



Promoting improvements
in policing to make
everyone safer

HMIC's proposed 2017/18 inspection programme and framework

For consultation

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Her Majesty's Inspectorate of Constabulary

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

We ask the questions which we believe the public wishes to have answered, and publish our findings, conclusions and recommendations in an accessible form using our expertise to interpret the evidence. We provide authoritative information to allow the public to compare the performance of their forces against others, and to determine whether their force has improved or deteriorated over time. Our recommendations are designed to bring about improvements in the service which the police provide to the public.

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Foreword

As in previous years, HMIC's proposed inspection programme for 2017/18 is demanding. If approved by the Home Secretary in its present form, the themes we will consider build upon the findings of the inspections we carried out during 2016/17. These include how well police forces manage their response to the terrorist threat and how they deal with victims of crime who are especially vulnerable, such as young people.

We will continue to provide graded judgments as part of our annual all-force PEEL¹ programme, which will enable the public to see how the performance of their local police force has changed over time. In developing the 2017/18 PEEL programme, we will take full account of what we already know about each force, including its past performance. As it affects all areas of policing, we also propose to include leadership as a theme that runs through our other inspections, rather than as an inspection in its own right.

The prominence we have given to the theme of vulnerability, in particular to child protection, reflects the level of public interest and concern. Given that protecting vulnerable people and supporting victims is central to everything the police do, we do not propose to carry out a thematic inspection of vulnerability. Instead, we will include vulnerability as an important element of our other inspections.

As ever, the nature of policing means that we expect events will occur during the course of the year that will require us to inspect specific topics or forces. It is always difficult to predict what these topics will be. Nonetheless, we welcome views on whether our proposed thematic inspections of hate crime, counter-terrorism, child protection and crime data integrity continue to cover the most important areas of policing at the moment.

I wrote to police and crime commissioners and chief constables in November 2016 and these proposed inspection plans take their suggestions into account.

Thank you for your interest in our proposed inspection plans for 2017/18. Your response to this consultation document will help to ensure that we continue to focus on what is most important to the public.

(Sgd.) Thomas P Winsor

Sir Thomas P Winsor
HM Chief Inspector of Constabulary

¹ PEEL: Police effectiveness, efficiency and legitimacy

Introduction

This document provides details of HMIC's proposed programme of inspections for 2017/18, and asks for your views on whether the right areas of policing and themes are covered. In particular, we are seeking your responses to the following consultation questions:

1. Do you agree that leadership in the police should be assessed as part of the HMIC effectiveness, efficiency and legitimacy inspections rather than as a separate inspection?
2. Are there significant new or emerging problems for policing which HMIC should take into account in the effectiveness, efficiency and legitimacy inspections?
3. Do the proposed thematic inspections of hate crime, counter-terrorism, child protection and crime data integrity cover areas that are of most concern to you at the moment?
4. How else could HMIC adapt the way in which it acquires information to take full account of current circumstances and risks to public safety?

These questions are repeated in the body of this document. At the end of the document there is an explanation of how you can let us have your views.

Types of inspection

HMIC conducts several different types of inspection each year. To provide context for the proposed inspection framework for 2017/18 and the consultation questions in this document, each type of inspection is summarised here.

PEEL programme

PEEL is the inspection programme in which HMIC draws together evidence from its annual all-force inspections which cover the effectiveness, efficiency and legitimacy of the police. The PEEL annual assessment provides graded judgments on forces' performance. HMIC's PEEL assessments are designed to provide a year-on-year comparison, enabling the public to see how each police force's performance changes over time, in relation to its past performance and the performance of other forces.

National thematic inspections

Our national thematic inspections are in-depth examinations of specific policing matters, which are usually identified through HMIC's monitoring processes or at the request of the Home Secretary. These inspections tend to identify areas of strong and weak practice in specific forces, but result in recommendations that are relevant to the police service as a whole. Fieldwork for the national thematic inspections usually takes place in at least six forces, but it can involve all 43 forces in England and Wales.

Commissions from the Home Secretary and local policing bodies

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

Similarly, police and crime commissioners (PCCs) and, in London, the Mayor's Office for Policing and Crime and the Common Council for the City of London police area may, at any time, ask HMIC to carry out inspections or reviews of the police forces they oversee.

Inspection of national agencies and non-Home Office forces

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

- National Crime Agency (NCA);
- Police Service of Northern Ireland;
- British Transport Police;
- Armed forces police;
- Ministry of Defence Police;
- Civil Nuclear Constabulary; and
- Her Majesty's Revenue and Customs.

