 of our Final Report states that, *'Police Scotland should adopt a more formalised risk and vulnerability assessment model for service advisors, reflecting this in both general and specialised awareness training.'*

79. This recommendation was closed in September 2017. HMICS found that training had been introduced to service advisors on the assessment of risk and vulnerability. This training has been reviewed, updated and now extended to ACR staff. Whilst the training has been well received and staff report enhanced awareness, HMICS is unable to identify any tangible impact on the priority grading and response to incidents which could be attributed to the revised approach.

80. The current policy approach uses pre-defined priority gradings for each incident type. For example, all reported incidents of theft are designated as a Priority 2 requiring a dispatch of resources within 15 minutes. This means there is limited flexibility for staff to change relative priority or tailor responses to meet specific risk and vulnerability requirements.

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[27] The National Decision Model (NDM) is a policing decision-making tool which can be applied to spontaneous incidents or planned operations, by an individual or team of people and to both operational and non-operational situations. Decision makers can use the NDM to structure a rationale of what they did during an incident and why. Managers and others can use it to review decisions and actions, and promote learning.

81. The Local Approaches to Policing programme will implement a Contact Assessment Model (CAM) which will include the adoption of a risk and vulnerability assessment approach. HMICS is clear that the model adopted must re-consider the current policy approach if a move toward better managing demand is to be successful.

82. Recommendation 25 of our Final Report states that, 'Police Scotland should establish a Quality Assurance Framework as soon as possible. This should include regular call audits undertaken by the Quality Assurance Unit and the results shared with the Scottish Police Authority and local policing scrutiny committees.' This recommendation was closed in May 2017.

83. A detailed business case for the establishment of a Quality Assurance Unit was approved in September 2016. The unit is based in Aberdeen and has been operating since April 2017. A quality assurance framework is also now in place with associated plans. Current activity includes analysis of quality assurance checks of call audits by supervisors within the PSSC, final review of notable incidents to ensure that all learning has been taken and improvement actions put in place, and some reactive quality assurance checks when new systems or processes are introduced. Two additional members of staff are in the process of being recruited into the unit to allow the extension of quality assurance work into ACRs and PADs to ultimately allow end-to-end call monitoring quality assurance across C3 functions.

84. Recommendation 27 of our Final Report states that, *'Police Scotland should ensure there is a clear and consistent vision for the role, responsibilities and resourcing of Public Assistance Desks.'* HMICS has observed limited progress on developing consistent PAD processes and there is still a considerable variety of approaches in place with varying levels of performance. Progress has been constrained by the lack of a national crime recording system and variances in local divisional approaches to crime management and managed call appointment systems (MCAS).

85. This recommendation was closed in July 2017 on a similar basis to Recommendations 1 and 24, in that the Policing 2026 change programme would address the design of a new local policing model, which would include a future PAD function, and that the Criminal Justice programme would consider a future crime recording solution.

> ### Recommendation 6
>
> Police Scotland, through its Local Approaches to Policing programme, should develop a risk and vulnerability model to support the most appropriate response to the wide range of demands for service. This should incorporate the future role of Public Assistance Desks.

86. Recommendation 29 of our Final Report states that, *'Police Scotland should include a specific workstream within its Stage 5 and 6 plans of the C3IR project to co-ordinate the collation and transfer of all major incident plans onto a single system and embed processes for their ongoing management. This should also include training for staff in their use.'*

87. HMICS observed a number of major incident exercises and saw a successful demonstration of the use of these plans embedded within the STORM Unity system. A workstream and credible plan has been put in place to implement the required changes which involves engaging with emergency planners across all command areas. C3 Division demonstrated a clear commitment to completing and maintaining a consistent national framework of major incident action plans. This recommendation was therefore closed in June 2017 on the condition that HMICS undertake quarterly checks to monitor progress.

88. HMICS undertook assessments of progress in October 2017 and in January 2018. We found that the Emergency Events Resilience Planning (EERP) function leads on the development of major incident plans nationally and a project had been set up to harmonise plans and planning across Scotland. The project is expected to deliver across six stages:

- Project set-up and relationship management
- Complete plans for North Area and test prior to installing on STORM Unity
- Complete plans for East Area and test prior to installing on STORM Unity
- Complete plans for West Area and test prior to installing on STORM Unity
- Develop and deliver a training package
- Build infrastructure for ongoing plan maintenance and development.

89. At the time of our first progress report, C3 National Systems Support had confirmed that STORM Unity was ready to accept the action plans for the whole of Scotland and, in advance of the closure of the Aberdeen Service Centre and ACR, the existing North East Division (known as A Division) Multi Task Incidents (MTIs) had been reviewed and converted into an action plan format for STORM Unity. The conversion of Highland and Islands Division (known as N Division) site-specific plans into STORM action plans and STORM action plan guidance documents took place in advance of the Inverness transition in February 2018. Training took place in the Dundee ACR to ensure controllers had a full awareness of the new plans.

90. This work has provided a baseline standard of action plan and guidance documents, a task library, and a *'How to create an action plan/guidance document'*. These documents will be used by identified contacts in the East and West command areas when creating and revising existing STORM action plans and will ensure a consistency of approach.

91. Work is still required in the East, West and Tayside Division to review site specific plans currently on STORM Unity and identify gaps in respect of sites which require STORM action plans to be created or further developed. HMICS now suggests that progress should be monitored through C3 improvement work and at the SPA Policing Committee.

Aberdeen and Inverness transition

Aberdeen

92. Aberdeen ACR and Service Centre transitioned into North (Dundee) ACR and the PSSC arrangements respectively on 28 March 2017. HMICS engaged with the C3IR programme team, C3 management and staff across the country and with the management and staff within A Division in the period leading up to, during and after this transition.

