

Proposed policing inspection programme and framework 2019/20

For consultation

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Foreword

This document sets out our proposed policing inspection programme and framework for 2019/20.

Annual all-force PEEL¹ inspections will continue to be a cornerstone of our activity, but this year we are proposing to focus on areas that present the greatest risk. In 2019/20, we intend to carry out PEEL inspection work in a more integrated way. This means fieldwork will take place once a year in each force; the areas for inspection will be determined according to our assessment of risk.

Our assessment of risk will draw on what we already know about each force, including our analysis of data and the results of previous inspections. We will also draw on the information included in force management statements. These statements are designed to contain, in a common format, information reasonably required for the purposes of inspection. They will enable us to make judgments as to the efficiency and effectiveness of a force while helping to identify the areas of the force's activities which present the greatest risk to the public.

A fundamental part of our work over the last few years has been the assessment and comparison of information and performance about and between forces and over time. We intend this work to continue, including through our programmes of national and thematic inspections. While our changes to the PEEL programme will mean that our inspections may feel very different for some forces, comparison with results from previous years will still be possible. The PEEL programme will continue to provide important evidence on the state of policing in each force and throughout England and Wales.

Finally, in 2019/20 we will implement arrangements for handling super-complaints, now that the relevant regulations have been made.

(Sgd.) Thomas P Winsor

Sir Thomas P Winsor ws

HM Chief Inspector of Constabulary

¹ PEEL: Police effectiveness, efficiency and legitimacy.

Consultation introduction

This document provides details of our proposed programme of policing inspections for 2019/20, and asks for your views on whether we cover the right themes and areas of policing. In particular, we are seeking your responses to the following consultation questions:

1. Are there any significant new or emerging problems in or for policing which HMICFRS should take into account in its effectiveness, efficiency and legitimacy inspections?
2. Do the proposed thematic inspections of counter-terrorism, older people in the criminal justice system, cyber-crime, child protection and crime data integrity cover areas that are of most concern to you at the moment?
3. How else could HMICFRS adapt the way in which it acquires information, to take 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 we explain how you can let us have your views.

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services independently assesses and reports on the effectiveness and efficiency of police forces in the public interest.

We ask the questions which we believe the public wishes to have answered. We 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 police force against others, and to determine whether performance has improved or deteriorated over time. Our recommendations are designed to bring about improvements in the service the police provide to the public.

Introduction

This document provides details of our proposed inspection programme and framework for policing for 2019/20.

Types of inspection HMICFRS will conduct in 2019/20

PEEL assessments

PEEL is the inspection programme in which we draw together evidence from the annual, all-force inspections covering the effectiveness, efficiency and legitimacy of the police. The PEEL assessment provides graded judgments on forces' performance. Our PEEL assessments are designed to provide a regular and reliable assessment of how a force is performing, enabling the public to see how each police force's performance changes over time, and how it compares to the performance of other forces.

National thematic inspections

Our national thematic inspections are in-depth examinations of specific policing matters. These matters are usually identified through our monitoring processes or other inspection work, or as a result of a commission from the Home Secretary. Thematic inspections tend to identify areas of strong or 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 us to carry out an inspection of a police force, part of a police force, or particular activities of one or more police forces.

Similarly, police and crime commissioners and their London and Manchester equivalents may, at any time, ask us to carry out inspections or reviews of the police forces they oversee.

Inspection of national agencies and non-Home Office forces

In relation to policing, we have a statutory responsibility to carry out inspections of the following national agencies and non-Home Office forces:

- National Crime Agency;
- Police Service of Northern Ireland;
- British Transport Police;
- police forces of the armed forces;
- Ministry of Defence Police;
- Civil Nuclear Constabulary; and
- Her Majesty's Revenue & Customs.

As well as this, 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 Gibraltar. Similar voluntary inspection arrangements are in place with the Gangmasters and Labour Abuse Authority.

Counter-terrorism and security-related inspections

We inspect the police response to certain national security threats. In 2019/20, this will include the police role in protecting national infrastructure and the response to a terrorist attack.

Joint inspections

We work with other organisations to conduct joint inspections. Joint inspections 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,² we work with Ofsted, the Care Quality Commission and HM Inspectorate of Probation to examine how local authorities, police, probation and health services work together to help and protect children.

