



HMIC's 2014/15 inspection programme

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HMIC Inspection Programme 2014/15

An inspection framework prepared under section 54 of the Police Act 1996, as amended.

Her Majesty's Inspectorate of Constabulary

31 March 2014

Presented to the Parliament pursuant to section 54(4) of the Police Act 1996, as amended by the Police Reform and Social Responsibility Act 2011.

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Foreword by HM Chief Inspector of Constabulary

2014/15: A transition year for HMIC's inspection programme

The changes to policing in England and Wales over the last few years – which include the creation of police and crime commissioners, the College of Policing and the National Crime Agency, wide-ranging alterations to police terms and conditions of service, and huge advancements in the use of technology by both offenders and officers – collectively amount to perhaps the greatest reforms to the service for many decades.

Over the same period, the expectations of the average person on the street in relation to the amount and immediacy of the data about public services available to him or her have also changed radically. The public are obtaining access to more information, through more channels, more quickly and easily than ever before.

As the body responsible for inspecting and reporting on the efficiency and effectiveness of policing in England and Wales in the public interest, it is imperative that HMIC responds to and keeps pace with these changes. As a result, 2014/15 will see some major changes both to the scope and pattern of HMIC inspections, and to how we communicate the results of this work to the public.

Perhaps the most prominent of these changes will be the introduction of a new, annual programme of all-force inspections (announced by the Home Office in a Written Ministerial Statement on Wednesday 18 December 2013). The intention is that this programme will first report in its entirety in autumn 2015; however, fieldwork will begin in late summer 2014, and we will provide an interim assessment this November (more details on this are given on p14).

HMIC will design, develop and implement this programme alongside its conduct of our national thematic inspections (which in the last year have reported on and encouraged improvement in such vital areas as the use of stop and search powers,

police integrity and how forces are meeting the demands of austerity), joint inspections, commissions from the Home Secretary and local policing bodies, and inspections of other national law enforcement agencies.¹ This represents a huge amount of change and work in 2014/15, which will be a year of transition for HMIC.

As ever, my fellow HMIC Board members and I thank you for your interest in HMIC's inspection programme and for the invaluable input which your consultation responses have provided in formulating and developing our plans.

T P Winsor (sgd)

Thomas P Winsor

HM Chief Inspector of Constabulary

¹ More information on each of these types of inspection is given on page 13.

Her Majesty's Inspectorate of Constabulary

Her Majesty's Inspectorate of Constabulary independently assesses the efficiency and effectiveness of police forces and policing activity – ranging from neighbourhood teams through serious crime to the fight against terrorism – in the public interest.

In preparing its reports, HMIC asks the questions which citizens would ask, and publishes the answers in accessible form, using our expertise to interpret the evidence. We provide authoritative information to allow the public to compare the performance of their force against others, and our evidence is used to drive improvements in the service to the public.

Our mission

Through inspecting, monitoring and advising, to promote and advance improvements in the efficiency and effectiveness of policing. We will do this independently, professionally and fairly, always championing the public interest, and we will explain what we do and why.

Equality and diversity

HMIC is committed to equality and diversity, including improving outcomes for protected groups. In support of this, we will:

- monitor and maintain a good workforce representation;
- ensure all our staff are aware of obligations under the public sector equality duty;
- include within our monitoring of force efficiency and effectiveness their performance with respect to equality and diversity; and
- within all our inspections, give consideration to inequality and, where identified, make recommendations to improve experiences for protected groups. These recommendations will be published in our inspection reports.

Introduction

This document provides details of all the inspection work HMIC has planned for 2014/15.

Types of inspection HMIC will conduct in 2014/15

National thematic inspections

National thematic inspections examine a principal policing issue (as identified via a commission from the Home Secretary, or by HMIC's monitoring processes) across a representative number of forces (generally from around six, up to all 43). It focuses solely on performance in relation to that policing issue. This type of inspection identifies deficiencies relevant to the police service as a whole and identifies good practice in relation to a specific aspect of policing.

Thematic inspections have proved important in identifying and exploring critical issues and sticking points, and offering solutions for improving policing services in areas such as race and diversity, efficiency and value for money, and crime recording.

Commissions from the Home Secretary

The Home Secretary may, at any time, require HMIs to carry out an inspection of a police force, part of a police force or particular activities of a police force.

Commissions from local policing bodies

The local policing body² for a police force area may, at any time, request HMIs to carry out an inspection of the police force they oversee, a part of the force in question, particular matters, or particular activities of that force.

