



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

# Local Policing+ Inspection Programme

## Inspection of Edinburgh Division

October 2015



Improving Policing Across Scotland





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# HM Inspector of Constabulary in Scotland

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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).<sup>1</sup>

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.<sup>2</sup>

**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.**

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<sup>1</sup> Chapter 11, Police and Fire Reform (Scotland) Act 2012.

<sup>2</sup> HMICS, *Corporate Strategy 2014-17* (2014).

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## Our inspection

This inspection, which forms part of our published scrutiny programme,<sup>3</sup> is the third in our Local Policing+ inspection programme and follows on from our inspection of Aberdeen City Division. This inspection aims to **assess the state, effectiveness and efficiency of local policing in Edinburgh 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.<sup>4</sup> 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.<sup>5</sup> We have therefore taken the opportunity during this inspection to comment on the extent to which these reform objectives are being achieved.

Inspections of policing 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.

During our inspection of Edinburgh Division we examined in greater detail the division's approach to partnership working. This provided an opportunity for HMICS to assess the impact of change both locally and nationally in this critical area of policing. As 'partnerships' is a part of our scrutiny framework, we have included the + element of our inspection within this report.

<sup>3</sup> HMICS, *Scrutiny Plan 2015-16* (2015).

<sup>4</sup> Policing Principles, section 32, Police and Fire Reform (Scotland) Act 2012.

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



We carried out our inspection between January and July 2015. 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; observation of community council meetings and of divisional processes and meetings, including those done in partnership with other agencies; and over 75 interviews and focus groups. 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.

During our inspections of each local policing division in Scotland, we intend to take the opportunity to inspect police custody facilities located in that 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 Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT). On this occasion, we inspected four custody centres in Edinburgh. Our findings and recommendations can be found in Part 2 of this report.

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 Chief Superintendent Mark Williams, Divisional Commander for Edinburgh, and the officers and staff of the division, as well as the people of Edinburgh, councillors and other stakeholders for their support and co-operation during our inspection.

Our inspection team was led by Frank Gallop, while the inspection of partnership working and custody was led by Laura Paton. They were supported by Brian Plastow, Tina Yule, Justine Menzies, Caroline Logan and Dennis Hunter. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie.

**Derek Penman QPM**  
HM Inspector of Constabulary in Scotland  
October 2015



## **Part 1 – Inspection of local policing in Edinburgh Division**

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# Key findings

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## Outcomes

- Crimes per 10,000 of population in Edinburgh Division is the highest in Scotland and is well above the Scottish average.
- Edinburgh has the lowest detection rates of all divisions in Scotland and is well below the Scottish average.
- The division has made positive progress in only six out of 15 local policing plan objectives.
- Crimes of violence have decreased by 3.4% compared to the previous year and decreased 25% against the five-year average.
- During 2014-15 reports of housebreaking increased by 20.8% although the long-term trend remains downward.
- Overall confidence and satisfaction in service delivery in Edinburgh is declining and is below the national average.
- Edinburgh has improved performance in crime recording standards.

## Leadership and governance

- The setting of measureable objectives to achieve local policing plan priorities provides the division with a method of reporting progress, although not all priorities have measurable objectives.
- The division has a good approach to consultation using a broad range of methods to contribute to the identification of national and local priorities.
- The division has supported the development of effective local scrutiny arrangements by raising awareness of wider policing issues.
- The Scottish Police Authority has established links with the local scrutiny committee to improve dialogue between national and local scrutiny and accountability bodies.
- The division has introduced a number of ways to improve visibility of leaders as a result of recommendations arising from a recent peer review.

## Planning and process

- Changes to some processes have increased bureaucracy for officers in local policing teams.
- The division has the capability to plan for significant events within its area.
- Events in the city have significant resource implications for policing.
- The division works well with the licensing trade to tackle violence and antisocial behaviour associated with the city centre night time economy.
- The division recognises the need for continuous improvement and has taken steps to ensure it identifies its strengths and areas for improvement.





## People

- The division is working to address weaknesses in tutoring and gaps in experience caused by a high proportion of probationer constables in response and community teams.
- Morale amongst officers and staff is mixed, with concerns over the impact that increasing demand along with reducing response and community officer numbers is having on their ability to provide an effective service.
- The division has a good approach to absence management with some of the lowest sickness rates in Scotland.
- The division has a good approach to equalities and is making progress toward the achievement of most of Police Scotland's equalities outcomes.

## Resources

- There are challenges for the division in meeting demand from the public within its current level of local policing resources and staff abstractions. Although these challenges are largely being met through the flexibility of staff and are supported by good internal processes, this is not sustainable in the medium to longer term.
- There is a downward trend in the number of calls for service from the public, although the nature of demand is changing.
- In Edinburgh, there has been a 13.1% increase in calls reporting vulnerability, which equates to nearly 38 calls every day, some of which involve individuals who threaten or attempt suicide or self-harm in some way.
- Officers are regularly dealing with vulnerable individuals whose needs would be better addressed through timely interventions by other agencies, and which would arguably result in better outcomes for those individuals.
- While the impact of creating specialist national, regional and local units has been experienced by many divisions across Scotland, we are of the view that Edinburgh experienced a greater impact due to the levels of legacy local policing resources inherited by Police Scotland
- The loss to local policing in providing temporary cover to other divisions and the policing of events equates to around 55 officers every day and impacts on the division's capacity to meet public demand.
- The current level of officers maintaining public order and engaged in administrative duties in courts is not an efficient and effective deployment of limited local policing resources.
- There is a need to review the current resourcing arrangements for Edinburgh, taking into account the balance of public demand, protective demand and the significant pre-planned demand arising from the city's capital status.



## Partnerships

- Strategic partnerships are good and there is a shared vision for community safety and wellbeing in Edinburgh.
- Partner agencies in Edinburgh reported a withdrawal of police from partnership activity in recent years and a focus on enforcement rather than prevention. However, there is evidence that this trend is reversing.
- A lack of information sharing by Police Scotland has hampered effective tasking and co-ordinating arrangements, but there are indications that this issue may soon be resolved.
- The new service level agreement between City of Edinburgh Council and Police Scotland provides an opportunity for the council to more effectively influence and monitor how funded officers are deployed.
- Plans to align boundaries among public services in Edinburgh, including policing, provide an opportunity to build on place-based initiatives already underway and make further progress in relation to the public sector reform agenda.

# Recommendations

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## Recommendation 1

Police Scotland should develop a more flexible approach to the use of local policing resources to provide cover for other divisions. This should ensure it is based on actual demand taking account of the subsequent impact on local policing's capacity to meet public demand. (Paragraph 185)

## Recommendation 2

Police Scotland should work with the Scottish Courts and Tribunals Service to discuss ways to improve the efficient and effective deployment of police officers engaged in maintaining public order and administrative duties within Scottish courts. (Paragraph 187)

## Recommendation 3

Police Scotland should review current resourcing arrangements for Edinburgh Division taking into account the balance of public demand, protective demand and the significant pre-planned demand arising from the city's capital status. This should consider the overall resource allocation to Edinburgh alongside the flexibility of current regional and national arrangements to ensure that there is capacity to meet public demand. (Paragraph 190)

## Improvement actions

The divisional commander should ensure that the division works with partners to ensure plans, priorities and measures are more clearly aligned and links between plans are clearly articulated. (Paragraph 202)

The divisional commander should ensure that objectives for partnership activity are clearly defined, articulated and linked to identified policing and community safety priorities with an exit strategy where appropriate. (Paragraph 219)

*Key findings and recommendations relating to our inspection of custody centres in Edinburgh Division can be found at pages 76 and 77.*



## Effective practice

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We consider that the scale and range of consultation adopted by the division through its 5's' process has ensured that the priorities for the division reflect the priorities of its communities. This approach is a good example of effective practice. (Paragraph 52)

We consider that local scrutiny arrangements in Edinburgh are an example of effective practice. (Paragraph 58)

The division's 'Think Twice' initiative, which aims to prevent crimes that present a risk to public safety and are linked to the night time economy by banning offenders from entering certain areas within the city centre, is an example of effective practice in preventing violent behaviour. (Paragraph 99)

## Context

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### 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 Sir Stephen House QPM and at the time of our inspection comprised 17,293<sup>6</sup> full-time equivalent police officers, 5,542 police staff<sup>7</sup> and 1,034<sup>8</sup> special constables. The Chief Constable is supported by a command team of four 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.<sup>9</sup>
4. Police Scotland's statutory purpose is to improve the safety and well-being of persons, localities and communities in Scotland<sup>10</sup> and is summarised through the strategic focus on 'Keeping People Safe'.
5. Police Scotland's priorities are outlined in its Annual Police Plan.<sup>11</sup> 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.<sup>12</sup>
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 14 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 roads policing and armed policing.

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<sup>6</sup> *Police Scotland Officer Numbers Quarterly Fact Sheets: Quarter 4 – 31 March 2015* (2015).

<sup>7</sup> Police Scotland, *Human Resources Performance Report May 2015* (report submitted to the Human Resources and Remuneration Committee of the SPA).

<sup>8</sup> Special constable establishment at 15 June 2015. Data provided by Police Scotland.

<sup>9</sup> Section 17(1), Police and Fire Reform (Scotland) Act 2012.

<sup>10</sup> Section 32(a), Police and Fire Reform (Scotland) Act 2012.

<sup>11</sup> Police Scotland, *Annual Police Plan 2015-16*.

<sup>12</sup> SPA, *Strategic Police Plan* (2013)



## Edinburgh Division

9. The boundaries of Edinburgh Division match those of the City of Edinburgh Council (CEC). As a capital city, Edinburgh is a diverse international city that attracts visitors from around the world. Its cultural, political and financial importance rank it as among the most visited cities in the world. The Old and New Towns of the city centre have been designated as a UNESCO World Heritage Site since 1995.<sup>13</sup> The Edinburgh International Festival is the biggest of its kind in the world and, along with many other significant events including the Edinburgh Arts Festival and the Royal Military Tattoo, attract millions of visitors from around the world. During 2014-15, the division provided a policing response to 1,153 pre-planned events in the city.
10. These events all contribute to the city's importance to Scotland's economy by generating significant income and investment. Edinburgh is second only to London in terms of the overall disposable household income in the UK.<sup>14</sup> Such prosperity is not evenly spread and the city also has its share of deprived areas with 5.8% of the most economically deprived data zones in Scotland.<sup>15</sup> In terms of geographic area, at 264 square kilometres, the division is one of the smallest in Scotland, but with a resident population of around 490,000, which is growing by 1% each year.<sup>16</sup> It is the most densely populated division in Scotland. That population fluctuates significantly throughout the year due to around 100,000 students attending universities and colleges, and hundreds of thousands of tourists visiting throughout the year, in addition to thousands of commuters who travel into the city for work.
11. The transient population and the extremes of deprivation in some parts of the city present significant challenges in policing. The division has to balance the demands presented by the policing of its resident population, the challenges of policing day and night time economies in a vibrant city, policing the many events and festivals hosted in Edinburgh and the additional responsibility presented with policing the capital city.
12. There are unique challenges in policing Scotland's capital. The Scottish Parliament, Holyrood Palace, government offices and consulates, a major international airport and headquarters for numerous financial institutions are all located in and around the city. Edinburgh is also a focal point for public demonstrations.
13. To meet these challenges, the division has structured its policing teams around the local authority boundaries. There are five territorial command areas, each led by an Area Commander of Chief Inspector rank who has the responsibility for all day-to-day policing functions in that area. Within each area command, there are response and community policing teams, with responsibility for responding to calls in the local area. Community teams have the additional responsibility to work in partnership with communities and service providers building relationships and working together to provide sustainable solutions to local issues. The council provides significant funding for additional officers to support community policing and partnership working.

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<sup>13</sup> UNESCO, *World Heritage List*.

<sup>14</sup> City of Edinburgh Council, *Capital facts* (2015).

<sup>15</sup> Scottish Government, *Scottish Index of Multiple Deprivation 2012: A National Statistics Publication for Scotland* (2012).

<sup>16</sup> City of Edinburgh Council, *Edinburgh by Numbers* (2015).

# Outcomes

## Key findings

- Crimes per 10,000 of population in Edinburgh Division is the highest in Scotland and is well above the Scottish average.
- Edinburgh has the lowest detection rates of all divisions in Scotland and is well below the Scottish average.
- The division has made positive progress in only six out of 15 local policing plan objectives.
- Crimes of violence have decreased by 3.4% compared to the previous year and decreased 25% against the five-year average.
- During 2014-15 reports of housebreaking increased by 20.8% although the long-term trend remains downward.
- Overall confidence and satisfaction in service delivery in Edinburgh is declining and is below the national average.
- Edinburgh has improved performance in crime recording standards.

## Results

14. A key outcome for local policing is to ensure its communities are safe from crime, disorder and danger.<sup>17</sup> We have examined available management information and performance reports<sup>18</sup> for the period up to the end of March 2015 and focussed on how the division is performing in terms of reducing crime across Groups 1 to 5.<sup>19</sup>
15. When considering recorded crime in Edinburgh, the findings from our 2014 audit of crime recording in Scotland should be taken into account.<sup>20</sup> We found that 92% of incidents across Scotland were closed correctly and 94% of crime was counted and classified correctly. In Edinburgh, the results were 89% and 93% respectively and the division was one of four divisions where we recommended that Police Scotland should develop improvement plans for crime recording practice.
16. A number of changes have been introduced including the inclusion of crime audit results in national performance reporting and local monitoring of incidents to ensure they are appropriately updated. Progress is now scrutinised by the SPA's Audit and Risk Committee. A report to this committee in April 2015 highlighted improvements by Edinburgh Division with 91.2% of incidents recorded correctly and 95% of crimes counted and classified correctly.<sup>21</sup> At the time of our inspection, further progress had been made with 94.4% of incidents closed correctly, which is now slightly better than

<sup>17</sup> Scottish Government, *National outcomes* (2007).

<sup>18</sup> A range of data sources have been used in the compilation of this report including Police Scotland's Management Information reports. These reports 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. These are available on the [Scottish Government website](#).

<sup>19</sup> Information about how crimes are grouped and classified is contained within Appendix 2.

<sup>20</sup> HMICS, *Crime Audit 2014* (2014).

<sup>21</sup> *Police Scotland Crime Recording Results and Improvement Update* (report submitted to SPA Audit and Risk Committee on 15 April 2015).

the national average. **We welcome these developments and the role being played by the SPA in ensuring continuous improvement. We will continue to monitor the integrity of crime recording through our Scrutiny Plan.**<sup>22</sup>

17. The following table provides detail of recorded crime within Edinburgh Division in 2013-14 and 2014-15, with comparisons against the Scottish average:

**Table 1 – Crimes and offences 2012-13 and 2013-14**<sup>23</sup>

Crimes	Edinburgh Division				Scotland
	2013-14	2014-15	Total change	% change	% change
Group 1	857	828	-29	-3.4	-6.1
Group 2	855	1,035	180	21.1	9.3
Group 3	22,406	22,448	42	0.2	-7.0
Group 4	5,986	6,125	139	2.3	-3.9
<b>Total Groups 1 to 4</b>	<b>30,104</b>	<b>30,436</b>	<b>332</b>	<b>1.1</b>	<b>-5.5</b>
Group 5	5,363	5,191	-172	-3.2	-2.2
<b>Total Groups 1 to 5</b>	<b>35,467</b>	<b>35,627</b>	<b>160</b>	<b>0.5</b>	<b>-4.7</b>
Group 6	15,594	13,771	-1,823	-11.7	-11.3
Group 7	14,798	10,287	-4,511	-30.5	-33.6

18. During 2014-15, there were 1.1% (332) more crimes involving victims<sup>24</sup> when compared to the previous year. This compares to a 5.5% reduction in these crimes recorded nationally. The division has recorded a reduction in crimes that are regarded as proactive,<sup>25</sup> 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 3.2% reduction is greater than the 2.2% decrease nationally.
19. The division recorded decreases in serious violent crime (Group 1) and minor assaults and disorder (Group 6). There were 29 fewer violent crimes, a fall of 3.4%, which compares to a 6.1% reduction nationally. The 11.7% reduction in Group 6 offences is slightly better than the 11.3% reduction nationally. There were 180 more sexual offences within the division, a rise of 21.1% compared to a national rise of only 9.8%. Group 3 offences rose slightly (0.2%) in contrast with a 7% reduction nationally, although notably this included a 20.8% increase in all classes of housebreaking within the division. Group 4 offences also increased by 2.3% in contrast with a 3.9% reduction nationally. When compared to the Scottish average, Edinburgh Division is performing worse in all but one recorded crime group.

<sup>22</sup> HMICS, *Scrutiny Plan 2015-16* (2015).

<sup>23</sup> Police Scotland, *Management Information reports 2014-15*.

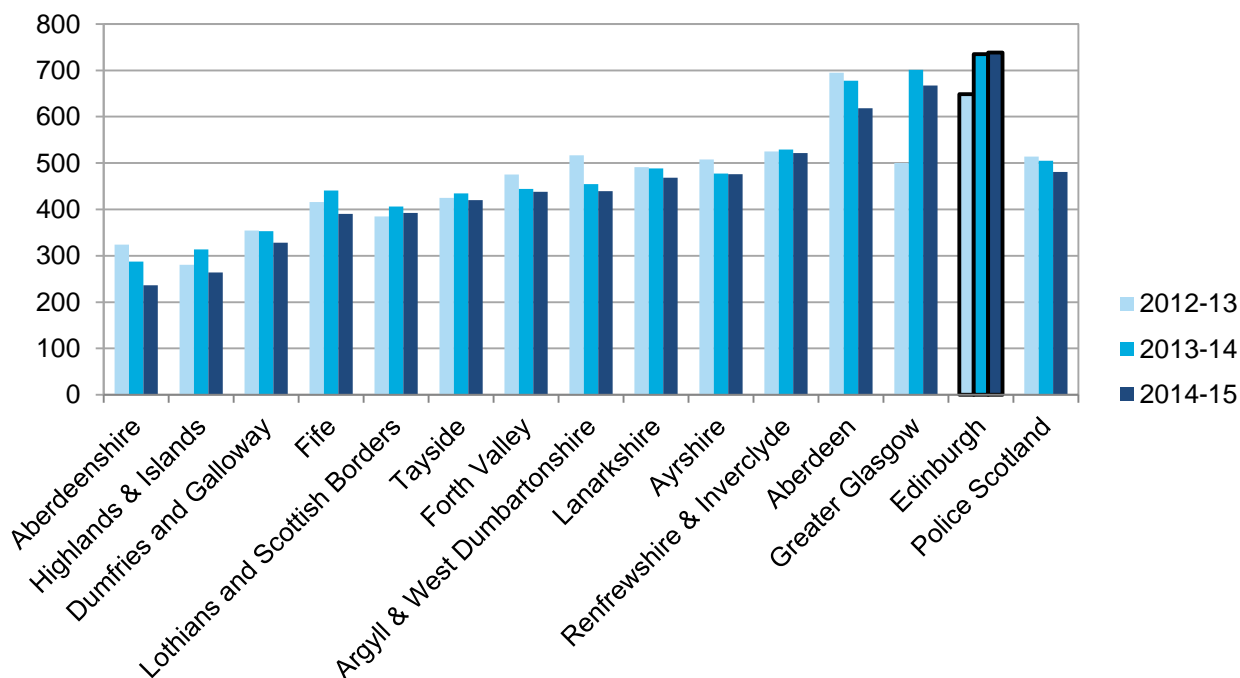
<sup>24</sup> These are classified as Group 1 to 4 crimes.

<sup>25</sup> These are classified as Group 5 crimes.



20. Edinburgh Division has the highest number of recorded crimes per 10,000 of population in Scotland<sup>26</sup> and at 738.2 crimes is well above the national average of 481.2. While this may to some extent be influenced by the number of visitors and commuters to the city on a daily basis, the same could be true for both Glasgow and Aberdeen, who are also above the national average, albeit showing a reduction in the last three years as opposed to increases in Edinburgh. The relative performance of Edinburgh in comparison with other police divisions is illustrated in Chart 1 below:

**Chart 1 – Crimes per 10,000 population**

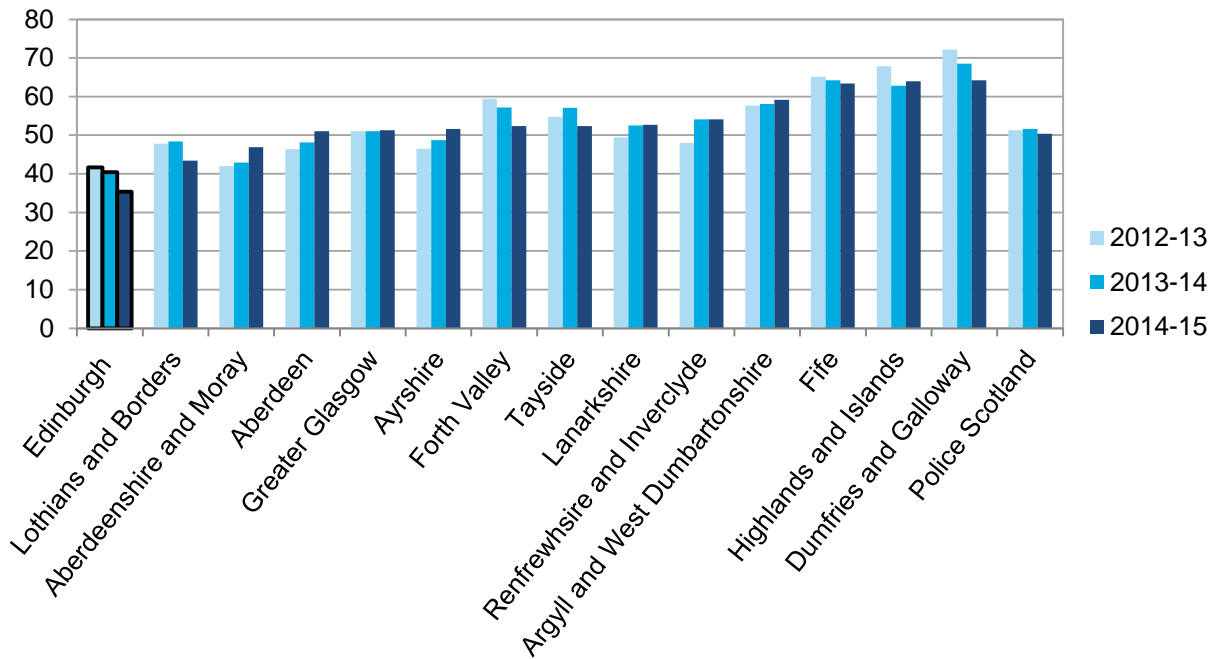


21. The detection rate for crimes in Edinburgh Division has decreased progressively from 41.7% in 2012-13 to 35.4% in 2014-15. The division has the lowest detection rates of all divisions in Scotland and is well below the Scottish average for 2014-15 of 50.4%.<sup>27</sup> The relative performance of Edinburgh in comparison with other divisions is shown in Chart 2.

<sup>26</sup> Full details of crimes and offences per 10,000 population is included in Table A at Appendix 3.

