



HM Inspectorate of Constabulary for Scotland

**SECOND REVIEW OF
LOTHIAN AND BORDERS POLICE
PRIMARY INSPECTION OF 2003**

April 2007

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1. INTRODUCTION

1.1 In the past, Her Majesty's Inspectorate of Constabulary (HMIC) inspected Scottish police forces and common services on a rolling five-year programme. A primary inspection would initiate the cycle, beginning with a comprehensive desktop examination of all aspects of force/service activity at strategic level. Subsequent fieldwork focused on areas of business that attracted particular attention due to performance levels, variations from common practice or concern about the approaches followed. The process would also look for examples of good practice from which other forces or common services could learn. The primary inspection was followed by 2 review inspections conducted at approximately 18-month intervals. These focused on the following:

- progress on the recommendations made in the preceding primary inspection;
- progress on the suggestions identified in the preceding primary inspection;
- national developments in policing;
- events or developments relevant to the particular force, as identified through HMIC Knowledge Management Unit's environmental scanning process;
- outcomes of the force's self-assessment and internal inspection work;
- outcomes of other external scrutiny, for example of the Police National Computer (PNC) Audit, Health and Safety Executive (H&SE) inspections, Audit Scotland studies and audits, and Commission for Racial Equality (CRE) reports; and
- a review of performance information, leading to a risk-assessed focus on any area seen as under-performing.

1.2 Our methodology for review inspections required the force or service to respond to a focused set of questions based on areas selected from the list above. In this way, the inspection remained both relevant and evidence-based. We would also carry out a detailed crime audit to assess force compliance with the Scottish Crime Recording Standard.

1.3 This second review inspection of Lothian and Borders Police examines the force's response to recommendations and suggestions made in our primary inspection report of 2003 and still outstanding following the first review inspection in 2004. It also covers additional issues that arose during the 2004 review.

1.4 We recognise that our recommendations must be considered carefully by the force, often have resource implications, and may need to be approached in a phased and prioritised way. If, as it may, a force chooses not to follow or adopt a recommendation, it must set out an argued case for not doing so. We may in turn comment on this, but the debate is a public one for the police authority, Ministers and the wider public.

1.5 This review, which is made public through the police authority and the HMIC website, is part of the transparency and accountability process of a police force.

2. SUMMARY OF FINDINGS

2.1 The 2003 primary inspection of the force produced a total of 22 recommendations: 15 were for the attention of the force and 7 were directed at ACPOS. Seventeen areas for future review were also identified. In response to the resulting report, Lothian and Borders

Police introduced an action planning process that outlined the areas to be addressed and allocated responsibility to specific post-holders. The Corporate Development department managed this process centrally and established a framework for monitoring progress. At the first review inspection in 2004, we were able to discharge 12 recommendations – eight directed at the force and 4 at ACPOS – and to conclude our interest in 5 of the areas for future review. At the same time we highlighted a further nine areas concerning force and national developments to be revisited at the second review inspection.

2.2 During this second review inspection we were able to discharge seven of the remaining ten recommendations, six relating to the force and one to ACPOS. Of the 12 remaining original areas for review, sufficient progress had been achieved to conclude our interest in nine cases and leave just 3 outstanding. While of the 9 additional areas identified at the 2004 review inspection, we were sufficiently satisfied with the progress we found to conclude our interest in all but one.

2.3 At the time of this inspection it was clear that the force had made significant progress in many areas. We were particularly pleased to see a strong and effective focus on performance management to support operational policing. This has been complemented by developments in joint working with the force's partners, including an emphasis on using the National Intelligence Model (NIM) to inform shared priorities and direct activity. NIM is very much the focus for strategic planning within Lothian and Borders Police, and the force's crime management is now fully aligned to NIM principles.

2.4 The force has also achieved a good deal in matters of diversity. We were particularly pleased to discharge the recommendation regarding diversity training for force staff. Though we remain concerned at the length of time it has taken to reach this stage, we acknowledge the quality of the training that has now been provided. The force has made progress too in providing Police Custody and Security Officers (PCSOs) with adequate training and in keeping the deployment of police officers within custody areas under review.

2.5 Constructive developments in the division that covers the City of Edinburgh were also apparent. There is now a very clear vision of the way forward, with improvements in structure and performance to support this.

2.6 At the national level, we were able to conclude our interest in the recommendations to ACPOS dealing with police time at court and the recovery of fines. With the recovery of fines in particular, we are pleased to see an effective government response to an issue that has exerted considerable demand on police resources. We are unable, however, to discharge our interest in national promotion selection, as the new national Performance Development Review is still to be introduced fully and not all forces advertise superintendent vacancies nationally.

2.7 The inspection also revealed that despite improvements in performance the Force Communications Centre (FCC) continues to experience difficulties. Too many calls are being abandoned, for example, and there is a perception within the force that the quality of the service remains too low. We are concerned that some measures may not have been sufficiently appraised prior to being implemented, and that the review being carried out by the force is not fundamental enough to deal with underlying problems.

2.8 In conjunction with Audit Scotland we also re-examined Best Value and costed policing activities. Despite some progress having been made, here too we were unable to conclude our interest.

2.9 Of the areas for review identified during our 2004 review inspection, sufficient progress has been made in eight cases to allow us to conclude our interest. The main body of the report elaborates on the nature of this progress, the amount of work that the force has undertaken and its commitment to matters of national interest.

2.10 As part of this review inspection, we asked the force for information on a number of topics that had come to prominence, nationally and/or locally, since the first review inspection in 2004. As a result, the inspection was extended to allow the force's responses to the following to be examined in greater detail:

- the Civil Contingencies Act 2004;
- the requirement to develop and publish a Gender Equality Scheme;
- age discrimination;
- developing processes and measures for business benefits and efficiency savings;
- responding to the outcomes of Her Majesty's Inspectorate for Education joint inspections on child protection;
- the review of marches and parades;
- tackling sectarianism;
- ICT convergence;
- the development and use of electronic notebooks;
- the operation of the Scottish Police Services Authority;
- the recommendations of the Bichard Report;
- human trafficking;
- the Independent Custody Visitor Scheme;
- dealing with anti-social behaviour; and
- ensuring that its estate remains fit for purpose.

While a more detailed analysis can be found at Section 6, we found that Lothian and Borders Police is, for the most part, actively addressing each of these areas to positive effect.

2.11 Summary of Recommendations

<u>Rec No.</u>	<u>Issue</u>	<u>Status</u>
Rec 1	Senior management	Discharged during 2004 review inspection
Rec 2	Strategic planning	Interest continued
Rec 3	Performance management	Discharged during 2007 review inspection
Rec 4	Competency-based appraisal (national)	Discharged during 2004 review inspection
Rec 5	Promotion selection (national)	Interest continued
Rec 6	HR strategy	Discharged during 2004 review inspection
Rec 7	Diversity training	Discharged during 2007 review inspection
Rec 8	Special constables	Discharged during 2004 review inspection
Rec 9	Capital City factor	Discharged during 2004 review inspection
Rec 10	Best Value	Interest continued
Rec 11	Police time at court (national)	Discharged during 2007 review inspection
Rec 12	Recovery of fines (national)	Discharged during 2007 review inspection
Rec 13	Crime management	Discharged during 2007 review inspection
Rec 14	Youth justice (national)	Discharged during 2004 review inspection
Rec 15	Operational Command & Control (national)	Discharged during 2004 review inspection
Rec 16	Emergency planning	Discharged during 2004 review inspection
Rec 17	Operational support (tasking & co-ordinating)	Discharged during 2004 review inspection
Rec 18	Operational support (accommodation)	Discharged during 2004 review inspection
Rec 19	Resource deployment formula	Discharged during 2007 review inspection
Rec 20	Care and custody of prisoners (national)	Discharged during 2004 review inspection
Rec 21	Care and custody of prisoners	Discharged during 2004 review inspection
Rec 22	Complaints and professional standards	Discharged during 2004 review inspection

2.12 Summary of Areas to be Reviewed

<u>No.</u>	<u>Review Area</u>	<u>Status</u>
Rev 1	Operation Capital	Satisfactory progress made during 2007 review inspection
Rev 2	Policy design, implementation & evaluation	Satisfactory progress made during 2007 review inspection
Rev 3	Force Communications Centre	Interest continued
Rev 4	Corporate communications	Satisfactory progress made during 2007 review inspection
Rev 5	RES information strategy	Satisfactory progress made during 2007 review inspection
Rev 6	Partnerships performance indicators	Satisfactory progress made during 2007 review inspection
Rev 7	Community planning	Satisfactory progress made during 2005 review inspection
Rev 8	Anti-social behaviour strategy	Satisfactory progress made during 2005 review inspection
Rev 9	Special constables	Satisfactory progress made during 2005 review inspection
Rev 10	Traffic wardens	Satisfactory progress made during 2007 review inspection
Rev 11	Costing policing activities	Interest continued
Rev 12	Internal budget setting consultation	Satisfactory progress made during 2005 review inspection
Rev 13	Firearms policy	Satisfactory progress made during 2007 review inspection
Rev 14	Resource deployment	Interest continued
Rev 15	Call grading	Satisfactory progress made during 2007 review inspection
Rev 16	Ethnicity of complainers	Satisfactory progress made during 2005 review inspection
Rev 17	Professional standards	Satisfactory progress made during 2007 review inspection

2.13 Summary of Issues Arising from Previous Review Inspection

Review Area	Status
Force response to the Race Relations (Amendment) Act 2000	Interest continued
Force approach to people with learning disabilities	Satisfactory progress made during 2007 review inspection
Force approach to the use of firearms	Satisfactory progress made during 2007 review inspection
Force participation in Multi-Agency Threat and Risk Assessment (MATRA)	Satisfactory progress made during 2007 review inspection
Force performance in relation to Sickness absence	Satisfactory progress made during 2007 review inspection
'A' Division performance	Satisfactory progress made during 2007 review inspection

2.14 To assess the extent to which forces comply with the Scottish Crime Recording Standard (SCRS), a crime recording audit has formed part of each of our force primary and review inspections since 2005. Our methods are consistent with the principles outlined in our 2005 thematic on crime recording, *Meeting the Standard*, and the ACPOS publication *Audit Methodology For Reviewing The Quality Of Crime Data Recorded By Scottish Police Forces* that was published in September 2006.

2.15 Thus, during Lothian and Borders Police crime recording audit, the following 5 tests were applied:

- Test 1:** Incident inferring crime – disposals of incidents over a given period are checked to confirm whether crimes have been recorded properly and, if not, whether there is a satisfactory explanation for this. The force's compliance rate for the 1,565 records examined, was 97.3%. This exceeds the national standard of 95%.
- Test 2:** Disposal indicates crime report submitted – this test confirms that where an incident relates to a criminal act, a crime report is recorded on the crime management system. Out of 30 such incidents examined, all were found to be recorded on the crime management system.
- Test 3:** Crime is correctly classified – of the 30 reports examined, all were found to be correctly classified.
- Test 4:** Correct application of counting rules – of the 30 crime reports examined, in every case the relevant rules relating to crime counting had been adhered to.
- Test 5:** Correct application of “no criming” – examination of 30 crime reports that were “no crimed” led to two being referred back to the force Crime Registrar, one of which was subsequently re-“crimed”. The circumstances leading to this misclassification have been examined and staff training issues identified.

2.16 On the basis of these results, we are satisfied that Lothian and Borders Police is adhering to the required standards. Further comment on the force’s incident and crime recording procedures appears elsewhere in this report (see Area for Review 3). The findings will be the subject of detailed discussion with the force.

3. RECOMMENDATIONS OF THE 2003 PRIMARY INSPECTION

Leadership

Policy and Strategy

Strategic Planning

Recommendation 2 - that the annual planning process be reviewed taking account of the change of timetable and the introduction of NIM and ACPOS Policing Priorities and, following review, that the process be formalised, documented and published throughout the force area and assimilated into practice .

3.1 The force has now reviewed its annual planning process and, at the time of the inspection, had recently held a two-day strategic planning event to confirm and debate the findings. Both the outgoing Chief Constable and his successor took part, along with other members of the force executive and senior managers. The objectives of the event, which was facilitated by Centrex, were as follows:

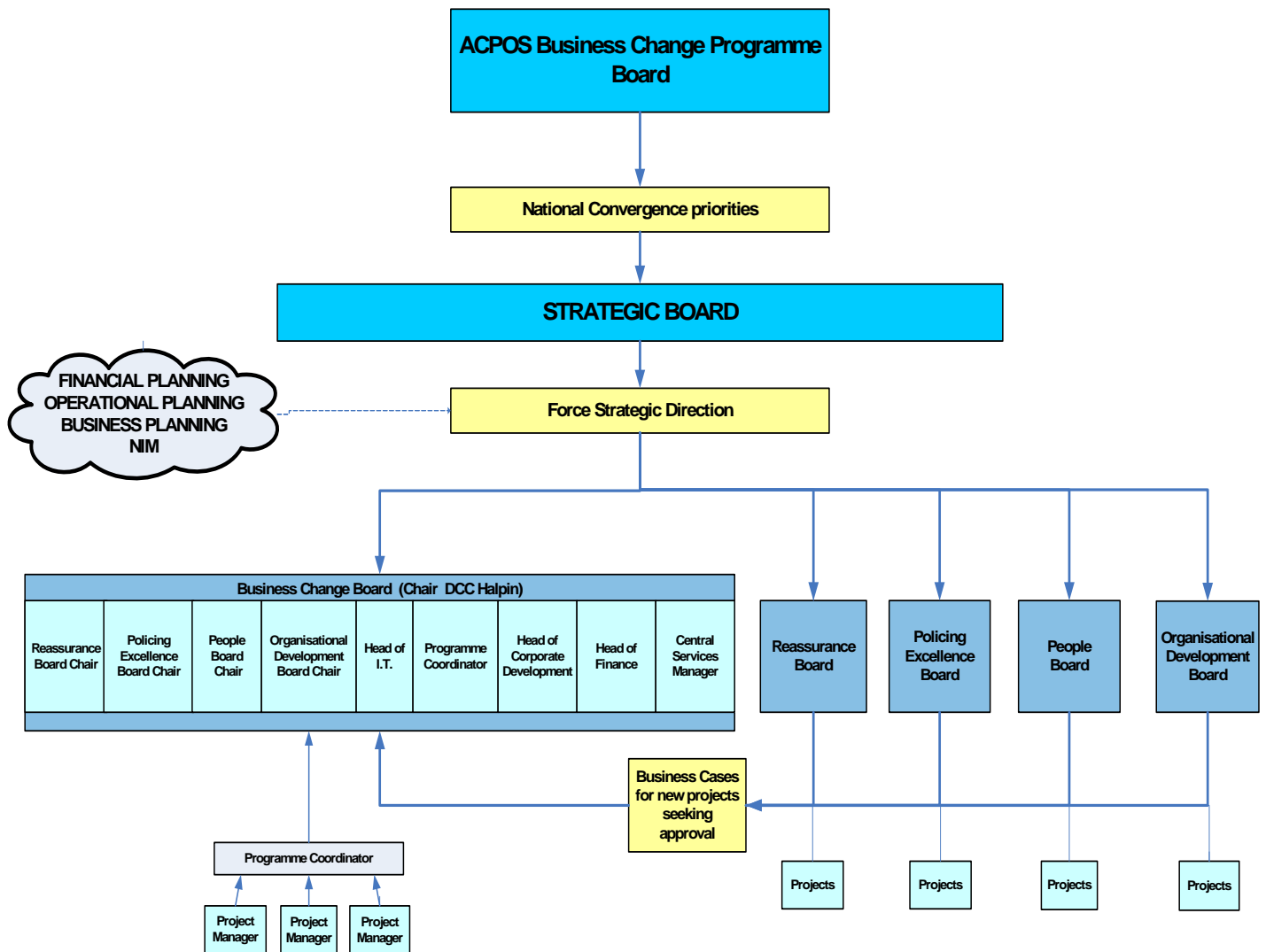
- to have a 2-day strategic ‘visioning’ and planning event, where force senior managers contribute positively to developing the force's future strategic direction and strategic plan;
- to encourage the involvement, participation and commitment of force senior managers in setting the future strategic direction;
- to identify key pieces of work within strategic planning and to begin to develop a control strategy to ensure that strategic plans remain active and relevant;
- to assist in developing an annual planning cycle; and
- to use independent practitioners to facilitate the development of the proposed strategic planning priorities and control strategy by senior managers and the force executive.

3.2 The outcome of the event has been broad support for the future strategic direction of the force, which takes into account the National Intelligence Model (NIM), the force strategic plan and the business planning process including finance. Approval for the supporting documentation, currently in draft form, will be sought at the next police board meeting in June 2007.

