

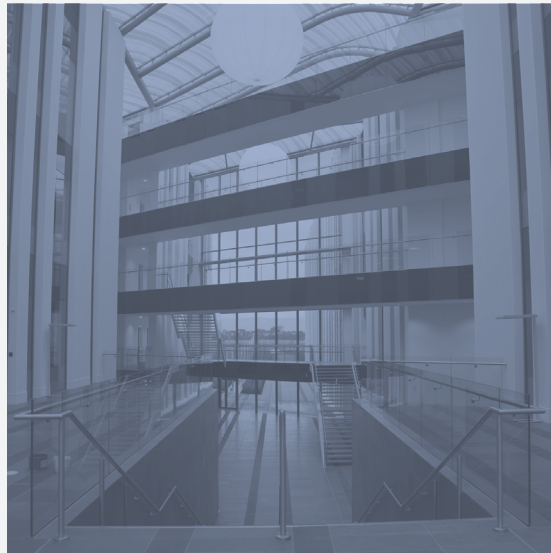


HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+ Inspection Programme

Inspection of the Management of Intelligence in Ayrshire Division and the National Intelligence Bureau

March 2015





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Produced for Her Majesty's Inspectorate of Constabulary in Scotland by
APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA

PPDAS46517 (03/15)

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

Published by HMICS, March 2015

ISBN: 978-1-910165-15-7

HMICS/2015/03

www.hmics.org.uk



HM Inspectorate of Constabulary in Scotland

HM Inspectorate of 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 (The Authority).¹

We have a statutory duty to ensure that the Chief Constable and the Authority 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 Authority 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 Authority and the Chief Constable must provide us with such assistance and co-operation as we may require to carry out our functions.
- When we publish a report, the Authority and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- 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 Authority to deliver services that are high quality, continually improving, effective and responsive to local needs.²

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

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

² HMICS, *Corporate Strategy 2014-17* (2014)



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Our inspection

Our approach to Local Policing+ inspections provides an opportunity to assess the quality of local policing across Scotland and enables us to publicly report on how Police Scotland is delivering against local priorities and keeping people safe. On this occasion we inspected Ayrshire Division which is subject of a separate report. Our findings have been published and are available on our HMICS website.³

Our Local Policing+ inspection programme, which forms part of our published scrutiny plan,⁴ provides sufficient flexibility to scrutinise new and emerging issues affecting policing in Scotland. These issues are identified through a process of stakeholder engagement and informed by our scrutiny risk assessment which highlights areas of local or national significance.

In this instance, we identified that Police Scotland had carried out a national review of the 14 Divisional Intelligence Unit (DIU) structures. As the Ayrshire Divisional Intelligence Unit was used as a broad template for the future design of local intelligence, it was an opportune moment to assess **the state, effectiveness and efficiency of:**

- the Divisional Intelligence Unit (Ayrshire Division) and synergy with Intelligence Support, Specialist Crime Division; and
- the role of the National Intelligence Bureau (NIB), in the provision of specialist support, quality audit of the local intelligence function and maintenance of national standards.

In recognition of the role undertaken by Divisional Intelligence Units and the National Intelligence Bureau in the management of serious organised crime groups (SOCG) the inspection scope was extended to include serious organised crime group mapping (SOCGM).

³ HMICS (February 2015), Local Policing +Inspection Programme Inspection of Ayrshire Division: <http://www.hmics.org/publications/hmics-local-policing-inspection-programme-inspection-ayrshire-division>

⁴ HMICS (May 2014), Scrutiny Plan 2014-2015 <http://www.hmics.org/publications/hmics-scrutiny-plan-2014-2015>

Inspections of police divisions are based on our framework that provides a structure within which we can ensure a consistent and objective approach to our work. This framework considers six overarching themes namely:

- Outcomes
- Leadership and Governance
- Planning and Processes
- People
- Resources
- Partnerships



Further detail on our inspection methodology is provided at Appendix 1 – Methodology.

The Scottish Government set three aims of police reform: (i) to protect and improve local services (ii) to create more equal access to specialist support and national capacity and (iii) to strengthen the connection between services and communities.⁵

During this inspection we explored the extent to which these aims are being achieved in terms of the management of intelligence.

As a consequence of our inspection, Police Scotland will be asked to create an improvement plan in order that our recommendations and improvement actions are taken forward and identified good practice is disseminated across Scotland to promote continuous improvement. We will monitor progress against this plan and publish our findings as part of our annual reporting process.

HMICS wishes to thank Detective Chief Superintendent Ricky Mason, Detective Superintendent Kenny Dewar, Detective Inspector Alum Wheatley and officers and staff from Ayrshire Division, Specialist Crime Division including partner agencies for their support and co-operation during this inspection.

Our inspection team was led by Stephen Whitelock, supported by Brian Plastow and Frank Gallop all Lead Inspectors, HMICS. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie.

Derek Penman QPM

HM Inspector of Constabulary in Scotland

March 2015

⁵ Scottish Government: 2012, cited in Audit Scotland Police Reform update report, November 2013



Context

1. In contributing towards achievement of the Scottish Government national outcomes⁶ which include (but are not limited to) national outcome 9 – *we live our lives safe from crime, disorder and danger* – there is a requirement for Police Scotland to have in place processes for the effective management of police information and intelligence.⁷
2. Police information refers to all information obtained and recorded for a policing purpose. This includes information which is processed (known as data, including personal data) and information which has been subject to a process of evaluation (known as intelligence).⁸
3. Intelligence management involves linking together information from a wide range of sources from public open source material to that obtained covertly, in order to construct a picture of threat, risk and harm.⁹ All police information must be treated as a corporate resource and intelligence should be seen as an integral function of policing essential in informing and supporting policing priorities.
4. In 2000 the National Intelligence Model (NIM)¹⁰ was launched by the then Association of Chief Police Officers in Scotland (ACPOS) and ACPO (England, Wales and Northern Ireland) as a business process for the consistent delivery of intelligence-led policing across the United Kingdom (UK). We have established that the NIM principles continue to be adhered to by Police Scotland albeit there is a more flexible attitude to the traditional use of NIM terminology.
5. The management of police information and intelligence is governed by a range of legislation and guidance, including the Data Protection Act 1998, the Human Rights Act 1998, the Regulation of Investigatory Powers Act 2000, the Regulation of Investigatory Powers (Scotland) Act 2000 and Authorised Professional Practice (APP), provided by the College of Policing,¹¹ on Intelligence Management and the Management of Police Information.

⁶ Scottish Government (2007): National Outcomes <http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome>

⁷ The Bichard Inquiry Report (TSO London, 2004). The Review of Criminality Information (ROCI) by Sir Ian Magee (2008)

⁸ College of Policing (2013) Information Management
<http://www.app.college.police.uk/app-content/information-management>

⁹ The Review of Policing by Sir Ronnie Flanagan (2008) Chapter 1 Threat-Risk and Harm. **Threat** – the scope and intensity of the demands which a force’s intelligence leads it to believe it faces. **Harm** – the total cost to society from these demands being unmanaged by the police service. **Risk** – the residual risk that remains when all of a force’s resources have been allocated and deployed to mitigate the threat. This risk then remains to be managed and will require resilience and flexibility in forces’ workforces and strategies

¹⁰ The national intelligence model is a business model used by UK policing bodies. <http://www.acpo.police.uk/documents/crime/2007/200708-cba-intelligence-led-policing.pdf>

¹¹ College of Policing (2015): Authorised Professional Practice. <http://www.app.college.police.uk>



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6. Prior to the introduction of the Police and Fire Reform (Scotland) Act 2012, the legacy policing intelligence structures across Scotland (excluding counter-terrorism) included the Scottish Intelligence Co-ordination Unit (SICU), eight Scottish Police Force Intelligence Bureaux and 27 Local Policing Divisions, each with some form of local Intelligence arrangement. On a national level the Scottish Directors of Intelligence Forum provided co-ordination in terms of policy and national practice.
 7. The differing approach to intelligence across Scottish policing (pre-reform) was acknowledged by ACPOS leading to the development and introduction, in 2004, of a single Scottish Intelligence Database (SID), which enabled all of Scottish policing resources to share intelligence across legacy force boundaries. This was an innovative solution to the effective regional management of intelligence later commended in the Bichard Inquiry Report 2004.¹²
 8. Following police reform Police Scotland designed and established a local policing intelligence structure comprising 14 Divisional Intelligence Units (DIU) supported by a national Intelligence Support function as part of Specialist Crime Division (SCD). Intelligence Support comprises three business areas: Human Collections, Technical Collections and the National Intelligence Bureau (NIB), which are further described under the 'Resources' section of our report.
 9. Having introduced this structure, Police Scotland recognised that the design of Divisional Intelligence Units was disparate with varying line management, resource and skill levels leading to an inconsistent level of intelligence provision to local command teams. In response, a review of the Divisional Intelligence Unit structures across Scotland was carried out in 2014.¹³ This review has been completed and provides clarity around resource allocation and function. An implementation programme is scheduled to commence across Police Scotland during 2015.
 10. The Divisional Intelligence Unit (Ayrshire Division) is regarded by Police Scotland as providing an acceptable level of service and is typical of the preferred operating model, identified in the review. Our inspection provided an opportunity to independently assess the local and national effectiveness of the approach to intelligence, prior to national roll out.

¹² The Bichard Inquiry Report (TSO London, 2004). Paragraph 4.26

¹³ Source: Police Scotland (August 2014) – Transforming the Service: Business Case (Review of Divisional Intelligence Units) version 3



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11. Police use of intelligence is a highly technical area of work and involves significant threat, risk and harm issues. This report is intended to provide an accessible summary which does not rely on professional knowledge of the police use of intelligence and does not cover areas of sensitive practice which may impact on operational security.



Key findings

Outcomes

- Against a backdrop of significant reform and major events, Police Scotland successfully achieved the merger of eight legacy Force Intelligence Bureaux and the Scottish Intelligence Co-ordination Unit (SICU) into a single National Intelligence Bureau (NIB), a process which included the successful migration of both people and assets to the new Scottish Crime Campus at Gartcosh.
- Policing priorities are informed by a National Strategic Assessment. Locally, the Ayrshire Divisional Strategic Assessment is used effectively to assess risk in relation to crime and disorder, and set priorities accordingly.
- Ayrshire Division is both intelligence-led and performance-driven and identifies the threat, risk and harm on a daily basis which leads to delivery of local intelligence products. However, intelligence activity to support local policing is influenced by performance data, potentially leading to greater focus on the short-term picture as opposed to medium and longer term analysis.
- Intelligence-led policing is apparent in the prioritised investigation of the top 20% of serious organised crime groups assessed as causing the greatest harm in Scotland.
- Police Scotland has introduced a comprehensive set of performance indicators aligned to serious organised crime group mapping which drives operational activity.
- Staff understood the rationale for the identification of criminal assets under the Proceeds of Crime Act but they were less clear as to the purpose of a related performance target.

Leadership and governance

- Having recognised that retaining the disparate model for local intelligence would create risk, an internal review of Divisional Intelligence Units was carried out. The completed review provides clear direction in terms of resource allocation and functions.
 - Should the existing governance arrangements be retained, it is difficult to assess how the service will be able to deliver a sustained and corporate approach to the management of intelligence.
 - There is clear oversight of serious organised crime groups by Police Scotland's senior management.
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Planning and processes

- The establishment of a single police service has enabled greater consistency of planning. However, many of the intelligence functions and documentation remain inconsistent across the service.
- In Ayrshire Division, the structure of daily management meetings (involving the Divisional Intelligence Manager, the Dedicated Source Unit Controller and Detective Inspector-Proactive) provides a productive forum for action in line with the identification of threat, risk and harm.
- We found that the provision of communications data to operational officers has been enhanced through the introduction of a centralised service.
- The single governance structure for all Covert Human Intelligence Source (CHIS) operations across Police Scotland including establishment of a Central Authorities Bureau (CAB) provides consistency of risk assessment, decision making and records management.
- The introduction of a new Joint Intelligence Development Unit (JIDU) provides both visibility and consistency in the targeting of individuals and groups involved in serious organised crime.
- From the information provided, it is difficult to see where there is a single authoritative source of all available information and intelligence, which would include that concerning serious organised crime activity in Scotland.

People

- The review of the 14 Divisional Intelligence Units has partially been informed by the significant budget cuts facing Police Scotland resulting in a reduction in police staff and realignment of police officer posts.
- The harmonisation of 16 legacy intelligence-related job descriptions provides clarity to staff and management and is a positive development.
- Staff reported frustration due to uncertainty caused by transition, a reduction in police staff numbers and change in operating practices, leading to differing levels of morale across the country.



Resources

- The review of the Divisional Intelligence Units recommends that a single Divisional Intelligence Manager leads and manages the (conjoined) Divisional Intelligence Units of Ayrshire and Dumfries and Galloway Divisions. It was unclear how this model will be delivered, albeit we acknowledge that this remains a work in progress.
- Establishment of the Internet Investigations Unit and use of social media provides a valuable asset to Police Scotland and is an example of technology enabled, intelligence-led policing.
- The management of police intelligence is governed by a range of legislation, the implementation of which is supported by Authorised Professional Practice provided by the College of Policing. Staff were generally unaware that core documents had been decommissioned and superseded by current guidance.
- Strategic planning for the replacement of the national intelligence system is inclusive, enabling the development and incorporation of robust user requirements.

Partnerships

- Partnership working at the Scottish Crime Campus is strong.
- There has been a significant increase in information being shared with Europol through the work of the International Assistance Unit, Police Scotland, and the Europol Liaison Officer.
- The International Assistance Unit has raised awareness across all 14 Divisions of Operation Nexus, the operational response to foreign nationals committing crime in Scotland, leading to the identification and deportation of a number of foreign national offenders.
- The Prison intelligence infrastructure, with police officers based across the Scottish prison estate, is productive and enhances information exchange.
- There is a productive working relationship between Intelligence Support and the Organised Crime Unit, of the Police Division, of Scottish Government.