² Police and crime commissioners (PCCs), MOPAC (for the Metropolitan Police Service) and the Common Council (for the City of London Police).

Inspections of national agencies and other forces

HMIC has a statutory responsibility to undertake inspections of the following non-Home Office police forces and other agencies:

- British Transport Police
- Civil Nuclear Constabulary
- Police Service of Northern Ireland
- National Crime Agency
- Armed Forces Police³
- Ministry of Defence Police
- Her Majesty's Revenue and Customs

In addition, at the request of the relevant dependency or overseas territory, inspections may take place of forces in British Crown Dependencies and British Overseas Territories.

Inspections of counter-terrorism and security-related issues

This area of inspection includes multi-disciplinary work with other security agencies and is conducted on a confidential basis. HMIC assesses value for money and provides a measure of assurance about the counter-terrorism network, security and policing issues and sensitive locations (for example Sellafield). HMIC also reviews the work of the National Crime Agency and HMRC (see previous section).

Joint inspections

HMIC works with other organisations to carry out joint inspections. Its most frequent partners are HM Crown Prosecution Service Inspectorate, HM Inspectorate of

³ At the time of writing, the commencement order for HMIC's statutory role under section 4 of the Armed Services Act 2011 is anticipated to be in place in April 2014.

Probation and HM Inspectorate of Prisons. These inspections (which fall under the broad topic headings of community safety; bringing offenders to justice; offender management; and custodial conditions) are detailed in a separate criminal justice joint inspection plan.

Consultation on the 2014–16 Criminal Justice Joint Inspection Plan closed on 31 January 2014. The finalised plan will be published on www.hmic.gov.uk

Inspections as part of the new all-force inspection programme

In a Written Ministerial Statement, on Wednesday 18 December 2013, the Home Office announced its decision “*to fund a new annual programme of [HMIC] all-force inspections*”.

These regular force inspections will assess proactively through annual inspections how well each police force: cuts crime; provides a service that is fair; and provides value for money.

Development of the new programme began in January 2014, and so our proposals for the shape and content of these inspections are less advanced than for other inspections. They will therefore be the subject of a series of further formal and informal consultations between now and the end of 2014.

An overview of HMIC's programme of work for 2014/15

National thematic inspections

Some elements of the thematic inspections that follow may be integrated into the all-force inspection programme. It is important to note, however, that thematic inspections will remain an essential part of HMIC's programme of work and will continue to take place alongside the new inspections.

Thematic inspections already committed to in 2014/15

Work on the following inspections has already begun. Terms of reference are published on www.hmic.gov.uk.

- Making best use of police time
- Valuing the police programme – Phase 4
- Undercover policing (Home Secretary commission)
- Crime data integrity
- Child protection
- 21st century child sexual exploitation.

The following list of inspections will commence in 2014/15. Terms of Reference will be published on www.hmic.gov.uk when they are finalised.

- Strategic policing requirement
- Police integrity and leadership
- Follow up to *Mistakes Were Made* report
- Revisit of stop and search
- Protecting vulnerable people programme: missing and groomed children
- Police management of information
- Police National Database (PND) audit
- Use of the Police National Computer (PNC) by non-police organisations.

HMIC may also conduct some follow-up work to any of the inspections listed above.

Where possible, HMIC will seek to incorporate some elements of the thematic inspections into the all-force inspection programme. HMIC will look at the helpful responses from the consultation and will explore innovative ways to reduce the impact of inspections on forces by adopting different approaches, for example access to data and inspection logistics.

New thematic inspections in 2014/15

Following the consultation exercise, the list of new thematic inspection to commence in 2014/15 is outlined below. Terms of reference will be published on www.hmic.gov.uk when they are finalised.

- **So-called honour based violence** – ACPO’s guidance to forces on tackling honour based violence indicates that under-reporting of such crimes is a serious problem, and that there is still a great deal to be done if victims are to feel confident in coming forward to seek help. HMIC will inspect how well the police forces, in particular neighbourhood teams, establish, maintain and develop relations with minority communities in a multi-cultural society, find and assist vulnerable people and victims, and encourage increased reporting of crimes.
- **Cyber crime** – The universal availability of digital technology has created new and varied opportunities for criminals to commit crimes (‘cyber crime’). HMIC intends to inspect how well the police service: understands the nature and scale of this new threat; have plans in place to tackle it and how effectively forces are tackling it through prevention and detection of crime. This will include an examination of how well the police use the opportunities provided to them by digital technology.
- **Firearms licensing** – The work completed at the end of 2013 found that the risks identified in the IPCC and Home Affairs Select Committee reports on firearms licensing have not been removed and these, together with

inconsistent working practices, raise significant concerns about the efficiency and effectiveness of police management of firearms licensing. In addition, a number of national developments will affect firearms licensing over the next six months. With these things in mind, HMIC will conduct a risk-based inspection in the latter part of the 2014/15 programme.

