



Inspecting policing
in the **public interest**

Her Majesty's
Inspectorate of
Constabulary
**Strategic
Business Plan
2009–11**

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FOREWORD



The period to which this business plan refers (2009–11) heralds a step change in the focus for this unique Inspectorate. We will move from operating as a largely inward-facing, professional inspectorate of high-risk, high-cost services to providing a public-facing assessment of the police sector on behalf the public – functioning both as an inspector and a regulator, and focusing on protecting the public interest.

For us to succeed, it will be important to acknowledge imperatives around delivering independent judgement, acting in the public interest and informing the public more widely of changes in policing that may affect their sense of security, the risks they face and the costs they bear. Our previous emphasis on value for money will increase further: in the current financial climate it is even more important for police authorities and forces to prove their commitment to enhanced productivity.

Through new web-based services, we will provide a citizens' window on policing which provides a rounded assessment of performance that is relevant, accessible and forthright in highlighting success or weakness. We will make available new information on police responsiveness, comparative crime risks and confidence in 2009/10. In addition, during 2010/11, we will examine how well the resources made available are overseen and deployed to match public needs.

It is an exciting and challenging time to be taking over from Sir Ronnie Flanagan as Chief Inspector and I look forward to working with colleagues to deliver both the step change required and the challenging programme set out in this plan.

A handwritten signature in black ink, reading 'Denis O'Connor'. The signature is fluid and cursive, with the first name 'Denis' and last name 'O'Connor' clearly distinguishable.

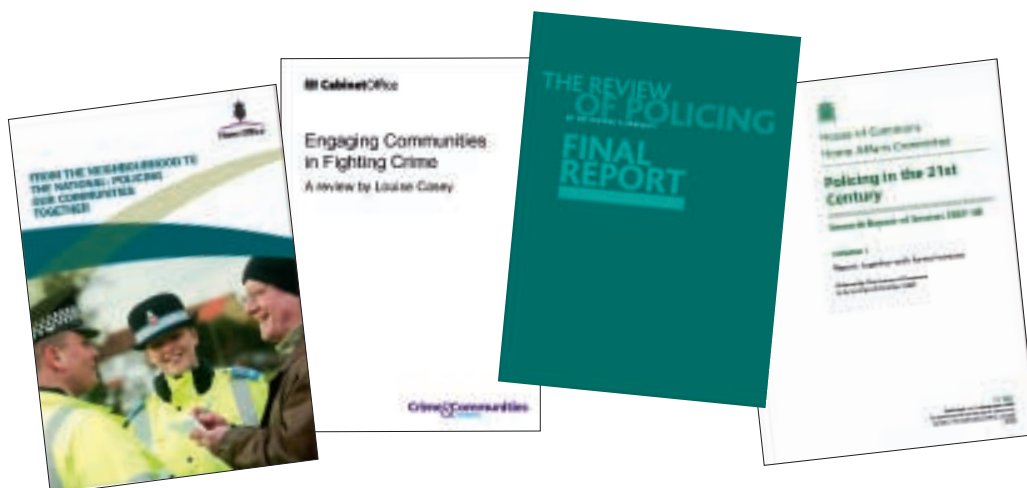
Denis O'Connor
Her Majesty's Chief Inspector of Constabulary

1. INTRODUCTION

The developing context of 21st-century policing

- 1.1. The policing landscape in England and Wales is undergoing tremendous change, with the drive to create new relationships between the Police Service and a more locally empowered public and a shift from centrally driven performance management to more locally set priorities, as well as local accountability for success. In parallel, there has been a growing realisation in recent years that not all risks and costs can best be managed locally. This is evident in relation to, for example, the challenges of counter-terrorism, serious organised crime and procurement.
- 1.2. These new relationships and challenges encourage different ways of working – focused on one hand on police responsiveness and accessibility to enable the police and their partners to better respond to the needs of more engaged communities, and on the other hand focused on new partnerships and collaborations that offer better opportunities to protect the public and conserve public resources.
- 1.3. The importance of organisations working more effectively in partnership has also been reinforced – illustrated for example by the police authorities' role in local accountability and the National Policing Improvement Agency's (NPIA) role in strengthening leadership and supporting performance improvement.
- 1.4. These themes – greater visibility and responsiveness, increased local accountability, better use of resources, collaboration and effective partnerships – were central to the Government's policing Green Paper¹ published in July 2008, and were reaffirmed within its vision (as set out in the Government's statement in response to the subsequent consultation, published in November 2008²). This recognised the need to deliver for the public at all levels: the individual, local communities and society more widely.

- 1.5. Further reviews and reports published during 2008 and 2009 – such as Sir Ronnie Flanagan’s *Review of Policing*,³ Louise Casey’s *Engaging communities in Fighting Crime*⁴ and the Home Affairs Committee report *Policing in the 21st Century*⁵ – have added to the momentum for significant change.



- 1.6. There has also been a consistent appetite in all of these reviews for a demanding, robust and demonstrably independent inspectorate to develop its ability to inform the public and improve policing. This new role and perspective for the Inspectorate was set out in detail in the Government statement made in response to the Green Paper – presenting Her Majesty’s Inspectorate of Constabulary (HMIC) with an exciting challenge in the coming year.

2. OUR PURPOSE AND OBJECTIVES

We are independent

- 2.1. HMIC is independent of policing in England, Wales and Northern Ireland. We inspect and regulate police forces, police authorities and law enforcement agencies on behalf of the public and in the public interest. Our core role is summarised in our abbreviated mission statement, namely:

“INSPECTING POLICING IN THE PUBLIC INTEREST”

Our role

- 2.2. Policing and law enforcement in the UK are delivered at a number of levels: through county and metropolitan police forces; by forces with non-geographic responsibility, such as the British Transport Police; and via organisations with national responsibilities, such as the Serious Organised Crime Agency (SOCA).
- 2.3. HMIC visits all these police forces and organisations in England, Wales and Northern Ireland, carrying out inspections or reviews ranging from individual functional areas – such as performance management or roads policing – through to force-level performance and leadership. We also look at critical national issues and themes, such as how well the Police Service as a whole is prepared for dealing with civil emergencies.
- 2.4. In extending the scope of HMIC’s activities, there has been an increasing prioritisation of the Inspectorate’s work on those issues of highest risk and/or highest cost. However, during 2008 a series of national reviews and reports were published that have led us to fundamentally review the way we do business.
- 2.5. These reviews are establishing a new policing landscape outlined in **Chapter 1** and will lead to a number of specific and fundamental changes in HMIC’s role and focus. The background and context to these changes is set out in more detail in **Chapter 3**.

What will be different from 2009?

- 2.6. The Home Office has stepped back from its lead role in detailed target-setting and monitoring, focusing instead on setting a strategic national direction and holding forces and police authorities directly to account for one target only— increasing public confidence. HMIC is now assigned a lead role in monitoring performance overall and tackling instances of under-performance, acting as an advocate of the public interest.
- 2.7. Police authorities must shape effective direction for individual forces and hold chief constables to account for delivery of local priorities and targets. Finally, NPIA will provide support for performance improvement by both forces and police authorities.
- 2.8. In the context of this new landscape, HMIC will have a different focus, a wider remit, a greater involvement in performance assessment, new analytical capability, more demonstrable independence and a different skills mix. **Figure 1**, below, summarises the main areas of change.

Figure 1 – The changes to HMIC

PREVIOUSLY		IN THE FUTURE
<ul style="list-style-type: none"> ▪ A perception that HMIC is not wholly independent of the Police Service 	➔	<ul style="list-style-type: none"> ▪ Demonstrably independent, reflected in HMIC's organisation, people and processes
<ul style="list-style-type: none"> ▪ Largely inward-facing to the Police Service and the Government 	➔	<ul style="list-style-type: none"> ▪ Largely outward-facing to the public, reflecting the public interest throughout HMIC's work
<ul style="list-style-type: none"> ▪ Wide range of roles, covering inspection, policy, leadership development and advice 	➔	<ul style="list-style-type: none"> ▪ Focused on assessment, acting as a catalyst for performance improvement
<ul style="list-style-type: none"> ▪ Assessment activity focused on policing operations 	➔	<ul style="list-style-type: none"> ▪ Assessment activity broadened to include value for money and organisational capability
<ul style="list-style-type: none"> ▪ Inspection used as the primary tool of assessing efficiency and effectiveness 	➔	<ul style="list-style-type: none"> ▪ Performance analysis used to ensure that inspection is proportionate and risk-based
<ul style="list-style-type: none"> ▪ Professional knowledge and experience at the heart of HMIC assessments 	➔	<ul style="list-style-type: none"> ▪ HMIC assessments based on a rounded assessment of information and judgement
<ul style="list-style-type: none"> ▪ Findings mostly published, with the policing community as the main target audience 	➔	<ul style="list-style-type: none"> ▪ Use of a range of channels for external communication and engagement
<ul style="list-style-type: none"> ▪ Sponsored by the Home Office, with Royal Warrant for HM Inspectors 	➔	<ul style="list-style-type: none"> ▪ Reporting to Parliament where suitable, having Advisory Board and retaining the Royal Warrant
<ul style="list-style-type: none"> ▪ Capability focused on policing skills and knowledge 	➔	<ul style="list-style-type: none"> ▪ Capability enhanced by a broader and more flexible mix of skills and knowledge from outside policing

2.9. Of the many changes, those with the greatest significance are as follows:

- **Public focus and working in the public interest:**
Moving from an inward-facing inspectorate to representing the public and working in the public interest;
- **Performance assessment role:**
Taking over primary responsibility for monitoring force performance and extending scrutiny to police authorities for the first time; focusing throughout on value for money – in forces and authorities;
- **Greater external communication:**
Making the Rounded Assessment of police performance publicly accessible and issuing Public Interest Letters to poor performers; and
- **More flexible and broader workforce mix:**
Bringing in skills to match requirements in a targeted way and from wider backgrounds beyond policing.

2.10. These changes are reflected in our strategic objectives for 2009–11 (see below).

We have six strategic objectives

2.11. Based on both the changed positioning of HMIC within the new landscape and on current risk analysis and prioritisation, we will deliver against six strategic objectives during 2009–11:

1. **To protect the public interest and improve accessibility to performance information**
We will inform the public of changes in forces' performance relating to issues of public confidence, risk and the costs of policing that may affect them by:
 - establishing in summer 2009 a website with online access to confidence and crime data for their local area; and
 - publishing a Rounded Assessment of their police force, in autumn 2009, in five dimensions, namely: confidence; local crime and policing; protection from serious harm; value for money; and managing the organisation.

Building on work already under way, we will also begin to publicly report on police responsiveness – against the expectations of the Policing Pledge⁶ – from July 2009.

2. To monitor policing performance to drive improvement

From April 2009, we will monitor police force performance in real time, identifying outliers in performance for crime and confidence (and from autumn 2009, value for money) and identifying necessary support and/or intervention where problematic performance persists.

3. To enhance local accountability

We will reinforce local accountability by making value-for-money (VfM) profiles available to forces and authorities from autumn 2009, so that they can review costs and overheads to obtain value for the public. We will deliver a programme of inspections of police authorities from September 2009 – and publish thematic findings in February 2010; inspections of VfM from spring 2010; and a thematic inspection, ‘Working for the Public’, commencing in September 2010.

4. To improve police capability, capacity and resilience

We will encourage collaboration beyond force boundaries by monitoring how services react to emerging data on costs and risks and how they react to arrangements made to provide support and address protective services. We will also scrutinise the contributions of law enforcement agencies and continue to engage with other inspectorates to examine cross-cutting issues.

