



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+ Inspection Programme

Inspection of Tayside Division

November 2017



Improving Policing Across Scotland

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Produced and Published by Her Majesty's Inspectorate of Constabulary in Scotland

ISBN: 978-1-910165-37-9

Laid before the Scottish Parliament by Her Majesty's Inspector of Constabulary in Scotland
under section 79(3) of the Police and Fire Reform (Scotland) Act 2012

HMICS/2017/07

www.hmics.scot



HM Inspectorate of Constabulary in Scotland

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

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

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

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

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

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



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Our inspection

This inspection assesses the state, efficiency and effectiveness of local policing in Tayside Division, covering the Angus, Dundee and Perth and Kinross local authority areas. Tayside is the sixth division to be inspected under our Local Policing+ inspection programme, and many positive elements are highlighted in our inspection findings.

By its nature, local policing covers a wide range of issues. HMICS has refined our Local Policing+ programme to be more focused on risk and to ensure our inspections are proportionate. Early discussions between HMICS and the divisional commander and key stakeholders, and a review of local documents, strategies and plans, helped us refine the scope of our inspection and identify key lines of enquiry, including areas of potential good practice, risk and concern. Our key lines of enquiry were also informed by a self-assessment undertaken in advance of our inspection by the division. This self-assessment, based on the Public Sector Improvement Framework, was supported by Police Scotland's Organisational Development department, the Improvement Service² and HMICS.

In reporting our findings, we have taken a different approach to that used in previous local policing inspections in order to produce a more concise report which focuses on examples of effective practice, areas for improvement, emerging issues and new developments within Police Scotland. We have not reported on all aspects of local policing that we examined.

Overall, we found many positive developments in Tayside Division. There is effective and increasingly visible leadership within the division, and officers report feeling more empowered to identify local solutions to local problems. This is a positive development and may stem from the increased focus on localism by the Chief Constable and in the strategic police priorities. In early 2017, the division introduced a locality policing model which has been well received by officers and staff within the division and by stakeholders. However, there is more work to be done by the division and Police Scotland to ensure that they understand their demand and distribute resources accordingly. Partner organisations report good working relationships with Tayside Division. The division is aware of many of its areas for development and a wide-ranging improvement plan has been established. Much of the division's improvement activity is at an early stage of development and some intended outcomes have yet to be delivered. However, if the division sustains its current approach and its focus on improvement, then it should achieve positive outcomes for its communities and its own officers and staff. The division would benefit from taking a more evaluative approach to its work, to ensure it can demonstrate that such outcomes are being delivered.

In response to our inspection, Police Scotland will be asked to create an action plan so that our recommendations can be addressed and that effective practice is disseminated across Scotland to promote continuous improvement in policing. We will monitor progress against this plan.

We carried out our inspection between May and July 2017. We sought evidence from a range of sources including questionnaires completed by stakeholders, councillors involved in local scrutiny of policing, and members of the public. We reviewed data, strategies, policies and procedures; observed divisional processes and meetings, and local scrutiny meetings in each council area; and conducted almost 60 interviews and focus groups with police officers and staff, elected officials and partners. The performance data cited in this report was the data available at the time of our inspection, but it should be noted that performance may have fluctuated since our inspection took place.

² The Improvement Service is the national improvement organisation for local government in Scotland. It works with councils and their partners. For more information, visit www.improvementservice.org.uk



In each of our local policing inspections, we also select a theme to examine in more depth. These themes, known as the + element, have national relevance but are examined through the lens of local policing. The + element examined in Tayside Division was firearms licensing. While inspecting a division, we also take the opportunity to inspect all police custody centres located within the division. Reports of our inspections of firearms licensing and custody centres located in Tayside Division will be published separately.

HMICS wishes to thank Chief Superintendent Paul Anderson, Divisional Commander, Tayside, and the officers and staff of the division, as well as members of the public, councillors and other stakeholders for their support and co-operation during our inspection.

Derek Penman QPM

HM Chief Inspector of Constabulary

November 2017



Key findings

Outcomes

- People in Tayside are less likely to be the victim of crime than in previous years, and crime per 10,000 population is below that in Scotland as a whole.
- Detection rates have fallen across most crime groups, but the detection rate for crime in Groups 1 to 5 remains above that for Scotland.
- Overall public confidence in policing in Tayside has risen in recent months, but user satisfaction with policing has fallen slightly.
- In 2016-17, the volume of complaints about policing in Tayside fell compared to the previous year.

Leadership and governance

- There is effective and increasingly visible leadership within Tayside. There is a positive culture and good communication among the senior management team, although communication within the wider division could be improved.
- Divisional leaders report feeling more empowered than previously, and feel more able to identify local solutions to local problems.
- There was no evidence of a target-driven performance culture in Tayside, but there remains a need within Police Scotland to effectively monitor performance.
- The division is developing a local performance management framework which will make use of a broad range of qualitative and quantitative indicators that are aligned to local priorities. This should be supported by a national performance management framework which supports evidence-based problem solving.
- There is scope to improve awareness of the local policing plans and local objectives among divisional personnel.
- Partner organisations across Tayside are positive about the division's contribution to the development of local outcome improvement plans.

Planning and process

- The division has a wide-ranging plan to deliver change and improvement in Tayside although there is scope to improve governance of the plan.
- The division's focus on improvement is evidenced by a self-assessment undertaken in advance of our inspection.
- The existence and content of national and local intelligence requirements were not sufficiently understood across the division.
- There was evidence of effective event planning within Tayside, with good use being made of specialist national resources and positive community engagement.

People

- Tayside Division is taking action to address issues highlighted by a staff survey. This includes work to support the wellbeing of officers and staff.
- Morale among police staff is poor. Staff are uncertain about their job security and are concerned by delays in the harmonisation of staff terms and conditions across Scotland.
- In 2017, Police Scotland introduced a performance review process. This has been welcomed by officers and staff and Tayside Division had one of the highest completion rates in Scotland.

Resources

- Police Scotland needs to ensure that its resources are correctly distributed across geographical and functional areas to meet demand.
- Tayside Division is actively seeking ways of minimising the impact of abstractions for custody on local policing.
- There is work to be done by Police Scotland to ensure police staff resources are equitably distributed across Scotland according to need.
- In 2017, Tayside Division introduced a locality policing model which has been well received by divisional personnel and external stakeholders. The operation of the model is being kept under review and adaptations will be made as required.
- The role of community police officers under the model and their focus on local problem solving has been widely welcomed. However, the community officers would benefit from clearer information about what is expected of them.
- Many of the response officers we spoke to told us they feel stretched to meet demand, and that they feel unable to deal with enquiries timeously. There is a need for the division to gather and monitor data to ensure that it understands its demand and that its resources are effectively distributed.
- There is a need to ensure that nationally, regionally and locally-based specialist resources are available when demand for their service is greatest.
- Special constables make a significant contribution to policing, but there is a need to improve their management and deployment and the support available to them both within Tayside and across Scotland.

Partnerships

- Tayside Division is committed to working with its local partners to improve the safety and wellbeing of its communities.
- Partner organisations report good working relationships with the division.
- There is limited information about the impact or outcome of some partnership activity. There is a need for the division to adopt a more evaluative approach to its activities to ensure they achieve positive outcomes for local communities.



Recommendations

Recommendation 1

The divisional commander should ensure that Tayside Division has an intelligence requirement aligned to national and local priorities and that this is communicated to, and understood and acted upon by, officers.

Recommendation 2

The divisional commander should ensure that the role of the community police officer is clearly defined and that community officers understand the expectations upon them and receive training or guidance to carry out their role effectively.

Recommendation 3

Police Scotland and the divisional commander should review the availability of nationally, regionally and locally-based specialist teams out of hours.

Recommendation 4

Police Scotland should develop a vision and strategy for special constables and other volunteers.

Recommendation 5

The divisional commander should adopt an evaluative approach to his divisional and partnership initiatives.

Context

Police Scotland

1. The purpose of Police Scotland is to improve the safety and wellbeing of persons, localities and communities in Scotland.³ Police Scotland's strategic and operational priorities are outlined in its Annual Police Plan⁴ and in Policing 2026, the joint Police Scotland and SPA 10-year strategy for policing in Scotland.⁵ These priorities are aligned to the strategic police priorities set by the Scottish Government.⁶
2. Police Scotland is led by a Chief Constable who is responsible, and must account to the SPA, for the policing of Scotland. At the time of our inspection, Police Scotland comprised 17,256 police officers,⁷ 5,276 full-time equivalent police staff and 724 special constables.
3. Local policing is led by a Deputy Chief Constable (DCC) and three Assistant Chief Constables (ACCs) who are responsible for the local policing divisions within the North, East and West regions of Scotland.
4. Currently, there are 13 local policing divisions across Scotland, each led by a local police commander at chief superintendent rank. The divisions are further divided into 32 local policing areas which mirror the local authorities in Scotland. Local police commanders must prepare and submit a local police plan to the relevant local authority for approval.⁸
5. Local policing is supported by specialist divisions within Police Scotland. These include:
 - Contact, Command and Control Division, providing 24-hour support to resolve enquiries and prioritise and task incidents
 - Safer Communities Division, providing support on prevention and intervention initiatives
 - Criminal Justice Services Division, providing a range of custody and criminal justice-related services
 - Specialist Crime Division, providing specialist investigative and intelligence functions
 - Operational Support Division, providing specialist functions such as road policing and armed policing.