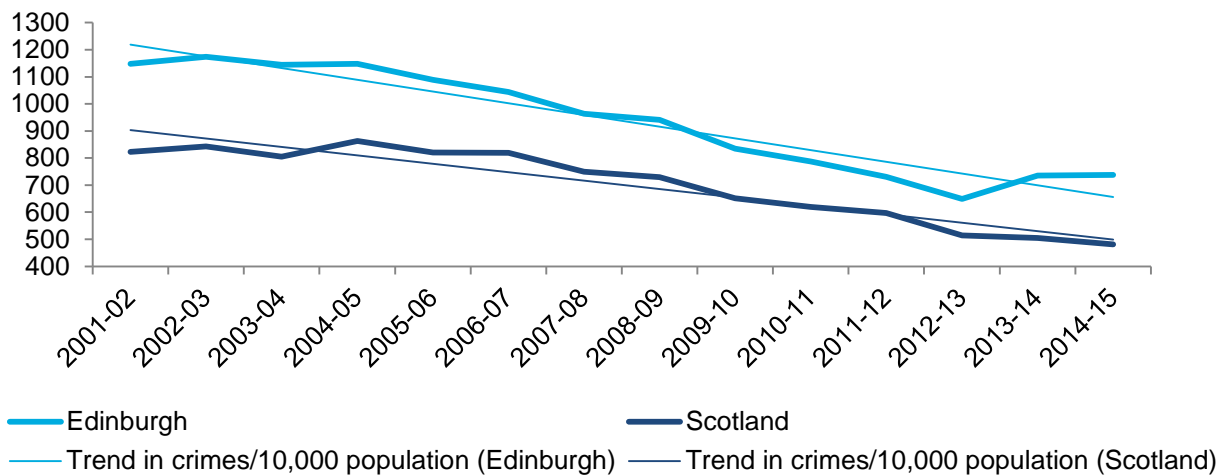
<sup>27</sup> Full details of the division's performance in all crime categories for 2013-14 to 2014-15, with comparisons against the Scottish average, are included in Table B at Appendix 3.

**Chart 2 – Detection rates for Crime Groups 1 to 5<sup>28</sup>**



22. 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. This has not been the case in Edinburgh Division with performance declining over the past three years. However, as illustrated by Chart 3, the longer term trends indicate that crimes per 10,000 of population are still below the five, 10 and 15 year averages.

**Chart 3 – Group 1 to 5 crimes per 10,000 population<sup>29</sup>**

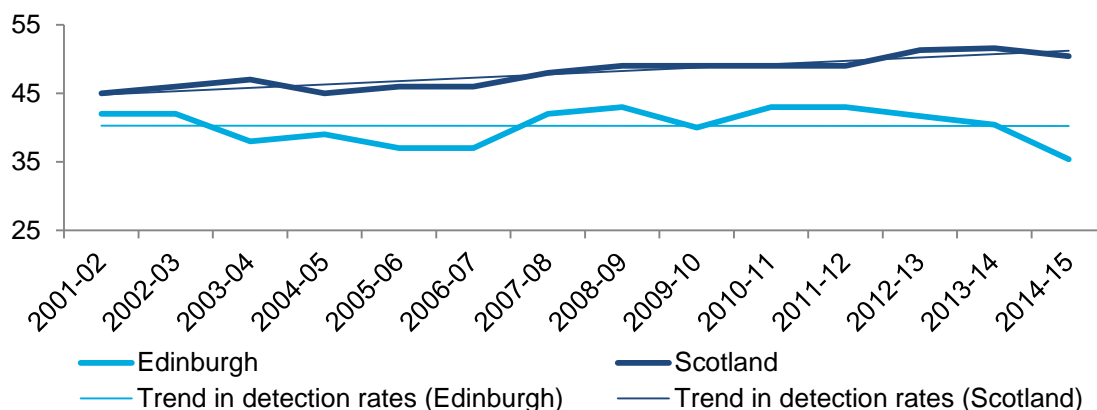


<sup>28</sup> Police Scotland, *Management Information reports*.

<sup>29</sup> Scottish Government, *Crime and justice statistics*.

23. Chart 4 plots the detection rates in Edinburgh with the Scottish average over the past 15 years. This highlights that the detection rates in Edinburgh Division have consistently been lower than the national average. While there has been overall improvement in Scotland, detection rates in Edinburgh have remained relatively static over the past 15 years. In 2014-15, they were at their lowest level during that period.

**Chart 4 – Detection rates for Group 1 to 5 crimes<sup>30</sup>**



24. Police Scotland has done well to maintain the long-term trend of decreasing crime and rising detection rates in Scotland during such a significant period of change. However, these positive national trends have not been mirrored in Edinburgh. The current data indicates that the likelihood of being a victim of crime is greater in Edinburgh Division when compared to the rest of Scotland and the likelihood of the offender being brought to justice is lowest. The causes of these outcomes are complex and will be considered further throughout this report.
25. Police Scotland is fully aware of the challenges facing Edinburgh Division and a range of actions and initiatives have been implemented to improve performance. One such initiative developed to improve detection rates and address local priorities is Operation Wolf. Introduced in May 2014, this is a co-ordinated approach to target crimes associated with local priorities and objectives and those responsible for committing them. The approach involves partner and Police Scotland resources to support divisional activity.
26. Whilst this initiative has had some positive measure of success, it has been used primarily as a means of clearing outstanding crime investigations in response to wider issues relating to the management of the complex and often competing demands facing the division. These are matters that we consider in more detail in the Resources section of this report.

### Local priorities

27. In its Local Policing Plan 2014-17, Edinburgh Division has identified three high level priorities for 2014-15: (i) public safety; (ii) reducing antisocial behaviour; and (iii) serious and organised crime (paragraph 49). Each priority has a number of specific objectives that provide a means of assessing progress against them. However, out of 15 objectives, only 10 had specific measures and at the time of this inspection, which was midway through the three-year planning cycle, the division was achieving only

<sup>30</sup> Scottish Government, *Crime and justice statistics*.

six of the stated objectives. Performance against these objectives for 2014-15 is detailed in Table 2.

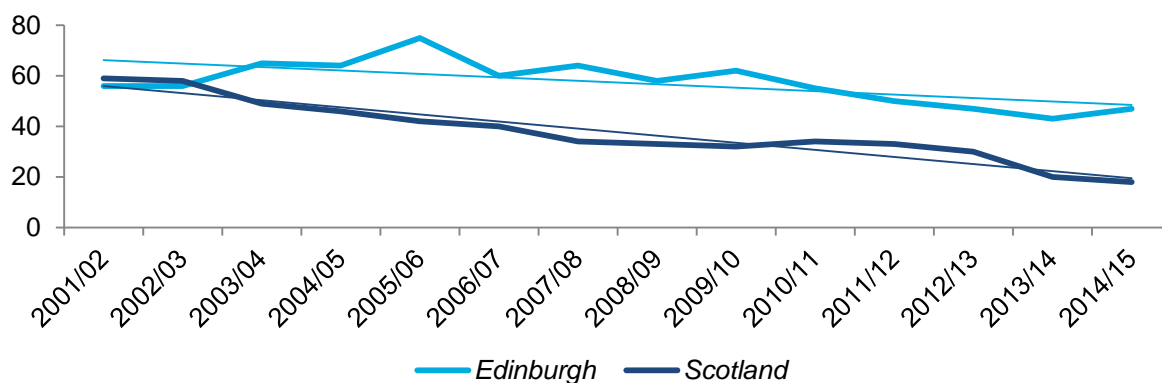
**Table 2 – Summary of performance against local policing objectives for Edinburgh Division<sup>31</sup>**

Priority	Objective	Results 2014-15
Public safety: (violence and disorder)	Reduce the level of violent crime	Group 1 crimes of violence have decreased by 3.4% compared to the previous year and decreased 25.0% against the five-year average.
	Reduce the level of alcohol related disorder	There is no specific measure for this objective. (Police Scotland is examining a number of possible indicators which may provide some meaningful data on which to assess progress).
Public safety: (domestic abuse and sexual crimes)	Increase the detection of domestic abuse	The number of crimes detected fell from 3,577 to 3,436. This was accompanied by a decline in the number of reported crimes resulting in a rise in detection rates from 76.4% to 81.0%.
	Increase protection for children affected by domestic abuse	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.
	Increase the detection of sexual offences	The division detected 15.0% (91) more crimes, but a rise in the number of recorded crime resulted in a decrease in the detection rate from 71.1 % to 67.5%.
Public safety: (public events)	Work with partners and organisers to maximise the safety of those attending events within Edinburgh	There is no specific measure for this objective, however, the division provided a response to 1,153 events in the city, with no reported casualties.
Public safety: (roads safety)	Reduce the number of people killed or seriously injured on our roads	The number killed or seriously injured increased from 156 to 162. (The trend to the end of September 2015-16 shows a 1.7% reduction in casualties).
Reducing antisocial behaviour	Reduce the level of antisocial behaviour	The number of incidents of antisocial behaviour increased by 1.2% (459) from 38,479 to 38,938.
	Reduce the level of public disorder	The number of reported disorder related incidents increased by 233 (0.7%) from 31,371 to 31,604. (The trend to the end of September 2015-16 shows a 1.9% reduction in reported incidents).
	Increase the detection of hate related crime	Detection rates reduced from 72.4% to 70.4%.
Serious and organised crime (Groups)	Increase the amount of cash and assets seized from criminal be using POCA	The division increased cash seizures by 47.3%.
Serious and organised crime (Drugs)	Increase the detection of people supplying illegal drugs	There were 344 drugs supply related offences detected, 34.4% (180) fewer than the previous year.
	Increase the amount of illegal drugs seized	There is no specific measure for this objective.
Serious and organised crime (Theft)	Reduce the level of housebreakings	The number of reported housebreakings increased by 20.8% (852) from 4,091 to 4,943. The figures are for all types of housebreaking, including domestic, non-domestic and attempts.
	Serious and organised crime (theft)	The division recovered £336,975 of stolen property during 2014-15, an increase of 2.1% on the previous year.

<sup>31</sup> Source: Police Scotland.

28. HMICS welcomes the approaches made by local scrutiny bodies and divisions to set measures against which progress in achieving local objectives can be reported (paragraph 50). However, as there are no specific measures associated with a number of the objectives, it is not possible to fully assess what progress is being made against the Edinburgh local policing plan.
29. Table 2 illustrates that during 2014-15 the division made progress in six objectives including reducing violent crime, increasing the number of sexual offences being detected and increasing criminal cash and asset seizures. However, there are a number of areas where progress against objectives is not being made.
30. There was a 21.1% increase in reported sexual offences, which is higher than the national trend and is attributed locally to 'improved confidence in reporting of sexual offences and the pro-active investigation of offending histories'.<sup>32</sup> Over a third of the offences recorded were committed at least 12 months prior to being reported. HMICS has commented on the significant variations in recording across Scotland, in our report into the investigation of rape<sup>33</sup> where we recommended that Police Scotland 'commissions further research and analysis to better understand the reporting variances'. **This is now being taken forward by Police Scotland and we will continue to monitor progress in our local policing inspection programme.**
31. The 20.8% rise in housebreaking is of particular concern to the division and has been widely reported in local media<sup>34</sup> and subject of discussion at the Police and Fire Scrutiny Committee (paragraph 56) and at SPA board meetings.<sup>35</sup> The Scottish Government Crime Statistics for 2001-2015<sup>36</sup> provide details of housebreaking rates per 10,000 of population for dwellings and non-dwellings across Scotland. The 15-year trend (Chart 5) identifies that housebreaking in Edinburgh has been higher than the national average throughout that period and the gap is widening to the extent that the rate in Edinburgh is now twice the national average.

**Chart 5 – Trends in domestic housebreaking, crimes per 10,000 population<sup>37</sup>**



<sup>32</sup> Police Scotland, *Police Performance Report for Edinburgh April 2014 to March 2015* (report to City of Edinburgh Council Police and Fire Scrutiny Committee on 1 May 2015).


<sup>33</sup> Recommendation 1, HMICS, *Local Policing+ Inspection of the Investigative Approach to Rape in Fife Division* (2014).

<sup>34</sup> See, for example, Edinburgh Evening News, *Housebreaking doubles in three months*, 3 April 2015; Edinburgh Evening News, *Three more arrested in housebreaking crackdown*, 26 May 2015; and The Scotsman, *Contradictions don't help victims*, 30 June 2015.

<sup>35</sup> SPA, *Minute of Scottish Police Authority Board Meeting*, 25 June 2015.

<sup>36</sup> Scottish Government, *Crime and justice statistics*.

<sup>37</sup> Scottish Government, *Crime and justice statistics*.

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32. Under legacy force arrangements, housebreaking was a priority in the division and a housebreaking team existed to address the problem. On the introduction of Police Scotland, an emphasis was placed on reducing violent crime and Violence Reduction Units were introduced in all divisions across Scotland. Whilst violent crime has reduced (paragraph 19), there were increases in housebreaking in Edinburgh and in some other divisions across Scotland. In response, Police Scotland introduced Operation RAC in December 2013 into those divisions most affected: Forth Valley, the Lothians and Scottish Borders, Fife, Highlands and Islands, Aberdeenshire and Moray, Aberdeen City and Lanarkshire. This continued until the summer of 2014 when housebreaking rates had fallen. However, Edinburgh experienced another significant rise in housebreaking rates during the first few months of 2015, which prompted the reintroduction of Operation RAC in the division.
  33. Operation RAC has involved officers from across the division supported by regional and national resources. A command structure was established and daily and weekly meetings review activity and intelligence, prioritise tasks and allocate resources. The division has made good use of social media and local press to raise awareness of the issues providing advice and publicising activity. The division also works closely with partners in Edinburgh council to identify ways to address the problem including crime prevention sessions and target hardening initiatives.
  34. Intelligence identified that a significant number of housebreaking offenders in Edinburgh were organised into distinct crime groups with links to other organised crime groups outside of the city. The current approach under Operation RAC is a temporary arrangement involving a number of regional and national resources that has focussed on the activities of these groups. By August 2015, the impact of this approach was being seen with reductions in the numbers of crimes being reported. However there was still work to be done to ensure that trend was maintained. We welcome this improvement in performance, but, given the issues highlighted in the Resources section of this report, we have concerns as to the long-term sustainability, which is perhaps indicative of wider resourcing issues facing the division.
  35. In relation to reported incidents of disorder, the division has experienced a slight 0.7% (233) increase, while antisocial behaviour increased by 1.2% (459) and reports of vandalism increased by 103 (1.9). This is in contrast to downward trends nationally.
  36. Road casualty reduction was included as a local policing objective and during 2014-15, eight people lost their lives and 154 people were seriously injured on the roads in Edinburgh. This is a slight increase on the figures for 2013-14 with two more fatalities and four more seriously injured. There were no child fatalities but the number of children seriously injured rose from nine to 17. The rise in casualties is in contrast with reductions recorded nationally. Edinburgh Division has taken a focussed approach to road safety. This is overseen by the Divisional Road Safety Board comprising local and roads policing resources supported by partners from the CEC, Scottish Fire and Rescue Service and transport providers. The board maintains an overview of road traffic collision data to identify trends and locations to focus activity in the right areas at the right times. Local area commanders have responsibility for implementation of local initiatives, including awareness sessions involving schools and tasking enforcement activity on routes identified as having the highest casualty rates.

## Public confidence and satisfaction

37. 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 3 highlights that overall confidence and satisfaction in service delivery in Edinburgh Division is declining and is below the national average.

**Table 3 – Public confidence and satisfaction**

Confidence and satisfaction	Edinburgh		Scotland	
	2013-14	2014-15	2013-14	2014-15
Overall level of confidence %	77.1	72.0	78.9	79.8
Overall level of satisfaction %	80.0	78.9	82.4	83.6

38. The decline in rates of confidence and satisfaction could be an indicator of wider issues facing the division that include the level of demand in the division affecting the capacity to provide an optimal response to callers. Keeping victims informed is another key indicator of the quality of service being provided and is a general principle of the Victims and Witnesses (Scotland) Act 2014.<sup>38</sup> Police Scotland seek the views of respondents on how well they were kept informed about the progress made with their incident. In 2014-15, Edinburgh achieved a satisfaction rate against this measure of only 56.4% and was the lowest in Scotland. These matters are discussed in greater detail in the Resources section of this report.
39. We have expressed concerns previously about the national process used by Police Scotland to measure and report on levels of public confidence and satisfaction. These were echoed in Edinburgh by staff involved in the process and include:
- Similarities between some questions make it difficult for respondents to provide different answers.
  - Some questions relate to the initial call handling response provided by Contact, Command and Control Division.
  - Responses to some questions are based on an assumption that an officer has attended the incident. As officers are not always required to attend every incident, this can on some occasions irritate respondents and devalue their response.
  - Although some questions are not relevant to the service provided by the local division, they combine to provide percentage scores that are of no value as a divisional key performance indicator (KPI).
  - There is insufficient information provided to local divisions to identify themes to assist in continuous improvement.
  - There is no mechanism to validate the accuracy of the information being recorded.

HMICS is reviewing the process separately as part of a wider Continuous Improvement Review of Strategic Planning and Performance Management.<sup>39</sup>

<sup>38</sup> Section 1(3), Victims and Witnesses (Scotland) Act 2014.

<sup>39</sup> HMICS, *Scrutiny Plan 2015-16* (2015).

## Complaints about the police

40. 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.<sup>40</sup> Complaints data is also routinely monitored within Police Scotland at divisional and national level.
41. 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 4 provides details of the numbers of complaints recorded in Edinburgh in comparison with Scotland.


**Table 4 – Complaints**

	Edinburgh				Scotland			
	2013-2014	2014-2015	Total Change	% Change	2013-2014	2014-2015	Total Change	% Change
Complaints about the police	428	511	83	19.4	4,630	5,678	1,048	22.6
Quality of service complaints	49	86	37	75.5	967	1,381	414	42.8

42. The number of complaints about the police increased by 19.4% (83) and quality of service complaints rose sharply by 75.5% (37) between 2013-14 and 2014-15. This follows the national trend which saw a rise of 22.6% in complaints and 42.8% in quality of service complaints across Scotland. In terms of the rate of complaints for every 10,000 incidents officers deal with, at 30.6% Edinburgh is below the Scottish average of 34.3%. The increase is attributed by Police Scotland to changes in structures and processes as a result of the introduction of Professional Standards Resolution Units in September 2014. The unit now handles many more complaints cases reducing the administrative burden locally.
43. Whilst the change in processes may be a contributory factor within some divisions, the rise in complaints has not been consistent across Scotland. Three divisions have experienced reductions, whilst increases in other divisions range from less than 1% to nearly 80%. It is too early after the introduction of the new processes to draw meaningful conclusions.

<sup>40</sup> Copies of these reports are available on the [SPA website](#).



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44. We note that the complaints data provided by the division to its local scrutiny committee contains no contextual information that would aid meaningful scrutiny. This is an issue that we commented upon in our report on local policing in Ayrshire, where we recommended that Police Scotland should ensure that reports to local scrutiny committees should contain such information. This was also raised by the CEC Police and Fire Scrutiny Committee (paragraph 56) and the divisional commander has given a commitment to provide this when it becomes available.<sup>41</sup> **We will continue to monitor progress against our recommendation as we continue our inspection scrutiny programme.**

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<sup>41</sup> City of Edinburgh Council, *Minutes of Police and Fire Scrutiny Committee, 1 May 2015*, item 7.

# Leadership and governance

## Key findings

- The setting of measurable objectives to achieve local policing plan priorities provides the division with a method of reporting progress, although not all priorities have measurable objectives.
- The division has a good approach to consultation using a broad range of methods to contribute to the identification of national and local priorities.
- The division has supported the development of effective local scrutiny arrangements by raising awareness of wider policing issues.
- The Scottish Police Authority has established links with the local scrutiny committee to improve dialogue between national and local scrutiny and accountability bodies.
- The division introduced a number of ways to improve visibility of leaders as a result of recommendations arising from a recent peer review.

## Policing priorities – national to local

45. 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**



46. 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.<sup>42</sup>

### Annual policing plan

47. 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's Plan and the Scottish Government strategic priorities and demonstrates how local and national priorities combine. HMICS will comment more fully on processes and procedures concerning the production of Annual Plans in our Continuous Improvement Review of Police Strategic Planning and Performance Management.<sup>43</sup>

### Local policing plans

48. 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 Edinburgh 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 17 Local Community Plans and illustrate the links between local, divisional, national police and Scottish Government priorities.
49. The local policing priorities and objectives for Edinburgh Division for 2014-2017 are set out in its Local Policing Plan.<sup>44</sup> These were identified as a result of analysis of key data using 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. The local priorities are summarised in Table 2 (paragraph 27).
50. A set of 15 local objectives, with supporting actions identify the activities that are intended to address the priorities. As outlined in the Outcomes section of this report, 10 out of 15 of the objectives provide useful indicators by which to gauge success, (e.g. 'increasing detections for sexual offences'). In our reports for Fife and Ayrshire Divisions, we commented on the importance of identifying what success might look like by setting objectives that have specific measures. In our Aberdeen report, we recommended that Police Scotland *should ensure that progress against all objectives in local policing plans is measured and reported to local scrutiny committees at an appropriate stage each year.*<sup>45</sup> Setting measurable objectives provides a means of gauging the success or otherwise of policing activity in pursuance of the priorities and

<sup>42</sup> Sections 32-36 and 44-47, Police and Fire Reform (Scotland) Act 2012.

<sup>43</sup> HMICS, *Scrutiny Plan 2015-16* (2015).

<sup>44</sup> Police Scotland, *Edinburgh Local Policing Plan 2014*.

<sup>45</sup> Recommendation 1, HMICS, *Local Policing+ Inspection Programme: Inspection of Aberdeen City Division* (2015).



a demonstrable method of reporting progress against priorities to local scrutiny groups (paragraph 56).

51. 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 Edinburgh we found that the division has a good approach to consultation using a broad range of methods to contribute to the identification of national and local priorities. This was developed under legacy Lothian and Borders Police and has been carried forward by the division. We highlighted the approach as an example of good and innovative practice when examined in 2013.<sup>46</sup> It is pleasing to note that this has been improved upon as outlined in the following case study, which describes the process adopted for consultation on the priorities for the 2015-16 Police Scotland Annual Policing Plan.

### Case study – public consultation

The system for obtaining public feedback relies on a mixed methodology that focused on the '5 S Engagement Model'. The process was co-ordinated by a dedicated Policing Plan Team led by a Police Inspector. Results were collated and analysed by the Policing Plan Team and the City of Edinburgh Council's analytical team. These were combined with the local strategic assessment to identify local priorities.

Supporting the methodology was an overarching internal and external communications strategy developed in partnership with the City of Edinburgh Council. This included internal and external briefings, using local press and social media along with the targeting of key individuals and organisations to maximise awareness of the consultation process.

Several elements of the consultation were delivered in partnership with the City of Edinburgh Council and the Scottish Fire and Rescue Service, as outlined below.

#### Street Surveys

These surveys were produced by the Police Scotland National Performance Unit and were distributed to all 14 divisions across Scotland. Edinburgh Division completed **2,400** of these surveys using a face-to-face approach with police officers canvassing members of the public directly. Whilst concern remains around how representative such sampling is, this method is supplemented by the following:

#### Edinburgh Online Survey

The division conducted an additional online survey that was based on the format of the Street Surveys. This was widely publicised with paper copies also being made available to those who required them. A total of **2,631** members of the Edinburgh public completed this survey.

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<sup>46</sup> HMICS and HMFSI, *A thematic inspection of the development of local police plans and local fire and rescue plans and associated arrangements for local scrutiny and engagement* (2013).

## Case study – public consultation - continued

### Community Engagement Sessions

Thirteen local community ‘Open Door’ sessions in all six Neighbourhood Areas were conducted. These consisted of face-to-face public engagement where local officers spent time with members of their communities in local venues. Sessions lasted for two to three hours. **486** members of the public attended the sessions and gave their views on policing priorities of importance to them, their families and neighbourhoods. This element was widely publicised through both social media and the use of a poster and leaflet campaign.

### City Centre Business Strategy

A bespoke online survey aimed at the central business community. **177** members of the city’s central business community took part in this survey with an emphasis on resilience, continuity, events and the night time economy. Focused email contact and a leaflet campaign were used to promote this element.

### Stakeholder Summit

A strategic business consultation was hosted by the Divisional Commander at the Edinburgh Chamber of Commerce. Twelve key members of the Edinburgh business community were invited to attend and discuss priorities relevant to them and the continuing economic and commercial security and success of city.

This level of consultation helped the division identify new local priorities for 2015-16 in its local community plans. These include antisocial behaviour and acquisitive crime, which have re-emerged as issues for communities in Edinburgh. In addition, alcohol was regarded by communities as a much bigger priority than drugs and road safety was identified as a growing concern.

