



HM Inspectorate  
of Constabulary  
for Scotland

A map of Scotland is shown in a light blue color against a darker blue background. The Dumfries and Galloway region in the southwest of Scotland is highlighted in white. The text 'Dumfries and Galloway Constabulary' is overlaid on the map in white.

# Dumfries and Galloway Constabulary

Primary Inspection 2002

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A Report by Her Majesty's  
Inspectorate of Constabulary

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# Executive Summary and Recommendations

## Efficiency and effectiveness

1. This Primary Inspection of Dumfries and Galloway Constabulary, conducted during February, 2002 confirms the force is efficient and effective. There is strong evidence of excellent ongoing work on community safety with outstanding public and multi agency support, while the force has responded with commendable professionalism to the exceptional demands of the Lockerbie Trial, and the foot and mouth crisis against a background of significant conventional operational demands.

## Public confidence

2. Recently the force has had to confront serious public concerns regarding the conduct of an officer subsequently sentenced to imprisonment and dismissed from the service. The leadership has responded with positive proactive procedures which enable more open and accessible processes for initiating complaints. These merit wider national consideration for application in other Scottish police forces as part of the current complaints arrangements.

## Service improvements

3. Dumfries and Galloway Constabulary continues to seek improvements in service delivery and the current management with the support of the police authority is sustaining a sound overall strategy. There are a number of recommendations identified by HMIC which reinforce ongoing developments in force. In the main they embrace:

- refinements to the *policy process* in relation to more specific targets, the human resources strategy and financial services
- endorsement of active work with the local authority to *upgrade the CCTV system* developing options which may be of wider community safety interest
- improvements in *crime recording* and the dissemination of *intelligence*
- a more strategic approach to *Best Value*

4. In addition HMIC has taken the opportunity to highlight certain issues which are of national significance for consideration by ACPOS, including:

- the development of open and accessible arrangements for *recording complaints* in addition to traditional methods
- in the light of increasing drugs seizures, a review of the current approach to high levels of *drugs storage* in consultation with the Crown
- ensuring consistency across Scotland in the ongoing development of *officer safety* equipment and training

## RECOMMENDATIONS

It is anticipated that following publication of the Report, the force will devise an action plan to progress the recommendations which will be the subject of future review by HMIC.

HMIC Recommends:-

### Policy and Strategy

1. that the force develop more specific and measurable targets within the policing plan (paragraph 2.2);

### People Management

2. the development of a human resources strategy which is fully reconciled with force goals and is supported by unit action plans and performance indicators (paragraph 3.5);

3. that policy in respect of acting ranks be rationalised, with long term periods of acting kept to a minimum (paragraph 3.18);

4. that the force review the current method of selection for specialist posts in order to ensure consistency (paragraph 3.21);

### Partnership and Resources

#### Community Safety

5. that Dumfries and Galloway Constabulary continue to work with Dumfries and Galloway Council in order to establish a funded plan for early upgrading of the CCTV system (paragraph 4.34);

#### Finance and Resources

6. that the budgetary control system should highlight material variances which impact on budgetary performance (paragraph 4.75);

7. that the Force Executive review formally the scope for extending the range of devolved budgeting to include staffing costs (paragraph 4.77);

8. that the force pursue service level agreements with service providers which quantify services to be provided (paragraph 4.78);

9. that the Financial Services Section should prepare a business plan setting out its objectives, priorities and targets for the coming year in order that progress can be measured (paragraph 4.82);

## Processes

### Complaints and Conduct

10. that ACPOS evaluate the development and publication of open and accessible arrangements for recording complaints against the police in addition to the traditional method of direct communication with the force concerned (paragraph 5.19);

### Crime Management

11. that the force puts in place crime recording and audit procedures which ensure that all crime is recorded in a consistent manner (paragraph 5.50);

12. that ACPOS address the current approach to methods of drugs storage in consultation with Crown Office (paragraph 5.55);

13. that the force further develop systems to brief uniform officers on relevant intelligence (paragraph 5.60);

### Public Order

14. that the force assess fully the potential public order demands placed on it and ensures satisfactory levels of training and familiarisation for senior and supervisory officers (paragraph 5.79); and

15. in the continuing development of officer safety equipment and training in Scotland, that ACPOS review ongoing local developments to ensure consistency across forces (paragraph 5.80).

## Best Value

HMIC and Audit Scotland recommend:–

1. that the force increase the awareness of the Police Authority in the Best Value framework and involves it in setting the criteria for determining the service review programme (Annex A, paragraph 12);

2. that the force review the process for the selection of service areas for Best Value review and their linkage to the strategic priorities for the force. The Best Value service reviews selected, and formal Implementation Plans arising from the reviews, should be encompassed within a programme which allows for monitoring of progress against given milestones (Annex A, paragraph 65).

# List of Areas to be reviewed at the Next Inspection

## Staffing Review

1. Dumfries and Galloway Constabulary has conducted a comprehensive staffing review and has altered deployment of staff as a result to assist in the effective use of resources. Force goals refer to the monitoring and evaluation of the staffing review and HMIC will monitor progress at the next review inspection.

## Shift Arrangements

2. The Third Year Review Inspection of Dumfries and Galloway Constabulary referred to the need for the force executive to dispel misunderstandings regarding the review of shift systems. This has now been overtaken by the bespoke implementation of the 222 shift system which involves two day shifts, two backshifts (usually from late afternoon to late evening duty) and two nightshifts. This was piloted in Dumfries Division for one year before being implemented force-wide and is being welcomed at this stage by force management and front line staff. An overarching Best Value Review is proposed throughout Scotland, addressing shift patterns, and Dumfries and Galloway Constabulary intend to review the 222 system in conjunction with the national review. It is early days in the application of the new system and the force has some issues to address such as the shift arrangement worked by CCTV operators. HMIC will look again at shift arrangements at the next review inspection.

## Senior Staff Development

3. Senior managers have undertaken an exercise in the use of 360° appraisal as part of senior staff development. The force engaged consultants who devised a system involving scoring and comments from peers, managers and subordinates in respect of the criteria relevant to Chief Officer appointments. In conclusion the consultant provided an individual interview and overview assisting in the preparation of an action plan for each officer who took part. The Association of Scottish Police Superintendents (ASPS) members spoken to and the minutes of an ASPS meeting show it was seen as a useful means of improving skills. The head of Personnel and Training and her staff are also using 360° appraisal annually. HMIC will be interested to consider the force's assessment of this practice at the next review inspection.

## Custody Facilities Stranraer

4. Both custody facilities have sound and vision CCTV with extensive coverage. One area of concern to HMIC was the positioning of the observation cell camera in Stranraer which covered the toilet area creating a significant problem in respect of privacy particularly in the case of female prisoners. The Area Inspector at Stranraer who has specific responsibility for the cells is aware of this issue, and at the time of the inspection, solutions were being sought. The positioning of the toilet itself in some cells also potentially creates a health and safety issue as the toilet is placed on a raised shelf and custody officers made reference to a number of prisoners having stepped back from the shelf and fallen. These matters will be reviewed by HMIC at the next review inspection.

## Lay Visitors

5. The Local Authority has recruited a number of volunteers to act as independent lay visitors to custody suites. Training has been provided and HM Lay Inspector met with one of the volunteers who was found to be enthusiastic and committed to the task ahead. The scheme had not yet commenced at the time of the inspection and should be subject to evaluation at an early stage in order to optimise benefit. This matter will be reviewed by HMIC at the next review inspection.

## Crime Management Services Restructuring

6. The change process has taken place against a backdrop of the force conducting seven murder enquiries during 2001. The reality of this has meant that for substantial periods the majority of detective personnel, supplemented by other officers with previous CMS experience, have been engaged in dealing with these serious crimes. Staff interviewed all qualified what they were saying against this backdrop, but there was a general feeling that the new organisational structure had changed very little. The force may wish to re-visit the concept to ensure the force fully understands what is intended to be achieved through devolvement and to ensure the impetus needed if it is to be effective. However this is a significant change in the force's structure and HMIC will review its effectiveness at the next review inspection.

7. HMIC found that police reports are presented to a high standard, through the scrutiny of the Case Management Unit. Standards are also maintained through consultation with the local Procurator Fiscal and this is monitored at Procurator Fiscal liaison meetings with senior police management. HMIC met with the local Procurator Fiscal who was very complimentary of the standard of work being submitted by the force particularly the standard of recent serious crime investigations. The Procurator Fiscal raised the issue of quality relating to the "analysis of evidence" section of the standard police report. This element of case preparation is presently the subject of further development by the Case Management Unit and HMIC will review progress in improving the standard in respect of this important area of the police report at the next review inspection.

## Devolvement of Mobile Support Group Resources

8. The force intends to evaluate the success of the devolvement of Mobile Support Group resources to divisions in the near future. HMIC will be interested to learn the findings of this review at its next inspection.

## Police National Computer Audit

9. HMIC will review the progress made by the force in implementing the recommendations made in the Police National Computer (PNC) compliance audit.

## GOOD PRACTICE

HMIC identified many examples of good practice. The following initiatives are seen as examples which can readily be employed elsewhere:-

the use of the intranet to communicate with staff and the resulting instant availability of emergency plans (paragraph 2.9);

the achievement and retention of IIP status (paragraph 3.4);

the success achieved in the recruitment and retention of special constables, together with the actions taken to maximise the operational contribution of well trained and equipped special constables, the special constable patrols of outlying villages and the work done to alter perceptions of serving officers (paragraph 3.49);

the Make our Bars Safer initiative within the wider Tradesafe crime prevention partnership (paragraph 4.32);

the application of the Balanced Scorecard (paragraph 4.44);

the existence of a means of feeding learning from complaints against the police back to operational officers (paragraph 5.15);

the development and publishing of a means of recording complaints which allows wider opportunities and choices to a potential complainer (paragraph 5.19);

notification of significant custody episodes entries on the intranet used to highlight custody incidents and make all staff more aware of potential problems (paragraph 5.25); and

the use of a staff survey to inform force strategy (Annex A, paragraph 26).

# Introduction

1. This inspection of Dumfries and Galloway Constabulary was conducted between 25 February and 1 March 2002 by Her Majesty's Chief Inspector of Constabulary, Sir Roy Cameron, Her Majesty's Lay Inspector, Mrs Jane Irvine and Assistant Inspector, Mr Kenneth McInnes.
2. HMIC used a protocol based approach to inspection. The first stage was an option appraisal, where functions and processes to be scrutinised were selected. This included an assessment of documentation, routinely gathered and collated force plans and matters raised in the last Primary Inspection of 1998 and the Review Inspections of 1999 and 2000. On this basis 22 protocols covering specific areas of police activity were selected for self-assessment and completion by the force.
3. The publication of the HMIC Thematic Report "A Value Judgement" on the progress of the Best Value regime in the police service in Scotland introduced the concept of joint Best Value audit/inspection by HMIC and Audit Scotland. This arrangement is intended to allow the respective statutory responsibilities of both organisations to be discharged while reducing the overall inspection burden on forces. On this occasion the joint inspection included Best Value themes covering senior management, strategic planning, community consultation and financial management.
4. During the course of the pre and formal inspection, staff at all levels of the force were consulted and provided important contributions. The issues raised by them were fully considered during the inspection process. HMIC also sought the written views of a number of stakeholders associated with or working in partnership with the force. The vast majority of the written responses were complimentary and the information supplied proved a valuable contribution to the inspection.
5. A particular focus for the inspection process is an emphasis on performance and outcomes. In keeping with this, the results section of the report reflects how the force performed in the period 1 April to 31 December 2001 in respect of its Charter and the Actions, Targets and Measurements set out in the its Policing Plan 2001-02.
6. It is also important to note that HMIC records good practice, a process or practice regarded as having made a significant contribution to continuous improvement. While HMIC may not have included a full scale evaluation and not all good practice is transferable, some of it is noted, for the benefit of other forces or police organisations.
7. The result is a report structured on the business excellence model including a specific annex on the joint approach to the Best Value inspection. It is a snapshot and cannot be a full account of all the activities of Dumfries and Galloway Constabulary with significant functions and services not included for formal inspection on this occasion. The overall balance of this inspection report is complimentary to the force. Some of the recommendations and comments made are directed at influencing a direction already taken by the force and overall they should be regarded as supportive particularly as the force has already implemented an impressive range of initiatives.

8. In terms of Section 33(3) of the Police (Scotland) Act 1967, as amended, the force was found to be efficient and effective.

9. HMIC is appreciative of the assistance and co-operation provided throughout the Inspection process by the police authority, the Chief Constable and all staff of Dumfries and Galloway Constabulary. The interest taken and assistance given by individuals from the wide range of organisations visited and consulted are also greatly valued.

# 1. Leadership

## Background

1.1 Dumfries & Galloway Constabulary is Scotland's smallest police force with 471 police personnel and 261 support staff. Its boundaries are coterminous with Dumfries and Galloway Council. The force serves a population of 147,000 people. In a recent national survey the area was named the best place to live in Britain.

1.2 Dumfries and Stranraer are the main centres of population with many other small towns and villages across the area. Major road and rail routes and the ferry ports of Stranraer and Cairnryan add significantly to the policing challenges.

1.3 HMIC wishes to pay tribute to the manner in which the force investigated the bombing of Pan Am 103 over Lockerbie in December 1988 and provided security for the trial held at The Scottish Court in the Netherlands and the subsequent appeal process. These events presented the Scottish police service, and in particular Dumfries and Galloway Constabulary, with a unique challenge which the service and the force have risen to with commendable professionalism.

1.4 HMIC also commends the force on the manner in which it contributed to the local handling of the foot and mouth disease outbreak which was first detected in the region in February 2001. The disease had a devastating impact on the farming community and placed exceptional demands upon the police. The force at all levels worked closely with personnel from the Scottish Executive Rural Affairs Department and Dumfries and Galloway Council to contain and eradicate the disease.

1.5 However, HMIC notes concerns surrounding the conduct of a police officer who was convicted of serious sexual offences and sentenced to imprisonment. This has placed a particular obligation on the force in terms of public reassurance in reviewing procedures to establish more open and accessible arrangements for the recording of complaints which merits wider consideration.

1.6 Against this demanding background, in 2001 the force has also had to contend with 7 major investigations into serious crime. In the context of rural policing this placed a significant heavy workload upon force personnel.

## Force Structure

1.7 The force is divided into 2 operational divisions, Dumfries to the east and Galloway in the west. The policing area of Dumfries and Galloway was temporarily extended to include Kamp van Zeist in the Netherlands. This former military base has been treated as Scottish territory and policed by the force assisted by officers from all Scottish forces and the Police Service of Northern Ireland.

1.8 Recently both Mobile Support Group (MSG) officers and divisional Crime Management Services (CMS) officers have been devolved to the control of divisional commanders. Responsibility for operational policing lies with the Chief Superintendent Operational Services who manages the force control room, community services, emergency planning, communications and information services plus the 2 divisional command areas.

### Senior Management

1.9 Mr David Strang, Chief Constable, commenced with the force in August 2001. He is supported by the Deputy Chief Constable, Mr Bob Ovens who was appointed in January 2001. They are assisted in managing the force by the Chief Superintendent Operational Services and the 2 Divisional Commanders, a Detective Chief Superintendent, the Detective Superintendent CMS, a Superintendent Corporate Services and the Finance Officer.

1.10 The force has a decision making structure based primarily round the Policy Group which is made up of all of the officers listed above. It therefore includes a wide spectrum of expertise and broad representation across the force. In addition the force has a morning operational meeting where video link is used. This meeting is chaired by the Chief Constable or Deputy Chief Constable and includes the Chief Superintendent Operational Services, Divisional Commanders and the Detective Superintendent CMS.

### Dumfries and Galloway Police Authority

1.11 An excellent working relationship exists with the police authority which is Dumfries and Galloway Council. An example of the level of involvement is that the Chief Constable attends meetings of the Executive Committee and is readily involved in ad hoc groups formed to consider particular issues. Dumfries and Galloway Constabulary is also represented on the local authority senior management team at which ideas can be exchanged and joint initiatives progressed with the heads of the council services. Joint training is also undertaken between the local authority and the police during table top exercises and joint training for police officers and social workers. HMIC recognises the value of a close and positive working relationship between the Chief Constable and Police, Fire and Public Protection Committee (PFPPC) of the local authority for the delivery of effective policing.

# 2. Policy and Strategy

## Strategic Planning Performance Review

2.1 The Force Strategic Planning Cycle is co-ordinated by the Superintendent Corporate Services assisted by an Inspector.

2.2 The overall formation of the force strategy, actions and targets is based on a broad consultative process as detailed below and is incorporated in a Charter and Strategy Document:

Local Level: –

Liaison with Community Councils – A community constable is assigned to every community council. The officer has a duty to brief community councils on ongoing issues and report back to local management any issues raised for action.

Liaison with Area Committees – Area Committees are attended by the Area Inspector within whose section the committee sits. This officer has a duty to update the committee with policing issues and action any issues raised by the committee requiring police attention. The Area Inspectors should ensure that relevant issues are later fed into the strategic planning process.

Liaison with elected members – The Divisional Commander and Area Inspectors are responsible for ensuring that elected members are personally updated on relevant issues and there is a correct level of liaison. The Divisional Commander will ensure that relevant issues are used to inform the strategic planning process.

Liaison with the Police Fire and Public Protection Committee which acts on behalf of the Police Authority (Dumfries and Galloway Council) – the Chief Constable updates the committee on the force's performance and advises them of any ongoing relevant matters and major changes in policy. He ensures that any issues raised for action by the committee are addressed.

Liaison with the public – On an annual basis, Area Inspectors hold a briefing to which members of the general public are invited. This provides opportunity for the general public to be updated and for them to raise any issues. The Area Inspectors are expected to ensure that relevant issues are used to inform the strategic planning process.

Public satisfaction surveys - These are carried out on a quarterly basis, with Corporate Services being responsible for their dispatch and collation.

Liaison with Police Staff, Support Staff and Special Constabulary – All managers are responsible for ensuring the views of their staff are taken into account in considering the formulation of the Strategy and Charter (now known as the Community Promise). In December 2001 the force conducted a staff survey of all police officers, support staff and special constables. The survey covered communication, training/career development, equal

opportunities, continuous improvement and job satisfaction and was then used to inform the force strategy day in January 2002.

Liaison with partners/agencies – Each Head of Department is responsible for ensuring that there is ongoing consultation with partner agencies in their respective domains so their views can be represented in the Strategy and Charter.

#### National Level :-

National Performance Indicators –The Force's performance against national performance indicators is reported on a monthly basis by Corporate Services in the Performance Information Briefing Schedule (PIBS). As part of the planning process, Corporate Services makes sure that all current performance indicators are available to Focus Groups in order that these are considered for inclusion in the Strategy and Charter.

National Strategies – Heads of Department who are aware of national strategies and who are involved with the focus groups have responsibility for ensuring these matters are considered in the formulation of the Strategy and Charter (Community Promise).

#### Focus Groups :-

Following on from the consultation phase, five Focus Groups under the chairmanship of the primary stakeholder for that area are assembled to consider community safety, crime, road safety, drugs and quality of service.

The groups create a set of strategic actions and targets for consideration of inclusion in the final Force Strategy and Charter (Community Promise). These are presented by Corporate Services to the Chief Constable / Policy Group for final ratification. The Chief Constable in turn presents these to the Police Fire and Public Protection Committee.

#### Review of Progress regarding Charter and Strategy: -

Progress regarding the Charter and Strategy is also updated monthly in the Performance Information Briefing Schedule (PIBS). Progress is intended to be assessed by the extent to which the targets are met and actions completed. On a quarterly basis action plans, in pursuit of the strategic aims, and results are collated by Corporate Services and placed on the Intranet for the information of all staff.

HMIC has viewed the Policing Plan 2000/2001, the Force Action Plans, including the Charter 2001/2002 and the Strategy 2001/2002, the Performance Information Briefing Schedule and force results for the first three-quarters of the year. While HMIC is satisfied that the force pays proper attention to consultation in the formation of strategy, there is some lack of clarity with regard to outcomes. It is therefore considered that the actions, targets and measurements within the policing plan 2001/2002 could be more sharply focused.

### Recommendation 1

HMIC recommends that the force develop more specific and measurable targets within the policing plan.

## Emergency Planning

2.3 Major incident planning and response have been well tested recently as a result of the following incidents: a RAF jet crash at Sheildhill, a railway accident at Glenluce, an emergency at BNFL Chapelcross, the snow emergency and the foot and mouth outbreak.

2.4 The response to major emergencies is facilitated by the Dumfries and Galloway Major Emergency Scheme which was fully developed in the wake of the Lockerbie air disaster. The scheme is a partnership of all those with a part to play in dealing with major emergencies in the area and addresses effective management by stating the aims, objectives, roles and responsibilities of all partners.

2.5 The scheme is structured in three layers headed at the strategic level by an Emergency Co-ordinating Group which meets on an annual basis, or as necessary in times of emergency, and comprises the chief officers of the principal organisations involved. The second tactical layer consists of the Emergency Planning and Response Team which meets quarterly, or as necessary in times of emergency. This group is led by the Council Chief Executive, and incorporates liaison officers including police and functional team leaders. Reporting to this group are a number of multi-agency functional teams who collectively constitute the third layer.

2.6 The scheme is supported by policy statements, and a Partners Document which addresses the roles and responsibilities of partners. The functional teams are all supported by team documents and briefing notes. Success is measured by formal and informal debriefs and an annual return is submitted by the local authority on behalf of the partners which details areas of activity including exercises, responses to live incidents and training. Discussions with police staff and other partners show high commitment to the principles of integrated emergency management.

2.7 The Dumfries and Galloway Police Emergency Planning Unit comprises one inspector supported by a clerical assistant and is situated within the Operational Services Group reporting to the Chief Superintendent Operations. This level of staffing is proportionately lower than any other force in Scotland. The work programme agreed by the Emergency Planning Officer and the Chief Superintendent Operations is prioritised within the resources available.

2.8 Direct liaison with Divisional Commanders is formalised through Operational Development Group meetings. Both managers and front line officers interviewed spoke of the quality of communication that occurred during the foot and mouth emergency when officers were regularly individually e-mailed with updated information and briefings of Area Inspectors took place each day by videolink.

