



**HMICS**

HM INSPECTORATE OF  
CONSTABULARY FOR SCOTLAND

# Annual report survey

As an inspectorate, we are always keen to ensure that our reports are of value to our stakeholders and to this end we have created a brief on-line survey to gather feedback on this year's annual report. The survey has been created using the Survey Monkey application and we estimate that it should take no longer than 5 minutes to complete. The survey can be accessed by clicking [here](#).

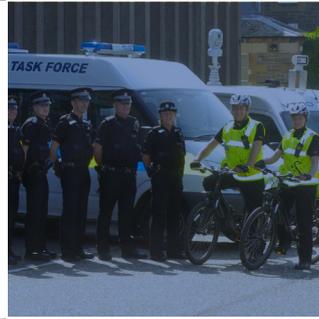
The feedback that you provide will be used to help inform the style and contents of our future reports.

Thank you for your assistance.



# HER MAJESTY'S INSPECTOR OF CONSTABULARY FOR SCOTLAND

ANNUAL REPORT 2009/10



Laid before the Scottish Parliament  
by Scottish Ministers  
October 2010

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## FOREWORD



It is with great pleasure that I introduce my second Annual Report as Her Majesty's Inspector of Constabulary for Scotland (HMICS).

This report covers the period 1 April 2009 to 31 March 2010. It was in many respects an unsettling year, as the scale of the challenge facing public sector budgets became clearer and the pressure grew on policing to play its part in a Scotland focused on the new financial environment. It was also a year of opportunities, with the emergence of the Scottish Policing Board and an escalating debate that recognised the importance of local accountability.

There are three sections to the report. In Chapter 1, there is an overview of the work of the Inspectorate and our developing inspection model. This is set within the context of the wider, shared scrutiny agenda and the introduction of new opportunities for discussion.

Chapter 2 is the main focus of the report. It covers my findings from our inspection activity throughout 2009/10 at both a national level and individually by constabulary area. It highlights the invaluable collaborative work that has taken place between the Inspectorate and other scrutiny bodies.

We found many reasons for the Service to be proud; inevitably, we also found areas where improvements could be made that would directly contribute to making Scotland's communities safer. I believe that the value of the Inspectorate has been to help the leaders of the Service to focus on these important areas.

My over arching conclusion, is that the Scottish public can have confidence in their constabularies, whose state and efficiency is generally of a high order.

In Chapter 3, I look to the future and outline our plans for developing self-evaluation and our other inspection tools, in order to re-focus the work of the Inspectorate on the challenges that lie ahead.

The Inspectorate of Constabulary is uniquely placed to influence this agenda. Our role in monitoring the Service through inspection and stimulating improvement with our recommendations and advice, offers real value.

It has been a privilege to lead the Inspectorate during this period. I look forward to the future, building upon the achievements of the past, and working closely with all those who are committed to providing the best possible police service for the people of Scotland.

**Bill Skelly**

Her Majesty's Inspector of Constabulary for Scotland

## CHAPTER 1

### OVERVIEW OF HMICS

#### WHO WE ARE

Her Majesty's Inspectorate of Constabulary for Scotland's purpose is to monitor and improve the police service in Scotland. This follows a long tradition dating back to our formation in 1857, when our role was to "render more effectual the Police in Counties and Burghs of Scotland".

Although we describe ourselves as operating independently of police forces, police authorities and the Scottish Government, we nevertheless work closely with all three: although not part of Scottish Government we are funded, and can be directed to do specific pieces of work, by Ministers; although not part of the eight Scottish police forces or other police services, most of our staff are seconded from these organisations; and, while we have no statutory relationship with police authorities other than a duty to inspect Best Value, we do submit copies of our reports to these authorities, given their role in holding police forces to account, and expect them to discuss our recommendations with chief constables.

All in all we are a relatively small core team, comprising four permanent civil service staff and around nine seconded police officers and members of police staff. Our aim is to maintain a mixed workforce, drawing on relevant expertise from police officers, police staff and partner agencies; a wide variety of personal and professional experience is both essential to bringing a broad perspective to our work and a valuable investment for their home organisations. Our seconded staff normally work with us for two years, thereby ensuring that our, and their, operational knowledge remains current.

Where projects require additional resources we will take on shorter-term attachments, again primarily from police forces but where appropriate from other public or private sector organisations. Not only do we benefit from the additional expertise that these individuals bring, they also help to spread awareness and understanding of our work across and beyond the police service in Scotland. For the past two years we have had a seconded member of staff from Audit Scotland working with us.

## WHAT WE DO

We work with the police service in Scotland, police boards and authorities, the Scottish Government and other bodies to monitor and improve policing services, on behalf of the public, across Scotland. We do this by focusing predominantly on three key work streams:

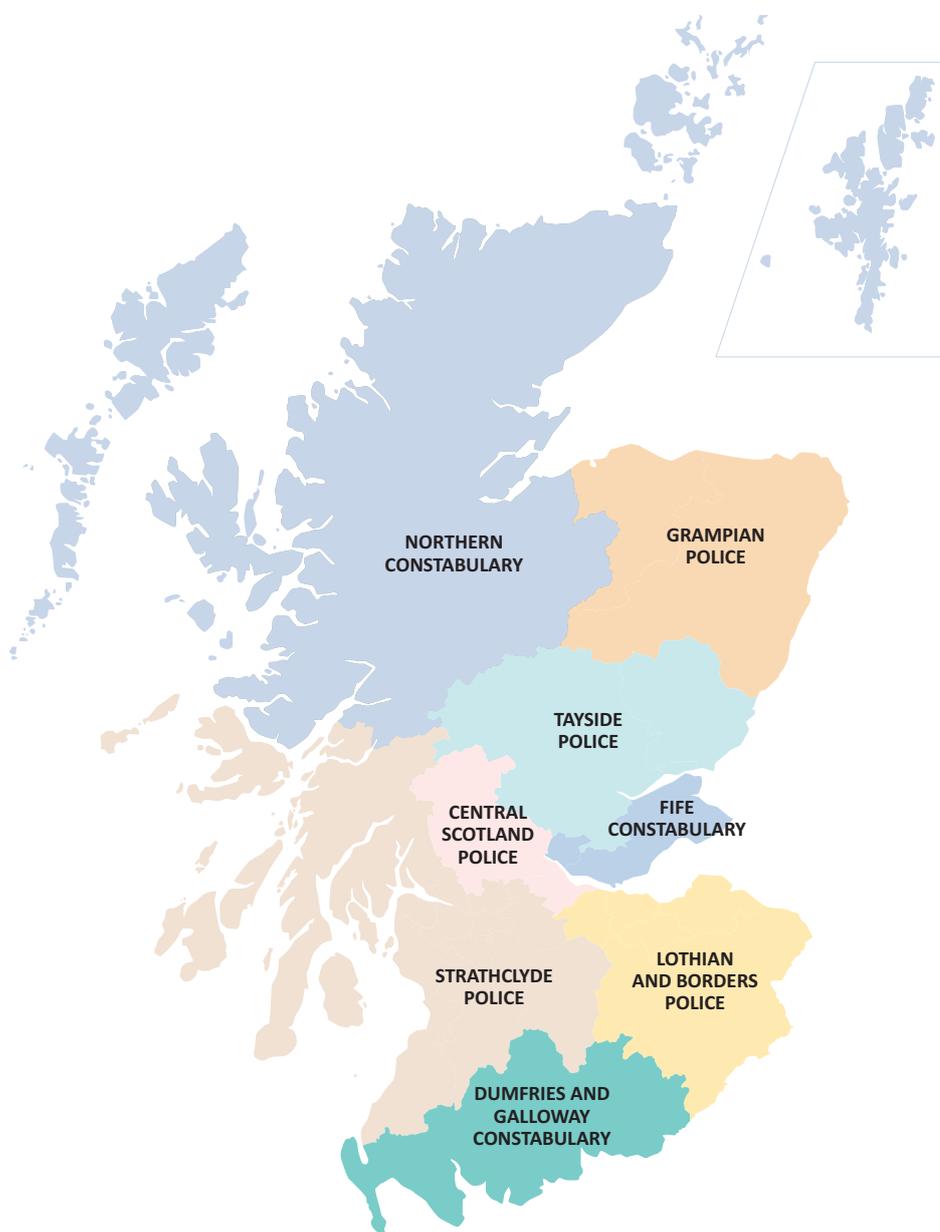
- self assessment (developing, supporting and monitoring police forces' self-assessments);
- thematic inspections of policing themes, making recommendations for improvement as well as identifying good practice; and
- Best Value audit and inspection.

We also provide policing advice to Cabinet Secretaries, forces and other stakeholders.

We have no statutory power to impose any recommendations for improvement that we make on the police service. Nor can we advocate, as our England and Wales counterparts can, the removal of any member of a police force. For that reason it is imperative that our findings are well-reasoned, defensible and compelling not least to those whom we expect to act upon them.

## WHO WE INSPECT

There are eight police forces in Scotland. They range from the smallest in terms of members of staff which is Dumfries and Galloway Constabulary, to the largest which is Strathclyde Police, and to the smallest and largest geographical areas covered, Fife and Northern Constabularies respectively. In between these extremes and in ascending order of size sit Central Scotland Police, Tayside Police, Grampian Police and Lothian and Borders Police.



The Scottish Police Services Authority (SPSA) was established in 2007 to provide expert support for Scotland's police and criminal justice organisations. We are responsible for examining its constituent services. These are the Scottish Police College, forensic services, IT support and criminal records, and the Scottish Crime and Drug Enforcement Agency (SCDEA). At the direction of ministers, we may also inspect the SPSA as a corporate body.

The Local Government in Scotland Act 2003 also extended our powers to inquire into and report to Scottish ministers on whether a local authority (which includes police authorities) is carrying out its functions to secure Best Value and whether the police authority is working in tandem with its chief constable to achieve this. How we exercise these powers is set out in the following section.