3.3 The force now has a clear view of how the various constituent elements will come together to form its business planning cycle, and what the timescales involved will be. This is shown in the table at Appendix A. Interestingly, a marketing phase has been built into the annual planning process. The Corporate Communications division is to lead this by running a series of executive briefings for chief inspectors and superintendents to market the results of the planning process. As a matter of priority the force is also working on an electronic briefing project, its aim being to make sure that staff are aware of and understand the NIM operational priorities and goals of the force. Of particular interest to HMIC is the force's intention to place NIM at the centre of its business by using a more comprehensive control strategy as the template for business delivery.

3.4 The overall governance arrangements for strategic delivery are shown in the diagram below.

Fig. 1: Lothian & Borders Police Strategic Governance Arrangements



3.5 The force Strategic Board, which is chaired by the Chief Constable and comprises all members of the force executive, divisional commanders and heads of department, is responsible for delivering the strategic plan. In doing so it takes account of financial and operational planning, business planning and NIM priorities, which themselves take account of ACPOS priorities. Other areas of Board activity include the following:

- determining the force's strategic aims, strategic planning and direction;
- direct ownership of the force-wide 'Diversity' programme;
- receiving progress reports from the four Thematic Boards and the Business Change Board; and
- providing a forum for the Chief Constable in which to brief senior members of the force on strategic issues.

3.6 A framework of five subordinate boards – the Business Change Board and four Thematic Boards – is responsible for delivering the main work of the Board. Their responsibilities and structure are described below:

a. Business Change Board - chaired by the deputy chief constable and attended by the chairs of the Thematic Boards, heads of Corporate Development, of Information Technology, and of Finance, and the Business Change co-ordinator:

- owns and focuses on the overarching co-ordination of key strategic force projects;
- receives outline business cases for projects requiring significant IT or other resources;
- decides which projects will be run and the sequence of this work, referring to the force control strategy, operational, business and financial planning processes when carrying out this assessment;
- allocates projects to the appropriate Thematic Board;
- acts as a point of focus for ensuring that budgets are allocated to follow the programmes of work that are approved;
- provides an overview of the status of key strategic projects to the Strategic Board;
- co-ordinates and prioritises key internal programmes of work and national commitments, to make sure that finite resources are managed effectively;
- manages financial planning against delivery of key strategic projects;
- manages resource allocation and programme co-ordination to make sure that strategic priorities are being met;
- takes on the functions that were previously the responsibility of the Information Management steering group; and
- as appropriate adds or removes projects from the key strategic project schedule so that only key strategic projects are overseen by this process.

b. Thematic Boards (Reassurance Board, Policing Excellence Board, People Board and Organisational Development Board) – chaired by an executive member and attended by various divisional commanders and heads of department:

- own and co-ordinate work within their thematic area;
- have the authority to deliver their programmes without further reference to the Strategic Board or Business Change Board, other than by means of updates through planned meeting schedules. (The exception to this is where there are significant changes to timescales or where an emerging conflict with work co-ordinated by another Board cannot easily be reconciled. Such issues would be reported to the Business Change Board for resolution); and
- are responsible for any funds allocated to their programmes;

3.7 The force is confident that the strategic business structures it has developed and which were in place at the time of this inspection are fit for purpose. The perception of some members of staff though, is that the positioning and role of the boards can blur lines of responsibility. In countering this, the force executive points to the overall strategic direction of the force and complementary work underway to support the strategic structures. HMIC has some sympathy for this position, taking into account other aspects of work such as performance and business benefits.

3.8 However, the new direction is still not fully implemented and we will watch future progress with great interest. For this reason we are unable to discharge this recommendation at this time.

Force Inspectorate

Recommendation 3 - that the force examine its system of performance management with particular focus on accountability, and within this examination review the relative roles of Management Services and the force inspectorate with a view to further developing direct support for Executive responsibilities in this area.

3.9 Since the 2004 review inspection, the force has made good progress in developing and implementing its Performance and Activity Management (PAM) model. The result is a culture in the force that embraces and encourages performance management. This is reinforced by the force's commitment to and active participation in the emerging national performance management landscape. Indeed, the measures and structure of the PAM framework have been aligned to the nearly completed new Scottish Policing Performance Framework.

3.10 The PAM framework is now well embedded and understood within the force. HMIC was pleased to see the force executive's very high level of commitment and visibility to this process, and we believe that the level of accountability this engenders is healthy and positive. A programme of strategic and tactical PAM meetings now covers most of the main operational and support areas of the force and a plan is in place to extend this across the whole force.

3.11 Strategic PAM meetings take place every three months and are chaired by the deputy chief constable. At the moment such meetings are held for each of the territorial divisions of the force only, though work is under way to design a suitable model for other specialist divisions and support departments. In addition to the deputy chief constable, these meetings are attended by the divisional commander and members of the senior management team. A senior representative from Corporate Development also attends. The strategic PAM has a clear remit, examines performance in the medium- to long-term and is aligned with the force's business cycle. The main foci of the meetings are listed below:

- outstanding actions
- overview of performance
- criminal justice & partnerships
- sound governance & public value
- NIM – strategic intelligence assessment (includes strategic discussion on criminality);
- self-assessment - the force's model is based on the European Foundation Quality Model (EFQM)
- inspectorate recommendations
- summary & new actions.

3.12 The tactical PAM has two different formats: one for territorial divisions and the other for specialist divisions. In each territorial division the meeting is held monthly and is chaired by the Assistant Chief Constable (Territorial Operations). The meetings are aligned with the National Intelligence Model Level 1 tasking and co-ordinating group cycle, and are attended by the same senior management team as that of the strategic PAM. The main aim of the tactical PAM is to address performance in the short- to medium-term through early intervention. The main foci of these meetings are as follows:

- outstanding actions
- overview of performance
- service response
- public reassurance & community safety
- NIM – control strategy
- emerging issues
- proposed initiatives
- summary & new actions.

3.13 The tactical PAM meetings for Operational Support, the Criminal Investigation Department and Community Safety are held quarterly and chaired by the Assistant Chief Constable (Specialist Operations). They are scheduled to take place after the strategic PAM meetings in territorial divisions and are attended by the divisional commander and members of the senior management team. One of the main aims of this tactical PAM is to examine how these specialist divisions are supporting the operational divisions. The main foci of the meetings are as follows:

- outstanding actions;
- overview of performance;
- NIM – level 2 tasking and interventions;
- road policing;
- FCC;
- events;
- forensic opportunities;
- violent offenders/vulnerable victims;
- financial investigations;
- community planning;
- summary & new actions.

For all these meetings a brief and concise action minute is drawn up, which clearly indicates points of note and actions to be carried out.

3.14 HMIC welcomes the force executive's commitment to this process, and found clear understanding of its remit and role within the process. This remit includes the following:

- holding commanders to account in a manner that is robust but not aggressive;
- highlighting and praising good performance – and its links to force objectives;
- offering support and assistance for tackling any poor performance identified;
- holding commanders accountable for only those outcomes or processes that they can influence;
- following up on previous actions agreed with commanders; and
- ensuring that managers have access to timely and accurate performance data.

3.15 Commanders have also been given a clear indication of their role in the process. Their responsibilities in this regard are as follows:

- recognising the significance of the review meeting for force performance;

- being prepared to explain performance – good and bad – and to detail actions taken in response, at meetings;
- implementing action plans agreed at the meeting;
- identifying any support needed to deliver action plans at the meeting;
- following up on previous actions agreed with the executive; and
- ensuring that plans and performance issues are cascaded down within their area of command.

3.16 The force is currently looking at how this performance culture proliferates to levels below that of the command unit. In ‘A’ Division, for example, a City of Edinburgh PAM report for the division is compiled following the tactical PAM. And, from the beginning of April 2007 there will be a structure of meetings and briefings to cascade this throughout the division. This initiative is in its early stages and it is recognised that further changes in the division will be necessary as the new Local Policing Area structure (see Area for Review 1 – Operation Capital) begins to operate at its full potential. HMIC is content that fuller consideration will be given to developing both the format of the report and more sensitive performance indicators for local areas.

3.17 This improvement in the force’s performance culture has seen a strengthening of the role of Corporate Development, as it takes a more active and proactive stance. The various strands of this division have now been brought together so that the work of the Process Improvement team, Executive Support Policy Branch, Performance Improvement Unit, Programme Office, Crime Registrar and the Force Inspectorate inform the strategic direction of the force executive and of the force as a whole.

3.18 Within Corporate Development, the force inspectorate has established a core programme of inspections to identify good practice and act as a quality control on self-assessments of major operational and support commands. The programme also has the capacity to conduct inspections in any thematic areas identified through risk management or the PAM process. A recent example of this was when the PAM process revealed concerns about the consistency of referrals to Victim Support Scotland. The force inspectorate was able to carry out a review, report findings and make recommendations for improving this aspect of service.

3.19 Looking at the substantial progress since the last review inspection, we are content to regard the terms of this recommendation as having been discharged.

People Management

Promotion Selection

Recommendation 5 – that ACPOS consider, as part of its ongoing development of a People Strategy for the Scottish Police Service, a framework for promotion selection that ensures that a consistent approach is adopted by forces across Scotland.

3.20 ACPOS Personnel and Training business area still believes that the introduction of a national competency-based appraisal system is a necessary precursor to establishing a more consistent approach to promotion selection across Scotland. Nevertheless, HMIC is pleased to note the efforts of most forces to extend their selection process for superintendent ranks to external candidates. Indeed all but one force have now advertised externally for

superintendents; in all these forces external candidates have been involved in the selection process and many have been successful. We commend Lothian and Borders Police in particular, for its efforts to establish an open and transparent selection process that actively encourages external candidates. At the time of our inspection the force was running a promotion selection for an estimated 6 to 8 superintendent vacancies. Three of the 34 applicants had applied from other forces (all out with Scotland) and, of these, two were among the 24 to pass successfully on to the second interview stage.

3.21 HMIC is aware that one force has yet to advertise externally for superintendents, or indeed for any other rank below that of chief officer. This force maintains that it is still piloting a new promotion system internally and is, in any event, awaiting the introduction of the new national competency-based Personal Development Review (PDR). We look forward to the time when all forces advertise vacancies nationally.

3.22 At the 2004 review inspection, we noted the importance that the then ACPOS Personnel and Training Standing Committee members attached to the need for the new PDR prior to establishing a nationally consistent approach to promotion selection. At the time of this inspection the new PDR had been successfully piloted and a structured roll-out programme scheduled to start within the year. However, the PDR system was designed to be used with the national HRS personnel system. This system has now been superseded by SCOPE. Although the PDR system will go live in one other force that uses HRS, in August, implementation in other forces will be delayed until a module has been developed that is compatible with SCOPE. HMIC would encourage ACPOS to give this work priority, since the pilot has clearly demonstrated the benefits of the new system.

3.23 As ACPOS is still working toward this recommendation, we are unable to discharge our interest and will continue to monitor progress in this area.

HR Strategy

Diversity Training

Recommendation 7 - that the force focus on the delivery of its diversity training programme, setting, monitoring and securing compliance with a timetable that reflects the significance of race and diversity issues for policing.

3.24 Lothian and Borders Police has been providing diversity awareness training since July 2002. HMIC further acknowledges the steps the force has taken to extend this activity, expanding its training programme in January 2005 to provide two courses each week and supplementing this, from March 2006, with a third course, twice per month. Moreover, members of the force executive still regularly attend courses, expressing their commitment both to the training and to getting direct feedback from attending staff. Nevertheless we are disappointed to note that, as of 20 March 2007, 356 members of staff had still to undergo any diversity awareness training. This equates to 8.3% of the total force strength, many of whom are front-line operational officers.

3.25 The force has assured us that the remaining officers, with some exceptions, will be fully trained by July 2007. The 63 exceptions include officers on career break, on secondment, on maternity leave or sick leave and two who have been suspended. Indeed the force training department has confirmed that of those still untrained and available, 197 have

been booked onto forthcoming courses, while memoranda concerning the remaining 96 members of staff (48 police officers and 48 support staff) have been forwarded to divisional commanders or heads of department. Diversity awareness training for probationers continues to be delivered by the Scottish Police College.

3.26 We have previously been critical of the length of time the force has taken to complete its diversity training. In response, the force has sought to emphasise the quality of its scheme. In particular it points to the fact that all participants, irrespective of rank or grade, are trained to level two of the National Equal Opportunities Training Scheme, a higher standard than that originally recommended. Moreover, over time the course content has evolved to accommodate not just changes in legislation but those in the wider political and social environment too. It now includes inputs on sectarianism and trans-gender matters, black and minority ethnic (BME) and lesbian, gay, bisexual and trans-gender (LGBT) ‘interface sessions’, and contributions from members of the Edinburgh and Lothians Race Equality Council (ELREC) who recount details of their personal experiences of racism.

3.27 The diversity training team has also taken cognisance of the recommendations of a report prepared by the Diversity Lay Advisers to the Joint Police Board. Nor is this the only set of comments that the force has acted upon since it first began to provide diversity training in 2002. The force contends that its diversity training should be viewed in the context of striving for continuous improvement in this area. To aid this process, the impact of the training is evaluated in two stages. The first stage comprises an in-course de-brief, followed three months later by the second stage, during which a questionnaire is circulated to all participants and their line managers. As well as providing statistical information on the impact of the training, the feedback is used to inform continuous refinements to course material. The training team has been keen to receive suggestions from those attending the courses, and recently invited representatives from the Commission for Racial Equality (CRE) to validate the course content.

3.28 The Diversity Training team has compiled two reports on responses to the follow-up evaluation questionnaire. From these, we found that the majority of respondents, both participants and line managers, were positive about the course and its impact. The three-day course has also been praised by an academic researcher working for the CRE. In addition, the most recent figures available to us at the time indicate a marked drop in the number of complaints against the force alleging racially discriminatory behaviour, from 15 in 2000-01 to just one instance in 2005-06. We believe that all these indicators reflect positively on the training delivered to date.

3.29 HMIC was interested to note that where unavoidable vacancies on the training courses have arisen, the force has offered these places to outside organisations. Feedback from these bodies has been extremely positive, to the extent that one public and one private sector organisation invited the diversity awareness training team to train staff in their respective organisations. The force has turned down these requests. However, in response to an approach from Lothian and Borders Fire and Rescue Service in 2006, the team did train a group of Fire and Rescue Service trainers who were preparing to deliver their own internal diversity awareness course.

3.30 The force clearly puts a high value on the quality of its inputs, a consequence of which has been the length of time taken to train its staff. Given the force’s commitment to training all available staff by July 2007, we are willing to discharge this recommendation at

this time. Nevertheless, the emphasis that it has put on continuous course development leaves the force with a problem, as courses delivered in the first months of the scheme bear little resemblance to those delivered over the last 18 months. The force acknowledges the knowledge gaps arising from this situation and, in concentrating on eliminating the training backlog for the time being, has yet to decide how to address the matter. HMIC believes that developing suitable refresher training is not just an issue for Lothian and Borders Police, but one that affects the rest of the Scottish police service. It follows, therefore, that ACPOS has an important role in this regard.

Best Value

Recommendation 10 - that the force develop its approach to service review as part of its strategy for continuous improvement to ensure that a medium term, transparently identified programme of focused reviews is in place, and that reviews are conducted by trained staff with active challenge and participation from the Police Board with costing and evaluation integrated within the process.

3.31 The force is committed to the ACPOS Efficiency Strategy and to working in partnership with the Police Board, ACPOS and the Scottish Executive Justice Department to achieve Best Value. Its objectives are to deliver cumulative year-on-year improvements in value for money, from expenditure as well as through a self-critical culture and drive to deliver efficiency and effectiveness both within the force and in comparison with other forces and organisations.

3.32 As part of the force's approach to 'Delivering Continuous Improvement', a strategic plan for 2007-08 has been presented to the Business Change Board. This draws together local and ACPOS priorities, findings from consultations and information on past force performance. The plan has highlighted the 12 most significant projects currently affecting the force, and examines these in the context of the force's three main processes for delivering Best Value i.e. Best Value reviews, continuous improvement savings and Systems Thinking.

3.33 Best Value reviews are an opportunity for the force to reconsider the way in which it delivers services, in what is a radical and challenging process for everyone involved. Its Best Value Review Programme 2006-09, was drawn up using a prioritisation and selection matrix that linked force priorities, strategic and service plans, corporate risks, goals, the control strategy and National Intelligence Model. This medium-term plan for Best Value will be updated annually.

3.34 The force recognises the importance of continuous improvement savings arising from staff initiatives or the implementation of previously identified cost saving measures e.g. Police Custody Service Officers. It also recognises the benefits of much wider cross-cutting reviews such as the 'West Lothian Criminal Justice Process'. In this review, Systems Thinking was used to generate solutions to problems beyond the force's immediate environment, in collaboration with the Scottish Courts Service, Procurator Fiscal Service and West Lothian Council.

3.35 Elected members of the Police Board are responsible for overseeing the implementation and management of Best Value throughout the force, through their involvement in the Policy and Best Value Working Group. Members are involved in approving the programme, but rely on professional advice when scoping the projects.