5. To identify and address public risk and vulnerability

We will develop a methodology to make the best use of data and other mechanisms to identify risk and vulnerability to the public. We will also supplement the risk assessment with a timely, focused sampling process to test findings. This will be applied to a thematic inspection of the handling of rape cases in spring 2010 and in identifying candidates for thematic inspection thereafter.

6. To achieve organisational change

We will develop and transform our infrastructure and workforce to support and deliver the programme in the most cost-effective way. By March 2010, the proportion of staff who are not serving police officers will be increased to 70%.

2.12. More detail of the proposed activity under each of these key strategic objectives appears in **Chapter 4**. Details of the allocation of resources to the proposed work streams for 2009/10 are outlined in **Chapter 5**.

2.13. A chart showing the inspection and assessment work streams is attached at **Annex B**. A consolidated list of all the ‘deliverables and milestones’ appears as **Annex C**.

3. OUR ACHIEVEMENTS IN 2008/09

A year of achievement amid change

- 3.1. We are pleased with our achievements over the last year, during a period of debate on policing. The Green Paper – and the subsequent Government response – set out a radical reshaping of national police performance arrangements, including the transfer of responsibility for police force overall performance assessment from the Home Office to HMIC.
- 3.2. In some ways pre-empting the theme of the Green Paper, HMIC's programme in 2008/09 covered a wide range of issues, from the very local level to national level, including a focus on risk and vulnerability, which was relevant to all levels, and resource management and productivity (a fuller description of the achievements appears at **Annex A** to this plan).

Focus on local policing

- 3.3. We continued to support the **Neighbourhood Policing Programme**, and published an inspection report in November 2008 that recognised what had been achieved by the Police Service.⁷ We made a number of key recommendations – including the development of national guidance on defining community profiling and engagement. We also committed to revisit this issue in the future to assess the Police Service's development.



- 3.4. In June 2008 we published our report *Leading from the frontline*,⁸ which recognised the important role of frontline sergeants. They are critical to public reassurance and safety, making a fundamental difference to the quality of service experienced by local people in their own communities.



Capability and resilience beyond force level

- 3.5. We concluded an **inspection of critical incidents, civil contingencies and public order**, raising the profile of the issues, in particular the need to manage critical incidents properly. We also supported the Association of Chief Police Officers (ACPO) and NPIA with taking these issues forward, including carrying out the review of the protective service standards for critical incidents.
- 3.6. We have been involved in delivering **police-specific business continuity workshops** across the country during 2008 – in association with the Cabinet Office and the ACPO working group. We also followed up the Government's investment in SOCA with a **review of the threat posed by serious organised crime** – completed in April 2009 – which recommended improvements including national collaboration, targeted support for individual forces, development of consistent professional advice and performance management of serious organised crime.

Examining risk

- 3.7. At the national level, HMIC has an ongoing programme to inspect the Police Service in regard to the component elements of the Government's CONTEST counter-terrorism strategy.⁹ In 2008, this included a joint inspection with the Audit Commission of police and councils in delivering the 'prevent' strand; in 2009/10, we will concentrate on the critical national infrastructure (see Objective 5 on page 8).
- 3.8. HMIC was also a member of the joint inspectorate team that responded to the tragic case of 'Baby P' by conducting a **review of children's services** within Haringey, London, in 2008/09. As a result we also highlighted the need to ensure that the lessons learned from all serious case reviews are disseminated and acted on both nationally and locally.
- 3.9. We conducted eight joint **inspections of police custody suites** – working with HM Inspectorate of Prisons – examining the conditions within which detainees are kept, their healthcare provision and rights afforded to them.

Resource leverage

- 3.10. In July 2008, HMIC published an inspection report on **resource leverage in the Metropolitan Police**.¹⁰ This report provided a strategic framework for a new approach to inspection in the Police Service, focused on the use of business intelligence to drive strategic resource leverage through improved productivity and to deliver a step change in VfM across policing.
- 3.11. The report will have a significant impact on future inspections, especially the new inspections of police authorities and VfM as set out elsewhere in this business plan.

Organisational change

- 3.12. Even before the emergence of the policing Green Paper, HMIC established a considerable change programme that targeted reductions in the senior management structure, geographic footprint and overall structure. More details appear in **Chapters 4 and 5** of this plan.

4. OUR DELIVERY PLAN FOR 2009–11

OBJECTIVE 1:

To protect the public interest and improve accessibility to performance information

We will inform the public of changes in forces' performance relating to issues of public confidence, risk and costs of policing that may affect them by:

- establishing in summer 2009 a website with online access to confidence and crime data for their local area; and
- publishing a Rounded Assessment of their police force, in autumn 2009, in five dimensions, namely: confidence; local crime and policing; protection from serious harm; value for money; and managing the organisation.

Building on work already under way, we will also begin to publicly report on police responsiveness – against the expectations of the Policing Pledge – from July 2009.

Overview

- 4.1. HMIC has welcomed the significant change in its role, from being a professional inspectorate, focused primarily on police capabilities to achieve professional standards, to an organisation that will act as 'a fierce advocate and guarantor' of the public interest,¹¹ with a greater emphasis on public-facing inspection and assessment roles.
- 4.2. This change will see us taking a greater role in challenging police performance and quality of service on behalf of the public and therefore we need to have a clear understanding of what is meant by the term 'public interest'. We have already started to explore public expectations and needs from policing – building on work by Ipsos MORI in examining wider expectations of public service providers.¹² In addition, we intend to establish an Advisory Board to support us in identifying public interest considerations within our programme and priorities.

- 4.3. HMIC is confident about delivering on responsibilities that it has assumed under the new performance framework;¹³ the new landscape must reflect an increasingly complex set of challenges that exemplify the ‘local to global’ reach, from neighbourhood policing to tackling the international terrorist threat. VfM has to be more central to the assessment, which means playing in a more sophisticated type of productivity analysis based on benchmarked, comparative profiles.
- 4.4. As a result, HMIC is pursuing a genuinely Rounded Assessment. It draws upon the balanced scorecard approach, in that it seeks to contextualise both the very different police localities in England and Wales and critical resource availability issues. But the Rounded Assessment resolutely does not offer hiding places for deteriorating or poor performance. The starting point for analysis will be the force’s performance against itself, with a desire to achieve improvement within a framework of prioritisation and productivity.
- 4.5. We envisage that Rounded Assessment will be a public-facing, web-based delivery of performance assessment; the first assessments will be available online in autumn 2009. Underlying this is the ongoing monitoring regime that will deliver HMIC’s commitment to carefully monitor performance that contributes directly to public confidence. Is the risk of being burgled reducing? Will offenders be brought to justice? And so on. All this will be delivered in the context of the public interest (see below).
- 4.6. Rounded Assessments will also be informed by, and will inform, other work that is focused on performance of partnerships, in particular: local strategic partnerships (through comprehensive area assessment); crime and disorder reduction partnerships (through the Home Office public assessment agreement monitoring); and local criminal justice boards (as part of the criminal justice joint programme).

Public interest

- 4.7. The biggest single change in the Inspectorate’s approach to its work will be in the new enhanced focus on the public interest, which now underpins HMIC’s role.
- 4.8. There is still considerable work to be undertaken to define ‘the public interest’ but the current working definition for HMIC is:

“Putting the public experiences and outcomes of policing (risk/confidence/cost) at the heart of HMIC assessments.”

- 4.9. We are currently seeking to further define what this means for us in terms of: programming; inspection; regulatory activity; judgements and grading; and communications. For example, in communications terms, generally speaking it will be in the public interest that HMIC reports and findings are published – to ensure that the public have the best possible understanding of the subject under review. However, it is possible to imagine situations where it might not be in the wider public interest for some findings to be placed in the public domain – for example those related to national security or where risk to the public might actually be increased by publication.
- 4.10. In view of the potential complexities, HMIC does not wish to become the sole arbiter of ‘public interest’ and so, as part of the governance of HMIC’s activity, the introduction of an Advisory Board is proposed, made up of non-executive members from public and private sectors and academia. It will provide independent challenge and advice, and take a role in helping HMIC to determine issues of ‘public interest’ – thus providing a check and balance. It is intended that the Board will be in place by September 2009.
- 4.11. We will also be seeking views from beyond the Board to help us judge on public interest issues, and it is intended that the new website (see below) will provide a genuine opportunity for feedback from the public on their views and concerns.
- 4.12. A further opportunity will arise each year with the publication of the new Chief Inspector’s *State of the Nation* report, which will set out: the key issues and perceived threats; an assessment of the Police Service’s capacity and achievements; and details of relative performance. As part of the selection process, the Chief Inspector was interviewed by the Home Affairs Select Committee (HASC). It is intended that he will report further to HASC in future, as appropriate, and provide it with briefings as requested.

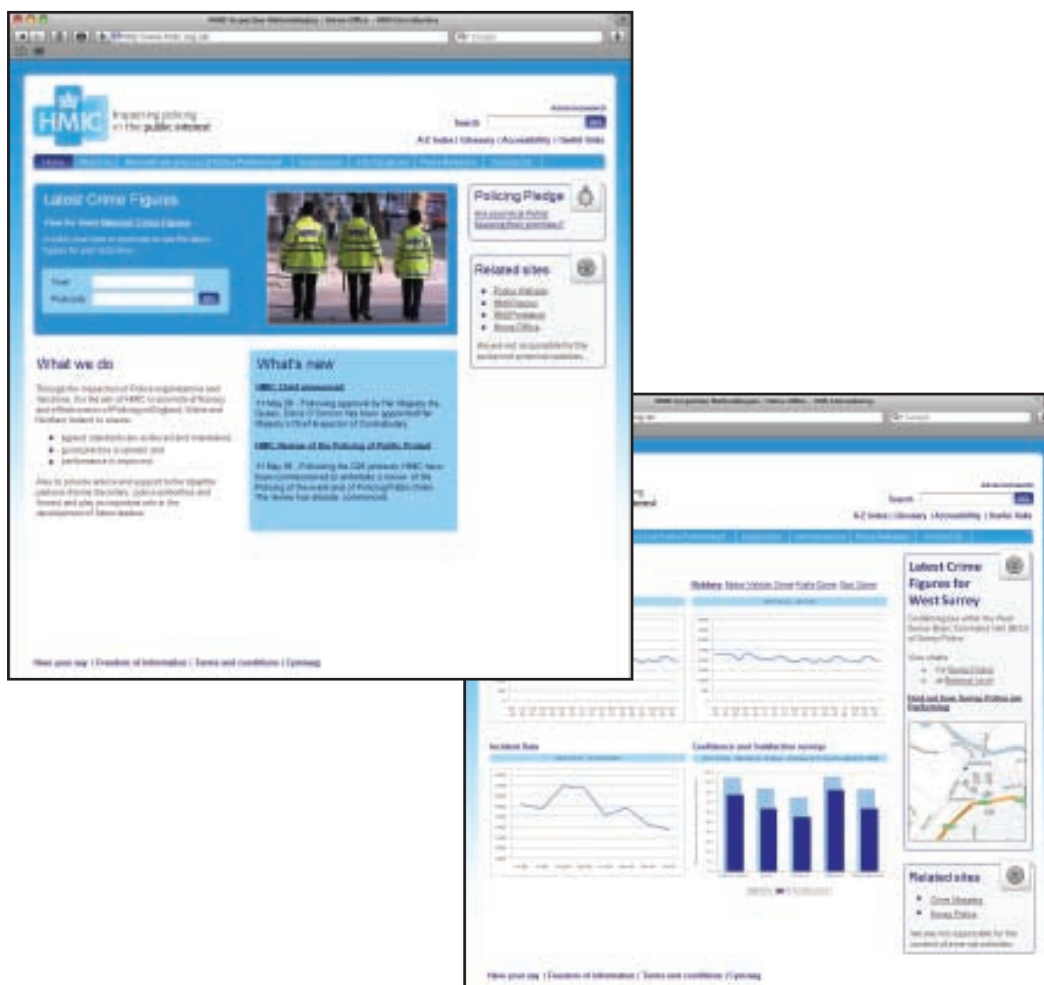
The website

- 4.13. At the core of establishing a better link with the public, and thereby providing greater accessibility to performance data, will be the new website. Research has shown that the coverage and popularity of web-based communication presents a great opportunity to reach a much wider cross-section of the public, and it increases the likelihood of receiving local and specific feedback.