Recommendations

The following strategic recommendations have been identified from our assessment of the Divisional Intelligence Unit (Ayrshire Division) and the National Intelligence Bureau, Specialist Crime Division.

Recommendation 1

Police Scotland should continue to engage in UK level dialogue with the National Crime Agency (NCA) and key contributors of serious organised crime group mapping to collaboratively design a common model which meets the future needs of policing and law enforcement.

Recommendation 2

Police Scotland should review the existing intelligence portfolio including governance, structures and processes and consider realignment of existing Divisional Intelligence structures under the direction and control of the Detective Chief Superintendent (Intelligence Support), providing clear and transparent ownership, accountability and co-ordination of all intelligence assets and people within Specialist Crime Division and Divisions.

Recommendation 3

Police Scotland should develop structures, systems and processes for co-ordination of all available information and intelligence which provides an authoritative view of intelligence aligned to the national policing priorities which informs prevention, intelligence, enforcement and reassurance responses.



Improvement actions

The following improvement actions have been identified from our assessment of the Divisional Intelligence Unit (Ayrshire Division) and the National Intelligence Bureau, Specialist Crime Division.

Number	Paragraph	Areas for improvement
1	25	Police Scotland should introduce an approach that measures the qualitative aspect of intelligence submissions against policing priorities.
2	40	Police Scotland should review the core elements of the serious organised crime group mapping process (tracker and threat matrices) to ensure that public protection threats and cyber and technology enabled crime – linked to serious organised crime – are incorporated into the process.
3	43	Police Scotland should develop a process to support the continuous improvement of serious organised crime investigations.
4	52	Police Scotland should communicate the benefits of tackling serious organised crime groups through a balanced use of the Proceeds of Crime Act (POCA) 2002 and intervention tactics.
5	65	Police Scotland should ensure that, where appropriate, officers with specialist skills are effectively deployed as a corporate resource.
6	82	Police Scotland should use an intelligence requirement aligned to national priorities to fill gaps in knowledge, corroborate existing information and identify emerging threats.
7	90	Police Scotland should refresh the policy on the use of SID to record victim details of domestic abuse and communicate to staff appropriately the requirements for use of the iVPD. ¹⁴
8	92	Police Scotland should review the production of the Chief Constable's 24-hour Incidents of Note to maximise the added value of the intelligence contribution.
9	95	Police Scotland should re-balance the intelligence analytical function alongside the analysis of performance data.
10	108	Police Scotland should publish a Departmental Business Plan outlining a programme of activity for the intelligence function.
11	110	Police Scotland should review internal engagement processes to ensure that key messages, in relation to organisational change, are understood by officers and staff and that they are able to raise issues for discussion, receive feedback on the outcomes, and have the opportunity to participate in change.
12	118	Police Scotland should reconsider the availability of unmarked vehicles in Divisions.
13	120	Police Scotland (Ayrshire Division) supported by the Central Authorities Bureau (CAB) should raise awareness of the operational benefits from the local use of directed surveillance as a legitimate operational tactic.
14	139	Police Scotland should ensure that the guidance, procedural documents, policies and codes of practice that enable the delivery of core business are current, approved and available.
15	148	Police Scotland should ensure that appropriate information sharing agreements and processes are in place enabling the effective disclosure and dissemination of police information and intelligence.

¹⁴ iVPD – The Interim Vulnerable Persons Database (iVPD) facilitates the recording of concern reports for vulnerable people across Police Scotland. Concerns are recorded under six thematic areas: Adult Concerns (including Adult Support & Protection); Child Concerns (including Child Protection); Domestic Abuse; Youth Offending; Hate Concerns; Getting it Right for Every Child (GIRFEC)



Effective practice

Number	Paragraph	Effective practice
1	22	The structure of the Ayrshire Division daily management meeting (involving the Divisional Intelligence Manager, the Dedicated Source Unit Controller and the Detective Inspector – Proactive) enables threat, risk and harm issues to be raised and response plans actioned.
2	76	There is clear oversight of serious organised crime groups by Police Scotland's senior management.
3	87	Covert human intelligence sources (CHIS) are tasked in support of local policing priorities.
4	135	The Internet Investigation Unit and data monitoring services provides a new dimension to intelligence-led policing.
5	145	The Scottish Crime Campus Multi-Agency Strategic Threat Assessment of Serious Organised Crime and Terrorism is an example of productive partnership working.
6	153	The International Assistance Unit has raised awareness across all 14 Divisions of Operation Nexus – the operational response to foreign nationals committing crime in Scotland.



Outcomes

- Against a backdrop of significant reform and major events, Police Scotland successfully achieved the merger of eight legacy Force Intelligence Bureaux and the Scottish Intelligence Co-ordination Unit (SICU) into a single National Intelligence Bureau (NIB), a process which included the successful migration of both people and assets to the new Scottish Crime Campus at Gartcosh.
 - Policing priorities are informed by a National Strategic Assessment. Locally, the Ayrshire Divisional Strategic Assessment is used effectively to assess risk in relation to crime and disorder, and set priorities accordingly.
 - Ayrshire Division is both intelligence-led and performance-driven and identifies the threat, risk and harm on a daily basis which leads to delivery of local intelligence products. However, intelligence activity to support local policing is influenced by performance data, potentially leading to greater focus on the short-term picture as opposed to medium and longer term analysis.
 - Intelligence-led policing is apparent in the prioritised investigation of the top 20% of serious organised crime groups assessed as causing the greatest harm in Scotland.
 - Police Scotland has introduced a comprehensive set of performance indicators aligned to serious organised crime group mapping which drives operational activity.
 - Staff understood the rationale for the identification of criminal assets under the Proceeds of Crime Act but they were less clear as to the purpose of a related performance target.
12. Police Scotland successfully merged eight legacy Force Intelligence Bureaux and the Scottish Intelligence Coordination Unit (SICU) into a single National Intelligence Bureau (NIB), which forms part of Intelligence Support, Specialist Crime Division (SCD). Despite the additional operational demands generated by the Commonwealth Games 2014, the Referendum, and the Ryder Cup, the service also successfully migrated both people and assets to the new Scottish Crime Campus at Gartcosh.



Policing priorities

13. Police Scotland's priorities are informed by a National Strategic Assessment, a core element of the National Intelligence Model (NIM), which is based on analysis of the threat, risk and harm using a wide range of source information and intelligence including, 14 Divisional Strategic Assessments and the Scottish Crime Campus Management Board, Multi-Agency Strategic Threat Assessment (MASTA).¹⁵
14. The national priorities are outlined in the Annual Police Plan¹⁶ and are aligned to the strategic police priorities set by the Scottish Government and strategic objectives outlined by the Scottish Police Authority. The alignment of the policing priorities are shown at Figure 1 below:

Figure 1: National to Local – Alignment of Police Scotland priorities 2014-15¹⁷



¹⁵ Source Police Scotland – The Scottish Multi-Agency Strategic Threat Assessment (2014) provides a collaborative multi-agency joint strategic threat assessment involving all organisations based at the Scottish Crime Campus of the threat from serious organised crime and terrorism

¹⁶ Police Scotland: Annual Police Plan 2014-15
<http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandannualpoliceplan2014-15?view=Standard>

¹⁷ Scottish Police Authority: Strategic Police Plan – <http://www.spa.police.uk/assets/128635/strategic-police-plan-web>



15. There is evidence that the principles of the NIM are in place across Police Scotland even though the language used is less rigid. Whilst there is a national Strategic Assessment there is no formal control strategy.¹⁸ However, we recognised that the policing priorities act as a control strategy underpinned by a comprehensive set of key performance indicators and targets.
16. Ayrshire Division is situated in the south west of Scotland and is the sixth largest Police Scotland Division in resourcing terms. It covers three local authority areas; North Ayrshire, East Ayrshire and South Ayrshire. Our report with a more detailed scrutiny of Ayrshire Division can be found on our HMICS website.¹⁹
17. The Divisional Strategic Assessment (Ayrshire Division) is based on information and intelligence and is used to assess risk in relation to crime and disorder and to set local priorities. Sections 45 and 47 of the Police and Fire (Reform) Scotland Act 2012 provides the statutory basis for the preparation of Local Policing Plans (LPP).
18. During our inspection of Ayrshire Division we found clear evidence that the local priorities (shown at Figure 2) were based on reference to key documents, analytical research and community consultation.

Figure 2: Ayrshire Division Local Policing Plan (LPP) Priorities 2014-17²⁰

North Ayrshire	East Ayrshire	South Ayrshire
Drug Dealing and Misuse	Drug Dealing and Drug Misuse	Drug Dealing and Drug Misuse; Organised Crime
Road Safety	Road Safety	Road Safety
Violence and Antisocial Behaviour	Violence and Antisocial Behaviour	Violence, Disorder and Antisocial Behaviour
Dishonesty	Dishonesty	Dishonesty

¹⁸ The College of Policing (2013) : Governance [Internet]. <https://www.app.college.police.uk/app-content/intelligence-management/governance>. **The Control Strategy** flows from the Strategic Assessment and identifies the strategic policing priorities and for each main priority, sets detailed intelligence priorities, prevention priorities and enforcement priorities

¹⁹ HMICS (February 2015), Local Policing +Inspection Programme Inspection of Ayrshire Division: <http://www.hmics.org/publications/hmics-local-policing-inspection-programme-inspection-ayrshire-division>

²⁰ East Ayrshire Local Policing Plan 2014: <http://www.scotland.police.uk/your-community/ayrshire/east-ayrshire/>
North Ayrshire Local Policing Plan 2014: <http://www.scotland.police.uk/your-community/ayrshire/north-ayrshire/>
South Ayrshire Local Policing Plan 2014: <http://www.scotland.police.uk/your-community/ayrshire/south-ayrshire/>



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19. We found clear correlation between three Divisional priorities and the national priorities (shown at Figure 1), with a fourth priority (dishonesty) identified as a local priority for Ayrshire Division.

Performance

20. A corporate performance management framework is in place, aligned to national policing priorities and some (but not all) local priorities. This framework uses key performance indicators (KPI) and a range of both national and local targets which are set by Police Scotland in discussion with Divisional Commanders.
21. We saw evidence of local policing being responsive to threat, risk and harm issues. In Ayr Police Office we saw a briefing board highlighting good work, current operations, priority events and crime trends, all of which contributed to communicating key messages and priorities to staff.
22. We observed a daily management meeting involving the Divisional Intelligence Manager (DIM), the Detective Inspector-Proactive and the Dedicated Source Unit Controller. During this meeting events which had occurred within the past 24 hours were discussed, including incidents of illicit drug supply, robbery and housebreaking. The outcome was clear decision making, prioritised actions and delivery of local intelligence products.²¹
23. The Divisional Intelligence Unit (Ayrshire Division) is not subject of specific performance measurement and operates in support of local policing in the delivery of overall performance. As illustrated at Table 1, there are three national key performance indicators and one target designed to encourage submission of intelligence from across Police Scotland in support of *i) the CONTEST Strategy*²² *ii) public protection* and *iii) serious organised crime*. Management information in relation to the key performance indicators is recorded at both Divisional and national level, and comparisons are made between Divisions and against previous reporting periods and years.

²¹ Intelligence products include: problem profiles, subject profiles, network analysis and hot spot maps

²² CONTEST (2011) is the United Kingdom's (UK) Counter-Terrorism (CT) Strategy <https://www.gov.uk/government/publications/counter-terrorism-strategy-contest>



Table 1: Intelligence log submissions as at 31 December 2014²³

Activities		KPI	National SID logs submitted Year to date	Ayrshire Division SID logs submitted Year to date
i.	Number of intelligence logs submitted in support of the CONTEST Strategy	KPI	2,899	66
	Number of intelligence logs relating to individuals of interest to the Organised Crime and Counter-Terrorism Unit (OCCTU)	KPI	245	21
ii.	Number of SID logs submitted in relation to Public Protection	KPI	62,997	5,601
		Target	National Year to date	Ayrshire Division Year to date
iii.	Achieve a minimum standard of intelligence quality and coverage for 60% of serious organised crime groups (SOCG) on the SOCG map	60%	70%	88%

24. Table 1 (i and ii) provides performance information that is quantitative in nature based on the number of logs recorded and lacks evaluation of the quality of intelligence submissions. To enable an assessment to be made of productivity (the number of logs submitted) against the added value of intelligence (the organisational benefit) we support development of performance measures that are qualitative in nature. Moving to a position where intelligence collected (numbers) is assessed, evaluated and actioned would provide a more qualitative picture of the benefits of the intelligence process as shown at Table 1 (iii). Furthermore, this approach would provide a platform for feedback (both individual and organisational) on the added value of the intelligence, training needs and an assessment of the strategic and operational knowledge gaps.
25. Linking outcomes to intelligence activities remains challenging and a greater use of a results analysis would provide an opportunity for evaluation of the effectiveness of intelligence. We acknowledge that initial work towards these has commenced, led by the Detective Chief Superintendent, Intelligence Support and once the work is completed, Police Scotland should introduce an approach that measures the qualitative aspect of intelligence submissions against policing priorities.

²³ Source Police Scotland TBP Report December 2014



26. During our inspection, Ayrshire Division experienced an increase in reported violent crime attributed to robbery-illustrated in Table 2. In response, we saw a proactive intelligence-led approach using briefing tools for front-line officers which included details of repeat robbery offenders. In addition a reactive response resulted in Ayrshire Division recording a 86.3% detection rate for robbery above the Divisional target of 82%.

