
HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+ Inspection Programme

Inspection of Dumfries and Galloway Division

May 2016





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HM Inspector of Constabulary in Scotland

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

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

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require to enable us to carry out our functions.
- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where our report identifies that the SPA or Police Scotland is not efficient or effective (or best value not secured), or will, unless remedial measures are taken, cease to be efficient or effective, Scottish Ministers may direct the SPA to take such measures as may be required. The SPA must comply with any direction given.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

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

This Local Policing+ inspection was undertaken by HMICS in terms of Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and laid before the Scottish Parliament in terms of Section 79(3) of the Act.

¹ Chapter 11, Police and Fire Reform (Scotland) Act 2012.

² HMICS, [Corporate Strategy 2014-17](#) (2014).

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Our inspection

This inspection, which forms part of our published scrutiny programme,³ is the fourth in our Local Policing+ inspection programme and follows on from our inspection of Edinburgh Division. This inspection aims to **assess the state, effectiveness and efficiency of local policing in Dumfries and Galloway Division**.

Effective local policing is fundamental to the success of Scottish policing. It is the part of policing that interacts with the public on a daily basis and is essential in building good relations with persons, localities and communities in Scotland.⁴ Strong local relationships strengthen the legitimacy of Police Scotland to carry out its function and support communities to improve their safety and well-being. Effective local scrutiny and engagement are also essential to the success of policing, through the identification and agreement of local priorities and holding the local commander to account for their delivery.

Localism was reflected in the three objectives of police reform: (i) to protect and improve local services; (ii) to create more equal access to specialist support and national capacity; and (iii) to strengthen the connection between police services and communities.⁵ We have therefore taken the opportunity during this inspection to comment on the extent to which these reform objectives are being achieved.

Inspections of police divisions are based on our framework which ensures a consistent and objective approach to our work. This framework considers six overarching themes:

- Outcomes
- Leadership and governance
- Planning and process
- People
- Resources
- Partnerships



The framework is supplemented by our on-going scrutiny risk assessment to identify issues relevant to the local division or which are of particular national importance. This allows each inspection to focus on specific issues that are topical at that point in time or are particularly relevant to the local area.


Supplementing this approach is the + element of our programme. This gives us the opportunity to conduct an in depth examination of specific themes or subjects through the lens of local policing and comment on their state, efficiency and effectiveness, both locally and nationally.

On this occasion, we opted to assess in greater detail the division's management of cross-boundary crime. The reason for this is because of the division's location in terms of its boundary with England and Northern Ireland; the extensive rural nature of the division; and

³ HMICS, [Scrutiny Plan 2014-15](#) (2014).

⁴ Policing principles, section 23(a) Police and Fire Reform (Scotland) Act 2012.

⁵ Scottish Parliament, *Police and Fire Reform (Scotland) Bill: Policy Memorandum* (2012).



the significant road network passing through the division. This provided an opportunity to consider a number of issues including cross-boundary intelligence sharing and joint initiatives. We have reported our findings in relation to cross-boundary crime under the 'partnerships' section of this report.

During our inspections of each local policing division in Scotland, we will take the opportunity to inspect police custody facilities located in that division. On this occasion we have inspected the primary custody facilities at Dumfries and Stranraer, as well as visiting all eight ancillary custody centres across the division. These regular inspections of custody follow on from our thematic inspection of police custody arrangements in Scotland, published in 2014, and contribute to the United Kingdom's response to its international obligations under the Optional Protocol to the United Nations Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT). We have reported our findings at Part 2 of this report.

We carried out our inspection between November 2015 and February 2016. We sought evidence from a range of sources including surveys of stakeholders and councillors involved in local scrutiny of policing; a review of data, strategies, policies and procedures; and observation of divisional processes and meetings, including those done in partnership with other agencies. We also conducted over 60 interviews and focus groups and for the first time an internet-based local policing public survey, which helped our evidence gathering and perception scanning. Further details of our methodology can be found at Appendix 1. The performance data cited in this report was the data available at the time of our inspection, but it should be noted that performance may have fluctuated since our inspection took place.

As a consequence of our inspection, Police Scotland will be asked to incorporate our recommendations into its own improvement processes and disseminate relevant good practice across Scotland to promote continuous improvement. We will monitor progress and publish our findings as part of our annual reporting process.

HMICS wishes to thank Divisional Commander Chief Superintendent Mike Leslie, the officers and staff of Dumfries and Galloway Division, Council Members and Officers and the people of Dumfries and Galloway for their support and co-operation during our inspection.

Our local policing inspection team was led by Frank Gallop, the inspection of cross-boundary policing was led by Brian Plastow and custody was led by Laura Paton. They were supported by Tina Yule, Justine Menzies, Jo Drapper and Dennis Hunter. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie.

It is my assessment that local policing in Dumfries and Galloway division is efficient and effective. I make a number of recommendations that if implemented will enhance its efficiency and effectiveness.

Derek Penman QPM

HM Inspector of Constabulary in Scotland

May 2016



Part 1 – Inspection of local policing in Dumfries and Galloway Division

Key findings

Outcomes

- Crime rates per 10,000 of population in Dumfries and Galloway Division are among the lowest in Scotland.
- Dumfries and Galloway Division has the highest detection rates of all divisions in Scotland.
- The division has made positive progress in most of its local policing plan objectives and is delivering on all local policing plan promises.
- With the exception of a small reduction in serious violence, the division recorded increases in all categories of crime between April and December 2015 although the long-term trend remains downward.
- Between April and December 2015, the division recorded a 30.9% reduction in the number of people killed or seriously injured on the roads.
- Dumfries and Galloway is the only local policing division in Scotland to have recorded a reduction in complaints about the police.

Leadership and governance

- Local stakeholders regard the post of divisional commander as a key public sector leader.
- Local commanders engage with officers and staff through a range of formal and informal meetings, promoting the generation of ideas, identification of local issues, identifying and praising good work.
- The small size of the division supports visibility and openness between leaders and staff.
- Senior leaders are not recording working time.
- The division has good working relationships with local elected representatives.
- A consensus exists between stakeholders and the division that there are strong relationships between police and communities in Dumfries and Galloway, which the division has sought to maintain and develop.
- The division's use of social media provides local communities with up to date information about current incidents, which helps to reduce calls to police service centres.

Planning and process

- The closure of the local control room has presented some challenges to local policing with a number of functions being transferred to local resources.
- The division has effective arrangements to meet demand associated with pre-planned events and receives support from regional and national resources.
- The provision of specialist support to the division from regional and central resources is perceived by some to overlook local skills.
- The virtual operations support team is an example of good practice in communicating effectively with the public during major emergencies.
- The division has a co-ordinated approach to managing violent offenders using a locally generated 'check-list' of interventions to reduce risk of further harm to victims.

- Dumfries and Galloway Division has used opportunities presented by the creation of Police Scotland to adopt good practice identified in other divisions.
- The inclusion of the chair of the local Police, Fire and Rescue Scrutiny Sub-committee as a member of the divisional Continuous Improvement Group enhances local scrutiny and is an example of effective practice.

People

- Police Scotland has embarked upon a programme of measures to address the key findings from the staff opinion survey.
- Officers, staff and communities in Dumfries and Galloway have a strong sense of local identity with a willingness to support each other in their roles and communities.
- The division could improve its approach to equalities through the introduction of a local delivery plan.
- The division has worked well to address hate crime, having the highest detection rate in Scotland.

Resources

- The rural nature and geographic size of the division present significant challenges in meeting community expectations.
- Regionalisation and centralisation of some policing functions has affected flexibility to address local issues.
- National reorganisation and reductions in support staff locally are having a significant impact on their morale and the efficiency of support to the local division.
- Police Scotland is supporting the division to improve local recruitment of special constables.
- The division's estate is in good order and discussions are underway to identify potential sites for locally integrated public services.

Partnerships

- The police in Dumfries and Galloway are making an effective contribution to partnership working and the achievement of better outcomes for local communities.
- The division works in partnership with the local authority Community Safety Team and is exploring opportunities to develop this service by the direct deployment of wardens to some incidents of antisocial behaviour.
- Five dedicated school campus officers and community policing teams work with local schools to promote the safety and well-being of young people through initiatives such as 'Small World' and 'Big World', which are examples of good practice.
- Gradual changes to the role of school campus officers presents a risk to the overall effectiveness of their role.
- Police Scotland and Dumfries and Galloway Division are committed to keeping rural communities safe through their support for initiatives such as Rural Watch and Farm Watch.
- There is strong and effective leadership within Dumfries and Galloway Division in relation to the management of cross-boundary crime. There are established and effective relationships within Police Scotland, and with other UK forces and partner agencies. There is evidence of the effective management of intelligence and co-ordinated preventive activity, and there have been some notable successes in terms of enforcement activity.

Recommendations

Recommendation 1

The Scottish Police Authority and Police Scotland should complete their planned review of scenes of crime examination call out processes at the earliest opportunity to ensure that the service provided focuses on the needs of victims. (Paragraph 146)

Recommendation 2

Police Scotland should review the sustainability of its specialist support operating model. This should include consideration of where specialist resources should be geographically located to support demand and also identification of which specialist skills could better be delivered within local policing divisions. (Paragraph 152)

Recommendation 3

Police Scotland should review the resourcing of outstanding corporate reviews and expedite their implementation. (Paragraph 155)

Recommendation 4

Police Scotland should ensure that professional leadership, support, process standardisation and development pathways are in place for each corporate function centrally, even if management is local. It should also ensure that local support functions work effectively together as a virtual unit to ensure that local divisions receive the required level of flexibility. (Paragraph 160)

Improvement actions

Improvement action 1

The divisional commander should develop a local diversity delivery plan to illustrate how local actions are contributing to the achievement of local and national diversity outcomes. (Paragraph 128)

Improvement action 2

The divisional commander should introduce formal arrangements to monitor the impact that commuting long distances is having on individuals. (Paragraph 138)

Improvement action 3

The divisional commander should develop a more co-ordinated approach to the deployment of special constables in the division to identify times and locations that would benefit from the additional support that special constables can provide to local policing. (Paragraph 168)

Improvement action 4

The divisional commander should engage with C3 Division to reach agreement on a workable solution that allows the control room to communicate with and despatch Dumfries and Galloway Community Safety Team wardens to deal with incidents of antisocial behaviour and disorder. (Paragraph 181)

Improvement action 5

The divisional commander should introduce monitoring arrangements to ensure that changes to operating procedures do not adversely affect the effectiveness of the role of school campus officers. (Paragraph 185)

Key findings and recommendations relating to our inspection of custody centres in Dumfries and Galloway can be found at pages 68 and 69.

Effective practice

- The Mature Driver Scheme is an example of effective practice in promoting road safety and supporting older people to lead an active and independent life. (Paragraph 32)
- The use of a Virtual Operational Support Team to communicate 'live-time' information for the public during emergency situations is an example of effective practice. (Paragraph 86)
- The violent offender database is an example of effective practice in the management of violent offenders and helps in keeping people safe. (Paragraph 100)
- The decision to invite the convenor of the Police, Fire and Rescue Scrutiny Subcommittee to become a member of the division's Continuous Improvement Group is an example of effective practice in promoting local accountability and taking policing closer to communities. (Paragraph 104)
- The use of special constables in initiatives that make best use of the skills they bring helps to enhance the service provided by local policing. (Paragraph 167)
- The schools initiatives 'Little World', 'Big World' and 'Do the Right Thing' help build relationships between the police and young people and assist in keeping young people safe in Dumfries and Galloway. (Paragraph 187)

Context

Police Scotland

1. Police Scotland was formally established on 1 April 2013 and is responsible for policing across Scotland.
2. Police Scotland is led by Chief Constable Philip Gormley QPM and at the time of our inspection comprised 17,263⁶ full-time equivalent police officers, 5,520 police staff⁷ and 841⁸ special constables. The Chief Constable is supported by a command team of three Deputy Chief Constables, seven Assistant Chief Constables and five Directors of Services.
3. The Chief Constable is responsible, and must account to the Scottish Police Authority, for the policing of Scotland.⁹
4. Police Scotland's statutory purpose is to improve the safety and well-being of persons, localities and communities in Scotland¹⁰ and is summarised through the strategic focus on Keeping People Safe.
5. Police Scotland's priorities are outlined in its Annual Police Plan.¹¹ These are aligned to the strategic police priorities set by the Scottish Government and the strategic objectives outlined by the SPA in its three year plan.¹²
6. Local policing is led by a Deputy Chief Constable (DCC) and three Assistant Chief Constables (ACC) who are responsible for the local policing divisions within the North, East and West regions of Scotland. A fourth ACC is responsible for the national functions of custody, criminal justice and call handling, which all support local policing.
7. Currently there are 13 local policing divisions across Scotland, each headed by a Local Police Commander, at Chief Superintendent rank, who has a defined statutory role to ensure that local policing in each area is responsive, accountable and tailored to meet local needs. The divisions are further divided into 32 local policing areas, which mirror all local authorities across Scotland. Local commanders must prepare and submit a local police plan to the relevant local authority for approval.
8. Alongside the local policing divisions, there are two specialist divisions. These are Specialist Crime Division, providing specialist investigative and intelligence functions; and Operational Support Division, providing specialist functions such as road policing and armed policing.

⁶ Police Scotland, *Officer Quarterly Strength Statistics*, 31 December 2015.

⁷ Police Scotland, *Human Resources Performance Report*, December 2015.

⁸ Source: Police Scotland – Special Constable establishment at 5 February 2016.

⁹ Section 17(1), Police and Fire Reform (Scotland) Act 2012.

¹⁰ Section 32(a), Police and Fire Reform (Scotland) Act 2012.

¹¹ Police Scotland, *Annual Police Plan 2015/16*.

¹² SPA, *Strategic Police Plan*.

Dumfries and Galloway Division

9. The boundaries of the division match those of Dumfries and Galloway Council (the council). It is bordered by Ayrshire Division to the north; Lothian and Borders Division to the west; and Cumbria Constabulary to the south. There are also links to Northern Ireland via the ferry terminal at Cairnryan. Covering an area of around 6,400 square kilometres, it is the third largest council by area in Scotland. The population is around 150,000 with an overall population density of about 60 people per square mile compared with the Scottish average of 168. The largest town is Dumfries with a population of 31,600 followed by Stranraer (10,800) and Annan (8,300). All other settlements have populations of 4,500 or less.
10. The proportion of the population aged 16 to 29 years is 14.6%, which is smaller than the national average of 18.3%. By contrast, the proportion of the population aged 60 and over is 31.1% which is larger than the national average of 24.0%. The overall population is expected to decrease¹³ in the next 20 years which will result in a growing population aged 60 years and over and a decrease in the population under 60.
11. There are two major trunk roads connecting the region with the rest of the UK; the M74 and A75. These carry significant numbers of vehicles through the area. Whilst the vast majority of motorists present few problems, the road network is a major factor in affecting local priorities as a result of road traffic collisions and offences and the use of the roads by criminals.
12. The local economy is primarily based on agriculture and forestry with a range of light industries and tourism making significant contributions. In terms of economic well-being, the area has some affluent areas and some economically deprived areas but most areas sit close to the national average.¹⁴
13. The council comprises five locality areas: Annandale and Eskdale; Dumfries and Lower Nithsdale; Mid and Upper Nithsdale; Stewartry; and Wigtown. Local policing services are delivered from 17 operating bases across the council area. These are organised around two territorial areas (Dumfriesshire and Galloway) each headed by a Chief Inspector as an Area Commander. With 371 officers, the division is the smallest in Police Scotland. This, combined with the large geographical spread, presents different policing challenges compared to many other urban and rural areas.

¹³ National Records of Scotland, [Population Projections for Scottish Areas \(2014-based\)](#) (2015).

¹⁴ Scottish Index of Multiple Deprivation, [Local Authority Summary - Dumfries and Galloway](#), (2012).

Outcomes

Key findings

- Crime rates per 10,000 of population in Dumfries and Galloway Division are among the lowest in Scotland.
- Dumfries and Galloway Division has the highest detection rates of all divisions in Scotland.
- The division has made positive progress in most of its local policing plan objectives and is delivering on all local policing plan promises.
- With the exception of a small reduction in serious violence, the division recorded increases in all categories of crime between April and December 2015 although the long-term trend remains downward.
- Between April and December 2015, the division recorded a 30.9% reduction in the number of people killed or seriously injured on the roads.
- Dumfries and Galloway is the only local policing division in Scotland to have recorded a reduction in complaints about the police.

Results

14. A key outcome for local policing is to ensure its communities are safe from crime, disorder and danger.¹⁵ We have examined available management information and performance reports¹⁶ for the period April to December 2014 and the same period in 2015, with specific focus on how the division is performing in terms of reducing crime across Groups 1 to 5.¹⁷
15. The following table provides detail of recorded crime within Dumfries and Galloway Division in 2014-15 and 2015-16, with comparisons against the Scottish average.

¹⁵ Scottish Government, *National Outcomes* (2007).

¹⁶ A range of data sources has been used in the compilation of this report. Police Scotland Management Information for the year 1 April 2014 to 31 March 2015. These are not official statistics, but provide useful indicators of current trends in performance and can be accessed via the Police Scotland [website](#). We have also used official National Statistics on recorded crime published by the [Scottish Government](#).

¹⁷ Detail of how crime is grouped and classified is contained within Appendix 2.

Table 1 – Crimes and offences April to December 2014-15 and 2015-16¹⁸

Crimes	Dumfries and Galloway Division				Scotland
	2014-15	2015-16	Total Change	% Change	% Change
Group 1	99	97	-2	-2.0	5.0
Group 2	204	267	63	30.9	7.8
Group 3	1,425	1,590	165	11.6	-7.9
Group 4	714	1,019	305	42.7	5.1
Total Groups 1 to 4	2,442	2,973	531	21.7	-3.3
Group 5	1,114	1,407	293	26.3	-0.3
Total Groups 1 to 5	3,556	4,380	824	23.2	-2.6
Group 6	2,718	3,453	735	27.0	-5.9
Group 7	8,150	8,464	314	3.9	-14.3

16. With the exception of a small reduction in serious violence, the division recorded increases in all categories of crime between April and December 2015. There were 531 (21.7%) more crimes involving victims¹⁹ when compared to the previous year. This compares to a 3.3% reduction in these crimes recorded nationally. The division has recorded an increase in crimes that are regarded as proactive,²⁰ where there is typically no victim and the police deal directly with the offender (e.g. drugs supply and possession of offensive weapons). Crimes of this nature are usually regarded as a positive indicator of police activity. The 26.3% increase in Dumfries and Galloway compares with a 0.3% decrease nationally.
17. The division recorded a slight decrease in serious violent crime (Group 1), but rises in minor assaults and disorder (Group 6). There were two fewer violent crimes, a fall of 2.0%, which compares to a 5.0% increase nationally. There was a 27.0% increase in Group 6 offences compared to a 5.9% reduction nationally. There were 63 more sexual offences within the division, a rise of 30.9% compared to a national rise of 7.8%. The number of sexual offences increased from 204 to 267 (30.9%). This is higher than the 7.8% rise nationally and is attributed locally to 'empowered victims with increased confidence to report crimes' and 'multiple offences committed by individual offenders.'²¹ 70 of the offences recorded were committed at least 12 months prior to being reported. Group 3 offences rose by 165 (11.6%) in contrast with a 7.9% reduction nationally. This included a 26.9% increase in shoplifting and 18.9% increase in all classes of housebreaking within the division. Group 4 offences increased by 42.7% in contrast with a 5.1% increase nationally.
18. Whilst there may have been a rise in crime during 2015, Dumfries and Galloway Division continues to have one of the lowest rates of crimes per 10,000 of population in Scotland.²² The performance of the division in comparison with other police divisions is illustrated in Chart 1.

¹⁸ Police Scotland, *Management Information 2015/16*.

¹⁹ These are classified as Group 1 to 4 crimes.

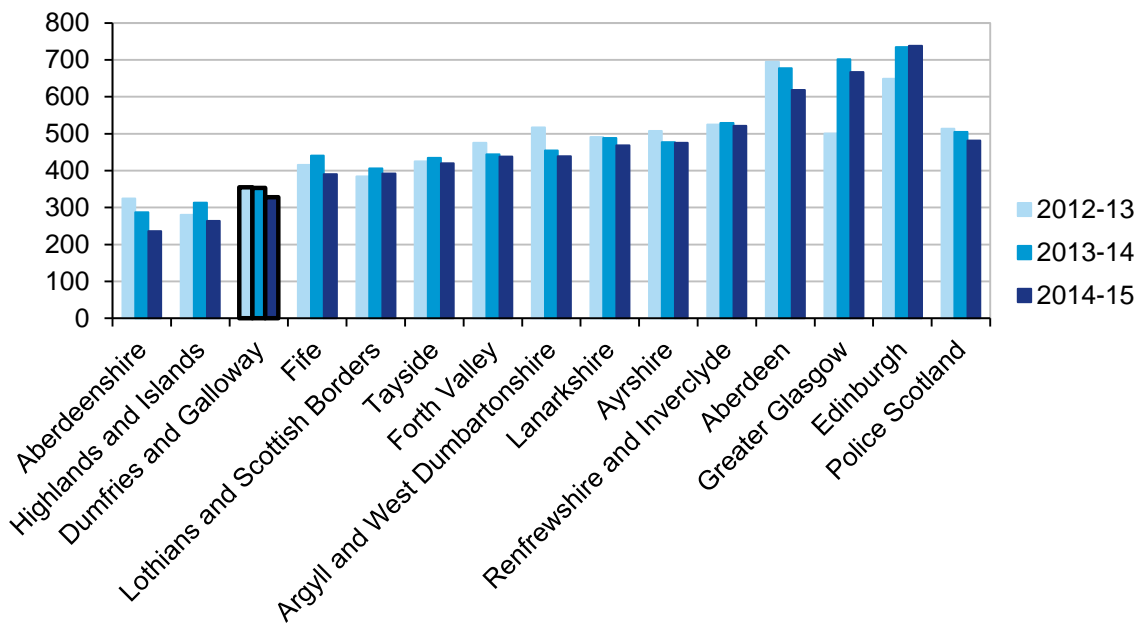
²⁰ These are classified as Group 5 crimes.

²¹ Police Scotland Dumfries and Galloway Local Plan Six-month Performance Report Update - *Minutes of Dumfries and Galloway Police, Fire and Rescue Sub-Committee 10:30am Thursday 10 December 2015*.

²² Full details of Crimes & offences per 10,000 population is included in Table A at Appendix 3.

