



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Annual scrutiny plan 2020-21

August 2020

Improving Policing Across Scotland



Introduction

The Scrutiny Plan for 2020-21 sets out how HM Inspectorate of Constabulary in Scotland (HMICS) will meet its statutory obligation to inquire into the state, efficiency and effectiveness of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA). It is published in terms of Section 75 of the Police and Fire Reform (Scotland) Act 2012 and sets out our inspection priorities for the period April 2020 to March 2021.

The over-arching objective of HMICS is to improve policing for the benefit of the public. Our work aims to support Police Scotland and the Scottish Police Authority in delivering services which are high quality, continually improving, effective, and responsive to local needs.

To decide which areas of policing to inspect this year, we carried out extensive consultation with members of the public and key stakeholders, including an online public survey, face-to-face interviews with key individuals, and direct correspondence with key bodies, as well as using information from our previous inspections. A full list of individuals and bodies with whom we engaged is contained within the Appendix to this plan.

The responses to our consultation were discussed at the end of February 2020, and a draft set of priorities for inspection was agreed, however this has since been revised in the light of the COVID-19 pandemic. In early March 2020, I decided to suspend all routine inspection work, and to return any officers on secondment to Police Scotland.

Clearly public health is the top priority during the pandemic, and Police Scotland has an important role to play in supporting the measures introduced to protect public health and ultimately to save lives.

The 2020-21 scrutiny plan takes account of the impact of the response to COVID-19 in terms of priorities and timescales. Our plans to resume

inspection activity will follow public health legislation and guidance to ensure the safety of all participants.

To ensure transparency, we will publish this plan on our website and make it directly accessible to those whom we consider likely to have an interest in it. The plan will be under constant review and will be flexible to adapt to emerging issues. One of the issues I hope to cover is Police Scotland's contribution to the prevention of drug related deaths, including plans to trial the possibility of permitting police officers to administer opioid-reversing medication. We will publish any revisions to the plan later in the year.

The specific reviews which HMICS will undertake this scrutiny year are described in detail in the plan, however they comprise a combination of Thematic, Audit and Assurance, and Collaborative reviews. I have decided again this year not to carry out any Local Policing inspections of specific divisions, preferring to focus on subject areas of policing, then test how these are dealt with in different parts of the country.

Our Thematic reviews this year will include completing the inspections of Police Scotland's arrangements for Training and Development of its staff, and Police Scotland's response to Hate Crime. We will also look at changes to policing practice in response to the COVID-19 pandemic and consider whether these changes should be sustained moving forward.

Under the heading of Audit and Assurance reviews, we are carrying out a Crime Audit to examine the effectiveness of crime recording in Scotland and to assess progress since our previous Crime Audit in 2016. This year's audit will also include a focus on the new offences created under the Domestic Abuse (Scotland) Act 2018. We will be reviewing Transformation and Workforce Assurance, with a focus on demand and productivity, resource modelling, and the development of a strategic workforce plan.



We will work other scrutiny bodies to undertake our Collaborative Reviews. In particular we will continue to take part in joint inspections led by the Care Inspectorate to review services for children and young people, and to assess the arrangements for adult support and protection across Scotland. We are working with HM Inspectorate of Prosecutions in Scotland to review the effectiveness of the legislative and practical changes which were introduced to the criminal justice system during the COVID-19 pandemic. As always, we will maintain a close working relationship with our colleagues in Her Majesty's Inspectorate of Constabulary, Fire and Rescue Service (HMICFRS).

Our approach to scrutiny is supported by the HMICS Inspection Framework. This provides structure to our inspection activities and ensures that policing in Scotland is assessed in a transparent, consistent and objective manner. In January 2018, the framework was independently reviewed and endorsed by Quality Scotland, the national partner organisation of the European Foundation of Quality Management (EFQM). In line with our continuing commitment to best practice, we will be revising our inspection approach again during the course of this scrutiny year, making sure we incorporate the most recent changes to the EFQM Model, and drawing on good practice from across the scrutiny sector.

Our inspection reports will be published and laid before the Scottish Parliament during the course of the year. The annual report for 2019-20 has been delayed but will be published in August 2020. In it, I will take the opportunity to comment on the overall state, efficiency and effectiveness of policing in Scotland.