52. Despite the extensive consultation exercise conducted by the division, we found that a small number of those who responded to our survey were unaware of the existence of the policing plan. This illustrates the difficulties faced in communicating with communities in general. We are reassured however that the division intends to broaden the scope of its future consultation. Overall we found general agreement from those that had been consulted that the priorities in the plan reflected local concerns. **We consider that the scale and range of consultation adopted by the division has ensured that the priorities for the division reflect the priorities of its communities. This approach is a good example of effective practice.**
53. In order to ensure consistency of approach across Scotland and to meet the requirements set out in the Act, Police Scotland has adopted a standardised template for plans that contains 11 key sections. We have examined the Edinburgh policing plan against the requirements of the Act and are satisfied that it meets them (Appendix 5).

### Multi-member ward plans

54. 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 Edinburgh, there are 17 MMWPs. Each broadly follows the standardised Police Scotland template and contains three or four priorities that are reflective of the sub-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 afford an opportunity to reflect changes in local priorities.

55. Previously, we have recommended that Police Scotland review its planning processes and empower local commanders and scrutiny bodies to agree sub-local policing plans that better reflect local communities, rather than simply following multi-member ward boundaries.<sup>47</sup> We welcome Police Scotland's decision to pilot new planning processes in some divisions in 2015-16 which will allow sub-local policing plans to be more closely linked to local community boundaries.<sup>48</sup> Further work is planned with local authorities and COSLA to identify an approach that will develop plans that are truly local and are unique for each community policing area. We note this progress by Police Scotland and its efforts in *strengthening the connection between police services and communities*, a key benefit of police reform. Such a change may benefit Edinburgh and will be considered by the division in consultation with the local scrutiny body. There will be scope, for example, for the sub-local policing plans to be aligned to Neighbourhood Partnership areas, rather than multi-member ward areas, and to take account of the council's transformation programme and proposed four locality model (paragraph 204).

### Local scrutiny

56. 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. The City of Edinburgh Council has chosen to do this through its Police and Fire Scrutiny Committee. This comprises 10 local councillors who meet quarterly to advise on, agree, scrutinise and review the Edinburgh Police and Fire and Rescue plans.<sup>49</sup> Under legacy arrangements, nine CEC councillors sat on the Lothian and Borders Police Board. Although the increase in representation is minimal, the committee is focussed solely on local policing in Edinburgh. Most important is the quality of scrutiny conducted through local scrutiny arrangements.
57. The committee is provided with police reports that outline progress against some of the Local Policing Plan priorities and separate Community Policing Service Level Agreement Performance Update Reports. The latter are compiled by the city's Community Safety team and detail the activity and contribution toward local outcomes made by the 57 officers that are funded by the local authority<sup>50</sup> (paragraph 212). In addition, presentations on specific policing issues have been provided either at the instigation of the Divisional Commander (e.g. new psychoactive substances and serious organised crime) or at the request of the committee (e.g. call handling, the policing of the Winter Festival and housebreaking). The committee also recently visited the Area Control Room at Bilston Glen to raise their awareness of this aspect of policing.
58. As part of our inspection, we took the opportunity to observe a number of these meetings and consulted with members. We were impressed with the level of scrutiny by the committee and the questions that were being directed to the Divisional Commander about aspects of policing that were of concern to members (e.g. housebreaking, response times and a request for benchmarking information relating to complaints about the police). We were also pleased to note the extra information provided by the division to assist the committee's knowledge and understanding of local policing. We consulted with all members about these arrangements. Whilst

<sup>47</sup> Recommendation 2, HMICS, *Local Policing+ Inspection Programme: Inspection of Fife Division* (2014).

<sup>48</sup> Police Scotland, *Annual Police Plan 2015-16* (2015), page 38.

<sup>49</sup> City of Edinburgh Council, *Committee Membership – Police and Fire Scrutiny Committee*.

<sup>50</sup> City of Edinburgh Council, *Police Scotland Service Level Agreement 2015-16* (report submitted to Police and Fire Scrutiny Committee on 1 May 2015, item 6.5).

there were some negative comments about the quality of reporting it was acknowledged that this was improving and in general the members expressed satisfaction with the scrutiny process. **Overall we consider the scrutiny arrangements in Edinburgh are an example of effective practice.**

### Scottish Police Authority engagement

59. The SPA has continued to improve its engagement with and support to local scrutiny and their involvement in issues beyond setting the local policing plan. The SPA now circulates agendas and papers prior to meetings to local scrutiny convenors and council lead officers for wider internal circulation as they see fit. Papers that are considered by the SPA to be of local interest are brought to the attention of convenors and council lead officers by separate communication with explanatory notes.
60. The SPA has nominated a board member to liaise with the Police and Fire Scrutiny Committee who attends meetings and engages with members on a broad range of issues to improve the dialogue between national and local bodies. The nominated SPA member is a regular attendee at scrutiny meetings and, through the chair of the committee, plays an active role in discussions about national and local issues. We understand the nominated member brings national issues to the attention of the committee and also raises local issues with the SPA board. The arrangements were described as positive by both the chair of the scrutiny committee and the nominated SPA member. We welcome this approach which helps maintain effective links between national and local scrutiny.

### Leadership


61. The division is led by a Chief Superintendent, supported by a senior management team comprising five superintendents with responsibility for operations; specialist support; partnerships; support and crime. Five chief inspectors operate as local area commanders and have responsibility for delivering day to day local policing.
62. During our inspection some changes were made to the senior management team, due to promotion and staff development. New members of the senior management team have brought a range skills and experience having worked in different roles in legacy forces and Police Scotland. They and the rest of the team were aware of the issues and challenges facing the division and demonstrated their commitment to delivering improvement. It is too early to comment on the success or otherwise of the new arrangements, but we were made aware of their contribution in the review of local policing arrangements being conducted in the division (paragraph 176).

### Visibility and communication

63. We found that officers and staff had mixed opinions on the visibility of leaders. Some officers and staff suggested they did not have much contact with superintendents or the divisional commander. Many officers stated that they had regular contact with inspectors and chief inspectors and were complimentary of their visibility and approachability. Officers and staff also had mixed views on their ability to influence decisions and change to improve quality of service. Some staff expressed the view that they did not feel included or consulted about change. This is an issue about which we have previously made a recommendation to Police Scotland.<sup>51</sup> In response, a review of internal communications has taken place and new structures and processes have been introduced. These have yet to become fully embedded and we will monitor progress through our local policing inspection programme.

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<sup>51</sup> Recommendation 7, HMICS, *Local Policing+ Inspection Programme: Inspection of Fife Division* (2014).



64. The division has developed a number of ways to improve visibility as a result of recommendations arising from a peer review of the division (paragraph 101). These included:

- Command team members attending shift briefings, with respective superintendents focussing on meeting staff in their area of responsibility.
- Weekly Officer Feedback Forums with details and outcomes to be published in the Divisional Bulletin.
- Quarterly leadership seminars with inspectors and sergeants. A series of seminars with inspectors had taken place in December 2014 and April 2015 and more are planned for the future.

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.

65. In addition to face to face contact, the division uses a range of other methods to communicate with officers and staff. Good work is highlighted at the daily tasking and co-ordinating meeting and included in briefings to all staff. The division produces a weekly Divisional Bulletin that features key messages from the divisional commander, this includes a monthly video message, recognition of good work and updates on changes locally and nationally. Although some suggested that they had little time to read them because of the demands they faced at work, they were appreciated because of their personal nature. We consider that the divisional bulletin is a useful method of engaging with staff.

66. 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.<sup>52</sup> Some officers, however, were not routinely recording their working hours, or taking days off after weekends of on-call duties, despite directions from the force to do so. Some officers in these ranks suggested that the system to record working hours was not straightforward and was a barrier to recording working hours. Not recording working hours has, however, prevented any meaningful analysis by Police Scotland that would identify the scale of the issue and aid the identification of appropriate solutions.

67. Dialogue between Police Scotland and relevant staff associations has continued and some progress has been made, for example, around on-call arrangements. Discussions are continuing to identify solutions that address both the needs of individuals and the business needs of the service. We note these developments and urge both Police Scotland and the relevant staff associations to work quickly to resolve these issues. **We will continue to monitor and report on these matters as we progress our local policing inspection programme.**


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<sup>52</sup> 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.



## Direction, control and management of performance

68. Within Police Scotland the divisional commander is accountable to the force executive for the effective and efficient policing by the division. This takes the form of reporting to the Assistant Chief Constable (ACC) with responsibility for Local Policing East and the Deputy Chief Constable (DCC) with responsibility for Local Policing. The Edinburgh divisional commander is one of two divisional commanders who are members of Police Scotland's Senior Leadership Board. The ACC has regular one-to-one contact with the divisional commander and his command team and holds regular meetings with divisional commanders in the east to discuss regional issues and communicate national policy. The DCC chairs monthly performance meetings that scrutinise the performance of all 14 divisions and their contribution to the national picture. We did not inspect these arrangements on this occasion.
69. We found that local management arrangements follow a nationally prescribed format. They begin at area command level where the local commanders chair daily tasking and co-ordinating meetings. These feed into the divisional meeting chaired by the divisional commander or one of the superintendents ensuring daily senior oversight of activity. The meetings review 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.
70. Overall performance is reviewed at the monthly Governance and Performance and Tasking meetings. Chaired by the divisional commander, these ensure oversight of broader issues that affect the overall management of the division including human resources, budget and estates as well as trends in performance. We observed several of these meetings during our inspection and noted a focus on continuous improvement and recognition of good individual performance. For example, any learning from complaints cases is brought to the meetings and improvement actions are considered. In relation to individual good work, this is noted and communicated via the divisional bulletin (paragraph 65).
71. Oversight of performance is supported by Police Scotland's performance management framework. The framework comprises a range of Key Performance Indicators (KPIs) 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.
72. As well as the national KPIs and targets, each of the 14 local divisions has identified additional KPIs relevant to their area. Progress against these KPIs is monitored nationally. In 2015-16, Edinburgh's additional KPIs were to reduce housebreaking and increase housebreaking detections, which are included in the local policing plan. Additional priorities, to reduce crimes and to increase detection rates for motor vehicle related crimes, have been added. These were identified following concerns from local councillors and the public being raised with the divisional commander. These were identified during consultation on the Police Scotland Annual Plan (paragraphs 47 and 52) but are not included in the three-year Local Policing Plan (paragraph 49). The Police and Fire Scrutiny Committee were consulted on these additional priorities and progress is reported by the divisional commander in his reports to the committee.


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73. In addition to the ScOMIS reports, local area commanders are provided with locally generated 'dashboard' reports. These provide information about the volumes of crime reports that are being managed by the division and the workloads of teams. They assist in managing individual and team demand and addressing priorities within the division. Area commanders reported using them to identify and manage local performance issues. This has assisted the division in reducing individual workloads of probationary constables (paragraph 114). Local commanders commented favourably about a management information tool introduced by Police Scotland, 'beat-tracker'. This assists local managers to identify problematic locations and emerging trends in their area so they can allocate resources accordingly. This is supplemented by local budget monitoring information, which helps to target where overtime should be spent. We note these developments that are contributing to the understanding of the demand faced by local policing. Used effectively, these tools should assist the division in ensuring its resources are deployed effectively to address local priorities, which should in time translate into improved performance.
74. In our previous inspections of other divisions, some officers alluded to pressure to achieve performance targets. In Edinburgh, we found that frontline officers were aware of policing priorities, but not specific targets. Generally response and community officers were of the view that their activities are intelligence-led, but demand volume left them with little or no time spare to be proactive and tackle local priorities as directed through local tasking and co-ordinating arrangements. This is an issue we will return to in the Resources section of this report.

### **Community engagement**

75. Effective engagement with local communities is integral to the delivery of a local policing service that addresses local priorities and concerns. Edinburgh Division uses a range of methods to engage with communities. We found that there were effective lines of communication with senior officials and councillors within the City of Edinburgh Council. This was described as an open relationship with good dialogue keeping officers and officials in touch with issues and events affecting the city.
76. The division uses a range of methods to communicate its messages to the public including social media, local press and links in partners' websites. The division has an active Facebook page with over 9,000 followers. This is used to provide regular updates on local policing activity, crime prevention advice and results of local initiatives. The divisional commander has a regular column in the Edinburgh Evening News<sup>53</sup> providing updates on local performance, operations and priorities. Local area commanders are empowered to work with the media promoting activities relevant to their area.
77. The division maintains a comprehensive community engagement matrix recording how it engages with communities, stakeholders and partners at all levels across the division. The matrix details the nature of around 250 meetings, ranging from strategic Community Planning Partnership Meetings to local Community Council meetings dealing with issues ranging from city wide multi-agency strategic planning to local partnership and community meetings tackling localised problems. This is a useful method of identifying how the division manages community engagement and also provides a means of identifying gaps in engagement with new and emerging communities by their absence from the matrix.

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<sup>53</sup> Edinburgh Evening News, [Householders can help us stop theft](#), 20 May 2015.

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78. A key element of public sector reform in Scotland has been to ensure that services have effective means of engaging with communities. In our inspection of Fife, we highlighted the success in achieving this through their community engagement model which 'gives the community a voice in identifying policing priorities and holds the police to account if they are not delivering'.<sup>54</sup> In Edinburgh, local officers engage with communities through a range of local meetings including housing associations and community groups. These provide a forum for local communities to raise concerns about policing services and identify priorities in their area and for local officers to provide briefings on local crime and disorder trends.
  79. Feedback provided in our stakeholder survey suggested some concerns about the consistency of attendance and quality of information being provided to community councils. This was largely historic and the division and local authority have sought to address this in recent months. The division has put measures in place to ensure that an officer is available to attend meetings unless there are exceptional circumstances. We recognise the contribution made by community councils, housing associations and community groups and the role they play in police/community engagement. However, there are 44 community councils and many more community groups in Edinburgh and, given the demands facing the division, it is understandable that attendance at all is not always possible. Indeed, attendance at community council meetings is not a requirement in the Service Level Agreement with CEC (paragraph 212). We would encourage Police Scotland as it develops its approach to local community plans to consider the most effective means of ensuring that meaningful two-way dialogue with communities is maintained.
  80. We took the opportunity to attend three community council meetings during our fieldwork. Officers were in attendance and provided updates on crime issues and police activity pertinent to each area. At these meetings, those present expressed no cause for concern with regard to the quality of the information presented to them, although some concerns were raised regarding different officers attending each meeting. We found that the quality of information provided to officers prior to attending the meetings varied. Two were reliant on their own personal knowledge of an area to provide an update whilst one had been provided with a report prepared by their area commander. Whilst individual officers were happy with their own local arrangements, it was evident from our observations at the meetings that some were more prepared than others.
  81. We understand that the division has made a commitment that funded officers will attend community council meetings in their designated areas. In addition the division has introduced new processes to ensure that these officers are well prepared and briefed to ensure consistency in reporting to communities. We welcome these developments which provide an opportunity for the divisional commander to develop a consistent approach to reporting to community meetings ensuring that officers attending are suitably briefed and prepared before they attend. Engagement in this way enables the service to provide information about crime and disorder levels and local policing activity and provides community members a real opportunity to influence local policing. Overall this helps the police to gain a greater understanding of the impact of their activities.

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<sup>54</sup> J Hunter and N Fyfe, *Police officers and community perceptions of the operation and impact of the community engagement model in Fife* (SIPR, 2012).

## Planning and process

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### Key findings

- Changes to some processes have increased bureaucracy for officers in local policing teams.
- The division has the capability to plan for significant events within its area.
- Events in the city have significant resource implications for policing.
- The division works well with the licensing trade to tackle violence and antisocial behaviour associated with the city centre night time economy.
- The division recognises the need for continuous improvement and has taken steps to ensure it identifies its strengths and areas for improvement.

### Process

82. Police Scotland has sought to introduce national ways of working to ensure a consistent approach to service delivery. Progress has been made toward this but there is still much to be achieved, particularly to ensure the introduction of single ICT supporting systems that will streamline processes. As in other divisions inspected during this local policing programme, some officers and staff expressed concerns about increases in bureaucracy that were affecting their ability to manage individual workloads, which in turn was affecting their ability to provide the service they wanted to deliver. We noted that officers expressed concerns that their ability to provide a quality service is affected by changes to processes.
83. During the course of this inspection, we found several examples of how a change in one part of a process by one area of business in order to improve their practice had resulted in an increase in administration for those responsible for managing another part of the process. Invariably this is borne by local policing resources. The additional administrative requirements since the introduction of new ways of recording details of vulnerable persons has been a common theme throughout our inspection programme. For example, officers suggested that the time it took to deal with a domestic incident had increased from around an hour to as much as five hours. On some occasions officers stated that they could expect to be committed for a full shift dealing with one domestic incident. This was confirmed by Police Scotland with data indicating that, on average, the time to deal with a domestic incident was four hours and forty minutes and longer in cases where a person is arrested.
84. Some of these issues are being addressed by Police Scotland through its i6 programme, which is intended to introduce common approaches and a more effective and efficient way of recording, managing and using information. However, the interim result has been an increase in the time officers spend inputting data for certain types of incident. This has an impact on the number of officers that are then available to respond to other calls from the public and was perceived by many officers as a contributory factor to delays in responding to incidents and any subsequent crime investigation.
85. Delays in responding to incidents can result in lost opportunities to gather evidence about the incident, which in turn may be a contributory factor in reductions in overall detection rates experienced by the division.

## Planning and support


86. The division has a dedicated planning unit to organise the division's response to the many events it has to deal with during the year. All events are risk assessed according to the level of likely disruption to the city and potential for disorder, which then determines the level of policing response that is required. For the majority of smaller scale low risk events the division provides all resources. The division receives good support from regional and national planning units and its partners within the City of Edinburgh Council. All provide assistance in identifying the right level and nature of resources required to meet the risks associated with the event. For larger scale events requiring resources from across Scotland, the regional and/or national planning teams can take the full responsibility of co-ordination. This approach has ensured that the division benefits from the support of neighbouring divisions and national units in providing additional resources for events.
87. During 2014-15, Edinburgh Division provided a policing response for 1,153 events. These can range from small fund raising activities to events attracting many thousands of visitors. For example, every year the city hosts 12 major festivals, which when combined represents the third most paid-for ticketed event in the world, after the Olympics and the Fifa World Cup.<sup>55</sup> Every August the city hosts the world's biggest arts festival which includes the Royal Military Tattoo, the Edinburgh Festival and the Edinburgh Fringe. The latter alone sold around 2.18 million tickets for its 299 venues in 2014<sup>56</sup> which, to add some context to the scale of the event, is 30% more than the tickets sold for the Commonwealth Games in Glasgow.<sup>57</sup> Whilst no comparison can be made to the nature of the event, it gives an indication of the numbers of visitors to Edinburgh every summer. This results in increased demand for policing in August, with as many as 1,000 extra calls from the public for police services (paragraph 160).
88. The 1,153 events required a total of 84,552 police officer hours and is equivalent to almost 50 police officers deployed permanently on events 365 days a year. Clearly this presents significant challenges to the division in terms of balancing these demands with the many others it faces.
89. Under legacy force arrangements, a City Centre Policing Unit (CCPU) comprising an inspector, five sergeants and 30 constables at a cost of around £1.3 million per annum existed to take the lead in policing the extra demands facing the capital city.<sup>58</sup> The Capital City Grant of £0.6 million was received from the Scottish Government as part funding for the CCPU. From 2013 this was absorbed into the overall block grant provided by the Scottish Government to Police Scotland. At the commencement of Police Scotland, the CCPU became part of the division's Violence Reduction Unit and currently assists in policing some events in the city.
90. Police Scotland has introduced a national weighting system for the allocation of overtime budgets. Edinburgh receives the same weighting as all other local policing divisions and the population growth in Edinburgh during these events is not reflected in the budget allocation. Several respondents to our pre-inspection survey commented that it was their perception that there had been an apparent lack of consideration given by Police Scotland to the *specific demographics and challenges*

<sup>55</sup> BBC News, [Make or break at Edinburgh's festivals](#), 18 August 2015.

<sup>56</sup> BBC News, [Edinburgh Fringe ticket sales up 12%](#), 25 August 2014.

<sup>57</sup> [Glasgow 2014 XX Commonwealth Games Highlights Report](#) (2014).

<sup>58</sup> Lothian and Borders Police, [Capital City Funding and Policing Major Events](#) (report of Chief Constable to Lothian and Borders Police Board on 14 November 2011, item 18).



of *Edinburgh* and is a theme we will develop further in the Resources section of this report.

## **Licensing**

91. In addition to events in the city the division has also to routinely meet the demands arising from a vibrant night time economy. On Friday and Saturday evenings the division brings up to 50 additional officers into the city centre from other parts of the division to address antisocial behaviour and violence associated with the effects of alcohol. The issues however are not confined to Friday and Saturday evenings. There is an increasing number of licensed premises and nightclubs with extended hours during the week catering largely for the increasing student population in the city. This is extending the peaks in demand associated with Friday and Saturday evenings, adding to the pressures already facing the division.
92. The divisional licensing department has responsibility for monitoring licensed premises and working with partners to address any issues. The team comprises an inspector, sergeant, four PCs and two administrators. In addition there is also one Edinburgh Licensing Standard Initiative officer (ELSI) dedicated to the city centre. The team oversees more than 1,700 licensed premises across the division of which there are 600-700 nightclubs, bars, casinos, cafes and off sales premises in the city centre. With the exception of the ELSI officer the team has been restructured to meet national arrangements. However, the way they operate in terms of their work with licensees and partners has continued to follow legacy arrangements.
93. A three stage approach is used to monitor premises where an incident has arisen that could give rise to concern as to how a premises is being managed:

### **Stage 1 – Monitoring (informal)**

This usually involves an informal discussion with staff and/or licence holder supported by a follow-up visit.


### **Stage 2 – Formal intervention**

This usually involves a formal meeting with the licence holder and/or manager to discuss the issues involving the premises. This will involve the presentation of trend information to the licensee. A set of objectives are then presented and follow-up visits will take place to ensure remedial action has been put in place.

### **Stage 3 – Referral to the licensing board for review**

Premises which progress to this stage are categorised as problematic. There are currently only three problematic licensed premises identified in the division. At this stage the issues are escalated to the local licensing board for consideration of revocation of licence.

94. In support of this process, a weekly tasking meeting is held where premises of note are discussed and actions agreed for each premises. Liaison then takes place with local Community Policing Teams to identify resources and agree any requisite activity. Any information gained as a result is then fed back to the licensing team so that the response from the licensed premises can be assessed and any future police intervention determined. In general this approach works well as very few premises are referred to the licensing committee.

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95. The division recognises that it cannot resolve issues associated with alcohol in isolation and has worked with key partners in joint initiatives and enforcement activity. A partnership network has been established that includes HMRC, the Security Industry Authority (SIA), City of Edinburgh Council, Environmental Health, Trading Standards and the Scottish Fire and Rescue Service. Multi-agency inspection activity has assisted in the identification of issues associated with the sale of alcohol including avoidance of duty on imported alcohol; watering down of alcohol; risks to health associated with drinks purchased on the internet and breaches of fire safety regulations.
  96. During our inspection we took the opportunity to consult with the South East branch of the Scottish Licensed Trade Association, covering Edinburgh and Lothian and Borders. They expressed the view that the police's approach in Edinburgh was beneficial to good relations with the licensing trade. The association appreciated the contact they had with local community policing teams but they also expressed the view that engagement could be improved further with more regular contact between the Association and the licensing team in Edinburgh. This has been raised with the division and discussions were taking place with the association on how improvements in dialogue could be made.
  97. At a national level, Police Scotland has identified a number of issues with regard to its relationship with the licensing trade and perceptions about policing activity. To address this, dialogue with licensing trade representatives has commenced and discussions around crime prevention and good practice have taken place. The inaugural meeting took place in June 2015 with further meetings to be held on a quarterly basis. We welcome this approach which gives the police and partners an important platform to address national issues. **We will monitor progress during our local policing inspection programme.**
  98. In its attempts to tackle violence and antisocial behaviour associated with the city centre night time economy, the division, in partnership with the Crown Office Procurator Fiscal Service (COPFS), has developed the 'Think Twice' initiative. Under the initiative individuals charged or convicted with crimes that present a risk to public safety, and are linked to the night time economy, are excluded from relevant licensed premises. Following discussions with COPFS the banning order can be applied before a trial has taken place. Previously, any individual responsible for criminal activity in or around the capital's licensed premises faced a number of exclusions or prohibitions if found guilty in court. The initiative aims to encourage drinkers within the city's pubs and clubs to make the correct choices during a night out and not let alcohol lead to a decision which results in a criminal record.
  99. As the majority of violence and disorder is spontaneous, this pilot is intended as a preventative measure to encourage individuals to 'think twice', reflect on their behaviour and avoid confrontation. The scheme is advertised by posters in licensed premises to prevent crime by making people think about the consequences of their actions. At the time of our inspection nearly 250 individuals had been involved in the scheme, of which only five had re-offended. **We consider that this initiative is an example of effective practice.**
  100. In addition to 'Think Twice', the division is a contributing agency to 'SafeZone'. This is a multi-agency partnership initiative supporting the night-time economy and emergency services. The initiative provides a place of safety where people can access care provision if they find themselves in circumstances which could cause them to become vulnerable. It is described in more detail in the following case study:

## Case study – SafeZone

The SafeZone initiative is led by the voluntary sector organisation Working on Wheels and operates between 10pm and 4am on Friday and Saturday nights. During these times, a SafeZone bus is stationed adjacent to the Omni Centre, a prominent city centre location. A team of volunteers are on hand to provide advice, first aid treatment or welfare support to people who are disorientated, distressed, lost, intoxicated, injured or otherwise considered vulnerable. The initiative is supported by a team of over 40 volunteers, many of whom are qualified medical practitioners or students seeking to gain experience in their chosen profession. Policing resources are dedicated to this site in order to support victims of crime and deal with policing matters as required.