- 4.14. We propose a tiered approach to the presentation of information, reflecting three key audiences beyond the Government, namely:
- **the public** – interested in ‘my locality’, how policing is doing locally in terms of crime and confidence, and what progress is being made;
 - **professional stakeholders** (e.g. policing associations) – focus on a broader range of data, comparative trends and general performance; and
 - **the Police Service** – desiring access to the full depth of statistical and other data.
- 4.15. The headline tier (equivalent to the front page of a newspaper) will comprise the main messages for public consumption, setting out the overall subject area judgement and accompanying narrative. Statistics will be used sparingly, as research shows that a high proportion of the public is neither interested in, nor trusting of, statistics. The second tier – targeted more at professional stakeholders such as senior police and government officials – will present a more detailed account of the evidence underpinning the overall judgement, including relevant data sets. Finally, the third tier consists of a wealth of data and qualitative assessment that will form management information for practitioners – building on that previously available through processes such as the Assessment of Policing and Community Safety.
- 4.16. For Rounded Assessment, the intention is to use a dynamic website, regularly updated, to offer a ‘snapshot in time’ of current performance initially at force level and then at a more local level. It will have links to other sites so that, for example, people can access their local force’s crime mapping website having looked at HMIC’s judgements. We hope to have it in place by summer 2009, starting simply and growing in sophistication and detail.
- 4.17. The design and function of this web-based service will complement and link with other elements of the wider provision of criminal justice information to the public, for example local crime mapping. The final design of the HMIC website is yet to be finalised, as it was subject to public consultation during May and June 2009 to inform the final format and ensure appropriate accessibility and coverage.
- 4.18. A representation of the currently proposed webpages appears at **Figure 2**, overleaf.

Figure 2 – HMIC's proposed website

The below screens show early representations of the proposed website. The final format will have been subject to public consultation.

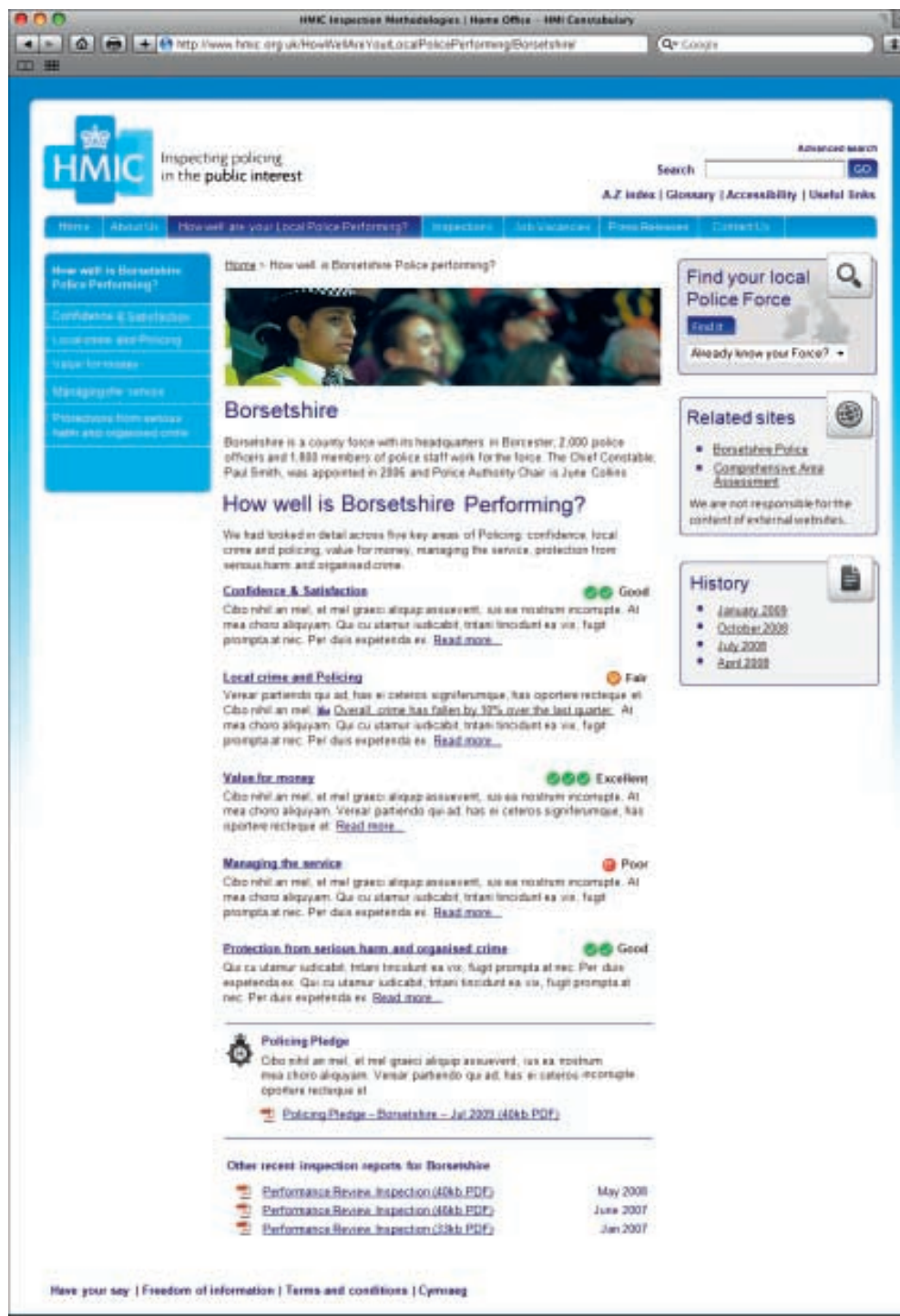


Rounded Assessment

- 4.19. The detailed content of Rounded Assessment will be subject to wide consultation between April and September 2009 and so will be subject to change as a result. However, there are a number of key principles and aspirations that HMIC would wish to see as part of this assessment, and these are reflected in the following description.

- 4.20. The essence of HMIC's approach is to replicate the successful elements of the previous Home Office performance process, but adding value through intelligent use of information about the local context and links to other frameworks, such as Comprehensive Area Assessment (CAA). It will give greater emphasis to the spread of activities from local level through to basic command unit (BCU) level to regional level – and in particular to commitments made within the Policing Pledge.
- 4.21. In addition to monitoring national overall performance from the centre, HMIC will work pre-emptively with forces to ensure that they have the most effective performance management capability. HMIC's 2007 national inspection in this area provided ample evidence that an effective performance management function in a force not only enhances performance results but also reduces organisational and public risk. If HMIC succeeds in this pre-emptive work (in conjunction with NPfA), fewer forces will fall within the scope of central monitoring or intervention because they will have identified and resolved performance issues themselves at an early stage.
- 4.22. Rounded Assessment underpins many of HMIC's new responsibilities. Analysts will maintain a watching brief on the performance of every force, using the five dimensions or domain headings (namely confidence, local crime and policing, protection from serious harm, VfM and managing the organisation), and flag for attention any performance deterioration that is apparently not simply a 'blip'. Discreet investigation, using the intelligence network of HMIC's regionally based staff officers, will seek to identify whether a genuine performance problem exists, which would then be referred to the Policing Performance Steering Group (PPSG) (see paragraph 4.41).
- 4.23. The Rounded Assessment work, especially on issues such as neighbourhood policing and local crime, will inform and be informed by the CAA. The effectiveness of remedial action will signal how robust the police authority is in challenging the force to improve performance. Rounded Assessment will provide intelligence on areas of vulnerability that could lead HMIC to conduct national thematic inspections, and will facilitate fieldwork visits during such inspections.
- 4.24. In autumn 2009, HMIC will publish the first force-by-force judgements. For the public, these judgements will be easily accessed on the new HMIC website (see **Figure 3** overleaf).

Figure 3 – Publication of Rounded Assessment



(Note: the above is a representation of one potential format for Rounded Assessment on the website.)

- 4.25. For forces and authorities, it is not HMIC's intention to present an annual 'set piece' tabulated assessment. Instead, we will expect police authorities and forces to use Rounded Assessment to help in fulfilling their statutory roles of keeping their local public informed of performance. Rounded Assessment will feed into the monitoring process exemplified by the PPSG (see Objective 2), will form the basis of HM Chief Inspector of Constabulary's annual report on the state of policing and will assist regional HM Inspectors to work with forces on performance improvement. Rounded Assessment will also, as noted earlier, inform CAA judgements.

Comprehensive Area Assessment

- 4.26. In parallel to the development of Rounded Assessment, HMIC has contributed to the development of CAA, which reports for the first time in November 2009. CAA looks at how well local partnerships are working together in order to improve the quality of life for local people.¹⁴
- 4.27. HMIC will continue to support CAA and work with the Audit Commission and other inspectorates to scope its requirements and resourcing implications, and to pool relevant performance data and knowledge, to reduce any requirement for additional field work.

Policing Pledge

- 4.28. The Policing Pledge indicates the promises that local forces are making to the public about their responsiveness to local needs. It is a new set of promises from the police on the service that they should provide. Every force has committed to keeping those promises.
- 4.29. Between January and March 2009, HMIC carried out a scoping exercise on forces' plans for implementing the Pledge promises, which resulted in a report in April 2009.¹⁵ Between May and October 2009, every force will be inspected to establish their actual performance in delivering against all the elements of the Policing Pledge.
- 4.30. Individual force reports will be published as they are completed, with a 'thematic findings' report published at the conclusion of this fieldwork. In addition, the findings will be fed into HMIC's Rounded Assessment of forces, and follow-up and additional checks will be integrated into the ongoing inspections of police authorities and VfM.



Key deliverables and milestones – Objective 1

Action/product	Target date
Establish the new HMIC website in basic form	July 2009
Explore further (in conjunction with Ipsos MORI and other sources) public expectations of, and needs from, performance information, and their views on accessibility	April to October 2009
Establish the independent Advisory Board	September 2009
Publish Rounded Assessments with judgements – on all forces	Autumn 2009
Expand and develop public interactivity on the new website – to encourage feedback on content, format and the service provided locally	From July to December 2009
Publish thematic findings from Policing Pledge inspections	December 2009
Publish a 'state of the nation' annual report on policing	April 2010

OBJECTIVE 2:

To monitor policing performance to drive improvement

From April 2009, we will monitor police force performance in real time, identifying outliers in performance for crime and confidence (and from autumn 2009 value for money) and identifying necessary support and/or intervention where problematic performance persists.

Overview

- 4.31. The policing Green Paper heralded a new set of roles and relationships for the key players in the police performance landscape. While the management of police performance rests squarely with chief officers, a number of other agencies have important responsibilities, especially police authorities. As the Green Paper response statement made clear:¹⁶

“As the principal means through which communities will hold their forces to account, police authorities will need to develop their capacity and capability to ensure continuous improvement in the efficiency and effectiveness of their police force.”

