



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Local Policing+ Inspection Programme

Inspection of Greater Glasgow Division

March 2019



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HM Inspectorate of Constabulary in Scotland

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

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

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

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

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

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

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



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Our inspection

This inspection assesses the state, efficiency and effectiveness of local policing in Greater Glasgow Division, covering Glasgow City, East Dunbartonshire and East Renfrewshire local authority areas.

Greater Glasgow Division is the seventh division to be inspected under our Local Policing+ inspection programme. In keeping with the approach we took to reporting on local policing last year, this report highlights examples of effective practice, areas for improvement, emerging issues and new developments within the service, rather than commenting on every aspect of local policing we examined.

The findings included in this report were realised through a robust methodology of reviewing documentation submitted by the division and service; a self-assessment process the division undertook and fieldwork, which included 43 focus groups, 30 one to one interviews and attending and observing internal and external meetings. In total we spoke to over 200 people across the ranks, grades, different business areas and across geographical areas. We invited partner organisations/stakeholders, the public and those involved in local scrutiny to respond to questionnaires and interviewed key partners.

Our inspection highlighted that Greater Glasgow Division has many positive aspects. In particular, the senior management team has empowered area commanders to take ownership of their area commands, which has enabled them to have a grasp and understanding of local needs and to apply local solutions. Willingness and enthusiasm for change and improvement was apparent among senior managers and evidence was provided to demonstrate strong partnership working. That said, we found evidence of significant pressure on uniform frontline officers and staff, as well as those working in public protection roles.

We have made eleven recommendations and we will work closely with the appropriate officers and staff to support implementation. Many of our findings relate to policing across Scotland and are issues for Police Scotland as well as the division.

In each of our local policing inspections, we also select a theme to examine in more depth. These themes, known as the + element, have national relevance but are examined through the lens of a local policing division. The + element examined in Greater Glasgow Division was the resourcing of events. The number of events across Scotland requiring a policing presence is increasing and presents a challenge for Police Scotland to allocate the necessary resources whilst maintaining officers in communities. The + element will feature as a separate report.

An inspection of all custody centres located within Greater Glasgow Division has also been carried out and this be published as an additional report.

HMICS wishes to thank Chief Superintendent McInulty, Divisional Commander, Greater Glasgow Division and the officers and staff of the division, as well as members of the public, elected members and other stakeholders for their support and cooperation during the inspection.

This inspection was carried out by Lead Inspector Tracey Robinson with assistance from lead, support and associate inspectors at HMICS while the Executive Lead was AIC Roddy Irvine.

Gill Imery QPM

HM Chief Inspector of Constabulary
March 2019



Key findings

Outcomes

Greater Glasgow Division is experiencing a greater increase in sexual crime, on average, than the rest of Scotland.

Police in Greater Glasgow Division and across Police Scotland are attending a large number of calls that are not crime related.

In Greater Glasgow Division, there has been a significant reduction in referrals to victim support services.

Complaints about the police in Greater Glasgow Division have reduced over the last two years.

Police Scotland needs to gain a clearer picture of mental health demand to better understand the demand upon frontline officers and establish improved ways of working.

Leadership and governance

The senior management team in Greater Glasgow Division are well respected by staff and partners.

Comment has been made in terms of senior officer visibility but this is not unique to Greater Glasgow Division, as demonstrated by the national staff survey.

Greater Glasgow Division is the largest within Scotland, in terms of officer numbers and volume of crime, by a considerable margin. We found that it was well managed and existing structures work well.

The senior management team in Greater Glasgow Division has empowered area commanders to take ownership of their areas, which inspires a positive ethos of teamwork, responsibility and accountability.

Performance in Greater Glasgow Division is managed utilising contextual information and 5 year averages as opposed to short term comparisons.

The divisional meeting structure ensures understanding of priorities and provides the agility to flex resource and focus on the most important areas.

Planning and process

The division's commitment to improvement is evidenced by a self-assessment undertaken in advance of our inspection and the development of a continuous improvement plan.

We found evidence of silo working across departments within Greater Glasgow Division and more widely. This led to occasions where new policy and practice was introduced without effective prior engagement, resulting in unintended workload impact for the frontline.

The division has a number of departments carrying out administrative processes and has made improvement with regards efficiencies.



People

Greater Glasgow Division is taking action to address issues highlighted by a staff survey. This includes an engagement plan to support the wellbeing of officers and staff.

Officers and staff are committed and motivated but the frontline is under pressure and there is a sense of limited opportunity for proactive or preventative work.

Frontline officers believe there is limited scope for developmental opportunities.

The national performance development review system is considered bureaucratic and of limited value by many officers and staff.

Resources

There are areas of the Local Policing Team (LPT) and Local Problem Solving Team (LPST) model which are not working as it was intended and officers are unsure of their roles and remit.

Backfill of officers to other areas of policing from frontline remains an issue, and further demonstrated that decisions taken by a functional area of business impact elsewhere.

ICT remains an issue with legacy systems that inhibit effective and efficient practice.

Partnerships

Greater Glasgow Division is committed to working with its local partners to improve the safety and wellbeing of its communities.

Partner organisations report good working relationships with the division and they are positive about the division's contribution to the development of local priorities.



Recommendations

Recommendation 1

Police Scotland should prioritise the advancement of a new performance framework with clearly defined outcomes and associated qualitative and quantitative performance measures.

Recommendation 2

Police Scotland should clarify for partners, officers and staff what the police position is regarding referrals to victim support services and other third sector organisations.

Recommendation 3

Police Scotland should outline its expectations for officers and staff in terms of attending calls relating to vulnerability including mental health and medical calls.

Recommendation 4

Police Scotland should review the number of police plans relevant to local policing divisions, and consider if there is opportunity to reduce duplication and simplify the content to make them more accessible to officers and staff.

Recommendation 5

Police Scotland should review the consultation and engagement process undertaken by central functions in order to reduce silo working and to understand the demand being placed upon local policing by new policy and practices.

Recommendation 6

Police Scotland and Greater Glasgow Division should review stop and search processes to identify any efficiencies whilst retaining robust governance. Officers should be provided with clarity as to the lack of correlation between stop and search activity and complaints.

Recommendation 7

Police Scotland should expedite the provision of demand analysis products to divisions in order that resources may be deployed most effectively.

Recommendation 8

Police Scotland and Greater Glasgow Division should consider ways to enhance the status and working environment of frontline officers, paying particular attention to staff development.

Recommendation 9

Police Scotland and Greater Glasgow Division should consider command resilience in the division.

Recommendation 10

Police Scotland and Greater Glasgow Division should ensure there is a renewed focus regarding the recruitment and retention of special constables.

Recommendation 11

Police Scotland and Greater Glasgow Division should carry out an evaluation of the campus officer role and consider extending the concept across Scotland.

Context

1. The purpose of Police Scotland is to improve the safety and wellbeing of persons, localities and communities in Scotland.³ Police Scotland's strategic and operational priorities are outlined in its Annual Police Plan⁴ and in Policing 2026, the joint Police Scotland and Scottish Police Authority (SPA) 10-year strategy for policing in Scotland.⁵ These priorities are aligned to the strategic police priorities set by the Scottish Government.⁶
2. Police Scotland is led by a Chief Constable who is responsible for the policing of Scotland. At the time of our inspection, Police Scotland comprised 17,147 full-time equivalent police officers,⁷ 5,288 full-time equivalent police staff and 586 special constables.
3. Local policing is led by a Deputy Chief Constable (DCC) and three Assistant Chief Constables (ACCs) who are responsible for the local policing divisions within the East, North, and West regions of Scotland.
4. Currently, there are 13 local policing divisions across Scotland, each led by a local police commander at chief superintendent rank. Local police commanders must prepare and submit a local police plan to the relevant local authority for approval.⁸

Local policing is supported by specialist divisions within Police Scotland. These include:

- Contact, Command and Control Division (C3), providing 24-hour support to resolve enquiries and prioritise and task incidents
- Criminal Justice Services Division, providing a range of custody and criminal justice related services
- Specialist Crime Division, providing specialist investigative and intelligence functions
- Operational Support Division, providing specialist functions such as road policing and armed policing.

Greater Glasgow Division

5. Greater Glasgow Division encompasses the local authority areas of Glasgow City; East Dunbartonshire and East Renfrewshire. It serves in excess of 820,000 people over 215 square miles. The division has a wide variety of communities from densely populated areas such as Drumchapel and Easterhouse, to the semi-rural villages of Eaglesham and Twechar.
6. The division is home to a number of football stadia, including the National Football Stadium at Hampden, Celtic Park, Ibrox Stadium, and Firhill. The city has also hosted some significant sporting events, such as the Commonwealth Games in 2014 and the European Championships in 2018.
7. Greater Glasgow Division is divided into eight area commands contained within the three local authority areas. Each command area is led by an area commander of chief inspector rank who has responsibility for all day to day policing functions in that area. Each area has a Local Policing Team and Local Problem Solving Team.

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

⁴ Police Scotland, [Annual Plan 2018-2019](#).

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

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

⁷ Scottish Government, [Police Officer Quarterly Strength Statistics Scotland, 30 September 2018](#) (2018).

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



8. Greater Glasgow Division is the biggest division in Police Scotland in terms of its numbers of officers and staff, with 2568 police officers, 90 police staff and 39 special constables.⁹ To put the size of the division in context, Greater Glasgow Division has more police officers than 29 out of 43 of the forces in England and Wales.
9. The division deals with over 300,000 calls per annum and over 900 events.

⁹ Data provided by Police Scotland.



Outcomes

10. HMICS recognises Greater Glasgow Division's commitment to local policing plans and associated plans, outlined in more detail from paragraph 63. A full assessment of whether or not Greater Glasgow Division is achieving improved outcomes for its communities is inhibited by a lack of a clear definition of the outcomes to be achieved and associated measures. This is a force wide issue that has been highlighted previously by HMICS.¹⁰ We welcome the work that is being done at a national level in Police Scotland to address this.

Recommendation 1

Police Scotland should prioritise the advancement of a new performance framework with clearly defined outcomes and associated qualitative and quantitative performance measures.

11. As a result, HMICS has had to rely on more traditional data such as crime recording and detections, as well as indicators of quality of service such as user satisfaction, public confidence and complaints. In our inspection we have examined management information and performance reports relating to Greater Glasgow Division.

Crime overview

12. A key outcome for local policing is to ensure communities are safe from crime, disorder and danger.¹¹ Greater Glasgow Division deals with the largest volume of crime in Police Scotland across all crime groups;¹² and it has the largest number of officers and staff (see paragraph 124). Comparisons with other policing divisions should be made with caution however, as there are a number of variations that can impact on performance.
13. Overall, from 2016-17 to 2017-18 the number of recorded crimes in Scotland increased by 1%. Recorded crime is at its second lowest level since 1974,¹³ but there have been increases in some crimes, for example sexual crimes.

¹⁰ HMICS: [Thematic review of Police Scotland's approach to the development and operational delivery of the Annual Plan](#) (2018-19) (2018) outlines a recommendation for Police Scotland to review their approach to the development of a new performance framework and consider the development of clearly defined outcomes with associated qualitative and quantitative performance measures.

¹¹ Scottish Government, [National Outcomes](#) (2007).

