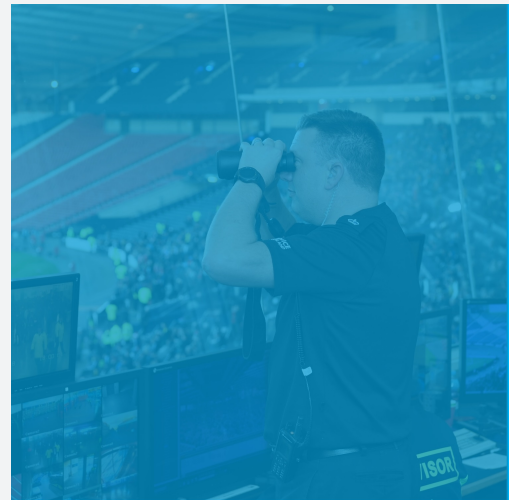

HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+ Inspection of the Resourcing of Events

May 2019



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HM Inspectorate of Constabulary in Scotland

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

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

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

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

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

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

² HMICS, [Corporate Strategy 2017-20](#) (2017).



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Our inspection

The inspection was carried out alongside the wider inspection of local policing in Greater Glasgow Division conducted in 2018 under the HMICS Local Policing+ Inspection Programme. A report of our inspection of local policing in Greater Glasgow was published in March 2019.³

The aim of this inspection was to assess the efficiency and effectiveness of the way in which Police Scotland resources events, by examining how the process works in Greater Glasgow Division. The subject of events resourcing was raised as an issue by officers and staff in previous inspections. Divisional Commanders from across Scotland also identified it as a concern when we carried out engagement interviews in December 2017.

Since the establishment of Police Scotland in 2013, the approach to resourcing events has aimed to achieve consistency for event organisers and policing divisions. HMICS recognises that structures, processes and policies relating to event planning in Police Scotland continue to evolve. We were impressed by the commitment of officers and staff to achieve improvements.

Our inspection was focused on the police resourcing of events and is not concerned with the management of events in general and did not include consideration of event management legislation or guidance. Also, our inspection does not examine the resourcing of Royalty and VIP visits. As the inspection looked at the resourcing of events within Police Scotland, we did not examine partnership arrangements specifically. Having said that, in the course of the inspection, evidence emerged of strong partnerships in particular in the form of Safety Advisory Groups, which consider all aspects of planning for events.

In this report we identify key findings and make fifteen recommendations in relation to Police Scotland's overall approach to resourcing events. In response to our inspection, Police Scotland will be asked to create an action plan to address our recommendations. We will monitor progress against this plan. The implementation of these recommendations will allow Police Scotland to develop its processes regarding the resourcing of events, ensuring that they continue to be policed safely whilst reducing the impact upon officers, staff and local communities.

During our inspection we reviewed documentation and carried out fieldwork, which included engagement with over 200 officers and staff in interviews and focus groups.

Our inspections are based on an inspection framework which ensures a consistent and objective approach to our work. This inspection will focus on five of the themes:

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

HMICS would like to thank all those who participated in our inspection. The inspection was led by Lead Inspector Tracey Robinson, with assistance from support and associate inspectors. Executive lead was provided by Roddy Irvine, Assistant Inspector of Constabulary.

Gill Imery QPM

HM Chief Inspector of Constabulary

May 2019

³ HMICS [Local Policing report](#).



Key findings

Outcomes

Police Scotland has a proven track record for delivering safe events. Over 6,600 events were recorded on Police Scotland's National Events and Operations calendar in 2018.

Officers and staff are concerned about the volume of events and report a negative impact on their ability to deliver policing in their communities.

Information is clearly contained on the Police Scotland website that signposts the public or event organisers as to how to notify police of an event.

Officers and staff are aware of the desired outcome of events, which is predominantly to maximise public safety and minimise disorder. Strategic intentions are outlined in operational orders as a matter of routine and briefed to officers.

Events are delivered safely but it is less clear what impact the resourcing of events has on the effective delivery of other aspects of policing in the division and across Scotland.

A robust evaluation of whether the type and number of resources provided to an event was proportionate is not routinely carried out.

Leadership and governance

The Police Scotland model of having a national and divisional approach to the resourcing of events should be improved.

There is evidence of commitment to improvement across the events business areas which may positively impact on the resourcing of events, including the establishment of an Events Professional Reference Group and a Resource Management Group, although benefits are yet to be seen.

The transfer of Resource Deployment Units into the structure of Emergency, Events and Resilience Planning is a positive development.

The event commanders' course is aimed at Silver (tactical) level. There is nothing similar available for Gold (strategic) or Bronze (operational) command. Also, it is not consistent with the training regime in the rest of the UK.

Governance of cost recovery is limited to those events which exceed a specified cost. Audit and assurance is required for all aspects of cost recovery.



Planning and process

In terms of the notification process of events, a divisional or regional approach is often taken rather than a holistic view which takes account of other demands across the service.

Police Scotland's 'Event Notification and Classification' and 'Cost Recovery' Standard Operating Procedures are outdated.

The resourcing of events is complex and different processes and procedures for identifying officers and staff are being used throughout Scotland, which impacts upon efficient and effective resourcing of events.

There are variations in the processes and roles performed by officers, even within the same departments, for example Emergency, Events and Resilience Planning (EERP) and Resource Deployment Units (RDU). This causes confusion and inefficiency.

The process of regional resourcing, using an East, North and West model does not always identify the most appropriate resource.

People

The officers and staff involved in the resourcing of events are committed to their roles and professional in their approach.

The Scottish Police Federation (SPF) has applied different interpretations regarding police regulations across the country, which has caused confusion and makes the resourcing of events more complex.

Resource

In terms of cost recovery, the charges permitted do not reflect the resources provided, the costs incurred or the full operational impact of events upon Police Scotland.



Recommendations

Recommendation 1

Police Scotland should simplify the resourcing of events across Scotland by creating consistent national processes, structures and roles.

Recommendation 2

Police Scotland should revisit and if appropriate reprioritise the improvement of the Scope system to ensure it facilitates efficient resourcing of events.

Recommendation 3

Police Scotland should introduce a robust method for recording the full impact of events on policing, including a post event review of the resource deployed to determine if it was proportionate and necessary.

Recommendation 4

Police Scotland should develop a framework or means of guidance for event commanders regarding the level of resource required and a means of considering the risks to the wider policing environment.

Recommendation 5

Police Scotland should update the Standard Operating Procedures in relation to 'Event Notification and Classification' and 'Cost Recovery'.

Recommendation 6

Police Scotland should review event classifications to ensure there is national consistency.

Recommendation 7

Police Scotland should consider a central point for the notification and classification of events so that a national overview may be applied.

Recommendation 8

Police Scotland should progress demand analysis products to ensure that there is a consistent understanding of demand to inform the resourcing of events.

Recommendation 9

Police Scotland should review the criteria and guidance as to which events are classified as national or divisional.

Recommendation 10

Police Scotland should devise an approach to identify resources from divisions based on a holistic assessment of risk and demand on divisions at the material time.

Recommendation 11

Police Scotland should remove the regional resourcing model to find a more effective way to identify resource and rationalise the varying processes to ensure the most appropriate resource is allocated to the event.

Recommendation 12

Police Scotland should work with the Scottish Police Federation to agree national guidelines relating to officer deployment at events.