Tayside Division

6. Tayside Division encompasses the local authority areas of Angus, Dundee City and Perth and Kinross. It serves 415,470 people over 7,527 square kilometres. It is the fourth largest division in Scotland in geographic terms and the sixth most populous. The division has a diverse mix of communities with some of the most affluent and most deprived in Scotland.
7. Tayside Division is divided into three command areas, the boundaries of which match the three local authority areas. Each command area is led by an area commander of chief inspector rank who has responsibility for all day-to-day policing functions in that area. Command areas are further divided into localities, led by a locality inspector and served by a dedicated community policing team.⁹

³ Section 32(a), Police and Fire Reform (Scotland) Act 2012.

⁴ Police Scotland, [Annual Police Plan 2017/18](#).

⁵ Police Scotland, [Policing 2026: Our 10-year strategy for policing in Scotland](#) (2017).

⁶ These are localism, inclusion, prevention, response, collaborative working, accountability and adaptability. Scottish Government, [Strategic Police Priorities](#) (October 2016).

⁷ Scottish Government, [Police Officer Quarterly Strength Statistics Scotland, 31 March 2017](#) (2017).

⁸ Section 47, Police and Fire Reform (Scotland) Act 2012.

⁹ Further information about the locality policing model in operation in Tayside Division can be found in the Resources section of this report.

Outcomes

8. A key outcome for local policing is to ensure communities are safe from crime, disorder and danger.¹⁰ We have examined management information and performance reports relating to Tayside Division up to March 2017. We have reviewed whether the division has reduced crime across Groups 1 to 5.¹¹
9. In our most recent audit of crime recording in Tayside, we found that 89.6% of incidents were closed correctly (compared to 92.7% in Scotland) and 98.0% of crime was counted and classified correctly (compared to 95.1% in Scotland).¹² Since that audit, we have been working with Police Scotland to support improvements in recording practice.
10. The following tables provide data about recorded crime in Tayside in 2015-16 and 2016-17. Data for Scotland as a whole is provided for comparative purposes.

Table 1 – Crime and offences 2015-16 and 2016-17¹³

Crimes	Tayside				Scotland
	2015-16	2016-17	Total change	% change	% change
Group 1	471	538	+67	+14.2%	+5.2%
Group 2	947	1069	+122	+12.9%	+5.2%
Group 3	8283	7849	-434	-5.2%	-1.3%
Group 4	3907	3631	-276	-7.1%	-2.9%
Total Groups 1 to 4	13608	13087	-521	-3.8%	-1.2%
Group 5	3705	3676	-29	-0.8%	-6.2%
Total Groups 1 to 5	17313	16763	-550	-3.2%	-2.4%
Group 6	11835	9791	-2044	-17.3%	-10.6%
Group 7	14559	13539	-1020	-7.0%	-18.9%

11. During 2016-17, there were 3.8% fewer crimes involving victims¹⁴ in Tayside than in the previous year, compared to a 1.2% reduction nationally. This reduction has been driven by decreases in crime in Groups 3 and 4, whereas crime in Groups 1 and 2 has increased. The crime trends in Tayside generally mirror those seen across Scotland.
12. Of concern is a rise in violent crime (Group 1) in Tayside and across Scotland. The rise in violent crime in Tayside was more than two and a half times that in Scotland. Since 2002-03, there has been a downward trend in violent crime, but violent crime began to increase in 2015-16 and this increase continued in 2016-17. The change in 2015-16 was partly attributed to an improvement in the recording of serious assaults. That the increase was due to recording practice, rather than an increase in violence, may be borne out by the fact that there was no similar increase in common assaults during the same period.¹⁵ In fact, in 2016-17, common assaults, including those of emergency workers, fell by 8.4% in Tayside and by 1.0% in Scotland. Nonetheless, both Tayside Division and Police Scotland will need to monitor trends in Group 1 crime and take any necessary action to protect communities from violence.

¹⁰ Scottish Government, *National outcomes* (2007).

¹¹ Seven categories are used to group crimes and offences for statistical purposes. These are non-sexual crimes of violence (Group 1); sexual crimes (Group 2); crimes involving dishonesty (Group 3); fire-raising, vandalism etc (Group 4); other crimes (Group 5); miscellaneous offences (Group 6); and motor vehicle offences (Group 7).

¹² HMICS, *Crime Audit 2016* (2016).

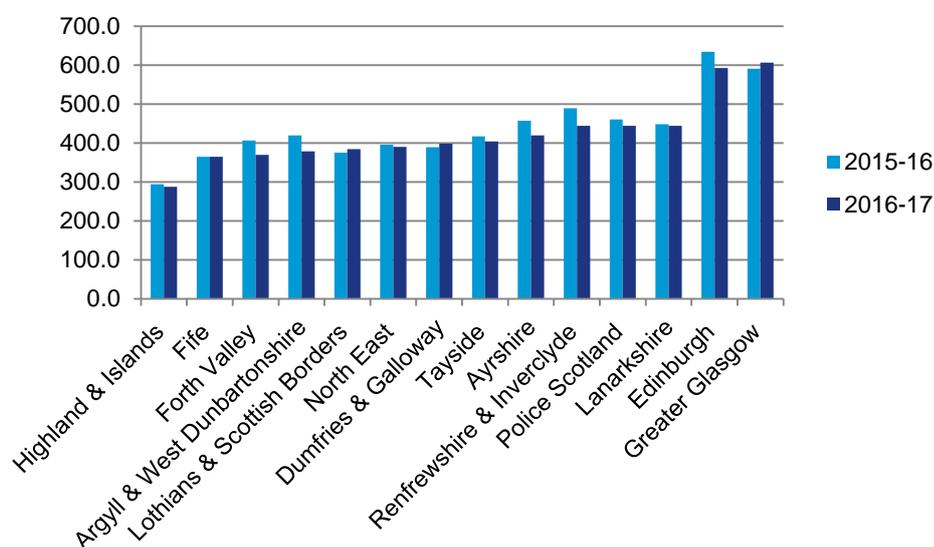
¹³ Police Scotland, *Management Information – Division Area Report: Quarter 4 2016/17*; and Police Scotland, *Management Information – Force Report: Quarter 4 2016/17*.

¹⁴ Crimes in Groups 1 to 4 are generally describe as those involving victims.

¹⁵ Common assaults are recorded in Group 6.

13. Sexual crime (Group 2) has been on a long-term upward trend in Scotland since 1974, and has increased each year since 2008-09.¹⁶ The upward trend in Scotland is mirrored elsewhere in the UK. Recent increases in sexual crime may in part be attributed to increased reporting of such crime, as well as changes in working practices by the police including a more proactive approach to historic offences and the targeting of repeat offenders. The rise in Group 2 crime may also be partly attributed to increases in cyber-enabled sexual crime.
14. The rate of crime per 10,000 of population in Tayside remains below that of Scotland. Chart 1 illustrates the performance of Tayside Division in comparison with other divisions and Police Scotland. Comparisons with other policing divisions should however be made with caution given demographic, socioeconomic and other variations. Benchmarking with other areas can however be a useful tool in monitoring performance and Police Scotland should consider identifying areas which can be more usefully compared with the three local authority areas making up Tayside Division (see paragraph 41).

Chart 1 – Crimes (Groups 1 to 5) per 10,000 population by division



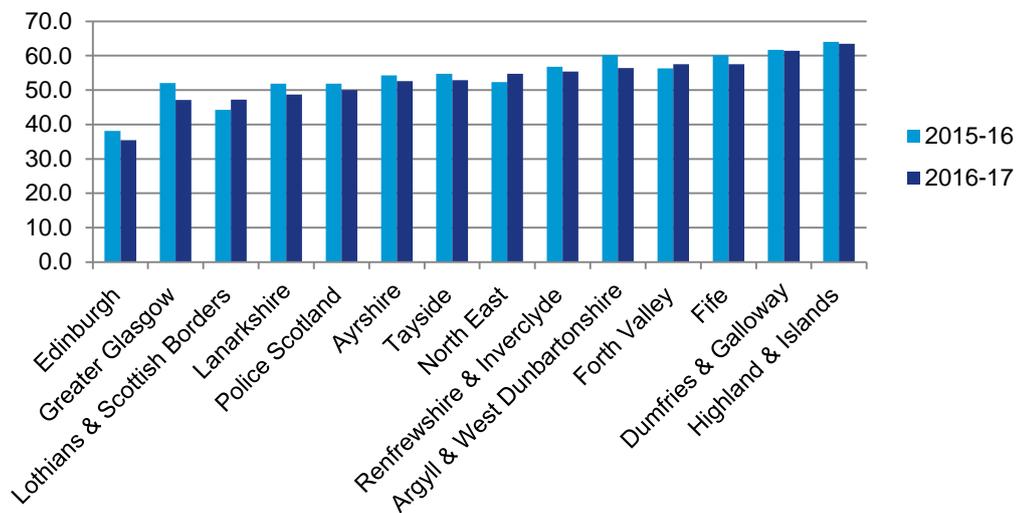
15. Detection rates in Tayside have fallen between 2015-16 and 2016-17 for all crime types except those in Group 4. This trend mirrors that in many other divisions and in Scotland as a whole. Despite the decrease, detection rates in Tayside remain above those for Scotland for Groups 1, 2, 3 and 4. The overall detection rate for crime in Groups 1 to 5 (52.9%) also remains above the rate for Scotland (50.0%).

¹⁶ Scottish Government, [Recorded crime in Scotland 2015-16](#) (2016).