¹² Seven categories are used to group crimes and offences for statistical purposes. These are non-sexual crimes of violence (Group 1); sexual crimes (Group 2); crimes involving dishonesty (Group 3); fire-raising, vandalism etc. (Group 4); other crimes (Group 5); miscellaneous offences (Group 6); and motor vehicle offences (Group 7).

¹³ Scottish Government – [Recorded crime in Scotland 2017-2018](#).

Figure 1 - Crimes recorded 2017-2019 (Quarter 2)¹⁴

Crimes	Greater Glasgow Division				Scotland			
	2017 – 2018	2018 – 2019	Total Change	% change	2017 - 2018	2018 - 2019	Total change	% change
Group 1	935	953	+18	+1.9%	3805	4106	+301	+7.9%
Group 2	1066	1310	+244	+22.9%	5961	6850	+889	+14.9%
Group 3	11657	11584	-73	-0.6%	59689	58547	-1142	-1.9%
Group 4	4860	4512	-348	-7.2%	26867	24406	-2461	-9.2%
Group 5	6502	6794	+292	+4.4%	30632	31233	+601	+2.0%
Total Groups 1 to 5	25020	25153	+133	+0.5%	126954	125142	-1812	-1.4%
Group 6	15853	13307	2546	-16.06%	73642	67771	5871	-07.97%
Group 7	10182	7676	2506	-24.61%	69857	60633	9224	13.20%

14. Greater Glasgow Strategic Assessment 2017/20¹⁵ provides an overview of the division's performance in relation to the five main crime groups. In terms of violence, disorder and anti-social behaviour the data indicates an increase of serious and common assaults. Weapon carrying also increased for the first time since 2011/12. The analysis provided in the strategic assessment presented that serious assaults are above the five-year average and around half of serious assaults were committed in Glasgow City Centre. During the period 2016/2017, 44% of crimes within Glasgow City featured alcohol as a contributory factor. Glasgow City Centre is identified as a hotspot and the division's approach to maintain a robust weekend policing plan in collaboration with partners is positive.
15. Officers working in public protection roles told us they feel under pressure from the demand of crimes and enquiries in their area of work. Group 2 crimes nationally saw a rise of 14.9% and Greater Glasgow Division saw a rise of 22.8%. Sexual crime has been on a long-term upward trend, however a 22.8% increase is especially challenging. The analysis in the Strategic Assessment noted that Glasgow City Centre was the main area where sexual assaults were committed and over 60% took place between Friday and Sunday. The upward trend in Scotland is echoed across the UK. The rise may in part be attributed to increased reporting, as well as changes in working practices by the police including a more proactive approach to historic offences and the targeting of repeat offenders. The rise may also be partly attributed to increases in cyber-enabled sexual crime.¹⁶ It should also be noted that the Quarter 2, 2018/19 statistics may be subject to change, as some crimes may be reclassified to a different crime type after an investigation establishes the actual crime was not as originally reported to the police. Crimes may also be removed from the statistics after an investigation finds that no crime has actually occurred. Any changes to the crimes recorded would be revised in the next management information report.
16. Greater Glasgow Division is working towards the Scottish Government's Road Safety Framework to 2020¹⁷ in terms of road policing. Between 2017/18 and 2018/19 (Quarter 2) the number of fatalities rose from 3 to 7; but the number of people seriously and slightly injured fell. Road policing resources from Operational Support Division are based in Greater Glasgow Division and contribute towards road safety priorities.

¹⁴ Police Scotland, [Management Information – Division Area Report: Quarter 2 2018/19](#) (2018) and Police Scotland [Management Information – Force Report: Quarter 2 2018/19](#) (2018). Performance reports over the year include Quarter 1 (April-June), Quarter 2 (April-September), Quarter 3 (April-December) and Quarter 4 (April-April). Our inspection used the most current data, which was Quarter 2.

¹⁵ Police Scotland; Greater Glasgow Strategic Assessment 2017/20 not published.

¹⁶ Scottish Government, [Recorded Crime in Scotland: 2016-2017](#).

¹⁷ Scottish Government, [Scotland's Road Safety Framework to 2020](#) (2009).

17. In terms of crime rates across Scotland, Figure 2 provides the crime rate (Groups 1-5) per 10,000 population in Scotland in comparison with that of Greater Glasgow Division for end of Quarter 2.

Figure 2 – Crime rate per population (Quarter 2)¹⁸

Crime rate per 10,000 population			
Glasgow		Scotland	
2017 – 2018	2018 - 2019	2017 – 2018	2018 – 2019
303.7	305.3	234.8	231.5

18. The data in Figure 2 shows people in Greater Glasgow Division are more likely to be a victim of crime than when compared to the Scottish average. In terms of detections, whilst lower than the Scottish average, the division is doing better in some crime groups than other areas in Scotland.
19. Figure 3 provides a snapshot of the numbers of detected crimes across the crime groups 1-7 up to the end of Quarter 2, 2018-2019.

Figure 3 - Crimes detected 2017-2019 (Quarter 2)¹⁹

Crimes	Greater Glasgow Division				Scotland			
	2017 - 2018	2018 - 2019	Detection % 17-18	Detection % 18-19	2017 - 2018	2018 - 2019	Detection % 17-18	Detection % 18-19
Group 1	642	588	68.7%	61.7%	2978	2958	78.3%	72.0%
Group 2	678	702	63.6%	53.6%	3858	3967	64.7%	57.9%
Group 3	3805	3493	32.6%	30.2%	21133	21687	35.4%	37.0%
Group 4	1048	959	21.6%	21.3%	6963	6372	25.9%	26.1%
Group 5	5632	5454	86.6%	80.3%	27325	27240	89.2%	87.2%
Total Groups 1 to 5	11805	11196	47.2%	44.5%	62257	62224	49.0%	49.7%
Group 6	12233	9865	77.2%	74.1%	57545	51882	78.1%	76.6%
Group 7	9093	6523	89.3%	85%	64001	54829	91.6%	90.4%

20. For 2018/2019, (Quarter 2), Greater Glasgow Division has a lower detection rate across groups 1-5 (44.5%) than the average in Scotland, (49.7%). It also has the lowest detection rate for Group 1 (non-sexual crimes of violence) and Group 5 (miscellaneous offences). Detection rates for Group 2 crimes were not quite as high in Greater Glasgow Division (53.6%) as nationally (57.9%) but were comparable with other policing divisions. It should also be noted that the Quarter 2, 2018/19 detected crimes would be expected to improve over time as police investigations continue. Any improvements in detection rates would be revised in the next management information report.
21. It also has the highest recorded numbers of the offence of carrying an offensive weapon, with lowest detection rate and likewise for serious assaults, which suggests that tackling violence and violent crime remains a challenge for Greater Glasgow Division.
22. The division has teams and strategies in place to address crime types and provide outcomes for communities. However it is clear there are challenges in relation to a number of conventional crime types such as violence and newer crimes such as cyber and human trafficking.

¹⁸ Police Scotland, [Management Information – Force Report: Quarter 2 2018/19](#) (2018).

¹⁹ Police Scotland, [Management Information – Division Area Report: Quarter 2 2018/19](#) (2018) and Police Scotland [Management Information – Force Report: Quarter 2 2018/19](#) (2018).

User satisfaction and public confidence

23. One way in which Greater Glasgow Division measures its performance is by surveying members of the public who have reported an incident or crime to assess their level of satisfaction with, and confidence in, policing. Service users are surveyed by the division's Operational Enquiry Unit, which carries out 151 customer satisfaction surveys each month. Figure 4 shows that the majority of service users surveyed were satisfied with the service provided and had confidence in the police.

Figure 4 - User satisfaction data²⁰

	Greater Glasgow Division		Scotland	
	2017 – 2018	2018 - YTD	2017 - 2018	2018 - YTD
Overall level of confidence ²¹	77.0	78.8	80.6	80.4
Overall level of satisfaction ²²	81.2	84.5	80.3	81.6
Informed about progress of incident	63.9	65.4	64.7	64.8

24. During the survey, service users are asked whether they felt they were adequately informed about the progress of the incident they reported. As can be seen in Figure 4, Greater Glasgow Division's results were comparable with the rest of Scotland, but over the years, this question has continued to produce the poorest results.
25. Greater Glasgow Division highlighted this as an issue when it carried out a self-assessment process prior to our inspection. The division has applied a range of measures to try and improve this picture, including briefings and posters reminding officers to re-contact service users. They recognise that although performance can be improved, the challenge is maintaining higher levels of satisfaction over a sustained period of time. The introduction of an Enquiry Support Team in the Glasgow City Centre command area, helped improve contact with service users, as the staff in the team would make contact on behalf of enquiry officers if requested. Frontline officers commented that they find it difficult to get the time to contact service users and also to get access to computer terminals to access details. This may be improved with the introduction of new mobile devices.
26. We have previously commented that direct contact with service users by a service provider is not the best method of assessing confidence and satisfaction.²³ It remains the case that an independent survey of service users would be a better means of obtaining robust data.

Supporting victims

27. As well as it being important that victims are kept updated with police progress, it is also imperative that they are aware of and receive assistance from other support services if required.
28. Section 2 of the Victims and Witnesses (Scotland) Act 2014 requires Police Scotland to set and publish standards of service for victims and witnesses.²⁴ One of those standards is to work together and in partnership with victim and witness support organisations to provide the victim with the best service possible; to keep victims informed of progress in their case; and to explain how the case will be dealt with.

²⁰ Data provided by Police Scotland.

²¹ Very high or high confidence.

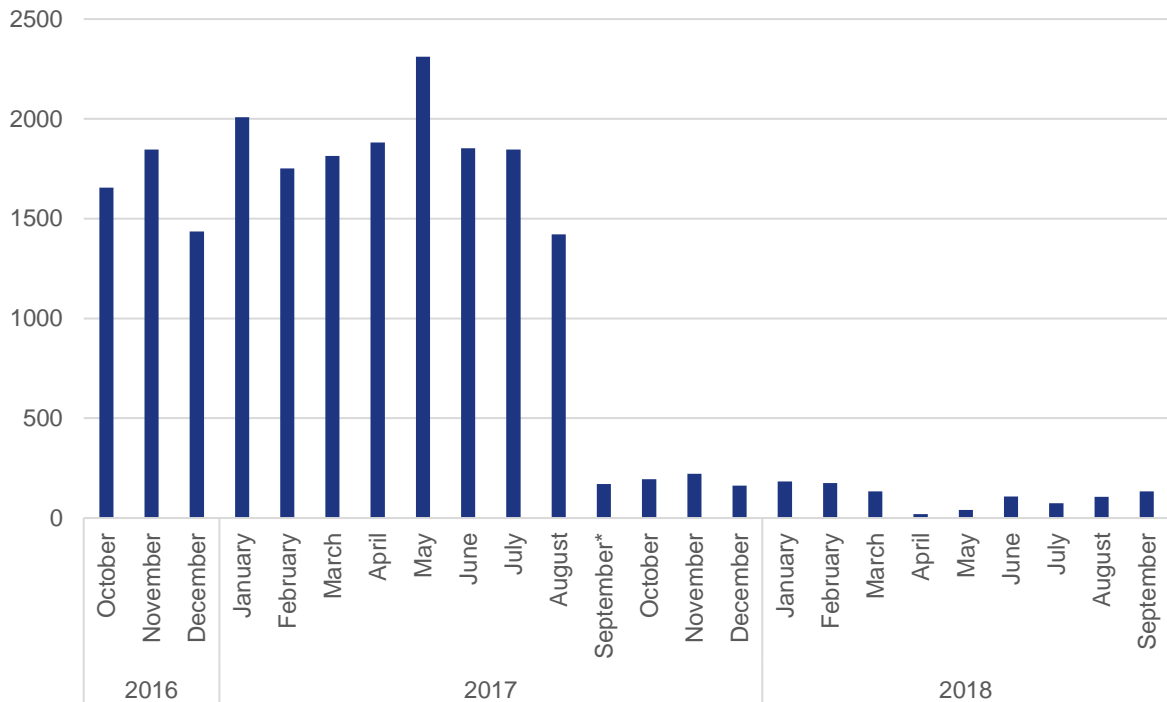
²² Very satisfied or satisfied.