Gillian Imery QPM

HM Chief Inspector of Constabulary in Scotland

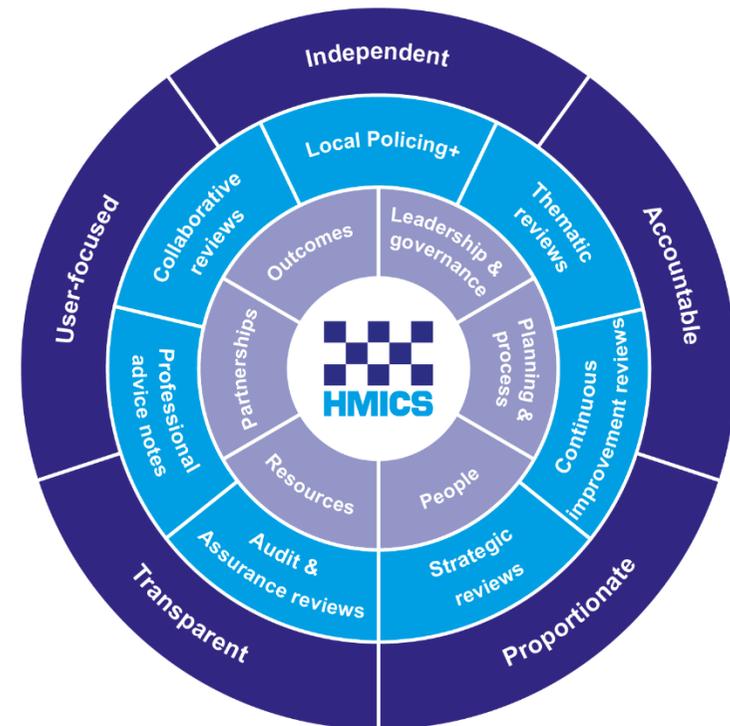
Our purpose

HM Inspectorate of Constabulary in Scotland (HMICS) has a statutory role, which was reaffirmed in the Police and Fire Reform (Scotland) Act 2012. We have wide ranging powers to look into the 'state, efficiency and effectiveness' of both Police Scotland and the SPA. We have a statutory duty to inquire into how the Chief Constable and the SPA 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 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 carry out our functions and must comply with any reasonable request that we make. When we publish a report, the SPA and the Chief Constable must consider what we have found and take such measures, if any, as they think fit.¹ Where we make recommendations, we will follow them up and report publicly on progress.

We work with other inspectorates and agencies across the public sector to share specific expertise or jointly examine areas where Police Scotland work in partnership with other agencies and contribute to shared outcomes. We 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 through independent scrutiny and objective, evidence-led reporting about what we find. Where relevant, we will make recommendations to Police Scotland and the SPA to improve policing. We will also identify good practice that can be rolled out across Scotland.



¹ Police and Fire Reform (Scotland) Act 2012, Sections 74, 76, 77 and 80.

Our values

As a values-led organisation, we will conduct our activities in a way that is:

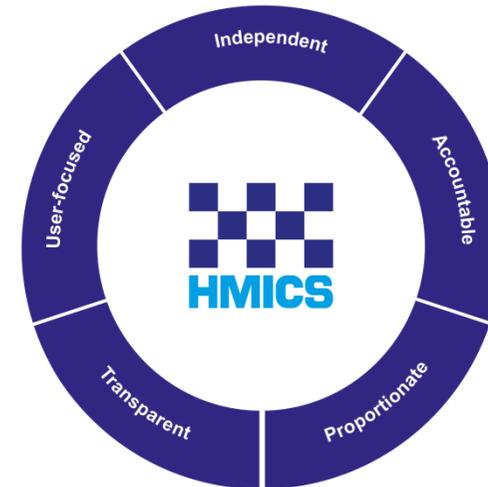
Independent – We will always act independently and publish impartial and objective reports. Our professional advice will be informed and unbiased. HM Chief Inspector of Constabulary in Scotland is appointed under Royal Warrant and is independent of the Scottish Government, Police Scotland and the SPA.

Accountable – We will be accountable for what we do and will justify our actions and reports by evidence. We will publish our statutory reports to the Scottish Parliament and submit ourselves to whatever scrutiny is appropriate to our function.²

Proportionate – We will ensure our scrutiny is proportionate and that we only inspect what is necessary to achieve our statutory purpose. We will minimise the burden on those we inspect and focus our activities through informed risk assessment to ensure what we do is effective and efficient.

Transparent – We will be open about what we do and give reasons for our decisions. We will publish our reports and restrict information only when the wider public interest clearly demands it.