3.36 The challenge process is mainly limited to board members who have been involved in the Best Value reviews. Recognising this as a limitation of its current practice, the force has used consultants in its review of Occupational Health and Safety and an HMIC staff member in a review of Youth Action Teams. However it also needs to include an ‘independent challenge’ or a ‘critical friend’ outside of the review team, in order to test and challenge the process and its conclusions. Consultation with other Scottish forces on future service reviews has also taken place, to assess the potential for carrying out joint reviews. Learning from the experiences of other forces can also aid the process of independent challenge.

3.37 Members receive training in 'Policing and Best Value' when they join the Board. At the time of writing, the content of this training was being reviewed to take account of future electoral changes. The next wave is planned for the summer, the hope being that members will be fully trained by September.

3.38 Staff training still needs further development, specifically for Best Value. However, staff currently receive project training in Prince 2 (Pride) and force business managers have attended ‘Continuous Improvement Workshops’ run by the ACPOS Business Benefits unit.

3.39 ACPOS’ Annual Report on Best Value records the challenges facing Scottish police forces in achieving significant efficiency savings. It has drawn up a set of guidelines to help them meet the targets and which includes a counting convention for identifying efficiency savings. ACPOS intends to continue improving the measuring and monitoring of benefits, using quality improvement tools to evaluate and demonstrate Best Value.

3.40 The force has a schedule of cash and non-cash savings from which it identifies the benefits of its improvements according to the ACPOS guidance. However, what time is devoted to the reviews/improvements or what the costs/benefits of undertaking a review are, is unclear. Forces monitor and evaluate the results of any improvements, the findings of which their finance officers then submit to ACPOS. That said a recently completed Occupational Health and Safety (OH&S) review by consultants failed to identify the anticipated costs/benefits of the recommendations in financial terms. If costs and benefits are to be monitored and, in the latter’s case achieved too, they must be clearly disclosed.

3.41 There is strong financial motivation within the force to continue to improve by ‘benchmarking’ best practice using Systems Thinking, activity-based costing and many other techniques. To aid this process, the ACPOS Business Benefits unit can put practitioners in touch with counterparts in other forces. The force’s view is that it is moving from an environment which views achieving Best Value as a legislative requirement, to one in which Best Value is brought into the mainstream as ‘continuous improvement’. The findings of this inspection suggest that the force is working positively to achieve this. Accepting what progress has been made to date, the following areas need to be developed further:

- identifying and reporting the time to be devoted by each member of staff to the review, the required reporting date and the costs (in terms of staff time and other costs) of the review. Previously the questions of whether the benefits expected to arise from the exercise would outweigh the costs of undertaking it was not considered;
- Best Value training for elected members and the review team should be planned rather than just ad hoc;

- although the reviews have included elements of comparison and consultation, through the use of benchmarking data and a staff survey, the inclusion of any option appraisal process is not readily apparent from the reports; and
- neither the OH&S review report nor the ‘West Lothian Criminal Justice Process’ defined the anticipated benefits of their recommendations in a form that could be measured in financial terms. It is difficult to see, therefore, how progress towards achieving these benefits could be monitored.

3.42 HMIC, together with Audit Scotland, will continue their interest in this recommendation in the future.

Police Time at Court

Recommendation 11 - that ACPOS, together with the Scottish Executive, carry out a national survey of police time at court to assess the current picture and contribute fully to needed reform.

3.43 In our 2004 review inspection we noted the positive steps taken by the force, since publication of its *Silent Witnesses* report in 2003, to minimise time wasted by police officers at court.

3.44 As a result of the report the force introduced its police witness standby scheme. An internal evaluation of the first 18 months (from April 2004 to October 2005) of the scheme concluded that, since its introduction, there had been an 80% reduction in the number of officers attending summary trials at Edinburgh Sheriff Court each day. In monetary terms this equated to non-cashable efficiency savings of £147,142 or, in more updated terms, to around £92,000 per annum. The standby scheme was subsequently extended in August 2006 to include Sheriff and jury cases at the same court. An initial evaluation of this exercise suggests that non-cashable efficiency savings of up to £31,000 per annum may be realised. The review also looked at the breakdown of shifts from which officers had been abstracted in order to attend court, over 2 reference periods. As can be seen from the table below, all shifts were to some extent affected.

Table 1: Police Time at Court

Shift	April 2004 to March 2005.		April 2005 to Oct 2005	
	Officers	Percentage	Officers	Percentage
Early	1145	21.99%	821	24.74%
Day	1137	21.84%	751	22.63%
Late	1295	24.88%	761	22.94%
Night	402	7.72%	256	7.72%
RD	957	18.38%	580	17.48%
AL	52	1.00%	3	0.09%
Other	204	3.92%	126	3.80%
Unknown	14	0.27%	20	0.60%
Total	5206	100.00%	3318	100.00%

3.45 HMIC has learned that, following extensive discussion with the Area Procurator Fiscal, it has not proved possible to adapt the scheme so that the affected officers are available for operational street duties. Nevertheless, as the majority of those cited to appear in court are excused by 11 am, the force is almost always guaranteed extra officers each day that the court

sits. Additionally, we have been informed that extension of the standby scheme to Edinburgh District Court has not been pursued to date. This is due in part to the imminent reform of the District Court system and the transfer of the court to different premises, and partly because only three or four trials at most are scheduled for this court each week.

3.46 The success of the standby arrangements at Edinburgh Sheriff Court has led to similar schemes being introduced in other territorial divisions.

3.47 HMIC is pleased with Lothian and Borders Police's work in minimising police time at court, and also notes that ACPOS has set up a Police Time at Court working group, chaired by a senior manager from the force. The group, on which all Scottish forces are represented, is working to identify best practice in terms of police witness standby schemes, e-citations and witness scheduling initiatives. It intends to drive process improvement in this area and has already identified several examples of good practice throughout Scotland.

3.48 This issue of police time at court is a persistent one, where further progress can and should be made. ACPOS and its partners in the criminal justice arena must continue to concentrate on the further gains to be made. We will maintain an interest in this area. Nevertheless, in view of progress made to date, and ACPOS' intention to conduct regular national activity analyses, we consider this recommendation discharged.

Recovery of Fines

Recommendation 12 - that ACPOS engage with the Scottish Executive in establishing a cross-agency review of the recovery of fines, with a view to freeing up police resources.

3.49 The police service in Scotland has long acknowledged that recovering fines imposed by the courts has a significant impact on its resources. In the Sheriff Courts alone, where fines account for over 60% of all court disposals, it has been suggested that about 60% of such fines require significant, costly and at times prolonged intervention before they are fully paid. Much of the responsibility for collection ultimately falls upon the police service.

3.50 The Summary Justice Review Committee, under Sheriff Principal McInnes, stressed the need to reform the way in which monetary warrants were executed in Scotland, if the courts and the public were to retain confidence in the fine as a sentence. HMIC fully supported this aim and consequently is pleased to note that the Criminal Proceedings etc. (Reform) (Scotland) Act 2007 received Royal Assent in February of this year, paving the way for the introduction of Fines Enforcement Officers (FEOs) within the Scottish Courts Service.

3.51 Even before Royal Assent was granted, the National Fines Enforcement project board had begun to oversee a programme of work to transfer responsibility for monetary warrants from the police to the FEOs. Indeed, since April 2006 work has been going on to design the blueprint for the FEO structure, roles and responsibilities. These posts will be introduced to coincide with the Court Unification process, which is expected to be completed within the Lothians area by December 10th 2007.

3.52 Meanwhile, work on a guidance booklet for sheriffs, justices of the peace, legal assessors and clerks of sheriff courts should be completed by June 2007. In situ testing of FEO systems and processes is due to be finalised by November 2007, and shortly thereafter the FEOs should be operational.

3.53 Given these developments, HMIC feels that satisfactory progress has been made in this area. This recommendation is discharged and our interest in this area concluded.

Processes

Crime Management

Recommendation 13 - that the force prepare an updated crime and community safety strategy, with associated action plan(s), to clarify the arrangements for crime management and set out a prioritised programme of tasks together with updated performance targets.

3.54 Since our 2004 review inspection, the force has made considerable progress in implementing a National Intelligence Model-based crime and community safety strategy. This replaces the structures, procedures and policies previously inspected and reviewed.

3.55 While work on a number of issues is still going on, the force has enthusiastically incorporated NIM into the process for identifying its strategic threat assessment. Through its strategic tasking and co-ordinating group, chaired by the Chief Constable, the force has set out its control strategy, detailing its priorities and replacing previous goals and targets. The draft strategic assessment for 2007 is a professional document that explains the force's current performance, control strategy priorities and intelligence requirement. HMIC would encourage the force to replace its existing goals and targets and to include clear performance indicators for the priorities of each of its four divisions.

3.56 At a senior level there is a thorough understanding of NIM principles and clear, concise and enthusiastic leadership to drive the application of the model throughout the force. The work going on at present involves enhancing the tasking and co-ordinating process to ensure the efficient and effective deployment of force personnel, including specialist resources based at both 'X' Division (criminal investigation department) and 'O' Division (operational support). This is crucial if the force is to avoid less evidence-based self-tasking and ensure accountability. HMIC proposes that the force Level 2 tasking and co-ordinating forum be chaired by a specified, permanent chief officer, to secure consistency and direction.

3.57 As this is a relatively new venture for the force, we are unable to evaluate fully the efficiency and effectiveness of this new NIM-based strategy. Nonetheless, what has been achieved so far does inspire confidence. The force will continue to monitor progress, in partnership with the NIM development team based at the Scottish Police College. In these circumstances, we are content that a sufficiently robust infrastructure is in place to enable good progress in the future. This recommendation can now be considered discharged.

Resource Deployment Formula

Recommendation 19 - that the force develop a resource deployment formula to allow systematic incremental resource deployment, tied into operational demands and budget setting, to be undertaken.

3.58 At the time of our 2004 review inspection the force was finalising the remit of a project, led by a senior chief superintendent, to develop a systematic approach to resource

allocation and deployment. At the time of this inspection, the project had produced a resource allocation model that had been presented to the force executive in December 2005. The result of extensive research and consultation, the model takes into account both demand and need (i.e. socio-economic factors and other demography). It has been designed for use by territorial divisions only. Although the project team looked closely at the feasibility of extending the formula to support functions, it found that no other force had been able to do this in a sensitive or sustainable way. HMIC notes that the force has yet to agree formally to adopting this resource allocation model.

3.59 We were pleased, however, to observe the force's progress in introducing a structured approach to activity analysis. This will entail a rolling programme for capturing activity information across the whole of the force. As well as informing resource allocation and performance management, the information will help to inform grant-aided expenditure negotiations with the Scottish Executive and will be used in developments around activity-based costing. The benefit of adopting this particular activity analysis model nationally across all Scottish forces is currently being considered.

3.60 We are content that the force is making positive progress in this area and consider this recommendation discharged.

Care and Custody of Prisoners

Recommendation 21 - that the force re-examine the competency and sufficiency of staff quotas within the main holding stations, against demands placed on them.

3.61 Lothian and Borders Police continues to run a bespoke training package for Police Custody and Security Officer (PCSO) staff. It is delivered through a 12-day course and is coordinated by the force training branch. Following initial training, PCSO staff are also given additional on the job training, designed to suit the local environment in which they work. A good example of this is the training recently given to staff based at St Leonard's Custody Centre. This was part of a joint initiative with Edinburgh Royal Infirmary which sought to establish a more effective way of managing diabetes in custody environments. The positive feedback that has been received will lead to the initiative being extended to all custody centre staff during 2007. HMIC is content that this training structure meets the needs of the force.

3.62 The Lothian and Borders Police Prisoner Security and Welfare manual provides comprehensive guidance on all aspects of prisoner security and welfare. It is available to all staff, including those not working in the custody arena. The manual is intranet-based and contains hyperlinks to associated guidance documents such as force General Orders and Chief Constable memoranda. HMIC is pleased to note that the chief inspector responsible for custody in 'A' Division has a specific role in developing a national custody manual for Scotland.

3.63 Just prior to the start of the inspection process, we learned that the force executive had approved a proposal to re-model custody-holding within 'A' Division. An additional 20 PCSOs will be recruited in 2007-08, to replace the 20 police officers performing custody officer duties at the Wester Hailes, Gayfield, Drylaw and Craigmillar police offices. Releasing 20 police officers for operational duties is, however, only one aspect of the new model which will see custody-holding within 'A' Division restricted to three custody centres (St Leonard's, Wester Hailes and Drylaw). Together, these will have a maximum capacity of

48 cells between 7 pm on Monday evenings and 7 pm on Friday evenings. The above proposals take account of current demand profiles and will provide an additional three PCSO posts per shift at St Leonard's. We believe that this development offers a pragmatic solution to custody-holding issues within 'A' Division during the mid-week period.

3.64 Between 7 pm on Friday evenings and 7 pm on Monday evenings, all five custody centres within 'A' Division will be operating. This will increase capacity to a maximum of 56 cells and raise PCSO staffing levels at St Leonard's by an additional one PCSO per shift. However, without additional cell capacity the force will continue to struggle to accommodate prisoners over the weekend period without resorting to multiple cell occupancy. Recent research carried out by the force suggests that Lothian and Borders Police has the fewest cells per head of population of all Scottish forces. This is of particular concern to HMIC, given the rate of population growth in and around the West Lothian and City of Edinburgh Council areas. The planned West Lothian Civic Centre is due to become operational in 2009-10. This will provide some additional cell accommodation and may therefore come to ease some of the current pressure on available space.

3.65 In budgetary terms, an estimated saving of around £50,000 will be made on non-contractual overtime from the PCSO budget as a result of this re-modelling exercise. It is anticipated that further savings will be made by not having to provide relief cover for the police officer custody positions at the four outlying custody centres in 'A' Division. HMIC is also satisfied that the transfer of female custodies from divisions out with Edinburgh to St Leonard's, while not ideal, is the most appropriate option open to the force given its volumes of prisoners.

3.66 The force has indicated that its re-modelling exercise will eventually be cash-neutral. However, with 11 of the 20 released police officer posts being lost through natural wastage, this will still leave the force with an additional nine operational posts. It is anticipated that the above changes will be phased in during the course of the 2007-08 financial year.

3.67 HMIC is satisfied that the above reforms, coupled with the continuing use of dedicated nursing staff within the St Leonard's facility, will improve the efficiency of 'A' Division's custody process. We note though, that a further 15 constables still perform custody duties at the three holding facilities in the divisions outside Edinburgh. With no clear proposals for replacing these officers with PCSOs, we believe that this is a missed opportunity. And so, while this recommendation can be fully discharged at this time, it is hoped that the force will continue to develop this approach and review arrangements in divisions out with Edinburgh.

4. AREAS TO BE REVIEWED FOLLOWING THE 2003 PRIMARY INSPECTION

Area for Review 1 - The impact of 'Operation Capital' on service delivery within the City of Edinburgh

4.1 Since it was established under the force's Operation Capital on 1 April 2003, the new 'A' Division has come in for a great deal of criticism. At our 2004 review inspection we noted the force's awareness of early problems and the measures it was taking to resolve these.

4.2 During this inspection HMIC learned that a full Best Value review of the division had been carried out and had resulted in 58 recommendations. Work to address these

recommendations was closely scrutinised and proactively managed. The last formal update report on this review, in October 2005, showed what progress had been made.

Table 2: Implementation of Best Value Review Recommendations

<u>Recommendation Breakdown</u>	<u>No</u>
Implemented	32
Implemented in varied format	4
Work in progress (implemented within 3-6 months)	4
Evolving	9
Rejected	5
Force issue	4
<u>Total</u>	<u>58</u>

4.3 We were particularly pleased to note the division's strong emphasis on local policing, with the areas commanded by chief inspectors forming the basis for delivering services. In addition it was noted that the role of the Criminal Investigation department had been rationalised, as a result of which it now has direct links with local policing.

4.4 HMIC commends the force's approach to the forthcoming boundary changes, which has resulted in Operation Align. In 'A' Division the new divisional commander is using Operation Align to drive significant change. While the division has undoubtedly experienced considerable change since its inception, we understand that it sees the boundary changes as an opportunity to greatly improve its services to communities.

4.5 The changes will include the following:

- six chief inspectors commanding local policing areas aligned to the council's six community planning areas;
- a superintendent responsible for two local policing areas;
- an inspector responsible for each of the 12 neighbourhood partnership areas;
- each superintendent's area will have five inspectors responsible for the community patrol officer teams carrying out 24-hour response policing;
- each superintendent will have a team of criminal investigation officers, led by a detective chief inspector, under his or her direct command; and
- the partnership superintendent will become the superintendent (support), responsible for divisional support functions including enquiry officers.