²³ HMICS, [Local Policing+ Inspection Programme: Inspection of local policing in Ayrshire Division \(2015\)](#) (2015) and [HMICS, Local Policing+ Inspection Programme: Inspection of local policing in Tayside Division \(2017\)](#) (2017).

²⁴ Police Scotland, [Standards of Service for victims and witnesses](#) (2018).

29. Additionally, it stipulates that Police Scotland should ensure Victims' Care Cards are issued to victims of crime which should provide details of the enquiry officer, the crime reported and information on how the victim can access victim support and the Scottish Government's Victims' Code'.²⁵ Police Scotland comments in the Standards of Service for Victims and Witnesses Annual Report²⁶ that officers have been reminded of this in shift briefings and guidance.
30. Figure 5 shows a significant reduction in the number of referrals made by Greater Glasgow Division to victim support services.

Figure 5 - Number of referrals from Greater Glasgow Division to VSS²⁷



*Express consent needed from this date

31. Officers in Greater Glasgow told us they rarely give out Victims' Care Cards or refer victims to other support agencies. They said this was due to the introduction of the General Data Protection Regulations (GDPR) on 25 May 2018. Support agencies told us they were not receiving referrals and thereby not able to support victims as well as they could. These agencies said referrals had reduced prior to the introduction of GDPR, but the problem had worsened after GDPR. The data in Figure 5 evidences that there had already been a significant reduction in referrals prior to the introduction GDPR. This reduction coincided with a change in policy in September 2017, which meant the express consent of victims was required before they could be referred to support agencies. This change was required to ensure consistency nationally and to comply with the Criminal Justice (Scotland) Act 2003 and latterly the Victims and Witnesses (Scotland) Act 2014.

²⁵ Scottish Government: [Victims' Code for Scotland](#).

²⁶ Police Scotland: [Standards of Service for Victims \(2018\) and Witnesses Annual Report on performance 2017-2018 \(2017\)](#).

²⁷ Data provided by Greater Glasgow Division.

32. We are aware training was carried out regarding this issue, but officers and partners are not clear about what the police are expected and permitted to do and this should be clarified to officers, staff and partners. It is important to address this issue in order that vulnerable victims continue to receive the support they need.

Recommendation 2

Police Scotland should clarify for partners, officers and staff what the police position is regarding referrals to victim support services and to other third sector organisations.

Complaints about the police

33. The number of complaints about police officer and staff conduct and the quality of the police service provide further indicators of public satisfaction and confidence in policing. Figure 6 shows the number of complaint cases received by the police and the number of allegations (each complaint case may involve one or more allegations) for 2016-17 and 2017-2018.

Figure 6 – Complaints – Greater Glasgow Division²⁸

	Greater Glasgow Division			Scotland		
	2016 – 2017	2017 - 2018	% change	2016 - 2017	2017 - 2018	% change
Complaints about the police	1018	911	-10%	6648	6349	-4.5%
Number of allegations	1602	1431	-10.7%	10,683	9477	-11.3%

34. In 2017-18, the volume of complaints received in Greater Glasgow Division fell by 10%, which was greater than the fall in complaints received by Police Scotland nationally (4.5%). The reduction in the number of allegations made was broadly similar in Greater Glasgow and Scotland.
35. Greater Glasgow Division has a divisional complaints unit. The unit provides an opportunity to provide frontline resolution or if there is an investigation, it can ensure consistency and compliance. Any non-criminal complaints are allocated to a frontline inspector to arrange for a statement to be taken and the unit will then deal with the enquiry. A log of organisational learning is maintained, which can show what measures were taken to share learning and good practice. The unit also provide advice to newly promoted sergeants and has very good relationships with the Professional Standards Department.

Non-crime activity

36. During our inspection, we noted how much documentation provided by Greater Glasgow Division was crime focused. We would expect crime to be of fundamental importance in policing and the data provides a comprehensive insight into how the division is performing regarding crime. However, police also spend time responding to calls that may not result in a crime report.
37. Police Scotland highlighted to the Scottish Justice Committee²⁹ that in 2016 Police Scotland had responded to over 900,000 incidents and a large amount (80%) of calls did not result in a crime report. Care should be taken when considering the 80% of calls which did not result in a crime report. This does not mean that the call was related to vulnerability and it may still have been related to crime or some other area of policing.

²⁸ Data provided by Police Scotland.

²⁹ Police Scotland, [Written submission to the Justice Committee – ‘Demand-led policing: service of first and last resort’](#) (2017).

38. Police Scotland estimates it responded to around 57,000 incidents in 2015, which were concerned with mental health, missing/absconded persons, sudden deaths or some other form of concern for a person. Figure 7 highlights the number of incidents Greater Glasgow Division has dealt with 2017-2019.

Figure 7 – Incidents – Greater Glasgow Division (Quarter 2)³⁰

	Greater Glasgow Division			Scotland		
	2017 – 2018	2018 - 2019	% change	2017 - 2018	2018 - 2019	% change
Traffic related matters	18237	17734	-2.76%	137954	134703	-2.36%
Missing persons	4987	4694	-5.88%	26402	25244	-4.39%
Domestic abuse incidents	4977	5088	+2.27%	30110	29975	-0.44%
Anti-social type calls	34202	32592	-4.71%	187668	181019	-3.54%
Total number of incidents	150396	150121	-0.18%	895502	888443	-0.79%

39. Her Majesty’s Inspectorate of Constabulary and Fire and Rescue Service (HMICFRS), recently published a report entitled ‘Policing and mental health: Picking up the pieces.’³¹ The report contained the findings of an inspection of the 43 police forces of England and Wales. The report commented on partnership working and in particular that 42 out of 43 of the forces in England and Wales are carrying out mental health triage of some description. This covers a range of support to assist frontline and community policing meet the needs of people in crisis. Most of the support available is by way of telephone call to a trained professional. It also includes some forces having multi-agency response vehicles, and mental health professionals located in force control rooms and in custodial settings.

³⁰ Police Scotland, [Management Information – Division Area Report: Quarter 2 2018/19](#) (2018) and Police Scotland [Management Information – Force Report: Quarter 2 2018/19](#) (2018).

³¹ HMICFRS: [Policing and mental health: Picking up the pieces.](#) (2018).



40. Our inspection examined a similar system, which has been piloted in Greater Glasgow Division and called 'Street Triage Car'.

Case Study –Street Triage Car

Officers in the Govan area researched data from the police command and control system and discovered there were 595 confirmed mental health incidents in 2015, 802 in 2016 and 795 in 2017. The average time police officers spend dealing with a call with the criteria of 'assist a member of the public/concern for a person' is 5 hours 44 minutes and a call with the criteria of 'suicide/attempt/self-harm and mental health related' is 5 hours 51 minutes (taken from call data from April 2016-March 2017). The vast majority of the calls related to individuals who had not been involved in a crime when contacting the police. There was also a recognition that a police only response may not provide the person suffering mental ill health with the most appropriate assistance.

The triage car models used in England and Wales involve an ambulance car staffed by a paramedic, police officer and a community psychiatric nurse (CPN) who attend as a joint response to mental health incidents. Police Scotland considered such a model and following consultation a pilot scheme was agreed. This would involve a uniformed police officer working with a Single Responder Paramedic in a marked ambulance car whilst NHS Greater Glasgow & Clyde Mental Health Services Community Triage Out of Hours Team provided information, support and assessment via a dedicated phone line direct to the officer and paramedic.

Peak demand for mental health related incidents were identified from police systems as Friday, Saturday, Sunday and Monday nights from 1800 – 0400 hrs. Scottish Ambulance Service could not commit to these hours and the hours 1800 hrs – 0200 hrs on Monday/Fridays and 1400 hrs – 2200 hrs Saturday/Sundays were agreed.

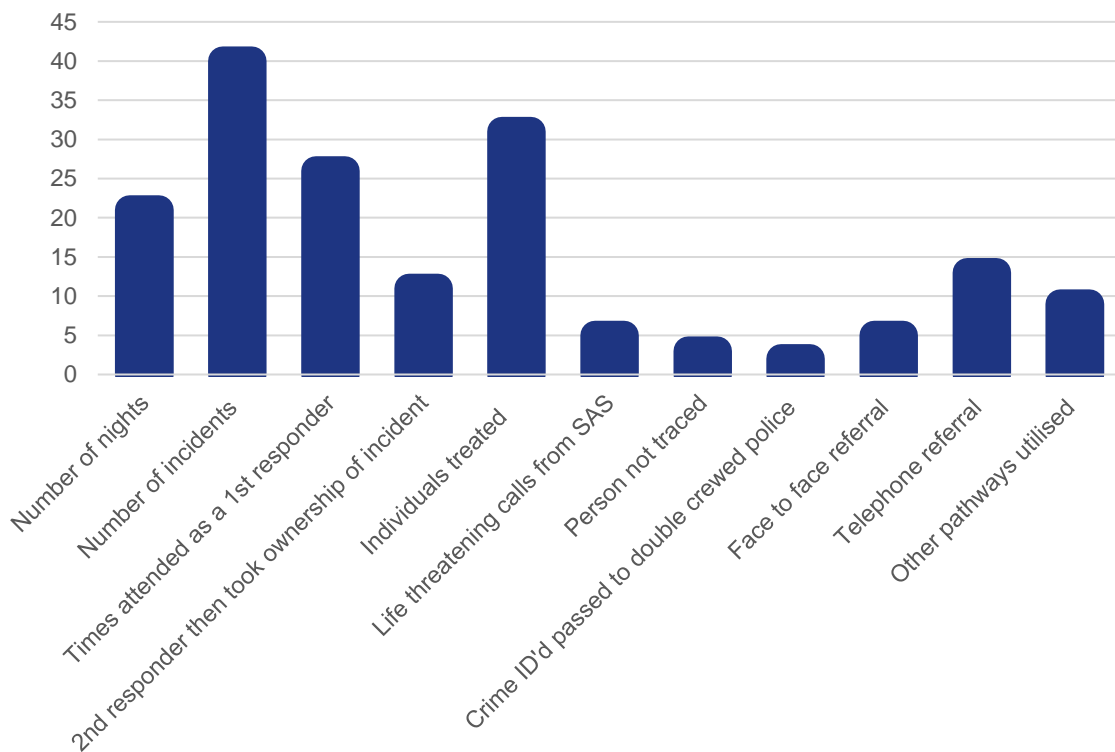
The model was intended to provide an 'on-site medical and mental health assessment'. This was expected to save time as staff would not have to wait for other partner agencies to respond, and may well provide a solution to prevent the patient having to attend hospital. Where the individual was assessed to be fit to care for their own welfare they would remain in the community and the appropriate referral pathways arranged. Where the CPN deemed the individual unfit to care for their own welfare they would facilitate the psychiatric hospital admission.