Table 2 – Detection rates¹⁷

Crimes	Tayside			Scotland		
	2015-16	2016-17	% change	2015-16	2016-17	% change
Group 1	92.1	79.2	-12.9	81.7	77.1	-4.6
Group 2	76.3	67.2	-9.1	73.9	62.3	-11.6
Group 3	43.2	42.0	-1.2	38.2	36.7	-1.5
Group 4	29.3	29.4	+0.1	24.2	25.1	+0.9
Total Groups 1 to 4	43.2	42.1	-1.1	37.7	36.5	-1.2
Group 5	96.8	91.2	-5.6	96.9	95.3	-1.6
Total Groups 1 to 5	54.7	52.9	-1.8	51.9	50.0	-1.9
Group 6	85.8	81.9	-3.9	84.3	80.2	-4.1
Group 7	95.5	95.0	-0.5	97.2	95.9	-1.3

Chart 3 – Detection rates (Groups 1 to 5) by division



Local priorities

16. For each of its local policing areas, Tayside Division has set local priorities and objectives in its policing plans. Performance in relation to each priority is reported to the relevant local scrutiny bodies in Angus, Dundee and Perth and Kinross councils. Local priorities for 2017-18 had only just been set at the time of our inspection, but progress made against priorities for 2016-17 is set out in the end-year reports to the councils.¹⁸ Because of the availability of this data elsewhere, HMICS has not sought to repeat it here. An example of how the division has responded to an emerging local priority is Operation Tiger Claw, an initiative in Perth and Kinross to address rural crime (see case study).

¹⁷ Police Scotland, [Management Information – Division Area Report: Quarter 4 2016/17](#); and Police Scotland, [Management Information – Force Report: Quarter 4 2016/17](#).

¹⁸ [Report by Tayside Division to Dundee City Council Community Safety and Public Protection Committee](#) (12 June 2017); [Report by Tayside Division to Angus Council Scrutiny and Audit Committee](#) (22 June 2017); and [Report by Tayside Division to Perth and Kinross Council Housing and Communities Committee](#) (31 May 2017).

Case study – Operation Tiger Claw (Perth and Kinross)

During December 2015 and January 2016, there was a significant increase in rural crime in Perth and Kinross local policing area, with Kinross-shire identified as a hotspot for the theft of quad bikes and trailers. In response, Operation Tiger Claw was introduced which included crime prevention, intelligence and enforcement measures.

The operation aimed to identify and apprehend those responsible for the thefts as well as their associates and places used to dispose of the stolen property. An operational toolkit was developed to assist officers with their investigations, and the police used the Perth and Kinross Community Watch Scheme to send out general crime prevention messages, alerts about crimes occurring in the area, and appeals for information.

Officers from the local policing area also developed relationships with a range of partners to hear more about their concerns, to share information and provide reassurance. Funding was obtained from partners and an event held in conjunction with the National Farmers Union Scotland in May 2016. At the event, advice was provided on crime and fire prevention, dog control, wildlife crime and agricultural cybercrime, and demonstrations were held on forensic marking to keep agricultural property safe. The event provided an opportunity for rural businesses and farmers to discuss their concerns with the police. The event was highlighted by both STV and the BBC's Landward programme.

Operation Tiger Claw has since developed into a wider piece of work to address other types of rural crime. A Perth and Kinross Rural Crime Steering Group has been formed to ensure a coordinated, collaborative approach to reducing and preventing rural crime. The Steering Group, whose membership includes a wide range of partner organisations (including the Forestry Commission, Gamekeepers Association, Scottish Environmental Protection Agency, British Deer Society, Salmon Fisheries Board and the Royal Society for the Protection of Birds) will identify emerging crime patterns and trends and work to address the concerns of communities. While we welcome this initiative and its focus on engaging with partners, the division has not yet been able to provide us with evidence of its impact (see paragraph 96).

User satisfaction and public confidence

17. One way in which Police Scotland measures its performance is by surveying members of the public who have reported an incident or crime to assess their level of satisfaction with and confidence in policing. The User Satisfaction Survey is conducted monthly by each division by police officers or staff who telephone a randomly selected sample of service users. In Tayside, around 70 service users are contacted each month. Table 3 shows that the majority of service users in Tayside are satisfied with the service provided although levels of satisfaction are slightly below those for Police Scotland as a whole. While overall confidence in Tayside fell in 2016-17, it has risen in the first few months of 2017-18.



Table 3 - Public confidence and satisfaction (User Satisfaction Survey)

	Tayside			Scotland		
	2015-16	2016-17	2017-18 YTD	2015-16	2016-17	2017-18 YTD
Overall level of confidence ¹⁹	78.2%	73.9%	80.9%	78.2%	81.0%	82.1%
Overall level of satisfaction ²⁰	81.8%	79.2%	78.1%	81.8%	80.8%	80.6%
Informed about progress of incident	65.2%	64.6%	52.8%	63.7%	69.7%	65.4%

18. During the survey, service users are asked several questions including whether they felt they were adequately informed about the progress of the incident they reported. This is the question that consistently yields the poorest results across Police Scotland. In recent months, Tayside has performed more poorly on this question compared to Police Scotland nationally. In response, the division is seeking to learn from divisions that have achieved better results on this question and to assess what practice could be adopted in Tayside to improve its service. While we welcome Police Scotland’s efforts to seek feedback from service users, we have previously commented that direct contact with service users by a service provider may not be the best method of assessing confidence and satisfaction.²¹ An independent survey of service users may be a better means of obtaining robust data. We welcome the recent development of an action plan by Police Scotland’s Multi-Agency Public Confidence Steering Group which includes the scoping of an independent survey of service users.
19. Public confidence can also be measured via the Scottish Crime and Justice Survey, a large-scale survey administered by the Scottish Government. It asks adults aged over 16 about their experiences and perceptions of crime. It also asks questions about attitudes towards policing. The most recently available data relates to 2014-15 (see Table 4).²² Respondents are asked their overall opinion of police performance, and how confident they are in the ability of the police in their local area to undertake six aspects of police work (prevent crime, solve crime, catch criminals, investigate incidents after they occur, deal with incidents as they occur, and respond quickly to appropriate calls and information from the public).

Table 4 – Public confidence in policing (Scottish Crime and Justice Survey)

	Tayside		Scotland	
	2012-13	2014-15	2012-13	2014-15
Local police were doing a good or excellent job	67%	61%	61%	58%
Had confidence in the police to prevent crime	62%	59%	56%	57%
Had confidence in the police to solve crime	71%	64%	64%	62%
Had confidence in the police to catch criminals	67%	63%	61%	60%
Had confidence in the police to investigate incidents	80%	73%	73%	70%
Had confidence in the police to deal with incidents	75%	67%	68%	66%
Have confidence in the police to respond quickly	72%	65%	66%	64%

¹⁹ Very high or high confidence. Data provided by Police Scotland.

²⁰ Very satisfied or satisfied. Data provided by Police Scotland.

²¹ HMICS, [Local Policing+ Inspection Programme: Inspection of local policing in Ayrshire Division](#) (2015), paragraph 85.

²² Scottish Government, [Scottish Crime and Justice Survey 2014-15](#) (2016).



20. In Tayside, between 2012-13 and 2014-15, there were statistically significant decreases in confidence across four measures (solve crime, investigate incidents, deal with incidents, respond quickly). Between 2008-09 and 2014-15, there was a statistically significant increase in confidence in two measures (prevent crime and respond quickly), but no evidence of change in relation to the other four measures. In 2014-15, confidence in Tayside was similar to confidence in Scotland across each of the six measures.²³ In 2012-13, a higher proportion of respondents in Tayside than in Scotland said that police in their local area were doing a good or excellent job, but in 2014-15 there was no difference in this result between Tayside and Scotland.
21. From 2016-17, the survey will be conducted every year instead of every two years and will provide Police Scotland and local divisions with a methodologically robust and regular indicator of the public's attitudes towards policing. The results, taken together with the findings of Police Scotland's own User Satisfaction Survey, will provide the service with information about levels of public confidence which should form part of its performance management framework (see paragraphs 23 and 32).

Complaints about the police

22. The number of complaints about police officer and staff conduct and the quality of the police service provide further indicators of public satisfaction and confidence in policing. Table 5 shows the number of complaint cases received by the police and the number of allegations (each complaint case may involve one or more allegations). In 2016-17, the volume of complaints received in Tayside fell by 3.4%, similar to the fall in complaints received by Police Scotland nationally (3.2%). While there was a greater national decrease in the number of allegations received in Scotland than in Tayside, the rate of allegations per complaint remains similar (1.5 nationally, and 1.6 in Tayside).

Table 5 – Complaints

	Tayside			Scotland		
	2015-16	2016-17	% change	2015-16	2016-17	% change
Complaints about the police	467	451	-3.4%	6,852	6,633	-3.2%
Number of allegations	789	732	-7.2%	11,409	9,979	-12.5%

Performance management

23. At the time of our inspection, Tayside Division was developing a new performance framework which would assist the division in monitoring the extent to which it has achieved positive outcomes for its local communities in 2017-18. At a national level, Police Scotland is also developing a new performance framework which will be linked to its three-year policing plan for 2017-20. We support Police Scotland's statement that it will develop a 'broader understanding of success, with public confidence as a key measure of our performance', and that it will focus on delivering public satisfaction and improve its understanding of its impact.²⁴ HMICS expects that both local and national performance frameworks will adopt relevant quantitative and qualitative measures which will allow an effective assessment to be made of whether the division and Police Scotland are achieving positive outcomes for their communities.²⁵

²³ While Table 4 suggests confidence in Tayside was higher than in Scotland, these differences were not statistically significant.

²⁴ Police Scotland, [Policing 2026: Our 10-year strategy for policing in Scotland](#) (2017).

²⁵ See also paragraph 32.