Individuals requiring assistance from SafeZone can self-present to volunteers or be referred to the site by police, partner agencies or concerned members of the public. Information collated by Working on Wheels indicates that the largest proportion of attendees are referred to SafeZone by the police. To date, the SafeZone initiative has provided support to over 1,300 people.

Prior to the introduction of SafeZone, officers who encountered a vulnerable person during these times would assume a duty of care for the individual. This may have involved remaining with the individual until a friend or relative was identified to assume responsibility for their care, remaining until medical assistance arrived or, in some cases, taking the individual into police custody. The alternative care route provided by SafeZone ensures that individuals receive the care and support they need while freeing up police and other emergency services resources to deal with more pressing or serious incidents.

Analysis conducted by Working on Wheels between December 2014 and March 2015 indicates that interventions by SafeZone volunteers will, on average, result in successful resolution within 45 minutes. This analysis also shows that if SafeZone had not provided support during this period, 43% of those supported would have been taken to accident and emergency for treatment and 23% would have required police involvement. This highlights the significant contribution made by the initiative in terms of freeing up available resources across the public sector within Edinburgh. Alleviating demands on emergency services during identified peak periods realises significant societal benefits: analysis conducted demonstrates that a saving of £9.34 can be made for every pound spent on operating the SafeZone initiative. This initiative is scheduled to be independently evaluated in the forthcoming year.

Police Scotland and a range of partners including NHS Scotland, Scottish Fire and Rescue Service, Scottish Ambulance Service, City of Edinburgh Council, the Community Safety Partnership and the Scottish Government Alcohol Industry Partnership have provided funding which will facilitate the development of the initiative into 2016. This funding has helped to support the acquisition of a 'SafeZone ambulance'. This mobile support vehicle allows volunteers to patrol identified hot spot areas in order to proactively identify vulnerable people and respond to requests for assistance from police, licensed premises staff and members of the public. It is envisaged that the initiative will expand to facilitate extended hours of delivery during weekends and peak demand periods such as Hogmanay and the Edinburgh festivals. There are also plans to develop an education programme which will allow the vehicle to be deployed during weekdays.



### Case study – SafeZone - continued

The SafeZone initiative is highly valued by local officers and it is recognised by partners that the support provided, particularly from the Prevention, Intervention and Partnership (PIP) team who act as a conduit in co-ordinating policing resources, is pivotal to the continued success of the project. These strong relationships have led to the development of training for volunteers on issues such as personal safety and crime scene preservation, and have assisted in fostering links with additional partners including licensing and education establishments throughout the city.

This initiative supports the delivery of the local policing plan priorities in relation to public safety and reducing antisocial behaviour. The aims of the initiative are also aligned to the strategic priorities outlined within the Edinburgh Partnership Community Plan in respect of health and improving the physical and social fabric of local communities. HMICS recognises this initiative as a good example of effective, preventive activity undertaken with a range of partners. The positive contribution made by the SafeZone volunteers has been recognised by the Edinburgh Evening News who awarded the initiative its Local 999 Hero Award. In addition, the team were awarded with the Volunteer Centre Edinburgh's Inspiring Volunteering Achievement Award.

### Divisional learning

101. The division recognises the need for continuous improvement and has taken steps to ensure it identifies its strengths and areas for improvement. For example, the divisional commander commissioned a peer review of structures and processes to assist in improving overall performance. This was conducted by the commander of Aberdeen City Division and resulted in a number of recommendations for improvement. These have been incorporated into an overarching divisional improvement plan, which is similar to the approach described in our inspection of local policing in Aberdeen.<sup>59</sup> The plan is managed by the Divisional Co-ordination Unit and discussed weekly by the divisional senior management team. This process is still in its infancy and it is too early to pass comment on its success. However, we are encouraged by this approach in adopting effective practice from another division to support continuous improvement.
102. Supporting the improvement plan is a local risk register that flags issues that may negatively affect the division's operational effectiveness and the mitigating actions in place to minimise risks. The division also has an established method to identify learning from critical events, operations or reviews of activity (e.g. PIRC reviews). Any learning is identified, command and reporting structures are established and responsible officers are identified to implement any remedial action. An example of this was in response to the recommendations arising from the case study at paragraph 163, which ensured that improvement actions were put in place at the earliest opportunity.

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<sup>59</sup> HMICS, *Local Policing+ Inspection Programme: Inspection of Aberdeen City Division* (2015).



### Internal audit

103. There is also an internal audit process to quality assure activity and ensure that key procedures are complying with legislative requirements and national policy. To test the division's audit programme we conducted some random sampling to assess compliance with local and force procedures. This involved inspection visits to two police stations in Edinburgh where we examined the arrangements in place for the secure local storage and supervisory audits of evidential materials (referred to by the police as 'productions') and other property items held in retention and Pava incapacitant spray.
104. With respect to productions and other items held in retention, our inspection included items held in secure storage and higher value items held in the local safe. We randomly sampled a number of items in the secure storage area and found that they were all properly labelled with identifying case reference numbers. We also cross-referenced the items randomly selected to supervisory audit checks and found that in general productions and items held in retention were being well managed at both police stations. For Pava spray, we found that all administrative, security and storage arrangements were in order and that there were robust supervisor's audit mechanisms in place to ensure that all canisters were properly accounted for.
105. We note these developments and **will monitor progress in terms of local risk management and improvement as we continue our inspection programme.**

## Key findings

- The division is working to address weaknesses in tutoring and gaps in experience caused by a high proportion of probationer constables in response and community teams.
- Morale amongst officers and staff is mixed, with concerns over the impact that increasing demand along with reducing response and community officer numbers is having on their ability to provide an effective service.
- The division has a good approach to absence management with some of the lowest sickness rates in Scotland.
- The division has a good approach to equalities and is making progress toward the achievement of most of Police Scotland's equalities outcomes.

106. As part of our assessment we took the opportunity to engage with staff associations at local and national levels.

## Skills and development

107. At the time of this inspection officers and staff were continuing to use legacy appraisal arrangements pending the introduction of an national system. Police Scotland are in the process of developing a new system, which we have previously recommended is expedited.<sup>60</sup>


108. A recurring theme during our inspection programme has been the concerns of some officers in each division that training and development opportunities have been more limited in recent years with an increased reliance on online training. Some suggested that there had been an increase in the use of on-line learning and that this had reduced opportunities to ask questions of 'experts' or engage with trainers. Of particular note in Edinburgh, because of the high volume of demand in the division, were concerns that opportunities to spend time to complete on-line training were limited. We understand however that take up of on-line learning is monitored and the division reports that there is around 95% completion rate for training of this nature.

109. In our inspection of the Scottish Police College in 2006<sup>61</sup> HMICS recommended the development of on-line learning as a means of improving the overall efficiency and effectiveness of training by reducing the use of paper based distance learning and supporting student / tutor interaction. Whilst a number of legacy forces moved toward this approach, ICT and financial constraints meant that implementation was inconsistent across Scotland.

110. Police Scotland has sought to address this by introducing a standard approach to learning and development. This is still work in progress, but one significant development has been the introduction of the MOODLE (modular object-oriented dynamic learning environment) system to facilitate on-line learning. The system is widely used in education to enable improved student and tutor interaction and minimise the need for paper based material. The system was introduced prior to the Commonwealth Games and enabled Police Scotland to deliver essential training quickly to those engaged in the policing of the games. The system is now used for

<sup>60</sup> Recommendation 4, HMICS, *Local Policing+ Inspection Programme: Inspection of Ayrshire Division* (2015).

<sup>61</sup> Recommendation 13, HMICS, *Scottish Police College Primary Inspection 2006* (2007).




officers working toward the Police Diploma and early indications are that student/tutor interaction has increased. **We note these developments and will continue to monitor training and development through our scrutiny programme.**

111. Edinburgh division has a relatively high number of probationer and inexperienced officers in response and community teams. The proportion of probationer officers in divisions nationally is around 12%.<sup>62</sup> At the time of our inspection the proportion in Edinburgh was 16.5%. However, as probationers are assigned to local policing teams the proportion is much greater and in Edinburgh we found that 45% of response and community teams were made up of probationary constables. These high levels prevented the division from establishing a dedicated tutor unit. However, the issue was included in the divisional risk register and a number of mitigating actions including a local deployment strategy to ensure an equitable distribution of officers and reviews of roles to broaden individuals experience, had been put in place.
112. The higher levels of probationer constables has been a temporary measure necessitated by the loss of experienced officers to create specialist units (paragraph 171), although this was at a time when the division was facing significant challenges in terms of rising crime and demand. It is inevitable that such a high proportion of relatively inexperienced officers will have had, albeit temporarily, some bearing on the division's ability to respond to these challenges as quickly as it may have done with a more experienced workforce. At the time of this report, many of those officers were approaching the end of their probationary period and the numbers of new probationers coming into the division were reducing to levels we would expect to see as a result of normal workforce changes.
113. Compounding the issues facing probationers was a shortage in tutor constables whose role is to mentor and guide probationers during their initial training in the division. This meant that there were several probationers who had not had the support of a dedicated tutor during their first few weeks in the division. A number of probationers commented that, whilst they were well supported by colleagues in terms of having someone to assist them with dealing with new situations, there was no consistency in approach that could be achieved with a single tutor. In addition, probationers expressed concerns about the constant pressure they felt they were under during their probation in terms of learning how to do the job correctly, maintaining personal fitness and meeting deadlines for paperwork.
114. All the probationers we spoke to during the inspection stated that they frequently had to come into work early or leave late to keep up with their workload and some had come into work on rest days. Many felt that pressures to respond to calls from the public from the Area Control Room meant they were not being given the right amount of time commensurate with their experience to manage their workload. As a result, many had concerns about their future in the organisation. Some commented that they would often be exhausted after working extra hours to the extent that it was affecting their eating and sleep patterns and their ability to maintain fitness. This was of particular concern as they were aware of a number of colleagues who had been dismissed from the service for failing fitness tests during their probationary period.

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<sup>62</sup> Police Scotland, *Human Resources Performance Report April 2015* (report submitted to the SPA Human Resources and Remuneration Committee).


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115. Probationary officers are the foundations for the future of the service, but the robustness of their training is paramount to ensure the highest of standards in service delivery are achieved. It is good practice to ensure officers are given the best in training and support and afforded every opportunity to succeed in their career ensuring continued provision of a quality service to the people of Scotland.
116. Probationer training and development is a national function co-ordinated by three regional units. Each unit is led by a police inspector and is responsible for the training and development of all probationers in their area. These structures have only recently been established and are now working toward the development of a consistent national approach. The issues affecting probationers in Edinburgh had been identified regionally and nationally. In particular the lack of tutor constables is recognised and plans to introduce more to the division were being formulated at the time of our inspection. Workloads were also being managed more effectively using tools such as the divisional dashboard (paragraph 73). The division reported that workloads had reduced by around 30% by the first quarter of 2015-16. **We note these developments and will continue to monitor probationer training and development as we progress our inspection programme.**

### Staff well-being

117. In keeping with national procedures, the division has a local health and safety committee chaired by a superintendent with representation from staff associations and unions. The committee meets regularly to discuss relevant issues including management information reports relating to incidents at work. Police Scotland has encouraged staff to be aware of health and safety at work. Work has been in progress since early 2014 to ensure the accurate recording of incidents that may affect officer and staff well-being and safety at work. Guidance has been circulated widely and this has resulted in an increase in reported incidents nationally. That increase has levelled in recent months suggesting that the rise may have been as a result in the guidance provided by Police Scotland. The SPA Human Resources and Remuneration Committee scrutinises management information and performance reports relating to health and safety and has asked for benchmarking information to compare performance in this area against the Prison and Fire and Rescue Services.
118. The division has a good approach to absence management and supporting officers and staff in returning to work following illness and injury. This is supported by the sickness absence rates in the division, which although these have increased since 2013-14 from 3.2% to 4.6% for officers and from 4.2% to 5.2% for staff, are amongst the lowest in Scotland. This increasing trend may be of significance given the level of demand in the division compared to other areas, which is discussed in more detail in the Resources section of this report.
119. Processes are in place to monitor the hours worked by junior officers and staff. This is in contrast to the hours being worked by senior officers (paragraphs 66-67). Whilst many commented on the number of rest days that had been cancelled in the past, these were said to be less frequent now. Like other divisions officers expressed concerns about inability to take some short periods of annual leave or time off, largely because of the strict application of operational base levels<sup>63</sup> (OBL). Some officers were critical however of occasions where OBL were allowed to fall below set levels to suit organisational requirements, e.g. officers being abstracted to backfill in custody or to police events in the city. Occasions such as this are symptomatic of the level

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<sup>63</sup> The operational base level identifies the number of resources required in the division to meet anticipated operational demand.



and nature of demand placed on the division and is an issue we will develop further in the Resources section.

120. Officers reported concerns about their ability to take ad hoc periods of leave and a change to the overall process for the allocation of annual leave. Many expressed the view that the policy had been introduced without consultation and did not take account of local procedures, which they suggested had served the division well in the past. The new annual leave process of allocating leave in blocks was causing particular concerns for officers whose partners were also officers or whose employment had fixed leave periods e.g. teachers. We understand that the new process was introduced in 2014 to ensure a corporate approach to the allocation of leave. This enables the organisation to understand better its resource levels well in advance. This aids longer term planning for events and affords flexibility to meet any unanticipated demand. The new process was introduced following consultation with staff association. In addition to enabling better resource planning the allocation of set periods of leave cuts the bureaucracy involved in previous processes by allowing officers to book leave automatically without the need for further involvement of supervisors.
121. We understand there were some initial problems with the alignment of computerised administrative systems, but work is in progress to resolve these. Our view is that the new process will be of benefit to both officers and the organisation and that many of the concerns raised are localised and are as a result of initial communication issues regarding the introduction of the change and to resistance to organisational change by a minority of staff. This is not unusual in any major reorganisation programme and is an issue that Police Scotland is addressing through its internal communications strategy (paragraph 124).

### **Motivation and job satisfaction**

122. In Edinburgh, we found that opinion about morale amongst officers and staff was mixed. Officers in response and community policing roles were primarily concerned about the impact that increasing demand along with reducing numbers was having on their ability to provide an effective service. This was a view that was supported by Police Federation representatives. Colleagues in specialist roles whilst expressing concerns about declines in quality of e.g. witness statements and the impact that this had on their workloads, empathised with the greater demands being placed on their colleagues. This is an issue that had been raised by the Crown Office and Procurator Fiscal Service (COPFS) through their liaison with the Criminal Justice Division. As a result, guidance had been circulated within the division in an attempt to improve the quality of police reports.
123. We found that 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 as a result of centralisation of processes, e.g. procurement decisions, annual leave allocation and information sharing with partners are all processes that require central approval rather than locally based decisions.

- The demands on response and community teams, suggesting the police were less visible now because of call volumes.
- Changes to structures and processes relating to call handling were affecting their work, in particular in relation to the 101 service.

The concerns relating to call demand echo the sentiments of a number of individuals and organisations spoken to during the inspection and will be considered further in the Resources section.

124. In our previous local policing inspections, we have commented on the importance of 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. Previously we have made specific recommendations with respect to the need to expedite an independent staff survey.<sup>64</sup> At the time of our inspection, an Employee Opinion Survey was underway. This was to be conducted independently and an internal communications programme had been established to encourage participation. We found that the majority of staff we spoke to during our fieldwork were aware of the survey and its purpose. **We note these developments and look forward to the publication of the results.**<sup>65</sup>

## Equalities

125. To satisfy the statutory obligations under the Equality Act 2010 (Specific Duties) (Scotland) Regulations 2012, Police Scotland has developed 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.<sup>66</sup> In its published national equality outcomes, Police Scotland explains that local policing plans should identify local priorities and objectives towards achieving the following seven broad Police Scotland equality outcomes:

- 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 us 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.

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<sup>64</sup> Recommendation 5, HMICS, *Local Policing+ Inspection Programme: Inspection of Ayrshire Division* (2015).

<sup>65</sup> The survey results were published on 2 October 2015. Axiom, *Report for SPA/Police Scotland: Opinion Survey 2015* (2015).

<sup>66</sup> Police Scotland, *Equality Outcomes* (April 2013).

126. These seven equality outcomes are mirrored in Section 9 of the Edinburgh Local Policing Plan 2014-17 which contains the local policing commitment to equalities together with specific equality objectives for the City.<sup>67</sup> During our inspection, we took the opportunity to assess the local police leadership and governance arrangements in place to drive the national and local equalities agenda, and also considered how the command team in Edinburgh were measuring progress against each of the published equalities outcomes. We made this assessment by reviewing key documents, observing at a divisional equality and diversity outcomes meeting, interviewing a small number of key staff and speaking to a selection of local equalities groups, networks and lay advisors.

### **Equalities – Leadership and governance**

127. In previous inspections under our Local Policing+ programme, we have explored leadership and governance around equalities and have explained that the DCC Designate has executive oversight and responsibility for delivery of the published Police Scotland equality outcomes. This is achieved through a strategic Equality and Diversity Group which co-ordinates activity across Scotland and monitors progress against the action plan. The principle aim has been to mainstream equality and diversity principles across the service.<sup>68</sup>

128. In order to progress its published equality outcomes, Police Scotland has developed an equalities action plan with designated owners and identified milestones for updates. This action plan effectively captures the high level work required to meet the Police Scotland Equality Outcomes. The Chief Superintendent, Head of National Safer Communities, is responsible for equality and diversity matters relating to external service delivery whilst the Director of People and Development is responsible for all internal HR and training matters relating to equality and diversity.

129. This national leadership and governance framework has led to a corporate and consistent approach to equalities including the development of a Standard Operating Procedure (SOP) for hate crime together with an associated e-learning package for officers and staff. Police Scotland has also established more than 300 third party reporting sites and all of these sites have been published on the Police Scotland website together with the ability for people to report hate crime on-line.

130. Within Edinburgh Division, local leadership and governance over equality and diversity outcomes is overseen through a strategic equality outcomes forum chaired by the Superintendent Partnerships. During our inspection fieldwork we were able to observe at an equality outcomes meeting chaired by the Superintendent who had recently taken on the Partnerships portfolio.

131. From our observations at this meeting, it was apparent that Edinburgh had a developing action plan listing a range of key activities under each outcome together with defined measurement descriptors and achievement criteria. However, we noted that the Superintendent who has a particular depth of experience in equality and diversity related matters had immediately identified the need for better measures of progress against each key activity to be brought forward to future meetings by local area commanders. We support this approach as clear metrics on progress against each of the equality outcomes from local commanders would enhance the overall leadership and governance arrangements within Edinburgh Division.

<sup>67</sup> Police Scotland, *Edinburgh Local Policing Plan 2014*, pages 19-20.

<sup>68</sup> See, for example, page 55, HMICS, *Local Policing+ Inspection Programme: Inspection of Fife Division* (2014).



132. Turning to the specific equality outcomes for Edinburgh, we found progress against published equality outcomes as follows:

### ***Equality Outcome 1 – Hate crimes***

133. During our inspection we found that there were a number of key activities being progressed by Police Scotland to help people better recognise hate crimes and incidents and feel more confident in reporting them. There was a strong leadership commitment to raising both internal and external awareness of the nature of hate crimes. Key activities included the a local hate crime awareness communication strategy, presentations at schools and community events, widespread use of social media and work with key partners and community representatives from within protected characteristic groups. We support this approach as our own research with minority communities in 2015 has also shown that the terminology around hate crime was often poorly understood within communities.<sup>69</sup>
134. Nationally, Police Scotland has set a performance indicator under the heading of violence, disorder and antisocial behaviour of achieving a solvency rate of 80% for hate crimes. Beneath the national target sits differing divisional solvency targets ranging from 74% in large urban contexts like Glasgow and Edinburgh to 92% in more rural divisions. At the point of our inspection, the year to date solvency rate in Edinburgh to 31 July 2015 was 65.7% (a reduction from the 75.1% achieved at the same point in the previous year) and represented the lowest solvency rate in any division. By contrast, Glasgow was 68.4%, which was also down from 71.9% the previous year. To address the decline in detection rates Police Scotland has conducted a peer review of processes in the division. A number of areas of good practice have been identified on which to build and improve performance. We look forward to this producing positive outcomes in the future.

### ***Equality Outcome 2 – Feeling safe and secure***

135. Edinburgh Division seeks to keep local citizens feeling safe and secure by involving the public in the setting of local policing priorities for the city. For the 2014-17 Policing Plan, this was progressed through a multi-faceted consultation strategy which involved engagement with around 5,700 people across Edinburgh during the three-month period from October to December 2013. The division also has robust arrangements in place for and engages regularly with protected characteristic groups and addresses concerns raised in liaison with key partners including the City of Edinburgh Council.
136. Specific policing activities have taken place to promote feelings of safety and security amongst protected characteristic groups including multi-agency operations to target crime trends. This included activity in early 2015 to reassure members of the Edinburgh Asian community whose homes had been targeted by criminals specifically seeking high value items of jewellery and gold.
137. Some protected characteristic groups that we spoke with felt safer in their community due to the ability of Police Scotland to draw in national resources to support issues such as road safety or particular crime trends such as housebreaking. However, a small number were less supportive due to perceptions of national policing policy being imposed in Edinburgh with implications for feelings of safety and security amongst some protected characteristic groups.

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<sup>69</sup> HMICS, *Joint Research Paper: Policing Ethnic Minority Communities in Scotland* (2015).

### ***Equality Outcome 3 – Gender-based violence***

138. Police Scotland has a strong national focus on gender-based violence and protecting vulnerable people is one of the key priorities in the 2014-15 Policing Plan. In addition to a strong focus on domestic violence, the force is also committed to addressing other gender-based crimes of violence such as honour-based violence and female genital mutilation.
139. In the equalities action plan for Edinburgh, there is specific reference to supporting national campaigns and we found a consistent divisional approach to supporting victims of gender-based violence through the public protection mechanisms in place within the city.