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

Counter-terrorism and security-related inspections

HMIC inspects the police response to certain national security threats. This area of inspection includes multi-disciplinary work with other security agencies. The nature of this work means that some aspects of the resulting inspection reports cannot be published in the same way as other inspection reports.

Joint inspections

HMIC works with other organisations to conduct joint inspections. These allow us to inspect the police response to a particular type of crime or problem as part of a wider assessment of the service provided by all the relevant agencies and organisations.

For instance, as part of our joint targeted area inspections, we work with Ofsted, the Care Quality Commission and HMI Probation to examine how local authorities, police, probation and health services work together to help and protect children.

Our most frequent partners are the other criminal justice inspectorates: HM Crown Prosecution Service Inspectorate, HM Inspectorate of Probation and HM Inspectorate of Prisons. The joint inspection work we conduct with these inspectorates is detailed in the separate Criminal Justice Joint Inspection Plan, which is published on the HMIC website and will be updated in 2017.

Two joint thematic inspections will continue (and report) in 2017/18: on disclosure issues,² and the response to stalking and harassment offences. Information on these will be available on the HMIC website in due course.

² Disclosure is the process of informing the defence in a court case of the existence of any unused material relevant to the case which has been recorded or retained by the police and not provided to the defence as evidence.

What HMIC will inspect in 2017/18

PEEL programme

In 2017/18, as part of the annual all-force PEEL programme, HMIC will inspect the effectiveness, efficiency and legitimacy with which each force is endeavouring to keep people safe and reduce crime. Efficiency and legitimacy will be inspected in the spring of 2017 and effectiveness will be inspected in the autumn. In contrast to previous years, we propose to include leadership as a theme in the efficiency, effectiveness and legitimacy inspections rather than as an inspection in its own right. This is because leadership is not something that takes place in isolation; leadership is identified, developed and displayed across every element of policing.

As in previous years, each of these inspections will include a number of questions about specific areas of the work of the police. The questions are refined each year to take account of changing priorities and circumstances in policing. We would be interested in your views on any significant new or emerging problems for policing which we should consider in these inspections.

The inspection of efficiency will consider whether the way in which the force is providing services represents value for money and how well the force is matching resources to the demands for its services. The inspection of legitimacy will consider whether, in providing services, the force operates fairly, ethically and within the law. This includes the treatment of those to whom services are provided by the police and the treatment of the people who work in police forces to provide those services.

The inspection of effectiveness will consider whether appropriate services are being provided by the police force and how well those services work. The inspection is likely to place particular emphasis on crime prevention and neighbourhood policing; crime investigation and offender management; protecting those who are vulnerable and supporting victims; and whether national policing responsibilities are being met.

Following our findings in the 2016 Legitimacy report in respect of the abuse of police authority for sexual gain, we will be asking forces to provide us with information about how they intend to respond to this as part of our PEEL programme. It is important that forces are able to demonstrate consistent and comprehensive plans to tackle this problem.

Each of these inspections will assess leadership at all levels of the organisation and will pay particular attention to how forces support the development of their leaders.

This will be the fourth PEEL assessment. HMIC is proposing to publish the overall findings of PEEL 2017 in March 2018.

Consultation questions

1. Do you agree that police leadership should be assessed as part of the HMIC effectiveness, efficiency and legitimacy inspections rather than as a separate inspection?
2. Are there significant new or emerging problems for policing which HMIC should take into account in the effectiveness, efficiency and legitimacy inspections?

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

- HMIC is required to inspect certain national agencies and non-Home Office police forces. Subject to further discussion with the organisations concerned, in 2017/18 we are considering inspections of:
 - National Crime Agency;
 - Police Service of Northern Ireland;
 - British Transport Police;
 - Armed forces police;
 - Her Majesty's Revenue and Customs;
 - Sovereign Base Area Police (Cyprus); and
 - Guernsey Police.

National thematic inspections

Some elements of the thematic inspections that follow may be integrated into the PEEL all-force inspection programme; some may also be included in the Criminal Justice Joint Inspection Plan. It is important to note, however, that thematic inspections will remain an essential part of HMIC's programme of work and will continue to take place alongside the PEEL inspections.

These include hate crime, counter-terrorism, a rolling programme of child protection inspections and crime data integrity. The latter tests whether crimes are being recorded and categorised correctly by the police. In addition, in early 2017/18 HMIC will publish the results of the first phase of its inspection of the police response to modern slavery and human trafficking offences. These will help inform the scope and timing of further activity in this area, some of which is likely to comprise joint work with HM Crown Prosecution Service Inspectorate.

Consultation question

3. Do the proposed thematic inspections of hate crime, counter-terrorism, child protection and crime data integrity cover areas that are of most concern to you at the moment?