The 6 week trial took place during 17th August – 1st October 2018. The feedback from members of the public who had experienced the street car was positive, including comments that it prevented them having to go to hospital. Overall it was evaluated as providing benefits to Police Scotland by reducing the police hours required to deal with a mental health incident from 5 hours 44 minutes to 1 hour 3 minutes. Furthermore on 11 occasions the Street Triage team were able to free up double police crews at such incidents by taking ownership of them to their conclusion. This approach reduced the requirement for conventional police officers to attend. There was a reduction in conveying individuals to hospital with 9 individuals out of 40 requiring to be taken to hospital due to requiring further medical treatment.

The total time the Street Triage Car spent dealing with incidents was 36 hours and 18 minutes. The longest call length was 3 hours and 50 minutes and shortest was 11 minutes, making the average time spent on an incident 1 hour and 3 minutes. Additional saving is made by the car being crewed with only one officer, rather than a police double crewed car attending.



Figure 8 - Further data regarding the Street Triage Car³²



41. The evaluation of the Street Triage Car suggests this has provided better outcomes for those persons involved (for example by not having to attend hospital, which the individual may have found distressing) and this model may well reduce pressure on other frontline officers. However police officers are trained to a basic level regarding mental health and cannot provide an enhanced level of care to those with mental health concerns. The aim of the triage car was to manage the initial contact with someone experiencing mental ill health and provide immediate support before liaising with mental health partners who would then take ownership.
42. Further consideration by Police Scotland of this approach would be beneficial, as this does appear to be a tactical solution for a strategic issue where police are being engaged beyond their role. The pilot took place in a small, albeit busy operational area and the overall impact and scalability must be considered.
43. The HMICFRS report commented that the police in England and Wales need a clearer picture of mental health demand. Additional analysis around this issue for Scotland would be beneficial.
44. The police coming into contact with those in mental health distress has been identified as a key issue in the Mental Health Strategy 2017-2027, Policing 2026, and Justice in Scotland: Vision and Priorities 2017. It is also a main theme for the newly established Health and Justice Collaboration Improvement Board. The Board includes senior leaders from Health, Justice and Local Government. Its purpose is to lead the creation of a much more integrated service response to people's needs in key areas where Health and Justice services intersect. We have yet to see evidence of this strategic support making a difference on frontline response.

³² Data provided by Greater Glasgow Division.



45. Police attending mental health calls has been recognised as a significant issue, but progress appears slow. In the inspection of Tayside Division in 2017, it was noted that the division was working with NHS Tayside with a view to providing support to officers dealing with incidents involving those in mental health distress.
46. It is an issue not just for those individuals with mental health concerns who are not receiving the most appropriate response by being attended to by police officers, and potentially sitting in police vehicles or in police stations, but also for the wider policing service. During this inspection, frontline officers told us they spend periods of time dealing with incidents where they are not the most appropriate service to help the person involved. There has been media coverage³³ regarding the number of police officers spending time at hospitals accompanying persons waiting to be assessed and we were told by officers that the picture presented is accurate.
47. Many of the incidents described were relating to people in crisis, where the police officers felt there was a risk in leaving the individuals unattended. Officers also cited incidents where the calls related to a person with a serious physical injury and an ambulance was called. Officers told us they were waiting for extended periods of time for an ambulance to attend and in some instances were compelled to transfer the patient to hospital in police vehicles.
48. Officers told us that spending time at calls where they are not the most appropriate resource causes them frustration and abstracts them from their core role. This was explored further with officers, in terms of what they consider as their 'core role'. Most of them cited crime as being their focus and also recognised they had a responsibility to protect vulnerable people. In terms of the Police and Fire Reform (Scotland) Act 2012 the duty of the constable is to:
 - a) Prevent and detect crime;
 - b) to maintain order;
 - c) to protect life and property;
 - d) to take such lawful measures, and make such reports to the appropriate prosecutor; as may be needed to bring offenders with all due speed to justice,
 - e) where required, to serve and execute a warrant, citation or deliverance issued, or process duly endorsed, by a Lord Commissioner of Justiciary, sheriff, summary sheriff or justice of the peace in relation to criminal proceedings and
 - f) to attend court to give evidence.³⁴
49. Section 32 of the Police and Fire Reform (Scotland) Act 2012 sets out the policing principles of the Act;
 - a) that the main purpose of policing is to improve the safety and wellbeing of persons, localities and communities in Scotland, and
 - b) that the Police Service, working in collaboration with others where appropriate, should seek to achieve that main purpose by policing in a way which:
 - (i) is accessible to, and engaged with, local communities, and
 - (ii) promotes measures to prevent crime, harm and disorder.
50. It could be argued that police officers attending calls regarding mental health is contained within 'improve the safety and well-being of persons'. However, if this is the position officers and staff need to be informed accordingly as to the evolution of their role and the public should be engaged. At this time frontline officers remain unclear.

³³ BBC; [Concern over the time officers spend at A&E](#) (2019).

³⁴ Police and Fire Reform (Scotland) Act 2012.



Recommendation 3

Police Scotland should outline its expectations for officers and staff in terms of attending calls relating to vulnerability including mental health and medical calls.

51. Police Scotland anticipates the introduction of a system in control centres called the Contact Assessment Model (CAM), will result in the most appropriate response being provided to a person in distress and may reduce demand. CAM is designed to assess threat, risk and harm at the first point of contact and either send a police unit or signpost to the appropriate support service. Police Scotland is aiming to pilot CAM in 2019, and effective evaluation will be required to determine whether it has provided the best suited resource for the individual concerned and what impact this has made on frontline officers and the service for the public.

Leadership and governance

52. Our inspection found that the senior management team (SMT), led by the divisional commander, (a chief superintendent) is a cohesive team who are well respected by staff in the division as well as by external partners. The SMT consists of the divisional commander, supported by two detective superintendents and six superintendents (three operations superintendents; superintendent service delivery and improvement; superintendent partnerships and resourcing; and superintendent specialist operations). We heard the Assistant Chief Constable for Local Policing (West) provides good support and is visible to the SMT.
53. Each of the division's eight area commands is led by a chief inspector. In addition, there are chief inspectors leading on operations and partnerships, and four detective chief inspectors, two leading on public protection, one on crime and one on serious and organised crime and intelligence.
54. When considering the size and challenges of the division it is commendable that the SMT have achieved such a cohesive team. However it was noted that this comes with some limitations. In previous inspections we have commented on the visibility of senior managers and in the staff survey for the whole of Police Scotland in 2016 officers and staff commented on limited senior management visibility. As a result of supervisory ratio work³⁵ and the increase of remote line management and responsibilities for senior managers (particularly superintendents and above) it must be considered whether it is still realistic for officers and staff to expect to see senior leaders and whether or not the service should continue to promote this as a reasonable expectation. It is vitally important, however, that first and second line managers can support their teams whilst trusting and empowering them to do their jobs.
55. We observed a positive culture within the SMT where issues were openly discussed and different and often challenging, points of view welcomed. The division is encouraging the sharing of ideas and the benefits of staff moving throughout Scotland in a single service could be seen. For example, the division's response to missing persons has been enhanced as a result of members of the SMT bringing good practice from other local policing divisions and integrating it into the existing approach.
56. Effective governance was evidenced through the meeting structure in the division. The divisional commander organises 'Away Days' for his SMT to ensure they can have the space to discuss key issues. We observed the monthly 'Tasking and Delivery meeting' which provided a detailed examination of the Tactical Assessment of current crime trends. We attended the SMT bi-monthly meeting and it was a very frank and open meeting, where staff aired different viewpoints over issues. The divisional risk register was also examined in detail, with an expert on managing risk being present at the meeting and offering guidance and advice.
57. Another meeting that was observed was the quarterly area commanders meeting, which is chaired by each chief inspector in turn. It is an opportunity for peer support and the sharing of lessons learned or good practice. Ideas are discussed at this meeting and then, if necessary, taken to the SMT bi-monthly meeting, which the area commanders attend. This ensures important issues are captured and actioned and the entire SMT is aware of them.

³⁵ Police Scotland implemented a review of the numbers of supervisors / staff ratios to identify where posts could be released to create greater efficiency and financial savings.



58. Daily morning meetings were also observed. Area commanders' meetings provide an opportunity to consider local incidents or problems before raising risks or important issues at the divisional commander's morning meeting. This is another example of empowerment and personal ownership. In the divisional commander's meeting the detective superintendent will provide a crime overview and other issues on the agenda are discussed including resourcing challenges; high risk missing persons, call volume and locus protection; events, threats and risks, domestic packages and 'concern for' calls.³⁶ It was evidenced that on a daily basis serious and organised crime, and robberies and acquisitive crime are examined.
59. Another divisional meeting is a quarterly planning meeting chaired by a detective superintendent. Threats and risks are discussed, for example the criminal use of firearms and drug related crimes and incidents. This meeting adds value as it focuses specialist resource on key areas.

Performance Management

60. The SMT focus on activity based on context and longer term information, such as trends and five year averages. The absence of a force performance framework, which remains under development, creates some limitations in terms of demonstrating whether or not the police have achieved positive outcomes for local communities. It was clear, however, that the divisional commander and SMT have an understanding of the divisional priorities and what is being done to address them.
61. The new national performance framework that Police Scotland is developing will be linked to its Serving a Changing Scotland, Creating capacity to improve, Implementation Plan 2017-2020. Police Scotland made a statement in 'Policing 2026: Our 10-year strategy for policing in Scotland' that it will develop a 'broader understanding of success, with public confidence as a key measure of our performance', and that it will focus on delivering public satisfaction and improve its understanding of its impact.
62. HMICS expects that both local and national performance frameworks will adopt relevant quantitative and qualitative measures which will allow an effective assessment to be made of whether or not the division and Police Scotland is achieving positive outcomes for their communities.

Local priorities and policing plans

63. The Police and Fire Reform (Scotland) Act 2012 requires local police commanders to prepare local policing plans which set out the priorities and objectives for the policing of local authority areas, and describe how those objectives will be achieved. Commanders must involve the local authority in the development of the plan and must submit the plan to the local authority for approval.
64. In Greater Glasgow Division, there are three local policing plans, one for each of the local authority areas; Glasgow City, East Dunbartonshire and East Renfrewshire. The current plans relate to 2017-20. The plans were developed taking into account several considerations, including the results of the 'Your View Counts' public survey, as well as feedback from partners across Greater Glasgow Division. The plans link to other priorities and community plans and evidence is provided to local scrutiny boards to demonstrate the work undertaken.
65. The divisional priorities for Greater Glasgow Division are violence, disorder and anti-social behaviour; serious and organised crime; counter terrorism and domestic extremism; public protection; road safety and road crime and acquisitive crime.

³⁶ Concern calls are calls from the public to Police Scotland to report that a person is not in a place they are expected to be but are not yet confirmed as a missing person.



