



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Thematic Inspection of Road Policing

July 2014



Improving Policing Across Scotland



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HM Inspector of Constabulary in Scotland

HM Inspectorate for Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012¹ and has wide ranging powers to look into the ‘*state, effectiveness and efficiency*’ of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (The Authority).²

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

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The Authority and the Chief Constable must provide us with such assistance and co-operation as we may require to enable us to carry out our functions.
- When we publish a report, the Authority and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective evidence-led reporting about what we find.

Our approach is to support Police Scotland and the Authority to deliver services that are high quality, continually improving, effective and responsive to local needs.³

This thematic inspection was undertaken by HMICS in terms of the 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 Police and Fire Reform (Scotland) Act 2012, Chapter 11

2 Police and Fire Reform (Scotland) Act 2012, Section 74(2)(a)

3 HMICS Corporate Strategy 2014-17



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Our inspection

The aim of this thematic inspection was **to assess the state, effectiveness and efficiency of road policing arrangements in Scotland.**

HMICS has never previously conducted a thematic inspection of road policing in Scotland and it is now almost 16 years since the last major inspection of road policing in Great Britain.⁴ The findings of this thematic inspection should be of interest to all stakeholders with an interest in road policing and its overall contribution to road safety and security outcomes in Scotland and beyond.

Our fieldwork took place during February 2014, which was only 10 months after the creation of Police Scotland and our findings should be interpreted against the background of major reform. The inspection nonetheless provided a timely opportunity to examine Police Scotland and objectively assess how the new national structures and functions needed to deliver road policing have been implemented. We also considered what impact this major change has had in terms of maintaining performance and delivering outcomes to communities.

The Scottish Government set three objectives for police reform: *(i) to protect and improve local services, (ii) to create more equal access to specialist support and national capacity and (iii) to strengthen the connection between police services and communities.*⁵ We have taken the opportunity during this inspection to reflect on the extent to which these reform objectives are being achieved in terms of road policing.

The inspection activity was structured around our new Inspection Framework methodology⁶, with a systematic examination of

- *Outcomes*
- *Leadership & governance*
- *Planning & process*
- *People*
- *Resources*
- *Partnerships*



More detailed information on our methodology is provided in Appendix 1.

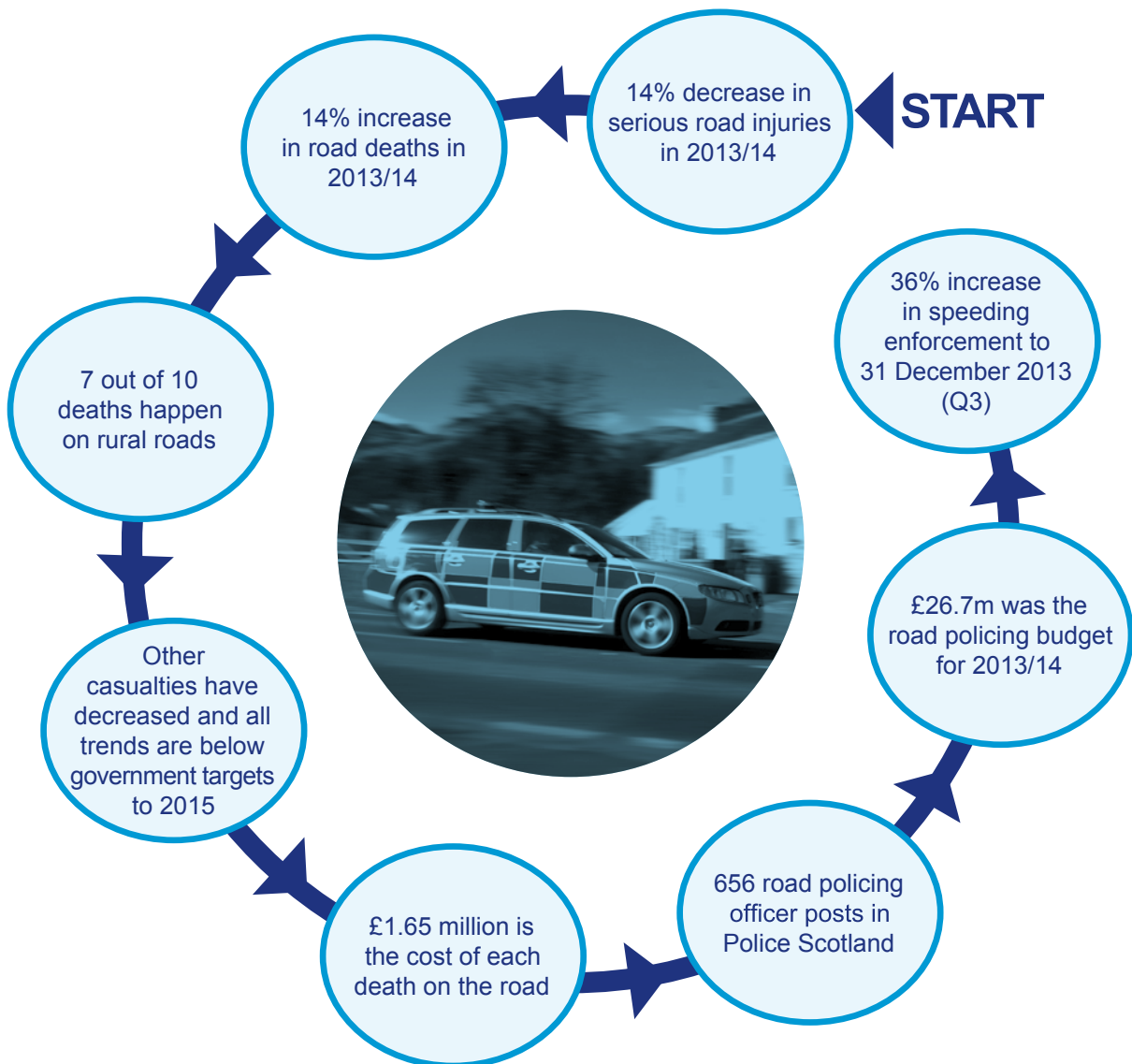
⁴ HMIC Thematic inspection of road policing and traffic (1998).

⁵ Scottish Parliament, Police and Fire Reform (Scotland) Bill: Policy Memorandum (2012) [http://www.scottish.parliament.uk/S4_Bills/Police%20and%20Fire%20Reform%20\(Scotland\)%20Bill/Policy_Memo.pdf](http://www.scottish.parliament.uk/S4_Bills/Police%20and%20Fire%20Reform%20(Scotland)%20Bill/Policy_Memo.pdf)

⁶ HMICS Corporate Strategy 2014-17.

Key facts

Figure 1 – Key facts





Key findings

- Our overall assessment of the objectives of police reform in relation to road policing is that local services have been protected and are improving. There is evidence of more equal access to specialist support and enhanced national capacity. The new road policing model is strengthening the connection between police services and communities.
- Road casualties continue to decrease and are below the Scottish Government milestone targets to 2015. While those slightly or seriously injured has decreased this year, the number of adults and children killed on the roads of Scotland in 2013-14 increased by 14%.
- National leadership of road policing is strong. The challenges of converging the resources and assets from the former legacy forces and also introducing a new two-tier national operating model have been significant.
- Enforcement has increased significantly under Police Scotland and there was a 36.8% increase in speeding offence detection to 31 December 2013.
- Police Scotland should examine the extent to which target setting and performance management processes drive operational behaviours and assess their impact in terms of delivering outcomes and maintaining public satisfaction and confidence.
- Police Scotland should satisfy itself that the road policing key performance indicators (KPIs) and targets within its performance framework contribute effectively to road casualty reduction across Scotland, and explicitly support the outcomes sought from Scotland's Road Safety Framework to 2020.
- Police Scotland should take the opportunity to reassess authorised establishment for road policing and the proposed redistribution of resources. This should be informed by 12 months' experience of the new structures and operating model.
- Officers within road policing are motivated and passionate about their role and are keen to retain their identity as specialist officers. They are clear that their overarching role is to keep people safe on the roads and they work hard to achieve this.
- National partners were positive about their interactions with Police Scotland. They welcomed the single point of contact that a national police service provided and thought this led to more effective and efficient decision making.
- While it was acknowledged that road crime and tackling travelling criminals is a priority for road policing officers, there is a lack of clarity and emphasis on this by officers. The measures by which outcomes related to road crime are assessed could be improved.



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- It would be helpful for the Scottish Police Authority to lead a piece of work to define the roles and responsibilities for local scrutiny committees and understand their legitimate interest in issues beyond setting the local policing plan and holding the divisional commander to account for its delivery. This should involve Police Scotland and result in a shared understanding around future consultation processes, including how local authorities can escalate concerns around national decisions which have the potential to impact on local policing.
 - Sustainable savings arising from the reform of road policing are not yet fully identified and should be included within the financial strategy being developed by the SPA and Police Scotland.
 - The absence of national ICT integration is constraining the ability of officers to function fully at a regional or national level, thereby limiting the effectiveness and efficiency of police reform. These 'roam-and-detect' issues have been captured as part of the user specifications for the new i6 integration programme.
 - Police Scotland should conduct a review of the analytical and administrative support arrangements within Operational Support Division and identify what capacity and capability is necessary to support road policing. This review should consider the analytical support requirements necessary to deploy road policing assets intelligently, and should also consider whether there is sufficient administrative research capacity to support work that links intelligence led deployments and activity more clearly to outcomes.
 - Police Scotland should review what 'real-time' information sharing exists between Area Control Rooms (ACR's) and key strategic roads network partners including Traffic Scotland to improve information exchange, incident management and journey reliability for motorists.
 - There is broader learning in terms of any national organisation assessing the impact of strategic or operational decisions which may directly affect resource planning or strategic change within other agencies or organisations.
 - Police Scotland is still in the very early stages of a significant programme of transformational change. Some of that change will take time to achieve, and only once implemented will all of the envisaged benefits of reform be fully realised.



Recommendations

Recommendation 1

Police Scotland should examine the extent to which target setting and performance management processes drive operational behaviours and assess their impact in terms of delivering outcomes and maintaining public satisfaction and confidence.

Recommendation 2

Police Scotland should ensure that road policing measures and targets contribute effectively to road casualty reduction across Scotland and explicitly support the outcomes sought from *Scotland's Road Safety Framework to 2020*. Appropriate emphasis should be given to broader road security matters including the use of the strategic roads network by criminals.

Recommendation 3

Police Scotland should reassess the resource allocation model for road policing based on 12 months' experience of the new structures and operating model. It should then establish a written plan for the redistribution of national resource to enable delivery of its determined road policing operating model and should specify an envisaged target date for completion.

Recommendation 4

The Scottish Police Authority should engage with local authorities to define roles and responsibilities for local scrutiny committees and understand their legitimate interest in issues beyond setting the local policing plan and holding the divisional commander to account for its delivery.

Recommendation 5

Police Scotland should conduct a review of the analytical and administrative support arrangements within Operational Support Division that are available to support road policing. This review should consider the analytical support requirements necessary to ensure that road policing assets are deployed intelligently, and should also consider whether there is sufficient administrative research capacity to support work that links intelligent-led deployments and activity more clearly to outcomes.

Recommendation 6

Police Scotland should review what information sharing protocols it has in place with key strategic roads network partners with a view to improving real-time information exchange, overall incident management, and journey reliability for motorists.



Outcomes

Key messages

- Road Casualties in Scotland have decreased in 2013/14 by comparison with 2012/13 but the number of adults and children killed on the roads of Scotland has increased by 14%. However, all casualty reduction targets remain well below the Scottish Government milestone to 2015.
- As a single agency, Police Scotland is better positioned to contribute more effectively to all the commitments of the 2020 Framework
- There is evidence of more effective road policing support being provided to communities across Scotland through the introduction of new local, regional and national structures.
- There have been significant increases in the enforcement of road traffic offences over 6 specific indicators due to enforcement targets being set by Police Scotland.
- There is a need to better understand the extent to which target setting and performance management processes drive operational behaviours and contribute to outcomes.
- Road policing measures and targets should contribute effectively to road casualty reduction and support the outcomes sought from *Scotland's Road Safety Framework to 2020*.
- Appropriate emphasis should be given to broader road security matters including the use of the strategic roads network by criminals.

Road safety: international, UK and Scottish dimensions

1. Road safety is a significant public concern in Scotland and is recognised as a major worldwide issue. In 2013, the World Health Organization (WHO) published the *Global status report on road safety*.⁷ This report indicates that worldwide the total number of road traffic deaths is around 1.24 million per year and provides a baseline for the Decade of Action for Road Safety 2011-2020. Significantly, the WHO report shows that the approach to road safety in the UK is amongst the best in the developed world with an average 2.75 road deaths in 2012 per 100,000 residents.⁸
2. The UK government has published a Strategic Framework for Road Safety⁹ which sets out its strategy to address road safety based on the three pillars of engineering, education and

⁷ World Health Organization, *Global Status Report on Road Safety 2013*.

⁸ Department of Transport, *Reported Road Casualties in Great Britain: Main Results 2013*.