93. The closure of Aberdeen ACR and Service Centre was the most significant structural change within C3 Division since HMICS undertook its original assurance review of call handling in 2015. Closing an established ACR, with many responsibilities specific to that particular area including policing of the off-shore industry, critical national infrastructure, Royal protection, and a Service Centre which provided a broader support to the local policing division than is typical of other service centres, was a highly complex process accompanied by significant risk.

94. HMICS found that that the transition was delivered in a well planned, well managed and safe manner. Consequently the PSSC, North ACR and Service Overview managed the impact of the change and additional demand well. HMICS observed significant improvement in programme management and the development of change management skills generally since our original review and as previously stated view this as a blueprint for future change programmes within Police Scotland. Of particular note was:

    ■ Joint working and the structured approach employed by the C3IR programme team, A Division and C3 Division, to identify the processes that required to be migrated from both the Area Control Room and Service Centre in Aberdeen including the use of process maps. C3 Division and A Division Senior Managers were responsible for joint approval, to ensure clarity and ownership.

    ■ The focus on the North ACRs readiness to deal with emergency situations in relation to key locations within the region, including any incident which takes place off-shore.

    ■ Detailed recruitment and training plans to ensure the correct number of suitably trained staff, as independently validated, were in place in advance of the formal request to close.

    ■ Support provided to staff within North ACR and the PSSC sites both prior to and after the change, with the provision of guidance packs, floorwalkers, and a number of workshop and engagement sessions being held.

    ■ The breadth of assurance activity undertaken (both internal and external), which gave a high degree of confidence in both programme delivery and decisions on readiness to proceed.

    ■ Continued commitment to Aberdeen post change, in order to ensure that any issues identified, either by C3 Division or A Division, were suitably addressed.

95. Officers in A Division were positive about changes in the way in which demand is now being managed and view the ACR and PAD at Dundee as more efficiently and consistently managing issues which previously were left to local policing. The introduction of the Managed Call Appointment System (MCAS) has proved to be popular in A Division and is seen as having potential for more efficient demand management.

96. HMICS had commented in our Final Report regarding the lack of effective engagement and communication with staff in Aberdeen. Whilst this improved over the following year, there remained a high degree of uncertainty and resistance, to the extent that staff most affected by the transition genuinely believed that the planned changes would not take place.

97. The C3IR programme team were required to wait for final approvals at the SPA Board before they could formally confirm and provide detailed information to staff on the transfers of Aberdeen and Inverness. HMICS acknowledges that governance did constrain the ability of the programme team to openly communicate and that important work in relation to members of staff whose jobs were under review was concentrated into a very short space of time. Effective staff engagement and communication is a critical success factor in change management. HMICS suggests that the SPA and Police Scotland consider the extent to which governance arrangements have restricted effective communication and reflect this within their new change and governance framework.

98. The Crime and Incident Management Unit (CIMU) was created in Aberdeen to address work previously undertaken by the Service Centre and ACR in Aberdeen, and which would not be carried out by the ACR or PAD at Dundee. Six staff posts were transferred from C3 Division to A Division to facilitate this, however only 2.5 full time equivalent (FTE) posts were successfully recruited and subsequent recruitment effort has failed to fully fill the remaining vacancies. The CIMU is due to close with duties transferring to C3 Division or A Division as appropriate. Detailed planning is ongoing and migration should commence in May 2018.

99. HMICS undertook an audit of 60 incident records in order to assess the ability of service advisors to apply their training and to use the tools at their disposal to accurately establish the location of A Division incidents. The audit deliberately focused on high-risk incident types. 48 records were selected from April 2017, the month following the Aberdeen transition, as well as a small sample of notable incidents which had been recorded by C3 Division during the same month. HMICS found evidence of adherence to training, effective supervision and teamwork to accurately establish incident locations sometimes in very difficult circumstances. HMICS found that notable incidents (attributable to issues with location identification) were rare considering the total number of calls received and most commonly due to individual error (see paragraph 65).

Inverness

100. Inverness ACR and Service Centre transitioned into North (Dundee) ACR and the PSSC arrangements respectively on 6 February 2018. HMICS engaged with the C3IR programme team, C3 management and staff across the country and with the management and staff within N Division in the period leading up to, during and after this transition.

101. The C3IR programme team undertook an evaluation of the Aberdeen transition to ensure that any lessons learned were captured and reflected in plans for the Inverness transition. HMICS observed further improvements in the approaches to staff engagement and communication, training and briefing pack production.

102. The C3IR programme team took this learning and planned extensively in relation to the delivery of the following key aspects of the Inverness transition:

   ■ Training for over 1,000 relevant N Division officers, supervisors and staff in relation to the move from the legacy command and control system to STORM Unity. This was completed in two stages, with initial online training followed by practitioner-led face to face briefings across the division. Fourteen Divisional Champions were appointed to assist with this and received two days training for their role. This was supplemented with a period of intensive engagement and communication across the division to ensure full understanding around the transition. A C3 Helpdesk based in Inverness was operated from 6 to 9 February 2018 to deal with any issues that arose.

- Dundee ACR officers and staff who had volunteered to operate the N Division control desk from 6 February 2018 undertook a two day familiarisation session in Inverness with a focus on issues including N Division policing arrangements, divisional geography, severe weather and mountain rescue. An N Division briefing pack was provided to these staff as well as other relevant C3 staff across the country in the period leading up to 6 February which included significant familiarisation detail.

- 73 processes relevant to the policing of N Division were remodelled into the existing North ACR processes and local policing division with a system of quality assurance and sign off by both N Division and C3 management utilised throughout.

- Over 5,000 Gaelic place names in N Division were added to the National Gazetteer to assist PSSC and ACR staff identify geographical locations. This has continued since transition as new place names are identified.

- Agreement was reached between the C3IR Senior Responsible Owner (ACC North) and the N Divisional Commander in relation to the transfer of 14 police officer posts from C3 for deployment geographically in N Division for divisional and criminal justice related matters.