4.6 The divisional commander and his management team are enthusiastic about the force's Performance and Activity Management (PAM) framework, and see real benefits flowing from it. More than simply a force executive tool for holding the division to account, in their view the framework provides a structured opportunity to discuss issues and resources in context. The division is currently developing a local version of PAM that will link in directly with the division's tactical PAM meetings. The divisional commander is also keen to ensure that the National Intelligence Model (NIM) becomes fully embedded in informing how services should be delivered. As a result of considerable investment, a well-resourced

divisional intelligence unit is now in place and available on a 24-hour, daily basis. A divisional intelligence support unit has also been established to provide immediate support in monitoring ongoing incidents, developing intelligence, identifying officer safety issues and publishing real-time briefings. The unit will also act as a repository and single point of contact for information on all operations, problem-solving partnerships and initiatives.

4.7 Nevertheless, discussions with operational officers during the inspection suggest that the division has yet to fully embrace NIM. Officers would welcome greater access to intelligence products, such as information on criminal networks or more comprehensive target profiles. However, they are unconvinced of the value of the domestic housebreaking packs that they must complete at every such incident. Their perception is that the process is time-consuming and repetitive, that much of the information is already gathered elsewhere and that little or no use is then made of it. The divisional commander may wish to consider looking at these matters as part of the future development of the division.

4.8 HMIC was pleased to note the division's commitment to making the best use of its resources and its focus, to this end, on public-facing duties. It is currently conducting a comprehensive review of resources, which aims to ensure that all posts and roles not currently public-facing are re-examined and, where possible, realigned.

4.9 From the evidence available, it is clear that a substantial amount of progress has already been made. Operation Align will build on this progress, realigning the division so that it can work effectively within the new council boundaries and continue to focus on and enhance the service it provides locally. While we will retain a keen interest in developments in this area, we are content to conclude that satisfactory progress has been made to address this area for review.

Area for Review 2 - Progress in all aspects of policy design, implementation and evaluation

4.10 During our 2004 review inspection we found that the following key force policies had still not been published:

- crime strategy;
- community safety strategy;
- corporate communications;
- firearms.

4.11 We are pleased to report that, with the exception of the crime strategy, these have now been published. As explained in the section under Recommendation 13, dealing with Crime Management, the force has taken the opportunity to focus on mainstreaming the National Intelligence Model (NIM). HMIC is supportive of these efforts.

4.12 Now that the new board structure has settled in, the force has a clearly developed process and structure to identify new policy areas and develop, implement and monitor The required policies. At the highest level, the Business Change Board, under the Deputy Chief Constable, is responsible for ensuring that new policy areas emanating from ACPOS and other external sources are identified. Monitoring new and changing legislation to identify any emerging policy areas is the responsibility of the force's Policy Branch, while

Corporate Development provides an overview of what is required to develop a new policy. Normal practice is for the relevant assistant chief constable or director to be given responsibility for this. Once developed and approved by the force executive, the policy is published by the Policy Branch who then monitors it on a regular basis.

4.13 The force has recognised the potential for confusion through its practice of publishing some of its policies in General Orders and others in the Chief Constable’s memoranda. A review is planned to draw together all possible repositories of policy into one cohesive system. Short, meaningful policies supported by detailed standard operating procedures will then be produced. HMIC was pleased to note that the impact assessment process, to which all force policies are subjected, will also be examined as part of this review.

4.14 We are content to conclude our interest in this area.

Area for Review 3 - The success of the Force Communications Centre programme in terms of delivery

4.15 At the time of the primary inspection of Lothian and Borders in 2003, the Force Communications Centre (fcc) had been operating for only a short time. Even at that early stage we found some operational problems emerging from what was, we acknowledged, a highly ambitious and complex strategic development. Our view at that time was that we would re-examine the service delivered by the fcc at the first review inspection. By the time of that first review in 2004, it was clear that the force had made progress in resolving some of the difficulties, and remained clearly committed to raising the quality of its services. Nevertheless certain substantial operational and technological problems that were having a significant effect on the service persisted, and would have to be re-examined at the second review inspection.

4.16 On reviewing the FCC during this inspection, we were pleased at the considerable progress made in collecting and analysing management information to inform operational decisions about the Centre. Indeed, HMIC was able to use this information to assess the FCC’s performance. The following tables show the force’s average monthly performance figures for each of the last three years. Some caution must be exercised, as technical difficulties and variations in processes mean that not all figures for all months of each year were available. Figures for 2006-07 cover the period April to December 2006.

Table 3: Telephone Answering Data

999 Calls			
	<i>2004-05</i>	<i>2005-06</i>	<i>2006-07</i>
Average number of calls per month	11,243	11,132	12,285
% calls answered in 10 seconds (target of 90%)	74%	76%	86%
% calls answered in 30 seconds	89%	89%	96%
Longest waiting time before call answered (in minutes and seconds)	6:59	7:00	5:41

Assistance Desk 24 hours			
	<i>2004-05</i>	<i>2005-06</i>	<i>2006-07</i>
Average number of calls per month	33,601	38,009	39,839
% calls answered in 30 seconds	51%	49%	49%
% calls answered in 60 seconds	58%	57%	58%
% calls abandoned	27%	18%	15%

4.17 The above tables show that performance has improved despite an increase in demand. Nevertheless, the force is still failing to meet the target of answering 90% of 999 calls within ten seconds, as the statutory performance indicator requires. During its on-duty hours, the switchboard efficiently handles a large volume of calls. It only transfers these calls, though, neither taking details about incidents nor giving advice. Calls requiring these kinds of follow-up activity must instead be transferred to the assistance desk, where there can be considerable delays before they are picked up. For example, between April and December 2006, on average 15% of calls (or 6,225) per month were abandoned before the assistance desk could answer them.

4.18 HMIC acknowledges the force's commitment to resolve these matters. At the time of the inspection a superintendent and a chief inspector, under the personal leadership of the assistant chief constable responsible for the FCC, had been asked to review the facility. In December 2006, a position paper containing 44 recommendations was submitted to the force executive. The recommendations are still being considered. In the meantime the decision has been made to purchase a replacement telephony system to enhance the switchboard facility – an invitation to tender to this effect has been issued. This is in spite of the fact that the review position paper has recommended a detailed and independent review of the FCC's telephony architecture. HMIC is concerned that the decision has been made prior to the proposed independent review and without detailed analysis of processes and needs.

4.19 We are also concerned about the areas that the review process appears not to address. Though only an initial document, the position paper nevertheless outlines a substantial number of recommendations for change. What might have been useful, but appears not to have been carried out, is an exercise to map the FCC's processes. Process mapping enables one to highlight critical stages in a process and to look in more detail at performance specifically associated with these stages. Such an exercise could have generated useful baseline criteria against which to evaluate the impact of the recommended changes. With a service as complex and critical as the FCC, HMIC believes that such approach would have been good practice.

4.20 A further area for improvement that seems to have been overlooked is that of the existing structure of the FCC. The review appears to accept that the current switchboard, assistance desk, emergency desk and operational co-ordination set up cannot be changed. This is in spite of the fact, as mentioned above, that 15% of callers who are transferred from the switchboard to the assistance desk, abandon their calls before being answered. This finding is backed up by figures showing that when the switchboard is operating (0700 hours to 2300 hours), the assistance desk answers only 46% of calls within 30 seconds, and only 55% by 60 seconds. In an attempt to remedy the situation, the force is considering the option of requiring switchboard staff to provide more information, help and assistance to callers.

HMIC would be concerned that spending more time on calls would further degrade switchboard performance and produce no concomitant rise in performance elsewhere. Without detailed process modelling to inform decisions and evaluate change it would be difficult to predict the impact accurately.

4.21 A further example of how useful such an exercise would be, emerged from a series of focus groups with FCC staff in which one particular technical shortcoming of the system was raised. That is, when a member of assistance desk staff logs onto the system, he/she cannot pick up calls from the current queue of callers. Instead, the system will only allow staff to start with the next incoming caller, a practice that undoubtedly detracts from the efficiency of the process. HMIC has since brought this matter to the attention of FCC managers.

4.22 The force rightly identifies the need to manage demand more effectively. Indeed nine of the review's recommendations are directed at demand management. We commend the detailed work that has been done to map demand, and will be interested to examine at a later date the way in which the force uses this information.

4.23 The force has also noted the difficulties arising from the need for assistance desk staff to record crime and vehicle accident reports from telephone calls and emails electronically. In the initial business case, the Input Section was subsumed by the assistance desk in an attempt to improve resilience and performance. Concerns have since been raised about the effect of this on the ability of assistance desk staff to deal with the public, as their core role demands. There is no easy solution to this problem. Staff believe that part of the reason behind it may be the increase in crime and vehicle accidents being reported by email rather than by telephone. The perception is that emailed reports take longer to input, and often require follow-up emails to officers for further information or clarification that could have captured at the time in one telephone call. The recommendation of the internal review is to employ additional staff on temporary contracts to meet this demand. HMIC is concerned that officers are typing out crime and vehicle accident crime reports, just to have FCC staff retype these onto the computerised recording system. If the next phase of the electronic notebook project is implemented (see National and Force Issues 6.9) then police officers will no longer have to continue this practice. We hope that the force will give priority to developing the necessary interface to allow such reports to be recorded directly onto the relevant system.

4.24 Other areas that the force is developing include staff training, the resilience of arrangements to deal with 999 calls, supervisory levels and career development opportunities for support staff. HMIC welcomes this work which, we believe, reflects the force's forward-looking approach to improving the entire FCC infrastructure. Though the FCC scores well on the force's regular customer surveys, the force is not complacent and recognises that the survey samples are drawn from members of the public who successfully contacted the FCC. We would also view the introduction of National Intelligence Model processes at the FCC as a positive step towards aligning the work of the FCC with the force's control strategy.

4.25 HMIC was pleased to see that in addition to the review team, a service improvement team has also been established to look at enhancing FCC activity. This team consists of the FCC chief inspector and members of police and support staff from all areas of the Centre. It actively seeks feedback not just from staff within the FCC but from the force as a whole. New service level agreements for stakeholders are also being developed. HMIC was impressed by the depth of their coverage as well as their very clear focus on quality, and we look forward with interest to their formal introduction in the near future.

4.26 Despite good improvement being made in some areas, we are concerned that the force has made no progress in the matter of command and control. This is in spite of raising the matter during our 2004 review inspection. In common with other forces, the force uses a call grading protocol with six different grades of call, as shown below:

<u>Grade 1</u>	Calls that require <i>immediate attendance</i> regardless of other matters.
<u>Grade 2</u>	Calls that require <i>immediate attendance</i> , but where commitments to Grade 1 and existing Grade 2 calls mean it is not possible to attend immediately, attendance will be within one hour.
<u>Grade 3</u>	Calls that will be <i>attended as soon as possible within four hours</i> .
<u>Grade 4</u>	Calls that <i>may, if possible, be attended within four hours</i> , or at a time mutually convenient to both the caller and police.
<u>Grade 5</u>	Calls that <i>can be resolved by the person taking the call</i> providing advice, taking a report over the telephone, or advising the caller that the best course is to go to a police station to deal in person with a member of police staff. Police will not attend.
<u>Grade 6</u>	Calls that can be resolved by the person taking the call, <i>by referral to another appropriate agency</i> . Police will not attend.

4.27 At the present time the FCC handles only Grade 1 and 2 incidents. Grade 3 and 4 incidents are managed differently throughout the force. The question of whether the FCC's command and control function should be extended to cover all incidents has been widely debated. The force executive, together with the divisions, is currently considering possible management models for Grade 3 and 4 incidents. HMIC believes that this situation poses a degree of risk to the force, and is unsure why a decision on the matter has yet to be made. Irrespective of which command and control model it adopts, we would urge the force to establish a clear standard policy for its command and control function and to implement it as a matter of urgency.

4.28 HMIC has discovered that not all relevant calls from members of the public are raised as incidents on the force's Captor command and control system. The majority of telephone contacts on any given day are routed through the FCC. On Sunday August 6th 2006, of the 1,418 telephone calls received by the FCC, 859 (68.3%) were subsequently recorded as a Captor incident. Every time the FCC is in telephone contact with a member of the public, basic information about the call should initially be recorded on the Vantage customer relations management system. A review of the information held on Vantage for the above date revealed that of the 559 contacts that did not result in incidents being created on Captor, 42 probably should have been.

4.29 Of these 42 records 14, or 1% of all telephone calls received, had been generated on Captor first, with the details then updated onto Vantage. This contravenes the force's standard operating procedure and means that the relevant incident number is not recorded on the Vantage system. The FCC management team has since resolved this matter.

4.30 Of the remaining 28 records, the information recorded on Vantage suggested that 22 incidents (1.6% of all calls received) may have merited police attendance in addition to being captured on Captor. Three instances that did not result in an incident being raised are described below:

- a distressed woman dialled 999 stating that she had been assaulted following a domestic argument. It was recorded that she did not wish police attendance and no incident was created;
- a complaint about a “peeping tom”;
- a report of an overdose victim who had walked out of hospital.

4.31 The recorded information on the remaining six incidents was of such poor quality that it is not possible to establish whether or not the operator had acted appropriately.

4.32 At the time of the inspection, FCC procedures did not include routine supervisory checks of Vantage records prior to the end of shifts. HMIC has informed FCC management of this matter and remedial action is being taken.

4.33 The lack of a cohesive central policy on command and control also appears to be having an adverse effect on what the force terms *x-ray* incidents. These are incidents, normally of Grade 3 or 4, that are kept open until all outstanding tasks are completed. On February 2nd 2007, 708 *x-ray* incidents were still open, as shown in the table below.

4.34 HMIC is concerned by the number of incidents that remain open, and hopes that adopting a clear standard policy for command and control will improve this situation.

Table 4: Distribution of Open Incidents

Divisional area	Total number of X files	Relating to 2006
EX (E Division)	153	33
FX (F Division)	105	8
GX (G Division)	33	0
LX (North Edinburgh)	74	2
SX (Central Edinburgh)	217	9
WX (West Edinburgh)	126	2
	708	54

4.35 While inspecting the FCC, we took the opportunity to interview managers and members of the review teams, and held focus groups with other FCC staff. The findings revealed that staff were aware of the various difficulties, were willing to put things right and displayed a good level of morale.

4.36 The FCC does have many positive features, and the force is to be commended for the improvements it has made so far. However, as illustrated above, there are some substantial issues to be dealt with before we can conclude our interest in this area.

Area for Review 4 - Corporate Communications

4.37 The force’s Corporate Communication strategy was published following extensive, internal and external consultation. Incorporating the force’s approach to diversity, its content also rightly acknowledges the public’s desire for more visible and accessible policing, setting out nine clear and concise aims aligned to the force’s wider goals to this end. The strategy also aspires to instil a culture of communication based on sharing knowledge and information throughout the organisation. In so doing, the force recognises the crucial role and importance

of working together with communities in the force area. Staff are regularly informed and, where appropriate consulted, on matters relating to their role and to the service overall.

4.38 The force sees the strategy as a constantly evolving document and intends to evaluate its success through further formal and informal, external and internal consultation exercises. It is also reviewing new legislation and the relevance of the nine current aims.

4.39 The Corporate Communication division, supported by a single divisional administrator, is divided into two sections – the corporate communication development unit and the media relations section. The former has a manager, a deputy, and six further staff working in internal and external communication through strategy development, web and interactive systems design and development, graphic design, desktop publishing, video/DVD production and events support. The media relations section has a manager and four additional staff dealing with the media and public relations. The post of head of department, which oversees both sections, is vacant but has recently been advertised nationally.

To make the best use of existing and emerging technology, the force has introduced a number of web-based initiatives. These include a clear and easy to use internet site, involvement with a multi-agency website, an electronic newsletter from the Chief Constable, the use of video conferencing and the first police Web Chat facility in Scotland. The force was one of the first in Scotland to introduce a text message, e-mail and voice message portal alert service to keep local communities up-to-date with police information. (See also National and Force Issues 6.1) Where relevant the force has produced a wide range of media products including leaflets, posters, videos and DVDs.

4.40 At a strategic level, three out of the twelve high-level projects current underway in the force will deliver major improvements to force communication. These involve the introduction of a content management system to enhance the force intranet, the development of a consistent corporate identity to improve visibility and accessibility, and the introduction of force-wide NIM compliant *e*-briefing.

4.41 Though still relatively new, the published strategy seems capable of delivering an effective and efficient communication service for the force. HMIC is pleased to note this progress and concludes its interest in this area.

Area for Review 5 - Progress in preparing the information strategy and indeed the wider action plans contained in the Race Equality Scheme and being pursued by the Diversity Advisor

4.42 Since our 2004 review inspection, the force has successfully incorporated its Race Equality scheme information strategy into its Corporate Communication strategy. We commend the force for effectively mainstreaming this area of work within corporate communications policy. We are also pleased that effective ownership of the strategy has been established with the recent publication of the Corporate Communications Action Plan, overseen by the Reassurance Board. The force recognises that, as a public body, its communication processes are statutorily bound to eliminate unlawful racial discrimination and encourage good relations between people of different groups. We note its intention to go beyond this obligation and strive to provide the same high level of service to all communities, regardless of race, gender, disability, sexual orientation, faith and age. We welcome this aim and consider it to be good practice.