Table 2: Overview of recorded robberies as at 31 December 2014²⁴

Robbery target 2014-15	National Year to date		Ayrshire Division Year to date	
	Target	Actual	Target	Actual
Decrease the number of robberies by 4% to 1,439	1,057	1,107	60	80
Achieve a detection rate of 75%	75%	79.6%	82%	86.3%

27. The Ayrshire Divisional operating model is focused on real time monitoring of performance. During our inspections we have seen national performance documentation and, across more than one Division, have observed use of phrases such as *'this information should be used to inform Divisions of the maximum number of robberies that they can have in order to be on target next month'*.²⁵

28. In Ayrshire Division the reported increase in robbery was identified as a result of performance monitoring triggering the police response outlined at paragraph 26.

29. Whilst the focus on performance enables the prioritisation of resources against emerging threats. It maybe argued that such an approach encourages the intelligence function to be more reactive responding to fluctuations in performance data, leading to greater focus on the short term picture as a opposed to medium and longer term analysis of threats.

²⁴ Police Scotland TPB Report December 2014

²⁵ Source Police Scotland TBP Report December 2014 KPI 9 (context and analysis)



Serious organised crime

30. The impact of serious organised crime causes devastating harm to communities with the range of criminality including drugs, violence, money laundering, exploitation of people, fraud and counterfeit goods. In 2009, the Scottish Government launched 'Letting our Communities Flourish'²⁶ a national strategy to tackle serious organised crime in Scotland. The serious organised crime strategy is being refreshed, with publication of the revised strategy expected in the summer of 2015.
31. The strategy is owned by Scottish Government and an overview is provided through the Serious Organised Crime Taskforce (SOCT) chaired by the Cabinet Secretary for Justice. The strategy currently focuses on the following 4D objectives:
 - DIVERT** – individuals (particularly young people) from engaging in or using the products of serious organised crime.
 - DETER** – through measures to protect communities, businesses and the public sector from serious organised crime.
 - DETECT** – by boosting capacity and improving co-ordination to give serious organised criminals no place to hide.
 - DISRUPT** – the activities of serious organised crime groups (SOCG).
32. We recognised that working closely with local Community Planning Partnerships (CPP) must be at the heart of local policing and Police Scotland has introduced a robust governance structure under the 4D objectives which are described in the 'Leadership and governance' section of our report.
33. In order to better understand the nature of the threat, a serious organised crime group mapping (SOCGM) process was established with the preliminary findings on the scale and extent of serious organised crime in Scotland first published in 2009.²⁷ HMICS acknowledges the continued investment by Police Scotland in developing SOCGM to meet the business need.

²⁶ Letting our Communities Flourish (2009) a Strategy to Tackle Serious Organised Crime in Scotland

²⁷ Preliminary Findings on the Scale and Extent of Serious Organised Crime in Scotland (2009)



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34. A SOCGM Analysis and Performance Report is produced on a quarterly basis detailing the nature, scale and impact of SOCGs in Scotland and identifies emerging trends that inform operational decision making. This report is informed by analysis of information and intelligence provided by means of a quarterly data sweep which involves data on serious organised crime collected from all 14 Divisions, Specialist Crime Division and a number of partner agencies including HM Revenue and Customs (HMRC) and Home Office Immigration Enforcement (HOIE). The current picture of serious organised crime in Scotland is illustrated at Diagram 1:

Diagram 1: The picture of serious organised crime in Scotland 2015²⁸

238 serious organised crime groups in Scotland comprising 3672 nominals (individuals)

12% of serious organised crime groups are located in the **north** of Scotland

18% of serious organised crime groups are located in the **east** of Scotland

70% of serious organised crime groups are located in the **west** of Scotland

35. The SOCGM process contains three core elements:
- an assessment of the ‘intent’ and ‘capability’ of a serious organised crime group;
 - an assessment of the harms attributable to a serious organised crime group; and
 - an assessment of the quality and coverage of intelligence used to inform the scoring process.
36. The benefits of the Scottish SOCGM process has allowed policing and partners to shift from focusing on SOCG based entirely on the availability of intelligence (opportunity), to targeting those organised crime groups and individuals that are assessed as causing the greatest threat, risk and harm to Scottish communities. Following collection of the data, which is dependent on the accuracy and completeness of submissions made by contributors, analysts carry out a subjective analysis of the intelligence and use a scoring process to rank the SOCG in order of threat posed.
37. During our inspection we saw that Police Scotland used this ranked list to target the top 20% of SOCG in Scotland assessed as posing the greatest threat to communities. This approach has been deployed since first introduced by ACPOS and makes best use of finite specialist resources, focusing them against the most serious threats with the greatest impact across the country.

²⁸ Source Police Scotland presentation February 2015



38. Whilst a number of the SOCG are the responsibility of other law enforcement agencies, the majority are managed at a local policing level. Ayrshire Division has ownership of 17 SOCG with the Divisional Proactive Crime Team (PACT), supported by the Intelligence Development Unit (IDU), investigating the top 20% of those groups based locally across three fronts as illustrated at Diagram 2.²⁹ The Divisional Community Inspectors have lead management responsibility for the remainder of the locally-based SOCG.

Diagram 2: Ayrshire Divisional approach to serious organised crime



39. During our inspection the Intelligence Development Unit (Ayrshire Division) was resourced by a single officer and had limited capacity and capability to deliver an effective service. We acknowledge that this resourcing issue is being addressed by the Division. To be effective at a local level, officers need to know who the SOCG are, including: principal members, key associates, intelligence gaps and the range of disruption opportunities that will disturb and interfere with criminal activity. At the time of our inspection, officers were not fully aware of the Divisional SOCG, although Community Intelligence Officers were in the process of briefing front-line officers.

40. SOCGM supports data exchange with other partner data systems providing a richer picture of serious organised crime. Whilst this is effective, we recognised that there are limitations to the process. The current model was designed in 2008 and is based on a traditional concept of serious organised crime. Police Scotland recognised the changing nature of the threat and

²⁹ Source Police Scotland Ayrshire Division presentation 2014



acknowledged that human trafficking, and in particular child sexual exploitation and abuse are serious crimes that can be controlled by SOCG.³⁰ Whilst the mapping process is not designed for all types of crime, the traditional description of SOCG should not impede effective collection and assessment of information to identify those individuals and crime groups that pose a particular threat of serious harm. Police Scotland should review the core elements of the SOCGM process (tracker and threat matrices) to ensure that public protection threats³¹ and cyber and technology enabled crime,³² linked to serious organised crime, are incorporated into the process.

41. Informed by SOCGM data, Police Scotland introduced a range of performance measures (shown at Table 3). We established that the use of the measures is effective in driving operational activity across the country.

Table 3: Performance measures for serious organised crime 2014-15³³

KPIs and Target
Increase the number of SOCG nominal arrested by 5% to 2,817
Number of charges/arrests under Sections 28-31 of the Criminal Justice Licensing (Scotland) Act 2010 ³⁴
Reduce the threat score of SOCGs across Scotland
Achieve a minimum standard of intelligence quality and coverage for 60% of SOCGs on the SOCG Map
Through the use of POCA legislation deprive criminals of a minimum of £108 million
Through the application of intervention tactics deprive SOCGs access to legitimate enterprise to a minimum of £71 million
Number of organisations which have taken steps under Deter to protect themselves against SOCG
Value of counterfeit and illicit goods seized
Number of detections for drugs supply, drugs production and drugs cultivation

³⁰ The Office of the Children’s Commissioner’s Inquiry into Child Sexual Exploitation in Gangs and Groups, Interim Report, November 2012

³¹ Public Protection threats include trafficking in human beings, people smuggling, child sexual exploitation and abuse

³² Cyber-crime relates to (i) cyber-enabled crime where technology is used in the commission of crime and (ii) cyber-dependent crime where crimes are only committed using computers, computer networks or other form of ICT

³³ Source Police Scotland TBP Report December 2014

³⁴ Section 28 Involvement in serious organised crime, Section 29 Offences aggravated by connection with serious organised crime, Section 30 Directing serious organised crime and Section 31 Failure to report serious organised crime



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42. The ability to debrief an investigation is a key aspect of intelligence-led policing that ensures lessons learned are captured and inform future operational plans and decisions. We established that Ayrshire Division operations are debriefed and where new tactics have been deployed by criminals, such as innovative drug concealments, the NIB is alerted enabling lessons learned to be shared across Police Scotland and, where relevant, across UK policing.
 43. This approach to organisational learning could be further enhanced, nationally, in terms of a results analysis (paragraph 25) capturing evidence of effective methods (what works), areas for improvement and sharing good practice. The learning methodology from major crime investigations, including peer review, is widely recognised as being useful and could be adjusted to support serious organised crime investigations. Police Scotland should develop a process to support the continuous improvement of serious organised crime investigations.
 44. Often crime groups operate across a number of geographical law enforcement boundaries. As a result an effective intelligence sharing regime is required to identify, assess and manage the risks posed by SOCG. Across UK law enforcement there are separate SOCGM models in place to collect, analyse, co-ordinate and assess data on serious organised crime. The National Crime Agency (NCA), are responsible for organised crime group mapping on behalf of ACPO (England and Wales), and use a process that meets the need of policing across England and Wales but not those of Scottish policing.
 45. During 2013-14, under the direction of the NCA, a national, multi-agency-led review of organised crime group mapping was carried out. Consultation included users of the mapping product and senior leaders from UK law enforcement including Police Scotland. The outcome from the review included a recommendation that there should be a single approach to organised crime group mapping by UK law enforcement agencies.
 46. HMICS recognises that, on the whole, crime and policing is a matter devolved to Scotland. Nevertheless, there needs to be a single, common system of SOCGM across UK law enforcement. This position is supported by Police Scotland.
 47. Given the operational benefits derived from Scottish SOCGM, we support Police Scotland's position in declining a model that provides a less effective service to policing. We acknowledge that through the positive partnership arrangements that exist with the NCA, Organised Crime Coordination Centre (OCCC), a workaround is being scoped to ensure that Scottish SOCGM data is provided to the OCCC and through the Police National Database (PND), as a delivery mechanism, available to the wider UK law enforcement community.
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48. Before embarking on a journey to develop a single, common-mapping system and taking cognisance of the financial restraints that exist. We suggest a pragmatic approach involving continued national dialogue to examine aspects of the various mapping processes that are productive and through collaboration design a model that not only meets the needs of Scottish policing, but contributes to a joined up UK/European approach to tackling serious organised crime.

Recommendation 1

Police Scotland should continue to engage in UK level dialogue with the National Crime Agency (NCA) and key contributors of serious organised crime group mapping to collaboratively design a common model which meets the future needs of policing and law enforcement.

Proceeds of Crime (POCA)

49. The Proceeds of Crime Act 2002 enables Police Scotland to identify cash and realisable assets for consideration of confiscation by the Crown Office and Procurator Fiscal Service (COPFS) and Scottish Courts, depriving criminals of the benefits of criminal activity and preventing re-investment of those proceeds in further unlawful enterprise.
50. During our inspection we established that Police Scotland has influenced cultural change with greater focus on the proceeds of crime and, having mainstreamed financial investigation as part of everyday operational policing, remain committed to the full exploitation of the legislation. Police Scotland set a national performance target for 2014-15 which aims to deprive criminals of a minimum of £108 million through the use of POCA legislation. In Ayrshire Division criminal assets to a value of £4.1 million have been identified through the use of POCA as shown at Table 4.



Table 4: Overview of 2014-15 POCA Target as at December 2014³⁵

KPI	National Year to date		Ayrshire Division Year to date	
	Target	Actual	Target	Actual
Through the use of POCA legislation deprive criminals of a minimum of £108 million	£108 million	£110.1 million	£5.6 million	£4.1 million

51. We recognise that the use of POCA is crucial in disrupting criminal networks across the country. During our inspection staff (both nationally and locally) commented that they understood the rationale for identification of criminal assets under POCA. However, staff were less clear as to the purpose of the performance target. In Ayrshire Division, which is reflective of the approach across Police Scotland, the target was based on the proportion of assets achieved in the previous year with a percentage increase contributing to the overall force target of £108 million. In Ayrshire Division, in addition to the POCA target, we saw evidence of robust intervention activity against SOCG.
52. To ensure that officers and staff across Police Scotland understand the purpose of the POCA performance target, Police Scotland should communicate the benefits of tackling serious organised crime groups through a balanced use of POCA and intervention tactics.

³⁵ Source Police Scotland: TPB Report December 2014. Figures are at year end December 2014



Leadership and governance

- Having recognised that retaining the disparate model for local intelligence would create risk, an internal review of Divisional Intelligence Units was carried out. The completed review provides clear direction in terms of resource allocation and functions.
- Should the existing governance arrangements be retained, it is difficult to assess how the service will be able to deliver a sustained and corporate approach to the management of intelligence.
- There is clear oversight of serious organised crime groups by Police Scotland's senior management.

Governance and command

53. Police Scotland was established on 1 April 2013 and is led by Chief Constable Sir Stephen House QPM. At the time of our inspection Police Scotland comprised 17,267 full-time equivalent police officers,³⁶ 5,735 police staff³⁷ and 1,293 special constables.³⁸ The Chief Constable is supported by a command team of four Deputy Chief Constables, six Assistant Chief Constables and four Directors of Services.
54. Police Scotland has three geographical areas: (North, East and West) which cover 14 local policing Divisions, each headed by a Divisional Commander at Chief Superintendent level. Each Division encompasses response officers, community officers, local crime investigation, local intelligence, roads policing and public protection units.
55. Complementing local policing are a number of specialist Divisions including Criminal Justice, Contact Command and Control, Licensing and Violence Reduction, Custody and Operational Support. The Specialist Crime Division (SCD) provides specialist investigative and intelligence functions including the National Intelligence Bureau (NIB).
56. The Detective Chief Superintendent, Intelligence Support, is a new function formed as part of Specialist Crime Division (SCD). The senior officer reports directly to the Deputy Chief Constable (Crime and Operational Support) which we regard as indicative of the importance placed on the effective management of intelligence by Police Scotland.

