



HMIC's Proposed 2014/15 Inspection Programme

For Consultation

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Her Majesty's Inspectorate of Constabulary

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

In preparing our reports, we ask the questions which citizens would ask, and publish 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.

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Foreword by Thomas P Winsor, 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; and huge advancement 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 accessing 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 laid 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 p.7).

HMIC will develop and implement this programme alongside conducting 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.

To reflect this change, this consultation document is different to those issued in previous years. It contains an overview of all the inspections either continuing or already committed to over the period, but focuses consultation questions on two areas:

¹ More information on each of these types of inspection is given on p.6.

- a list of proposed new thematic inspections; and
- some specific areas of the all-force inspection programme (which will be the subject of much more consultation as work on its development continues).

As ever, my fellow HMIC Board members and I thank you for your interest in reading about our proposed inspections, and for the invaluable input which your consultation responses have in formulating and developing our plans.

A handwritten signature in black ink, appearing to read 'Thomas P Winsor', written in a cursive style.

Thomas P Winsor

HM Chief Inspector of Constabulary

Introduction

This document provides details of all the inspection work HMIC has planned for 2014/15, and asks for your views on:

- our proposed topics for new thematic inspections in 2014/15; and
- some elements of HMIC's new all-force inspection programme.

Types of inspection we 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), and comment solely on performance in relation to that issue. This type of inspection identifies deficiencies relevant to the police service as a whole and identifies good practice regarding a specific aspect of policing.

Thematic inspections have proved important in identifying and exploring critical issues and sticking points, and offering solutions for moving the service forward 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 the HMIs to carry out an inspection of the police force they oversee, or a part of the force in question, of particular matters, or of particular activities of that force.

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 (PSNI);
- National Crime Agency;

² Police and Crime Commissioners (PCCs), MOPAC (for the Metropolitan Police Service) or Common Council (for the City of London Police).

- Armed Forces Police;³
- Ministry of Defence Police (MODP); and
- Her Majesty's Revenue and Customs (HMRC).

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 looks at 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, with our most frequent partners being HM Crown Prosecution Service Inspectorate, HM Inspectorate of 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 closes on 31 January 2014, and is published on www.hmic.gov.uk (where the finalised plan will also be made available in due course).

Inspections as part of the new all-force inspection programme

In a Written Ministerial Statement laid 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 proactively assess, 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.

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.

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 either has already begun, or will start in the last quarter of 2013/14. Terms of reference are (or will be) published on www.hmic.gov.uk.

- Making Best Use of Police Time
- Valuing the Police Programme – Phase 4
- Undercover Policing (Home Secretary commission)
- Domestic Abuse (Home Secretary commission)
- Crime Data Integrity
- Child Protection

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.

- Valuing the Police Programme – Phase 5
- Strategic Policing Requirement
- Police Integrity and Leadership
- Follow up to *Mistakes Were Made* report
- Revisit of Stop and Search
- Protecting Vulnerable People programme: Missing 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.

Proposed topics for new thematic inspections in 2014/15

1. **Modern Slavery** – In an interview with the *Sunday Telegraph* on 24 November 2013, the Home Secretary, described modern slavery as "all around us, hidden in plain sight... supplying shops and supermarkets, working in fields, factories or nail bars, trapped in brothels or cowering behind curtains

in an ordinary street". HMIC could inspect the police response to this offence, assessing officer awareness of the crime and current investigative practices.

2. **So-called Honour Based Violence (HBV)** – The Association of Chief Police Officers (ACPO) defines HBV as “a crime or incident, which has or may have been committed to protect or defend the honour of the family and/or community”.⁴ ACPO’s guidance to forces on tackling HBV suggests that under-reporting might be an issue, and that there is still much to be achieved if victims are to feel empowered to come forward and seek help. HMIC proposes conducting an inspection to examine this complex and sensitive area of under-reported serious crime, how far the police are aware of it and how well they are tackling it.
3. **Cyber Crime** – A 2013 Home Office research paper⁵ found that “Under-reporting of both cyber-dependent⁶ and cyber-enabled crimes is an issue among the general public and businesses.” The universal availability of digital technology has created new and varied opportunities for criminals to commit crimes (‘cyber crime’), especially in areas such as fraud, sexual crime, theft and online bullying. Coincidentally, digital technology also provides the police with new opportunities for catching criminals. HMIC could inspect how well the police understand the nature and scale of this new threat and how effectively they are tackling it through the prevention and detection of crime. This would include an examination of how well the police use the opportunities provided to them by digital technology.

CONSULTATION QUESTIONS

1. Which of these three topics (Modern Slavery; Honour Based Violence; Cyber Crime) do you think it is most important for HMIC to inspect in 2014/15?

2. Which of these three topics (Modern Slavery; Honour Based Violence; Cyber Crime) do you think is it least important for HMIC to inspect in 2014/15?

⁴ *Honour Based Violence Strategy* p.5 (ACPO, 2008). Available from www.acpo.police.uk

⁵ *Cyber Crime: A Review of the Evidence*. Home Office Research Report 75. Home Office, 2013. Available from www.gov.uk

⁶ Defined as “*offences* that can only be committed by using a computer, computer networks, or other form of ICT. These acts include the spread of viruses and other malicious software, hacking, and distributed denial of service (DDoS) attacks, i.e. the flooding of internet servers to take down network infrastructure or websites.” *Idem*, p.5.