² These are short, focused inspections that are carried out on a multi-agency basis. More information is available from: www.justiceinspectorates.gov.uk/hmicfrs/our-work/article/child-abuse-and-child-protection-issues/joint-targeted-child-protection-inspections/

We work most frequently with the other criminal justice inspectorates: HM Crown Prosecution Service Inspectorate, HM Inspectorate of Probation and HM Inspectorate of Prisons (HMIP). The joint inspection work we conduct with these inspectorates (which includes inspections of police and border force custody suites with HMIP) is detailed in the separate Criminal Justice Joint Inspection Plan 2018/19, which was published in September 2018.³ The Criminal Justice Joint Inspection plan for 2019/20 is expected to be published in September 2019.

As in previous years, we will produce our annual State of Policing report, which reports on the efficiency and effectiveness of policing in England and Wales.

³ *Criminal Justice Joint Inspection Programme Business Plan 2018–19*, Criminal Justice Joint Inspectorates, September 2018. Available from: www.justiceinspectorates.gov.uk/cji/inspections/cji-business-plan-2018-19/

An overview of HMICFRS's proposed inspection programme for policing 2019/20

PEEL programme

In previous PEEL assessments, we used the same set of methods to inspect each of the 43 forces. In 2018, we moved to an integrated approach to PEEL assessment, as outlined later in this document. This approach will continue and be refined as it matures.

As in previous years, forces will be assessed and given graded judgments. The categories for the 2019 PEEL inspections are the same as in previous years: outstanding, good, requires improvement and inadequate.

We will continue to acquire information using methods that include:

- analysis of documents and data;
- reviews of case files;
- surveys of the public and others;
- interviews;
- focus groups;
- observations of police practice; and
- force management statements (as to which see later in this document).

National thematic inspections and rolling programmes

Some elements of planned thematic inspections for 2019/20 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 that thematic inspections are still an essential part of our programme of work and will continue to take place alongside the PEEL inspections.

Our proposed thematic inspections include senior leadership selection and development,⁴ counter-terrorism, older people⁵ in the criminal justice system, cyber-crime, and police air support.⁶ We also propose to continue our rolling programmes on child protection, Youth Offending Teams and crime data integrity. Crime data integrity inspections assess whether police forces record and categorise crimes correctly. This current programme of inspection is due to finish this financial year. We started thematic work on county lines⁷ and TACT (Terrorism Act custody suites) in 2018/19. We will carry out a targeted review of how well police are following College of Policing guidance on police–media relations, specifically in relation to pre-charge anonymity.

We were asked by the Home Office to resume a programme of inspections into the use of the police national computer by non-police organisations. We will continue our work with the Home Office to explore options for a risk-based approach to these inspections.

Vulnerability and child protection inspections

Protecting vulnerable people is a fundamental part of policing. We assess the police response to threats to and crimes against vulnerable people in several of our inspection programmes, including thematic inspections and through specific questions in the PEEL inspections. We have committed to review and report on forces' response to domestic abuse every year. We inspect as part of the integrated PEEL programme, and in addition to publishing an annual report we also report on a quarterly basis to the Home Secretary's National Oversight Group on Domestic Abuse.

⁴ For the senior leadership and development inspection we will examine the processes by which candidates for advancement to chief officer are selected (including the senior police national assessment centre) and the training course they undergo before promotion to assistant chief constable (the strategic command course).

⁵ The population of England and Wales is ageing. While research shows that older people are less at risk of crime overall than other groups, some crime types – such as those linked to physical, mental, or financial abuse – disproportionately affect older people. The average age of victims of scam mail, for example, has recently been put at 74 years. So we consider this inspection to be important and will assess, for the first time, the police and CPS responses to these and other offences affecting older people.

⁶ For our police air support inspection, we will review the police service's progress in implementing the 19 recommendations in our previous report: *Planes, drones and helicopters: An independent study of police air support*, HMICFRS, November 2017. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/planes-drones-and-helicopters-an-independent-study-of-police-air-support/

⁷ 'County lines' is the police term for urban gangs supplying drugs to suburban areas and market and coastal towns, using dedicated mobile phone numbers known as 'deal lines'.

We also have two rolling child protection programmes:

- Our national child protection inspections examine the effectiveness of the police at each stage of their interactions with or for children, from initial contact and early identification of children who are at risk, through to investigation of offences against them. The inspections also include scrutiny of the treatment of children in custody, and assessment of how the force is structured, led and governed in relation to child protection services. We plan six new inspections for 2019/20, as well as re-inspections or re-visits of some forces. Inspections also collect evidence about emerging or new areas of concern (such as the use of children in county lines offending).
- We work with Ofsted, the Care Quality Commission and HM Inspectorate of Probation to examine how English local authorities, police, probation and health services work together to help and protect children. Eight new joint targeted area inspections (JTAs) are planned for 2019/20. We will also continue to work towards a pilot JTA in Wales.

