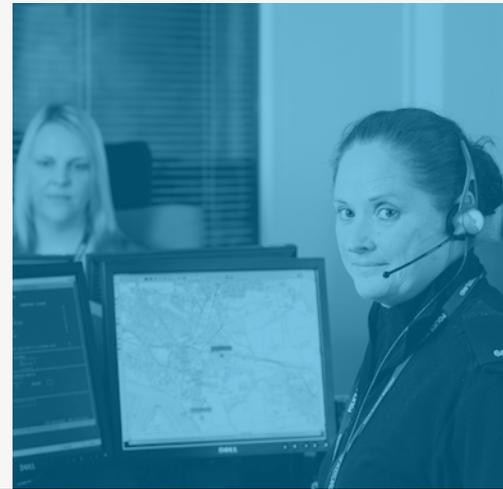




HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Annual Report 2013/2014



Improving Policing Across Scotland



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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 (the Authority).¹

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

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

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

This Annual Report is produced under Section 82 of the Police and Fire Reform (Scotland) Act 2012 and presented to Scottish Ministers for consideration of laying before the Scottish Parliament.

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



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Assessment of policing in Scotland

I am pleased to present my first annual report as Her Majesty's Inspector of Constabulary in Scotland (HMICS). This provides an update on how HMICS has carried out our statutory function for the period of 1 April 2013 to 31 March 2014 and follows from our previous Annual Report² which was published on 13 December 2013.



My report highlights how HMICS has responded to the new policing landscape and has repositioned itself through our new Corporate Strategy 2014/17³ to meet the challenges of a critical new scrutiny role.

In addition to reporting on our function and activities in the past year, I have taken the opportunity to offer my assessment on the overall state, effectiveness and efficiency of policing in Scotland and on the performance of Police Scotland and the Scottish Police Authority (SPA) during 2013/14.

My overall assessment is that the police reform process has been effective to date. This is reflected in the continuity of front line policing services from 1 April 2013, with minimal impact on the services provided to communities. Crime has continued to fall to the lowest levels in 40 years⁴ and my view is that Police Scotland is operationally effective and better placed to deal with major events than the legacy police forces it replaced. However, the creation of the new services was only the beginning of a major change programme and challenges remain in terms of the medium to long-term sustainability. Financial challenges persist and although the savings targets were achieved for 2013/14, there is a need for both Police Scotland and the SPA to be clear about future structures and have transition plans that deliver sustainable savings.

In terms of the benefits of reform: (i) to protect and improve local services; (ii) to create more equal access to specialist support and national capacity; and (iii) to strengthen the connection between services and communities,⁵ I will take the opportunity during our inspections to reflect on the extent to which the reform objectives are being achieved. I have found early evidence that there is more equal access to specialist resources across the country. There is also early evidence in the production of local plans that the connection with local communities is being developed, although there is further work to be done in this area.

² See <http://www.hmics.org/publications/hmics-annual-report-2012-13>

³ See HMICS – [Corporate Strategy 2014-17](#)

⁴ See the Scottish Government – [Recorded Crime in Scotland, 2013/14](#)

⁵ See Police and Fire Reform (Scotland) Bill – [Policy Memorandum](#)



I consider that the new legislative framework supports both national and local delivery, although effective localism and genuine engagement with communities will be a critical success factor for Police Scotland and the SPA moving forward. HMICS has recommended that the SPA lead work to define the roles and responsibilities for local scrutiny committees and understand their legitimate interest in issues beyond setting the local policing plan and holding the divisional commander to account for its delivery. This should involve Police Scotland and result in a shared understanding around future consultation processes, including how local authorities can escalate concerns around national decisions which have the potential to impact on local policing.⁶ I believe there is also greater scope for some local authorities to assert themselves and use the existing legislation to strengthen localism. HMICS will use our newly introduced programme of *Local Policing+* inspection to focus on the local delivery of services and assess how these have been protected and improved.

Whilst front line services have been maintained, the technical challenges of amalgamating legacy force arrangements continues to absorb senior management capacity in both Police Scotland and the SPA. This reduces capacity for strategic planning, innovation and improvement. Although there has been improvement across most areas, challenges remain in developing workforce planning, ICT integration, performance management information and the development of effective scrutiny. It is my opinion that Police Scotland is still at an early stage of a significant programme of transformational change. Some of that change will take time to achieve, and only once implemented will it be possible to fully assess whether the intended benefits of reform have been fully realised.

Early in 2013, HMICS was proactive in engaging with both Police Scotland and the SPA in addressing governance issues which were affecting relationships. These issues were also highlighted by Audit Scotland⁷ and have since significantly improved. It is inevitable that strong relationships will take time to develop and those bodies with roles which include supporting, promoting and challenging services, will always require to seek an effective balance.