103. C3 sergeants, officers and staff based in the North (Dundee) ACR who were to operate the N Division control desk were very positive in terms of the work undertaken to prepare them for their new role, particularly the two day familiarisation in Inverness and briefing pack. Other North (Dundee) ACR sergeants and supervisors were critical around the level and timing of communications provided to them ahead of the 6 February 2018 transition. Less than one week ahead of transition, the N Division call sign briefing pack and expectations of the Dundee PAD in relation to N Division demand had not been provided. Despite these delays, they were all confident about their ability to achieve a successful transition.

104. C3 management and staff in Govan, Motherwell and Bilston Glen were positive and complimentary of the N Division briefing pack. It was evident at each of these locations that ACR and PSSC staff were confident that the transition would be a success with PSSC staff in particular using briefing and handover times to ensure they were as prepared as possible to deal with all N Division telephone demand.

105. N Division management and staff praised the management of the transition from planning and preparation through to go live and finally to review and debrief in March 2018. Whilst the online based training had been viewed as satisfactory, it had been complemented well by the face to face practitioner-led briefings delivered in every area of N Division. The training of the 14 Divisional Champions together with the provision of a Helpdesk facility through transition were all viewed very positively.

106. HMICS found that that the transition was delivered in a well planned, well managed and safe manner with no adverse issues observed or reported. It is evident that significant planning and preparation had been carried out by the C3IR programme team based on lessons learned from earlier transitions and, together with appropriate governance, project management, collaboration and quality assurance, this led to the successful transition of Inverness ACR and Service Centre into the national arrangements.

National Database Enquiry Unit

107. A full business case for the establishment of the National Database Enquiry Unit (NDEU) was presented to the C3IR Programme Board in December 2016. The SPA Board approved this proposal in September 2017.[28] With focus being on the Inverness transition, planning for NDEU implementation has been of lower priority.

108. The NDEU will be based across two locations: Inverness and Govan. It will provide access to key national policing information systems including the Police National Database. Officers will be able to call or radio the NDEU to obtain a variety of checks on individuals, properties and vehicles.

109. Staff in Inverness have stated they experienced a high degree of uncertainty as to their future. Communication and engagement has been challenging when final operational approval could not be confirmed until relatively close to the transition date. Similarly, staff in the Dundee ACR, other than those working directly on the North transition, also felt that internal communication could have been stronger in terms of the direct impact on them.

110. Following the successful transition of Inverness ACR and Service Centre into the national arrangements on 6 February 2018, a seven week training programme commenced on 12 February 2018. This consisted of individual training and development plans based on the existing and required skills of the staff across the two centres in Inverness and Govan. During this period the necessary estates and ICT development work was carried out at both locations with a view to the NDEU at Inverness going live in northern divisions in May 2018. Subject to this being evaluated as successful, national roll out of NDEU is planned for the period through to summer 2018 when the national facility will be in place.

111. The establishment of the NDEU will standardise ACR processes, redirecting demand for database checks to a dedicated facility. HMICS will inspect the interface between the ACRs and divisional allocation of resources in 2018-19 as part of our scrutiny programme.

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[28] SPA, *Public Meeting - 28 September 2017 - Proposed Transfer of Services from Inverness Area Control Room to Dundee Area Control Room and Inverness Service Centre to Police Scotland Service Centre*.

Business as usual

112. HMICS has undertaken a final evaluation of the improvement process within the business as usual day to day operations of C3 Division.

Outcomes and performance

113. Since November 2015, performance has continued to stabilise and improve. Call volumes show a downward trend which is attributed to improved management of the use of 999 and 101 numbers by the public, partners and staff (see paragraph 41), thereby reducing failure demand. HMICS suggests that Police Scotland should also consider assessing the continued public appetite to use 999 and 101 numbers as opposed to other contact channels (such as email, text, social media, website) or whether confidence levels in service delivery are affecting call numbers.

Table 2 – Police Scotland 999 and 101 statistics

	2013-14	**2014-15**	**2015-16**	**2016-17**	**2017-18 YTD**[29]
Total 999 calls received[30]	512,859	500,306	459,864	487,434	395,804
Total 101 calls received[31]	3,321,390	3,168,181	2,154,871	2,156,744	1,542,468
Incidents recorded[32]	1,732,302	1,653,314	1,623,429	1,663,276	1,310,744
Crimes recorded[33]	771,277	633,942	585,436	527,612	394,985
Discontinued calls (% of total)	139,057 (3.6%)	N/A[34]	73,058 (2.8%)	59,739 (2.26%)	41,183 (2.1%)

114. Discontinued calls have continued to drop in 2017-18 again reflecting a decrease in failure demand and improved call answering performance. C3 performance reports also demonstrate that overall grade of service has stabilised at around an average of 91% for both 999 calls and 101 calls.

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[29] Year to date data is for 1 April 2017 – 31 December 2017

[30] Police Scotland unable to provide North Data available for April 2015.

[31] 101 call data excludes other emergency services, alarms and SCOPE calls, thus only 101 calls from the public are included.

[32] Incidents recorded figures are based on disposed incidents only, as such any active incidents still being managed by a police control room are not included at the time of data extraction, and consequently, the number may increase by a very small margin over time - this is more relevant to recent data. Additionally, these figures contain all incidents, those raised as a result of a contact by a member of the public, and those created as a result of proactive police action or police admin etc – no filters are applied.

[33] National Group 1-7 recorded crime and offence data. Recorded crime and offences may be subject to change due to ongoing investigations, new information coming to light, audit and review of crime and general housekeeping. A separate revision analysis describing these changes is available at: http://www.scotland.police.uk/about-us/our-performance/

[34] Police Scotland unable to provide abandoned call figure for East 2014-15 due to lack of complete annual statistics from Bilston Glen.