⁹ Department of Transport, *Strategic Framework for Road Safety 2011*



enforcement. The strategy notes that in 2009 there were 2,222 fatalities on the roads of the UK and that the social and economic cost was calculated at £16 billion. The Strategic Framework for Road Safety is a strategy for Great Britain given the reserved nature of transportation legislation.¹⁰

3. Road safety and effective road policing are major priorities for Scotland and are integral to Scotland's Road Safety Framework to 2020 - Go Safe on Scotland's Roads it's Everyone's Responsibility.¹¹ Scotland's road safety vision is that there will be '*A steady reduction in the numbers of those killed and those seriously injured, with the ultimate vision of a future where no-one is killed on Scotland's roads, and the injury rate is much reduced*'. Delivery of this national framework is overseen by Transport Scotland and articulates the multi-agency approach to road safety.
4. Police Scotland is the agency with primary responsibility for enforcement within the framework. While other agencies have primary responsibility for the delivery of the engineering and education strands, Police Scotland has an important supporting role. It contributes towards encouragement and educational messaging through non-enforcement options such as informal warnings or diversionary resolutions such as the vehicle defect rectification scheme. As a single agency, Police Scotland is better positioned to contribute more effectively to all the commitments of the 2020 Framework.
5. The framework sets out road safety casualty reduction targets for Scotland until 2020 and builds upon sustained reductions in the number of people killed or injured on Scotland's roads. Police Scotland is well positioned to meet and exceed all of the 2015 milestone targets for KSI reductions and all of the 2020 targets should current longitudinal trends continue.

¹⁰ Schedule 5 of the Scotland Act 1998.

¹¹ Scottish Government, *Go safe on Scotland's roads: it's everyone's responsibility* (2009)



In Scotland in 2012, there were:

- 174 people **killed** in road collisions,¹²
- 1,974 people were **seriously injured**;
- 10,528 people were **slightly injured**.

This represents the lowest levels in each of these categories since records began in 1950 and with a combined total of 12,676 casualties in 2012, this represents the lowest figures in Scotland since 1938.¹³

6. Despite these sustained reductions, there are still significant numbers of people killed or injured on Scotland's roads. To put the scale of the problem in perspective, the risk of death per hour whilst using the road is over seven times higher than the risk of death per hour in the rest of everyday life. In addition, three times as many people die on the roads in Scotland as are killed in violent incidents and in 2007 the Scottish Government calculated the cost per fatality to be in the region of £1.65 million.¹⁴ Road collisions in which people are killed or injured have a devastating impact on individuals and families, and place substantial additional demands on our emergency and health services. The disruption caused by road collisions impacts negatively upon local communities and businesses across Scotland.

Road Policing – international, UK and Scottish dimensions

7. In terms of Scottish policing, the strategic planning framework and process for priority setting is outlined in the *Police and Fire Reform (Scotland) Act 2012*¹⁵. This creates a hierarchy of strategic plans that link together local and national priorities, as illustrated at Figure 2 on page 13.
8. The Scottish Government strategic priorities for policing¹⁶ seek to make communities safer and reduce harm so that citizens can live their lives free from crime, disorder or danger. The Scottish Police Authority (SPA) has also set strategic priorities for policing in Scotland including making communities safer and reducing harm¹⁷ and providing an effective and efficient policing service that promotes continuous improvement.¹⁸

12 Transport Scotland, *Reported Road Casualties in Scotland 2012*

13 Ibid

14 Road Casualties in Scotland 2007, Scottish Government, (2009).

15 Police & Fire Reform (Scotland) Act 2012, Chapter 4

16 <http://www.scotland.gov.uk/Topics/Justice/public-safety/Police/StrategicPolicePriorities>

17 SPA, Strategic Priority for policing No 1

18 SPA, Strategic Priority for policing No 3



Figure 2 – Priorities and Objectives for Police Scotland – Annual Police Plan 2013/14



9. In April 2013, Police Scotland produced its first *Annual Policing Plan*,¹⁹ with a clear focus on 'Keeping People Safe'. This Plan 2013/14 highlights '5 Golden Threads' for policing. These support both the Scottish Police Authority Plan and the Scottish Government strategic priorities and demonstrate effectively how local and national priorities combine. 'Reducing road casualties and fatalities' is one of five policing priorities within the *Police Scotland Annual Police Plan 2013-14* and underpins the importance communities across Scotland place on road casualty reduction and the strategic commitment of Police Scotland to deliver against this.
10. Policing Scotland's roads is multi-faceted and structured to deliver road casualty reduction alongside broader policing outcomes. Road policing officers deal with a range of matters from the routine enforcement of road traffic legislation and lower level antisocial behaviour through to the disruption of serious organised crime groups (SOCG's) and tackling the threat of terrorism.
11. Police Scotland maintains professional links to road policing activities across the United Kingdom. It is a formal member of the Association of Chief Police Officers (ACPO), and effective cross-border arrangements exist to ensure the safety and security of the strategic road network in Scotland and beyond.

¹⁹ Police Scotland, Annual Police Plan 2013/14



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12. Recognising that SOCG's, travelling criminals and terrorists operate across national boundaries, Police Scotland maintains links to European Policing through an international road policing network known as TISPOL (*Traffic Information System: Police*). TISPOL has a European Road Safety Strategy 2011-2015 which seeks to reduce death and serious injury on Europe's roads and to deal with criminals and terrorists who use the strategic roads network.²⁰ The organisation acts as a platform for learning and exchange of good practice between road policing bodies throughout Europe. Its activities are guided by research, intelligence, information and experience. TISPOL supports education for road users backed up where necessary by enforcement.
 13. Road policing information sharing also operates in a global context where 34 member states of the Organisation for Economic Co-operation and Development (OECD)²¹ currently share road safety data through an International Traffic Safety Data and Analysis Group (IRTAD). The latest annual report from this group in 2013²² confirms both the global nature of road safety and road policing, and reaffirms that the approach in Scotland and the broader UK is a world leader in terms of public safety outcomes.
 14. We consider that Police Scotland is now in a better position to contribute to road policing and broader policing in a UK context. The enhanced capacity, consistency and connectivity from single national structures strengthen policing in Scotland and remove the need for dispersed local approaches to address national threats. This contrasts with the position in England and Wales where the Strategic National Policing Requirement²³ exists to ensure that national policing threat responsibilities are met by 43 forces in England and Wales on a collective basis.

20 TISPOL, 2011 <https://www.tispol.org/assets/pdf/TISPOL%20Strategy%20Document%2016%2009%2011.pdf>

21 Organisation for Economic Co-operation and Development

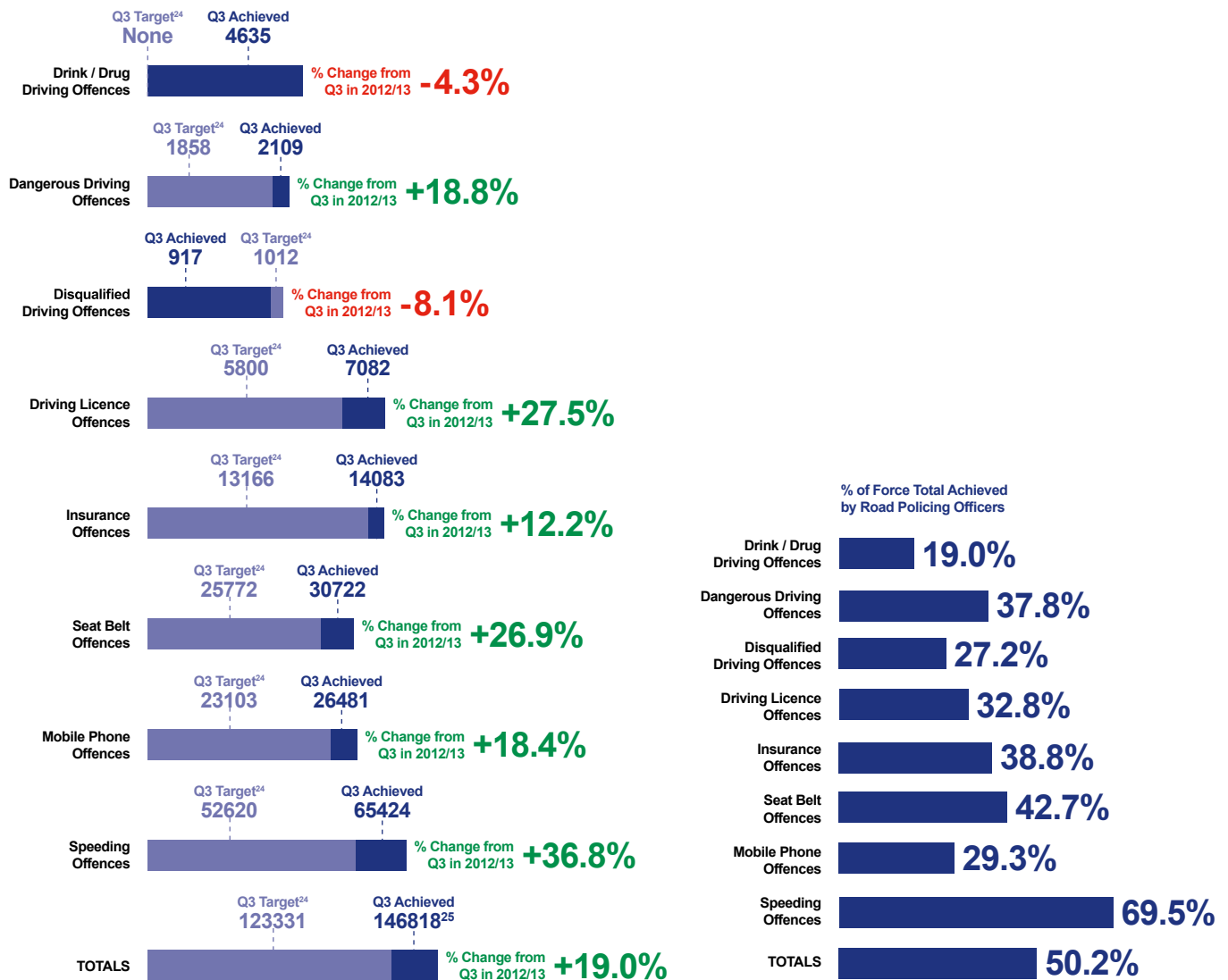
22 IRTAD, *Road Safety Annual Report 2013*

23 Home Office, *Strategic Policing Requirement, 2012*

Results and outcomes for communities

15. At the point of our inspection in February 2014, we could only assess the first nine months of performance data from Police Scotland. This was contained within the *Police Scotland Road Policing Performance Report – Quarter 3 to 31 December 2013*.²⁴ In terms of the eight road policing KPI measures and targets, the following performance was delivered:

Figure 3 – Police Scotland 2013-14 Quarter 3 Key Performance Indicator Data



²⁴ Internal Police Scotland publication made available to HMICS during our inspection.

²⁵ This is an entire Force target including contributions from non road policing officers.



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16. As highlighted in this table, there have been significant increases in enforcement activity by Police Scotland by comparison with pre-reform 2012-13 data.
 17. This highlights the effectiveness of Police Scotland in directing operational activity towards road policing priorities. These increases can most likely be attributed to the creation of new road policing structures, more robust performance management and a greater executive emphasis on enforcement. Although performance is generally managed at a divisional level, information exists to highlight the specific contribution made by road policing officers and other staff from Operational Support Division. This supports the integration of Divisional Road Policing Units, (DRPU) with local policing divisions and shows the significant contribution made by these officers. Although amounting to only 4% of the overall operational strength of Police Scotland, road policing officers reported 50.2% of road policing offences.
 18. In terms of progress towards Scottish Government targets, the number of adults and children killed has risen under the first year of Police Scotland. This was confirmed by preliminary management information published by Police Scotland²⁶ after our inspection activity was complete but before publication of this report indicating a 14% increase in road deaths by comparison with 2012-13. It was also reported that there were 24 more road deaths including a 55% increase in motorcycle deaths and a 50% increase in cyclist deaths. By contrast, there had been fewer pedestrian deaths.
 19. However we note that the year-end data is significantly below the longitudinal trend for the 2015 milestone reduction targets. Overall, the total number of adults and children injured has fallen by 10.3% under the first year of Police Scotland with serious injuries falling by just over 14%.²⁷

²⁶ <http://www.scotland.police.uk/assets/pdf/138327/232757/management-information-year-end-2013-14>

²⁷ Police Scotland data is based on fiscal year. It should be noted that official Transport Scotland statistics are calendar year.



Figure 4 – Progress towards Government Casualty Targets to 31 December 2013

	2013	2012	Change from 2012	2004-2008 avge.	2008-2012 avge.	2013 YTD change in avge.
People Killed	179	174	5	292	210	-14.3%
People Seriously Injured	1586	1824	-238	2605	2134	-25.7%
People Slightly Injured	9348	9699	-351	14200	11522	-18.9%
Children Killed	9	2	7	15	8	112.5%
Children Seriously Injured	137	187	-53	325	230	-40.5%

Police Scotland data shows the local authority distribution of road deaths to December 2013 by comparison with 2012-13.

Figure 5 – Road Deaths in Scotland by Local Authority 1 April to 31 December 2013²⁸

North		2013	2012
A	Aberdeen City	3	8
B	Aberdeenshire	19	11
	Moray	3	1
D	Angus	2	5
	Dundee City	2	2
	Perth & Kinross	8	10
N	Highland	19	11
	Orkney Islands	2	2
	Shetland Islands	1	0
	Western Isles	1	1

East		2013	2012
C	Clackmannanshire	0	0
	Falkirk	3	9
	Stirling	4	4
E	Edinburgh City	4	8
J	East Lothian	4	0
	Midlothian	4	4
	West Lothian	4	3
	Scottish Borders	4	8
P	Fife	7	4

West		2013	2012
G	Glasgow City	3	5
	East Renfrewshire	1	1
	East Dunbartonshire	2	0
K	Renfrewshire	5	5
	Inverclyde	0	1
L	Argyll and Bute	10	4
	West Dunbartonshire	1	2
Q	North Lanarkshire	4	5
	South Lanarkshire	6	6
U	North Ayrshire	4	2
	East Ayrshire	2	3
	South Ayrshire	3	1
V	Dumfries and Galloway	10	5

²⁸ Table sourced from Police Scotland Road Policing Quarter 3 performance report.