HMICS has taken the opportunity through a series of thematic reports to comment positively on the services being provided by Police Scotland, as well as make recommendations for improvement. In *Roads Policing*,⁸ we have asked Police Scotland to examine the extent to which target setting and performance management processes drive operational behaviours and assess their impact in terms of delivering outcomes and maintaining public satisfaction and confidence. In *Custody*⁹ we

⁶ See HMICS [Thematic Report on Road Policing](#) – Recommendation 4

⁷ See Audit Scotland 'Police Reform – [Update 2013](#)'

⁸ See HMICS [Thematic Report on Road Policing](#)

⁹ See HMICS [Thematic Inspection of Police Custody Arrangements in Scotland](#)



made 15 recommendations and identified 39 areas for improvement, highlighting in particular the need for Police Scotland to finalise the Custody Estate Strategy and work in partnership with the Scottish Police Authority and Scottish Government to prioritise investment in the custody estate.

We have also included some capacity for Audit and Assurance reviews within our annual scrutiny plan and committed to specific scrutiny activity around stop and search, crime recording and armed policing. HMICS also has a programme of collaborative inspections in areas where Police Scotland deliver services in partnership with other agencies, such as children's services and MAPPA arrangements.

In terms of Call Handling, HMICS accepts the need to rationalise legacy structures. Whilst these structures worked well for legacy forces and have been supported by dedicated and professional staff, the proposals to develop new structures for the new services are necessary in terms of both efficiency and operational effectiveness. It is a matter for Police Scotland and the Scottish Police Authority to determine the optimum structures and inform their decisions by appropriate business cases and implementation plans. In our review of *Legacy Recommendations*,¹⁰ we took the opportunity to recommend that Police Scotland publish details of the service that members of the public can expect to receive when they call the police and publish performance information. HMICS will maintain an interest in this process, although our primary focus is on service delivery and ensuring that communities and frontline staff receive an equivalent or improved service from the new call handling structures.

We also reported on the preparations for 2014 Glasgow Commonwealth Games and were content with the way the planning process was managed. In our thematic review of *CONTEST Prepare*,¹¹ we concluded that Police Scotland, working with others, is prepared to respond to and recover from a terrorist incident. There have also been a number of other significant and challenging events which have been handled professionally by Police Scotland; most notably the Clutha Helicopter tragedy. I am satisfied that the single service has significantly strengthened capability and capacity around policing major incidents or events in Scotland.

We have found that partners in the wider justice, community safety, public and voluntary sectors are generally positive about their relationships with the new national service. They have welcomed the single point of contact that a national service has provided and thought this led to more effective and efficient decision making.

¹⁰ See HMICS [Review of Legacy Inspection Recommendations](#)

¹¹ See HMICS [Thematic Review of CONTEST Prepare 2013](#)



I conclude that the creation of the single police service and the Scottish Police Authority has been effective to date and that policing is operationally stronger than under the legacy forces. However, the reform process has only started and there needs to be an ongoing focus on sustainability, localism and scrutiny to ensure the medium to long term success and to fully realise the anticipated benefits of reform.

It is my intention to publish our next annual report covering the period 1 April 2014 to 31 March 2015 in summer 2015, to align with the publication of the *Scottish Police Authority Annual Review of Policing*. Our next annual report will detail the significant scrutiny activity carried out by HMICS since April 2014.

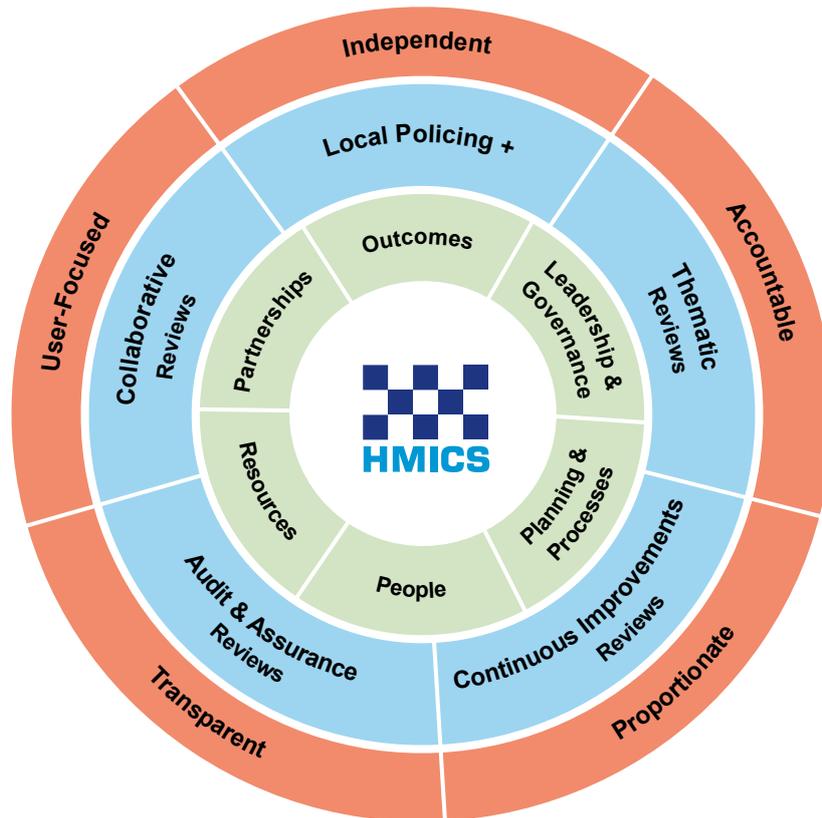
My sincere thanks go to my predecessor George Graham for his leadership to prepare HMICS for the new policing landscape. I am also grateful to my team who have worked assiduously in a very busy period and to the many partners with whom we have worked over the year in delivering our inspection programme.