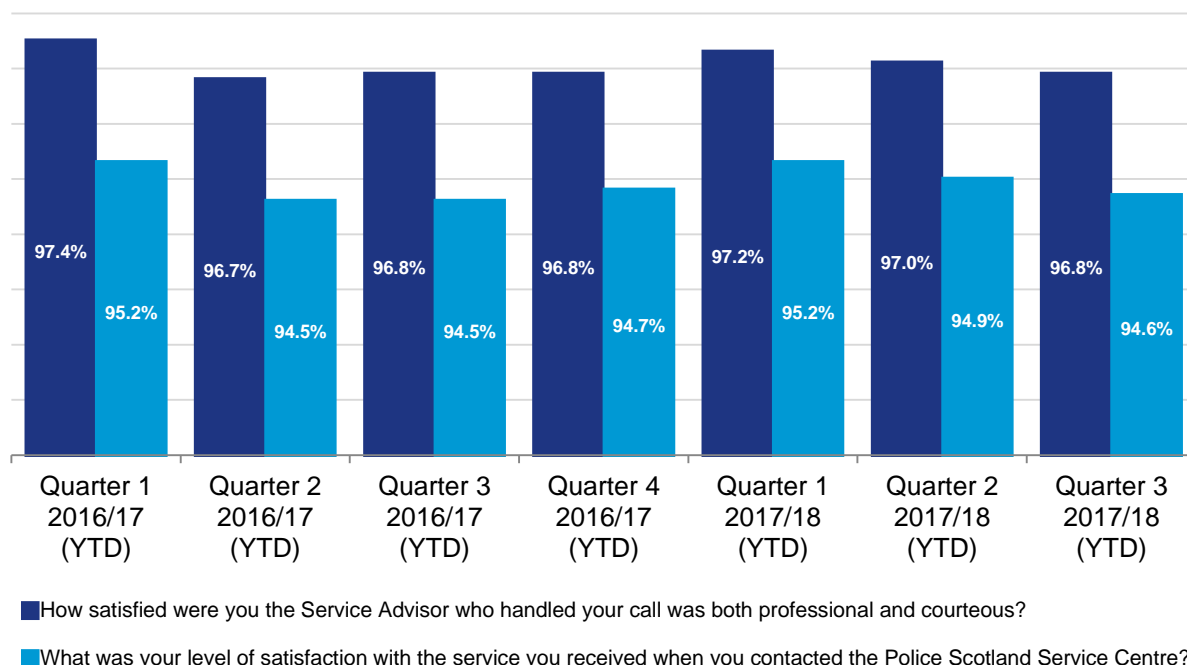Table 3 – Police Scotland national 999 and 101 performance

| | April 2016 to March 2017 | | April 2017 to December 2017 | |
	Police Scotland Service Centre	Inverness	Police Scotland Service Centre	Inverness
999 calls received	405,046	16,387	381,401	14,403
999 Average Grade of Service	95.7%	95.0%	91%	92%
101 calls received	1,633,722	142,164	1,438,288	104,180
101 Average Grade of Service	94.4%	92.1%	91%	87%

115. Table 4 below shows that customer satisfaction results for those who contacted C3 are stable and are in excess of 94% for key questions over the past two years.

Table 4 – C3 customer satisfaction[35]

| Quarter 1 2016/17 (YTD) | Quarter 2 2016/17 (YTD) | Quarter 3 2016/17 (YTD) | Quarter 4 2016/17 (YTD) | Quarter 1 2017/18 (YTD) | Quarter 2 2017/18 (YTD) | Quarter 3 2017/18 (YTD) |
| 97.4% / 95.2% | 96.7% / 94.5% | 96.8% / 94.5% | 96.8% / 94.7% | 97.2% / 95.2% | 97.0% / 94.9% | 96.8% / 94.6% |

■ How satisfied were you the Service Advisor who handled your call was both professional and courteous?

■ What was your level of satisfaction with the service you received when you contacted the Police Scotland Service Centre?

116. In our Final Report, HMICS recommended that the C3 complaints handling process should be standardised to support improvement. C3 Division reviewed its processes and issued further guidance to staff alongside improved monitoring of complaints.

117. Police Scotland complaints data has not been publicly reported[36] since the SPA Complaints and Conduct Committee was disbanded in mid-2016, although it should be noted that reports on whistleblowing have been submitted to the SPA Audit Committee.[37] The Complaints and Conduct Committee was reinstated in December 2017, and will be considering statistics on complaints at its meeting in May 2018. HMICS has found that C3 has continued to routinely monitor the level of complaints and allegations.[38]

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[35] Source: Police Scotland.
[36] SPA, *Complaints and Conduct Committee - 17 August 2016 - Professional Standards Department Performance Report.*
[37] SPA, *Audit Committee - 18 April 2018 - Police Scotland Whistleblowing Progress Report*.
[38] Complaints can be categorised as On Duty, Off Duty or Quality of Service and can be made up of one or more allegations (criminal or non-criminal).

Table 5 – C3 complaints

Complaint cases	Q1 2016/17	Q2 2016/17	Q3 2016/17	Q1 2017/18	Q2 2017/18	Q3 2017/18
No. complaints for C3	66	70	56	101	69	41
Total Police Scotland complaints YTD	1634	3295	4793	1763	3445	5021
Total Police Scotland complaints	1634	1661	1498	1763	1682	1576
% of all Police Scotland complaints	4.04%	4.21%	3.74%	5.73%	4.10%	2.60%

Table 6 – C3 allegations

Allegations	Q1 2016/17	Q2 2016/17	Q3 2016/17	Q1 2017/18	Q2 2017/18	Q3 2017/18
No. allegations for C3 per quarter	123	87	56	74	77	72
Total Police Scotland allegations YTD	2405	4431	7234	2152	4431	6918
Total Police Scotland allegations per Quarter	2405	2026	2803	2152	2279	2487
% of all Police Scotland allegations	5.11%	4.29%	2.00%	2.00%	3.38%	2.90%

118. Given that C3 Division handles over 900,000 emergency and non-emergency calls per quarter, the number of complaint allegations against C3 is statistically small. Only 2.90% of all Police Scotland complaint allegations for quarter 3 of 2017-18 concerned C3. This is up 0.9% compared with quarter 3 of 2016-17. Not all allegations against C3 relate directly to only C3 business as some complaints are concerned with police activities after dispatch.