³⁶ Police Officer Quarterly Strength Statistics Scotland, 30 September 2014 – <http://www.scotland.gov.uk/Topics/Statistics/Browse/Crime-Justice/PublicationPoliceStrength/POQS2014Q3>

³⁷ Police Scotland – Human Resources Performance Report, October 2014 – <http://www.spa.police.uk/assets/126884/252938/item-15>

³⁸ Source Police Scotland – Special Constable establishment at 3 September 2014



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57. There is no Assistant Chief Constable with portfolio responsibility for Intelligence. As required, professional advice is proffered by the Assistant Chief Constable (Organised Crime, Counter Terrorism and Safer Communities) to the Detective Chief Superintendent and senior management team. Whilst this arrangement works adequately, staff commented that having an Assistant Chief Constable with portfolio responsibility would enhance the leadership function. We are satisfied that the current arrangements are effective at this time. Appendix 3 outlines the Intelligence and Analytical Governance structure.
 58. In Ayrshire Division, the Divisional Commander is supported by a senior management team comprising a Superintendent (Operations), Superintendent (Support) and a Detective Superintendent (Crime). This model is largely replicated throughout the 14 local policing Divisions.
 59. The connection between the 14 Divisions and Specialist Crime Division is via the Detective Superintendent (Crime). Whilst key members of each Divisional command team they are a Specialist Crime Division (SCD) resource reporting through line management to the Assistant Chief Constable (Major Crime and Public Protection).
 60. The Divisional intelligence portfolio is led by a Detective Chief Inspector (DCI) (Crime). Support is provided by the Detective Inspector, who performs the role of Divisional Intelligence Manager (DIM) and is responsible for the management of the Divisional Intelligence Unit. In Ayrshire Division, the DCI, DIM and Deputy Divisional Intelligence Manager (DDIM) are all experienced officers.
 61. Prior to the establishment of a single service, different models for local intelligence support were in place across the country. A number of legacy forces had introduced or established Divisional Intelligence Units to provide additional support at a local level whilst others relied on the Force Intelligence Bureau. Police Scotland, having inherited the disparate legacy arrangements, introduced 14 Divisional Intelligence Units. Each unit was designed on an individual Divisional basis. This model for local policing intelligence with varying structures, functions and levels of capacity and capability, was recognised as a risk by Police Scotland and resulted in a national review of all 14 Divisional Intelligence Units.³⁹

³⁹ Source: Police Scotland (August 2014) Transforming the Service: Business Case (Review of Divisional Intelligence Units) version 3



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62. The review of Divisional Intelligence Units provided clarity around the size, shape and functions and proposed that 14 Divisions will eventually be served by 10 Divisional Intelligence Units. Each Divisional Intelligence Unit will continue to be led by a DIM with access to the necessary legacy ICT systems to provide appropriate support to local policing.
 63. During our inspection we established that the Deputy Chief Constable (Crime and Operational Support) had introduced effective and structured governance and planning arrangements across SCD. However implementation of the review is the responsibility of each Divisional Commander supported by the management team.
 64. The business case recognised that, if the change process is not closely managed, there may be a reduction in the levels of service provided to Divisions. The Detective Chief Superintendent, Intelligence Support has no mandate to deliver change across the 14 Divisions. It is assessed that each Divisional Intelligence Unit will be designed with an inward focus to support the distinct local needs of the Division. This approach carries risk in that individual Divisional Intelligence Units may lack sufficient processes to support both local and corporate needs.
 65. This is exemplified when the Divisional Intelligence Unit (Greater Glasgow Division) carried out a review of resources resulting in a number of officers being relocated to other duties outwith the Divisional Intelligence Unit function. A neighbouring Divisional Intelligence Unit (Renfrewshire and Inverclyde Division) had a vacancy for an intelligence officer and queried as to whether the skilled staff from Greater Glasgow Division could be transferred to retain the training investment. As Divisional vacancies are not advertised nationally and there are no clear means to transfer officers across Divisions, this resulted in trained officers being released from specialist duties in Greater Glasgow Division and an officer being selected to undergo specialist training to fulfil demand in Renfrewshire and Inverclyde Division. Police Scotland should ensure that, where appropriate, officers with specialist skills are effectively deployed as a corporate resource.
 66. Police Scotland face a number of significant changes to the management of intelligence. These include i) a proposal by ACPO to introduce a new national information/intelligence report replacing the long-standing 5x5x5 system used across the UK for the recording, evaluation and dissemination of intelligence ii) the National Intelligence System Project (which will replace SID) and iii) the impact of i.6 Programme (the new integrated national police ICT system). These changes will require new guidance and training for staff engaged in the management of intelligence.
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67. There is an acknowledged risk that fragmentation of the intelligence specialism can lead to inconsistencies, inefficiencies and missed opportunities to counter criminal activity. As a result a clear framework supporting the flow of intelligence across Divisions and Departments is required. Our inspection revealed that the intelligence function, while interconnected through the use of the SID, would benefit from clearer ownership of the Intelligence portfolio in terms of the delivery of change (as outlined at paragraph 66), national policy, standards and audit. Should the existing governance arrangements be retained it is difficult to assess how the service will be able to deliver a sustained and corporate approach to the management of intelligence.
68. The NIM standard for organisational governance and command structures indicates that a key role required to deliver an effective and efficient service within the intelligence function⁴⁰ is a Head of Intelligence.
69. The inspection team benchmarked with the Police Service of Northern Ireland (PSNI) and the Metropolitan Police Service. Both organisations have introduced a policy of integration of all intelligence assets to ensure that a corporate approach from local to national level exists. Within these organisations, the provision of consistent standards of service and changes in process across Divisions has been delivered through senior ownership of the intelligence portfolio.
70. It is the view of HMICS that the existing governance arrangements, structures and processes for the Intelligence portfolio are reviewed to ensure that there is clear ownership, accountability and co-ordination of all intelligence assets.
71. The added value would include enhanced flows of intelligence from national operations to support local policing priorities and local community-based intelligence to support national policing priorities. Furthermore, in support of local policing, this approach would enable the capability to flex specialist intelligence resources (including the management of intelligence cells) across the country.

40 College of Policing (2013) : Governance [Internet].
<https://www.app.college.police.uk/app-content/intelligence-management/governance/>



Recommendation 2

Police Scotland should review the existing intelligence portfolio including governance, structures and processes and consider realignment of existing Divisional Intelligence structures under the direction and control of the Detective Chief Superintendent (Intelligence Support), providing clear and transparent ownership, accountability and co-ordination of all intelligence assets and people within Specialist Crime Division and Divisions.

Leadership and governance of serious organised crime

72. The Deputy Chief Constable (Crime and Operational Support) is the strategic lead for serious organised crime and represents Police Scotland as national lead for the Detect strand of the Serious Organised Crime Taskforce, chaired by the Cabinet Secretary for Justice.
73. Police Scotland senior management provide oversight of SOCG through three area Serious Organised Crime and Counter-Terrorism Boards and an overarching national Serious Organised Crime Strategic Board. Officers of Chief Superintendent rank have been identified to take a strategic Force lead for each of the 4Ds of Letting Our Communities Flourish,⁴¹ reporting to the Strategic Board on developments.
74. A National Peer Review Group (NPRG) which comprises subject matter experts, meets to discuss the SOCG recorded through the mapping process. The NPRG apply professional judgement as a means to 'sense check' the subjective scoring matrix applied by the analysts, a process that validates the threat levels and prioritisation of action (paragraphs 35-36).
75. Ayrshire Division holds a monthly serious organised crime group governance meeting where crime groups, assessed as causing the greatest threat of harm in the local area are discussed; ensuring that operational actions are in place. There is also a Divisional Peer Review Group that examines the current status of each crime group including a threat score review. The Divisional Detective Superintendent (Crime) is the Lead Responsible Officer for all Divisional serious organised crime groups and locally the Lead Manager Officer, for those assessed as causing greatest harm is the Detective Inspector-Proactive.

⁴¹ Letting our Communities Flourish (2009) a Strategy to Tackle Serious Organised Crime in Scotland



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76. We established that there is a clear structure of ownership and responsibility in respect of serious organised crime groups, from senior command through senior leads for each of the 4Ds down to local policing level, where again there are appointed leads in each of the local policing areas.
77. We noted that the Criminal Justice Inspection Northern Ireland⁴² benchmarked with Police Scotland and viewed the structured and consistent application of ‘Letting Our Communities Flourish’ as an area of best practice that could be adopted by Northern Ireland.

⁴² Criminal Justice Inspection Northern Ireland (paragraphs 2.14 – 2.18)



Planning and processes

- The establishment of a single police service has enabled greater consistency of planning. However, many of the intelligence functions and documentation remain inconsistent across the service.
- In Ayrshire Division, the structure of daily management meetings (involving the Divisional Intelligence Manager, the Dedicated Source Unit Controller and Detective Inspector-Proactive) provides a productive forum for action in line with the identification of threat, risk and harm.
- We found that the provision of communications data to operational officers has been enhanced through the introduction of a centralised service.
- The single governance structure for all Covert Human Intelligence Source (CHIS) operations across Police Scotland including establishment of a Central Authorities Bureau (CAB) provides consistency of risk assessment, decision making and records management.
- The introduction of a new Joint Intelligence Development Unit (JIDU) provides both visibility and consistency in the targeting of individuals and groups involved in serious organised crime.
- From the information provided, it is difficult to see where there is a single authoritative source of all available information and intelligence, which would include that concerning serious organised crime activity in Scotland.

Direction and collection

78. The establishment of Police Scotland and the creation of Intelligence Support has resulted in greater consistency and reduced duplication of processes. However, many of the intelligence functions and documentation remain inconsistent across the service; a position acknowledged by Police Scotland.
79. Police information is normally collected either reactively or proactively through general operational policing activity or volunteered by members of the public, community contacts and partners. An effective intelligence management process involves not only clear direction but converting intelligence into action.

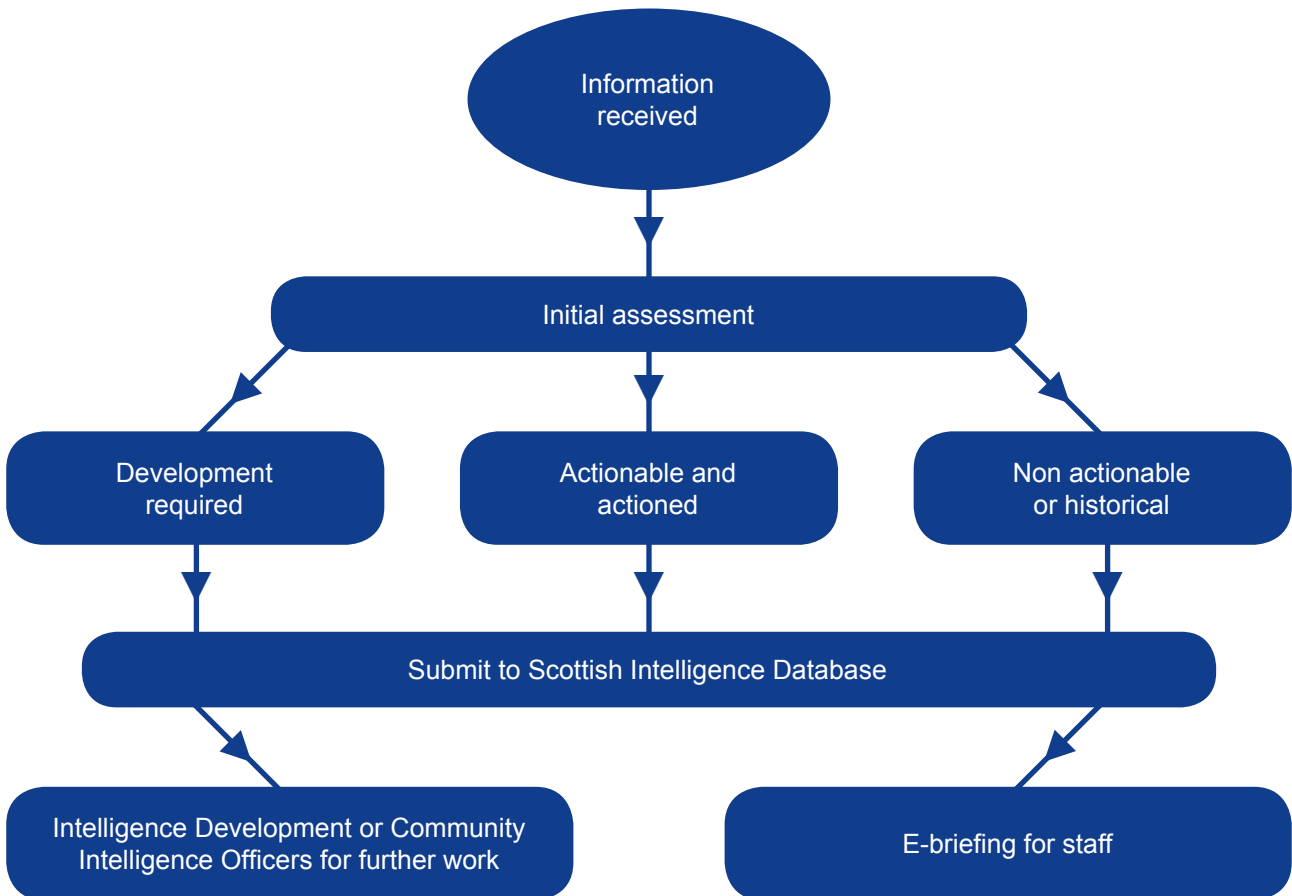


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80. Intelligence is not an end in itself and it is necessary to anticipate customer (operational) needs. Once a knowledge gap is established, it is the responsibility of the intelligence function to work with other agencies to address that gap by creating and fulfilling an intelligence requirement.⁴³ Nationally, we saw the effective use of an intelligence requirement for pre-planned events such as the Commonwealth Games, the Ryder Cup and 'T' in the Park.
81. In Ayrshire Division the structure of daily management meetings involving the (Divisional Intelligence Manager, the Dedicated Source Unit Controller and Detective Inspector- Proactive) provided a productive forum for setting direction and action in line with the identification of threat, risk and harm. The local intelligence flows are illustrated at Diagram 3.