Derek Penman QPM

Her Majesty's Inspector of Constabulary in Scotland



Approach to scrutiny



1. HM Inspectorate of Constabulary in Scotland (HMICS) builds on 157 years of history as a credible, competent and collaborative inspectorate that adds value and strengthens public confidence in Scottish policing. Our statutory purpose is to inquire into the state, efficiency and effectiveness of both Police Scotland and the Scottish Police Authority (SPA).
2. ***Our approach is to support Police Scotland and the Scottish Police Authority to deliver services that are high quality, continually improving, effective and responsive to local needs.***¹²
3. Unprecedented changes in policing and the creation of a single Scottish police service in April 2013 have led HMICS to fundamentally review how we do our business. Our *Corporate Strategy*¹³ details how we intend to meet our statutory obligations in this new policing landscape. We have extensive powers underpinning our purpose and these allow us to work effectively with Police Scotland and the Authority.

¹² The Scottish Government – [National Outcomes for Public Services](#)

¹³ See HMICS – [Corporate Strategy 2014-17](#) and [Scrutiny Plan 2013/14](#)



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4. As a values-led organisation, we continue to conduct our business in a way that is independent, accountable, proportionate and transparent. We also remain focused on the needs of users.
 5. We have developed a new approach to our scrutiny activities with a particular emphasis on local policing. This gives us a consistent means of assessing the quality of local policing across Scotland and allows us to report publicly on how Police Scotland and the SPA are delivering against local priorities and their responsibilities to keep people safe. We continue to use Thematic Reviews to examine cross-cutting issues. These provide opportunities to work with others to consider emerging issues and provide evidence for future policy development. We have introduced a new programme of Continuous Improvement Reviews, working closely with both Police Scotland and the Authority to report on how effectively they meet their obligations to deliver best value and continuous improvement. We will also conduct Audit and Assurance Reviews to scrutinise in more detail areas where there is a need to ensure accurate and ethical recording or provide targeted assurance over key processes in high risk areas.
 6. Our scrutiny is supported by a new Inspection Framework¹⁴ providing structure to our activities and the means to consistently and objectively assess policing in Scotland. We have worked with others to ensure our Framework reflects best practice and has the potential to develop into a wider self-assessment tool.
 7. As an organisation, HMICS is committed to continuous improvement and we operate in a way that it is consistent with our values.
 8. Further information about us and how we monitor and improve policing in Scotland can be found on our website <http://www.hmics.org>, which has been developed to improve accessibility to our reports and publications, increase transparency and engagement with our stakeholders and users of policing services, whilst also recognising the growth in the use of social media for communication and participation.

¹⁴ See HMICS – [Inspection Framework](#)



Scrutiny activity during 2013/14

9. Due to reform and the significant amount of change impacting on both Police Scotland and the Scottish Police Authority, (SPA), our scrutiny programme for 2013/14 was purposely light. In addition to developing our Corporate Strategy 2014-17,¹⁵ our main focus throughout the year was on providing support, guidance and advice to both Police Scotland and the SPA. Each of our Lead Inspectors had clearly assigned areas of responsibility and maintained regular contact with divisional commanders, functional leads, and heads of service during the first 12 months of the new service. This included regular engagement with the Scottish Police Authority and attendance at local scrutiny and engagement meetings.
10. The following provides brief details of our published scrutiny reports from activity undertaken by HMICS during 2013/14.