### ***Equality Outcome 4 – Modes of community engagement***


140. The Police Scotland National Safer Communities Department is responsible for engaging with stakeholders who have a national responsibility for equality and diversity and this includes the Equalities Unit of the Scottish Government. National Safer Communities also support local divisions to engage with local stakeholders and a menu of tactical options was designed for divisions to use when developing their local policing plan in order to ensure broad engagement with all communities to identify and include priority issues of concern to them.
141. Police Scotland has also developed a National Strategic Advisory Group (NiSAG), which provides advice to the Force Executive and Scottish Police Authority on equality and diversity issues particularly associated with operational activity and changes to policy and procedures. The NiSAG has an independent elected chair together with vice chairs for East, West and North command areas. The group replaces the previous existing groups that were in place in the eight legacy force areas.
142. We have reported previously on the positive impact in improving services that can be brought about by independent reviews of the investigation of hate crime.<sup>70</sup> For example, lay advisors in some legacy forces would randomly sample hate crime reports and work with investigating officers to give equalities advice and support. There are clear benefits from working together in a non-confrontational environment and we are of the view that the service would benefit greatly if independent critical friends, such as lay advisors, were involved in independent assessments of activities to support continuous improvement in service provision. However, since the closure of the Edinburgh Lay Advisors scheme it was not clear to us how and if this was to be continued under new arrangements. **This is an issue we will consider further in our Local Policing Inspection Programme.**
143. In Edinburgh, we found that the division had actively consulted protected characteristic groups in the setting of local priorities and had made use of lay advisors on various matters including equality and community impact assessments during the first two years of Police Scotland.

### ***Equality Outcome 5 – Police contact and accessibility***

144. One of the primary mechanisms for the public in Edinburgh to seek police assistance is through either the 101 non-emergency telephone number or 999 system both of which are managed by Contact, Command and Control (C3) Division from the Police

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<sup>70</sup> HMICS and Audit Scotland, *Fife Constabulary and Fife Police Authority Best Value Audit and Inspection* (2012); HMICS and Audit Scotland, *Lothian and Borders Police and Police Board Best Value Audit and Inspection* (2011).



Scotland contact centre at Bilston Glen near Edinburgh. In addition to telephone communications, the Police Scotland website provides e-mail contact details for the local community policing team.

145. Some of the equalities groups with whom we spoke in Edinburgh were satisfied with the means of communicating with the service. However, some who had used the 101 service had found it cumbersome and spoke of being transferred numerous times before being able to speak to a specific officer or member of staff. They felt that the new arrangements had not improved accessibility and some felt that this combined with the closure of many police public counters in the city had made it more difficult to contact the police. However they recognised that the police had been required to make a number of difficult business modelling decisions against the context of reductions in police budgets and overall understood the means of contacting the police when required. HMICS will report separately on police contact and accessibility as part of our Independent Assurance Review of Police Scotland Call Handling.<sup>71</sup>

#### ***Equalities Outcome 6 – Workforce reflective of community composition***

146. In April 2015, Police Scotland published an update report on progress towards equalities mainstreaming.<sup>72</sup> This report gives statistical information on staff composition and shows amongst other things that women and ethnic minorities are significantly under-represented as police officers in Scotland. This remains a significant challenge for Police Scotland.
147. From the 2011 census, we noted that 52% of the population in Edinburgh were female and that 8% of the population were of ethnic minority heritage. As part of our inspection, we asked Edinburgh Division to provide us with a breakdown of staff by protected characteristic but they were unable to do so due to technical difficulties within local HR systems. Police Scotland has identified this issue and is in the process of implementing solutions to enable the generation of local reports.
148. Accordingly, on this occasion we are unable to offer an insight into how reflective the Police Scotland workforce is in Edinburgh as a reflection of the general Edinburgh population beyond macro-level national data which confirms that some significant challenges remain. We will continue to monitor this issue as we progress our local policing inspection programme.

#### ***Equalities Outcome 7 – Valued and encouraged workforce***

149. The equality outcomes action plan for Edinburgh examined during our inspection contained only a single action to promote a valued and encouraged workforce and this related to equality and diversity training. The responsible Superintendent noted that the current action plan is under-developed in relation to this particular outcome. The national staff survey was in progress (paragraph 124) at the point of our inspection and we have received assurances that the outcome of the staff survey will inform further specific actions and activity tailored to this outcome.
150. Overall we found the division has a good approach to equalities and is making progress toward the achievement of most of Police Scotland's equalities outcomes. The division has identified where improvements can be made and we are satisfied with the direction of travel.

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<sup>71</sup> HMICS, *Police Scotland – Call Handling: Terms of Reference for HMICS Assurance Review* (2015).

<sup>72</sup> Police Scotland, *Equality and Diversity Mainstreaming Progress Report* (April 2015).

## Key findings

- There are challenges for the division in meeting the demand from the public within its current level of local policing resources and staff abstractions. Although these challenges are largely being met through the flexibility of staff and are supported by good internal processes, this is not sustainable in the medium to longer term.
- There is a downward trend in the number of calls for service from the public, although the nature of demand is changing.
- In Edinburgh, there has been a 13.1% increase in calls reporting vulnerability, which equates to nearly 38 calls every day, some of which involve individuals who threatened or attempted suicide or self-harmed in some way.
- Officers are regularly dealing with vulnerable individuals whose needs would be better addressed through timely interventions by other agencies, and which would arguably result in better outcomes for those individuals.
- While the impact of creating specialist national, regional and local units has been experienced by many divisions across Scotland, we are of the view that Edinburgh experienced a greater impact due to the levels of legacy local policing resources inherited by Police Scotland.
- The loss to local policing in providing temporary cover to other divisions and the policing of events equates to around 55 officers every day and impacts on the division's capacity to meet public demand.
- The current level of officers maintaining public order and engaged in administrative duties in courts is not an efficient and effective deployment of limited local policing resources.
- There is a need to review the current resourcing arrangements for Edinburgh division, taking into account the balance of public demand, protective demand and the significant pre-planned demand arising from the city's capital status.

## Introduction

151. Identifying evolving crime patterns and estimating anticipated demand to inform resource deployment is complex and should be subject to regular review. In Edinburgh there are constant challenges for the division to meet the current demand for calls of service from the public within its existing level of local policing resources and staff abstractions. These challenges are largely being met through the flexibility of officers and police staff and are supported by good processes to manage routine tasking, events planning and licensing. However, this is not considered to be sustainable in the medium to longer term.

152. Police Scotland has adopted a three tier<sup>73</sup> approach to policing involving local, regional and national units. At the forefront are community and response teams who provide the first response to calls from the public and are primarily responsible for the management of *public demand*. Local, regional and national units provide specialist expertise and resources to support local policing teams and are largely responsible for the management of *protective demand*.

<sup>73</sup> [Police Scotland Officer Numbers Quarterly Fact Sheets: Quarter 4 – 31 March 2015](#) (2015).



## Defining police demand

153. The process of managing the demands faced by the police is not simple and many factors can influence how this is managed in practice. Demand itself is not straightforward and is not always quantifiable. The College of Policing recently published a report on estimating demand on the police service in England and Wales.<sup>74</sup> This report identified that a '*lack of reliable national data has tended to result in a renewed focus on levels of recorded crime as the main measure of workload*' and highlighted that crime is only one facet of the demands facing the police. The College of Policing categorised police demand into two distinct types, namely:

- *Public demand* – the demand arising from calls for service from the public, ranging from reports of crime and disorder to requests for information and advice. The report highlights that this in itself is simplistic as different demands require different responses, e.g. a minor incident may take one officer a short time to deal with, other incidents such as dealing with vulnerable people take longer and more serious incidents or events can require many hundreds of resources over several days or longer.
- *Protective demand* – this is the proactive work arising from public demand, mainly connected to keeping people safe, such as crime investigation and prosecution, protection of vulnerable persons and management of offenders.

154. HMICS considers these categories are helpful in understanding the competing demands on policing in Scotland, although suggest a third category, which is particularly relevant for Edinburgh Division, namely:

- *Pre-planned demand* – that which is pre-planned and associated with the policing of public events such as protest marches, sporting events and festivals. This demand is typically met by abstracting staff from local policing and is often supported by staff from specialist units.

155. Our focus in this local policing inspection has been around public demand. Whilst recognising the challenges of meeting protective demand (paragraph 171), the wider detail is not within the scope of this inspection. However, we have discussed the divisional response to pre-planned demand in our Planning and Process section at paragraphs 86-90.

## Demand management issues

156. We identified a number of issues relating to the way in which demand was being managed within Edinburgh Division from a range of sources including officers and police staff, external stakeholders and management information. We have grouped these into four main themes.

### *Theme 1 – Public demand*

157. Public demand relates to calls for service from the public. In this section we consider its nature in terms of volume, trends and the complexity facing local policing in Edinburgh.

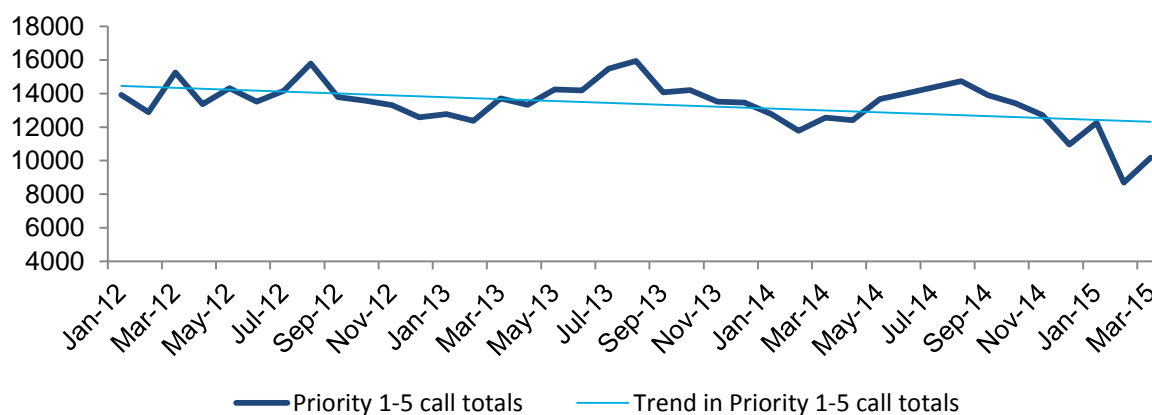
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<sup>74</sup> College of Policing, *Estimating demand on the police service* (2015).




158. Public demand typically follows a predictable pattern. The volume of calls are relatively low in the early morning but increase steadily during the course of the day, reaching a peak in the evening then tailing off through the night. However, demand in Edinburgh increases more quickly and peaks much earlier in the day and remains high throughout the evening and often into the early hours of the next day. This means that officers and police staff in Edinburgh experience higher levels of demands for a longer part of their working day, which decreases their capacity for other activity.
159. This increased demand may in part be due to the unique policing challenges facing Edinburgh as Scotland's capital city (paragraph 12). Indeed, this was a recurring theme raised by officers, staff and stakeholders who specifically highlighted the seasonal fluctuations in demand as a result of people coming into the city for work, education, shopping or tourism.
160. In order to assess the public demand on Edinburgh Division, we examined call volume data between January 2012 and March 2015 (Chart 6). It should be noted that calls for service from the public during this period show an overall downward trend, which is consistent with the rest of Scotland. However, there are consistent peaks in demand in August that coincide with the Festival period, illustrating the seasonal fluctuations experienced by the division and the challenges in balancing responses to public and pre-planned demand.

**Chart 6 – Edinburgh call volumes for priority 1-5 calls (January 2012-March 2015)<sup>75</sup>**



161. Although there is a downward trend in public demand, the nature of this demand is changing. Officers in the division consistently highlighted the volume of calls that involved vulnerable individuals, either self-reporting or being reported by concerned family members or members of the public. Data from Police Scotland indicates that between 2013-14 and 2014-15 there was an 8.1% increase across the country in the number of such calls. The increase in Edinburgh Division was even greater at 13.1%, rising from 12,166 calls in 2013-14 to 13,760 in 2014-15. This represents nearly 38 calls every day during 2014-15, a proportion of which involved individuals who threatened or attempted suicide or self-harmed in some way.

<sup>75</sup> Source: Police Scotland.

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162. Typically officers would take vulnerable individuals to hospital for assessment, but were asked by hospital staff to wait until the individual was treated. This could take anything between two to six hours, during which time officers are unable to respond to calls from the public. Most individuals were deemed not to require medical treatment and were released after examination. On many occasions the individual would then go on to threaten further self-harm, or threaten others and would eventually be arrested and enter into the criminal justice system. Officers would prefer leaving individuals in the care of health services, but previous experience has resulted in vulnerable individuals leaving the hospital only to be subsequently reported as missing persons. As a consequence of their perceived vulnerability, such individuals would then be classed as high risk, necessitating an even greater police response and placing more demand on local policing resources
163. As illustrated by the following case study, police officers are often drawn into caring for vulnerable individuals, despite there being no specific or legitimate policing role. In many cases, officers have no option but to intervene with individuals whose needs would be better addressed through timely interventions by other agencies, and which would arguably result in better outcomes for those individuals.

#### Case study

On a Saturday evening in August 2014, a male contacted relatives stating he had suicidal thoughts. The police were contacted and identified the male as an individual who had been subject of several similar incidents in the preceding days.

Police attended his home to check on his welfare but he refused to let them in and a siege situation developed. After an hour, due to concerns for the man's safety, officers forced their way into his home. He was initially taken to a psychiatric clinic for assessment but claimed to have taken an overdose and was sent to an accident and emergency department. Following assessment he was found not to require psychiatric treatment but was fit to be detained by the police.

The male was detained in police cells until the Monday morning and was transferred to court. At court, the Procurator Fiscal determined the male had not committed a crime and was released without appearing before a court. Thirty minutes after release from court the male jumped from North Bridge and landed on the roof of Waverly Railway station breaking both legs.


The matter was referred to the PIRC and the police handling of the male was investigated. The PIRC found that *Police Scotland could not reasonably have prevented the man from jumping from the bridge.*<sup>76</sup>

PIRC made two recommendations in relation to procedures which were addressed by Police Scotland (paragraph 102).

164. The case study illustrates the complex nature of demand currently facing policing. Although Police Scotland can quantify the number of incidents involving vulnerable persons they cannot easily quantify the full abstraction costs. The costs to policing however are significant. The incidents examined as part of this inspection indicated that this is a daily occurrence. One team alone reported spending 36 hours with one individual during a series of incidents in one month. We were unable to quantify this further in Edinburgh but consider this to be a significant and growing national demand that is impacting on the capacity of local policing to meet public demand.

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<sup>76</sup> Police Investigations and Review Commissioner, [Serious injury following police contact on 9 August from North Bridge, Edinburgh](#) (published 23 October 2014).

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165. Police Scotland has been working to address this issue. A pilot scheme involving NHS Glasgow and Clyde was introduced in January 2015. The community triage pilot involves psychiatric nurses and officers working more closely when dealing with incidents involving people in distress. A team of out of hours mental health nurses assist the police by assessing people who are threatening self-harm or behaving in a worrying way. A decision can be made on whether they just need some cooling off time or whether they have to go to hospital. The scheme is aimed at providing a better and more proportionate service to those suffering and cutting the amount of time police and casualty doctors spend dealing with distressed people.
166. The pilot has attracted interest nationally and Police Scotland has engaged with a range of key partners in an attempt to introduce other schemes. As a result a similar scheme was introduced in Edinburgh in August 2015. This will involve local officers working with the Mental Health Assessment Service (MHAS) at the Royal Edinburgh Hospital, to improve advice and support to police officers dealing with individuals in distress.
167. An evaluation of the Glasgow and Clyde scheme was to be published in late September. This will coincide with a national event, hosted by Police Scotland, for all service providers that aims to highlight the issues and illustrate the benefits that can be achieved from this partnership approach. **We welcome these developments and will continue to monitor these issues in our local policing inspection programme.**

### **Theme 2 – Capacity**

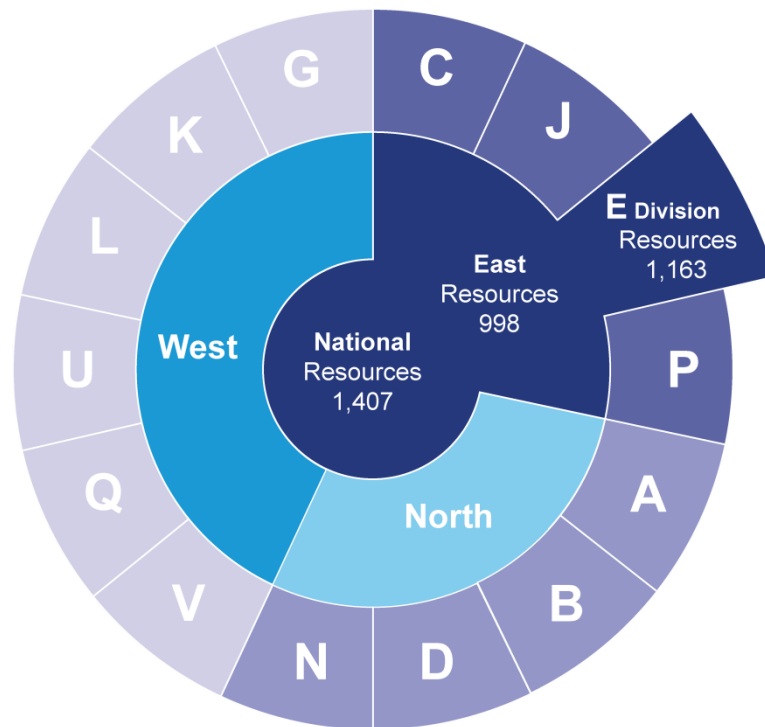
168. Critical to the effective management of demand is having the capacity, or right numbers of resources in the right places at the right times, to meet that demand. At the time of this inspection, Police Scotland's three tiers of policing (paragraph 152) comprised 1,163 officers in Edinburgh Division to address local demands, supported by 998 regional and 1,407 national officers<sup>77</sup> (Figure 3). The divisional structure is based upon Police Scotland's 'Guiding Principles for Local Policing', which advocate an '*integrated approach that puts community policing at the heart of operational service delivery*'. The structure is organised around the City of Edinburgh Council's five service areas. Local community and response teams operate within five area commands, each led by a chief inspector. They are largely self-contained with responsibility for responding to local demands, but provide mutual support where necessary. There are a number of operational hubs, from which local resources operate.

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<sup>77</sup> Police Scotland Officer Numbers Quarterly Fact Sheets: Quarter 4 – 31 March 2015 (2015).



Figure 2 – Resources available to Edinburgh ‘E’ Division<sup>78</sup>



169. The division receives good support from regional and national resources, although these two tiers are not always immediately accessible to the divisional commander and are subject to other competing local, regional and national demands. The East regional resources service three other divisions and the national resources currently have demands from 14 divisions. The additional regional and national resources are often not available for full shifts because they have to travel from and to operating bases that are different to where they are deployed. In the absence of available overtime, then travelling time is included within the constraints of the normal rostered shift. In addition, the resources are not deployed to respond to calls from the public but are protected to address local priorities. Whilst this assists the division in achieving local objectives, it can also create additional demands in case management, which is borne by the division.
170. The College of Policing report (paragraph 153) identifies that ‘resources allocated to [public and protective] demands will vary depending on local context and policies’. The National Audit Office has also commented on the complexities of demand.<sup>79</sup> It recognises that, while overall reported crime rates are falling, some crime types, especially those associated with protective demand (including fraud, child exploitation and people trafficking) are rising, and are often more complex, requiring more time and specialist resources to investigate. This is particularly relevant in Edinburgh where there has been a 21.1% increase in sexual offences (paragraph 30).

<sup>78</sup> Source: Police Scotland. The outer ring denotes Police Scotland’s 14 local policing divisions by their divisional letter with the expanded section showing E Division for Edinburgh.

<sup>79</sup> National Audit Office, *Financial sustainability of police forces in England and Wales* (2015).

171. Police Scotland has sought to address protective demand by creating specialist teams and has made some very real progress.<sup>80</sup> The creation of these specialist teams required experienced officers to be drawn initially from legacy specialist departments but also from community and response teams. New specialisms created by Police Scotland have included Domestic Abuse Investigation Units (DAIU), Divisional Rape Investigation Units (DRIU) and more specialist roles to meet emerging challenges and the changing nature of policing (e.g. human trafficking and child exploitation). At the time of our inspection, community and response policing resources in Edinburgh Division accounted for around 61% of the division's resources. This compares to 69% under legacy arrangements. The transfer of resources from community and response teams also contributed to an increase in the number of probationer constables allocated to the division during 2013-15 (paragraphs 111-116).
172. While the impact of creating specialist national, regional and local units has been experienced by many divisions across Scotland, we are of the view that Edinburgh experienced a greater impact due to the levels of legacy local policing resources inherited by Police Scotland. During 2012-13 there was an unanticipated increase in retirements in legacy Lothian and Borders Police.<sup>81</sup> This caused a shortfall in recruitment during 2012-13 and an underspend of £2.3 million on police officer pay, which equated to around 46 officers. Data provided by the division shows that at the end of January 2013, there were 43 vacancies in response and community teams in Edinburgh. It is our understanding that those vacancies were not taken into account when Police Scotland came into being. Further reductions in officer numbers to fill posts in regional and national teams resulted in the total reducing in Edinburgh to 1,180 in December 2013 and to 1,163 in March 2015.
173. Overall, data from Police Scotland indicates that there had been a 16% reduction in numbers in response and community teams in Edinburgh between March 2011 and March 2015. This was a similar reduction to that we found in Ayrshire Division where officers and staff also expressed concerns about how this was affecting their ability to respond to demand. While we support the need for Police Scotland to balance both public and protective demand and create specialist regional and national units, we recognise the importance in keeping this balance under regular review to ensure there are sufficient local policing resources to meet demand (paragraph 190).
174. As a measure of the impact of reduced resources on the capacity to manage public demand we would expect to see changes in trends in call response times.<sup>82</sup> We therefore analysed the call response times in Edinburgh for the highest priority calls between January 2012 and December 2014 and as highlighted in Chart 7, these response times have risen.<sup>83</sup>

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<sup>80</sup> Recommendation 1, HMICS, *Local Policing+ Inspection of the Investigative Approach to Rape in Fife Division* (2014).

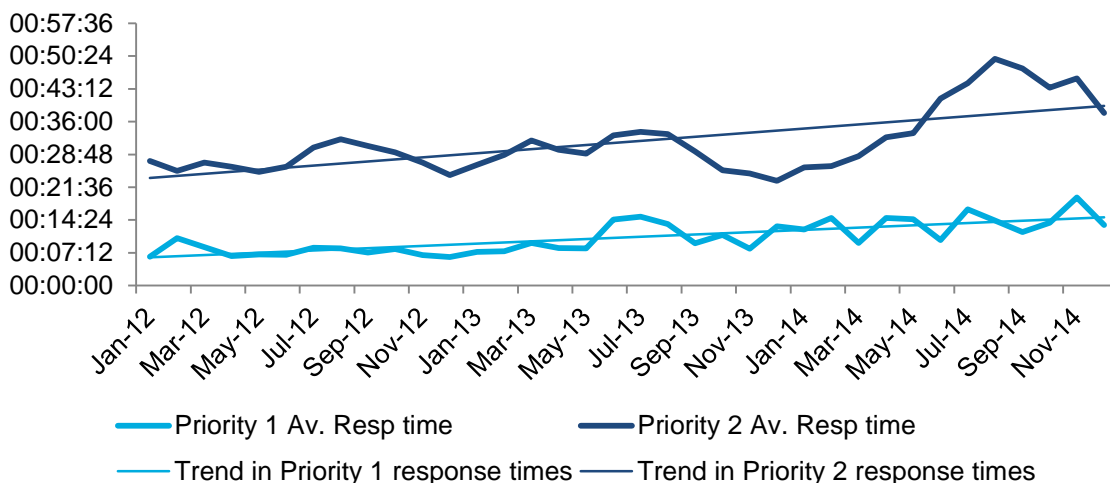
<sup>81</sup> City of Edinburgh Council, Audited financial statements 2012-13 (October 2013); Lothian and Borders Police Board, Audited statement of accounts for the year ended 31 March 2013.

<sup>82</sup> This is the length of time taken from a call being received in an area control room until an officer arrives at the scene of the incident.

<sup>83</sup> Due to changes in recording of response times introduced by Police Scotland in January 2015, it has not been possible to analyse data beyond December 2014.