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20. It is of note that the increase in road deaths in this reporting period are higher in mainly rural areas and that the largest increases for 2012-13 were in the north of Scotland with Aberdeenshire and Highland showing the greatest rise. The high number of deaths in the north of Scotland is not a new phenomenon and Transport Scotland research²⁹ indicates that 7 out of 10 road deaths in Scotland happen on country roads. Between 2002 and 2012 there were 280 road deaths in Aberdeenshire or an average of 28 per year. We therefore welcome the approach by Police Scotland to redistribute road policing resources based on casualty data and its commitment to provide additional specialist officers to the north of Scotland³⁰.
 21. During our inspection, we noted that Police Scotland had conducted analysis to determine whether there was anything that might explain the single year increase in road deaths during 2013-14. Subsequent preliminary year end management data published by Police Scotland confirmed that there has been a 55% increase in motorcycle deaths (from 18 to 27) and a 50% increase in cyclist deaths (from 8 to 12).³¹ We were satisfied by the trend analysis conducted by Police Scotland and the mechanisms for ongoing monitoring. The single year increase should also be considered against the exceptional year in 2012/13 where road deaths in Scotland were at the lowest recorded level since records began in 1950.
 22. In addition to KPI activity, Police Scotland also record data on a range of 'self-report' activities by road policing officers. We found evidence that road policing officers contribute to tackling broader issues associated with serious and organised crime and denying criminal use of the roads. This includes illegal drugs and weapons seizures under the *Proceeds of Crime Act 2002* (POCA). We also found some evidence of road policing officers gathering criminal intelligence and noted that 5918 log entries had been made to the Scottish Intelligence Database (SID) by 31 December 2013. This figure would suggest that road policing officers on average are submitting one intelligence entry per month compared with the average for non-specialist officers of just over two per month. More strategic focus on dealing with road crime may assist in the development of a more informed picture of road crime activity which in turn could delivery more intelligence led activity.

29 See statistical information published on Transport Scotland website:

<http://www.transportscotland.gov.uk/publications-stats>

30 See paragraphs 66 and 67 in the planning section of this report.

31 <http://www.scotland.police.uk/assets/pdf/138327/232757/management-information-year-end-2013-14>



Performance management and target setting

23. Our inspection took place 10 months after the creation of Police Scotland and our findings should be considered against the context of significant and ongoing reform. Whilst much is still to be done, we found that strong early progress was being made and that there was evidence of more effective road policing support being provided to communities across Scotland through the introduction of new local, regional and national structures.
24. A key priority for Police Scotland was to combine eight autonomous road policing functions from legacy forces into a single national structure. This led to the early development of a strategic proposal³² with options for a new road policing structure for Police Scotland. This proposal had a clear focus on outcomes and sought to create a structure that would deliver two primary strategic objectives:³³
- to reduce road casualties
 - to reduce road crime and positively impact on road use by criminals
25. We welcome that Police Scotland had identified key objectives to inform the development of this structure, which align to policing priorities and support better outcomes for communities across Scotland. We sought to determine what mechanisms Police Scotland had put in place to deliver against these outcomes, what progress had been made up to the point of inspection, and what other management arrangements were in place to assist Police Scotland and the SPA in assessing performance.
26. Police Scotland has a strong focus on operational performance, with robust processes in place to deliver against a suite of Key Performance Indicators (KPI) and numeric targets which combine to form the *Force Performance Framework 2013-14*.³⁴ The framework contains indicators covering the national Annual Policing Plan³⁵ priorities and includes eight KPIs which specifically relate to road policing. It was noted that seven of the eight KPIs have a specified numeric target for achievement, as summarised below, although no specific target was set for drink/drunken driving offences. These targets come from a Police Scotland tactical review document produced in April 2013.³⁶ The targets for 2013/14 were set against the 2011-12

32 Road Policing Strategic Proposal – version 2.0 dated 11 October 2012 (not published)

33 Page 7, Road Policing Strategic Reform Proposal (not published)

34 SCoMIS, Police Scotland Performance Management Information System

35 Police Scotland, Annual Policing Plan, 2013-14.

36 Copy made available to HMICS by Police Scotland



baseline for legacy forces, as the validated baseline data for 2012-13 was not available at the commencement of Police Scotland.

Figure 6 – Key performance indicator enforcement targets set by Police Scotland from 01 April 2013 to 31 March 2014

KPI Measure	2011/12 Baseline	2013/14 Target	% Change
Dangerous Driving	2462	2421	1.7% reduction
Disqualified Driving	1425	1355	4.9% reduction
Driving Licence Offences	7103	7681	8.1% increase
Insurance Offences	16696	17711	6.0% increase
Seat Belt Offences	32009	34194	6.8% increase
Mobile Phone Offences	29697	31918	7.5% increase
Speeding Offences	62126	69304	11.5% increase
TOTAL	151 518	164 584	8.6% increase

27. While the force performance framework includes eight road safety measures that focus entirely upon enforcement, not all of these address behaviours which are generally recognised as factors which cause accidents.³⁷ Individual enforcement targets had been set for all 14 local policing divisions across Scotland, with each divisional commander being held responsible for delivery within their own area. These targets varied across Scotland and although we were unable to establish evidence of the method or evidence base for divisional target setting, we were informed that the targets were based on 2011-12 performance from legacy forces, with percentage increases to deliver improvement in enforcement activity under Police Scotland to better influence driver behaviour. There was no rationale provided by Police Scotland in relation to the differing percentage increases across differing offences.
28. This approach to target setting should have returned an annual uplift of around 8.6% in the combined enforcement totals for road traffic offences across Scotland.³⁸ Analysis at the time

37 For example, driving licence and insurance offences are key performance indicators but they are not factors which contribute significantly to known accident causality factor. They are nonetheless relevant in terms of tackling crime on the roads.

38 See Figure No 6 above



of our inspection revealed that in the first nine months of Police Scotland, the target was to report a combined total of 123,331 road policing offences. This compared to 120,864 offences reported by the legacy forces in the same period in the previous year and represented a *predicted increase of 2466 offences*. However, as a consequence of the new road policing structures, more robust performance management and a greater executive emphasis on enforcement, there were 151,453 offences reported in the first nine months of Police Scotland. Excluding the 4635 drink/drug driving offences which had no attainment target, this represents an *actual increase of 25,954 offences* compared to same period in the previous year and equates to 19% growth in road policing enforcement.

29. This increase in road policing enforcement beyond what was originally envisaged would have been visible to all members of the force executive³⁹ and subject to regular scrutiny at the monthly Tasking and Co-ordinating Group. This would have presented early opportunities for Police Scotland to modify the levels of road policing enforcement activity to meet, but not substantially exceed, the agreed 2013-2014 targets and enable officers to be diverted to other priorities. However, an executive decision was taken to maintain this level of activity on road policing enforcement. This reflects, in part, the need to establish a new baseline commensurate with the investment in new national structures and a strategic shift in focus towards enforcement to better influencing driver behaviour.
30. There is a significant body of international policing research which supports the effectiveness of increased enforcement, in particular where that enforcement is used to support education. For example, the road policing strategy for Europe⁴⁰ notes the significance of driver behaviour as an accident causality factor. This strategy specifically advocates increased enforcement in relation to speeding, alcohol and drugs, and seatbelts as these are factors known through research to contribute most significantly to death and injury on the roads of Europe. While this research would in part support the approach taken by Police Scotland around enforcement, it highlights a wider dependency on education activity to effectively deliver outcomes. Although there is evidence of Police Scotland continuing to contribute effectively towards education and working in partnership to influence road safety,⁴¹ there is nothing within the national performance framework to monitor or drive activity in this area.

39 Force Executive is a term used by Police Scotland. It refers to Chief Officers from Assistant Chief Constable to Chief Constable and also includes Directors

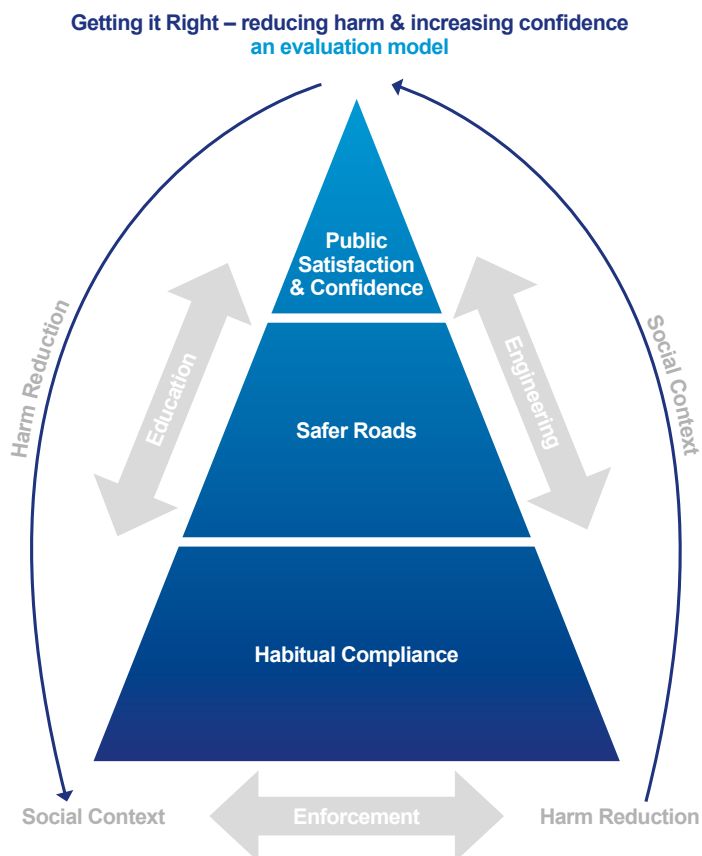
40 TISPOL Strategy 2011-15, page 3 <https://www.tispol.org/assets/pdf/TISPOL%20Strategy%20Document%2016%2009%202011.pdf>

41 See discussion on strategic partnership working from paragraph 118 of this report.



31. We consider the initial emphasis on road policing enforcement measures could have been balanced by the inclusion of some non-enforcement measures (such as use of officer discretion) around road policing activities designed to reduce harm, whilst also maintaining public satisfaction and confidence. The need for such a balanced approach is contained within the policing commitments in the foreword to *Scotland's Road Safety Framework to 2020*⁴² and is recognised as an important factor in the maintenance of police legitimacy. This is further illustrated by the *Getting it Right - reducing harm and increasing confidence model* from the ACPO Road Policing Strategy⁴³.

Figure 7 – ACPO Road Policing Confidence Model



42 Scotland's Road Safety Framework to 2020, Scottish Government: 2009

43 ACPO Road Policing Strategy, 2011-2015, ACPO: 2011



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32. Feedback from some road policing officers during focus groups suggested that the executive focus on performance and enforcement against specific road policing targets has reduced their capacity to address other equally relevant road traffic offences. Examples cited included tachograph offences, dangerous loads and pedestrian crossing offences. They also expressed concern that their specialist skills were not being fully utilised. Officers indicated that on occasions they felt under pressure to deliver against targets⁴⁴.
 33. The Chief Constable and members of the executive team have been clear that although the force operates a robust performance regime to direct policing activity towards community priorities, there are no individual targets set for officers. The Chief Constable and senior managers have made significant efforts to communicate this message both internally to officers and staff and externally to stakeholders and communities. Police Scotland has also focused strongly on force values and an ethical framework based around Integrity, Fairness and Respect⁴⁵, which we consider should all serve to support an ethical approach to performance.
 34. While we found no evidence of individual targets being set for road policing officers, detailed processes do exist across Scotland to monitor individual officer productivity and their personal contribution towards KPIs and targets. This monitoring had initially identified considerable disparity across legacy force areas in terms of productivity by road policing officers and highlighted a need for improvement in some areas. For example in the first four months of Police Scotland, speeding detections in Edinburgh increased from 350 to 1200 by comparison with the same period in the previous year. Seatbelt offence detections rose from 347 to 869 and mobile phone offences whilst driving rose from 421 to 967. This improvement was reported publicly and was attributed to a 'change in focus and approach under Police Scotland'⁴⁶.
 35. Notwithstanding the legitimacy of these processes, robust monitoring of individual performance has the potential to fuel a perception amongst road policing officers that they are becoming too target driven. Some officers indicated that they were less likely to use discretion or issue appropriate warnings to support encouragement or education, but instead opt for enforcement. There also seems to be a lack of appreciation among managers, supervisors

44 See public reporting of this issue in Holyrood Magazine, 16 December, 2013

45 Code of Ethics for Policing in Scotland, Police Scotland, 2013
http://www.scotland.police.uk/assets/pdf/recruitment/194327/code_of_ethics?view=Standard

46 Herald Scotland, 18 September, 2013: 'Crackdown on drivers sees major rise in traffic offences'



and front-line officers that we interviewed in terms of how divisional and area command targets are disaggregated in practice and delivered operationally, without individual officers feeling pressured to achieve targets rather than impacting positively on driver behaviour.