Joint Thematic inspection of the development of local police plans and local fire and rescue plans and associated arrangements for local scrutiny and engagement

11. **Published:** May 2013
12. **Summary:** This review by HM Inspectorate of Constabulary for Scotland (HMICS) was supported by HM Fire Service Inspectorate (HMFSI) and provided an early overview of emerging local scrutiny arrangements. There were two principal aims to the review. Firstly, to provide reassurance that emerging practices were not detracting from the efficiency and effectiveness of the services and, secondly, to begin to develop good practice indicators as a foundation for future inspection and audit activity. The review was informed by the work of the Scottish Government's Local Scrutiny and Engagement Project and the work of National Advisers from the Improvement Service.
13. We found that progress was being made in all areas toward the delivery of the three key elements of reform. Local Police Commanders had been appointed and were working with their respective communities, stakeholders and local authorities to develop interim local policing plans. All local authority areas were developing local scrutiny and engagement arrangements and, while progress was varied, all anticipated having structures in place by 1 April 2013. During our review, we developed good practice indicators for local scrutiny and engagement.

¹⁵ See HMICS – [Corporate Strategy 2014-17](#)



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14. Overall we found that the development of local scrutiny and engagement structures is broadly welcomed. In most areas we encountered enthusiasm and interest in the process and there was a general view that these developments offered a real opportunity to take policing closer to local democracy. It was, of course, too early in the development of these new arrangements to make meaningful judgments on their impact.
 15. View the full report on our website [\[read\]](#)

Assurance Review of the Common Performance Management Platform Project

16. **Published:** June 2013
 17. **Summary:** This was a high level review of the Common Performance Management Platform Project (CPMPP), an Information and Communications Technology (ICT) project originally initiated in 2006 by the Association of Chief Police Officers in Scotland (ACPOS). The project was closed down in 2012 and did not deliver the project objectives.
 18. We made four recommendations for improvement.
 19. We found that project timelines should be dictated by sound business planning processes that have been subject to due diligence and not dictated by the availability of funding streams. We also considered that the use of Scottish Government Gateway reviews for complex policing projects or programmes should become standard and embedded within Scottish Police Authority and Police Scotland policy. Programme and project boards should have to evidence reasons for not using this process.
 20. We recommended that programme and project management should be recognised as specific skills sets to rank alongside other specialisms in policing. In particular we considered that this should be reflected in the establishment of a selected cadre of staff who are trained and practised in programme and project management; a head or lead role for programme and project management should be identified; and shared corporate standards for programme, project and risk management.
 21. In terms of learning lessons from this project, we recommended that the establishment of any future prioritised programme of ICT investment with clear governance structures and definitions, must be set within the context of a national police ICT strategy and also within the wider Scottish public sector ICT framework.
 22. View full report on our website [\[read\]](#)
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Assurance Review of Incident and Crime Recording

23. **Published:** December 2013
24. **Summary:** This national review of crime recording was conducted shortly after the creation of Police Scotland and at a time when the service and its personnel were experiencing significant change. The timing of our review allowed us the opportunity to consider emerging arrangements for the management of crime recording within a national police service and to assess compliance with crime recording standards since 1 April 2013.
25. We made seven recommendations where Police Scotland could improve its approach to crime recording and maintain the progress that had already been made since the introduction of the SCRS in 2004.
26. Crime recording practice is governed by the Scottish Crime Recording Standard (SCRS) and the Scottish Government's Counting Rules. These documents provide a framework for deciding when an incident should be recorded as a crime, what type of crime should be recorded and how many crimes should be counted.
27. We reviewed documents relating to crime recording and spoke with a range of people involved in the recording process. We also examined 1,501 incident records relating to domestic abuse, sexual offences, assault and robbery. Of the 1,501 records examined, we established that 93% complied with the SCRS. However, compliance rates varied according to crime type, ranging from 99% for domestic abuse to 89% for sexual offences. We were disappointed that the total proportion of compliant incidents fell below the accepted standard of 95%. The very high compliance rate for domestic abuse illustrates what can be achieved when a focused and robust approach is taken to attending, investigating and recording a particular crime type.
28. Responsibility for compliance with the SCRS lies with the Chief Constable and is discharged on a daily basis by crime registrars. At the time of our review, Police Scotland was proposing to implement new governance arrangements for crime recording and to rationalise the number of crime registrars in line with the new structures of the service. While there were advantages to this proposal, we had some concerns about whether sufficient resources were being allocated to crime recording.
29. We were pleased to hear from most of the officers and staff we spoke to that they were encouraged to record crime accurately and ethically. However, while the majority of those we spoke to said they had heard strong messages from the Chief Constable and others about the importance of accurate and ethical crime recording, such messages were not always reaching frontline personnel.
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30. Almost everyone we spoke to during our review said improved incident and crime recording systems would facilitate compliance with crime recording standards. We welcome the service's plans to address deficiencies in existing systems by rolling out a national incident recording system and a national crime recording system by 2015.
 31. Awareness of SCRS was good although some officers and staff did not feel confident that they were correctly applying rules regarding the classification of crimes. We found that a more strategic approach to initial and refresher training would promote consistency and accuracy in crime recording decisions. Scrutiny and audit of crime recording decisions varied slightly across Scotland. While we found evidence that scrutiny and audit were mostly proportionate and risk-based, we felt that there could be more emphasis on a 'right first time' approach. The service should continue to use the results of scrutiny and audit to drive improvement at all levels.
 32. We concluded that adherence to the SCRS across Scotland was generally good and we were impressed by the knowledge and commitment of many officers and staff.
 33. View full report on our website [\[read\]](#)

