



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

Annual scrutiny plan 2021-22

June 2021

Improving Policing Across Scotland





Introduction

The Scrutiny Plan for 2021-2022 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 2021 to March 2022.

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.

In the lead up to last year's scrutiny plan (2020-2021), 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. Draft priorities were agreed in February 2020.

In early March 2020, the World Health Organisation declared the new coronavirus (COVID-19) a pandemic. The situation developed rapidly, and by 23 March 2020, the country was effectively in lockdown, with citizens generally being confined to their homes in an effort to contain the spread of the virus.

The public health emergency included the introduction of legislation to give the police powers to enforce the restrictions, which were aimed at reducing the pressure on the National Health Service and ultimately saving lives. Police Scotland officers and staff responded immediately to support the measures brought in to limit the spread of infection. I suspended the HMICS inspection programme, and returned all serving officers to Police Scotland to assist with the national effort.



This situation led inevitably to an adjustment of our plans for inspection during the 2020-2021 scrutiny year. The 2020-2021 scrutiny plan was published on 3 August 2020, and described the impact of COVID-19 on our priorities. The timescales for some of the inspections in last year's plan have extended into this scrutiny year, and other inspections have been deferred or postponed.

Given the extent of the consultation exercise prior to last year's plan, and the delays caused by the pandemic, we have not carried out a further round of consultation to inform this year's priorities. I am confident that our continual engagement with Police Scotland and the Scottish Police Authority, and our active involvement in various groups, mean we have maintained a good awareness of the issues affecting policing in order to identify where scrutiny can add value.

In particular, I would highlight the important role played by the Independent Advisory Group (IAG) established to scrutinise the police use of the additional powers provided by coronavirus-related legislation. This IAG supports the independent review announced by the Chief Constable of Police Scotland on 9 April 2020. I was pleased to be invited to become a member of the group and continue to participate in weekly meetings. The most

immediate benefit of the group was the dynamic feedback provided direct to Police Scotland by members who represent a wide range of communities and interests. The group went on to make a valuable contribution to the examination of issues of high public and political interest, such as the policing of protests and mass gatherings during a pandemic, through its regular reports to the Scottish Police Authority.

In arriving at decisions about inspection priorities for 2021-2022, I have taken account of the oversight being provided by others and endeavoured to minimise the burden placed on Police Scotland and the Scottish Police Authority. Rather than carry out a review of the policing response to COVID-19, I have sought to identify areas of operational



business most affected by the situation, such as custody, criminal justice, and call handling. From an early stage, Police Scotland recognised that the requirement to 'stay at home' could increase some online and private space harms, such as online child sexual abuse and domestic violence.

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 inspection of Police Scotland's response to Hate Crime (published 3 June 2021), and Phase 2 of our Training and Development inspection, which focuses on the recruitment, retention, development and promotion of officers and staff from under-represented groups (ongoing). We also plan to examine Police Scotland's response to Domestic Abuse, continuing a theme introduced in last year's Crime Audit, and an area of heightened risk during the pandemic. The thematic review of Police

Scotland's Contact Assessment Model, which featured in last year's plan, has been postponed until January-March 2022.

Assurance reviews this year include completion of the assurance validation of Police Scotland Transformation Benefits 2019-2020 (published 22 April 2021). We will also publish the review of Police Scotland's Demand Analysis and Management (due end June 2021), and of Police Scotland's arrangements for United Nations Framework Convention on Climate Change 26th Conference of Parties (COP26) scheduled to take place in Glasgow in November 2021 (first report due end June 2021). We continue to work with Healthcare Improvement Scotland in the hope of carrying out joint scrutiny during 2021-2022 of the healthcare provided to people in police custody.

We will also produce a report following up on the recommendations of our review of Police Scotland's response to online child sexual abuse (published February 2020).



We will work other scrutiny bodies to undertake our Collaborative Reviews. This includes taking 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. Both these joint programmes have experienced delays due to the pandemic.