Both of these child protection programmes produce thematic findings, as well as findings relating to specific forces. We will communicate the thematic findings, including through national and regional events, reports and close work with other inspectorates, to ensure all forces can consider common themes and take action as needed.

In 2019/20 we will publish the results of our inspection regarding crimes against older people, and our inspection of the use of evidence-led prosecutions in domestic abuse cases. Both these inspections have been conducted jointly with HM Crown Prosecution Service Inspectorate. We will also conduct several other joint inspections; these will be confirmed later in the year.

Inspection of national agencies and other non-Home Office forces

Subject to further discussion with the organisations concerned, in 2019/20 we intend to carry out inspections of:

- National Crime Agency;
- Police Service of Northern Ireland;
- British Transport Police;
- police forces of the armed services;
- Ministry of Defence Police;
- Civil Nuclear Constabulary;

- Her Majesty's Revenue & Customs;
- Gangmasters and Labour Abuse Authority; and
- police forces in British Overseas Territories (particular territories yet to be determined).

Super-complaints

The Policing and Crime Act 2017 established a new system of police 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. Super-complaints can be made about in respect of any one or more of the 43 police forces in England and Wales, the National Crime Agency, the Ministry of Defence Police, the Civil Nuclear Constabulary and the British Transport Police.

Only a body designated by the Home Secretary may make a super-complaint. The legislation provides for the Home Secretary to decide which bodies may be designated, and the criteria to be applied in making such decisions. Sixteen bodies were designated in June 2018.

Although each super-complaint must be made first to HM Chief Inspector of Constabulary, HMICFRS will decide with the College of Policing and the Independent Office for Police Conduct (IOPC) whether it is eligible for consideration. If it is, we will jointly investigate the super-complaint and then representatives from HMICFRS, the College of Policing and the IOPC will consider what action should be taken, if any, in response. The outcomes could include:

- an inspection by HMICFRS;
- an investigation by IOPC;
- changes to existing policing standards or support materials from the College of Policing;
- a recommendation that another public body is better placed to deal with the issue;
- a recommendation to one or more police forces to change practices or local policies;
- a recommendation to another public body or government department to consider taking action to respond to the super-complaint or a related matter;

- finding the super-complaint needs no action; or
- finding the super-complaint is unfounded.

Further information about super-complaints is available on the super-complaints section of gov.uk at: www.gov.uk/government/collections/police-super-complaints

Inspectorate capacity

This inspection programme and framework are predicated on there being a full complement of inspectors of constabulary, working full-time on the affairs of the inspectorate, during the inspection year in question. To the extent that this is not the case, and subject to the requirement for consultation specified below, this inspection programme and framework will have effect for such period and with such modifications as the chief inspector of constabulary shall specify and publish.

Before the chief inspector of constabulary makes any such modifications, he must first have consulted the Home Secretary and those local policing bodies and chief officers, and such other law enforcement bodies and policing institutions, as he considers likely to be affected by the modifications he proposes to make, and have taken into consideration their observations and representations timeously made.

HMICFRS's proposed inspection framework

Integrated PEEL assessments

Since the establishment of our PEEL assessments, we have been planning to reduce the intensity of inspections on well-performing forces, to focus our work on the forces and areas of policing that present the greatest risk to public safety and security.

The purpose of our PEEL inspections is to facilitate improvements in the police service. Integrated inspections will allow us to achieve this more effectively, by focusing on those aspects of forces' work which we determine present the greatest risks to the public.

This year, we have successfully introduced a risk-based approach to our inspection methodology. This has allowed us to reduce significantly the amount of fieldwork we are conducting in well-performing forces.

By making greater use of the knowledge we already have about each force, we have targeted our fieldwork activity at those areas of greatest concern. Our sources of information include:

- information from continuous monitoring;
- more regular data collection;
- other evidence collected outside the main inspection fieldwork; and
- self-assessments provided by forces in their force management statements.

Within our first year of integrated PEEL inspections, we have reduced the number of questions that are subject to fieldwork overall by just under a third. Dependent on the level of risk, forces have fieldwork on between four and ten questions overall. All forces are subject to fieldwork on four principal questions and the remaining six questions are risk-assessed.

Until this year, PEEL inspections had been carried out at different times during the year, with the three PEEL pillars – efficiency, effectiveness and legitimacy – each having their own fieldwork and evidence-gathering processes. This year, we will carry out PEEL fieldwork once a year in each force and will gather evidence in relation to each of the PEEL pillars simultaneously. This will involve activity in relation to all three PEEL pillars.