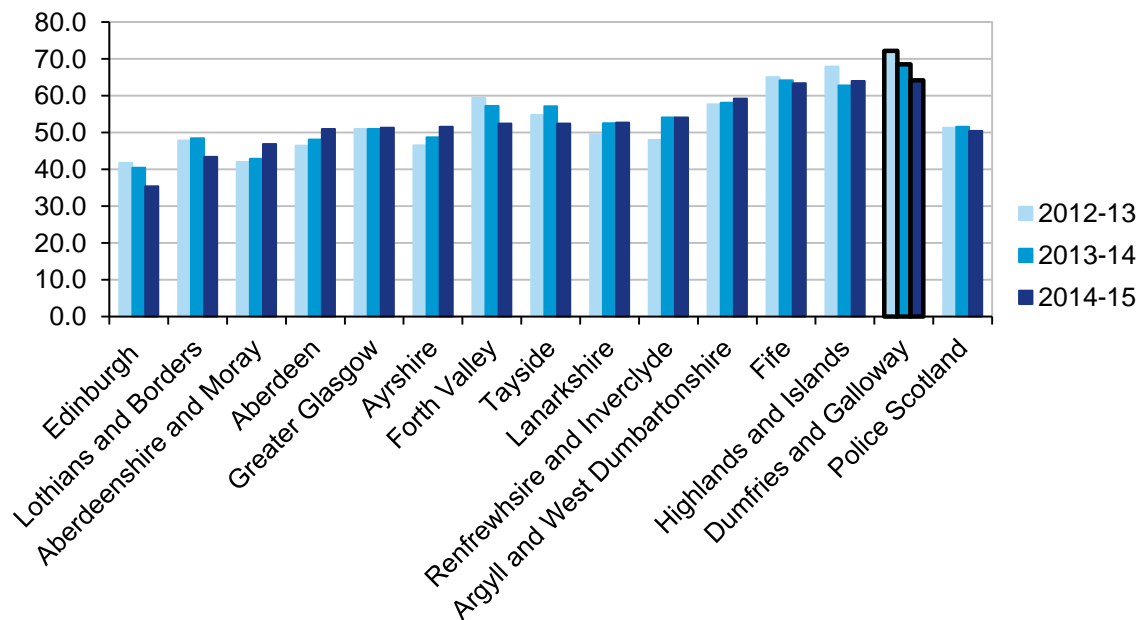


Chart 1 – Crimes per 10,000 population by division²³



- Dumfries and Galloway Division has consistently achieved some of the highest crime detection rates in Scotland. For the period April to December 2015, the detection rate was 63.6% compared to 65.4% the previous period. Whilst this is still one of the highest achieved in Scotland²⁴ the rate has been declining in recent years since it peaked at 72.2% at the end of 2012-13. The performance of Dumfries and Galloway in comparison with other divisions is shown in Chart 2.

Chart 2 – Detection rates for Group 1 to 5 offences by division²⁵



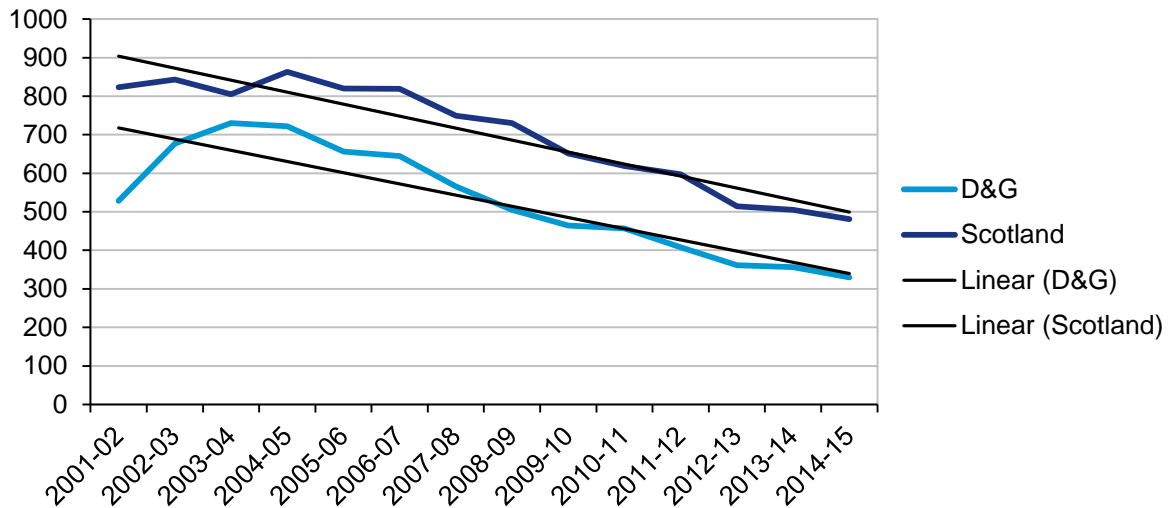
²³ Source: Police Scotland.

²⁴ Full details of the division's performance in all crime categories for 2013-14 to 2014-15, with comparisons against the Scottish average, are included in Table B at Appendix 3.

²⁵ Source: Police Scotland.

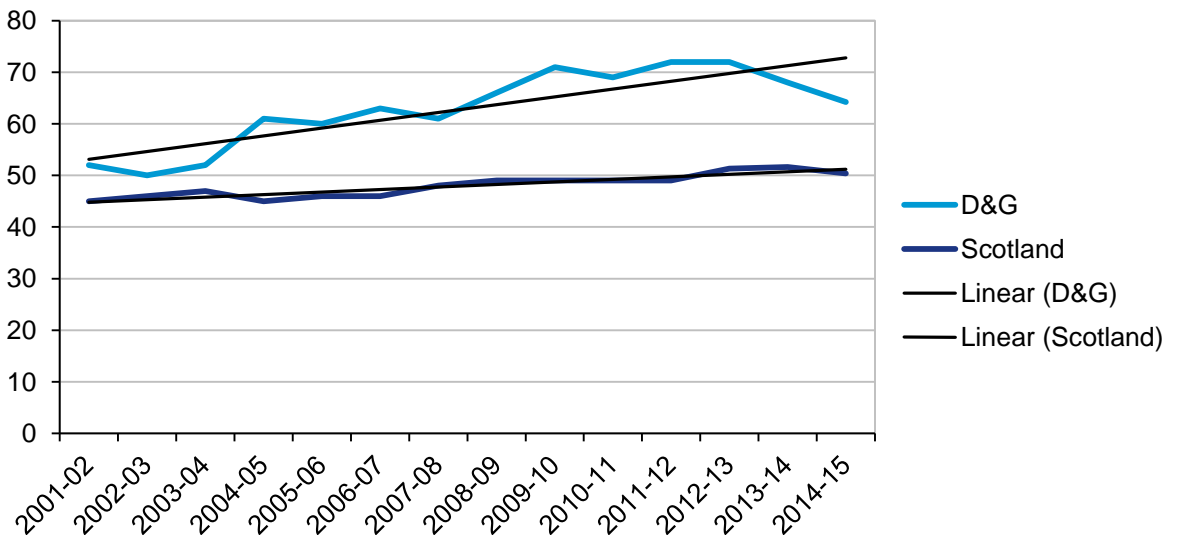
20. A key aim of police reform is to *protect and improve services* and an indicator of success is reducing crime and disorder and improving detection rates. Dumfries and Galloway has experienced rises in crime during 2015, however, as illustrated by Chart 3, the overall trend has been downward for the past 15 years.

Chart 3 – Group 1 to 5 crimes per 10,000 population²⁶



21. Chart 4 plots the detection rates in Dumfries and Galloway with the Scottish average over the past fifteen years. This highlights that the detection rates in the division have consistently been much higher than the national average. There has however been a decline in recent years.

Chart 4 – Detection rates for Group 1 to 5 crimes²⁷



²⁶ Scottish Government: Crime and Justice Statistics 2001-2015.


²⁷ Scottish Government: Crime and Justice Statistics 2001-2015.

22. The trends in Dumfries and Galloway have mirrored the long-term trend of decreasing crime and rising detection rates in Scotland. However, more recently there have been signs that these positive national trends may be slowing or reversing in Dumfries and Galloway. The area is of course still among the safest places in Scotland and the likelihood of offenders being brought to justice is far greater here than in most other areas. The factors that may be influencing recent changes in trends will be considered further throughout this report.

Local priorities

23. In its Local Policing Plan 2014-17, Dumfries and Galloway Division has identified five high level priorities: (i) roads safety; (ii) antisocial behaviour, including alcohol related violence; (iii) substance misuse; (iv) crime; and (v) public protection. Each priority has three specific objectives and three promises against which progress can be assessed. Performance against these objectives for the period April to December 2015 is detailed at Appendix 4.
24. We have previously highlighted the importance of setting measures against which progress in achieving local objectives can be reported.²⁸ Out of 30 objectives and promises, the division is achieving in 25 areas. Most notable successes are that the division is delivering all the promises made in the plan and is achieving reductions in hate crime (paragraph 127) and road casualties (paragraph 30). There are four areas where there are no specific measures. These relate to alcohol-related crimes (indicators for which are being developed by Police Scotland and are expected to be available for use in local policing plans by 2017). The division was not achieving in five areas. These relate to rises in common assault, antisocial behaviour, acquisitive crime and youth offending.
25. The 11.6% rise in crimes of dishonesty is attributed to increases in housebreaking and shoplifting. Between April and December 2015, there were 37 more reports of housebreaking and 76 more reports of shoplifting, when compared to the previous year. Many of these crimes have been identified as having been committed by persons from outside the division. The division has adopted a range of responses to address these issues including:
- A robust approach to investigation, which includes the review of all crimes at the daily and weekly tasking and performance meetings (paragraph 64).
 - Crime prevention surveys and advice on request for businesses and individuals and for all victims of crimes of dishonesty.
 - A Radio-link scheme has been developed to include local businesses that links directly to CCTV operators (paragraph 192).
 - A 'text alert scheme' circulates information about incidents to key partners across the region who are able to act as additional 'eyes and ears' to report suspicious activity, vehicles or persons and increase the chances of detecting offenders.
 - A Farm Watch Scheme, similar to text alert, provides information to farms specific to incidents linked to agriculture.
 - A partnership approach to the media providing reporting about incidents and successes.
26. This approach has assisted in the achievement of some success in tackling these 'cross-boundary crime' issues, including the arrests of groups from Durham and

²⁸ HMICS, Local Policing + Inspection Programme, Inspections of [Aberdeen City](#) and [Edinburgh](#) Divisions (2015).



Wolverhampton. This has contributed to improved detection rates for Group 3 offences, which have risen from 45.5% to 46.6% between April and December 2014-15 compared to the same period the previous year and are well above the national average of 37.7%. Cross-boundary crime has been the subject of the + element of this inspection and is covered in more detail in the partnerships section of this report (from paragraph 194).

27. The number of complaints of disorder decreased slightly by 32 from 3,747 to 3,714 (0.9%), but the number of antisocial behaviour incidents increased by 460 from 4,757 to 5,217 (9.7%). This is in contrast to downward trends nationally. In addition, the division has experienced a significant rise in Group 4 offences. There were 305 (42.7%) more crimes rising from 714 in 2014 to 1,019 in 2015. Group 4 crimes include vandalism and other offences more commonly associated with antisocial behaviour and disorder and offending by young people.
28. The division has identified that the rise in these types of incidents and crimes has coincided with a significant increase in the number of youth offending referrals received by the Youth Justice Team in 2015. By the end of December 2015, the number of referrals rose from 677 to 995 (47.0%) when compared to the previous year. The division commissioned a review of processes, which concluded that a combination of factors have had an impact on the effectiveness of the area's response to youth offending.
29. The report identified that the partners involved in the administration and delivery of processes had several vacant posts and some long-term sickness absences. These issues coincided with the emergence of small numbers of problematic offenders in different locations at the same time. Analysis identified that a number of these individuals had been the subject of multiple referrals to the youth justice team. This would lend some support to the view that a rise in offending at the same time as staff shortages affected the effectiveness of interventions to prevent re-offending. A number of interventions had been put in place to address the issues identified, which were expected to reverse what is seen locally as a spike in performance as opposed to a negative trend. We note these developments and look forward to seeing a reversal in direction of levels of crime and disorder in the division.
30. Road casualty reduction is another key priority in the local policing plan. Between April and December 2015, the division recorded a 30.9% reduction in the number of people killed or seriously injured on the roads. Incidents are monitored on a daily basis and collision statistics are analysed to identify trends or hot spots. These are considered by key partners in the Road Safety and Safety Camera Partnerships, which identify appropriate interventions to reduce the number of road deaths and injuries. For example, analysis of collision statistics identified a rise in the number of injury crashes involving older persons. This is particularly relevant in Dumfries and Galloway where the proportion of older people in the population is larger by comparison to many other areas in Scotland.
31. To address this, the partnership has introduced a Mature Driver Scheme, offered free of charge, throughout the region. The voluntary scheme is co-ordinated by the NHS and aims to give people over the age of 70 the guidance and support they may need to keep driving safely for longer. The scheme consists of a driver evaluation with a local driver instructor. Feedback is given throughout the assessment and written advice and recommendations are provided at the end. On completion of the session further advice is available at information sessions with relevant professionals where the driver can obtain advice on health and safety topics relative to maintaining their ability to drive.

32. The evaluation with a professional driver can allow for faults to be corrected and driving ability raised to a safer standard and assists participants to decide if it is still safe to drive. The scheme is still in its infancy and has yet to be evaluated, but over 100 individuals have already taken part and early feedback has been positive. **We consider this scheme to be an example of effective practice in promoting road safety and supporting older people to lead an active and independent life.**
33. The division also engages with young people through local community and schools campus officers (paragraph 184) using initiatives such as 'Safe Drive Stay Alive' to raise awareness of road safety. We welcome these approaches as a means of making roads safer.

Public confidence and satisfaction

34. Levels of public confidence and satisfaction provide indicators of the quality of service provided by police officers and police staff. There is only one current method to gather this information, which was introduced by Police Scotland in 2013. Table 2 highlights that overall rates of confidence and satisfaction have declined and are below the national average.

Table 2 – Public confidence and satisfaction April to December 2014-15 and 2015-16

Confidence and satisfaction	Dumfries and Galloway		Scotland	
	2014-15	2015-16	2014-15	2015-16
Overall level of confidence %	80.0	69.2	78.9	77.3
Overall level of satisfaction %	84.4	80.3	83.2	80.8

35. The division has sought to identify reasons for the decline in rates of confidence and satisfaction by contacting individuals who have expressed concerns about the quality of service they have received (paragraph 105). The division has not identified any obvious reasons for the decline. While there has also been a decline in confidence and satisfaction rates nationally, the decline in Dumfries and Galloway has been greater. We believe there are a number of possible factors locally including the high expectations of the service in the region (paragraph 133), and/or a response to increases in crime and disorder reported during 2015, or a reaction to issues such as the closure of the former area control room (paragraph 77), or are reflective of wider issues such as negative media reporting. The division has also identified issues with the methodology used to gather data, which is dependent on the ability of individuals conducting the survey. We have expressed concerns previously about the national process to measure and report on levels of public confidence and satisfaction and understand that these are now the subject of review by Police Scotland. We welcome these developments and look forward to the outcome.

Complaints about the police

36. The number of complaints about police officer and staff conduct and the quality of service provide further indicators of public satisfaction and confidence in policing. Overall responsibility for monitoring and scrutinising the complaints process nationally rests with the SPA, through its Complaints and Conduct Committee.²⁹ Complaints data is also routinely monitored within Police Scotland at divisional and national level.

²⁹ Copies of these reports are available on the SPA website, [Complaints and Conduct Committee meetings](#).

37. Complaints which relate specifically to the conduct of officers are categorised as a complaint about the police. In contrast, quality of service complaints are about the organisation and relate to policing policy, practice or procedure. Table 3 provides details of the numbers of complaints recorded in Dumfries and Galloway in comparison with Scotland.

Table 3 – Complaints April to December 2014-15 and 2015-16³⁰

	Dumfries and Galloway				Scotland			
	2014-15	2015-16	Total Change	% Change	2014-15	2015-16	Total Change	% Change
Complaints about the police	169	159	-10	-5.9	4,036	5,063	1,027	25.4
Quality of service complaints	46	45	-1	-2.2	831	1,696	865	104.1

38. In contrast with declining confidence and satisfaction rates, complaints about the police in Dumfries and Galloway have fallen. The division is the only one in Scotland to record a reduction. The number of complaints about the police decreased by 5.9% (10) and quality of service complaints fell by 2.2% (1). This is against the national trend which saw a rise of 25.4% in complaints and 104.1% in quality of service complaints across Scotland. However, in terms of the number of complaints for every 10,000 incidents officers deal with, at 53.0 Dumfries and Galloway is above the Scottish average of 41.0. This is considered to be because of the high standards of service expected by communities in Dumfries and Galloway.³¹
39. Complaints data is provided by the division to its local scrutiny committee. This contains previous year comparisons and contextual information about the nature of complaints and outcomes. We welcome this approach which helps improve local scrutiny and openness between the police and communities.

³⁰ Source: SPA Complaints and Conduct Committee – Police Scotland Performance reports.

³¹ Police Scotland Dumfries and Galloway Local Plan Six-month Performance Report Update - Minutes of Dumfries and Galloway Police, Fire and Rescue Sub-Committee 10:30am Thursday 10 December 2015.

Leadership and governance

Key findings

- Local stakeholders regard the post of divisional commander as a key public sector leader.
- Local commanders engage with officers and staff through a range of formal and informal meetings, promoting the generation of ideas, identification of local issues, identifying and praising good work.
- The small size of the division supports visibility and openness between leaders and staff.
- Senior leaders are not recording working time.
- The division has good working relationships with local elected representatives.
- A consensus exists between stakeholders and the division that there are strong relationships between police and communities in Dumfries and Galloway, which the division has sought to maintain and develop.
- The division's use of social media provides local communities with up to date information about current incidents, which helps to reduce calls to police service centres.

Policing priorities – national to local

40. The strategic planning framework and process for priority setting for policing in Scotland are outlined in the Police and Fire Reform (Scotland) Act 2012. This creates a hierarchy of strategic plans that link together local and national priorities, as illustrated at Figure 1. The Scottish Government strategic priorities for policing seek to make communities safer and reduce harm so that citizens can live their lives free from crime, disorder or danger. The SPA has set strategic objectives for the policing of Scotland, including making communities safer, reducing harm and providing an effective and efficient policing service that promotes continuous improvement. The Chief Constable is required to prepare an annual policing plan which describes arrangements for the policing of Scotland and how those arrangements will contribute towards the objectives set by the SPA.

Figure 1 – Priorities and objectives for Police Scotland – Annual Police Plan 2015-16



41. The Act sets out the relationships in the strategic planning and priority setting processes from the role of Scottish Ministers in determining the Strategic Police Priorities for the SPA to the duty of local commanders to involve local authorities in the setting of priorities and objectives for policing in their area. The legislation sets out the requirements of the SPA, Police Scotland and local commanders with respect to the information to be contained in plans and the consultation that is required before publication of the plans.³²

Annual Police Plan


42. In April 2015, Police Scotland published its third *Annual Police Plan*, with continued focus on 'Keeping People Safe'. This plan identifies five priorities for policing. Figure 1 highlights these priorities and how they link to the other local and national priorities. Overall, the Annual Police Plan supports both the SPA Plan and the Scottish Government strategic priorities and demonstrates how local and national priorities combine.

Local policing plan

43. The Act requires local police commanders to prepare a Local Policing Plan for each local authority area. The three year plan is intended to set out the main priorities and objectives for the policing in that area, the reasons for selecting priorities and objectives, arrangements for local policing and how the priorities, objectives and arrangements are expected to contribute to the delivery of outcomes within local community planning arrangements. In Dumfries and Galloway, we found clear evidence that these were based on reference to key documents, extensive analytical research and community consultation. We found that a clear hierarchy exists, linking national and local priorities and have illustrated this in Appendix 4, where we start by identifying the priorities set by local communities in each of the division's 13 Local Community Plans and illustrate the links between local, divisional, national police and Scottish Government priorities and vice versa.
44. The local policing priorities and objectives for Dumfries and Galloway Division for 2014-2017 are set out in its Local Policing Plan.³³ These were identified as a result of analysis of key data utilising evidence from a range of sources and documents including national and local strategic assessments alongside consultation with key partners, stakeholders and over 6,200 local people.
45. A set of 15 local objectives and 15 promises identify the activities that are intended to address the priorities. As outlined in the Outcomes section of this report (paragraph 23), these provide useful indicators by which to gauge success and a demonstrable method of reporting progress against priorities to local scrutiny groups (paragraph 53).

³² Sections 32-36 and 44-47 of the Police and Fire Reform (Scotland) Act 2012.

³³ Police Scotland, *Dumfries and Galloway Local Policing Plan* 2014-2017.

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46. In our previous local policing inspections, we have highlighted the importance of consultation arrangements that involve key partners and communities to ensure they are able to influence the content of the plan to reflect local priorities. In Dumfries and Galloway, we found that the division recognises the importance of having priorities that reflect the concerns of the people of Dumfries and Galloway. The division sees consultation as an 'on-going conversation' with local communities that enables the police to understand the issues and concerns facing communities and to be able respond effectively to address them. A number of methods are used including:
- Interaction with local council members at the Police and Fire and Rescue Subcommittee, Area Committees, and individually.
 - Regular attendance at community councils in the region.
 - Working closely with Registered Social Landlords and local Tenants and Residents Associations.
 - Random-sample telephone surveys of persons who have contacted the police.
 - Random face-to-face surveys of people residing in each council ward area.
 - Liaison with people with protected characteristics, usually through their representative groups, including young people through the council's community Learning and Development service and directly via schools based officers throughout the region.
 - Proactive use of social media including Facebook and Twitter, an Electronic Messaging system, and the Survey Monkey electronic consultation service.
47. This consultation led to the identification of the priorities detailed in this plan, whilst aligning them with the:
- Dumfries and Galloway Single Outcome Agreement 2013-2016
 - Dumfries and Galloway Divisional Strategic Assessment 2013
 - Police Scotland Annual Police Plan 2013-2014
 - Equality and Diversity in Police Scotland 2013
 - Scottish Police Authority Strategic Police Plan 2013
 - Scottish Government National Outcomes
48. We found that some individuals responding to our stakeholder and public surveys expressed concerns that the priorities in the plan are influenced more by national priorities than local concerns. Some respondents also commented that they had not had the opportunity to contribute to the setting of local priorities. This is similar to findings in other local policing inspections and is perhaps indicative of wider communication and engagement issues facing policing and public services in general.
49. For example, for this inspection we have for the first time used a public consultation exercise in an attempt to obtain a service user perspective of policing in Dumfries and Galloway. Details were circulated via local media and to key stakeholders inviting individuals to complete the on-line survey. There were 270 responses, representing less than 0.2% of the population of Dumfries and Galloway, highlighting the challenges in reaching a wide audience for the purpose of consultation. Of those that did respond, around 90% stated they had not seen or been able to contribute to the priorities outlined in the plan. However, nearly 70% of respondents agreed that the priorities in the plan reflect the crime and disorder problems in the area.

50. These are similar to findings in previous local policing inspections. Police Scotland has sought to develop and improve its consultation processes to ensure as wide an audience as possible has the opportunity to contribute to local priority setting. Its approach has included establishing an Annual Police Plan Co-ordination Group and the introduction of a new public consultation model. This was developed with support from a multi-agency working group which assisted in the re-design of a more inclusive, effective and relevant question set to identify local and national priorities. These developments have been discussed with key stakeholders at a Strategic Stakeholder engagement event at the Scottish Police College. Future developments will include improved mapping of SOA and Local Police Plans to ensure that renewal dates and outcomes are harmonised. We welcome the approach taken by Police Scotland in endeavouring to identify local priorities that reflect the concerns of those living and working in the area.