Recommendation 13

Police Scotland should carry out a comprehensive examination of all additional officers and staff who should be added into the deployment pool for events to reduce the impact on officers within local policing divisions.

Recommendation 14

Police Scotland should review whether event commanders and event planners would benefit from continuous professional development or refresher training to maintain up to date skills and knowledge and promote a consistent approach across Scotland to the resourcing of events.

Recommendation 15

Police Scotland should develop a central point for cost recovery, including review, application and audit which would provide consistency across Scotland.



Context

1. Ensuring safety at a public event is primarily the role of the event organiser or the person with responsibility for the venue (landowners if on private land, local authorities if on the roadway). Prior to the introduction of cost recovery⁴ police officers routinely deployed to events free of charge and were often carrying out roles that did not require warranted powers and could more appropriately be discharged by other agencies. Whilst partnership arrangements were not examined by this inspection, there was clear evidence that Police Scotland commits to a partnership approach to events planning and delivery across the country.
2. Police should be notified of events to determine if there is a role for police officers and if they are required to be present. Public safety at events can best be accomplished if there is no crime and disorder at the event, therefore the roles the organisers, emergency services and stakeholders play are interdependent. Additionally, the current threat level has required security at events to be reconsidered, recognising that threat and risk has changed and that the public must feel safe and reassured.
3. Local councils, particularly in cities, are keen to encourage increasing numbers of events. Glasgow City Council's website comments, '*Through our event management and venue hire services, we are committed to maintaining Glasgow's reputation as a global events destination and world-class city*'.⁵ Over recent years, Scotland has hosted a number of high profile events such as the 2014 Ryder Cup, the Commonwealth Games 2014, European Athletics Championships 2018 and the visit of the President of the United States 2018, as well as annual events such as the Edinburgh International Festival and Hogmanay celebrations. Events present an opportunity to showcase Scotland and Police Scotland officers and staff support these events, and others, including football fixtures, concerts, parades and processions.
4. Every policing division across Scotland regularly provides officers to attend events in their communities. Many of these events are non-commercial and resourced with limited impact on local policing and indeed are often opportunities for the police to engage with their communities. However larger events, where significant numbers of officers are required, can be challenging to resource whilst maintaining daily business. There is an impact on policing and officer wellbeing when shifts and rest days are amended or cancelled in order to police an event. With demands on policing intensifying our inspection found that Police Scotland must take measures to improve the processes and resourcing for events. There are significant inconsistencies in event resourcing across the country, which has a negative impact on overall effectiveness and efficiency.

Recommendation 1

Police Scotland should simplify the resourcing of events across Scotland by creating consistent national processes, structures and roles.

5. The challenges presented by the varying approaches to events resourcing are compounded by wide variations in the application of the duty management system for identifying and allocating resources (System to Coordinate Personnel and Establishment – Scope).

Recommendation 2

Police Scotland should revisit and if appropriate reprioritise the improvement of the Scope system to ensure it facilitates efficient resourcing of events.

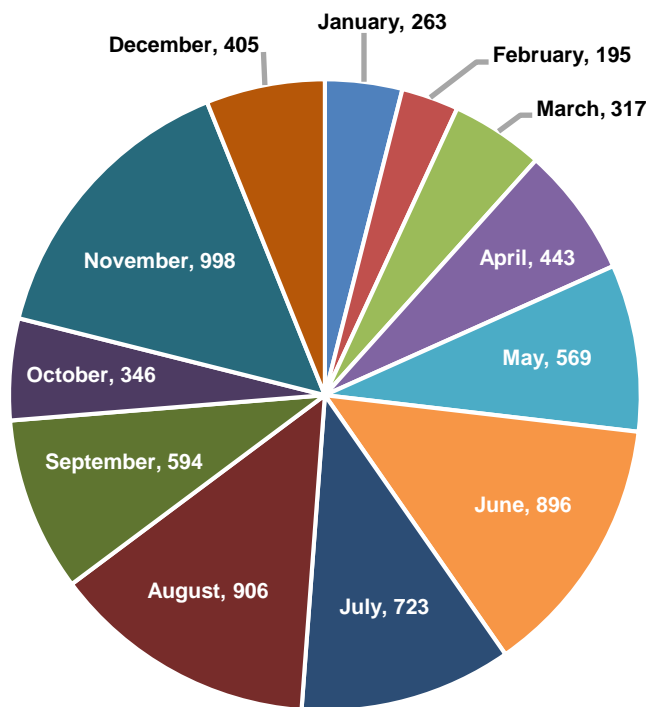
⁴ The Scottish Police Authority (SPA) approved the 'Charging for Goods and Services' policy in August 2013. The policy sets out the relevant sections of the Police and Fire Service Reform (Scotland) Act 2012, that enables Police Scotland to charge for the provision of services and outlines the principles to which the SPA and Police Scotland work to.

⁵ Glasgow City Council website - [Events](#).

Outcomes

- 6. The main outcome for police attendance at events is to ensure, along with partner agencies, that those events are safe. Police Scotland has a proven track record for delivering safe events. The policing of the Commonwealth Games in 2014 for example attracted widespread positive media coverage, and representatives from Police Scotland were invited to Australia to advise on the policing of the 2018 Games.
- 7. In 2018, there were 6655 events throughout Scotland recorded on the Police Scotland National Event and Operations Calendar.⁶ Many of these events did not require police attendance, nonetheless they still required assessment. Events in Greater Glasgow comprised 14% of that total, recording 930 events. Police Scotland works with other emergency services, event organisers and local authorities as part of Safety Advisory Groups, which provide a robust approach to planning and delivering events, covering policing, stewarding, safety measures and first aid.
- 8. Figure 1 highlights that the busiest times for events are the summer months and November (November 5 and Remembrance Day events). The summer presents an additional challenge in that officers and staff will be taking their summer leave, thereby depleting the pool of resources available. However many officers and staff commented that the impact of policing events is felt all year round, in autumn with football fixtures and winter with Christmas markets and tourist attractions.

Figure 1 – Number of events on the Police Scotland National Events and Operations Calendar 2018



⁶ The National Event and Operations Calendar is an internal system in Police Scotland to record all events that are taking place. Police Scotland has recently published that it will soon be introducing a new Scope Events and Operational Diary View. Data provided by Police Scotland – not published.



9. Whilst the number of events delivered safely can be considered a positive outcome for Police Scotland, we found evidence that officers and staff believe that deploying to events has a negative impact upon service delivery in local communities.
10. Police Scotland aims to work efficiently and effectively with event organisers, particularly in terms of providing advice and progressing the cost recovery process, where appropriate. The Police Scotland website⁷ provides clear direction to the public and event organisers, with signposting to email addresses where notification can be given by an organiser of an event or guidance provided.

Performance data

11. Debrief reports from officers deployed to events are requested but not mandatory. Most responses tend to focus on welfare issues such as the suitability of the transport provision; availability and quality of refreshments, and whether officers started and finished on time according to the policing plan. Officers completing debrief forms do not tend to comment on whether the resource allocation was appropriate or proportionate.
12. A more robust evaluation process would help to determine whether large events can be policed more efficiently. We consider it would be beneficial for Police Scotland to collect data regarding the amount of time staff are involved in dealing with offences and crimes that have a connection to an event taking place. An event commander might refer to de-brief information relating specifically to the event to influence his/her decision making regarding resource levels. However, information regarding the wider impact of the event would assist in highlighting the true demand on policing as a direct consequence of an event taking place and highlight where the most risk is, which might be at the event but it could also be in other areas. We found limited evidence of an assessment of whether the resource deployed to an event was proportionate and whether that influenced future events.