4.43 The Race Equality Scheme action plan is now overseen by the force's Diversity Implementation group and is wholly subsumed within the Multi-Equality Scheme action plan. Recently the force has been considering how co-ordination of the Multi-Equality Scheme action plans, including the Race Equality Scheme element, should be developed.

4.44 Finally under this area for review, HMIC would like to comment on the developing role of the force's 'community of critical friends' – a group of 10 Police Board lay advisers who offer advice and guidance on all aspects of diversity. As well as retaining responsibility for reviewing how the force deals with hate crime, the group has been given access to specialist areas of work such as training, complaints and CID. Members are also now able to carry out thematic inspections on any matters of concern they may have. The first such inspection focused on the force's National Equal Opportunities (NEOTS) training. The resulting report was submitted in the first instance to the full Joint Police Board in July 2006. Since then, the force's Diversity Training team has been acting on its recommendations. HMIC believes this praiseworthy development to be good practice.

4.45 We commend the force for its progress in this area and are content to conclude our interest in it.

Area for Review 6 - Progress in common goals and objectives being identified and set by partnerships, against which suitable performance indicators could be developed

4.46 Lothian and Borders Police is an active participant in community planning. Each of its four divisions works effectively with their respective local authority and has staff who are co-located with local authority staff. Underpinning these arrangements is the force's strategic framework for community planning, which recognises the importance of joint working.

4.47 Each division operates a National Intelligence Model (NIM) tasking and co-ordinating forum, which ensures that partners work together to identify and achieve common goals. A review process makes sure that subsequent activities are efficiently and effectively managed. Within 'A' division specific NIM training is provided to partner agencies, and there are plans to extend this to the rest of the force. Nevertheless, the success of these fora depends on the necessary analytical support being available. HMIC supports the force's efforts to recruit and assign analysts to each forum as soon as possible.

4.48 The continuing realignment of Edinburgh's 'A' Division deserves specific comment here. The new policing structure is conterminous with the city's Council internal boundaries. The city's six Neighbourhood Areas are divided into 12 Neighbourhood Partnerships, each with an inspector whose role it is to develop community engagement and local partnership working. Here again the structure and practices of NIM are used in identifying partnership responses to local problems.

4.49 At the same time the force is rolling out a NIM-based Community and Police Partnership (CAPP) programme, aimed at locally resolving lower level, but still important, community problems.

4.50 Though these structures are new to the force, HMIC is confident that the energy and effort of the current management team will ensure the success of the project, and is happy to conclude its interest in this area for review.

Area for Review 10 - Progress made against the force's review of traffic wardens

4.51 The force now has a clear plan for the future use and deployment of its traffic wardens. In the territorial divisions outside Edinburgh ('E', 'F' and 'G'), their numbers, traditional range of duties and job description will stay the same. The same will be true of the six traffic wardens who work to a well-defined and narrow remit at Edinburgh Airport in 'A' Division. That leaves nine traffic warden supervisors and forty nine traffic wardens covering the rest of the city.

4.52 Since parking offences within the city were decriminalised, the wardens have worked in a central unit. Their core function, limited by their legislative powers, is to maintain the free flow of traffic on Edinburgh's five Greenway corridors. These powers include the following:

- issuing Greenways Fixed Penalty Tickets (FPTS) for stationary offences only;
- directing traffic (on a static point);
- impounding vehicles for Greenway or obstruction offences; and
- issuing endorsable Conditional Offers for parking/obstruction on pedestrian crossings and asking for driving licences in the event of such offences.

4.53 The City of Edinburgh Council will be seeking to decriminalise Greenways and bus lane infractions within the next one to two years, as part of its strategy in planning for the new tram system and for tackling congestion. The force is now planning to rationalise the strength and role of its centralised traffic warden unit with this in mind.

4.54 At the time of our 2004 review inspection, the force was looking into the possibility of legislative change to extend the type of duties that traffic wardens could perform. This is no longer the case. Nevertheless, the rationalisation of the central traffic wardens unit will include their re-designation to traffic support wardens.

4.55 The force has already begun to employ some staff as traffic support wardens. Their additional duties include monitoring speeds at locations of local concern, monitoring the Automatic Number Plate Recognition (ANPR) system at the Force Communications Centre and participating in intelligence-led education initiatives. Speed monitoring is carried out by wardens trained in using hand-held radar devices, and results in warning letters sent to the registered owners of vehicles observed breaking the speed limit. This monitoring also provides intelligence for Road Policing enforcement.

4.56 Restructuring the central wardens unit will produce a new establishment of twenty-four traffic support wardens, three team leaders, one support driver, two administrative support assistants (including Vehicle Recovery Scheme administration), one support manager and one police sergeant. The Joint Police Board has already approved this new structure which, it is intended, will yield some efficiency savings in future years. Reductions in staff numbers will be sought through voluntary redundancies and opportunities for transfer elsewhere within the force. The relevant trade unions have been involved in consultations.

4.57 This new central unit will remain part of the operational support division. Staff will therefore be available for major events, such as football matches, parades and the

Edinburgh Festival, and will receive additional duties through the tasking and co-ordinating process.

4.58 HMIC is content with progress in this area and, having examined future development plans, we conclude our interest in this matter.

Area for Review 11 - Progress in developing existing systems that will allow wider use of payroll and overtime systems to cost activities that will further assist in identifying the costs of pursuing force priorities

4.59 In adopting the national model used in England and Wales, the force has taken the lead in developing activity-based costing for Scottish forces. The model will produce better management information and more accurate costings of activities, which will in turn help to direct resources efficiently and effectively in pursuit of force priorities.

4.60 Using the national model will enable the force to compare its performance against a family of 'similar' forces, applying a knowledge of the local context to determine its comparative efficiency. The force will also be able to identify costs per incident more accurately, the better to inform future funding decisions.

4.61 The capacity for continuous sampling that modern technology allows, means that more relevant and meaningful activity-based costing data can be captured. Thus more frequent and timely information for the costing model can be recorded. It is envisaged that in the future, officers' electronic notebooks will link directly into the Duty Management system, thereby reducing the need for either manual data entry or additional sampling to capture data.

4.62 A number of Scottish forces are also working towards a common ledger and account code structure. This would permit more and better inter-force comparisons, help to identify efficiencies and economies of scale, and produce better results from activity-based costing.

4.63 With the work on the joint ledger proposal underway, no significant work has been done on the force's Kernal payroll system. It is expected that after April 2007, the force and its joint ledger partners will review the future of Kernal to determine a way forward for costing.

4.64 The force is developing the activity-based costing system on a step by step basis, on behalf of ACPOS for all Scottish forces. Many aspects of this are still at an early stage. Together with Audit Scotland we will retain an interest in this area.

Area for Review 13 - Progress in updating the force's firearms policy

4.65 The force's firearms policy, supported by comprehensive standard operation procedures, has been approved, published and made available to all members of staff through the force intranet. A chief officer-led review process is in place, while a unique identifier numbering system for future versions of the documents will provide a useful audit trail of subsequent revisions. This satisfactory progress allows us to conclude our interest in this area.

Area for Review 14 - The impact of the new shift system and call grading system on resource deployment

4.66 HMIC was disappointed at what little progress has been made with the force's current shift system. At our 2004 review inspection we had supported Audit Scotland's view that the force should carry out a thorough review its shift system, following a period of relative stability and using revised and improved success criteria. Such a fundamental review has not been carried out. The force did, however, set up a small review team to look at the Audit Scotland recommendations concerning the use of opportunity days and shift overlaps. In consequence, there is a perception amongst staff that the situation has improved, with better use being made of the opportunity days in particular.

4.67 We have been informed that a full review of the current shift system it to be carried out once the new Chief Constable is in place. This was agreed to at the November 2006 meeting of the Joint Negotiating Consultative Committee meeting, at which the Joint Board branch was asked to re-sign the current workforce agreement for a further six months.

4.68 During the inspection, operational managers continued to voice concerns about the impact of the current shift system on resilience. We were nonetheless impressed by the enthusiasm and willingness of staff to make the system work. In some areas of the force, specialist units have agreed to adopt locally agreed non-standard shift patterns. These patterns, which allow staff to perform their necessary duties, have only been introduced with the consent of those working in the units. Indeed in some cases the units have themselves taken the initiative and suggested alternative shift patterns based on the needs of their roles. The local Federation is involved in these negotiations and makes sure that any proposed pattern does not breach working time regulations and is in the best interests of its members.

4.69 A positive effect of the shift pattern has been the onus on operational commanders to take particular care to deploy their resources efficiently and effectively. In many areas, commanders are continually reviewing how and where their officers are deployed and are taking steps to ensure that as many as possible are performing public-facing duties. This is being done in various ways, including replacing police officers with support staff where possible and by looking closely at what duties officers are performing and how they are deployed. For example, the new divisional commander of 'A' Division carried out a full resource review that highlighted anomalies in how some officers are used and deployed. A structured approach to resolving this matter has begun, its primary focus being to return officers to public-facing operational duties.

4.70 It was clear from our 2004 review inspection that the force was having problems matching resources to demand under the current shift system. At that time the force seemed clear about the need for a fundamental review of the system. This has not been carried out, however. The shift system is popular with operational officers and because of this the local Federation is supportive of its beneficial effects on the work-life balance. Yet all sides recognise the difficulties of matching resources to demand under the current system and it is accepted, as a result, that a fundamental review is still required. There is now an intention to do this in the new financial year when the incoming Chief Constable takes up his post, though of course it will be his decision. And so while HMIC is disappointed with the relative lack of progress so far, the situation presents a new opportunity to address this important matter. We will retain an interest in this area.

Area for Review 15 - The impact of the implementation of the call grading protocol

4.71 In our 2004 review inspection report, we acknowledged the force's work in introducing and reviewing an effective and consistently applied call grading system. Our continuing interest in this area centred on the force's intention to market its call grading protocol and the need to identify and capture relevant management information.

4.72 HMIC is content to note the various methods by which the force has sought to raise awareness internally – the call grading protocol is available on the intranet, team briefings on the subject have been held across the force and an aide-mémoire has been issued to each officer. To inform the public, the force has placed the protocol on its internet site and included an article about call grading in the newsletters of each of the public authorities within the force area. In addition, divisional commanders have written to each of their elected members to make them aware of the system.

4.73 We are also pleased to see that performance information on graded calls is included in the force's Performance and Activity Management (PAM) framework and is therefore discussed by members of the force executive and divisional commanders at PAM meetings. As well as examining the number of calls attended within target times against each of the grades, the force also records the occasions when attendance times have not been entered against each grade. Monitoring performance in this way should make it easier for the force to identify and deal with emerging problems. That said, HMIC notes that attendance times not being entered remains a significant issue for Grade 3 and 4 calls.

4.74 We are satisfied with what progress has been made and conclude our interest in this area.

Area for Review 17 - The nature of duties undertaken and planned within the Professional Standards Department

4.75 The force's Complaints and Conduct division continues to deal with a considerable volume of sensitive and challenging investigations into allegations made against force staff. These enquiries are generally reactive in nature, and are allocated and worked through using a National Intelligence Model (NIM) tasking structure to ensure that appropriate priority is given to each case.

4.76 The force has introduced the 'Safecall' confidential helpline that allows all staff to report, in confidence, any perceived wrongdoing in any aspect of force business. While at the moment use of the facility is limited, calls have brought about successful investigations and there are plans to re-market the helpline in the near future.

4.77 In 2005 a successful business case was made to increase the resources of the Professional Standards unit (PSU), which forms part of the Complaints and Conduct division. The aim was to enhance the unit's intelligence structure and its capacity to conduct robust, proactive operations and investigations. At the same time the unit's first corporate strategic assessment referred to a move towards a more covert approach to tackling certain misconduct issues, as proposed following our 2004 review inspection.

4.78 Though the PSU is currently handling a number of covert or proactive projects, the majority of investigations remain reactive in nature. A recently appointed analyst has only

limited experience in the PSU role, and a form of mentoring is to be introduced to enhance this person's skills and knowledge base. However, a number of police officers recently recruited to the unit have considerable investigative and covert experience, presenting the opportunity for a more intelligence-led, proactive approach. HMIC is encouraged by these appointments, and proposes that the unit's staff be given the opportunity to liaise with similar PSUs in the UK in order to share good practice and experience.

4.79 Given the level and direction of the progress there, we are satisfied that we can conclude its interest in this area.

5. NATIONAL AND FORCE ISSUES EXAMINED DURING THE FIRST REVIEW INSPECTION

5.1 As part of our revised review inspection process, the force was asked during our 2004 review inspection to provide information on a range of issues that had come to prominence nationally or locally since its primary inspection. The following section provides an update on the areas outstanding from that review.

Force response to the Race Relations (Amendment) Act 2000

5.2 At the time of our 2004 review inspection the force had established a Diversity steering group, chaired by the chief constable, to drive forward the diversity agenda. This was subsequently supplemented by the Diversity Implementation group (DIG), chaired by the functional ACC and responsible for implementing Steering Group decisions. HMIC is pleased that the force continues to provide the highest levels of strategic oversight in this area, and will follow with keen interest the recent proposal to merge both groups.

5.3 We also commend the approach taken by Lothian and Borders Police in producing its multi-equality scheme in November 2005. Produced by the force Diversity unit, it drew upon the wide-ranging experiences of departmental personnel as well as taking cognisance of the rapidly changing legislative and social landscape. By merging the six strands of diversity inclusively within the content of the scheme, the force has made good progress towards tackling diversity issues in a cohesive manner.

5.4 Previously the force had produced separate action plans to cover the various aspects of the diversity arena. With the development of a multi-equality scheme, it has now created one inclusive multi-equality scheme action plan. HMIC is pleased to note that the force is now reviewing the actions contained in the scheme and that it is actively considering the option of developing a computer application to help co-ordinate associated plans.

5.5 The introduction of the multi-equality scheme has also refocused attention on the impact assessment of policies and procedures throughout the force's business areas, across all six diversity strands. The force has confirmed that all Chief Constable memoranda and General Orders were assessed for impact when the racial equality scheme was introduced. HMIC understands that the force HR department has committed itself to reviewing the process of impact-assessing all policies for the six strands over the next few months. It will then continue to assess policies, procedures and appropriate events on a systematic and cyclical basis. Moreover, it has been proposed that the force undertake a full-scale review of impact-assessment processes at the same time that the Corporate Development branch conducts a

comprehensive review of force policies. HMIC will continue to take a keen interest in this area.

5.6 We note that there has been a slow but steady increase over the last five years in the number of police officers drawn from black and minority ethnic communities (B&ME). In 2001-02, the force employed 21 police officers from B&ME communities (0.7% of police officer staff). By March 2007 this had risen to 43, or 1.5 % of police officer staff. The number of B&ME support staff has also increased, from four or 0.3% of all support staff in 2001-02, to 17 or 1.2 % of support staff by March 2007. The force continues to support the practice of mentoring police officer applicants from B&ME communities and is developing a new initiative with LINKNET, an online recruitment site that works with B&ME final year students and new graduates. At this time the force is also developing trainee opportunities for up to two young people from B&ME communities. This will consist of a training contract that will last for between three to six months. At a later stage this initiative may be expanded to include people with disabilities.

5.7 In the report of our 2004 review inspection, we said that we would review the force's use of small recruiting teams at the next review inspection. The force has told us that its recruitment continues to be managed centrally and that it is making strenuous efforts to improve its performance in this area. It has tried to collaborate with other forces in the east of Scotland, but this has proved unproductive. The force is now considering involvement along the lines of the Uniformed Services Partnership recruitment portal, which is currently supported by the West of Scotland Racial Equality Council. The portal is used by Strathclyde Police and other uniformed services as part of their approach to promoting diversity in recruitment.

5.8 HMIC understands that a human resource advisor is responsible not just for monitoring support staff recruitment, but also for working with the Diversity unit and others on a marketing and co-ordination strategy for community events such as the Edinburgh Mela. Nevertheless, given the slow growth in B&ME recruitment we believe that even more effort must be made. Additionally, HMIC is disappointed to note that the Equal Opportunities and Diversity advisor still does not see the results of exit interviews. However, a protocol and forms have now been approved, and the force has intimated that by the summer of 2007 a system will be in place to rectify this omission.

5.9 Due to the amount of work still under way, we will continue to take an interest in how this important area develops.

Force commitment to Best Value

5.10 This area is fully explored under Section 3, Recommendation 10

Force approach to people with learning disabilities

5.11 The last four years have seen significant developments in the way that public bodies respond to the needs of people with learning difficulties. This has culminated in the introduction of the Adult Support and Protection (Scotland) Bill, passed by Parliament on February 15th 2007 and currently awaiting Royal Assent.