66. For each of its area commands, Greater Glasgow Division has set local priorities and objectives in its policing plans. Performance in relation to each priority is reported in Glasgow City; East Dunbartonshire and East Renfrewshire to the relevant scrutiny bodies. We saw an example in the police update to the East Renfrewshire board in September 2018. The divisional commander provided an overview of the key highlights from the report, which outlines the activities linked to the objectives in the policing plan and the focus laid out in the East Renfrewshire plan. An example of this is an update on the Local Policing Priority of 'Anti-social behaviour and disorder', which links to the National Policing Priority of 'Violence, disorder and anti-social behaviour', tying in with the East Renfrewshire Plan objective of 'Reducing social isolation, loneliness and increasing safety'. The divisional commander's update provides detail on the number of offences and number of detections and what is being done regarding prevention and detection.
67. The East Dunbartonshire Local Police Plan is designed to support the East Dunbartonshire 10 year Local Outcome Improvement Plan (LOIP). The LOIP has 6 outcomes and the Local Policing Plan primarily supports outcome 4, Safer and Stronger Communities. Outcome 4 is managed by the East Dunbartonshire Local Authority Community Protection Services Manager. This service is based within Kirkintilloch Police Office and joint tasking and co-ordination enables close partnership working on this outcome. The area commander also chairs the Community Planning Executive Group, which oversees and directs the work of outcome delivery groups that work to deliver the six outcomes contained in the LOIP.
68. At the East Dunbartonshire Scrutiny Board the divisional commander provides a written report providing an update on what has been achieved in relation to the top 5 local priorities in terms of activities and crime statistics with comparisons for the previous year and in context of 5 year averages. This approach shows that the division is providing information to evidence its performance in relation to crime and local priorities.
69. The Safe Glasgow Group provides the scrutiny for policing in Glasgow. The group is a partnership between Glasgow City Council and Glasgow Community Planning Partnership. The group is not solely focused on police and fire and considers the broader community safety agenda. The updates by police relate to progress made against their Glasgow City Policing Plan 2017-20 and the Glasgow Community Plan. The divisional commander outlines key work that the division has been doing and again provides data to support any progress made.



70. An example of how the division has responded to an emerging local priority is 'Operation Suitcase', an operation to target housebreakings, as follows:

Case Study – Operation Suitcase

Operation Suitcase was launched in 2017, to proactively target an increase in thefts across Greater Glasgow Division and beyond. From July 2017, there was a significant rise in housebreakings targeting specific families (106 crimes from July 2017 - February 2018).

The division's Community Investigation Unit (Acquisitive Crime) created a comprehensive strategy to identify the persons responsible and prevent further thefts. This involved collaboration with several police forces in England and the Regional Organised Crime Unit.

The operation has resulted in 26 persons being arrested and charged. Cash amounting to £29,000 has been seized as well as £70,000 of property and 10 stolen vehicles were recovered. Officers from forces in England have prepared a conspiracy case against offenders who are directly linked to those arrested in Scotland, this has resulted in these individuals being charged with 40 crimes and cash seizure of £300,000.

Additionally, 24 full crime prevention surveys were carried out at the request of householders with a further 85 householders contacted with crime prevention advice.

By working in partnership with partners Police Scotland has made an impact on those responsible, which has developed an understanding and intelligence base for those involved.

71. Another example of a divisional priority is tackling violence. Due to the sensitive nature of the work involved with serious and organised crime, this report will not expand on the detail but in the first quarter of 2018, 53 individuals of note were arrested who had a direct link to serious and organised crime. Officers have applied the Proceeds of Crime Act 2002 to deprive them of cash and assets obtained illegally. Evidence was provided to HMICS of an intelligence-led approach in tackling serious and organised crime, as follows:

Operation Engagement

In April 2017, Operation Engagement was undertaken by local policing officers and staff to tackle the rise in violence between Organised Crime Groups (OCGs) in the Greater Glasgow area and in particular, to focus on a long running feud. A number of arrests of key individuals involved in gang related incidents in the Greater Glasgow area and across Scotland have been made.

Six individuals have been arrested in relation to serious and organised crime charges, attempted murders and serious assaults targeted at a rival OCG. A number of firearms have been recovered including a sub machine gun and over £100,000 in cash seized. Two offenders are in prison following being found in possession of firearms.

There have also been numerous stolen vehicles recovered, many of which were to be used in acts of violence against rival gang members and further opportunities have been taken to disrupt and prevent planned violence and reduce escalating tension between the crime groups involved.

72. Several officers told us they felt there were too many plans and duplication so that understanding the content became challenging. They quoted the Annual Police Plan; the Local Police Plan; Local Outcomes Improvement Plans; Locality Improvement Plans; and Multi-Member Ward plans. Local Policing Team (LPT) officers in particular said they had limited opportunity to consider local priorities and were routinely attending call after call without having the time to reflect how the activity was linked to priorities. Officers in departments also had a very limited knowledge of local policing plans, instead focusing on their areas of business and the processes involved in their daily duties.
73. In addition to Police Scotland considering the recommendations of the recent HMICS Thematic Review of Police Scotland's approach to the development and operational delivery of the Annual Police Plan (2018-19),³⁷ it may be worthwhile Police Scotland reviewing the quantity and content of the plans which local policing divisions produce to establish if effort and duplication may be reduced whilst enhancing the understanding of officers and staff.

Recommendation 4

Police Scotland should review the number of police plans relevant to local policing divisions, and consider if there is opportunity to reduce duplication and simplify the content to make them more accessible to officers and staff.

Local scrutiny

74. We also attended the Scrutiny Boards in each of the three local authority areas, and interviewed members. Glasgow and East Renfrewshire boards take place quarterly and East Dunbartonshire is annually.
75. The boards are provided with police reports that outline progress against the Local Policing Plan priorities. We observed the boards asking questions regarding the detail of those reports and asking questions of the divisional commander about aspects of concern to members (e.g. housebreaking and anti-social behaviour).
76. In terms of the police reports provided, they were crime focused and there is an opportunity to include more non-crime activity. Previously, we have commented that the reports could be developed through the addition of local complaints and crime audit data, and it is noted that this information is still not universally included and that this suggestion should be disseminated to divisional commanders.
77. It was noted that the divisional commander attended each of the boards and was prepared to answer questions. His personal commitment to partnership working and visibility was commented on positively.
78. The division also invited all members of the scrutiny boards to a presentation at a control centre, which was positive in terms of awareness of police activity and that understanding contributed to enhanced scrutiny.
79. In terms of the varied demands that Police Scotland is facing, it would be beneficial to include more of this information in reports, such as those provided to the scrutiny boards, so that there can be a wider understanding regarding the challenges for policing across communities, rather than focus being centred on crime.
80. As detailed earlier, Greater Glasgow Division officers attended 5,088 domestic incidents by end of Quarter 2, 2018-2019 and 4,694 missing person incidents. These types of incidents and the ensuing enquiry can be extremely complex and time consuming and it is important that this information, which highlights the impact on the force and officers, is recorded and shared.

³⁷ HMICS: [Thematic review of Police Scotland's approach to the development and operational delivery of the Annual Plan](#) (2018-19) (2018).



Planning and Process

Divisional improvement

81. Greater Glasgow Division has created a divisional improvement plan following completion of the self-assessment exercise for this inspection. The plan is overseen by a superintendent and has been created to coordinate and deliver change and improvement within Greater Glasgow Division in relation to a number of key areas. It is a standing agenda item on the SMT bi-monthly meeting.
82. The plan includes the work the division is doing to explore other methods for the public to complete Your View Counts surveys rather than it be limited to completing it on line. This is a positive approach to trying to engage all areas of communities so that policing activity is focused on community concerns.
83. The plan also includes a range of measures in terms of improvements for staff, including considering how they can formally record letters of thanks; relaunch the divisional suggestion scheme; promote the divisional commander's awards better; improve recruitment and retention of special constables, increase completion of Professional Development Reviews; and raise awareness of policing priorities among staff.

Process and departments

84. The Divisional Coordination Unit deals with processes across a range of business areas, including warrants; legal documents; Procurator Fiscal liaison; and case management. The division also has courts officers; an operational planning unit; service delivery unit; and crime management unit. The officers and staff from these units were committed to their roles and were satisfied they understood the functions they were required to carry out.
85. The division also introduced a Divisional Operational Enquiry Unit. Previously the service of legal documents and management of out of force enquiries was undertaken by staff in area commands. Due to competing demands, these matters were infrequently prioritised and outcomes suffered. The division recognised that this work could be more efficiently dealt with by a dedicated team of officers and this unit now undertakes these tasks. Outcomes have significantly improved, legal documents (approximately 1200 a week) are more professionally dealt with and enquiries are more effectively managed.
86. Whilst these departments are demonstrating effectiveness, there was evidence of silo working between divisions and departments. There appears to be less reference to geographical silos than under legacy arrangements and instead a move to functional silos between local policing divisions and national divisions and departments. An example would be the recent introduction of locally managed incidents by C3 division. These are incidents C3 refer back to the local division to manage because they have not received a response from the caller. At the time of our inspection Greater Glasgow Division were working with C3 on how this could be implemented better and there was a willingness on both sides to improve the process. However we were told this was after the fact where earlier enhanced consultation could have facilitated a more effective process change in the first instance.

87. Another example is the Major Investigation Team (MIT) referring Category C murders³⁸ back to division. We understand there was limited consultation with divisional commanders regarding the impact on divisional officers and staff and the increased workload being imposed upon division. Whilst the demands on the MIT are not underestimated, enhanced engagement prior to the change in practice many have smoothed the transition.
88. We spoke with road policing officers who are based in OSD. They are allocated to and work in Greater Glasgow Division but had limited appreciation of local priorities and were focused on general road traffic matters. It was noted that road policing were not present at the tasking and delivery meeting, and yet fatal road collisions feature on the report. We were informed road policing officers would be present at future meetings, which is positive.
89. Another aspect to this silo work that we heard of throughout the inspection was policy or processes devised by departments who had limited understanding about how these processes would impact on frontline. An example would be a policy of making concern calls all grade 2³⁹ calls. We repeatedly heard, at various levels, that this proved extremely testing for a division the size of Greater Glasgow Division. Dealing with so many concern calls and the additional workload created may have generated risk elsewhere in the division, which was not proportionate to the improvement the change sought to create. The service does have a challenge to ensure the right people are consulted at the right time, but where there is an impact on frontline there should be close consideration of any additional workload created and whether this is proportionate to the value of the new practice. Engagement with local policing may secure a change which realises the desired benefits without creating often unforeseen demand.

Recommendation 5

Police Scotland should review the consultation and engagement process undertaken by central functions in order to reduce silo working and to understand the demand being placed upon local policing by new policy and practices.

Stop and Search

90. In reviewing the documentation provided by the division, it was noted that there was a significant reduction in stop and searches between 2015-2018.

Figure 9 – Stop and search figures 2015-2018⁴⁰

Greater Glasgow Division			
Year	Number of Searches	Number of positive searches	Positive searches in percentages
2015 – 2016	21,674	4603	21.24%
2016 – 2017	14,611	3544	24.26%
2017 – 2018	5,973	2246	37.60%

91. Whilst the data shows a reduction in the stop and searches recorded, it also reflects an increase in the amount of positive searches as a percentage. During our fieldwork we explored this with officers and staff and we were told by the majority of frontline officers we spoke to that there are a number of issues with stop searches, including the fear and expectation of complaints; bureaucracy in the form filling; and lack of opportunity to be proactive because of call demand.