Recommendation 3

Police Scotland should introduce a robust method for recording the full impact of events on policing and a review of the resource deployed to determine if it was proportionate and necessary.

⁷ Police Scotland – [Organising an event](#)

Leadership and governance

13. In terms of leadership and governance in relation to the resourcing of events, there are a number of individuals and departments involved. Whilst officers and staff work well together and there is a sense of cooperation and teamwork, the structures involved inhibit efficient and effective working.
14. Our inspection found that the resourcing of events often involves a regional approach, and the East, North and West regions feature in many of the processes. Figure 2 represents the divisions contained within each region.

Figure 2 – Policing divisions and regions

Region	Area	Division
East	Central Scotland	C
	Edinburgh	E
	The Lothians and the Scottish Borders	J
	Fife	P
North	North East	A
	Highlands and Islands	N
	Tayside	D
West	Argyll and West Dunbartonshire	L
	Ayrshire	U
	Dumfries and Galloway	V
	Greater Glasgow	G
	Lanarkshire	Q
	Renfrewshire and Inverclyde	K

Emergency, Events and Resilience Planning (EERP)

15. When Police Scotland was established, specialist officers and staff were formed into a national division to support local policing. Operational Support Division (OSD) is led by an Assistant Chief Constable (ACC). It includes resources such as the mounted section; dog section; public order units, and armed policing. It also includes the Emergency, Events and Resilience Planning (EERP) Department.
16. Within the events business area of EERP, officers and staff are based in the three regions. EERP is led by a chief superintendent with a superintendent in each of the regions, each with geographical responsibility and different portfolios across the planning disciplines of events, emergency and resilience planning. The superintendent in Events East has responsibility for events policy.
17. Whilst there have been efforts to standardise many aspects of the events business since the inception of Police Scotland, limited progress has been made in streamlining the processes around the resourcing of events. For example EERP has developed national approaches to planning, including event and operational order templates and training for event planners. Despite the positive impact on planners, their work is still hampered by the inconsistent structures and processes in relation to resourcing of events.



18. The chief superintendent EERP has recently formed a Resource Governance Group. Members include superintendents Events East, North and West, as well as the force resource manager, the Scottish Police Federation (SPF) and the Association of Scottish Police Superintendents (ASPS). The work undertaken by the group includes progressing the implications of the Workforce Agreement,⁸ discussing how officers on Local Days of Action⁹ can be used for events and examining how officers and staff not currently included in the deployment pool for events can be added. The intentions of this group are positive, although progress appears slow. However it is noted that recent information was circulated in Police Scotland that the classification of events has been considered by the group and a new SOP will be published imminently. Likewise, there will be a new Events and Operational Diary View. It is the view of HMICS that whilst these developments are positive, they do not address the confusion surrounding policies and processes for event resourcing.
19. Another development has been the introduction of an Events Resourcing and Review Group, which is attended by representatives from multiple policing disciplines and local policing divisions to consider events for the following six months. It is too early to assess the benefits of this group but its creation and intention are positive.
20. EERP in all three regions also carry out reviews of the National Events and Operations Calendar as part of environmental scanning and a quality assurance process to identify if any event plans require to be amended. It was noted, however, the focus appears to be inclined to assessing whether the resources need to be increased, rather than consideration of whether the number of officers could be reduced. Additionally there was no evidence that, when considering resources, the operational impact upon the divisions supplying the resources informed decisions. These reviews are also carried out on a regional basis, rather than a group considering the wider demands and risks across the service.
21. The national context is considered by EERP East, North and West. Each area has daily morning meetings where forthcoming events or resourcing concerns are discussed. Following the daily meeting, EERP senior management team have a teleconference where concerns are shared or escalated. However EERP are still constrained by existing structures and different processes being applied. Whilst EERP provides the national oversight it would appear it does not have the resource or the autonomy to make the changes and improvements necessary to ensure events are resourced in the most efficient and effective way.
22. A further superintendent has recently joined EERP, with the remit of looking at resourcing and mobilisation. We found evidence that officers and staff regard this as a positive addition if it helped to influence the resourcing of events becoming more efficient. It is noted that Police Scotland has previously invested in projects specifically to review the different resourcing models across Scotland and examine the options for the redesign of resourcing models to find a system that would work nationally. These projects had limited impact and at the time of our inspection a business case to request the reinstatement of the project had been declined. Whilst this additional superintendent role will enable a focus on resourcing and mobilisation, it is unlikely they will have capacity to identify and implement the changes required to improve efficiency.

⁸ The Working Time Regulations Workforce Agreement – Federated ranks – was agreed in June 2018 between the Police Federation and the Chief Constable. The agreement is in relation to the purposes of Regulations 41 and 23 of the Working Time Regulations 1998 (as amended). Further details are provided at Paragraph 62.

⁹ Local Days of Action are days set aside by Police Scotland to focus on initiatives or when high demand is anticipated and extra resources will be required. LDAs are currently under review.

23. EERP now includes the national Resource Deployment Unit (RDU) which previously resided within People and Development. HMICS views this as a logical development and there is an opportunity to streamline processes and facilitate the ongoing improvement which remains necessary. Officers and staff from the RDUs are based in the three regions, East, North and West as well as national divisions.

Event Commander

24. Officers who wish to become event commanders must be nominated by their divisional commanders. The event commanders course is owned by EERP East and the course documentation outlines that one of the objectives of a qualified event commander is to *'Evaluate all available resources, including risk assessment, intelligence, partner agency reports and social media to produce a Tactical Plan for an event'*.¹⁰
25. The event commanders course is aimed at the tactical level (silver)¹¹ of command. It is of note that courses for strategic (gold) commanders or operational (bronze) commanders do not exist (other than in the related discipline of Public Order). This is a gap that Police Scotland should consider. A gold commander has responsibility for the resources at an event. A tactical (silver) commander will consider what resources are required for an event before presenting their plan for the strategic (gold) commander to approve their plan. It is therefore the responsibility of gold commanders to challenge and ensure the resourcing levels requested are proportionate. It is noted that command training is not in line with the rest of the UK. The College of Policing does not currently provide any specific event command training, it trains Public Order/Public Safety at Gold, Silver and Bronze levels – it is not event specific training. England and Wales only utilize Public Order Commanders in event command roles, whereas Police Scotland has the ability to deploy Public Order and non-Public Order commanders to events based on the assessment of threat and risk.
26. Event commanders can be supported by a range of advisors who will highlight risks and options to reduce, negate or accept risk relating to the event. This can include a Counter Terrorist Security Coordinator; Public Order Tactical Advisor, and Firearms Tactical Advisor. An event commander must make decisions on the information and advice provided and should record the rationale for decisions.
27. Event commanders and advisors, as individuals, will all have different appetites for risk. This may result in more risk averse plans and enhanced resourcing based on personal preference rather than consistent assessment of intelligence and risk. Indeed, during our inspection officers commented that in their view, part of the reason that events passed successfully was that they were over policed on occasions because event commanders were cautious and risk averse. We were told this was particularly apparent following terrorist attacks at events, when numbers of officers deployed was almost always uplifted with limited evidence this was based on intelligence or specific risk assessment. Wherever possible an intelligence led approach should be taken to ensure resource numbers are proportionate to the actual risk posed by the event when compared to the risks elsewhere in the force area.
28. Police Scotland should provide clear guidance regarding baseline officer levels for events in the form of a framework or matrix to guide commanders. This should include a means of considering the impact of that event on the wider community, so that account can be taken of the risks associated with the event balanced with the risks in the wider policing environment. This would assist commanders to demonstrate the rationale of their decision-making regarding the level of resource deployed and achieve greater consistency.