- **Modern slavery** – was also included in the consultation exercise. Consultation responses recognised this as important, but accepted it was a wide issue and would require strong partnership working across a range of agencies. As HMIC is leading a joint inspection on trafficking and slavery in the 2014/16 CJS programme*, it seems sensible to pursue a joint inspection rather than a separate thematic inspection.

*see list on page 13

Commissions from the Home Secretary and local policing bodies

These ad hoc commissions will be accommodated where practicable over the course of the year.

HMIC is currently working on the precise terms of reference for the following Home Secretary commissions:

Vulnerable people in police custody – On 24 January 2014, the Home Secretary commissioned HMIC to undertake a thematic inspection on ‘the welfare of vulnerable people in police custody, including, but not limited to, those with mental health problems and those from black and minority ethnic backgrounds’. HMIC is planning to align this commission with the rolling programme of custody inspections that are carried out jointly with the HM Inspectorate of Prisons.

Anti-corruption capability of forces – On 6 March 2014, the Home Secretary commissioned HMIC to look specifically at the anti-corruption capability of forces, including force Professional Standards Departments. The inspection will include the capability of forces to gather regular intelligence on corruption matters. HMIC is

planning to undertake this work as part of the integrity and leadership inspection scheduled to take place in 2014/15.

HMIC is currently in discussions with a number of PCCs about possible commissions in 2014/15. Terms of reference will be published on www.hmic.gov.uk when they are finalised.

Inspection of national agencies and other (non-Home Office) forces

This programme of inspections for 2014/15 is still being finalised, with discussions taking place with the relevant bodies.

Joint inspections

The latest published plan for the joint inspectorate work is available on www.hmic.gov.uk. This provides more detail on the inspections outlined below.

Joint inspections HMIC will lead in 2014/15:

- Local criminal justice partnerships
- Identifying vulnerability and risk in police case files
- Trafficking and slavery
- Stalking and harassment
- Vulnerable people in police custody (Home Secretary commission).

Joint inspections to which HMIC will contribute in 2014/15:

- Multi-agency child protection arrangements (MACP) pilot
- Custody inspection (rolling programme)
- Substance misuse in the criminal justice system
- Inspections of youth offending teams (rolling programme)
- Youth offending teams and the Troubled families programme
- Road traffic incidents involving fatalities: investigation and prosecution
- Follow up on disability hate crime

- Girls and young women in the criminal justice system
- Statutory charging
- Disclosure
- Achieving best evidence
- Digitisation of the criminal justice system
- Inspection of Multi-Agency Public Protection Arrangements (MAPPA).

Where possible, HMIC will seek to incorporate elements of these inspections into the main inspection programme.

Inspections as part of the new all-force inspection programme

Although the detailed shape and content of the all-force inspection programme will be under development during 2014/15, the focus will be on how well each Home Office-funded police force cuts crime (from anti-social behaviour to organised crime to protecting vulnerable people); provides a service that is fair (given that the legitimacy of the service is an important part of its effectiveness); and provides value for money (building on our existing Valuing the Police programme).

HMIC has committed to publishing an annual force-by-force assessment of performance in these three areas every autumn. Starting from late summer/autumn 2014, inspection teams are likely to visit each force perhaps three or four times per year to gather fieldwork evidence to produce the annual assessment.

However, in the first transition year, this assessment will be based mostly on evidence collected through the national thematic inspections we have already committed to conducting in 2014/15. Where there is a need for additional information to enable the interim assessment to be done, specific inspections will be carried out when necessary.

In support of the crime element of the interim assessment, HMIC is proposing to undertake a 43-force inspection by October 2014 to gather consistent, reliable

evidence which will add to the information provided by other inspection programmes, as well as giving a wider understanding of the public and victims' experience of crime. This will enable a much richer picture than that provided by national crime and victim data alone.

Principles of the all-force inspection programme

HMIC's primary aim is to provide information for the public in a way which is accessible, clear and useful. Therefore, we intend to consult extensively with stakeholders on the best format and level of detail of the annual assessment.