The resulting judgments and reports will continue to provide regular, easy-to-understand assessments of police forces. Some changes will be made to the methodology of our inspections, but comparisons with PEEL assessments

from previous years will still be possible. We will also be better able to relate evidence found in one pillar with the outcomes and effects in another. In this way, we can connect the independent pillars to the overall performance of each force.

We plan to start inspection fieldwork for the second year of integrated PEEL assessments in autumn 2019.

Force management statements

Force management statements (FMSs) will continue to be a source of evidence for the PEEL inspection programme. Police forces have been involved in developing FMSs, which will simplify, strengthen and streamline the information that forces are asked to provide. They will enable us to make decisions about which areas of a force's work present the greatest risk, and to design PEEL inspection fieldwork and analysis accordingly. This will mean more focused inspection fieldwork, and, in well-managed forces, less of it.

FMSs will cover, for each of the following four years, the chief constable's evaluation and projections in relation to:

- the full range of demand (crime and non-crime, latent and patent) which the force is likely to face;
- the condition, capacity, capability, serviceability, performance and security of supply of the force's workforce and other assets, such as ICT;
- the force's plans to improve its efficiency; and
- the force's income.

Every well-managed enterprise, whether it is in the public or private sector, needs this type of information. It follows that, in the production of force management statements, we are not asking well-managed forces to obtain and provide information that they do not already have. However, the change to a standard and common format is new.

FMSs also provide local policing bodies – police and crime commissioners and their London and Manchester equivalents – with information of great value about the forces for which they are responsible. They provide early and detailed warning to local policing bodies in relation to objectives of their police and crime plans that may be at risk, whether in terms of achievement, quality, timeliness or cost. This will provide considerably greater opportunities to take preventative or mitigating action and so protect public safety and enhance police efficiency and effectiveness. In these and other respects, local accountability of forces is enhanced and made more effective.

We have reviewed the first FMS returns from all forces and listened to the feedback. The next version, FMS 2, should be familiar to forces, as it retains the format and structure of FMS 1 and it is being released early on in the planning cycle. In view of the variety in format and content received with initial returns, we have set specific requirements for FMS 2 which will provide more consistent returns.

We are keen to develop FMSs alongside interested parties to produce a return which aligns the data forces use in each section and produces an overall document that can be compared analytically with others. A steering group has been established, consisting of representatives from the National Police Chiefs' Council, the Association of Police and Crime Commissioners, the Home Office, the Police Federation of England and Wales, the Police Superintendents' Association of England and Wales, Unison, HMICFRS and others, to provide direction for each section.

Inspectorate management statement

This year we are producing our first inspectorate management statement (IMS). The IMS is intended to establish a central picture of demand, performance, resources and capability, so that we are better able to provide detail about how we will improve efficiency with expected future financial resources. It will also support our ability to prioritise between competing demands, as well as aiding the future planning of inspections and resources.

Police and crime commissioners' priorities

In the design of each inspection, and before carrying out fieldwork in each force, our inspectors examine and review in detail the police and crime commissioner's police and crime plan for that force in order to be clear on its established local priorities. 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 must also be intensively sensitive to and reflective of local conditions and circumstances, and so must show clearly how the chief constable discharges his or her statutory duty to have regard to the local policing body's police and crime plan.

College of Policing standards

College of Policing standards are of very great importance to the improvement of policing and the achievement of consistency in practice. We always take into account College of Policing standards, where they exist, in the design of inspections and our assessments of forces.

Methodology, monitoring, assurance and analysis

HMICFRS's monitoring process

HM Inspectors of Constabulary (HMIs) routinely and continuously monitor all police forces 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 police and crime commissioner or local policing body, so they can take action.

We are continuing to improve the monitoring process to make better use of our insights into police performance and the differing contexts in which services are provided. This will include improving the integration of monitoring with the Integrated Peel Assessment programme and the risk-based approach. For more information about our approach to monitoring, please visit our website at:

www.justiceinspectorates.gov.uk/hmicfrs/police-forces/integrated-peel-assessments/our-approach-to-monitoring-forces/

Follow-up from previous inspections

We conduct several follow-up activities throughout the year. They range from formal revisits (for instance, as part of the child protection inspection programme, or aspects of our PEEL programme) to offering support to forces in responding to our findings (for instance, in the custody inspection programme). Also, we track the progress that forces have made against our report recommendations.

HMICFRS's knowledge, information and digital strategy

We use a significant amount of data and information from a wide range of sources. In 2019/20, these will include force management statements and Home Office data, as well as formal requests for data that we use to inform inspections.