2.9 The force has an emergency planning policy and the unit has a service delivery plan which identifies its remit and functions. The unit also works to an annual emergency planning intentions list which provides a structured approach to planning, testing and reviewing contingency plans and prioritises updates causing eleven plans to be revised in the last year. A new force emergency plan has been issued based on the ACPOS Emergency Procedures Manual which incorporates 14 local contingency plans. Subject to the sensitive nature of plans these are available to all staff on the intranet and HMIC notes as good practice the use of the intranet to communicate with staff and the resulting instant availability of emergency plans to staff.

2.10 Over the past few years the force has had to deal with a significant level of major incidents. However one of the biggest commitments for the force was the handling of the foot and mouth epidemic. Between February and May 2001 Dumfries and Galloway Constabulary were involved in 165 multi agency meetings, 15,147 site visits to farms, 1879 hours work by police personnel at the regional command site, 900 hours worked in the force command room, 95 daily situation reports prepared for the National Police Co-ordinating Centre, 40 supervisors meetings, planning for 85 pyres, 398 confirmed cases of foot and mouth disease and 1409 culls in which 540,000 sheep, 72,000 cattle 300 goats and 70 pigs were destroyed.

2.11 The response to foot and mouth was a major incident response on a daily basis over a period of months and aspects of inter agency major incident planning and response were fully tested. The force has worked hard both during the emergency and in the aftermath to maintain good relations with the farming community and as a reflection of this, despite the massive commitment referred to above, only two complaints relating to police actions during the outbreak were made.

2.12 Not unnaturally, as a result of the foot and mouth outbreak, other emergency planning commitments were restricted but exercises were held throughout 2001, including a multiagency maritime exercise, Exercise Reddington 2 at BNFL Chapelcross with UKAEA Constabulary, an exercise at the gas pipeline compressor and Exercise Solway Surprise, a multiagency exercise at Defence Munitions Easttriggs. There is clear evidence in the minutes of the Operational Development Group of learning from exercises and incidents feeding back to operations.

# 3. People Management

## Human Resources

3.1 Dumfries and Galloway Personnel and Training Department is headed by a member of support staff who is responsible to the Superintendent Corporate Services. The Personnel and Training Department comprises seven sections including Personnel Services which deals with recruitment, transfer and conditions of service for all police officers, special constables and force support staff. The Force Training Unit is responsible for research and delivery of all theoretical and practical force training including public order and officer safety training. The force now has a Diversity Unit which is currently staffed by one sergeant. The Personnel and Training Department also incorporates the Career Development Unit which is responsible for the staff development of police, support staff and special constables.

3.2 The force considers the level of civilianisation within the units appropriate to provide an effective mix of police officer and support staff posts and balance continuity and expertise with the operational awareness of police officers. The department moved at one point to reduce the number of police officer trainers and employed support staff to provide Officer Safety Training and assist with probationer training. This was found to be ineffective as operational experience was identified as being relevant to training on front line policing issues. The HR function is centralised but both Divisional Support Managers have been funded to study the CIPD Certificate in Personnel Practice in order to raise their awareness.

3.3 The Personnel and Training Department has no integrated functional strategy. There are no departmental performance indicators although there is a related strategic action in the force Policing Plan from 1st April 2001 to:

“Provide all staff with an equal opportunity to learn and develop”.

3.4 The targets in respect of this action are firstly to meet the Investors in People Standard which has been achieved in that the force has recently retained the Investors in People award. HMIC acknowledges the high standard which must be attained in order to achieve and retain this award and considers the pursuit of IIP recognition as good practice. A second target is the meeting of 90% of relevant supported requests on staff development plans. The Career Development Unit does not have a Unit Action Plan and operates to the list of functions shown in the Annual Report. As a result there are no Unit performance indicators. In the year 2000/2001 included amongst force goals was the achievement of 100% of supported requests on staff development. The current Public Performance Report makes reference to training days attended. Many of these training days are connected with forcewide training programmes such as Officer Safety Training which do not regularly feature in Personal Development Plan requests. The target with regard to other aspects of personal development such as developmental placements allocated is not being actively pursued nor is there a mechanism to effectively measure success.

3.5 There is also a separate Personnel Services Strategy with a list of key objectives. However this stands in relative isolation and an integrated approach encompassing all Human Resources issues would be beneficial.

## Recommendation 2

HMIC recommends the development of a human resources strategy which is fully reconciled with force goals and is supported by unit action plans and performance indicators.

3.6 The department is in the process of installing an integrated HR information technology system with controlled levels of access for all staff. The implementation of the system has been delayed due to intranet problems but will provide mechanisms to allow tracking of appraisals and monitoring of minority groups, which is not done at present. The system will administer and cost areas such as absence management and training and will underpin all aspects of day to day departmental operation and long term planning. Progress in this will be of obvious benefit.

## Staffing Review

3.7 Dumfries and Galloway Constabulary have conducted a comprehensive staffing review and have altered deployment of staff as a result to assist in the effective use of resources. Force goals refer to the monitoring and evaluation of the staffing review and HMIC will monitor progress at the next review inspection.

## Support Staff

3.8 The force is committed to the integration of police and support staff human resources functions and there is now one policy in respect of all staff in respect of Absence Management, Health and Safety, Grievance, Equal Opportunities, Further Education etc. Joint policies are being developed in respect of Professional Standards and Discipline and Family Friendly policies. The Personnel and Training Department operates on behalf of all staff and consideration is being given to the use of the one appraisal system for support staff and police.

3.9 Following inability to agree terms and conditions for support staff at national level Dumfries and Galloway Constabulary are currently in negotiations with the unions in order to develop a force agreement. HMIC met with Union representatives and found that of current concern is the existing situation where support staff employed before November 1998 work a 35 hour week whilst those employed after that date work 37 hours. Union representatives spoke positively of the efforts that have been made to achieve consistency in areas such as support staff time off in lieu rules, which were previously applied differently in different parts of the force. They talked of force efforts to integrate police and support staff, bringing terms and conditions closer where possible. Union membership generally is low, at one third, but this is acknowledged by the force in that non members are invited to quarterly staff meetings so that their voice is heard.

## Recruitment

3.10 The Personnel Services Section is responsible for recruitment of all staff. Increases in both male and female police officers have contributed to the overall rise in total numbers and in respect of both police and support staff the rises have been sharper than those seen in respect of other forces. Police strength in 2000/2001 was 478 officers of which 442 were in force and the remainder on central service or posted to Kamp Van Zeist. This figure represents an all time high and reflects the additional policing demands created by the policing of the Lockerbie Trial. The Policing Plan 2001/2004 details estimated retirements in respect of police and support staff and incorporates estimated ill health and other pre 30 year retirements as well as the re-integration of staff from Kamp Van Zeist. This document anticipates the recruitment of nine officers in 2001/2002 and a further nine in 2002/2003 leading to an establishment total at the end of 2003/2004 of 461 officers and 263 support staff. This figure includes those on Central Service and represents a return to previous levels of establishment.

3.11 The proportion of officers in promoted ranks in Dumfries and Galloway Constabulary is 22.2% which is consistent with the Scottish average of 22%. A relatively high proportion of promoted posts at the time of the last primary inspection generated comment and since then the number of Superintendent posts have been reduced from five to four. Looking at ranks in more detail, the following shows the current proportion of Dumfries and Galloway officers at each rank (figures in brackets relating to all Scottish forces.)

Constables	77.8% (78%)
Sergeants	14.6% (13.9%)
Inspectors	4.2% (5.2%)
Chief Inspectors	1.5% (1.5%)
Superintendents	1.5% (1.3%)
ACPOS	0.4% (0.2%)

## Equal Opportunities

3.12 The force has an Equal Opportunities Policy and Equal Opportunities Monitoring Group. Women officers account for 4.7% of all promoted ranks in Dumfries and Galloway compared with 6.5% for all Scottish forces. The number of women police officers in Dumfries and Galloway represents a rise on the previous four year average of 28.8% which is second only to that in Northern Constabulary. For the last five years Dumfries and Galloway Constabulary has had the highest percentage of women police officers of all Scottish forces at 19.9% whilst the national average is 17.25%. Of all women officers in the force 5.3% are in promoted posts compared with 8.3% across Scottish forces. Both proportions in Dumfries and Galloway represent a slight downturn compared with previous years.

3.13 At the latest Annual Performance Review 4.3% of sergeants in the force were female, against a national figure of 7.6%. Women officers in Dumfries and Galloway Constabulary accounted for 10% of inspectors against a national average of 3.9%, and there are no women in a rank above Inspector. Two women officers have been promoted to sergeant following recent rounds of the new promotion process.

3.14 While HMIC is satisfied with efforts being made by the force to recruit suitable women officers it is important that the culture within the organisation does not act as an impediment to career development. The promotion of two women from an open process is heartening. However, HMIC was aware of some exclusionary language such as use of male oriented terms and the use of terms such as “civvie” and “turnkey” in preference to correct job titles in some areas. HMIC notes the commitment of the force to National Equal Opportunities Training (NEOTS) which will assist in addressing this.

### Diversity Unit

3.15 The newly established Diversity Unit is currently producing an action plan which will include recruiting for diversity, compliance with the Commission for Racial Equality Code of Practice, and auditing of policies in respect of equal opportunities. The Unit will provide advice with regard to equality of opportunity in respect of selection and recruitment and at present the Diversity Officer is also responsible for the administration and delivery of NEOTS training which commenced in Dumfries and Galloway Constabulary on 18th February, 2002. A support staff assistant who was at the time of the inspection being recruited, will in due time take over the role.

3.16 The current Policing Plan includes as a Strategic Action the need to “Recruit and retain a work-force which reflects the diversity of our community.” The target in respect of this action is that the staff profile should reflect or exceed the proportion of the minority ethnic population of the area. The current number of black and minority ethnic police officers remains at 1 officer or 0.2%. The Dumfries and Galloway Constabulary Recruiting for Diversity Policy aims towards a target figure of 0.7% of the workforce based on the 1991 census and incorporates an Action Plan.

### Acting Ranks

3.17 At the time of the last primary inspection HMIC expressed concern at the number of officers holding acting ranks and recommended that appointments were not made unless a need was clearly identified and appointments were made within a general career development policy. At the time of the primary inspection the numbers of officers in acting ranks was as listed below:

- 1 acting Chief Superintendent from a total of 2
- 2 acting Superintendents from a total of 4
- 3 acting Chief Inspectors from a total of 5
- 6 acting Inspectors from a total of 20
- 19 acting sergeants from a total of 68

3.18 Although force policy states that officers should not hold an acting rank for a period of more than six months, HMIC met with officers who had been continuously acting for eighteen months, two and even three years. Some officers who had been holding acting rank for prolonged periods were then unsuccessful in their application for promotion. HMIC conducted an audit of acting sergeants within one division and found that there were six acting sergeants in the division at that time. Two of these were covering abstractions created by Kamp Van Zeist whilst the other four acting posts were created by the regular post holders having been drawn in to Headquarters to work on specific projects. It is acknowledged that in some instances those officers undertaking projects at Headquarters were chosen because of their specific skills related to the task concerned and in some cases were undertaking light duties and therefore unfit for a divisional role.

### Recommendation 3

HMIC recommends that policy in respect of acting ranks be rationalised, with long term periods of acting kept to a minimum.

#### Staff Retention

3.19 Federation representatives were quick to acknowledge the excellent relationship that existed with Chief Officers and senior management and were satisfied that any genuine concerns raised would be addressed. However broad expressions of concern over retention of mid service constables were raised during the inspection. The annual performance return for 2000/2001 shows that police wastage increased by 40% on the previous four year average. Whilst these percentages are based on small numbers HMIC was aware that the two Divisional Commanders in conjunction with the Head of Corporate Services had investigated and reported on the increased wastage to the Policy Group.

#### Post Rotation

3.20 Dumfries and Galloway Constabulary have a Post Rotation Policy which does not set specific periods of tenure but allows for general movement of personnel based on Personal Development Plans, generic application for transfer forms, recommendations from the Career Development Unit and discussions at Policy Group Meetings. These discussions are supported by staffing meetings at which Heads of Departments and Divisional Commanders meet to consider requests contained within memoranda from officers and Personal Development Plans. HMIC found instances of movement into specialist posts which had taken place as a result of either an instruction or individuals unofficially approaching senior officers.

3.21 HMIC is aware however of the intention to move towards a more transparent system and noted the recent use of 'Digest', which is a circulation to which staff have access via the force intranet, to make officers aware when posts were to become vacant and allow for the submission of Application for Transfer Forms. At the time of the inspection HMIC noted the use of the intranet to advertise a vacancy in the Crime Management Section and noted that due to the extent of response it was intended to hold interviews. At present however there is inconsistency in that it is the head of section in which a vacancy arises who chooses whether to advertise or interview.

### Recommendation 4

HMIC recommends that the force review the current method of selection for specialist posts to ensure consistency of approach.

#### Shift System

3.22 The Third Year Review Inspection of Dumfries and Galloway Constabulary referred to the need for the force executive to dispel misunderstandings regarding the review of shift systems. This has now been overtaken by the bespoke implementation of the 222 shift system which involves two day shifts, two backshifts (usually from late afternoon to late evening) and two nightshifts. This was piloted in Dumfries Division for one year before being implemented force-wide and is being welcomed at this stage by force management and front

line staff. An overarching Best Value Review is proposed throughout Scotland addressing shift patterns and Dumfries and Galloway Constabulary intend to review the 222 system in conjunction with the national review. It is early days in the application of the new system and the force has some issues to address such as the shift arrangement worked by CCTV operators. HMIC will look again at shift arrangements at the next review inspection.

## Career Development

### Staff Appraisal

3.23 One of the main functions of the Career Development Unit is the monitoring and development of the police staff appraisal system and the support staff Employee Development Scheme. In 1997, 25% of police staff appraisals were seriously overdue and some were missed for an entire year. However strict monitoring and follow up systems have greatly improved return rates and staff reported minimal delays in the carrying out of staff appraisal interviews. This was confirmed by a sample audit carried out by HMIC which showed significant improvement in terms of both police and support staff.

3.24 Senior managers have undertaken an exercise in the use of 360° appraisal as part of senior staff development. The force engaged consultants who devised a system involving scoring and comments from peers, managers and subordinates in respect of the criteria relevant to Chief Officer appointments. In conclusion the consultant provided an individual interview and overview assisting in the preparation of an action plan for each officer who took part. Association of Scottish Police Superintendents (ASPS) members spoken to and the minutes of an ASPS meeting show it was seen as a useful means of improving skills. The head of Personnel and Training and her staff are also using 360° appraisal annually. HMIC will be interested to consider the force's assessment of this practice at the next review inspection.

3.25 The Employee Development Scheme was introduced to the force in 1995 and is based on the system in operation in Dumfries and Galloway Council at that time. Support staff interviewed felt that the paperwork associated with the scheme could be more user friendly and many were unhappy that Career Development now receive copies of the whole documentation including the element which reviews past achievements. Many felt that it would now be appropriate to review the Employee Development Scheme processes and documentation.

3.26 Members of support staff and Union representatives interviewed spoke of enhanced opportunities for support staff and were able to provide examples of support staff members who had been provided with force support and encouragement and had achieved additional qualifications or experience which had allowed them to advance within the force. Access to the Further Education Scheme is open to all staff and at the time of the inspection 6 police officers and 10 support staff were attending courses.

3.27 Support staff are able to phone and ask for advice and have access to Career Development Unit interviews. Developmental placements, including placements at Kamp Van Zeist, have been arranged. One external support staff secondment has also been arranged with social services. Whilst not all support staff (including one of the union representatives ) were aware of the system for support staff developmental placements HMIC identified a number of staff who had gained experience from the scheme and HMIC considers this is a positive step towards police and support staff integration. The force is considering a staff rotation policy for support staff and currently advertises internally for support staff posts before advertising externally.

## Promotion Policy

3.28 At the time of the last primary inspection HMIC commented that officers had little awareness of how promotion worked within the force and recommended that the force develop a more accountable approach to promotion. As a result the force introduced a police promotion policy and the process was put into effect for the first time in late 1999. This process however created a number of concerns amongst staff and the process was reviewed and amended. The Policing Plan in respect of the period 2000/2001 incorporated an action to “operate open and fair promotion and rotation policies” but the amended process was not put to the test until late 2001 as vacancies for promotion which arose before that time were quite appropriately, filled by candidates who were successful in the process when it was first operated in 1999/2000.

3.29 In July 2001, officers were invited to apply for advancement to Sergeant, Inspector and Chief Inspector. A total of 101 applications were received and it was determined from the outset that the number of successful candidates chosen would amount to 3 candidates for Chief Inspector, 6 for Inspector and 10 candidates for sergeants posts. HMIC interviewed a wide selection of staff including some who had been both successful at interview and subsequently promoted. Each person interviewed expressed criticism of the procedures, a consensus confirmed by the force's own consultation process. Among the concerns expressed were non-availability of criteria for selection, a condoning of non adherence to instructions for completion of application forms, unhelpful debriefing and inconsistent processes across a range of elements of the procedure.

3.30 While HMIC is content that the promotion procedures have identified able officers who will contribute positively to the development of Dumfries and Galloway Constabulary, the force must recognise that the experiences of those who took part will have created negative perceptions, compounded by the anxieties created by the excessive use of acting ranks and the inconsistent process for appointment to specialist posts. The force must address these issues in order to counter the negative perceptions which have been created. HMIC notes that the force is committed to reviewing the promotion process and welcomes the current review as an opportunity to devise a system which provides consistency, aligned to pre determined criteria throughout, presenting evidence and constructive feedback to those who are unsuccessful. The force may wish to consider ensuring that all staff involved in conducting selection interviews have been adequately trained for the purpose.

## Absence Management

3.31 The Personnel Section holds the absence management portfolio under the line management of the Personnel Officer and Head of Personnel and Training. With only 700 staff it is felt that the management of absence can be done centrally and there are no plans to devolve responsibility to divisions.

3.32 Absence costs are benchmarked through the Accounts Commission which in 2000/2001 reported that Dumfries and Galloway Constabulary had the second lowest level of absences in Scotland for both police officers and support staff. The average number of days lost per year in respect of police officers across Scotland stood at 10.6 in 2000/2001 whilst in Dumfries and Galloway the average number of days lost per officer was 7.8. In respect of support staff the national average is 11.0 whilst in Dumfries and Galloway Constabulary the working days lost in 2000/2001 equalled 5.9.

3.33 Figures in respect of support staff show a slight decrease over recent years whilst figures in respect of police officers indicate a slight increase compared with previous years. There has been a steep rise however in respect of numbers of instances of self certified absence per officer in Dumfries and Galloway from an average of less than one instance per officer over the preceding four years to 2.4 periods of sick leave per officer in 2000/2001, which is twice the national average of 1.0. Three police officers retired on medical grounds in 2000/2001, a 16% medical wastage rate which is less than half the Scottish forces average. With regard to injuries on duty the force has been effective in reducing the number of staff reporting injuries on duty from 52 in 2000 to 22 in 2001.

3.34 Interview with the Personnel Officer revealed that no analysis had been done to account for the more than doubling in instances of self-certificated sick leave. Reducing the working time lost through sickness as compared to 1999/2000 was a force priority in respect of 2000/2001 but the slight year on year increase in the overall number of working days lost shows that this target was not achieved. The force does not have a target for absence reduction in respect of 2001/2002. HMIC was concerned that some management were unaware of the doubling of self certified sickness in the last year. Clearly these trends must be monitored closely with suitable action taken where appropriate.

3.35 Administration and monitoring of absence was for a time addressed by a member of staff temporarily employed specifically for that purpose but the department has struggled to continue to give this area the same attention since the individual left the department in July 2001. The Personnel Officer spoke of an anecdotal awareness of increased absence during school holidays although this aspect of absence had not been specifically analysed. The Information Technology system referred to above will be utilised to provide improved tracking and analysis of absence management data. The force currently provides weekly absence lists for the information of managers.

3.36 The force has an Absence Management Policy which covers all staff. The policy covers the reporting procedure, return to work, monitoring of absence and long term absence. There is a policy/practice gap, however, around return to work interviews in that the policy states that these should take place immediately on return to duty after any absence yet interviews with staff at all levels showed that this was not happening. Staff were all aware of the criteria for formal interviews conducted at the request of the Personnel Section when 4 periods of absence have occurred within 12 months or a cumulative total exceeding 15 days is highlighted but none were aware of the requirement in the policy for informal interviews. The Personnel Section are currently working on a Return to Work Policy in respect of long term absences in order to define those duties which are most appropriate as rehabilitation duties and improve reintegration into the workplace.

3.37 While HMIC recognises the comparatively good sickness absence performance enjoyed by the force, it must always regard this as a high priority and may wish to consider the re-introduction of relevant targets and ensure continual monitoring of absence rates.

### The Special Constabulary

3.38 Special Constables as volunteer members of the force drawn from the community are expected to achieve and maintain a level of proficiency which will enable them to assist regular officers in solving local policing problems, and thereby enhance the overall contribution and effectiveness of their local police force.

### 3. People Management

3.39 The utilisation and deployment of the Special Constabulary in Dumfries and Galloway Constabulary has received specific attention in recent months as the force seeks means by which to improve visibility and effective service. This review has led to improved training and a greater use of the Special Constabulary in enhancing community contact and addressing day to day operational policing issues.

3.40 Recruitment, training and development of policies in respect of special constables is managed by the force Special Constable Liaison Officer who is a constable within the Training Unit. This officer has instigated a review of the Special Constabulary based on a national review carried out by The Association of Chief Police Officers Scotland (ACPOS). The review has resulted in work towards formulation of a policy document containing guidance and information pertinent to the post, which assists regular officers and special constables in fully understanding the role of the special constabulary. It is intended that this document will detail the obligations of special constables in respect of core duties, training, deployment, discipline, etc and the rights, expenses and expectations they in turn are given by the force.