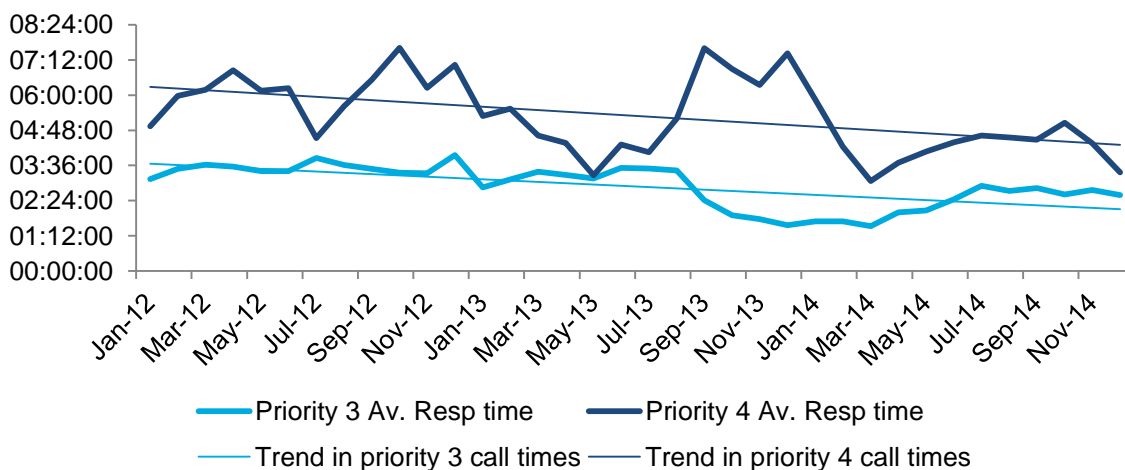


**Chart 7 – Edinburgh priority 1 and 2 response times (January 2012-December 2014)<sup>84</sup>**



175. The current deployment model in Edinburgh was introduced in January 2014. That changed the balance between response and community officer numbers, with some officers moving from response teams to community teams, but with community teams assuming responsibility for responding to some lower priority calls. However, we note that there has been an upturn in response times from the time that these policing structures were introduced.


**Chart 8 – Edinburgh priority 3 and 4 response times (January 2012-December 2014)<sup>85</sup>**



176. At the time of our inspection the division had undertaken a review of local policing arrangements including its deployment model, the relationship between community and response teams, ways to free up resources to enhance frontline resources and the relationship between local policing teams and the area control room.


<sup>84</sup> Source: Police Scotland.

<sup>85</sup> Source: Police Scotland.

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177. A review of current levels of public demand was also undertaken to determine whether or not resources were deployed at the right times and apportioned equitably to meet demand volumes in each of the five local area commands. We were impressed with the detailed analysis of demand profiles used to determine the effectiveness of current shift patterns to respond to demand. That analysis highlighted that, unlike other divisions, in Edinburgh there was no tail off in demand between early morning and late evening (paragraph 158). The constant nature of demand supports the view expressed by officers that they had little time to devote to other activities such as preventative patrol and on-line training.
178. The review was completed during our inspection and concurred with many of the issues we had identified (paragraph 156). It concluded that the current operating model was best suited for the delivery of local policing and would be subject to regular review with a focus on process improvements or rationalisation in order to free up administrative roles.
179. We understand that the aims of Police Scotland's 'guiding principles' are to ensure a team approach to local policing. This seeks community teams to gain a better understanding of the issues affecting their area by responding to calls from the public. Some community officers suggested the effect of these changes had been a reduction in their ability to engage in preventive activities in communities e.g. problem solving activities with local communities. Some of these issues were being addressed with the CEC and the redraft of a Service Level Agreement in relation to funded posts (paragraph 212). Our view is that, notwithstanding some of the wider resourcing issues in the division, the principles may not be fully understood by some community officers accompanied by some resistance to change by others. These are factors that have been identified by Police Scotland through the division's review of policing structures and are being addressed.
180. Another factor affecting officers' capacity to respond to demand has been change in processes. Officers reported that the cumulative impact of many of these changes has been an increase in the time they spend processing information to meet with new procedural requirements (e.g. domestic abuse, paragraph 83). They acknowledged that many changes resulted in improved service for individual victims and vulnerable people. The downside has been them having less time to spend with other callers or risk not being able to complete required updates before they end their duty and often not being able to attend calls they have been allocated. This then requires either other officers to take these calls on succeeding shifts building in delays to the response time, or in some cases officers retaining responsibility for the incident but not being able to attend until they are next on duty. This reinforces the overall resourcing dilemma given the changing nature of demand.

### ***Theme 3 – Abstractions***

181. Abstractions involve redeploying an officer from their planned duties to fill another role. Those officers who are most often redeployed to other duties are those from response and community policing teams rather than specialist units. This has been a recurring theme raised by officers during our local policing inspections who expressed the view that this resulted in fewer officers available to respond to public demand. Three areas of concern were highlighted to us by officers and staff as having significant impact on local resources in Edinburgh.

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182. Firstly, abstractions to Custody Division were found by Edinburgh Division to have amounted to over 5,500 officer hours in the first five months of 2015. On average, this equates to around four officers every day being taken from local policing duties. Abstractions to custody are to ensure there are sufficient numbers of trained staff to provide cover in the custody centre. We understand that there are occasions when the resource requirement is not always based on actual demand, but on the resources required if the custody centre was to operate to full capacity. We are of the view that the abstraction of officers should be based on an actual need and that takes into account the impact on local policing resources to meet local demand.
183. Secondly, officers are abstracted to provide routine cover at police enquiry counters. We found that police officers were regularly covering for annual leave, sickness and refreshment breaks. Police Scotland is unable to quantify the level of abstraction for these duties. We understand that this is a routine occurrence and we noted during the course of our inspection that police officers were invariably engaged in enquiry counter duties. We do not consider that using local policing officers to cover public enquiry counters is an effective use of resources.
184. Finally, we noted a regular requirement to provide police resources to supplement the Edinburgh Airport policing team. Policing of the airport is the responsibility of the Specialist Crime Division, but when there are shortfalls in staff numbers it falls on Edinburgh division to provide cover. Officers can be deployed to provide support to investigative teams and to firearms teams. Between August 2014 and April 2015, the division provided the Airport Policing Team with an average of 10 officers per week. There appears to be no consideration given to the impact on local policing caused by abstractions of this nature.
185. The cumulative loss to local policing in providing cover for these divisions equates to over five officers every day. This is on top of the regular abstraction of on average 50 officers each day to provide policing cover to the many events occurring in the city (paragraph 87). Abstractions of this level inevitably impact on the division's capacity to meet public demand. In addition they detract from individual officer's capacity to manage their own workload, which in turn impacts on the quality of service they can provide to individuals.

### **Recommendation 1**

Police Scotland should develop a more flexible approach to the use of local policing resources to provide cover for other divisions. This should ensure it is based on actual demand taking account of the subsequent impact on local policing's capacity to meet public demand.

186. In our local policing inspection of Aberdeen City Division, we estimated that more than 10,000 police officer hours per year were spent maintaining public order for the city's courts, although officers were dealing with very few incidents. In Edinburgh, there is a sergeant and 17 constables permanently deployed to work in the city's courts. During 2014-15, this equated to nearly 32,000 police officer hours patrolling the courts. A review of police incident recording systems showed that only 86 incidents were logged during this period. There are similar arrangements in place in other parts of Scotland, but not in all courts.

187. Their function is largely to prevent public order situations and to assist in administration (e.g. through the service of citations and court orders). We do not consider this is an efficient and effective deployment of limited local policing resources, especially given the challenges facing response and community officers in providing an effective service to rest of the city of Edinburgh. As we highlighted in our Aberdeen report, the low volume of incidents and crimes that take place at court suggest that these services may be more cost effectively provided by those other than police officers. We would therefore encourage Police Scotland to work with the Scottish Courts and Tribunals Service to explore ways to improve the efficient and effective deployment of police officers in Scottish courts.

### Recommendation 2

Police Scotland should work with the Scottish Courts and Tribunals Service to discuss ways to improve the efficient and effective deployment of police officers engaged in maintaining public order and administrative duties within Scottish courts.

### Theme 4 – Call management

188. **Call management is currently subject to a separate national assurance review by HMICS as directed by the Cabinet Secretary for Justice. We published our terms of reference on 22 July 2015<sup>86</sup> and an interim report<sup>87</sup> on 31 August 2015. We will publish a full report by the end of October 2015.**

### Demand management issues - conclusion

189. Overall we have found evidence to suggest that there are times when the division did not have the capacity to meet public demand in an optimal way. Our view is that this is a result of the combined effect of a range of factors including the number of events in Edinburgh (paragraph 87); a relatively inexperienced workforce (paragraph 111); some resistance to change (paragraphs 121 and 179); incidents involving vulnerable people (paragraph 161); reduced resource levels in response and community roles (paragraphs 171-73); abstractions to cover for other divisions (paragraphs 181-187) and high public demand the nature of which is changing (paragraph 158). The increase in some response times supports the analysis that the balance of resources in the division is not optimal. This may have been partly responsible for the performance issues that have been experienced by the division.
190. We acknowledge that the division, working with Police Scotland, has identified many of the issues we have commented upon in this report and significant effort has taken place to identify local solutions. At the time of publication there were some emerging positive signs of impact (for example, reductions in the numbers of housebreakings being reported). Our view is that many of the issues affecting Edinburgh division have arisen because many of the specific demographics and challenges that come with being the capital city were not recognised when Police Scotland was introduced. Whilst Police Scotland's three tier approach has ensured the service has the capacity to deal with protective demand and provides divisions with increased access to specialist support, these are not always what is required to police the public demand the city experiences. We consider that Police Scotland should review the current resourcing arrangements for Edinburgh division, taking into account the balance of public demand, protective demand and the significant pre-planned demand arising from the city's capital status.

<sup>86</sup> HMICS, *Police Scotland – Call Handling: Terms of Reference for HMICS Assurance Review* (2015).

<sup>87</sup> HMICS, *Independent Assurance Review: Police Scotland – Call Handling Interim Report* (September 2015).

### Recommendation 3

Police Scotland should review current resourcing arrangements for Edinburgh Division taking into account the balance of public demand, protective demand and the significant pre-planned demand arising from the city's capital status. This should consider the overall resource allocation to Edinburgh alongside the flexibility of current regional and national arrangements to ensure that there is capacity to meet public demand.

#### Physical assets

191. The division has in place a local asset management plan, based on the national asset plan.<sup>88</sup> The plan links to national priorities for the rationalisation of property estate, removal of leased properties and focus on co-location opportunities. The criteria used to assess properties follows national guidance and has involved both corporate specialists and the local command team in the process. This has resulted in the rating of buildings that reflects wider public sector practice in terms of condition and suitability. This enables the division and Police Scotland to identify opportunities to make savings and improve the overall efficiency and effectiveness of its estate. This is work in progress and dialogue with partners is in the early stages to explore future opportunities e.g. for co-location of services.
192. During 2014-15 the division made savings of £187,000 through the disposal of 23 former police boxes.

#### Financial assets

193. As with other divisions, budgets are devolved but divisional commanders have little influence over financial resources as officer numbers are fixed and combine with police staff to account for around 95% of the local costs. The only area for meaningful discretion is the overtime budget, which can be used to target operational demand. During 2014-15 the division required additional support from national contingency funds due to pressure from increased demand from events (paragraph 90).
194. New arrangements were introduced in April 2015 with overtime budgets being devolved to area command level. Local seminars and briefings were held and additional support is now in place to assist chief inspectors take on this additional responsibility. Regular management information is made available to ensure respective area commanders have an understanding of expenditure. **We welcome this approach, which allows local commanders to make best use overtime to address local issues.**

#### Managing information and intelligence

195. The division has structures and processes to support the gathering and management of intelligence. The division receives daily intelligence updates as part of the daily tasking and co-ordination process. These help priorities activities and assist in directing resources into the right areas where availability permits. Given our recent inspection of intelligence structures and processes, we have not reviewed local arrangements.<sup>89</sup>

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<sup>88</sup> Police Scotland, *Property Asset Management Plan* (report submitted to the SPA Board Meeting on 2 October 2013).

<sup>89</sup> HMICS, *Local Policing+ Inspection Programme: Inspection of the management of intelligence in Ayrshire Division and the National Intelligence Bureau* (2015).

# Partnerships

## Key messages

- Strategic partnerships are good and there is a shared vision for community safety and wellbeing in Edinburgh.
- Partner agencies in Edinburgh reported a withdrawal of police from partnership activity in recent years and a focus on enforcement rather than prevention. However, there is evidence that this trend is reversing.
- A lack of information sharing by Police Scotland has hampered effective tasking and co-ordinating arrangements, but there are indications that this issue may soon be resolved.
- The new service level agreement between City of Edinburgh Council and Police Scotland provides an opportunity for the council to more effectively influence and monitor how funded officers are deployed.
- Plans to align boundaries among public services in Edinburgh, including policing, provide an opportunity to build on place-based initiatives already underway and make further progress in relation to the public sector reform agenda.

196. The Police and Fire Reform (Scotland) Act 2012 states that the main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland. The Act encourages the police to work in collaboration with others where appropriate, and emphasises the importance of preventing crime, harm and disorder. The Act also places a duty on the police to participate in community planning in each local authority area. The statutory framework for policing therefore promotes partnership working and a focus on prevention. This reflects the wider public sector reform agenda in Scotland. Based on the findings of the Christie Commission,<sup>90</sup> the purpose of public sector reform is to achieve better outcomes for communities by focusing on:

- *prevention* – reducing future demand by prioritising preventive activity and spending
- *performance* – demonstrating continuous improvement in service delivery
- *people* – enhancing workforce development, empowering people to work together and encouraging co-production with communities
- *partnership* – greater integration and collaboration among public, third and private sectors.

197. We assessed the extent to which Edinburgh Division engages in effective partnership working and thereby contributes to the public sector reform agenda and delivers improved outcomes for local communities. We reviewed partnership arrangements in Edinburgh, and considered the division's contribution to strategic partnerships as well as its involvement in specific partnership activities. We sought feedback from a range of partner agencies, including City of Edinburgh Council and third sector organisations. We identified a number of initiatives that we have included throughout this report as case studies to illustrate effective partnership working.

<sup>90</sup> *Commission on the future delivery of public services* (2011).



198. The Edinburgh Partnership is the community planning partnership for Edinburgh. It is made up of the Partnership Board, Strategic Partnerships, Advisory Groups and Neighbourhood Partnerships. The Partnership Board is the governing body for community planning in Edinburgh and provides the strategic direction and priorities for the partnership. The divisional commander is an adviser to the Board. There are nine themed Strategic Partnerships, each working and reporting on progress against priority outcomes identified in the Edinburgh Partnership Community Plan. The division has a presence on those that are most relevant to policing, including the Community Safety Partnership, the Alcohol and Drug Partnership, the Reducing Reoffending Strategic Group and the Compact Partnership.<sup>91</sup> The division also contributes to Advisory Groups on cross-cutting themes, including the Prevention Strategy Steering Group. Finally, there are 12 Neighbourhood Partnerships in Edinburgh, each made up of local and community councillors, and representatives of Police Scotland, the Scottish Fire and Rescue Service, NHS Lothian and the voluntary sector.
199. The division is party to the local Single Outcome Agreement, known as the Edinburgh Partnership Community Plan. A new Community Plan for 2015-18 has recently been agreed and sets out how local partners will deliver their vision of Edinburgh as ‘a thriving, successful and sustainable capital city in which all forms of deprivation and inequality are reduced’. The plan describes a renewed focus on improving approaches to prevention and a commitment by local partners to increase the scale of joint planning and resourcing, and joint service delivery.

200.

#### **Case study – Violent Offender Watch**

Violent Offender Watch (VOW) is a support and signposting service for prolific offenders who are at risk of further offending. The project is led by Police Scotland and comprises a team of four police constables from Edinburgh Division. The VOW team work with a range of partners to prevent further offending and encourage offenders to become involved in training and work.

To identify suitable clients for the project, the VOW team work predominantly with Lifeline, a voluntary sector organisation which has been contracted by Edinburgh and Midlothian councils and NHS Lothian to provide an offender recovery service. Some offenders may be referred to the project by other routes, including referrals made by other police officers and by defence agents. To be considered for the VOW project, offenders must:

- be aged 18 and over, and reside within Edinburgh Division
- have committed two or more violent or housebreaking offences within the last 12 months
- have no links to serious and organised crime
- have committed no sexual or domestic offences.

An offender’s participation in the project is voluntary. At the time of our inspection, the VOW team was working with 23 offenders.

<sup>91</sup> The Edinburgh Compact Partnership brings together public and third sector partners to tackle inequalities and build resilient communities.



### Case study – Violent Offender Watch - continued

The VOW team identify the support needs of the offenders and signpost them to relevant services (for example, drug and alcohol services, or mental health services). Partner agencies told us that the VOW team has been particularly successful at finding appropriate training and work placements for the offenders and supporting them to sustain those placements. The VOW team have also received positive feedback from the offenders involved in the project, with one offender even referring another member of his own family to the project as he felt it was the only support he had received which helped him refrain from offending.

Using the Scottish Community Safety Partnership’s methodology, the division has carried out a cost benefit analysis of the project. Since September 2013, it is estimated that the project has achieved a saving of almost £1.4 million and that, for every £1 spent by Police Scotland on the project, there has been a saving to the taxpayer of £7.72. The division also estimates that there has been a 90% reduction in offending by those engaged with the project compared to similar offenders with no involvement in the project.


The VOW project contributes to the ‘reduce reoffending’ strategic priority identified in the Edinburgh Partnership Community Plan. The project is a good example of preventive work undertaken by Police Scotland in collaboration with other agencies. To build on the positive outcomes already achieved, the division is reviewing the project, including by seeking advice from the national Violence Reduction Unit, and is assessing how it can be further developed. Options for future development include a possible focus on a particular locality within Edinburgh which would link with the Edinburgh Partnership’s place-based approach to improving outcomes for communities.

- 201. The Community Plan sets out four strategic outcomes relating to the economy and employment; health; children and young people; and safety and physical and social fabric. The four outcomes are underpinned by 12 strategic priorities. The outcome relating to safety, for example, has five supporting priorities including ‘reducing antisocial behaviour, violence and harm’ and ‘reducing reoffending’. Each strategic priority is supported by a series of actions which specify the lead organisation or partnership and the resources required. The police have been identified as the resource required and the lead organisation for multiple actions (see Table 5 for an example).

**Table 5 – Extract from Edinburgh Partnership Community Plan**

Strategic outcome	Edinburgh’s communities are safer and have improved physical and social fabric
Strategic priority	Reducing antisocial behaviour, violence and harm
Action	Work with partners on the multi-agency domestic abuse policy and reduce domestic abuse-related crimes
Resource	Police and partners through the MATAC <sup>92</sup>
Lead	Police Scotland

<sup>92</sup> Multi-agency tasking and co-ordinating meeting.

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202. The Edinburgh-wide Community Plan is supported by 12 Local Community Plans. These local plans set out priorities in each of the Neighbourhood Partnership areas. This structure is similar to that for the division-wide Local Policing Plan which is supported by 17 Multi-Member Ward Plans (paragraphs 54-55). Given the proliferation of plans, it may be helpful for the division to work with its partners to ensure plans, priorities and measures are more clearly aligned and that the links between plans are more clearly articulated.

### **Improvement action**

The divisional commander should ensure that the division works with partners to ensure plans, priorities and measures are more clearly aligned and links between plans are clearly articulated.

203. Edinburgh is currently one of only four local policing divisions in Scotland that has appointed a dedicated superintendent for partnerships.<sup>93</sup> The superintendent is the key point of contact for strategic partnership activity and described the role as being to maximise opportunities for joint working. The division has also recently appointed a chief inspector for partnerships. This appointment is in response to the council's ongoing transformation programme (paragraph 204) and will involve the chief inspector liaising with the council regarding forthcoming changes, assessing implications for policing and identifying how the division and the council will continue to work together throughout the transformation process. The superintendent and chief inspector for partnerships are supported by the Prevention, Intervention and Partnership team, led by an inspector and staffed by three sergeants, 12 constables and one member of police staff. As well as partnership and prevention activity, the team's remit is broad and includes licensing, equality and diversity, and CCTV. The appointment of dedicated senior officers to lead on partnership work at a strategic level highlights the division's commitment to joint working and their contribution, as well as that of the divisional commander, was welcomed by the partner agencies we spoke to during our inspection.
204. We received positive feedback from a range of partners regarding Edinburgh Division's contribution to strategic partnerships. They described the division as engaged, enthusiastic and committed to a shared vision of community safety and improved outcomes for the people of Edinburgh. This commitment is reflected in the division's response to the council's transformation programme. The City of Edinburgh Council has embarked on this programme in an attempt to ensure services best meet the needs of local communities, and to reduce costs by £107 million over the next five years. Key to this programme is a move to providing more joined up services in four local areas. This locality-based approach will build on place-based work already underway in Edinburgh, such as Total Craigmyle and Total Neighbourhood East (see Case study – Place-based initiatives), and will involve partner agencies such as police and health organising their own services according to the council's four locality model. Boundary alignment with partners is seen as key to integrating services and making service delivery more efficient and therefore presents a significant opportunity to improve outcomes in Edinburgh. We welcome the division's engagement with the transformation programme and its willingness to restructure: the division has indicated that it will reduce its command areas from five to four and that these will be aligned to the council's locality model.

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<sup>93</sup> The others being Glasgow, Lanarkshire and Lothian and Borders.

### Case study – Place-based initiatives

In recent years, the Edinburgh Partnership has been testing place-based approaches to improve outcomes for local people. These approaches, including Total Neighbourhood East and Total Craigroyston, refocus efforts on prevention and more effective integrated working, in line with the public sector reform agenda. Police Scotland (and previously Lothian and Borders Police) has been a key partner in developing and contributing to these place-based approaches. Learning will be taken from these approaches and applied to the four locality model being developed as part of the council's transformation programme.


Total Craigroyston was established by the Edinburgh Partnership in 2012 to improve outcomes for children and families in the area around Craigroyston Community High School. Total Craigroyston began with a comprehensive engagement process for both the community and local staff. This led to a 'Road Map' which identified seven place-based themes where improvements were needed. One of the themes was 'A safe place' under which local people and workers said they wanted to see, for example, more positive social activities for young people and more effective management of young people at risk of offending.

The police have contributed to improving outcomes under the Total Craigroyston initiative in a variety of ways, including:

- the police contribute to the governance of the initiative and are represented at both the Steering and Management Groups
- the school link officer participates in Support in Time, a multi-agency meeting focusing on early intervention and support for children and families
- local officers contribute to the Guardian's Group which draws together youth and other community organisations to prevent youth offending
- the national Violence Reduction Unit has supported local officers in delivering Mentors in Violence Prevention, a peer mentoring programme designed to tackle violence and bullying among young people, at Craigroyston Community High School.


During our inspection, we spoke to those involved in Edinburgh's place based initiatives about the contribution made by the police. We heard that the police had made a significant contribution to developing these initiatives in the early stages, and had remained engaged and supportive. While there had been challenges, which reflected those experienced more widely in Edinburgh (such as issues relating to information sharing, staff turnover, and officers being diverted to other tasks), partners welcomed the commitment shown by local officers and appreciated opportunities to access national resources that had been afforded by the creation of a national police service.

205. While partner agencies and other stakeholders we spoke to during our inspection were positive about the police contribution to strategic partnerships in Edinburgh and about good relationships with individual officers, they were less positive about partnership working at an operational level. Many of those who responded to our stakeholder survey and who we interviewed felt there had been a withdrawal from partnership activity since the creation of Police Scotland, which had inhibited progress towards delivering the public sector reform agenda. They said that, historically, partnership working had been effective in Edinburgh but that there had been a 'retrenchment' of policing. Policing had become more internally focused, which some felt was perhaps an inevitable consequence of such significant



organisational change. During the early stages of Police Scotland, the pace of change had been so great that partners had felt unable to influence decision making that impacted on local issues and service delivery. They also felt local commanders had insufficient autonomy and discretion. Partners also said there was too much focus on enforcement, and national policy and priorities rather than local ones. They felt officers' capacity for partnership work had become limited and that even when joint working was underway, officers would be abstracted or tasked to do other work. This echoes what some officers told us – community officers felt they too often performed a response policing role and had insufficient time for community engagement and partnership working (paragraph 179).