Leadership and governance

24. The division is led by a chief superintendent, supported by a senior management team made up of a detective superintendent and three superintendents (one leading on operations, one on support and one on partnerships and performance). Each of the division's three area commands are led by a chief inspector. In addition, there are chief inspectors leading on operations and partnerships, and three detective chief inspectors, leading on crime, public protection, and policy and support.
25. We observed a positive culture within the senior management team where issues were openly discussed and different points of view welcomed. While the team had diverse skills and working styles, only two of the 13 officers were women. While Police Scotland has stated it is committed to mainstreaming equality and recognises the benefits of a diverse workforce, there is clearly more to be done to encourage diversity – not just in relation to gender – in its senior personnel.²⁶
26. While we observed good communication among the senior management team in Tayside, communication within the division generally required improvement. Officers and staff told us that they felt inundated with information via email and that there was a risk of important messages being missed. The division is aware of this issue and has already begun work to address it via the divisional improvement plan. Some attempts to improve communication were already being noted and welcomed by divisional personnel, such as the commander's bulletin, although they also felt that some communication tools could be used more effectively, such as the intranet.
27. External communication by the division was viewed more positively by the stakeholders we interviewed. They cited good recent examples, such as work done by the division to share information about the implementation of its new locality policing model in early 2017, and the division's use of social media to reassure the public about the presence of armed police officers at a concert in Dundee. While the stakeholders we interviewed viewed communication positively, they also said it could be developed further and could be more proactive. A large proportion of the stakeholders who responded to our questionnaire answered 'don't know' to some questions, including those about local policing plans and the policing contribution to community planning, suggesting the division could do more to raise awareness of its activities.
28. Within the division, the senior management team has sought to raise its visibility, to increase engagement with officers and staff and listen to their views, and to recognise good work. These efforts have been partly in response to the results of a staff survey carried out in 2016 in which these were suggested as areas for improvement (both for Police Scotland as a whole and for Tayside Division). Constables and sergeants have, for example, been encouraged to attend daily tasking and coordinating meetings where they can meet senior managers and increase their understanding of how their own work fits into that of the division as a whole. Officers welcomed this opportunity. Generally, the divisional personnel we spoke to said that senior leaders were increasingly visible, and that they felt more listened to than previously and able to share ideas and provide feedback. Some also said there was more emphasis on recognising good work which made them feel valued, but this view was not consistent across the division. Efforts by the senior management team to address areas for improvement highlighted by the staff survey will require to be sustained, in order to achieve positive outcomes more consistently across the division.

²⁶ Police Scotland, [Equality and Diversity Mainstreaming Progress Report 2017](#) (April 2017).



29. The senior management team itself, as well as officers across the division, told us they felt more empowered than previously. This contrasts with what we have seen in some of our previous inspections, where officers at all levels felt they had lacked autonomy and the ability to make decisions about their own areas of work. This is a significantly positive development, and may stem in part from the increased focus on localism by the Chief Constable and in the strategic policing priorities. This renewed autonomy for local officers was already being noted and welcomed by some stakeholders.

Managing performance

30. In some of our previous local policing inspection reports,²⁷ we have noted that officers felt under pressure to achieve performance targets, and that such targets may result in a misplaced focus on particular aspects of policing at the expense of other priorities. There was no such pressure in Tayside, and officers said that any previous focus on targets had been absent from the division for around 12 months.
31. The national performance management framework previously used in all local policing divisions no longer underpins the oversight of performance in the way described in our previous inspection reports. In its absence, the division is still using data to monitor its performance and to inform operational decisions. The division is also developing its own performance management framework, that will make use of a broader range of quantitative and qualitative measures and that will be more aligned to local priorities to assess how well it is serving its local communities. The division has been developing its own framework in the absence of a new national framework but would benefit from assistance from nationally-based performance analysts to support its work.
32. While we welcome the move away from performance targets, a national performance management framework is necessary for Police Scotland and others to assess how well it is achieving its purpose of improving the safety and wellbeing of persons, localities and communities in Scotland. The national framework can support and inform divisional frameworks which are tailored to local needs and priorities. It is the way in which performance information is used and managed that is critical. Rather than driving 'target-chasing' behaviour, performance information should be used to support evidence-based problem-solving, resulting in better outcomes for communities. At the time of our inspection of Tayside Division, Police Scotland was developing a new national performance framework. HMICS will monitor its implementation during future inspections.

Local policing plans

33. The Police and Fire Reform (Scotland) Act 2012 requires local police commanders to prepare local policing plans which set out the priorities and objectives for the policing of local authority areas, and describe how those objectives will be achieved. Commanders must involve the local authority in the development of the plan and must submit the plan to the local authority for approval.

²⁷ See, for example, HMICS, [Local Policing+ Inspection Programme: Inspection of local policing in Ayrshire Division](#) (2015).



34. In Tayside Division, there are three local policing plans, one for each of the local authority areas – Angus, Dundee, and Perth and Kinross. The current plans relate to 2017-20 and have only recently been finalised and approved. The plans were developed taking into account the results of the ‘Your View Counts’ public survey, as well as feedback from partners across Tayside.²⁸ The plans for each local authority area feature the same four objectives:
- putting the victims at the heart of what we do
 - tackling crime and anti-social behaviour
 - protecting vulnerable people
 - maintaining public safety.
35. The division has advised HMICS that the objectives set out in the local policing plans are purposefully high level and will be underpinned by more specific locality plans which will cover smaller geographic areas and which will be tailored to local issues. These locality plans were still being developed at the time of our inspection.
36. Because the objectives set out in the local policing plans are broad, there is work to be done by the division to develop a means by which progress against the plans can be easily and clearly reported to the local authority bodies with responsibility for scrutinising policing in their area.²⁹ The division is currently working on developing a new reporting template (see paragraph 42).
37. Awareness of the local policing plans and the local objectives was mixed among divisional personnel. While community officers said they had seen the plans and were aware of their local priorities, other officers, including those working in response policing, were less aware of the plans. When HMICS surveyed local stakeholders, there was a large proportion of ‘don’t know’ answers to our questions about local policing plans, suggesting awareness of the plans and their purpose and contents could be improved among stakeholders as well as divisional personnel.
38. The local policing plans for 2017-20 have been developed at the same time that work is being done by the police and partner agencies to develop local outcomes improvement plans (LOIPs). Under the Community Empowerment (Scotland) Act 2015, each community planning partnership must prepare a LOIP. The plan should set out the local outcomes which are being prioritised by the partnership, the improvements being sought, the timeframe for achieving the improvements, and the needs and circumstances of people residing in the area. The Act designates Police Scotland as a community planning partner, as well as the local authority in each area and several other bodies. The first LOIPs are expected to be finalised in Autumn 2017.
39. Tayside Division has been actively participating in the development of the LOIPs in Angus, Dundee and Perth and Kinross, and partner agencies spoken to during our inspection have been positive about its contribution so far. The division is aware that as the LOIPs develop, there will be scope to align the local policing plan to the LOIP. HMICS will continue to review the police contribution to LOIPs in future inspections.

²⁸ In the first year of the survey, from April 2016 to March 2017, 1,310 surveys were completed in Tayside Division. The local priorities identified by respondents were antisocial behaviour/disorder; drug dealing/drug misuse; homes being broken into; violent crime; and child abuse including child sexual exploitation. For further information, see Police Scotland, [Your View Counts in Tayside Quarter 4: April 2016 to March 2017](#) (May 2017).

²⁹ Section 45 of the Police and Fire Reform (Scotland) Act 2012 sets out a role for local authorities to monitor and provide feedback to the local commander on the policing of their area.

Local scrutiny

40. In each of the three local authority areas, local scrutiny of policing is carried out by a committee of the council. In Angus, scrutiny is carried out by the Scrutiny and Audit Committee; in Dundee, by the Community Safety and Public Protection Committee; and in Perth and Kinross, by the Housing and Communities Committee. HMICS was able to observe meetings of all three committees during our inspection. We also interviewed some councillors about policing and invited all councillors involved in local scrutiny to complete a survey about policing in their area. Unfortunately, due to the timing of our inspection and the survey, which coincided with the local elections, the response rate was low.
41. The division provides reports to each committee to support their scrutiny of local policing. The reports we reviewed related to the previous local policing plan and the priorities for 2016-17.³⁰ The reports contained crime, detection rate and other data relevant to those priorities, as well as a narrative describing progress made or specific initiatives undertaken. The reports were well received by the councillors and we heard positive comments about their relationship with the division, including appreciation of the councillor drop-in sessions offered by the divisional and local area commanders to discuss policing issues, and briefings for councillors on specific topics. However, one council felt there was scope to improve the reports submitted to its committee by including data comparing policing performance in its area with a similar area elsewhere in Scotland. HMICS also believes the reports could be developed through the addition of local complaints and crime recording audit data, both of which have previously been recommended to Police Scotland.³¹
42. Following the approval of the new local policing plans for 2017-20, Tayside Division will develop new reporting templates for its local scrutiny committees which we welcome. These templates should continue to report on progress against priorities identified in the local policing plan, and take account of our previous recommendations. The templates should also take account of any specific requirements set out by the local scrutiny committees, to ensure they have the information needed to perform their role effectively.

³⁰ The reports we examined, and the meetings we observed, involved scrutiny of policing for the year 2016-17 and therefore focused on the policing priorities from the previous local policing plans.

³¹ HMICS, [Crime Audit 2014](#) (2014), Recommendation 7; and HMICS, [Local Policing+ Inspection Programme: Inspection of Ayrshire Division](#) (2014), Recommendation 1.