3.41 At the time of the commencement of the review there were 135 special constables but not all were active. This situation has been rationalised and with a concerted recruitment campaign the figures at the time of the primary inspection stood at 96, all of whom are willing to commit to regular duties. Regular spots on local radio, use of local newspapers and a planned open day are being utilised to aid recruitment and a number of special constables who resigned in recent years have now applied to return. The recruitment process currently results in approximately 60% of applicants accepted.

3.42 The number of women special constables has risen by just over a fifth on the previous four year average (up 20.8%) compared with a decline of 7.2% for Scottish forces as a whole. As a result, at 33%, Dumfries and Galloway Constabulary has the highest proportion of women special constables of all Scottish forces where the average is 26.8%. The special constabulary in Dumfries and Galloway currently has 2% of its strength, i.e. one officer, made up from ethnic minority officers. This represents a slight fall from 3%, one officer having resigned to join the armed forces. The review has also identified the need to recognise formally on their retirement the time given up by special constables to serve their community as part of a volunteer police force.

3.43 In order to aid retention of special constables and improve the contribution made by them surveys were conducted to identify areas of perceived weakness in the role and a further survey is planned to take place 12 months from the commencement of the review to test change. Early indications suggest that retention figures have improved.

3.44 Training of special constables was previously non-standardised but a forcewide structured training programme began in March, 2001. The numbers of hours spent training is recorded and monitored electronically and special constables now attend training weekends at the Scottish Police College.

3.45 Front line constables were very supportive and many stated that they rely on special constables and welcome moves to give them more responsibility. Some officers specifically referred to special constables being happier now that they are being utilised more and earning more respect. Special constables interviewed spoke of the change in their status within the force and their ability to make an active contribution to operational policing.

3.46 An example of the drive to increase effectiveness of the volunteer service and promote greater enthusiasm is the initiative which involves two special constables travelling to outlying villages within their beat area for the purpose of carrying out foot patrols. These patrols are being carried out in several areas across the force. Examination by HMIC of documentation submitted by special constables in respect of these patrols shows visible patrol in small rural villages, and several visits to business premises.

3.47 Special constables were supportive of this initiative and most officers spoke highly of it and referred to comments by members of the public who had shown their appreciation at the attention given to their community. This has proven to be of great benefit in respect of the development and morale of the special constables whilst at the same time allowing the force to provide increased high visibility patrols. This feeling of self worth is greatly enhanced when real interest is shown in the duties of special constables by a supervisor. HMIC interviewed a number of special constables who were full of praise for the manner in which their sergeant utilised their time in order to make a positive impact on the community.

3.48 In terms of performance, individuals are now being encouraged to submit a report directly to the Liaison Officer regarding activities or initiatives in which they have become involved. Reports of this type can be included in an operational portfolio which in turn can be used to illustrate the contribution made by the volunteer service to force objectives. They enjoy the renewed commitment and direction the force has shown and gain confidence through structured training and more authority through focussed policies to allow them to take an active role in operational policing.

3.49 HMIC recognises the success achieved in the recruitment and retention of special constables, together with the actions taken to maximise the operational contribution of well trained and equipped special constables, the special constable patrols of outlying villages and the work done to alter perceptions of serving officers. HMIC considers this to be good practice. HMIC will revisit the deployment of special constables as a means of enhancing community contact during the thematic inspection relating to public reassurance and police visibility.

# 4. Partnership and Resources

## Community Safety

### Partnership Working

4.1 Members of Dumfries and Galloway Constabulary, and community safety partners who were interviewed during the inspection process, stressed that in the Dumfries and Galloway area a partnership approach has been in place informally for a number of years. A realisation of the social and economic benefit to local communities gained by agencies working together has added impetus to the process, just as it has in addressing emergency planning.

4.2 Relationships in the field of community safety were formalised in December 1999 when the Community Safety Partnership comprising Dumfries and Galloway Council, Police, Health Board, Fire Brigade, Scottish Ambulance Service and HM Coastguard was formed. The publication, in mid 2000, of the Dumfries and Galloway Community Safety Strategy represented a shift in focus from a police driven community safety agenda to one in which the local authority now has a major role. The Community Safety Partnership has produced a youth strategy and a multi-agency strategy for substance abuse and operates a Domestic Abuse Strategy Group. Whilst much of what is written in the multi-agency planning documentation focuses on processes rather than outcomes there is much evidence in Dumfries and Galloway of positive relationships being developed into positive outcomes for the community.

4.3 The principal aim of the Community Safety Partnership is:

“To create a safe, healthy and crime free environment in which people can conduct their daily activities and avail themselves of the social, educational, economic and other opportunities in Dumfries and Galloway”.

4.4 The organisational structure of the Community Safety Partnership includes a Steering Group which examines and agrees the Community Safety Strategy, approves action plans, monitors progress and champions community safety and is supported by area based community action partnerships. The Local Authority Liaison Officer is based within the Chief Executive's office at Dumfries and Galloway Council, assisting in the development of community safety and the community planning process.

4.5 At the time of the inspection newly formed Local Rural Partnerships were becoming established as part of the implementation structure of the Dumfries and Galloway Community Plan. The aim of these groups is to provide effective links between strategic policy development and operational implementation and to rationalise existing local partnerships bringing statutory and voluntary agencies together to improve services. These local partnerships operate on a service delivery level with Area Inspectors, Co-ordinating Unit Sergeants and constables providing the police representation alongside elected representatives and community safety forum members as well as others.

4.6 There are four Local Rural Partnerships in Wigtown, Stewarty, Nithsdale and Annandale and Eskdale and in respect of the Stewarty partnership the local community constable has been elected chairperson. Community Officers were extremely positive about the concept of Local Rural Partnerships and described how one of the Partnerships had been used as a vehicle to address local concerns by providing the opportunity to brief the community following a serious crime in the area. Local Rural Partnerships have also been used as a vehicle to engage the voluntary sector in initiatives such as providing funding for householders who have been victims of a housebreaking but have been unable to afford to implement crime prevention recommendations.

4.7 Local Rural Partnerships provide a means of interaction with the seven council Area Committees which are made up of local councillors. The local Area Inspector attends and links into his or her local councillors through this means. Community Safety Forums operate in both divisions and have a remit which is similar to, but wider than, Crime Prevention Panels. Officers of Dumfries and Galloway also work in partnership with local community development projects such as the ECHO Project (Encouraging Community Health Options) which aims to bring agencies together to enable access to services. Local community police have a satellite office within the ECHO Project offices where residents can visit the police or contact them. The Project Manager spoke of the excellent two-way exchange which this provides.

4.8 HMIC interviewed a number of people who are directly involved in joint initiatives with the force or who represent community groups. All commented upon the willingness of officers to respond to community needs and it was apparent from the regular use of first names at all levels that relationships are comfortable and informal.

4.9 Partnership working with other public agencies and a wide range of formalised community groups is particularly strong in Dumfries and Galloway and working relationships with the coterminus unitary authority are effective. Representatives of local authority agencies interviewed found that the ability to directly e-mail officers of Dumfries and Galloway Constabulary greatly aided day to day contact. Examples were provided of joint training and resourcing such as in the development of detailed on screen mapping. HMIC interviewed local council members and officers and found evidence of regular day to day contact at all levels. Some departments however identified a need to formalise some arrangements and pointed out where liaison could be improved.

## Police Community Safety Structure

4.10 Within the police, Community Safety Policy is co-ordinated and directed at a strategic level by the Policy Group through the senior management team. Accountability rests with Divisional Commanders for achievement of desired aims. Divisional Co-ordinating units supply monthly information to Corporate Services in relation to community safety and crime prevention for inclusion in the force action plan.

4.11 The Policing Plan in respect of 2001/2002 and beyond includes the goal to “Help make our communities safer” and is supported by eight strategic actions. The Dumfries and Galloway Constabulary Community Safety Strategy was written in 1999 and covers the period to the end of 2001. At the time of the inspection the strategy in respect of the year 2002 and beyond was in draft form and included departmental plans and performance indicators.

4.12 Tactical delivery of community safety is co-ordinated through the Operational Development Group and the Safeguard Policy Group which meets quarterly and comprises Divisional Commanders, the Detective Chief Inspector and the Operational Services Inspector. The Chief Superintendent Operations ensures consistency through chairing these meetings and attending the Force Policy Group and Crime Strategy Meetings. Information is disseminated through Divisional Forums and Tasking and Co-ordinating Groups. Minutes in respect of the meetings of all of these groups demonstrate the high priority which is given to community safety and partnership working within Dumfries and Galloway.

### Community Services Department

4.13 The Community Services Department based at Headquarters reports to Operational Services and is ultimately under the control of the Chief Superintendent Operations. The department comprises a part time sergeant and a full time constable. Three road safety officers and a full time sergeant and constable with responsibility for substance misuse also participate in the tactical implementation and co-ordination of community safety. A service review of HQ Community Services is due to commence in April 2002. A divisional community safety review is planned for August 2003.

4.14 Community officers in divisions are directed and controlled by Divisional Commanders. The number of community officers was increased by six as a result of the staffing review to a total of seventeen dedicated community officers in Galloway Division and twenty-three in Dumfries Division. Staffing distribution within the force was calculated by taking into account the number of community councils, pupil rolls etc in order to predict workloads and thus the appropriate deployment of community police officers.

4.15 Whilst shift and community officers interviewed in landward areas felt that they worked well as a team, a lack of understanding of the role of community officers was evident in some areas. Community officers and shift officers attend different briefings due to differing shift patterns and greater integration supported by short term attachments would assist in promoting appreciation of these different roles.

4.16 Community officers are a valuable resource to the division. One of the Community Safety Sergeants interviewed explained that, following a housebreaking, Crime Prevention Officers attend within three days and offer crime prevention advice in respect of the houses in the proximity of the home broken into. They also seek follow up information in respect of the number of recommendations implemented in order to evaluate the process and establish links between advice provided and acted upon and numbers of subsequent housebreakings. This is a worthwhile initiative. However it is clear that it is not being fully delivered due to abstractions.

### Selection and Training

4.17 All of the community services staff including the community officers reported having been appointed to their posts as opposed to having applied for them. The force may wish to consider supporting the intention to move to a more open system of selection for specialist posts by operating a system of short-term attachments to community posts. This would not only enable potential applicants to understand the role but would also go some way to develop greater understanding between community and shift officers.

4.18 Community officers attend regular forums at Headquarters which comprise training inputs, discussion and peer support and community officers interviewed found these forums helpful. The Community Services Department is also preparing an induction package and training programme for community officers. All community officers received one day of training in Problem Oriented Policing in June 2000. HMIC interviewed several officers appointed to community duties since that date who have yet to receive training although the department intends to produce a booklet providing guidance on the completion of the problem oriented policing related documentation. Some officers have also received training in the Balanced Scorecard process (see paragraph 4.42).

4.19 Awareness training in general Community Safety issues for all staff has been agreed by the Executive and will be integrated into existing training courses. This will commence with an input on Problem Oriented Policing to the Supervisors Course culminating in all sergeants and inspectors receiving training during 2002/2003.

### Mobile Police Offices

4.20 Mobile police offices are used to encourage contact with the public and deal with public concerns. They are used to access the more rural parts of the region and resulted from a force suggestion scheme entry. In Galloway Division the mobile police station is staffed daily by a dedicated team and has a set schedule of visits in order to allow the public to know when and where it will be. Community officers reported the facility as being well used by rural communities. Dumfries has a mobile police station which is used on a more ad hoc basis due to difficulties in allocating dedicated staff.

4.21 The number of houses involved in Neighbourhood Watch schemes has dropped in recent years but Dumfries and Galloway are aware of this and are attempting to reverse the trend. The Community Services Department has purchased a system named Voiceconnect Relay which transmits voice messages to Neighbourhood watch co-ordinators through automatic dialling of co-ordinators, at a time convenient to them. It will be launched in the near future and a re-marketing of the Neighbourhood Watch concept will form part of this.

### Safeguard Initiative

4.22 A 1997 study by Strathclyde University named Dumfries as the best place to live in Britain. This was based on a number of criteria weighted in order of importance to the population as a whole and included levels of violent crime, healthcare provision, cost of living, educational opportunities, etc. There is no doubt that the community in Dumfries and Galloway enjoys a good quality of life and Dumfries and Galloway Constabulary has developed the Safeguard initiative, which is designed to make the community safer.

4.23 The force has been operating the Safeguard programme since 1997 with the aim of protecting the public from those who break the law and thus providing a safer environment. The essence of the initiative is safer communities achieved through a pro-active approach to problems of greatest community concern. Safeguard targets three main themes of safer travel, safer streets and a safer environment, all of which emerged as major concerns of local communities through consultation. Under each of the three Safeguard themes a number of broad strategic initiatives are supported by detailed action plans.

4.24 The remit of the Safeguard Group is to consider national and local demands and plan future forcewide initiatives. Local Tasking and Co-ordinating groups meet weekly and plan

initiatives on a local basis. There are Community Safety representatives on the National Intelligence Model Implementation Team and the force is building crime reduction measures into their application of the model and linking the National Intelligence Model to Problem Oriented Policing (POP). Every POP response is conducted under the Safeguard banner and at the time of the inspection thirteen packages were live. The force entered two problem solving initiatives in respect of the 2001 Tilley Awards set up by the Home Office Policing and Reducing Crime Unit in 1999 to encourage and recognise good practice in the implementation of problem oriented policing. One of the force entries was in respect of Dumfries town centre which at paragraph 4.28, was short-listed for an award.

4.25 The force is committed to problem oriented policing and examination of Tasking and Co-ordinating Group minutes show that quality of life type complaints are given high priority in the allocation of resources. Each Safeguard Initiative is collated by the Community Services Department and although initiatives are individually named they are all marketed under the Safeguard banner and logo. Safeguard is well publicised through the local media and creates a brand which the public can relate to. This method of grouping initiatives under one reassurance building title has the potential to be effective in tackling fear of crime and engendering public support.

### Private Sector Partnerships

4.26 Half of the force community safety budget of £26,400 is allocated to the special project fund for initiatives. The Chief Superintendent Operations makes decisions on where the project funding is allocated. Further work in terms of costing of initiatives and measuring of success would be beneficial in evaluating success. Dumfries and Galloway Constabulary have however been particularly effective in implementing initiatives with the private sector and obtaining private sector funding. Example initiatives include Operation Safety which is an experiential learning initiative for schoolchildren jointly funded by Dumfries and Galloway Constabulary, Railtrack, Community Health Action Partnerships, British Nuclear Fuels PLC and area committee funding. Safer travel leaflets were printed with sponsorship money secured from the ferry companies then based at Stranraer. The Road Safety Unit has secured the use of a sponsored vehicle and Road Safety Message Cards previously purchased from the force budget are now sponsored by BT Scotland.

4.27 Safely Home with Stagecoach is a joint venture with a bus company whereby vulnerable travellers can ask to alight at the point on a bus route nearest their home rather than at a bus stop. The Telephone Box Guardian Scheme is a joint venture involving Dumfries and Galloway Constabulary, local people and British Telecom.

### Tradesafe Partnership

4.28 Dumfries and Galloway Constabulary are currently part of a number of active partnerships in respect of Dumfries town centre. These provide an excellent example of partnership with the private sector in order to tackle common problems and achieve sustainable crime reduction. Following identification of ongoing problems in Dumfries town centre, which included high instances of shoplifting and street disorder a partnership with the Loreburne Shopping Centre Manager and Town Centre Manager was established. The group is known as the Dumfries Tradesafe Partnership and they operate Radio Link which is a means of communicating between retail premises and the two town centre community officers. This was married to the existing CCTV resource.

4.29 Tradesafe operates a system of civil exclusion orders whereby the group collectively bar individuals from member premises. HMIC interviewed the manager of the Loreburne centre who is the chairperson of the group who explained that sixty persons are currently barred from entering Tradesafe Partnership premises. Following a meeting which included the Procurator Fiscal and local defence solicitors special conditions are now being applied if an offender is released on bail so as to prevent the entering of Radio Linked premises. The impact has been to reduce crime. For example, retail theft during the Christmas period 2000/2001 represented a 43% decrease whilst the detection rate increased by 5%. Radio Link was also installed in the three main public conveniences following an upsurge in drug related activity in those premises and effectively resolved the problem.

4.30 The Scottish Business Crime Centre has declared Dumfries town centre a Safer Trading Environment and has recommended Dumfries as a centre of excellence. The essence of the Dumfries Tradesafe Partnership is that it has drawn together and mobilised local authority, police and the private sector into an effective crime reduction partnership.

## MOBS

4.31 HMIC met with the chairperson of the Make Our Bars Safer (MOBS) initiative which is a means of linking the Dumfries town centre day and night economies and involves almost 90% of the sixty three licensees in the town. Licensees meet together once a month with police and others and exchange information. The police not only provide information on crime in the area but have also produced a reference document, in conjunction with Dumfries and Galloway Council Trading Standards Department, which gives guidance on aspects of the licensing and trading laws as they relate to individuals employed in the licensed trade.

4.32 Dumfries and Galloway Constabulary have also produced, in conjunction with the Dumfries and District Crime and Safety Forum, the Licensing Board, the Department for Environmental Health and others, a guide for licensees entitled Drugs Aware. This document was used to support a Drugs Awareness Seminar, which was held at Police Headquarters in Dumfries which 106 members of the local licensing trade attended. The document explains the law relating to drug misuse and explains what to look for and what to do if a problem is detected. The scheme is administered within the Tradesafe arrangements and members submit incident forms which can lead to joint banning of patrons. Some fifty people are currently banned and violent crime in licensed premises has been reduced significantly. The MOBS initiative is a transferable one. HMIC considers the Make our Bars Safer (MOBS) initiative within the wider Tradesafe crime prevention partnership to be good practice.

## CCTV

4.33 Community officers and external partners voiced concern regarding the condition of Closed Circuit Television which is installed in eight small towns as well as Dumfries and Stranraer. Dumfries and Galloway Constabulary was the last force in Scotland to retain the responsibility for maintenance of the CCTV system but responsibility for a repair and replacement programme now lies with the local authority. CCTV has played a major part in the success of town centre initiatives including a detection rate in respect of a Christmas street crime initiative of 86%. Force CCTV returns show impressive results but also consistently show a high level of faults reported per month. Problems with regard to replacement of outdated CCTV equipment are increasingly likely to occur across Scotland and reflect the difficulties which can arise when funding is provided for initiative start-ups but must be found locally in respect of maintenance and replacement.

4.34 The Local Authority Liaison officer, who is the force's CCTV officer, is aware of the problem and the options for upgrading the system and is working with the Local Authority to identify the best option. The Local Authority are now considering the use of leased equipment.

### Recommendation 5

HMIC recommends that Dumfries and Galloway Constabulary continue to work with Dumfries and Galloway Council in order to establish a funded plan for early upgrading of the CCTV system.

## Youth

4.35 Dumfries and Galloway Community Safety Partnership has produced a Youth Strategy and established an inter-agency team to develop and deliver innovative services for young people involved in persistent serious offending. Dumfries and Galloway Constabulary is committed to a force-wide Restorative Justice Programme and is represented on the Youth Justice Group. It has agreed to second an officer for three years to the newly established Youth Justice Team which aims to divert those with a high risk of re-offending and by intervention prevent graduation into the adult justice process. The constable operates within a multi-disciplinary team and provides general liaison between the Youth Justice Team and the police.

4.36 The officer has attended multi-agency restorative justice training and will attend Youth Level of Service Training in order to be provided with the skills to do risk assessments. Training will also be provided in respect of methods of intervention. Benchmarking has taken place with officers seconded to English Youth Offending Teams and liaison is being undertaken with prisons etc.

4.37 HMIC interviewed both the seconded officer and the team leader and recognises the secondment as a partnership tool in crime prevention which will allow closer links between the diversionary and initiative work being done by police and external agencies.

4.38 However, HMIC found limited awareness of the secondment within the force and for benefit to be maximised it should be marketed throughout the force, perhaps by use of the intranet. HMIC welcomes the intended presentations which will be given to community officers, senior managers and elected members.

## Race

4.39 Dumfries and Galloway Constabulary formed a Race Relations Consultative Group in October 1999 which comprises representatives from Dumfries and Galloway Council, Health, Education, Children's Panel, Procurator Fiscal, South West Chinese Association, Islamic Association, Turkish community and Bihat community. The West of Scotland Community Relations Council initially also attended. It is a forum at which representatives of ethnic minority groups and local authorities, voluntary and other public services consider local race issues in order to identify and pre-empt emerging problems, monitor national race issues and their implications for Dumfries and Galloway and bring forward and share good practice from within and outwith the region. The remit of the group is to agree and respond to a shared action plan to promote race equality.

4.40 The group held a multicultural seminar in September 2000 and at the time of the inspection were agreeing a strategy and action plan. HMIC spoke with a member of the Consultative Group who endorsed the value of the group in terms of dealing with issues affecting the ethnic minority communities, providing advice in areas such as recruitment and in developing relationships and confidence in the police. Specific illustrations were provided of instances in which consultative group members had been used to provide cultural advice in respect of, for example, a fatal road accident.

4.41 One of the tasks which the group is considering undertaking is a survey of racist incident complainers in order to establish perceptions of the service received. The force does not yet offer any facility for remote reporting of racist incidents and may wish to give consideration to this following the work done in respect of the remote reporting of professional standards issues. HMIC's thematic inspection of police race relations entitled "Without Prejudice?" encouraged remote reporting or third party referral projects in relation to racist incidents. This advice is consistent with that contained in The Stephen Lawrence Inquiry Report and the ACPOS Racial Diversity Strategy.

### The Balanced Scorecard

4.42 Dumfries and Galloway Constabulary have made effective use of the Balanced Scorecard as a means of ensuring a robust and comprehensive approach to planning and performance measurement in respect of the Safeguard initiative. The Balanced Scorecard is a management tool championed by the Accounts Commission and explained in the June 1998 document "The Measures of Success". It provides an agreed set of measures that give managers a comprehensive view of organisational performance. It ensures that comprehensive actions are designed and implemented in respect of each goal and that suitable performance indicators are built in at the planning stage.

4.43 Dumfries and Galloway Constabulary acts as one of the pilot audited bodies using the Scorecard approach. It was initially used in respect of one specific anti vandalism initiative rather than the whole Safeguard strategy and the force was supported in this first use of the approach by a member of staff from the Accounts Commission.