³⁸ Police Scotland; Crime Investigation Standard Operating Procedure; definition of Category C murder is 'A homicide or other major investigation where the identity of the offender(s) is apparent from the outset and the investigation or securing of evidence can be achieved easily'.

³⁹ Grade 2 – emergency call.

⁴⁰ Data provided by Greater Glasgow Division.

92. In March 2015, HMICS carried out an Audit and Assurance Review of Stop and Search (Phase 1). This report made recommendations including developing definitive guidance for officers. A Code of Practice on the use of stop and search came into effect on 11 May 2017 following public consultation and parliamentary approval.⁴¹ It sets out the principles under which stop and search takes place and provides officers with guidance in relation to carrying out stop and search, grounds for search and recording.
93. The Code of Practice marks a significant milestone set out in Police Scotland's Stop and Search Improvement Plan which launched in June 2015 and brought together several reviews carried out into the use of stop and search by Police Scotland, the SPA, the Scottish Institute for Policing Research (SIPR) and an Independent Advisory Group on Stop and Search.
94. The officers are concerned with the bureaucracy of the form and HMICS believes there would be value in Police Scotland reviewing the stop and search records to confirm they are still fit for purpose. We previously commented, '*Police Scotland has introduced an effective but labour intensive audit regime. This has been necessary to provide initial assurances over data accuracy although Police Scotland should consider moving to a more proportionate approach once satisfied there is compliance with the Code of Practice*'.⁴²
95. Many officers also perceive they will receive complaints as a result of conducting stop and search activity. This fear would appear to be disproportionate as it is not borne out by the evidence. The force and division should clarify the facts and dispel false perceptions.

Recommendation 6

Police Scotland and Greater Glasgow Division should review stop and search processes to identify any efficiencies whilst retaining robust governance. Officers should be provided with clarity as to the lack of correlation between stop and search activity and complaints.

Public engagement

96. Prior to our inspection we observed six months of posts on Twitter (January to June 2018) posted by police and staff across Greater Glasgow Division. The division was found to regularly tweet about numerous policing topics, including missing person appeals; information about events and travel / security arrangements; weather warnings; initiatives and partnership work and also to acknowledge good work of staff. Many tweets received positive comments from the public or were re-tweeted.
97. The division recognises that although the expansion of social media has presented significant opportunities in terms of reaching large numbers of people quickly, there are challenges about ensuring messages are corporate and appropriate and it remains important that the division uses other means to engage with less technologically connected members of the communities. This supports the feedback from our public questionnaire where the public have suggested that more varied means of contact would be welcomed.
98. As part of our inspection we circulated a questionnaire asking the communities of Greater Glasgow Division for their views on policing in their areas. We received 760 responses. The breakdown of responses for each council area within Greater Glasgow Division is as follows:
 - Glasgow City Council – 564 responses
 - East Renfrewshire – 101 responses
 - East Dunbartonshire – 95 responses

⁴¹ Scottish Government, [Code of Practice on the Exercise by Constables of Powers of Stop and Search of the Person in Scotland](#) (2017).

⁴² HMICS, [Audit and Assurance Review of Stop and Search: Phase 2](#).



99. The public were asked to comment on the methods available for police to keep communities up to date with what they are doing in the local area. A number of people (86) wanted traditional methods of disseminating information such as newsletter, leaflets, flyers and posters on public noticeboards and 59 wanted face to face engagement or attendance at public events. Interestingly only 10 responders expressed a preference for social media or on line information.
100. In terms of contacting the police, 173 people said it was easy to contact the police but 135 said it could be improved if they had a direct number for the local police station. It must be noted, however, that a return to such a fragmented model of contacting Police Scotland is likely to introduce operational risks and could be regarded as a backwards step. 155 respondents did not know what the police in their area are doing well. This, of course, may not be a negative response and it may that be members of the public can go about their business without being aware of critical incidents or other factors that may affect their confidence in the police. The negative responses to this question could indicate a perception of a lack of effective communication locally and the need for more visibility around local policing initiatives within Greater Glasgow Division.
101. We received 97 comments (Glasgow 73, East Ren 12, East Dun 12) commending local policing teams for responding to a range of issues which included anti-social behaviour, organised crime, events, speeding and general public demand. There were also specific comments from some respondents who say they found local officers to be friendly, professional and approachable. There were 245 comments saying that policing could be improved by greater visibility, which would support frontline officers' views that they are finding that call demand limits their ability to be proactive and engage with the public. The average time officers took to attend grade 1 and 2 calls were examined from 2016-2017.⁴³ This data does suggest response times have lengthened, with the average time to attend a grade 1 call in 2016 taking 15 minutes 6 seconds, to the average time taken to attend a grade 1 call in 2017 taking 16 minutes 5 seconds. A similar gap applies for grade 2 calls.

⁴³ Information provided by C3 division.



People

103. Our inspection found the officers and staff in Greater Glasgow Division are motivated and committed to serving their communities. However we also noted a mixed response to whether the staff and officers felt valued or not. Generally, people in departments said they felt they had a good working environment. Conversely, officers on the frontline often said they felt disillusioned, under too much pressure, and undervalued with little opportunity for development. This is concerning since these officers are often the first point of contact for members of the public and the first people to take charge of difficult and challenging situations.

Staff survey and divisional response

104. In the staff survey of 2016, 25% of Greater Glasgow Division staff said they feel valued and recognised for the work they do; 27% feel they have the opportunity to put forward their ideas on what needs to improve; 77% disagree or strongly disagree they have the resources to do their jobs effectively. 78% disagree or strongly disagree the organisation is genuinely interested in the wellbeing of people. These results were in line with responses from across Scotland. It is acknowledged that some time has elapsed since this survey was conducted but it is relevant as since then the division has been working towards improvements in these areas.

105. The three areas to cause most concern for staff in Greater Glasgow Division were:

- Difficulty getting time off and the amount of cancelled rest days
- Lack of recognition for good work completed
- Poor communication

106. In response to the staff survey the division created an engagement plan around the three areas above. Work was done regarding cancelled rest days and this will be covered in the +element report, relating to the resourcing of events. The division has established the divisional commander's awards to enhance recognition of good work and has included a communication strategy in the divisional improvement plan.

107. While we observed good communication among the SMT in Greater Glasgow Division, and the divisional internet page is used to keep staff updated, improved communication is one of the goals the division highlighted itself following the self-assessment process.

108. The division has recruited wellbeing champions as well as area command and departmental Health and Wellbeing Improvement Groups to help address welfare. Area commanders and heads of department chair these groups which are attended by officers and staff. The groups are designed to help improve working conditions and deal effectively and quickly with emerging issues.

109. Additionally, the division has also hosted wellbeing events focusing on "Healthy Minds, Healthy Bodies" in several different offices across the division. Locations and timings were identified to maximise the number of staff who could be present. They were well attended and offered advice on a range of health issues e.g. exercise, healthy eating, and cycling to work. Partners were invited to attend and provide inputs, such as financial advice. These events are widely publicised on the divisional electronic briefing site and the local intranet page noticeboard.

110. We were told by some of the officers we spoke to that area commanders invest time in supporting/advising staff regarding promotion and diploma applications/interviews, including holding one to ones, mock interviews and providing regular feedback to candidates.

111. These are all positive steps but there is room for more mainstreaming of wellbeing into process and practice, with a real effort put in to tackle the daily issues of officers and staff, such as dealing with call volume and stress, cancelled rest days, inability to get time off and feeling valued.
112. Our inspection found that the SMT had a focus on people management issues including time off in lieu, re-rostered rest days, modified duties, postings and transfers, training and talent management. Greater Glasgow Division has a slightly higher absence rate than the national average⁴⁴ but there is strong oversight and management of absence. We found that despite the often challenging working environment the SMT sincerely care about the officers and staff who work within Greater Glasgow Division.

Morale

113. Officers and staff who are in departments are confident about their roles and remits and said they are motivated and satisfied in their work. However the majority of the frontline officers said they feel disillusioned. It was repeatedly expressed as frustrations regarding demands that take them away from their daily duties and a lack of clarity about their roles. They cited insufficient numbers of officers to meet call demand generally, as well as time consuming mental health calls, delays in processing people in custody; attending medical calls and policing events. They also feel frustrated at not having the capacity to carry out proactive work and gather intelligence. It is therefore imperative that there is a proper assessment of demand to ensure the resources are in the right place and can work more effectively towards outcomes for communities.
114. HMICS has previously commented on the importance of quantifying and understanding the nature of demand on the police service, in order that the service can ensure that it has the necessary resources in terms of capacity and capability, and that these resources are distributed appropriately. We are aware that Police Scotland will focus on better understanding and managing demand as part of its Policing 2026 strategy. There is an urgent need for demand products to inform resourcing and how best to tackle threat, risk and harm.

Recommendation 7

Police Scotland should expedite the provision of demand analysis products to divisions in order that resources may be deployed most effectively.

115. Frontline officers also expressed frustration at what they perceive as continual challenge regarding their decision making and bureaucratic processes. An example provided was contacting custody and being advised not to take the person into custody; another was feeling questioned about their stop and search grounds. If this is a recurring theme then there may be value in enhanced training or education. A number of processes were also seen as bureaucratic and this combination led to frontline officers stating they felt disempowered, devalued, de-skilled and ineffective. Despite this, the commitment to public service and the communities they serve was clear.
116. There are opportunities to reduce some of the pressure officers are concerned about, which might include briefing and training, particularly around the requirements of the Criminal Justice (Scotland) Act 2016 to apply scrutiny to arrests; and assurance around stop and search returns. The resourcing of events will be covered in the +element report and comment has already been made regarding the mental health and medical calls that officers are attending.

⁴⁴ Data from Police Scotland; for September 2018.

Development

117. Frontline officers believe there are fewer developmental options for them. They cited reasons such as the limited opportunities to secure a place on the diploma;⁴⁵ and expressed concerns with regards to the competency based promotion process. HMICS welcomes Police Scotland's review of these processes.
118. Officers also commented on the practice of creating permanent modified posts ('Permanent Reasonable Adjustment Posts') for officers no longer able to carry out frontline duties. Previously it may have been the case that officers would have been medically assessed as no longer able to carry out these duties and be medically discharged (unless they met the criteria under the Equality Act 2010). However it appears that the practice is now to find posts for these officers, which frontline officers see as limiting the options for lateral development and respite from the demands placed upon them by frontline deployment. In Greater Glasgow Division at the time of our inspection 50 police constable posts and 18 sergeants permanent modified posts had been created, with 31 and 2 filled respectively.
119. There is currently no tenure policy in the division which reinforces officers' perceptions that they do not see any opportunity for development. This view must be balanced with the fact that regular movement of officers in and out of specialist posts can often have a negative impact on efficiency.

Recommendation 8

Police Scotland and Greater Glasgow Division should consider ways to enhance the status and working environment of frontline officers, paying particular attention to staff development.