¹⁰ Taken from the Event Commander Course Candidate Information and Selection Criteria document provided by Police Scotland – not published.

¹¹ Command structure adopted in Scotland.



Recommendation 4

Police Scotland should develop a framework or means of guidance to event commanders regarding a baseline for the level of resource required and a means of considering the risks to the wider policing environment.

Divisional Commander

29. EERP has the national overview regarding the resourcing of events, event commanders have ownership of the specific event (and are not always officers from within the host division), but the divisional commander of the area the event takes place in also has a vested interest in the event and the resources deployed to it. The divisional commander is responsible for providing a policing service to the community in his/her area all the time, not solely when there is a specific event taking place, and will be dealing with the impact of how an event has been policed long after the event resources allocated have been stood down. This is particularly relevant when resources have come into the area from elsewhere. The evidence highlighted that the dual leadership responsibilities (for the event and for the area) can result in delays and conflict. A review of processes relating to resourcing must include defined roles and responsibilities.



Planning and process

30. The guidance for planning events is contained with the Police Scotland Standard Operating Procedure (SOP) 'Event Notification and Classification'.¹² We noted that this SOP requires review and to be updated as it does not reflect current practice.

Recommendation 5

Police Scotland should update the Standard Operating Procedures relating to Event Notification and Classification and Cost Recovery.

There are key elements to the SOP as follows.

Notification of an event

31. Police Scotland provides information on its website for those intending to hold an event. It provides contact addresses for EERP events units in the three regions and explains that when notification is received by Police Scotland it will be assessed to establish what level of police support will be required.
32. The SOP states that the notification procedure is important as it '*will ensure that relevant decisions are made, supported by the fullest picture of what is taking place across Scotland*'. Our inspection found that this was not always the case and decisions are made by divisions in isolation, based largely on an assessment of what other commitments that individual division has at the material time.
33. Notification of an event can be submitted in various ways but once it is received by Police Scotland it will be added to the National Event and Operations Calendar. This process appears to work well in terms of ensuring the event is recorded but at this point there is no overview of policing across Scotland, and assessment is, at best, based on the commitments at a regional level. This effectively means the force has accepted the event and will, where necessary, be required to provide resource. However it could be that the case that pressures are on the service elsewhere, which may impact on the resilience and ability of the service to police the events whilst maintaining sufficient officers in communities. Prior to being placed on the calendar there should be a central point to provide oversight of events, particularly large events, so that where necessary plans can be amended or reviewed.

¹² Police Scotland 'Event Notification and Classification' Standard Operating Procedure – not published.

Classification of an event

34. The SOP details that the planning structure and resources applied to an event will be determined following an assessment of risks, past events, intelligence and a range of other factors. Events classifications are detailed in the SOP as follows:

- **Unclassified:** *An event characterised by no direct police involvement apart from awareness of an event taking place. It is important however, that these events are appropriately recorded and briefed to staff within the relevant Division, as circumstances may subsequently change to alter the initial assessment, or the existence of a number of small-scale events may influence decision making in other areas.*
- **Level 1:** *A local event that can be resourced and commanded using divisional resources with minimal assistance from Specialist Operations Division.¹³*
- **Level 2:** *An event that has multi divisional implications or an event that requires conventional resources from more than one division or significant assistance from Operational Support.*
- **Level 3:** *An event that has national (Scottish or UK) implications or an event that requires mutual aid from another force.*

Football events are considered using the categories as follows:

- *Category A - Low Risk*
- *Category B - Medium Risk*
- *Category C - High Risk*
- *Category C-IR - High Increased Risk*

The SOP states that there may be exceptions to these categorisations, but does not stipulate what they are. The SOP details that classification should be carried out in the following way:

- **Unclassified:** *Divisional Coordination Unit (Dissemination only);*
- **Level 1:** *Divisional Coordination Unit;*
- **Level 2:** *When an event has been classified as Level 2, discussions will take place between the Head of the relevant Planning Unit (Supt North, East or West) and the respective Divisional Commander(s) (or their representative), to agree and document ownership and responsibilities;*
- **Level 3:** *ACC in consultation with chief superintendent, EERP.*

35. Unclassified events and Level 1 events may result in passing attention or attendance from officers. These are generally non-profit, community events and broadly considered as part of daily business for divisions. The resourcing of such events is generally straightforward but can become more complex if there are multiple unclassified, Level 1, 2 or 3 events occurring concurrently, particularly if there are numerous across the service, for example November 5 bonfire events.

36. In relation to Level 2 events, the SOP describes the classification process but does not specify who is responsible for making the classification decision. This poses problems for event coordination as by the time Events EERP becomes involved to bring oversight, multiple divisions may already have committed to multiple events.

¹³ Specialist Operations Division refers to OSD.