Multi-member ward plans

51. To address community concerns specific to local areas Police Scotland used Multi-member Ward Plans (MMWPs) each based around the multi-member ward areas. In Dumfries and Galloway, there are 13 MMWPs. Each broadly follows the Police Scotland template and all contain four priorities that are reflective of the priorities contained in the Local Policing Plan. The priorities were identified during consultation and on-going dialogue with local communities. Unlike the policing plans, which cover the period 2014-17, MMWPs are produced annually and can reflect changes in local priorities.
52. Previously we recommended that consideration be given to the value achieved from MMWPs and that processes should better reflect local arrangements.³⁴ Police Scotland is reviewing its planning processes and a pilot exercise involving the use of sub-local policing plans that better reflect local communities was introduced during 2015-16 and was due for review in April 2016 with a view to introducing a national approach that empowers local commanders and scrutiny bodies to develop localised plans. **We welcome these developments and will continue to report on local planning arrangements through our local policing inspection programme.**

Local scrutiny

53. One of the aims of police reform was to take policing closer to local communities by introducing local scrutiny and engagement structures that allow more local councillors to play a part in shaping the services in their areas. In Dumfries and Galloway, the Police, Fire and Rescue Scrutiny Sub-committee was established in March 2013. The committee comprises 11 local councillors who meet quarterly and are responsible for scrutinising the performance of local policing and fire and rescue services on behalf of the local council.
54. The committee is provided with comprehensive police reports that outline progress against the priorities and objectives in the Local Policing Plan. The performance data is supplemented with detailed contextual information that explains changes in performance, trends and specific issues arising in the division. As part of our inspection, we took the opportunity to observe one meeting and consulted with members. We noted there was a good level of scrutiny and the detailed reports assisted members to focus questions around particular issues (for example, rises in common assault attributed to issues with care homes that the council had not been aware of).

³⁴ HMICS, *Local Policing+ Inspection Programme: Inspection of Fife Division* (2014), Recommendation 2.

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55. At the time of this inspection, the council was reviewing the committee's terms of reference. One option is to develop arrangements that broaden the scope of the committee to include community safety partnership representation. We support such a move as it serves to engender greater scrutiny of wider partnership activity that can influence the performance outcomes reported to the committee. For example, at the committee meeting we observed there was discussion about the role played by alcohol as a contributory factor to increases in disorder and common assault. The committee would have benefited from an input from the local Alcohol and Drugs Action Team to explain the role they have in supporting activity to address such issues.

Scottish Police Authority engagement

56. The SPA has nominated a board member to liaise with the Police, Fire and Rescue Scrutiny Sub-committee. The nominee left the SPA shortly before our inspection and a new member, from the area, had been identified and was in the process of taking on the liaison role. The convenor of the scrutiny committee expressed satisfaction with the arrangements in place. The nominated board member had attended meetings and worked with members to improve the dialogue between the SPA and the local committee. The newly nominated SPA member is from the Dumfries and Galloway area and there were no concerns expressed at the change process that had taken place. We welcome this approach which helps maintain effective links between national and local scrutiny and await the SPA Governance Review to see how the link between local and national scrutiny can be enhanced.

Leadership

57. The division is led by a Chief Superintendent, supported by a senior management team comprising three Superintendents with responsibility for Operations, Support, and Crime. The Detective Superintendent (Crime) has responsibility for local crime and public protection across both Dumfries and Galloway and Ayrshire Divisions. Two Chief Inspectors operate as local area commanders in Dumfries and Galloway and have responsibility for delivering day to day local policing. A further Chief Inspector has responsibility for support functions. In addition, there is a Detective Chief Inspector with dual responsibility for public protection in both Dumfries and Galloway and Ayrshire Divisions. The Business Support Co-ordinator for the two divisions is also considered to be part of the leadership team.
58. During our inspection, the divisional commander was approaching retirement. The local authority raised concerns about the need for continuity in what it sees as a key public sector leadership role whose responsibility extends beyond operational policing in supporting the health and wellbeing of the area. Police Scotland was fully aware of this and a selection process for the new divisional commander was taking place at the time of writing this report. **HMICS encourages active engagement between Police Scotland and the local authority in identifying the specific skill set needed for the Divisional Commander and greater involvement of the local authority in the appointment.**


Visibility and communication

59. Although there is no formal communications strategy or process in place, senior leaders use a range of methods to communicate with staff, including:
- Attendance at existing briefing and meeting structures to cascade messages.
 - Station visits are conducted to ensure visibility is maintained in outlying areas. These are less formal and afford the opportunity for staff to raise issues directly with senior leaders.
 - Existing line management and meeting arrangements provide an opportunity for staff to raise issues with local supervisors and staff association representatives, which can be escalated as appropriate.
 - Email and commander's bulletins are used to support these methods.
60. We found that officers and staff were generally satisfied with the level of contact they had with senior leaders. Many officers stated that they had regular contact with inspectors and chief inspectors and were confident that if issues arose they were able to bring these to managers' attention through their line managers. Good work is identified through the divisional meeting structures and officers and staff receive recognition for their achievements personally from leaders.
61. Senior leaders recognise that the geographic size of the division can be a factor in inhibiting their visibility, but are of the view that whilst not always visible, they are always accessible to staff. This is supported by the relatively small size of the division in terms of officer and staff numbers, the majority of which are based at three sites. This allows daily interaction between staff at all levels. The division understands the importance of staff engagement with senior leaders and has commenced a review of processes through its Continuous Improvement Group. We welcome these developments which will help ensure that staff at all levels feel able to play their part in achieving local priorities and objectives.
62. As in our previous local policing inspections we found a culture of long hours within some elements of the inspector, chief inspector and superintendent ranks. This has implications for Police Scotland in terms of its responsibilities to ensure adherence to the European Working Time Directive, 2003.³⁵ We understand that a review of superintending ranks has been undertaken by Police Scotland which has considered the issues of working hours and well-being of officers. This was due to be completed shortly before the publication of this report. We note these developments and look forward to the outcome of Police Scotland's review. **We will continue to monitor and report on these matters as we progress our Local Policing+ inspection programme.**

Direction, control and management of performance

63. Within Police Scotland, the divisional commander is accountable to the force executive for the effective and efficient policing by the division. The divisional commander reports to the Assistant Chief Constable (ACC) with responsibility for Local Policing West and the Deputy Chief Constable (DCC) with responsibility for Local Policing. The ACC took up post during the course of our inspection and has sought to maintain contact with the divisional commander and his command team

³⁵ There are three specific requirements that apply to police officers: (1) A maximum average working week of 48 hours, excluding daily rest periods; (2) A rest period of not less than 11 consecutive hours in a 24-hour period; and (3) An uninterrupted rest period of not less than 24 hours in each seven day period, which can be averaged over a two week period allowing for two days rest a fortnight.




through a combination of informal conversations and more formal meetings in the division and at a regional level with divisional commanders in the west. At the national level, there is a monthly tasking and performance meeting, chaired by the DCC, that scrutinises the performance of all 13 divisions and their contribution to the national picture.

64. We found that local management arrangements follow a nationally prescribed format. The division holds a daily tasking and co-ordinating meeting. Area commanders and functional leads attend in person or via video conference from outlying stations, which cuts down on unnecessary travel. The meeting reviews recent incidents and crimes to identify any critical matters or emerging trends, upcoming events are discussed and resources are reviewed and allocated. Performance management information is supplemented with local intelligence updates to ensure performance and intelligence led activity work in tandem.
65. Overall performance is reviewed at the weekly Performance and Tasking meetings. Chaired by the Superintendent (Operations), these ensure oversight of performance against local priorities. We were able to attend several meetings during our inspection and noted a focus on continuous improvement and recognition of good individual performance.
66. Oversight of performance is supported by Police Scotland's performance management framework. The framework comprises a range of Key Performance Indicators (KPI) and targets covering a range of activities and crime data. These are gathered using the Scottish Operational Management Information System (ScOMIS) and provide a consistent approach to monitor and compare performance across Scotland. Divisions are provided with weekly and monthly reports from ScOMIS. These are supplemented with intelligence updates to add context to performance management information and support intelligence-led policing.
67. As well as the national KPIs and targets, each of the 13 local divisions has identified additional KPIs relevant to their area. Progress against these KPIs is monitored nationally through weekly and monthly ScOMIS reports. Dumfries and Galloway Division's additional KPI is to increase detections for drugs supply offences. This is identified as one of the three promises made to address substance misuse, one of five priorities identified in the Local Policing Plan. At the time of our inspection, the division had increased the number of drug supply detections from 130 to 139 (6.9%) when compared to the same period the previous year.
68. In our previous inspection reports, we have commented on pressure on officers to achieve performance targets. In Dumfries and Galloway we found that several respondents to our pre-inspection survey commented on their perception of a shift in emphasis locally from prevention to enforcement. However, during our inspection we were encouraged that, whilst there was a clear focus on local targets within the command team, this had not been passed on to officers and staff in response and community teams. Officers were of the view that they were encouraged to focus on particular offences only as part of wider campaigns, e.g. national road policing initiatives such as the Christmas Drink Driving campaign; or as part of local problem solving e.g. to tackle housebreaking. This more nuanced approach to performance management is welcomed as it focuses more on outcomes than outputs.

Community engagement

69. Effective engagement with local communities is integral to the delivery of a local policing service that addresses local priorities and concerns. We found consensus between stakeholders and the division that there are strong relationships between police and communities in Dumfries and Galloway, which the division has sought to maintain and develop through a range of methods including social media, the press and public meetings.
70. Police Scotland has encouraged the wider use of social media by local divisions. To develop this further, a Digital Communications Group has been established to extend the use of social media in support of local policing to engage, inform and consult the public. Dumfries and Galloway has made good use of the support being provided and between April and November 2015 increased the number of followers of its Facebook and Twitter accounts by 11% to over 33,000. These are used to provide regular updates on local policing activity, crime prevention advice and results of local initiatives. The division's use of social media was widely supported by respondents to our pre-inspection survey, with a number of positive comments made about the usefulness as a means of keeping in touch with events in the area. This approach received specific praise for the way communities and the media were kept up to date with the impact of flooding caused by Storm Desmond in December 2015, which is discussed in greater detail at paragraph 85. We welcome these developments, which are an example of how policing is being taken closer to communities, a key aim of police reform.
71. Social media is not the only means of engaging with local communities. A media officer is based in the division and provides a vital link between the police and local media outlets co-ordinating activity. Described locally as a partnership approach, the division works with local media to ensure key messages and local issues are circulated. Each community inspector provides local reports outlining activity in their respective areas, these are personalised with photographs of individuals and serve to promote closer ties with communities. Inspectors also provide articles for local community newsletters such as circulations about crime, notable arrests, or crime prevention advice. Local reports are supplemented by less frequent overview features from the divisional commander, area commanders and key individuals if the issue relates to a specific subject, e.g. the lead for licensing fronted a feature on alcohol related violence,³⁶ which resulted in some debate with local licensees (paragraph 96).
72. Police Scotland requires that each division maintains a comprehensive community engagement matrix recording how it engages with stakeholders and partners at all levels across the division. This provides a means of identifying good practice and preventing duplication by ensuring the right resources attend the right meetings. Dumfries and Galloway Division's matrix details around 160 meetings, ranging from strategic Community Planning Partnership Meetings attended by the Divisional Commander to local pub-watch meetings attended by community constables.
73. In addition to partnership engagement, local officers maintain contact with communities through attendance at a range of local meetings including housing associations, community groups and community councils. These provide a means of maintaining dialogue with local communities to identify concerns about policing services and priorities in their area and for local officers to provide briefings on local crime and disorder trends.

³⁶ The Galloway Gazette, *Booze-fuelled crime rockets in Galloway*, (November 2015).

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74. Feedback provided in our stakeholder and public survey suggested some concerns about levels of engagement with local communities with some suggestion that this had decreased in recent months. The division has recognised these concerns and has reviewed its approach to engagement, which had often been dependent on the keenness of local community officers.
 75. To address these issues, the division has worked with community councils and council officers to develop protocols for community officers to attend meetings. These take into account the difficulties facing the division in committing resources to attend all 107 community councils, many of which often meet at the same time. The protocol will seek to ensure attendance at a given number of meetings over a period of time with written updates provided when officers are unable to attend. A standard report will be developed to ensure consistency in the information being provided.
 76. At a national level, Police Scotland is encouraging the development of local arrangements and at the time of this inspection was scoping potential for a system which can provide a platform for police and community planning partners to carry out joint consultation and engagement with local communities. Such systems are used by a number of forces in England and Wales and one has recently been introduced by the community planning partnership in Scottish Borders Council area. The system is web-based and provides a two-way community messaging system enabling participants to deliver targeted messages on a range of issues from emergency planning information to missing persons reports. We welcome these developments which support meaningful two-way dialogue with communities.

Planning and process


Key findings

- The closure of the local control room has presented some challenges to local policing with a number of functions being transferred to local resources.
- The division has effective arrangements to meet demand associated with pre-planned events and receives support from regional and national resources.
- The provision of specialist support to the division from regional and central resources is perceived by some to overlook local skills.
- The virtual operations support team is an example of good practice in communicating effectively with the public during major emergencies.
- The division has a co-ordinated approach to managing violent offenders using a locally generated 'check-list' of interventions to reduce risk of further harm to victims.
- Dumfries and Galloway Division has used opportunities presented by the creation of Police Scotland to adopt good practice identified in other divisions.
- The inclusion of the chair of the local Police, Fire and Rescue Scrutiny Subcommittee as a member of the divisional Continuous Improvement Group enhances local scrutiny and is an example of effective practice.

Processes

77. In our previous inspection reports, we have commented on how Police Scotland has introduced national ways of working to ensure a consistent approach to service delivery. As a legacy force, the impact of some of these changes has, in some instances, been greater in Dumfries and Galloway. The closure of the local area control room (ACR), which took place in May 2014, was one example of how national change was being felt locally. The ACR came under the direction of the national Contact, Command and Control Division (C3) at the formation of Police Scotland. C3 Division has undertaken a significant programme of change to rationalise services, which has been subject of detailed HMICS scrutiny in our Assurance Review of Call Handling.³⁷
78. Our inspection in Dumfries and Galloway has identified two particular issues as a result of the closure of the local ACR. Firstly was the way in which this was initially communicated by Police Scotland. This was commented on by a number of key stakeholders in the area. It was suggested that, despite the time that has since elapsed, the overall process has had a negative impact on wider public confidence. This was because the decision to close the ACR was made without prior consultation with local partners who were concerned about the impact on local employment and would have liked more time to prepare.
79. Secondly was that the previous operating model in Dumfries and Galloway provided a number of services which now have to be absorbed by local policing. These changes were still on-going during this inspection. The final phase to relocate services from the Public Assistance Desk (PAD) was still to be completed. This was delayed as legacy ICT systems could only be accessed within the division. The transition will

³⁷ HMICS, *Independent Assurance Review Police Scotland – Call Handling, Final Report* (2015).



result in posts being relocated to the Govan ACR, but some of the functions conducted by the PAD will be passed to the division to fulfil. The transition has been pending for some time but local discussions are now underway to complete the process.

80. A number of other services previously provided by the ACR were also highlighted during our inspection by the public, stakeholders, officers and staff. These ranged from difficulties experienced in trying to contact officers for non-urgent matters via 101 to a lack of clarity over command and control protocols for local incidents. Many of the issues were identified during our assurance review of call handling as a result of which a number of recommendations for improvement were made and are being addressed by Police Scotland.
81. Of particular relevance to the effectiveness of local policing were concerns raised by some officers about a perceived lack of support from control room operators when dealing with incidents. Officers cited examples where they had been dealing with incidents and had asked for support from other services such as Scenes of Crimes Examiners (paragraph 144) only to be told they would have to make contact themselves. This presents difficulties for officers as they invariably have to return to the nearest station to make the call, wasting valuable time and tying up other resources at crime scenes.
82. Concerns were also expressed that the control room was not passing intelligence to local officers about suspect vehicles passing through the region. This has several implications including missing intelligence on stolen or suspect car movements affecting the ability to respond to travelling criminality and vehicles with warnings associated with users are not being circulated.
83. We understand that to support the change process a local mechanism to address concerns has been in place since the decision was taken to close the local control room. This arrangement is still in existence and the division takes the view that there are open lines of communication to address issues of concern. This can take the form of a telephone call if the issue requires a prompt response or can be discussed at the Divisional Continuous Improvement Group (paragraph 104) which includes a representative from C3. **We will continue to monitor C3 issues as part of our scrutiny programme.**

Planning and support

84. The Divisional Co-ordination Unit (DCU) has overall responsibility for the co-ordination of responses to significant incidents, planning of events and a number of other functions in the division. These include co-ordinating resources for fixtures at Annan Athletic, Queen of the South and Stranraer football grounds, and the Wickerman Festival, which is one of the largest events of its kind in Scotland.
85. The management of recent floods in Dumfries and Galloway highlighted the effectiveness of the division's and wider partners' response to significant incidents.

Case study

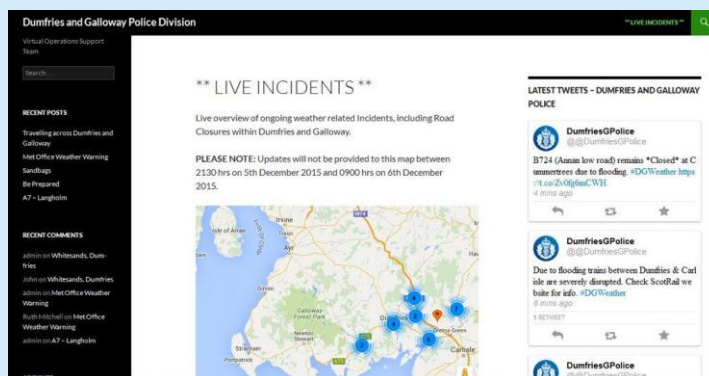
On 5 and 6 December 2015, Storm Desmond caused considerable disruption and flooding in the region. Key agencies came together in the major emergency bunker situated at the council headquarters to co-ordinate local resources and activity.

To support this response, the Police Tactical Commander established a Social Media and Virtual Operations Support Team (VOST). Their role was to provide the public with 'Live' time information, provide advice on what course of action and preparations they should make and answer any questions/queries as required.

The division identified from research³⁸ into responses to major emergencies around the world that members of the public use social media to communicate and share information with friends and family, gather timely and relevant information, seek assistance, and provide assistance to others during critical incidents. The VOST was identified as an approach that had worked to good effect in other areas, particularly in the USA.

The VOST comprised two police officers, overseen by a Police Inspector. One member of the team created a web based 'blog' with a 'Live Incidents' page as the platform by which the VOST would communicate with the public for the duration of the emergency situation.

One officer carried out updates and engaged with members of the public via Facebook, Twitter, the blog and incidents map using information provided by the other officer from the police command and control system. Information was presented as illustrated below, the 'Live Incidents' map included known road closures and key locations such as sandbag collection points and the location of a rest centre. This became the most popular page on the website.




Early posts provided updates on expected weather conditions and general safety advice. As the weather deteriorated, these messages included road closures, sandbag collection points, bus diversions and the preparations those living in flood risk areas should

start making. Later, the blog highlighted the need for residents in the worst affected areas to take action and the services available to them.

The system enabled the police to communicate quickly and efficiently with communities affected by the storm, allowing individuals to make informed choices based on detailed and localised information. The approach was central to the emergency response communication plan and was used widely by the public, media and local services.

³⁸ Steen, M (July 2015) *Virtual Operations Support Teams Monitor Incidents via Social Media*, Emergency Management.



The service has the added benefit of reducing call volumes to the police control room from the public asking for information. On the first day, 20,017 users visited the site with up to 2,000 per hour accessing information. During the subsequent Storm Frank, the VOST was used again and had around 600,000 visits over two days, prompting positive comments from users.

86. **We understand that VOST is now being considered by Police Scotland for wider use. We consider this approach to be innovative and an effective means of communicating with the public during emergency situations and is an example of effective practice.**
87. In planning and responding to events, the division is supported by regional and national planning units and has benefited from access to a range of specialist resources for the pre-planned demand associated with such events, including football fixtures involving Rangers and Celtic and a Scottish Defence League march. We welcome this level of support as an example of local policing having improved access to specialist resources. However, during the course of our inspection some officers expressed the view that their skills were being 'overlooked' in favour of resources from outwith the division. We were made aware that on some occasions, locally public order trained officers were not used for some events, with concerns being raised over opportunities for them to exercise and maintain their skills. As a result, a number of trained officers had withdrawn from the public order specialism. This has reduced the number of local officers currently trained to deal with public order incidents. It also poses an issue if the operating model for specialist support becomes less flexible due to budgeting pressures if there are no locally deployable operationally capable assets.
88. During our inspection we were made aware of one occasion where the division had not been able to identify sufficient trained officers to deal with an incident. We understand that it falls to divisional commanders to ensure that there is an appropriate skills base in their division and that this is being addressed locally through the People and Development Group (paragraph 111) and Continuous Improvement Group (paragraph 104).
89. In addition to skills being 'overlooked', some concerns were expressed about the accessibility and availability of specialist resources to address crime and disorder problems of concern to the division. Some views were expressed that because the nature of demand in Dumfries and Galloway is not as serious as in other divisions, they were not able to have the same level of access to specialist resources, such as surveillance, Violence Reduction Unit, dogs and horses. These, with the exception of surveillance, are required to travel from the central belt to the division and as a consequence of limitations in overtime are deployed in the division for only short periods during the course of their designated duties and can spend over half of their duty period travelling. Some officers cited these instances, along with locally trained officers being overlooked for events, as having a negative impact on the wider efficiency of division. We note these concerns and consider them further in the Resources section.

Firearms licensing

90. As part of its overall change programme, Police Scotland's Licensing and Violence Reduction Division (LVRD) has reviewed its approach to the administration of firearms licensing. This was to provide a consistent approach across the single service because the granting of firearms and shotgun licences is made by the Chief Officer of police for the area in which the applicant resides.³⁹ The change process looked at the demands created by the administration of licences and involved consultation with existing staff across Scotland. The new working model was approved by the SPA in August 2015 and has seen the devolvement of the licensing function to uniform constables in local policing roles supported by local administrators using a national IT system. Officers have received a three day training input to prepare them for the role. This was developed by Police Scotland as part of the change programme as no formal training package existed previously. Early indications from Police Scotland suggested that the process was progressing well. The approach has attracted attention from other forces in the UK with the Metropolitan Police and Police Service of Northern Ireland taking interest in the training package and general approach.
91. We took the opportunity to look at the impact locally that these changes were having and consulted with administrative support staff and local policing officers. In general, we found that the administration of the process was effective with the division achieving a good turnaround rate. Some concerns were expressed by officers, however, that the administrative burden was increasingly affecting their ability to carry out their role in local communities. In addition, some concerns were expressed that the training had not covered in sufficient detail some aspects of the role with respect to firearms awareness and handling and transportation safety.
92. We understand from Police Scotland that the change process is still on-going. To address capacity issues, more officers have been and will be trained to reduce the demand. Guidance on the safe handling of firearms is being prepared as part of a wider package of measures to address the anticipated increase in demands arising from the introduction of licensing requirements for air weapons. Consultation with Health and Safety advisors has been undertaken to ensure the guidance is fit for purpose. Officers and staff have the opportunity to raise issues with LVRD through local supervision.
93. Future developments will also include the introduction of a new national policy along with Standard Operating Procedures (SOPs) and guidance on 31 March 2016. A Firearms Licensing Improvement Plan will support longer term improvements in several key areas of business such as governance, process, communication, training, ICT improvements, accountability and lifetime management. A dedicated intranet section is planned which will contain policy, SOPs and guidance including a reference section for officers and staff containing FAQs, toolkits and more importantly a facility for suggestions and ideas to improve the service.
94. A full review is planned to be conducted during the summer, which will include consultation with staff. By this stage it is anticipated that all change will be complete and the new operating procedures embedded. **We note these developments and will monitor progress through our Local Policing+ inspection programme.**

³⁹ UK Government, *Firearms Act 1968*.