36. With any performance regime, there is a risk that managers, supervisors and front-line officers focus their activity solely to meet targets or reverse short-term drops in performance. This has the potential for officers to lose sight of outcomes and instead channel energy into enforcement against soft targets or seek ever more creative means to increase performance. This proposition is validated by wider policing research in the UK⁴⁷ which has shown that in order to meet this kind of quantitative target, it is easier for officers to pursue minor offences with an equal detection weighting than more complex crimes, and to abandon their professional discretion in how they might best deal with these incidents. This has to some extent been captured in media concerns around a target-driven culture within Police Scotland and a perception that road policing enforcement was being directed towards soft targets that increase the volume of offences but do not deliver against outcomes⁴⁸ including concerns expressed publicly by the Scottish Police Federation.⁴⁹
37. While we found no evidence of individual officer targets, we did find a clear perception amongst officers and staff that we interviewed that they are under pressure to deliver against divisional or force targets. There also seems to be a perception amongst stakeholders, media and the wider public that Police Scotland has become target driven, which if left unchecked has the potential to undermine public confidence and satisfaction.
38. We therefore consider that Police Scotland should examine the extent to which target setting and performance management processes drive operational behaviours and assess their impact in terms of delivering outcomes and maintaining public satisfaction and confidence. This should include wider consideration of productivity, performance and target setting to assess how divisional targets are in practice disaggregated to teams and individuals. This should provide confidence that enforcement activity is delivered in a manner which is both consistent with the policy aims of the Chief Constable and represents an efficient use of resources.

47 Policing in the 21st Century report, House of Commons Home Affairs Select Committee: 7th report, November 2008

48 Daily Record: 19 November, 2013 'Public Confidence in Scotland's new single force damaged by 'tick-box' culture'

49 19 November 2013, ibid



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39. We consider it important for Police Scotland to provide clear messaging to senior managers, supervisors and front-line officers around what is expected of them in terms of contributing to performance and how this is consistent with force values and code of ethics. Police Scotland should introduce processes which support proportionate checks and balances around enforcement activity. This will provide reassurance to the executive team and divisional commanders that all activity is relevant and likely to deliver against outcomes and not simply directed at meeting targets. This is an area that HMICS will review further in 2015 as part of our Continuous Improvement Review (CIR) activity as described in our Corporate Plan.

Recommendation 1

Police Scotland should examine the extent to which target setting and performance management processes drive operational behaviours and assess their impact in terms of delivering outcomes and maintaining public satisfaction and confidence.

40. At the point of inspection, we were able to view a draft version of a proposed Police Scotland *Road Policing Framework to 2016*. We welcome the inclusion of clear objectives in relation to road safety, road crime, improving driver behaviour, antisocial use of the roads and combating the threat of terrorism and would expect these objectives to be reflected in terms of specific outcome measures within future force performance frameworks. We learned of the intention to discontinue enforcement targets for road policing for 2014-15 and focus instead on road casualty reduction outcomes. It is proposed that the existing seven enforcement targets revert to KPIs which will reflect the new 2013-14 baseline. Although remaining visible as part of the force performance framework, they will no longer be subject to numerical targets or annual increases.
41. We welcome the proposed changes and increased emphasis on delivering outcomes. However, we will be interested in the practical effect of removing these enforcement targets and whether the substantially increased 2013-14 baseline levels will be maintained or exceeded in 2014-15. Should Police Scotland seek to maintain the current levels of road policing enforcement activity, we suggest it may want to commission some evidence-based evaluation to examine whether the sustained increase in activity is effective and commensurate with the actual outcomes being achieved.



42. Police Scotland should satisfy itself that the road policing KPIs within future force performance frameworks align closely to the *Police Scotland Road Policing Framework to 2016*,⁵⁰ contribute effectively to road casualty reduction across Scotland, and explicitly support the outcomes sought from *Scotland's Road Safety Framework to 2020*.⁵¹ We consider that enforcement activity should be balanced with education, encouragement and modifying driver behaviour. In keeping with the original policy to develop road policing structures that reduce road casualties, reduce road crime and positively impact on road use by criminals,⁵² Police Scotland should consider what outcome measures it might put in place to give appropriate emphasis to broader road security matters, including the use of the strategic roads network by criminals.

Recommendation 2

Police Scotland should ensure that road policing measures and targets contribute effectively to road casualty reduction across Scotland and explicitly support the outcomes sought from *Scotland's Road Safety Framework to 2020*. Appropriate emphasis should be given to broader road security matters including the use of the strategic roads network by criminals.

50 Police Scotland, internal document

51 Scottish Government, 2009

52 ACPOS, Road Policing Strategy 2009: Foreword in response to Scotland's Road Safety Framework to 2020



Leadership and governance

Key messages

- There is strong national leadership in relation to road policing.
- Although the new road policing model was not fully implemented at the time of the inspection, the new structures were generally working well.
- The new two-tier model delivers well against the Scottish Government objectives of police reform, with some early evidence of specialist road policing officers providing enhanced operational capability to meet national, regional and local community needs.
- The level of local scrutiny and engagement over local road policing delivery is variable throughout Scotland.

Road policing structures

43. An early priority for Police Scotland was to combine eight autonomous road policing functions from legacy forces into a single national function. A strategic proposal⁵³ was developed for a new road policing structure for Police Scotland and subsequently approved by the Chief Constable. This was based on a two-tier model comprising:
- **Regional Trunk Road Patrol Groups** (TRPG) covering the primary motorway and trunk road network throughout Scotland
 - **Divisional Road Policing Units** (DRPU) in each of the 14 new local policing divisions.
44. The option sought to deliver local, regional and national capacity for road policing throughout Scotland and provide *'cost-effective specialist support to local commanders as well as dedicated trunk roads patrol group to influence road user behaviour and impact positively on road crime on the more operationally challenging routes across the country.'*⁵⁴
45. We consider the two-tier model delivers well against the Scottish Government objectives of police reform⁵⁵ and believe that the capability and capacity to address local road policing priorities should be protected or improved through the introduction of a DRPU within every local policing division. There should be more equal access to national specialist support through the introduction of national command for road policing and the creation of regional

53 Road Policing Strategic Proposal – version 2.0 dated 11 October 2012 (unpublished)

54 Page 15, Road Policing Strategic Reform Proposal, *ibid*, (unpublished)

55 Road Policing Strategic Reform Proposal, Page 3 (unpublished)



TRPG. We welcome the commitment to redistribute national road policing resources from areas of high population to more rural and geographically challenging areas across Scotland. Indeed as highlighted in the preceding outcomes section, Transport Scotland research clearly demonstrates that seven out of ten deaths on Scotland's roads happen in non-urban locations making more remote rural roads a key risk factor.

46. The two-tier model sought to support a number of intended delivery outcomes including 'A detailed performance framework focused on casualty causation, crime on the roads network and the use of the roads by criminals'.⁵⁶ We have commented on the extent to which this was achieved during the first nine months of Police Scotland in the preceding section of this report on outcomes.

Command structures

47. Police Scotland has introduced a new command structure for road policing and took the opportunity to significantly reduce the number of senior officers when compared to the previous arrangements within legacy forces.⁵⁷ Road policing now forms part of the wider Operational Support Division, with functional leadership provided by the Superintendent, Head of Road Policing, who reports to the Chief Superintendent, Operational Support Division. Executive leadership over the function is exercised by the Assistant Chief Constable, Operational Support who reports to the Deputy Chief Constable Crime and Operational Support. The structure of road policing under the divisional and trunk roads patrol group model is illustrated in **Appendix 3** to this report.
48. More broadly, the new two-tier road policing model gives local divisional commanders the ability to independently deploy divisional road policing officers and divisional non-road policing officers in pursuit of divisional road policing priorities. This means that national activity over policing of the roads (as opposed to the road policing function) is effectively managed in partnership between the 14 divisional commanders and the Head of Road Policing. Therefore whilst the Head of Road Policing provides the professional leadership and policy direction for road policing, the accountability over performance is far more nuanced.
49. Whilst this hybrid approach works well in practice and ensures professional management and succession planning in a highly specialist area, some commanders that we interviewed thought that it would be beneficial for the functional Head of Road Policing to regularly attend

⁵⁶ Road Policing Strategic Reform Proposal, Page 3, *ibid*

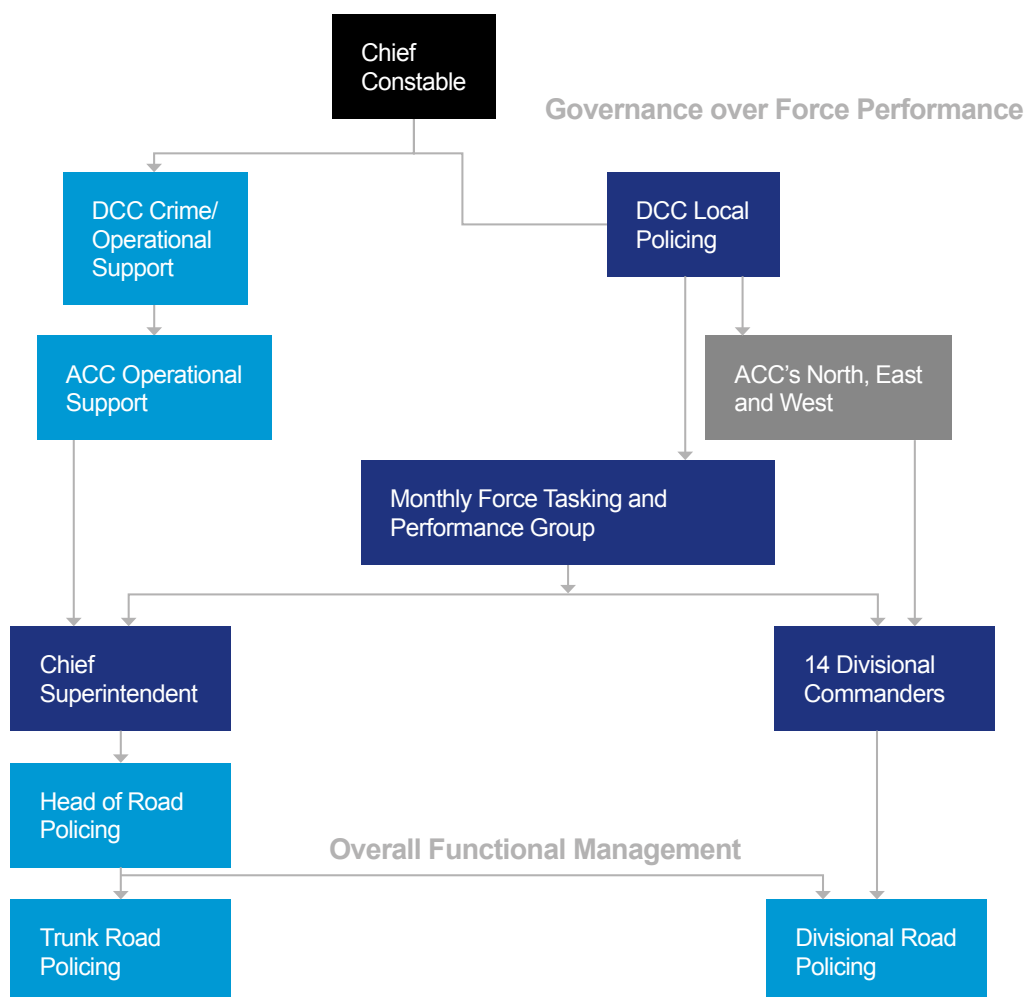
⁵⁷ See paragraph 63 of this report



the national performance meetings so as to enhance connections between wider divisional and functional activity. This suggestion offers the potential to provide closer links between the 14 divisional commanders and the Head of Road Policing and greater synergy and direct accountability in relation to an area which is a key priority for Police Scotland.

- 50. In practice, national performance is managed through the monthly Tasking and Performance Group, chaired by the DCC Local Policing. This meeting is the forum where divisional commanders are held to account for performance against specified targets, including road policing. The following illustrates how service wide governance is exercised over performance and how local policing interacts with the overall functional management of road policing.

Figure 9 – Alignment of Road Policing Function to broader Force Governance over performance





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51. During our inspection, we found evidence of strong national leadership in relation to road policing by the Head of Road Policing. Although the new road policing model was not fully implemented at the time of the inspection, the new structures were generally working well. There was some early evidence of specialist road policing officers providing enhanced operational capability and the 'flexing' of resources to meet national, regional and local community needs. Examples included improved access to specialist functions such as motorcyclists, VIP escort and enhanced oversight of collision investigation. This was particularly relevant in areas which did not previously have routine access to specialist services. We also found that local commanders were drawing on regional and national assets to support local campaigns, initiatives and events for the benefit of local communities.
 52. The Head of Road Policing exercises national governance through a Policy and Performance Forum attended by road policing managers throughout Scotland. It was clear that the challenges of converging the resources and assets from the legacy eight forces whilst simultaneously introducing a new two-tier national operating model had been significant and that much had been achieved at the point of inspection.

External governance and scrutiny

53. In relation to the external governance role of the SPA,⁵⁸ we found evidence of the Authority exercising scrutiny over the road policing function. For example, they had called for a briefing on drink driving and had raised concerns about the numeric KPIs and targets in terms of the potential to impact negatively on public confidence. The SPA had received a presentation from the Head of Road Policing on this issue and had communicated these concerns to HMICS. They had also expressed an interest in potential solutions to reduce the length of road closures to facilitate serious accident investigation, a matter that will be explored later in this report in the section on partnership working.
54. We are content that the scrutiny arrangements which exist for the Authority to contribute to the *Annual Policing Plan* and its visibility over local policing plans will enable oversight of strategic road policing issues. The proposed introduction of new and improved arrangements for public performance reporting by the Authority will also enable the effective scrutiny of road policing activity and delivery against outcomes.