Vulnerability

In recent times, there has been a significantly greater level of public interest and concern about the protection of vulnerable people and the support provided to victims of crime, with a particular focus on children.

Protecting vulnerable people is a fundamental part of policing. HMIC assesses the police response to vulnerable people across several inspection programmes, including custody inspections and specific questions in the PEEL inspections. In particular, the inspections consider how effectively each force deals with children who are absent or missing from home. This is in addition to HMIC's rolling programme of national child protection inspections and joint targeted area inspections. In 2017/18, modern slavery will be included as a specific theme in HMIC's inspection of the NCA.

In May 2016, the last Home Secretary established a wide-ranging reform programme for the fire and rescue service in England. One element of this programme includes proposals to establish a rigorous and independent inspection regime for fire and rescue services. Provisions have been included in the Policing and Crime Bill – which is currently before Parliament – to strengthen powers to inspect fire and rescue services currently contained in the Fire and Rescue Services Act 2004.

HMIC was asked to develop options for how it would take on the inspection of fire and rescue services. A detailed proposal has been submitted to the Home Office. This contemplates a risk-based and proportionate programme of inspections focusing on the effectiveness, efficiency and leadership of fire and rescue services. We expect Ministers to make a decision in early 2017 as to whether HMIC should be asked to assume and discharge this additional responsibility.

Super-complaints

The Policing and Crime Bill contains provisions for the establishment of a system of super-complaints.

A super-complaint is a complaint made to HM Chief Inspector of Constabulary that a feature, or combination of features, of policing in England and Wales by one or more than one police force is, or appears to be, significantly harming the interests of the public. The regime will also apply to the National Crime Agency.

Only a body designated by the Home Secretary may make a super-complaint. The Bill provides for the Home Secretary to make regulations about which bodies may be designated, and the criteria to be applied in making such decisions.

The Bill also makes provision for the involvement of the College of Policing and the Independent Police Complaints Commission in super-complaints. Although super-complaints must be made first to HMIC, there will be a process – to be set out in regulations – specifying how super-complaints are to be dealt with and who will deal with them.

How HMIC will inspect in 2017/18

PEEL programme

We acquire information using methods that include analysis of documents and data; reviews of case files; surveys of the public and others; interviews; focus groups and observations of police practice.

In previous PEEL assessments, the same set of methods was used to inspect each of the 43 forces. In PEEL 2017, HMIC will continue to develop the key lines of enquiry (KLOE) approach which we introduced in 2016. This will allow us to target our activity and resources to take account of known risks to public safety. By doing this, the amount of time spent in each police force to acquire information may vary.

As in previous years, forces will be assessed and given graded judgments. The categories for the 2017 PEEL inspections will be the same as in previous years which are: outstanding, good, requires improvement and inadequate.

Consultation question

4. How else could HMIC adapt the way in which it acquires information to take full account of current circumstances and risks to public safety?

Police and crime commissioners' priorities

In the design of each inspection, and before carrying out fieldwork in each force, HMIC inspectors will continue to examine and review in detail the contents of the police and crime plan for that force. The plan is also used as a material source of information about the local circumstances and characteristics of the force, the police area in question and the factors which affect considerations of public protection, crime and disorder, including demand – latent and patent – for police services.

Force management statements

To make sound decisions on the use of resources to meet current and future demand, every well-managed enterprise needs sound information about that demand, its income and its assets. This is particularly important in safety-critical, essential public services.

Force management statements are needed to help police forces improve their planning. While HMIC's recent efficiency report³ shows that forces are developing a better understanding of demand, only a handful have made sufficient progress. In particular, many forces do not understand the skills and capabilities of their workforce well enough to match the most appropriate resources to that demand.

Force management statements may be regarded as an instrument for self-assessment, prepared by and predominately for the benefit of the force in question. Each chief constable will set out (a) the demand that the force predicts it will face in each of the following four years, (b) the financial resources which the force will have, and (c) the assets which will be used to meet that demand, including a report on their condition, capacity, capability, serviceability, performance and security of supply. Each force management statement will also contain the chief constable's plans for improving the efficiency and effectiveness of the force.

Force management statements will simplify, accelerate and streamline the systems of public accountability of the police by requiring chief constables to have prepared, every year, much of the information which (a) they should already have, and (b) police and crime commissioners, the Home Office, HMIC and others require the police to have and to disclose.

HMIC has been working with 14 pilot forces and the NCA to develop force management statements. This work has not been easy because it involves creating new ways of collating information on available resources in the police service. Consequently, HMIC is engaging external expertise to assist in the design of a national template force management statement. Our intention is to have a well-developed template by April 2017 so that forces can provide the first generation of force management statements by October 2017.