## HOW WE MONITOR AND IMPROVE POLICING IN SCOTLAND

Since its publication in 2007, the report on the scrutiny of public services in Scotland by Professor Lorne Crerar<sup>1</sup> has influenced the way we work. The biggest change has been a move away from a continuous cycle of force inspections and reviews carried out by us, to a methodology of self-assessment, assessing how forces are performing from the findings of their own self-assessments. We do, however, recognise that there are some areas where the vulnerability of those using police services and the risks associated with service failure are so high that some external scrutiny will always be necessary.

Another recommendation of the Crerar Review was greater collaboration between existing scrutiny bodies. Joint working on thematic inspections have been a feature of our work programme for a number of years, and Chapter 2 goes into detail about these and other activities that we have been involved in this year. A member of our staff is also seconded to HMIE to work on the multi-agency [services for children inspections](#)<sup>2</sup>. More recently our continued secondment of a member of staff from Audit Scotland and the new Best Value audit/inspections has strengthened our collaborative links with that organisation. Our developing role in the co-ordination of future scrutiny activity is discussed in Chapter 3.



<sup>1</sup> <http://www.scotland.gov.uk/Publications/2007/09/25120506/0>

<sup>2</sup> <http://www.hmie.gov.uk/ServicesInspections.aspx>

### Self-assessment of forces

Self-assessment is widely used by organisations in both the public and private sectors to examine their performance in crucial aspects of their business in order to identify strengths and areas for improvement. It can be applied to one specific area of activity or, as we have specified for forces, to the workings of the organisation as a whole. In 2008 we introduced a self-assessment methodology predicated on the European Foundation of Quality Management (EFQM) business excellence model, and since then the model continues to evolve. Part of our role here is to maintain the momentum driving self-assessment throughout the police service, refining the methodology used and providing support where necessary. Another is to review the findings to determine themes of individual or collective concern that we wish to pursue.

### Self-assessment follow-up inspections

While forces and their police authorities are the main users of the outputs of the self-assessments, the intention is that common themes or gaps that their findings reveal will go on to inform our self-assessment follow-up inspection activity.

As part of these exercises we also review forces' progress, and that of the SPSA where appropriate, in implementing their action plans for areas for improvement identified during their self-assessment. We also take the opportunity to look at how the Service is responding to outstanding recommendations from previous inspection reports.

### Thematic inspections

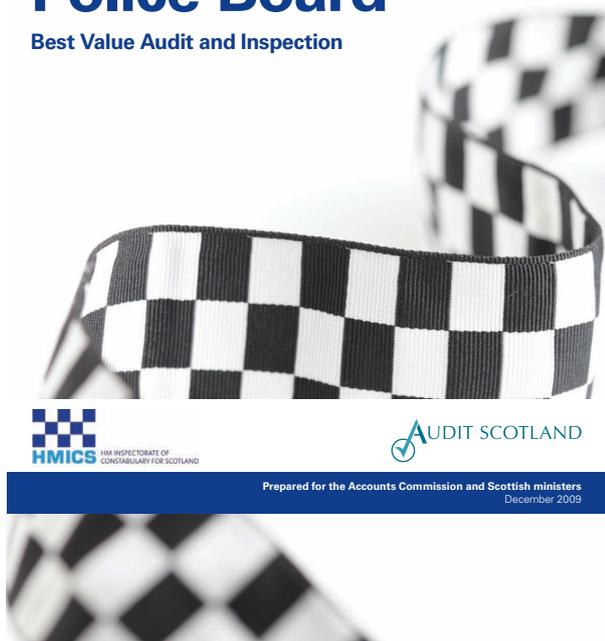
We select themes for our thematic inspections by consulting our staff and our various partner organisations and stakeholders, including the Association of Chief Police Officers in Scotland (ACPOS), police authorities/boards and Scottish Government. We are also alert to any areas of particular public or national concern, and to the three principles of the Government's systematic scrutiny check that require public sector scrutiny to:

- target priority services;
- be applied on the basis of a strategic assessment of risk; and
- be measured consistently against cost and benefit information.

Depending on the subject matter we may choose to conduct these inspections jointly with other organisations. Those with whom we have worked recently include the Social Work Inspectorate Agency (SWIA), HM Inspectorate of Education (HMIe) and the Inspectorate of Prosecution for Scotland (IPS).

# Tayside Police and Tayside Joint Police Board

Best Value Audit and Inspection



## Best Value audit and inspections of police forces and boards

Under the provisions of the Local Government in Scotland Act 2003, both we and the Accounts Commission have the power to examine Best Value in police authorities and joint police boards. These bodies represent one leg of the tripartite governance structure for the police service in Scotland, the others being the chief constables of each force and Scottish Government. Best Value is concerned with continuous improvement, seeking an appropriate balance between the quality of services and the costs of providing them. Our activity focuses on improving outcomes for service users and the wider community. Building on the two pilots we conducted this year we will be carrying out joint audit and inspections of police authorities and police forces in partnership with Audit Scotland over the next two years.

## Advice

In addition to our inspection activity, the various members of HMICS participate in a wide spectrum of groups and other fora. These range from the nationally strategic and multi-agency, such as the Scottish Policing Board and parliamentary committees, to the more police-centric ACPOS business area groups and subgroups, as well as meetings and events of criminal justice partner agencies and other relevant organisations.

In the following chapter we go on to describe our findings from this year's round of inspections. The first section sets out some of the national trends to emerge, while subsequent sections report on the status of the individual forces.

## CHAPTER 2

### NATIONAL AND FORCE FINDINGS IN 2009-10

#### NATIONAL PERFORMANCE

##### Assessing and managing offenders who present a high risk of harm (June 2009)

Agencies working with sex offenders and serious violent offenders who pose a high risk of harm to others must take every reasonable step to protect the public. They include local authorities, through their criminal justice social work services, the police and the Scottish Prison Service primarily, although other services such as housing, health and the voluntary sector may also be involved. Even when these services work well, it is possible for determined offenders to commit serious offences. It is therefore important that organisations do everything they can to assess and manage risk effectively.

It is clear that the multi-agency public protection arrangements (MAPPA) for managing ex-offenders in the community have improved how agencies work together and make joint decisions about this aspect of their work. Furthermore, police and other services are generally committed to this joint work and where necessary to sharing information with each other. Nevertheless, there remains considerable scope to improve the practices underpinning this commitment, particularly around conducting risk assessments, risk management planning and information-sharing.

To this end, the report calls for guidance, national standards and formal protocols to be established by Scottish Ministers and relevant agencies. The national review of the joint and integrated



working practices of agencies to identify good practice that is also recommended, should help to inform these. We further urge that agencies arrange appropriate training and support for appropriate staff, and that responsible authorities establish local boards to oversee service performance and quality and drive future improvement.

A tripartite group under the direction of Scottish Government has been set up to oversee progress on the recommendations, many of which require the collective action and agreement of the relevant national, multi-agency groups. Recent updates confirm that a great deal has been and is still being carried out to implement national solutions, in addition to the work done by individual forces.

#### Proceeds of Crime Act 2002 (October 2009)

The Proceeds of Crime Act (POCA) 2002 strengthened the legislation on recovering the financial gains made from crime. It did this by extending the scope of criminal activity that could be considered for criminal confiscation, from drug dealing and trafficking to a fuller range of acquisitive or financially motivated criminal activity. In addition, previous powers of investigation into financial affairs were broadened and mechanisms for removing the gains made as a result of



criminal activity strengthened through criminal confiscation, civil recovery and taxation. Finally, new substantive offences regarding money-laundering were also established.

Approximately eight years on, both forces and the Crown Office and Prosecution Service (COPFS) have been applying the provisions of the Act to good effect through specialist units focusing on the serious organised end of criminal activity. The amount of cash seized, and perhaps more tellingly, the number of cases identified and referred for financial investigation continue to increase with each year. Knowledge of the Act has yet to become mainstream in either organisation, however. As a result, its powers are not being fully applied by non-specialists against lower level criminals who carry out a high volume of acquisitive crime (e.g. theft and housebreaking) and whose impact is more immediately obvious to communities. Furthermore, the rigid and narrow system for referring cases with strong grounds for civil, if not criminal, recovery and taxation is preventing a number of such cases from reaching the national Civil Recovery Unit set up to deal with them.

The four over-arching recommendations in the report reflect our belief that significant opportunities to exploit the powers available through POCA, and thereby disrupt a wider range of criminal activity, remain. Two seek to bring POCA into the mainstream activity of forces and COPFS. Another recommends that both organisations review the effectiveness of their processes for dealing with POCA, while a final one advocates a Scottish proceeds of crime strategy to co-ordinate action among all criminal justice partner agencies.



That said, the overriding picture was one of variation in forces' approaches to managing these priorities. This is to some extent unsurprising given the sometimes very different structures and environments in which forces and even their separate divisions operate. We go on to describe some of these differences in the relevant force sections of this report.

### **Force self-assessments (winter 2009)**

One of the principal objectives of the self-assessment exercise is to identify areas for improvement. To do so requires participants to comment robustly and objectively when considering the overall performance of their force, at the end of which a consensual plan for improvement action is produced. These plans are then considered by senior managers, who will decide which areas for improvement are to be taken forward. The resultant action plan is discussed with the police authority, and ownership and timescales assigned. We subsequently review these plans, which may then inform any particular follow-up inspection activity that we feel is necessary.

Although forces run these exercises independently of each other, a number of common themes to their separate findings have emerged. Better communication to raise staff awareness of various matters has been and continues to be a recurring one, both within and across the forces. Revising business planning arrangements in order to consolidate linkages between strategic priorities, plans and objectives, and aligning resources, budgets and training with these, is another.

Other areas for improvement shared by a number of forces include succession planning, understanding the costs of policing activities and evaluating partnership working. All are particularly relevant as we begin to experience the effects of the current financial downturn.