5.12 During this review inspection we found that Lothian and Borders Police, in conjunction with its key partners, has developed inter-agency structures to deal effectively with people with learning difficulties. The arrangements in 'G' Division (covering the Borders) seem to have been particularly successful and appear well suited to the operational environment of the area. The experiences of 'G' Division have helped to shape practice elsewhere in the force. Vulnerable adult protection committees have either been or are being established in the other four council areas, and each now has its own Protection of Vulnerable Adults advisory group. In addition, within 'E' Division a Chief Officer Critical Oversight group has been established for both East and Mid Lothian Council areas.

5.13 The Edinburgh, Lothians and Borders Executive group (ELBEG) is chaired by the Chief Constable and comprises the chief executives of NHS Lothian and NHS Borders, the five local authorities and Lothian and Borders police. It exercises multi-agency leadership and oversight of arrangements for protecting vulnerable persons, and has proved pivotal in driving forward both adult and child protection matters across the force. One outcome has been the appointment of a Protection of Vulnerable Adults development officer. Part of this role is chairing the multi-agency Protection of Vulnerable Adults advisory group, a body that will oversee the Lothian and Borders Vulnerable Adult Protection committees.

5.14 In light of the commitment shown by the force both to ELBEG and to protection issues in general, it is clearly well placed to influence developments in vulnerable adult protection policy. In particular the force would wish to champion a standardised approach to protection issues. It also believes that effective reporting mechanisms for sharing meaningful analytical information with ELBEG would be useful when examining processes, particularly those involved in critical or significant case reviews.

5.15 Overall responsibility for vulnerable adult protection policy was transferred to 'X' Division (criminal investigation department) in September 2006. This followed an executive level agreement to bring together all the constituent disciplines of family protection. The detective superintendent (crime support) is now responsible for the strategic development of policy on vulnerable adult protection. In addition the force has created a new position within Crime Policy for a detective sergeant (vulnerable adult protection/victims co-ordinator) to support the portfolio-holder and divisional heads. This, HMIC notes, is part of a wider force investment in protection issues that has led to the appointment of a further two detective sergeants in this field. Thus a total of four dedicated detective sergeants now cover the full range of protection issues:

- offender management;
- child protection;
- domestic violence / sexual offences;
- vulnerable people.

5.16 We are also pleased to note that, for the first time, public protection has been included as a major theme in the force strategic assessment and the force Annual Service Plan 2006-07 clearly highlights its commitment to protecting vulnerable adults. Moreover, the force goal of reducing crimes of violence refers specifically to focusing on vulnerable victims, including vulnerable adults.

5.17 In terms of the daily management of vulnerable adults, the 2003 report, *Lothians and Scottish Borders Protecting Vulnerable Adults: Ensuring Rights and Preventing Abuse*,

recommended that where there is evidence of abuse of a vulnerable adult, there must be an initial referral discussion (IRD) between the police, the social work department and, if appropriate, the health service. The force considers it essential that responsibility for IRDS lies locally with divisional detective chief inspectors. On a day-to-day basis, IRDs are routinely delegated to IRD detective sergeants based in divisional family protection units. These detective sergeants also deal with child protection IRDs. Given the potential crossovers in information sharing, risk assessment and multi-agency liaison, HMIC considers this to be good practice.

5.18 It is clear, therefore that Lothian and Borders Police has invested heavily in terms of partnership working and resourcing, in this field and HMIC believes that the force will be well positioned when the Adult Support and Protection (Scotland) Bill receives Royal Assent. However, there was one area that did give HMIC cause for concern and that was in terms of training in respect of vulnerable adults. While the force has invested heavily in Protection issues, creating 3 additional detective sergeants posts in crime policy branch, it transpires that due to a historical anomaly these officers have some responsibility for training delivery as well as the organisation and administration of some of the training inputs. It is only recently that a comprehensive training needs analysis for X Division has been conducted. HMIC is concerned that specialist officers should be tied up with routine administrative duties that could be better undertaken elsewhere and would expect the force to review this issue as soon as possible.

Force approach to the use of firearms

5.19 The force now runs an enhanced armed response vehicle (ARV) capability with 25 constables capable of providing a round-the-clock firearms response. However, with only two sergeants the unit is unable to provide constant supervision. Given the concerns about the Force Communication Centre (see Area for Review 3) we are pleased to note that work is under way to resolve this situation and are supportive of the plan to provide permanent supervision for the ARV resource.

5.20 The force has responded positively to the recommendations made by Strathclyde Police, following its independent inquiry into a firearms incident at Harper Rigg, West Lothian in August 2003. Only the following two issues require further comment from us here, though requiring no further action by the force:

- Recommendation 10 - the circulation of separate aides-memoire to officers involved in developing and approving pre-planned and spontaneous firearms incidents has been addressed, by including them in the log books of silver and gold commanders.
- Recommendation 15 - the suggestion to recognise formally the professionalism and dedication of the Lothian and Borders officers engaged in the firearms incident, is a decision for the force alone.

5.21 Responsibility for maintaining the force's approach to firearms lies with 'O' Division. The division is also responsible for producing and publishing internal policy documents for the mounted branch, marine unit, public order unit, search teams, technical support unit (TSU), dog section and, from a national perspective, CBRN (chemical, biological, radiological and nuclear) matters. The increasing volume of work generated by these growth areas alone makes this a considerable portfolio. And yet the same officer is also responsible for

developing and implementing training, tasking and co-ordinating and taking the operational lead for these resources within the force.

5.22 These will continue to be important areas of responsibility in the foreseeable future and the force will want to make sure that these functions do not develop in isolation. From this brief examination HMIC sees potential in reviewing staff levels, considering the value that could accrue from combining the TSU with 'X' Division's technical resources, and harnessing the synergy that exists between 'O' Division's intelligence resource and the force's intelligence bureau to better inform Level 1 and 2 tasking and co-ordinating.

5.23 HMIC did not examine these matters in depth at this time and therefore makes no further recommendations here. We are aware that a new divisional commander has recently been appointed and that she is contemplating a review of the division's responsibilities. We would support such a review and believe that the matters outlined above are worthy of consideration.

Force participation in Multi-Agency Threat and Risk Assessment (MATRA)

5.24 A national independent review of airport policing, headed by Stephen Boys Smith, was completed in July 2006. Examining the police role at airports the review proposed that future structures and funding mechanisms contain component parts that could provide the following:

- a unified view at national and local level;
- a national approach to standards;
- a transparent and fair funding system;
- an independent inspection process; and
- an efficient review and revision structure.

5.25 If implemented these recommendations could reduce existing segmentation within and between the various partner agencies involved in policing UK airports. They would also address a number of the issues raised by staff during recent reviews.

5.26 The review was discussed with the force during our review inspection at Edinburgh airport, as were issues outstanding from the previous primary and review inspections.

5.27 As Edinburgh Airport's programme of development and construction continues, so too the numbers of flights and passenger movements have risen. The expansion has also increased the number of short- and long-term parking facilities in and around the airport. With this, and the recently launched 'park and ride' commuter facility, police staff at the airport have correctly identified the need to give particular consideration to the potential for vehicle crime.

5.28 Since our 2004 review inspection, the MATRA group has added four sub-groups to the original executive forum. With one each focusing on airside, landside, cargo and general aviation, the aim of the sub-groups is to invert the previously reactive nature of the original MATRA structure in favour of a proactive and practical response to potential problems.

5.29 The airport policing unit is also keen to introduce an intelligence sub-group to the MATRA structure. Its role would be to make sure that information is shared between the

MATRA partners, and to carry out a collective risk assessment of problems perceived and identified. By applying National Intelligence Model (NIM) principles, the intelligence sub-group could also establish efficient and effective meeting structures and encourage relevant partners to attend the tasking and co-ordination group forum. HMIC observed a willingness to adopt a more intelligence-led and proactive stance to tackle crime at Edinburgh airport, supported by the intelligence sub group.

5.30 As proposed during the 2004 inspection, the Airlines Operators Committee is now represented on the MATRA group. The force is also keen to include representatives from the various car hire companies based at the airport.

5.31 In our 2004 review we referred to the practice of deploying armed officers in and around the terminal during the hours of aircraft activity. A recent review of staffing has increased the level of full-time police cover, while the force's armed response vehicle (ARV) is also available to provide extra support. This is an improvement on the situation before, and is significantly better than the police presence at some other UK airports.

5.32 Because there are no custodial facilities at the airport, persons arrested or detained must be escorted to Wester Hailes police station. In these circumstances, officers will obviously have to leave the airport grounds. In addition, airport police are occasionally called upon to escort persons detained at the airport by the United Kingdom Immigration Service. While at present this is not a significant commitment, the force is rightly concerned about the potential increase in persons detained through the introduction of 'e-borders'. HMIC does not support the use of police staff to transport immigration service prisoners and would suggest that the force and the immigration service discuss what alternative arrangements could be introduced.

5.33 One of the force's assistant chief constables is involved in matters relating to airport policing at the ACPOS level, allowing the force to contribute to national debates. HMIC is pleased to observe the force using this opportunity productively to address funding, partner participation and national standards, alongside discussions around the recommendations from the Boys Smith review.

5.34 Given the progress made to date, we are content to conclude our interest in this area.

Force performance in relation to sickness absence

5.35 HMIC is pleased to note substantial improvements in processes and support mechanisms for managing sickness absence since our 2004 review inspection. That said, the force's rates continue to exceed the Scottish average for proportion of working time lost through sickness for both police and support staff, as can be seen in the table below. (We are aware of the limitations of comparing one force against a national average but find it useful for indicating a direction of travel.)

Year	Police Officers		Support Staff	
	Lothian and Borders	Scottish Average	Lothian and Borders	Scottish Average
2001/02	5.8	4.8	5.5	5.3
2002/03	5.6	4.9	6.3	5.6
2003/04	5.5	5.0	6.3	5.5
2004/05	4.8	4.5	5.8	5.2
2005/06	4.9	4.5	5.6	5.2

5.36 The force set itself a target, for 2005-06, of reducing the proportion of staff days lost to sickness absence to below 5%. As the table above shows, it met this target for police officers but not for support staff. Nonetheless, the longer term trend appears to be downward for both categories of staff.

5.37 Acutely aware of the need for improvement, in 2006 the force began a review of the absence management policy that it had first published in 2000. The review has already brought about some changes, including a more effective process for monitoring absence levels in divisions and departments, links with the force's capability policy and better support mechanisms. The final draft is now with the force executive for approval. In the meantime we are pleased to note that, as part of the review, training in the new policy and its processes is to be arranged for all first line managers.

5.38 Absence management figures are included in the force's performance and activity management (PAM) framework and discussed at the PAM meetings. HMIC considers this a positive development.

5.39 In 2004 the force introduced a Mental Wellbeing at Work policy. In support of this, risk assessed stress management (RASM) has been provided for certain designated posts, with the option of referring other members of staff as needed. This is provided independently of the force, by the NHS' Rivers Centre. The process of critical incident stress management (CISM) is also well established in the force, and offers support immediately following an incident, then again within 72 hours, with follow-up provided by the Rivers Centre. This service is managed by the force's Wellbeing Unit, which was established in October 2006 following a Best Value review by external consultants in May 2005. The unit brings together the departments of occupational health, welfare, and health and safety, the former once again being provided by the force rather than being outsourced. The force also offers an employee assistance programme (EAP) which, despite vigorous advertising, has enjoyed only moderate take-up so far.

5.40 The force is making strenuous efforts to reduce sickness absence. And yet, as the local Federation and some staff members are concerned to point out, the number of force welfare officers has fallen. The force, however, believes that with all the services it can offer, the Wellbeing unit (including the EAP) provides a much better and more comprehensive service.

5.41 In view of the work the force has carried out, the inclusion of absence information in the PAM framework and the imminent introduction of a revised absence management policy, we are content to conclude our interest in the area.

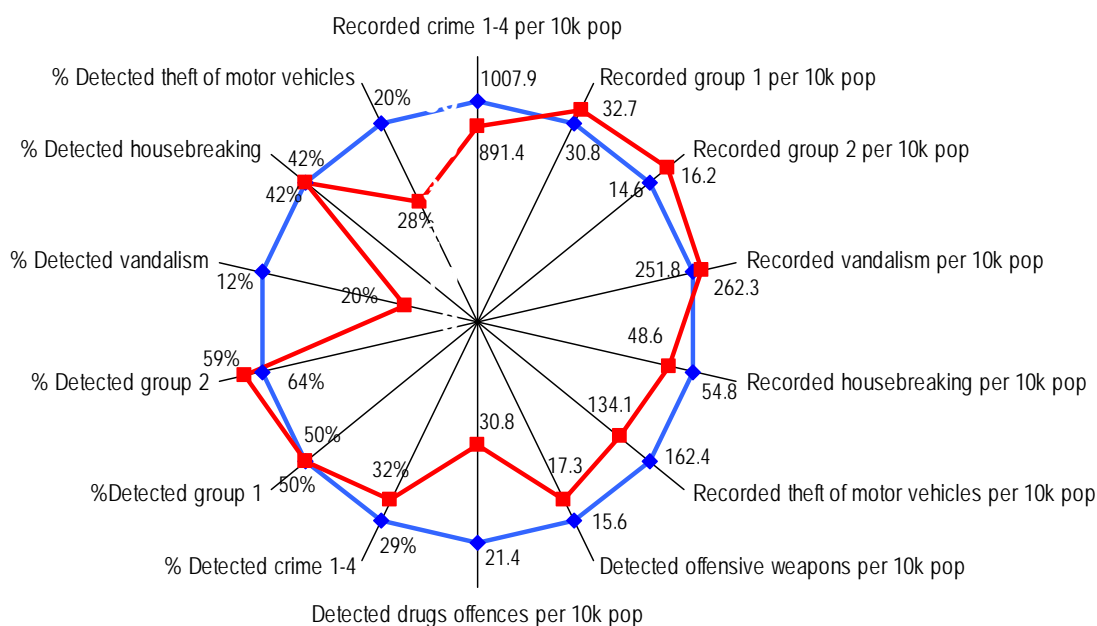
'A' Division performance

5.42 We have examined 'A' Division (see 5.1 above) and commented on improvements and its ambitious plans to adapt the division to the forthcoming local authority boundary changes.

5.43 At the 2004 review inspection, we said that we would examine 'A' Division's performance at the next inspection. The multigraph overleaf shows the division's performance and crime trends for 2006 compared with 2005. (The blue circle of the multigraph represents the previous year, 2005, the red points representing 2006. Red points falling inside the blue circle indicate positive trends and performance.)

5.44 As the multigraph below shows, the number of group 1 and 2 crimes (non-sexual crimes of violence and sexual offences respectively) and vandalism per 10,000 population all increased between 2005 and 2006. Overall though, the rate of group 1 to 4 crimes as a whole has fallen considerably. So too have incidence rates for housebreaking and theft of motor vehicles. Turning to detection rates, those for group 1 to 4 crimes combined, vandalism and theft of motor vehicles have all improved, while those for group 1 crimes and housebreaking have remained static. The only fall has been in the detection rate for group 2 crime. Finally, the rates of proactive detections for offensive weapons and drug offences have risen.

Fig 2: 'A' Division Crime Trends and Detection Activity - 2006 compared with 2005



5.45 These results should be considered in the context of improvements that the force has made, particularly to performance management. Examples include the development of its performance and activity management (PAM) framework and the efforts of 'A' Division to make this performance management culture an integral part of its divisional processes. The division has also substantially enhanced the way in which it applies the National Intelligence Model to its business and shows improved performance in the priorities areas of the divisional control strategy (see section 4, Area for Review 1). HMIC is content to conclude its interest in this area.

6. NATIONAL AND FORCE ISSUES

6.1 As part of our revised review inspection process, the force was asked to provide information on a range of issues that have come to prominence nationally or locally since the 2004 review inspection. The findings of this exercise are presented below.

Force response to the Civil Contingencies Act 2004

6.2 The Civil Contingencies Act 2004 is a major piece of legislation that sought to create a single framework for civil protection in the UK. The Act is separated into two parts: local arrangements for civil protection (Part 1) and emergency powers (Part 2). This review inspection focuses on Part 1.

6.3 Part 1 of the Act, supporting regulations and statutory guidance on 'Emergency Preparedness', together clearly set out the roles and responsibilities of those involved in preparing and responding to emergencies at the local level. The Act divides what it terms local responders into two categories, imposing a different set of duties on each. Category 1 consists of organisations that are typically core to most emergency responses (e.g. emergency services such as the police, local authorities, NHS bodies). These responders are subject to the full set of civil protection duties and are required to do the following:

- assess the risk of emergencies occurring and use this to inform contingency planning;
- put in place emergency plans;
- put in place business continuity management arrangements;
- put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;
- share information with other local responders to enhance co-ordination;
- co-operate with other local responders to enhance co-ordination and efficiency; and
- advise and assist business and voluntary organisations on business continuity management (local authorities only).