User-Focused – We will align our scrutiny to the needs of service users and co-operate with other scrutiny authorities. We will meet our responsibilities under the Public Services Reform (Scotland) Act 2010, by continuously improving our user-focus in the design and operation of our functions. We will promote equality and respect for diversity in everything we do. Within all our inspections and reviews, we will give consideration to inequality and, where identified, make recommendations to improve experiences for service users and in support of the public-sector equality duties.



² Police and Fire Reform (Scotland) Act 2012, Section 79.

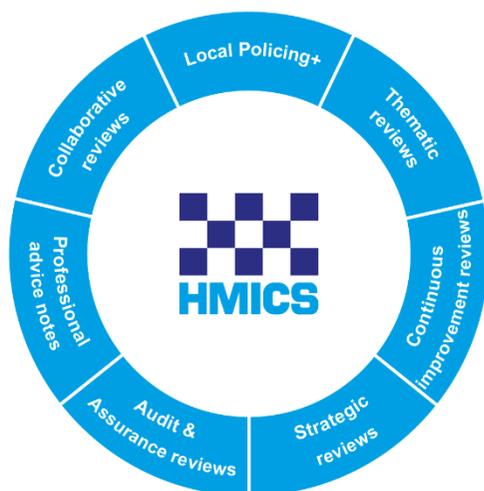


Our approach to scrutiny

Our **Scrutiny Plan** outlines our priorities and scrutiny activities for the **2020-21** period. The plan was developed through an online public survey; discussion with other scrutiny bodies; targeted stakeholder engagement, and environmental scanning. This provided us with a wide range of subject areas to consider for inclusion in this year's plan.

We keep this plan under continuous review and make such changes as we determine necessary to enable us to both respond to risk and discharge our statutory obligations.

Our scrutiny model takes account of Audit Scotland's National Scrutiny Plan.³



Our framework

³ Audit Scotland, [National Scrutiny Plan for Local Government](#).

⁴ EFQM, <https://www.efqm.org/>

Our approach to inspection is supported by our Inspection Framework, which provides structure to our activities and ensures transparency, consistency and objectivity across our assessments of policing in Scotland.

Our Framework has been developed using the principles outlined in the European Foundation for Quality Management (EFQM) excellence model used by public sector settings.⁴ It has been adapted to provide a scrutiny framework model to assist specifically in the inspection of elements of policing or the SPA. It forms the basis of any inspection but provides sufficient flexibility to be adapted so that the key themes and sub-elements reflect the purpose of the inspection to be undertaken.

HMICS Improvement Project

During the forthcoming scrutiny year, we will reflect on our continuous improvement and scrutiny methodology. This will include a review of our Inspection Framework, taking account of the revised EFQM 2020 model, and engaging with other scrutiny bodies to identify good practice. HMICS Improvement Project will commence in 2021, and progress will be reported in future publications.



Leadership and governance

We will assess the leadership of Police Scotland and the SPA and the governance, accountability and scrutiny arrangements which have been put in place to ensure that the service is delivering its overall vision – to keep people safe and meet national, regional and local priorities.

Planning and process

We will examine the effectiveness of strategic and planning processes in ensuring services are inclusive and focused on the needs of the user. We will also examine the work of the organisation relative to its key functions - in particular the delivery and development of the services it provides, and how service delivery is measured. We will examine the organisation as it works alone and in partnership with others.

People

We will look at the people within the organisation we are inspecting. We will focus on their motivation, satisfaction and contribution to the development of the organisation or service area. We will assess how employees are managed, developed and empowered, and whether people feel rewarded and recognised for their efforts. We will also consider how the organisation communicates with its people and the effectiveness, or otherwise, of this.

Resources

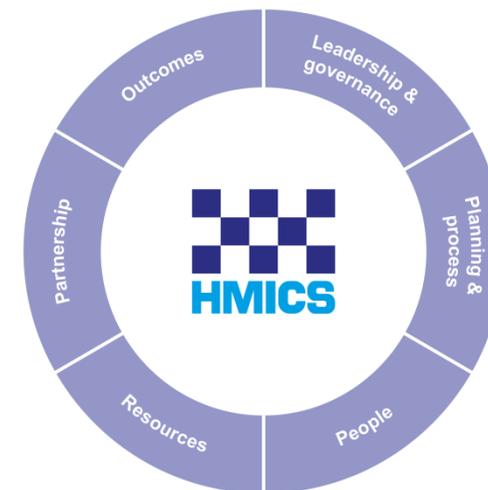
We will consider whether the organisation, or service area, manages resources in the most efficient, effective and sustainable way. These resources will include corporate, financial and information resources and assets. We will assess whether these management processes support key activities and outcomes. We will also consider the organisation's role in collaborative working, and whether shared resources are used to maximum effect to facilitate the delivery of shared outcomes. A key aspect of resourcing which will also be considered is that of 'best value'.