- 4.32. The object of this greater emphasis on local accountability is to give the public more chances to drive local priorities, and more information on what is being achieved. To support this, the Green Paper also sought to clarify what had, over recent years, become a rather confusing network of organisational relationships.
- 4.33. As set out previously (in paragraph 2.6), the Home Office has stepped back from its lead role in performance management, focusing instead on setting a strategic national direction. HMIC is now assigned a lead role in monitoring performance overall and tackling instances of under-performance, with an emphasis placed on police authorities shaping effective direction for individual forces and on NPIA providing support where necessary. Underpinning this, the Home Secretary continues to be accountable to Parliament for the funding provided to the Police Service in England and Wales. In this regard, the Home Secretary’s powers are unchanged.
- 4.34. Police performance will be reported to the public through a range of channels, including local crime mapping, public meetings, CAA of local partnerships and, of course, HMIC reports and force-level assessments. At the centre of performance monitoring will be a multi-stakeholder group that advises on aspects of police performance. The group will have representatives from relevant inspectorates, the Police Service and the Home Office, and will continue the work previously undertaken by the PPSG.

HMIC's new role

- 4.35. HMIC welcomes its new core role of inspecting and assessing police performance in the public interest. From autumn 2009, in addition to the localised perspective of Rounded Assessment, a key aspect of this role will involve judgements on comparative performance of forces and police authorities.
- 4.36. Performance monitoring needs to be both rational and strongly evidence-based, and the new version of the PPSG has a vital role to play in helping to shape and inform the approach taken. It is neither feasible nor desirable to undertake all HMIC activities by fieldwork alone, so we are developing a range of desk-top tools to identify variances in performance. These build on the quantitative rigour of iQuanta,¹⁷ allowing us to compare performance between forces and over time.
- 4.37. But HMIC will also consider context and resources, extending the range of information at its disposal so that, by autumn 2009, we can better discern whether a particular force is securing good VfM. The aim is to monitor performance **in the public interest**, taking steps to identify problems and then challenge forces and authorities to rectify them, so that the public are not exposed to avoidable risk or harm and can be assured that policing represents good value for public money.
- 4.38. To achieve this aim, HMIC will analyse a comprehensive suite of performance information, calibrated to highlight 'outliers' (whether good or poor performers) that merit closer scrutiny and possibly inspection.

Ladder of support and intervention

- 4.39. The policing Green Paper sets out a new deal between the Home Office, police forces and police authorities. It offers greater flexibility to deliver what local communities want, in return for a clearer focus on one overall confidence target. Performance monitoring across a range of indicators will be delegated to HMIC, who will make a professional and rounded assessment of force and police authority performance, with NPIA providing support to those forces and police authorities who need it and request it.
- 4.40. The *New Performance Landscape for Crime and Policing* paper, soon to be published by the Home Office, describes the approach in more detail. It refers to a 'ladder of support and intervention', which describes a process for addressing poor performance. This section expands on HMIC's role in that process. It sets out a transparent and agreed process for dealing with poor performance, which has a clear beginning and a clearly defined end.

4.41. HMIC, as the lead inspectorate, will manage the process through the PPSG by: building on the existing approach of monitoring each force's performance using a broad base of national indicators (iQuanta, National Indicators sets etc.); comparing performance as well as trends; and bringing outliers to the PPSG's attention. By contrast with previous practice, however, future PPSG meetings will increasingly do the following:

- **Broaden the base of information** about force performance by reviewing inspection findings, bringing excellent as well as poor performance to the PPSG's attention, so that action can be taken to raise standards across the majority of forces, as well as focusing attention on a few poor performers. And from the autumn, the addition of HMIC's value-for-money profiles will identify opportunities where productivity could be improved.
- **Include a professional assessment** by HMIC of those force and police authorities that have come to the PPSG's attention. The aim is for HMIC's locally based staff to broaden their knowledge of force and police authority capability – through the process of making regular Rounded Assessments – and advise the PPSG of the likelihood of improvement.
- **Identify areas where support will be coordinated** – this will focus on forces and authorities whose internal capability or capacity to improve will require support to deliver. In these cases, HMIC will strongly recommend that these forces and authorities seek support through the NPIA (or other agencies). Those within this group that decline support and are subsequently unable to deliver the required improvements increase the risk of HMIC issuing a Public Interest Letter.

4.42. How this will feed into the 'ladder of support and intervention' is set out in more detail below. There are five stages.

Stage 1. Local monitoring and performance management

4.43. Police authorities are responsible for monitoring performance locally. They have a statutory responsibility to ensure an efficient and effective police force, holding chief constables to account for delivering services that meet local needs and national priorities. This requires forces and authorities to engage with local communities and identify what matters to them. It also requires local performance-management arrangements to be sufficiently robust, using iQuanta information to monitor national priorities and an effective method for monitoring local priorities. Local systems must identify areas of weak performance, especially those that cause most harm to communities, and address them promptly and effectively.

Stage 2. HMIC and PPSG national performance monitoring

4.44. This will be based on banding analysis¹⁸ which will identify outliers for attention. Outliers will result in a request for a professional assessment of the situation by locally based HMIC staff. Banding analysis and the results of this professional assessment will be considered together. Relevant information from others with a local performance interest, such as the Home Office's work with partnerships to deliver national objectives (including Public Service Agreements) and the Audit Commission's CAAs, will also be taken into account.

4.45. Forces will be made aware that they are subject to PPSG interest and may choose, by their own assessment, to seek support from the NPIA, Government Offices for the Regions or others at this stage. Improvement during the three-month period commencing from the date of the PPSG meeting will remove the force and authority from PPSG interest.

Stage 3. HMIC and PPSG involvement

4.46. If there is little evidence of sufficient and sustainable improvement within three months, HMIC will undertake a review to identify whether:

- the force and authority understand the underlying problem(s) and issues;
- the solution to the problem is within the capability of the force or whether it should seek assistance; and
- the force has a coherent plan agreed and monitored by the police authority and key partners, where relevant.

4.47. The results of the review will be reported to the PPSG alongside the above improvement plan, agreed between HMIC and the force and authority. The plan will include key milestones for each quarter, and the period over which the expected improvements are to take place will take into account the risk of harm to the public. The expectation is that problems concerning more serious offences, such as serious violence, will be rectified more quickly than those of a less serious nature. Once HMIC has completed its initial review, it could suggest that NPIA or other agencies provide support. A swift and effective response will be essential.

4.48. HMIC will provide quarterly progress reports to the PPSG and each quarter a decision will be taken on whether a Public Interest Letter should be issued, until the period of the plan has expired.

Stage 4. HMIC issues a Public Interest Letter

4.49. If sufficient improvement is not achieved, a Public Interest Letter will be issued by HMIC and a force and authority will become formally engaged. This letter will be issued to the authority chair and the chief constable, and it will formally specify:

- HMIC's key concerns, which require immediate management attention; and
- the period within which HMIC expects to see improvement. Timescales will be demanding to ensure that decisive and effective action is taken.

4.50. This letter will be published to inform the public in a locale of the concerns and of the expectations as to improvements.

Stage 5. Statutory powers to direct

4.51. Should the agreed period expire without sufficient improvement or change, then HMIC will refer the force and authority to the Home Secretary, who has responsibility to intervene on behalf of the public where there is persistent and/or significant weakness in performance. The Home Secretary will consider invoking statutory powers to direct local action in respect of the authority or the force, or may seek the removal of the chief constable.

4.52. HMIC's value within this overall landscape is that it does not just monitor performance but places that performance within the professional context, engages promptly with chief officers and police authorities to ensure that remedial action is instigated, and then follows through to check that the situation has improved. In the new regime, this will be supplemented by initiating support from NPIA, where appropriate, and generating timely and decisive interventions, always seeking a constructive way forward.

Key deliverables and milestones – Objective 2

Action/product	Target date
HMIC to take over the chair of the PPSG and establish the live monitoring of police performance	From April 2009
Take any immediate or urgent action in response to performance monitoring	From April 2009
Carry out consultation with PPSG members and key stakeholders to inform establishment of the PPSG monitoring processes and thresholds for concern and/or action	April to July 2009
Establish the new PPSG process in full to underpin the 'ladder of support and intervention'	July 2009
Establish a protocol with NPIA to ensure good working arrangements and exchange of information	July 2009
Add VfM profiles to the performance data that underpins live monitoring	October 2009

OBJECTIVE 3:

To enhance local accountability

We will reinforce local accountability by making value-for-money (VfM) profiles available to forces and authorities from autumn 2009, so that they can review costs and overheads to obtain value for the public. We will deliver a programme of inspections of police authorities from September 2009 – and publish thematic findings in February 2010; inspections of VfM from spring 2010; and a thematic inspection, ‘Working for the Public’, commencing in September 2010.

Overview

- 4.53. Local accountability is a significant theme within each of the major reports and reviews that form the context for this plan. To allow the public to hold police forces and authorities to account, it is vital that they are in possession of the relevant information and that they can have confidence that any assessment of local performance is impartial and up to date.
- 4.54. The web-based Rounded Assessment (described previously) will provide from the outset much of the performance information that the public will need but there are key additional data sets that will be important in this regard, in particular those relating to VfM. We will be providing such data publicly, for the first time in policing, from autumn 2009.
- 4.55. We will supplement these new data sets with direct evidence gained from focused inspection of aspects of policing that have the greatest influence on achieving value for the public. We will be inspecting VfM within forces specifically from spring 2010 but we are already applying the principles to the imminent programme of authority inspections, and VfM will feature as a significant element of a thematic scrutiny of how forces and authorities maximise the productivity of their workforce.

Value for money

- 4.56. VfM and productivity in policing are key aspects of effective service delivery, in particular in the current wider financial context, and so they provide a core element of local accountability. Building on the methodology deployed in 2008 to examine strategic resource leverage in the Metropolitan Police Service, HMIC intends to establish a database of relevant metrics that will underpin a programme of scrutiny of police force VfM performance.

- 4.57. The aim is to have the data in place by autumn 2009 and make the resultant VfM profiles available to forces and authorities. These profiles will support a risk-assessed programme of inspections that will commence from spring 2010, which will also draw on the already available Audit Commission data, collected as part of its routine Police Use of Resources Evaluation (PURE). In examining these elements of VfM we will also take account of leadership behaviours and organisational culture. VfM data and inspection findings will also form a core aspect of HMIC's Rounded Assessments of police forces and, in due course, of authorities.

Police authority inspections

- 4.58. Police authorities are key in providing appropriate and consistent challenge to their respective police forces to deliver better results and improved services to the public. It is therefore important for authorities themselves to be subject to scrutiny and challenge, and so from September 2009 so all police authorities will be subject to inspection across the full range of their activities, by HMIC working jointly with the Audit Commission.
- 4.59. HMIC and the Audit Commission have jointly developed an inspection methodology that will focus on authorities':
- strategic ambition and governance;
 - management of resources and alignment to priorities;
 - scrutiny of police force performance; and
 - partnership working.
- 4.60. Pilot inspections have been used to inform the methodology to be used, and a full programme of inspection of all 43 police authorities in England and Wales will take place over an 18-month period, commencing in September 2009. These inspections will utilise joint teams consisting of members from HMIC and the Audit Commission, with authority members as peer assessors. The period from May to August 2009 will be used to undertake consultation and then train those who will be involved in the inspection teams.
- 4.61. Each inspection will be subject to a separate public report and, in addition, any emerging themes, lessons or good practice from the early inspections will also be published as a thematic report, scheduled for February 2010.