Assurance Review of certain aspects of the Security Strategy for the 2014 Glasgow Commonwealth Games

34. **Not Published (Restricted Report):** April 2014
35. **Summary:** This report looked at specific aspects of safety and security planning and findings were presented to Police Scotland and the Commonwealth Games Security Committee. A private briefing was also given to the Scottish Police Authority. The report was not suitable for publication due to the need to protect the integrity of safety and security planning.

Assurance Review of CONTEST Prepare counter-terrorism preparedness

36. **Published:** May 2014 [Fieldwork completed during September and October 2013]
 37. **Summary:** HMICS previously conducted thematic inspections of both CONTEST Prevent (2008) and CONTEST Prepare (2011) (CONTEST is the UK Counter-Terrorism Strategy). This assurance review sought to assess arrangements under the new single service in the run up to the Glasgow 2014 Commonwealth Games.
 38. We made eight recommendations for improvement.
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39. We found that post reform, the CONTEST landscape is more consistent across policing in Scotland compared with previous legacy structures and the foundations are in place for the continued development of CONTEST. We recognised the positive partnership working between Police Scotland and other organisations and agencies in developing the response and recovery from a terrorist event.
 40. We were reassured by the new governance structures established in relation to CONTEST and with the introduction of a new national multi-agency counter-terrorism implementation plan that there is clear direction and governance for the policing delivery of CONTEST.
 41. We concluded that Police Scotland, working with others, is prepared to respond to and recover from a terrorist incident.
 42. View full report on our website [\[read\]](#)

Review of Legacy Inspection Recommendations

43. **Published:** July 2014 [Assessment completed during March and April 2013]
 44. **Summary:** The aim of this review was to assess all outstanding recommendations from HMICS thematic inspections conducted since 2008 to ensure all relevant improvement activity has been captured and taken forward by Police Scotland. This review provides a single source document containing legacy recommendations made by HMICS to the eight legacy police forces and the Association of Chief Police Officers in Scotland, (ACPOS), which had not been completed prior to the creation of Police Scotland. It provides a definitive assessment of the progress made in relation to these recommendations.
 45. Prior to the creation of Police Scotland on 1 April 2013 there were 33 legacy recommendations and one suggestion that remained outstanding. Included within the 33 legacy recommendations that remained outstanding, there were 15 recommendations that related to CONTEST and nine recommendations that related to the custody and care of prisoners. These were reviewed separately as part of our thematic reviews of CONTEST and Custody. From our assessment of the remaining nine legacy recommendations and one suggestion, we either found evidence of sufficient progress by Police Scotland to consider them discharged or assessed them to have been superseded by new legislation or are no longer relevant and can be now closed.
 46. We made one new recommendation for Police Scotland to create and publish guidance setting out the entire process for dealing with members of the public who call for assistance on non-crime related matters.
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47. We were satisfied that all outstanding recommendations conducted since 2008 have now been closed and that all relevant improvement activity has been captured and will be taken forward by Police Scotland.
48. View full report on our website [\[read\]](#)

Thematic Inspection of Road Policing in Scotland

49. **Published:** July 2014 [Fieldwork completed during February 2014]
50. **Summary:** The aim of this thematic inspection was to assess the state, effectiveness and efficiency of road policing arrangements in Scotland. HMICS had never previously conducted a thematic inspection of road policing in Scotland and it was 16 years since the last major inspection of road policing in Great Britain. The inspection provided a timely opportunity to examine Police Scotland and objectively assess how the new national structures and functions needed to deliver road policing had been implemented. We also considered what impact this major change has had in terms of maintaining performance and delivering outcomes to communities.
51. We made six recommendations for improvement.
52. Our overall assessment against the objectives of police reform in relation to road policing was that local services had been protected and were improving. There was evidence of more equal access to specialist support, enhanced national capacity and the new road policing model was strengthening the connection between police services and communities. We considered that the national leadership of road policing was strong, but that the challenges of converging the resources and assets from the former legacy forces and introducing a new two-tier national operating model had been significant.
53. National partners were positive about their interactions with Police Scotland. They welcomed the single point of contact that a national police service provided and thought this led to more effective and efficient decision making.
54. We reported that road casualties continue to decrease and were below the Scottish Government milestone targets to 2015. While those slightly or seriously injured had decreased, the number of adults and children killed on the roads of Scotland in 2013-14 increased by 14%. We noted that enforcement had increased significantly under Police Scotland, with a 36.8% increase in speeding detections to 31 December 2013. As a consequence, we recommended that Police Scotland should examine the extent to which target setting and performance