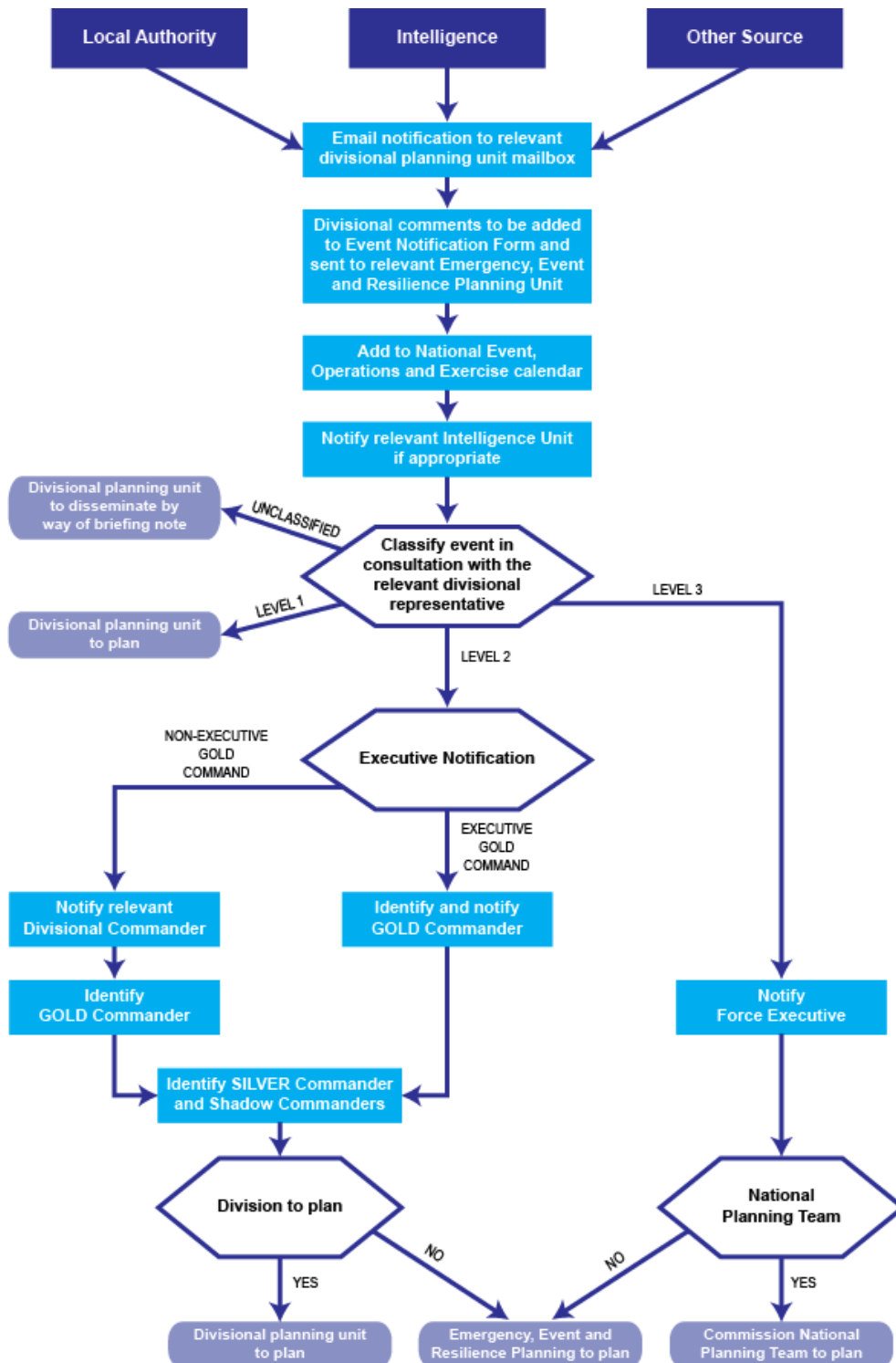
37. There is an opportunity to review events and football classifications and monitor application for consistency.

Recommendation 6

Police Scotland should review event classifications to ensure there is national consistency.

38. Figure 3 illustrates the process used by Greater Glasgow Division regarding event notification and classification.

Figure 3 - Event notification and classification:



39. Officers and staff told us they considered that a central point for classifying events would provide standardisation, consistency and a national overview to provide a broader understanding of other risks throughout Scotland. Indeed, whilst the risks associated with the event must be carefully considered, doing this in isolation does not acknowledge other demands and threats, which may take priority over the issues associated with an individual event. Local knowledge must be considered and divisions must be involved in this process. A single point for classifying events, supported by clear, robust processes, would facilitate the centralisation of events and the initial allocation of resources in a consistent fashion. Flexibility would obviously remain for the event commander, once appointed, to revise the resource allocation as planning advances.

Recommendation 7

Police Scotland should consider a central point for the notification and classification of events so that a national overview may be applied.

On duty resources

40. Legacy forces would for the most part manage their own resources for events, which may have resulted in cancelling rest days for officers or paying overtime. Police Scotland has a large pool of national resources available and as such there should be a reduced requirement to cancel rest days.
41. Therefore, when a division is looking to identify resources for an event, the binding principle is that on duty resources will be exhausted before officers' rest days are cancelled. This is a positive approach by Police Scotland to reduce the number of days being cancelled.
42. We tried to clarify how the number of resources that could be drawn from on duty resources is determined. Without exception we were told it was dependent on operational base levels (OBLs).¹⁴ Divisional commanders manage OBLs on a daily basis which will be affected by many factors including leave, absence, training and operational commitments. We were advised that many officers and staff think OBLs are unrealistic and the method for working them out is unclear and not applied consistently across the force. Similarly, some senior officers do not have confidence in OBLs as an accurate means of identifying the number of officers available in host or donor divisions.
43. We were told that OBLs are determined using differing approaches across Scotland. One implication being that not all available resources are contained within OBLs and therefore they are not a true reflection of what officers could be attached to the event.
44. If Police Scotland continues to use OBLs as a means of identifying available resource it is crucial that they are accurate and that the same principles are being used across Scotland. Police Scotland must understand demand to ensure that officers and staff are in the right place, and then agreement must be made regarding OBLs, including which officers and staff are included and what the exceptions are. Of course, OBLs will still not exclusively provide a true picture and must be combined with assessment of demand and risk in relation to the event and the wider policing environment.

Recommendation 8

Police Scotland should progress demand analysis products to ensure that there is a consistent understanding of demand to inform the resourcing of events.

¹⁴ Operational base levels provide guidelines on the minimum numbers of officers that should be on duty to be able to respond to the demands anticipated during that particular shift.



45. During our inspection we found that different methods and resourcing principles are used to identify officers to be deployed to events. For example, some resourcing staff operate on the belief that where the resource required for the event amounted to 5% or less of the total numbers of officers and staff in the host division,¹⁵ the host division should resource the event itself. Others said the 5% figure is not relevant or used.
46. We also found confusion and disagreement about what provision the host division must have made prior to the resource requirement¹⁶ being submitted. Many officers and staff we spoke to had the expectation that the host division is required to provide 50% of the overall number of resources working at the event. This threshold does not appear to be written in policy but is a principle that some resource advisors work to. Other officers and staff said they were not aware of the 50% figure and the standard was that the host division was just required to exhaust all of their available resource. We were told that one of the reasons for the 50% figure was to provide an assurance to divisional commanders of the donor divisions¹⁷ that effort has been made by the host division to resource the event itself. This disparity and focus on numbers perpetuates a sense that the host division is entirely responsible for the event and the donor divisions are providing assistance; rather than the event being considered a force event that is a shared responsibility.
47. Prior to Police Scotland being established in 2013, the eight legacy forces generally resourced events within their own force areas, requesting mutual aid¹⁸ from other forces when needed. Whilst some large scale events are considered national events, such as the Commonwealth Games, there are many others that could be considered as a national responsibility, rather than ownership falling to the local policing division. For example, a Cat C (high risk) football match taking place at a stadium in Glasgow is currently treated as a divisional event, rather than a force event. Identifying events as force events would ensure that the demands created by a large scale event are spread more evenly with less regard to artificial divisional boundaries.

Recommendation 9

Police Scotland should review the criteria and guidance as to which events are classified as national or divisional.

48. Our inspection found that irrespective of which method is applied to identify resources, it is a quantitative approach, without greater understanding of other commitments the donor division has on at that time. EERP Events is intended to bring consistency to resourcing across Scotland but this is challenging when so many different methods are applied.

Recommendation 10

Police Scotland should devise an approach to identify resources from divisions based on a holistic assessment of risk and demand on divisions at the material time.

49. During the initial scoping for events we were told that the host division will identify all the on duty resources, including departments, which can be used, without breaching its OBLs (or if breached where the division accepts the breach and is prepared to manage the risk). Where the host division can resource the event with its own divisional resources, they are allocated to the event and that concludes the resourcing process.

¹⁵ The host division means the geographical division in which the event takes place.

¹⁶ A resource requirement is notification that is sent to a division of the requirement to provide resources.

¹⁷ The division being asked to provide resource to another division.