6.4 The force has actively embraced the requirements of this Act. With Lothian and Borders Fire and Rescue Service as the lead agency, the force has worked with other Category 1 responders to draw together a comprehensive community risk register (CRR). The CRR is published on the Lothian and Borders Fire and Rescue Service website and on the partner-sponsored "Lothian and Border Alert" website referred to below.

6.5 The force has also developed a generic major incident plan that complies with the template approved by ACPOS. To build on this, a number of specific plans have been developed for sites or types of incident where the risk assessment requires these. The Emergency Planning unit, which is located within 'O' Division (operational support), is responsible for maintaining both generic and specific plans. HMIC is content that procedures and monitoring arrangements are in place to make sure that these are regularly maintained.

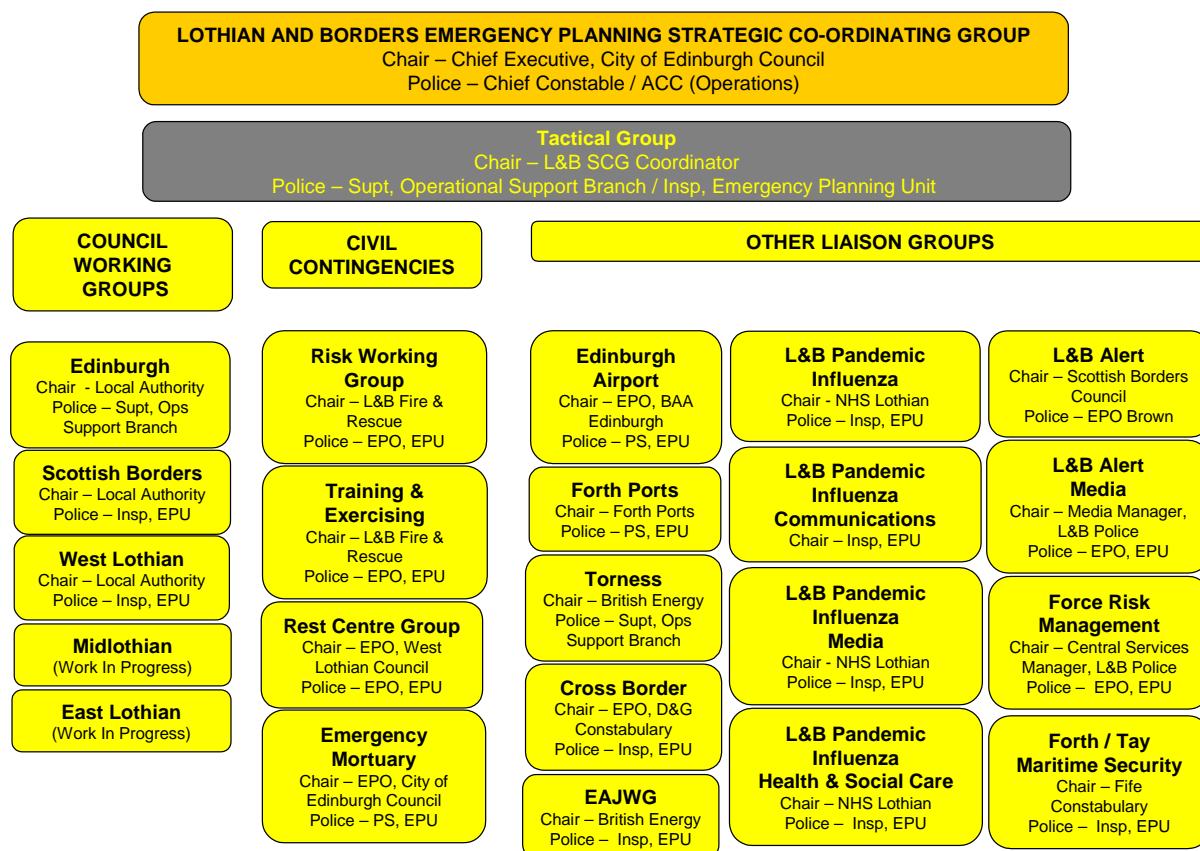
6.6 The Central Services department leads on business continuity management, and has overseen the development of business continuity plans for the force headquarters, 'O' Division and the Force Communications Centre. HMIC was concerned that plans for

territorial divisions were still in the process of being finalised, and would expect the force to make their completion a matter of priority. The present situation is clearly a risk to the operation of the force as well as a failure to comply with the Act. HMIC will maintain an interest in this matter.

6.7 The duty to keep the public informed is another area in which the force is active. Category 1 responders within the force area jointly operate the “Lothian & Borders Alert” emergency management system. This web-based system has two distinct components. One is an incident management system, which acts as a multi-agency task manager and messaging system. The other is a public website, designed to be a one-stop source of information about current incidents, travel disruption or school closures. The force has also made excellent use of the Police Information Technology Organisation (PITO) portal as a public communication system for sending messages by mobile telephone, land-line and email. In conjunction with "Lothian & Borders Alert", the PITO portal was used to inform people of the cancellation of the 2006 Hogmanay event in Edinburgh. Some 3,000 people had subscribed to the telephone messaging facility. HMIC considers this use of the PITO portal to be good practice.

6.8 The Lothian and Borders area has a formal structure of regular meetings to ensure that information passes freely between multi-agency responders at strategic, tactical and operational levels. The force is fully involved at all levels of this structure. The Strategic Co-ordinating group co-ordinator manages the business of the group, which includes organising meetings, advising the partnership's emergency planning officers and acting as the conduit for communication and information sharing. The co-ordinator also ensures that minutes of meetings are circulated and monitors progress against any minuted actions. An indication of the comprehensive range of topics and issues covered is given by the chart below.

Fig 3: Strategic Co-ordination Structure



6.9 Apart from failing to complete business continuity plans for a substantial number of areas, HMIC is content that the force has adopted a robust and sometimes innovative approach to its duties under the Civil Contingencies Act.

Force approach to the requirement to develop and publish a Gender Equality Scheme

6.10 The Gender Equality Duty, which came into force on 6 April 2007, puts an onus on public sector organisations to promote gender equality and eliminate sex discrimination within the work place. This means that instead of simply reacting to complaints of alleged victims of discrimination all public bodies, including police forces, must work proactively to tackle sex inequality. In 2004 Lothian and Borders Police published a Gender Agenda action plan which, since the advent of the force multi-equality scheme, has been subsumed into its overarching multi-equality scheme action plan. The force believes that this has been instrumental in bringing about positive changes. Tangible, positive outcomes include the introduction of female representatives on promotion panels and on the uniform working group, and the development of positive action courses for women.

6.11 The force acknowledges that there have been criticisms of its 2004 scheme, primarily concerning its exclusive focus on female members of staff. Expanding the multi-equality scheme and existing action plan to include the requirements of the Gender Equality Duty should help to allay these concerns. To prepare for these new duties, the force has set up a gender awareness group. The group is currently considering revisions to the Gender Agenda

action plan, and is working with other local public bodies (including councils and the NHS) to co-ordinate action where appropriate.

6.12 HMIC notes the force's intention to advertise the new duty to both internal and external audiences. To this end, members of the force diversity unit have devised a questionnaire that will be distributed to a wide cross-section of the public in order to measure their awareness of the duty. The vice-chair of the Gender Equality group has also contacted the Performance Improvement unit, which is responsible for producing and analysing the force's staff and customer surveys, to ask for its help in identifying any significant findings. Internally, details of the forthcoming Gender Duty can be found on the 'What's New' page of the force Intranet. A 'truths and myths' fact-file is also being developed in poster format and for the Intranet. HMIC is satisfied that the force will meet the 29 June 2007 deadline for implementing its Gender Equality scheme.

Force approach to age discrimination

6.13 The force has set up an internal working group to consider the impact of the new age discrimination laws and to make certain that the force complies with all aspects of the legislation. At the same time the director of Human Resources, through ACPOS, chaired a national review group to ensure that Scottish forces took a nationally consistent approach to age discrimination.

6.14 HMIC notes that the internal force working group was made up of key stakeholders from trade unions and the Federation, representatives from personnel, training, career development, and pensions departments, and the diversity and equal opportunities adviser. A number of staff from the personnel department have since been sent on external training courses to enhance their skills in this area. A review of human resource policies and procedures resulted in the following remedial action being taken:

- changing the holiday entitlement criteria for support staff from ten to five years of service;
- ensuring that the retirement process for both police and support staff is reviewed and updated to reflect the changes, including meetings in person with staff immediately affected by the new legislation;
- altering one of the special priority payments (SPP) categories criteria from eight to five years of service; and
- amending the redundancy policy to reduce the service age criteria.

6.15 The force has also conducted an advertising campaign, including a poster campaign, to raise internal awareness and understanding of the various aspects of age discrimination. The 'age' section of the diversity intranet site contains no information, however, and we urge the force to rectify this as soon as possible. Nevertheless, we are satisfied that the force is adopting a structured and pragmatic approach to age discrimination.

Force approach to developing processes and measures for business benefits and efficiency savings

6.16 With the emphasis on efficient government, Best Value, continuous improvement and improving services, the police service in Scotland recognises the importance of providing its services in the most effective and efficient way possible. While in the past this has tended to

be measured in a very subjective manner, the service now acknowledges the need for a more structured and accountable approach. Lothian and Borders Police has made considerable progress in this area, in a manner that has the potential for considerable positive impact not only on the force but in support of the service as a whole.

6.17 In 2005 the force identified the need for a business change manager and duly appointed a senior police officer to the role. The role has since developed into that of a business change co-ordinator and is now performed by a member of support staff. One of the post's first priorities was to establish a more structured approach to assessing the business benefits that might accrue from standard processes, change projects and existing work. Since attending a benefits realisation course at Cranfield University, the force has worked closely and productively with the university. Output from this partnership has included workshops on benefits management within the force, and a national workshop attended by all Scottish forces, the ACPOS Business Benefits unit and other agencies. Two follow-up sessions to train facilitators are currently being organised for May and June of this year. HMIC commends the force for its lead in establishing a structured approach to benefits management in Scotland.

6.18 At a local level, the force has adopted a Benefits Management strategy and a methodology for completing a Benefits Dependency Network, in order to look critically at possible benefits to be accrued from projects. Nationally, the force supports the ACPOS Business Change Board and takes a similarly active role in the Continuous Improvement sub-group of the ACPOS Performance Management Business Area.

6.19 HMIC is pleased that the force has been so proactive and innovative in this area, and that it is sharing its knowledge and experience to the benefit of the Scottish service as a whole.

Force approach to responding to the outcomes of Her Majesty's Inspectorate for Education joint inspections on Child Protection

6.20 The Scottish Executive-led three-year reform programme of Children's Services 2003-06 included, as key projects, the publication of a Children's Charter and the development of a Framework for Standards. This initiative led to the founding of the Services for Children unit based at Her Majesty's Inspectorate of Education (HMIE) and whose staff includes two seconded HMIC officers. The Children's Charter and Framework for Standards have had major implications for the way in which the police service interacts with children, young people and their families. Nevertheless, it is important that the above projects and the unit's ongoing inspection process are acknowledged in the context of other substantial areas of national work.

6.21 The force's approach, HMIC is pleased to note, clearly takes this into account. It is also well placed to respond to the demands of the inspection process and any issues that might arise from it, containing, as it does, the following elements:-

- establishing a self-evaluation process based on the five quality indicators (drawn from the Framework for Standards);
- developing strategic processes, structures and policies on an external, multi-agency basis; and
- force representation and leadership on Edinburgh, Lothian and Borders Executive Group (ELBEG) and local Child Protection Committees (CPCs).

6.22 ELBEG provides an overarching strategy for the force and its partners. This group was in fact in part assembled in order draw up a detailed strategic plan that would enable chief officers to meet the obligations described in the Scottish Executive's national guidance on 'Protecting children and young people: child protection committees (January 2005)'. The strategic plan sets out the framework for developing children's services and improving the protection and detection of children living at risk of abuse and neglect. ELBEG provides the governance, accountability and authority for implementing its vision through its co-ordinating group, which in turn oversees implementation across the agencies.

6.23 Nationally, the force itself leads in a number of important areas relating to child protection. It is also strategically placed to respond to the extended, inter-related 'public protection' agenda covering issues such as domestic abuse, vulnerable adult protection, drug and alcohol abuse and youth justice.

6.24 An important contributor within the force is the child protection forum. This bi-monthly meeting is chaired by the detective superintendent (crime support) and consists of all territorial or specialist operations' detective chief inspectors and detective inspectors, the Edinburgh, Lothian and Borders child protection office executive officer and the detective sergeant, crime policy (child protection). The forum appears to be an excellent arena in which to share knowledge and expertise, spread good practice and maintain clear, strategic direction across the four territorial divisions.

6.25 The force recognises that simply reacting to the findings of inspections is not enough. For this reason it has proactively taken a number steps to improve its approach. These steps include the following:-

- a self-review/inspection of child protection by the force in 2005;
- building on the process of self-inspection, the introduction of regular review and self-inspection meetings on both an internal and multi-agency basis, dealing with the decision-making processes involved in child protection;
- adding child protection to its control strategy to ensure an appropriate focus on and recognition of the importance of the issues;
- compiling a child protection action plan, supporting the force structures and processes by providing a positional statement based on the Scottish Executive document 'Protecting Children and Young People: Framework for Standards';
- focusing on training and developing appropriate training in child protection issues for all staff; and
- putting processes in place to make sure that current and future policies are influenced by the outcomes of the inspection process.

6.26 HMIC is pleased to note the force's commitment to child protection as a whole, and in particular, to preparing for the inspection process. We consider this type of approach to be good practice.

Force approach to the review of marches and parades

6.27 The force is represented at senior level on the ACPOS sub-group that leads on implementing the recommendations of this review. The same person is also responsible for policing the majority of potentially problematic marches and parades in the force area.

6.28 The force's response to the review's recommendations appears to HMIC to be logical and practical, and we are pleased to note that the force has already addressed all but two of these.

6.29 Discussions are continuing, through the sub-group, on the planned training of stewards (recommendation 32) and the policing of onlookers (recommendation 34). The force has proposed that an independent and accredited training scheme for stewards at marches and parades be introduced, similar to that available for door stewards at licensed premises. We support this proposal and would be keen to encourage police input to any such scheme.

6.30 Although the force generally concurs with the principle of holding post-event debriefs, it is not convinced of the value of holding them after every event. It is reluctant to release detailed information on the circumstances of arrests or on offenders, but will put general crime and arrest statistics into the public domain once the events are over.

6.31 Each of the force's divisions has an event planning officer (EPO). In accordance with the report's recommendation, this person provides a "single gateway" for dealing with the local authority, organisers, local communities and businesses. To provide resilience, each EPO has a deputy. Though the review's recommendations mean an increased workload for each EPO, the force does not see this as being problematic.

6.32 Although there is no formal meeting structure for the force's EPOs, they communicate regularly by e-mail and telephone. HMIC sees value in the EPOs meeting in person to discuss the consequences of the new recommendations, impart good practice, examine problems and share and discuss information and intelligence on a formal basis, and believes the force should give further thought to this.

6.33 While sectarianism is not considered to be a significant issue across the force area, it is seen as a potential problem in West Lothian Division. During the summer a series of parades and marches takes place within the various towns and villages of West Lothian, some of which experience public order incidents that have sectarian connotations or undertones. HMIC notes that the force has had little contact with the Scottish Executive Justice department's sectarian unit, and has since organised a forum to discuss prevention, enforcement and educational matters.

6.34 HMIC recognises the force's overall commitment and progress in addressing the recommendations of the review of marches and parades in Scotland.

Force approach to tackling sectarianism

6.35 The force set up a public order intelligence unit in November 2006. Based in Drylaw police station, the unit comprises one detective sergeant and two detective constables and deals with both public order and football matters. The unit also has one support staff member who administers football banning orders. There is no dedicated analytical support but such work can be carried out by other staff. HMIC was impressed by the enthusiasm and professionalism displayed by the unit head. Although the unit has only been operating for a few months, the work achieved so far suggests that it will become a valuable asset. It would,

however, benefit from greater involvement with covert human intelligence sources (CHIS) in collating and developing public order and football intelligence.

6.36 As mentioned above, sectarianism is not seen as a significant problem for the force. There is no overt religious bigotry between the force area's major football clubs. In fact the main cause for concern at local football matches is more likely to be homophobic behaviour.

6.37 For this reason the force has had limited contact with the Scottish Executive's sectarian unit. Nor is it engaged in any education or prevention projects on sectarianism. However, as stated earlier, HMIC has since established a forum in which to discuss these and related matters.

6.38 The force's policy is to identify sectarianism as a hate crime, and there are clear and robust general orders detailing how such crimes should be investigated. The force's Diversity unit, which sits within the Safer Community unit, monitors all faith and hate crime on a daily basis. It also checks to see that these incidents are recorded properly, and monitors any potential or active critical incident. The unit found no record of a sectarian crime of note having occurred within the force area. HMIC suggests that the Diversity unit may benefit from the support of an analyst in researching its hate and faith crime records in greater depth.