4.44 The approach has now been used in a variety of situations within the force ranging from the policing of a major football match to the foot and mouth outbreak. Most managers were aware of the methodology and its use in the force and whilst few front line constables were familiar with the term or the process involved, they were aware of the results. Officers had seen briefing packs on initiatives, had received individual e-mails explaining methods of measurement and reasons for it, and had seen final reports via the intranet. In addition they did not feel that they had been unnecessarily burdened by its use. The force considers the use of the Balanced Scorecard a success and intends to develop it further and apply it to the overall force strategy. HMIC considers the application of the Balanced Scorecard to be good practice.

### Finance and Resources

4.45 Dumfries and Galloway Council, as a Police Authority, formally recognises the police as a distinct service within its committee and decision making structure. Police matters are dealt with through the Police, Fire and Public Protection Committee. It is to this Committee that police financial matters are referred for consideration.

## 4. Partnership and Resources

4.46 The Financial Services Section provides the finance function within the Force. This Section relates to the provision of six main services:

Finance  
Property  
Transport  
Procurement  
Catering  
Stores/Mailroom/Reception

4.47 The Chief Constable is fully accountable for both revenue and capital expenditure under his control.

4.48 The finance function currently has 6 support staff, the Head of Financial Services, an accounting technician, a senior administrative assistant, a payroll officer and two clerical staff, all based in Force Headquarters, Dumfries. The Head of Financial Services reports directly to the Chief Constable on finance matters and is responsible for financial issues on a daily basis. Key decisions, however, require the involvement of the Force Policy Group.

4.49 The Head of Financial Services attends Senior Management Meetings within the force and reports to the Council's Police, Fire and Public Protection Committee. The finance function is therefore fully incorporated within the policy and decision making framework within Dumfries and Galloway Constabulary.

4.50 Summary revenue budget monitoring reports submitted to the Policy Group and to Council members detail expenditure and income for the year to date, period budget and projected outturn over main budget headings.

4.51 Members of the Force Policy Group receive monthly revenue and capital monitoring reports.

4.52 Members of the Police, Fire and Public Protection Committee receive bi-monthly revenue and capital monitoring reports.

4.53 Members of the Council's Finance Sub-Committee receive monthly reports on projected revenue outturn (this information is available from the monthly performance information briefing schedule).

4.54 The Council's Director for Finance and Corporate Services is kept informed of general progress in relation to the force's revenue and capital budgets.

## Financial Management

### Devolved Budgets

4.55 The force introduced devolved financial management on 1 April 2000. The largest single item of police expenditure is staffing costs, which represents some 90% of the total budget. The extent of devolved budgets is limited to police and support staff overtime and most non-pay items. Budgets for each Division/Department have been created and the bases of allocation include staff numbers, actual costs and number of vehicles.

4.56 Training for devolved budgets has been provided in-house. A manual on devolved budgeting and general financial management has been prepared and ongoing support is available from the central finance team.

4.57 Business Objects reporting software is structured to facilitate the extraction of management information based on functional and managerial responsibilities. Reports are produced on a monthly basis and on an ad-hoc enquiry basis as required. Some budget heads do not have specific sums allocated to them but expenditure may be charged against them. The reason this has been done is to provide information under the general budget headings but to avoid dissecting each sub-category when in real terms budget monitoring relates to the budget heading and providing that has not been exceeded, some discretion is allowed under the sub-headings.

4.58 The system of devolved budgeting includes the opportunity for virement to allow managers a degree of flexibility in their use of resources. Virement of 20% is permitted between budget heads. Transfers above this limit are subject to approval by the Policy Group.

## Financial Systems

4.59 Since local government reorganisation, the force has used the financial systems of Dumfries and Galloway Council.

4.60 The main system is the Powersolve financial information system which is a modular system providing the financial ledger, creditors ledger and debtors' ledger. Business Objects software is used as the reporting tool. These systems were introduced in 1997.

4.61 The payroll system (Midland Delphi) is Unix based and was introduced in 1994. The system is interfaced to Powersolve via a Klaus server.

4.62 All direct finance staff in Force Headquarters carries out processing to the general ledger, creditors ledger, debtors' ledger and payroll. Maintenance of the systems is provided by the Council's Corporate Information Services. Technical support and security is co-ordinated through the Council's Department of Finance.

## Financial Services

4.63 Dumfries and Galloway Council provide a number of specialised services to the force. In addition to the services referred to above this includes the treasury management function, pensions administration and internal audit.

## Internal Audit

4.64 Since local government reorganisation in 1996, Dumfries and Galloway Council has provided the internal audit service. Formal reporting of audit matters relating to the force is to the Council's Finance Sub-Committee.

## Financial Performance 2000/01

4.65 Total Grant Aided Expenditure (GAE) allocation for Dumfries and Galloway Constabulary for 2000/01 was £21.3 million, which was some £506,000 or 2.43% in excess of the allocation for 1999/2000. The allocation incorporated efficiency savings of 1.7%. A further allocation of £283,000 was made in July 2000 to provide for additional officers and increase sampling for DNA.

4.66 The outturn monitoring report submitted to the Police, Fire and Public Protection Committee for the full financial year reported an underspend of £1,000 against a revenue budget of £11.6 million. Included in the figures are additional costs of £311,708 incurred in policing the Foot and Mouth outbreak to 31 March 2001. This sum has been carried forward within income as costs recoverable from the Scottish Executive.

4.67 The outturn monitoring report submitted to the Police, Fire and Public Protection Committee in respect of police capital expenditure for 2000/01 reported an underspend of £12,000 against available s.94 consent which has been carried forward to offset expenditure in 2001/02.

### Budget 2001/02

4.68 The Scottish Executive issued GAE figures for the three years commencing 2001/02 in September 2000 as part of the Comprehensive Spending Review. The allocation for 2001/02 is £22.650 million. In addition, the Scottish Executive have continued to fund at 100% level, additional expenditure on police officers, support staff and DNA testing which commenced in 2000/01.

4.69 To address the requirements of Best Value and to assist the achievement of budgetary targets, the Chief Constable has required service departments within the force to promote the need for efficiency savings within existing budgets and to provide a contingency sum to address new demands on the service. A sum of £117, 000 has been identified as a result of this exercise which has been reallocated by the Force's Policy Group to address new demands on the service. A virement report was submitted to and agreed by the PFPPC which allocated this underspend to address overspendings elsewhere.

4.70 At the point of inspection, an underspend against budget of £167,000 is indicated which arises from recoveries from the Scottish Executive for officers seconded to police the Lockerbie Trial.

### Budget 2002/03 – 2004/05

4.71 A report was submitted by the Head of Financial Services in September 2001 to the PFPPC and the Finance Sub-Committee of the Council which detailed the provisional revenue budgets for Police for 2002/03 to 2004/05. The budgets were compiled based on maintaining current levels of service with inflation factors of 3% and 2.5% applied in respect of staff costs and other costs respectively.

YEAR	BUDGET	GAE
2002/03	£23,194,000	£23,194,000
2003/04	£23,980,815	£23,732,000
2004/05	£25,157,566	not available

4.72 A shortfall of £248,815 is estimated in 2003/04. The Head of Financial Services advised members that the GAE figure for 2003/04 might be adjusted to compensate for the shortfall. If no adjustment is made to GAE, however, savings will require to be achieved to reduce the projected budget to GAE level. Members were advised that this could only be achieved by a reduction in police staff numbers. Members were also advised that owing to the uncertainty relating to GAE allocations for 2003/04 and beyond, the Force Executive are reviewing the recruitment profile for police officers in an attempt to balance staff numbers with available finance in the long term.

## Financial Issues arising from the Joint Inspection

### Policies and Procedures

4.73 Financial Regulations specific to the force have not yet been developed. The Regulations in use are largely based on the core Financial Regulations for Dumfries and Galloway Council, supplemented in areas to reflect the specific circumstances of the force.

4.74 The documented scheme of 'Devolved Budgeting' provides information on the different budgets which have been devolved. The handbook, however, provides no information on the procedures to be followed by budgetholders with regard to reviewing and taking action on the revenue budget monitoring reports. The force will wish to be sure that staff have up to date financial guidance and procedures to hand. Procedural guidance should be available on site for all key processes to assist changeover of staff.

### Scheme of Devolved Budgeting

4.75 A monitoring register is maintained which details the types of reports sent to budget holders. Queries on budget variances are raised by Force Finance at the time of issue of the reports. Budgetary control reports produced by Force Finance detail price variances (both Period and Year to date) down to Cost centre and Account Code level. No form of Exception Reporting is in operation. Budgetary control reports, therefore, list all price variances regardless of level of materiality.

#### Recommendation 6

HMIC recommends that the budgetary control system should highlight material variances which impact on budgetary performance.

4.76 The joint inspection team identified that although budget holders can request specific information and further reports on an ad-hoc basis, users' views of the system, its reports and documentation have not been formally sought. The force will wish to be sure that the views of budget holders are sought as to the value of the information provided and that the information is understood.

4.77 The main budget that has not been devolved is staffing costs. There is no intention at this time to extend the scheme for devolved budgeting to police and support staff pay. However HMIC considers the force needs to review formally its position taking account of the principle of devolved resource management as described in "Credit to the Force" (Joint HMIC/Accounts Commission report 1998).

#### Recommendation 7

HMIC recommends that the Force Executive formally reviews the scope for extending the range of devolved budgeting to include staffing costs.

## Service Level Agreements

4.78 Support services are generally provided in-house by Dumfries and Galloway Council. Support services are not covered by service level agreements and the charge to the force matches the budgeted cost. Support services providers must be responsive to the needs of the force and provide services that the force requires to deliver its own services. It is appropriate then that agreements exist between the force and service providers which quantify the services to be provided. An essential feature of these agreements is a statement of the parties to the agreement, the price of the service to be provided, the arrangements for monitoring of performance and the mechanisms for redress in the event of service failure.

### Recommendation 8

While HMIC recognises that the force has shown willingness to establish Service Level Agreements which quantify the services to be provided it recommends that the force pursue service level agreements with service providers which quantify services to be provided.

## Internal Audit

4.79 Direct internal audit activity within the force is not specified within Internal Audit Monitoring Reports for 2000/01. It is recognised, however, that as part of a unitary authority, the force is more prone to use corporate systems which are subject to audit scrutiny. Direct audit of the force does not therefore represent a full picture of the internal audit activity relating to the force. Internal Audit, however, has not undertaken any corporate systems review work in the current financial year (nor is any planned for the remainder of the year). The level of internal audit activity should be targeted at those areas of risk that merit investigation and/or validation, based on the overall audit strategy within Dumfries and Galloway Council. A Strategic Audit Plan therefore requires to be developed which will result in audit work within the force being based on an overall risk assessment undertaken within the Council.

4.80 The Internal Audit section within the Council is embarking on a programme of major change and there is no formally approved strategic plan in operation for internal audit in the current year. (An Internal Audit Strategy for 2001/02 was approved by the Council in May 2001 however this document outlines only that work is underway on developing a new internal audit philosophy.)

## Three-year budgeting and costed service plans

4.81 A three-year budget for the force for the period 2001/02 to 2003/04 was submitted to the Council in December 2000. The budgets were compiled based on maintaining current levels of service with an adjustment for inflation. No attempt has been made to link multi-year budgeting with Policing Plans by costing key activities to ensure resources are available to finance objectives and priorities included in plans. The Best Value agenda advocates costed service plans linked with multi-year budgeting. The force will wish to develop an action plan to progress this matter.

4.82 The Head of Financial Services has prepared a three-year Financial Services Strategy. While this provides an overall statement of the purpose of each service within the Section, it does not provide an overall framework within which service provision and improvement sit for the finance function. In addition, there is no clear statement of objectives, performance measures and improvement targets.

### Recommendation 9

HMIC recommend that the Financial Services Section should prepare a business plan setting out its objectives, priorities and targets for the coming year in order that progress can be measured.

4.83 Overall the inspection identified that the force ensures proper financial management of its expenditure. Timely reporting of financial performance takes place at all levels and action is taken to investigate and act upon any under/overspends. The service also has effective financial monitoring and control over devolved budgets.

# 5. Processes

## Professional Standards and Conduct

5.1 Prior to August 2000, complaints against the police in Dumfries and Galloway Constabulary were not managed by a dedicated unit. Under the previous arrangement the Deputy Chief Constable was assisted through the auspices of the Superintendent Corporate Services. However in order to provide consistency and focus the Dumfries and Galloway Constabulary Complaints and Professional Standards Unit was created. The unit is managed by a Chief Inspector who reports direct to the Deputy Chief Constable who has overall responsibility for the management of the Complaints and Professional Standards portfolio. A member of support staff provides the Chief Inspector with administrative support.

5.2 This level of staffing does not allow for an investigation role and all complaints are allocated to senior operational officers. Complaints of minor misconduct and service delivery complaints are referred to Divisional Commanders for report and local resolution. Where there is insufficient information available on which to make a decision in respect of an initial complaint, preliminary reports are requested. In order that there is minimum delay to the progress of any complaint the timescale allocated to preliminary reports is two weeks.

5.3 The unit administers all complaints centrally, and provides quality assurance and consistency in respect of all complaint matters. Regular analysis is carried out of the workload of individual officers and overdue rates of reports. Whilst the force view the current arrangement as effective, the Unit will be subject to a Best Value Review in 2004 and the appointment of a full time investigating officer may be considered at that time. However, HMIC considers there should be an earlier evaluation of the role and output of the unit in order to ensure optimum effectiveness.

5.4 Policy and procedure with regard to complaints is contained in a force standing order which is available to staff on the intranet. This is currently being reviewed and updated. The Unit head is currently devising a departmental plan and introducing performance indicators.

5.5 The year 2000/2001 was the first in which the Accounts Commission collected data in respect of number of complaints per 100 police officers. This indicator provides information on the number of complaints received from any person against on-duty police officers where there is inference that professional or criminal misconduct has occurred. Overall there were 1418 complaints made against police officers across Scotland during 2000/2001. This averages at ten complaints per 100 officers and as can be seen from table 1 the rate in Dumfries and Galloway was 5.1 complaints per 100 officers.

Table 1

Force	Complaints per 100 Police Officers 2000/2001	Number of complaints 2000/2001
Central Scotland	11.5	84
Dumfries and Galloway	5.1	24
Fife	10.9	90
Grampian	12.8	155
Lothian and Borders	13.1	340
Northern	10.6	71
Strathclyde	6.9	502
Tayside	13.1	152
All Scotland	9.5	1,418

5.6 In the year 2000/2001 there was a decrease in the number of formal complaints from 27 to 24 and an increase in the number of service delivery complaints from 164 in 1999/2000 to 170. New nationally agreed recording procedures have now been introduced following HMIC's recommendation in "A Fair Cop?" that all communications with police forces which infer an allegation of criminal behaviour or misconduct by police officers be recorded as complaints against the police for statistical purposes. All complaints inferring an allegation of criminal behaviour or misconduct by a police officer, irrespective of any local resolution of the matter have been recorded by Dumfries and Galloway Constabulary as formal complaints from 1st April 2001.

5.7 Joint training has been provided in conjunction with Strathclyde Police and Fife Constabulary for potential chairs of misconduct hearings. Notes of Guidance are also issued and only those who have been trained have been used by the force in this capacity. In two instances in 2000/2001 formal warnings under the Misconduct Regulations were given. Dumfries and Galloway Constabulary provide training for investigating officers in order to prepare Inspectors and Chief Inspectors for the role. Investigating Officers within the force commented favourably that they are supported by the Complaints and Professional Standards Unit throughout the investigation process and are regularly provided with feedback from the Head of Department in respect of the quality of their reports and the investigations that preceded it. The practice elsewhere of holding regular meetings of investigating officers in order to reduce isolation and allow them to collectively discuss issues and spread learning would further improve quality and would improve consistency of methodology in dealing with complaints. HMIC viewed the content of the training package and found it to be comprehensive.

5.8 HM Lay Inspector met with officers who have been the subject of a complaint who advised that they were kept informed and supported throughout the process. Officers interviewed showed an understanding of the role of the dedicated unit. Consideration is currently being given to conducting a survey of complainers to evaluate the complaint handling process.

## Internal and External Reporting

5.9 The Complaints and Professional Standards Unit has recently introduced the Centurion information technology application used by a number of other forces in Scotland and all complaints and misconduct data is maintained on the system including letters of appreciation and civil claims. This data includes complaints in respect of support staff. HM Lay Inspector reviewed the computer recording systems and corresponding paper files in respect of a random selection of cases in order to audit trail processes and timescales from first intimation through to completion. HM Lay Inspector was impressed by the commitment displayed by staff to utilise imaginatively and effectively the software in order to oversee and supervise process compliance and ensure that strict timescales are adhered to.

5.10 Costs of complaint investigations are currently recorded and take account of some overheads such as miles travelled but it was noted that the officer cost per hour did not take account of all officer overheads. Costing data therefore, although useful does not provide a true picture of actual gross costs. In the year 2000/2001 6181 miles were travelled in respect of complaint enquiries and 617 hours invested at a cost of £22,637.20.

5.11 Letters to complainers include an explanation of the independent role of the Regional Procurator Fiscal as recommended in the HMIC thematic report "A Fair Cop?" and final letters were found to be open and provide detailed reasons for decisions taken.

5.12 The Centurion system is used to highlight instances in which an officer has been the subject of three complaints within a three year period. The circumstances are then examined and appropriate management intervention is considered. Where an authorised firearms officer is subject to a complaint this is highlighted in the system and consideration of the suitability of continued authorisation is considered. Use of information technology has also allowed for the preparation of enhanced management reports. H M Lay Inspector met with some officers who commented on a lack of detailed information regarding numbers and types of complaints. The force is aware of this and work is being undertaken to improve this by identifying the most relevant data and appropriate presentation to managers.

5.13 The harnessing of technology enables forces to meet the requirements of legislation such as The Race Relations (Amendment) Act 2000 which requires the monitoring of the ethnicity of complainers and allows for the provision of a common level of complaint statistics essential for review and analysis. It is important also that meaningful reports to meet the varied needs of interested parties can be generated and cascaded to managers, staff and the public. HMIC therefore welcomes the involvement of the force in a national users group to review the use of technology in this field and spread best practice.

5.14 In Dumfries and Galloway Constabulary information in respect of complaint patterns and any management action required in terms of complaint reduction is fed into the Policy Group and Operational Development Group which is attended by the inspecting ranks. Minutes of these meetings are available to all staff on the intranet.

5.15 Management information on complaints is used to influence a number of areas including investigating officer training, probationer training, first line manager training, officer safety training and through these media to operational policing. One example of this is the addition of an input by The Complaints and Professional Standards Unit to Senior Constables Courses following an analysis of the service bracket of constables complained against. Operational officers interviewed were able to provide staff officers with examples of

changes in processes, instructions, or training all resulting from learning from complaints. HMIC considers the existence of linked mechanisms feeding learning from complaints against the police back to operational officers to be good practice.

5.16 The level and outcome of complaints are publicised in the Public Performance Report and shared with the Police, Fire and Public Protection Committee (PFPPC) in the form of a committee report, which is available to the media. HMIC noted the existence of a Complaints Sub Committee of the Police Authority and found members to be apprised of relevant issues, proactive in scrutiny of practice and actively involved in the improvement of processes. HMIC was satisfied that Police Authority members had sufficient information from the force to give them a clear understanding of the methods by which the force dealt with complaints from members of the public.

5.17 Elected members invite the Regional Procurator Fiscal to meetings and have been actively engaged in the analysis of complaint information in addition to inspection of complaint registers and individual files. This active involvement is seen as an important element in maintaining a level of public accountability and securing public confidence in the area of complaints against the police.

## Continuous Improvement

5.18 Recent events in Dumfries and Galloway Constabulary involving the conviction and imprisonment of a serving inspector for sexual offences has been seen by the force as an opportunity to scrutinise processes and seek learning and improvement. A full report of the matter will be presented to the Police Authority. An important element in the recent case was the abuse of status and power and Dumfries and Galloway Constabulary has now established an Abuse of Power Working Group under the chair of the Deputy Chief Constable. Dumfries and Galloway Constabulary are members of the ACPOS Professional Standards Working Group and a Force Professional Standards Policy is now published. This incorporates a process for the identification and risk assessment of vulnerable areas of work and the introduction of proportionate measures designed to minimise opportunity for wrongdoing.

5.19 The force is also acting to enhance the level of confidence of victims to report concerns. Following consultation with victims and groups assisting victims the force has reflected the wishes of those consulted by formulating new procedures which more clearly set out how complaints may be reported through independent outside agencies and not solely through direct contact with police officers. Internal reporting is also a feature of the new process which has been extensively publicised. Leaflets and posters have been distributed offering the opportunity to report through independent organisations such as the Citizens Advice Bureaux, or People's Advocacy and Support Service.

## Recommendation 10

HMIC considers the development and publishing of a means of recording complaints which allows wider opportunities and choices to a potential complainer as being good practice. Accessibility of the complaints process to members of the public is a key theme in the thematic report "A Fair Cop?" HMIC recommends that ACPOS evaluate the development and publication of open and accessible arrangements for recording complaints against the police in addition to the traditional method of direct communication with the force concerned.

5.20 In discussions with officers HM Lay Inspector noted that there was an appreciation of the benefits of ensuring that complaints were dealt with in an open manner. Also displayed was a keenness to overcome any perception that there may be an element of bias in the way complaints are handled and this was aided by referral to a specialist and separate department within the force. These factors together with the wide range of steps taken to improve methods of dealing with complaints indicated to the Lay Inspector that the force has learned much from recent events.

