TERMS OF REFERENCE

A REVIEW OF POLICE SERVICE INTEGRITY

1. BACKGROUND

On 18 July 2011 the Home Secretary made an oral statement to Parliament about the Metropolitan Police Service when she stated that "current allegations about phone hacking are not, unfortunately, the only recent example of alleged corruption in the police service."

On 20 July 2011 HMIC was formally commissioned by the Home Secretary to consider instances of undue influence, inappropriate contractual arrangements and other abuses of power in police relationships with the media and other parties and to make recommendations about what needs to be done.

2. SCOPE

The review will examine existing systems and processes. Work will be undertaken to attempt to identify the scale of the problem and, where necessary, the need for further work.

The HMIC team is made up of seconded police officers, seconded Her Majesty's Revenue and Customs officers and civil servants.

In particular HMIC will examine the relationship between the Police Service, the media and other parties. It will focus on the spectrum of challenges and behaviours involved in all matters of police integrity. It will seek to clarify the approach in the policing sector across the range of challenges it faces.

The scope of this review includes all Home Office forces and in addition British Transport Police. The Home Secretary's approval will be sought in order to include the National Police Improvement Agency (NPIA) within the scope of the review.

The scope of this review does **not** include all other non-Home Office forces, the Police Service of Northern Ireland, Serious Organised Crime Agency

(SOCA), crown dependencies and UK overseas territories, the existing police complaints procedure, or the overall strategy and policy in relation to data security unless it becomes appropriate or necessary in pursuit of the overall inspection objectives.

The scope also does not include the investigation of any criminal or disciplinary matter that may be revealed during the course of the review which will be passed to the relevant authorities.

3. AIM AND OBJECTIVES

To consider instances of undue influence, inappropriate contractual arrangements and other abuses of power in police relationships with the media and other parties, and to make recommendations accordingly.

The following work streams are under consideration: -

Governance and control

- The strengths and weaknesses of existing governance arrangements and control measures in place to ensure integrity and their appropriateness for the future. This will include looking at:

    a. Individual forces and chief officer accountability
    b. Police Authority control and oversight
    c. External controllers such as district auditors etc
    d. Evidence of appropriate intervention.

    Governance and control will feature as an overarching theme across each of the work streams.

Relationships with the media and other parties

- Appropriate and inappropriate relationships and other abuses of power in police relationships with the media such as:

    a. Crime Reporters Association
    b. The general press
    c. Broadcast media
    d. Private investigators.

Disclosure of Information

- Establishing the existence of guidance or policy around information disclosure, and then the extent and potential impact of inappropriate disclosure of police information to the media and other parties via:

    a. Print and broadcast media
    b. Social networks (intranets, Facebook, Twitter etc.)
    c. Relationships with third parties with vested interests (eg personal injury lawyers, insurers).

Inappropriate contractual arrangements

- Potential for undue influence, inappropriate contractual arrangements and other abuses of power in relation to procurement, contracting, recruitment and vetting. This will include the following:

    a. Knowledge of proper procurement and recruitment policies by senior officers and staff.
    b. Thresholds agreements etc including declarations of interest
    c. Tendering and oversight
    d. Vetting of contractors
    e. Supplier relations including sponsorship, corporate entertainment and conferences.

Gratuities and Hospitality

- The scale and appropriateness of gratuities and hospitality offered to, and accepted by, police officers and staff. This will address the following:

    a. Existing guidance and evidence of appropriate intervention
    b. Records
    c. Relationships and gifts
    d. Size and scale

Additional employment, conflict of interest and 'cooling off' period

- Additional employment and other conflicts of interests such as:

    a. Conflicts of interests
    b. Recruitment and vetting of staff
    c. Nature and type of the employment

d. Timing of post service employment
e. Membership of other organisations.

Proactive approaches

- Proactive capability of the police in the investigation and prevention of corruption and appropriate enforcement in relation to integrity issues.

    a. Understanding the level of risk and vulnerability of the organisation.
    b. Undertaking preventative activity e.g. 'Whistleblower' schemes.
    c. Capability and capacity of anti corruption units and professional standards departments.

Perceptions of integrity

- Perceptions of the public, the police and others regarding behaviour that reflects integrity and that which does not. This will involve the surveying of:

    a. Public
    b. Officers
    c. Management
    d. Police authorities

Within each workstream the review will examine the processes, policy and law that relates to these areas of business. It will look for data and evidence of intervention and assessments in these areas. The levels and appropriateness of control mechanisms in existence within each force and authority will also be assessed.

Governance will also be considered as an overarching theme. The review will benchmark against comparators including the civil service, private sector, industry and international bodies.

4. METHODOLOGY

The objectives will be achieved via the following:

- The examination of existing databases and processes to ascertain what is 'known' of the scale of the issues.

- Requisition, examination and assessment of key documents, across the 43 forces, BTP and NPIA including (but not exclusively) policy, guidance, certificates of assurance, corruption vulnerable

assessments, hospitality registers and procurement registers/contract documentation guidance.

- Interviews with key stakeholders and senior police officers/staff.

- 'In force' reality testing programme to examine and validate documentation, procedures and any specific incidents of concern by way of case studies.

- Liaison with an Association of Chief Police Officers, Association of Police Authorities and Home Office reference group to ensure effective liaison with the service during the conduct of the review.

- The use of an external reference group with key opinion formers and professional/specialist leaders.

- Liaison with media experts regarding media ethics and the use of police' sources.

- Liaison with police and police staff associations.

- Public perception surveys and surveys of police/police staff regarding views on police integrity and inappropriate behaviour.

- Benchmarking against private, public sector and international 'best practice'

- An academic review of national and international literature concerning matters of integrity.

- This review will take cognisance of all other investigations, proceedings and reviews that are taking place in relation to these issues.

5. TIMEFRAME

- Agree and publish Terms of Reference – w/c 1 August 2011
- Research and data gathering – w/c 1 August 2011
- Reality testing/fieldwork – w/c 15 August 2011
- Interim report – w/c 26 September 2011
- Final report with recommendations delivered to the Home Secretary– w/c 31 October 2011

6. PRODUCT

A final report with recommendations will be prepared for the Home Secretary. A public facing document will be published in due course.

It is not the intention of the review to provide feedback to individual forces.

In her letter to all chief constables dated 22 July 2011, the Home Secretary stated that *"Neither the IPCC nor HMIC work that I have commissioned, nor indeed Elizabeth Filkin's, is intended to pre-empt the outcome of Lord Justice Leveson's inquiry. But it is important that we ensure that any lessons that can be applied now are identified sooner rather than later."*

This review will be focused on identifying any lessons that can be learned. It is inevitable, given the timescales, that this review will identify the key headline areas as well as those that will require further future review.