‘Working for the Public’ thematic inspection

- 4.62. HMIC will carry out a major thematic inspection of workforce productivity during 2010, to test whether the police workforce is led, organised and developed to be productive in working for the public. The title of this inspection will be *Working for the Public* and it will focus on:
- better customer service;
 - listening to frontline staff;
 - meeting equality standards;
 - good resource deployment;
 - effective workforce mix; and
 - the importance of frontline supervision.
- 4.63. It will examine whether police authorities and forces have made progress in these key areas, including the work of the police authority in providing strategic challenge to the chief officer teams and holding them to account for driving change and improvement.
- 4.64. The above examination will help to quality-assure the processes and process outcomes. This inspection will, however, have its primary focus on the workforce ‘productivity’, in terms of outcomes for the public, and seek to answer the key question – is the public getting a good deal from investing in the police workforce? Authorities and forces will be expected to demonstrate that they know what best practice consists of, what is required to deliver this, and that they have a clear strategy and plan for achieving it.
- 4.65. During 2009, HMIC will be designing the methodology for this major inspection, working in collaboration with all key stakeholders (including the public) to ensure that appropriate and challenging standards are adopted against which progress and achievement can be judged.

Key deliverables and milestones – Objective 3

Action/product	Target date
Consult and train inspection teams for police authority inspections	May to August 2009
Make VfM profiles available to all forces and authorities	Autumn 2009
Deliver a programme of police authority inspections in collaboration with the Audit Commission – publishing individual reports	From September 2009 to December 2010
Publish an ‘emerging findings’ report on police authority inspections	From spring 2010
Deliver a risk-assessed programme of VfM inspections of forces	From spring 2010
Design a thematic inspection of workforce productivity – including a consultation process	From April 2009 to spring 2010
Deliver the ‘Working for the Public’ thematic inspection	Commencing from September 2010

OBJECTIVE 4:

To improve police capability, capacity and resilience

We will encourage collaboration beyond force boundaries by monitoring how services react to emerging data on costs and risks and how they react to arrangements made to provide support and address protective services.

We will also scrutinise the contributions of law enforcement agencies and continue to engage with other inspectorates to examine cross-cutting issues.

Overview

- 4.66. In the wake of the publication of HMIC's report *Closing the Gap*¹⁹ (September 2005) and the subsequent national debate on strategic force mergers, all forces and authorities were challenged to work more collaboratively – both in the areas of protective services²⁰ and more widely in support functions.
- 4.67. The identified gap in the delivery of protective services has remained a core focus for inspection and this emphasis is unlikely to diminish in the coming years – although the majority of the individual services have now been subject to at least one significant programme of inspection, which allows a more targeted focus going forward.
- 4.68. HMIC also has an established remit to scrutinise police forces and law enforcement agencies beyond the 43 county and metropolitan forces in England and Wales – some under statutory duty and others by invitation. We will make the most effective use of our resources in maintaining this overview – reserving inspection for where it adds most value.

Collaboration

- 4.69. During 2008/09, HMIC led work commissioned by the Police Minister and National Policing Board to examine collaboration – focusing on the issues of subsidiarity (delivering services at the most local level – i.e. at force level unless a more efficient or effective service can be delivered either regionally or nationally) and develop an 'informed choice' model (a framework for supporting a strategy to strengthen collaborative services in a landscape of 43 independent authorities and forces) for identification of appropriate delivery mechanisms. This work found that currently collaborative activity is developing organically, and 720 arrangements were mapped, accounting for 9.5% of the total cost of policing. To fully realise the potential benefits of improved cost and risk management, it is clear that the sector needs to develop a more coordinated collective enterprise culture.

- 4.70. HMIC reported to the National Policing Board in March 2009 that proposed a new infrastructure (including a 'collaboration hub'), that would inform and assist decision making, and highlighted some issues of cost and risk associated with early candidate areas for consideration. The findings within this report were accepted and are being taken forward via the Home Office and NPIA.
- 4.71. During 2009–11, HMIC is likely to be asked to examine a range of collaborative initiatives to assess their effectiveness in addressing all or part of the previously identified gap in the delivery of protective services. This work will be informed by the previous activity in the identification of appropriate delivery mechanisms, and will continue to be progressed in collaboration with key stakeholder groups.

Protective services

- 4.72. The protective services, including counter-terrorism (CT), have remained a core focus for HMIC and this will continue to be the case throughout 2009–11. As regards CT, HMIC has already examined several strands of the national CT strategy – and elements of 'Prevent' and 'Protect' as the focus for projected inspection in 2010/11 (see paragraphs 4.93–4.95 for details).
- 4.73. On protective services more widely, HMIC has now inspected all of the relevant services at least once (except strategic roads policing) and in 2008/09 also examined and assessed every force's protective services implementation plan – reporting the findings in February 2009.²¹ HMIC is now working with the Police Service to identify a number of key standards that in themselves are indicative of the broad capability. They will form an appropriate, but more limited, basis for judging the ongoing performance of forces in respect of protective services. Further individual force inspections will then be targeted through risk assessment.



- 4.74. The previously planned thematic inspection of strategic roads policing has been deferred for further consideration in autumn 2009, together with follow-up inspection of professional standards and information management – which is a force-level strategic service that closely supports the protective services.

Wider law enforcement scrutiny

- 4.75. The bulk of HMIC's core programme is focused upon the 43 geographical police forces of England and Wales. However, HMIC has a statutory and/or traditional role in the inspection of a number of other police forces and organisations, including:

- Serious Organised Crime Agency (SOCA);
- HM Revenue and Customs (HMRC) – enforcement aspects;
- Police Service of Northern Ireland (PSNI);
- British Transport Police (BTP);
- Ministry of Defence Police and Guarding Agency (MDPGA);
- Civil Nuclear Constabulary (CNC); and
- island forces (Jersey, Guernsey, Cyprus, Isle of Man and Gibraltar).

- 4.76. In respect of SOCA, HMRC, PSNI and BTP, bespoke inspection programmes are negotiated at agreed points throughout the year – based on risk-assessed need and resource availability. In the case of the MDPGA, CNC and island forces, between April and July 2009 HMIC will review the future requirement for continued inclusion in its inspection programme.

Criminal justice joint inspection

- 4.77. HMIC has a long history of engaging in joint inspection activity with HM Crown Prosecution Service Inspectorate, HM Inspectorate of Court Administration, HM Inspectorate of Probation and HM Inspectorate of Prisons. Since the Police and Justice Act 2006, this cooperative joint working has been subject to statutory provisions and the joint inspection programme is subject to its own statutory consultation process.

4.78. Most of the criminal justice joint inspections are traditional one-off thematics, examining cross-cutting issues such as statutory charging and handling sex offender cases. The joint inspection programme for 2009–11 is set out in the criminal justice joint business plan.²² The main work streams involving HMIC will be joint inspection of:



- police custody conditions;
- crime prevention in youth offending;
- asset recovery; and
- bail management.

4.79. During 2009/10, in addition to the contribution to assessment under CAA of local partnerships, there may be direct joint performance scrutiny of crime and disorder reduction partnerships. It is also likely that HMIC's contribution to the joint review of safeguarding of children – which is carried out on a three-year cycle – may need to be more substantive than previously anticipated, in light of the recommendations from the report of Lord Laming.²³

Key deliverables and milestones – Objective 4

Action/product	Target date
Follow-up to subsidiarity – review of initiatives	After March 2010
Re-consider thematic inspections of strategic roads policing, professional standards and information management	For programme in 2010/11
Review continued inspection approach to MDPGA, CNC and island forces	By July 2009

OBJECTIVE 5:

To identify and address public risk and vulnerability

We will develop a methodology in order to make the best use of data and other mechanisms to identify risk and vulnerability to the public. We will also supplement the risk assessment with a timely, focused sampling process to test findings. This will be applied to a thematic inspection of the handling of rape cases in spring 2010 and in identifying candidates for thematic inspection thereafter.

Overview

4.80. The risks associated with policing are many, but for the purposes of this objective they fall into three categories:

- risk to the public;
- risk to performance; and
- risk to reputation.

4.81. The risk to the public is essentially associated with whether they receive the appropriate level of service and/or protection from the police or partner agencies. Although this has come to the fore after specific – usually high-profile and tragic – cases, currently processes for predicting and avoiding such risks are less in evidence.

4.82. Although each has a potentially significant external impact, risks to performance and reputation are largely inward-facing issues that have been part of the focus for forces, authorities and HMIC over a considerable period. They are subjected to a number of established checks and balances, including the national performance monitoring – as set out earlier in this plan.

4.83. Even within individual forces, where it should be possible to take an overview of such risks, Risk Assessment tends to be focused quite narrowly on specific issues – for example risk of burglary. There is a danger that this approach can result in a ‘silo approach’ to risk – where each is confined and overall, cumulative risk is not identified.

4.84. Similarly, it is important for individual agencies to avoid silo-based approaches in issues of mutual concern – for example child protection – where partnership working can address overall risk more corporately and effectively; accepting this fact can sometimes be difficult for agencies.

Risk analysis

- 4.85. HMIC will work to establish a risk-analysis process in order to address this public risk issue and will challenge forces and authorities to be proactive in reducing or avoiding risks as they are identified. The process will be based on diagnostic methods that include structured and ongoing environmental scanning; trend data analysis; and openness to receipt of risk concerns or referrals from third parties – such as partner agencies, stakeholder groups or even direct from the public.
- 4.86. The environmental scanning will involve analysis and research by centralised teams within HMIC and the intelligence-gathering activities of our regionally based staff. The trend data analysis will be informed by, and closely aligned with, the work on Rounded Assessment.
- 4.87. We will encourage third-party referrals via a number of routes, including the established forums for joint agency and inspectorate working. In addition, we intend that the public will have opportunities via our new interactive website, and through other communications channels still under development (including a ‘help-desk’ facility), to raise their concerns. Key stakeholders will still be able to flag issues with us and request scrutiny or a review on issues of pressing public concern.

Thematics and commissions

The processes

- 4.88. The key to making best use of this risk-analysis process is to have the capacity to respond quickly and with flexibility to either third-party requests/concerns or to areas of risk emerging from the analysis process. HMIC addresses this by allocating a proportion of the overall budget to fund thematic inspections and in-year commissions. Also, some requests for such reviews or inspections are accompanied by additional funding.
- 4.89. The Home Secretary has a statutory route for commissioning inspection activity but, in addition, requests or proposals for inspection can come from partner inspectorates, national organisations – such as ACPO – or from individual organisations or forces.
- 4.90. The capacity to accept any such commissions is in part related to the resourcing but also to the expertise available in what are often very specialist subject areas. The flexibility in our future approach will be achieved by making good use of the funding available to bring in appropriately skilled individuals for time-limited periods to deliver specific work streams.

- 4.91. The final decisions on inclusion or exclusion of particular work streams are made at HMIC board level, on recommendation from the operational business groups. Each bid is subject to a structured risk analysis and business planning process and is considered in light of competing demands and in regard to the implications on other work strands. In addition, in future we expect to use the Advisory Board to test our approach on proposed thematics, to see if it passes the 'public interest test'.



Inspections in 2009–11

- 4.92. A number of thematic inspections or reviews are already established within the programme, either as a result of wider risk analysis or having been the subject of commission. We have agreed to commence a thematic inspection on the handling of rape cases in spring 2010 – following a request from the Home Secretary – and we will undertake a short-notice review of public order policing tactics in the Metropolitan Police Service (MPS) (as requested by the Commissioner of the MPS in the wake of events at the G-20 summit in London in April 2009).
- 4.93. In addition, as part of the CT programme, in June and July 2009 HMIC will undertake a thematic inspection of the Police Service response to the 'Protect' strand: 'strengthening our defences against terrorism'. The intention is to identify effective practice in the policing arrangements at sites that are critical to the infrastructure of the UK.