5.21 The force has recognised a staff training need as a result of the work undertaken to learn from experience and has incorporated ethical and acceptable standards of behaviour and means of internal reporting of concerns into Diversity Training and Probationer Training. Another of the lessons learned is an increased awareness of the need for the host force to call upon timely external assistance in circumstances where independence must be demonstrated in order to engender trust. HMIC endorses the work being done nationally through ACPOS to adopt a protocol for the appointment of an external Investigating Officer in terms of the Police (Conduct) (Scotland) Regulations 1996, and notes that consultation remains active with the Scottish Executive with a view to enhance independent procedures for the investigation of complaints against the police

### Custody/Prisoner Handling

5.22 During the course of the inspection HMIC examined the custody facilities within Dumfries and Galloway Constabulary. The force has responded to the HMIC thematic report "A Fair Cop?" by conducting a review of custody provision across the force in order to ensure that cell areas either comply with the need for adequate CCTV coverage of custody areas, or are closed. Whilst this work will not achieve full implementation by the target date set in "A Fair Cop?" of 2003, a great deal of progress has been made. The review has been undertaken in two halves and began by addressing Dumfries Division where all stations with cell facilities were audited in respect of demand and cost of upgrading. All of the cells at smaller stations have been closed in the Dumfries Division, and cell accommodation exists at Lockerbie, Annan and Sanquhar stations for detention purposes only. Livescan fingerprinting machines are available only at Dumfries and Stranraer. The review process is now being undertaken in respect of Galloway Division.

5.23 There are 24 hour holding cells at Dumfries and Stranraer which are the only 24 hour staffed stations. Officers at all levels interviewed were in agreement that there is no justification for the retention of cells at some smaller stations. However, some front line officers voiced the concern that the inability to detain at small stations in outlying areas can mean travelling large distances with prisoners leaving smaller stations without staff. Motorway custodies for example must be taken to Lockerbie as they cannot be processed at smaller stations.

5.24 The pilot closure of outlying cells in Dumfries, which had been running for nine months at the time of the inspection, was found not to have impinged on efficiency. Arrangements such as the purchase of secure vans have facilitated the greater need to travel with prisoners. Some of the cells visited by HMIC e.g. at Thornhill are quite dilapidated and will need a lot of investment to come up to standard if they are to be kept open even as detention rooms.

5.25 The Dumfries and Galloway Constabulary Care and Custody of Prisoners Manual is currently being reviewed by a force working group. Documentation and practices in respect of the incarceration of vulnerable persons are being reviewed as part of an Action Plan compiled to address recommendations made at a recent Fatal Accident Inquiry. The group is active in improving custody provision and benchmarking against other custody suites throughout the U.K., resulting in, for example the withdrawal of plastic knives and purchase of rubber ended multipurpose cutlery. HMIC viewed Notification of Significant Custody Episodes entries on the intranet used to highlight custody incidents and make all staff more aware of potential problems. Custody and other staff interviewed were aware of this facility and made use of it frequently. HMIC regards this method of learning from experience as good practice.

5.26 Specific officers at both Dumfries and Stranraer have the responsibility for the fabric and equipment of the custody suite. The officer at Dumfries is responsible for preparing custody officer shift rosters. Both are actively engaged in initiating improvements in custody care and attend custody officers bi-annual meetings. The Dumfries officer is the Co-ordinating Unit Sergeant but there was some dubiety amongst staff interviewed as to where the responsibility lies and clarification by way of inclusion in the job description of the post holder is needed. In respect of custody officers in Stranraer, shift rosters etc are prepared by the Divisional Support Manager and the view was expressed that team identity and efficiency would be improved if this task rested with the shift sergeant.

5.27 Processing of prisoners is currently done by means of a paper based system. Custody recording has been an ongoing element of the force IT infrastructure development for some time but the system is not yet in place and custody officers interviewed were unaware of progress. Custody staff felt strongly that computerisation is essential and the communication of clear intentions to staff by the force in this regard would be beneficial.

5.28 The cells complex at Dumfries was opened five years ago and comprises two detention cells, two tape recording rooms, an Identification Parade room, four female cells and eight male cells. In addition there is one observation cell in the female wing and two observation cells in the male wing. The custody facilities at Stranraer include four male and two female cells and an observation cell. Anti-rip blankets and suits are available and are intended to be used for all prisoners when there are sufficient supplies. Lack of facilities in Dumfries and Galloway for alternative care and sheltering of persons who are drunk and incapable or under the influence of drugs has created increased numbers of vulnerable prisoners. Shower facilities are available and security provisions were found to be satisfactory although shared yards are utilised.

5.29 Both custody facilities have sound and vision CCTV with extensive coverage. One area of concern to HMIC was the positioning of the observation cell camera in Stranraer which covered the toilet area creating a significant problem in respect of privacy particularly in the case of female prisoners. The Area Inspector at Stranraer who has specific responsibility for the cells is aware of this issue and, at the time of the inspection solutions, were being sought. The positioning of the toilet itself in some cells also potentially creates a health and safety issue as the toilet is placed on a raised shelf and custody officers made reference to a number of prisoners having stepped back from the shelf and fallen. These matters will be reviewed by HMIC at the next review inspection.

5.30 HMIC consulted HM Immigration officials who use the cells at Stranraer frequently in respect of illegal immigrants using the port. HM Immigration can on occasions have large

numbers of detainees. Officials stated that they were impressed with the standard of care and high priority that was given to the health and safety of detainees. They referred to the language problems that are often a feature of detentions and complimented the use of the LanguageLine translation service by staff at the cells complex. HM Immigration are charged for the use of the cells but this does not include overhead costs and this issue is being addressed nationally. They described the cells at Stranraer as providing a benchmark for others to follow.

5.31 Officers in Galloway Division informed HMIC of a lack of consistency in review decisions taken in respect of custodies where, of necessity, some review decisions must be taken remotely. Whilst it is acknowledged that within the Lord Advocates Guidelines each review is a matter of individual judgement, every effort should be made to achieve consistency where possible.

5.32 The custody suites at Dumfries and Stranraer are staffed entirely by support staff custody officers and this arrangement has been in place since 1997. At Dumfries the ten Custody Officers also cover the front counter, take reports of lost property etc and record incidents reported to them on the computerised incident management system. There are six Custody Officers at Stranraer who have no public counter responsibilities but have duties with regard to the administration of lost property. All were found to be committed and professional in their care of prisoners, providing an expertise which allows police officers to be more meaningfully deployed in roles which use their professional training.

5.33 Custody Officers are fully trained and receive refresher training annually in health and safety issues and officer safety training. Custody staff interviewed intimated a need for refresher training in First Aid and this is a matter which the force may wish to consider. Custody Officers are well equipped and attached to shifts providing good team identity and day to day supervision. The force inspector reviews each custody, makes visits and scrutinises paperwork.

5.34 Custody Officers are still known as "turnkeys" in official documentation, on office nameplates and when referred to in conversation, despite wearing the title Custody Officer on their uniform. Custody Officers themselves requested the change to their current title but in interview referred to continued universal use of the term "turnkey". This was seen by many as an issue of status or respect and, as previously commented, the force should use diversity training and leadership challenge and example to address this.

5.35 The Local Authority has recruited a number of volunteers to act as independent lay visitors to custody suites. Training has been provided and HM Lay Inspector met with one of the volunteers who was found to be enthusiastic and committed to the task ahead. The scheme had not yet commenced at the time of the inspection and should be subject to evaluation at an early stage in order to optimise benefit. This matter will be reviewed by HMIC at the next review inspection.

## Crime Management

5.36 Crime Management within the force is undertaken through the department known as Crime Management Services (CMS). CMS has recently undergone an organisational restructure with the devolvement of CMS general investigation staff from the department to the command of Divisional Commanders delegated to Divisional Crime Managers. The driver

behind this restructure was the identified need to have detective officers placed on a more proactive footing to deal with “serious and series” crime and for divisional staff to take more ownership of crime investigation.

5.37 The following aspects of Crime Management Services remain centralised – Special Branch, Fraud Unit, Drugs Squad, Family Protection Unit, Force Intelligence Unit, Source Management Unit, Ports Unit, Scenes of Crime and Dedicated Source Unit. The Detective Superintendent, HQ CMS also retains responsibility for the investigation of serious crime. This responsibility seems at odds with another of the post holder’s defined responsibilities as the reviewing officer in major crime enquiries and the force should give consideration to this apparent conflict of interest.

5.38 The change process has taken place against a backdrop of the force conducting seven murder enquiries during 2001, creating significant pressures to staff major enquiries. The reality of this has meant that for substantial periods the majority of detective personnel, supplemented by other officers with previous CMS experience, have been engaged in dealing with this set of serious crimes. Staff interviewed all qualified what they were saying against this backdrop, but there was a general feeling that the new organisational structure had changed very little. The force may wish to re-visit the concept to ensure the force fully understands what is intended to be achieved through devolvement and to ensure the impetus needed if it is to be effective. However this is a significant change in the force’s structure and HMIC will review its effectiveness at the next review inspection.

5.39 The Detective Superintendent and other senior officers of the CMS ensure that consultation takes place in determining the strategies, plans and objectives. An example of this is prior to the Force’s Strategy Day inviting officers of every rank to form part of the project team representing CMS. Staff are briefed daily, using information included in the Intranet and IMAGE systems. Regular team briefings take place and suggestions are encouraged. In the Divisions CMS staff and their uniform colleagues attend regular joint briefings. Crime Prevention & Community Safety Officers form part of the communication process and are represented at weekly tasking and co-ordinating meetings and in the force’s Crime Strategy Meetings.

5.40 The Force has a comprehensively documented crime strategy which allows for force co-ordination and effort, while fitting the National Intelligence Model. HMIC found that police reports are presented to a high standard, through the scrutiny of the Case Management Unit. Standards are also maintained through consultation with the local Procurator Fiscal and this is monitored at PF Liaison meetings with senior police management. HMIC met with the local Procurator Fiscal who was very complimentary of the standard of work being submitted by the force particularly the standard of recent serious crime investigations. The Procurator Fiscal raised the issue of quality relating to the “analysis of evidence” section of the standard police report. This element of case preparation is presently the subject of further development by the Case Management Unit and HMIC will review progress in improving the standard in respect of this important area of the police report at the next review inspection. The Crime Strategy encourages regular liaison between departments and divisions. This is supplemented externally with the head of the unit being Head of Special Branch, Director of Intelligence, a member of the Investigation Sub Group for ACPOS, SDEA Sub committee, and SDEA Strategic Group, as well as sitting on the local DAT and various security groups.

5.41 Overall during the inspection an atmosphere of purpose and efficiency was noted from CMS staff. And comments made in respect of the CMS are set in the context of very creditable detection rates.

### Crime Recording

5.42 As in all Primary Inspections an incident audit was conducted to analyse recording procedures within the force, particularly relating to the recording of crimes, offences and road accidents.

5.43 The force supplied summary incident prints for the period Monday 22 October to Sunday 28 October 2001. The number of prints precludes examination of every incident occurring in the force over that period and, therefore a selection was made. On this occasion the incidents on Monday 22 October, Friday 26 October and Saturday 27 October 2001 were selected.

5.44 Each incident was examined and separated into three categories as follows

Type 1 - not a crime or road accident and no requirement for a crime or a road accident to have been recorded

Type 2 - a crime or road accident was reported and appropriately recorded i.e. there is a crime report or road accident number allocated

Type 3 - a crime or road accident has apparently been reported, or discovered as a result of a report, but no crime or road accident has been recorded in the relevant system.

5.45 Force records were examined to establish whether or not a crime report exists in respect of any of the type 3 incidents. Where identified, an explanation was sought from the force on how the incident was handled.

5.46 Incidents for the force area for the period 22 to 28 October 2001 totalled 1559. For the purposes of the audit, HMIC examined all incidents occurring on the three days Monday 22 October, Friday 26 October and Saturday 27 October 2001.

5.47 Total incident prints supplied by the force for these three days was 680, broken down as follows:

Type 1 – 441.

Type 2 – 150.

Type 3 - 89

5.48 Of the 89 incidents that were classified as Type 3, the force accepts that 41 of these should have been recorded as crimes.

5.49 HMIC recognises that the sample chosen is too small to be fully representative of the way D&G records crime. It is also true that those not recorded as crimes from the sample could, in relative terms, be regarded as minor. Nonetheless HMIC identified a culture which allowed minor crime to be dealt with in a non-standard way and a crime recording booklet which is not conducive to ease of recording. The force has an auditing system in place with regards crime recording. However it only checks incidents marked as a crime.

5.50 In general, this scenario is not limited to Dumfries and Galloway Constabulary alone and HMIC has repeatedly made relevant comment in Inspection reports. Nationally the Crime Standing Committee of ACPOS has commissioned work on the standardisation of crime recording. This will follow similar work recently completed in England and Wales and HMIC eagerly awaits its outcome.

### Recommendation 11

HMIC recommends that Dumfries and Galloway Constabulary puts in place crime recording and audit procedures which ensures that all crime is recorded in a consistent manner.

5.51 This is an area of activity which HMIC will continue to cover in force inspections and will return to at the next review inspection of Dumfries and Galloway Constabulary.

### Drugs

5.52 The Force Drug squad is part of the Crime Management Services (CMS). The squad consists of one detective inspector, two detective sergeants and 11 Detective Constables of whom three are SDEA funded. At the time of the inspection the Detective Inspector was involved in duties as a senior investigating officer in a murder enquiry. The Detective Chief Inspector CMS has taken on the day to day running of the squad. The majority of the drug squad is based in Dumfries with a sergeant and two constables based in Newtown Stewart to cover the Galloway division. All supervisors have had previous experience as operational mainstream Detectives within the CID and as Operational Supervisors in the general CID (CMS).

5.53 All staff who are currently within the Drug Squad are trained to at least a Nationally approved Level II surveillance standard with the majority now trained to Level I. They also are required to attend the relevant National Drugs Course and Detective Officers Course. Officers, who are suitable for giving Evidence of Opinion, are also supported in attendance at Seminars and Conferences relating to drug abuse throughout the Country. HMIC heard concerns regarding the sustainability of surveillance operations given the relatively low numbers of trained personnel. The force is keen to enhance its capacity for surveillance operations and is currently considering the training of a limited number of personnel from outside the drug squad.

5.54 The drugs squad conducts full debriefs and reviews of all operations that together with latest trends inform amendments to working practices. Trends are also identified by regular attendance at National Witness of Opinion Seminars and Tactical Co-ordinating and Strategy meetings held by the SDEA, which are then disseminated force wide.

5.55 Retention, storage and destruction of Drugs is managed by Drug Squad staff assisted by Chief Inspectors from outside the CMS who oversee destruction. Suitable security and audit procedures are in place for seizures. While not uncommon across all forces, the storage facilities were packed with drugs of significant street value. HMIC notes that the Detective Superintendent CMS is raising the issue of drug storage within an ACPOS drugs sub-committee. In particular he is raising the question of storing large amounts of illegal substances for the purpose of production at court. Most illegal drugs deteriorate drastically with age. Evaporation occurs, tablets disintegrate or the substances decompose. A lot of time and effort is spent in accounting for, transporting and escorting drugs between courts and ultimately to a place of destruction. These illegal substances may also create a Health and Safety issue as staff are dealing with material manufactured of an unknown composition and from an unknown source. HMIC supports the force's initiative to find an alternative method of dealing with the drug storage issue as the present system is expensive with potential risks.

## Recommendation 12

HMIC recommends that ACPOS address the current approach to methods of drugs storage in consultation with Crown Office.

5.56 The Drug Squad prepares a monthly target paper based on the annual targets set out in the Policing Plan 2001/2002. Drug squad staff expressed a lack of ownership of some of the targets and measurements expressed in the policing plan. In particular the target to prosecute 80% of targeted dealers was seen as unachievable and unrealistic. The monthly report, within the Performance Information Bulletin, gives the number of drug seizures. However this is not set into context, and does not appear as a target or measurement in the policing plan. The force intends from 2002/2003 this figure will be quoted in comparison with the previous year. HMIC has made a recommendation elsewhere as to the policing plan and will be interested to see how the new plan in respect of drugs develops.

## Intelligence

5.57 The Director of Intelligence is the Detective Superintendent CMS who has overall responsibility, with day to day running resting with the Detective Inspector, HQ CMS. Covert Intelligence is the overall responsibility of the Director of Intelligence supported by DI HQ CMS, and DS Source Management Unit.

5.58 The force has intelligence and crime strategy documents outlining its commitment to intelligence led policing and the force is in the process of implementing the National Intelligence Model (NIM). To this extent the force's Crime Strategy complements the requirements of the NIM in that it prioritises intelligence work, products and tasking and co-ordination.

5.59 The Force Intelligence Bureau (FIB) is the focal point for the gathering, collating, evaluating, analysing and dissemination of information and operational intelligence. The Bureau has strong links with the Source Management Unit, Special Branch, Divisional Intelligence Officers and Drug Field Intelligence Officer. Continuity of intelligence processes is achieved via the Detective Inspector HQ, who has responsibility for the SB, FIB and SMU. The force has put in place the code of practice in relation to covert practices including recording and dissemination of intelligence. This ensures that full audit procedures are in place together with appropriate levels of vetting.

5.60 Intelligence Bulletins are provided on a daily basis and are accessible throughout the force on the Intranet. The Actionable Intelligence Management (AIM) is the process by which FIB disseminates intelligence to the force. AIM involves the production of a intelligence package or file either by the FIB or by the Intelligence officers with suggestions as to further action and the information or feedback that is required. The process is managed not only by the Force Intelligence Bureau, but also by respective Divisional Chief Inspectors through tasking and co-ordinating meetings to ensure consistency of standards. Both Divisions have introduced tasking and co-ordinating procedures to assist them in targeting resources to the detection of crime. They are in the early stages and the force wishes to fine-tune the process in order to meet the requirements of the National Intelligence Model. Part of this fine-tuning may wish to address how intelligence is passed to operational officers in the divisions. Operational officers did not appear to be well briefed in respect of intelligence while there were examples of AIM packages being several months old.

### Recommendation 13

HMIC recommends that the force further develop systems to brief uniform officers on relevant intelligence.

5.61 The Performance Indicators of the Unit include the number of intelligence submissions, the number of target packages produced (AIM) and percentage of results therefrom. These measures are intended to be reviewed monthly in the Force Action Plan. HMIC has viewed the Force Action Plan and questions whether the monthly reports provide a useful comment on the bureau's activity. HMIC also note that the results for the first three quarters of the year states that "A total of 306 intelligence packages have been prepared this year so far. The analysis of outcomes will only be performed at the year end". HMIC view this comment as ambiguous. The force will wish to be sure that the evaluation of intelligence performed by the FIB is reflected in the results for the unit.

### Operational Use of Firearms

5.62 The force has a complement of 53 Authorised Firearms Officers (AFO) which is comparatively high compared to other Scottish Forces; in proportionate terms being approximately 11% of the force establishment. The force views this as an appropriate number of officers given the pressures that the force has identified: -

- the geographical requirements of a region which is approximately 120 miles long;
- the potential to require to sustain a firearms presence over a more protracted incident;
- the requirement to provide resilience given inevitable leave, training, absence and other abstractions; and
- the provision of trained Authorised Firearms Officers and Tactical Firearms Advisors (TFA) to the Lockerbie Trial in the Netherlands.

5.63 At the moment this capacity includes a complement of officers who are responsible for crewing the force's Incident Response Vehicle (IRV). However due to costs and effectiveness of maintaining a firearms capability in this form the requirement for the IRV has been under review. There is a recognition that in spontaneous situations there may not be sufficient time to summon the Duty Superintendent and therefore training is being offered to the rota of Force Duty Inspectors (team of 6) as opportunities arise at the relevant courses.

5.64 The force has been careful to ensure a good distribution of TFAs and AFOs around the Force not only by station but also by home address for callout purposes and therefore a high level of local knowledge is available to the Firearms Unit.

5.65 The Firearms training department consists of 1 Sergeant and 1 Constable who both work closely with the wider team of a further 5 instructors / tactical firearms advisors (TFAs). The size of training department was set following the recent force wide review of staffing, which, supported a higher level of central staffing to offset the abstraction problems for departments and divisions and secure greater continuity. The 2 permanent members of staff work in adjoining offices allowing daily contact whilst the force's other TFAs attend for training on 2 occasions per month with a further 6 occasions per annum for specific instructor/TFA training and awareness.

5.66 In respect of AFOs the force's firearms training plan is reviewed annually to ensure that all AFOs are being developed to meet the needs of the organization and to develop their own core skills. The commitment to training is necessarily a heavy one with each AFO undergoing seven days of weapon handling/shooting skills per annum and seven days of tactical training which includes building searches, vehicle drills, firearms simulator training, open country searches and other relevant issues such as negotiation skills. Specialist firearms officers such as those using rifles or involved in VIP training undertake 6 additional training sessions per annum per specialism. These include qualification shoots and tactics. Finally Instructors/TFAs are rostered 6 additional training days per annum to cover qualification shoots, policy development and discussion. The force maintain training at this higher level to keep skills fresh and at a high standard, as there is a low number of turnouts or incidents. All officers within the force are provided 4 hours of first aid training as a local initiative following the Stephen Lawrence Enquiry. Specialist input has also been provided to AFOs of 4 hours duration with certification focusing on ballistic injuries. The AFOs train regularly with other specialists in force, including negotiators, Mobile Support Group, security escort drivers and dog handlers. Specific training events have been used to develop and cascade Firearms Policy such as the joint incident manager / TFA training session in June 2001.

5.67 The force has no tenure policy for AFOs, provided that they continue to meet the training requirements in terms of performance, attendance, fitness and shooting accuracy then they remain authorised. In the Firearms Unit itself, as with other departments within the force there is no formal tenure policy, however in practice the force staff rotation policy applies, meaning that officers will be considered for rotation following 3 years in post. During the last 10 years, no one officer has held this post for more than 3 years. As vacancies arise in the complement of officers required for the firearms teams, this is advertised in the Force Digest. Recently a specific encouragement has been included for women officers who are under represented within the team. At the moment there are only 2 women AFOs amongst the total of 53. The force has also conducted an open day to offer pre-application familiarisation.

5.68 The Superintendent Corporate Services has responsibility for monitoring the implementation of the auditing of weapons and ammunition. HMIC pointed out one administrative weakness in respect of the auditing of firearms and ammunition and the force is committed to ensuring that robust systems are in place that widen the responsibility of checking armouries.