⁴³ College of Policing (2013): Governance [Internet]. <https://www.app.college.police.uk/app-content/intelligence-management/governance>. The Intelligence Requirement outlines the information required or questions that need answers in order to fill gaps in police knowledge



Diagram 3: Ayrshire Divisional Intelligence Unit Intelligence Flow⁴⁴



82. Whilst gaps in knowledge were discussed during the management meetings, and intelligence requirements set in response to immediate events, we did not see clear use of an intelligence requirement outwith pre-planned events either locally or nationally. With the development of the wider public protection portfolio including human trafficking, child sexual exploitation and abuse, missing persons and cyber enabled crime the use of an intelligence requirement (a recognised NIM standard) would provide clear direction to front-line officers and those involved in the collection of information.⁴⁵ Police Scotland should use an intelligence requirement aligned to national priorities to fill gaps in knowledge, corroborate existing information and identify emerging threats.

⁴⁴ Source Police Scotland Ayrshire Division presentation 2014

⁴⁵ NIM ACPO /13/NIM/03/02/c



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83. The exploitation of communications data is an essential element of public protection and crime investigation. We found that the provision of communications data to operational officers, locally and nationally, had been enhanced through the introduction of a centralised service, whilst complying with the statutory requirements⁴⁶.
84. Police Scotland introduced a single governance structure for all covert human intelligence source (CHIS) operations. We established that the use and conduct of CHIS, plays a key role in addressing knowledge gaps. This activity is authorised by the Regulation of Investigatory Powers Scotland Act (RIPSA) 2000 which defines a CHIS as a person who establishes or maintains a personal or other relationship with a person for the covert purpose of facilitating the doing of anything where:
- they covertly use such a relationship to obtain information or to provide access to any information to another person; or
 - they covertly disclose information obtained by the use of such a relationship, or as a consequence of the existence of such a relationship.
85. The use of CHIS is a high risk area of policing but one that is regarded as both cost-effective and efficient. There are five Authorising Officers (Detective Superintendent rank) in Scotland, all of whom are experienced senior police managers. Each Authorising Officer considers the policing priorities (both local and national) as part of the decision-making process for authorisation. We found that the single governance structure for all CHIS operations across Police Scotland provides consistency of risk assessment and decision making.
86. As reported in our local policing + inspection of Fife Division, we identified that this centralised structure had been impactful on local policing with the loss of some intelligence in support of local priorities.⁴⁷
87. During our inspection of Ayrshire Division we tested this observation further. We saw that there was clear tasking of CHIS in support of local policing priorities which was informed by decisions emanating from the daily management meeting.
88. Police Scotland established a Central Authorities Bureau (CAB) in the west with additional 'hubs' in the north and east areas. This has improved standardisation of records management, including guidance materials for the management and use of covert tactics across the country.

⁴⁶ Part 1 Chapter 2 Regulation of Investigatory Powers Act (RIPA) 2000 – Acquisition and disclosure of communications data

⁴⁷ HMICS (2014) Local Policing+ Inspection of Fife Division. paragraph 148



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89. As SID was an integrated system available to every police officer across Scotland over time it was used as a repository of information and not purely intelligence. The National Intelligence System Project (in conjunction with the i.6 Information Management Programme) estimated that about 30% of intelligence submitted to SID is also held on other police systems. In developing a detailed user requirement, the National Intelligence System Project analysis suggests that on average it takes 10 minutes to process each SID log. With the current volume of SID logs this means that about 20% of a Divisional Intelligence Unit time is spent processing data as opposed to analysis and exploitation.
 90. As an example, since the inception of Police Scotland details of domestic abuse victims have been recorded on SID. Now that the interim Vulnerable Persons Database (iVPD) has been established there is no longer a need to record victim details in this manner. Since staff were unaware that the iVPD should now be used, Police Scotland should refresh the policy on the use of SID to record victim details of domestic abuse and communicate to staff appropriately the requirements for use of the iVPD.
 91. With implementation of the i.6 Information Management Programme there is an opportunity for reduced duplication of data entry on SID providing more time for analysis. This will require clear leadership and governance as outlined at paragraphs 66–67.

Collation and processing

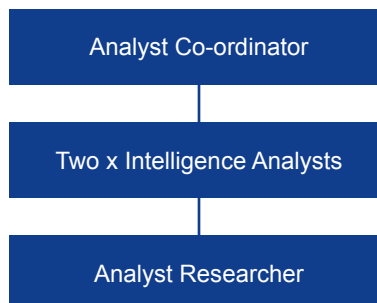
92. HMICS recognises the importance of a concise daily briefing report for the Force Executive outlining the incidents and crimes of note from the preceding 24 hour period. The preparation of the Chief Constables 24 hour Incidents of Note has evolved over the past two years and its preparation has become overly bureaucratic, requiring many staff across Scotland to dedicate sizeable parts of their working day to contribute. This also involves significant duplication of effort across a number of business areas. HMICS suggests that Police Scotland should review the production of the Chief Constable's 24 hour Incidents of Note to maximise the added value of the intelligence contribution.



Analysis and dissemination

93. During the period of transition the Head of Analysis and Performance integrated the different legacy approaches and harmonised the roles and functions that existed in relation to the analytical provision. The Analytical Unit is a standalone portfolio that is managed centrally with the Head of Analysis and Performance reporting to the Director of Corporate Services as shown at Appendix 3. This unit provides analytical services in support of local policing, specialist and national functions. During our inspection some concerns were raised around the resilience of analytical support against growing demand, particularly in relation to internet investigations. However, we did not find evidence that the increased demand had impacted on the delivery of service.
94. The Analytical Unit (Ayrshire Division), shown at Diagram 4, is separate from the Divisional intelligence Unit and comprises:

Diagram 4



95. Locally, the analytical team provide problem profiles, hot spot maps, target profiles, association charts, communications data analysis, timelines and a number of evidential products. Staff at all levels, both nationally and locally, reported that the analytical focus had been on quantitative analysis of performance data, and to a lesser extent analysis of crime trends, crime series and the vulnerabilities of particular locations. To prevent loss of analytical skills, future gaps in provision and a reduction in the quality of the analytical products, Police Scotland should re-balance the intelligence analytical function alongside the analysis of performance data.



Development and exploitation

96. The Joint Intelligence Development Unit (JIDU), is a new approach by Police Scotland, supported by partner agencies including the National Crime Agency (NCA). Designed to improve the identification, prioritisation and selection of individuals and SOCG for investigation by the Organised Crime and Counter-Terrorism Unit (OCCTU), Divisions and partner agencies, this approach provides a one-stop shop for intelligence development and centres on four stages as shown at Table 5:

Diagram 5: Joint Intelligence Development Unit Process

Nomination → **initial assessment** → **full assessment** → **development and handover.**

97. The establishment of the JIDU provides visibility and consistency to target selection. A weekly meeting chaired by the DCI (Development) NIB is attended by all Scottish Crime Campus partners where nominations for consideration for future operations are discussed. Nominations may be provided from partner organisations, individual business areas and Divisions. However, as the process is new, we welcome Police Scotland's approach in communicating the nomination criteria to Divisions.
98. During our inspection, officers working across the intelligence portfolio recognised that effective intelligence flows are critical and commented that intelligence sharing internally across Police Scotland could be enhanced leading to better outcomes. We established that whilst SID was the vehicle to effectively share intelligence, access was restricted because of, i) source protection ii) operational security, where the intelligence is locked down at the investigation level and that iii) the level of sanitisation of intelligence logs impact on the overall visibility of the intelligence. All are considered factors which impact on the capability of officers (both nationally and locally) to see the 'big picture' and to make an assessment of the intelligence coverage and quality across the policing priorities.
99. Structures and processes should be in place that maximise the information and intelligence held, enabling officers tasked with compiling intelligence products – subject to appropriate vetting requirements – to access all relevant intelligence for wider benefit thus minimising operational and organisational risk.
100. We recommend that the evolution of the intelligence portfolio includes a structure that enhances the overall level of service delivered through maximising the exploitation of all (overt and covert) sources of intelligence.



101. This approach would provide a strategic overview of all intelligence pertinent to the national policing priorities, identification of trends across geographical boundaries that pose threat, risk and harm and the development of a strategic intelligence collection plan for each policing priority to identify gaps in knowledge. A single authoritative view of intelligence would enable the provision of accurate, timely and comprehensive intelligence products to be provided in support of all aspects of policing.

Recommendation 3

Police Scotland should develop structures, systems and processes for co-ordination of all available information and intelligence which provides an authoritative view of intelligence aligned to the national policing priorities which informs prevention, intelligence, enforcement and reassurance responses.



People

- The review of the 14 Divisional Intelligence Units has partially been informed by the significant budget cuts facing Police Scotland resulting in a reduction in police staff and realignment of police officer posts.
- The harmonisation of 16 legacy intelligence-related job descriptions provides clarity to staff and management and is a positive development.
- Staff reported frustration due to uncertainty caused by transition, a reduction in police staff numbers and change in operating practices, leading to differing levels of morale across the country.

102. The review of Divisional Intelligence Units and the recommended structural model was informed by the Divisional Intelligence Unit (Ayrshire Division) which was judged by Police Scotland as providing an acceptable level of service. The review recommended that in order to achieve a corporate model a minimum resource of 2.3% of the Divisional establishment would be required for each Divisional Intelligence Unit.
103. To achieve an appropriate mix of specialists skills, the resourcing of the 14 Divisional Intelligence Units will result in a reduction of 19 police staff posts, generating a cashable saving of £465k, with an additional non-cashable saving accrued from the reduction of three police Inspector posts. In addition, 27 police officer posts (the majority carrying out an intelligence-related function, albeit under differing commands) would be realigned under the structure of the Divisional Intelligence Units providing a robust resourcing model and a consistent design across the 14 Divisions.
104. The review of the 14 Divisional Intelligence Units has partially been informed by the significant budget cuts facing Police Scotland. It is understandable that to create a standard approach to local intelligence and to achieve a balance of skills within the policy constraints of maintaining officer numbers that a number of police staff posts have been reduced and officer posts realigned. During our inspection, we established that the Divisional Intelligence Unit (Ayrshire Division) is staffed entirely by police officers and, whilst we acknowledge that there are some operational advantages around the use of police officers in such units (such as flexibility of deployment), the downside includes lack of continuity, time spent developing expertise and greater salary costs.
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105. We acknowledge that the Ayrshire Division resourcing model is different from other Divisional Intelligence Units, where police staff form part of the establishment. One such example is the NIB which has 30% of posts carried out by police staff providing a more balanced workforce. This is a position we support.
106. The NIB (west) has introduced limited 24/7 coverage which staff commented had improved work/life balance. There remain challenges around the resilience of this model and the functionality of NIB outwith conventional office hours, including the expectation by Divisions that the NIB will provide a full out-of-hours desk service across the country. These challenges are recognised by the NIB senior management.
107. The harmonisation of the 16 legacy intelligence-related staff job descriptions has been welcomed by staff and management for providing clarity and reducing uncertainty. We found that staff morale differs across the country, with higher levels of morale in the west (at the new Scottish Crime Campus) and lesser levels in the north and east of the country. We established that this difference is mainly due to staff frustration caused by transition to a single service, change in business processes, reduction in police staff numbers and uncertainty for the future. All of these factors have had a greater impact on staff from the east and north areas of the service.
108. During our inspection, we found no evidence of a documented business plan for intelligence, outlining a clear vision for the future shape of intelligence and the services and intelligence products available to Divisional Commanders and Heads of Department. We recognise however the efforts and effectiveness of the Detective Chief Superintendent, Intelligence Support and the senior management team in building rapport across Divisions, Departments and with partner agencies. We suggest that Intelligence Support publish a Departmental Business plan for intelligence, providing visibility and highlighting the services available to local policing and national units. This approach would enhance communication and engagement with staff (internally) and with stakeholders and partners (externally). Police Scotland should publish a Departmental Business Plan outlining a programme of activity for the intelligence function.
109. Staff commented that Divisional Intelligence Unit (Ayrshire Division) staff meetings are held on an infrequent basis, and while working relationships with immediate line management was positive and managers are visible and approachable, a more formalised process for staff engagement would be welcomed.
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110. On a national level we established that there are a number of informal sessions where managers seek the views and opinion of staff. We concluded that the service would benefit from a structured process of staff engagement to aid continuous improvement. This links to Recommendation 7 our Local Policing+ Pilot Inspection of Fife Division. Our findings in this Inspection reinforce the importance of action to implement this recommendation across all of Police Scotland, where we stated that Police Scotland should review internal engagement processes to ensure that key messages, in relation to organisational change, are understood by officers and staff and that they are able to raise issues for discussion, receive feedback on the outcomes, and have the opportunity to participate in change.
111. In relation to training and development, staff reported that they are introduced to the Divisional Intelligence Unit (Ayrshire Division) via the data manager's role and are assessed and developed for further progression. Training in the various systems is generally completed prior to entering the Divisional Intelligence Unit. During our inspection, Ayrshire Division and NIB staff indicated that they are adequately trained for their role.
112. Similar to our inspection of local policing in Ayrshire, we have found variable appraisal systems for staff, largely dependent upon legacy arrangements. This reinforces our recommendation contained in the Local Policing Inspection of Ayrshire report that Police Scotland should progress its interim arrangements for a consistent national approach to appraisal for 2015-16, and expedite its plans to fully deliver a robust national Performance and Appraisal System by 2016-17.⁴⁸