- 4.94. The scope for this inspection will include: governance, accountability and risk management; the processes and policies for determining an appropriate policing response to the threat from terrorism; the effectiveness of partnership structures and relationships; and the arrangements for sharing information and intelligence with site operators and other partners.
- 4.95. It is anticipated that a further thematic inspection of CT issues will be undertaken in 2010/11.

Key deliverables and milestones – Objective 5

Action/product	Target date
Establish risk assessment and diagnostic process	Autumn 2009
Establish process for consideration of bids for in-year thematics or commissions	July 2009
Inspection of CT critical national infrastructure	June and July 2009
Review public order tactics in MPS – interim report – final report	July 2009 October 2009
Thematic inspection of handling of rape cases	Spring 2010
CT – further thematic inspection	After March 2010

OBJECTIVE 6:

To achieve organisational change

We will develop and transform our infrastructure and workforce to support and deliver the programme in the most cost-effective way. By March 2010, the proportion of staff who are not serving police officers will be increased to 70%.

Overview

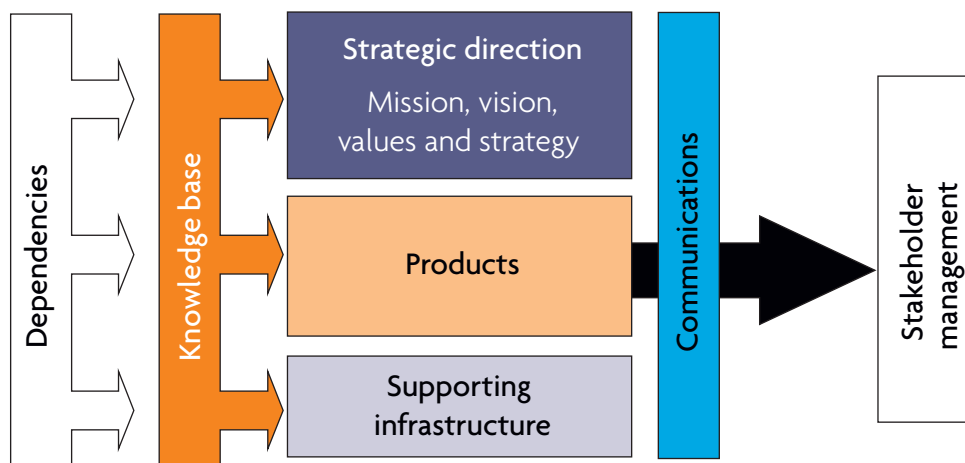
- 4.96. During 2008/09, HMIC undertook a major review of its structures and staffing, as part of re-shaping the business to meet operational requirements as it moved to a more centralised, risk-based inspection model. In addition, the changes made were designed to meet the financial imperatives for achieving efficiency gains, to further support the inspection programme.
- 4.97. The changes planned included: mainstreaming of some specialisms; a reduction in the proportion of relatively long-term seconded staff (2–3 year secondments) to achieve shorter and more focused attachments; and consolidation of the estate, to reduce the geographic footprint and achieve some economies of scale in support services.
- 4.98. With the publication of the policing Green Paper and subsequent Government response, there is further need to address both structures and the staff skills-base, to better meet both the enhanced requirements of the programme and the additional implications of taking over assessment of police performance.
- 4.99. In addition, at a time of major change – with the retirement of the then-Chief Inspector Sir Ronnie Flanagan in November 2008, the move of HM Inspector Denis O'Connor to Chief and the retirement of another HM Inspector in March 2009 – HMIC is focusing closely on the resilience of senior managers and the opportunity to restructure the top team to best deliver on the new remit.
- 4.100. Programme preparation and planning is a major part of the work of all HMIC senior managers in the normal course of events. However, in 2009/10, there will be the added challenge of designing and implementing a major change programme while still delivering 'business as usual' – which itself is subject to major development.

- 4.101. If the Inspectorate is to deliver against all the expectations of the new regime, the organisational structure and the staffing profile will need significant attention. The operating model will need to change to reflect the public-facing and public-focused nature of the new regime, and the skills set contained within our staff will need to be expanded to embrace the broader range of expertise that will be required to deliver aspects such as VfM and productivity judgements.

Infrastructure

- 4.102. In considering the change requirements and the new focus of expectations of the inspectorate, HMIC has adopted a new operating model, as set out in Figure 4 below.

Figure 4 – New operating model for HMIC



- 4.103. At the heart of the model are the products – the inspection work streams, assessments and other reports and activities set out in more detail elsewhere in this plan. However, the model recognises the critical importance of the strategic direction, knowledge-base and supporting infrastructure in delivery of those products to a high standard. However, in the more public-facing HMIC, the importance of communications cannot be overstated and this must be considered as a two-way conversation – in particular with the new public audience.

- 4.104. The Inspectorate has previously maintained a relatively low public profile, with the main focus being on conveying findings to the Police Service, to encourage professional improvements. In the future, HMIC will be looking to convey its findings in an accessible format to a wider range of key stakeholder groups, namely: the public; professional stakeholder groups (e.g. the Home Office, staff associations, NPIA); and the Police Service (forces and authorities). We will also be seeking feedback from the same range of stakeholders – especially from the public.
- 4.105. In addition, we are building elements into our functions and internal structures that are designed to support and encourage the new operating model and deliver against the key objectives. These include:
- more effective project management and programme management disciplines so that the wide range of projects are delivered as planned;
 - a new communication model that uses the appropriate media to communicate with both staff and the public;
 - cultivating a learning organisation that adapts and improves, continuously securing VfM savings;
 - formalising governance processes with the Home Office, ensuring that all requirements are met with HMIC independence retained; and
 - working with stakeholders and staff to understand the new landscape and the roles that each person will play within it.

Workforce mix

- 4.106. An absolutely critical aspect of the new regime will be how we adapt and amend our workforce to ensure that we have the requisite mix of skills and expertise to deliver our products (while being flexible and agile in moving such skills in and out of the organisation and while also retaining a core of permanent staff for stability and for development for future needs).
- 4.107. The greater centralisation of inspection management and delivery will allow more targeted recruitment for shorter periods. We will look to become more effective at predicting future requirements, recruiting in time for training and deployment – for just as long as is required to deliver the relevant report or product.

- 4.108. This approach has already produced a change in the proportion of staff who are not serving police officers (therefore neither loaned nor seconded direct to HMIC from police forces). In 2008, 59.2% (77 of 130) of all HMIC staff were not serving police officers; it is projected that by March 2010, with increased broadening of the skills-base required to deliver the new programme, this proportion will have increased to 69.3% (113 of 163).
- 4.109. In addition, we will be looking to take advantage of the introduction of non-executive board members – independent advisors – and utilise very short-term contracts to access any specialised knowledge or skills that are required for specific products and reports.

Programme management and tasking

- 4.110. To embed a more structured performance management approach within HMIC, we have set the standard from the top. The entire senior management team will be receiving programme management training and will subsequently be equipped to take on the ‘senior responsible owner’ (SRO) role in delivering individual work streams.
- 4.111. In addition, the business meetings have been restructured to embed a formalised tasking and coordinating process – based on the principles of the National Intelligence Model used in police forces – and to encourage decision making at the lowest appropriate level in the organisation. This will ensure that the top team concentrates on the strategic issues within the change and delivery programmes.

Change management

- 4.112. At the practical level, the new remit requires the addition of significant skill sets, in particular around data analysis (to support Rounded Assessment, performance and risk profiling, and environmental scanning) and around communications and marketing (to establish the external-facing elements of the new regime).
- 4.113. With such significant restructuring and the addition of new elements, HMIC has established a dedicated change management team to programme manage the transition period, which includes the design and implementation of a workforce planning model.

Key deliverables and milestones – Objective 6

Action/product	Target date
Train all senior managers in programme management and as SROs	May 2009
Develop a communications model, including a media function	June 2009
Establish a new business meeting and planning structure	June 2009
Establish analytical capacity	September 2009
Implement a workforce planning model	December 2009
Achieve a 70% proportion of the workforce who are not serving police officers	March 2010

5. OUR RESOURCES

Overview

- 5.1. The main resource available to HMIC is our people. We rely on our inspectors and staff to deliver inspections and assessments, and so 76.8% of our budget relates to staff employment costs. We have a mix of staff; some are permanently employed, some are on short-term contracts or attachments and others are seconded directly from police forces or other agencies. The mix changes with the requirements of our programmes but, as a snapshot, the table below (**Figure 5**) sets out the actual and projected proportions of serving police officers, ex-police officers and those from a non-police background.

Figure 5 – Staff structure

Date	Police officers	Ex-police officers	Non-police background	Total
August 2008	53 (40.8%)	17 (13.1%)	60 (46.1%)	130
April 2009	53 (38.0%)	16 (11.5%)	70 (50.5%)	139
March 2010 (projected)	50 (30.7%)	16 (9.8%)	97 (59.5%)	163

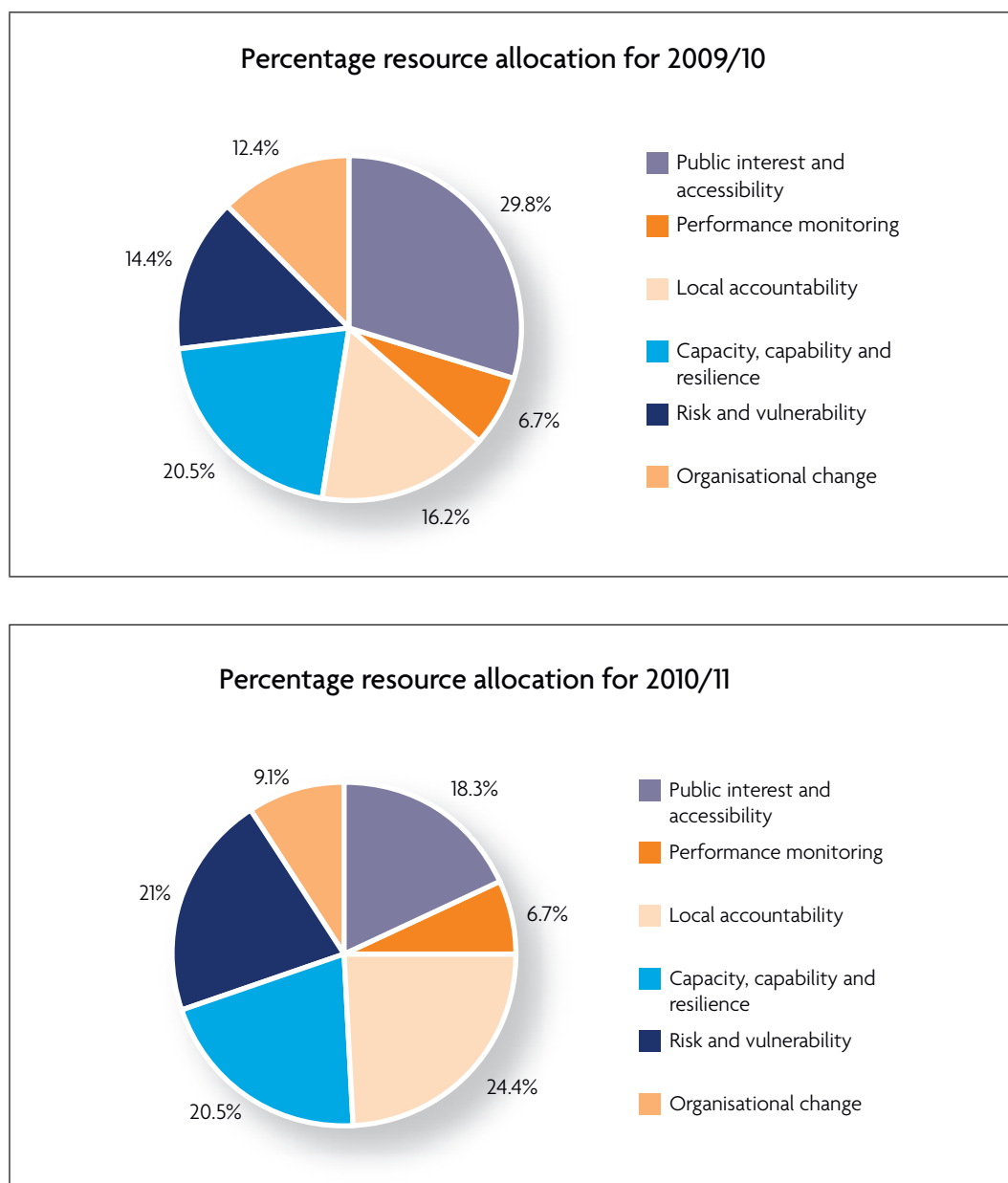
- 5.2. As reflected in chapter 4, the proportions of staff from police forces and from non-police backgrounds are changing significantly to reflect the wider remit and the different skill sets required for the new work streams.