### **Attendance Management (February 2010)**

The police service in Scotland has enjoyed falling levels of sickness absence for several years now. The current rate for police officers is lower than that for UK police officers as a whole, and lower than that recorded for staff working in health and local government. Although rates for police staff remain high relative to those of both their police officer colleagues and other public sectors, here too the trend is downward.

The focus of our inspection was therefore on how strategy and policy could continue to build on improvements in this area. With this in mind, we recommended that forces and the Scottish Police Service Authority (SPSA) develop a more holistic strategic approach to attendance management, one that strives to establish a positive working culture by promoting health and wellbeing including health promotion, health and safety and stress management. An important adjunct to this is carrying out equality impact assessments to ensure that supporting policies and procedures treat individuals fairly and without discrimination. Moreover, as financial pressures are increasingly felt by the police service, as by others in the public sector, so maximising the potential of its workforce becomes ever more vital. We therefore urge managers to make better use of data in order to understand the financial costs of sickness absence and how best to reduce them.

No matter how comprehensive the approach to managing attendance, there will inevitably be occasions where individuals refuse to co-operate and attendance remains unsatisfactory. Where this is the case for police officers, we have recommended that existing statutory regulations be broadened to include the sanction of dismissal. The option already exists for police staff and would, we envisage, be used only where all other options have failed.

### Best Value audit/inspections (December 2009/April 2010)

This has been an area of development during the reporting year. The Best Value audit and inspection of police is carried out by a joint team from HMICS and Audit Scotland, examining not only how forces are performing, but how police authorities are working in tandem with chief constables to achieve Best Value. This approach reflects our respective statutory requirements whilst also seeking to streamline the scrutiny burden on forces. Only two audit/inspections have been completed to date and the experiences and findings arising from these will be used to inform future approaches as, ultimately, all forces will undergo this process.

From our initial work on two police forces (Northern and Tayside), both were assessed as performing well in terms of having relatively low levels of crime and high rates of detection. Both also demonstrated many of the elements of best value, in particular community engagement, improving services, equalities and working with partners. Shared areas for improvement include integrating corporate plans with other business plans, costing specific policing activities, performance information on priorities and performance reported to the board, and developing their approach to sustainability.



For their respective police boards, two areas for improvement are related to the level of understanding among police board members as to their wider roles and responsibilities, and the benefits of training to raise their awareness of these and policing matters. Another two are associated with members being more active in driving activity and improvements, and in reviewing their force's public performance reporting. The final two concern the lack of clarity around the relationship between police boards and their constituent local authorities and the absence of long-term financial planning data. This latter finding also applied to the forces.

The [Improvement Service](http://www.improvementservice.org.uk)<sup>3</sup> has begun work on developing e-training and support material for board members. The Accounts Commission is also producing guidance on governance, to be published later in 2010.

We will continue to collaborate with Audit Scotland and roll out a further programme of Best Value audit and inspection activity for 2010/11.

<sup>3</sup> <http://www.improvementservice.org.uk>

## CENTRAL SCOTLAND POLICE

### Background

Central Scotland Police serves a population of approximately 291,760<sup>4</sup>, covering some 1,024 square miles of mixed urban and rural areas including one of the biggest petrochemical complexes in Europe. With an annual revenue expenditure including pensions of approximately £66.2m, it has a full-time equivalent complement of 867 police officers and 358 police staff. The force is divided into three area commands, reflecting the local authority regions of Falkirk, Stirling and Clackmannanshire.



### Proceeds of Crime Act 2002 (POCA)

While a number of our recommendations in the report require national solutions, Central Scotland Police has embarked on a number of activities to mainstream the use of POCA in the force. These include developing an internal marketing strategy to alert staff to opportunities for confiscating assets, specifically tasking POCA activity through its crime and intelligence systems, and reviewing the guidance provided in its standard operating procedure.

The force is also looking to ways of enhancing its local processes. For example, it intends to formalise existing relationships with strategic partner agencies to improve information-sharing and is exploring opportunities to increase the volume of financial intelligence gathered. In addition, it will be reviewing its current processes against other points raised in our report in order to identify further opportunities for improvement and developing key performance indicators.

### Managing the very high priorities of the Scottish Strategic Assessment

Overall, we found that Central Scotland Police is well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland. In particular, we found clear and visible leadership from the chief constable and strong collective commitment on the part of senior managers. The following key areas for improvement were also identified:

- involving partners in developing the force's strategic assessment and working together to achieve its control strategy priorities;
- identifying the training requirements to implement the force's control strategy;
- the capacity of the force's IT systems to support analytical work; and
- the use of results analysis to evaluate the effectiveness of force activities.



<sup>4</sup> All population figures here and for other forces have been taken from the General Registrar for Scotland's mid-year population estimates for 2009.

### Force self-assessment

The force has not published a separate action plan following its latest self-assessment exercise as yet. Instead it has incorporated the plan and identified improvement actions where possible into other relevant business plans, all of which will be underpinned by the force's latest three-year strategic plan for the period 2011/14.

### Attendance Management

At the time of our inspection it was clear that Central Scotland Police had done a lot of work in this area. It is one of only two forces in Scotland to have a health and wellbeing strategy, and one of three with an integrated approach to health, safety and welfare. It also offers staff a first-day triage and occupational health service for those suffering from stress and musculoskeletal conditions - in cases of long-term absence, early contact with members of staff is thought to be one of the most ways of ascertaining the full effect of an illness and beginning to plan what support will be needed.

In addition to the above, the force has taken the initiative to review various aspects of its approach. Its findings have allowed it to confirm the cost-effectiveness of its private treatment model. They also led the force to revoke its system of rewarding continuous attendance with extra annual leave days because of the risk, among other things, that the policy obscures underlying health problems thus undermining its duty of care to staff. It is also one of only several forces that has attempted to cost the impact of absence to the organisation and to use this kind of data to inform management decisions.

We will examine what changes the force has implemented as a result of our report in early 2011.

## DUMFRIES AND GALLOWAY CONSTABULARY

### Background

Dumfries and Galloway is Scotland's smallest force in terms of residential population, serving approximately 148,500 people. Nevertheless, at 2,649 square miles it covers the fourth largest geographical area, taking in the busy ferry ports of Stranraer and Cairnryan. The force is divided into two operational policing divisions – Galloway division and Dumfries division, and has an annual revenue expenditure including pension costs of around £37.7m. It employs a total of 516 police officers and 295 civilian staff.

### Dumfries and Galloway Constabulary



### Proceeds of Crime Act 2002

Despite the small size of its workforce and the population it covers, Dumfries and Galloway has recorded relatively high levels of cash seizures consistently over the past seven years. Its commitment to POCA is evident in the extent to which it applies financial investigation techniques and its comparatively larger numbers of staff working in its financial investigation unit (FIU). These

officers provide an on-call service that offers round-the-clock expert advice on cash seizure cases. The force has also drafted a memorandum of understanding with its local Trading Standards department to deal with offences under the Copyright and Trade Marks legislation.

Following publication of our inspection report, Dumfries and Galloway planned to carry out a full review of its fraud and financial investigation unit, to be completed by the end of June 2010. The purpose is to establish whether its current working practices are appropriate and effective, assess whether current staffing levels will be able to cope with an increasing workload, and develop processes that will extend asset recovery to more criminals.

### **Managing the very high priorities of the Scottish Strategic Assessment**

Overall, we concluded that Dumfries and Galloway Constabulary is well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.

In particular we observed a strong sense of responsibility and commitment to the strategy from senior managers. Effective leadership was also apparent in the force's practice of assigning strategic leads to each of the priority areas of its control strategy, to promote corporate ownership of each priority and raise staff awareness. That said, we felt that linking the contents of shift briefings with the priorities more clearly could help to raise awareness further. Among other things, the force is consequently looking to extend its use of electronic briefing screens and more generally is re-examining its internal marketing strategy.

The same senior strategic leads are also charged with developing preventative, enforcement and investigative actions to tackle the priorities, and are accountable for their success in doing so. In this vein, the force is one of the few to have developed a systematic process for assessing progress against its control strategy. It has developed a set of performance indicators for each control strategy priority, directly linked to the prevention, intelligence and enforcement recommendations, which are monitored monthly. Performance is then formally reviewed at six-monthly meetings.

We also commended the force for its practical approach to identifying the resource and operational requirements of its control strategy. Weekly meetings of its Resource and Business Continuity (RABC) group consider the present and future business needs of the force and are clearly focused on the control strategy priorities. The group is chaired by the chief superintendent and all relevant senior positions are represented, and is strongly endorsed by senior staff in the force.

Where we found the force to be less effective is in analysing individual initiatives in order to evaluate and understand the impact of specific activities. In fact limited analytical capacity and resilience emerged as a theme for the force, reflecting current gaps in its analytical staff complement and unsupportive IT systems. According to the force's action plan, gaps in staffing are now being filled as staff who were off work have returned to the force. Nevertheless Dumfries

and Galloway is reviewing its current analytical capability and capacity to see if more posts are necessary. The force also contends that its IT systems can provide sufficient data while it awaits the implementation of the national command and control system.

Other areas of improvement activity underway in 2009 include exploring ways of gathering more data from partner organisations to inform the force's strategic assessment and developing a training strategy that is tied in to national and local objectives.

### Force self-assessment

This year's self-assessment gave rise to six areas for improvement in Dumfries and Galloway Constabulary, as follows:

- preparing staff for the introduction of a new staff appraisal system;
- devising a training strategy to strengthen links between the force's priorities, staff competencies and their future progression and development;
- finding innovative ways of recognising exceptional performance and commitment from staff;
- regularly evaluating the effectiveness of partnership activity and improving engagement with the third sector;
- making sure that it has the right financial structure in place; and
- improving its communication and briefing strategy so that staff are better informed about their contribution to the force's wider objectives.