Planning and process

Improvement planning

43. The division has developed a plan to coordinate and deliver change and improvement within Tayside. We welcome the commander's intention that the plan will take account of the results of the staff survey, the divisional self-assessment and the results of our own inspection to help drive improvement within the division.
44. At the time of our inspection, the improvement plan already featured 37 workstreams covering a broad range of issues including communication, talent management, training and partnership working. Each workstream has been allocated a lead officer, who will take forward their work via their own action plan. The work required of each lead officer is reflected in that officer's personal objectives. The division should consider whether governance of the plan could be strengthened, to ensure, for example, that the breadth of work is sufficiently coordinated and prioritised, that there is no duplication between workstreams, and to identify and manage interdependencies. Awareness of the improvement plan was limited among divisional personnel who had not been assigned a workstream. As the plan develops, the division should consider sharing information across the division to demonstrate the work being done. This will be particularly helpful given that, in the Police Scotland staff survey, only 10% of Tayside respondents agreed or strongly agreed that 'senior managers are committed to improving our ways of working', and only 7% agreed or strongly agreed that 'senior managers within the Police Scotland executive team will take action on the results of this survey'.³² The improvement plan demonstrates that the division's senior officers are focused on improvement, and on taking action in response to the survey.

Self-assessment

45. Since the establishment of Police Scotland in 2013, HMICS has been keen to encourage the service to develop a culture of continuous improvement that includes the use of self-assessment. HMICS and Police Scotland agreed that the inspection of Tayside Division would provide an opportunity to pilot a self-assessment model, the results of which could inform the inspection as well as the division's own improvement plan.
46. With the assistance of Police Scotland's Organisational Development team, the Improvement Service and HMICS, the division carried out a self-assessment in the months preceding our inspection. The division used the Public Sector Improvement Framework Checklist, a self-assessment tool which focuses on a range of themes such as results, leadership, service planning and people.³³ The self-assessment was conducted by 31 divisional sergeants, who completed a survey administered by the Improvement Service.³⁴ Using recurring issues arising from the survey, a number of sergeants were invited to discuss and prioritise areas for action, and to develop a plan to address them. Six priorities were chosen relating to improving work-life balance, resource management, staff consultation and ICT, reviewing the distribution of resources between specialist and local policing teams, and clarifying the roles and responsibilities of the police and other agencies when dealing with incidents such as those involving individuals in mental crisis. In relation to the last priority, the division is already working with NHS Tayside to provide support to officers dealing with incidents involving those in mental crisis (see Community Triage Service case study).

³² SPA/Police Scotland, *Staff Survey 2016 (2017)*.

³³ Further information about the Public Sector Improvement Framework can be found at www.improvementservice.org.uk

³⁴ It was agreed by the division and HMICS that it would not be possible for all divisional personnel to be surveyed for the purposes of the self-assessment because this would be resource-intensive and there was a fear that officers were experiencing 'survey fatigue' after recently responding to other surveys such as the Police Scotland staff survey. Sergeants were specifically targeted because there has been some discussion about the scope of their role and the extent to which this is consistent across Scotland, but there has been no review by Police Scotland of the rank as yet, as there has been for inspecting and superintending ranks.

47. We welcome the division's plans to integrate the actions arising from the self-assessment exercise into the divisional improvement plan. The senior management team are also aware of issues raised by sergeants that were not prioritised and can take these into account in planning and delivering the local policing service. HMICS also took the results of the self-assessment into account during our inspection. Following the inspection, those involved in the self-assessment intend to review the process and consider what learning can be applied to the future use of self-assessment by Police Scotland. HMICS has committed to supporting Police Scotland with this work.

Case study – Community Triage Service (Tayside)

The Community Triage Service (CTS) was introduced in Tayside Division in January 2017.³⁵ The CTS is intended to assist officers attending a mental health incident by providing support from a mental health nurse to help officers manage risk and make appropriate decisions. Officers can use the service when dealing with individuals aged 18 and over where it is suspected they may have a mental disorder, personality disorder or misuse substances.

The CTS is provided by NHS Tayside and operates 24 hours a day, seven days a week. Mental health nurses support police officers by providing telephone advice for a mental health screening assessment and, where the individual is known to mental health services, can share appropriate information held on NHS systems. If the person is unknown and it is determined that a telephone consultation is inadequate, a full mental health assessment will be carried out at the Carseview Centre at Ninewells Hospital in Dundee.

The introduction of the CTS is intended to provide a better service for individuals as well as achieving efficiencies and improvements for the police, health and other services including:

- a reduction in the number of inappropriate detentions to both hospital and custody
- improved outcomes for those individuals who are detained and also those who are dealt with in the community
- less time spent by police and health staff awaiting assessments
- effective partnership working between police and health services
- improved pathways to mental health services including follow up services
- a reduction in costs.

An evaluation of the first few months of the CTS found that:

- the number of referrals made via the CTS increased each month since its introduction
- officers spent less time dealing with incidents when the CTS was used – two thirds of referrals to CTS where officers would previously have escorted the person to a mental health centre while they were being assessed were dealt with via a telephone consultation and no further intervention was required
- over a quarter of referrals to CTS required face to face consultation. Of those seen in person, 58% were discharged while 42% were admitted for further treatment.

Officers we spoke to during our inspection were generally supportive of the CTS, although some were still not confident about taking telephone advice that individuals did not require to be taken to hospital when they were threatening self-harm. To resolve issues such as this and to further support the introduction of the CTS, joint training will be delivered in October 2017 which will include officers visiting the Carseview Centre and meeting mental health staff to gain a better understanding of their role.

³⁵ The Community Triage Service in Tayside is part of a rollout of similar initiatives coordinated by the Police Scotland's Safer Communities Division.



Intelligence requirement

48. In March 2015, HMICS published a report of an inspection of the management of intelligence in Ayrshire Division. In that report, we noted that we had not found evidence of clear use of an intelligence requirement, outwith pre-planned events either locally or nationally.³⁶ We noted several areas for improvement, including that, 'Police Scotland should use an intelligence requirement aligned to national priorities to fill gaps in knowledge, corroborate existing information and identify emerging threats.'³⁷ During our inspection of Tayside Division, we explored the extent to which divisional personnel were aware of, and sought to fill, an intelligence requirement. We would expect to find evidence of an intelligence requirement linked to both national and local policing priorities. We would also have expected that the introduction of the locality policing model with its renewed focus on community policing would have afforded opportunities to improve intelligence gathering in local areas.
49. While there was some evidence of national intelligence requirements, for example, in event planning documentation, there was a range of views amongst the personnel we spoke to as to whether an intelligence requirement existed within the division, what it was and where it could be found. Some officers were unclear as to what we meant by the term 'intelligence requirement'. There also seemed to be limited awareness within the division as to the quality of intelligence that was being gathered. Our findings show that key recommendations from our inspection of the management of intelligence in Ayrshire Division remain outstanding, and that they remain relevant both to Police Scotland as a whole and to Tayside Division.

Recommendation 1

The divisional commander should ensure that Tayside Division has an intelligence requirement aligned to national and local priorities and that this is communicated to, and understood and acted upon by officers.

50. Linked to the need for a clear intelligence requirement within the division, we believe there is scope for the briefing system within the division to be improved. There was some confusion among officers we spoke to about where to find information to self-brief, and we were told that briefings were usually prepared for weekday mornings, meaning that they could be out of date for those working late or night shifts or at weekends.

Event planning

51. During the course of our inspection, a major music concert took place in Dundee attended by more than 11,000 people. While the police received no specific intelligence to suggest any threat against the event, the concert merited extensive planning and preparation by the division given the ages of those attending were similar to those attending the concert in Manchester which was the subject of a terrorist attack a few weeks previously.
52. While local officers provided most of the policing presence at the concert, the division was able to call on specialist national resources to assist. This included armed policing officers and behavioural detection officers. Preparation for the event included good use of social media to reassure the public in advance about the presence of armed officers at the concert. The division succeeded in effectively managing any risks posed and adopting a policing style appropriate to the event. Officers used the event as an opportunity for engagement with the community and received positive feedback from the public and partner organisations as a result.

³⁶ An intelligence requirement sets out information that is required or questions that need answered in order to fill gaps in police knowledge.

³⁷ HMICS, [Local Policing+ Inspection Programme: Inspection of the Management of Intelligence in Ayrshire Division and the National Intelligence Bureau](#) (2015), Improvement Action 6.

People

54. A Police Scotland staff survey³⁸ carried out in 2016 found that only 9% of respondents across Scotland, and 7% in Tayside Division, agreed or strongly agreed that 'The organisation is genuinely interested in the wellbeing of its people'. Feedback from the survey highlighted concerns relating to annual leave, time off in lieu, the cancellation of rest days for officers and improving the notice given for changes in shift patterns. The survey also highlighted that line managers need to have a better understanding of personal and home life issues and autonomy to manage personnel issues locally.
55. Following the survey, wellbeing was highlighted by Police Scotland as a key area in which it needed to improve. Within Tayside, senior divisional leaders have sought to do more to promote the wellbeing of its personnel. In November 2016, they established a wellbeing forum known as 'Engaged'. Officers and staff from a range of divisional business areas participate in the forum. Its purpose is to support and enhance wellbeing within the division and to engage with officers and staff to nurture a culture that values and respects them.
56. In early 2017, a 'Wellbeing Week' was held in the division, with another scheduled to take place in September 2017. The Wellbeing Week featured roadshows in the three local policing areas which focused on several aspects of wellbeing such as nutrition, fitness and stress management. Officers and staff attending were offered health checks, and were able to talk to a range of wellbeing-related exhibitors. The Wellbeing Week was welcomed by many of the officers and staff we spoke to. This initiative is one of a range of actions being taken forward by the EngagedD forum to promote wellbeing within the division.
57. Linked to wellbeing, the self-assessment carried out by divisional sergeants in anticipation of our inspection highlighted work-life balance as a priority. As noted at paragraph 46, work will be taken forward on this priority via the divisional improvement plan. HMICS welcomes this emphasis on wellbeing within the division.
58. The division is also establishing a People Board to focus on people management issues such as absence, time off in lieu, re-rostered rest days, modified duties, postings and transfers, training and talent management. To effectively monitor and manage these issues, the Board will require accurate data. Senior leaders are aware of the current lack of data and are working to address this. Data already exists in relation to staff absence, and the division has been able to use this to help manage absence levels. Inspectors have been encouraged to take responsibility for and support those who have been absent in their area. This has resulted in a reduction in working days lost from being above 4.5% throughout 2016-17, to 3.9% in April 2017 and 3.7% in May 2017. The division has also improved its management of officers on modified duties, to ensure they return to regular duties when they are able to do so.