Budget

- 5.3. To reflect the enhanced programme of work and increased expectations of HMIC, the budgets for 2009/10 and 2010/11 have been increased from £11.044 million to £15.044 million in each year. For this increase, HMIC will be expected to deliver the challenging programme of new work and establish new capabilities – in particular in respect of analysis and external communications but also in delivering the major programme of police authority, VfM and Policing Pledge inspections. The resource plan for 2009/10 and 2010/11 is attached as **Annex D**.

- 5.4. It will be noted that in both years' allocations, the cumulative total resource allocated to the three major public-facing elements (public interest, local accountability and tackling risk) accounts for almost two-thirds of the total budget. The focus on capacity, capability and resilience of forces and authorities accounts for a further 20% of our resources in each year.
- 5.5. The overall percentages of HMIC's resources allocated to the main activities in 2009/10 and 2010/11 are displayed in the charts at **Figure 6**, below.

Figure 6 – HMIC resource allocations 2009–11



Value-for-money plan 2009–11

- 5.6. Despite being consistently shown as the most cost-effective of the comparable inspectorates, HMIC also seeks to continuously improve internal efficiency and the *Strategic Business Plan for 2008/09* included for the first time a published Vfm plan.²⁴
- 5.7. The Vfm plan pre-dated the major changes outlined in this plan and set out savings that the inspectorate would make over the three years of the Comprehensive Spending Review, 2008–2011. These included restructuring of the regional office geographical footprint, mainstreaming the work of the personnel, training and diversity team and ensuring a different mix of police and non-police staff within the workforce.
- 5.8. Although the national landscape changes have altered some of the planning assumptions, proposed savings in respect of streamlining and mainstreaming of the HR and training team have been realised. The major part of the consolidation of bases (including the restructuring of the regional office geographical footprint) will go ahead in January 2010 – only a few months behind the original schedule – and the review of staffing structures will allow the remaining staff savings to be realised in the current year.
- 5.9. HMIC continues to progress some key savings and plans to deliver 8% efficiency gains in both 2009/10 and 2010/11. As agreed with the Home Office, these resources will be reinvested in the delivery of inspection and assessment activity.

Annex A

OUR ACHIEVEMENTS IN 2008/09

Focus on local policing

- A1.1. We continued to support the **Neighbourhood Policing Programme**, publishing an inspection report in November 2008²⁵ that recognised just how much had been achieved by the Police Service. This included the establishment of 3,600 neighbourhood policing teams, 16,000 police community support officers and 13,000 police constables and sergeants dedicated to neighbourhood policing, providing a named police contact in every neighbourhood area across England and Wales. However, we highlighted our concern that improvements in public confidence appeared to be relatively modest, despite this progress.
- A1.2. We made a commitment to revisit this area of policing in the future to assess the Police Service's development, and we made a number of recommendations including: seeking to achieve more consistency and clarity on the role of police community support officer; that chief officers ensure that neighbourhood engagement activity is flexible and adaptable locally; the development of national guidance on defining community engagement; a review of the national guidance on best practice in collecting community intelligence; and that police forces review contact mechanisms for the Neighbourhood Policing Programme.
- A1.3. We recognised the importance of '**leading from the frontline**' and the role of frontline sergeant as being critical to public reassurance and safety, making a fundamental difference to the quality of service experienced by local people in their own communities.
- A1.4. In June 2008 we published our report *Leading from the frontline*²⁶ that identified and made available to the service good practice, inspirational examples, and a number of recommendations and options that could be implemented immediately in order to make improvements in this area. This included recommendations for: a national standard of police leadership; regular force reviews; useable management information systems; giving frontline sergeants a strong voice in contributing towards improving structures, systems and processes; and that all forces conduct an immediate 'snapshot' review.

Capability and resilience beyond force level

- A1.5. We have since concluded an **inspection of critical incidents, civil contingencies and public order**, part of which followed up on key recommendations in the *Leading from the frontline* report relating to training and support for sergeants. We found widespread use of the ACPO definition of critical incidents and policies based on it to direct the policing response, highlighting that we have been instrumental in raising the profile of the need to manage critical incidents properly.
- A1.6. We also found that there was training taking place to assist in critical incidents – a significant improvement. We have also supported ACPO with the critical incidents working group, and NPIA with their review of the protective service standards for critical incidents.
- A1.7. We have been involved in delivering **police-specific business continuity workshops** across the country during 2008 in association with the Cabinet Office and the ACPO working group. This represented a significant opportunity to review forces' work towards achieving compliance with the Civil Contingencies Act 2004 and to engage with the Cabinet Office as key stakeholders to this piece of legislation.
- A1.8. We followed up the Government's investment in SOCA with a **review of the threat posed by serious organised crime**. Completed in April 2009, this piece of work was drawn together from three strands: the scale and distribution of the threat, the national capability and the capability of individual forces. We concluded that the overall national response was impaired by the lack of a unifying strategic direction, inadequate covert capacity and underinvestment in intelligence gathering, analysis and proactive capability.
- A1.9. We made a number of recommendations to help bring about improvements, including national collaboration, targeted support for individual forces, development of consistent professional advice and performance management of serious organised crime.

Examining risk

- A1.10. At the national level, HMIC has an ongoing programme to inspect the Police Service in regard to the component elements of the Government's CONTEST counter-terrorism strategy.²⁷

- A1.11. Between May and July 2008, working with the Audit Commission, we undertook a joint study to explore the progress by councils and police partners in developing programmes to deliver the 'Prevent' strand of CONTEST – “preventing people becoming terrorists or supporting violent extremism”. This was not an inspection of the 15 BCUs or 14 councils visited but an examination of ‘what works, what doesn’t and what looks promising’ – focused on partnership initiatives, including those funded by the Preventing Violent Extremism Pathfinder Fund.
- A1.12. The final report was launched at the Local Government Association Conference on 7 November 2008 and identified key learning points for the Police Service, local partners and the Government to develop the approach to 'Prevent', including the rationale for the strategic approach, information sharing, partnership working and assessing success.
- A1.13. The examination of CONTEST elements will be continued into 2009–11, concentrating on the critical national infrastructure for counter-terrorism (see Objective 5).
- A1.14. In another important area of risk, we were members of the joint inspectorate team that responded to the tragic case of 'Baby P' in conducting a **review of children's services** within Haringey, London, in 2008/09. In addition, and in support of the MPS, we examined a range of previous serious case reviews across London and identified a number of **key issues for the Police Service**, including recognition that risk can never be eliminated, that it is incumbent upon the service to ensure that all reasonable steps are taken to equip staff with the knowledge and experience to meet responsibilities in identifying, assessing and managing risk in a way that protects children from risk of serious harm.
- A1.15. As a direct result of our work and these findings, we highlighted the need to ensure that the lessons learned from all serious case reviews are disseminated and acted on nationally (where appropriate) as well as locally. This work is now being progressed by ACPO and should support more coordinated and, therefore, more effective learning across the service.
- A1.16. We conducted **joint inspections of police custody suites** – working with HM Inspectorate of Prisons – in eight areas (three MPS boroughs and five provincial forces). These inspections examine the conditions within which detainees are kept, their healthcare provision and rights afforded to them. Preparatory work includes speaking to previous detainees and consulting the independent custody visitors locally.

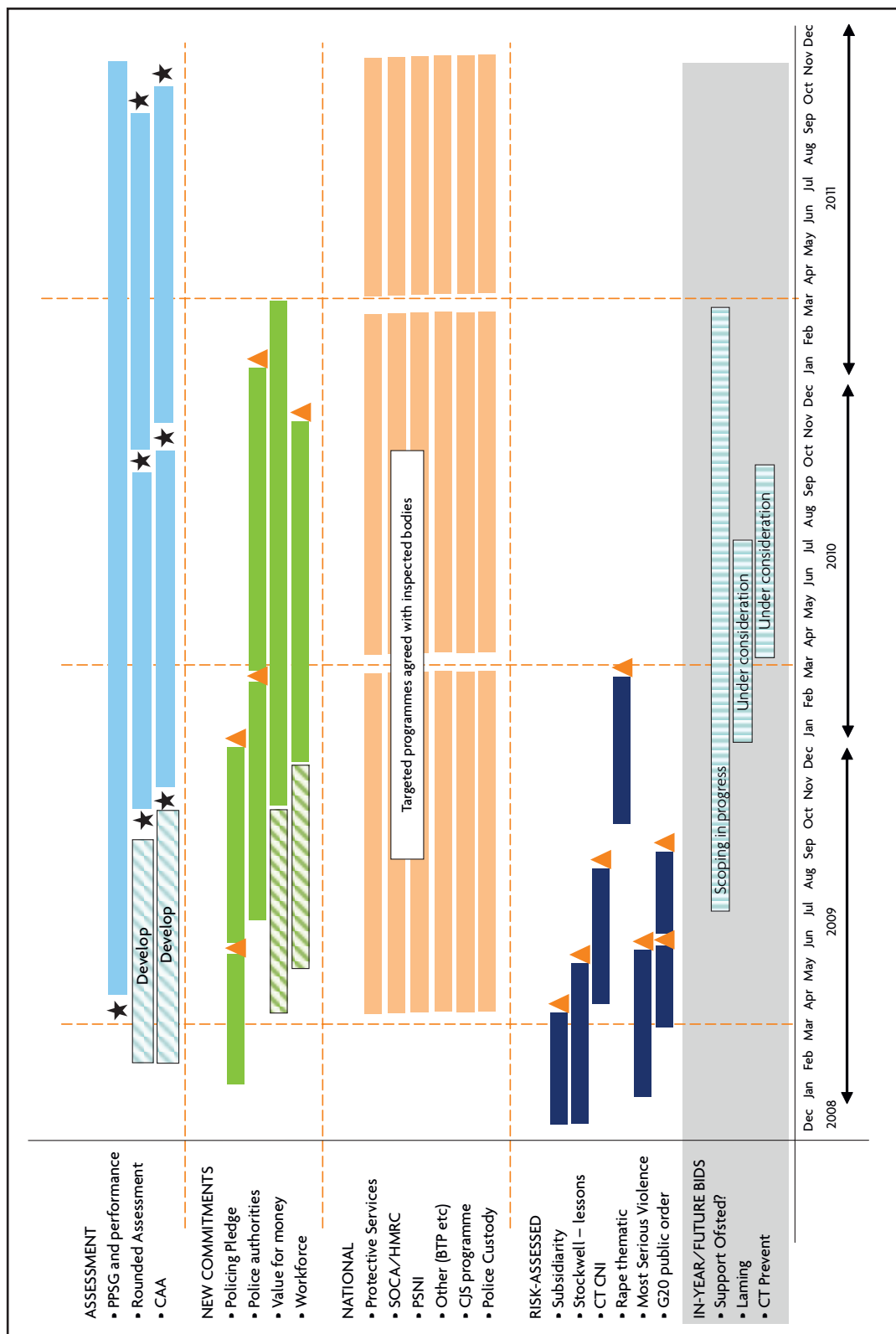
- A1.17. All eight inspections in 2008/09 were pre-announced but the enhanced programme in 2009/10 will be a mixture of announced and unannounced – a memorandum of understanding has been agreed with ACPO and the Association of Police Authorities to ensure that these will be delivered in the areas selected.