### Attendance Management

A survey in 2009 by the Chartered Institute of Personnel and Development 2009 found a clear relationship between workforce size and absence levels, with smaller organisations likely to record lower levels of absence than those of larger ones. According to its authors, this is probably because people working in small organisations work in smaller teams where their absence is likely to be more disruptive and harder to compensate for.

Whether or not this is accurate, as the smallest forces Dumfries and Galloway does enjoy the lowest rates of sickness absence of police officers in Scotland. Rates for its police staff, if not the lowest, are comparatively low too. Given the importance of keeping officers and staff fit and available for duty, we will examine what changes the force has implemented as a result of our report in early 2011.

## FIFE CONSTABULARY

### Background

Fife is Scotland's smallest force in terms of geographical area, at just 513 square miles, and takes in the university and golfing destination of St. Andrews as well as the port of Rosyth. Nevertheless the population of this compact region is relatively sizeable, at approximately 363,400. It employs a total of 1,097 police officers and 534 police staff. In a recent restructuring exercise, the force's operational division now operates across seven policing areas – North East Fife, Levenmouth, Glenrothes, Kirkcaldy, Cowdenbeath, Dunfermline and South West Fife – and has an annual revenue expenditure including pension costs of around £80.8m.



### Proceeds of Crime Act 2002

The last few years have seen an overall rise in the value of cash seizures recorded by Fife Constabulary. This may have been helped in part by the force's on-call service, which provides a 24-hour source of expert advice on cash seizures for frontline staff. That said, there is little information in the force's action plan on how it intends to mainstream use of POCA throughout the organisation in order that all confiscation opportunities, civil recovery and taxation provisions are considered at the appropriate stage and against the full spectrum of relevant crime.

In response to our recommendation to re-examine the effectiveness of existing processes, Fife's review of its financial investigation unit structures, its plans to increase capability and capacity in divisions and the introduction of monitoring of post-confiscation changes in the financial circumstances of criminals, are all currently underway. The force states that it will conduct quarterly reviews to make sure that it complies with our request for significant progress within the first 12 months following publication of our report.



### Managing the very high priorities of the Scottish Strategic Assessment

Overall, we concluded that Fife Constabulary is reasonably well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.

Under this particular aspect of its business, one of the most noteworthy strengths for the force is its analytical capability and capacity. The result is a set of strategic assessments and other analytical products to direct resources to areas of priority that are well and widely informed. Another is its strong strategic approach to partnership working, evident from the most senior level through to divisions and local communities. This is characterised by, among other things, the practice of sharing analytical resources to inform policing and partner agency activities.

It is vital that forces learn from such activities if they are to understand how best to deploy their resources in the future. To this end Fife Constabulary has one of the most systematic approach to results analysis in Scotland, having carried out a number of evaluations of policing operations and initiatives. It continues to work to ensure that the findings are applied to future deployments and help to inform subsequent prevention, intelligence and enforcement priorities. The results are also fed into the force's performance framework, which monitors performance across the range of its activities including the very high control strategy priorities.

In response to the areas for improvement that we identified, the force's control strategy priorities are now fully integrated within its policing plan. Lead officers have been assigned to each of the high and very high control strategy priorities to co-ordinate activities under these separate strands, and a training oversight group has been established to make sure that staff training is similarly prioritised to reflect all force priorities.

Finally, the force hopes that with the creation of a central Communities Policing division comes a consistent approach to allocating staff and other resources to deal with priorities across the local territorial command areas of the force. Additional resource decisions in support of control strategy priorities are submitted formally through the force's tactical tasking and co-ordinating group meetings. A core function of the division is to identify local priorities, which it does through its community engagement model. The findings not only form the basis of local policing activity but are also fed back up into the force's strategic assessment to inform its control strategy priorities.

### Force self-assessment

A number of improvement actions emerged from Fife Constabulary's self-assessment exercise this year, as follows:

- improving communication, particularly between the force's senior executive and staff;
- continuing to drive and implement changes that in turn continue to improve the force's performance;
- developing a business planning cycle that is firmly linked to other strategic processes and plans, and in turn clarifying the link between the force's strategies and divisional/departmental plans and relevant priorities;
- developing a staff survey to determine awareness of force priorities and assess levels of motivation and satisfaction;
- examining ways to improve the way the force recognises staff achievements;
- training on the new staff appraisal process and aligning training generally with the force's policing priorities;
- monitoring the effectiveness of its partnership working;
- cost/benefit analyses of projects to evaluate their effectiveness;
- working towards developing a greater understanding of its costs and the introduction of Policing Objective Analysis;

- using feedback from users or the general public more effectively in order to enhance the way it provides its services; and
- continuing to monitor force performance through appropriate meetings, and refining performance reports to ensure that they meet the organisation's needs.

### Attendance Management

The force has in the past recorded some quite high sickness absence rates for both police officers and staff. More recently, its integrated approach to health, safety and welfare has seen these levels fall. Unlike most other Scottish forces, Fife also makes a point of recognising continuous attendance. It does this by way of a letter from the deputy chief constable to all appropriate members of staff who, we were told, were appreciative of the gesture.

In its action plan the force states that it has already created new data reports that will allow it to monitor individual cases and identify common trends. Furthermore a review of its standard operating procedure for attendance management, which will be subject to an equality impact assessment before publication, is scheduled for summer 2010. Fife is also keen to set up a practitioners group for human resources heads of department, whose role would be to share good practice and experience. We look forward to examining all these developments in early 2011.

## GRAMPIAN POLICE



### Background

Grampian police force area has a population of just under 545,000 and covers a region of some 3,253 square miles. In addition to its normal duties it is responsible for policing offshore installations and the Royal residences. To carry out all these duties it employs 1,600 police officers and 847 police staff. The force operates across three territorial divisions, covering Aberdeen, Aberdeenshire and Moray. Its annual operating expenditure including pension costs is approximately £118.9m.

### Proceeds of Crime Act 2002

While the value of its confiscation orders remains relatively high, Grampian Police regularly has one of the lowest values of cash seizures of all the Scottish forces. As we acknowledged in our report, the value of seizures does not necessarily reflect the number of cases investigated and processed by each financial investigation unit, nor the work involved in each one. One high value confiscation order can yield impressive results and yet comparing this with lower value confiscation orders can detract from what are nevertheless good outcomes for individual cases.

Nevertheless, we are pleased to see from its action plan that the force is responding to our recommendations for mainstreaming POCA and reviewing the effectiveness of its processes. Furthermore, it has set itself a deadline for putting changes in place within the stipulated 12-month period, with the intention of reviewing these arrangements at a later date.

### Managing the very high priorities of the Scottish Strategic Assessment

Overall, we concluded that Grampian Police is well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.

Specific areas of strength include the clear, visible and strong commitment of senior officers to realising the force's control strategy. The chief and assistant chief constable take the strategic and tactical lead respectively in setting priorities and monitoring performance, while nominated senior individuals are responsible for driving the activity required. Furthermore, the force control strategy is fully integrated within its policing plan and robust planning and management arrangements are in place around this.

We also found good examples of strategic and tactical partnership working, especially in relation to anti-social behaviour and involving effective collaboration and target setting. The force has also made good progress in reducing vandalism and improving detection rates. More challenging has been encouraging relevant organisations to work with the force at a strategic level to tackle other priorities, the use of controlled drugs for example, where enforcement activity alone is insufficient.

Another way in which partner organisations can become involved is to participate in tasking meetings. The force is in the process of drawing up corporate guidance that will identify and share good practice, with the aim of reducing existing inconsistencies between divisions and ultimately encouraging greater participation by other agencies. We hope that drawing attention to these further possibilities for joint working will strike a chord with partner organisations too.

The force is also seeking to enhance some of its analytical processes. For example, ongoing work to develop a community engagement strategy involves analysts producing an information model to capture information and intelligence locally and force-wide. It also acknowledges that more could be done to evaluate its activities through results analysis, and is examining how to pursue this further. In addition, following our report and an internal review Grampian Police is to consider appointing a senior analyst.

At the time of our inspection the force was reviewing its training provision. Although final approval by the force executive is still awaited, a number of its proposals should resolve the lack of alignment we observed of the force's HR and training policy with its priorities. It also intends to review the effectiveness of its continuous improvement unit and its linkages with the control strategy. The force anticipates that all the areas for improvement that we highlighted in our report will be completed by January 2011.

### Force self-assessment

Just three areas for improvement from this year's self-assessment are being taken forward by Grampian Police, as follows:

- identifying the training required for staff to help them to achieve the force's priorities, by way of a training needs analysis and a resulting training plan for both police officers and police staff;
- improving the force's succession planning; and
- developing costed business plans that link the costs of delivering business plan tasks with specific objectives within the overall budget allocated to each business area.

## Attendance Management

Grampian continues to exhibit one of the lowest absence rates for police officers in Scotland. Its rates for police staff have also seen incremental falls in the last two years. Like Central Scotland and Fife, the force has an integrated approach to health, safety and welfare, albeit unlike many others, it does not provide this under a private treatment model.

The force sees our recommendations as being largely not applicable to it, either because the matter is to be dealt with nationally or because it already complies with them. That said, it has recently set up a process whereby managers receive financial information to help it better understand the financial implications of absence. Relevant staff have also received further training on how to conduct equality impact assessments. It is our intention to re-examine the situation in Grampian, as in other forces, in early 2011.

## LOTHIAN AND BORDERS POLICE

### Background

Lothian and Borders Police covers an area of 2,471 square miles and a population of just over 939,000. Its duties include policing Scotland's capital city of Edinburgh as well as the Scottish Parliament, which it does with a staff of 3,078 police officers and 1,366 police staff. The force has four territorial divisions, covering the city of Edinburgh, East Lothian and Midlothian, West Lothian and the Scottish Borders. Its annual revenue expenditure including pension costs is approximately £230.2m.