⁴⁸ HMICS (2014) Local Policing+ Inspection of Fife Division. paragraph 148



Resources

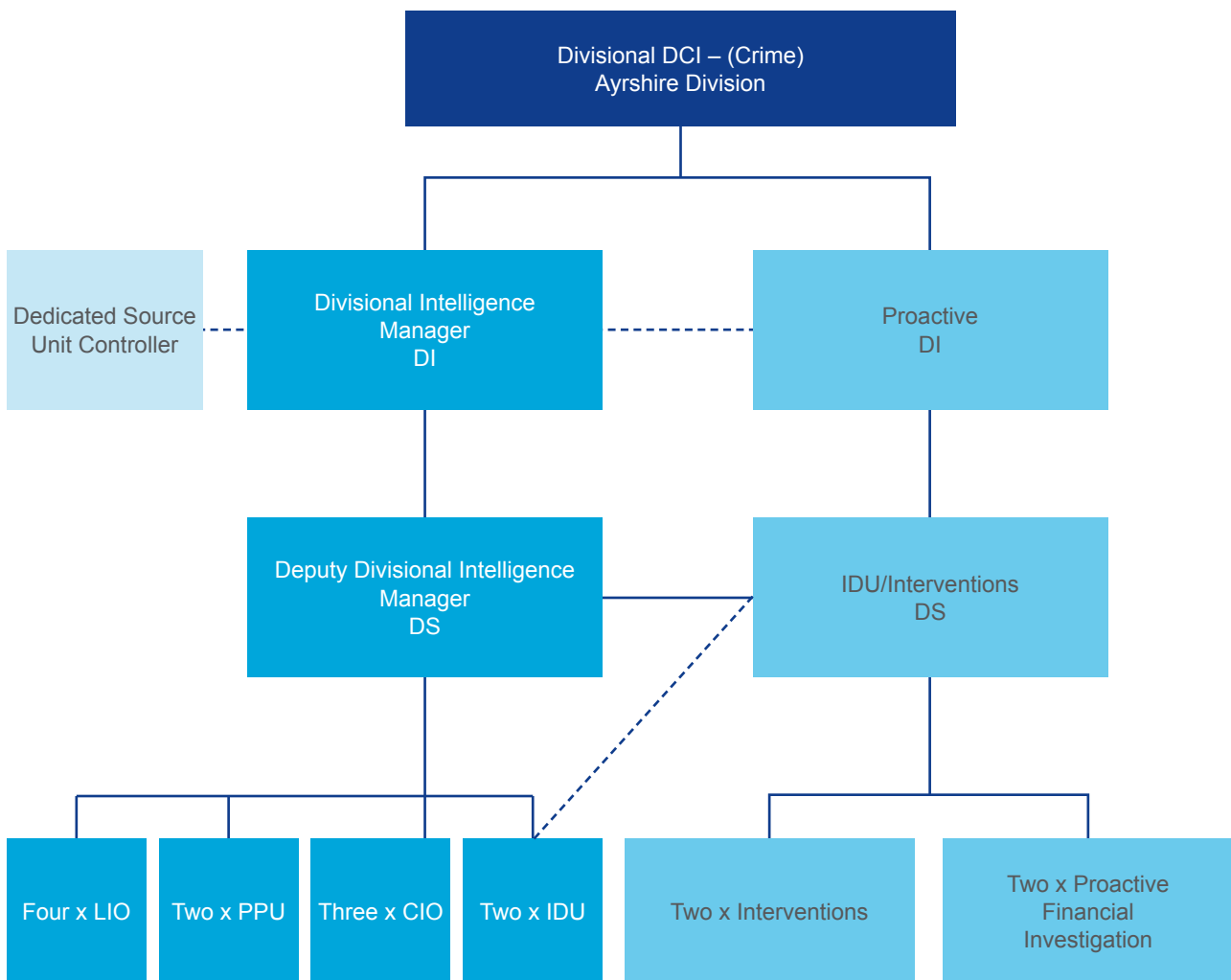
- The review of the Divisional Intelligence Units recommends that a single Divisional Intelligence Manager leads and manages the (conjoined) Divisional Intelligence Units of Ayrshire and Dumfries and Galloway Divisions. It was unclear how this model will be delivered, albeit we acknowledge that this remains a work in progress.
- Establishment of the Internet Investigations Unit and use of social media provides a valuable asset to Police Scotland and is an example of technology enabled, intelligence-led policing.
- The management of police intelligence is governed by a range of legislation, the implementation of which is supported by Authorised Professional Practice provided by the College of Policing. Staff were generally unaware that core documents had been decommissioned and superseded by current guidance.
- Strategic planning for the replacement of the national intelligence system is inclusive, enabling the development and incorporation of robust user requirements.

Divisional Intelligence Unit structure

113. The local policing intelligence infrastructure is provided by 14 Divisional Intelligence Units and, following a review, the strategic proposal is to amalgamate a number of these units including the DIU (Ayrshire Division) and the DIU (Dumfries and Galloway Division), which will be led by a single Divisional Intelligence Manager. Details are outlined in the 'Leadership and governance' section of our report.
114. Following discussion with staff and managers involved in the intelligence portfolio we perceive there is a lack of clarity around the role of the DIM in supporting two Divisions, but acknowledge that this remains work in progress. The new amalgamated Divisional Intelligence Unit structure has yet to be implemented and once introduced it will need to be tested in terms of line management, governance and quality of the intelligence product to support local and national priorities. The current structure of the Divisional Intelligence Unit (Ayrshire Division) is shown at (Diagram 6).



Diagram 6: Divisional Intelligence Unit (Ayrshire Division) – Structure pre implementation



Local Intelligence Officers (LIO)

115. The DIU at Ayr is the main office for the collation of all intelligence submitted and received in Ayrshire Division. The intelligence is processed by four data managers (or Local Intelligence Officers) and intelligence logs are graded and actioned accordingly. Local policing is supported on a daily basis through the electronic briefing register and local and national intelligence bulletins as shown at Diagram 3 (paragraph 81).



Public Protection Unit (PPU)

116. Officers examine SID logs to identify intelligence relating to public protection and to prioritise for further action those logs that are assessed as having the greatest threat, risk and harm. This is a productive approach to intelligence management.

Community Intelligence Officers (CIO)

117. Community Intelligence Officers research and prepare target packages for individuals or crime trends within their area of deployment. The focus is on local issues highlighted by the performance framework and officers attend daily management meetings to provide an update on activity including emerging risks.

Intelligence Development Unit (IDU)

118. Staff commented that there had been limited Divisional capacity and capability to proactively gather intelligence, and that basic fieldwork had been hampered by a lack of unmarked vehicles available from the Divisional fleet. This position is directly attributed to the policy decision to have police signage on most police vehicles. Whilst this decision is understood in terms of increased visibility, the unintended consequences are a negative impact on local proactive intelligence gathering activities in relation to SOCG. We identified a similar issue during our Local Policing+ Inspection of the Investigative Approach to Rape in Fife.⁴⁹ Police Scotland should reconsider the availability of unmarked vehicles in Divisions.

119. The IDU in conjunction with the Divisional Proactive Crime Team (PACT) has responsibility for targeting those Divisional-based SOCG identified through the mapping process as causing greatest harm. During our inspection, we observed that, due to capacity and capability issues, the IDU (Ayrshire Division) had seen a reduction in staffing and consisted of a single officer.

⁴⁹ HMICS (December 2014) Local Policing+ Inspection of the Investigative Approach to Rape in Fife Division paragraph 74



120. At a local level, the use of Directed surveillance⁵⁰ is authorised at Superintendent rank; enabling local ownership, oversight and maintenance of the individual officer's knowledge of legislation and standards. During our inspection we noted that over a 12 month period there had been limited use of local level directed surveillance across Ayrshire Division. Police Scotland (Ayrshire Division) supported by the Central Authorities Bureau (CAB) should raise awareness of the operational benefits from the local use of directed surveillance as a legitimate operational tactic.

Interventions and Financial Investigations

121. Intervention officers (Ayrshire Division) have a remit to explore opportunities to disrupt attempts by SOCG to legitimising their criminal activities. Officers work closely with other agencies in this pursuit including the Scottish Environmental Protection Agency (SEPA), Security Industry Authority (SIA) and Vehicle and Operator Services Agency (VOSA).
122. The Divisional financial investigators provide significant benefits in tackling serious and organised criminals through the identification of criminal assets and a range of financial information to support missing person and other enquiries.
123. In Ayrshire Division, staff were less clear as to the rationale behind interventions and financial investigation forming part of the Divisional Intelligence Unit structure, and whether the resources allocated to those functions formed part of the 2.3% of the Divisional resource to be allocated to the Unit. As the review of the Divisional Intelligence Units did not detail the individual resource deployment, there is a risk of differing interpretations across the service. HMICS view is that having officers who have access to source details of intelligence, and sit behind the 'protective firewall' whilst engaged in evidential collection, run the risk of inadvertently compromising a source of information. This is not considered best practice and Police Scotland should provide clarity from an executive level.

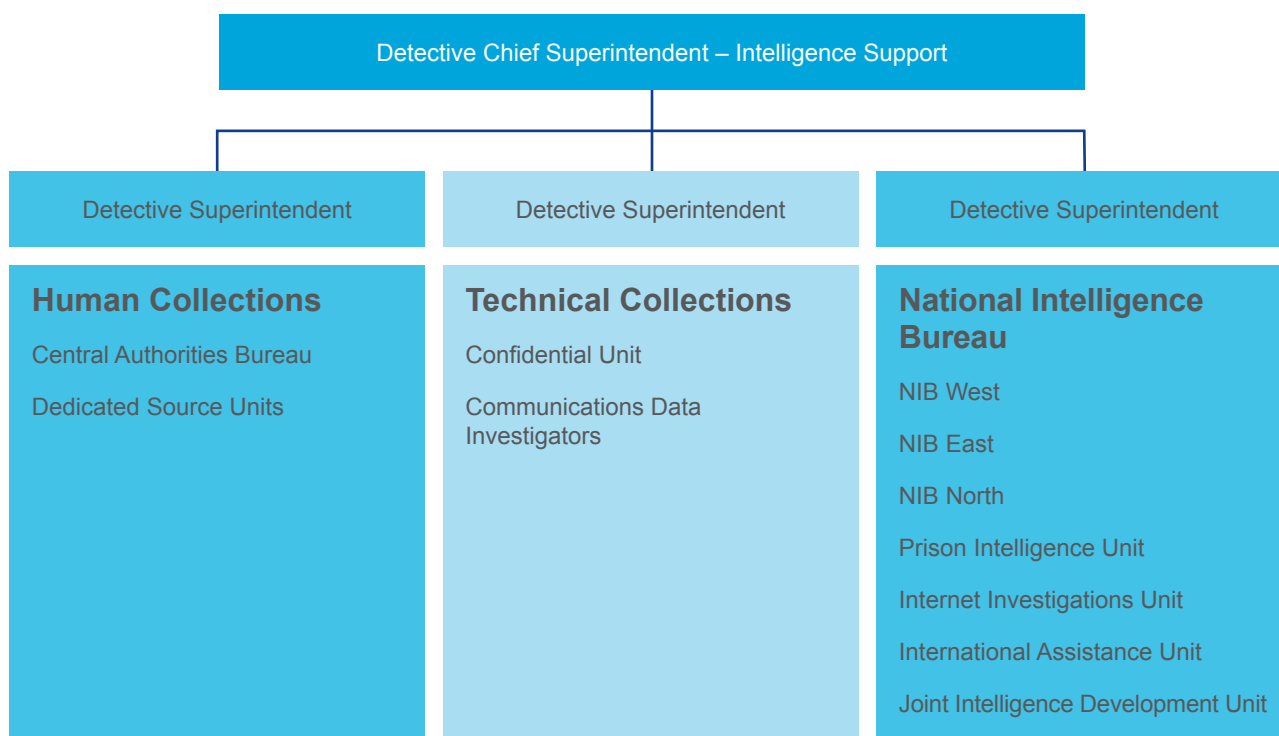
⁵⁰ Directed surveillance is defined as an activity that is covert but not intrusive, is undertaken for the purposes of a specific investigation or operation, is undertaken in such a manner as is likely to result in the obtaining of private information about a person (whether or not one specifically identified for the purposes of the operation or investigation), other than by way of an immediate response to events or circumstances, the nature of which is such that it would not be reasonably practicable for an authorisation to be sought



Intelligence Support – Specialist Crime Division

124. Intelligence Support is a new portfolio established as part of Specialist Crime Division (SCD) and comprises three business areas: Human Collections, Technical Collections and the National Intelligence Bureau as shown in Diagram 7.

Diagram 7: Intelligence Support Structure – Specialist Crime Division



Human Collections

125. There is a single governance structure for all CHIS operations across Police Scotland providing consistency of risk assessment and decision making. A cadre of five Authorising Officers have responsibility for all CHIS operations, all SCD surveillance and the provision of advice to a Senior Authorising Officer,⁵¹ as necessary for property interference and intrusive surveillance.

⁵¹ The Senior Authorising Officers are the Chief Constable, DCC (Designate) and DCC Local Policing



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126. A Central Authorities Bureau was established when the nine legacy registers were combined, providing a single point of contact for the Office of Surveillance Commissioners (OSC), records management and the provision of advice and guidance to officers.
127. The OSC is responsible for the independent oversight of the use of covert surveillance by designated public authorities, including Police Scotland. In October 2014, the OSC carried out an inspection of Police Scotland examining policies, procedures and operations in respect of Part III of the Police Act 1997, Part II of the Regulation of Investigatory Powers (Scotland) Act 2000 and Part III of the Regulation of Investigatory Powers Act 2000. The OSC were impressed with the high level of compliance and acknowledged the transition from the legacy policing arrangements including the historic and national events that had taken place across Scotland during 2014.