120. The Police Scotland Professional Development Review (PDR) process applies to all officers and staff. It is expected that all PDRs are carried out at the same time each year as they link to Police Scotland's annual planning process. However, many supervisors told us that the requirement for their entire team's PDRs to be completed at the same time of year exerted unnecessary pressure and demand. Many suggested that it would be beneficial to spread the PDR process more evenly across the year.
121. Individuals are expected to meet with their line managers at least twice each year (mid- and end-year) in what are called Professional Development Conversations (PDCs). It is positive that many officers and staff said they have regular conversations with their line managers, but they do not necessarily recognise them or record them as PDCs.
122. Whilst PDRs are not mandatory at present, officers and staff were unclear about this and report being put under pressure to complete the process, often to the detriment of quality and value. The vast majority of officers and staff said they did not value the PDR process and felt it had limited benefit. Most officers and staff said the process was bureaucratic and too time consuming.
123. An internal audit regarding PDRs was recently presented to the SPA Audit Committee meeting and it is positive that it is being reviewed. It would be beneficial to take into account the views of officers and staff.

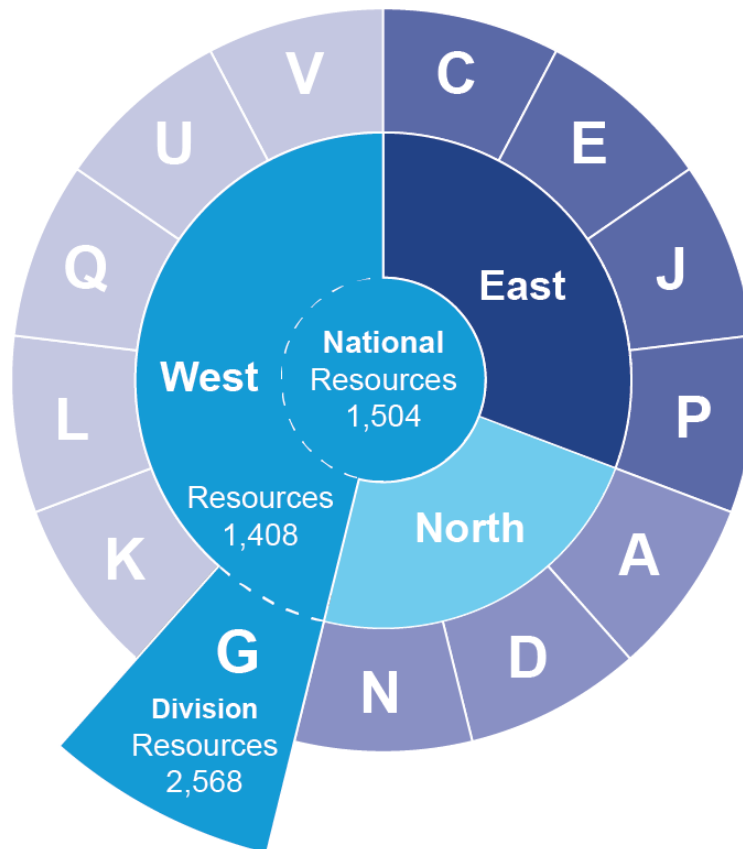
⁴⁵ Diploma in police service, leadership and management – required for promotion.



Resources

124. At the time of our inspection, Greater Glasgow Division had 2568 officers to meet local demand. The division also had access to other resources at a regional level (1408) and a national level (1504). Regional and national resources may not be immediately available to Greater Glasgow Division as they are subject to competing demands from other divisions but nonetheless provide value. In addition to its police officers, Greater Glasgow Division also had around 90 full-time equivalent police staff and 39 special constables at the time of our inspection.

Figure 10 – Resources available to Greater Glasgow Division⁴⁶




125. Resilience at all levels across the division was considered during the inspection. As stated, in terms of the numbers of officers and staff, the division is bigger than many of the police forces in England and Wales. When Police Scotland was established there was a desire to apply a consistent model across newly created divisions, and this included a chief superintendent as divisional commander, regardless of the size of the division. Divisions have matured greatly since the inception of Police Scotland and it may be time for a more bespoke leadership model being developed based on the demand and capacity required of each divisional SMT.

Recommendation 9

Police Scotland and Greater Glasgow Division should consider command resilience in the division.


⁴⁶ Police Scotland, [Officer Numbers Quarterly Fact Sheets](#) (2018).

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126. Upon the creation of Police Scotland on 1 April 2013, Greater Glasgow Division operated its frontline, uniform policing, using a policing model whereby officers were allocated to community or response policing teams. Following the appointment of the current chief superintendent as divisional commander, a review of that model was implemented, incorporating feedback from officers and staff, the conclusion of which reflected the changing priorities within the service. This was then combined with the nationwide supervisory review which required the division to amend its leadership structure, impacting most notably at sergeant and inspector levels.
 127. The local policing model in Greater Glasgow Division was introduced on 1 November 2016 and is based on Local Policing Teams (previously would have been called response officers) and Local Problem Solving Teams (previously community officers). The model differed because it re-balanced resources to have the majority of officers (84%) in LPTs and 16% in LPSTs and dedicated to community issues.
 128. Additionally, the 11 sub-divisions were streamlined to 8. In each command area the LPTs are responsible for providing the majority of response to policing incidents. Duties include attending calls, prisoner and hospital watches, domestic packages, missing person enquiries, warrant enquiries, locus duties, diary appointments, road traffic enquiries and providing support to divisional and national operations, such as football and concerts. The LPSTs are responsible for tackling long-term, ongoing issues affecting area commands such as persistent offenders, repeat victims and vulnerable locations. Guidelines state LPSTs should, wherever possible, be protected from abstraction to other duties.
 129. The division evaluated the new model shortly after implementation. The Scottish Police Federation assisted and contacted constables, sergeants and inspectors in Greater Glasgow Division seeking views. A low number of responses were received but positive replies highlighted the functionality of the new model and it appeared to be working well with adequate numbers assigned to the LPT and the LPST being left alone to concentrate on longer term problem solving.
 130. Negatives from the survey highlighted include the shift pattern of the LPST, in particular the issue of working for six days in a row, the actual role and remit of the LPST not always being clarified or understood, the reduction of officers overall, workload of the LPT, abstractions and lack of vehicles also featuring.
 131. We were told that at the outset, when LPST were protected from abstraction, the model worked well, in that there was effective community policing and opportunities for problem solving. However now that LPST are sent to some calls and are deployed to events, this has had a detrimental effect. LPST officers told us they have had to cancel appointments with the public and partners and there is a risk to relationships and prevention work if LPST officers are abstracted from their core roles.
 132. In previous inspections of local policing, we have noted that a division's own local resources may not always be available due to abstractions, to events, for example. The impact of providing cover is felt most heavily in LPTs and LPSTs, as it is these officers who are abstracted most often. It is welcome that Police Scotland is seeking to balance this demand by increasing the deployment of departmental officers, out with local policing to events.

133. In terms of sergeants and inspectors, when the supervisory ratio work was carried out it was almost entirely numbers based, therefore in some departments the ratios will be smaller than teams on the frontline. By way of an example, where there may be 6 inspectors on paper, some may not be available if they are on annual leave, training, absent and so on. This can vastly increase the numbers of staff the remaining inspectors are supervising and inspectors told us they feel like they are incident managers, as opposed to team leaders who can set standards, provide support to staff and be visible. This is particularly difficult when inspectors are having to travel across large geographical areas and remotely manage a number of teams.
134. Community concerns and statistical information are used to predict where resources need to be deployed for disruption, prevention and reassurance. An example of this was the response to a series of violent offences between feuding groups. An operation was established to detect offenders and to provide a highly visible response to reassure the community. The end result was no further offences being committed and feedback from the community that they welcomed the police responsiveness and presence. This is an example of the division being able to direct and flex resource to where it is needed by listening to the community and analysing data.
135. Our inspection noted that Greater Glasgow Division has a number of divisional specialist departments to support front-line policing, including intelligence units dealing with local intelligence, PPU, SAOC and Football and Public Order intelligence. This intelligence-led approach has helped deliver positive results over the year, including over 900 drug packages; 20 evidential packages; over 70 firearms packages and 44 off-street prostitution packages.⁴⁷
136. We found that the departments in the division accounted for their duties well. For example, in relation to homes being broken into, we spoke to a team of dedicated officers who continue to investigate all such crimes across the division. Officers within the unit are knowledgeable about current investigative techniques and ensure that all available evidential opportunities are exploited. They also investigate crime patterns and linked crimes, to ensure repeat offenders are detected. Operation Suitcase, as mentioned earlier, is an example of this.
137. The Robbery Team and Housebreaking Unit from the Community Investigation Unit respond to public concerns and crime pattern analysis. The divisional Robbery Investigation Strategy complements the overall divisional Violence Prevention and Investigation Strategy. The way in which the division deals with housebreaking and acquisitive crime mirrors this strategy. The ability to create such specialist units would not be possible in all the local policing divisions across Scotland. This is only really possible in a division of the size of Greater Glasgow Division and can be considered a benefit of its scale.
138. The resources in the division are supported by national divisions, such as Specialist Crime Division (SCD) and Operational Support Division. However our inspection found a disconnect between local policing and national divisions, as articulated in our HMICS Thematic Review.⁴⁸ The report considers the limited oversight the force tactical Tasking and Delivery Board has over the impact or effectiveness or deployment of specialist support and national capacity.
139. Our inspection noted that Greater Glasgow Division replicates many of the specialist functions offered by SCD with the exception of specialist covert assets. Access to SCD specialist resources is through the detective superintendent. The process works but is often based on informal relationships and can therefore lack transparency. We were told the detectives at SCD have limited engagement with divisional detective chief inspector level.

⁴⁷ Data provided by Police Scotland.

⁴⁸ HMICS: [Thematic review of Police Scotland's approach to the development and operational delivery of the Annual Plan](#) (2018-19) (2018).

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140. Staff commented that they were unsighted on the role and function of SCD across all areas and our inspection found there is a perception that SCD can select work enquiries and staff are unconvinced as to the level of support provided to the division or that there is an overview about where resource is needed most or based on threat, risk and harm.
141. What was apparent about the departments and many of the processes carried out was how many officers are carrying out roles and tasks that do not need warranted powers, such as the legal document unit and administrative functions associated with warrants and case management. Consideration should be given in any future workforce strategy to civilianising such posts where members of police staff would be most appropriate in terms of specialist skills and cost to the force. The Policing 2026 Strategy (June 2017) has clear objectives in terms of the shape of the future workforce including the principle that officers will perform operational roles. HMICS continues to provide ongoing assurance regarding the current Police Scotland commitment to reduce the number of officers in support roles (100 per year 2017/18 to 2020/21) whilst not reducing operational capability and capacity. A draft Strategic Workforce Plan is due to be submitted to the SPA before the end of March 2019 which aims to develop a diverse workforce with the right balance of experience, skills, professionalism and capabilities.
142. It was also noted that Greater Glasgow Division have a low number of special constables; in consideration of the size of the division. We attended a training event for the officers and it is encouraging a more robust model of support and governance is being progressed. It is also pleasing that the division has the recruitment and retention of special constables on their divisional improvement plan. There is clearly more the organisation and the division need to do to improve this situation.

Recommendation 10

Police Scotland and Greater Glasgow Division should ensure there is a renewed focus regarding the recruitment and retention of special constables.