119. The Professional Standards Department (PSD) collates and disseminates learning to divisions and departments to reduce or remove the likelihood of further complaints in relation to a single failure in behaviour, process or procedure. Organisational learning is a focus moving forward through the financial year 2018-19 and work is ongoing to capture relevant learning from complaints received.

120. Front Line Resolution (FLR) continues to be an effective way to appropriately deal with lower level non-criminal complaints. Throughout the year, approximately half of all complaints to Police Scotland have been resolved each month by FLR.

People
121. HMICS has found significant improvements in morale across all C3 locations. This reflects improvements in communication and engagement, stability of ICT systems and sound management of Aberdeen and Inverness transitions. The force-wide focus on employee wellbeing is also well evidenced within C3, with a particularly positive impact being observed in Bilston. HMICS welcomes the introduction of the C3 National Staff Recognition Awards which acknowledges outstanding achievement by teams and individuals in the service.

122. HMICS commends the approach taken by the C3IR programme in securing external validation of its staffing projections. This commitment has brought increased rigour to workforce planning and provided a model under which business as usual operations can be taken forward.

123. Across the year, staffing requirements will vary with demand. Operationally and practically, there are limitations that prevent an operation from flexing resources to align perfectly with these fluctuations. When staffing requirements are mapped against actual and projected staffing levels, there are likely to be periods of surplus (overstaffing) or deficits (understaffing) at some points in the year. These can be addressed through the use of sliding shifts, overtime or annual leave. However, HMICS notes that the use of these approaches carries some risk in terms of employee wellbeing and must be monitored carefully.

124. Whereas the validation of staffing levels in service centres is clearly subject to an industry-wide model, the reliability of staffing projections within ACRs is less clear. In the absence of a defined and recognised calculation model, Police Scotland has created a basic calculation as a baseline to resource against which has been used for validation purposes. HMICS notes that whilst this has provided a basis for projections, the complexity of ACR operations may not be fully reflected in the current model.

125. The introduction of a formal risk and vulnerability assessment model to C3 Division will almost certainly impact average call handling times (likely to increase) and potentially the volume of calls and incidents (potential decrease). HMICS recommends that any such change should be impact assessed and further external consultant validation of staffing levels conducted.

126. HMICS has found that a number of staffing challenges still remain for C3 Division. The slow progress of modernisation of terms of conditions for police staff has a daily impact on the efficiency and effectiveness of resource utilisation including shift patterns and annual leave allocation.

127. The Resource Management Unit (RMU) based in Govan provides support to the PSSC and West, East and North ACRs. The Unit actively supports day to day operations by scheduling staffing resources to meet predicted demand in the PSSC. The Unit also schedules staffing for ACRs based on operational base levels (OBLs) which indicate a minimum level of staffing required. C3 Division continues to vary shift patterns to meet demand within agreed notice periods with further flexibility provided by offering staff overtime or additional shifts on a voluntary basis.

128. The demand forecasting and planning tool used by the RMU has been developed to support the current delivery structure. This system, as well as those which feed data into it, is in need of upgrade and investment. This will ensure that the systems continue to be supported and will provide additional functionality which could allow the RMU to maintain and validate the PSSC workforce planning model as business as usual. It may also provide the opportunity to better model an ACR workforce planning model. This should be considered as part of the ICT route map development set out in Recommendation 1 of this report.

Recommendation 7

Police Scotland should ensure that the demand forecasting and planning tool in use within C3 Division is reviewed as a matter of priority and functionality is formally evaluated to extend its usage.

129. Tables 7 to 9 show the current level of staffing in the PSSC, ACRs and NDEU. Staffing establishment will vary on a day to day basis reflecting retirees, leavers, new starts, and moves. All figures shown are full time equivalent (FTE). End state figures reflect current C3 budgeted establishment numbers which align with the validated target workforce planning levels.

Table 7 – PSSC staffing levels (as of 10 April 2018)

PSSC	Team leader	End state	Staff	End state
No. of staff	34.45	40	455.16	477

Table 8 – ACR staffing levels (as of 10 April 2018)

ACR	Team leader	End state	Staff	End state	Inspector	End state	Sergeant	End state	Constable	End state
Dundee	4.97	5	83.43	87	10	9	22.95	22	65.61	69
Bilston	5	5	129.62	134	10	10	30	30	64.53	71
Govan/ Motherwell	0	0	186.05	177	11	10	45.55	49	93.43	119
Total	9.97	10	399.1	398	31	29	98.5	101	223.57	259

Table 9 – NDEU staffing levels (as of 10 April 2018)

NDEU	Team leader	End state	Staff	End state
No. of staff	2	4	33.14	50

Resources

130. As previously noted, C3 Division has continued to work with the Police Scotland Finance Directorate to improve the quality of financial reporting. HMICS has observed this through regular monitoring the C3IR Programme Board and an increased understanding of programme costs and benefits.

131. The savings which were originally forecast for the programme have reduced, primarily due to the change in workforce planning model and corresponding increase in projected staffing levels. Net savings are now estimated at £3.731m.[39]

132. Overall, C3 Division have increased their establishment by 58 officers and reduced their number of staff by 177.62 FTE (206 posts) as of 1 April 2018. 198 staff posts have been removed through VR/ER. The remodelling in Dumfries, Stirling and Glenrothes resulted in the release of 124 posts through ER/VR at a cost of £3.477m, the migration of business from Dundee Service Centre in December 2016 resulted in the release of 14 posts through ER/VR at a cost of £687k and the re-modelling in Aberdeen from March 2017 allowed the release of 60 posts at a cost of £2.050m. A further 4 posts were recently released from Inverness.