Liquor licensing

95. The DCU has responsibility for monitoring licensed premises and working with partners to address any issues. The unit oversees around 650 premises with on and off-sales licences. Incidents associated with licensed premises are monitored on a daily basis and any visits or formal action is conducted by local policing teams. The division operates the national three-stage approach to monitor premises,⁴⁰ but is rarely required to progress beyond formal visits to licensees. The division reported that most activity is concerned with the day-to-day administration of renewals of and extensions to licences.
96. The DCU works closely with the key partners including licensees, the local authority licensing team and Police Scotland's Licensing and Violence Reduction Division to ensure issues are identified and dealt with effectively. For example, following a rise in incidents of violence associated with alcohol abuse and subsequent media coverage (paragraph 71), a meeting was held with representatives from the local Licensing Victuallers Association. This identified a number of other factors including the loss of a local taxi service that resulted in increased waiting times after licensed premises closed. The division is working with licensees and the local authority to identify solutions to this and other issues in an attempt to reduce violence. Suggestions have included the further development of 'Pubwatch' in the area by engaging with local licensing boards with a view to requiring new licensees to become members of 'Pubwatch' schemes.
97. The division also makes use of exclusion orders to address violent offenders who commit crimes in or near licensed premises. All such cases reported to the procurator fiscal include a request for consideration of an exclusion order to prevent the accused from entering licensed premises. This supports licensees and 'Pubwatch' members to provide safe environments for people to visit. This approach is one of a range of measures used by the division to tackle violent offending.

Violent offenders scheme

98. Police Scotland has promoted the use of a systematic and thorough process to identify and manage violent offenders. In Dumfries and Galloway, this approach has been supported by the development of a local process. This identifies and assesses the risk to communities posed by violent offenders and the consequent level of intervention deemed necessary to properly manage individuals. The aim of this approach is to influence individual behaviour, reducing their propensity for violence.
99. The process is available to local officers and is used daily to identify the offenders and any activity that is required of them. Details of any action taken is recorded to ensure no duplication of effort and to identify any gaps in the management of the offender. Activity can range from an initial service of a warning letter advising the individual they are subject of monitoring to patrols in locations frequented by the offender.
100. At the time of our inspection, the database had been in use for eight months. During this time, 74 individuals had been subject of interventions, of which 14 were assessed as high risk. Those individuals attracted greatest attention from local officers. An assessment conducted by the division noted that subsequent to the introduction of the database there had been a significant reduction in their offending behaviour. Police Scotland has identified this approach as good practice and is exploring ways of introducing the process across Scotland. **We welcome this development and agree**

⁴⁰ HMICS, *Local Policing+ Inspection Programme – Inspection of Edinburgh Division*, (2015) (Paragraph 93).

that this is an example of effective practice in managing offenders and helping to keep people safe.

101. Supporting this process is the divisional Risk and Concern Hub. This was established in Dumfries and Galloway in response to criticism in a report by the Care Inspectorate.⁴¹ The role of the hub is to co-ordinate and research activity in relation to vulnerable persons and violent offenders. At the time of this inspection the hub comprised only police officers and staff, but plans were underway to create a wider Multi-agency Support Hub (MASH). This will result in colocation of partner agencies in the former ACR and is envisaged to further improve the flow of information between agencies. We welcome these developments which will help to ensure the safety and wellbeing of people, places and communities across Scotland. It also demonstrates good use of the police estate to provide multi-agency approaches to local problems.

Divisional learning


102. We found that Dumfries and Galloway Division encourages innovation from officers and staff, has embraced the change brought about by the creation of the single service and used it as an opportunity to identify and implement good practice from other divisions. Examples include the introduction of an electronic initial referral process (IRD) for the care of vulnerable persons, adapted from Edinburgh, and the use of continuous improvement planning, as seen in Aberdeen City Division.⁴²
103. The introduction of the IRD process was as a result of the concerns raised by the Care Inspectorate, which found that initial referral discussions had not been operating effectively. To address those concerns, the division worked with partners to examine practices elsewhere that would serve to address the issues raised. The team identified the system used by agencies in Edinburgh as providing a shared platform for relevant agencies to initiate referral discussions promptly and to document any considerations and decisions relating to the case. The system was adapted to meet local needs and is now being used by social work, police and NHS to raise concerns and share information about children. The division is now working with its partners to scope the system's use as a referral mechanism for vulnerable adults.
104. The continuous improvement plan is a means of recording areas for improvement and the action taken to progress improvement. It is based on the HMICS Scrutiny Framework⁴³ and Principle 5 of the non-statutory guidance document *A Collaborative Statement of Good Scrutiny and Engagement*⁴⁴ which aims 'to support continuous improvement by providing constructive challenge'. To achieve this aim, the division has established a Continuous Improvement Group. Membership of the group includes the convenor of the Police, Fire and Rescue Scrutiny Sub-committee. **Although still in their infancy, we welcome these developments as an example of effective practice in promoting local accountability and taking policing closer to communities.**
105. In addition to the Improvement Plan, there is a local risk register to highlight any areas that may affect the division's ability to operate effectively with any activity to mitigate impact. The division also uses findings from confidence and satisfaction surveys to identify areas for improvement. This entails local policing inspectors

⁴¹ Care Inspectorate, *Services for children and young people in Dumfries and Galloway*, Report of a Joint Inspection (April 2014).

⁴² HMICS, *Local Policing+ Inspection Programme – Inspection of Aberdeen Division* (2015).

⁴³ HMICS, *Inspection Framework* (September 2014).

⁴⁴ Scottish Government, *A Collaborative Statement of Good Scrutiny and Engagement* (2013).



speaking to respondents that have expressed dissatisfaction with the service received to identify any organisational learning.

106. As part of our review of operational processes in Dumfries and Galloway, we conducted some random sampling of a number of areas to assess compliance with local and force procedures. On this occasion, we examined the arrangements in place for the secure local storage and supervisory audits of evidential materials (referred to by the police as 'productions'). We examined a number of items held in secure storage with specific reference to higher value items. We found that these were properly labelled with identifying case reference numbers.
107. It was noted that capacity was becoming an issue with storage very limited despite an earlier deep clean of the production store. It was also noted that line management for the production staff had moved from a local officer under legacy arrangements to an officer based in Dalmarnock. The production staff at Dumfries felt that this meant communication could, at times, be challenging. This echoes issues highlighted by police staff in the division that are now engaged in corporate functions and are discussed in more detail in the Resources section of the report.

People

Key findings

- Police Scotland has embarked upon a programme of measures to address the key findings from the staff opinion survey.
- Officers, staff and communities in Dumfries and Galloway have a strong sense of local identity with a willingness to support each other in their roles and communities.
- The division could improve its approach to equalities through the introduction of a local delivery plan.
- The division has worked well to address hate crime, having the highest detection rate in Scotland.

Skills and development

108. At the time of our inspection, officers and staff in the division reported that they had not received any form of performance appraisal for three years. We have previously recommended that the introduction of a new process is expedited.⁴⁵ We understand that Police Scotland has made some progress toward the introduction of a national approach to individual performance appraisal as part of its wider Leadership Strategy. A proposal that takes account of feedback gained via the recent opinion survey was agreed by the force in November 2015 and presented to the SPA in December.⁴⁶ This aims to introduce a process that will include performance management, personal development planning, regular one-to-one meetings with line managers and support individual recognition. The framework will be developed in consultation with staff associations and trade unions and is targeted to launch in April 2016. **We welcome these developments and will continue to monitor progress through our Local Policing+ Inspection Programme.**
109. Similar to previous inspections, concerns have been raised by some officers and staff about the adequacy of on-line training following the introduction of national systems and processes.
110. These concerns were also raised in the SPA/Police Scotland Opinion Survey⁴⁷ where 39% of respondents thought they received training and development relevant to their current role and 33% thought that they received the right amount of training and development to do their job well. Whilst the findings of the survey are the subject of a national action plan the division has also taken steps to address some of these concerns along with issues relating to loss of skills identified at paragraphs 87-89. A review of local skills has been conducted and areas for improvement identified. These are being co-ordinated by the Continuous Improvement Group and the People and Development Group (paragraphs 104 and 111) and have included divisional training days that are designed to meet the requests and requirements made from staff within the division. Other departments also provide inputs to address areas of concern and improve the understanding of operational officers. For example, inputs have been provided in relation to crime recording and iVPD. We are reassured by these

⁴⁵ HMICS, *Local Policing+ Inspection Programme - Inspection of Ayrshire Division* (2015) Recommendation 4.

⁴⁶ Police Scotland SPA, *HR & Remuneration Committee* Leadership and Professional Development: Leadership Strategy – Report to Committee December 2015.

⁴⁷ SPA/Police Scotland, *Opinion Survey* (October 2015).


developments which address many of the concerns raised by staff during our inspection.

111. Whilst the Continuous Improvement Group has responsibility for overseeing the delivery of wide ranging improvement activity in the division, the People and Development Group (PDG) has responsibility for all aspects relating to human resources in the division. The group meets monthly and is chaired by the Divisional Commander. The meeting is attended by representatives from local policing, specialist teams and business support and includes local and regional learning and development and human resources representatives. The group works to a set agenda that includes absence management, TOIL and annual leave issues, local skills and training requirements and probationer development. This appears to work well.

Staff well-being

112. The PDG oversees all aspects of divisional performance in relation to staff development and well-being. This oversight helps toward achieving early responses to a range of issues including staff vacancies, resource levels and returns to work following illness and injury and overall resource levels. Sickness absence are lower than the national averages of 4.4% for officers and 6.3% for police staff (3.6% and 4.3% respectively).
113. Local monitoring has been aided by the introduction of national processes, which have enabled the effective management of the hours worked by junior officers and staff, reducing significantly the financial liability to the service in terms of the amount of time off and lieu days owed to officers. We welcome these developments which help toward the efficient and effective use of resources to meet local demands. There is however still some room for progress. As in other divisions, officers commented on the number of rest days that were cancelled to meet anticipated resource requirements for significant events only to have the rest day re-instated shortly before the event. Some officers complained that this was affecting their family life as the majority of cancelled rest days were at weekends and the short notice of reinstatement gave little time to plan for family events. We recognise the need for the organisation to be able to make resourcing decisions to plan for events and that much has been done to minimise the impact on officers' family lives. However, a balance needs to be struck between blanket cancellation of rest days as a precaution and more effective resource planning. **We will continue to monitor this issue in our Local Policing+ Inspection Programme.**
114. In addition to the impact of cancellation of rest days, officers also echoed the concerns of other divisions about inability to take some short periods of annual leave or time off, largely because of the strict application of operational base levels⁴⁸ (OBL) and a new process for the allocation of annual leave. Some officers were critical of occasions where requests for time off were being denied because officers were required to temporarily cover other areas such as custody as staff there had been granted time off. Some were of the view that Custody Division was not taking account of the impact of providing cover on local policing. This is a view that has been echoed in other divisions. This is an issue that we report on in our review of custody provision in the division at Part 2 of this report. **We note these developments and will continue to monitor the impact of abstractions of this nature as we progress our inspection programme.**

⁴⁸ The operational base level identifies the number of resources required in the division to meet anticipated operational demand.

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115. We reported in our inspection of Edinburgh Division⁴⁹ on the concerns arising from the introduction of a new annual leave process that allocated leave in blocks. Similar concerns were expressed by some officers in Dumfries and Galloway. The People and Development Group was aware of these matters and was taking steps to resolve them. We understand these are similar to those identified in Edinburgh.
116. Further oversight of the well-being of staff is provided by a local health and safety group chaired by a superintendent with representation from staff associations and unions, replicating the national approach. The group meets monthly receiving updates and management information on a range of local issues as well as feedback from regional and national meetings. We found that the approach was consistent with findings elsewhere. Although we noted that some processes seem to be overly bureaucratic in relation to local risk assessment processes with significant repetition of data inputting from one assessment to the next. **We note these concerns and will continue to monitor health and safety processes as part of our Local Policing+ Inspection Programme.**
117. During the course of our inspection, mixed views were expressed about the provision of Occupational Health Services. It was suggested that the service was not now as readily accessible and could take several weeks to obtain a referral. This however was not the view of all staff we spoke to; some who had accessed the service were complimentary. **We note these concerns and will monitor this issue as we progress out Local Policing + Inspection Programme.**

Motivation and job satisfaction

118. Our inspection found that morale amongst officers and staff was mixed and was dependent on roles. In general, staff at all levels raised concerns about issues that had greatest impact on personal lives such as job security, pensions, annual leave and TOIL but also about the diminishing 'team-spirit' attributed to the segmentation of roles across the division. It was evident throughout this inspection there is a strong sense of local identity not only amongst police officers and staff, but in the communities across Dumfries and Galloway. We were impressed by the willingness of individuals to support each other in their roles and wider communities. This came to the fore during recent floods in the region where officers and staff willingly remained on duty to support colleagues and communities.
119. We found that officers in response and community roles appeared generally happier in their roles than we have noted in other divisions. However, they also expressed frustration at changes to processes and local services that they perceived had impacted on their ability to provide an effective service to the public. In particular, they cited additional duties required due to call management changes (paragraph 79), abstractions to custody (part 2 of this report), firearms licensing (paragraph 90) and loss of some aspects of specialist support including dogs and search teams. Officers in specialist roles such as CID and public protection felt they were less burdened than colleagues in uniform with respect to overall demand. However, they did express concerns about the focus on detection at the expense of quality of investigation. It was suggested that it was more difficult to get support from specialist support such as scenes of crimes officers, surveillance and specialist investigators as many of the crimes they deal with do not meet the threshold for allocation of central resources. We discuss the validity and potential impact of these perceptions in the Resources section of this report.

⁴⁹ HMICS, *Local Policing+ Inspection Programme – Inspection of Edinburgh Division* (2015), paragraph 120.

120. Police staff and UNISON representatives raised issues affecting their roles that were similar to those of their colleagues in other areas we have inspected. These included:
- The view that they had no mechanism to voice their concerns during the reform programme.
 - Changes to role descriptions which they considered to be too generic and did not take account of the range of tasks they perform.
 - Uncertainty about their long-term future.
 - Increased bureaucracy and ‘silo working’ as a result of centralisation of processes, with staff complaining they have little or no contact with line managers and are no longer allowed to support colleagues during peaks and troughs of demand.

The concerns relating to silo working echo the views of other officers, staff and stakeholders spoken to during the inspection and will be considered further in the Resources section.


121. The benefits of effective internal engagement processes to ensure that officers and staff are able to raise issues for discussion, receive feedback on the outcomes, and have the opportunity to participate in change have been highlighted in our previous local policing inspections. In response to issues we have highlighted, the SPA and Police Scotland commissioned its first Opinion Survey during 2015 and published the findings in October 2015.⁵⁰ The findings identified some significant issues for Police Scotland with respect to internal engagement and the relationship between senior management and officers and staff in the organisation. As a result, Police Scotland has embarked upon a programme of measures to address the key findings from the survey.
122. One of the main aims of the programme is to develop an improvement plan to address the survey’s findings involving police officers and staff from the outset in developing ideas to influence the plan. A series of engagement workshops were underway at the time of our inspection to provide a means for police officers and staff to hear about proposals and give their views on how improvements could be made. Early indications from Police Scotland suggest a range of emerging themes have been identified, which echo findings from our local policing inspections including:
- The development of an on-going employee engagement programme involving regular face-to-face communication across the organisation
 - A commitment to applying the service’s values to its staff through a more personal leadership style
 - Development of a PDR/appraisal process (paragraph 108)
 - Empowering managers through reducing centralisation of working practices and encouraging more local level decision making.
123. We are encouraged by the progress that has been made whilst recognising that there is still a good way to go to build the trust and confidence of staff in the organisation. **We will continue to report on progress through our Local Policing+ Inspection Programme.**

⁵⁰ SPA/Police Scotland *Opinion Survey* (October 2015).

Equalities

124. Police Scotland has identified seven national equality and diversity outcomes to explicitly outline its commitment to meet the needs of members of the public and staff who share relevant protected characteristics:⁵¹
- People better recognise hate crimes and incidents and feel confident in reporting them.
 - Individuals within protected groups feel safe and secure within their local community.
 - Victims of gender-based violence are confident that the police are responsive to their needs.
 - People from, and across, protected groups are meaningfully engaged with and their views contribute to service improvements.
 - Everyone in Scotland is able to contact the police when they require our assistance and this experience is positive.
 - We have a workforce that is reflective of our communities to increase trust and confidence in the police.
 - We have a workforce where people feel valued and encouraged to maximise their potential to ensure the most efficient and effective service is delivered.
125. At a local level, divisions are required to explain in their local policing plans the local priorities and objectives towards achieving the seven broad Police Scotland equality outcomes. Dumfries and Galloway Division has condensed these seven outcomes to three that align with the local SOA:
- People from the protected groups across the region feel confident in engaging with Dumfries and Galloway Division of Police Scotland
 - People from across all protected communities are able to live free from crime, specifically hate crime and domestic violence
 - Provide a positive and healthy workplace culture which welcomes and nurtures people from across all the protected characteristics and is an employer of choice
126. The division has appointed lead officers to oversee each of the three outcomes and report progress to the Divisional Commander on a quarterly basis. The division does not have a local diversity strategy or delivery plan through which it can measure progress towards its stated outcomes, but draws on national policy and the associated SOP.
127. In relation to hate crime, there are nominated leads for each of the protected characteristics. The leads are members of various local multi-agency Diversity Working Groups working closely with partner agencies to discharge responsibilities under the SOA. This approach is attributed locally to contributing to local success in reducing hate related incidents. Between April and December 2015, the number of reported incidents reduced from 94 to 87 when compared to the previous year. Detection rates improved from 88.4% to 94.7% during the same period and are well above the national average of 77.2%.

⁵¹ Police Scotland Equality Outcomes, April 2013.

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128. Overall we take the view that the division is contributing toward the achievement of national outcomes but this could be improved with more formal structures and processes that clearly articulate the progress that is being made and how this links to the achievement of national and local outcomes. The division could improve its approach through the development of a local delivery plan that is monitored regularly within the local governance arrangements.

Improvement action 1

The divisional commander should develop a local diversity delivery plan to illustrate how local actions are contributing to the achievement of local and national diversity outcomes.

Resources

Key findings

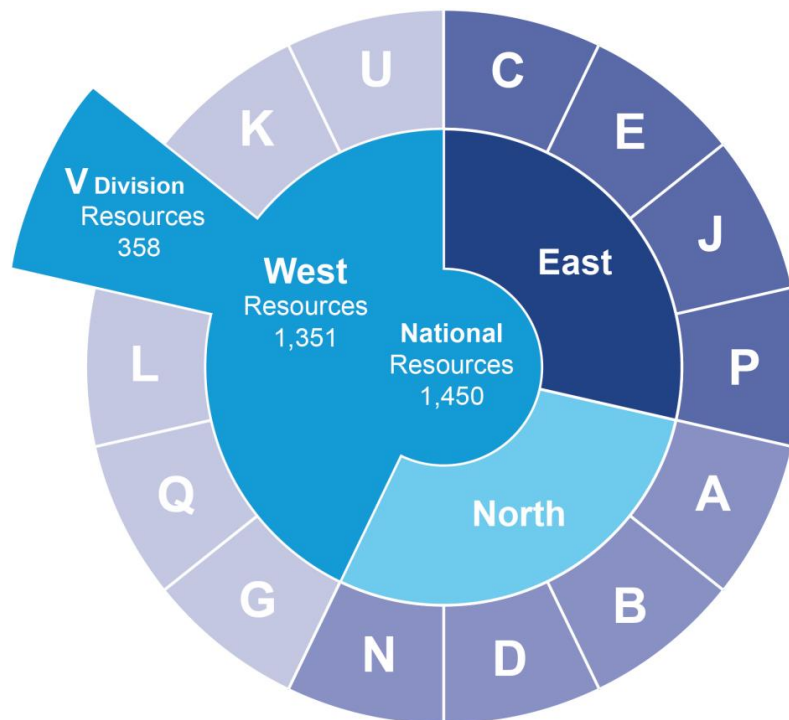
- The rural nature and geographic size of the division present significant challenges in meeting community expectations.
- Regionalisation and centralisation of some policing functions has affected flexibility to address local issues.
- National reorganisations and reductions in support staff locally are having a significant impact on their morale and the effectiveness and efficiency of support to the local division.
- Police Scotland is supporting the division to improve local recruitment of special constables.
- The division's estate is in good order and discussions are underway to identify potential sites for locally integrated public services.

Structure

129. Dumfries and Galloway Division shares its boundary with the Dumfries and Galloway Council. The division has two area commands, Dumfriesshire and Galloway, each led by a chief inspector who is responsible for delivering operational policing. At the time of our inspection, there were 358 officers⁵² and 39 police staff deployed locally, making the division the smallest in Scotland in terms of resources. The majority of these comprise local response and community teams operating from police stations at Dumfries and Annan for Dumfriesshire, and Stranraer, Newton Stewart and Castle Douglas for Galloway. Local community teams also operate from a number of smaller stations in towns and villages across the area.
130. Included in the total of 358 officers are a range of local 'specialists' including Roads Policing Unit (RPU), CID, Domestic Abuse Investigation Unit (DAIU), Divisional Rape Investigation Unit (DRIU) and local intelligence and analysis officers and staff.

⁵² Police Scotland, *Officer Numbers Quarterly Fact Sheets Quarter 2*, 30 September 2015.

Figure 2 – Resources available to Dumfries and Galloway (V) Division



131. Support to the divisional resources is available from specialists at regional and national levels as indicated at Figure 2. Police Scotland data identifies that the division can call on a further 1,350 regional and 1,450 national officers to support local policing. However, as we have highlighted in our previous Local Policing+ inspection reports, these are not necessarily immediately accessible to the Divisional Commander due to other tasking and abstractions, which in this division has had an impact on the ability to address local priorities.
132. In our inspection of Edinburgh Division, we highlighted that a complex range of competing factors affect capacity to meet public demand in an optimal way. In Edinburgh, these factors included the fluctuating size and diverse nature of its population and the many events taking place in the capital city. The factors in Dumfries and Galloway are markedly different to city and urban environments. These include relatively low levels of demand, low resources, a large geographic area and a strong sense of local identity. These contributed to the development of a local policing approach that aimed to ensure capacity and capability to meet demand, but regionalisation and centralisation of some policing functions has affected the local approach, whilst increasing the ability to deal with protective demand.
133. Throughout this inspection, we noted a strong sense of local pride in officers, staff, stakeholders and local communities (paragraph 118). Some stakeholders suggested this was because of the fact that the population in general was fairly static, with families tending to stay in the area. As a consequence, the police and wider public services are largely made up of people from the area who want to do their best for their area. This has perhaps contributed to higher expectations in terms of service provision and accessibility of the police from local communities. This was exemplified in the responses to our stakeholder and public surveys where respondents commented on how it was now more difficult to contact local officers (paragraph 80) and engagement with community groups had diminished (paragraph 74).