¹⁸ In emergency services, mutual aid is an agreement among emergency responders to lend assistance across jurisdictional boundaries.

50. Where the host division cannot resource the event itself, the resources in the other divisions in the same region are considered by way of a resource requirement. It was apparent that legacy processes persist across Scotland, leading to inconsistency. For example, in legacy Strathclyde, a resource requirement meant the division must provide the resource requested without question. In legacy Lothian and Borders a request would be made to other divisions and a period of consultation and negotiation would ensue. There is evidence this approach is still applied and results in RDU staff adhering to differing processes which can cause conflict and frustrations.

On duty regional resources – resource requirements

51. Using Greater Glasgow Division as an example, the divisional Operational Planning Unit will send the request for assistance from other West divisions to Events West to progress. This means that Events West takes the resourcing of the event away from the host division and acts as the arbitrator with donor divisions. The staff in Events West will look at how many resources are available in other West divisions, taking cognisance of OBLs.
52. We heard from many officers and staff working in resourcing that they are frustrated with the resourcing process, which is time consuming and involves unhelpful negotiation where each division is questioning a resource requirement in a bid to retain its own staff. It is natural that divisional commanders will seek to protect their own resources to respond to risks in their divisions and in the absence of transparent processes and clear data on demand. This is particularly apparent when resource requirements are being sent between Events West/East/North and staff in one region look at OBLs in another to dispute the number of officers available.
53. There are also other legacy processes in relation to resourcing. For example, we were advised that where a resource request is passed to more than one division in a region, a formula is applied to determine what percentage of resource each donor division should provide. This is based on the size of the workforce of the division. We were told by other staff we interviewed that if all the donor divisions in the region were over their OBLs, which would be extremely rare, it would be an equitable split between the divisions, or if only one division was above its OBLs it would be expected to supply all of the resources (until it reached OBL). We found no evidence that competing demands or risks were considered in this process.
54. Our inspection highlighted that this approach of using regional resources is not efficient or effective. For example, a football match in Glasgow that requires additional resource would first of all be a resource requirement for other West divisions. However it may be that most of the supporters come from those other West divisions and will be returning to those communities where the officers will be needed later that day to police the impact of the event in local communities. Using another example, an event in Lanarkshire that requires additional resources would result in a resource requirement going to other West divisions, where in fact officers from West Lothian might be a better option as it is the closest division despite falling within the East region. Police Scotland must move away from regional resourcing so that the most efficient resourcing solution may be provided, irrespective of artificial regional boundaries.

Recommendation 11

Police Scotland should review the regional resourcing model to find a more effective way to identify resources and rationalise the varying processes to ensure the most appropriate resource is allocated to the event.

55. Where there remains a shortfall of officers required, a resource requirement may be sent to the remaining region, in many cases the North region. This will, however, come with inherent disadvantages, for example travelling time resulting in limited time to deploy at the event.

56. If the remaining region cannot provide, or if it is not practical to identify officers from there, a memo will be produced for the ACC (OSD) to consider approval of the cancelling and re-rostering of rest days. However this process will often involve two ACCs. Where the resource requirement is exhausted and resources cannot be found from on duty resources the ACC for Local Policing for the division in which the event is to take place will be consulted to authorise an approach to ACC (OSD) to consider the cancelling of rest days.
57. It is positive that such scrutiny is applied to exhausting on duty resources and Police Scotland has improved regarding the cancellation of rest days. Previously when rest days were cancelled this was applied across an entire group¹⁹ resulting in large numbers of officers having their rest days cancelled unnecessarily and then having the original date reinstated at a later date. This practice incurred avoidable impact on officers' wellbeing. Now efforts are made to only cancel rest days for the officers needed and where possible it details the specific teams. HMICS welcomes this enhanced focus on officer wellbeing.
58. However, in Greater Glasgow Division alone, in 2018, over 240 events involved rest days being cancelled for officers. There were over 1450 officers who were affected by having more than one rest day cancelled, including officers from frontline and departments. There were a total of 6257²⁰ rest days cancelled. Whilst re-rostering these days meant that significant overtime was avoided, it still has an impact on service delivery as those officers will need to be given the cancelled days off at a later date.

Allocation duties

59. The Police Scotland duty management system used for identifying and allocating resources is called 'Scope'. This is a national system but it is utilised and administered inconsistently across Scotland. Work has been undertaken by Police Scotland to standardise the event resourcing arrangements inherited by legacy forces, however there are still numerous variations across Scotland and Scope functions are limited. For example, due to challenges in differentiating between specialist and conventional officers, staff are required to count officers manually. Clearly the resourcing of events is not as efficient as it could be. EERP has recently announced there will be additional changes made to Scope to provide an update to the 'events and operations' functionality. This is positive and further updates should be made where it will enhance the efficiency of resourcing events.
60. Resource review and allocation on Scope is carried out by various departments across Scotland, including RDUs; EERP; divisional coordination units; operational planning departments; local supervisors and service delivery units. In terms of resourcing specifically for events, the same applies and consequently there are requests and requirements being submitted to and from departments, conflict about OBLs and disagreements about which officers and staff can be allocated to events. Whilst the staff in all these units have the very best of intentions and ultimately complete the task, it is inefficient, inconsistent and frustrating for the staff involved.
61. Furthermore, there are also differences in the functions that departments carry out, which causes conflict when officers and staff are unable to carry out requests. For example, services provided to local policing from EERP Events East, North and West are different. Events East are predominantly event planners, with RDU carrying out resourcing. Events West review resources on Scope and are involved in securing and allocating resource.

¹⁹ Group could refer to Group 1 across the whole division, for example. Rather than cancel teams of officers all within 'Group 1' across the divisions, it might be that Group 1 officers in 3 offices might just be cancelled.

²⁰ Data provided by Police Scotland.



Workforce agreement

62. The impact of late notice shift changes or cancelled rest days for events on officers and staff is anticipated to be reduced by the introduction of a new Workforce Agreement. In summary, it means that resources should be allocated to pre-planned events three months in advance of the event, as follows.

*'A duty roster will be published not less than one month before the date on which it is due to come into effect. The duty roster shall, from the date of implementation and for a continual 3 month period thereafter, provide details of those days being rest days; those days being public holidays; the times at which the employee's scheduled daily periods of duty (rostered shifts for employees working variable shift arrangements and for part time employees) are to begin and end. One published no changes shall be made to the duty roster other than as a consequence of an exigency of duty.'*²¹

63. The new Workforce Agreement is anticipated to reduce the impact on frontline by providing increased notice so that officers can arrange their personal and domestic commitments. However this will create an additional challenge for planning functions which will be required to populate Scope further in advance of the event. It is therefore important that they have systems and processes which can meet this new challenge. Planners told us the ideal scenario would be to start planning an annual event for next year, immediately after this year's event debrief, but purely because of the amount of events and demand on planners they do not currently have the capacity to work that far ahead.

