



Improving
Policing
Across
Scotland

HM Inspectorate of Constabulary in Scotland

Local Policing + Inspection:

The Management of Cross-boundary crime
in Police Scotland Dumfries and Galloway Division

Terms of Reference

HM Inspector of Constabulary in Scotland

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

We have a statutory duty to 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 Authority to take such measures as may be required. The SPA must comply with any direction given.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

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

This inspection will be undertaken by HMICS in terms of the Section 74(2)(a) of the Police and Fire Reform (Scotland) Act 2012 and a report on our findings will be laid before the Scottish Parliament in terms of Section 79(3) of the Act.

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

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

Our Inspection

Aim

Complementing our Local Policing+ inspection of Dumfries and Galloway Division, we will assess the **state**, **effectiveness** and **efficiency** of the management of cross-boundary crime.

Methodology

We will use the HMICS Inspection Framework³ which is based on the Public Service Improvement Framework (PSIF), the European Foundation for Quality Management (EFQM) Excellence Model and Best Value Characteristics. The Inspection Framework will provide a structure to our inspection which will be risk-based, proportionate and focussed on improving policing in Scotland.

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



In addition to our Framework, we will use the key strands of the National Intelligence Model⁴ (Intelligence, Enforcement and Prevention) as a sub category of Planning and Processes.

Intelligence	Enforcement	Prevention
How effective is the police understanding of the nature and impact cross-boundary crime has on its communities?	How effective are the local response and investigation arrangements to cross-boundary crime including, the processes to access specialist assets provided by Operational Support and Specialist Crime Division in support of local policing? ⁵	How effective are the processes to engage with the local community including delivery of preventative and community safety initiatives?
How effective are partnership arrangements with local communities, neighbouring police divisions and police forces to tackle cross-boundary criminality?		

Background

Not all crimes are committed by people living or working in the same area. Some are committed by individuals and groups who travel across policing boundaries exploiting rural communities and carrying out a range of acquisitive crimes including the theft of agricultural machinery and livestock.

Dumfries and Galloway has been affected by such criminal activity and was one of a number of areas involved in Operation Checkpoint,⁶ a joint operation involving officers from Police Scotland, Cumbria, North Yorkshire and Northumbria targeting travelling criminals operating across the south of Scotland and northern England.

³ HMICS, [Inspection Framework](#)

⁴ College of Policing (2015) : [Intelligence collection, development and dissemination](#) [Accessed 29 October 2015]

⁵ Scottish Government: 2012, The benefits of Police Reform - cited in Audit Scotland Police Reform update report, November 2013.

⁶ [Scotland-England cross-border operation targets travelling criminals](#)

The policing response in terms of the levels and types of resources involved will be based according to the threat, risk and harm to communities. It is essential that there is effective planning and processes in place to identify emerging issues and trends.

Of particular relevance to cross-boundary crime is the policing of the road's network. When transporting illicit commodities such as controlled drugs or stolen property, in addition to the main arterial motorway routes, individuals will use the rural road infrastructure in an attempt to remain undetected from police and other law enforcement agencies. In 2014, we conducted a thematic inspection of Roads Policing in Scotland⁷ and made a number of recommendations. Recommendation 2 required Police Scotland to give appropriate emphasis to broader road security matters including the use of the strategic road network by criminals. Police Scotland have recently published a Road Safety and Road Crime Strategy 2015 - 2018⁸ that outlined two strategic priorities:

- To reduce road casualties and;
- To reduce road crime and positively impact on the use of roads by criminals.

As part of the cross-boundary inspection we will assess the effectiveness of the strategy to reduce road crime and positively impact on the use of roads by criminals. The main inspection of Dumfries and Galloway Division will examine the wider aspects of the Road Safety and Road Crime Strategy.

To effectively tackle cross-boundary crime Police Scotland cannot operate in isolation and we will also assess how effective operational engagement is with neighbouring police divisions and police forces to target travelling criminals.

Cross-boundary crime – Terms of reference

We will examine the state, efficiency and effectiveness of the management of cross-boundary crime by Dumfries and Galloway Division. Our focus will be on the local policing arrangements to identify, detect, deter and disrupt those individuals and groups who travel to and from and across the divisional boundaries in pursuit of crime.

Out of scope are the local policing approaches to counter-terrorism and serious organised crime as both have been considered in recent HMICS inspections, CONTEST Prepare (2013)⁹ and the Management of Intelligence (2014).¹⁰

Stage 1 Initial scoping phase

The Lead Inspector will commence inspection activities during December 2015. Initial scoping will be essential to identify areas of effective working and areas for improvement. This will enable the inspection team to focus resources, minimise the burden of inspection and provide sufficient evidence to make judgements in relation to our Framework.