133. The anticipated gross annual saving from the staff posts released on ER/VR up to 31 March 2018 was last reported at £6.403m. However, these savings do not equate to the overall reduction in C3 Division's budgeted establishment due to the revised operating model which increases staffing levels at the continuing locations. Table 10 below shows the net movement in budgeted posts from 2014-15 to 2018-19.

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[39] Final actual spend for 2017/18 is still subject to verification as part of the Police Scotland year-end financial process. Savings are based on an average salary, including costs and allowances, of £31,718 over the period 2014-15 to 2018-19.

Table 10 – Net Movement in Police Staff Budgets 2014-15 to 2018-19

	2014/15	2015/16	2016/17	2017/18	2018/19	Net Reduction
Budgeted FTEs	1,318.59	1,227.00	1,123.37	1,253.43	1,200.97	117.62

134. Programme expenditure, which includes staff, revenue and capital costs, but excluding VR/ER costs is now estimated at £7.578m. The majority of this cost is staffing (66% of total spend and 83% of revenue spend) attributed to the programme team. An estimated £1.357m of ICT contractor costs has been capitalised (18% of total spend and 87% of forecast capital spend). Other capital spend relates to ICT and building works including the refurbishment of the ACR at Dundee. Final actual spend and savings for 2017-18 are still to be confirmed through the Police Scotland year-end accounts process.

135. Appendix 2 was previously included in our Final Report and our Update Report and has been updated with the latest revenue budget position. HMICS notes that:

- Budgeted FTEs for Police officers increased from 353[40] in 2014/15 to 449 in 2018-19. It is expected that officer numbers will reduce when the new operating model is fully embedded.

- Budgeted FTEs for Police staff reduced from 1,319 in 2014-15[41] to 1,201 in 2018-19.

- Officer and staff overtime levels have stabilised, but remain relatively high reflecting the use of overtime to manage peak demand. Police staff overtime budget has increased by £200k in 2018-19 to facilitate the new operating model.

Planning and process
136. In our Final Report, HMICS reported that basic call handling processes were in place although consistency, understanding and definition of these processes all needed to develop further. The lack of investment in process mapping and capturing local variances had been a weakness in the original C3 change approach.

137. Through the Operations Board and Tactical Operations Group, C3 Division has continued to develop standardised consistent processes. However, HMICS is clear that this work requires to continue apace with dedicated resources and a clear presumption towards developing standardised national processes. Police Scotland should be confident that the balance is right between efficient consistent processes and effective local flexibility.

Continuous improvement
138. C3 Division has established a Governance and Improvement function which now oversees the approach to planning and monitoring the continuous improvement process. The function includes the Quality Assurance Unit and process improvement team. A Business Development function has also recently been established which will oversee the mainstreaming of any residual work from the C3IR programme. HMICS views that it is essential that Police Scotland recognises the importance of these functions and continues to retain expertise and maintain resource levels.

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[40] 353 officers were budgeted in 2014/15, but actual number of officers was 391 resulting in a significant overspend against budget in that year.
[41] Detailed C3 Division budgets not available for 2014/15 so FTEs have been estimated using 2015/16 budgets and addition of ER/VR leavers during 2014/15.

> **Recommendation 8**
>
> Police Scotland should ensure that C3 Division further develop its approach to continuous improvement and maintain their investment in their governance and improvement and business development teams.

139. HMICS recognises the commitment to improvement made by C3 Division and commends the recent achievement of Customer Contact Association (CCA) accreditation[42] for the PSSC.

140. Recommendation 26 of our Final Report stated that, *'Police Scotland should promote an improvement culture where staff are encouraged to report adverse incidents or 'near misses' and introduce processes as soon as possible where these can be recorded, assessed and any improvement identified and implemented.'*

141. C3 Division implemented this recommendation in April 2016 and adopted the term 'notable incident' reporting. In our Update Report, we published a summary of an audit of the notable incident process. HMICS found that the notable incident process was working well and appeared to add value by supporting learning and improvement within the division. However, we also identified aspects which could be further developed and improved. HMICS has found that these issues have now been addressed. Table 11 provides the total number of incidents per year.

Table 11 – Notable incidents

Number of occurrences	2016	2017	2018 (YTD 1 Jan-12 April 18)
Total	134	254	30
Total calls	2,646,452	3,082,660	829,250
Percentage of nis to total call volume	0.00506%	0.00823%	0.00361%

142. From 1 January 2018 to 12 April 2018, C3 Division has recorded 30 notable incidents. This is a significant drop by comparison to the same period in 2017 when 79 notable incident reports were recorded. C3 Division undertook a review of the process in November 2017 along with further work in relation to call monitoring and the continued development of the Quality Assurance framework. This has provided an alternative method for the recording of minor errors which were previously reported through the notable incident process but do not meet the criteria for a notable incident. HMICS has verified that this reduction is not attributable to management or staff reticence to report incidents.

143. The notable incident process continues to be a high priority for C3 Division due to the benefits that the process brings in identifying areas for learning and improvement. HMICS welcomes that the process has now been fully incorporated into the overall quality assurance process.

144. As of April 2018, there have been 13 Freedom Of Information (FOI) requests made to the division relating to notable incidents since the introduction of the process in April 2016. HMICS welcomes the transparency which this has brought to the reporting process but suggests that C3 Division considers reporting publicly as part of the wider Police Scotland national performance framework.

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[42] *CCA Standard©* is a set of benchmarks agreed by senior representatives across industry, which support an enterprise wide ownership of the customer and provide the foundation for customer service excellence.