206. During our local policing inspections, partner agencies often express frustration at the turnover of officers in particular roles (paragraph 62). They find this difficult given that relationships between individuals are often key to effective joint working. This was also true of partners in Edinburgh, who felt there was a loss of officers experienced in joint working and who said they had difficulties contacting individual officers. Partners also said that where officers had been co-located with other services, this was often no longer the case. Partners were very positive about the few remaining examples of co-location and felt it contributed to effective joint work.
207. While partner agencies in Edinburgh had perceived a withdrawal from joint working by the police since the creation of Police Scotland, they were keen to note that, at the time of our inspection, they had begun to perceive a change in the division's approach. Partners were optimistic that the division was refocusing its attention on local partnerships and on prevention activity alongside enforcement activity. They also felt that aligning boundaries for service delivery among partner agencies would renew opportunities for co-location. We observed two key developments that tended to support the emerging optimism among partners: the recent re-establishment of a local multi-agency tasking and co-ordination process in Edinburgh, and the adoption of a new service level agreement between the council and Police Scotland.
208. In Edinburgh, there is a local tasking and co-ordination process for community safety known as the Community Improvement Partnership (CIP). There are six local CIPs, corresponding to the Neighbourhood Partnership areas. The local CIPs meet approximately monthly and are attended by council officers and police officers from the local community policing team. The CIP uses intelligence and data from the council, police and fire service to review incidents in its area, identify emerging trends and jointly task community policing teams and the council's community safety teams. CIPs were introduced in Edinburgh in 2014 and replaced Neighbourhood Tasking and Co-ordination Groups which the council credited with helping to reduce antisocial behaviour, crime and violence. There is an additional city-wide CIP which focuses on community safety across Edinburgh. This is still in the early stages of development and the frequency of meetings is still to be agreed. When required a themed CIP can be called to discuss specific issues such as new psychoactive substances (see Case Study – New psychoactive substance on page 72). These will provide a focused partnership approach and sharing of information to tackle the specific issue.
209. We were told that multi-agency tasking and co-ordination had fallen away in Edinburgh for around 12 to 18 months and was only now being reinstated via the CIPs. We observed local CIP meetings during our inspection and, while the tasking and co-ordination process is still developing, we welcome its re-establishment as it offers an effective means of gathering partners to share information and intelligence and to jointly manage and task policing and council resources. While each of the six local CIPs may necessarily operate slightly differently in response to local need, we




welcome efforts by Edinburgh Division to work with the council to ensure the process can be sustained and developed further by, for example, exploring the possible contribution of other partners such as social work or health.


210. Critical to the success of the tasking and co-ordination process is the effective sharing of information. A lack of information sharing by Police Scotland was one of the issues we heard about most often during our inspection. This was particularly in relation to supporting the CIPs, but also in relation to other partnership activity. At one CIP meeting we observed, the analytical product to support the CIP's decision making featured only data from the council and the Scottish Fire and Rescue Service. Each page that should have contained police data was blank. Partnership analysts employed by the council whose role includes developing analytical products to support the CIP process told us they experienced recurring problems in accessing police data. Even when data was received, it was sometimes in a format that they were unable to effectively analyse, or was several weeks old and no longer as useful in supporting a monthly tasking process. Partnership analysts said they would welcome an information sharing protocol with Police Scotland to support the effective and timely sharing of data. Another partner working closely with the police told us that they had resorted to using the Freedom of Information (Scotland) Act 2002 to get police data that would allow them to report on joint activities.
211. The issue of information sharing has been raised in our other local policing inspections and, in our inspection of Aberdeen City Division, we recommended that Police Scotland should provide appropriate access to its information management systems for those analysts working in partnership with the police.<sup>94</sup> Given our previous recommendation and our findings in Edinburgh, we were therefore pleased to note that Police Scotland has recently taken steps to improve information sharing with partners. This included a direction that information that was previously supplied to partner organisations should immediately be reinstated. It is worth noting that a few partners said information sharing in relation to serious and organised crime groups in the local area and efforts to counter terrorism had actually improved since Police Scotland was created. Police Scotland intends to continue to review its approach to information sharing with a view to resolution in the longer term. **We will continue to monitor this fundamental issue in our scrutiny programme and assess whether these recent developments contribute to more effective information sharing and partnership working.**
212. Since 2003, the City of Edinburgh Council has awarded funding first to Lothian and Borders Police and then Police Scotland for additional officers to support community policing and partnership working. A new service level agreement (SLA) for 2015-16 has been established under which the council provides £2.6 million to Edinburgh Division. Given the savings to be made by the council, it is likely this level of funding will be reduced in future years. The council's contribution currently funds:
- 41 named community police officers (this includes two officers per ward, plus an additional seven officers for the city centre)
  - a named inspector and 14 constables for the Divisional Violence Reduction Unit (DVRU) who may be deployed across the city
  - a youth justice sergeant.<sup>95</sup>

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<sup>94</sup> Recommendation 4, *Local Policing+ Inspection Programme: Inspection of Aberdeen City Division* (2015).

<sup>95</sup> The youth justice sergeant will act as a single point of contact regarding policing and young offenders, and will ensure that officers work within agreed council frameworks for young people.

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213. The funded community police officers will provide a visible local presence to help reassure the public, and will focus on community engagement and preventing crime and antisocial behaviour. There is an expectation that the funded officers will remain in their local areas and not be abstracted to other duties except in serious unforeseen circumstances. The SLA designates the local CIP process as the means by which the funded officers may be tasked. Such tasking will be in line with local priorities identified in the Neighbourhood Partnership Local Community Plan and the Multi-Member Ward Policing Plans. Local CIPs may also 'bid' to task the funded officers within the DVRU. The DVRU will focus on prominent local and city-wide concerns such as violent crime, new psychoactive substances and housebreaking.
  214. The CIP will also have a role in monitoring the work of the funded community and DVRU officers. The officers will submit information regarding their activities to partnership analysts who will prepare reports for the local and city-wide CIPs and the Police and Fire Scrutiny Committee. This will allow the council to monitor how its funding is being used and whether the SLA is being delivered effectively.
  215. The SLA had only just come into effect at time of our inspection (the named officers were, for example, only appointed on 1 July 2015) and we were therefore only able to consider its initial stages of implementation. Nonetheless, we welcome efforts by the council and the division to work together to develop an SLA that seeks to better define the role of funded officers and allow more transparent monitoring of their activities. The SLA should also encourage a greater focus among CIPs on tasking of local police resources. Successful delivery of the SLA by the division will help to address some of the concerns from elected members and other stakeholders described above – that there had been a withdrawal from partnership working by the police, that there was insufficient focus on local priorities and that community officers were regularly abstracted to other work. The SLA provides a mechanism by which the council can influence how its funding is used, hold Police Scotland to account and ensure it receives value for money.
  216. The division has also appointed 12 school liaison officers (SLOs) who are not funded by the SLA. Most of the SLOs work with two high schools each and their associated primary schools. The officers are expected to be fully involved in the day to day life of the school and assist with issues that require police attention or advice. The scope of their work is broad and covers delivering lessons (on, for example, new psychoactive substances or internet safety), diversionary and intervention activities, dealing with incidents and investigating crimes within the school community, and generally promoting positive relationships between young people and the police. They work with school staff, pupils, parents and other partners to create a safer school environment and prevent offending. The division has begun work to formalise terms of reference for SLOs and we welcome its intention to consult head teachers prior to them being finalised.
  217. Partner agencies we spoke to during our inspection were very positive about the contribution of SLOs to their school community. We also spoke to some SLOs who enjoyed and valued their role, and felt that their presence in the school had significantly increased trust in the police among young people and their parents. They also said their focus tended to be on working in high schools and they would welcome more time to focus on preventive activities with primary aged children and on early intervention. Given the increased prevalence of cyber-bullying and 'sexting' among young people, the SLOs also felt they would benefit from more training on social media and related safety issues.

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218. The division works with partner agencies in a range of areas, some of which relate to day to day policing while others are project-based and designed to address a particular issue. Examples of partnership working are given throughout this report and feature in case studies. Other examples include a multi-agency meeting with those working with women from black and minority ethnic communities in the voluntary and statutory sectors. This focuses on information sharing on issues such as domestic abuse and female genital mutilation. The division has also worked with partners under the Stronger North initiative to address youth offending in Pilton and Muirhouse. The division has assigned an officer to attend the council's North Neighbourhood Office daily to share information with partners and to work with local community safety officers. A key element of Stronger North has involved encouraging the community to report concerns to the police and reassuring the community that action is being taken to address the offending behaviour.
219. One recurring theme arising from examples of partnership activity is that the objectives for the activity could be more clearly defined and articulated, and more clearly linked to identified policing and community safety priorities (e.g. priorities in the local policing plan or the Edinburgh Partnership Community Plan). The division may also wish to consider an end point or exit strategy for some activities. For example, will a project end when a specific outcome is achieved, or is a project being established with the aim of developing and eventually mainstreaming a particular approach in day to day policing?

### **Improvement action**

The divisional commander should ensure that objectives for partnership activity are clearly defined, articulated and linked to identified policing and community safety priorities with an exit strategy where appropriate.

220. Generally, partner agencies were positive about the police contribution to specific partnership initiatives described in our case studies. As noted above, partner agencies have detected signs that the division is also refocusing on partnership working in day to day policing via its community policing teams. The re-established local tasking and co-ordination arrangements, and the naming and tasking of community police officers for each ward as required by the SLA, offer an opportunity to re-embed and sustain partnership working in community policing teams. However, this will only be possible if the division is able to effectively manage demand for its resources and if the council and the division have a shared understanding of the role of community officers.
221. Local policing divisions are supported to deliver partnership working and prevention activities by Police Scotland's National Community Safety Team. This team provides strategic and policy direction on community safety issues whereas local divisions are responsible for local delivery. The national team has also led on developing some Scotland-wide initiatives such as the Police Scotland Youth Volunteer programme (Edinburgh Division was one of the first divisions to implement this programme).<sup>96</sup> The National Community Safety Team has key points of contact in each local policing division and hosts monthly meetings where emerging issues can be discussed and good practice shared. Edinburgh Division is represented at these meetings by the inspector who leads the Prevention, Intervention and Partnership team.

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<sup>96</sup> For further information about the programme, see HMICS, *Local Policing+ Inspection Programme: Inspection of Aberdeen City Division* (2015).



## CCTV

222. The Scottish Government's CCTV strategy<sup>97</sup> identifies CCTV as a tool to be used as part of an integrated problem solving approach and funding decisions are a matter for local community planning partners. In Edinburgh, CCTV is fully funded by the local authority. A partnership arrangement exists whereby Police Scotland provide two members of police staff to act as a link between local police and the CCTV team. CCTV operators have access to Airwave police radio and are able to report incidents directly to the local police control room. We took the opportunity to visit the CCTV control room as part of this inspection. We noted there were good local working relationships between police and operators and any issues were able to be resolved locally.
223. The CCTV manager had in place the facility to provide training for local officers and staff to see the beneficial outcomes to public safety that can be achieved when the police and CCTV teams have a clear understanding of their respective roles and have established effective lines of communication.
224. The benefits of this relationship were exemplified during an incident involving a male who had been using new psychoactive substances (NPS) commonly known as 'legal highs'. CCTV operators observed the male on Princes Street, Edinburgh behaving erratically. This was during an afternoon and the street was busy with people. The male was observed sitting on a park bench repeatedly punching himself in the face. The behaviour was of concern to the operators, who used existing lines of communication to contact local patrols. These were despatched, however, a passing armed response vehicle noted the male's behaviour and stopped alongside him. As the officers got out of their vehicle the male without warning was observed to draw a knife from his boot and immediately stab one of the officers to the shoulder. The officers drew and deployed taser without effect. A struggle ensued and the male was eventually restrained. On seeing this, the CCTV operators were able to alert other officers and the ambulance service so that assistance was quickly on the scene. The male appeared at Glasgow High Court in May 2015 and was deemed unfit for trial and was detained under a Compulsion Order.
225. The incident illustrates the positive effects of CCTV in providing additional eyes on the ground to assist in keeping the public safe through the early identification of incidents and directing resources into place. The incident also highlights another issue that has had a significant impact on policing and the public in Edinburgh, the use of NPS, which is described in further detail in the following case study.

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<sup>97</sup> Scottish Government, [A National Strategy for Public Space CCTV in Scotland](#) (2011).



### Case Study – New psychoactive substances

During our inspection, we consistently heard positive comments about Edinburgh Division's work to address threats posed by new psychoactive substances (NPS) in collaboration with partners including NHS Lothian and City of Edinburgh Council. NPS are chemicals that mimic the effects of controlled drugs but which are not themselves currently controlled under the Misuse of Drugs Act 1971. They are commonly known as 'legal highs'.

In 2014, Edinburgh Division and the council's community safety officers noticed an increase in violent and antisocial behaviour, including bizarre and unpredictable behaviour, among people using NPS. The most serious incidents resulted in a police officer being stabbed, a siege and a suicide. The police and council also noted an increase in discarded needles, particularly in the vicinity of 'head shops' and other premises selling NPS. The increase in discarded needles reflects the fact that many NPS users in Edinburgh were choosing to inject the chemicals, in contrast to how they are used in other parts of Scotland.

The increasing use of NPS was having an impact on health services as well as community safety. The Royal Edinburgh Hospital reported an increased use of its resources as a direct result of NPS. Between March and August 2014, there were 835 admissions to its Toxins Unit, of which at least 114 were confirmed as being for NPS use. At least 74 of these cases related to a single substance known as 'Burst'. There had also been an increase in the distribution of injecting equipment and wound infections in Edinburgh.

A city-wide Community Improvement Partnership (CIP) was convened to address the threats posed by NPS and was attended by representatives of Edinburgh Division, the council and NHS Lothian. The CIP sought to address NPS via enforcement and by developing a treatment response. However, given the legal status of NPS, there was a limit to the enforcement action that could be taken by the police. A decision was therefore taken to present evidence about the situation in Edinburgh to the Advisory Council on the Misuse of Drugs.<sup>98</sup> Drawing heavily on evidence supplied by Edinburgh Division and NHS Lothian, the Advisory Council recommended to the Home Secretary that a Temporary Class Drug Order be made under the Misuse of Drugs Act 1971 to ban five substances, including ethylphenidate (known as 'Burst'). The Home Secretary accepted the Council's recommendation and the drugs were banned from April 2015 for up to 12 months while the Council decides whether the drugs should be permanently controlled.

Since then, the division has continued to address the threats posed by NPS. This has included hosting an event for over 200 secondary school pupils and 40 teachers to raise awareness of the dangers associated with NPS. The division has also worked with the council's trading standards department to seek a Forfeiture Order for all NPS products under the General Product Safety Regulations 2005. This case is currently being considered by the Crown Office and Procurator Fiscal Service before being presented to a sheriff.

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<sup>98</sup> The Council is an independent, expert body that makes recommendations to the government on the control of dangerous or otherwise harmful drugs, including classification and scheduling under the Misuse of Drugs Act 1971 and its regulations.




## **Part 2 – Inspection of custody centres located in Edinburgh Division**

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## Our inspection

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226. The aim of this inspection was to assess the treatment of and conditions for those detained in police custody centres located in Edinburgh Division. The division is served by one primary custody centre at St Leonards, and three ancillary custody centres at Craigmillar, Drylaw and Wester Hailes.
227. 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.
228. 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 take 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.
229. We visited all four custody centres located in Edinburgh Division in August 2015. Our inspection of St Leonards was an unannounced visit 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 Edinburgh Division. 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 three 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 less than a week's notice and focused on the physical environment. While we comment on the conditions in the ancillary centres, this report mostly focuses on the treatment of and conditions for detainees at St Leonards.



230. Our inspection of custody centres in Edinburgh follows our thematic inspection of police custody arrangements in Scotland, published in 2014.<sup>99</sup> As a result of that inspection, we made 15 recommendations and suggested Police Scotland consider 39 improvement actions. In addition, following an inspection of the custody centre located in Aberdeen City Division in 2015, we suggested a further eight improvement actions.<sup>100</sup> 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.

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<sup>99</sup> HMICS, *Thematic inspection of police custody arrangements in Scotland* (2014).

<sup>100</sup> HMICS, *Local Policing+ Inspection Programme: Inspection of custody centre located in Aberdeen City Division* (2015).

## Key findings

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- Detainees at St Leonards were well treated and their cell conditions were good. Staff were professional and respectful, and committed to delivering a good standard of care.
- The effective management and processing of detainees were hampered by the layout of the custody centre, the facilities available and the high number of detainees to be processed and cared for.
- There was a lack of privacy at the charge bar which had the potential to limit the effectiveness of the risk assessment.
- Some Person Escort Records had not been fully completed with all relevant risk factors.
- It was not always clear why a detainee had been assessed as low or high risk, nor was the rationale for the subsequent care plan always apparent.
- Staff sought wherever possible to hold male and female detainees in separate areas of the custody centre.
- Supplies of items required for detainee care and the general running of a custody centre were low and staff experienced delays when ordering new stock.
- The vehicle used to transfer detainees to other custody centres was not suitable for use on longer journeys.
- St Leonards benefited from 24-hour on-site, nurse-led health care provision. There were good relationships between health care and custody staff.
- The physical conditions of the ancillary centres at Craigmillar, Drylaw and Wester Hailes were of a satisfactory standard, but the centres were not ready for immediate use.

## Recommendations

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### **Recommendation 4**

Police Scotland should develop and implement a strategy for the effective management of custody demand in the Edinburgh area.

### **Recommendation 5**

Custody Division should ensure that staff complete Person Escort Records with all relevant risk factors. Reviewing Person Escort Records should form part the division's quality assurance process.

### **Recommendation 6**

Custody Division should establish an efficient process for ordering and maintaining supplies.

### **Recommendation 7**

Custody Division should urgently assess whether the vehicle used to transfer detainees from St Leonards on journeys outwith the city is fit for purpose and identify a more suitable vehicle if needed.

### **Recommendation 8**

Custody Division should review the state of readiness in its ancillary centres and strengthen the process under which centres are regularly checked.

## Context

231. Custody is delivered throughout Scotland by a single Custody Division. This division is one of several national divisions which sit alongside and support the 14 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’).<sup>101</sup>
232. There are four custody centres located in Edinburgh Division. There is one primary centre at St Leonards which is permanently staffed and open to receiving detainees at all times. This custody centre serves Edinburgh Division as well as Lothians and Scottish Borders Division and has the highest throughput of detainees of any custody centre in Scotland. Often, female detainees and those with complex health needs will be moved from nearby primary centres (such as Dalkeith) to St Leonards where it is felt their needs can be more effectively met due to a greater number of female custody staff and on-site health care provision.
233. There are also three ancillary custody centres in Edinburgh at Craigmillar, Drylaw and Wester Hailes. These ancillary centres are used infrequently (see Table 6) 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 further information about these ancillary centres and the conditions therein can be found at paragraphs 262-263, this report focuses on our inspection of St Leonards.

**Table 6 – Custody centres located in Edinburgh Division**

Custody centre	Type	Number of cells	Throughput in 2014-15
St Leonards	Primary	40 <sup>102</sup>	15,176
Craigmillar	Ancillary	3	6
Drylaw	Ancillary	4	93
Wester Hailes	Ancillary	2	17

### PIRC investigations

234. The Police and Investigation 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.<sup>103</sup>

<sup>101</sup> Police Scotland, *Care and welfare of persons in police custody – standard operating procedures* (2014).

<sup>102</sup> Three of which allow for multiple occupancy.

<sup>103</sup> See *Memorandum of Understanding between the Police Investigation and Review Commissioner and HM Inspector of Constabulary for Scotland* (2014).





235. In the year prior to our inspection, there was one incident at a custody centre in the Edinburgh area which required investigation by PIRC. Following an investigation into the incident where a detainee was believed to have ingested drugs while being taken to St Leonards, PIRC recommended that Police Scotland ensure officers seek medical assistance at the earliest opportunity when they believe prisoners may have swallowed drugs or concealed them in their bodies.<sup>104</sup> Since PIRC's investigative report was published, new guidelines have been agreed and circulated to all custody staff regarding the management of detainees suspected of having controlled drugs concealed internally.<sup>105</sup>

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<sup>104</sup> PIRC, *Investigation findings – Serious injury following police contact in Edinburgh on 1 December 2014* (published 20 March 2015).

<sup>105</sup> *Management guidelines for persons suspected of having controlled drugs concealed internally* (2015). The guidelines were agreed by a multi-agency short life working group as part of the National Co-ordinating Network for Healthcare and Forensic Medical Services for People in Police Care.

## Outcomes

### Treatment and conditions

236. St Leonards is a large, busy custody centre located in the centre of Edinburgh. We found detainees to be well-treated and their cell conditions to be good. Staff are committed to delivering a good standard of care and there are few adverse incidents given the high volume of detainees. However, the effective management and processing of detainees is hampered by the layout of the custody centre (particularly the charge bar area), the facilities available, and the high number of detainees to be processed and cared for. St Leonards exceeds its capacity almost every weekend and detainees are transferred as far away as Greenock to centres with vacant cells. It is our view that the pressure placed on St Leonards is not sustainable. Police Scotland is exploring options to alleviate this pressure, but these efforts should be expedited. In the medium to long-term, Police Scotland should consider increasing custody capacity in the Edinburgh area by building new or extending current custody centres. In the short-term, Police Scotland should consider how to reduce demand on St Leonards. A lower throughput of detainees would allow the centre to operate more efficiently, alleviate some of the challenges caused by the physical environment, minimise the investment needed to upgrade its facilities, and reduce the need to transfer detainees. Custody Division could work with its partners to reduce demand on the custody centre through, for example, the submission of cases to the Procurator Fiscal for marking over weekends which would allow some detainees to be released.
237. If St Leonards is to continue as the primary custody centre for Edinburgh in the long-term, significant investment is required to upgrade its facilities. Improving its facilities requires consideration to be given to our findings regarding perimeter security, the docking area, the layout and size of the charge bar area, sergeant oversight of the booking in process, sightlines generally, the location of emergency alarms, temperature and ventilation, the exercise yard, and showering and kitchen facilities. In exploring the options for meeting custody demand in the Edinburgh area, Police Scotland must take a long term view of the costs and benefits of creating new capacity versus investment in current custody estate.

### Recommendation 4

Police Scotland should develop and implement a strategy for the effective management of custody demand in the Edinburgh area.

### ***Arrival in and release from custody***

238. Staff manage the arrival and departure of detainees as safely and securely as possible given the challenges posed by the physical environment. The secure vehicle docking area is small and does not accommodate larger vans often used to escort detainees, and yard perimeter security could be improved.
239. Detainees are booked into the custody centre by either a constable or a Police Custody Security Officer (PCSO), a member of police staff. There are three booking desks at St Leonards located side by side in a small room. The three desks may be used simultaneously meaning that a number of people, including detainees and two arresting officers per detainee, as well as additional people such as appropriate adults, are standing in a compact area. The cramped and sometimes noisy conditions are compounded by the fact that the charge bar room is the only entry and exit route from the custody centre for detainees. Staff told us they will consider clearing the charge bar area when booking in a particularly vulnerable detainee such as a child. While this approach is to be welcomed, it can result in queues forming in the holding area at busier times.
240. There is insufficient separation between each booking desk, meaning there is a lack of privacy. Detainees may be expected to answer particularly sensitive questions relating to, for example, their history of mental disorder and any attempts at self-harm or suicide, in full hearing of multiple people not connected with their case (including other detainees). This may inhibit detainees answering these questions fully. It is essential that custody staff are able to gather such information so that they can best look after the detainee while in custody and efforts should therefore be made to create a more private and less chaotic environment for booking in detainees.
241. Sergeant oversight of the booking in process is hampered by the layout of the charge bar area, the location of the sergeant's desk and by the high number of detainees being processed at busier times. Sergeants do their best to compensate for this however: custody staff present each detainee's risk assessment to the sergeant for review, and during our inspection we saw one sergeant participate in the booking in of a detainee who was particularly vulnerable. In that case, the sergeant took appropriate steps to ensure the vulnerable person was detained for the shortest possible period of time.
242. The booking in process appears more efficient than at the time of our last inspection of St Leonards in 2014. However, the process still appears longer than at other custody centres and is lengthened further when the arresting officer is not local and his or her details are therefore not pre-programmed into the custody IT system. The introduction of a national custody IT system, expected in 2016-17, should help to increase the efficiency of the booking in process at St Leonards and make it comparable to other centres.
243. Each morning, a private contractor (G4S) attends the custody centre to collect and escort those detainees due at 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. The PER travels with the detainee, but a copy is retained at the custody centre with the detainee's custody record. When we reviewed the custody records of some of those detainees held at the time of our inspection, we found that while the majority of PERs were satisfactory, there were a small number that had key risk factors missing. In addition, some PERs

were partially illegible because the copy of the form retained by the police is the last of four carbon pages. This makes quality assurance of the forms – by custody supervisors and by HMICS – difficult. In a thematic inspection report on the use of PERs in England and Wales in 2012, HM Inspectorate of Prisons urged authorities to investigate moving away from paper-based forms towards an electronic record that might be easier to complete, clearer to read and more open to quality control.<sup>106</sup> Custody Division, in collaboration with other criminal justice agencies, may wish to consider the relevance of that report to the use of PERs in Scotland.