58 The functions of the SPA are specified in the Police and Fire Reform (Scotland) Act, 2012



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55. In terms of local authority scrutiny, we examined the arrangements made under Sections 45 to 47 of the *Police and Fire Reform (Scotland) Act 2012* to establish the extent to which local scrutiny and engagement was taking place in relation to local road policing delivery. This is an important strand of local governance, particularly as there is currently no national visibility of specific local road safety priorities in the Police Scotland national performance framework.
 56. The legal requirement for local policing plans at local authority level was intended to strengthen the connections between policing and local communities through the identification of issues and concerns important to local people which local police commanders can be held to account for delivery. We found that road safety was a main priority in 24 (75%) of the 32 local policing plans and featured as an important issue in 229 (64.8%) of the 353 multi-member ward policing plans.
 57. From review of minutes and meeting notes and from discussion with a sample of divisional commanders, elected members and officials, we conclude that the new arrangements have strengthened the connections between policing and local communities with evidence of more equal access to specialist road policing resources. However, we found that the level of local scrutiny and engagement over local road policing delivery is variable throughout Scotland. More robust arrangements were in place in some areas and we noted for example that elected members in Aberdeenshire had expressed concerns about the lack of progress by Police Scotland in establishing additional trunk road policing assets at Stonehaven.
 58. We would encourage Police Scotland to ensure that there is greater visibility of local policing priorities in national performance assessment tools, and local elected members to exercise robust scrutiny and engagement in relation to locally identified policing priorities and to ensure that mechanisms are in place through which to properly hold local police commanders to account. We will examine the effectiveness of local scrutiny and engagement across Scotland as part of our Local Policing+ programme.



Planning and process

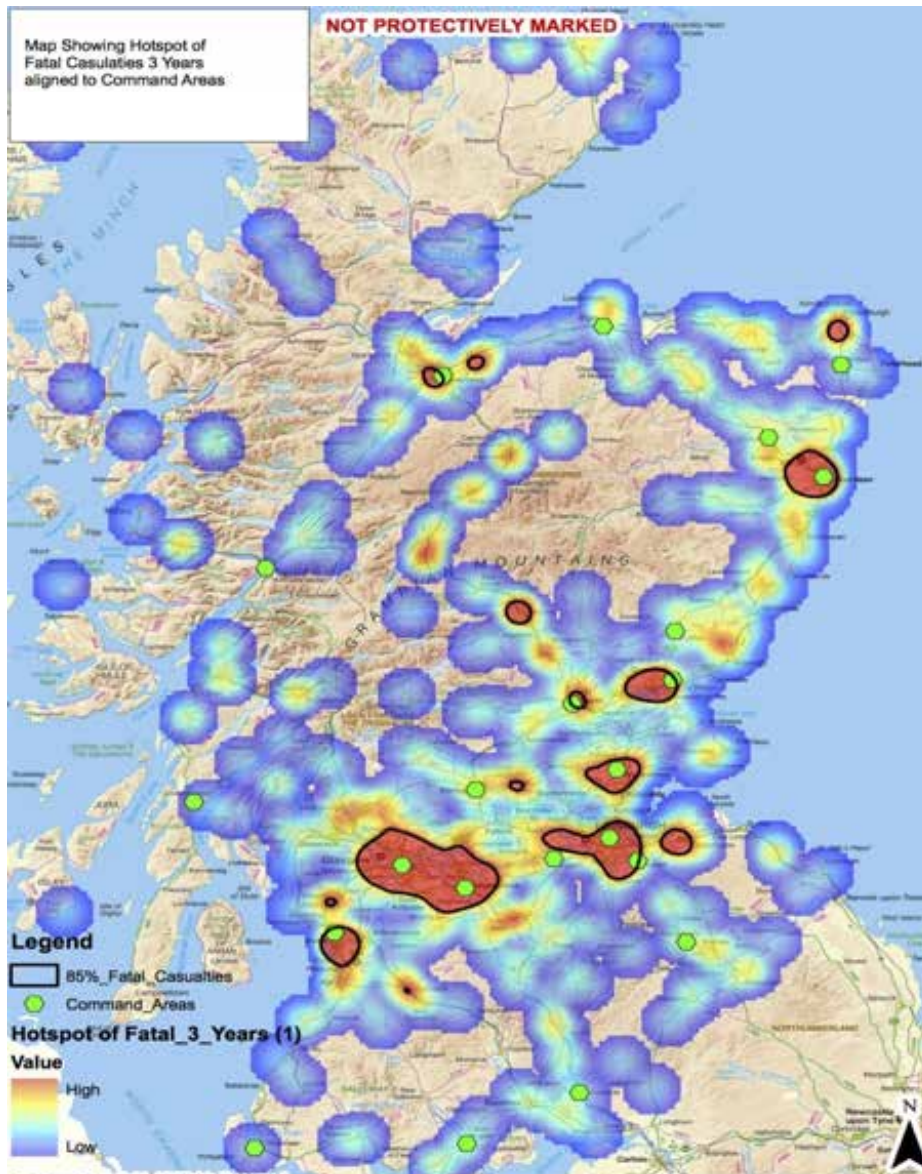
Key messages

- The planning for the new road policing model was based on robust demand analysis of collision hotspot data throughout Scotland.
- The new model calls for redistribution of national resource to meet demand, but workforce planning is under-developed and Police Scotland does not yet have a documented delivery plan for its end-state operating model.
- Many aspects of national operational planning and process have been simplified through the creation of a single force.
- Police Scotland has robust processes in place to guide road policing officers throughout Scotland on a range of operational matters. This has led to greater consistency throughout Scotland.
- We found evidence of the application of the National Intelligence Model (NIM) in the day-to-day management of road policing but the ability to deploy intelligently had diminished in some areas of Scotland due to the loss of analysts and researcher posts.

Planning

59. The planning for road policing delivery under Police Scotland was based on a demand led two-tier model of regional Trunk Road Patrol Groups (TRPG) covering the primary motorway and trunk road network throughout Scotland with Divisional Road Policing Units (DRPU) in each of the new local policing divisions. During our inspection, we found that the locations for DRPU and TRPG were based on a detailed analysis of fatal and serious collision data between 2009 and 2011, and an associated analysis of fatal collision ‘hotspots’ including monthly, weekly, daily and time of day analysis. This objective assessment by Police Scotland provided an opportunity to design an operating model based on three years of consolidated demand data as illustrated by the following example of demand analysis map:

Figure 10 – Fatal collision ‘hotspots’ in Scotland 2009 – 2011



60. Figure 10⁵⁹ shows three years of data on fatal collisions in Scotland from areas of low density in blue to medium density in yellow and brown through to high density in the areas in red circled by a solid black line. It should also be noted that 85% of all fatal collisions over the

59 The Police Scotland map does not show Orkney, Shetland and some of the Western Isles.



three-year period fall within these high density areas as illustrated. We welcome the approach by Police Scotland to base its planning for the new TRPG/DRPG road policing model on robust demand analysis of collision hotspot data. Whilst this analysis has been used to inform the distribution of road policing resources across Scotland and de-layer management structures, there has been no objective analysis undertaken to determine the optimum number of officers required.

61. The initial planning assumption appears to have been to retain 591 Constables which was approximately the number under the previous legacy force structures. This was subsequently reduced by the executive team to 561 constables, as part of a broader redistribution of resource as new national structures settled and developed.
62. During our inspection we examined the adjusted Resource Allocation Model (RAM) for road policing and noted that the authorised establishment had been agreed as follows:

Figure 11 – Police Scotland Road Policing Authorised Establishment (RAM)

	Constable	Sergeant	Inspector	Chief Inspector	Superintendent	TOTAL
TRPG	184	22	5	1	1	213
DRPU	340	40	14			394
Motorcycle	24	3	1			28
Transport Scotland	3	1	1			5
Training & Policy	10	5	1			16
Total	561	71	22	1	1⁶⁰	656

60 It should be noted that all road policing officers in Scotland fall under the Command of this single Superintendent



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63. There are 23 fewer sergeants, eight fewer inspectors and five fewer chief inspectors working in road policing by comparison with the model under the legacy forces. The new national structures provided opportunities for management de-layering and provided notional⁶¹ non-cashable saving of £449,229.⁶² Given the commitment by Police Scotland to maintain an establishment of 17,234 police officers,⁶³ these savings will only become cashable in time through workforce remodelling and the translation of supervisory posts into constable posts.
 64. The DRPU officers are based at locations within the 14 local policing divisions and although they fall under the functional command of the Head of Road Policing they are also deployable by the 14 divisional commanders to address local road policing priorities.
 65. The TRPG were established to influence user behaviour and impact positively on road crime on the more challenging areas of the strategic roads network in Scotland. There will be 10 TRPG locations in Scotland once the model is complete but implementation of the desired operating model is ongoing and the location at Stonehaven had not yet been established at the point of inspection.
 66. Although the new model was based on largely the same officer numbers of road policing as legacy forces, the demand analysis identified a need to redistribute a number of road policing officer posts across Scotland. Once fully implemented, the new road policing model is designed to redistribute posts from the central belt to more operationally challenging locations and once complete will deliver additional resource to the Forth Valley and the north of Scotland. At the point of inspection, we found that there had been some small additional resource distribution to the north of Scotland but that much was still to be done. We recognise the complexity in achieving such redistribution. This is not a simple exercise of transferring officers from one work location to another, but requires more complex workforce planning to ensure the balance of specialist officers, local policing officers and new recruits can be maintained across Scotland during the build process.
 67. We found there were a number of vacancies against the agreed authorised establishment for road policing at the point of inspection. We found that the majority of vacancies were in the North region and Forth Valley Division, and that there were also surplus posts mainly in the West of Scotland combining to give a net deficit of 28 officers. However, this position largely reflects the complexities of workforce planning as discussed and the need to balance other

61 This is a notional saving but becomes cashable as supervisory posts are translated into constable posts on retirement

62 Police Scotland calculation based on salary scale mid-point by rank

63 Scottish Government Target. See <http://www.scotland.gov.uk/News/Releases/2011/03/01095837>



demands being placed on divisions through the establishment of new crime and operational support structures.

68. We found that the detailed workforce planning associated with building the new model were under-developed with the result that progress in building the TRPG model has been slower than envisaged. We consider that earlier investment in planning in terms of feasibility/scoping of delivery mechanisms, timescales and cost would have been beneficial and managed expectations between Operational Support Division and local policing commanders. This would have highlighted the complexities and constraints involved in seeking to redistribute legacy specialist officers and more fully explored the wider workforce planning requirements around issues such as police regulations, consultation and the financial implications.
69. We consider that Police Scotland should take the opportunity to reassess authorised establishment for road policing and the proposed redistribution of resources. This should be informed by 12 months experience of the new structures and operating model. In conducting this assessment, Police Scotland may wish to consider the most recent performance information and re-run the hotspot analysis with the collision and fatal accident data for 2013-14. This would enable the executive team to be satisfied with the outstanding redistribution requirements for road policing before establishing a plan with determined timescales for delivery.

Recommendation 3

Police Scotland should reassess the resource allocation model for road policing based on 12 months experience of the new structures and operating model. It should then establish a written plan for the redistribution of national resource to enable delivery of its determined road policing operating model and should specify a target date for completion.

Process

70. During our inspection we interviewed DRPU and TRPG inspectors, sergeants and constables and found that the new arrangements for road policing were generally working well. Officers gave examples of increased capacity and capability around operational deployments through the ability to deploy national resources to local problems or events. It was clear that some aspects of national governance arrangements had been simplified. We found that DRPU inspectors were working closely with TRPG inspectors particularly where they were co-located. In such situations, we also found that officers had better access to support services and there was good evidence of close working with DRPU and TRPG inspectors and sergeants providing management and support to local officers.



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71. In terms of process, we found that Police Scotland had robust arrangements in place and had developed a range of standard operating procedures (SOPs) to guide road policing officers throughout Scotland on a range of operational matters. This had led to greater consistency throughout Scotland. We also found that the road policing pages on the Police Scotland internal intranet system were well constructed and noted that they provided valuable reference sources of professional practice.
 72. We found that the Head of Road Policing had introduced a Policy and Performance Unit led by an inspector in a management support function. This unit had conducted an early internal review of progress six months after the creation of the new Police Scotland. This report included a self-analysis of what aspects of the discipline were working well and which areas still represent work-in-progress.
 73. In terms of areas for improvement, the internal improvement plan had identified a range of challenges around issues such as ICT, the physical distribution of collision investigators, administrative and analytical support gaps arising from the loss of support staff, shift patterns, and a lack of senior command resilience with only a single road policing chief inspector for Scotland. All of these themes are consistent with matters drawn to the attention of HMICS during our fieldwork.
 74. During our inspection, we found evidence of the application of the National Intelligence Model (NIM)⁶⁴ in the day-to-day management of road policing but learned that the ability to deploy intelligently had diminished in some areas of Scotland due to the loss of analysts and researcher posts. In some areas analysts from legacy forces were continuing to produce detailed analytical information but in others analytical products were less frequently available. This was most noticeable to local managers in areas which previously had dedicated road policing intelligence units.
 75. To ensure effective and efficient deployment of resources, it is important that processes are in place to enable decisions to be made based on information that is up to date. However, we found that administrative and analytical support processes had diminished and we also explore the implications of this in the resources section of this report.