Resource leverage

- A1.18. In July 2008 HMIC published an inspection report of the MPS.²⁸ This report provided a strategic framework for a new approach to inspection in the Police Service, which focuses on the use of business intelligence to drive strategic resource leverage through improved productivity, and to deliver a step change in VfM across policing.
- A1.19. The report used available information for benchmarking.²⁹ It noted examples of transformation and re-engineering of business systems that are working or are under construction in the MPS, but it also noted that there remained opportunities to develop a corporate-wide strategic approach to resource leverage. For example, it focussed top management on costs that seem to be significantly different from other police forces or from other private sector organisations running similar functions.
- A1.20. The inspection was completed with support from the Audit Commission and produced alongside the PURE assessment. The report has been circulated to all police authorities and police forces as it will have a significant impact on future inspections, especially the new inspections of police authorities and VfM, as set out elsewhere in this business plan.

Annex B

PROJECTED PROGRAMME FOR 2009–11



Annex C

DELIVERABLES AND MILESTONES – CONSOLIDATED LIST

Ref.	Action/product	Target date
Obj. 1	Establish the new HMIC website in basic form	July 2009
	Explore further (in conjunction with Ipsos MORI and other sources) public expectations of, and needs from, performance information, and their views on accessibility	April to October 2009
	Establish the independent Advisory Board	September 2009
	Publish Rounded Assessments with judgements – on all forces	Autumn 2009
	Expand and develop public interactivity on the new website – to encourage feedback on content, format and the service provided locally	From July to December 2009
	Publish thematic findings from Policing Pledge inspections	December 2009
	Publish a 'state of the nation' annual report on policing	April 2010
Obj. 2	HMIC to take over the chair of the PPSG and establish the live monitoring of police performance	From April 2009
	Take any immediate or urgent action in response to performance monitoring	From April 2009
	Carry out consultation with the PPSG members and key stakeholders to inform establishment of the PPSG monitoring processes and thresholds for concern and/or action	April to July 2009
	Establish the new PPSG process in full to underpin the 'ladder of support and intervention'	July 2009
	Establish a protocol with NPIA to ensure good working arrangements and exchange of information	July 2009
	Add VfM profiles to the performance data that underpins live monitoring	October 2009

Ref.	Action/product	Target date
Obj. 3	Consult and train inspection teams for police authority inspections	May to August 2009
	Make VfM profiles available to all forces and authorities	Autumn 2009
	Deliver a programme of police authority inspections in collaboration with the Audit Commission – publishing individual reports	From September 2009 to December 2010
	Publish an 'emerging findings' report on police authority inspections	From spring 2010
	Deliver a risk-assessed programme of VfM inspections of forces	From spring 2010
	Design a thematic inspection of workforce productivity – including a consultation process	From April 2009 to spring 2010
	Deliver the 'Working for the Public' thematic inspection	Commencing from September 2010
Obj. 4	Follow-up to subsidiarity – review of initiatives	After March 2010
	Re-consider thematic inspections of strategic roads policing, professional standards and information management	For programme in 2010/11
	Review continued inspection approach to MDPGA, CNC and island forces	By July 2009
Obj. 5	Establish risk assessment and diagnostic process	Autumn 2009
	Establish process for consideration of bids for in-year thematics or commissions	July 2009
	Inspection of CT critical national infrastructure	June and July 2009
	Review of public order tactics in MPS – interim report – final report	July 2009 October 2009
	Thematic inspection of handling of rape cases	Spring 2010
	CT – further thematic inspection	After March 2010

Ref.	Action/product	Target date
Obj. 6	Train all senior managers in programme management and as SROs	May 2009
	Develop a communications model, including a media function	June 2009
	Establish a new business meeting and planning structure	June 2009
	Establish analytical capacity	September 2009
	Implement a workforce planning model	December 2009
	Achieve a 70% proportion of the workforce who are not serving police officers	March 2010

Annex D

RESOURCE PLAN FOR 2009/10 AND 2010/11

		2009/10		2010/11	
Work stream	Elements	Cost £	% of overall resources	Cost £	% of overall resources
Public interest and accessibility to performance information					
Rounded Assessment	■ Rounded Assessment	2,007,031	12.4%	2,007,031	12.4%
CAA	■ Comprehensive area assessment	960,518	5.9%	960,518	5.9%
Policing Pledge inspections	■ Inspection of all 43 forces against the requirements of the Policing Pledge – April to December 2009	1,842,504	11.4%	–	–
Performance monitoring					
Performance monitoring	■ PPSG and monitoring	1,080,709	6.7%	1,080,709	6.7%
Local accountability					
Police authority (PA) inspections	■ Inspection of 43 PAs jointly with Audit Commission – June 2009 to December 2010	1,382,520	8.6%	1,382,520	8.6%
VfM inspections	■ Inspection of about 10 forces in 2009/10 – October 2009 to March 2010	814,588	5.0%	1,221,882	7.6%
‘Working for the Public’ inspection	■ Prepare for inspection later in 2010	426,960	2.6%	1,326,960	8.2%
Capacity, capability and resilience					
National risk-based commitments	■ Protective services ■ Collaborative initiatives	885,692	5.5%	885,692	5.5%

Work stream	Elements	2009/10		2010/11	
		Cost £	% of overall resources	Cost £	% of overall resources
National programmed commitments	<ul style="list-style-type: none"> ■ SOCA ■ HMRC ■ Policing London ■ Olympics 	1,310,759	8.1%	1,310,759	8.1%
CJ joint inspection	<ul style="list-style-type: none"> ■ Programme of joint CJ inspections – including ongoing programme re police custody 	782,101	4.8%	782,101	4.8%
Information management	<ul style="list-style-type: none"> ■ Police National Computer audit and inspection ■ Examination of associated business Information and Communications Technology products 	335,557	2.1%	335,557	2.1%
Public risk and vulnerability					
Commissioned reviews and thematic inspections	<ul style="list-style-type: none"> ■ Pre-planned and in-year thematic and commissions ■ Pooled budget 	934,557	5.8%	2,010,809	12.4%
Regional commitments	<ul style="list-style-type: none"> ■ Intelligence gathering and inspection preparation ■ Action plan follow-ups ■ BCU inspections ■ Support to HM Inspectors 	1,030,216	6.4%	1,030,216	6.4%
Programme and business management	<ul style="list-style-type: none"> ■ Programme and portfolio management ■ Inspection support 	349,915	2.2%	349,915	2.2%

		2009/10		2010/11	
<i>Work stream</i>	<i>Elements</i>	<i>Cost £</i>	<i>% of overall resources</i>	<i>Cost £</i>	<i>% of overall resources</i>
Organisational change					
Corporate and executive support	<div><div></div> HR and finance</div> <div><div></div> Admin, IT and facilities</div> <div><div></div> Help desk</div>	1,127,705	7.0%	1,127,705	7.0%
Communications	<div><div></div> HMIC annual report</div> <div><div></div> Report on state of policing</div> <div><div></div> Publications and communications</div> <div><div></div> Marketing</div>	341,986	2.1%	341,986	2.1%
Change management and development strands	<div><div></div> Transition team</div> <div><div></div> Reporting to Parliament</div> <div><div></div> Public interest advisory group</div>	541,042	3.3%	—	—
Total		16,154,360	100%	16,154,360	100%

Endnotes

- 1 *From the neighbourhood to the national: policing our communities together*; July 2008; Home Office
- 2 *From the neighbourhood to the national: policing our communities together – Summary of Green Paper consultation responses and next steps*; November 2008; Home Office
- 3 *The Review of Policing – Final Report*; February 2008; Home Office
- 4 *Engaging Communities in Fighting Crime – A review by Louise Casey*; June 2008; Cabinet Office
- 5 *Policing in the 21st Century (HC 364-1)*; November 2008; Home Affairs Committee
- 6 <http://campaignsdirect.gov.uk/policingpledge/>
- 7 *Serving neighbourhoods and individuals – A thematic report on Neighbourhood Policing and Developing Citizen Focus Policing*; November 2008; HMIC (<http://Inspectorates.homeoffice.gov.uk/hmic/Inspections/neigh-police-phase-2/>)
- 8 *Leading from the frontline – Thematic inspection*; June 2008; HMIC
- 9 <http://security.homeoffice.gov.uk/counter-terrorism-strategy/>
- 10 *HMIC Inspection of Resource Leverage – MPS*; July 2008; HMIC
- 11 As “fierce advocate and more explicit guarantor of the public interest” from Para 7.10 of *From the neighbourhood to the national: policing our communities together*; July 2008; Home Office
- 12 www.ipsos-mori.com
- 13 *The New Performance Landscape for Crime and Policing*; May 2009; Home Office
- 14 See the Audit Commission website for more detail: www.audit-commission.gov.uk/localgov/audit/caa/pages/default.aspx/
- 15 www.inspectorates.homeoffice.gov.uk/hmic
- 16 *From the neighbourhood to the national: policing our communities together – Summary of Green Paper consultation responses and next steps*; November 2008; Home Office
- 17 iQuanta: an internet-based analysis tool that allows forces and their partners to compare their performance over different areas and over time
- 18 Banding analysis: a process that uses a defined set of performance indicators to identify potential forces for discussion at the PPSG

- 19 *Closing the Gap – A review of the ‘fitness for purpose’ of the current structure of policing in England & Wales*; September 2005; HMIC (<http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/ctg/>)
- 20 Protective services are counter-terrorism and extremism; serious organised and cross-border crime; civil contingencies and emergency planning; critical incident management; major crime (homicide); public order; and strategic roads policing
- 21 *Get smart: planning to protect – Protective Services Review 2008*; February 2009; HMIC
- 22 *Joint Inspection Business Plan 2008/09*; May 2008; Home Office (www.inspectorates.homeoffice.gov.uk/hmic/our-work/business-plan/)
- 23 *The Protection of Children in England: A Progress Report*; March 2009; TSO
- 24 *Strategic Business Plan for 2008/09*; May 2008; Home Office (<http://inspectorates.homeoffice.gov.uk/bp08-09.pdf>)
- 25 *Serving neighbourhoods and individuals – A thematic report on Neighbourhood Policing and Developing Citizen Focus Policing*; November 2008; HMIC
- 26 *Leading from the frontline – Thematic inspection*; June 2008; HMIC
- 27 <http://security.homeoffice.gov.uk/counter-terrorism-strategy/>
- 28 *HMIC Inspection of Resource Leverage – MPS*; July 2008; HMIC
- 29 Benchmarking is a recognised characteristic of “World Class Organisations to ensure that they are securing value for money” (*Audit Commission – World Class Finance Departments – A Discussion Document* (2005) para 83)

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