management processes drive operational behaviours and assess their impact in terms of delivering outcomes and maintaining public satisfaction and confidence. In particular, we thought that Police Scotland should satisfy itself that the road policing key performance indicators (KPIs) and targets within its performance framework contribute effectively to road casualty reduction across Scotland, and explicitly support the outcomes sought from Scotland's Road Safety Framework to 2020.

55. We found officers within road policing were motivated and passionate about their role and were keen to retain their identity as specialist officers. They were clear that their role was to keep people safe on the roads and they work hard to achieve this. While it was acknowledged that road crime and tackling travelling criminals is a priority, there was a lack of clarity and emphasis on this by officers. The measures by which outcomes related to road crime are assessed could be improved.
56. We considered that it would be helpful for the Scottish Police Authority to lead a piece of work to define the roles and responsibilities for local scrutiny committees and understand their legitimate interest in issues beyond setting the local policing plan and holding the divisional commander to account for its delivery. This should involve Police Scotland and result in a shared understanding around future consultation processes, including how local authorities can escalate concerns around national decisions which have the potential to impact on local policing.
57. Sustainable savings arising from the reform of road policing were not yet fully identified and we highlighted that these should be included within the financial strategy being developed by the SPA and Police Scotland. We also found that the absence of national ICT integration was constraining the ability of officers to function fully at a regional or national level, limiting the effectiveness and efficiency of police reform. These ICT issues have been captured as part of the user specifications for the new i6 integration programme.
58. We also suggested that Police Scotland should conduct a review of the analytical and administrative support arrangements within Operational Support Division and identify what capacity and capability is necessary to support road policing. This review should consider the analytical support requirements necessary to deploy road policing assets intelligently, and should also consider whether there is sufficient administrative research capacity to support work that links intelligence led deployments and activity more clearly to outcomes. We recommended that Police Scotland should review what 'real-time' information sharing exists between Area Control Rooms (ACRs) and key strategic roads network partners including



Traffic Scotland to improve information exchange, incident management and journey reliability for motorists.

59. View full report on our website [\[read\]](#)

Thematic Inspection of Police Custody Arrangements in Scotland

60. **Published:** August 2014 [Fieldwork completed during February and March 2014]

61. **Summary:** The aim of this thematic inspection was to assess the state, effectiveness and efficiency of police custody arrangements in Scotland and to assess the care and welfare of detainees. This inspection was part of an ongoing programme of custody inspections which contribute to the United Kingdom's response to its international obligations under the *Optional Protocol to the United Nations Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT)*. OPCAT requires that all places of detention are visited regularly by a National Preventive Mechanism (NPM),¹⁶ an independent body or group of bodies which monitor the treatment of and conditions for detainees. HMICS is one of several bodies making up the NPM in the UK.

62. This was a major inspection of police custody arrangements in Scotland and was designed to provide a baseline against which to measure future improvement. We made 15 recommendations and 39 improvement actions.

63. Our overall assessment against the objectives of police reform in relation to custody is that the function has improved significantly through an increased specialism and consistency of practice compared to legacy forces. The new single division has also strengthened its connection with partners. Police Scotland inherited a disparate landscape of eight legacy force functions and faced real challenges in bringing these together to ensure consistency and manage risk.

64. National partners were positive about their interactions with Custody Division. They welcomed the single point of contact that a national service provided and thought this led to greater consistency and clearer lines of communication.

65. Custody remains a high risk environment. The increasing proportion of detainees with complex needs is changing a short-term custodial setting into a care environment for highly vulnerable individuals. We found that detainees were well cared for and treated with respect and dignity and that custody staff exhibit patience, professionalism and a genuine desire to care for those in custody.