145. Since the M9 incident in July 2015, there have been a total of 17 notable incidents reported to the PIRC. Of those 17 enquiries, 11 reports are currently being considered by the Crown Office and Procurator Fiscal Service (COPFS). After decisions by COPFS, five incidents have been publicly reported.

146. In the case of a Police Scotland referral to PIRC, it is given the opportunity to review draft PIRC reports for factual accuracy prior to their being published. Reports to COPFS can be published by PIRC, if COPFS decides that there will be no Criminal Proceedings or Fatal Accident Inquiry. HMICS notes that in the case of published reports, Police Scotland has typically already taken action to address identified concerns about systemic, procedural or organisational issues.

147. PIRC has found that many referrals in relation to C3 relate to individual errors or poor judgement and are not systemic. It should also be noted that some referrals have related to the frontline response to calls, rather than the specific actions of C3 Division. PIRC also noted that the Deputy Chief Constable issued revised guidance, providing clarity to frontline officers, to address issues of who had ownership and responsibility for dealing with operational issues.

148. As noted in paragraph 111, HMICS will be inspecting the interface between ACRs and divisional allocation of resources in 2018-19 as part of our scrutiny programme.

149. As in our Final and Update Reports, HMICS emphasises that there will always be a level of risk which must be managed in the operation of police call handling. It is to be expected that notable incidents will take place and attract media attention. However, ensuring that these incidents are appropriately investigated, trends analysed and lessons learned to drive continuous improvement is key. As with any human system, risk cannot be wholly negated, although Police Scotland continues to improve processes to mitigate against such occurrences.

Appendix 1 – Recommendations status

Rec No.	Status/Date As at January 2017 Update Report	Status/Date As at March 2018 Update Report	Remaining issues
1	Partial Discharge (May - June 2016)	Closed (September 2017)	Demand management now being taken forward as part of the Demand, Productivity and Performance workstream of 2026.
2	Closed (May 2016)	Closed (May 2016)	Nil
3	Partial Discharge (September 2016)	Closed (April 2017)	Performance management now being taken forward as part of the Demand, Productivity and Performance workstream of 2026.
4	Closed (May 2016)	Closed (May 2016)	Nil
5	Partial Discharge (December 2016)	Closed (March 2018)	Nil
6	Partial Discharge (November 2016)	Closed (March 2018)	Contact strategy now being taken forward as part of the Local Approaches to Policing workstream of 2026.
7	Closed (April 2016)	Closed (April 2016)	Nil
8	Closed (April 2016)	Closed (April 2016)	Nil
9	Partial Discharge (Sep 2016)	Closed (April 2017)	SPA governance over change and transformation yet to be clarified.
10	Closed (April 2016)	Closed (April 2016)	Nil
11	Partial Discharge (November 2016)	Closed (April 2017)	Nil
12	Closed (November 2016)	Closed (November 2016)	Nil
13	Closed (April 2016)	Closed (April 2016)	Nil
14	Partial Discharge (November 2016)	Closed (May 2017)	Nil
15	Closed (May 2016)	Closed (May 2016)	Nil
16	Closed (Jun-Oct 2016)	Closed (Jun-Oct 2016)	Nil
17	Closed (November 2016)	Closed (November 2016)	See Recommendation 1 regarding development of an ICT Roadmap.
18	Closed (May 2016)	Closed (May 2016)	Nil
19	Closed (April 2016)	Closed (April 2016)	Scottish Government considering future development of emergency services gazetteer.
20	Open	Closed (December 2017)	Nil
21	Closed (November 2016)	Closed (November 2016)	A number of caveats have been set out for Police Scotland to progress. HMICS will also inspect information governance in 2018-19.
22	Partial Discharge (October 2016)	Closed (August 2017)	Nil
23	Partial Discharge (November 2016)	Closed (June 2017)	See Recommendation 2 of this report regarding further improvement work in this area.
24	Partial Discharge (November 2016)	Closed (September 2017)	Risk and vulnerability assessment now being taken forward as part of the Local Approaches to Policing workstream of 2026.
25	Partial Discharge (November 2016)	Closed (May 2017)	Nil
26	Closed (May-October 2016)	Closed (May-October 2016)	Nil
27	Open	Closed (July 2017)	The future PAD model is now being taken forward as part of the Local Approaches to Policing workstream of 2026.
28	Closed (April 2016)	Closed (April 2016)	Nil
29	Partial Discharge (November 2016)	Closed (June 2017)	HMICS has undertaken two quarterly reviews of progress and now suggests governance is undertaken by the SPA Policing Committee.
30	Closed (December 2016)	Closed (December 2016)	Nil

Appendix 2 – C3 Division revenue budget

Cost / Income Area	2013-14		2014-15		2015-16		2016-17		2017-18 YTD		2018-19
	Budget £000	Actual £000	Budget £000	Actual £000	Budget £000	Actual £000	Budget £000	Actual £000	Budget £000	Forecast £000	Budget £000
Police officer costs	14,054	16,730	15,282	17,876	16,232	18,757	16,414	19,778	20,526	20,254	21,895
Overtime officers	351	323	269	319	268	614	291	306	284	332	254
Police staff costs	41,150	40,498	40,536	38,674	34,600	37,402	37,711	39,871	41,718	39,044	40,150
Overtime staff	481	711	480	943	471	1,100	487	536	486	664	686
Other	29	18	15	38	12	54	6	12	13	9	13
Employees Total	**56,065**	**58,280**	**56,582**	**57,850**	**51,583**	**57,927**	**54,908**	**60,504**	**56,034**	**53,613**	**56,155**
Premises	581	503	656	541	2	7	0	-2	0	0	0
Transport	105	118	192	131	146	162	151	155	153	122	141
Supplies and services	257	361	194	124	92	74	73	181	122	117	123
Administration	143	144	132	71	88	214	128	126	142	124	138
Third party payments	35	0	0	0	0	0	0	1	0	3	0
Gross Total	**57,186**	**59,406**	**57,756**	**58,717**	**51,911**	**58,384**	**55,260**	**60,965**	**63,444**	**60,669**	**63,400**
Fees and charges	-716	-856	-716	-822	-814	-774	-723	-740	-823	-775	-823
Other income	0	-2	-290	-1	-1	-6	0	-8	0	-1	0
Net Total	**56,470**	**58,548**	**56,750**	**57,894**	**51,096**	**57,604**	**54,538**	**60,218**	**62,621**	**59,893**	**62,577**