### Proceeds of Crime Act 2002

Since the publication of our report, Lothian and Borders Police has begun to implement a number of changes. In addition to newly issued guidance and training, two divisional financial investigators have been appointed with the expectation that a further two will be in place in the near future. Two referral systems are also in place: one, to enable officers to refer POCA cases directly to the force's financial investigation unit; the other, to consider the potential of all failed criminal cases for cash seizures. All these measures are intended to help mainstream POCA within the force. Externally, it has drawn up service level agreements or memoranda of understanding with more partner agencies in order that they can act jointly, where appropriate, to enforce the legislation. They include the UK Border Agency, Trading Standards, British Transport Police and the Ministry of Defence police.

The force has also conducted an internal review of how it provides financial and specialist fraud investigation services. Its Executive is now considering the possible benefits of re-locating its financial investigation unit and specialist fraud squad to a dedicated 'economic crime' facility, as well as other proposals on how existing resources could be rationalised or redeployed.

### Managing the very high priorities of the Scottish Strategic Assessment

Overall, we concluded that Lothian and Border Police is very well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.

Like many of the other forces, a specific area of strength is clear, visible leadership and the strong commitment of senior officers to realising the force's control strategy. The chief, deputy and assistant chief constables all take leading roles at various stages of the process, while nominated senior individuals are directly responsible for each priority or each type of activity i.e. prevention, intelligence or enforcement. In addition, its planning processes are robust and well integrated, with operational and organisational priorities combined in the force's strategic and policing plans. The result is a clear strategic focus that is widely understood by staff.

That said, the force is now working to overcome the limited awareness we observed amongst frontline staff of their roles in disrupting the very high priority of serious organised crime groups. It is also looking at ways to extend the capacity of these frontline staff to respond to all the very high priorities and is strengthening the link between these and its training strategy.

Significant prominence is given to working with partners to tackle the force's very high priorities, with a willingness to extend this further where possible. For example, partner organisations are involved in tactical tasking and co-ordinating group meetings, procurators fiscal attend force tactical meetings and divisional command teams are actively involved in community planning partnerships. The force also benefits at the present time from a number of partnership posts, mainly involved in anti-social behaviour and violence reduction, that are funded by other agencies. The growing financial pressure on the public sector as a whole makes arrangements such as these increasingly vulnerable, and the force should make efforts to mitigate this risk.

Work is underway to re-examine the force's use and deployment of analysts. A review of major crime will consider the impact of diverting the services of divisional analysts to major investigations when these occur, while funding for a full-time dedicated post remains an aspiration. The force also recognises the value of applying more systematic evaluation to one-off operations, and of expanding the range of its performance measures and monitoring processes to incorporate the very high priorities.

Finally, there is an intention to produce divisional partnership assessments that will bring the force's own priorities into closer alignment with those of local single outcome agreements. In preparation, a mapping exercise of partnership analysts is being carried out and central guidance drawn up to ensure consistency across divisions.

### Force self-assessment

Following its self-assessment exercise this year, Lothian and Borders Police identified nine areas for improvement, as follows:

- improving staff awareness of the force's vision and priorities;
- continuing to develop governance arrangements across divisions;
- increasing the involvement of the police board in maximising efficiencies and continuous improvement;
- strengthening the force's central co-ordination and management of business improvement projects underway across the organisation;
- making greater use of public views when determining force priorities;
- examining different ways of raising public satisfaction with the force;
- enhancing the force's image and reputation in order to reassure the public;
- ensuring that frontline sergeants, especially those in acting or temporary roles, are given sufficient support and training; and
- committing to reducing sickness absence, particularly amongst police staff.



### Attendance Management

As part of a more integrated approach to health, safety and welfare, Lothian and Borders Police has re-located its health and safety officers to an internal health and well-being unit. The move has undoubtedly improved communication between these specialists. At a local level, several divisions send letters of recognition to staff whose attendance has been particularly good, but this is not common practice across the force. Only one other force in Scotland has something similar in place.

Together with Fife Constabulary, the force saw one of the biggest falls in sickness absence rates for both police officers and staff fall in 2008-09. We hope that by taking on our recommendations Lothian and Borders Police will continue to experience this kind of improvement.

## NORTHERN CONSTABULARY

### Background

Northern Constabulary covers the largest geographical area in Scotland, at some 10,000 square miles but at approximately 288,840, one of the smallest populations. In addition to the northernmost section of the Scottish mainland it polices a number of outlying island regions. The force employs a total of 813 police officers and 411 police staff. This year saw total revenue expenditure by Northern Constabulary, including pension costs, of £59.8m.



Following a strategic review the force underwent a major restructuring which led to the creation of three operational divisions containing eight area commands: North – Caithness Sutherland and East Ross, Orkney, and Shetland; Central – Lochaber, Lochalsh and Skye, Western Isles, Ross and Cromarty; and East – Inverness, and Badenoch, Strathspey and Nairn. These are largely co-terminus with Highland and Islands Council management areas. A second significant change was a considerable alteration to the profile of the workforce, with a number of support staff positions being removed in favour of front-line officer posts.



### Proceeds of Crime Act 2002

In its action plan for dealing with the recommendations of this report, Northern Constabulary acknowledges that low awareness of POCA among front-line officers is a concern. To resolve the situation it is introducing a series of measures to equip officers with the knowledge they need to understand and apply the legislation. Outside of the force it is working to highlight the benefits of POCA to organisations including local authorities, solicitor firms and banks. Identifying opportunities to work with agencies such as Trading Standards, HM Revenue and Customs and the Department for Work and Pensions is also on its agenda.

With its review of existing procedures still underway, the force is nevertheless already identifying ways of improving its intelligence-gathering and dissemination. Furthermore, with a member of the force taking on the role of chair of the Scottish Financial Investigators Practitioners Forum and support for the ACPOS champion for POCA, Northern Constabulary will be well placed to keep abreast of further developments and good practice in this area. In the meantime, it estimates that work to discharge our recommendations would be completed by May 2010.

### Best Value audit/inspection

In tandem with its joint police board, Northern Constabulary has established many of the main elements of Best Value. It has a well-structured approach to engaging and consulting communities to inform its policing plans, and has a clear strategic direction informed by an appreciation of the needs of these communities as well as by national imperatives. For example, all community councils and ward fora in the force area are attended by a police officer. Divisional and area commanders engage with and are accessible to stakeholders, partners and elected members, while the chief constable and force executive maintain external contacts at the most senior level. This structure gives community groups and elected members the opportunity to raise matters of concern or interest and receive feedback.

The force also works well with partners and is strongly committed to community planning. From the centre it co-ordinates and monitors partnership activity, allowing any difficulties or good practice to be considered and shared. One of our recommendations suggests that more formal information-sharing arrangements with partner agencies outside of community planning would also prove beneficial. In addition, its financial control is sound and it has a good record of achieving efficiency savings targets. It is also committed to improving services and is currently engaged in a good deal of managed and prioritised improvement activity across the force.

Inevitably there remains further scope for improvement. In our opinion corporate direction, as communicated through the force's strategic priorities, should be made clearer by integrating the force's policing plans with its control strategy. Subsequent performance monitoring could then also be enhanced through more comprehensive performance reports that are aligned with these priorities and which should be available to the police board and the public. Additionally, reports to the board should include progress and information on why and how the force is responding to recommendations from external bodies. All this would greatly assist the board in fulfilling its scrutiny function.

The force enjoys low levels of crime and a high detection rate, as is often the case with more rural locations. Conversely it is struggling to meet national targets for call handling and submitting police reports of procurators fiscal and the children's reporter – it continues to be the only force in Scotland not to answer 90% or more 999 calls in ten seconds and has the second lowest performance for submitting reports within a set timeframe.

### **Managing the very high priorities of the Scottish Strategic Assessment**

Overall, we concluded that Northern Constabulary is reasonably well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.

The force's recent re-structuring has put it in a strong position for tackling the very high priorities, through the creation of local national intelligence model and public protection units, as well as divisional criminal investigation departments and proactive policing units. Also worthy of comment is Northern Constabulary's robust mechanisms for consulting partner organisations and local communities. The three-tier consultation process ensures that staff attend a wide variety of groups and meetings from the very local to the force-wide level, and all relevant feedback and intelligence is fed back into the force. All this activity is underpinned by clear and visible leadership from the chief constable, who represents the force himself at strategic or board level meetings of partner agencies.

Nevertheless staff awareness of the force's control strategy priorities was mixed, with frontline staff less likely to be familiar with them. A number of remedial solutions are being put in place, including closer alignment of the force's strategic objectives with its control strategy, portfolio holders to co-ordinate activity for each priority area, marketing through the force intranet and posters, and the development of a standardised self-briefing system for staff.

During the course of our fieldwork we found a culture of collaborative working with partners again at all levels of the force, from chief constable to police constable. We also observed strong local engagement with elected members, formal protocols in place to cement collaborative working with local authorities, and joint tasking and co-ordinating in partnership and force meetings. Information-sharing is crucial to the success of these fora as is achieving a balance between withholding data that must not be shared and sharing sensitive intelligence that nevertheless can be. For this reason we have urged that the force draw up guidance on partnership attendance at meetings of this kind.

As with most other Scottish forces, the use of analytical products is another area for improvement here too. In Northern Constabulary the use of analysts is still in its infancy. Understandably perhaps, commanders have a poor appreciation of the value analysis and evaluation (results analysis) in particular can bring, while the work of divisional analysts lacks focus on the very high priorities. Nevertheless we acknowledge the efforts of the principal analyst to raise awareness and understanding amongst senior police managers and to develop the professional competencies of the analytical staff.

Finally, in a similar vein the force is also looking to enhance its arrangements for monitoring and analysing progress against its control strategy. To this end it is currently reviewing monthly force and divisional performance reports to take cognisance of, among other things, control strategy key performance indicators.