The effect of geography

134. The large geographic area is a significant factor. At 6,446 square kilometres, the division covers the fifth largest geographic area in Scotland. Assuming the relevant administrative processes are the same for similar incidents across Scotland, then the travel times for calls can consume a far greater proportion of an officer's working day. To mitigate against this, the division's operating bases are sited in the main population centres and close to main arterial routes. However, we did note that some officers were expected to travel significant distances whilst on duty and in some cases to and from their homes to base stations.
135. To ensure effective local policing services, a good mix of officer skills and experience is required. Upon posting or transfer, some officers choose to commute rather than relocate (family circumstances are often cited as a key determinant). Although in Dumfries and Galloway only a small number of officers are affected, it is inevitable that there will be occasions when the exigencies of the service will require staff to travel significant distances. During our inspection, we were made aware of officers based at Stranraer commuting from Dumfries, a distance of around 75 miles and a journey time of around 90 minutes each way. Commutes of this length for those working shifts can have a significant effect on an individual's welfare.
136. Police Scotland and the division are aware of the issues and are endeavouring to provide solutions. Police Scotland has policies and procedures in place to ensure that officers do not have to commute unreasonable distances. Newly appointed officers, however, can be posted to any division in Scotland and it is their responsibility to ensure they are able to get to work. In such cases the divisional commander is responsible for deciding at which station they are to be based. For others where journeys are between 35 to 55 miles, expenses can be reimbursed for mileage over 35 miles. For journeys over 55 miles, relocation is considered to be the best option and reasonable relocation expenses can be made available, but ultimately the individual concerned has the final decision.
137. The division has put in place a number of measures to support the affected officers including pairing officers on shifts to allow for car sharing and flexible working arrangements to minimise commuting distances and times. But in cases where officers are retained on duty or cited for court, then two individuals are affected. Bed and breakfast accommodation can also be made available, but only to officers who are not in their first posting. However, our inspection found that some officers were of the view that this facility was no longer available.
138. We recognise that the solutions are not easy if staff will not move to the area and that relatively few individuals are affected. We also acknowledge the attempts made by Police Scotland and the division to minimise the impact on individuals. However, the division has no formal arrangements to monitor the long term impact on the affected individuals. Monitoring relies on first-line managers to take appropriate action as and when officers are retained on duty or are required to attend court. We take the view that the organisation and individuals have a responsibility to ensure the long-term effects of long daily commutes do not impact on individuals' welfare. We believe that regular, formal arrangements would provide the individual and the organisation with the opportunity to monitor any adverse impact so that appropriate action can be taken at the earliest opportunity.

Improvement action 2


The divisional commander should introduce formal arrangements to monitor the impact that commuting long distances is having on individuals.

139. The relatively low demand in the area has resulted in a relatively low resource requirement to meet that demand. The strong sense of local identity helped create a 'whole team' approach under legacy arrangements as a means of addressing the factors that characterise this area. The approach, across all services in the area, helped ensure a willingness to help each other out during times of higher demand (paragraph 119) and the ability to provide support across functions.
140. The three tier approach to policing involving local, regional and national units introduced by Police Scotland⁵³ resulted in a number of officers and staff being allocated to roles to address protective demand. The allocation of officers and staff to regional and central roles has undoubtedly assisted in the provision of services to address such demand to very good effect, particularly in serious crime incidents.⁵⁴ However, an unintended consequence of police reform in Dumfries and Galloway has been the emergence of a focus on functional 'silo' operation. Whilst this operates well in compact, heavily populated areas, the model does not appear to operate as effectively or efficiently in an area with long lines of communication or travel on the periphery of the force area.
141. We found that some officers and staff expressed the view that there was a 'it's not my job' attitude developing with staff in regional and national roles being less able to support colleagues in local policing. A number of examples were cited including:
- Custody staff provided a dual service taking responsibility also for enquiry counters, we noted that whilst this still occurs in some instances, more officers are now backfilling to undertake this role whilst others are also required to temporarily backfill into custody roles (Part 2 of this report).
 - Corporate communications roles are now separated between internal and external communications and although they operate from adjacent offices in Dumfries, they are not able to cover for each other during absences. A local solution involving operational police officers has been implemented as a result of negative media coverage when the external communications officer was absent.⁵⁵
 - The area control room formerly assisted with a range of functions (paragraph 79) including message alerts to e.g. neighbourhood watch and Farm Watch schemes. These functions now fall to local policing resources.
 - Ports officers at Cairnryan would deploy to support Stranraer officers during peak demand or take on routine enquiries. Now part of Specialist Crime Division (SCD), these officers are restricted to the port.
 - Operational Support Division resources such as dog handlers who were previously based at Stranraer and Dumfries now operate from the central belt and can take several hours to attend incidents.

⁵³ Police Scotland, *Officer Numbers Quarterly Fact Sheets Quarter 4*, 31 March 2015.

⁵⁴ HMICS, *Local Policing+ Inspection Programme – Inspection of Edinburgh Division* (2015), paragraph 190.

⁵⁵ BBC News, *Police Scotland criticised after crime reports not publicised in the media*, 20 October 2015.

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142. These examples help illustrate a cumulative effect of change in different service areas on local policing. The rationalisation of services has assisted in improving the efficiency of that service, but in each case some aspects of the service are left for local policing resources to pick up. This has been at a time when local policing resources have diminished as part of that rationalisation process, leaving fewer officers and staff to pick up more tasks. This has been further compounded, in the case of this rural division, by reduced access to some services that in the past would support preventive patrols or targeting of offenders.
143. We are of the view that reduced access to some services is an unintended consequence of the low levels of serious crime demand in the area. Low demand formerly allowed some specialist resources the time and capacity to focus on less serious matters that may not be met with the same level of response in areas of high and more serious demand. The following examples are used to illustrate this and the effects that have been seen locally.

Crime scene examination

144. Crime scene examination is a function of the Forensic Services – Scene Examination Branch, which is the responsibility of the Scottish Police Authority. This service is critical in supporting local policing to detect crimes that are a priority to local communities. The number of scenes of crime examiners based in Dumfries and Galloway has been reduced and most are now located outwith the division. Officers reported that as a consequence of the reduced number and new processes it was now much more difficult to get crime scenes examined.
145. The process to request the examination of a scene requires officers to provide a 28 point update to a telephone answering service. Some officers suggested that this could take as long as 40 minutes to complete, with no indication if the request was confirmed. Some officers reported that they would circumvent the process by making repeated calls to the Scene Examination Branch until they were able to talk to a member of staff. It was also suggested that having managed to make contact, many requests were declined as not meeting attendance criteria and that the time taken to attend scenes had increased significantly as examiners were now travelling from the central belt. Officers expressed the view that the service to victims in the area had diminished with examples cited of victims of housebreaking being asked to spend the night with relatives as crime scene examiners were not available to attend until the following day.
146. We note that Police Scotland monitors performance in relation to the number of scenes attended within 24 hours of a request being made. For the period April to December 2015, nearly 96% of scenes were reported to have been examined in Dumfries and Galloway within 24 hours. This suggests that the examples cited by officers are worst case scenarios rather than the norm. We did not explore this further on this occasion as forensic services will be inspected as part of our Scrutiny Programme during 2016-17. We also understand that Police Scotland and the SPA plan to review the request process as part of their commitment to provide an effective service. In view of the issues highlighted in this inspection, we would urge the SPA and Police Scotland to conduct this review at the earliest opportunity.

Recommendation 1

The Scottish Police Authority and Police Scotland should complete their planned review of scenes of crime examination call out processes at the earliest opportunity to ensure that the service provided focuses on the needs of victims.

Armed response vehicles

147. At the point of transition to Police Scotland in April 2013, Dumfries and Galloway was the only area without an Armed Response Vehicle (ARV) capability, largely due to the low levels of demand in the area. Officers were trained and able to respond to incidents but operated on a call-out basis, their main function being part of local policing arrangements. The creation of Police Scotland resulted in a move to a full-time capability. As a consequence, a number of officers were drawn from local policing resources to provide this specialist support locally.
148. These officers, although based in the division, are currently not able to undertake non-firearms duties in support of local policing. We have previously expressed the view that this is not an effective use of resources. In our review of standing firearms authority for ARV, we recommended that consideration should be given to allowing these resources to 'meaningfully contribute to local policing priorities'.⁵⁶
149. As a result of that recommendation, Police Scotland has submitted a proposed communications and engagement strategy to the SPA setting out how it would intend to engage with local authorities on this issue. **We maintain our view that ARV officers should be available to assist local policing resources by being allowed to deploy to appropriate non-firearms related incidents and urge Police Scotland and the SPA to reach a decision at the earliest opportunity.**

Search

150. During the course of our inspection some concerns were expressed about changes to the way in which searches (such as for missing persons) were co-ordinated. New arrangements provide on-call search managers, who are often based outwith the division, to advise local officers. The process now bypasses locally trained officers who have a good understanding of their area and longstanding working relationships with key partners such as Galloway Mountain Rescue Team. This can build delays in deploying additional resources at the critical early stages of search operations. The division is keen to preserve locally based skills in this important area and contribute positively to the existing national framework, but some officers expressed the view this was another example of the deskilling of local officers (paragraph 87).

Surveillance

151. The effective and appropriately regulated use of surveillance by the police contributes significantly in bringing to justice criminals who cause harm to communities. Such activity is the responsibility of the SCD and resources are based in national and regional units including within the Dumfries and Galloway area. SCD targets the top 20% of Serious and Organised Crime Groups (SOCG) measured by threat, harm and risk. The division is responsible for any SOCG based in their area falling outwith the 20% assessed nationally as posing the greatest risk. The deployment criteria for the use of these resources is such that because of the relatively low levels of threat, harm and risk in the area, they have been deployed infrequently in Dumfries and Galloway in the past three years. The majority of their work is based in areas of higher demand in the central belt and consequently officers spend much of their time travelling to and from operations. Having specialist resources based in the division does, however, provide career development opportunities for officers to gain experience through attachments to specialist units.

⁵⁶ HMICS, *Review of Standing Firearms Authority for Armed Response Vehicle Crews within Police Scotland*, (2014), Recommendation 7.

152. During our inspection we found that capacity to deploy specialist resources to tackle local drugs issues had been impacted by assessment criteria which favours the higher threat, harm and risk from SOCG that are more prevalent to city and urban areas. Whilst we note that some flexibility has been afforded to allow deployments based on local community impact this has been limited. Given the practical reality that some specialist resources will focus on serious criminality and predominately operate in areas of high demand, the efficiency and effectiveness of locating these resources at some distance from this demand is questionable. It is however important that all divisions can continue to access specialist resources when there is an operational need and that Police Scotland has sufficient flexibility to deploy these to lower level SOCG activity in more remote communities where there is a significant community impact. This should be contrasted with our earlier comments in terms of some specialist Operational Support Division skills, which may be better maintained within division (paragraphs 87 and 150). Given the experience that Police Scotland now has in delivering specialist resources at a regional and national level and its understanding of local demand, it is perhaps timely to review the sustainability of its specialist support operating model. This should include consideration of where specialist resources should be geographically located to support demand and also identify which specialist skills could better be delivered within local policing divisions, especially where these divisions operate at the geographic extremities of the force.

Recommendation 2


Police Scotland should review the sustainability of its specialist support operating model. This should include consideration of where specialist resources should be geographically located to support demand and also identification of which specialist skills could better be delivered within local policing divisions.

Corporate support functions

153. In our focus groups and interviews with staff we found that national reorganisations and reductions in support staff locally are having a significant impact on their morale and the effectiveness and efficiency of support to the local division.
154. We understand that a number of corporate reviews of key support functions had yet to complete (e.g. procurement and business support). Some of these reviews have been on-going in excess of two years. This has left many staff unsure of their future and the level of service to be provided locally. These reviews have often not fully considered the impact of their implementation on other corporate areas, and left staff working in silos, where they feel unable to assist other local staff in what are perceived as separate functions. Police staff would multi-task under legacy arrangements providing support across functions during busy periods or to cover for absence. We noted situations where staff were sharing offices where one would be very busy, whilst others were looking for tasks but could not assist their colleagues as it was 'no longer their job'.
155. Those staff whose restructuring had been completed remain concerned regarding the future harmonisation of their terms and conditions.

Recommendation 3

Police Scotland should review the resourcing of outstanding corporate reviews and expedite their implementation.

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156. Business Support is a core local function which supports the divisional command team to manage staffing, finance and a wide variety of administrative processes. Business Support Units have been subject to national restructuring and a 25% reduction in staff has been delivered across the country achieving a recurring £2.5m saving. The review is still on-going in custody, criminal justice and contact, command and control divisions. Further work to rationalise and improve efficiency of support processes may also be required after this phase of the review is complete.
 157. There is no corporate professional lead officer responsible for Business Support, and responsibility for the development and career pathways for these staff has been allocated to local divisional commanders. HMICS views this as untenable given the responsibilities already placed on divisional commanders, the likelihood of inconsistent or no local approaches and the risk of staff morale deteriorating.
 158. The Business Support Unit locally has been required to take on a number of operational processes including conducting satisfaction surveys and crime report auditing. This highlights the risk that without centralised professional leadership and monitoring, the increasing demands placed on these local units will not be fully understood or factored into national decisions around their future resourcing.
 159. Line management responsibilities for many support staff in Dumfries and Galloway lie with individuals located well outwith the area, who are constrained in their ability to leave their base. This limits the ability to have face to face interaction with staff and fundamentally affects managers' ability to understand local working conditions and challenges.
 160. HMICS found clear evidence that local staff were either instructed not to, or felt unable to, provide mutual aid to other support staff locally. This related to a number of factors including uncertainty over restructuring and future harmonisation, a lack of understanding or inflexibility from remote line managers and an alignment to corporate functions rather than to local support.

Recommendation 4


Police Scotland should ensure that professional leadership, support, process standardisation and development pathways are in place for each corporate function centrally, even if management is local. It should also ensure that local support functions work effectively together as a virtual unit to ensure that local divisions receive the required level of flexibility.

ICT

161. There are ongoing issues within Dumfries and Galloway Division in terms of delays to the national roll-out of network and hardware infrastructure upgrades. This delay limits the ability of a number of national divisions and support functions being able to access ICT systems across divisional boundaries.

Special constables

162. Special constables are volunteers who have the same powers as regular officers. Deployed effectively, they can make a valuable contribution to local policing. In recent years the number of special constables has declined. At the time of our inspection, Police Scotland reported that there were 841 in Scotland. This compares to 1,293 in September 2014. In Dumfries and Galloway, the division reported there were 58 but this was nearly half the number recorded in 2014.

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163. The decline in numbers was a concern for the division and was under review by the Continuous Improvement Group (paragraph 104). A number of issues had been highlighted including specials successfully becoming fulltime constables; inactive specials resigning their posts; changes to training processes; and a slowdown in local recruitment. The division was aware also of a number of 'career specials' that were close to retirement age, which would reduce numbers further.
164. We spoke to a number of special constables during our fieldwork and were impressed with their commitment to the area, which exemplifies our findings at paragraphs 118 and 133. They came from a range of backgrounds including local agriculture and forestry commission, teaching and taxi driving. All stated they were specials because they wanted to make a contribution to the local community. Two individuals had over 60 years' experience between them.
165. The special constables we spoke to attributed the decline in numbers to a range of factors echoing the findings reported by the division. Of particular concern was a perceived increase in the training requirements for new recruits. We understand from Police Scotland, however, that the new training programme (introduced in September 2015) will be a combination of local training and one condensed week at the Scottish Police College.
166. Discussion has also taken place between the division and the National Specials Co-ordination team to consider the possibility of a 'condensed recruitment delivery' where the entire process is held over a three day period rather than constant travel across a number of dates. The division has also been asked to identify any large local employers so that the national co-ordination team can approach them to seek 'buy-in' for Employer Supported Policing. This has the potential to increase the number of new recruits within a local area. **We welcome these developments and will continue to monitor recruitment as we progress our Local Policing+ Inspection Programme.**
167. The division has an effective approach to deploying special constables for pre-planned events by circulating details well in advance and identifying the numbers required. The specials we spoke to valued this approach as it afforded them time to plan their own work and family commitments. We also found that the division had made use of the social capital available to them through their contingent of specials. We noted that those with an agricultural background had been used e.g. to support rural crime initiatives and those from a teaching background were involved in the local youth volunteer scheme. **We consider this approach to be effective practice and would encourage greater use of the additional skills and experience special constables bring to Police Scotland to enhance the service provided by local policing.**
168. More general deployment to support local policing meet day-to-day public demand was less co-ordinated than for pre-planned demand. Co-ordination of resources is left to individual shifts and special constables to identify availability and is largely down to the special constable to volunteer. As a consequence, a number felt they were underused and not valued. The specials we spoke to were receptive to the possibility of an approach similar to that used for events. We believe that the service to local communities could be improved further if there was greater co-ordination of deployments for general patrol. For example, the division could identify particular times and locations where additional support would help address peaks in demand or improve visibility, such as Friday nights in towns, or market days, or even attendance at community councils.

Improvement action 3

The divisional commander should develop a more co-ordinated approach to the deployment of special constables in the division to identify times and locations that would benefit from the additional support that special constables can provide to local policing.

Physical assets

169. The division has a good overview of its estate and has a local asset management plan that follows a national template. The local plan has clear links to national priorities for rationalisation of the property estate, removal of leased properties and a focus on co-location with partners. There is a record of investment in the local police estate with many being of modern construction or upgrade. A number of properties have been identified as having limitations in terms of operational delivery, no longer meeting policing requirements and not representing value for money.
170. Maintaining a footprint in the local community has been identified as a clear requirement in particular cases and the division is actively seeking to identify shared or alternative accommodation for each property prior to taking any further action regarding disposals. During the course of our inspection, the division was in discussion with the local authority and the Scottish Futures Trust to explore the options for shared facilities in Dumfries including colocation of services for the MASH (paragraph 101) and CCTV monitoring (paragraph 191). We welcome these developments which have the potential to develop a truly integrated service in line with the aims of public sector reform.

Financial assets

171. Arrangements for the local management of financial assets are similar to those we have found in other divisions. The divisional commander has limited influence over the budget as officer numbers are fixed and, combined with police staff, account for the vast majority of the divisional costs (97.1%). The most significant area for discretion is the overtime budget which can be used to target operational demand. Overtime spend was under budget at the time of our inspection. There is effective monitoring of the divisional budget.
172. The division receives external funding from partners for some initiatives, such as Choices for Life and Youth Justice, as well as contributions from the NHS and Dumfries and Galloway Council to a number of officer posts.

Managing information and intelligence

173. The division has structures and processes to support the gathering and management of intelligence. Divisional intelligence officers based in both area commands are supported by divisional analysts to research, develop and analyse intelligence to assist with the deployment of local resources. Further support by way of regular analytical products and intelligence updates is provided by the National Intelligence Bureau. This approach enables the division to produce daily and weekly briefings that provide a summary of current intelligence linked to local priorities to support the activity of local officers.
174. In addition to local briefings, the intelligence team produces more in-depth products to support the local response to particular problems ranging from serious organised crime to antisocial behaviour. The divisional intelligence team works in partnership with their counterparts in neighbouring divisions and forces, which enables the timeous sharing of intelligence, especially in connection with cross-boundary crime.

Partnerships

Key messages

- The police in Dumfries and Galloway are making an effective contribution to partnership working and the achievement of better outcomes for local communities.
- The division works in partnership with the local authority Community Safety Team and is exploring opportunities to develop this service by the direct deployment of wardens to some incidents of antisocial behaviour.
- Five dedicated school campus officers and community policing teams work with local schools to promote the safety and well-being of young people through initiatives such as 'Small World' and 'Big World', which are examples of good practice.
- Gradual changes to the role of school campus officers presents a risk to the overall effectiveness of their role.
- Police Scotland and Dumfries and Galloway Division are committed to keeping rural communities safe through their support for initiatives such as Rural Watch, Farm Watch.
- There is strong and effective leadership within Dumfries and Galloway Division in relation to the management of cross-boundary crime. There are established and effective relationships within Police Scotland, and with other UK forces and partner agencies. There is evidence of the effective management of intelligence and co-ordinated preventive activity, and there have been some notable successes in terms of enforcement activity.

175. It is a statutory requirement for the police to work in partnership with local authorities and other agencies to improve the safety and well-being of persons, localities and communities in Scotland. We found that in Dumfries and Galloway, the police are making an effective contribution to partnership working and the achievement of better outcomes for local communities articulated by clear links between the priorities in the Local Policing Plan and the SOA (paragraph 47). There are effective lines of communication with senior officials and councillors from the local authority and other stakeholders. This was described as an open relationship with good dialogue keeping officers and officials in touch with issues and incidents in the area.
176. The commitment to partnership working is founded on well-established partnership approaches at all levels. These range from attendance at strategic groups by the Divisional Commander to specific local problem solving groups attended by local community officers. The Divisional Commander is active at a strategic level playing a key leadership role in a number of high level groups including the Community Planning Executive Group, the Dumfries and Galloway Strategic Partnership and the Regional Resilience Partnership. The aim of these groups is to ensure local resources are directed and supported to work toward achieving the objectives in the local Community Plan and SOA.
177. Sitting below the strategic groups are a range of operational and tactical groups that co-ordinate partnership activity to address a wide range of issues. These include the Community Safety Partnership, the Domestic Abuse and Violence Against Women Partnership, the Road Safety Partnership, the Child Protection Committee, the

Partnership Against Rural Crime and Local Rural Partnerships. We found that the police were active participants supporting activities with resources and advice.


178. An example of the sharing of resources to achieve local priorities is illustrated by the Dumfries and Galloway Community Safety Team. This was set up by bringing together existing staff from different areas in the council including enforcement officers and wardens. To support its development, the local authority provided funding for a police inspector seconded to the role of Service Manager, to establish working practices and procedures and deliver the partnership antisocial behaviour strategy. In turn the division has seconded two police constables to the team. The officers are based in Dumfries and Stranraer and provide a link between police and the authority. They have access to police ICT systems and operate under an information sharing protocol to identify incidents, trends and emerging issues.
179. Priorities are identified from the council's annual community safety survey and police data that inform a local strategic assessment. These set the priorities for the team for the coming year, directed through their own tasking and co-ordination meetings. These are based on the four council service areas and rotate monthly between each area to provide local as well as authority area oversight. Importantly, local community officers attend these to share information and discuss joint approaches to tackling antisocial behaviour. Oversight of the team's activity is provided by the partnership's Antisocial Behaviour Strategy Group and the Community Safety Partnership. The division's own tasking and co-ordination process is able to task the community safety team to address antisocial behaviour issues appropriate to their capability and capacity.
180. To support the community safety team's activities, the council invested in a range of technologies including airwave radios and body worn cameras. The airwaves radios provide the facility for direct communication between the police and council wardens. Indeed, prior to the closure of the Dumfries police control room, the wardens were able to be tasked directly to deal with some incidents of antisocial behaviour and disorder, negating the need for the deployment of a police officer. The community team is supportive of this as it gives their staff opportunities to engage with young people in keeping with their prevention and diversion approach.
181. We understand that the division has attempted to reinstate this practice and has engaged with colleagues within C3 Division in an attempt to find a workable solution. A pilot scheme has been proposed but progress has been slow. **We take the view that this, if implemented, could be an example of effective and innovative practice in partnership working.** The divisional commander should continue to progress this proposed pilot scheme and work with colleagues from C3 division to agree a workable solution that helps support the delivery of local policing objectives.