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



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76. During our inspection we found some strong examples of public safety messaging by Police Scotland around road safety via a range of mediums including national television and radio, local radio, and a range of social media including Facebook, Twitter and YouTube. We also noted that the Head of Road Policing had written articles in numerous national publications including some with global distribution such as 'Bike' magazine and that he and other senior officers had delivered consistent high-profile public safety messages.
77. We also found that Police Scotland has a developed *Road Policing Communications Strategy* with clearly developed enforcement messaging lines on issues such as speeding, safety cameras, speed limits, seatbelts, mobile telephones, drink/drug driving, rural roads and the Highway-Code. However we found that public messaging around the continuing use of officer discretion should have more emphasis in public communications to reassure the public of a balanced and proportionate response.



People

Key messages

- Road policing officers are highly trained and motivated.
- Road policing training at the Scottish Police College is of a high standard and is making a wider training contribution to UK and international policing.
- Women are under-represented as road policing officers but no specific gender barriers were found.
- Stakeholders believe there could have been better communication around the withdrawal from road safety education delivery and that the service could have worked more closely with partners to ensure continuity in terms of service delivery through to a phased handover to the local authority.
- There is need for a better shared understanding of how national decisions should be consulted locally, and specifically where such national decisions will have an impact on local policing and/or the service delivery models of partners.

Officer training and development

78. The Road Policing Division of the Scottish Police College (SPC) delivers a number of accredited courses to road policing officers. This includes advanced car and motorcycle driving techniques, pursuit management, transport of dangerous goods, collision investigation, tachograph analysis and calibration, security escort driving, convoy commander training, road policing Senior Investigating Officer training and hollow spike tyre deflation (HOSTYDS) Instructor training.
79. Officers new to road policing will usually attend the Road Patrol Officer's Course at the SPC and after successful completion of the course will receive further local training in relation to a range of issues including hand-held speed detection devices, time and distance speed detection, HOSTYDS and in the 'Tracker' vehicle security and tracking system. Within 12 months the officer will attend the Advanced Driving Course at the SPC and can thereafter receive further specialist training in the areas indicated above as part of their continuous professional development and in accordance with the requirements of Police Scotland.
80. During our inspection we found that road policing officers were both highly trained and highly motivated. Once training is complete and evidenced, officers are awarded a Diploma in Road Policing Operations. This award is unique to the Scottish Police College but is currently being considered as part of an ACPO review of road policing operations in England and Wales.



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81. The high standard of the courses provided at the college are recognised within the UK and training products are developed and delivered to several UK Forces including Greater Manchester Police, Lancashire, North & West Yorkshire, Humberside, PSNI and internationally to police in Ireland and Saudi Arabia. Driver training is also delivered to the Civil Nuclear Constabulary and there are bespoke training courses for several partnership agencies. This generates significant income for Scottish policing.
 82. The SPC has also designed a new Collision Investigators Course and in November 2013 the course was credit rated and achieved Level 10 (Honours Degree) on the Scottish Qualifications Award scale. The course is also linked to Robert Gordon University as an additional accrediting body and independent verifier. The Scottish Police College is the only police establishment to deliver Collision Investigation training in the UK to this level and several ACPO forces and international police forces are currently in discussions with the college to either send students on the course or buy the programme and deliver it under the licence.
 83. We found the leadership of road policing training at the Scottish Police College to be of a high standard and we acknowledge the effectiveness and efficiency of this training and its broader contribution to Scottish, UK and international policing.

Workforce mix

84. We found that women were under-represented in road policing with 12% of officers being female compared to 29% across Police Scotland. This situation is not unique to road policing: women are under-represented in other specialist functions such as firearms yet significantly over-represented in other areas such as Mounted Branch.
85. From discussions with female officers, we found no evidence of specific gender barriers to entry to road policing. Previous positive-action initiatives in legacy forces to attract those under-represented had tended to be viewed negatively by female officers and were felt to devalue the skills of women already in the role.
86. There was a sense amongst non-road policing officers that we interviewed that road policing was not always valued as a specialist role and that the role of road policing officers had been undervalued in policing more generally. We found that this external perspective contrasted with the reality of road policing officers being highly trained and motivated. Awareness of the diversity of roles within road policing including collision investigators was thought to be poor with a limited understanding among those out with road policing.



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87. The under-representation of female officers in road policing was an inherited position for Police Scotland who had engaged with the Women's Development Forum (WDF) on this matter and had organised 'open days' for all specialist roles within Operational Support Division to attract more applicants. We also found that women are under-represented as officers in road policing throughout policing in the UK and the role appears to be consistently less attractive to female officers. Whilst we make no recommendation on the subject of gender, officers told us that there were specific initiatives that might assist.
- officers suggested the possibility of re-introducing secondments (typically three to six months) to specialist roles such as road policing.
 - officers felt that there was an opportunity to make the role generally more attractive to women through greater female senior officer visibility achieved by inwards promotions at Inspector level and above.
88. During our inspection we found that work was ongoing within Police Scotland to address a number of issues in relation to terms and conditions. For example, many of the legacy police forces in Scotland operated different annual leave years and we found that Police Scotland had plans in place to rationalise leave calendars for 2015-16. Similarly, we found that there were differing inherited legacy shift patterns operating within road policing and again note that early discussions on these matters have been initiated with the staff associations.

Support staff posts

89. One of the early policy decisions for Police Scotland in relation to road policing was to discontinue the delivery of road safety education to schools by police staff. This recognised that the Road Traffic Act 1988 had placed a statutory duty on the local authorities⁶⁵ to deliver an appropriate road safety education service. The Scottish Government has policy responsibility for devolved aspects of road safety. This includes road safety education discharged through Road Safety Scotland (RSS) and local authorities. Road Safety Scotland, formerly known as the Scottish Road Safety Campaign, was set up in response to devolved policy responsibilities and was set up to ensure a co-ordinated approach to road safety, including in the Curriculum for Excellence for schools.

65 Section 39, Road Traffic Act 1988



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90. Prior to the *Road Traffic Act, 1988*, legacy police forces had often led on the delivery of road safety education to schools. This continued in some legacy areas with the effect that the legislative duty on local authorities was often discharged through the local police. Under the previous legacy force structure, some forces had employed police staff in the role of Road Safety Officer and there were 22.5 full time equivalent (FTE) posts prior to the inception of Police Scotland. Those posts were mainly involved in the design and delivery of road safety education initiatives.
 91. As police reform advanced, some of the Road Safety Officer posts were released under voluntary redundancy or early retirement by the legacy force Chief Constables. Some staff transferred to continue in the role employed by the local authority and some were still in post when Police Scotland was established. However, by the end of the fiscal year 2013/14 we found that all 22.5 FTE post will have been discontinued delivering a comparative saving of £753,975.⁶⁶
 92. Stakeholders interviewed as part of our inspection broadly agreed with the policy decision taken by Police Scotland to step away from education delivery. However, some also commented that there could have been better local communication of the national policy decision and that the service could have worked more closely with partners to ensure continued service delivery through to phased handover to the local authority. This has also been the subject of media reporting including a headline *'Police axe road safety lessons after 50 years'*⁶⁷ in which a local authority source is quoted as saying *'This has come completely out of the blue and leaves the council having to foot the bill for what is a vital service. It's also a further move away from community policing'*.
 93. The need for effective consultation on national decisions with a local impact will remain a challenge for Police Scotland. From our inspection, it is clear that national partners are positive about their interactions with Police Scotland and welcomed the single point of contact that a national service provides. They also feel that this had led to more effective and efficient national decision-making but many partners, elected members and officials with whom we spoke agreed that there was a need for better local consultation on national issues which impact on local community planning partners.⁶⁸ Although not falling within the scope of this inspection, similar observations have been made by partners in relation decisions by Police

66 Figure provided by Police Scotland

67 Edinburgh Evening News, 28 December 2013

68 See paragraphs 92 and 133 of this report



Scotland around restructuring public counters and traffic wardens, both resulting in critical media reporting.⁶⁹

94. We consider that a role exists for the SPA to support Police Scotland in terms of better consultation over national decisions with local authorities, elected members and officials. This is particularly relevant in relation to defining roles and responsibilities for local scrutiny committees and understanding their legitimate interest in issues beyond setting the local policing plan and holding the divisional commander to account for its delivery.
95. We have found a lack of clarity and frustration around how local authorities can escalate issues of local concern to the SPA. We note, for example, the position of Aberdeen City Council to defer consideration of its local policing plan to enable the local police commander to discuss with the Council, the Scottish Police Authority and the Chief Constable the retention of the control room in Aberdeen and the impact on a number of issues, including safer roads.⁷⁰ Similar concerns have also been raised by Dumfries and Galloway Council.⁷¹ While we are aware that the majority of local authorities are content with their local policing plans and enjoy effective relationships with divisional commanders; it seems more needs to be done in terms of understanding roles and strengthening relationships with the SPA.
96. We believe it would be helpful for the Authority to engage with local authorities, elected members and officials and lead a piece of work to define the roles and responsibilities for local scrutiny committees and understand their legitimate interest in issues beyond setting the local policing plan and holding the Divisional commander to account for its delivery. This should involve Police Scotland and result in a shared understanding around future consultation processes and the local escalation of national decisions which have the potential to impact on local policing.

Recommendation 4

The Scottish Police Authority should engage with local authorities to define roles and responsibilities for local scrutiny committees and understand their legitimate interest in issues beyond setting the local policing plan and holding the divisional commander to account for its delivery.

69 <http://www.bbc.co.uk/news/uk-scotland-tayside-central-26439709> and <http://www.bbc.co.uk/news/uk-scotland-26090598>

70 Aberdeen City Council Report 14 May 2014: <http://committees.aberdeencity.gov.uk/documents/s37822/Local%20Policing%20Plan.pdf>

71 <http://www.dumgal.gov.uk/index.aspx?articleid=4182&item=336>



Resources

Key messages

- Police Scotland is still in the very early stages of a significant programme of transformational change that will take time to fully achieve.
- Sustainable savings arising from the reform of road policing are not yet fully identified and should be included within the financial strategy being developed by SPA and Police Scotland.
- Police Scotland does not fully understand the functional costs of road policing. To ensure Best Value and continuous improvement, there needs to be a clear understanding of costs and how this links to resourcing and performance.
- The absence of national ICT integration is constraining the pace, effectiveness and efficiency of police reform as it relates to the ability of officers to function fully at a regional or national level. These ‘roam-and-detect’ issues have been captured as part of the user specifications for the new i6 integration programme.
- Police Scotland should conduct a review of the analytical and administrative support arrangements within Operational Support Division and identify what capacity and capability is necessary to support road policing. This review should consider the analytical support requirements necessary to deploy road policing assets intelligently, and should also consider whether there is sufficient administrative research capacity to support work that links intelligence led deployments and activity more clearly to outcomes.

Corporate Strategy and Transforming the Service

97. The move to a single force has been the most significant change to policing in Scotland in a generation, and significant work has already been undertaken to streamline structures and improve the way that Police Scotland works to ensure that resources are used in the best way and deliver value for money. It is inevitable that major change will impact across all functional areas of policing which will be affected to a greater or lesser degree by the national reform of support functions such as Finance, Procurement, Human Resources and ICT.
98. The time needed to plan and implement changes across these key support areas and the requirement to deliver sustainable savings will inevitably have an impact on the short term effectiveness and efficiency of operational areas, including road policing. We have provided



some operational examples of how this is impacting on road policing and recognise that Police Scotland is developing plans to transform and improve its support functions. We welcome the publication of the *Police Scotland Corporate Strategy*⁷² which sets out the next stages in the journey of reform and identifies the planned activities that will transform Police Scotland in the future. This programme of activity is known as ‘Transforming the Service’

99. ‘Transforming the Service’ (TTS) is a programme of change which seeks to co-ordinate all activities being conducted across the organisation to make Police Scotland work more effectively and efficiently whilst also reducing operating costs. All activities are scrutinised at the proposal stage to determine the contribution that they will make towards identified benefits. The delivery of these projects and their associated outcomes will be tracked and provide the evidence basis upon which Police Scotland can assess progress made towards benefits realisation.
100. This introductory narrative is included in this section of our report to set the broader context within which our subsequent comments and observations around resources should be interpreted. Within this overall strategic context, the key overarching message is that Police Scotland is still in the very early stages of this significant programme of transformational change. Some of that change will take time to achieve, and only once implemented will all of the envisaged benefits of reform be fully realised. We will monitor the progress of TTS and the governance of the Corporate Plan and business benefits as part of our Continuous Improvement Reviews of both the SPA and Police Scotland.

Finance

101. The financial aspects of police reform were examined as part of the *Police Reform: Progress Update 2013*⁷³ published by the Auditor General. This highlighted that the costs and savings estimates for reform, based on the Outline Business Case (OBC) prepared in September 2011 had not been updated nor a full business case prepared. In terms of road policing, the OBC identified potential savings of £8.2m, which would potentially arise from rationalisation, (shared service), improved asset utilisation and management de-layering.

72 Police Scotland Corporate Strategy, 2014. <http://www.scotland.police.uk/assets/pdf/138327/150739/policescotlandcorporatestrategy2014?view=Standard>

73 http://www.audit-scotland.gov.uk/docs/central/2013/nr_131114_police_reform.pdf



102. We established that these savings were based on calculations using police objective analysis (POA) cost modelling to give indicative savings, but relied on poor baseline data provided by legacy forces. They were also premised on a more centralised functional model for road policing, which was not reflected in the two-tier model that has been now implemented across Scotland. At the time of our inspection, it was not clear what the revised savings estimates were for road policing and what sustainable savings would be delivered as a consequence of the new structures.