### Force self-assessment

A total of eight areas for improvement are being taken forward following Northern Constabulary's self-assessment exercise this year, as follows:

- reviewing the force's business planning cycle;
- raising staff awareness of resulting plans and the force control strategy;
- improving linkages between the above and force objectives;
- increasing staff awareness of how they can contribute to the planning process;
- making sure that the staff performance appraisal process is being applied effectively;
- pursuing more effective ways of working with partner agencies;
- reviewing the force's approach to succession planning; and
- reviewing the force's approach to quality assurance.

### Attendance Management

At the time of our inspection Northern Constabulary's health and wellbeing strategy was under review. Nevertheless, it was one of only two forces in Scotland that had one. Moreover, in keeping with a health promoting ethos it has also been very active in the NHS' *Healthy Working Lives* initiative. While many forces have worked, or plan to work, their way through the levels of this award, Northern has already achieved the Gold Award.

The chief constable of the force is the chair of ACPOS personnel and training business area, while its director of resources leads the occupational health, safety and wellbeing subgroup. Thus the force is in a strong position to drive national action in this area. A seminar has been planned for later this year to discuss the report with the aim of drawing up a national action plan, and developing and sharing good practice.

## STRATHCLYDE POLICE

### Background

At 2,217,880, Strathclyde Police serves the largest section of the population in Scotland and covers a geographical area of 5,370 square miles. It takes in some of the most deprived areas in Scotland and accounts for the majority of the country's recorded crime and offences. It is also the largest of the Scottish forces in terms of staff, which includes 8,522 police officers and 2,590 police staff. The force has eight territorial divisions, as follows: Argyll, Bute and West Dunbartonshire, Ayrshire, Glasgow Central and West, Glasgow North East and East Dunbartonshire, Glasgow South and East Renfrewshire, North Lanarkshire, Renfrewshire and Inverclyde, and South Lanarkshire. Its annual revenue expenditure including pension costs is approximately £558.6m.



### Proceeds of Crime Act 2002

As the largest force in Scotland, Strathclyde Police was the most advanced in exploiting the provisions of POCA. We were impressed by its level of commitment to financial investigation, which extends to working with a number of external agencies including Trading Standards, the Federation Against Copyright Theft and the Illegal Money Lending Unit, as well as forensic accountancy services.

Even given its relative size, the force has performed particularly well in terms of the value of cash seizures recorded.



Over the years Strathclyde has developed significant expertise in dealing with POCA offences committed by organised crime groups. It is also the only one in Scotland to have financial investigators to deal with lower end criminality based in each of its territorial divisions. Although part of the role of these local financial investigators is to give guidance and support on cash seizures to front-line officers, knowledge of POCA among front line officers remained low. This may in part be attributable to the heavy workloads of these investigators, resulting from a lowering of the minimum threshold for seizures to £1,000 which may have affected their ability to engage in more proactive work.

Looking to the future the force, in conjunction with Tayside and Lothian and Borders, is taking part in a two-year pilot project that has allowed it to employ additional divisional investigator staff and a Suspicious Activity Report development officer, and to create a civil recovery administrator post. An evaluation exercise is currently being drawn up by Scottish Government, but in the meantime the force anticipates that these additional staff will help it to meet our recommendation of mainstreaming POCA throughout its divisions.

### Managing the very high priorities of the Scottish Strategic Assessment

Overall, we concluded that Strathclyde Police is very well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.

Well integrated planning processes and robust management arrangements are symptomatic of the clear, visible leadership of the force executive team and strong commitment of senior officers to driving the force's control strategy. Indeed the control strategy and its priorities is the primary driver of business in the force. Regular meetings ensure that divisional commanders are held to account for their performance against these, systematically monitored by way of indicators and targets for each of the priorities. This, together with individual senior officers assigned to driving activity on each of the very high priorities as well as widespread and visible marketing through the force intranet, posters, briefing system and tactical assessments, means that awareness of the priorities amongst staff is very good.

It is recognised that too great an emphasis on performance indicators can draw activity away from areas that are not similarly monitored. Acknowledging this, the force is bringing together its planning and performance and its analytical teams to align indicators more closely with the intelligence, enforcement, prevention (IEP) activities required to execute the force's control strategy. Doing so will have the added benefit of standardising the way that IEP activity is monitored throughout the force, i.e. through these more tightly correlated performance indicators that can be reported on weekly through its operational management and information system. The force is also working to enhance its use of analysis to evaluate the impact of its operations, while through its restructuring of analyst resources it hopes to be able to offer greater resilience more generally to this area of its business.

As in other forces, the volume of partner agency collaboration in tackling anti-social behaviour in Strathclyde is significant and reflects considerable efforts invested at divisional level in particular. Nevertheless both the force and its partner agencies are keen to extend the level of operational collaboration to other very high priority areas as well as more generally through intelligence-sharing and joint tasking, and to raise the latter's strategic involvement in assessing policing risks and priorities.



Finally, the force is working to improve its understanding of the resources it needs to discharge its control strategy. This includes developing its organisational assessment and monitoring progress against the priorities it has identified, and reviewing current shift arrangements for community policing and response teams.

### Force self-assessment

As a result of Strathclyde Police's self-assessment exercise, a series of areas for improvement are being pursued, as follows:

- alignment – of business plans with the force's organisational assessment, of single outcome agreements with force priorities and national performance indicators, of local and force strategic assessments, and of performance objectives with strategic priorities;
- developing local planning groups that will strengthen links between local priorities, objectives and single outcome agreements;

- communication – of key messages to staff generally; with frontline officers on their role in the force's strategic priorities; of information on single outcome agreements; and, of the results of consultation exercises with all stakeholders;
- developing a corporate skills database to help with succession planning;
- making sure that working time regulations are adhered to in order to protect the welfare of staff;
- more consultation of staff on changes going on in the organisation and conducting a staff survey;
- consulting the force's users and partner agencies and developing qualitative performance indicators and outcome measures that focus on, among other things, community concerns;
- mapping all its main business processes to gain a better understanding of interdependencies at force level; and
- refining its processes and documentation with the aim of reducing unnecessary bureaucracy.

### Attendance Management

In 2008/09 Strathclyde Police identified improving staff attendance as an organisational priority. At the time of our inspection, it was launching its new attendance management standard operating procedure. Bespoke training for creating a positive working environment, awareness-raising sessions and manager guides were used to ensure that first- and second-line managers were fully versed in the new procedure. To secure the continued interest and support of more senior levels, attendance management has become a regular item on the agenda of the force's management meetings. The result of this intensive activity, aspects of which we consider to be good practice, has been a reduction in absence.

The force is also one of just three whose proactive use of absence costs data in management meetings we commented favourably on. We remain keen that all forces make better use of data to carry out these kind of analyses, in order to find further ways of reducing absence and its concomitant costs.

## TAYSIDE POLICE

### Background

Tayside Police serves a population of 399,550, and covers a geographical area of 2,896 square miles which includes the city of Dundee. It employs 1,223 police officers and 605 police staff. The force has three territorial divisions, as follows: Central – covering the city of Dundee; Eastern – serving the region of Angus; and Western – which takes in the council area of Perth & Kinross. Its annual revenue expenditure including pension costs is approximately £93.7m.



**TAYSIDE POLICE**  
*Making a Difference*

### Proceeds of Crime Act 2002

In order to determine how best to respond to the recommendations, the force's action plans sets out its intention to consult its staff and COPFS, and then to review available guidance in light of its findings. These same findings will also inform what further work needs to be done in examining the effectiveness of existing POCA processes.

With the ACPOS champion for POCA being a member of Tayside's Executive team, the force is working to develop a strategy for the force that will also form part of the wider Serious Organised Crime strategy of the Scotland-wide, multi-agency Serious Organised Crime Taskforce, and support the recommended national Proceeds of Crime strategy. The expectation is that this will be completed by the end of June 2010.

### Best Value audit/inspection

Tayside Police was the first force to undergo the new Best Value audit and inspection process. It has been making good progress on some important aspects in this area, including improving services, equalities and working with partners to resolve local problems. There are, for example, strong links between divisional commanders and their local community planning partnerships, and strong police representation not just on the community safety groups but throughout the community planning themed partnerships. Divisional commanders too are described as providing effective leadership, and other police representatives as having sufficient authority to make decisions and commit resources. Furthermore, representatives from partner agencies described the force as innovative in developing joint solutions to resolve problems and could point to many successful initiatives.

The force also has robust processes for setting and monitoring budgets, its financial management is strong, and it has a good record of exceeding efficiency savings targets. Where it has been less successful is in both maintaining a corporate overview of its activities, which include a commendable volume of improvement activity, and applying a corporate approach to elements of its business. As a result, opportunities to co-ordinate and plan activity, manage resources efficiently and share subsequent learning are being missed.

At the time of the audit/inspection, the force itself recognised the need to strengthen these aspects of its leadership. It has now set up a force leadership team to improve corporate governance and is working to establish two additional discrete divisions for the same purpose. It is also seeking to strengthen its strategic leadership and challenge by developing a force improvement programme and consolidating all improvement activity within a single plan, and producing a number of strategy documents. These cover internal business areas such as asset management, workforce planning and sustainability, as well as more outward facing ones on community planning and engagement.

In addition, the force is working to foster an improvement culture in the organisation, as part of which it is implementing a new performance management framework. An important element of this work will be revising its performance reports so that the force and its board are apprised of all

areas of its business, and so that the board in particular is better equipped to fulfil its scrutiny role. A number of reviews focusing on ways to enhance service performance, through call handling and quality of service for example, are also planned.

Overall, force performance is generally good and improving, particularly around local crime priorities. Despite this there remains a dissonance between this encouraging picture and Tayside residents' perceptions of crime levels. Implementing the force's community police model and community engagement strategy, and reviewing its operational policing, are all intended to help raise public confidence levels in the force.