Custody

143. Custody centres within Greater Glasgow Division were also inspected and the findings will be reported separately. In summary, the key issues included:
- the time taken to process a detainee, which includes travel times to custody centres (now there are only three with an additional one at weekends),
 - time spent queuing to be booked in
 - the booking-in process itself.
144. Some of these issues were attributed to the location of the custody suite, number of booking-in desks open (at sergeant's discretion), number of custody staff on duty, speed of processing (attributed to Criminal Justice (Scotland) Act 2016 and lengthy risk assessment questions/process). The impact is directly on the availability of resources to respond to other calls, which can be compounded by other abstractions including backfill, hospital, constant observations, locus protection etc.
145. Backfill from local policing to cover custody roles is still viewed as an issue despite secondments into custody and additional staff. Some backfill officers lack up to date training and experience and rely on members of police staff in custody suites, which can impact on processing times.



146. There was a view expressed by both LPT, LPST and specialist officers that too many custody suites have been closed. Officers reported increases in travel times with many stating that where they used to be able to book three or four detainees in on a shift, they were now often challenged to process any more than one. Most officers noted that a better system of queue management or notification was required. Many officers expressed a view that C3 Division could provide greater value in this area by proactively contacting custody suites and directing officers to the most efficient suite, taking account of travel and processing time. Officers are requested to contact the suite first, at which point they should be able to check queue lengths, however many avoid doing this, in case the sergeant rejects the custody. Many also prefer to take the custody to their 'home' office as opposed to the nearest custody suite as per the requirements of the Criminal Justice (Scotland) Act 2016.
147. Risk aversion appears to be an issue in Greater Glasgow custody suites and is evidenced by the comparatively high levels of constant observation. This means that processing time can be much longer. Some sergeants will close their suite if there is more than one person in a cell(s), some will only allow one booking-in desk open at a time. Local officers perceive that risk could be managed better and the current approach to risk is having a disproportionate impact on resources. The 21 question set in the national custody system is viewed as onerous and sometimes repetitive (there is a suggestion that question routing and system design may be affecting this). Officers also stated they believe there would be benefit in returning custody management to local divisions although this would have issues in terms of the consistency applied across Scotland.
148. As highlighted in previous inspections, a great deal of time is being spent accompanying custodies at hospital and this continues to be a significant source of abstraction.

ICT

149. Officers and staff repeatedly made comment regarding the outdated and inefficient ICT systems. The majority of staff and officers in the division felt that ICT systems and infrastructure at present were not effective in supporting their work. There was awareness of the complexity and cost involved and Police Scotland's efforts in this regard.
150. Greater Glasgow Division has additional limitations associated with ageing legacy crime management systems. Three separate crime systems remain from legacy Strathclyde Police, which require officers and staff to log into each system separately to use them. Apart from national systems most other systems in use within the division are based on legacy arrangements. In addition to software being no longer fit for purpose, staff and officers told us there are often not enough terminals or concurrent user licenses for some systems especially at times of peak usage such as the start and end of tours of duty.
151. There is an urgent need to address these system issues and also to assess user access requirements at peak times and ensure there are sufficient terminals available. We were told significant time is wasted in preparing handover notes repeating the same information, double and triple keying the same information onto systems. Overall ICT is regarded as an inhibitor to effective working and there is an ongoing sense of frustration for officers and staff.
152. We recognise that Police Scotland anticipates that many of these issues will be resolved with the introduction (or replacement for some officers in Greater Glasgow Division) of mobile devices, but this must be fully funded and delivered as quickly as possible.



153. The SPA has approved business cases for investment in Digital Data and ICT, Mobile Working and National Network and Digitally Enabled Policing - Core Operation Solutions (COS) in May, August and November 2018 respectively. However the levels of capital investment required are significant and progress may be directly impacted by the recent budget settlement. Police Scotland will continue to prioritise the progression of the COS programme with new national systems continuing to roll out over the next two years, including a national crime recording and management system. HMICS will continue to monitor these projects as well as overall progress on the 2026 transformation programme.

Fleet

154. The geographical size and complexity of Greater Glasgow Division means that officers use satellite navigation to find their way across the division. Officers are often using personal mobile phones to achieve this as the Airwave system has limitations in terms of reception and access. Having access to satellite navigation as standard in fleet cars would be of assistance to officers on the frontline.

155. Officers also told us many of the vehicles they are using are not fit for purpose in terms of general age and condition. We were also told many of the vehicles do not contain first aid kits and that due to the demands on frontline, that vehicles are sometimes not having weekly equipment and maintenance checks completed. The support sergeants in the division are aware of these concerns and maintain records to provide monitoring and escalate issues to the superintendent with the portfolio for fleet when necessary.

156. Police Scotland states it will be prioritising capital investment in their fleet and that regular maintenance is a priority for the force. This is especially welcome as a number of vehicles are reaching an age where maintenance costs may begin to increase significantly.



Partnerships

158. The Police and Fire Reform (Scotland) Act 2012 places a duty on the police to participate in community planning in each local authority area and encourages the police to work in collaboration with others where appropriate. Greater Glasgow Division spans three local authority areas, and works in partnership with an extensive range of agencies to prevent crime and improve safety.
159. We found that the division is committed to working with its partners and that this work takes place at all levels within the division and includes strategic, tactical and operational partnership activities.
160. East Dunbartonshire and East Renfrewshire are smaller local authorities than Glasgow City and we explored with them whether they perceived any disadvantage because of the size of the division. We found the partners were positive about the current arrangements and state that they feel they benefit from being part of Greater Glasgow Division.
161. Area commanders have taken a very local approach, such as allocating resource to an area needed, based on local analysis, consultation and agreement. For example, Glasgow City creating an Enquiry Support Team in response to shoplifting and other crimes within the city centre, and East Renfrewshire allocating a housing officer due to housing being a local issue.
162. Effective partnerships are seen across the division in relation to the commitment to Community Planning Partnerships, Child Protection Committees, Adult Protection Committees, Alcohol and Drug Partnerships and many other informal partnership engagements and relationships that take place during day to day working.
163. Collaborative working is also strong among specialist units such as the Public Protection Unit. The co-location of the Domestic Abuse Unit with ASSIST⁴⁹ partners continues to ensure that victims get access to critical support and responders are able to better coordinate their interventions. Specialist units are actively engaged, for example, in joint working in the three local authority areas on issues such as domestic abuse, child protection, prostitution, and alcohol and drug misuse.
164. We sought the views of the division's partner organisations in a survey sent to partners. Whilst the response rate was low, key partners replied and results showed that 73.3% said the police were doing well and took time to develop relationships. We also spoke to numerous partners, including chief executive officers from the local authorities and they were very positive about the division, the staff and the collaboration at all levels.
165. Partner organisations and the division itself highlighted examples of effective partnership working, some of which are highlighted below.

⁴⁹ Established in 2004, ASSIST is a specialist domestic abuse advocacy and support service focused on reducing risk to and improving the safety of victims of domestic abuse.



Campus Officers

166. There are twenty six campus officers in place in most secondary schools in Greater Glasgow Division. These officers are considered by many as integral to how the police deliver Local Policing Plan objectives as identified by communities. They have delivered presentations including 'stranger danger', road safety; bullying, internet safety, and No Knives Better Lives. Some of the officers are trained in child protection exploitation and on-line protection and able to train teachers and other professionals to deliver inputs to their classes and provide inputs to parents on what to look out for.
167. The officers are based in the schools and they act as a source of advice and as positive role models for children, giving them opportunities to interact with police officers in a familiar and calm setting. They also provide a familiar point of contact within the school to help deal with issues or concerns. These officers are often involved in other community activities and are extremely useful points of contact to provide and obtain information to and from young people and their families in their area.
168. Twenty four of these posts are jointly funded by Police Scotland and the Scottish Government's Pupil Equity Fund. Two of the posts are part funded from the Local Authority Integrated Grant Fund until 2020. The officers are routinely deployed in the schools but they remain deployable at large scale or critical incidents, if required.
169. We know from the work carried out by the Violence Reduction Unit that early intervention is key and the campus officers are able to offer guidance and support to young people in a safe environment. Greater Glasgow Division and Police Scotland's commitment to campus officers is positive and is reflected in the Local Approaches to Policing Programme, which is being conducted in Dumfries and Galloway Division in respect of campus officers.

Recommendation 11

Police Scotland and Greater Glasgow Division should carry out an evaluation of the campus officer role and consider extending the concept across Scotland.

Local Authority Liaison Officer (LALO)

170. There is a dedicated LALO in each of the council areas. They are embedded with council partners and involved in daily meetings about crime and anti-social behaviour (including housing) and work with partners to address these issues. The current Glasgow City LALO deals with more overarching issues and is very much part of Community Planning Team based within the Glasgow City Chambers. The LALO also represents police on the Glasgow Urban Design Panel, which consists of planners, Regeneration Services, architects, community representatives and Historic Scotland. The aim of the panel is to consider new building or regeneration developments proposed for Glasgow. A good example of engagement with the panel was when two new bridges were proposed in the city, one over a motorway and one over the River Clyde. The LALO was able to work with city planners and architects in order to target harden the bridge for suicide prevention.
171. On a daily basis, the LALO meets with partners to identify where there may be a potential of risk to / from any individual, group, premises or business. This guides policing and partnership responses to mitigate such risks. Actions taken include proactive early intervention regarding disorder and alcohol related incidents to prevent escalation and support victims and a robust approach in respect of violent offenders through the policing of court imposed curfews and bail conditions.



One Glasgow

172. One Glasgow is a Community Planning initiative set up to deliver sustained change, accelerated service integration and improvements to deliver on Community Planning priorities in Glasgow City. The One Glasgow Reducing Offending work-stream focuses mainly on young people aged 12 to 25 years and aims to identify and support those involved in, or at risk of becoming involved in, the criminal justice system. One Glasgow Reducing Offending helps tackle violence, disorder, career criminality and antisocial behaviour by identifying and referring individuals to different support services with a view to stopping or reducing their offending. One Glasgow was nominated in the COSLA (Convention of Scottish Local Authorities) Excellence Awards in the 'Achieving Better Outcomes in Partnership' award. Police Scotland have an active role in this partnership including making referrals, and participating in the programmes of training and education to support young people.

Co-Production

173. Police Scotland and East Dunbartonshire Council Community Safety Department operate from Kirkintilloch Police Office under a co-production arrangement of trading standards; licensing and community safety to support the Local Outcome Improvement Plan. As part of the Co-Production, joint tasking meetings take place daily to address issues that arise and weekly planning meetings are held to look forward to address threats, risks and opportunities that are forthcoming. Joint initiatives are undertaken where possible. Shared, joined up tasking includes identifying problematic residents and ensuring appropriate referrals are made, tackling wider licensing issues, initiating youth diversion projects and working in partnership to tackle issues such as anti-social behaviour.

174. In East Renfrewshire a Police Scotland Youth Volunteer group has just been established to maximize opportunities for deployment of youth volunteers in activities and events that are mutually beneficial to youth and adult volunteers, the local policing objectives and partners.

175. There are numerous examples of partnership work going on within Greater Glasgow Division including, for example, work in major crime, licensing and the deaths unit. It would be impossible to mention them all. The division has included a mapping of partnership work as part of its continuous improvement plan and this is an excellent approach.



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