### Recommendation 5

Custody Division should ensure that staff complete Person Escort Records with all relevant risk factors. Reviewing Person Escort Records should form part the division's quality assurance process.

### Risk assessment


244. During the booking in process, a risk assessment is completed for every person who comes into police custody. Effective risk assessment is essential 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. It is vital that detainees understand these questions and are encouraged to be forthcoming in their responses. During our inspection, we observed vulnerability questionnaires being delivered to several detainees and reviewed additional risk assessments via a sample of custody records. We found there to be variation in the quality of the risk assessment process. Some staff are skilled at establishing a rapport with detainees and eliciting essential information to ensuring their effective care; other staff less so. Those staff may find it useful to explain to the detainee why the questions are important and how the detainee's answers will be used prior to beginning the questionnaire, an approach that is already used effectively by some colleagues.
245. In previous inspections, we have noted that it is not always clear to us from the information recorded on the custody record why a detainee had been assessed as high or low risk, nor was it clear why a particular level of observations was chosen.<sup>107</sup> This was also true of the custody records we reviewed at St Leonards, although to a lesser extent. We would reiterate a previous improvement action directed to Custody Division that custody staff should be encouraged to provide and record a more detailed rationale for their risk assessment and care plan.<sup>108</sup> We were pleased to note, however, that staff at St Leonards were recording and taking into account whether it was a detainee's first time in custody, an issue which had been the subject of an improvement action in a previous inspection.<sup>109</sup>

<sup>106</sup> HM Inspectorate of Prisons, *The use of the person escort record for detainees at risk of self-harm* (2012).

<sup>107</sup> Under Police Scotland's custody policy, observations can either be constant, or at 15, 30 or 60-minute intervals.

<sup>108</sup> See HMICS, *Local Policing+ Inspection Programme: Inspection of custody centre located in Aberdeen City Division* (2015), paragraphs 16 and 17, and improvement action 3.

<sup>109</sup> Improvement action 4, HMICS, *Local Policing+ Inspection Programme: Inspection of custody centre located in Aberdeen City Division* (2015).

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246. From our review of custody records, we were pleased to note that risk assessments of detainees were regularly reviewed and their care plan updated accordingly. For example, observations of a detainee who was distressed on arrival were reduced from every 30 minutes to every 60 minutes once they had calmed down and settled in. Where staff have particular concerns that an individual may harm themselves while in police custody, they may choose to remove the person's clothing and replace it with an anti-ligature suit. While this was done appropriately in the cases we viewed, it was not clear from the custody records whether the decision to remove the clothing was ever reviewed and whether consideration was given to returning the person's clothing. Such reviews would be particularly beneficial where a person remained in custody over a longer period. Based on the records, it appeared that clothing was only returned immediately prior to the detainees' release from police custody.
247. Detainees at St Leonards are currently roused every hour in accordance with custody policy. One low risk detainee we spoke to who was in custody for the first time complained to us about being woken hourly overnight. We have previously recommended that this policy be reviewed and that such regular rousing be used only when necessary.<sup>110</sup> We are pleased to note that this policy is currently under consideration and that Police Scotland has sought the views of various stakeholders on its approach to rousing.

### ***Custody environment***

248. There are 40 cells at St Leonards, three of which are cells capable of holding multiple detainees. Cells are a good size, and have a bench on which detainees can sit or lie down and a toilet. Cells have call buttons which detainees can use to summon staff, and detainees are provided with a mattress and blanket but no pillow. A small number of cells are equipped with CCTV which can be monitored from the staff office. Staff must rely on CCTV coverage of corridors or on making personal checks of the centre as sightlines from the staff office of the cell corridors are poor. Staff told us that emergency alarms are not well placed in the custody centre and can be far apart.
249. The cells at St Leonards were in very good condition. This was in contrast to the wider custody environment, including the staff office and solicitor consultation room, which are tired although functional. The police interview rooms have recently been refurbished and are of a good standard.
250. We were pleased to note that staff at St Leonards sought whenever possible to house male and female detainees on separate corridors, in accordance with custody policy and a previous improvement action directed by HMICS to Custody Division in respect of another custody centre.<sup>111</sup>
251. During our inspection, we noted difficulties with the temperature and ventilation of the custody centre. The staff office was at times very warm, while the cell area was cool. There is scope to improve working conditions for staff and cell conditions for detainees. One detainee we spoke to complained of being cold and staff told us detainees regularly ask for extra blankets. Extra blankets are provided wherever possible, but stocks can run low and we noted that some blankets were old and needed to be replaced.

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<sup>110</sup> Recommendation 7, HMICS, *Thematic inspection of police custody arrangements in Scotland* (2014).

<sup>111</sup> Improvement action 5, HMICS, *Local Policing+ Inspection Programme: Inspection of custody centre in Aberdeen City Division* (2015).

### **Detainee care**

252. We found those working at St Leonards to be committed, professional and respectful, and the detainees we spoke to were generally satisfied with how they are treated. 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.
253. While cells have toilets, the flush is located outside the cell and detainees must use their call buttons to summon staff and ask them to flush the toilet on their behalf. We were told by some staff that detainees must also ask for toilet paper. It is not provided routinely in cells because some detainees use it to deliberately block toilets. We did observe however that some detainees were given toilet paper to keep in their cells, which we consider to be a more dignified approach for those detainees unlikely to misuse it. This approach also helps to minimise the demands on staff time. There are no hand washing facilities in cells and detainees must ask to use a sink on the cell corridor or to use baby wipes. This overall approach to toileting and hygiene, while partly dictated by the physical fabric of the cells at St Leonards, contributes to a request culture which results in additional work for staff and can be frustrating for detainees. It also does little to promote good hygiene within the custody environment for both detainees and staff.
254. Supplies of items required for detainee care and the general running of the custody centre were low. Following the introduction of new system for ordering supplies, staff said they were experiencing difficulties and delays in replenishing their stock. As a result, staff had to take supplies from nearby primary and ancillary custody centres. Supplies of items such as clothing were low and there was no underwear for women. This was a particular concern for women detained from Friday to Monday and expected to appear at court without fresh clothes or underwear, or the opportunity to shower. As well as restocking supplies generally, there is also a need to replace some items such as blankets (paragraph 251) and anti-ligature suits.

### **Recommendation 6**

Custody Division should establish an efficient process for ordering and maintaining supplies.

255. While there are showers at St Leonards, detainees are not offered the opportunity to use them. Instead they are offered the chance to wash at a sink in the cell corridor. Even if showers were to be offered, the showers on the cell corridors are not appropriate for women as the privacy screen only reaches waist height. Detainees are also not offered the opportunity to exercise. An exercise yard exists at St Leonards but is never used and is not fit for purpose. We have previously stated that all detainees held for more than 24 hours should be able to shower and exercise.<sup>112</sup>

<sup>112</sup> See paragraphs 61-66 and recommendation 8, HMICS, *Thematic inspection of police custody arrangements in Scotland* (2014).

256. Unlike detainees in most other custody centres in Scotland, those at St Leonards do not receive ambient meals. Instead, weekday meals are made up of cereal bars (breakfast), soup and a roll (lunch), and a cold filled roll, apple and chocolate bar (dinner). At weekends, detainees receive a hot roll for breakfast and the usual weekday lunch is supplemented by chips. Detainees are offered water and tea, but not coffee and there was no apparent reason for this. The type of food that can be provided at St Leonards is limited by the kitchen facilities which are inadequate for a custody centre of its size and throughput. There is currently insufficient space in the kitchen to prepare ambient meals for all detainees. Detainees did not tend to complain about the food offered however – staff said they were ‘used to it’.

### Transfers

257. Due to the high number of detainees being processed at St Leonards and the current policy of, whenever possible, not placing multiple detainees in one cell, the centre regularly reaches full capacity over the course of a weekend. When this happens, detainees may be transferred to other custody centres to free up space at St Leonards. Table 7 sets out how many detainees were transferred from St Leonards on the four weekends prior to our inspection and the custody centre to which they were transferred. Detainees are regularly transferred as far away as Greenock, a journey that takes around an hour and half to two hours. This journey is not always made directly however and sometimes detainees are picked up at other centres such as Dalkeith en-route.

**Table 7 – Transfers from St Leonards**

Weekend	Number of detainees transferred	Destination custody centre (and number of detainees sent to each centre)
25-26 July	5	Greenock
1-2 August	10	London Road, Glasgow (6), Govan (4)
8-9 August	12	London Road, Glasgow (7), Dunfermline (5)
15-16 August	16	Dalkeith (5), Greenock (11)

258. We have previously commented on the single cell occupancy policy and the transfer of detainees between custody centres and recommended that Police Scotland review the management of capacity across the custody estate in order to develop a more sustainable model. We have also previously noted concerns about the vehicles used to transfer detainees.<sup>113</sup> We remain concerned, as do local custody staff, that the vehicle used to transfer detainees from St Leonards is not suitable for such long journeys. There are concerns about the safety and security of the vehicle, the lack of seatbelts and poor ventilation. Staff transferring detainees also told us they can feel vulnerable while doing so and feel they lack guidance on what to do if something goes wrong during the journey. In the short-term, Custody Division should urgently assess whether the vehicle used to transfer detainees from St Leonards on journeys outwith the city is fit for purpose and identify a more suitable vehicle if needed. This is in line with improvement action 7 of our thematic inspection of police custody arrangements in 2014. In respect of the vehicle used at St Leonards, we have escalated this action to the status of a recommendation. In the medium to long-term, our earlier recommendation regarding additional capacity in the Edinburgh area and reducing demand on St Leonards should minimise or eliminate the need to transfer detainees between custody centres.

<sup>113</sup> See recommendations 2 and 3, and improvement action 7, HMICS, *Thematic inspection of police custody arrangements in Scotland* (2014).

## Recommendation 7

Custody Division should urgently assess whether the vehicle used to transfer detainees from St Leonards on journeys outwith the city is fit for purpose and identify a more suitable vehicle if needed.

### Individual rights

259. Appropriate grounds for detention existed for the detainees in custody at the time of our inspection, and the detainees were held for no longer than was required. All detainees were provided with a Letter of Rights, a short booklet setting out their rights. Solicitors were contacted when requested although custody staff told us that there can be delays in solicitors attending resulting in the period of detention expiring and detainees being released without interview. Such cases should be monitored by Custody Division and, if frequent and problematic, discussed with partner agencies with a view to ensuring timely attendance.

### Health care


260. The custody centre at St Leonards benefits from an on-site, nurse-led health care service provided by NHS Lothian. While based at St Leonards, this 24-hour service also covers other custody centres located in Edinburgh City and Lothians and Scottish Borders Divisions. People with complex health needs who have initially been detained at other custody centres in the region will often be transferred to St Leonards so that they can be more effectively managed by the on-site health care staff. This does, however, place additional demands on custody staff at St Leonards who care for a higher than normal proportion of vulnerable detainees.

261. The custody and health care staff we spoke to during our inspection were very positive about the health care provision for which there was significant demand. They estimated that around 45% of detainees at St Leonards require to be seen by a health care practitioner. We observed good relationships between custody and health care staff, and a useful briefing process under which each sergeant discusses individual detainees' needs with health care staff at the beginning of his or her shift. The health care practitioners we spoke to were also positive about the increased testing of detainees for alcohol use by custody staff. They felt this could help custody staff to avoid assuming that a person's behaviour was caused by alcohol when the person was instead suffering from, for example, mental disorder or a head injury. We welcome plans to pilot an arrest referral scheme for detainees with substance misuse issues which was due to begin shortly after our inspection.

### Ancillary centres

262. The three ancillary custody centres in Edinburgh are used infrequently and generally only to process a person who will be immediately released, rather than being held in a cell. The ancillary centres are not generally used when St Leonards reaches capacity: this is because the centres can only accommodate a few detainees (the largest has four cells) and each centre would need to be operated by at least two members of staff. It has therefore been deemed more efficient to transfer detainees to other primary custody centres once St Leonards is full, rather than use the local ancillary centres. Nonetheless, these ancillary centres could be opened to detainees should the need arise.





263. We inspected each of the three ancillary centres at Craigmillar, Drylaw and Wester Hailes. While the physical conditions of each centre were generally satisfactory, we had concerns about their readiness for use as a custody centre should the need arise. The centres lacked supplies essential to managing people in custody, many of which had been removed and used at St Leonards; relevant documentation was absent or out of date in most cases; IT equipment was not operational at Wester Hailes; and the medical rooms at each centre were not fit for immediate use. The centres are visited weekly by custody staff, but these visits had not addressed some of the issues we found. Each centre would benefit from an immediate review of its readiness and an assessment of whether it is capable of delivering current custody processes. The process for regular checks of the centres should be formalised and strengthened.

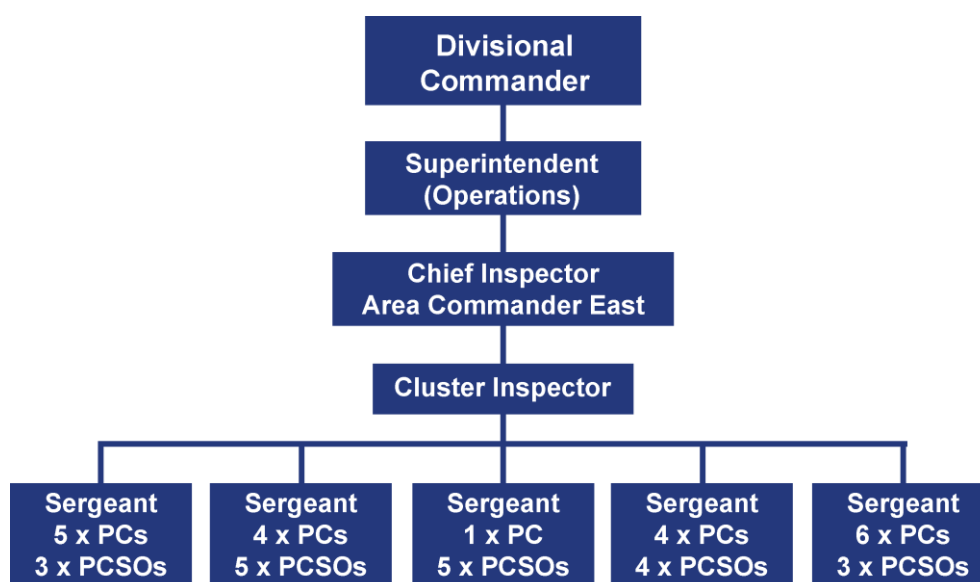
### **Recommendation 8**

Custody Division should review the state of readiness in its ancillary centres and strengthen the process under which centres are regularly checked.


## People and resources

264. St Leonards is staffed by five teams working shifts and is overseen by an inspector who also has responsibility for all custody centres in Edinburgh City and Lothians and Scottish Borders Divisions. The number of staff assigned to each team varies. At the time of our inspection, two teams had a sergeant plus nine staff; two teams had a sergeant plus eight staff; and one team had a sergeant plus six staff.<sup>114</sup> The teams with fewer resources can become stretched when staff are on leave, at training or off sick, and at busier times, particularly if custody staff are required to transfer detainees to custody centres in the West at the weekend. Staff told us that teams can often operate with a sergeant and only five staff. While St Leonards has a greater number of staff than other custody centres of a comparable size, the physical environment, legacy processes and the volume of detainees mean that more staff are required. The division may wish to consider the benefits of having an additional sergeant at the weekends when the centre is at its busiest. Alternatively, the division may wish to explore the reallocation of tasks at St Leonards to ensure that the sergeant has sufficient time to complete those required of a custody supervisor and retain oversight of the entire centre.
265. When custody team members are absent, it can be necessary to use officers from the local policing division to provide cover and ensure the continued operation of the custody centre. Custody staff told us they will try to manage their work without resorting to abstracting officers from local policing wherever possible. However, some local policing officers who provided cover told us they did not feel their assistance was necessary. In line with Recommendation 1 (paragraph 185), Custody Division should liaise with Edinburgh Division to regularly review abstractions and ensure they are used only when needed.

**Figure 3 – Staffing and management of St Leonards Custody Centre**



<sup>114</sup> This was the number of staff on each team at the time of our inspection. When each team is fully resourced and there are no vacancies or staff temporarily promoted to sergeant roles on their own or other teams, there would be two teams with a sergeant plus 10 staff, two teams with a sergeant plus nine staff and one team with a sergeant plus eight staff.

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266. There is a good mix of police officers and PCSOs across each team, except one team where there is only one constable and five PCSOs. This team had more constables assigned to it, but four are currently serving as temporary sergeants on another team at St Leonards or at other custody centres. With these constables taking on supervisory roles for the first time, it is essential that they receive appropriate support, guidance and supervision from their local custody inspector. This can be challenging for the inspector responsible for St Leonards given the other custody centres for which he also has responsibility. Inspectors performing similar roles in other areas appear not to have such a large portfolio.
267. There are at least two female members of staff on each of the five teams at St Leonards, ensuring that the needs of female detainees can be appropriately met. There can be challenges, however, in ensuring appropriate cover when female staff are on leave or sick.
268. A new system for allocating annual leave for police officers was recently introduced by Police Scotland under which officers are allocated blocks of time within which they must take their leave. This system is not used by PCSOs who told us that they have been refused leave until the leave of police officers has first been settled. Some female PCSOs felt this issue affected them more acutely because of the challenges in finding other female staff to cover for them. We will continue to monitor this issue, as well as other issues relating to resources described above, in future custody inspections.

# Appendix 1: Inspection methodology

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## 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 14 police divisions each varying in size and composition but all share 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 scrutiny<sup>115</sup> 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 present 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 will 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 January and July 2015.

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<sup>115</sup> Section 45(2)-(5), Police and Fire Reform (Scotland) Act 2012.



## Methodology

The inspection of Edinburgh 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 75 interviews and focus groups involving more than 160 officers, staff, partners and stakeholders along with observations of 15 meetings and briefings.

### *Phase 3 – Feedback*

At the conclusion of our inspection activity we a conducted 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 Crim 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	Motor vehicle offences	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 2012-13 and 2013-14 comparisons<sup>116</sup>

Crimes	Edinburgh			Scotland		
	2013-14	2014-15	% Change	2013-14	2014-15	% Change
Group 1	17.8	17.2	-3.4	12.7	11.9	-6.1
Group 2	17.7	21.4	21.1	16.4	17.9	9.3
Group 3	464.2	465.1	0.2	256.2	238.1	-7.0
Group 4	124.0	126.9	2.3	101.8	97.8	-3.9
<b>Total groups 1 to 4</b>	<b>623.7</b>	<b>630.6</b>	<b>1.1</b>	<b>396.4</b>	<b>390.0</b>	<b>-1.6</b>
Group 5	111.1	107.6	-3.2	118.0	115.4	-2.2
<b>Total groups 1 to 5</b>	<b>734.9</b>	<b>738.2</b>	<b>0.5</b>	<b>505.1</b>	<b>481.2</b>	<b>-4.7</b>
Group 6	323.1	285.3	-11.7	388.5	344.5	-11.3
Group 7	306.6	213.1	-30.5	554.4	367.9	-33.6

Table B – Edinburgh Division Detection Rate Comparison with Scottish Average 2013-14 and 2014-15<sup>117</sup>

Crimes	Edinburgh			Scotland		
	2013-14	2014-15	% Change	2013-14	2014-15	% Change
Group 1	76.0	74.0	-1.9	81.3	84.1	2.8
Group 2	71.1	67.5	-3.6	74.1	76.5	2.4
Group 3	29.7	25.4	-4.3	37.5	35.8	-1.8
Group 4	18.8	14.9	-3.9	25.2	22.8	-2.4
Group 5	99.3	90.6	-8.6	98.6	96.5	-2.1
<b>Total groups 1 to 5</b>	<b>40.5</b>	<b>35.4</b>	<b>-5.1</b>	<b>51.6</b>	<b>50.4</b>	<b>-1.2</b>
Group 6	75.1	69.0	-6.1	87.5	86.3	-1.2
Group 7	96.2	94.3	-1.9	98.9	98.4	-0.5

<sup>116</sup> Police Scotland, [Management Information 2014-15](#).

<sup>117</sup> Police Scotland, [Management Information 2013-14](#).

## Appendix 4: 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	<b>Strategic Priority 1</b> 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					<b>Strategic Priority 4</b> 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	Public safety; Reducing antisocial behaviour; Serious and organised crime.	Priority 2: Health – <ul style="list-style-type: none"> <li>Tackling alcohol and drugs misuse</li> </ul> Priority 3: Children and Young People – <ul style="list-style-type: none"> <li>Safe from harm and causing harm</li> </ul> Priority 4: Physical and Social Fabric – <ul style="list-style-type: none"> <li>Community Safety</li> <li>Reducing Reoffending</li> </ul>	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	<b>Strategic Priority 2</b> 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				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	
Drunk or antisocial behaviour					<b>Strategic Priority 3</b> Provide an efficient, effective service focused on protecting frontline services, delivering the benefits of police reform, and promoting continuous improvement
Vandalism and graffiti				Deliver the benefits of reform effectively and efficiently	





## Appendix 5: Edinburgh local policing plan – 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 Edinburgh local policing plan identifies three priorities for 2014-17 which are supported by 15 objectives
(b) explains the reasons for selecting each of those priorities and objectives	The plan sets out why each priority was chosen, outlines the potential harms associated with the priorities and lists supporting objectives which will be pursued to address the priorities. Edinburgh's local policing plan notes that in developing the priorities, consideration was given to the local Policing Strategic Assessment for Edinburgh which draws on information, intelligence and crime data within the local area. Furthermore a wide ranging public consultation exercise was undertaken in conjunction with the City of Edinburgh council and the Scottish Fire and Rescue Service. Detailed information is provided outlining the outcomes of each of the five distinct engagement methods and the resulting priorities identified at a multimember ward level.
(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 which includes five response teams and a number of local community policing teams of which oversight is provided by an Inspector. Reference is made to the role of local area commanders in holding Inspectors to account for delivery of commitments outlined within the 17 supporting multimember ward plans. It is explained that policing activity in support of the objectives of the local policing plan.
(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 Edinburgh supports delivery of the community planning partnership's vision that <i>'Edinburgh is a thriving, successful and sustainable capital city in which all forms of deprivation and inequality are reduced.'</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	Local scrutiny and engagement which describes the remit of the Police and Fire Scrutiny Committee and contains commentary from the committee Convenor. Reference is made to the legislative framework within the Police and Fire Reform (Scotland) Act which relates to local scrutiny and engagement arrangements between local authorities, police and the Fire and Rescue Service. The plan also includes a section on equalities, which describes measures undertaken in support of the Police Scotland Equality and Diversity Outcomes (2013-17). The Division have set a further four local objectives in relation to mainstreaming equalities. The plan also sets out various means by which the police in Edinburgh can be contacted.



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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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