Improvement action 4

The divisional commander should engage with C3 Division to reach agreement on a workable solution that allows the control room to communicate with and despatch Dumfries and Galloway Community Safety Team wardens to deal with incidents of antisocial behaviour and disorder.

School campus officers

182. There are five designated school campus officers (SCOs) in Dumfries and Galloway servicing 10 secondary schools. They operate under a joint agreement with Dumfries and Galloway Council. The officers are funded by Police Scotland and schools



provide accommodation and some administrative support. Officers are seen as an extension of community policing and are selected for their ability to relate and engage positively with young people in a wide range of contexts, building bridges between schools, young people, the community and the police. The role was first introduced in Dumfries and Galloway in 2005 and has developed to meet local needs. Some SCOs work with several schools and the Police Scotland Youth Volunteer Scheme.

183. We spoke to SCOs during our fieldwork and were impressed by their commitment and knowledge, especially in relation to their understanding of how their role has positive benefits through prevention and early intervention. Their work can involve contact with a wide range of professionals including social workers and child psychologists to ensure the needs of individual young people are identified and addressed. This helps to achieve the right outcomes for young people under the Getting it Right for Every Child (GIRFEC) agenda. Their work in the classroom supporting the delivery of the Curriculum for Excellence helps the development of young people's life skills, contributing to the safety and well-being purpose of policing.
184. The SCOs were of the firm belief that their role made a significant contribution in keeping children safe. However, they were aware of the difficulties in quantifying the benefits of their work especially under the current police performance framework. They acknowledged that the division was supportive and valued their work. They were concerned that their ability to fulfil their role was being affected by recent changes such as the requirement to conduct firearms licensing enquiries (paragraph 90), allocation of annual leave (paragraph 115) and a perceived increase in their use in operational duties e.g. covering in custody and for events at weekends. They recognise that they are first and foremost police officers and that schools were generally understanding, but the cumulative effect of these small changes was reducing their contact time with schools. This was causing some frustration as they could not always guarantee their availability to schools, which presents difficulties in re-scheduling inputs around the school timetable. These echo general concerns raised by stakeholders we consulted during our inspection over perceived reductions in flexibility of locally based resources to address local issues. This is discussed in more detail in the Resources section of this report (paragraph 142).
185. We note these concerns and the pragmatism of the SCOs. We believe that gradual changes in their use presents a risk to the overall effectiveness of their role. This is not the intention behind the agreed procedures that describe how they operate. We are of the view that this role is an effective use of resources that supports the delivery of wider social outcomes for communities. As we illustrate in our case study below and as identified by the Scottish Institute for Policing Research (SIPR), the role '*has undoubtedly influenced the perceptions of two generations of school children towards the Police*'.⁵⁷ Whilst acknowledging the financial pressures facing policing, we believe there are wider prevention and early intervention benefits brought by the continuation of this role. The division should take steps to ensure that changes to tasking are not adversely affecting the effectiveness of the role.

Improvement action 5

The divisional commander should introduce monitoring arrangements to ensure that changes to operating procedures do not adversely affect the effectiveness of the role of schools campus officers.

⁵⁷ Scottish Institute for Policing Research, *The Scottish Campus Officer: Past, Present and Future* (2013).

186. The benefits of police officers in schools highlighted by SIPR are illustrated by Dumfries and Galloway's partnership initiatives for school pupils about to go on to high school and for those leaving school. The approach has been used for five years and has provided an input to a generation of school pupils. The approach, tailored to the locality and known under the titles 'Small World', 'Big World' or 'Do the Right Thing', is described in the following case study.

Case study

In recognition of the challenges young people face as they grow up, the division and its partners provide a range of activities at key stages in their development.

Small World focuses on P7 school pupils and supports them to make as seamless as possible the transition from primary school to secondary school.

Partners, including education, the NHS, the Scottish Fire and Rescue Service, community policing teams and school campus officers, provide information to raise their awareness of the potential dangers they may face as they grow older. Sessions include alcohol and drugs awareness, internet safety, peer pressure and bullying. Pupils are also given tours of their locality to raise their awareness of local landmarks and instructions on how to contact key services, including the emergency services.

At the conclusion of each event, participants are asked to assess the benefits of the inputs to ensure the right information is being provided. The findings are used to adapt future events and ensure current concerns are included. Although not formally evaluated, the feedback from pupils and partners suggest the approach is welcomed and this will continue to be part of the school year for future pupils.

Big World and Do the Right Thing are provided for senior secondary school pupils to assist in the transition from school to higher education or employment.

Partners include community policing teams and school campus officers, fire and rescue, education, NHS, LGBT groups and the Alcohol and Drug Partnership (ADP).

During November 2015, 'Big World' was held at secondary schools in Annan, Moffat, Langholm, Lockerbie and 'Do the Right Thing' held at Stranraer, Kirkcudbright, Castle Douglas, Dalbeattie and Dalry.

A series of one day interactive events using discussion groups, presentations and a theatre workshop address a range of issues including substance misuse, sexual health, internet safety, domestic abuse, hate crime and diversity awareness, and mental health to link with on-going education in schools. Pupils are introduced to the concept of peer mentoring to encourage positive citizenship and lifestyle choices.

At the beginning of events, pupils are asked for their views on the issues that are to be discussed to identify current levels of understanding. At the conclusion of events, pupils are invited to provide comment on the quality and benefits of the inputs.

Most recently, this approach was used to identify the levels of awareness of the effects of New Psychoactive Substances (NPS) (often known as legal highs). This identified that knowledge of NPS was poor with 94% admitting that they knew nothing or very little and that most would use the internet rather than peers or professionals to obtain more information. On this occasion the results of the feedback are to be used by police and partners to improve knowledge of the effects of NPS and inform further work in schools and elsewhere.

187. **We welcome the approach adopted by these initiatives. They are an example of effective practice in taking policing closer to communities and assist in keeping young people safe in Dumfries and Galloway.**

Rural crime

188. Crime in remote rural areas can have significant impact on not only the victims but wider communities and local economies as the property stolen or damaged is invariably agricultural machinery essential to maintaining livelihoods. This type of crime is commonly associated with criminals who travel to commit offences, the wider response to which is described in our findings into the + element of this inspection (from paragraph 194).
189. From a partnership perspective, the division is an active participant in the Dumfries and Galloway Rural Crime Partnership. The group is still in its infancy but has brought together a range of agencies and stakeholders to consider joint approaches to tackling the issue. A range of activities have taken place including a Farm Security Roadshow. This involved local crime prevention officers providing advice at an event hosted by one farmer attended by others from neighbouring properties. This serves to bring together communities so that advice and support can be provided to suit their needs. Engagement is also taking place with young farmers' groups to encourage future generations to become crime prevention champions through social media.
190. At a national level, Police Scotland provides support to divisions by way of the production of supporting material such as 'A Guide To Security in the Rural Environment'⁵⁸ and for events such as Rural Crime Awareness Events. One such event was held in Stranraer in September 2015. In attendance were a range of interested parties including land owners, farmers, the council, police, gamekeepers and the Scottish Environmental Protection Agency. Sessions included the provision of information on wildlife crime, firearms legislation and rural crime. They also sought to bring together key stakeholders with a view to developing existing schemes such as Rural Watch and Farm Watch. The event was deemed a success locally and further events are planned to ensure current momentum is maintained. We welcome these developments which illustrate the division and Police Scotland's commitment to keeping rural communities safe.

CCTV

191. In keeping with previous local policing inspections, we took the opportunity to consider arrangements for the provision of CCTV in Dumfries and Galloway. The infrastructure is fully funded by the local authority, who provide the cameras and network. Monitoring is carried out by police staff based in the Loreburn Police Office in Dumfries and in Stranraer. We noted there were good local working relationships between police operators and the local authority and any issues were able to be resolved locally.
192. CCTV operators have access to airwave police radio and are able to report incidents directly to the police control room. Local businesses also have access to a radio-link scheme whereby they can report crime and incidents directly to the operators. They in turn can direct resources and secure evidence and intelligence to assist investigations. This scheme has also been adopted by policing colleagues in Cumbria allowing two-way communication to report cross-boundary crime.
193. At the time of our inspection, the local authority was in the process of upgrading the system across the council area. As part of this programme, the council was seeking to create an integrated control room to house a number of council services and was exploring potential sites. We understand that consideration is being given to making use of the facilities vacated as a result of the closure of the former area control room

⁵⁸ Police Scotland and the National Farmers Union, *A Guide To Security in the Rural Environment* (2015).

and bringing together a range of services including the proposed MASH (paragraph 101).

The management of cross-boundary crime in Dumfries and Galloway Division

194. During our inspection of local policing in Dumfries and Galloway Division, we also sought to assess management of cross-boundary crime. The term ‘cross-boundary crime’ refers to criminal activity that transcends geographical policing and other agency or jurisdictional boundaries. We chose this subject as the + element of our inspection as it is particularly relevant to Dumfries and Galloway given the division’s boundary with England and Northern Ireland, its rural nature, and the significant road network passing through the division.

195. We assessed the management of cross-boundary crime against the HMICS inspection framework (see page 3) and also took into account the key strands of the National Intelligence Model: prevention; intelligence; and enforcement.⁵⁹

Prevention	Intelligence	Enforcement
How effective are the processes to engage with the local community including delivery of preventive and community safety initiatives?	How effective is the police understanding of the nature and impact of cross-boundary crime on its communities?	How effective are local response and investigation arrangements to cross-boundary crime including the processes to access specialist assets provided by Operational Support and Specialist Crime Divisions in support of local policing?
How effective are partnership arrangements with local communities, neighbouring police divisions and police forces in tackling cross-boundary criminality?		

Background

196. Not all crimes are committed by people living or working in the same area. Some are committed by individuals and groups who use the road network to travel across policing boundaries. Cross-boundary crime often involves exploiting rural communities and carrying out a range of crimes, such as the theft of agricultural machinery and livestock.

197. Dumfries and Galloway has been affected by such criminality and was one of a number of areas involved in Operation Checkpoint, a joint operation involving officers from Police Scotland, Cumbria, North Yorkshire and Northumbria targeting travelling criminals operating across the south of Scotland and northern England.

198. Of particular relevance to cross-boundary crime is the policing of the road network. When transporting illicit commodities such as controlled drugs or stolen property, in addition to the main arterial routes, individuals will use rural routes in an attempt to remain undetected. In 2014, HMICS inspected road policing by Police Scotland and made a number of recommendations.⁶⁰ One recommendation was that Police Scotland should give more appropriate emphasis to broader road security matters including the use of the strategic road network by criminals. In 2015, Police Scotland

⁵⁹ College of Policing, [Intelligence collection, development and dissemination](#) (2015) [accessed 29 October 2015].

⁶⁰ HMICS, [Thematic Inspection of Road Policing](#) (2014).

published a road safety and road crime strategy.⁶¹ This included a strategic priority to reduce road crime and positively impact on the use of roads by criminals.

Prevention

199. The location of Dumfries and Galloway in the southwest corner of Scotland, bordered on land by Cumbria and by sea to Northern Ireland, has delivered long standing exposure to, and experience in, managing cross-boundary crime. During our inspection, we heard about a range of preventive activity in relation to cross-boundary crime.
200. Local policing priorities for Dumfries and Galloway Division include protecting people; reducing antisocial behaviour; reducing violence; tackling substance misuse; making roads safer; and tackling serious and organised crime and terrorism. Each of these priorities may have a cross-boundary element. However, it is difficult to quantify cross-boundary crime as there is currently no marker assigned to crimes to designate them as being cross-boundary in nature.
201. In relation to crime prevention, we found effective leadership in Dumfries and Galloway and the contribution of the Detective Superintendent (Local Crime and Public Protection) was a particular strength. His role is critical within the single service, providing a conduit for the tasking of national and specialist resources in support of local policing. We found that the Detective Superintendent had established effective cross-boundary relationships with a range of strategic partners and there was evidence of co-ordinated preventive activity.
202. Managers within community policing teams had implemented a range of schemes to prevent and reduce crime and to prevent repeat victimisation. Crime prevention surveys were regularly conducted at premises targeted by travelling criminals; a retail radio-link scheme enabled shopkeepers and commercial premises to quickly share information about those suspected of involvement in crime; and a 'Smart-water' protective property marking scheme had been rolled out across the division as a deterrent.
203. The division has also made good use of traditional and social media in its attempts to prevent travelling criminals from committing crime in rural areas. In response to thefts of tractors, trailers, quad bikes and All-Terrain Vehicles (ATVs), the division launched a campaign entitled 'Where do you keep your keys?' This campaign involved the provision of basic and cost effective security advice using the local media, social media, visits to farms and farming markets, and liaison with the National Farmers' Union. In addition, local officers worked with distributors of heating oil and agricultural machinery, insurance brokers, gamekeepers and scrap metal dealers on target hardening and raising awareness of the nature and extent of crime occurring within local communities.
204. Local farmers were encouraged to participate in a Farm Watch Scheme enabling the rapid transfer of information regarding suspicious activity. Local police feed into the system via email and a text service in more urgent situations. The local community officer also prepares a monthly newsletter highlighting emerging crimes trends, including wildlife crime, and providing prevention advice. Free security surveys are also provided by local officers and intelligence led patrols are carried out at key times, dates and locations to deter or apprehend offenders.

⁶¹ Police Scotland, [Road Safety and Road Crime Strategy 2015-18](#).

205. Agricultural crime has a clear cross-boundary dimension and has been the subject of a roundtable evidence session held by the Scottish Parliament's Justice Committee on 24 February 2015. The Justice Committee considered:
- the extent and cost of the problem to farming communities in Scotland
 - the extent to which those who commit these crimes are opportunists or involved in organised crime
 - the impact of the crimes on victims and farming businesses
 - how the farming community and the police are tackling the problem
 - any barriers to detection or prosecution.
206. In February 2016, Police Scotland reported that it had established 13 rural crime forums throughout Scotland and announced a rural crime crackdown after it emerged that high-value quad bikes were being stolen to order by foreign serious and organised crime groups (SOCGs) operating in Scotland with stolen vehicles believed to have been delivered to Poland, Africa and Afghanistan.⁶²
207. During our inspection in Dumfries and Galloway, we engaged with a broad range of local strategic and community planning partners and elected members and found strong local support for the range of policing activities being delivered to prevent cross-boundary crime.
208. The aviation and maritime sectors are a critical part of the cross-boundary national policing infrastructure and present a unique set of policing challenges. Police Scotland's Border Policing Command is located at all major Scottish international airports and major ferry and sea ports, including Loch Ryan in Dumfries and Galloway, to counter the threat from international and domestic terrorism and serious and organised crime. Police Scotland works closely on prevention with partners in other key border enforcement agencies including Border Force, HM Revenue and Customs (HMRC), the Maritime and Coastguard Agency. We did not include a detailed examination of Police Scotland's Border Policing Command in this inspection, but this may be an area to which we will return in future inspections.

Intelligence

209. In March 2015, HMICS published a review of the procedural and structural arrangements for the management of intelligence between Ayrshire Division and Police Scotland's National Intelligence Bureau. We concluded that Police Scotland had successfully merged intelligence units from the eight legacy forces into a single National Intelligence Bureau.⁶³ In this inspection, we focused on cross-boundary intelligence sharing between Dumfries and Galloway Division and other areas of Scotland and the UK. We assessed intelligence sharing at strategic, tactical and operational levels.
210. At a national level, intelligence in relation to serious and significant cross-boundary crime is addressed through a Serious and Organised Crime Mapping process which scopes the reach of SOCGs and provides evidence of cross-boundary activity. This is monitored through the Multi-agency Collaborative Co-ordination Group (MACCG), chaired by HMRC, which includes agencies co-located within the Scottish Crime Campus. This includes representation from the National Crime Agency, North East and North West Regional Organised Crime Units, Home Office Immigration

⁶² Herald Scotland, [Police to clampdown on rural crime](#), 3 February 2016.

⁶³ HMICS, [Local Policing + inspection: Police Scotland's Management of Intelligence in Ayrshire and the National Intelligence Bureau](#) (2015).

Enforcement, United Kingdom Border Force, British Transport Police (BTP), Crown Office, Scottish Environmental Protection Agency and the Scottish Police Authority Forensic Services. This is further enhanced by a national multi-agency tasking and co-ordinating framework through which the interests of Dumfries and Galloway Division are represented and National Intelligence Model Level 2 and 3 cross-boundary criminality matters addressed.⁶⁴

211. At a tactical level, monthly SOCG Divisional Governance Meetings take place to identify intelligence requirements and emerging threats for presentation to the National Peer Review Group (NPRG). The NPRG brings together senior detectives from across Police Scotland to facilitate information sharing and the identification of effective tactical solutions. We examined minutes from these meetings and found evidence of the identification of effective tactical solutions to a number of cross-boundary crime matters.
212. At a tactical and operational level, there are strong links between the policing functions based within Dumfries and Galloway and neighbouring forces, other Police Scotland divisions and partner agencies. Analysts are tasked with the research and development of relevant products to enhance the intelligence picture for ongoing operations. Examples include:
 - individual target profiles – based on criminality, associates and intelligence
 - association charts, showing the relationship (familial or otherwise) between those listed
 - timelines to illustrate criminal activity and suspects' movements
 - mapping of specific locations or routes taken.
213. We found effective intelligence sharing arrangements in place at all management levels and we saw many examples of intelligence sharing with other UK forces in relation to travelling criminals. We also spoke to a range of strategic partnership agencies based at the Scottish Crime Campus where it was clear that those multi-agency arrangements had greatly improved agency intelligence sharing on criminals who operate over domestic and international boundaries.
214. As part of its continuous improvement activity, Dumfries and Galloway Division has recognised that there is a further opportunity to formalise strategic engagement through the establishment of a regular 'cross-boundary' meeting forum with neighbouring forces. We welcome this additional opportunity to further enhance intelligence sharing.

Enforcement

215. During our inspection, we found evidence of good performance in relation to cross-boundary crime enforcement under the investigative leadership of the Detective Superintendent. SOCGs play a key role in cross-boundary crime, and we noted that Dumfries and Galloway Division was performing well with 74 SOCG arrests made between April 2015 and January 2016. Collaborative work across the division, spearheaded by the Financial Investigation Unit, had resulted in £4,483,120 being seized from criminals through the use of Proceeds of Crime Act (POCA) legislation over the same period. A good example of this type of enforcement activity was 'Operation Knockout' where the principal member of a SOCG received a significant custodial sentence for drug supply as well as seizing assets in excess of £70,000.

⁶⁴ College of Policing, [Authorised Professional Practice on the Management of Intelligence](#).

216. Intelligence-led policing activity was informing both preventive and enforcement activity and uniform, criminal investigation (CID) and road policing officers throughout the division were making effective contributions in responding to cross-boundary crime.
217. At a national level, we welcome the assessment of the Chief Constable in February 2016 that the Scottish Crime Campus has strengthened cross-boundary policing arrangements and placed Scotland at the forefront of the fight against international crime. The investment by Scottish Government in the Crime Campus is a key part of Scotland's fight against serious and organised crime and includes the most advanced DNA profiling facilities in Europe. The first two years of multi-agency operations from the Crime Campus has led to hundreds of arrests and 22 Scottish SOCGs, involving 440 individuals, have been assessed as having international crime linkages. Over the same period, Police Scotland's Fugitive Action Search Team has used its developing international links to execute 320 arrest warrants for 298 people over six continents.⁶⁵ We also noted that plans were in place to second a BTP officer to the Crime Campus which will bring further benefit in terms of increased co-operation to key areas of cross- boundary crime such as metal theft.
218. At a national level, we also noted the establishment of the Acquisitive Crime Board, chaired by the Assistant Chief Constable responsible for Local Policing East. The Board has oversight of all aspects of acquisitive crime across the force area including governance, the sharing of best practice and the co-ordination of prevention and enforcement initiatives at local and national level. The Board has co-ordinated a number of national operations, such as Operation RAC, which targeted housebreaking, and Operation Quarterlight, which targeted vehicle crime. Both operations were the subject of positive media coverage.
219. We found evidence in Dumfries and Galloway of both Divisional Road Policing Unit (DRPU) officers and Trunk Road Policing Group (TRPG) officers tackling travelling criminality and cross-boundary crime effectively.⁶⁶ This illustrates the progress that Police Scotland has made in relation to our previous recommendation, that roads policing should focus on criminals' use of the road network, as well as road casualty reduction (see paragraph 198).
220. The A74(M) Glasgow to Carlisle road is the main transport link between Scotland and the rest of the UK mainland, and is recognised as the principal arterial route for organised crime groups to transit controlled drugs, stolen property, counterfeit goods, cash and contraband north and south of the border. One of the many connecting roads to the A74(M) is the A75 Gretna to Stranraer Road, which serves the main ferry port at Cairnryan and facilitates approximately two million travelling public per annum.
221. For many years, road policing officers serving along the Dumfries and Galloway section of the A74(M) had achieved notable success in seizing significant quantities of controlled drugs and contraband. However, this was not a dedicated crime enforcement resource. In September 2014, agreement was reached between the Operational Support Division Road Policing Unit; Specialist Crime Division and Dumfries and Galloway Division to pilot a dedicated Crime and Drugs (CAD) Car to patrol the Dumfries and Galloway section of the A74(M) with the specific remit to target organised criminals along the route and the proceeds of their criminal activity.

⁶⁵ BBC News, [Campus 'strengthens' fight against international crime](#), 8 February 2016.

⁶⁶ Further information about the respective functions of the DRPU and TRPG can be found in our inspection of road policing – HMICS, *Thematic Inspection of Road Policing* (2014).

Staffing for the CAD car came from within the Road Policing Unit, however divisional operational staff backfilled those officers so that local road policing establishment was not diminished.

222. A six-month pilot commenced on 27 October 2014 and a patrol log was maintained to measure performance and quantify the value of the CAD car. In March 2015, after notable success, it was agreed that the concept of the CAD car identified clear benefits not only locally but for communities across Scotland and elsewhere in the UK and it was recommended the initiative continue.
223. We interviewed the two officers assigned to the CAD car and found them highly dedicated to their role. From interview with these and other officers, it was clear that the CAD car was making a significant contribution to tackling criminal use of the strategic roads network in Dumfries and Galloway and that they had been successful in seizing large amounts of drugs and stolen and counterfeit goods. Performance data in relation to the CAD car from October 2014 to September 2015 is shown at Table 1. These results are from two officers, with a total running cost (including fuel, vehicle maintenance and wages) of approximately £85k per annum.⁶⁷ The learning from the model used in Dumfries and Galloway is transferrable to other parts of the strategic roads network in Scotland.

Table 1 – Crime and Drugs Car performance 31 October 2014 to 30 September 2015

Drug seizures	
Cannabis	£469,372
Cocaine	£51,484
Heroin	£164,000
Benzocaine	64kg
Baked paracetamol/caffeine mix	24kg
Sub-total	£684,856
Other commodity seizures	
Counterfeit goods	£89,515
Stolen goods	£127,900
Cigarettes	£23,900
Sub-total	£241,315
Proceeds Of Crime Act (POCA)	
Sub-total	£158,111
Total value seized	£1,084,282 + 88kg mixing agent
Performance measures	
Detentions/arrests	215
Road traffic offences detected	389
Vehicles seized	29
Pursuits	4

224. Police Scotland is currently considering opportunities to extend the CAD car model to other police divisions in Scotland which we welcome. However, in doing so, Police Scotland may also wish to consider what arrangements could be put in place to support such an operational model as an inevitable feature of the model is that the officers have to spend large amounts of time off the road dealing with associated back-office administrative duties.