Partnerships

We will assess both the organisation's approach to forging and managing partnerships, and the extent to which partner agencies work together to support and enable the delivery of shared outcomes. We will take account of the manner in which partner agencies collaborate to develop an agreed vision and objectives, and align information and assets in order to achieve shared outcomes. We will consider how well partners plan and work together in the delivery of integrated working practices, and whether the ethos of partnership working has given rise to a positive culture within the organisation.

Outcomes

We will focus on the overall performance of the organisation or department. Performance will be measured against the service's delivery of demonstrable, high-quality and continually improving outcomes for service users and communities, as well as the wider public. We will also consider the extent to which the organisation has fulfilled and discharged its statutory obligations.



Thematic reviews

Thematic reviews allow us to focus on significant policing issues and to assess how these are being addressed in different areas of the country. We will capture innovation and good practice, and where relevant we will make recommendations that drive improvement. Our planned reviews for 2020-2021 are:

- **Hate Crime** - In our Scrutiny Plan 2019-20, HMICS we set out our intention to assess Police Scotland's response to hate crime in terms of how well it understands hate crime; how effectively it identifies and records hate crime, and how well it supports victims. However, due to the COVID-19 pandemic, this inspection was postponed in early March 2020. We plan to resume this inspection in August 2020, and anticipate that a report will be published in December 2020.
- **People - Training and Development** (*Ongoing 2020/2021*) - In December 2018, Police Scotland published its 'People Strategy' for the period 2018 - 2021. This document outlines Police Scotland's commitment to empower, enable and develop its people. During 2019, HMICS commenced a phased inspection designed to examine progress on delivery of the key outcomes of the People Strategy including initial training; specialist training; leadership and management development; recruitment and promotion; appraisal and continuous professional development; workforce planning; wellbeing, and job satisfaction. As this inspection continues throughout the current scrutiny year, there will be a further focus on Police Scotland's approach to diversity. It is anticipated that the report on phase one of our inspection will be published in September 2020.
- **Contact Assessment Model** (*January to March 2021*) - In 2019 Police Scotland implemented its Contact Assessment Model (CAM), a new means of managing requests for police assistance made by the public and other agencies. In October 2019 HMICS undertook a focused inspection to assess the early impact of CAM across pilot areas. As part of the response to COVID-19, Police Scotland accelerated the national roll out of CAM in order to manage its deployment of resources. This review will focus on the working practices that have been introduced during this time, and include an assessment of the efficiency and effectiveness of these measures.

Audit and Assurance reviews

Our Audit and Assurance reviews allow for more detailed scrutiny where there is a specific need to audit critical systems, ensure accurate and ethical recording or provide independent assurance in high risk areas. Our planned Audit and Assurance reviews for 2020-21 are:

- **Crime Audit 2020** (*August to October 2020*) - Following on from previous audits in 2013, 2014 and 2016, HMICS will again assess the accuracy and timeliness of Police Scotland's crime recording protocols, and the extent to which these protocols comply with the 'Scottish Crime Recording Standard'. This audit will satisfy the ongoing need for comprehensive, independent auditing of crime data, as is required by the Office for Statistics. The scope and scale of this audit has been determined in consultation with key stakeholders, and the Terms of Reference for the audit have been published on the HMICS website.⁵ The scope of this year's audit has been extended to include domestic abuse offences, cyber offences, and offences recorded by members of Police Scotland's CAM Resolution Teams.

It is anticipated that this report will be published in December 2020.

- **Transformation and Workforce Assurance** (*December 2020 to January 2021*) - HMICS will continue to monitor the progress, delivery and operational impact of Police Scotland's transformation portfolio. We will also monitor the force's approach to demand and productivity, operational capacity and workforce planning, and carry out inspection activity in these areas. Our inspection will include regular engagement with key stakeholders, and an evaluation of Police Scotland's public and internal governance procedures.

- **Conference of Parties (COP26)** - In November 2021, the United Kingdom (UK) Government will host the United Nations Framework Convention on Climate Change (UNFCCC) 26th Conference of the Parties. This event, known as COP26, will take place at the Scottish Event Campus (SEC) in Glasgow.