Technical Collections

128. Technical Collections provides a centralised service for the acquisition of communications data, ranging from local high-risk enquiries to serious organised crime and counter-terrorism investigations. A national communications data management system is now in place to support the activities of this intelligence function. This has enhanced the processes of submission, recording, authorisation and management of information relating to communications data.
129. The Interception of Communications Commissioner's Office (IOCCO) provides independent oversight to ensure that the system in place for acquiring communications data has been implemented in accordance with the law.⁵² In June 2014, the IOCCO carried out its first inspection of Police Scotland and concluded that the acquisition of communications data was lawful and recognised the effort that had been undertaken in bringing together the management, systems and processes from legacy policing arrangements in Scotland.
130. A component part of Technical Collections is the Confidential Unit which operates in a dynamic environment collecting, assessing and disseminating intelligence in respect of serious crime, serious organised crime, violence and public protection. The merger of nine legacy confidential units into two units (one located at the Scottish Crime Campus and a second based in the north) provides a rationalised approach to the management of high-grade intelligence.

⁵² Regulation of Investigatory Powers Act 2000

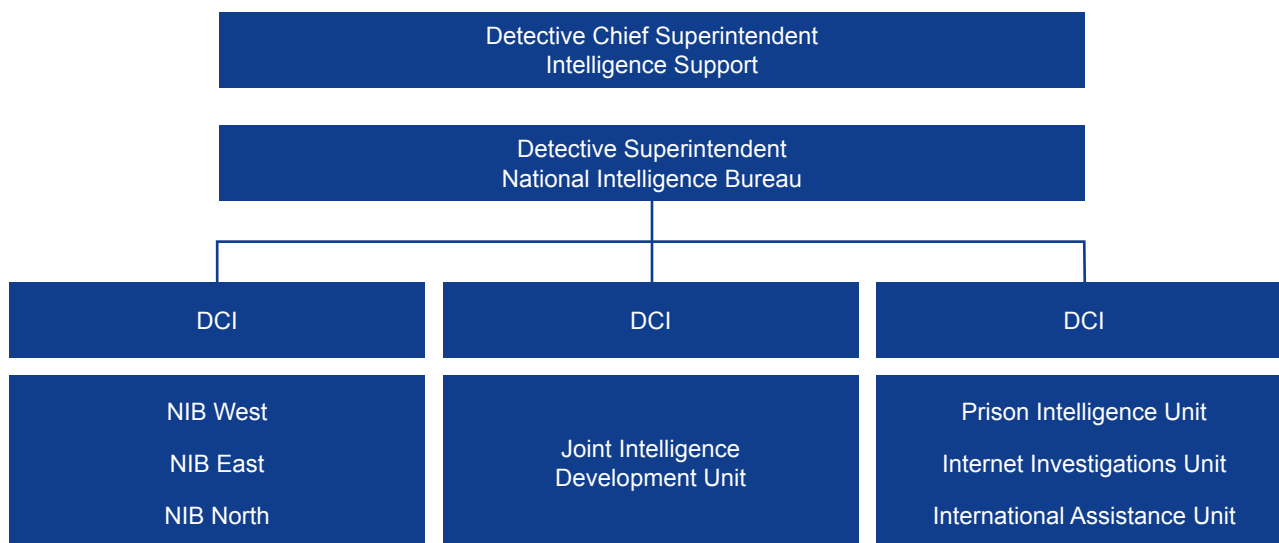


131. A primary function of the Confidential Unit is deconfliction of operational activity, ensuring that other sources of intelligence are visible and risk-assessed. During our inspection, we established that the Confidential Unit does not have complete visibility of all information and intelligence relating to the national policing priorities. This is further described under the 'Planning and processes' section of our report concluding in recommendation 3.

National Intelligence Bureau (NIB)

132. The NIB, a new portfolio designed following establishment of Police Scotland, is led by a Detective Superintendent supported by three Detective Chief Inspectors with functional responsibility as shown below at Diagram 8:

Diagram 8: National Intelligence Bureau (NIB) – Structure



133. A key aim of police reform is the creation of more equal access to specialist support and national capacity. The NIB (west) situated at the Scottish Crime Campus is the single gateway for intelligence exchange with law enforcement partners from the wider UK, Europe and the rest of the world. The NIB also has a physical footprint in the (east) and (north) of the country and provides specialist support to local policing. However, the NIB has limited function in the provision of supportive qualitative audit of the local intelligence function, processes and maintenance of national standards. This is the responsibility of each Divisional Commander.



134. We examined the synergy between the NIB and Divisional Intelligence Unit (Ayrshire Division) and established that the NIB facilitates and manages intelligence cells for major events and provides support to local policing through partnership links to other law enforcement agencies at the Scottish Crime Campus (paragraph 145). The NIB also supports local policing through the provision of, i) internet investigations, ii) International assistance and access to EUROPOL, iii) child sexual exploitation and abuse prevention packages, iv) crimestoppers information, v) prison intelligence, vi) Operation Nexus, vii) the management and administration of alerts including access to the PND and, viii) the single point of contact for all external requests, including intelligence disclosure.

Internet Investigations Unit (IIU)

135. The Internet Investigations Unit is a new development and provides a social media monitoring service which has the capacity to interrogate global social media with search parameters set by the enquirer. This form of technology-enabled, intelligence-led policing provides valuable intelligence in terms of public protection and keeping people safe. We acknowledge the ongoing work to raise awareness of the capability across local policing.

136. The IIU is also the single point for all national on-line child abuse prevention packages (NOCAP) from the National Crime Agency CEOP⁵³ related to on-line child sexual exploitation and abuse. The advancement in scale and speed of internet communication technologies has enabled crime such as child exploitation to increase. We recognised that this is a growing area for policing not only in Scotland but UK-wide and support the continued engagement between Police Scotland and CEOP in the identification of victims and offenders.

137. With the continued development of social media and the internet as sources of intelligence and evidence, we welcome the approach by Intelligence Support to scope the emerging issues such as cyber-enabled crime and jurisdictional questions through a Technology, Social Media and Authorisation Group. We are interested in the outcomes produced by this Group.

⁵³ The National Crime Agency's CEOP Command (formerly the Child Exploitation and Online Protection Centre) works with child protection partners across the UK and overseas to identify the main threats to children and co-ordinates activity against these threats to bring offenders to account



138. Outwith the governance of Intelligence Support, and in addition to the 14 Divisional Intelligence Units, there are a number of intelligence functions under different commands across Police Scotland.⁵⁴ Due to the scope of this inspection no contact was made with these units. However, the risk to Police Scotland is that the intelligence specialism becomes fragmented leading to inconsistencies and inefficiencies.

Knowledge management

139. During our inspection we saw that staff had appropriate access to a number of data systems through desktop access with additional support provided by the NIB. Not all staff were aware that core documents including the ACPO (2010) Guidance on the Management of Police Information (second edition) and the ACPO (2005) Guidance on the National Intelligence Model had been decommissioned by the College of Policing and superseded with more recent practice. A lack of understanding or awareness of current guidance because of version control and limited access can lead to inconsistent practices and standards ultimately placing the service at risk. Police Scotland should ensure that the guidance, procedural documents, policies and codes of practice that enable the delivery of core business are current, approved and available.
140. The principal system for the management of intelligence is the Scottish Intelligence Database (SID). SID has been operational for over 11 years and was the first regional intelligence system in the UK. As a Scottish-wide system, with the capability to link and share information quickly and across boundaries consequently, intelligence sharing is now routine practice. It is estimated that across Police Scotland there are 17,000 active users of SID and that 95% of staff have been using SID for more than two years and have a sound working knowledge of the system.⁵⁵
141. In planning for the future, Police Scotland have commissioned a National Intelligence System Project to scope the requirements of a replacement national intelligence system, which will support the future needs of all its users (including various Criminal Justice partners) across a broad spectrum of policing. It will also include the capability to provide appropriate management information to allow the outcome of intelligence submissions to be better understood, as highlighted at paragraphs 24-25.

⁵⁴ Operational Support Division – Intelligence function, Major Investigation Teams – Intelligence function, Organised Crime – Intelligence Support function, Counter-Terrorism – Intelligence Support function, Border Policing Command – Intelligence Support function

⁵⁵ Source Police Scotland (September 2014) National Intelligence System Project



142. We are aware that initial scoping work has involved staff from across Police Scotland in an effort to capture user needs and improve upon current processes. The development of the i.6 Information Management Programme and National Intelligence System Project remain an area of interest to HMICS.



Partnerships

- Partnership working at the Scottish Crime Campus is strong.
- There has been a significant increase in information being shared with Europol through the work of the International Assistance Unit, Police Scotland, and the Europol Liaison Officer.
- The International Assistance Unit has raised awareness across all 14 Divisions of Operation Nexus, the operational response to foreign nationals committing crime in Scotland, leading to the identification and deportation of a number of foreign national offenders.
- The Prison intelligence infrastructure, with police officers based across the Scottish prison estate, is productive and enhances information exchange.
- There is a productive working relationship between Intelligence Support and the Organised Crime Unit, of the Police Division, of Scottish Government.

Scottish Crime Campus

143. The development of collaborative working across law enforcement in Scotland has evolved over a number of years, from co-location of agencies to the co-ordination of investigations. Many of the senior officers from Police Scotland and staff from HM Revenue and Customs (HMRC) and the National Crime Agency (NCA) have previously worked with each other building positive and trusting relationships.

144. The creation of the Scottish Crime Campus has enriched partnership working and at both an operational and senior management level the working relationships are strong. The success of the Scottish Crime Campus is based on a foundation of mutual respect, and the efforts of managers and staff alike have ensured a positive and co-operative working culture.

145. As most serious organised crime threats are transnational in nature⁵⁶ there has been an increase of intelligence-based sharing systems, described as 'fusion centres', where law enforcement agencies collaborate in such a way that information is analysed, processed and shared across agencies. This approach is designed to ensure a complete picture of the threat, risk and harm and to manage that risk through effective information exchange. The NIB has embraced the concept of partnership working with embedded staff from United

⁵⁶ National Crime Agency (May 2014) National Strategic Assessment of Serious and Organised Crime <http://www.nationalcrimeagency.gov.uk/publications/207-nca-strategic-assessment-of-serious-and-organised-crime/file>



Kingdom Borders Force (UKBF), HOIE, HMRC, NCA and SEPA providing an opportunity to maximise the information and intelligence held across all agency and police systems. The first Scottish Crime Campus Management Board, Multi-Agency Strategic Threat Assessment of Serious Organised Crime and Terrorism⁵⁷ is an example of productive partnership working.

146. In recognition that serious organised crime traverses national boundaries, the NIB have seconded an officer to work closely with the North West Regional Organised Crime Unit (NWROCU),⁵⁸ which was established as a collaboration between Cumbria, Cheshire, Lancashire, Greater Manchester, Merseyside and North Wales Police Forces in tackling serious organised crime. In addition, the NIB also regularly engages with the North East Regional Intelligence Unit (RIU); a collaborative response to SOCG operating across the three north east police force areas of Northumbria, Cleveland and Durham.⁵⁹ We consider that such partnership arrangements enhance the ability to exploit intelligence and to keep people safe.
147. A key factor of effective partnership working and achieving national outcome 9, is the appropriate exchange of information. The gateway for intelligence exchange with external agencies is through the NIB introducing a consistent process from what previously was a varied approach across legacy forces.
148. There are many good working relationships based on individual effort and personalities and information exchange with partners is positive. Building upon the developing collaborative working arrangements, Police Scotland should ensure that appropriate information sharing agreements and processes are in place enabling the effective disclosure and dissemination of police information and intelligence.

International Assistance Unit (IAU)

149. The International Assistance Unit (IAU), part of the NIB, provides a corporate service to Scottish policing for the management of European arrest warrants, International Letters of Request and links to European law enforcement agencies through a seconded officer within the United Kingdom Liaison Bureau (UKLB) at Europol,⁶⁰ Netherlands.

⁵⁷ The Multi-Agency Strategic Threat Assessment of Serious Organised Crime and Terrorism (2014) is a RESTRICTED document and not in the public domain

⁵⁸ North West Regional Organised Crime Unit <http://www.titanrocu.org.uk>

⁵⁹ North East Regional Special Operations Unit <http://www.nersou.org.uk>

⁶⁰ The European Police Office (Europol) was established by the Europol Convention. Europol has responsibility for the management of criminal intelligence



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150. The Europol Liaison Officer role has evolved since the creation of Police Scotland with awareness of the function being enhanced through a series of presentations throughout Scotland, including a Europol Awareness Roadshow held at the Scottish Police College in November 2014. This was the first visit to Scotland by EUROPOL and attended by 160 police officers and partners.
151. Since the establishment of Police Scotland, there has been a 400% increase in information being shared with Europol. This information has been effectively managed through the introduction of the Europol messaging systems (SIENA), which is included as a desktop for officers within the IAU.
152. During our Thematic Inspection of Police Custody Arrangements in Scotland 2014⁶¹ we identified an issue in the effective management of foreign national offenders.⁶² In response, Police Scotland and HOIE established a Foreign National Offenders Strategic Governance Group, chaired by the Assistant Chief Constable (Organised Crime and Counter Terrorism), to deliver (through Operation Nexus) the operational response to foreign nationals committing crime in Scotland.
153. Some six months later we established that the IAU had raised awareness across all 14 Divisions of Operation Nexus and we found evidence of effective joint working between the IAU, Custody Division and HOIE. Four dedicated officers from the IAU work alongside an embedded officer from HOIE supporting the process of checks to establish whether a foreign national arrested in Scotland is wanted overseas, has previous convictions or is present in the country illegally.
154. Between May–December 2014, 5,425 foreign national offenders were reported by Custody Division⁶³ highlighting the engagement between police officers and foreign national offenders in Scotland. With the global reach of serious organised crime we welcome the continued effort in raising awareness of Operation Nexus and the continued deployment of the Europol Liaison Officer, a role that provides a vital link to Europol's law enforcement partners.