Scottish Police Federation and police regulations

64. We found that officers and staff felt frustrated by varying guidance issued by the SPF across Scotland which was often due to adherence to legacy arrangements rather than applying regulations consistently across Police Scotland. For example, in the East region the SPF stipulate that officers must not take their person protective equipment (PPE) home prior to an event and that officers should report to their home stations and be transported to an event from each of these stations. In the West region, officers are authorised to take their PPE home and attend directly to the briefing station. This results in officers from regions being deployed differently with varying wellbeing impacts.
65. This also impacts on RDUs as for East officers they would build in travelling time and in the West officers parade straight to the briefing point, potentially at the start of their shift. Consequently, in the East planners would need to provide a transport plan, whilst in the West this is not required.
66. The officers and staff we spoke to said they could see the merits of parading at a home station because it was more secure than taking equipment home and meant they did not have to use their own vehicles to attend at the briefing station. However they also said a shuttle type system of vans picking officers up from multiple stations meant an extended shift and either earlier start times or arriving later at briefing points. Additionally, some officers might live nearer the event than their home station so travelling in the opposite direction is inefficient and frustrating. Many officers suggested that staging posts where secure venues are provided for officers to leave their private vehicles, collect pool equipment and have changing facilities may be a more pragmatic solution.
67. Another complexity is that officers and staff across Scotland have different shift patterns and any changes must comply with police regulations. This can be particularly challenging and complex, especially for a short notice event (although this would be classed as exigency of duty, it would still be challenging). This must of course be balanced against local divisions setting their own shift patterns, necessary to address local needs.

²¹ Police Scotland – Workforce Agreement.



68. Irrespective of what the agreed solution may ultimately prove to be it is not appropriate or efficient that officers are being required to adhere to differing processes depending upon their legacy force arrangements.

Recommendation 12

Police Scotland should work with the SPF to agree event deployment guidelines for officers.

People

Deployment pool for events

69. Local Policing Teams (LPTs) and Local Problem Solving Teams (LPSTs) in Greater Glasgow Division expressed the greatest frustration working at events as they are routinely the first conventional officers selected to resource the event.
70. LPSTs said that they are often having their entire shifts changed, for example from dayshift to backshift. As a consequence of police regulations and the requirement to have an eleven hour gap between shifts, their shift the next day is adjusted to make it a later start, which consequently means a later finish. This can prove unduly disruptive to donor divisions in terms of service delivery whilst also having a detrimental impact on family life especially for those with caring responsibilities.
71. The professional pride of these officers was noted when they described the frustration they felt at having to cancel appointments with the public or with partners if their shift was changed to work at an event. Whilst policing requires flexibility, they comment that the demand created by events is now incompatible with them managing workloads and providing the best service they can to their communities.
72. Many officers and staff commented that there should be a robust mechanism for using all resources available to Police Scotland, including officers based at central points such as Dalmarnock, Fettes, Gartcosh, Jackton and Tulliallan. Additionally some plain clothes officers deploy to work at events, but some do not. One reason cited was that some do not have uniforms and there would be a cost implication in purchasing them, however they could still carry out valuable roles and reduce the demand on officers from local policing divisions.

Recommendation 13

Police Scotland should carry out a comprehensive examination of all additional officers and staff that could be added into the deployment pool for events to reduce the impact on officers within local policing divisions.

Wellbeing

73. Whilst wellbeing was not explicitly examined in the course of this inspection it was raised by officers on many occasions. The vast majority of officers said that wellbeing improvements had been made in terms of refreshment and breaks being provided. Many officers stated that shift variations and cancelled rest days continued to be a regular occurrence and that when a large scale event is scheduled the authorisation of time off is often delayed until as late as possible.
74. Additionally, officers stated that the regular abstraction associated with events reduced service delivery for the public whilst increasing officer stress as a result of having to cancel appointments and reducing the time available to address workloads.

Specialist officers

75. Large events may involve specialist officers, including firearms officers and public order officers. There has been a reduction in numbers of officers in some disciplines compared to legacy forces, particularly in relation to public order officers. However we found no evidence of problems in identifying specialist officers or allocating them to events and the specialist officers we spoke to said they enjoyed working at events. There is a concern that these specialist officers, due to their limited numbers, will receive more variations in their shifts but Police Scotland has an opportunity to measure the impact on these officers. Under regulations, officers can claim a payment for excessive disruption if they are subject of more than three shift changes in a 45 day period. Police Scotland should monitor this and take such measures as necessary.



Planners

76. We found evidence that planners informed us that they feel under pressure. Under legacy arrangements the operational planning department that served the three divisions that made up Greater Glasgow Division had an additional two inspectors, one sergeant, eleven constables and two members of police staff than are currently in Greater Glasgow Division Operational Planning Unit. The demands on planners are greater, even in terms of the additional security arrangements being requested for events following counter terrorism recommendations. Additionally, where a large force planning operation is ongoing, planners are often abstracted but not replaced, increasing the demand on those who remain. Improving the resourcing processes would reduce workload and frustrations for planners.
77. Whilst event planners and resource advisors work hard we found evidence that they can feel undermined. For example, event commanders can become frustrated by the time it takes to identify resource, and do not have a full comprehension about police regulations and the complexities regarding the amount of time a shift can be varied without incurring financial penalty; the breaks officers must have between shifts; and the challenges presented when officers are on different shift patterns across Scotland.
78. One measure which may alleviate this would be if resource advisors were invited to initial planning meetings to offer advice regarding resourcing and logistics from the outset, particularly for large events. They would be able to offer a national view on other events and demands across Scotland and the overall resourcing picture. Likewise, finance advisors at the initial meeting could provide expert advice regarding cost recovery.

Event Commanders

79. Our inspection highlighted that there is an issue in terms of events commanders' resilience and many of the staff interviewed said event command should be a specialism in its own right with refresher training and a dedicated cadre. Event Command is a significant responsibility and there is an argument the role should fall in line with other disciplines, including public order, or firearms command as a recognised skill set.
80. It is positive that event commanders and event planners undergo initial training, however, there is limited continuous professional training and development for both disciplines. As can be seen over recent times with terrorist attacks, for example, the role of event commander is dynamic and requires to continually develop to take account of new threats and practices. There is also a need for consistency of approach and the sharing of good practice and experience.

Recommendation 14

Police Scotland should review whether event commanders and event planners would benefit from continuous professional development or refresher training to maintain up to date skills and knowledge and promote a consistent approach across Scotland to the resourcing of events.

Resources

Cost recovery

81. The Scottish Police Authority (SPA) approved the 'Charging for Goods and Services Policy' on 26 August 2013. This policy sets out the relevant sections of the Police and Fire Service Reform (Scotland) Act 2012, which enables Police Scotland to charge for the provision of police services and outlines the principles to which the SPA and Police Scotland work to.

82. Police Scotland details the policy around cost recovery on its website:

The Police and Fire Reform (Scotland) Act 2012 allows Police Scotland to charge for the provision of police services when these services are requested by an event organiser. These are based on two important principles:

- *Police Scotland is only entitled to recover the cost of the provided police services – **the charges are not about making a profit;***
- *No person or organisation should profit at the expense of Police Scotland – **Police Scotland is responsible for proper stewardship of public funds***

When the organiser's plans are made known, the event will be assessed against a series of criteria to establish how much the provision of police services will cost. This assessment will indicate full, partial or no cost recovery.

It is important to note that there are many events for which Police Scotland will not charge for its services.

Generally, the more commercial an event is, the more likely it will be to attract full cost recovery. Purely charitable or community events are less likely to be charged for but, in some cases, charitable events are arranged on a commercial basis and this would be taken into account in the overall charge assessment.