³⁸ SPA/Police Scotland, *Staff Survey 2016* (2017).

59. One area in which Tayside Division, and Police Scotland as a whole, could improve its people management data is in relation to the recording of hours worked. Monitoring and managing the hours worked by staff is key to promoting wellbeing and an appropriate work-life balance. HMICS has previously commented on the need for senior officers at inspecting and superintending ranks to record their working time.³⁹ This is required to demonstrate that Police Scotland is complying with the European Working Time Directive. In relation to police inspectors, recent research undertaken across the UK notes that 'almost every police Force is breaking the law by failing to accurately record Inspectors' hours and ensure a maximum working week of 48 hours with adequate rest breaks and recovery time between shifts'.⁴⁰ In Tayside, we found that data on inspectors' working hours was available when asked for, but it was not routinely collated or monitored, and we thought it likely that it under-represented the additional hours actually worked by inspectors.
60. HMICS is aware of interest from the Scottish Police Federation and academics in the development of management information on the working time of inspecting ranks which could be used as a proxy measure for the effective management of police resources. HMICS is interested in this work and would encourage Police Scotland to engage with the Federation to consider whether this management information could be included as part of the developing force performance framework.

Police staff

61. Tayside Division had around 55 full-time equivalent police staff at the time of our inspection. These staff perform a variety of roles. Additional staff are based in Tayside and support the work of the division, but are part of centralised services within Police Scotland (such as locally based analysts who are managed by the national Analysis and Performance Unit). We spoke to many members of police staff during our inspection, as well as a representative of UNISON.
62. As in previous inspections, we found the morale of police staff to be lower than that of police officers. They remain committed to delivering an effective service, but feel uncertain about their job security and continue to be frustrated by delays in harmonising staff terms and conditions across Scotland. This means they are often doing the same job as colleagues, but being paid differently. Even once harmonisation occurs, they are concerned about the impact this will have on them personally. Staff have also been frustrated by a protracted job evaluation process which they felt did not sufficiently recognise their skills or contribution. Police staff also told us of a lack of training and development opportunities, and said that the positions of staff who leave are often left vacant, increasing the workload for others.
63. Senior leaders within Tayside Division endeavour to include in local initiatives those staff who work for other divisions but are based within Tayside. Such staff appreciate these efforts and the support they receive from the division, and many told us they would prefer to be line managed locally. Some staff with remote line managers described feeling isolated and unsupported, and reported limited communication with their managers.
64. HMICS notes that the key issues affecting staff have persisted since the creation of Police Scotland in 2013 and that there is an urgent need to progress work on harmonisation of police staff terms and conditions. HMICS is aware this has been identified by both Police Scotland and the SPA as a priority. Until these issues are resolved, effective communication and support will be essential to retaining staff and promoting their wellbeing.⁴¹

³⁹ See, for example, HMICS, [Local Policing+ Inspection Programme: Inspection of Dumfries and Galloway Division](#) (2016), paragraph 62.

⁴⁰ Peter J Turnbull & Victoria Wass, Normalizing extreme work in the Police Service? Austerity and the inspecting ranks, *Organization* 2015, Vol 22(4) 512-529.

⁴¹ HMICS has commented on the experience of staff in other inspection reports. See, for example, HMICS, [Thematic inspection of the Scottish Police Authority Forensic Services](#) (2017), paragraphs 283 and 284.

Performance development conversations

65. In our local policing inspection of Ayrshire Division in 2015, we noted the absence of a national appraisal system and recommended that Police Scotland expedite the introduction of such a system.⁴² The need for a performance review system also featured in the key messages emerging from the most recent staff survey. In the survey, only 25% of respondents in Scotland (28% in Tayside) agreed or strongly agreed that 'I feel valued and recognised for the work I do', and only 18% of respondents in Scotland (18% in Tayside) agreed or strongly agreed that 'SPA/Police Scotland provides opportunities for me to develop my career'. In response to our recommendation and the staff survey results, Police Scotland introduced a national performance development conversation (PDC) process for 2017-18.
66. The PDC process applies to all officers and staff and involves individuals setting personal objectives each year. Guidance on PDCs states that these objectives should be linked to the strategic police priorities, the annual police plan, the corporate strategy and the local policing plan. Because of the links to Police Scotland's annual planning processes, it is expected that all PDCs are carried out at the same time each year. The PDC process also involves individuals receiving feedback on their performance from their line manager, and consideration of their training and personal development needs. Individuals are expected to meet with their line managers at least twice each year (mid- and end-year).
67. At the time of our inspection, Tayside had one of the highest PDC completion rates of all the divisions in Scotland (95%).⁴³ Officers and staff we spoke to welcomed the introduction of the process and were pleased to have the opportunity to discuss their development and performance. Some had concerns about particular aspects of the process, but acknowledged the process had not yet completed its first annual cycle and there would inevitably be a period of bedding in. These concerns included the administration of the process, particularly if they moved posts during the year; whether the process could be spread through the year to minimise the demands on those who managed multiple staff; and whether the 'conversations' between individuals and managers were taking place as envisaged, rather than forms being filled out by each in turn. While they welcomed the process itself, police staff said it had highlighted the lack of development opportunities available to them.
68. From discussions with officers and staff, we also noted an opportunity for more coordination between individuals' objectives so that they align with local priorities and avoid unnecessary duplication. This may be addressed as the division (and Police Scotland) becomes more familiar with the process, but dip sampling of PDCs at divisional and national levels may also provide an opportunity to check implementation and understanding of the service's guidance on PDCs. Overall, HMICS welcomes the introduction of the PDC process and will monitor its implementation.

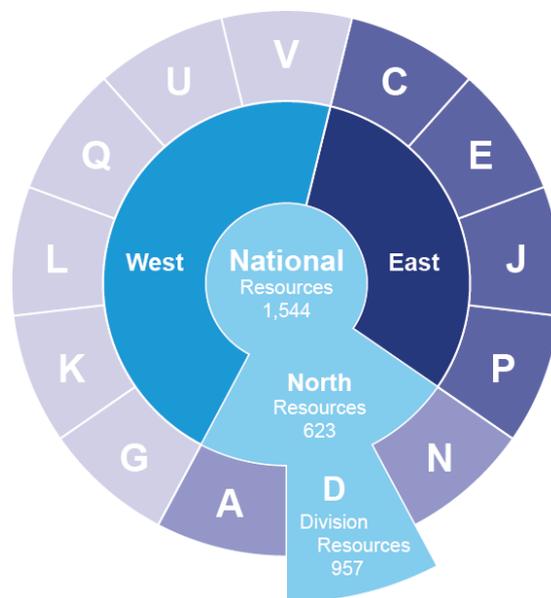
⁴² HMICS, [Local Policing+ Inspection Programme: Inspection of Ayrshire Division](#) (2015), Recommendation 4.

⁴³ This completion rate continued to increase in the weeks following our inspection.

Resources

69. At the time of our inspection, Tayside Division had 957 officers to meet local demand.⁴⁴ The division also had access to specialist resources at a regional (623) and national (1,544) level. Regional and national resources may not be immediately available to Tayside Division as they are subject to competing demands from other divisions.
70. HMICS has previously commented on the importance of quantifying and understanding the nature of demand on the police service, as well as the service ensuring that it has the necessary resources in terms of capacity and capability, and that these resources are distributed appropriately across the service.⁴⁵ We are aware that Police Scotland will focus on better understanding and managing demand as part of its Policing 2026 strategy. HMICS is currently scoping further scrutiny activity around the issue of demand.

Figure 1 – Resources available to Tayside Division



71. In previous inspections of local policing, we have noted that a division's own local resources may not always be available due to abstractions. Abstractions involve redeploying an officer from their planned duties to fill another role. In Tayside, as in some other divisions inspected, officers were mostly abstracted to provide cover for absences or vacancies in custody centres. The impact of providing cover is felt most heavily in community and response policing, as it is these officers who are abstracted most often. At the time of our inspection, Tayside Division was attempting to mitigate the impact of abstractions for custody and had agreed with Criminal Justice Services Division (responsible for the delivery of custody) to pilot the weekend-only opening of the custody centre at Arbroath. This would eliminate the need for local officers to provide cover during the week when the custody centre was likely to be less busy, but would also mean that local officers would need to escort detainees to Dundee custody centre instead. We welcome efforts to mitigate the impact of abstractions for custody, and Tayside Division's intention to evaluate the pilot. We will consider the resourcing of custody further in our inspections of custody centres located in Tayside.