103. We recognise that the lack of accurate baseline data and clarity over sustainable savings was not limited to the road policing function and note a number of recommendations have been made by the Auditor General⁷⁴ to Police Scotland generally. These include the need for the SPA and Police Scotland to work together to identify accurate financial baseline data and agree a financial strategy by the end of March 2014, informed by evidence-based options for achieving savings, and take joint responsibility for its delivery. The Auditor General has recommended that strategy should consider:

- the cost of policing across various activities, for example road policing or serious crime
- evidence-based options for achieving annual savings
- details of one-off and recurring savings
- scenario planning to outline best, worst and most likely scenarios of the financial position with details of assumptions used
- details of assets and liabilities and how these will change over time
- clear links to other strategies that are key to making savings such as the estates strategy (asset sales), or workforce strategy (voluntary redundancy and early retirement schemes)
- the risks and timescales involved in achieving the savings

104. We fully support the position of the Auditor General and the Public Audit Committee⁷⁵ with regard to the need for a fully developed business case or financial strategy to ensure that projected savings associated with reform are clearly identifiable, that the savings being made

74 Audit Scotland: *ibid*

75 Paragraph 40, Public Audit Committee, 3rd Report, 2014. http://www.scottish.parliament.uk/S4_PublicAuditCommittee/Reports/paur-14-03w.pdf



are the right ones, and that they will deliver sustainable policing for the long term. While the Auditor General will review progress against her specific recommendations, we will maintain an interest in this area through our planned Continuous Improvement Reviews of both the SPA and Police Scotland.

105. The annual budget allocated for road policing for 2013/14 was £26.7m. During our inspection we obtained financial data from Police Scotland in relation to the costs for road policing up to 31 January 2014 (period 10). This was broken down into various cost headings under the general themes of employees, premises and transport costs. We found that officer and staff salary costs were being controlled nationally from the corporate centre with only overtime costs being devolved to senior functional police managers. We found that the allocated budget for road policing did not match the actual emerging structures, although accept that this was attributable to constraints inherited by Police Scotland from legacy finance systems and the immaturity of the emerging financial planning arrangements during 2013/14. We concluded that the functional costs of road policing are not yet fully understood by Police Scotland.
106. We found that Police Scotland was operating a centralised model for budgetary control due to the need to exercise strategic financial management and control costs in pursuit of savings targets. At the time of our inspection, there was no functional financial information being made available to the Head of Road Policing with the exception of devolved overtime control. This meant the Head of Road Policing and other senior managers felt that it was not always possible for them to be fully accountable for the costs associated with some aspects of functional decision making. For example, motorcyclists were regularly being deployed from the central belt to patrol the A9 but there was no financial analysis of whether the ability to operate regionally or nationally had led to an increase in fleet operation costs. The lack of financial information meant that new investment in areas such specialist equipment was not a consideration except on safety grounds.
107. Whilst recognising the significant on-going challenges, and the need to exercise strategic financial control, it is clear that senior police managers also require and expect greater visibility over functional costs. This is necessary to support Best Value and continuous improvement. We would therefore encourage the greater provision of financial data to senior road policing managers so that they have a clear understanding of functional costs and how this links to resourcing and performance.



Legacy force technology

108. During our inspection we found that Information and Communications Technologies (ICT) issues and the constraints of legacy force systems were constraining the effectiveness and efficiency of police reform and the ability of officers deployed into the new road policing structures to function fully at a regional or national level. This ‘roam-and-detect’ issue was found to be hampering the operational efficiency of the Trunk Road Patrol Groups (TRPG) in particular and it was evident that regional working was taking place in a limited way due to these constraints. For example, when arresting or charging someone beyond their legacy force area, officers have no access to the local (legacy) custody or case applications. This means that a third (local) officer then has to become involved to gain access to the local systems and has to act as the ‘ghost’ reporting officer in all subsequent case management transactions. This situation also applies to vehicle accident recording systems and although these arrangements represent a practical work-around, they cannot be regarded as an effective or efficient use of police officer time.
109. We also found that this problem extended to other areas such as conditional offer fixed-penalty tickets where officers working regionally either had to carry multi-jurisdiction books and/or rely on the assistance of a ‘local’ officer to overcome such difficulties. There are similar restrictions around legacy HR management systems and we heard evidence from many TRPG managers about the practical difficulties in trying to co-ordinate annual leave and duty management arrangements for officers whose data was housed in separate systems, sometimes over three legacy force areas.
110. This was a source of frustration to officers whom we interviewed and many told us that they felt that the agile pace of front-line reform was being curtailed by delays in the delivery of co-ordinated back-office support functions to meet the needs of the new and evolving structures. While this is not a significant issue for local policing, where divisions tend to be supported within the existing legacy systems, it is a significant issue for regional officers who are required to work across legacy boundaries. We acknowledge that Police Scotland have inherited a range of disparate legacy force systems, with limited interoperability. These practical difficulties were foreseen by Police Scotland and pragmatic attempts have been made to address them.



111. These are clearly wider corporate issues and we acknowledge that Police Scotland is pursuing ICT integration solutions. The road policing issues around ICT are already known to Police Scotland and have been captured in the user specifications and delivery plan for the new i6 technology integration solution.⁷⁶ The road policing issues should be fully addressed by September 2016, after the i6 roll out across Scotland.

Administration, intelligence and analytical support

112. We found that the scale of support staff post reductions to meet required financial savings was an ongoing challenge and meant that the administrative, intelligence and analytical support to assist front-line operations had diminished in many areas. Road policing is as one of several specialist policing functions within a broader Operational Support Division (OSD) and several specialist functions now draw largely on the same shared divisional back-office support capacity.

113. At the point of inspection there was considerable corporate restructuring within Police Scotland⁷⁷ due to the re-parenting of corporate functions from the SPA to Police Scotland and the initiation of the TTS programme. However, many senior police managers told us that the ability to deploy resources intelligently had diminished significantly as a result of the loss of administrative, intelligence and analytical support posts. We also found that these concerns were expressed most strongly by senior managers who had previously had access to a dedicated local Road Policing Intelligence Unit.

114. Police Scotland should conduct a review of the analytical and administrative support arrangements within Operational Support Division and identify what capacity and capability is necessary to support road policing more effectively.

Recommendation 5

Police Scotland should conduct a review of the analytical and administrative support arrangements within Operational Support Division that are available to support road policing. This review should consider the analytical support requirements necessary to ensure that road policing assets are deployed intelligently, and should also consider whether there is sufficient administrative research capacity to support work that links intelligent led deployments and activity more clearly to outcomes.

⁷⁶ See Scottish Police Authority website for details of the i6 Programme and Business Case <http://www.spa.police.uk/assets/126884/175734/item-13-i6-business-case>

⁷⁷ Corporate functions were re-parented from the SPA to Police Scotland in October 2013.



Fleet and Procurement

115. Given the timing of our inspection and the ongoing development of corporate support functions, we did not assess the economies of scale that a single police service will potentially bring in terms of vehicle fleet and procurement. We were provided with fleet review documentation which indicated that the new resource allocation model for road policing would reduce the number of patrol cars by 14 and the number of motorcycles by 10. Police Scotland has calculated this will deliver combined savings over four years of £1.112 million⁷⁸. We would expect these savings to be reviewed and included within the financial strategy.

⁷⁸ The Police Scotland calculation is based on aggregated reduced replacement and maintenance costs.

Partnerships

Key messages

- The introduction of Police Scotland provides national partners with a consistent single point of contact on strategic road policing issues.
- Divisional commanders have enhanced the policing contribution to local initiatives and events by drawing in national road policing support for the benefit of local communities.
- Police Scotland should review what 'real-time' information sharing exists between Area Control Rooms (ACR's) and key strategic roads network partners including Traffic Scotland to improve information exchange, incident management and journey reliability for motorists.
- Police Scotland had received funding approval from Scottish Government to purchase six laser scanners for road policing use in Scotland. We welcome this development and note the potential of such technologies not only for the investigations of collisions but their use in other serious criminal incidents.
- There is future learning in terms of any national organisation assessing the impact of strategic or operational decisions which may directly affect resource planning or strategic change within other agencies or organisations.

Strategic partnerships

116. During our inspection we found evidence of strong partnership working between Police Scotland and a range of strategic partners in relation to road safety matters in Scotland. We also found evidence of partnership arrangements between Police Scotland and wider UK and European policing bodies in relation to road safety, criminality, serious and organised crime and the prevention of terrorism.
117. Strategic partners told us that the national force has given them an effective single point of contact for strategic issues and that this had delivered greater consistency and clearer lines of communication. Similarly, some local commanders told us that the divisional road policing model had enhanced their contribution to local partnerships by allowing them to address emerging issues and run local initiatives augmented by national resources.
118. We found that Police Scotland was actively supporting a range of education initiatives at a secondary and tertiary level, many of which had originated from legacy force arrangements.



Examples included *Go Safe Glasgow*, *Safe Drive Stay Alive*, *Around the Corner* motorcycle safety initiative and assisting with many safety initiatives throughout Scotland aimed at educating young people.



119. These are all examples of strong partnership working which are aligned to the Road Safety Scotland strategy, delivering road safety within the Curriculum for Excellence 2013/14. However, some local partners felt that there was a need for better local consultation on national issues which impact on local community planning partners such as the decision to discontinue the Road Safety Officers posts⁷⁹.

Transport Scotland Police Liaison Officer

120. During our inspection we heard evidence from Transport Scotland about the strategic partnership benefits delivered through the full-time secondment of a police inspector from Police Scotland in the role of Transport Scotland Liaison Officer. This post is located within Transport Scotland and provides a direct interface with Transport Scotland and its subsidiaries, Scottish Government and the operating companies contracted by government to manage and maintain the strategic trunk route network across Scotland.
121. A significant aspect of the role is the operation and resourcing of the new Traffic Scotland National Control Centre near to the Forth Road Bridge. During our inspection we visited this facility and learned of the Multi-Agency Response Team (MART) arrangements for dealing with significant transport challenges such as during severe weather or large scale events. Police Scotland had a cadre of officers trained to work in this facility and planned to install ICT to facilitate real time information exchange and emergency situation management. We consider the creation of the liaison officer post by Police Scotland and the investment in technology as effective partnership practice with the potential to add real value in terms of significant incident management.

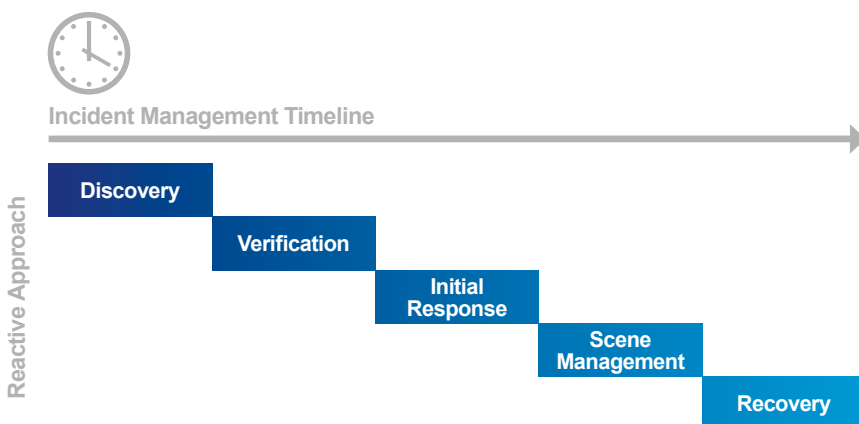
⁷⁹ See discussion on police support staff posts in paragraph 90 and 91 of this report.



Incident management

122. We explored the theme of incident management and in particular the management of complex incidents that result in lengthy road closures. This was an area that had been highlighted by the SPA as a concern.
123. During our inspection we found that this matter had been reviewed in some detail by Transport Scotland at an incident management summit in 2012. The summit involved all key partners including the police, Transport Scotland, Fire and Rescue Services, Traffic Scotland, operating companies, Design Build Finance and Operate (DBFO) contractors, the Scottish Environmental Protection Agency, Freight Transport Association, Road Haulage Association and representatives from local authorities.
124. A number of organisations are involved in managing unplanned incidents on the trunk road network. They share a number of joint responsibilities, and work in partnership to co-ordinate an effective response that maintains public safety and reopens the road network as soon as possible to reduce the impact of the incident on road users and the economy. For this reason, Transport Scotland has now initiated an Incident Management Forum which seeks to promote a whole incident management approach and holds debriefs on significant incidents to capture lessons and share good practice.
125. During our inspection, we considered the various stages of a typical incident management timeline (see Figure 12). We noted two areas of development which would improve police effectiveness and efficiency as part of a broader partnership approach and which has the potential to significantly reduce the length of road closures in certain incident types:

Figure 12 – Stages in Incident Management Timeline: Transport Scotland





-
126. The first area of potential improvement is the communication between Police Scotland Area Control Rooms (ACRs) and the national Traffic Scotland control room. We heard examples from partners of ACRs not always communicating sufficient detail on the seriousness of an incident that road policing officers were dealing with. This could on occasion hamper the partner's understanding of the likely length of road closures and potentially limit opportunities for them to escalate their own response. This was confirmed to us by road policing officers who felt that ACR staff did not always fully understand the role of the various partners. This has resulted in officers being sent to incidents that did not require police involvement and could have more appropriately been passed to other agencies such as the Trunk Roads Incident Support Service (TRISS).
127. We heard evidence of how difficulties with communications sometimes prolonged road closures by impacting on the partner's ability to attend incidents in the correct sequence or efficiently plan their arrival to minimise delay. For example, failure by an ACR to advise partners of the estimated time when police officers would complete their collision investigation sometimes resulted in notification and access delays to the various responders dealing with issues such as vehicle recovery or clearing debris from the highway. This results in road closures being unnecessarily prolonged and increases the disruption to communities.
128. We have learned that Traffic Scotland is currently refreshing a Roles and Responsibilities Matrix and is also developing an e-learning package on incident management for police ACR staff around road closures. We welcome this but believe there would be value in Police Scotland reviewing what legacy information sharing protocols it has in place with key strategic roads network partners with a view to rationalising these to improve real-time information exchange, overall incident management, and journey reliability for motorists.