Force approach to ICT convergence

6.39 The force is fully committed to the national ICT convergence programme. There is very close liaison with national teams, and members of the force's ICT department have been assigned to national projects. The force has also seconded police officers to national teams, including the Platform project, the Information Management project, the National Business Design team and the ACPOS Business Benefits team. At the national level, the deputy chief constable represents the force on the ACPOS Business Change Programme Board.

6.40 The force has developed governance arrangements to oversee business change. In recognition of the impact of change and the cross-cutting nature of many of the projects, a Business Change Programme Board has been set up. This is chaired by the deputy chief constable and attended by assistant chief constables and directors who chair the existing thematic boards. Other attendees include the heads of Information Technology, Finance and Corporate Development and the holder of the newly created business change co-ordinator post.

6.41 The force has reviewed existing work streams and projects being run by the thematic boards. Priority strategic projects have been identified that are now overseen by the Business Change Board. To support these, the business change co-ordinator meets regularly with the project managers of the strategic projects to ensure that any impact on operational policing is minimised. Any issues that cannot be resolved at project board level are referred to the Business Change Board. The business change co-ordinator also represents the force on the National Business Design advisory group.

6.42 There are 12 strategic projects that the force considers to be critical. These are now being tightly controlled to ensure that they remain complementary to the force's ICT convergence plans. Difficulties, risks and the current status of these projects are reported to the Business Change Board on a monthly basis. A 'Business Change Board Project Summary' report allows significant issues and risks to be managed on an exception basis.

Individually, each of the projects has a project board and project manager who manage their individual projects daily using the force's project management process and with the support and assistance of the programme management office. Full use is made of structured project management methodology and reporting tools. Highlight reports are prepared for individual project boards and thematic boards. A summary report is also prepared for the Business Change Programme Board, highlighting issues and risks that require consideration or intervention as described above.

6.43 HMIC is content that the force is well prepared and making satisfactory progress in this area.

Force approach to the development and use of electronic notebooks

6.44 The force has applied a Systems Thinking approach to its work on electronic notebooks. Systems Thinking requires that business processes are designed from the customer perspective, and aims to increase the value of work being carried out, eliminate wasteful working practices and minimise duplicated effort. This work has followed a structured programme since it began in 2003.

6.45 The main aims of the project are to do the following:

- improve processes;
- reduce duplication of effort;
- reduce time spent by operational police officers on administrative duties;
- increase police visibility / effectiveness;
- make best use of available technology; and
- explore future use of technology.

6.46 Phase III of the project started in October 2005 and is nearing completion. Nearly 260 police officers, including all the force's road policing branch officers, all community patrol officers in the west local policing area of 'A' Division and all officers in the Professional Standards & Complaints and Conduct department are now involved in the project. The following are the main processes around which use of the electronic notebook is being developed:

- crime and vehicle accident recording
- conditional offer/fixed penalty notice procedures
- note and statement taking
- HO/RT1 forms
- vehicle defects
- sudden deaths
- missing persons
- social work referrals
- domestic incident reports
- incidents on licensed premises
- Scottish Intelligence Database reports.

6.47 The findings of an internal evaluation exercise suggest that there are considerable efficiency savings to be made from using the notebooks. Of particular note is the force's

markedly improved performance in issuing conditional offers. Working with staff from the Clerk to the Edinburgh District Council office, the force examined error rates and time taken to issue conditional offers over a single month. Of the 848 offers issued using traditional forms during this time, 36 or 4.2% were returned because they contained errors. Furthermore, the forms took an average of eight days to reach the Clerk of the District Court, but could take up to 29 days. Over the same period, 344 conditional offers were issued using the electronic notebook. Of these, three or 0.9% were returned to officers because of three separate errors, and all reached the Clerk of the Edinburgh District Court on the next business day after being issued.

6.48 The force has also been working with the Crown Office and Procurator Fiscal Service to trial and develop the use of electronic notebooks in court. The notebook's stringent built-in procedures mean that all information entries are stored and locked, and any changes clearly audited. Because of this, the notebook is accepted at all the summary courts within the force area. Work is currently underway to introduce the electronic notebook into solemn cases. The force has commented positively on the support, help, assistance and advice of both the Crown Office and the Procurator Fiscal, which has undoubtedly contributed to the success of this part of the project.

6.49 The force is currently developing a business case to introduce Phase IV of the project. This phase will equip all 2,500 of the force's operational police staff with an electronic notebook. It will also look at how to achieve the following:

- enhancements to current functionality;
- improvements to the current data transfer model; and
- research and development of a wireless solution.

6.50 The force considers its Mobile Data project the cornerstone of its business case for the future use of mobile data across the Scottish police service. At the time of the inspection the intention was to present this to the ACPOS Business Change Board early in 2007.

6.51 HMIC supports the force's efforts in developing the use of electronic notebooks both locally and nationally. In particular the force must be commended for its success in establishing their use in court. However, the major benefits will come when single, automated data entry to force systems via these electronic notebooks becomes possible. We are in no doubt that there are significant savings to be made as a result of this important and innovative work, and we encourage the force to continue to work with other forces to achieve this.

Force approach to the operation of the Scottish Police Services Authority

6.52 Recognising the complexity of the change management processes associated with setting up the Scottish Police Services Authority, the force sees this area of work as a key strategic project. It has set up a forensic science change management group within its Business Change programme, whose aims are to assist the transfer of forensic science services to the Scottish Police Services Authority and to maintain business continuity over the transitional period. We will take great interest in how such processes are managed over the forthcoming months, not just within Lothian and Borders Police but throughout the service as a whole in Scotland.

Force approach to responding to the recommendations of the Bichard report

6.53 The ACPOS National Bichard working group (ACPOS NBWG), chaired by the deputy chief constable of Lothian and Borders Police, has been influential in guiding the Scottish response to Bichard. HMIC notes that, as well as participating at the highest national level, the deputy chief constable is also responsible for driving the force response to Bichard.

6.54 As part of this response, the director of Corporate Services is in charge of a force project to implement the ACPOS versions of the Management of Police Information (MOPI) codes of practice and guidance 2006 and the National Intelligence Model guidance 2005 (NIM 2). Among the many factors driving this work, the force sees one of the key elements being the need to enhance information management to increase public protection, and in particular, to reduce the risk to children and vulnerable adults from serious crime. An internal review of information management made a number of recommendations which the executive policy group has agreed should be implemented:

- allocating executive ownership of information management to the deputy chief constable;
- adopting a “centre of excellence” approach and creating an information management business area within Corporate Development (‘M’ Division) by merging elements of audit, inspection and compliance monitoring capability from ‘M’ and ‘N’ Divisions;
- bringing the data protection and freedom of information functions together with the Crime Registrar and Policy Branch;
- assigning the role of force information officer to a senior post-holder in Corporate Development, to oversee information management on a daily basis on behalf of the deputy chief constable.

6.55 HMIC notes the high priority the force has given to information management administration and will follow with interest how this work progresses.

6.56 Lothian and Borders Police has appointed an officer to lead on matters relating to Bichard within the force. One of this officer’s duties is to make sure that the work developed through the ACPOS NBWG is reflected locally. An example of this is the force's pilot of the IMPACT Nominal Index (INI) on behalf of the Scottish service. The lead officer also liaises with those involved in the major work streams of the ACPOS NBWG. He/she has helped to develop ACPOS guidance and the associated training strategy for the Management of Police Information, as well as the policy and standard operating procedures for the INI, and has been involved in assessments of the impact and costs to ACPOS of the proposed Protection of Vulnerable Groups (Scotland) Bill.

6.57 The force is also active at various levels in the arena of public protection. Locally, for example, it takes part in the ‘Under 16 Sexual Activity Group’, a local multi-agency group covering Edinburgh and the Lothians. Nationally, it represents ACPOS on the Scottish Executive short life working group on Reporting and Handling of Disclosures of Underage Sexual Activity. It is also developing a child protection action plan based on the Framework of Standards. HMIC is satisfied that the force is well sighted on protection issues affecting both children and vulnerable adults, and we will watch with interest how it develops its response to the Bichard agenda.

Force approach to human trafficking

6.58 In recognition of the seriousness of the problem of human trafficking, the force has included organised immigration crime within its current strategic assessment and intelligence requirement. It has adopted a victim-focused approach to this area and is in the process of signing a 'victim support protocol' working in conjunction with key partners and stakeholders. Following Operation Reflex, a national multi-agency funded operation tackling organised immigration crime, the force has maintained an albeit reduced intelligence resource to focus on people trafficking and human smuggling. Though aware of the link between drugs and human trafficking, the force acknowledges its current gap in intelligence on specific human trafficking issues and associated links to organised crime including the drug and sex industry. In the UK, the link between organised crime and human trafficking was highlighted by the tragic deaths of the 58 Chinese nationals at Dover in 2000. In response, significant partnerships have been established not only to disrupt the criminal networks and their financially lucrative operations, but also to alleviate the misery of their vulnerable victims.

6.59 Their key tasks include the following:

- identifying and disrupting organised immigration crime involving one or more designated nationalities;
- identifying and disrupting organised trafficking in women and children, to and via the UK, for sexual or other exploitation;
- supporting improvements to systems and procedures designed to prevent people smuggling and human trafficking to the UK, within the UK, EU, at designated key nexus points and source countries;
- identifying and disrupting organised immigration crime affecting national security, including private and public sector corruption; and
- supporting partner agencies in preventing systematic abuses of immigration rules and processes.

6.60 Organised immigration crime includes various areas of activity, as follows:

- people smuggling and organised facilitation of illegal immigration;
- trafficking in human beings (THB);
- vice and prostitution;
- document fraud and passport factories;
- child exploitation; and
- money laundering.

6.61 HMIC is aware of the force's plans to conduct meetings in person and at various levels with colleagues from the Serious and Organised Crime Agency (SOCA), the Scottish Crime and Drug Enforcement Agency (SCDEA), the Metropolitan Police Service's Serious Crime Directorate, the UK Immigration Service and the UK Human Trafficking Centre (UKHTC), in order to share and learn from good practice and address the current intelligence gap.

Force approach to the Independent Custody Visitor Scheme

6.62 The Lothian and Borders Independent Custody Visitor scheme has been running since February 2002. It is administered by the Clerk to the Police Board in liaison with a designated senior police officer, and complies with the national Independent Custody Visiting Association Training manual (www.icva.org.uk).

6.63 As well as regularly inspecting custody holding areas, to which 142 such visits were made between during 2005-06, visitors have a bi-monthly opportunity to meet with the designated senior police liaison officer. A representative of the Joint Police Board often attends these meetings too. HMIC is particularly pleased to note support for the scheme from the most senior levels of the force, and observed that the deputy chief constable recently addressed one of the bi-monthly meetings.

6.64 HMIC is satisfied that any issues raised by custody visitors have been promptly acted on, and notes that the force provides regular training inputs for lay visitors. The designated senior police liaison officer also makes sure that any pertinent issues are discussed through either the force custody focus group or the force Criminal Justice steering committee, or informally with local divisional managers.

6.65 The role of independent custody visitors is well documented, in force General Orders, the force Procedures manual and the Prisoner Security and Welfare manual. Moreover, all force custody centre staff are fully conversant with the role and value of the scheme. We are pleased to note the force's approach this area and we commend in particular the visible support of the force executive.

Force approach to dealing with anti-social behaviour

6.66 The force is involved in a wide range of anti-social behaviour (ASB) initiatives with partner agencies and stakeholders, whose active participation it clearly values. Each division has specialist staff co-located with local authority staff to deal specifically with anti-social behaviour. In the city, an inspector, three sergeants and a number of constables from 'A' Division are being placed in council premises in order to co-ordinate and drive ASB projects. There are also 72 local authority-funded police posts in 'A' Division aimed at tackling ASB and youth crime. HMIC hopes to see a formal evaluation of the impact of these officers in the near future.

6.67 We are reassured by the force's appreciation of the need for long-term partnership strategies to provide resilient and permanent solutions to ASB; legislation is only one of many tools available. The integration of NIM into various force business structures signals the extent of the force's collaboration and engagement with partners. A NIM tasking meeting, involving partners from health, education, housing, social services and chaired by the local authority representative, sits to discuss and provide solutions to local (NIM Level 1) issues.

6.68 Examples of force activities revealed a wide use of ASB legislation, including dispersal and closure orders, post-sentence ASB orders (CrASBOS), in addition to a motor vehicle project tackling the anti-social behaviour of drivers.

6.69 In the Borders, an ASB analyst produces problem profiles and charts hot spot areas from information received from police and partners including fire, health, housing and the local authority ASB manager. This approach is considered good practice. Furthermore, force

satisfaction surveys throughout the force area suggest that the community is both aware and appreciative of the force's ASB policing operations.

6.70 The Community and Police Partnership (CAPP) project is an innovative initiative designed to tackle local problems. A panel of partners, chaired by the local councillor, is responsible for coming up with solutions to problems identified through the NIM process. By including the head boy or girl from the local school on the panel, local youth issues can also be captured. Through this pilot, the CAPP panel has collated a wealth of community intelligence and has developed solutions to various local problems. The CAPP structure will be rolled out throughout the force from April 2007.

6.71 HMIC is pleased to note particular strengths in the force's approach to anti-social behaviour.

Force approach to ensuring that its estate remains fit for purpose

6.72 The force has a clear understanding of the many interdependencies that flow from the management of its estate. These are proactively managed and underpinned by a series of policies and strategies. The Infrastructure strategy sets out the strategic context in which infrastructure assets, including buildings, radio masts and land, are managed. In the context of corporate objectives and planning processes, the strategy also meets the commitment to establish an integrated asset management and investment planning system. This system defines the capital objectives to support service delivery and achieve targets.

6.73 The force also has a comprehensive Asset Management plan (AMP) for its property. The plan takes a high-level view of the property estate as a whole and sets out to consolidate the prime aspects of property management into one document. The principle objectives relating to land and property are as follows:

- minimising cost in use;
- optimising the use of land and buildings;
- generating capital receipts where applicable;
- maximising return on investments;
- managing properties in the most economic and effective manner;
- ensuring that properties are appropriate for delivering the force's services and objectives;
- ensuring accessibility to all; and
- ensuring that end-users recognise the opportunity costs of property.

6.74 The force also has a comprehensive Property strategy, which states that all properties within the estate should be individually examined or reviewed on a regular basis. The Property strategy also considers procurement options for properties where these are needed. On a day-to-day basis, however, the force's Property Maintenance policy looks after its 60 properties and 14 radio sites.

6.75 The force's Environmental strategy aims to integrate sustainability into the force's strategies. As a result, the force has recently issued its own Guide to Sustainability in Construction Projects. The guide sets out how the force can procure and deliver construction projects that best promote sustainable development while still achieving value for money.

6.76 The force proactively pursues opportunities to improve its estate. This may mean replacing properties before they need to be replaced, as is the case for the 'Centres for Excellence for Justice' in Livingston. The Livingston project was seen as an opportunity to bring together different justice agencies to deliver improved and integrated services to the community, victims, witnesses, suspects and offenders of West Lothian and Peeblesshire. Representatives from all agencies have been involved in every aspect of the project, from influencing the design layout and furnishings of the Centres to finding new ways in which partnership working can improve services and reduce crime.

6.77 The force is aware that its Headquarters needs to be replaced and has outlined a business case to this effect. Discussions in force and with the Police Board revealed that the cost of providing a new headquarters could have a major adverse impact on other police services. Given the imminence of the next major Spending Review (autumn 2007), national and local elections and possible changes to the make up of the Police Board, a decision has been delayed until after the results of the Spending Review are known.

6.78 HMIC believes that the force has approached the management of its estate in a structured manner that reflects well on its professionalism.

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Appendix 'A

	Jan	Feb	Mar	Apr	1.1 May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Business Planning		Two Day strategic planning event (Strategic Board/ Strategic Plan/ ASP/ NIM/ Finance/ Risk)	Executive Briefings	Launch Strategic Plan and Annual Service Plan					Two day strategic review event	Prepare draft Strategic Plan and Annual Service Plan		
NIM		Strategic Assessment & Control Strategy							Strategic Assessment & Control Strategy			
Finance				Implement Budget		3 year Budget Plan to Board 1 st Budget Forecast			Capital / Revenue Bid Process 2 nd Budget Forecast	Adjust Budget	New Budget to Board 3 rd Forecast	
Division/ Departments		Strategic Planning day including Community Planning Finalise local plans							Strategic Review	Consider Strategic Review along with Community Planning Process and prepare draft plans for coming year		
Performance	Strategic PAM meetings			Yearly results		Consultation			Strategic PAM meetings			
Risk		Review force and local Risk								Review force local Risk		