¹⁶ See HMICS – [National Preventative Mechanism \(NPM\)](#)



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66. Custody conditions across Scotland vary widely, with many custody centres requiring significant investment to maintain or improve detainee and staff security and health and safety. We welcome the goal of single cell occupancy, but considered this is creating capacity and resourcing issues that are unlikely to be resolved until there is significant investment in the custody estate and a new delivery model is in place.
 67. The transfer of health care responsibility from Police Scotland to the NHS on 1 April 2014 was a major undertaking that followed on closely from the formation of Police Scotland and the establishment of the national Custody Division. We found that arrangements for referral and diversion from police custody are often ad hoc and dependent on local relationships and that access to mental health referral schemes is limited. A review of the scope of current referral and diversion schemes is required to address any gaps in provision.
 68. While we welcomed Police Scotland's focus on risk management, we considered the approach is sometimes disproportionately risk averse. Effective risk management is essential and while a risk averse approach is understandable, we believed the universal application of policies and the removal of discretion from staff may adversely affect some detainees.
 69. We assessed that the new Custody Division was operating effectively with strong leadership and a genuine focus on improvement and organisational learning, but still has more to do to achieve consistency of practice at local level. Custody Division had no comprehensive plan in place for its workforce and relies strongly on local policing resources. We found that a consistent and comprehensive approach to training needs to be addressed as a matter of priority. There was limited management information available on resourcing or custody delivery and a lack of baseline financial data was preventing effective identification and understanding of custody costs and efficiencies.
 70. We reported that Custody Division needs to consult and engage with staff more effectively as well as its key partners and stakeholders when planning and developing policy, and specifically when developing the strategic proposal for the future of custody.
 71. Overall we were satisfied that the new division is effective and efficient and is embracing continuous improvement.
 72. View full report on our website [\[read\]](#)



Parliamentary Scrutiny

73. HMICS reports must be laid before the Scottish Parliament as part of the statutory requirements of the Police and Fire Reform (Scotland) Act. HM Inspector and his staff are regularly invited to give evidence at parliamentary committees as part of oversight arrangements. HMICS appeared at the following committees:

- Public Audit Committee
- Justice Sub Committee on Policing

Assessing the Outcomes from our Activities

74. As part of our approach to inspection, we seek wherever possible to evaluate not only the planning, preparation and delivery of our inspection activities but also to assess our impact and how our activities have contributed towards positive outcomes. This is an important aspect of our own corporate planning arrangements and ensures that we ourselves pursue continuous improvement and best value in all aspects of our activities.

75. For example, the outcome of our Assurance Review of the common performance 'Platform' project was that Police Scotland was able to use our report, alongside the Audit Scotland managing ICT contracts report¹⁷ to do a self-assessment and quality assurance review against the proposed i6 integration solution¹⁸ to ensure that the previously identified lessons around governance had been factored in to the new ICT Programme risk assessment.

76. Similarly, our unpublished assurance work on certain aspects of the Security Strategy for delivery of the 2014 Commonwealth Games¹⁹ enabled us to provide a private technical briefing on the business as usual impact of the Games to the Scottish Police Authority, whilst also protecting the integrity of sensitive data around safety and security structures. This assurance work by HMICS provided the necessary internal and external assurance in relation to the areas examined and with minimal impact during a period of intense planning activity by Police Scotland for the Glasgow 2014 Commonwealth Games.

¹⁷ Audit Scotland, Managing ICT Contracts report, 2012

¹⁸ Technology integration solution for Police Scotland

¹⁹ This report has a 'Restricted' security marking and is not publicly available.



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77. Recommendations and improvement actions made to both Police Scotland and the SPA during 2013/14 have been received positively and where recommendations for improvement have been made, an associated action plan has been created. HMICS will work with both Police Scotland and SPA during 2014/15 to establish robust and transparent processes for monitoring progress against our recommendations and improvement actions.
 78. In future annual reports we will continue to provide a brief synopsis of the impact of our work and the associated outcomes in terms of improving the effectiveness and efficiency of policing in Scotland.



Facts and figures

HMICS Staffing Model

79. HMICS has operated during 2013/14 with 12 full-time staff, supplemented by Associate Inspectors.

- The position of HM Inspector of Constabulary in Scotland was held until midnight on 30 January 2013 by Mr George Graham QPM, when he was replaced by Mr Derek Penman.
- HM Inspector of Constabulary is supported by Mr Andrew Cowie, Assistant Inspector of Constabulary (AIC), who is responsible for the day to day operation of HMICS. Although currently seconded from a chief officer position in Police Scotland, Mr Cowie is under the direction and control of HM Inspector of Constabulary.²⁰
- Our scrutiny activity is undertaken by six Lead Inspectors, with executive leadership provided by either HMIC or AIC. Our six Lead Inspectors are fixed-term appointed civil servants with a background in policing and other relevant fields of work. Our Lead Inspectors are Frank Gallop, Laura Paton, Dr Brian Plastow, Justine Menzies, Stephen Whitelock and Tina Yule.
- Our staff office is managed by Inspector Kevin Struthers, who although seconded from Police Scotland is under the direction and control of HM Inspector of Constabulary.²¹ We also have three support staff who are full-time civil servants, namely Susan Archibald, Susan Campbell-Duncan MBE and Joanna Drapper.
- On 31 March 2013, we had 14 Associate Inspectors, who were retained by HMICS to support our inspection activity and reimbursed on a fee basis for any assignments. This includes two associates that are retained exclusively for the joint inspection of Children's Services by HMICS and the Care Inspectorate.²²