## Road Policing

5.69 The Chief Superintendent Operations holds the portfolio for the road policing function. The Mobile Support Group (MSG) conducts this function. The MSG was previously a centrally controlled resource that was devolved to divisional management. Divisional Commanders direct this resource via divisional tasking and co-ordinating forums. MSG officers are based at Dumfries, Stranraer and Lockerbie and provide a co-ordinated and focused response to road policing issues as an operational support. The MSG co-ordinate the pursuit of national targets set in terms of casualty reduction and provide flexible response and support for divisional policing. The location and deployment of MSG units has been determined to provide cover over a wide geographic area with close proximity to major routes. Minimum staffing has been set down particularly in respect of maintaining 24-hour cover on the motorway.

5.70 The force intends to evaluate the success of the devolvement of MSG resources to divisions in the near future. HMIC will be interested to learn the findings of this review at its next inspection. Supervisory staff within divisions were comfortable with the role of MSG and that they were available as a support to all the operational policing functions. The title Mobile Support Group reflects that this unit has a wider remit than normally expected of Road Policing departments.

5.71 The force's main goal in respect of roads policing is to reduce the number of people killed and seriously injured. This goal is pursued in support of government targets. Speed reduction, the use of seat belts and driving while under the influence of alcohol or drugs form the main emphasis behind the strategy. Complaints from members of the public and community groups are co-ordinated via the divisional tasking and co-ordination group to ensure an appropriate response to the problem. Divisional Commanders have been tasked with meeting casualty reduction targets in line with those nationally agreed. Monitoring of the performance measurements is on a monthly basis through the Performance Information Briefing Schedule and the Force Action Plans.

5.72 The Camera Enforcement Unit is not devolved to divisions. The unit works closely with two force motor cyclists to deal with speed enforcement and local complaints within both divisions. Mobile speed cameras are utilised across the area, on the A75 these are linked with permanent sub-surface sites.

5.73 The force has recognised that the pursuit of road policing issues is often an opportunity to disrupt criminal activity. To this end the Force Intelligence Bureau includes an officer specifically tasked with providing actionable intelligence management packages for enforcement as well as bulletins providing information for other traffic related intelligence. Joint operations take place involving Vehicle Inspectorate, Traffic Commissioners and Customs and Excise targeting issues of specific concern.

5.74 The force employs three members of support staff as Road Safety Education officers. Each road safety officer has a geographic area of responsibility and speaks to diverse community groups from pre-school to the elderly. Six young drivers' schemes are operated across the force area with an aim of influencing young people before they get behind the wheel. The scheme takes place during the summer and caters for approximately 400 young people. Inputs are arranged in respect of attitudes to driving, legal responsibilities, rudimentary car mechanics and driving skills.

5.75 At the time of the inspection a total of 44 officers were engaged on operational MSG duties, of these 5 are women. Support staff are employed in the positions of administrative support and road safety education officers. HMIC noted as good practice the use of introductory guidelines for officers joining the MSG that sets out the practical skills to be mastered in the first six weeks of attachment with the assistance of a tutor constable. A supervisory officer checks successful attainment of these skills.

## Public Order

5.76 The maintenance of order is an operational responsibility resting upon the Chief Superintendent Operations and divisional commanders. There is no specific goal touching upon policing disorder within the policing plan as the force has never identified this as a significant issue in the consultation and scanning processes that precede the finalisation of the Force Strategy and Charter. However there is a community safety target to "conduct

Safeguard initiatives to tackle the fear of crime, anti-social behaviour and other local concerns" demonstrating a commitment to this area of policing in its widest sense.

5.77 Divisional Commanders are closely involved with their respective Licensing Authorities. The force is quite properly giving consideration to developing a linked strategy, particularly with the recent incidents of disorder around places of entertainment and door staff carrying weapons, together with the geographical spread of the force and the separate licensing boards. In fulfilling their responsibilities divisional commanders identify a lead officer to prepare a problem orientated policing plan.

5.78 The force has a national obligation to provide 1 Inspector, 3 Sergeants and 18 Constables as a Police Support Unit (PSU) for mutual aid purposes. To sustain this obligation the force has an internal target of 40 trained officers to ensure availability on all dates. At present the force has a core of 28 officers trained, although the last training undertaken was in May 2000. ACPOS has set a requirement that public order training for Police Support Units should be two 2-day training sessions per year, therefore at the time of inspection the force is unable to field a PSU sufficiently trained to the ACPOS standard. The force is to run an introductory training course in the near future to bring up to 40 the numbers of trained officers. Public Order trained officers felt unease about their lack of training coupled with insufficient call-outs to maintain their skills but were aware of the singular circumstances of the last year.

5.79 The force has only a limited number of senior officers trained to strategic or tactical command level for policing disorder. In effect the force would depend on mutual aid for its command structure in the event of an operation regarding major disorder. Public order trained officers felt that there was a lack of knowledge amongst supervisors as to the abilities and limitations of a public order team and the force will wish to ensure that senior officers are best placed to play their part in public order operations.

#### Recommendation 14

HMIC recommends that the force assess fully the potential public order demands placed on it and ensures satisfactory levels of training and familiarisation for senior and supervisory officers.

5.80 The force policy is that if there was intelligence to suggest serious disorder or resistance to pursuit of a legitimate police objective, officers with public order training would be deployed. The force has adopted a suite of officer protection equipment including body armour, CS spray, friction lock baton and rigid bar handcuffs. Local divisional officers feel well equipped and confident to deal with spontaneous public order situations. The force introduced CS spray in December 2001 which, in essence, made the previously issued PR24 baton redundant as it is a two handed weapon. In its place the force issued a friction lock type baton which is easier to use, easier to carry and does not require the same investment in training to maintain a skill in its use. HMIC is aware that other forces are making similar decisions. In the continuing development of officer safety equipment and training in Scotland, HMIC recommends that ACPOS review ongoing local developments to ensure consistency across forces.

## Recommendation 15

HMIC recommends that ACPOS review ongoing local developments to ensure consistency across forces.

### Police Dogs

5.81 The fundamental purpose of police dogs and their handlers is to provide an additional resource for use by police managers, which may result in an improved outcome. There is no statutory obligation on a police force to operate a general purpose police dog unit and the current devolved arrangement in Dumfries and Galloway Constabulary has evolved over time as the force seeks to find the most effective way to structure a resource which is seen as a part of modern policing.

### General Purpose Dogs

5.82 Dumfries and Galloway Constabulary has experimented with differing structures in order to optimise the support provided by police dogs. Initially there were three dogs and handlers dedicated to the provision of general purpose police dog support. Insufficient workload however meant that these resources were not always active and the General Purpose Dog Section was therefore incorporated within the Dumfries based Mobile Support Unit and dog handlers operated in a joint patrolling arrangement with traffic officers. At the time of the last primary inspection however, it was reported that this arrangement was faltering. A subsequent force review of general-purpose dog provision involved a consultation exercise which found a low level of satisfaction among supervisors who had potential to use dogs.

5.83 It was determined that the dog section was not providing best value and the opportunity was taken to reduce costs and increase efficiency by devolving out to divisions. The current devolved arrangement provides for one dog handler per division based within the community policing units at Dumfries and Stranraer under the control of the divisional commander. These officers therefore have a dual role carrying out normal community duties and in some cases taking the dogs into schools etc. Duties are normally day duty and thereafter an on call service is provided.

5.84 Both handlers when interviewed stated that this arrangement works well but spoke of under-utilisation of the dog handling facility and HMIC found no evidence of dogs being deployed as a result of the Tasking and Co-ordinating procedure. At present dog handlers record incidents attended. Qualitative data however in terms of the contribution made by the dog handler to resolving the situation satisfactorily i.e. contribution to arrests or persons traced would be more powerful in determining added value and the force may wish to consider the introduction of relevant performance indicators.

5.85 HMIC found reaction from front line officers towards the usefulness of dogs to be lukewarm and marketing of what dogs can do is required. The force is well aware of this issue however and the reasons for it. Following an interim report on the devolved arrangement, action is being taken to inform front line staff, management, and Duty Force Inspectors who are responsible for the operational deployment of police dogs, of the benefits of the facility and circumstances in which it should be used. The force has acted to raise awareness by issuing briefing notes to divisional commanders, placing the issue on the agenda at inspectors' meetings and ensuring that operations room staff are aware of the call out criteria.

5.86 The handlers have offered to act as tactical advisors to provide advice as to the suitability of deployment of the dogs and ensure relevancy of call outs when handlers are off duty although at the time of the inspection visit this facility had not yet been used.

### Ports Unit Dog Section

5.87 The Ports Unit at Stranraer is partly civilianised and incorporates twenty-one support staff search officers. Four out of the six Ports Unit dog handlers are support staff members handling explosive and drugs search dogs. Three of the dog handlers are women. All are well trained and committed members of staff who have been appraised highly by the Strathclyde Dog Training Centre and who have attended training courses in areas such as stolen vehicles and drugs. Although the Scottish Executive fund the search officers and all police at the port, resources such as the Ports Unit Dog Section can be used elsewhere in the force. Again however there is under utilisation by members of the force who are unaware of the potential to make greater use of this facility.

5.88 The support staff dog handlers in the Ports Unit patrol in pairs with police officers but it was noted that the anoraks worn by these officers are labelled "Security" and so they are not readily identifiable as employees of Dumfries and Galloway Constabulary. Support staff interviewed felt that it would be advantageous in clarifying their role to the public if the force logo was prominently shown on all of their uniforms.

5.89 The use of support staff dog handlers within the ports at Stranraer and Cairnryan has financial benefits and joint working with a police officer overcomes any difficulties with regard to the use of police powers. Whilst all police forces still use police officers as general-purpose dog handlers Dumfries and Galloway Constabulary did consider civilianisation of all dog handlers at the time of the review. This was dismissed because of the need to work alone but may be worthy of consideration in some forces in some circumstances.

### Training

5.90 Training and licensing in respect of general-purpose dog handlers and ports unit dog handlers is provided by Strathclyde Police Dog Training Centre. HM Lay Inspector visited the school and found that a degree of external scrutiny was provided through the training and re-licensing of handlers. Within Dumfries and Galloway Constabulary one qualified dog handler has been designated as Continuation Training Instructor and this officer provides refresher training in respect of the Ports Unit dogs. General Purpose dog handlers receive their refresher training at the Strathclyde Dog Training Centre. Handlers throughout Scotland are encouraged to contact the training school should any problem develop outwith training periods. HM Lay Inspector viewed the detailed and comprehensive records maintained by the centre in respect of Strathclyde dog handlers. This level of scrutiny is considered necessary at the centre where lectures have been given to handlers from all forces on human rights legislation and use of appropriate levels of force. Forces such as Dumfries and Galloway Constabulary who have few handlers and no specialist supervisors may wish to consider more regular assessments or submission of reports to instructors. These measures may assist in ensuring the highest standards possible in respect of dogs deployed amongst members of the public.

## Welfare

5.91 Events outside of Scotland involving the death of a police dog in training had a potentially negative impact on public confidence in police dog handling throughout the U.K. Adverse media comment has generated a great deal of public correspondence on the subject within Scotland. Dumfries and Galloway Constabulary has written to all of the veterinary surgeons involved in the care of its police dogs and has advised them that they should contact the force Complaints and Professional Standards Unit if they have any welfare concerns.

5.92 The HMIC (England and Wales) report which was written following the prosecution of officers for animal cruelty determined that one of the circumstances that led to these events occurring unchallenged was the self contained and isolated nature of the unit. Police dog handling units such as that within the Ports Unit, must therefore ensure that internal and external liaison and staff performance measures are adequate to allow challenge to inappropriate behaviour. One of the potential consequences of civilianisation is low turnover of personnel which can act to enhance an insular culture and it is therefore important that the unit remains open to new ideas and places emphasis on openness and transparency. The Lay Inspector met with Ports Unit dog handlers and viewed the dogs at work and in the vans provided for their kennelling during the working shift. There was abundant evidence that the dogs are exceptionally well cared for and that the unit works well as a team.

5.93 HMIC endorses the approach taken in the ACPO (England and Wales) Police Dog Strategy which places emphasis on the development of a range of partnerships with appropriate animal welfare organisations such as the SSPCA, who operate within the port of Stranraer in respect of carriage of animals, and the National Canine Defence League. External scrutiny can be used to ensure that police dog handling policies and processes are humane, ethical and transparent and that any mistreatment is identified and dealt with promptly. English forces are also moving to use of lay visitors as part of an Animal Welfare Scheme which enables appointed members of the local community to observe and report on conditions under which police dogs are housed, trained, transported and deployed.

## Staff Appraisal

5.94 Under current arrangements supervisors who have no dog handling experience write the performance reviews of dog handlers. Whilst community officers spend a large proportion of their time engaged in community duties the Ports Unit handlers, and in particular the Continuation Training Instructor, spend almost all of the working day working with dogs. It is important therefore that appraisals in respect of these officers reflect their specialist abilities, incorporate feedback regarding incidents attended in the capacity of dog handler and include a Strathclyde Dog Training School assessment of the capabilities of the handler. The Community Safety Sergeants and the Detective Sergeant in the Ports Unit, who have responsibility for the writing of dog handlers appraisals, would benefit from some familiarisation in respect of the specialist duties undertaken by their staff. It is important that these officers, in order to effectively supervise the specialist staff for whom they have responsibility, recognise that aspect of their role which involves quality assurance, inspection and scrutiny of practice.

## Firearms Licensing

5.95 The force has set out the objectives and the functions of the Firearms Licensing Section as follows: -

### Objectives

- Discharge responsibility for the maintenance of Firearms and Explosive Licensing on behalf of the Chief Constable;
- Apply relevant legislation in relation to Firearms and Explosives;
- Seek to preserve public safety and the peace;
- Apply national guidance and policy in an equitable and effective manner;
- Provide an efficient service to the public

### Functions

- Administer the processing of applications for the grant, renewal, and variation of firearm and shotgun certificates;
- Review the circumstances of certificate holders who come to the notice of the police to determine their continued suitability;
- Conduct enquiries into applicants or certificate holders whose suitability may be in doubt and where appropriate prepare reports for senior management for consideration of refusal or revocation.

5.96 To discharge these functions the Deputy Chief Constable has the delegated authority of the Chief Constable to refuse applications for certificates and revoke certificates where appropriate. The Firearms and Explosives Licensing Section Manager has responsibility for managing the section day to day and developing proposals for policy enhancement.

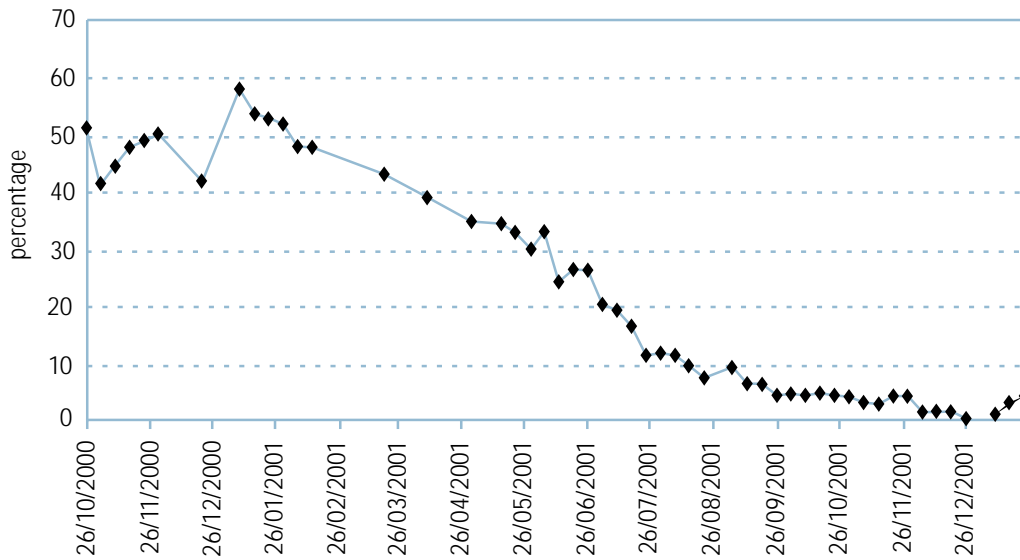
5.97 The Firearms and Explosives Licensing Section is composed of nine support staff. Four of whom are employed as Firearms Field Officers. Their duties involve interviewing applicants in relation to grants, renewals and variations of firearms and shotgun certificates, conducting relevant enquiries and examining weapons and security arrangements. Each of the Firearms Field Enquiry officers has a specific area of the force for which they are responsible allowing local knowledge and good working relationships with police officers to develop.

5.98 Police officers are involved in the process where notices of refusals and revocations are forwarded by correspondence to respective area supervisory staff. Area police personnel serve any letters advising of refusal to grant or of revocating certificates.

5.99 The Firearms Licensing Section maintains information on the "Shogun" Firearms Licensing software application. This provides a wide range of ancillary functions offering a complete package for the Firearms Licensing function. The system offers appropriate and varying levels of access, which are allocated to meet the needs of each member of section staff. The system is networked allowing read only access across the force. The incident management system (Incident Management and General Enquiry IMAGE) allows police officers to highlight incidents for the attention of the Firearms Licensing Section. Additionally staff trawl the IMAGE system for any incidents of relevance. Evidence of this procedure in practice was found in the Performance Information Briefing Schedule, which includes information concerning refusals, revocations and warnings. As part of the force quality of service survey 40 firearms licensing applicants are chosen at random every 3 months for survey.

5.100 At present Dumfries and Galloway Constabulary are responsible for the administration of 4710 shotgun certificates and 2173 firearms certificates. When the Firearms Licensing Section was visited an examination of records revealed that 12 certificates were overdue for renewal. The circumstances of each of these instances were examined and in each case the weapon was not being held illegally and there were genuine reasons for delay. The risk of administrative delays creates risk of illegally held weapons. Since October 2000 when approximately two hundred expired certificates were awaiting renewal, representing 50% of the section’s workload, the section has made significant advances. See Figure 1.

Figure 1: % of outstanding renewals



### PNC Compliance Audit: Dumfries and Galloway Constabulary

5.101 A feature of all primary inspections is the Police National Computer (PNC) compliance audit conducted by the Home Office Security Compliance Section on behalf of HMIC. The results of the PNC audit have been reported separately to the force. HMIC noted that the report lists six areas of good practice and nine recommendations. Progress in respect of these recommendations will be reviewed at the next review inspection.

# 6. Results

1. The following tables illustrate the target, measurement and progress the force has made in respect of its action plans for the first three quarters of the year 2000-01. HMIC has made comments in respect of each of the actions listed. HMIC also has made comment and a recommendation at paragraph 2.2 regarding the manner in which the force formulates and subsequently executes its action plans.

2. The force's action plans for 2001-02 covered the themes of community safety, crime, drugs, road safety and quality of service. A charter document is also published which sets out quantified targets derived from the force action plans.

Tale 1 (a) – Community Service

ACTION	TARGET	MEASUREMENT	PROGRESS	HMIC COMMENT
1. Target officers to work with and patrol our communities.	Police officers to spend 66% of duty time visible within the community.	Proportion of duty time spent in communities/on patrol.	66.72%.	Currently on target.
2. Conduct high-profile initiatives to secure safer travel, safer streets and a safer environment.	Conduct Safeguard initiatives to tackle the fear of crime, disorder and other anti-social behaviour.	Number, type and impact of Safeguards.	16 initiatives in total: 6 = drink-drug related (three aimed specifically at school-aged) 2 = other youth disorder/crime 2 = retail crime 2 = cycle safety 4 = other.  Outcomes include increased intelligence, executions of warrants, raising awareness/knowledge, reduction in localised crime, crime detections, warnings, PF reports, etc.	Target achieved in that initiatives have been conducted.
3. Promote positive working relationships with community representatives.	Attend all area committee meetings. Attend all Community Council Meetings. Receive, record and action concerns raised by other means. Maintain contact with each community organisation or representative.	% meetings attended.  Number of concerns raised, recorded and actioned.  Examples of positive working relationships.	Data relating to % meetings attended are not yet available.  56 concerns were raised and all were actioned.  Eight examples of positive working relationships were given, six of which were aimed at youths, one at drivers and one of substance abuse.	Quantitative data on meetings not yet available so unable to comment on progress. 100% concerns were actioned – target achieved. Examples given. No evidence provided on contact maintained with community organisation/representatives.
4. Identify public safety concerns which the police can address.	Record 100% of concerns brought to police attention.	Number and type of issues which are brought to police attention.	56 – inc. driver behaviour, public disorder, underage drinking, drugs, vandalism, litter, dog fouling, staffing levels and neighbour problems.	Performance on target – however, shift from proactive Action to reactive target.
5. Conduct Safeguard initiatives where appropriate, to address local concerns.	Evaluate concerns and address all priority issues.	Number, type and outcomes of Safeguards conducted.	As above at 2.	As above 2. Repetition of action at 2.
6. Develop joint approaches to issues of community concern with other agencies or groups.	Engage in joint working and problem solving to address issues of community concern.	Number and nature of community safety initiatives undertaken with other agencies.	Eight such initiatives. As described above at 3.	Target achieved.
7. Support a process whereby racist and other hate incidents may be easily reported, accurately recorded and thoroughly investigated.	All racial and other hate incidents reported to be accurately recorded and thoroughly investigated.	Number of racial and other hate incidents reported.  % of reported incidents reviewed by supervisory officers.  Number of complaints made against the police in relation to their action or inaction.  Number and details of learning points.	Number of incidents = 27. 100% incidents were reviewed by supervisors.  No complaints made in this respect.  One example of a learning point given.	Targets achieved.
8. Work with minority groups to minimise the opportunity for, and the impact of, racial incidents.	Sustain further positive working relationships with all minority groups identified in our area. Maintain contact with each minority group. Hold consultative meetings with representatives of minority groups.	Examples of positive working relationships. Number of identified liaison officers appointed compared with number of minority groups. Number of meetings held.	Two examples of positive working relationships given. No identified liaison officers (although there is a community safety sergeant). The Race Relations consultative groups meet four times per year.	Targets partially met currently. No progress has been made so far, in identifying liaison officers relative to the number of minority groups in D&G.