Recommendation 6

Police Scotland should review what information sharing protocols it has in place with key strategic roads network partners with a view to improving real-time information exchange, overall incident management, and journey reliability for motorists.

129. The second area of improvement is in relation to scene management and specifically the use of new 3D Laser Scanning surveying equipment to assist with collision investigation and analysis. This equipment has the ability to fully survey an incident scene quickly, and in fine detail, for later analysis. The 3D data allows the scene to be replicated and can provide positional views, such that the scene can be viewed from the position of a witness or vehicle



involved in the incident. A 3D animation can also be constructed from the data which can show speeds, trajectory, positions, impact and final resting positions of the vehicles.

130. These scanners are currently in use in ACPO forces in England and Wales and in addition to enhancing investigations, help to reopen major roads and motorways more quickly. The latest Department of Transport figures⁸⁰ show an average time saving at fatal or likely to prove fatal incidents of 39 minutes. Accordingly, there is strong evidence to support the economic, investigative and evidential benefits of such technologies and they provide an example of how inward investment in policing can deliver wider outcomes.

131. Police Scotland has received funding approval from Scottish Government to purchase six laser scanners for road policing use in Scotland. We welcome this development and note the usefulness of such technologies not only for the investigations of collisions but also for use at the scenes of other serious criminal incidents where detailed evidence needs to be captured and analysed such as murder scenes or where firearms have been discharged.



Criminal justice

132. During our inspection we found that quarterly meetings take place between the Head of Road Policing and a named Crown Office and Procurator Fiscal Service (COPFS) representative on road policing matters. Discussions centre on strategic matters and links are also established with staff at the Scottish Fatalities Investigation Unit (SFIU). We found evidence of strong links in relation to criminal justice administration at a national level but arrangements at a local level appear weaker. For example we spoke with staff at a COPFS initial case marking team who expressed concerns about lack of advance local communication from Police Scotland in relation to sudden significant increases in local enforcement activity. In turn, this had created difficulties for initial case marking teams that could have been avoided with better communication and consultation.

133. The significant national increases in road policing enforcement has resulted in thousands of additional offence reports being submitted to COPFS, with increases in some offence types of up to 36.8%⁸¹ in the first nine months of the new service. This not only resulted in an increased workload for COPFS, but has placed significant additional demands on other criminal

80 Department of Transport, Review of Investigation and Closure Procedures on Motorways, 2011

81 Speeding offences to quarter 3: Source Police Scotland Road Policing Quarter 3 Performance Report



justice partners. While planned increases can be managed by all organisations, unexpected increases may adversely impact upon the operational performance of partners. There is also the potential to adversely impact on partner's strategic change programmes by altering the planning assumptions upon which they are predicated.

134. While Police Scotland actively engaged with criminal justice partners as a consequence of increased enforcement activity, there is broader learning in terms of any national organisation properly assessing the impact of strategic or operational decisions which may directly affect the resource planning or strategic change within other agencies or organisations. This should be particularly relevant in terms of performance management and target setting where it is possible to predict increased activity and changes on the demand experienced by other agencies. This approach would allow for early engagement with any agency or organisation affected and allow for a more informed and co-ordinated response.

Scottish Safety Camera Programme

135. The statutory powers of HMICS do not extend to the inspection of the Scottish Safety Camera Programme but we are aware that the national programme is currently under review by Transport Scotland. The programme aims to change driver behaviour ensuring that motorists are aware of the dangers of excessive and inappropriate speeds. It does so by ensuring that safety cameras, the collective term for speed and red light cameras, are deployed at priority sites in need of casualty reduction and ensuring that motorists are aware of the need to reduce speed and to drive within the speed limit.
136. We did not examine this area during our inspection but would encourage Police Scotland to continue to engage with the Safety Camera Programme at a strategic level and to explore options for greater synergy between the mobile road policing assets of Police Scotland and those of the programme. Police Scotland should explore options for unified lines of command and control, demand-led deployments, the ability of mobile camera vans to flex beyond regional operation modes to assist with national events, and to avoid unnecessary duplication in pursuit of Best Value and public reassurance.



Demand reduction on policing

137. During our inspection we explored options for capacity building and whether any partnership initiatives had brought about reductions in road policing demand. A significant example we found was in relation to the Trunk Roads Incident Support Service (TRISS). The TRISS service is provided by Transport Scotland to help to deal with incidents on our trunk roads. The service was introduced in 2005 and there are presently six TRISS vehicles patrolling our motorways and trunk roads.
138. TRISS supports the emergency services in clearing incidents. Its primary aim is to improve journey reliability by managing and reducing the impact of disruption. TRISS also aims to improve safety and security for travellers by the early identification and removal of incidents, resulting in a reduction of secondary accidents. From examination of TRISS data, we note that this service attends a range of incidents on our trunk roads that would have previously fallen to road policing officers. We also note that TRISS responds to around 1000 'police assist' calls each year. Whilst it is difficult to quantify the consequent savings on police time, we think it is likely such savings are significant.
139. Another example we identified is in relation to motorway emergency breakdown telephones. There are 800 such telephones in Scotland and previously calls went directly to police control rooms. This required a road policing response and also committed police control room staff to other activities such as telephoning breakdown services or recovery companies on behalf of the driver. During our inspection, we found that all motorway emergency breakdown telephones are now routed to the Traffic Scotland control room which manages around 2,500 calls each year. This will have resulted in significant savings to policing in recent years and is another very welcome development which enables road policing officers to concentrate on their primary functions.
140. We believe that a single national police service creates new opportunities for further capacity building through joint or parallel working initiatives with partner agencies, including, for example, co-ordinating and sequencing the use of social media to keep communities informed of issues such as road closures or diversions.



Appendices

Appendix 1 – Methodology

141. HMICS exists to assure the Scottish Parliament and the people of Scotland as to the state, effectiveness and efficiency of the police service in Scotland. In consulting on our inspection priorities⁸² it was agreed that a thematic inspection of road policing would take place in 2014. This with a view to examining the new local, regional and national arrangements established under a single police service for Scotland.
142. In conducting this inspection, the focus of our work was to assess the state, effectiveness and efficiency of road policing through examination of the structural, financial, policy, performance and partnership arrangements for road policing established under Police Scotland, and their broader contributions to the delivery of the desired strategic outcomes of the national *Road Safety Framework for Scotland to 2020*.
143. Our inspection methods covered the following:
- A review of a range of published information, including the *Police and Fire Reform (Scotland) Act*, the *Scottish Government Road Safety Framework to 2020*, Scottish Government strategic priorities, *Police Scotland Annual Policing Plan* and local policing plans, SPA strategic priorities, board minutes and papers and a range of technical manuals and professional practice advice in relation to road policing
 - A review of supporting documents and correspondence received from Police Scotland
 - Observations of road policing vehicles, ICT and equipment
 - Presentation by senior officers to highlight the strategic context of road policing
 - Interviews with senior staff in Police Scotland (officers and support staff) and Police College staff
 - Interviews and focus groups with police officers and key stakeholders
144. The final fieldwork was conducted over a two week period from 3rd February to 14th February 2014. Key findings from interviews, focus groups and observations were captured for analysis. At the conclusion of our fieldwork but prior to writing up our findings, we provided feedback to both the Assistant Chief Constable for Operational Support Division and the Head of Road Policing. The final report was subject to our internal quality control processes which included an accuracy check by Police Scotland and the key stakeholders interviewed as part of the inspection.

82 HMICS has a statutory duty to consult on its inspection priorities under the Police and Fire Reform (Scotland) Act, 2012.



Appendix 2 - Glossary

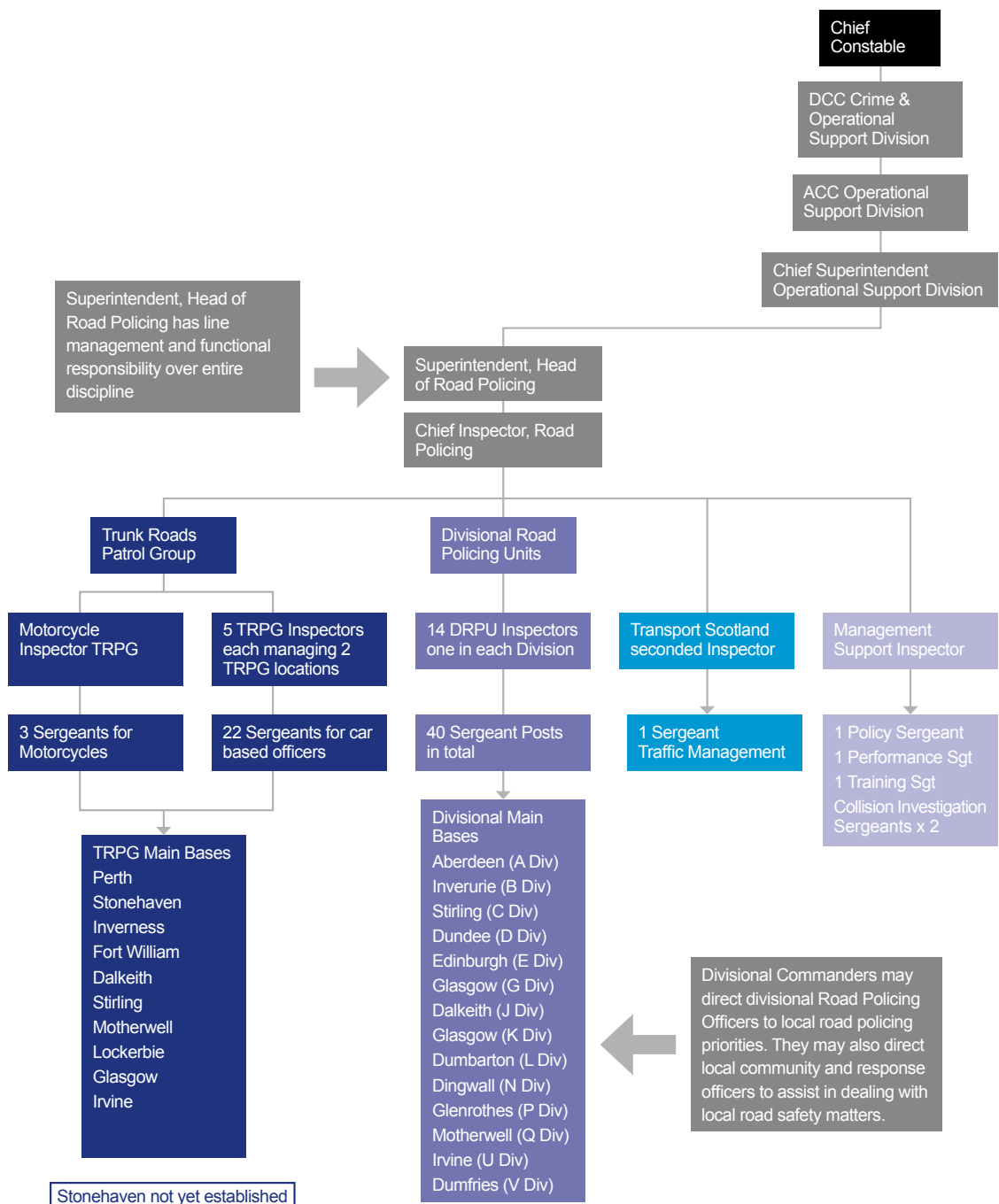
ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
ACPOS	Association of Chief Police Officers in Scotland (pre-reform)
ACR	Area Control Room
COPFS	Crown Office and Procurator Fiscal Service
DBFO	Design, Build, Finance and Operate
DCC	Deputy Chief Constable
DfT	Department for Transport
DIV	Divisional
DRPU	Divisional Road Policing Unit
FPT	Fixed Penalty Ticket
FTE	Full Time Equivalent
FYTD	Full Year to Date
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland
HOSTYDS	Hollow Spike Tyre Deflation System
HR	Human Resources
ICT	Information and Communications Technologies
IRTAD	International Traffic Safety Data and Analysis Group
KPI	Key Performance Indicator
MART	Multi Agency Response Team
NIM	National Intelligence Model
OECD	Organisation for Economic Co-operation and Development
OSD	Operational Support Division
POCA	Proceeds of Crime Act



PSNI	Police Service of Northern Ireland
RAM	Resource Allocation Model
RSS	Road Safety Scotland
SCD	Specialist Crime Division
SCoMIS	Scottish Operational & Management Information System (Police)
SFIU	Scottish Fatalities Investigation Unit
SID	Scottish Intelligence Database
SOCG	Serious Organised Crime Group
SOP	Standard Operating Procedure
SPA	Scottish Police Authority
SPC	Scottish Police College
TISPOL	Traffic Information System Police
TRISS	Trunk Roads Incident Support Service
TRPG	Trunk Roads Patrol Group
VR	Voluntary Redundancy
WDF	Women's Development Forum (Police)
YTD	Year to Date
WHO	World Health Organization



Appendix 3 – Police Scotland – Road policing structure





HM Inspectorate of Constabulary in Scotland
1st Floor, St Andrew's House
Regent Road
Edinburgh EH1 3DG
Tel: 0131 244 5614
Email: hmic@scotland.gsi.gov.uk
Web: www.hmics.org

About Her Majesty's Inspectorate of Constabulary in Scotland

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

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