Another priority, which was postponed last year, is the HMICS Improvement Project, which will review our inspection framework and methodology, taking account of learning from other scrutiny bodies.

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. We will publish any revisions to the plan later in the year.

Our inspection reports will be published and laid before the Scottish Parliament during the course of the year.

The annual report for 2020-2021 has been delayed but will be published in July 2021. 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

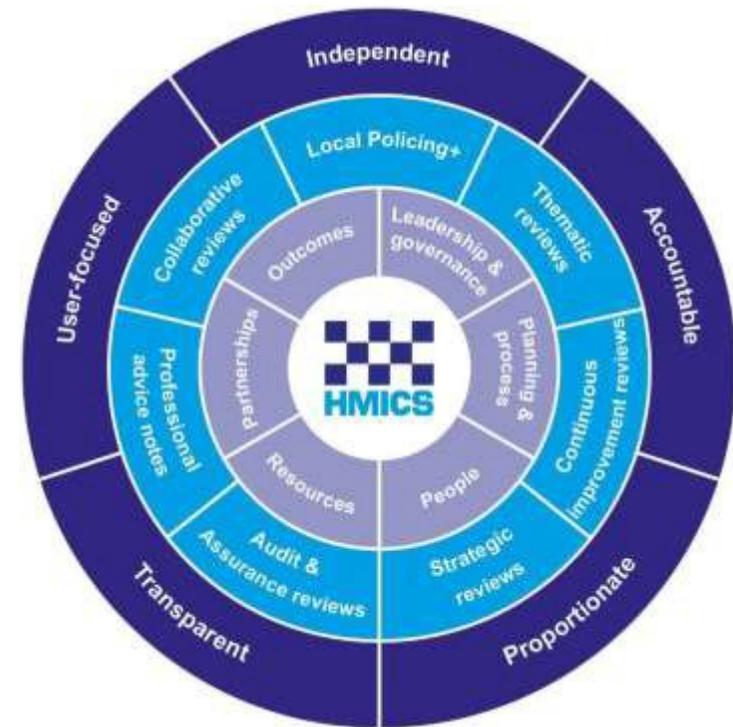
Where we make recommendations, we will follow them up and report publicly on progress.

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.

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



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.



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.

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

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.



Our approach to scrutiny

Our **Scrutiny Plan** outlines our priorities and scrutiny activities for the **2021-22** period. The plan was developed following an online public survey; discussion with other scrutiny bodies and targeted stakeholder engagement, and more recent 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 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



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

the purpose of the inspection to be undertaken.

HMICS Improvement Project

During the forthcoming scrutiny year, we will continue to reflect on our continuous improvement and scrutiny methodology including ongoing review of our Inspection Framework, the revised EFQM 2020 model, and engaging with other scrutiny bodies to identify good practice.

HMICS Improvement Project will commence as planned during this scrutiny year and progress will be reported in future publications.

⁴ EFQM, [EFQM Home Page | EFQM](#)



Our framework

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 2021- 22 are:

- **Contact Assessment Model** (January 2022 to March 2022) 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.

Domestic Abuse

The police response to domestic abuse continues to evolve alongside legislation, prevention and intervention tactics and partnership working. It remains a priority area for policing and can have profound long lasting effects on victims and their families. Police Scotland has introduced wholesale training and culture changes to this area over the years however the pandemic (COVID-19) highlighted the precarious position individuals can be found when support is not readily accessible. HMICS is aware of the wider impact of COVID-19 on the criminal justice system in terms of managing the court back log alongside ongoing risk therefore we intend to inspect this area with assistance from HM Inspectorate of Prosecutions in Scotland



■ **People- Training and Development - Diversity and Special Constables – Phase 2** (February 2021 to August 2021)

Our review of Police Scotland’s approach to diversity was in commenced in 2020-21, having been identified as an issue of interest during our public and stakeholder consultation. The Phase 1 Training and Development report highlighted some challenges in terms of diversity training, which were echoed in the findings of the independent review of complaints handling carried out by Dame Elish Angiolini. HMICS will be reviewing Police Scotland’s approach to diversity, specifically the recruitment, retention, development and promotion of officers and staff from under-represented groups. The Phase 2 work will also include the Special Constabulary in Scotland given the route it can provide to a career in policing, as well as the valuable contribution made by volunteers. HMICS has commenced initial scoping for this review and will endeavour to avoid duplication of other scrutiny work that may be undertaken in this area.