83. Since 2013, several events have been subject to cost recovery. The Police Scotland 'Charging for events' SOP²² states:

84. The following categories are based broadly on whether the event has a statutory basis, is intended for profit, charity, or the benefit of the community:

- **Statutory Event**

An event (e.g. a parade or procession), which reflects the constitutional rights of the participants, such as protest, or there is royal, national or defined public interest, and there is no financial gain to the organiser.

The provision of police services to a Statutory Event is a core policing function and the organisers will not be charged.

- **Commercial Event**

An event where the organiser, company or organisation may, or may not, intend to make a profit and there is no specific community benefit.

The organiser should expect to be charged full cost recovery when police services are provided.

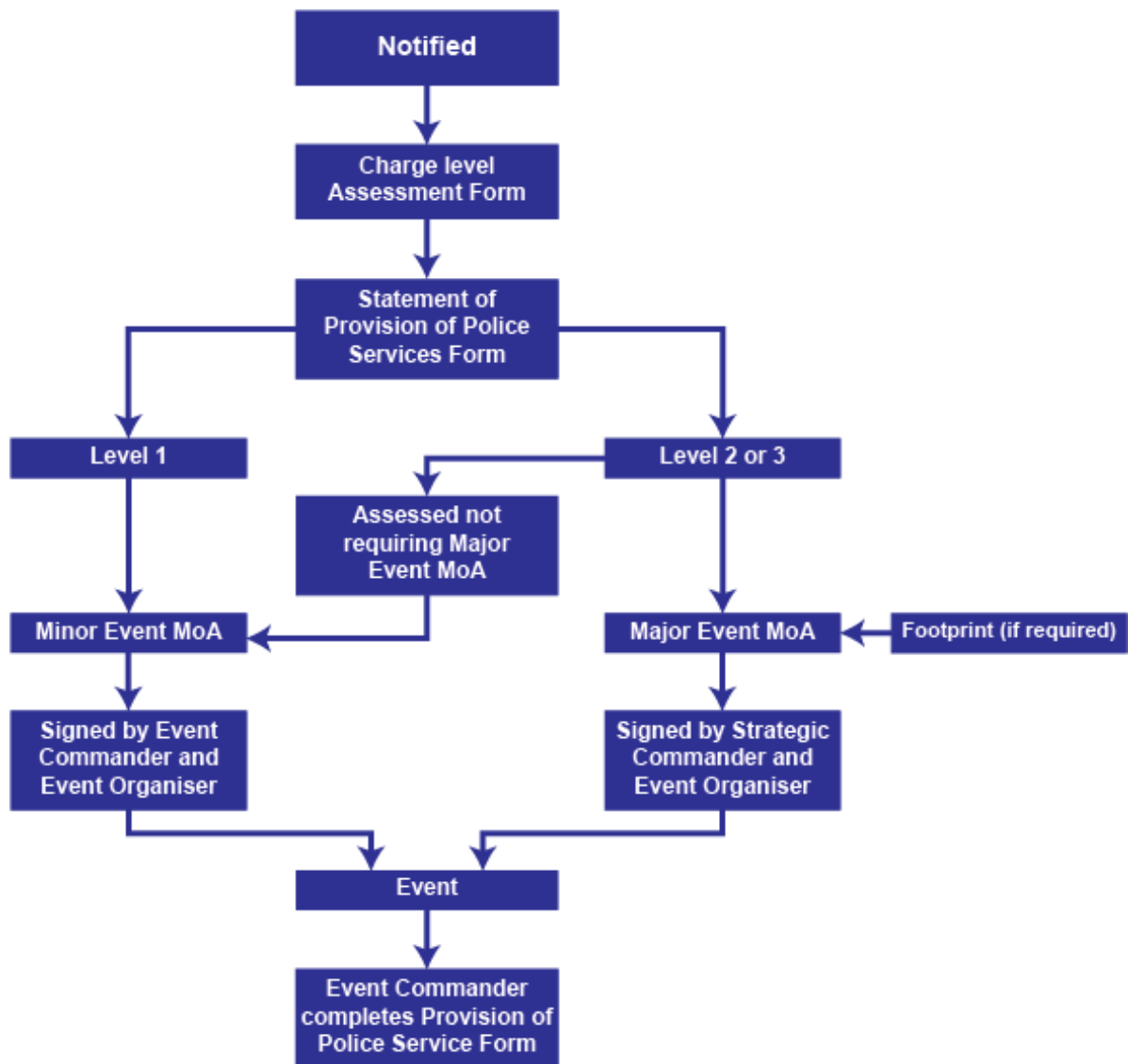
²² Police Scotland 'Charging for events' Standard Operating Procedure – not published.

- **Non-Commercial Events**

- a) **Charitable:** an event where, although there is financial gain, the funds raised are for charitable distribution.
- b) **Community:** an event where there is no personal or corporate gain but funds are raised for local interests or community organisations.
- c) **Community: Not for Profit** – an event where a minimal fee is charged to participants to cover the cost of organising the event; the organisers are volunteers and the event is for the benefit of those attending.

85. The general principle is that where an organisation is making profit the police should be able to charge for their services. This is based on the principle that where an event takes officers away from their core duties Police Scotland should be reimbursed so that it may minimise the impact on the communities it serves.
86. Many events will be ‘not for profit’, charity or community related and if officers attend the organisers may not be charged, so there is still a demand put on the police for events where there is no cost recovery.
87. The process for cost recovery is shown in Figure 4 below.

Figure 4 - Charging for events flowchart:





88. The SOP states, *'If the event is of significant scale, or the organiser seeks clarity on the number and role of police officers and police staff they are to pay for, it is helpful to identify and agree the geographical confines of the event, i.e. the Event Area (also sometimes known as the Event Footprint).'*
89. Currently, cost recovery is generally limited to officers deployed within the physical event footprint and only for that time when officers are physically deployed. This does not reflect the time, demand and cost of an event to Police Scotland. Officers are having to engage with incidents which are clearly as a direct result of that event, whether that is out with the immediate footprint or before or after the event. Also it is not reasonable to assume the organisation can just deploy officers for a small number of hours; the officers must be varied to a full shift.
90. Our inspection found a lack of clarity across Police Scotland about where the money from cost recovery is relayed. Divisional expenditure lines are increased, as appropriate, for associated costs of policing the event, i.e. overtime, vehicle hire, and subsistence, which is normally around 50% of the anticipated income. The other 50% supplements general force funds.
91. There is also an issue in terms of divisions forecasting what their annual requirements will be regarding events. In particular, football fixtures are often unknown until close to the event.
92. Our inspection highlighted that a review of how the costs are calculated would be beneficial and provide a more accurate picture of the impact of the event on policing. Evidence indicates there would be benefit to cost recovery being conducted centrally. It is noted that if the projected full cost recovery for police services is expected to exceed £50,000, the SPA Board must be informed as soon as possible. A full audit and assurance process regarding cost recovery would be beneficial.
93. Finally, it is accepted that as a consequence of the terrorist threat level there is less scope for police free events because of the need for public safety and reassurance which has increased demand on planning resources. However event commanders should also be encouraging event organisers and local authorities to consider measures to reduce the requirement of police officers wherever possible, for example hostile vehicle mitigation or enhanced security arrangements.

Recommendation 15

Police Scotland should develop a central point for cost recovery, including review, application and audit, which would provide consistency across Scotland.



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