⁴⁴ Police Scotland, [Police Scotland Officer Numbers Quarterly Fact Sheets Quarter 4 – 2016/17](#) (2017).

⁴⁵ See, for example, HMICS, [Annual Report 2015-16](#) (2016) and HMICS, [Local Policing+ Inspection Programme: Inspection of Edinburgh Division](#) (2015).



72. In addition to its police officers, Tayside Division also had around 55 full-time equivalent police staff at the time of our inspection. During our inspection, we often heard that Tayside's business support function was particularly lean, and that the division would benefit from additional business support staff. We welcome work being undertaken by the division to compare its business support function with that of other divisions, with the intention of making the case for additional staff if necessary. This does raise a wider issue however regarding the distribution of staff across Police Scotland. While Police Scotland publishes quarterly data on the distribution of officers across divisions, data on police staff is less readily available. The number of police staff in each division will always vary based on the size of the division and extent and nature of local demand. The number also varies because of the different approaches taken by legacy forces to the proportions of police officers and police staff among their personnel. These variations will continue pending the standardisation of processes and systems across Police Scotland. Nonetheless, Police Scotland should consider undertaking work to ensure there is an equitable distribution of police staff across Scotland, according to need (see also paragraph 69).

Locality policing model

73. In early 2017, the division introduced a new locality policing model. Under the new model, each of the division's three local policing areas are sub-divided into localities led by an inspector. Incidents occurring within each locality are dealt with by locality (response) officers. The response officers are primarily aligned to their localities, but can be tasked across locality and local policing area boundaries if required. Each locality also has dedicated community policing officers. These officers focus on problem solving within their local communities and are ring-fenced so far as possible to ensure they do not routinely attend incidents. The officers are also named locally, so that they will become a familiar and consistent point of contact for their communities.
74. There were several drivers for the introduction of the new model, and an overarching desire by the division to work out how best to police its local communities with the resources available to it. There was a sense that the previous policing model was not best suited to Tayside, and there was an intention to refocus the police service on local communities. The division sought to respond to feedback from partner agencies and communities that they did not know who their local officers were or how to contact them. While there were more community officers in Tayside under the previous model, they were not ring-fenced and were often tasked to attend incidents, becoming a second tier of response and taking them away from community-based work. The division was also looking ahead to the implementation of the Community Empowerment (Scotland) Act 2015 and its focus on delivering improved outcomes for 'localities'. The locality model implemented by the division broadly mirrors the structural realignment taking place within the three local authorities in Tayside. Finally, at a national level, Police Scotland was reviewing its supervisory ratios and Tayside had been asked to reduce the number of inspectors and sergeants within the division (with the posts to be replaced by constables). The new model was built with these new supervisory ratios in mind.
75. The division developed an effective communications plan to support the implementation of its new policing model. The division identified its key audience and stakeholders, and developed key messages for dissemination amongst them. This included updating the Police Scotland website with contact information for local sergeants and inspectors, liaising with the media and using social media to engage with the public about the changes. We found awareness of the new policing model to be good among stakeholders and we heard positive feedback about the renewed focus on community policing. We also heard positive feedback within the division about the new model. Officers and staff were enthusiastic about the model, and felt it would allow them to better meet the needs of local communities.



76. While the model itself has been welcomed by divisional personnel, they also told us of areas that required further development. These included some changes to shift patterns for community officers, the need for locality inspectors to increase their sense of ownership of their locality, reconsideration of some sergeant and inspector supervisory arrangements, and a review of the responsibilities of some sergeants who have a dual response and community role (which, in practice, limits their focus on communities). The division is aware of these issues: senior officers have described the implementation of the model as incremental and intend to make adaptations as the model beds in.
77. During our inspection, we identified additional issues which will require to be addressed to maximise the success of the new model. While response officers welcomed the model itself, they told us they feel stretched to meet demand and that there are insufficient response officers in some areas. They feel unable to deal with their enquiries timeously and feel they are moved on from each incident too quickly. The response officers did not think that additional resource for response policing should come from community officers however: they felt that community officers should continue to be protected as this was a key benefit of the new model. While senior officers seemed aware of many issues within the division, they appeared relatively unsighted on the views of response officers. There is also a lack of data within the division to monitor the response officers' claims that lower priority incidents are not being attended timeously, and that they are sometimes unable to complete outstanding enquiries within a reasonable timescale. We would expect this to be picked up by the divisional commander.
78. We also found that community officers in Tayside would benefit from clearer information about what is expected of them under the new model, particularly for those officers younger in service. When we asked them to describe their role, there was a tendency to focus on working with young people and liaising with schools. While such work is to be welcomed, there is a broader role for community officers in protecting their communities. The division had begun to develop guidance on community policing and training to support the community officer role, but these had not yet been rolled out at the time of our inspection. Some community officers had received training, but this tended to be specific to a particular initiative rather than on community policing generally. While the division had held a useful community policing forum shortly prior to our inspection, more needs to be done to ensure there is a consistent understanding throughout the division of community policing and to support the effective implementation of the locality policing model.

Recommendation 2

The divisional commander should ensure that the role of the community police officer is clearly defined and that community officers understand the expectations upon them and receive training or guidance to carry out their role effectively.

79. A feature of the new locality policing model is the creation of divisional inspector posts within Tayside. A divisional inspector is available 24 hours per day, seven days per week. The divisional inspector acts as a link between the division and the area control room, and has a focus on the management of significant or critical incidents across Tayside. We heard that this role is generally working well, but that there may be a need for clarity over where the role intersects with that of the locality inspector and the area control room. We also heard that resilience among the divisional inspectors may be an issue. These issues should be considered by the division as the role continues to develop and bed in.

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80. Senior leaders within the division are aware that the new model has been generally well received and are open to feedback about its operation and how it can be further developed. Positive feedback (both internal and external) is a useful measure of the model's success, however there is currently no broader set of measures by which the model's successful implementation can be assessed. For example, there is limited data available about response times across different priority calls, or about the length of enquiries and whether these are unnecessarily protracted (as officers have suggested is sometimes the case). This prevents the division from being certain that its new model is effectively and efficiently meeting demand in Tayside. Such data would help the divisional commander to ensure that his resources are distributed appropriately within the division to meet demand. However, he is only able to manage the resources available to him. HMICS is aware that national work is being progressed to ensure that the distribution of resources across geographic and functional areas is appropriate (see also paragraph 69).
81. Another area in which Police Scotland should ensure that it is appropriately meeting demand in Tayside is in relation to the availability of specialist resources when they are most needed. The division may call on a number of nationally, regionally or locally-based specialist teams whose skills and expertise are required for dealing with specific and complex cases, such as reports of rape or murder. Some of these specialist teams are not on duty at night or at the weekend when such crimes may be most likely to occur. In their absence, the crimes are dealt with by local CID officers. While these officers may be experienced and capable, having generalists regularly respond to such crimes reduces the benefits of having specialist teams. It could also result in a varying level of service for victims depending on the day and time they make a disclosure to the police. The availability of specialist teams out of hours should be reviewed by both the division and Police Scotland.

Recommendation 3

Police Scotland and the divisional commander should review the availability of nationally, regionally and locally-based specialist teams out of hours.

Resource management

82. In recent years, Police Scotland has been reviewing its approach to resource management with a view to adopting a functional rather than a division-based approach. In relation to Tayside, this would have involved the management of Tayside's resources being allocated to resource management staff based in the North East, while resource management staff based in Tayside assumed responsibility for the management of custody resources across Scotland. This new approach was rolled out in 2016, but was soon halted and Tayside's resource management staff reverted to managing resources within Tayside. HMICS will continue to monitor Police Scotland's approach to resource management in future inspection activity.
83. The operational base level is the resource required by the division to meet anticipated operational demand. At the time of our inspection, the division had established an operational base level for response policing and consideration was being given to establishing a separate base level for community policing. Some officers felt that the base levels for response policing were inaccurate as they included officers who were not available for deployment (for example, due to training). Any further work on base levels by Police Scotland should also take account of the perception among response officers that they are less likely to be granted time off in lieu than other officers because only response policing is subject to a base level.

Special constables

84. Special constables are volunteer police officers who have the same powers as regular officers. There were 63 special constables working in Tayside at the time of our inspection, and 661 across Police Scotland. In the first six months of 2017, special constables carried out 4,738 hours of operational activity in Tayside.
85. We met with a group of special constables working in Tayside and were impressed by their commitment to policing and to keeping their local communities safe. Together, they had a combined policing service of almost 50 years. All intended to continue their service with Tayside Division, but noted ways in which special constables could be better supported and deployed so as to make a greater contribution to policing.
86. The special constables felt they could be integrated more into the work of the division and that the division could do more to fully exploit their capacity and capability. They said the onus was very much on them to ask for work, and thought the division should be more proactive in encouraging and offering opportunities to special constables to deploy. They also felt that more could be done to develop policing skills through training, so they would feel able to make a greater contribution; and they would welcome more opportunities to deploy in specialist areas of policing. This would be particularly beneficial for those with longer service, and may assist with retaining special constables. The special constables felt that their contribution was not always valued, and that the skills and experience of special constables were not given sufficient consideration if they applied to be a regular officer.
87. The special constables also said that divisional support for them had varied in recent years and also varied between the local policing areas within the division. The extent to which they were supported and used was dependent on the attitudes of individual police officers, rather than there being an overall divisional vision or strategy for volunteers. They said the division could improve its general engagement with special constables. We also noted that there appeared to be no or limited performance management of special constables.
88. During our inspection, we highlighted some of these concerns about the support and deployment of special constables to the division and were told that work was already underway to address them. This work was in its early stages and therefore may not yet have achieved improvements that were apparent to the special constables we spoke to. The division had recently established a Governance Group for Special Constables and Volunteering, as well as an Advisory Group which would help secure the views of special constables themselves in taking forward recruitment, training and deployment plans for special constables in each local policing area. A training event for special constables in a core policing skill had also been planned for shortly after our inspection.
89. Work is also underway at a national level to develop the service's approach to special constables. The number of special constables has fallen significantly in recent years, although the service attributes this in part to the updating of its roster of special constables and the removal of those who had been inactive for a prolonged period of time.⁴⁶ Police Scotland has established a National Working Group to review all matters relating to the special constabulary, and to ensure its officers operate as a 'modern, effective and valued resource for Police Scotland'. The work of this group will build on a previous strategy for special constables, in place from 2013-16, which sought to embed the special constabulary within the Police Scotland structure.