Table 1 (b) – Crime

- Promote the established joint approach to crime prevention, reduction and detection.
- Effectively co-ordinate the management and investigation of crimes using available resources.
- Effectively target crimes which are of greatest concern to our communities.

ACTION	TARGET	MEASUREMENT	ACHIEVED/PROGRESS	HMIC COMMENT
1. Ensure that our approach to all three aspects of our goal (see above) is effectively co-ordinated.	Maintain links between staff involved in crime prevention, reduction and detection. Conduct regular meetings of Crime Co-ordinating Groups.	Number and result of joint initiatives/operations involving all three aspects. Number of meetings held.	Three initiatives/operations listed, outcomes /convicted included. Meetings held by Divisions on a weekly basis, without fail.	Unclear whether 3 operations = 'links maintained' (no. operations to be viewed in context of a series of serious crimes in D&G during year). Meetings conducted regularly – on target.
2. Identify emerging crime patterns in local areas and direct resources to address them.	100% of emerging crime patterns to be identified. All identified trends to be met by positive action.	Number of emerging crime patterns identified. Prevention and/or detection measures taken to respond to identified trends with outcomes shown.	12 crime patterns listed: 5 in Dumfries and 7 in Galloway 6 Operations undertaken in response. No data provided on outcomes.	Unclear whether 100% emerging patterns have been identified. Unclear whether Ops conducted cover all 12 crime patterns. No data on outcomes.
3. Target staff to investigate serious crimes.	Achieve an overall detection rate in excess of 90% in respect of Group 1 crimes of violence, which include murder, attempted murder and robbery.	Crime figures in respect of Group 1 crimes.	At end of December detection rate stood at 92.4%. A total of 198 such crimes are recorded for first 9 months of the year with a target to maintain this below 225.	Currently on target.
4. Use intelligence to target resources to deal with the investigation of serious crime.	In respect of appropriate crimes, create intelligence packages for consideration of use.	Number of packages prepared and outcomes.	A total of 306 intelligence packages have been prepared this year so far. The analysis of outcomes will be performed only at the year-end.	Unclear whether all 'appropriate crimes' had intelligence packages. Question as to appropriateness of indicator that cannot be monitored during the year.
5. Identify crimes that are of greatest concern to our communities.	All crimes which are of greatest concern to our community to be identified.	Number and type of crimes which are identified.	10 localised crimes identified incl. diesel, plants, power tools, farm equipment, housebreaking, drugs gang feuds and drug abuse.	Ambiguous – unclear how to assess whether this covers all crimes of greatest concern to the communities.
6. Target resources to prevent and detect crime and in particular those which have been identified as being of greatest concern to our communities.	Safeguard/local initiatives to be tailored to meet community concerns. Secure a detection rate which is an increase on the average rate recorded over the past 3 years.	Number of initiatives undertaken and outcomes. Detection rate in Groups 1-5 crimes.	See 1 and 2 above. Current detection rate stands at 51.9%, against the average of the previous three years of 55%.	See 1 and 2 above. It is likely that this target will not be achieved.
7. Maintain a reduction in reported crime.	Reduce the incidence of reported crime compared with the average crime level recorded over the past three years.	Incidence rate in Groups 1-5 crimes.	Currently incidence stands at 5,760-242 crimes less than the average of the equivalent time period of the previous three years of 6,002.	Currently on target.

Table 1 (c) – Drugs

ACTION	TARGET	MEASUREMENT	ACHIEVED/PROGRESS	HMIC SCOMMENT
1. Increase public participation by encouraging the flow of information regarding illicit drug activity.	Obtain a higher number of intelligence submissions in respect of suspected drug dealers and users operating within our communities, than was obtained during 2000/01.	Number of dealers and users who are the subject of intelligence submissions compared with 2000/01 figures. Number of telephone calls to Crimestoppers.	5,019 intelligence submissions on drug dealers and users achieved so far compared with 5,817 for the previous year. 61 drug-related telephone calls.	With the force anticipating an increase in the final quarter of the year, target may yet be achieved. Ambiguous responsibility re Crime-stoppers calls and unable to assess current against past performance.
2. Increase the number and quality of information/intelligence submissions regarding drug abuse made by our staff.	Obtain a higher number of quality intelligence submissions in respect of drug abuse, than 2000/01.	Number of dealers and users who are the subject of intelligence submissions compared with 2000/01 figures. Number of target packages compiled in response to intelligence submissions.	See above. 68 target packages compiled in response.	See above. No specific targets set/benchmarks by which to access target package rate.
3. Dedicate resources to tackling those who are identified, through intelligence, as dealing in drugs.	80% of targeted dealers to be reported for prosecution.	Number of dealers targeted and % reported for drug-related offences.	55 dealers reported for prosecution.	No contextual data on number of dealers actually targeted so cannot assess progress toward this target.
4. Direct resources towards those who abuse drugs in public areas.	100% of those who are identified as abusing drugs in public to be reported for prosecution.	Number of users identified compared with number reported for drug-related offences.	281 individuals reported to the Procurator Fiscal.	No data on number of users identified nor those using drugs in public places so cannot assess progress toward this target.
5. Participate in the strategy developed by the Drugs Action Team and the Scottish Drugs Enforcement Agency.	Progression of all aspects relating to police involvement.	Action taken in respect of each issue requiring a police response.	Actions required under the national initiatives organised by the SDEA: 4 targets as subject of activity, and 5 other operations.	No context by which to interpret progress on targets/measurement.
6. Provide advice on drug abuse to those who request it and may be affected by it.	100% of requests from those who may be affected by drug abuse to be provided with advice.	Number of requests made and met.	100% of all 53 requests for drug advice have been dealt with.	Currently on target. However, results relate solely to current year preventing any assessment on e.g. past performance comparison.
7. Train our staff in the identification of drugs and drug symptoms and drug related offences.	100% of our staff to be trained.	Number of identified staff trained.	A drug information pack circulated to all police and support staff.	Assuming receipt of information pack equates to training then this target has been achieved.
8. Continue to educate school children about the dangers of drugs.	100% of requests to be met from schools seeking information and guidance regarding drugs.	Number of requests met.	No number forthcoming, but all requests have been met.	Currently on target.

Table 1 (d) –Roads Safety

ACTION	TARGET	MEASUREMENT	ACHIEVED/PROGRESS	COMMENT
<p>1. Target the following offences: Speeding Drink and drug driving Seat belt issues Dangerous and careless driving Disqualified driving</p>	<p>Reduce the number of people killed and injured on our roads. Participate in national campaigns to enforce all legislation. Through intelligence, target likely offenders and locations. Submit a bid for financial support in pursuing additional speed enforcement measures. Train staff to carry out field impairment testing for drug driving. Reinforce the importance of prosecution of those who fail to wear their seat belts. Reinforce the importance of prosecution of those whose driving represents a risk to other road users.</p>	<p>Comparison of casualty statistics with three year average. Level of participation in national campaigns. Number of offences detected. Completion of a bid for funding support for speed enforcement. Number of staff trained.</p>	<p>128 individuals were killed or seriously injured against an annual upper limit derived from the national 5 year target of 202 and the force target of 173. Participation in 2 national campaigns. 1,048 offences detected compared with 903 for the equivalent period last year. The bid was not completed due to national issues highlighting problems with funding. All MSFG staff up to and including Inspector level have been trained in Field Impairment Testing to detect drug driving.</p>	<p>Generally a lack of continuity between Targets set and their ascribed Measurements. Currently exceeding casualty target. Unclear how to assess participation in 2 campaigns. Unclear whether an increase or decrease on last year's figures was hoped for in terms of offences detected and to what offences figures refer. Bid to be carried forward to 2002/03. Training target appears to have been achieved.</p>
<p>2. Provide road safety advice at all schools. Provide cycling proficiency training at all primary schools. Support the provision of Young Driver Schemes throughout D&amp;G. Identify and adopt opportunities to provide safety advice to the elderly.</p>	<p>100% of schools to be provided with road safety advice. 100% of primary schools to be offered cycling proficiency training. Young Driver Schemes to be available throughout the Force. To identify and implement two methods of providing road safety advice to the elderly.</p>	<p>Percentage of schools provided with advice. Percentage of schools provided with cycling proficiency training. Number of Young Driver Schemes operated. Number of mechanisms used to provide road safety advice to the elderly.</p>	<p>100% schools provided with advice or assistance. 100% primary schools offered cycling proficiency training. 6 Young Drivers Schemes in operation. 3 mechanisms to provide road safety advice to the elderly (2 of which are force-specific).</p>	<p>Target achieved. Target achieved. Target achieved.</p>
<p>3. Ensure that all concerns referred to the Police regarding road safety are assessed and an appropriate response provided.</p>	<p>100% of concerns referred to the Police regarding road safety issues to be assessed and, where appropriate, actioned.</p>	<p>Number of concerns identified and addressed.</p>	<p>207 concerns have been received and actioned so far this year.</p>	<p>Unclear whether this represents 100% of all concerns received</p>
<p>4. Provide a police response in relation to all roads planning issues.</p>	<p>100% of requests for Police contribution to roads planning to be met.</p>	<p>Number of requests and percentage addressed.</p>	<p>No data provided.</p>	<p>No data.</p>
<p>5. Devolve the responsibility for achieving casualty reduction targets to Divisions.</p>	<p>Responsibility to be devolved by 1 June 2001 and monitored.</p>		<p>Devolvement in September 2001.</p>	<p>Devolvement has been achieved but not in the target time. No data relating to monitoring.</p>

Table 1 (e) –Quality of Service

ACTION	TARGET	MEASUREMENT	ACHIEVED/PROGRESS	HMIC COMMENT
<p>1. Monitor the performance of the Force and identify issues or areas where improvements may be made.</p>	<p>Conduct a programme of audit, inspection, self-assessment and service reviews. Introduction of remedial action where areas for improvement have been identified. Collate monthly reviews of crime figures, road collision statistics, sickness absence, service delivery, financial information and other data.</p> <p>Collate quarterly Performance Indicators and Force Action Plan updates.</p>	<p>Availability of reports and examples of action taken to respond to concerns identified.</p>	<p>Standard Monthly Audits: SCRO, new charges and disposals, RIA Statistical Reports, Fixed Penalty Tickets, IMAGE System, Standard Prosecution Reports, Warrants, Force Activity Snapshot, Performance Information, Court Attendance Survey, Staff Survey. Inspections: Force Activity Snapshot, SCRO, Service Review Programme, and other HMIC Protocols.</p> <p>Self-assessment: EFQM, Quick Check. Remedial Action: Service Review Programme revised, Policy Papers leading to Policy Practice. Collation of statistical data in the Monthly Performance Information Briefing Schedule.</p>	<p>Targets achieved. (See also Best Value Joint Inspection)</p>
<p>2. Identify examples of good practice and incorporate them within our organisation where appropriate.</p>	<p>All examples of good practice which would assist in the operation of our Force to be introduced, if appropriate and financially viable.</p>	<p>Examination of internal and external operations compared with number of impact of new working practices introduced.</p>	<p>Examples provided of good practice identified and applied to the Force's working methods.</p>	<p>Target achieved.</p>
<p>3. Respond to identified emergencies quickly and safely.</p>	<p>Answer 999 telephone calls within 10 seconds in 90% of cases. Attendance in urban areas within 10 minutes in 90% of identified emergencies. Attendance in rural areas within 20 minutes in 90% of identified emergencies.</p>	<p>Examination of response times compared with targets.</p>	<p>Target not achieved due to seasonal conditions over the winter in rural areas.</p>	<p>Target not achieved.</p>
<p>4. Provide a high level of service to those who require assistance.</p>	<p>To achieve public satisfaction rates in excess of 90% in respect of contact with us.</p>	<p>Examination of customer satisfaction surveys compared with targets.</p>	<p>87% rate of satisfaction for initial contact with force, 84% with overall contact (78% return rate from 250 questionnaires).</p>	<p>Ambitious target not achieved. Nevertheless the force has achieved a rise in satisfaction with overall contact, from 80% in previous year.</p>
<p>5. Provide all staff with an equal opportunity to learn and develop.</p>	<p>90% of relevant supported requests on staff development plans to be met. Meet the Investors in People standards.</p>	<p>Proportion of supported staff development plan requests met. Retention of Investors in People Award.</p>	<p>April = 22; Sept = 23.8%; May = 22.7%; Oct = 26%; June = 23.3%; Nov = 34%; July = 25.3%; Dec = 33.3%; Aug = 11% (CS Spray training) Unconditional award of IIP status.</p>	<p>Unclear whether these proportions relate to relevant requests. If they do, then target not achieved. Target achieved.</p>
<p>6. Recruit and retain a workforce which reflects the diversity of our community.</p>	<p>Staff profile to reflect or exceed the proportion of the minority ethnic population of the area.</p>	<p>Quarterly reporting from recruiting and staff statistics.</p>	<p>As of Dec. 2001: two police officers and two special constables of minority ethnic background = 0.5% and 1.9% of all staff in each category respectively against a local area minority ethnic population of 0.7%.</p>	<p>Taken together, 4 minority ethnic members of D&amp;G equate to 0.5% of the force strength (inc. Specials) – target not achieved. An absence of minority ethnic support staff is noted.</p>
<p>7. Explore the use of technology to provide a higher level of service to the public and to the Force.</p>	<p>Consider the introduction of IT systems which have the potential to provide a better service.</p>	<p>Number and type of systems considered with a cost/efficiency analysis.</p>	<p>Installation of one new system – CJX equipment – which will eventually be expanded.</p>	<p>Unclear how many and what type of systems were considered with a cost/efficiency analysis, in terms of Measurement, but initial anticipation is for savings from the one system that has been installed, suggesting that the target has been achieved.</p>
<p>8. Monitor Force spending.</p>	<p>Ensure the budget is managed effectively and efficiently to remain within spending limits.</p>	<p>Monthly finance reports. Quarterly Inventory Audit.</p>	<p>Target achieved.</p>	<p>Again a discrepancy between Measurements and Targets. SEE FINANCIAL RESOURCE MANAGEMENT SECTION.</p>

# Annexe A



## A Joint Report on Best Value within Dumfries and Galloway Constabulary

1. Best Value requires relevant public sector bodies to develop a performance management and planning framework. This is fundamentally about establishing clear standards and targets for all the body's activities, identifying where and how improvements can be made, and reporting on performance. Four key principles, accountability, transparency, continuous improvement and ownership underpin Best Value. The essential elements are sound governance (customer focus, sound strategic, operational and financial management) performance management and monitoring, continuous improvement through competition, option appraisal and other tools, and long-term planning and budgeting.

2. The design and development of a co-operative model for the future monitoring and inspection of Best Value that limits bureaucracy and duplication in inspection scrutiny, was introduced in the HMIC Thematic Inspection Report 'A Value Judgement' published in July 2001. In partnership with Audit Scotland, HMIC have made use of a Best Value protocol and Joint Inspection Team within the Primary Inspection of Dumfries and Galloway Constabulary.

3. This joint report is structured in accordance with headings derived from the Business Excellence Model and reflects the overall structure of the Primary Inspection Report. The protocol uses criteria analogous to those used by Audit Scotland in their approach to assessing the progress of a Scottish Council, namely arrangements for performance management and planning, known as the PMP audit. The aim is that the framework for inspection and self-evaluation prior to an inspection will be sufficient to allow Audit Scotland and HMIC to discharge their statutory duties in a co-ordinated and integrated way.

4. Audit Scotland and HMIC would emphasise that Best Value is not a stand-alone concept but one that permeates all facets of an organisation. This was reflected in the conduct of the primary inspection. Protocols covering Senior Management, Strategic Planning, Community Consultation, and Financial Management were considered alongside the Best Value protocol. Some issues arising from the protocols have already been covered in earlier chapters. For the purposes of joint reporting, however, it may be necessary to re-visit specific issues within this section of the report, and where relevant, appropriate cross-reference will be made to the earlier chapters. Rather than duplicate the necessary information here, a summary will be provided where appropriate.

### LEADERSHIP

5. The expectation is that senior managers have translated Best Value into a clear set of expectations for the force which reflect core Best Value principles such as: consulting with stakeholders, providing services to meet customer needs; continuous improvement; getting the best cost/quality balance; equality; and public accountability and responsiveness.

6. Staff should be involved in developing these expectations to ensure ownership. They should be communicated widely to generate awareness of Best Value across the force and expressed in terms that provide a clear direction for staff, with feedback gathered to ensure that the communication has been effective. Finally, elected members should provide consistent support for a methodology for the force that will deliver Best Value.

### Best Value awareness

7. The following practices and initiatives were noted by the joint inspection team in support of action taken by the force to increase awareness and develop principles that will assist in the delivery of Best Value:

'To seek continuous improvement utilising Best Value principles' is listed as an Action Point within the Force's Strategy

8. The force reports regularly to the Police, Fire and Public Protection Committee (PFPPC) on Best Value issues. It is also anticipated that the Council's Scrutiny Committee may consider issues associated with policing from a Best Value perspective.

9. Continuous improvement has been sought through both internal and external scrutiny of the force's policies and processes. The force was accredited during 2001 as an Investor in People for the second time. The force is also a current holder of the Charter Mark Award, having been successful in the assessment process on three occasions – 1993, 1996 and 1999.

10. At the point of compilation of the initial Best Value submission, the force requested the formation of a Best Value sub-committee within the PFPPC. The Committee met on only one occasion and thereafter agreed that Best Value issues could be brought to the Committee as a whole. The Force Policy Group now carry out the following functions of the former Best Value Group:

- Hear review findings at their completion
- Consider options for further action
- Monitor action plans
- Ensure that service review outcomes are presented to PFPPC on a quarterly basis

11. The joint inspection team, however, believe there is scope to develop the Best Value culture within the force. It is intended that the Best Value Officer who will circulate material, undertake training presentations and liaise as required outwith the force (for example the Modernising Services Department within Dumfries and Galloway Council) will perform this role. Our general impression is that many staff consider Best Value to be concerned solely with service reviews and the identification of potential savings. It is not considered as a management framework that includes many activities already being undertaken by the force.

12. There are also awareness issues for elected members. At the present time they receive many outputs - e.g. service review reports, financial and performance monitoring reports – but they are not involved in setting direction with regard to best value.

### Recommendation 1

It is recommended that the force increase the awareness of the Police Authority in the Best Value framework and involve it in setting the criteria for determining the service review programme.

## Policy and Strategy

### Consultation with stakeholders

13. A Best Value service is responsive to the needs of its communities, citizens, customers and other stakeholders and its plans and priorities are demonstrably based on such an understanding. It requires the identification of stakeholders and their involvement in helping to identify policy and service priorities.

14. A Best Value service will also review its approach to consultation to see how it can be improved. The service is clear about why it is consulting; it employs cost-effective approaches to consultation and reviews the methods adopted. The service can demonstrate links between the findings from consultation exercises and service planning. A Best Value service is proactive in responding to the changing needs of its customers and communities.

15. One of the main aims of a Best Value service should be to reach as many stakeholders as possible. For Dumfries and Galloway Constabulary, these include citizens, elected members, business community, voluntary and independent sectors, government staff and inspection bodies. Dumfries and Galloway Constabulary demonstrate significant commitment to community consultation. For example:

'Encourage greater activity and engagement with the community to increase shared problem solving and consultation' is listed as an Action Point within the Force Strategy document.

16. The Public Performance Report for 2000/2001 clearly identifies that the Force Strategy, the Charter and the Force Action Plan have been put in place only after extensive internal and external consultation.

17. The Chief Constable updates the PFPPC on the force's performance at the programme of meetings.

18. Divisional Commanders and Area Inspectors are responsible for ensuring that elected members are personally updated on relevant issues. These officers must also ensure that issues raised by elected members are properly addressed.

19. On an annual basis, Inspectors hold an area briefing to which members of the general public are invited. This forum provides an opportunity for the general public to raise any policing issues.

20. Public satisfaction surveys are carried out via postal questionnaires which are sent out every three months.

21. Examples of other ways in which the force consults the public are:

- A programme of surveys of community organisations
- Open days are held at the main police stations around the area
- The force use Opinionmeters to record views of the public on particular issues.

22. Five Focus Groups have been assembled to consider the following subject headings (under the chairmanship of the primary stakeholder for that area):

Community Safety  
Crime  
Road Safety  
Drugs  
Quality of Service

23. The groups are responsible for considering all local and national matters arising from the consultation process and translate these into a workable set of strategic actions and targets for consideration of inclusion in the final Force Strategy and Charter.
24. A Force Strategy Event is held on an annual basis that covers the main themes of the Strategy and the Charter. The Event is prepared by the five focus groups.
25. Consideration needs to be given, however, as to whether public meetings are the best fora for consulting with all stakeholders. Staff feedback suggests involvement of community group representatives who already work closely with the force. The force will wish to be sure that its consultation exercise reaches a wide range of people.
26. In December 2001 the force conducted a staff survey of all police officers, support staff and special constables. The survey covered the areas of communication, training/career development, equal opportunities, continuous improvement and job satisfaction. The survey was then used to inform the force strategy day in January 2002. HMIC has viewed the results of this survey and regards it as an example of good practice.
27. The force does not compare costs and outcomes amongst the different formats of consultation currently in place. Given the importance under Best Value of developing a clear customer/citizen focus, the force may wish to enhance current arrangements by setting out clear evaluation criteria to assess whether consultation exercises demonstrate value for money.

### Service Planning

28. Clear and concise policing plans should set out what the service intends to do, its overall priorities linked with the strategic plan, performance standards and targets to be met and the resources involved in order that progress can be measured and reviewed. They should also be properly costed and budgeted, on a multi-year basis, and be realistic and achievable given the available resources.
29. The force should listen to stakeholders as it formulates its plans to ensure that it is responding to the needs and priorities of its communities. Commitments set out in policing plans ought to be translated into SMART tasks for teams and individuals to undertake and management should ensure that staff understand the plan, associated tasks and their role in the delivery of the service.
30. There is a need to establish clear links between the Force's Strategy for 2001/2002 and the Policing Plan for 2001/2004. The Strategy refers to five Strategic Intentions (Community Safety, Crime, Road safety, Drugs and Quality of Service) which are not replicated in the Policing Plan.
31. The 3-year Policing Plans for the two Divisions do not conform to an agreed template. This makes it difficult to monitor progress or draw comparisons.