The consultation exercise for this inspection programme therefore represented the start of a period of consultation that will continue throughout 2014.

We are also clear that to give a complete assessment, we need to get the views of victims of crime and anti-social behaviour on the service they have received from the police.

We are also conscious of our responsibility to keep the inspection demands we place on forces to a minimum. The consultation document suggested one idea for achieving this aim was to make one annual document request to feed all the inspection work. Another suggestion was to keep the inspection demands to a minimum by changing the amount of time HMIC staff are in force for each inspection. HMIC will use the feedback we have received from the consultation exercise to help develop the design of the assessments, and will continue to consult fully with the Home Office, police and crime commissioners, other local policing bodies and the police service throughout 2014.

We are grateful for the extensive feedback we have already received from stakeholders as part of the inspection programme consultation. HMIC will be considering this as it continues to develop the programme over the coming months.

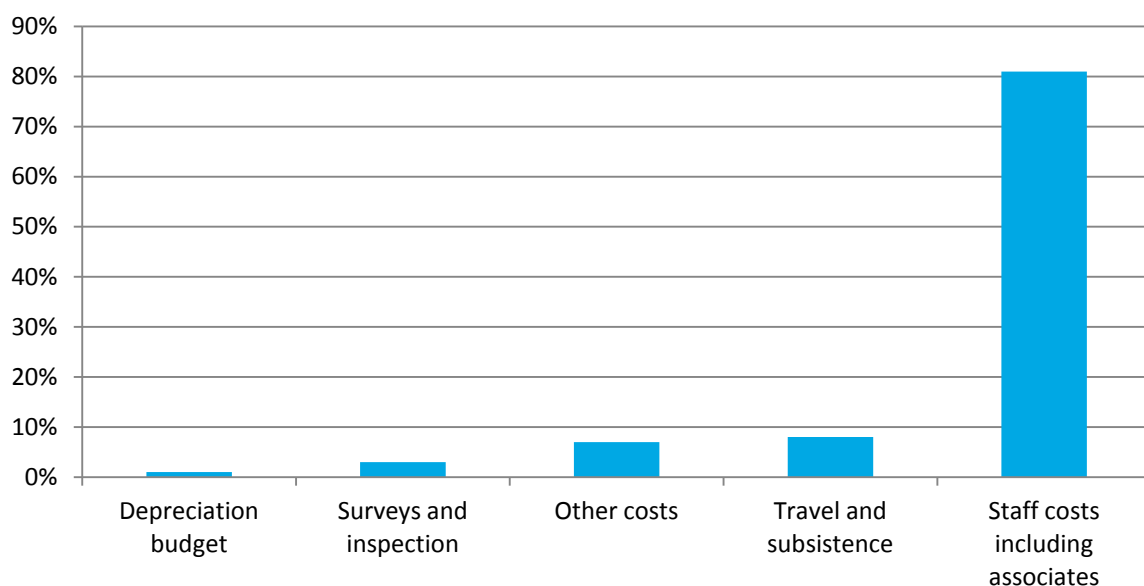
HMIC's funding and workforce

HMIC is principally funded by the Home Office. At the time of writing (March 2014), the Home Office had not formally confirmed HMIC's resource budget for 2014/15, but had indicated that it will be around £12.3m, with a further £9m to be made available to support the changes required to develop and implement a new all-force annual inspection programme.

In addition, HMIC receives funds for inspections commissioned by others (such as NCA and PSNI). HMIC estimates that these additional funds are likely to amount to approximately £0.8m in 2014/15.

HMIC spends approximately 80 percent of its funding on its workforce. Around £0.3m is transferred to HM Inspectorate of Prisons for inspecting places of custody, with the remainder spent on travel, subsistence, accommodation and other expenses. The agreed funding of £12.3m is planned to support a workforce for 2014/15 of 135 full time equivalent (FTE) posts. It is expected that the funding to support the move to an all-force annual inspection programme will require around 100 additional FTE posts.

Percentage breakdown of the 2014/15 HMIC budget



Resourcing additional commissions

In addition to the work set out within the proposed inspection programme:

- a local policing body may at any time request an inspection; and
- the Home Secretary may, at any time, require an inspection.⁴

HMIC may charge local policing bodies that request inspections those costs that HMIC deems to be reasonable. HMIC may use these fees to pay for additional staff.

Inspections required by the Home Secretary may also be resourced with additional staff.

⁴ section 54, Police Act 1996