In terms of scale, COP26 will be the highest profile international summit to be hosted in the UK, and will be the largest event policed since the inception of Police Scotland. COP26 is a high-profile political event which will attract significant public, political and media interest.

Responsibility for the development and implementation of the 'Conference Policing Plan' rests with Police Scotland, and a COP26 Oversight Group, which has responsibility for monitoring arrangements, has been established by the SPA. HMICS continues to monitor progress on the planning and oversight arrangements for this event, with an emphasis on the impact of the event on the provision of normal policing services to communities across Scotland.

⁵ [HMICS Crime Audit 2020 Terms of Reference](#)

Collaborative reviews

We will continue to work with other scrutiny bodies and undertake joint inspection activity in areas where Police Scotland or the SPA work in partnership and contribute to shared outcomes with others. Our planned reviews for 2020-21 are:

Criminal Justice (*July to September 2020*) - The provisions contained in the Criminal Justice (Scotland) Act 2016 make it possible for criminal justice partners to work together to provide a more streamlined and efficient system. In March 2020, in response to the COVID-19 pandemic, a range of measures (all designed to reduce direct physical contact) were incorporated into emergency legislation, including the use of electronic legal documents and 'virtual' courts. A joint review by HMICS and HM Inspectorate of Prosecution in Scotland will assess whether these measures should continue post-pandemic.

It is anticipated that this report will be published in September 2020.

Services for Children and Young People - HMICS has a long-standing commitment to collaborate with the Care Inspectorate, Healthcare Improvement Scotland and Education Scotland on joint inspections of services for children and young people. As in previous years, we will be active participants in the joint inspection programme, led by the Care Inspectorate.

Adult Support & Protection (*Ongoing 2020/21*) - HMICS will continue its collaboration with the Care Inspectorate and Healthcare Improvement Scotland during this programme of phased inspections. Phase one of the planned programme of scrutiny will involve inspection work across 26 adult support and protection partnerships, which were not covered in the previous inspection of adult support arrangements carried out in 2017-2018.⁶

⁶ [Thematic Inspection of Adult Support and Protection 2018](#)

Follow up reviews

Our planned Follow up reviews for 2020-21 are:

Online Child Sexual Abuse (*February to March 2021*) - In February 2020, HMICS published a strategic review of Police Scotland's response to the issue of online child sexual abuse.⁷ It was assessed that the use of existing and emerging digital platforms as a means of targeting children and young people for the purposes of sexual abuse remains a constant threat to children, their families and communities. At the conclusion of that review, we made a number of recommendations. This year, we will review progress made in respect of our recommendations and consider any further aspects of child sexual abuse or exploitation we consider pertinent.

⁷ [HMICS Strategic Review of Online Child Sexual Abuse](#)



National Preventive Mechanism (NPM)

HMICS is a member of the United Kingdom's National Preventive Mechanism - a group of organisations designated under the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT) to monitor places of detention and report on the treatment of, and conditions for, detainees. OPCAT recognises that detainees are particularly vulnerable and aims to prevent ill-treatment through establishing a system of regular visits or inspections to all places of detention. OPCAT requires that States designate a 'National Preventive Mechanism' (NPM) to carry out such visits to places of detention, to monitor treatment of and conditions for detainees, and to make recommendations for the prevention of ill-treatment.

The UK NPM is made up of 21 bodies who monitor places of detention across Scotland, England, Wales and Northern Ireland. This includes police custody, prisons, court custody, immigration and military detention, secure accommodation for children, and places where people are detained under mental health legislation. The NM members have the power to enter places of detention and speak to detainees and staff in private.

As a member of the NPM, HMICS carries out regular inspections of police custody arrangements in Scotland in accordance with the HMICS Custody Inspection Framework.⁸ This framework focuses on the treatment of, and conditions for, detainees and includes a range of indicators setting out what we expect to find during our custody inspections. HMICS is also a member of the NPM Scottish Sub Group and the national NPM Police Custody sub group.



⁸ [HMICS Custody Framework](#)



Our reports

We will publish a number of reports each year, which will be laid before Parliament in accordance with our statutory obligations. We will provide the bodies we scrutinise with copies of our reports and publish them on our website. Where we are directed by Scottish Ministers, we will report to them and they will present these reports to the Scottish Parliament.

We will typically produce reports from our individual scrutiny activities through Thematic Reviews, Audit and Assurance Reviews and Follow up Reviews. These will be published throughout the year in accordance with our Scrutiny Plan. The publication of any reports from Collaborative Inspections will ordinarily be undertaken by the lead inspection body responsible.