Appendix 3 – Glossary

ACC	Assistant Chief Constable
ACR	Area Control Room. Formerly a Force Control Room. Responsible for the command and control of incidents within its own geographical control area.
AHT	Average call Handling Time
Airwave	Airwave is the current encrypted mobile communications service used by all police forces in the UK.
ASPIRE	Police Scotland CRM ICT system
BAU	Business as usual
BCP	Business continuity planning
C3 Division	Contact, Command and Control Division of Police Scotland
C3IR	Contact, Command and Control Integration and Remodelling change programme
CIMU	Crime and Incident Management Unit (Aberdeen)
Contact, Command and Control or C3	Common term used to describe the combined functions of contact with the public (call taking or front office counters), deploying resources to attend incidents and providing a co-ordination function to those resources.
Controller	Common term used to describe a Dispatcher or Controller of incidents.
Corporate governance	The systems and structures used by an organisation to direct and control that organisation. This includes ethical behaviours and principles of openness, accountability and integrity.
CRM	Customer Relationship Management System
DCC	Deputy Chief Constable
DCU	Divisional Co-ordination Unit
Demand management	Understanding demand by type and volume over time allowing prediction of resources required to meet a pre-determined level of response at the required level of quality to a forecasted level of calls.
Discontinued call	A telephone call which has been terminated (hung up) by the caller.
Dispatch	Sending of police officers or resources to a destination
Division	Divisional policing areas of Police Scotland, each led by A Divisional commander.
Divisional commander	Chief Superintendent in charge of A Division
EERP	Emergency Events Resilience Planning function
ESMCP	Emergency services mobile communications project
Failure demand	Demand on an organisation caused by 'a failure to do something or do something right for the customer' or 'avoidable contact'
FLR	Front Line Resolution approach to deal with lower level non-criminal complaints to Police Scotland
FOI	Freedom of Information
FTE	Full Time Equivalent
GAAG	SPA C3 Governance and Assurance Group
Gold Group	Formal command structure known as Gold, Silver and Bronze is sometimes referred to as the strategic, tactical and operational model. Gold Groups are formed to provide strategic leadership in response to a critical incident
Grade of service	Percentage of calls answered within 10 seconds (for 999 calls) or 40 seconds (for 101 calls)
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland
i6	Former programme to develop an integrated national police ICT system
ICCS	Integrated Communication Control System
	Provides voice and data communications. This is the technology which provides a single touchscreen control to a host of integrated subsystems including radio systems, call handling systems, digital and analogue telephony, CCTV, voice recorders, intercom systems, door locks and alarms
ICT	Information and Communications Technology
IR	Integration and Remodelling
JACC	Joint Agency Control Centre
LAP	Local Approaches to Policing (2026 Programme)
MACC	Multi Agency Control Centre
MCAS	Managed Call Appointment System
MTI	Multi Task Incident
NDEU	National Database Enquiry Unit

NDM	National Decision-Making Model
North/East/West	Territorial policing areas – the three operational policing areas in Scotland.
Notable incident	Any incident where the effectiveness of the C3 Division response is likely to have a significant impact on the reputation of the division, Police Scotland or partners and from which learning could potentially be obtained as a result of the manner in which it was dealt with
OBL	Operating Base Level – minimum level of staffing on each shift in ACR
Overflow	Calls re-routed after a defined period of no answer e.g. 120 seconds, to another location
PAD	Public Assistance Desk
PDC	Performance and Development Conversation
PIRC	Police Investigations and Review Commissioner
PNC/D	Police National Computer/Database
Programme management	Management of a specific set of related projects identified by an organisation that together will deliver some defined objective, or set of objectives, for the organisation.
PSD	Professional Standards Department of Police Scotland
PSSC	Police Scotland Service Centre
QUAT	Quality, Utilisation, Attrition, Timeliness – performance framework structure
RMU	Resource Management Unit of C3 Division
SCOPE	Police Scotland Human Resources ICT system
SCRS	Scottish Crime Recording Standard
Service Centre (SC)	Common term for a public service centre/contact centre.
Service Overview	ACR function established in East/West and North to provide oversight and monitoring of strategic force and command area communications and ensuring the effective and efficient direction and deployment of specialist resource
SOP	Standard Operating Procedure
SPA	Scottish Police Authority
SRO	Senior Responsible Owner - designated senior officer responsible for the delivery of the change programme
STORM Unity	Police Scotland Command and Control ICT system
THRIVE	Threat, Harm, Risk, Investigation, Vulnerability, Engagement – risk and vulnerability assessment model
TOG	Tactical Operations Group (within C3) dealing with process change
VR/ER	Voluntary Redundancy/Early Retirement
Workforce planning	The ongoing planning process for the numbers, demographics, locations, working patterns and skills of staff and officers required to meet call demand.

About Her Majesty's Inspectorate of Constabulary in Scotland

HMICS operates independently of Police Scotland, the Scottish Police Authority and the Scottish Government. Under the Police and Fire Reform (Scotland) Act 2012, our role is to review the state, effectiveness and efficiency of Police Scotland and the Scottish Police Authority. We support improvement in policing by carrying out inspections, making recommendations and highlighting effective practice.