⁶⁷ This figure is a Police Scotland calculation which excludes employers' overhead contributions.



Part 2 – Inspection of custody centres located in Dumfries and Galloway Division

Our inspection

225. The aim of this inspection was to assess the treatment of and conditions for those detained in police custody centres located in Dumfries and Galloway Division. The division is served by two primary custody centres at Dumfries and Stranraer, and eight ancillary custody centres at Annan, Castle Douglas, Dalbeattie, Gretna, Kirkcudbright, Lockerbie, Newton Stewart and Sanquhar.
226. This inspection is part of an on-going programme of custody inspections which contribute to the United Kingdom's response to its international obligations under the Optional Protocol to the United Nations Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT). OPCAT requires that all places of detention are visited regularly by a National Preventive Mechanism (NPM), an independent body or group of bodies which monitor the treatment of and conditions for detainees. HMICS is one of several bodies making up the NPM in the UK.
227. Our inspections are based on an inspection framework which ensures a consistent and objective approach to our work. The framework consists of six themes: outcomes; leadership and governance; planning and process; people; resources; and partnerships. Each theme is supplemented by a range of indicators setting out what we expect to find during our inspection. In relation to custody, the 'outcomes' theme features additional indicators specific to custody. These focus on the treatment of and conditions for detainees. Our custody inspections which takes place during our Local Policing+ Inspection Programme will be predominantly focused on these custody-specific outcomes, but we will also comment on the other themes from our framework where appropriate.
228. We visited the 10 custody centres located in Dumfries and Galloway Division in January and February 2016. Our inspections of the primary custody centres at Dumfries and Stranraer were unannounced visits during which we assessed the physical environment, interviewed detainees and custody staff, observed key processes and reviewed the custody records of those detained at the time of our inspection. We also took into account the views and experiences of officers and staff working in Dumfries and Galloway Division, as well as the experience of independent custody visitors for the area. Unannounced inspections can limit what we see during our visits to custody as we may only observe what we find at the time of our visit. Our inspections of the eight ancillary centres were pre-arranged. This was because these centres are used infrequently and are therefore rarely staffed. Given the very low throughput of detainees, it was unlikely they would be in use during any inspection. The visits to these centres were arranged with a few weeks' notice and focused on the physical environment. This report mostly focuses on the treatment of and conditions for detainees at Dumfries and Stranraer while the ancillary centres are commented on separately at paragraphs 254 - 264.



229. Our inspection of custody centres in Dumfries and Galloway follows our thematic inspection of police custody arrangements in Scotland, published in 2014.⁶⁸ As a result of that inspection, we made 15 recommendations and suggested Police Scotland consider 39 improvement actions. In addition, we made a further five recommendations and suggested a further eight improvement actions following inspections of custody centres in Aberdeen City and Edinburgh Divisions in 2015.⁶⁹ Police Scotland has developed an implementation plan for these recommendations and actions. Where relevant, we have taken the opportunity to comment on progress made against our previous recommendations in this report and will continue to do so during the custody inspections that take place as part of our Local Policing+ Inspection Programme. Where we find sufficient evidence, we will discharge those recommendations. Some recommendations and improvement actions made in respect of custody centres located in a particular local policing division will be relevant to some or all other custody centres in Scotland. Police Scotland should ensure that learning from each inspection, including from any good practice highlighted, is considered across the custody estate.

⁶⁸ HMICS, [Thematic inspection of police custody arrangements in Scotland](#) (2014).

⁶⁹ HMICS, [Local Policing+ Inspection Programme: Inspection of custody centre located in Aberdeen City Division](#) (2015) and HMICS, [Local Policing+ Inspection Programme: Inspection of Edinburgh Division](#) (2015) (see Part 2 – Inspection of custody centres located in Edinburgh Division).

Key findings

- The primary custody centres at Dumfries and Stranraer are well managed. The staff should be commended for their commitment to providing a safe environment for detainees.
- The staff at both centres were professional and respectful, and detainees commented positively on their treatment.
- At both Dumfries and Stranraer, we observed effective risk assessment processes and clear, evidence-based rationales for detainee care plans.
- The custody ICT system used in Dumfries and Galloway supports the effective recording of information regarding risk assessments and care plans.
- There were effective handover processes between teams working at both centres, and good briefing of incoming teams on the history and needs of individual detainees.
- Detainees at both centres were routinely offered the opportunity to shower, and take up was good.
- Officers in Dumfries and Stranraer sought to ensure that detainees understood their legal rights and were willing to repeat or simplify complex information for detainees' benefit.
- The staffing of the primary custody centres, particularly at Stranraer, has proven challenging with the local policing division often having to provide cover due to custody vacancies and long term absences.
- There is scope for the ancillary custody estate in Dumfries and Galloway to be rationalised.
- The cells in the ancillary custody centres at Gretna and Sanquhar are not of an appropriate standard.

Recommendations

Recommendation 1

Custody Division should monitor the length of time immigration detainees spend in police custody and, where necessary, liaise with relevant partner organisations to minimise the duration of their stay.

Recommendation 2

Custody Division should consider rationalising the ancillary custody estate in Dumfries and Galloway, taking into account any impact on local policing.

Recommendation 3

If the ancillary custody centre at Sanquhar is to remain open, Custody Division should ensure that the water damage to the cells is repaired and new windows are installed.

Recommendations made by HMICS are focused on significant or recurring issues found during our inspections. In this report, we have highlighted some additional areas for improvement which do not merit a recommendation. As well as being highlighted in this report, these issues have been discussed with Police Scotland and will be addressed.

Context

230. Custody is delivered throughout Scotland by a single Custody Division. This division is one of several national divisions which sit alongside and support the 13 local policing divisions. Custody Division was established to promote consistency in working practices across custody centres in Scotland. The division is led by a Chief Superintendent, who reports to an Assistant Chief Constable and, in turn, to the Deputy Chief Constable with responsibility for local policing. Custody is delivered in accordance with the custody standard operating procedure (the 'custody policy').⁷⁰
231. There are 10 custody centres located in Dumfries and Galloway Division. There are two primary centres at Dumfries and Stranraer which are permanently staffed and open to receiving detainees at all times. There are also eight ancillary custody centres at Newton Stewart, Kirkcudbright, Dalbeattie, Castle Douglas, Annan, Gretna, Lockerbie and Sanquhar. These ancillary centres are used infrequently (see Table 1) and generally only to process a person who will not be 'lodged' in a cell, but who will be immediately released (for example, following a police interview). The ancillary centres are not staffed by Custody Division and any such processing is carried out by officers from the local policing division who are trained in custody procedures. While this report focuses on our inspections of the primary centres at Dumfries and Stranraer, information about the ancillary centres and the conditions therein can be found at paragraphs 254-264.

Table 1 – Custody centres located in Dumfries and Galloway Division

Custody centre	Type	Number of cells	Yearly throughput ⁷¹
Dumfries	Primary	18	5,099
Stranraer	Primary	7 ⁷² + 1 detention room	2,027
Annan	Ancillary	4 + 2 detention rooms	186
Castle Douglas	Ancillary	3	49
Dalbeattie	Ancillary	1	1
Gretna	Ancillary	2 + 1 detention room	14
Kirkcudbright	Ancillary	2	1
Lockerbie	Ancillary	4	295
Newton Stewart	Ancillary	2 + 1 detention room	101
Sanquhar	Ancillary	3 + 1 detention room	16

PIRC investigations


232. The Police Investigations and Review Commissioner (PIRC) is an independent statutory body whose role includes investigating the most serious incidents involving the police. Recommendations directed to Police Scotland by PIRC (and HMICS) are collated in an improvement plan which is overseen internally by the service's Senior Leadership Board and reported to the Scottish Police Authority. HMICS also has a role in following up on recommendations made by PIRC during the course of our own inspections.⁷³

⁷⁰ Police Scotland, *Care and welfare of persons in police custody – standard operating procedures* (2014).

⁷¹ From 1 December 2014 to 1 December 2015.

⁷² One of which allows for multiple occupancy.

⁷³ See *Memorandum of Understanding between the Police Investigations and Review Commissioner and HM Inspector of Constabulary for Scotland* (2014).



233. Since the creation of Police Scotland, there has only been one custody-related investigation carried out by PIRC in Dumfries and Galloway. This investigation related to the death of a 43-year-old man who took unwell while detained at the ancillary custody centre at Annan on 20 November 2013. PIRC has submitted the report of its investigation to the Crown Office and Procurator Fiscal Service and a Fatal Accident Inquiry is expected to take place in early 2016. The PIRC report is not yet publically available.

Outcomes

Treatment and conditions

234. Dumfries is an 18-cell custody centre which provides a generally good custody environment for detainees and staff. Stranraer is a smaller, seven-cell centre which, while much older, is maintained to an appropriate standard by staff. We found both centres to be well-managed and commend the staff for their commitment to providing a safe environment for detainees.

Arrival in and release from custody

235. At Dumfries and Stranraer custody centres, the arrival and departure of detainees is managed safely and securely and can be monitored by CCTV. The vehicle docking areas at both centres are secure, with the docking area at Dumfries being just large enough to accommodate the four-person prisoner escort vehicles used to take detainees to court. The prisoner escort vehicle is sometimes required to make multiple trips to take all detainees to court, but this is appropriate given the overall throughput at Dumfries and the fact that the majority of detainees travel only a very short distance to Dumfries Sheriff Court. At Dumfries, the custody centre is reached via a flight of steps, but a ramp is available to facilitate access for those detainees with a mobility difficulty.

236. There are two booking in desks at Dumfries separated by a barrier which affords some privacy. Only one person can be booked in at a time at Stranraer. Due to the small number of booking in desks, queues can form at busier times but custody staff were well aware of the need to risk assess those in the queue and prioritise vulnerable individuals.

237. Each morning, a private contractor (G4S) attends the custody centres to collect and escort detainees to court. We observed the efficient handover of detainees from custody staff to G4S. For each detainee who is released from custody and is escorted by G4S, a Person Escort Record (PER) must be completed by custody staff. This form is used across criminal justice agencies to record and share known risks that a detainee poses to themselves or others. We reviewed a sample of PER forms and found that custody staff recorded all relevant risk factors.

Risk assessment

238. During the booking in process, a risk assessment is completed for every individual who comes into police custody. Effective risk assessment is vital for the appropriate care and management of detainees. A key element of the assessment is the vulnerability questionnaire, when custody staff ask the detainee questions relating to drug or alcohol use, medical history etc. During our inspection, we observed vulnerability questionnaires being delivered to several detainees and we reviewed additional risk assessments via a sample of custody records. We found the risk assessment process at Dumfries and Stranraer to be consistently well managed. Custody staff engaged well with detainees when asking sensitive questions and sought to ensure that detainees understood the questions and why they were important. While custody staff must follow a specific vulnerability questionnaire, we observed custody staff at both Dumfries and Stranraer asking good follow up questions, and eliciting additional information from detainees that would be useful in providing appropriate care while in custody.

239. From our review of custody records, we noted that staff made good use of intelligence about an individual as part of the risk assessment process and when developing a care plan. We have previously noted that Custody Division should encourage staff to provide and record a more detailed rationale for their risk assessment and care plan.⁷⁴ At Dumfries and Stranraer, the rationale for whether the detainee was considered low or high risk was clear, as was the reason why a particular level of observations was chosen for each detainee. The custody ICT system used in Dumfries and Galloway supports the recording of this information and was generally praised by the custody staff as being a useful tool in helping them to manage detainees effectively. From our review of custody records at Dumfries, we also noted continuous reassessment of detainees' vulnerability and updating of care plans as necessary.

Custody environment

240. The custody centre at Dumfries has 18 cells while there are seven cells at Stranraer. Both centres were being maintained to a good standard and were generally clean, although some cells at Dumfries would benefit from being repainted and some cell ceilings at Stranraer required attention. While the cells at Dumfries lacked natural light (which was commented on by one detainee we interviewed), the cells in both centres were of a good size. All cells had CCTV and toilets were appropriately pixelated to preserve detainees' privacy. Efforts were made at both Dumfries and Stranraer to house male and female detainees on separate corridors.

241. Cells at both centres were equipped with low benches on which detainees could sit or stand. However, these benches were very low and sitting or lying down on them may prove challenging to older detainees or those with mobility difficulties. Staff must be alert to this possibility and be able to provide assistance to detainees. In these circumstances, staff told us they would safely stack thick mattresses on the bench to raise its height and make it more accessible.


242. Detainees were provided with thick mattresses and blankets, but no pillows. All cells also had working call buttons which detainees could use to summon staff. We saw evidence from our review of a sample of custody records that staff were responding to the call buttons and requests for water, additional blankets, reading materials, etc. Across the primary and ancillary custody estate in Dumfries and Galloway, many cells feature a notice that informs detainees of some of their rights and how they will be treated while in custody. While we welcome such notices generally, those in Dumfries and Galloway state that while cells have call buttons, they should only be used in an emergency. This is not the case, and these notices should be removed or updated. Detainees should not be discouraged from requesting assistance from staff.

243. There was one large cell at Stranraer which was capable of holding several detainees. The toilet in this cell was not screened and detainees sharing the cell were not able to use it in privacy. However, staff assured us that detainees were able to use a private toilet elsewhere in the custody centre on request.

Detainee care

244. We found the staff working at Dumfries and Stranraer to be committed, professional and respectful. We observed good awareness and use of the custody policy. Staff were responsive and proactive, and detainees commented positively on their treatment. Staff were generally aware of the need to identify and cater for the diverse

⁷⁴ See Improvement action 3, HMICS, [Local Policing+ Inspection Programme: Inspection of custody centre located in Aberdeen City Division](#) (2015); and paragraph 245, HMICS, [Local Policing+ Inspection Programme: Inspection of Edinburgh Division](#) (2015).



needs of detainees, including religious needs. Religious texts and prayer mats were available. Meals to suit a range of diets were available, and staff told us they were happy to provide additional meals if requested. Some reading materials were available although only in English.

245. We were pleased to see that, unlike in many other custody centres we have visited, detainees at both Dumfries and Stranraer were offered the opportunity to shower and staff reported good take up of this offer. Washing kits and towels were available at both centres although no razors were available. Neither centre had an exercise yard.
246. Both centres had appropriate stocks of supplies such as food, spare clothing, blankets, anti-ligature suits etc. Staff had not experienced the problems encountered in ordering new supplies that we had observed elsewhere.⁷⁵
247. We observed an effective handover process between teams working in custody and good briefing of incoming teams on the history and needs of individual detainees. The sergeant based at Dumfries has oversight of all primary and ancillary custody centres in Dumfries and Galloway. We observed the sergeant briefing her successor on all individuals detained in the area, not just those at Dumfries.
248. Some detainees are considered particularly vulnerable or high risk and it is appropriate to visit them every 15 minutes to check on their welfare. Staff at Dumfries told us that meeting these 15 minute observations can prove challenging for their small staff team when the custody centre is busy. This issue was acutely felt by those teams carrying vacancies (see paragraph 265). Custody supervisors should be alert to this and ensure that appropriate checks are made on detainees in accordance with their care plan.

Individual rights

249. Appropriate grounds for detention existed for detainees in custody at the time of our inspection, and the detainees were held for no longer than was required. In one custody record we reviewed relating to a child, we noted that staff sought to process the child as quickly as possible and limit his time in custody. All detainees were provided with a Letter of Rights, a short booklet setting out their rights.
250. Detainees have the right to consult a solicitor prior to being questioned by the police or at any other time during questioning. A solicitor access recording form (known as the SARF) is used by police officers to inform detainees of their rights and to record any waiver of those rights. We have previously noted concerns about the SARF process⁷⁶ but found that the process was carried out very well by officers in both Dumfries and Stranraer. Officers sought to ensure that detainees understood their rights and were happy to repeat or simplify complex information for the detainees' benefit. Solicitors were contacted when requested.
251. Appropriate adults were not used for any detainees during our inspection. Staff told us that availability was generally good except out of hours when there can sometimes be a delay before the appropriate adult attends the custody centre. Such cases should be monitored and any problems should be discussed with the local service provider with a view to ensuring timely attendance. Staff also told us that they can also experience delays while secure accommodation places for children are found. This is an issue which we will continue to monitor during our custody inspections.

⁷⁵ Recommendation 6, HMICS, [Local Policing+ Inspection Programme: Inspection of Edinburgh Division](#) (2015).

⁷⁶ HMICS, [Thematic inspection of police custody arrangements in Scotland](#) (2014), paragraphs 76-78.

Immigration detainees

252. At Stranraer, there is a higher than average proportion of people detained under immigration legislation due to the custody centre's proximity to the port. Immigration detainees are generally held for a short period of time before being collected by a private company contracted by the Home Office and escorted to immigration removal centres. We heard conflicting information from staff about whether immigration detainees were collected timeously. Some said detainees are mostly collected within 24 hours, while others reported delays of a few days. Immigration detainees should not be held in police custody for any longer than is necessary. Custody Division should monitor the length of time immigration detainees spend in police custody and discuss any concerns about delays in collection with relevant partner organisations.

Recommendation 1

Custody Division should monitor the length of time immigration detainees spend in police custody and, where necessary, liaise with relevant partner organisations to minimise the duration of their stay.

Health care

253. Health care is provided to those in police custody by NHS Dumfries and Galloway. There is no on-site provision, but doctors attend when required. Medical attention was sought and provided for those detainees who were in need of it during our inspection. There was a referral scheme in place for those with alcohol and substance misuse problems. During our analysis of custody records, we saw evidence of this referral scheme being used where appropriate. HMICS will keep the provision of health care in police custody under review in our custody inspections scheduled for 2016-17.

Ancillary centres

254. The eight ancillary centres in Dumfries and Galloway are used infrequently and generally only to process a person who will be immediately released (often following a police interview), rather than being held in a cell. The person is processed by local policing officers who are custody trained. If the local policing officers suspect the person will be held for any length of time, they will take the person to the primary centres at Dumfries or Stranraer, rather than hold them at the ancillary centres. It would be possible for some ancillary centres, particularly the largest at Annan, to be used as an overflow custody centre should the need arise. Lockerbie is the busiest of the ancillary centres, receiving up to six detainees each week. We reviewed the records of individuals most recently detained at Lockerbie and found the length of detention ranged from a few minutes to just under two hours. During those longer periods of detention, detainees may have had a consultation with their solicitor prior to being interviewed, and had their fingerprints and DNA taken.

255. Ancillary centres can be particularly useful in a large geographic area such as Dumfries and Galloway where taking a detained person to the nearest primary custody centre may involve a long journey and require local officers to be away from their local area for a considerable length of time. If the local officers are able to process the detained person at a local ancillary centre, they can remain in their area and return to their local policing duties as quickly as possible.

256. Despite the benefits of ancillary centres, we believe there is scope for the ancillary custody estate in Dumfries and Galloway to be rationalised. Rather than ensuring that all ancillary centres are maintained to an appropriate standard for the care and welfare of detainees, which will require continued investment, Police Scotland should consider closing some centres. For example, the centres at Kirkcudbright, Dalbeattie

and Castle Douglas are in close proximity. Given that the centre at Castle Douglas is in far better condition and has more capacity than the others, we believe the centres at Kirkcudbright and Dalbeattie could be closed. We do not believe this will have a significant impact on local officers: the throughput at each centre is extremely low and neither centre is more than 10 miles from Castle Douglas. Similarly, the throughput at Gretna is low and local officers told us they did not anticipate any negative impact if the custody centre was closed and they processed their detainees at either Annan or Lockerbie (10 and 15 miles away respectively).

Recommendation 2

Custody Division should consider rationalising the ancillary custody estate in Dumfries and Galloway, taking into account any impact on local policing.

257. With the exception of the centres at Gretna and Sanquhar, the ancillary centres were generally well maintained and clean. The conditions at Castle Douglas, Annan and Lockerbie were particularly good. Access to the legacy Dumfries and Galloway custody ICT system was good at all centres, and allowed for remote supervision of custody records by the custody sergeant at Dumfries.
258. Some centres, including those at Newton Stewart and Castle Douglas, benefited from in-cell CCTV. At Annan, one cell could be monitored by CCTV but we noted that the toilet area was not pixelated to preserve detainees' privacy. We were assured that efforts would be made to correct this. While conditions at Newton Stewart were generally satisfactory, grilles in the ceiling had larger than normal apertures which could be used as ligature points.⁷⁷ The flooring in the cells also required some attention.
259. Supplies of items essential to the effective management of people in custody varied across the ancillary centres. Some were well stocked with blankets, anti-ligature suits, toiletries, hygiene packs for women, food and religious items while others were not. Rationalisation of the estate, as recommended above, would allow Custody Division to consolidate supplies at the remaining centres and to more easily ensure that appropriate stock levels are maintained.
260. Almost all centres would benefit from a review of documentation, including hard copy policies and wall notices. We found several examples of legacy custody policies which had been stored at charge bars despite being out of date. It is important that such policies and any other documentation are removed so that staff do not inadvertently follow out of date procedures.
261. The centres were subject to regular checks, often by a local policing sergeant based at the police station. While this checking process appeared to be working fairly well, Custody Division may wish to satisfy itself that it is content with these local arrangements. It may wish to consider having custody staff conduct annual or biannual checks of the ancillary centres to ensure that current custody policy is capable of being followed across the custody estate. Checks should include ensuring that first aid kits are sufficiently stocked as the contents of the kits varied at each of the ancillary centres we visited.

⁷⁷ Apertures of more than 2mm diameter are generally thought to be capable of being used as a ligature point.

262. At Gretna, the two cells were not in use at the time of our visit due to damaged flooring. We considered that the cells generally were not of a satisfactory standard. We were concerned that the wall tiles could easily be removed and used by detainees to harm themselves or as a weapon. One cell also had a ligature point, and the wooden benches in each cell were in poor condition. Improving the facilities would require significant investment which we think unlikely to be worthwhile given the fact that Gretna is rarely used to process detainees and given the close proximity of other ancillary centres at Annan and Lockerbie. In implementing Recommendation 1, Custody Division should prioritise the closure of the ancillary centre at Gretna.
263. Despite being upgraded very recently as part of a wider refurbishment of the local police station, the cell conditions at Sanquhar were poor. This was due to the windows in the cells being partially grilled rather than glazed. This left the cells open to the elements. The cells were very cold, and the newly plastered walls had already suffered substantial water damage. While ventilated cells might be pleasant in the summer, the inability to close the windows in the winter was clearly impractical. If not for the open windows, the cells would have been in good condition.
264. While the throughput at Sanquhar is very low, Police Scotland may wish to maintain it as an ancillary centre given that the nearest primary centre is a 40-minute drive away. However, if the custody centre at Sanquhar is to remain open, the cells must be repaired and new windows installed.

Recommendation 3


If the ancillary custody centre at Sanquhar is to remain open, Custody Division should ensure that the water damage to the cells is repaired and new windows are installed.