We will produce an annual report and provide information summarising our activities. This will include an assessment of our impact and how our activities contributed towards positive outcomes. We will also comment on the overall state, effectiveness and efficiency of policing in Scotland and on the performance of Police Scotland and the SPA. Due to the impact of the COVID-19 pandemic, our annual report for the scrutiny year 2019/2020 has been delayed, and is likely to be published in August 2020.

Assessing our impact

An inspection does not end with the publication of a report. It is important that we ensure that our work adds value and assists in driving improvement. We proactively monitor the recommendations made and assess the extent to which they have been implemented. Where sufficient work has been undertaken to implement a recommendation, HMICS can then discharge that recommendation. Monitoring progress on an ongoing basis helps us to assess whether a follow-up inspection is required to address any residual risk.



Our scrutiny plan 2020-21

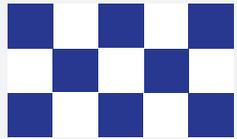
	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21
Thematic Reviews												
Training and Development												
Hate Crime												
Contact Assessment Model												
Audit and Assurance Reviews												
Crime Audit												
Workforce Assurance												
COP26												
Collaborative Reviews												
Criminal Justice												
Adult Support and Protection												
Services for Children												
Follow Up Inspections												
Online CSA												

Appendix

Aberdeen City Council
Aberdeenshire Council
Aberdeenshire Health and Social Care Partnership
Amnesty
Angus Health and Social Care Partnership
Argyll and Bute Council
Argyll and Bute Health and Social Care Partnership
Association of Scottish Police Superintendents (ASPS)
Audit Scotland
Care Inspectorate
City of Aberdeen Health and Social Care Partnership
Clackmannanshire Council
Clackmannanshire Health and Social Care Partnership
Comhairle nan Eilean Siar
Crown Office and Procurator Fiscal Service (COPFS)
Convention of Scottish Local Authorities (COSLA)
Children and Young People's Commissioner Scotland
Director Scottish Government
Dumfries and Galloway Council
Dumfries and Galloway Health and Social Care Partnership
Dundee City Council
Dundee Health and Social Care Partnership
East Ayrshire Council
East Ayrshire Health and Social Care Partnership
East Dunbartonshire Council
East Dunbartonshire Health and Social Care Partnership
East Lothian Council
East Lothian Health and Social Care Partnership
East Renfrewshire Council
East Renfrewshire Health and Social Care Partnership
Edinburgh City Council
Edinburgh Health and Social Care Partnership
Education Scotland
Falkirk Council

Falkirk Health and Social Care Partnership
Fife Council
Fife Health and Social Care Partnership
Glasgow City Council
Glasgow City Health and Social Care Partnership
Healthcare Improvement Scotland
Highland Council
HM Chief Inspector IPS
HM Chief Inspector of Prisons
Human Rights Consortium
Improvement Service
Inverclyde Council
Inverclyde Health and Social Care Partnership
Midlothian Council
Midlothian Health and Social Care Partnership
Moray Council
Moray Health and Social Care Partnership
NHS Highland
North Ayrshire Council
North Ayrshire Health and Social Care Partnership
North Lanarkshire Council
North Lanarkshire Health and Social Care Partnership
Orkney Council
Orkney Health and Social Care Partnership
Perth and Kinross Council
Perth and Kinross Health and Social Care Partnership
Police Investigations and Review Commissioner (PIRC)
Police Scotland
Renfrewshire Council
Renfrewshire Health and Social Care Partnership
SACRO
Scottish Borders Council
Scottish Borders Health and Social Care Partnership
Scottish Crime Recording Board

Scottish Government
Scottish Human Rights Commission
Scottish Police Federation
Shetland Health and Social Care Partnership
Shetland Islands Council
Scottish Institute for Policing Research (SIPR)
Society of Local Authority Chief Executives (SOLACE)
South Ayrshire Council
South Ayrshire Health and Social Care Partnership
South Lanarkshire Council
South Lanarkshire Health and Social Care Partnership
Scottish Police Authority
State Hospitals Board
Stirling Council
UNISON
Victim Support Scotland
West Dunbartonshire Council
West Dunbartonshire Health and Social Care Partnership
West Lothian Council
West Lothian Health and Social Care Partnership
Western Isles (Nan Eilean Siar) Council
Young Scot



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About Her Majesty's Inspectorate of Constabulary in Scotland

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