⁶¹ HMICS (August 2014) Thematic Inspection of Police Custody Arrangements in Scotland. page 251
<http://www.hmics.org/publications/thematic-inspection-police-custody-arrangements-scotland#sthash.IGTrHgWq.dpuf>

⁶² Source Police Scotland An individual who is living in Scotland but born outside of the UK

⁶³ Source Police Scotland



155. The following case studies provide examples of the type of scenarios facing policing which form part of Operation Nexus.

Case studies

1. A shoplifter from Poland operating in Aberdeen had been charged with multiple shoplifting offences, breach of the peace and assaults. His continued low level of offending was captured by the Nexus database and HOIE subsequently removed him from the UK.

2. A Bulgarian individual was stopped by officers in Edinburgh for a routine road traffic offence. A check with ACRO⁶⁴ revealed a pattern of previous offending including two offences for gross indecency with a child, rape and attempted rape. He was referred to HOIE and, following enquiry, was arrested and is awaiting removal from the UK.

156. The IAU undertakes all extradition enquiries and we recognised an overlap in activities with the Fugitives Unit, which is subject of a separate command structure. While there is positive synergy between both business areas, we welcome Police Scotland's approach to remove duplication across these functions.

Prison Intelligence Unit (PIU)

157. The Prison Intelligence Unit is managed and tasked centrally and has prison intelligence officers (PIO) posted across the Scottish Prison estate. This approach has been welcomed by Divisions and the Scottish Prison Service. The PIU is the recognised single point of contact for all external enquiry forms submitted by Police Scotland to the Scottish Prison Service. This approach has streamlined the end-to-end process, improved the quality of submissions and enhanced the information sharing arrangements between Police Scotland and the Scottish Prison Service.

158. In Ayrshire Division, a meeting between representatives from local policing and HM Prison Kilmarnock is regularly held. We noted from the minutes of these meetings we reviewed that there had been positive feedback in relation to policing operations carried out at HM Prison Kilmarnock, including a scheme involving domestic bail warning letters being issued to all relevant prisoners upon arrival. A reduction in domestic bail offences was achieved during the three month pilot, resulting in the pilot period being extended to enable a more comprehensive evaluation.

64 ACPO Criminal Records Office



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159. The Divisional Intelligence Unit (Ayrshire Division) supports a number of local meetings including the Multi-Agency Public Protection Arrangements (MAPPA),⁶⁵ the Multi-Agency Tasking and Co-ordination meetings (MATAC), and the Multi-Agency Domestic Abuse Response Team (MADART).⁶⁶ Further details of the local policing partnerships in Ayrshire Division are reported separately.⁶⁷
160. The formal process for engagement between the NIB with the 14 DIUs is delivered through a bi-monthly DIM meeting. Chaired by the Detective Superintendent, NIB, the meeting comprises the DIMs from across the 14 DIUs, other in-force intelligence functions and partners agencies. During our inspection members found the meeting to be productive in sharing good practice and knowledge.

Scottish Government

161. We found evidence of productive working with Intelligence Support and the Organised Crime Unit, Police Division, Scottish Government in relation to covert legislation, particularly RIPA, RIPSAs and related matters.

⁶⁵ The fundamental purpose of the multi-agency public protection arrangements (MAPPA) is public protection and managing the risk of serious harm. MAPPA was introduced in 2007, by virtue of Sections 10 and 11 of The Management of Offenders etc. (Scotland) Act 2005, and places a statutory duty on the responsible authorities in a local authority area to jointly establish arrangements for the assessment and management of risks posed by certain categories of offenders

⁶⁶ The MADART comprises representatives from North Ayrshire Council's Social Work and Housing department. Administrative support, which is funded by the national lottery, is provided by Women's Aid. This team is co-located with policing personnel at Kilmarnock Police Office

⁶⁷ HMICS (February 2015) Local Policing+ Programme. Inspection of Ayrshire Division



Appendix 1: Methodology

We used the HMICS Inspection Framework⁶⁸ which is based on the Public Service Improvement Framework (PSIF), the European Foundation for Quality Management (EFQM) Excellence Model and Best Value Characteristics. The Inspection Framework provided a structure to our inspection which was risk-based, proportionate and focused on improving policing in Scotland.

Phase 1 – Initial scoping and planning

Initial scoping was used to identify areas of productive working and areas for improvement. This enabled the inspection team to focus resources, minimise the burden of inspection, and provide sufficient evidence to make judgements in relation to our Inspection Framework. We examined relevant policies, procedures, strategies and plans.

Based on our Inspection Framework and tailored for intelligence, a bespoke self-evaluation exercise was designed aimed at encouraging the Divisional Intelligence Unit (Ayrshire Division) and the National Intelligence Bureau (NIB) to provide a considered view of their performance, highlighting areas of productive working and areas within their portfolio that would benefit from improvement. Feedback was positive in terms of self-reflection and awareness of what had been achieved, and acknowledging what had still to be achieved.

We recognised the commitment by SCD and Ayrshire Division to continuous improvement through the use of the self-evaluation exercise.

Analysis of the self-evaluation returns informed the basis for our key lines of enquiry providing focus for Phase 2.

Phase 2 – The inspection

- During our inspection we conducted a number of interviews and focus groups with officers and staff at Ayrshire Division and Intelligence Support including the National Intelligence Bureau (NIB). We also observed a number of meetings.
- Inspection visits were conducted in Ayrshire Division and at the Scottish Crime Campus, Gartcosh.
- Interviews were conducted with staff from key partner agencies including, the National Crime Agency (NCA), HM Revenue and Customs (HMRC) and the UK Borders Force (UKBF).
- We also benchmarked with the Police Service of Northern Ireland (PSNI) and the Metropolitan Police Service.

⁶⁸ HMICS (September 2014) Inspection Framework
<http://www.hmics.org.uk/sites/default/files/publications/HMICS-Inspection-Framework-September-.pdf>



Phase 3 – Feedback

At the conclusion of our inspection activity we conducted a debrief with the Detective Chief Superintendent, Intelligence Support, SCD and provided feedback on emerging findings to the Deputy Chief Constable (Crime and Operational Support).

This provided an opportunity for the inspection team and Police Scotland to exchange views on the way the inspection was conducted and as a means of highlighting any areas of concern.

Phase 4 – Reporting

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



Appendix 2: Glossary

ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
ACPOS	Association of Chief Police Officers in Scotland (pre-reform)
ACRO	ACPO Criminal Records Office
ANPR	Automatic Number Plate Recognition
APP	Authorised Professional Practice
CAB	Central Authorities Bureau
CEOP	Child Exploitation On-line Protection
CHIS	Covert Human Intelligence Source
CHS	Criminal History System
CID	Criminal Investigation Department
CIO	Community Intelligence Officer
COPFS	Crown Office and Procurator Fiscal Service
CPP	Community Planning Partnership
DCC	Deputy Chief Constable
DCI	Detective Chief Inspector
DDIM	Deputy Divisional Intelligence Manager
DI	Detective Inspector
DIM	Divisional Intelligence Manager
DIU	Divisional Intelligence Unit
DS	Detective Sergeant
DSupt	Detective Superintendent
FIB	Force Intelligence Bureau
GPMS	Government Protective Marking Scheme
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland
HMRC	Her Majesty's Revenue & Customs
HOIE	Home Office Immigration and Enforcement

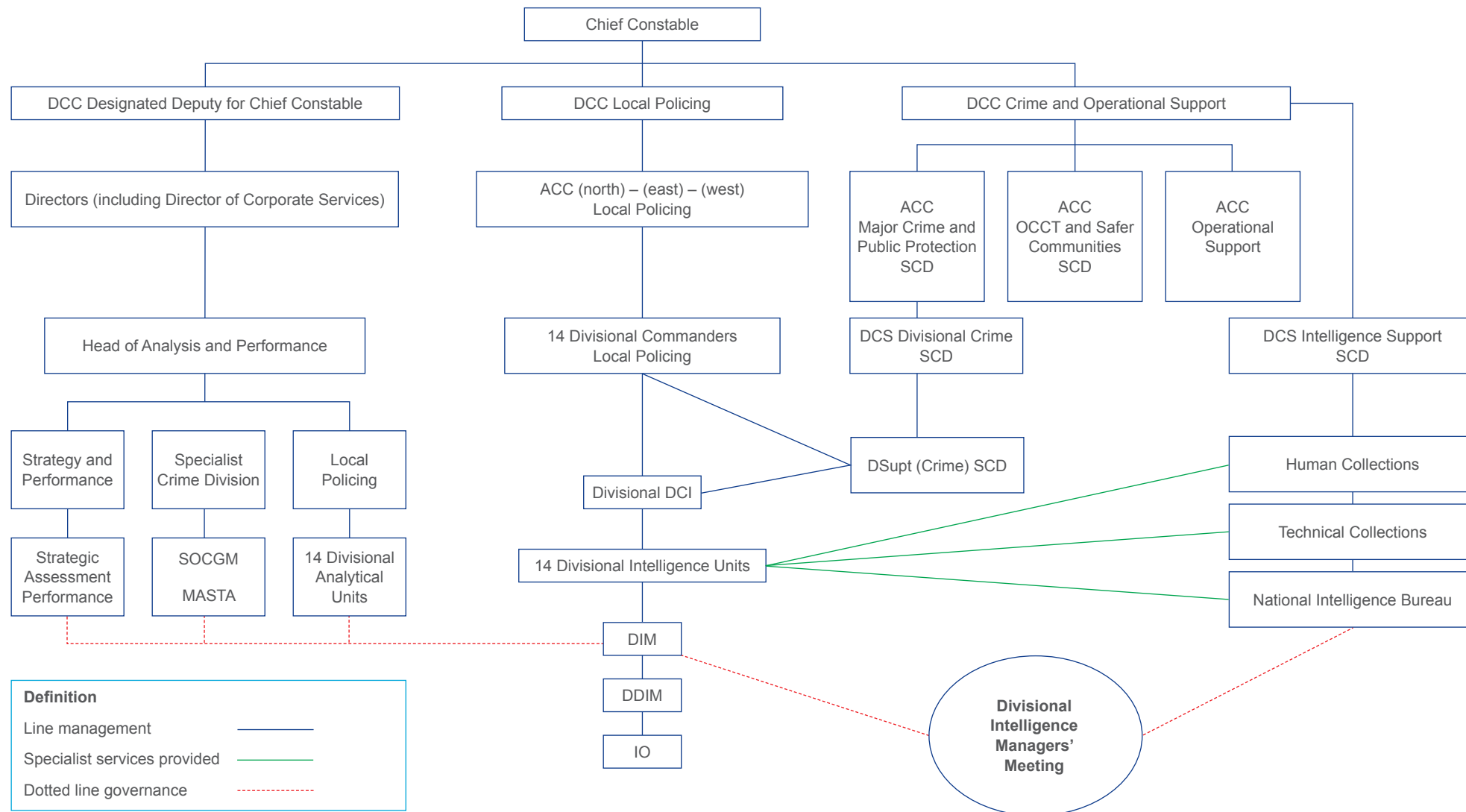


IAU	International Assistance Unit
ICT	Information and Communications Technology
IDU	Intelligence Development Unit
ILP	Intelligence-Led Policing
IO	Intelligence Officer
IOCCO	Interception of Communications Commissioner's Office
IP	Intelligence Processor
iVPD	interim Vulnerable Persons Database
JIDU	Joint Intelligence Development Unit
KPIs	Key Performance Indicators
LPP	Local Policing Plans
MAC	Multi-Agency Collaborative Meeting
MASTA	Multi-Agency Strategic Threat Assessment
MITs	Major Investigation Teams
MOPI	Management of Police Information
NCA	National Crime Agency
NIB	National Intelligence Bureau
NIM	National Intelligence Model
NOCAP	National On-line Child Abuse Prevention
NPRG	National Peer Review Group
OCCC	Organised Crime Co-ordination Centre
OCCT	Organised Crime and Counter-Terrorism
OCCTU	Organised Crime and Counter-Terrorism Unit
OSC	Office of Surveillance Commissioners
PACT	Proactive Crime Team
PIO	Prison Intelligence Officer
PNC	Police National Computer



PND	Police National Database
POCA	Proceeds of Crime Act 2002
PSNI	Police Service of Northern Ireland
RIPA	Regulation of Investigatory Powers Act 2000
RIPSA	Regulation of Investigatory Powers (Scotland) Act 2000
ROCI	Review of Criminality Information
SCC	Scottish Crime Campus
SCD	Specialist Crime Division
SCDEA	Scottish Crime and Drug Enforcement Agency
SEPA	Scottish Environmental Protection Agency
SFRS	Scottish Fire and Rescue Service
SIA	Security Industry Authority
SICU	Scottish Intelligence Co-ordination Unit
SID	Scottish Intelligence Database
SOCG	Serious Organised Crime Groups
SOCGM	Serious Organised Crime Group Mapping
SOCT	Serious Organised Crime Taskforce
SPA	Scottish Police Authority
SPS	Scottish Prison Service
UKBF	United Kingdom Borders Force
VOSA	Vehicle and Operator Services Agency

Appendix 3: Intelligence and Analytical Governance Structure





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About Her Majesty's Inspectorate of Constabulary in Scotland

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

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ISBN: 978-1-910165-15-7