Our intention is to monitor progress on all the activities set out in its action plan, in due course as part of our overall inspection regime.

### Managing the very high priorities of the Scottish Strategic Assessment

Overall, we concluded that Tayside Police is well placed to develop and deliver on a robust control strategy for managing the highest crime and disorder priorities in Scotland.



The force is particularly effective in involving partner agencies in its local activities. For example, local authority partners attend fortnightly tasking and co-ordinating meetings. At these divisional meetings partnership resources as well as force ones are tasked and information-sharing, even that of a restricted nature, is well managed. Moreover, the partner agencies themselves feel that they are able to contribute usefully to these fora. The force is also moving towards a partnership 'focus on drugs' strategy that is intended to mirror the success of its partnership work on tackling anti-social behaviour by promoting alcohol awareness.

At a force level Tayside Police is working to tighten up and integrate its central planning processes as well as strengthen executive and corporate leadership of its control strategy and priorities. This includes working to produce linked plans and priorities, assigning senior leads to the highest priorities and drawing up corporate guidance on divisional/partnership strategic assessments. This, together with a revised briefing process that will make greater reference to the control strategy, should ensure that frontline staff in divisions remain cognisant of the very high priorities of the force as a whole in addition to their own local ones.

Further linkages between the control strategy and the force's HR policy and training, performance management and activity monitoring would also put the force in a stronger position to deal with its priorities. At the present time, although the force has carried out some training in the priority areas of counter-terrorism and child protection, there is no coherent strategy to match resources with the requirements of its control strategy. Nor are processes in place to review systematically the effectiveness of the control strategy or its impact on the wider performance of the force.

Finally, the force is working to consolidate its analytical capacity by recruiting a principal analyst and reviewing the strategy, demand, deployment and support of its current analytical complement. Once appointed the principal analyst will, in the absence of a national training course on the subject, also be responsible for drawing up guidelines on results analysis/evaluation methods.

According to Tayside Police's action plan most, if not all, these improvement actions should be completed by September 2010. The force has usefully established a number of indicators of success for each action, which will help us to examine what progress it has made when we come to do follow-up fieldwork in summer 2010.

### Force self-assessment

The force is taking forward just four areas for improvement following its self-assessment exercise this year, as follows:

- improving the dissemination of key messages to staff throughout the force;
- improving the way in which staff are informed of impending major changes to the organisation;
- adopting a system for prioritising force business, with planning and resource allocation matched to this; and
- making sure that officers and staff are given support and training where and when appropriate.

### Attendance Management

In this report we referred to the importance of training managers so that they are successfully able to manage staff attendance. At the time of the inspection Tayside Police was intending to strengthen the implementation of its policies by enhancing electronic communication, training and guidance for this group. It had also introduced managing attendance as an objective in the personal development records of officers of chief inspector rank and above, and was considering extending this to other management levels.

Another important aspect of managing attendance is understanding when and how specialist services should be called upon. Like Central Scotland Police and the SPSA, Tayside offers staff a first-day triage and occupational health service for those suffering from stress and musculoskeletal conditions. Early intervention of this sort is considered particularly effective when dealing with long-term absence.

Although we say in our report that all forces would benefit from more regular and comprehensive data analysis, Tayside is one of the more proactive in using cost information in management meetings. Nevertheless, we look forward to seeing how it responds to this and other recommendations in early 2011.

## SCOTTISH POLICE SERVICES AUTHORITY

### Background

As we have mentioned in Chapter 1 our remit can extend, at the direction of ministers, to inspecting the Scottish Police Service Authority as a corporate body, or we can inspect its constituent parts. The Authority employs approximately 1,300 staff, around 20% of whom are seconded police officers. Its annual grant in aid allocation from Scottish Ministers is approximately £100m.



SCOTTISH  
POLICE  
SERVICES  
AUTHORITY

### Assessing and managing offenders who present a high risk of harm

Although we have said that we will not comment in this report on what progress individual forces have made towards meeting these recommendations, it is worth drawing brief attention to some of the national work being done by the SPSA.

In respect of the recommendations on information-sharing, Criminal Justice Social Work now has access to some 87 ViSOR terminals across Scotland. Some have become unavailable because they are not used enough, anecdotally in part because of the amount of 'double keying' it requires on the part of social work staff and partly because of sometimes restricted access to the terminals. The SPSA has developed a secure email facility that allows social work users to circumvent the double keying problem. The Authority has also expressed its willingness to help in developing memoranda of understanding for ACPOS and forces on information about serious violent offenders, and to facilitate and maintain information-sharing protocols once these have been agreed to.

### Attendance Management

Since its inception in April 2007, the SPSA has expended considerable effort in formulating its human resource policies. Police staff employees from across the eight forces transferred to the SPSA under the auspices of TUPE 2006<sup>5</sup> employment legislation, which allows individuals to continue to work under the contracted conditions of service of their previous employer. As a consequence, these different circumstances must be considered whenever changes within SPSA are proposed.

While some challenges remain significant progress has been made. For example, the Authority runs an induction process for all new police staff managers on creating a positive working environment. It also offers a first-day triage and occupational health service for stress and musculoskeletal conditions, although as yet it has no stress management policy. Furthermore, preliminary figures suggest that sickness absence rates are lower than those recorded by the eight forces.

<sup>5</sup> *The Transfer of Undertakings (Protection of Employment) Regulations 2006.*

### Organisational self-assessment

The Authority has voluntarily participated in both annual self-assessments. The areas for improvement falling out of the 2009 exercise are as follows:

- improving staff awareness of organisational objectives and results, and their role in achieving them;
- improving the visibility of senior managers;
- improving the management of its training;
- reviewing and enhancing service level agreements with SPSA customers;
- enhancing the personal development review process; and
- improving communication throughout the organisation.

## CHAPTER 3

### LOOKING AHEAD

As we are all aware, public sector spending in Scotland and the UK as a whole is set to decline sharply in the decade ahead. While the exact extent of future budget cuts will depend on the results of the Spending Review in October 2010, it is now certain that they will be deeper than earlier predictions had indicated. This will undoubtedly pose serious challenges for the police service in Scotland. In doing so, it will also provide significant opportunities to transform policing for the future.

In this context we already have a number of pieces of work planned or underway for 2010/11 that were selected through consultation with our stakeholders. Nevertheless, our work plan remains flexible and subject to continual review. This work reflects either the operational priorities of the police service in Scotland or its operational capacity and capability, our standing inspection commitments or joint working with partner organisations:

Scottish Strategic Assessment – very high priorities



- CONTEST Prepare
- Anti-social behaviour
- Major Investigations and Co-ordination Unit (MICDU)

Collaboration, capacity and capability



- Sustainable Policing Model
- Diversity in leadership
- Crime recording standard

HMICS' monitoring commitments



- Police National Computer
- Force self-assessments

Increasing joint scrutiny



- Best value audit/inspections
- Victims' services

### Self-evaluation and follow-up inspections

When Professor Crerar spoke of the responsibility for demonstrating compliance and performance resting with service providers, he saw reliance on self-assessment as the primary scrutiny tool as being very much a medium- to longer-term goal. We would certainly concur with this view. As we enter our third year of self-assessment we continue to develop the maturity and effectiveness of self-evaluation. We consider the process to be fundamental to the wider improvement agenda and will be seeking to ensure that self-evaluation and external scrutiny are complementary.

### Best Value audit/inspections

In our view, the new Best Value audit and inspection regime represents a watershed in terms of strengthening the local authority leg of policing's tripartite governance structure. By working with Audit Scotland we also have the opportunity to share our skills and knowledge in a more streamlined approach to scrutiny. Moreover, our initial impressions following the first two such audit and inspections are that a Best Value approach is highly relevant in the current financial climate, and whilst subject to continual development it should help forces' in the transformation that Scottish policing that will undoubtedly undergo.

Not only is it an entirely new model of joint audit and inspection for both forces and their boards, it is the first time that police boards have been subject to this level of scrutiny. An objective assessment of its effectiveness has been the subject of an independent review by Ipsos-MORI. An interim report on the findings has already allowed us to make a number of revisions to the process prior to the final report being published in late summer 2010.

### Thematic inspections

In a change to previous inspection schedules we reduced the number of thematic inspections that we carried out this year. This has allowed us to undertake more in-depth exercises and gives forces the opportunity to consolidate outstanding work on previous ones. We do not intend to initiate any others in this coming year in addition to the two: one on victims' services, the other on CONTEST Prepare – already underway.

As to our recommendations, this year has seen us shaping these around the outcomes that we want them to achieve, where we can and where it is appropriate, rather than rigidly directing forces towards a single solution. In doing so we will also be cognisant of the extra demands on forces at this time, and look to direct their attention to ways of securing and maintaining service levels as opposed necessarily to improving them.

### Monitoring and improving our activity

In the preceding sections of this report we have described the work that we completed during the year and outlined other exercises that are underway, in accordance with the programme of work described in our corporate plan. The same plan also set out a number of intended areas for improving the way we conduct our business, reflecting our own commitment to continuous improvement.



During the past year we established an Independent Reference Group (IRG). Its members come from a variety of professional backgrounds, including the Scottish Human Rights Commission, Consumer Focus, academia, UK and local government and the police. Their role is to provide advice to HMICS on any aspect of what we do and how we do it, which covers:

- our core inspection activities;
- our work with the Scottish Policing Board and other strategic groups; and
- our internal business planning, future programme and stakeholder relationships.

The IRG met for the first time in April of this year and marked the start of what we hope will prove to be a productive working relationship.

We have also enhanced the way we communicate with forces by producing our first newsletter and assigning HMICS inspection managers as force liaison officers. We also undertook a second internal self-assessment exercise and set up a pilot consultation exercise for stakeholders. All these initiatives are demonstrative of our desire to be more transparent in our activities and to encourage and be receptive to views on what we do. The feedback that we have received to date, will feed in turn our forthcoming programme of work.