We will examine relevant strategies, policies, policing plans and analytical products that are designed specifically to tackle cross-boundary crime including performance and management information. Where possible we will access these documents from open sources, but this may require the Division to provide the documents. These documents will assist in determining our overall judgement as to how well the Division is organised. This stage also includes desktop research, relevant academic research, previous inspection reports and initial meetings with interested parties.

We will scan the media and websites to determine how well policing in the Division is viewed by the public and stakeholders. In accordance with our duty of user focus we will gain service users perspectives on local policing from those communities most affected by cross-boundary crime

⁷ HMICS, [Thematic Inspection of Road Policing](#)

⁸ Police Scotland, [Road Safety and Road Crime Strategy 2015-18](#)

⁹ HMICS, [Thematic Review of CONTEST Prepare 2013](#)

¹⁰ HMICS, [Local Policing+ Inspection of the Management of Intelligence in Ayrshire Division and the National Intelligence Bureau](#)

including farming communities. We will also engage with the public and stakeholders by means of a questionnaire. This will assist in identifying areas of concern and local initiatives that could be considered as examples of effective working.

We will use a self- evaluation exercise based on our Inspection Framework and tailored for cross-boundary policing. The purpose of the self-evaluation exercise is aimed at encouraging the Division to provide a considered view of performance in relation to the management of cross-boundary crime, highlighting good practice and areas that would benefit from improvement.

Stage 2 Fieldwork phase

To minimise the scrutiny burden on Police Scotland we will seek to conduct fieldwork for the + element concurrently with the core aspect of the local policing inspection.

The fieldwork will focus on areas of productive working and areas for improvement identified in the initial scoping phase. Specific topics and questions for interviews and focus groups will be structured around our Inspection Framework and the National Intelligence Model strands (Intelligence - Enforcement - Prevention).

A single point of contact for the cross-boundary aspect of the inspection will be identified by Police Scotland to support the inspection process and to facilitate appropriate access to people and information. Inspection visits will be conducted in Dumfries and Galloway Division, Specialist Crime Division and Operational Support.

This stage will also involve interviews with staff with strategic and tactical responsibilities and focus groups with local operational officers, analysts and other key staff. We will also observe local and cross-boundary tasking and coordinating meetings.

We shall liaise with key stakeholders and partners in relation to Police Scotland's engagement and support to cross-boundary crime initiatives and operations. This will include liaison with the National Crime Agency, Cumbria Constabulary, Northumbria Police and the Police Service of Northern Ireland (PSNI). Our focus will be on the local approach to cross-boundary crime.

Stage 3 Review and analysis of evidence

During this stage, the Lead Inspector will review and evaluate the information and evidence collected during the inspection.

Stage 4 Publication and reporting

Following conclusion of the inspection an internal report will be prepared in line with HMICS reporting format guidelines. Quality assurance will be provided by way of internal review followed by a factual accuracy check by Dumfries and Galloway Division. Our report into the state, effectiveness and efficiency of the arrangements for the management of cross-boundary crime in Dumfries and Galloway Division will form part of the wider report into the state, efficiency and effectiveness of local policing within the Division.

The report will outline our methodology, our approach, our key findings, our conclusions and any recommendations. In terms of safeguards, the report will not contain any specific information on the intelligence, threat or risk products that we will have examined.

We anticipate publishing a report of our findings in May 2016. The report will be laid before the Scottish Parliament under Section 79(3) of the Police and Fire Reform (Scotland) Act 2012 and a copy of our report will be provided to the Scottish Police Authority, the Chief Constable and the Cabinet Secretary for Justice. Our report will also be made publicly available on the HMICS website.

Inspection activities timeline	Dates	
Stage 1		
Self- evaluation exercise provided to Dumfries and Galloway Division for completion	1 December	4 January
Desk top research, self-evaluation returns analysed, preliminary meetings with Divisional management. Core questions set designed	5 January	8 January
Stage 2		
Fieldwork stage includes quantitative analysis of management data and qualitative engagement through: <ul style="list-style-type: none"> ■ Focus groups with practitioners ■ Observations at key meetings ■ Interviews with key decision makers and ■ Stakeholder engagement 	11 January	1 February
Stage 3		
Review and analysis of evidence and key findings	2 February	12 February
Stage 4		
Draft report preparation	15 February	29 February
Quality control & factual accuracy checking	01 March	15 April
Publication ¹¹	May 2016	
Post inspection analysis	May 2016	

For further information about the inspection of cross boundary policing, please contact Brian Plastow, Lead Inspector (brian.plastow@gov.scot).

Derek Penman QPM

HM Inspector of Constabulary in Scotland

November 2015

¹¹ We will have a report for publication at the end of March 2016. We will respect the period of 'purdah' prior to the 2016 Elections.