³ *PEEL: Police efficiency 2016 – a national overview*, HMIC, November 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/peel-police-efficiency-2016/

Methodology, monitoring, assurance and analysis

Advisory and reference groups

HMIC regularly convenes reference groups and advisory groups involving experts who have specific skills and experience in the areas that are inspected. We use their knowledge and advice to establish a sound methodology for inspections.

HMIC's group members are drawn from a wide range of relevant organisations, including several different universities and the College of Policing.

The HMIC Technical Advisory Group (TAG) helps design inspection programmes to ensure they are as effective and efficient as possible. TAG membership includes representatives of the National Police Chiefs' Council committees, the Association of Police and Crime Commissioners, the Offices of Police and Crime Commissioners, the College of Policing, the Home Office, the Office for National Statistics, staff associations, police forces, and other specialist agencies.

HMIC also has other programme-specific reference groups covering, for example, each of the PEEL strands of work and inspections such as child protection and crime data integrity.

HMIC's assurance obligations

In addition to the statutory obligations to inspect police forces and certain other bodies, HMIC is obliged to monitor and provide assurance about other aspects of policing. These include matters such as compliance by chief officers with the requirements of the Police National Database statutory code of practice,⁴ and the Strategic Policing Requirement.⁵

HMIC is also exploring options for further work on examining the use of the police national computer by non-police organisations.

⁴ Code of Practice on the Operation and Use of the Police National Database (made by the Secretary of State for the Home Department in March 2010), presented to Parliament pursuant to section 39A of the Police Act 1996. Available at: www.gov.uk/government/publications/code-of-practice-on-the-operation-and-use-of-the-police-national-database

⁵ The Strategic Policing Requirement, Home Office, March 2015, paragraph 1.11. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

HMIC's monitoring process

HM Inspectors of Constabulary (HMIs) routinely monitor all police forces in order to promote improvements in police practice. If an HMI identifies a cause of concern about police practice, it is raised with the chief constable and the PCC or local policing body so that they can take action.

We are reviewing the monitoring process to reflect the developing PEEL programme. For more information about HMIC's approach to monitoring, please visit our website at: www.justiceinspectorates.gov.uk/hmic/about-us/what-we-do/our-approach-to-monitoring-forces/

Collaboration with the London School of Economics

HMIC has been working with the London School of Economics to develop a statistical model that can predict the demand for police services with appreciable degrees of accuracy, particularly in relation to reactive demand. The model is being improved and has been made available to the police service.

Big data

HMIC has been working with the co-operation of the National Police Chiefs' Council to develop a 'big data' approach to the efficient and economical collection and presentation of useful police data, using the latest visual analysis software.

Twenty forces have taken part in a pilot using incident data drawn from their command and control systems.

From this data, we (and the forces concerned) are able to make comparisons between forces across thirteen incident types. Examples include:

- whether forces assigned different priorities to similar incidents;
- how response times varied within the force area;
- when response times deteriorated;
- how much time it takes to deal with incidents.

We now intend to expand the 'big data' approach to include all forces in England and Wales. The information will be made available to forces via a secure web-based approach available on a mobile device. To provide a single point of access for users, we will put other HMIC information onto the same facility. Next year's value for money profiles will be provided in this way, and other information will follow.

Consultation questions

1. Do you agree that police leadership should be assessed as part of the HMIC effectiveness, efficiency and legitimacy inspections rather than as a separate inspection?
2. Are there significant new or emerging problems for policing which HMIC should take into account in the effectiveness, efficiency and legitimacy inspections?
3. Do the proposed thematic inspections of hate crime, counter-terrorism, child protection and crime data integrity cover areas that are of most concern to you at the moment?
4. How else could HMIC adapt the way in which it acquires information to take full account of current circumstances and risks to public safety?

How to respond to this consultation

Please submit your answers to these questions, together with any other comments, by email to: 2017/18HMICInspectionProgramme@HMIC.gsi.gov.uk , no later than 5pm on 24 February 2017.

If you prefer, you can post responses to Ann-Marie Field, Chief Operating Officer, HMIC, 6th floor, Globe House, 89 Eccleston Square, London SW1V 1PN.

If you have a complaint or comment about HMIC's approach to consultation, you can email this to: 2017/18HMICInspectionProgramme@HMIC.gsi.gov.uk

How consultation responses will be reviewed

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

The results of the consultation will be made available on HMIC's website at www.justiceinspectorates.gov.uk/hmic/about-us/what-we-do/consultations

Please indicate in your response if you do not wish it to be published. You should note that HMIC may publish consultation responses, or summaries of them, except where they have been provided in confidence.