32. No attempt has been made to link multi-year budgeting with Policing Plans by costing key activities to ensure resources are available to finance objectives and priorities included in plans. The Best Value agenda advocates costed service plans linked with multi-year budgeting and in this theme this issue has been addressed in Paragraph 4.81, Financial Resources.

## Public Performance Reporting

33. The aim of Public Performance Reporting is to provide the framework for a service to identify the performance information stakeholders need in order to form a view on the achievements of the service and present this in a form that people find useful. The content of Public Performance Reporting should be easy to understand, concise and include:

Information on what services it provides, what people can expect of them, and how people can get access to them

Information on what the service has learned from consultation about what matters to its stakeholders and what it is doing to respond to these concerns

Information that shows how the service is working with other bodies to best meet the needs of its communities

Information that allows the public to see that the service is focusing on priorities and achieving value for money on behalf of its communities

Trend information, comparative information, and performance against targets or benchmarks to help stakeholders assess how well the service is performing.

34. The process of consultation for compilation of the PPR includes wide liaison with elected community representatives and Public Satisfaction Surveys.

35. The force produces a Public Performance Report (incorporating the Chief Constable's Annual Report and the Policing Plan) which provides a commentary on each of the force's Strategic Intentions and performance information from each of the local command areas/force departments against the objectives described in the Policing Plan. The PPR also documents the Goals that the force has set itself for the forthcoming year and beyond. An updated Service Review Schedule is also included with the Report.

36. Whilst taking into account liaison with community councils, area committees, elected representatives and annual Inspector's area briefings, there is a need to consider whether the PPR is sufficient as the only reporting mechanism to be used in providing information for stakeholders. We were concerned that the PPR is produced only on an annual basis. The force will wish to move towards more specific, regular information, for example, the development of the web-site or local newsletters/press releases on the outcome of local initiatives.

## People Management

### Use of people

37. Having developed the Policing Plan and identified the available resources, it is important that there are mechanisms in place for informing staff of what is expected of them, setting objectives and reviewing performance.

38. In common with all Scottish Forces, Dumfries and Galloway Constabulary have an established performance appraisal system which allows for an individual's contribution to force, divisional, departmental or beat priorities to be reflected in their role requirement.

Specific to Best Value review teams:

39. Responsibility for carrying out the review lies with the Heads of Department who have responsibility for the area being reviewed. They are responsible for drawing together a Review Team.

40. The force's Best Value Officer and Service Review Officer attend initial Service Review Team meetings in order to outline assistance available from Corporate Services.

41. Best Value Review Teams are determined according to the requirements of the review, staff availability and other demands.

42. Consideration of skills and competencies is given at the formation of a review team.

43. No formal skills analysis or training relevant to service reviews has been undertaken

44. The force may wish to give consideration to the development of a selection process, encompassing determination of the required skills and competencies, for the staffing of teams engaged in best value service reviews.

## Partnership and Resources

### Financial Control and Reporting

45. Elected members and senior management should regularly review the financial health of the service. Monitoring reports need to show the budgetary position and allow the reader to see clearly whether it is being controlled and whether previously agreed actions have been taken and are having the desired impact in terms of controlling the overall budget.

46. Budget holders should have clear responsibilities and receive training and support to ensure that they have the necessary skills for managing budgets. They should receive adequate and timely information to enable them to manage their budgets and performance and take effective action to deal with under/over-spends.

47. The joint inspection team identified a number of satisfactory practices with regard to financial monitoring and control. For example:

'Monitor performance and the use of resources to enable sustained and continuous improvement and ensure best value' is listed as an Action Point within the Force Strategy document.

Devolved financial management was introduced on 1 April 2000 with all service departments receiving monthly monitoring reports.

Specific budgetholders have been identified as part of the scheme of devolved financial management.

Members of the Force Policy Group receive monthly revenue and capital monitoring reports.

Members of the Council's Finance sub-Committee receive monthly reports on projected revenue outturn

A manual on devolved budgeting and general financial management has been prepared and ongoing support is available from the central finance team

48. Scope for improvement, however, was identified with regard to the following areas:

Financial Regulations specific to the force have not yet been developed.

Support services are not covered by service level agreements and the charge to the force matches the budgeted cost. It is appropriate that agreements exist between the force and service providers which quantify the services to be provided

49. In addition, consideration needs to be given to review of the documented scheme of 'Devolved Budgeting'. Currently this provides no information on the procedures to be followed by budgetholders with regard to reviewing and taking action on the revenue budget monitoring reports.

50. The Internal Audit section within the Council is embarking on a programme of major change and there is no formally approved strategic plan in operation for internal audit in the current year. The level of internal audit activity should be targeted at those areas of risk that merit investigation and/or validation, based on the overall audit strategy within Dumfries and Galloway Council. A Strategic Audit Plan therefore requires to be developed which will result in audit work within the force being based on an overall risk assessment undertaken within the Council.

51. As explained in paragraph 4.81, no attempt has been made to link multi-year budgeting with Policing Plans by costing key activities to ensure resources are available to finance objectives and priorities included in plans. The Best Value agenda advocates costed service plans linked with multi-year budgeting. Again this theme has been further developed in Section 4.81, Financial Resources.

52. The Head of Financial Services has prepared a three-year Financial Services Strategy. While this provides an overall statement of the purpose of each service within the Section, it does not provide an overall framework within which service provision and improvement for the finance function sit. This issue has been addressed previously in section 4.82 and is the subject of a recommendation

## Processes

### Continuous improvement

53. A Best Value service should actively develop performance measures for its own use and review the key processes that determine whether its services deliver customer centred, cost-effective services. There should be a broad and structured approach to learning from other organisations, including comparing the service's performance, what it does, and how it does it. In addition, staff should be encouraged to share knowledge and learn from others.

54. There are many activities the force could promote under this heading e.g. benchmarking, developing performance measures, establishing improvement groups, providing fora for staff to share experiences both within the force and with other forces/organisations, developing databases of good practice and making staff aware of what is available and where they can access it.

55. The joint inspection team noted the following practices taken to promote continuous improvement within the force:

Responsibility for the force's approach to Best Value falls to the Superintendent, Head of Corporate Services. Within this department the Chief Inspector and Inspector undertake a range of activities to promote and co-ordinate Best Value. The dedicated members of staff – the Best Value Sergeant and an Administrative Assistant, assist them.

Officers have the opportunity through secondment to compare performance against that delivered elsewhere. The force is also represented at the full range of national police committees where good practice is exchanged.

Focus groups are responsible for considering all local and national matters arising from the consultation process and translating these into a workable set of strategic actions and targets for consideration of inclusion in the final Force Strategy and Charter. The Groups consist of a representative number of staff at various levels.

A Force Strategy Event is held on an annual basis that covers the main themes of the Strategy and the Charter. A report of the Event day is prepared by the five focus groups.

56. As noted in Paragraph 11, the joint inspection team believe there is scope to develop the Best Value culture within the force. It is intended that the Best Value Sergeant who will circulate material, undertake training presentations and liaise as required outwith the force (for example the Modernising Services Department within Dumfries and Galloway Council) will perform this role.

57. The joint inspection team believe there is also scope to develop mechanisms to make staff aware of good practices

## Service Reviews

58. Best Value reviews should rigorously assess what the activity is aiming to achieve, whether it is still required, and whether it will continue to meet future needs. There should be a systematic approach for evaluating options for providing a service, including competition where appropriate, to ensure that customers receive the highest quality of service possible within the resources available.

59. All activities should be reviewed and involve the application of the four 'C's (i.e. consult, compare, compete, challenge). Senior management should agree a service review programme which includes topics of a reasonable size that link with the service's priorities as laid out in the strategic plan and/or policing plans. Such a programme should have specified targets for completion of tasks in order that the programme can be monitored and corrective action taken as appropriate.

60. The corporate centre should perform a support role in terms of providing advice and guidance with the involvement of staff actually delivering the service in the review team. Guidance should be available on how to conduct a service review covering, for example:

The application of the 4 'C's – compare, consult, compete and challenge  
Undertaking an option appraisal exercise  
Providing a template for the report, and  
Specifying the reporting framework that will deal with the final report (i.e. who will give consideration to the recommendations and decide whether and how they should be implemented).

61. Finally, an organisation needs to consider resources and training with regard to service reviews. A service review which deals with a significant area will require appropriate resources to fully explore the issues. Training will be necessary to ensure that the review is rigorous enough to address the 4 'C's option appraisal and provide an element of independent challenge.

62. The following practices were noted by the joint inspection team in support of action taken by the force in relation to service reviews:

The force has a Service Review Manual which outlines the procedures to be followed in relation to undertaking service reviews.

The force has a two-tier service review structure whereby service reviews are initially carried out only in respect of a summary benchmarking exercise. Thereafter, a preliminary report is submitted to the Policy Group as a 'business case' for or against a full service review.

A Review Initiation Document is used for all new reviews, which confirms that the Policy Group has approved a proposed review. This Document allows the Policy Group to ratify the composition of the Service Review Team, agree with the proposed terms of reference, and to have an input on completion date.

The force's Best Value Officer and Service Review Officer attend initial Service Review Team Meetings to outline assistance available from Corporate Services (in respect of benchmarking, process mapping, surveys etc) and others, and as required to give continued advice and assistance.

Day to day management of the service review programme falls to the Best Value Officer who ensures that the timetables and progress of review activity are pursued and reported.

The force acknowledges that progress against the original timetable was hampered by a number of factors and the original timetable has therefore been subject to change.

While many of the reviews undertaken to date have produced useful results and in some cases savings have been made (e.g. a catering review which identified annual savings of £26,000 per annum), we would have difficulty classifying a number of them as Best Value service reviews (e.g. Missing persons Review).

63. In addition, scope for improvement was identified with regard to the following areas:

There are no obvious links between the selected reviews and the force's priorities. (Heads of Department set review priorities in consultation with one another.) Criteria need to be established by the force in determining the overall programme of service reviews.

Final reports arising from service reviews incorporate an improvement plan with targets to secure improvement. The Policy Group endorses the reports. No formal Implementation Plan is prepared, however, to provide a framework for continuous improvement.

There is scope to develop management information in respect of the cost of carrying out each review and the resulting gains or savings in terms of efficiency, effectiveness or cost.

64. Serious consideration needs to be given to the independent challenge role of service reviews. The force's Service Review Manual includes the requirement that a Service Review Team should examine:

The objectives which relate to the process or function under review  
What meets its needs and whether there are any needs which it should meet but doesn't  
Whether it is required at all  
The level and way in which services are delivered  
Whether there are better ways of meeting the needs.

65. This requires the reviewer to consider how the service could be provided in a more efficient and effective way. The force has introduced the concept of a "critical friend" to introduce independent challenge to the review process.

## Recommendation 2

It is recommended that the force review the process for the selection of service areas for Best Value review and their linkage to the strategic priorities for the force. The Best Value service reviews selected, and formal Implementation Plans arising from the reviews, should be encompassed within a programme which allows for monitoring of progress against given milestones.

### Dumfries and Galloway Constabulary 'Self Selected' Best Value Service Review

66. Best Value reviews should assess what the activity is aiming to achieve, whether it is still required, and whether it will continue to meet future needs. The four 'C's should be rigorously applied. In addition, there should be a systematic approach for evaluating options for providing a service, including competition where appropriate, to ensure optimum quality in service delivery within the resources available.

67. Arising from the HMIC report 'A Value Judgement? A Thematic Report on Best Value within the Police Service in Scotland', Dumfries and Galloway Constabulary were requested to self-select a Best Value service review, representative of their overall approach, for consideration during the primary inspection. Dumfries and Galloway Constabulary self-selected 'Warrants Review Part 1' (Administrative and Operational) as a representative example of their service reviews and this was examined in some depth as part of the joint inspection. The Review is complete having been undertaken during 2001.

68. The Review was undertaken in two parts: Part 1 deals with the internal administration and processing of Warrants; Part 2 deals with the issues arising from the receipt of Warrants from the Procurator Fiscal, Sheriff Clerks and District Courts. The Review Group was headed by a Chief Inspector (Corporate Services). The Review Team Leader was an

Office Manager (Corporate Services). The remit of the Warrants Review Group was to review and examine the processing of Warrants (Administratively and Operationally), taking cognisance of the disciplines of Best Value and where appropriate to make recommendations for improvement. The terms of reference for the review were to consider the following:

- Volume of Work
- Appropriate staffing levels given work volume
- Process Mapping for the office procedures
- The most appropriate management lines for the Warrants Officer
- Standard Operating procedures in particular:
  - Receipt and logging of Warrants
  - Documenting and execution of Warrants
  - Monitoring the checking of unexecuted Warrants
  - Entry of Warrants on PNC
  - Devolvement/central recording of warrants
  - Distribution or central retention of original warrant documents

69. A comparison of the review against the 4 'C's revealed the following:

**Compare** – Process Mapping/Flowcharts were completed for all areas concerned in the processing of Warrants, detailing the current procedures and resources involved. These processes were amalgamated and forwarded to all forces in Scotland stating that Dumfries and Galloway Constabulary were undertaking a review of the warrants function and wished to benchmark against other forces. Members of the Review Group visited two forces, Central Police (Stirling) and Fife Constabulary (Dunfermline) for closer examination of workflow and staffing levels.

**Consult** – Correspondence from several areas in the force had previously highlighted a variety of issues that were of concern relating to the processing of Warrants. All areas of the Force were represented on the Review Group to ensure that views relating to the internal administration and processing of Warrants were gathered and taken forward. Consultation with the Procurator Fiscal, the Sheriff Clerks, and the District Court was undertaken during Part 2 of the review.

**Compete** – Owing to the legality of the function carried out by the Warrants Department the review did not offer scope for competition or option appraisal. It was proposed during the review, however, that representations be made to ACPOS Best Value sub-committee to explore the possibility of legislative change in order that processing of certain types of warrants could be undertaken by authorities other than the police.

**Challenge** – The force has a legal obligation under the Police (Scotland) Act 1967 to carry out all legal directives from the court including the execution of warrants. In addition, effective and efficient procedures are required in order that Warrants will stand up to the close scrutiny of judicial examination. No clear challenge was provided by the review.

70. The report arising from the review included eleven recommendations.

Comments arising from the joint inspection examination of 'Warrants Review'.

71. While acknowledging the scope and quality of the review and that detailed comparison and internal consultation was carried out, the joint inspection team view is that this service review falls short of being considered a Best Value service review. The particular remit of this study did not provide for independent challenge by someone outside the review group. Provision was not made for competition or appraisal of different service delivery options and consultation did not include service users and other stakeholders outwith the force (we acknowledge that this latter element will be covered by the second part of the review). It is therefore questionable whether this review was conducted in accordance with the full rigour of the Best Value process.

## Results

### Performance Monitoring and Reporting

72. The aim of performance monitoring and reporting is to link targets and goals set in the Force Action Plan with actual performance, in order that progress can be reported back to stakeholders and the next action plan amended accordingly.

73. A Best Value service has a rigorous performance monitoring system in place. It has identified a broad range of measures that cover all important aspects of performance. Information is reported clearly and in a timely manner. Trend information is used to help assess how the service's performance is changing. Comparative information is used to help identify scope for improvement and managers review the information regularly and use it to control performance.

74. In Dumfries and Galloway Constabulary, the joint inspection team noted that a full range of performance information is presented monthly to the Policy Group in the form of the Performance Information Briefing Schedule (PIBS). This document includes Crime (Incidence & Detection), Road Collisions and Casualties, Response Times, Visibility, Absence Absence, Firearms and Explosives Licensing, Finance, and Charge Report Submission Times. The Schedule is circulated internally and includes performance information for the period compared against the force's targets.

75. HMIC and Audit Scotland attach considerable importance to the level of performance and communication of the 'results' achieved by an organisation. On a quarterly basis all action managers (identified in the Force Action Plan) are now required to report on progress made in respect of the identified actions for which they are responsible. This information is circulated internally and also to the Police, Fire & Public Protection Committee and other community groups and representatives. The progress made in relation to the actions is recorded in a monthly diary format. There is however no direct link between the progress recorded per the diary and the targets set out in Force Action Plan.

# Annex B

## Force Progress on recent/selected HMIC Thematic Inspection Reports

### Asset Confiscation

Following recommendations and suggestions of the Thematic Inspection “Making Crime Pay” HMIC noted that the force:

- Has identified that a Financial Analyst would be beneficial to financial investigation, and will recruit an Analyst when staffing levels permit
- Supports awareness training for Intelligence Officers in order that they may recognise the value of and opportunities for financial investigation
- Makes appropriate use of financial disclosures by ensuring that they are investigated to an agreed national standard in Scotland
- Has a very close co-ordinated working relationship with the FIB and FFIU, which ensures that all intelligence opportunities are exploited at the initial stages of enquiry.

### Special Branch

In response to the recommendations and suggestions made in the Special Branch Thematic Inspection “For Police Eyes Only” HMIC noted progress as follows:

- Protocols were now in place in respect of immigration Service and Custom & Excise
- Local vulnerable businesses meet bi-monthly under the heading of Security Liaison Group
- A job description for the post of Detective Superintendent (HSB) had been prepared identifying the role in relation to Special Branch
- Clear and identified links exist between Force Executive and Special Branch which ensures a two way flow of information.

### Best Value

In respect of the recommendations and suggestions made in the Thematic Inspection “A Value Judgement” a joint Inspection by HMIC and Audit Scotland has been carried out which examined Best Value in depth. Progress in a number of areas had been evidenced.

### Complaints

In response to the recommendations and suggestions of the thematic inspection ‘A Fair Cop?’ Dumfries and Galloway Constabulary has incorporated those required actions which can be addressed at force level into the Complaints and Professional Standards Unit policies or procedures.

HMIC notes progress made in respect of:

- Incorporation in letters to complainers of an explanation of the independent investigative role of the Procurator Fiscal.
- Agreement, following a meeting between the Deputy Chief Constable and the Regional Procurator Fiscal for the investigation of complaints by external forces.
- Implementation of the Abuse of Power Working Group and extension of local reporting opportunities.
- Agreement following a meeting between the Deputy Chief Constable and the Regional Procurator Fiscal concerning the timing of formal misconduct hearings.
- The maintenance of statistical records of letters of appreciation.
- The holding of joint training for potential chairpersons of misconduct hearings in conjunction with Strathclyde Police and Fife Constabulary.
- The holding of training for investigating officers.
- The administration by the Complaints and Professional Standards Unit of all civil claims
- The setting of timescales in respect of preliminary enquiries and attempted conciliations.
- The formulation of a policy in respect of the suspension of police officers.
- The analysis of complaint patterns being utilised by senior management groups and fed into operational policing through training and feedback.

# Annex C

## HMIC Inspections of the Policing of Kamp Van Zeist

On the evening of 21 December 1988 Pan America World Airways Boeing 747 Jumbo jet was destroyed by an explosion over the town of Lockerbie, Dumfriesshire. Two hundred and seventy people were murdered in the attack resulting in the largest criminal investigation in the United Kingdom. The investigation subsequently led to the issue of petition warrants in 1991 and following diplomatic negotiations, the extradition of two Libyan suspects to Kamp Van Zeist on 5 April 1999. At Kamp Van Zeist a Scottish court was created from an agreement between the governments of the United Kingdom and the Netherlands allowing the granting of The High Court of Justiciary (Proceedings in the Netherlands)(United Nations) Order 1998. In January 2001 one of the defendants, Abdelbaset ali Mohamed al-Megrahi was convicted of murder. Having failed with an appeal in March 2002 he was transferred to HM Prison Barlinnie. This will lead to the winding down of the Kamp Van Zeist operation and allow the force the opportunity of redeploying the personnel to duties within the force.

The policing of Kamp Van Zeist quickly evolved into a complex operation conducted in partnership with other stakeholder agencies. The force was able to staff the operation through mutual aid while still maintaining a corporate identity at the site. The operation was regularly subjected to review using the "Best Value" framework involving other stakeholders including the Scottish Court Service and the Scottish Prison Service. In total three reviews were conducted by the force resulting in a formal operational requirement of the tasks to be performed and the standard applicable, a review of staff numbers, performance targets and recommendations as to physical security. The operation has been a major drain on the resources of the Scottish Police Service and Dumfries and Galloway Constabulary in particular. The force has invested experienced officers of all ranks in policing the operation and has been forced to backfill with acting ranks.

Her Majesty's Chief Inspector of Constabulary Mr William Taylor conducted an inspection of the policing arrangements of the Scottish court at Kamp Van Zeist in the Netherlands during November and December 2000. This was the second inspection of the policing arrangements, the first being in April 1999. The purpose of the formal Inspection was to examine the effectiveness and efficiency of police officers and a police operation based and taking place mostly outwith the U.K. HMIC also examined the progress in response to the seven recommendations and general comments made following the 1999 inspection.

### Recommendations April 1999

Following the HMIC 1999 Review, HMIC made recommendations in a number of areas including:

- Establishing terms of reference for the policing operation in the Netherlands at the earliest opportunity.
- Preparing a revised policing plan consistent with the level of threat assessment.

- Ensuring that while there is significant deployment of armed officers command on site should not fall below Superintendent level and secure communication should be made available for the site commanders to have immediate access to a designated officer of ACPOS rank.
- Establishing a firm cost control mechanism involving regular monitoring, specific targets and the challenging of any overspends.
- Ensuring that the site commander be supported by police officers or support staff competent in the Dutch language.
- Addressing the issue of civil and other liabilities in respect of the police operation in the Netherlands.

The force addressed all of these recommendations promptly and they were all discharged by the time of the second inspection.

#### Recommendations December 2000

Following the December 2000 inspection, HMIC recommends that:

- The force consider enhancing security of the armoury buildings by providing CCTV coverage of the area.
- The force monitor the effectiveness of the briefing process to ensure that staff commence duty at KVZ fully capable of understanding and carrying out their job in a professional and confident way.
- The Chief Constable negotiate with the Registrar the provision of suitable radio and telephone audio recording equipment and thereafter introduce a robust policy for its use.

The force quickly discharged all of these recommendations.

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