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 2021/22 are:

- **Conference of Parties (COP26)** (February 2021 – June 2021)

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. The Terms of Reference were published in February 2021



- **Demand Analysis and Management** (January – June 2021)

In our scrutiny plan 2020-2021 HMICS committed to monitoring Police Scotland's approach to demand and productivity, operational capacity and workforce planning. In December 2020 we published the Terms of Reference⁵ where we will review the appropriateness of the approach and the alignment within the overall strategic framework and governance including workforce planning and resource planning.

- **Mental Health Review**

The Independent Review of Complaints Handling, Investigations and Misconduct Issues in Relation to Policing by Dame Elish Angiolini, published in November 2020, recommended that HMICS, together with the appropriate health inspection or audit body, should conduct a review of the efficiency and effectiveness of the whole system approach to mental health. HMICS will work jointly with Healthcare Improvement Scotland to develop a framework to examine healthcare provision in custody. There will be an opportunity to take forward any specific review of arrangements in relation to mental health in custody.

- **Custody** (August to October 2021)

Following our strategic review of police custody arrangements and the inspection of a number of custody centres in specific divisions or locations in 2018-2019, we continue to support Police Scotland's improvement activity to discharge the outstanding recommendations. In 2021-22, HMICS will follow up on key areas of improvement and any outstanding recommendations through our inspection activity. We will also continue to work with Healthcare Improvement Scotland to develop a joint programme of police custody inspection.



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 2021-22 are:

Community Justice (October - December 2021)

HMICS have agreed with scrutiny partners to undertake a joint inspection to examine the extent to which community justice partners are delivering on national outcomes and priorities in relation to the principles of Early Intervention and Prevention outlined within the National Strategy for Community Justice (LINK). We will consider the quality of partnership working, planning and delivery as well as the outcomes that have been achieved. Our partners in this work are the Care Inspectorate, Her Majesty's Inspectorate of Prisons Scotland and the Inspectorate of Prosecution Scotland.

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. We will be active participants in the joint inspection programme, led by the Care Inspectorate.

Follow up reviews

Adult Support & Protection (*Ongoing 2021/23*)

Scottish Ministers requested that the Care Inspectorate lead joint inspections of adult support and protection in collaboration with Healthcare Improvement Scotland and Her Majesty's Inspectorate of Constabulary in Scotland.⁵ During the last year this programme has been revised to ensure delivery in 24 months and to take cognisance of impact of COVID-19 on local partnerships and has recommenced.



Our planned Follow up reviews for 2020-21 are:

Online Child Sexual Abuse (May 2021 to July 2021)

In February 2020, HMICS published a strategic review of Police Scotland’s response to the issue of online child sexual abuse.⁶ 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.

⁵ Care Inspectorate [Thematic Inspection of Adult Support and Protection 2018](#)

⁶ HMICS [Strategic review of Police Scotland's response to 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 NPM 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.⁷ 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.

⁷[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.

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 2021-22

	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22
Thematic Reviews												
Training and Development Phase 2												
Hate Crime												
Contact Assessment Model												
Domestic Abuse												
Audit and Assurance Reviews												
Demand Analysis and Management												
Benefits Realisation												
COP26												
Collaborative Reviews												
Community Justice												
Adult Support and Protection												
Services for Children												
Custody												
Follow Up Inspections												
Online CSA												
HMICS Project												

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

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

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



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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.