People and resources

265. The key issue affecting custody in Dumfries and Galloway is staffing, an issue made more challenging by current vacancies and long term absences. The custody centres at Dumfries and Stranraer are each staffed by five teams working shifts. At Dumfries, each team should consist of a sergeant and two PCSOs. One team has been carrying a PCSO vacancy since June 2015. At Stranraer, the five teams are each led by a PC, with supervisory oversight provided by the sergeant based at Dumfries. The staffing model is for three of the teams to have two PCSOs each, and two teams to have only one PCSO. However, one team has been carrying a PCSO vacancy since 2014 which means that three teams operate with only one PC and one PCSO. In addition, there has been some long term sickness absence among the staff at Stranraer.
266. Custody Division is not designed to be self-sufficient⁷⁸ and when there is a vacancy or when custody staff are absent, on leave or attending training, their role may be filled by a custody-trained officer from local policing divisions. During our custody inspections since the creation of Police Scotland, we have often heard that local policing divisions are frustrated at the need to provide cover for custody staff.⁷⁹ This was also true in Dumfries and Galloway where the local policing division told us that it finds it more difficult to absorb abstractions from local policing teams because the number of people in those teams is generally smaller (due to the area being less

⁷⁸ Police Scotland's approach to custody was that, if the division was to be self-sufficient, additional custody staff would be required to provide the necessary resilience, but these staff would generally be under-occupied.

⁷⁹ See, for example, HMICS, [Local Policing+ Inspection Programme: Inspection of Aberdeen City Division](#) (2015), paragraph 113.



populous and more rural than many others). This issue is felt most acutely in Stranraer.

267. When a member of staff is absent, Custody Division will seek to operate without cover from local policing wherever possible (e.g. at quieter times for the custody centre). However, this is currently difficult or even impossible at Stranraer where some teams only have two people. If one is absent, the other is not able to manage the custody centre on their own. Thus, if there are any detainees in custody, cover is immediately required from the local division.
268. The local division told us that it was often required to provide cover at Stranraer at short notice. When the local division has been unable or unwilling to provide cover, the custody centre at Stranraer has been closed and local officers must take any detainees to Dumfries instead (70 miles away). Custody staffing issues have strained the relationship between the two divisions and custody staff were concerned about a developing 'them and us' culture. Custody staff also told us they can struggle to take annual leave because of the resourcing issues.
269. It is essential that the two divisions work together to address these resourcing issues. We have been told that Custody Division is putting in place new custody resource management arrangements and is moving to fill vacancies and address long term absences. The division is also exploring the possibility of asking officers from other areas of policing to provide cover for custody staff, to alleviate the pressure on local policing divisions. In the meantime, the local policing division must assess whether it is better to provide cover for custody staff at Stranraer, or require its officers to take detainees to the custody centre at Dumfries. In light of the efforts being made to address this issue, we make no recommendation at this time but will monitor what progress is made.
270. Aside from issues relating to staffing and abstractions, morale among custody staff in Dumfries and Stranraer is generally good. They believe the national approach to custody has brought improvements in the quality of care provided to detainees. They would, however, appreciate more face to face training rather than a reliance on e-learning, an issue which has been raised regularly by officers and staff throughout our local policing inspection programme.

Appendix 1 – Inspection methodology

Background

The Police and Fire Reform (Scotland) Act 2012 (the Act) places communities at the heart of the provision of police and fire and rescue services. The Act requires the police to work in partnership with others to ensure the services are accessible to and engaged with local communities; promote measures to prevent crime, harm and disorder and improve the safety and well-being of persons, localities and communities in Scotland. This is to be achieved through the three key elements from the Act:

- the designation of a Local Police Commander
- the production of a local policing plan for each local authority area and approved by the local authority
- the creation of formal relationships between the councils and the service.

Fundamental to the delivery of these requirements is an effective and efficient local policing service. Police Scotland has 13 local police divisions each varying in size and composition but all sharing responsibility for the delivery of national outcomes through a Single Outcome Agreement with each council. This requires co-operative working between the police, councils, partners and communities to reduce crime and disorder and increase confidence. The police articulate what they intend to do to achieve these outcomes through the local and multi-member ward plans that enable police officers and staff in the division to respond effectively to the concerns of local communities at the same time as meeting and tackling national demands. As such, each division will expect to be subject to close scrutiny⁸⁰ of performance locally, through local scrutiny arrangements, and nationally through the Scottish Police Authority and the Scottish Government.

Critical to success will be strong and effective leadership at every level and a performance management framework that is supportive but intrusive. Differences in performance outcomes between divisions presents an opportunity to continuously improve and maximise the efficiency and effectiveness of local policing. Activity should be intelligence led and above all divisions should engage effectively with local communities to understand and meet their needs and concerns.

Our rolling programme of divisional inspections seeks to ensure that Police Scotland is delivering an accountable, effective and efficient policing service for the people of Scotland. Our overarching aim is to examine how local policing is contributing to achieving the national objectives of:

- We live our lives safe from crime, disorder and danger
- We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others
- Our public services are high quality, continually improving, efficient and responsive to local people's needs

Our inspection took place between November 2015 and February 2016.

⁸⁰ Section 45 (2)-(5) Police and Fire Reform (Scotland) Act 2012.

Methodology

The inspection of Dumfries and Galloway Division followed the stages outlined below:

Phase 1 – Scoping and planning

This comprised stakeholder consultation, analysis of data, scanning of media and public documents and an assessment of policies, procedures, strategies and plans to identify areas of risk or of good practice on which to focus inspection activity.

The findings from phase 1 were aligned to our inspection framework from which key lines of inquiry were developed to provide focus for our inspection activity.

Phase 2 – The inspection

During the inspection we conducted over 80 interviews and focus groups involving more than 130 officers, staff, partners and stakeholders along with observations of 11 meetings and briefings.

Phase 3 – Feedback

At the conclusion of our inspection activity, we conducted a debrief with the divisional commander. This provided an opportunity for the inspection team and the division to exchange views on the way the inspection was conducted and as a means of highlighting any areas of concern.

Phase 4 – Reporting

Our report is structured around the six overarching themes contained within our framework to ensure consistency in our approach and in the presentation of findings.

Appendix 2 – Crime group descriptors

Crime group	Type of crime	Examples
Group 1	Crimes of violence	Homicide Attempted murder Serious assault Robbery and assault with intent to rob Possession of a firearm with intent to endanger life
Group 2	Sexual crimes	Rape and attempted rape Sexual assault Crimes associated with prostitution
Group 3	Crimes of dishonesty	Vehicle Crime Theft Shoplifting Housebreaking Fraud
Group 4	Fire-raising, vandalism, etc.	Fire-raising Vandalism Malicious mischief Culpable and reckless conduct
Group 5	Other crimes	Crimes against public justice such as perjury or resisting arrest Handling offensive weapons Drugs offences
Group 6	Miscellaneous offences	Common Assault Breach of the Peace Threatening Behaviour Drunkenness Racially aggravated offences
Group 7	Offences relating to motor vehicles	Dangerous and careless driving Driving under the influence Speeding Driving while disqualified Seatbelt and mobile phone offences

Appendix 3 – Crime data tables

Table A – Crimes and offences per 10,000 population April to December 2014-15 and 2015-16⁸¹

Crimes	Dumfries and Galloway			Scotland		
	Apr-Dec 2014-15	Apr -Dec 2015-16	% Change	Apr-Dec 2014-15	Apr-Dec 2015-16	% Change
Group 1	6.6	6.5	-1.5	9.0	9.5	5.5
Group 2	13.6	17.8	30.9	13.0	14.2	9.2
Group 3	95.0	106.0	11.6	183.6	165.7	-9.7
Group 4	47.6	68.0	42.9	74.0	77.0	-4.0
Total Groups 1 to 4	162.9	198.3	21.7	279.6	266.5	-4.7
Group 5	74.3	93.8	20.8	87.2	85.0	-2.2
Total Groups 1 to 5	237.2	292.1	23.1	366.8	351.5	-4.7
Group 6	181.3	230.3	27.0	263.5	248.0	-5.9
Group 7	543.6	564.5	3.8	285.1	244.4	-14.3

Table B – Detection rates April to December 2014-15 and 2015-16⁸²

Crimes	Dumfries and Galloway			Scotland		
	Apr-Dec 2014-15	Apr-Dec 2015-16	% Change	Apr-Dec 2014-15	Apr-Dec 2015-16	% Change
Group 1	99.0	92.8	-6.2	85.2	82.4	-2.8
Group 2	87.7	81.6	-6.1	77.9	75.4	-2.5
Group 3	45.5	48.6	3.1	35.2	37.7	2.5
Group 4	43.1	38.0	-5.1	23.2	24.2	1.0
Group 5	98.0	93.8	-4.2	96.4	94.9	-1.5
Total Groups 1 to 5	65.4	63.6	-1.8	50.0	51.3	1.3
Group 6	91.5	89.4	-3.1	86.6	84.8	-1.8
Group 7	100.0	100.0		98.3	97.3	-1.0

⁸¹ Police Scotland, [Management Information 2015/16 Quarter 3 performance Reports](#).

⁸² Police Scotland, [Management Information 2015/16 Quarter 3 performance Reports](#).



Appendix 4 – Summary of performance against local policing objectives for Dumfries and Galloway Division

Dumfries and Galloway Division – performance against priorities and objectives April to December 2015		
Priority	Objectives and promises	Outcomes and results
Roads safety – <i>To enhance the safety of all road users by working with the Road Safety and Safety Camera Partnerships to reduce the number of road deaths and injuries through a programme of education, engineering and enforcement, in line with the ambitions of the Dumfries and Galloway Single Outcome Agreement.</i>	O1. Reduce the number of people killed or seriously injured on our roads	9 people were killed in road traffic collisions, an increase of one; 38 people were seriously injured, which is 22 fewer than the previous period.
	O2. Increase the number of people reported for offences which detract from road safety, including drink/drug driving, seat belt and mobile phone offences	There was a 3.4% increase in the number of persons reported for motoring offences, but there was a 59% reduction in reported drink driving.
	O3. Improve road safety through an enhanced programme of inputs and initiatives targeted at vulnerable members of the community	Initiatives include a partnership 'elderly drivers scheme', Safe Drive Stay Alive for teenagers and New World for primary school pupils.
	P1. Continue to encourage the gathering of intelligence, and use this and road collision data to ensure that our resources are deployed in the right areas at the right time, to reduce road traffic collisions and tackle criminality and antisocial driving behaviour	Monitoring arrangements in place through daily and weekly performance and tasking meetings with analysis to identify hot spots, trends and offenders.
	P2. Improve road safety by teaching young people responsible driver behaviour, whilst undertaking a range of activities to promote road safety to everyone using the roads, including non-motorised road users	19 events, linked to initiatives including 'Safe Drive Stay Alive' and 'Big World' were attended by approximately 2,000 young people during 2015.
	P3. Work collaboratively with national and local partners to identify collision hotspots and formulate solutions to improve safety	Operational Support Division provide analytical products with recommendations for appropriate action, including national toolkits. These are considered along with local partnership information by a local road safety partnership group and are being incorporated into an updated Dumfries and Galloway Road Safety Partnership Road Safety Plan for 2016-2020



Priority	Objectives and promises	Outcomes and results
Antisocial Behaviour including Alcohol Related Violence – <i>To reduce antisocial behaviour throughout Dumfries and Galloway by working with our partner agencies and the community to prevent, tackle and reduce antisocial behaviour crimes and offences.</i>	O1. Reduce the incidence of alcohol related violence	There are no specific measures for alcohol related crimes and offences. In general serious violent crime (Group 1) reduced by 2 crimes from 99 to 97 (2.0%), but common assaults increased by 246 from 1,004 to 1,250 (24.5%).
	O2. Reduce the number of antisocial behaviour crimes and incidents	The number of complaints of disorder decreased by 32 from 3,747 to 3,714 (0.9%), but the number of antisocial behaviour incidents increased by 460 from 4,757 to 5,217 (9.7%).
	O3. Maintain the high levels of our community who feel safe in Dumfries and Galloway	Over 90% of respondents to community safety surveys consider Dumfries and Galloway to be a safe place to live
	P1. Continue to work with Dumfries and Galloway Council Community Safety Team and other public, private and voluntary partner agencies to share intelligence and formulate holistic solutions to deal effectively with the scourge of antisocial behaviour in all its forms	Two PCs are part of the community safety team. Joint tasking and information sharing protocols in place with a range of local partnership groups. Operation Resolve an overarching approach to tackling youth disorder.
	P2. Work with children and young people throughout the region to educate and raise awareness of antisocial behaviour, its effects, and promote positive citizenship	Five schools based officers throughout division and community officers support wide range of activities including: Operation Safety/Big World/Do the Right Thing, Youth Volunteer scheme, Youthbeatz and World of Wonka
	P3. Within our Community Improvement Partnership, utilise intelligence to target those involved in alcohol related violence and antisocial behaviour using all legislative means to prevent or disrupt their offending behaviour	The divisional risk and concern hub collates intelligence and information identifying violent offenders that pose greatest threat. These are then subject of an action plan to prevent reoffending. This can involve activity such as visits from officers, intelligence gathering and support to individuals such as anger management.



Priority	Objectives and promises	Outcomes and results
<p>Substance Misuse – <i>To reduce substance misuse throughout Dumfries and Galloway by disrupting the supply, availability and level of drug use, and working with the Alcohol and Drugs Partnership to reduce the demand and harm of substances to our communities through the provision of education, support and alternative positive activities.</i></p>	<p>O1. Reduce the number of drugs deaths</p>	<p>The number of drugs deaths are relatively low. The annual average over the past 10 years has been eight per year but there are signs that the trend is increasing, which is line with rises nationally.</p>
	<p>O2. Reduce the number of alcohol related antisocial behaviour incidents including street drinking</p>	<p>There are no specific measures for alcohol related crimes and offences.</p>
	<p>O3. Reduce the number of alcohol related offences relating to young people such as underage supply of alcohol and underage drinking</p>	<p>There are no specific measures for alcohol related crimes and offences.</p>
	<p>P1. Use intelligence to continue to target drug dealers, drug suppliers, and persons involved in drug misuse</p>	<p>Divisional Intelligence Officers and analysts research, develop and analyse intelligence to assist with the deployment of resources. The division has increased detections for drug supply offences by nine from 130 to 139 (5.8%).</p>
	<p>P2. Engaging with schools, young people and parents to educate on the dangers associated with substance misuse and the support mechanisms available to them</p>	<p>The division has a well documented programme of engagement with young people. Inputs include drugs awareness. This is supported by a range of materials produced by the local partnership including the Drugs and Substance Use Incidents, Guidance for Schools Staff document for use by teachers and police school campus officers</p>
	<p>P3. Working with local Licensing Forums to promote the five alcohol licensing objectives of preventing crime and disorder, securing public safety, preventing public nuisance, protecting and improving public health and protecting children from harm by proactively targeting hotspots, problematic licensed premises, groups and individuals</p>	<p>The division has an active approach to supporting licensees to achieve these objectives. This includes the production of a guidance for licensees booklet, promotion of Pubwatch and active monitoring of incidents in licensed premises to identify trends and take appropriate remedial action.</p>



Priority	Objectives and promises	Outcomes and results
Crime – <i>To reduce crime and the fear of crime, by working with our partner agencies to support and enhance the resilience of our communities.</i>	O1. Reduce the level of acquisitive crime	Whilst the five year trend in acquisitive crime is downward there has been a rise of 174 Group 3 crimes from 1,480 to 1,654 (11.8%).
	O2. Reduce the number of bogus type crimes	The numbers of this type of crime are relatively low, but there were six more incidents and crimes rising from 16 to 22 reports.
	O3. Reduce the number of hate incidents, crime and offences	The number of incidents has reduced by five from 94 to 85. The number of crimes has reduced by 12 from 87 to 75.
	P1. Analyse crime trends and utilise intelligence to identify key individuals and hotspot areas and adopt a proactive tasking regime to prevent and detect criminals in Dumfries and Galloway, whilst providing advice to businesses and householders to help them protect and enhance the security of their property and reduce the risk of them becoming victims of crime	Local Intelligence Officers, supported by divisional analysts, produce regular intelligence products to support proactive and preventive activity targeting offenders and hotspot areas. A number of initiatives provide information and advice to businesses and communities e.g. Farmwatch and rural crime initiative
	P2. Work with Trading Standards and other Government agencies, to identify bogus traders and make this region a hostile area for them to operate in	The Division has a long-standing working relationship with local Trading Standards. Information is shared between both agencies relative to individuals who are known or suspected to be operating as apparently legitimate traders. Individuals are the subject of joint visits to warn them of their responsibilities and to provide them with information relative to their legal obligations when providing services.
	P3. Respond robustly to reports of hate crime and work with our local equality and diversity groups to encourage reporting either directly or using third-party reporting mechanisms	The division works closely with a range of partners working through the Dumfries and Galloway Hate Crime Working Group meet quarterly to discuss on-going issues and work to raise awareness of the impacts of hate crime on individuals and communities. Incidents and crimes are discussed on an individual basis at daily and weekly performance and tasking meetings. The division has improved the detection rate for hate crime from 88.0% to 94.6%.



Priority	Objectives and promises	Outcomes and results
<p>Public Protection – <i>To safeguard the most vulnerable members of our society by working with our partners and by proactively targeting offenders, to reduce the level of abuse and harm, and prevent further incidents.</i></p>	<p>O1. Target the perpetrators of domestic abuse and improve the detection rate for domestic abuse incidents</p>	<p>The detection rate has improved from 79.5% to 85.2%.</p>
	<p>O2. Reduce the harm caused to vulnerable people</p>	<p>Although there is no specific measure for this objective, the division has introduced a range of practices that have improved the monitoring and sharing of information with partners to improve the service provided.</p>
	<p>O3. Reduce offending by or against young people</p>	<p>The division recorded a 47% increase in the number of youth offending referrals during 2015. This is in contrast to a downward trend that has been experienced by the division in recent years but is believed to be a spike due to a the culmination of a specific range of circumstances.</p>
	<p>P1. Work with the Domestic Abuse and Violence Against Women Partnership and other key partnerships to effectively tackle domestic abuse</p>	<p>The division works with partners to address domestic abuse utilising MATAAC and MARAC processes. Information is shared through agreed protocols and coordinated within the division by the risk and concern hub.</p>
	<p>P2. Safeguard children, young people and other vulnerable persons by proactively working with Adult Support and Protection and Child Protection partners</p>	<p>Multi-agency response to child protection concerns is initiated with an Interagency Referral Discussion (IRD). This is supported by a the eIRD system, which enables all partners to record the information they have in one place along with the actions they have agreed as a response to each case. The division is also able to draw on the support from the National Child Abuse Investigation Unit in the investigation of child abuse.</p>
	<p>P3. Continue to support the ‘Getting It Right for Every Child’ programme and ‘Whole System Approach’ to Youth Justice, by working with partners to reduce the re-offending rates of young people by diverting them from the Criminal Justice System</p>	<p>The division is represented at a range of strategic and operational groups to address issues. Discussions have taken place to progress the introduction of processes and policies for sharing information with Named Persons locally in respect of youth offending. A review of youth justice locally has taken place to identify the reasons behind a rise in youth offending.</p>

Source: Police Scotland



Appendix 5 – The links between local and national priorities

Local Community Plan priorities	Local Policing Plan Priorities	Single Outcome Agreements	Police Scotland Annual Police Plan Priorities	Scottish Police Authority Strategic Police Objectives	Scottish Government Strategic Policing Priorities
Drug dealing and drug misuse				Work in partnership to improve safety for the citizens of Scotland and reduce crime. Ensure that all communities, including the most vulnerable, have access to the police service and are given the support they need to feel safe	Strategic Priority 1 Make communities safer and reduce harm by tackling and investigating crime and demonstrating pioneering approaches to prevention and collaboration at a national and local level
Dishonesty / housebreaking / theft / bogus callers	Roads safety	SOA Priority 5 – We will maintain the safety and security of our region ■ Our people and communities will be, and feel, safe and secure ■ We will ensure that individuals and communities are treated fairly and with respect	Violence, Disorder and Antisocial Behaviour Road Safety and Road Crime Protecting People at Risk of Harm Serious Organised Crime Counter Terrorism Major Events and Resilience Building a Service for the Future	Increase public confidence in the police service by understanding and responding to the particular needs of Scotland's diverse communities Promote a culture of excellence	Strategic Priority 4 Make communities stronger and improve well-being by increasing public confidence and reducing fear of crime, making the new Police Service of Scotland an exemplar of visible, ethical and responsive policing.
Road safety / antisocial behaviour involving vehicles	Antisocial behaviour including alcohol related violence			Enhance Scotland's global reputation as a safe place Ensure that there is equitable access to services across all of Scotland's communities where and when needed	Strategic Priority 2 Strengthen Scotland's reputation as a successful and safe country by demonstrating excellence in effectively planning for and responding to major events and threats
Assault and violent crime	Substance misuse			Deliver the benefits of reform effectively and efficiently	Strategic Priority 3 Provide an efficient, effective service focused on protecting frontline services, delivering the benefits of police reform, and promoting continuous improvement
Drunk or antisocial behaviour	Crime				
Vandalism and graffiti	Public protection.				



Appendix 6 – Dumfries and Galloway local policing plans – assessment against Police and Fire Reform (Scotland) Act 2012 legislative requirements

Section 47(3) requirements	Local policing plan
(a) sets out the main priorities and objectives for the policing of the local authority's area.	The Dumfries and Galloway local policing plan identifies five priorities for 2014-17 each of which are supported by three specific objectives and three promises that provide a means of assessing progress against them.
(b) explains the reasons for selecting each of those priorities and objectives.	<p>The plan is intended to outline priorities that are appropriate, relevant and reflect the concerns of the people of Dumfries and Galloway. They were identified taking into account the views of the local communities and stakeholders across Dumfries and Galloway and the findings from a local crime and incident strategic assessment as well as local SOA and national priorities.</p> <p>The plan sets out why each priority was chosen and lists supporting objectives to address them. The identification of priorities is described as an ongoing process with a continuous dialogue that maintains a strong connection with local communities.</p>
(c) sets out the proposed arrangements for the policing of the local authority's area (and how those arrangements are expected to achieve the main priorities and objectives).	The local policing plan describes the composition and responsibilities of the senior management team. Information is provided in relation to the local policing structure, emphasising a commitment to community policing.
(d) where reasonably practicable, identifies outcomes by reference to which the achievement of those priorities and objectives may be measured. (e) describes how those priorities, objectives and arrangements are expected to contribute to the delivery of any other relevant local outcomes which are identified by community planning.	The plan describes how it is aligned with the Single Outcome Agreement for Dumfries and Galloway supporting the delivery of the community planning partnership's vision to ' <i>maintain the safety and security of our region</i> '. The plan further outlines how locally identified priorities and objectives contribute towards the achievement of the Strategic Policing Priorities and National Outcomes set by Scottish Ministers. The plan states that the national performance framework developed by Police Scotland will be used to demonstrate how successful the division is in meeting its local priorities and objectives.
(f) includes any other information connected with the policing of the local authority's area which the local commander considers relevant.	The plan provides details of local scrutiny arrangements and the information provided to the Police, Fire and Rescue Subcommittee and local area committees. The plan also includes a section on equalities, which describes measures undertaken in support of the Police Scotland Equality and Diversity Outcomes (2013-17) and Dumfries and Galloway Single Outcome Agreement. The plan also sets out various means by which the police in Dumfries and Galloway can be contacted.



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About Her Majesty's Inspectorate of Constabulary in Scotland

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

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