We will continue to ensure we manage this information effectively and securely, re-using and exploiting it where we can. This will require a mix of new processes and tools, and better use of existing systems.

Data management

Use of 'big data' software

We have been working with the National Police Chiefs' Council and more than half the forces in England and Wales to develop better and more efficient ways to collect, analyse and report information. Rather than use traditional data collection forms, which can be labour-intensive to complete and slow to process, this project has used a 'big data' approach.

This system has been tested using forces' operational command and control data. These data are processed using the latest cloud-based software, Microsoft Power BI, which provides dashboard-style analytics to staff at the pilot forces and at HMICFRS. The system has recently been accredited as secure by the Home Office and is to be introduced to all forces and police and crime commissioners in due course.

The purpose of providing this facility is to help our inspectors target the areas of greatest risk and to make sure that forces are addressing the risks identified. The system provides detailed information about each force, but to that force only. For instance, it can show where different types of incident occur, their volumes and whether these incidents have changed over time. It can also show which incidents consume the most staff response time. However, although each force can only access its own detailed analysis, every force has access to comparative information. These comparisons will help forces assess their performance and policy choices: for example, where to strike the balance between fast response times and higher levels of attendance for different types of incidents.

Our 2018 value for money profiles have been published on our website using the same system, and can be found here: www.justiceinspectorates.gov.uk/hmicfrs/our-work/article/value-for-money-inspections/value-for-money-profiles/value-for-money-dashboards/

By using this software we are able to show, for each force, trends over several years as well as a comprehensive and extremely detailed analysis of each force's comparative funding, income, expenditure and performance.

HMICFRS's assurance obligations

As well as our statutory obligations to inspect police forces and certain other bodies, we are 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,⁸ and the *Strategic Policing Requirement*.⁹

⁸ *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 from: www.gov.uk/government/publications/code-of-practice-on-the-operation-and-use-of-the-police-national-database

⁹ *Strategic Policing Requirement*, Home Office, March 2015, paragraph 1.11. Available from: www.gov.uk/government/publications/strategic-policing-requirement

We continue to conduct monthly reviews at force level to monitor statistics relating to the usage of the Police National Computer. In 2019/20, we will also undertake work to assess how police forces discharge their obligations to have regard to the *Strategic Policing Requirement*. This work will include our child protection rolling inspection programmes.

Advisory and reference groups

We regularly convene 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.

Group members are drawn from a wide range of relevant organisations, including several universities, the National Police Chiefs' Council, the Association of Police and Crime Commissioners and the College of Policing.

Our Technical Advisory Group (TAG) helps to design inspection programmes, to ensure they are as effective and efficient as possible. TAG members include representatives of the National Police Chiefs' Council, 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.

Our Academic Reference Group (ARG) provides expert advice and discussion on the design and ethical considerations of new research projects which support the inspection programmes, the development of methodologies and the evaluation of inspection methodologies and outcomes. The ARG members include academics from several universities with a speciality in policing, research leads from other inspectorates (including the Care Quality Commission, Ofsted and HMI Probation) and the Home Office, and research leads from other policing bodies including the College of Policing and the Police Foundation.

We also have other programme-specific reference groups covering, for example, the overall approach to integrated PEEL and inspections, such as child protection and crime data integrity.

Consultation questions

1. Are there any significant new or emerging problems in or for policing which HMICFRS should take into account in its effectiveness, efficiency and legitimacy inspections?
2. Do the proposed thematic inspections of counter-terrorism, older people in the criminal justice system, cyber-crime, child protection and crime data integrity cover areas that are of most concern to you at the moment?
3. How else could HMICFRS adapt the way in which it acquires information, to take 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: HMICFRSpolicinginspectionprogramme@hmicfrs.gov.uk, no later than 17:00 on 11 March 2019.

If you prefer, you can post responses to the Chief Operating Officer, HMICFRS, 6th floor, Globe House, 89 Eccleston Square, London SW1V 1PN.

If you have a complaint or comment about HMICFRS's approach to consultation, you can email this to: HMICFRSpolicinginspectionprogramme@hmicfrs.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 and framework before putting it to the Home Secretary for approval. In accordance with the Police Act 1996, Schedule 4A, paragraph 2, HM Chief Inspector of Constabulary must obtain the approval of the Secretary of State before publishing his inspection programme.

The final document, which will be appropriately revised to reflect the results of consultation, will be made available on our website at:

www.justiceinspectrates.gov.uk/hmicfrs/police-forces/organisational-documents-policing/inspection-programmes/

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