In this short chapter we have outlined our programme of activity for 2010 which will support our primary purpose to monitor and improve the police service in Scotland. Looking to the future, we remain receptive to the need to reduce the burden of external scrutiny whilst maintaining confidence that services are being delivered effectively and key outcomes achieved by, for and throughout the police service in Scotland.

## APPENDICES

### APPENDIX 1 – Table of publications

Multi-agency inspection conducted by SWIA, HMICS and HMIP: Assessing and managing offenders who present a high risk of serious harm	
<b>Suggested by</b>	Cabinet Secretary for Justice in 2007
<b>Publication</b>	Report published on 19 June 2009, available at: <a href="http://www.scotland.gov.uk/Publications/2009/06/16141627/0">http://www.scotland.gov.uk/Publications/2009/06/16141627/0</a>
Joint thematic inspection report on the Proceeds of Crime Act 2002	
<b>Suggested by</b>	Director General of SCDEA with the support of the Lord Advocate, ACPOS and COPFS
<b>Publication</b>	Report published on 28 October 2009, available at: <a href="http://www.scotland.gov.uk/Publications/2009/10/26113051/0">http://www.scotland.gov.uk/Publications/2009/10/26113051/0</a>
Summary report: An examination of how the police forces in Scotland manage the very high priorities of the Scottish Strategic Assessment. An individual report on each force was also produced as part of this exercise.	
<b>Suggested by</b>	HMICS
<b>Publication</b>	Reports published on 15 December 2009, available at: <a href="http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403/SAssessment">http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403/SAssessment</a>
Best value audit and inspection of Tayside Police and Tayside Joint Police Board	
<b>Suggested by</b>	Accounts Commission and HMICS
<b>Publication</b>	Report published on 16 December 2009, available at: <a href="http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403/publications/pub2009/BVTayside">http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403/publications/pub2009/BVTayside</a>

Scottish Policing Performance Framework Annual Report 2008-09	
<b>Suggested by</b>	ACPOS, HMICS, Scottish Government, Audit Scotland, Police Convenors and COSLA
<b>Publication</b>	Report published on 20 January 2010, available at: <a href="http://www.scotland.gov.uk/Publications/2010/01/14104924/0">http://www.scotland.gov.uk/Publications/2010/01/14104924/0</a>
Thematic inspection report on attendance management	
<b>Suggested by</b>	HMICS supported by ACPOS
<b>Publication</b>	Report published on 19 February 2010, available at: <a href="http://www.scotland.gov.uk/Publications/2010/02/18132437/0">http://www.scotland.gov.uk/Publications/2010/02/18132437/0</a>
Best value audit and inspection of Northern Constabulary and Northern Joint Police Board	
<b>Suggested by</b>	Accounts Commission and HMICS
<b>Publication</b>	Report published on 7 April 2010, available at: <a href="http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403/publications/pub2010/BVNorthern">http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/local/15403/publications/pub2010/BVNorthern</a>

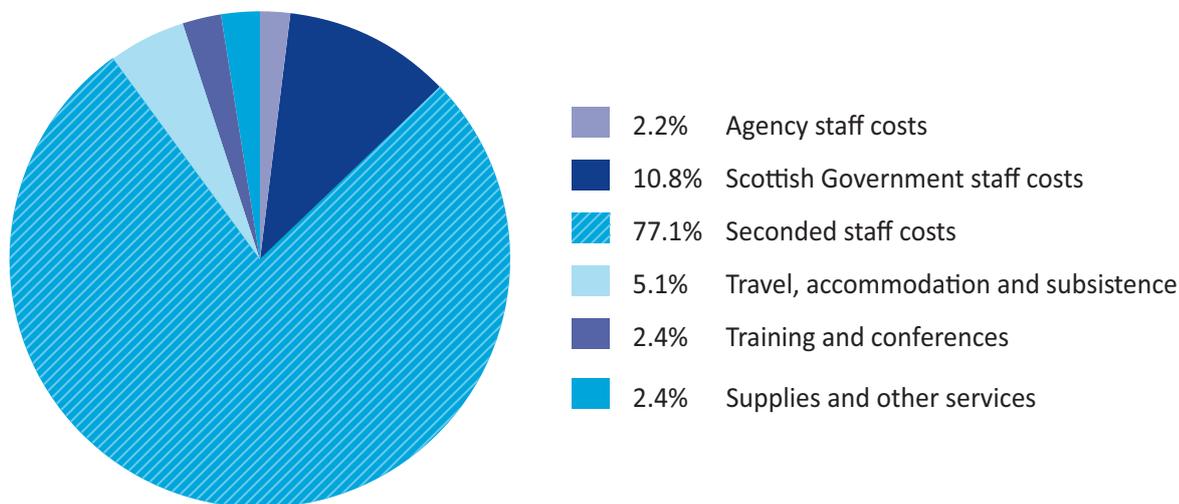
## APPENDIX 2 – Our budget

The Inspectorate is funded entirely by the Scottish Government in respect of staff, accommodation, technology, travel and other expenses. The costs associated with the posts of HM Inspector of Constabulary and permanent support staff are funded directly. The salaries and expenses of seconded police officers and, during this financial year, a seconded member of Audit Scotland staff, are initially paid by the individual's home force or organisation and then reclaimed from our budget.

Seconded staff costs do not include the salaries of officers or support staff attached to us on a short- to medium-term basis for specific inspections or general development. We do, however, pay the travel and subsistence costs for these temporary staff members.

Our budget for 2009/10 was £1.04m. Figure 1 below shows how this was allocated. This year we had an under spend of £0.007m.

**Figure 1: Budget allocation for HMICS, 2009/10**



Our total budget for 2010-11 has decreased by 1.06%, to stand at £1.029m. This includes a 7% reduction in our administrative budget, in line with savings being made across Scottish Government departments.

### **APPENDIX 3 – Awards and commendations**

The honours and awards conferred each year on police officers, support staff and special constabulary, are a reflection of the continued commitment to providing the public in Scotland with the very best police service possible. In 2009/10, Her Majesty bestowed the following honours on members of the service in recognition of their exceptional service:

#### **QUEEN'S BIRTHDAY HONOURS 2009**

##### **Queen's Police Medal (QPM)**

Special Constable (retired) Frank Burnett, Tayside Police  
Assistant Chief Constable Allan Lindsay Burnett (retired), Fife Police.

#### **QUEEN'S NEW YEAR HONOURS 2010**

##### **Member of the Order of the British Empire (MBE)**

Gerry Akroyd, Skye Mountain Rescue (nominated by Police Division)  
Dr Kranti Hiremath, Force Medical Examiner, Fife Police – awarded Honorary Honour and then made substantial in June 2010 after she became British Citizen.

##### **Queen's Police Medal (QPM)**

Ms Maureen Brown, formerly Assistant Chief Constable, Central Scotland Police.  
Iain Clark Howie, Constable, Dumfries and Galloway Constabulary.  
Gordon Meldrum, Director-general, Scottish Crime and Drug Enforcement Agency.

## APPENDIX 4 – Statistical information

On an annual basis we collate statistical data from forces which we then publish on our website. Last year, to prevent the unnecessary replication of this information, we dispensed with a large number of statistical tables in our annual report. Instead, we now provide electronic links and web addresses to guide readers to this information.

### 1. HMICS Scottish police service statistics from 2009/10, which includes the following information for the eight Scottish forces:

- staffing levels and profiles;
- community relations data;
- drugs arrests and seizures;
- firearms operations; and
- 999 calls.

While the statistics for 2009/10 are currently not available, they will be published on our website at the address below:

<http://www.scotland.gov.uk/Topics/Justice/public-Safety/Police/local/15403/Statistical>

### 2. Public performance reports of the Scottish forces and Scottish Police Services Authority (SPSA)

Comprehensive performance reports for the year ending 31 March are published by each force and the SPSA, and can be found at the following web pages:

Central Scotland Police

[http://www.centuralscotland.police.uk/about/exec/docs/csp\\_annualreport\\_0910.pdf](http://www.centuralscotland.police.uk/about/exec/docs/csp_annualreport_0910.pdf)

Dumfries and Galloway Constabulary

<http://www.dumfriesandgalloway.police.uk/aboutUs/ourDocs/perform/quadrant/24.pdf>

Fife Constabulary

[http://www.fife.police.uk/PDF/annualreport2009\\_10.pdf](http://www.fife.police.uk/PDF/annualreport2009_10.pdf)

Grampian Police

<http://www.grampian.police.uk/Pdf/Annual%20%20Q4%20Report%20to%20JPB%20Q4%202009-10%20Final%20Version.pdf>

Lothian and Borders Police

[http://www.lbp.police.uk/publications/2010/Annual\\_Report\\_V19\\_FINAL.pdf](http://www.lbp.police.uk/publications/2010/Annual_Report_V19_FINAL.pdf)

Northern Constabulary

<http://www.northern.police.uk/Publications/publications.html>

Strathclyde Police

[http://www.strathclyde.police.uk/getFile.asp?FC\\_ID=5955&docID=583](http://www.strathclyde.police.uk/getFile.asp?FC_ID=5955&docID=583)

Tayside Police

<http://www.tayside.police.uk/forcepub/annualreport2009-2010.pdf>

Scottish Police Services Authority (SPSA)

[http://www.spsa.police.uk/foi/classes\\_information/corporate\\_and\\_organisational\\_annual\\_reports](http://www.spsa.police.uk/foi/classes_information/corporate_and_organisational_annual_reports)

### **3. Statement of police grant earning expenditure and income for financial year ended 31 March 2010**

The Scottish Government Police and Community Safety Directorate collates financial information on police grant earning expenditure and income for the police service in Scotland. While the information for the year 2009/10 is not currently available, any enquiries should be directed to:

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Community Safety Directorate

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