80. Further details of our inspection team can be found on the '[Meet Our Team](#)' section of our website.

Partnerships

81. We engage with over 100 different stakeholder groups in the course of our activities. Our principal partners include Scottish Government, the Police Investigations and Review Commissioner, (PIRC) Audit Scotland, the Scottish Institute for Policing Research (SIPR) and

²⁰ Police and Fire Reform (Scotland) Act 2012, Section 72(2)

²¹ Police and Fire Reform (Scotland) Act 2012, Section 73(2)

²² Care Inspectorate – [How we inspect child protection services](#).



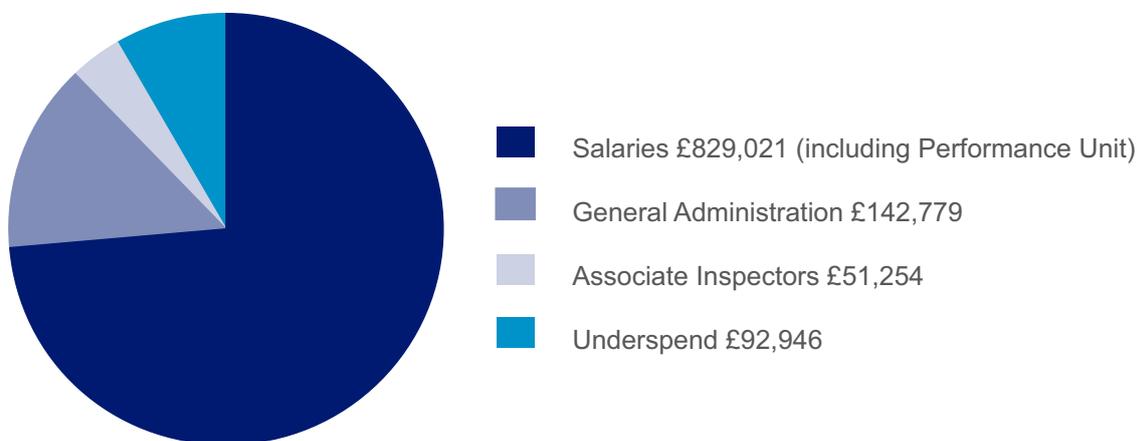
a range of other audit and inspection/improvement bodies. We engage at various levels with many stakeholders nationally, regionally and locally and also seek feedback through a wide range of channels, including social media.

HMICS Budget 2013/14

82. HMICS is funded entirely by the Scottish Government in respect of staff, accommodation, technology and other expenses. Our budget for 2013/14 was £1.116m and is set at £1.007m for 2014/15. This takes account of the need to continue to deliver efficiencies throughout the public sector. Our budget is less than 0.1% of the cost of policing in Scotland and delivers value for money in an overall Scottish scrutiny budget of around £50m.

83. Our expenditure for 2013/14 was £1,023,054, with an underspend of £92,946. This was due mainly to an £85,000 underspend for the now ceased Performance Unit. Our expenditure represents £880,275 staff costs and £142,779 operating costs, and is illustrated below:

Spend 2013/14



HMICS Personal Expenses

84. The total amount of personal expenses claimed by Her Majesty's Inspector of Constabulary in Scotland in the financial year 2013/14 was:

- 1 April 2013 to 30 January 2014 Mr George Graham £1,256
- 31 January 2014 to 31 March 2014 Mr Derek Penman £203

85. This information is published in compliance with the Nolan principles of conduct underpinning public life.



Awards and Commendations 2013/14

86. The honours and awards conferred each year on police officers, police staff and special constabulary are a reflection of the Service's commitment to the people of Scotland. In the fiscal year 2013/14, Her Majesty bestowed the following honours on members of the service in recognition of their exceptional service:

Queen's Birthday Honours 2013

Knight Bachelor

- **Sir Stephen House, QPM.** Chief Constable, Police Service of Scotland. For services to law and order. (Kincardine, Fife).

Queen's Police Medal (QPM)

- **Campbell Corrigan.** Formerly Temporary Chief Constable, Strathclyde police
- **Justine Curran.** Formerly Chief Constable, Tayside police.

New Year Honours 2014

OBE

- **Neil Richardson, QPM.** Deputy Chief Constable, Police Scotland. For services to Policing in Scotland. (Helensburgh, Argyll and Bute).

Queen's Police Medal (QPM)

- **Robert Hamilton.** Chief Superintendent, Police Scotland.
- **Jeanette McDiarmid.** Chief Superintendent, Police Scotland.
- **Peter Roderick Smith.** Special Constable, Police Scotland.



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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.

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