Commissions from the Home Secretary and local policing bodies

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

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

Joint inspections HMIC will lead on in 2014/15

- Local Criminal Justice Partnerships
- Identifying Vulnerability and Risk in Police Case Files
- Multi-Agency Child Protection Arrangements
- Human Trafficking

Joint inspections HMIC will contribute to in 2014/15

- 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 to Disability Hate Crime
- Follow up to Statutory Charging
- Disclosure
- Achieving Best Evidence
- Digitisation of the Criminal Justice System
- Inspection of Multi-Agency Public Protection Arrangements (MAPPA).

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 for much of 2014/15, the focus will be on how well each Home Office-funded police force cuts crime (from anti-social behaviour through to organised crime and protecting vulnerable people); provides a service that is fair

(given 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 mostly be based on evidence collected through the national thematic inspections we have already committed to conducting in 2014/15 (although some further work will be required, for example in the form of victim surveys – see below).

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. **We therefore intend to consult extensively with the public** on the best format and level of detail of the annual assessment. This draft programme of work for 2014/15 therefore represents the start of formal and informal consultation that will take place throughout 2014.

CONSULTATION QUESTION

3. Are there particular groups of the public which HMIC should include in its consultation on the format and detail of the annual assessment?

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.**

CONSULTATION QUESTION

4. What is the best way to gather the views of victims of crime and anti-social behaviour on the service they have received from the police?

For instance: use of existing surveys/questionnaires; focus groups; online forums; or face-to-face individual surveys?

We are also conscious of our responsibility **to keep the inspection demands we place on forces to a minimum** (and will consult fully with the police service on the design of the inspection). One idea for achieving this aim is **to issue one annual document request to feed all the inspection work** (with appropriate systems in place to pick up on any updates before inspection).

CONSULTATION QUESTIONS

5. Do you think a single annual document request is likely to pose less of an inspection demand than:

- (a) requests spread throughout the year; or**
- (b) allowing HMIC inspectors access to force intranets and internal filing systems to access the documents themselves?**

6. Do you have any other suggestions for how HMIC could collect documents from forces in a way that reduces the inspection demand?

Another option to keep inspection demands to a minimum is **to change the amount of time HMIC staffs are in force for each inspection.**

CONSULTATION QUESTIONS

7. In considering options for minimising the inspection demand, do you think HMIC should conduct inspections that are:

- (a) shorter – but more frequent; or**
- (b) longer – but less frequent?**

8. Do you have any other suggestions for how HMIC could schedule inspection fieldwork in a way that reduces the inspection demand?

Consultation

Consultation questions

1. Which of the three proposed topics for thematic inspections (Modern Slavery; Honour Based Violence; Cyber Crime) do you think it is most important for HMIC to inspect in 2014/15?
2. Which of the three proposed topics for thematic inspections (Modern Slavery; Honour Based Violence; Cyber Crime) do you think is it least important for HMIC to inspect in 2014/15?
3. Are there particular groups of the public which HMIC should include in its consultation on the format and detail of the annual assessment?
4. What is the best way to gather the views of victims of crime and anti-social behaviour on the service they have received from the police? (For instance: use of existing surveys/questionnaires; focus groups; online forums; or face-to-face individual surveys?)
5. Do you think a single annual document request is likely to pose less of an inspection demand than:
 - (a) requests spread throughout the year; or
 - (b) allowing HMIC inspectors access to force intranets and internal filing systems to access the documents themselves?
6. Do you have any other suggestions for how HMIC could collect documents from forces in a way that reduces the inspection demand?
7. In considering options for minimising the inspection demand, do you think HMIC should conduct inspections that are:
 - (a) shorter – but more frequent; or
 - (b) longer – but less frequent?
8. Do you have any other suggestions for how HMIC could schedule inspection fieldwork in a way that reduces the inspection demand?

How to respond to this consultation

Please submit your answers to these questions, together with any other comments, online at www.hmic.gov.uk or by email to contact@hmic.gsi.gov.uk, no later than close on **Monday 17 February 2014**. If you prefer, you can post responses to Ann-Marie Field, Chief Operating Officer, HMIC, 6th floor Globe House, 89 Eccleston Square, London, SW1V 1PN.

If you have a complaint or comment about HMIC's approach to consultation, you can register this at: www.hmic.gov.uk/Pages/haveyoursay.aspx.

How consultation responses will be reviewed

HM Chief Inspector of Constabulary will consider respondents' views and, if he decides necessary, change the proposed inspection programme before putting it to the Home Secretary for approval. In accordance with the Police Act 1996, Schedule 4A, paragraph 2, the Chief Inspector of Constabulary must obtain the approval of the Home Secretary before publishing his inspection programme.

The results of the consultation will be made available on HMIC's website at www.hmic.gov.uk/consultations. Please indicate in your response if you do not wish it to be published (to note, HMIC may summarise responses for publication).