⁴⁶ The number of special constables fell from 1,300 in 2014 to 810 in 2016.



90. We welcome this recent work by the division and by Police Scotland to review and support the special constabulary. HMICS believes special constables make a significant contribution to policing and their commitment, capacity and capability should be fully explored. In particular, HMICS supports consideration being given by Police Scotland to:
- the more frequent use of special constables in specialist areas of policing, such as in roads policing, custody or public protection
 - the use of volunteers more broadly, as not all roles will require the police powers held by a special constable
 - reviewing the skills that special constables have developed outwith policing but which might nonetheless be used in a policing context. This will maximise the contribution that volunteers are able to make
 - including special constables in the same, or a similar, performance management process as applies to police officers and staff (see paragraph 64).
91. HMICS would also support Police Scotland reviewing good and innovative practice elsewhere, such as the approach taken by British Transport Police, where a chief officer who is a special constable has been appointed to provide leadership for the special constables across the force and a supervisory structure introduced within the special constabulary to better support their effective management and deployment.

Recommendation 4

Police Scotland should develop a vision and strategy for special constables and other volunteers.



Partnerships

92. The Police and Fire Reform (Scotland) Act 2012 places a duty on the police to participate in community planning in each local authority area and encourages the police to work in collaboration with others where appropriate. Given that Tayside Division spans three local authority areas, it is required to work in partnership with an extensive range of agencies to prevent crime and improve safety.
93. We found that the division is committed to working with its partners and that this work takes place at all levels within the division and includes strategic and operational partnership activities. The new policing model, with its focus on localities, also provides an opportunity to reinforce collaborative working at a more local level. Such collaborative working is found not only in local policing teams however, but is also strong among specialist units such as the Public Protection Unit. Specialist units are actively engaged, for example, in joint working in the three local authority areas on issues such as domestic abuse, child protection, prostitution, and alcohol and drug misuse.
94. We sought the views of the division's partner organisations about the extent to which it has contributed to joint working. They reported good working relationships with the police, and felt that the division had become more partnership-focused in the last year. When we asked whether the police contribution to partnership working could be improved, a few commented that it would be helpful if officers involved in partnership work had sufficient seniority and authority to make decisions. Some also said that contacting officers, particularly via dialling 101, could be challenging and they felt messages were not always passed on. We also heard that more could be done by the division to improve information sharing, and to have effective and up-to-date information sharing protocols in place. Some partner organisations also said they were keen to exploit opportunities to co-locate with the police. The division itself has identified such opportunities but is awaiting decisions at a national level regarding the service's estates strategy before it is able to proceed.
95. Partner organisations and the division itself highlighted a number of examples of effective partnership working, some of which are highlighted in case studies below. Because of the range of joint working being undertaken by the division, it is mapping its activities to identify duplication and gaps. We welcome this mapping exercise and consider it an opportunity to ensure that appropriate officers and staff are leading on partnership work. We also believe it will enable strategic oversight of the extensive partnership working that takes place across the division, ensuring that such working is cohesive and aligned to its priorities. This would be particularly useful in relation to the division's work with young people where there are a range of initiatives taking place. While some of these are delivered by the division alone, many involve joint working with other agencies in the public or voluntary sector. It would be useful to map these various initiatives and ensure they fit within an overall strategy for preventing youth offending and protecting young people from harm.
96. Although we heard about a range of partnership working across the division, there was often limited information available about the impact or outcome of this work. The division, with partners where appropriate, should consider adopting a more evaluative approach so that it can be sure its various activities add value to policing and to achieving positive outcomes for local communities. For example, the case study below on the division's looked after children liaison officer illustrates a positive initiative which would benefit from evaluation to inform the divisional commander as to whether the initiative is successful and should be maintained, and to inform Police Scotland and partner organisations as to whether there would be benefit in adopting this approach in other local authority areas.

Recommendation 5

The divisional commander should adopt an evaluative approach to his divisional and partnership initiatives.

Case study – Looked after children liaison officer (Angus)

In the Angus local policing area, a constable is designated as a liaison officer for looked after children. This post was first established in 2015 as a pilot with funding from Angus Council. The post is now permanent and funded by Police Scotland. The role of the looked after children liaison officer is to protect young people at risk of harm; to engage with looked after children, their parents or guardians, and professionals involved in their care; and to provide opportunities for early intervention or diversion from risk and antisocial or criminal behaviour.

The liaison officer works with looked after children across Angus, including those living at Bramble Cottages residential care home in Arbroath and Rossie Secure Accommodation Service in Montrose. In working to protect young people from harm, the liaison officer engages with local social work, education and voluntary sector services. The officer uses police systems to help identify young people at risk, such as the division's Vulnerable Person's Database and its incident, crime and intelligence systems. The officer may conduct return interviews when a young person goes missing from care, and may refer young people to the Children's Reporter if appropriate.

This is an innovative role which seeks to protect vulnerable young people. During our inspection, we spoke to the liaison officer and representatives of the services with whom she regularly liaises. They said the role had allowed for improved joint working between the police and other services working with looked after children. Good relationships had been established and they now had a better understanding of each other's roles and responsibilities and were able to share information more effectively. At Bramble Cottages, the liaison officer had worked with care staff to discuss the threshold at which staff should seek police attendance for incidents involving young people, and when incidents should be treated as more of a behavioural issue meriting a parenting, rather than a police, response.

In 2016, the liaison officer worked with Rossie Secure Accommodation Service to deliver training to 32 care staff and 15 police officers. The training involved all attendees reviewing scenarios and discussing the most appropriate response from care staff and police, and how they could work together to manage incidents effectively. Feedback from those who attended the training was positive. They said it had been informative, allowed for open and frank discussion and provided an opportunity for the police and staff to get to know one another and understand their respective roles. The training also resulted in actions being identified to ensure incidents occurring at the secure accommodation could be more effectively managed in future (such as sharing of relevant information when incidents are first reported to the police).

While we were told that the liaison officer role had contributed to reducing the number of young people going missing from care (thereby reducing demand on policing) and to reducing offending by looked after children in Angus, no evaluation of the role has yet been carried out. In the case of the looked after children liaison officer role, it would be useful for the division to have a better understanding of the positive outcomes being achieved for young people and, for example, any efficiencies that have been achieved for the services involved.

Case study – Community Safety Hub (Dundee)

Each local policing area in Tayside operates a community safety hub although the remit, structure and partnership arrangements in each area vary. During our inspection, we visited the Community Safety Hub in Dundee and spoke with police officers and staff involved, as well as partner organisations.

Established in 2012, the role of the Community Safety Hub in Dundee is to enhance safety and wellbeing in Dundee. Several officers and members of police staff contribute to the work of the Hub, including a sergeant, four constables, two analysts and an administrator. The council provides some funding to cover the police contribution. The Hub operates from the council's housing office in Lochee.

The Hub holds a weekly multi-agency tasking and coordinating meeting to discuss emerging issues, identify appropriate action and coordinate the necessary response. The meeting is chaired by the council's community safety team, and those attending include Police Scotland, the Scottish Fire and Rescue Service, Victim Support, and the council's Community Safety Wardens, Antisocial Behaviour Team, and housing and environmental services.

No evaluation of the Hub has been carried out, but those involved told us that it had been effective in dealing with low level issues that have a high impact on the community. They said it was now easier to identify community problems, and to coordinate an appropriate response. The co-location of various services at the Hub had resulted in improved communication and information sharing between the organisations involved. The Hub had also not experienced the data sharing issues we have seen in other local policing divisions involved in multi-agency tasking and coordinating processes because the analysts, as members of police staff rather than council staff, have ready access to police data. There are plans to extend the Hub to include additional services in 2018 and to move from a local authority-wide tasking and coordinating process to one for each of Dundee's four localities. This will allow the Hub's work to be more closely aligned to the local outcome improvement plan and locality plans (see paragraphs 35 and 38).

While we welcome the police contribution to the Hub and to partnership working in Dundee, we heard that there is scope for there to be a stronger connection between the work of the Hub and the Dundee local policing area. Some officers we spoke to were unsure about the role and remit of the Hub and how it could help them. They were unclear if the Hub's focus was solely on antisocial behaviour, or whether it extended to vulnerability more generally and therefore should have a clearer link with the division's Public Protection Unit. The lack of awareness of the Hub should be addressed in part through attempts by the division to have local community officers attend the Hub and see its work in person. There may also be a need for the policing contribution to the Hub to be reviewed in light of the division's new locality policing model, to ensure that efforts to promote community safety are complementary. For example, if plans to move to a locality-based tasking and coordination process go ahead, consideration should be given to what role the locality policing inspector should play. We also heard that the policing resources available to the Hub could be used more fully.



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ISBN: 978-1-910165-37-9