

Her Majesty's Chief Inspector of Constabulary

# Inspection programme and framework 2017/18

An inspection programme and framework prepared  
under Schedule 4A to the Police Act 1996

September 2017

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**Her Majesty's Chief Inspector of Constabulary's 2017/18  
Inspection Programme and Framework**

**An inspection programme and framework prepared under  
Schedule 4A to the Police Act 1996**

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## Foreword

As in previous years, HM Inspectorate of Constabulary and Fire & Rescue Services' (HMICFRS)<sup>1</sup> inspection programme for 2017/18 is demanding. It builds 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 PEEL<sup>2</sup> 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 have taken full account of what we already know about each force, including its past performance. As it affects all areas of policing, we will 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 will include vulnerability as an important element across our inspections. In view of the increasing prevalence of fraud, we will also begin work to develop a thematic inspection on fraud (including cyber-enabled fraud).

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. This year, we will conduct thematic inspections of hate crime, counter-terrorism, child protection and crime data integrity. Our PEEL and other inspections continue to cover the most important areas of policing.

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<sup>1</sup> HMIC took on responsibility for fire and rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services on 19 July 2017. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this inspection programme may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC.

<sup>2</sup> PEEL: Police effectiveness, efficiency and legitimacy.

In November 2016, I wrote to police and crime commissioners and chief constables and this inspection plan takes their observations into account. Our public consultation ran from 20 January to 24 February 2017. We received more than 60 responses, and these have helped us to establish the priorities for inspection in 2017/18.

**(Sgd.) Thomas P Winsor**

**Sir Thomas P Winsor**

**HM Chief Inspector of Constabulary**

# **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 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.



## Introduction

This document provides details of HMICFRS' inspection programme for 2017/18.

### **Types of inspection HMICFRS will conduct in 2017/18**

#### **PEEL programme**

PEEL is the inspection programme in which HMICFRS 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. HMICFRS' 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 HMICFRS' 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 HMICFRS 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 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 HMICFRS to carry out inspections or reviews of the police forces they oversee.

#### **Inspection of national agencies and non-Home Office forces**

HMICFRS 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**

HMICFRS 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**

HMICFRS 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,<sup>3</sup> 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 partner organisations 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 (which includes inspections of custody suites with HMI Prisons) is detailed in the separate Criminal Justice Joint Inspection Plan, which is published on the HMICFRS website and will be updated later in 2017. Two joint thematic inspections have already been published in 2017/18: on disclosure issues,<sup>4 5</sup> and the response to stalking and harassment offences.<sup>6</sup>

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<sup>3</sup> Available from: [www.justiceinspectorates.gov.uk/hmicfrs/our-work/child-abuse-and-child-protection-issues/joint-targeted-child-protection-inspections/](http://www.justiceinspectorates.gov.uk/hmicfrs/our-work/child-abuse-and-child-protection-issues/joint-targeted-child-protection-inspections/)

<sup>4</sup> 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.

<sup>5</sup> Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/making-it-fair-disclosure-of-unused-material-in-crown-court-cases/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/making-it-fair-disclosure-of-unused-material-in-crown-court-cases/)

<sup>6</sup> Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/living-in-fear-the-police-and-cps-response-to-harassment-and-stalking/#report](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/living-in-fear-the-police-and-cps-response-to-harassment-and-stalking/#report)

# An overview of HMICFRS' inspection programme for 2017/18

## PEEL programme

In 2017/18, as part of the annual all-force PEEL programme, HMICFRS will inspect the effectiveness, efficiency and legitimacy with which each force is endeavouring to keep people safe and reduce crime. Efficiency and legitimacy were inspected in the spring of 2017 and effectiveness will be inspected in the autumn. In contrast to previous years, we will 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 includes 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.

The inspection of efficiency considers 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 considers 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. As part of this, HMICFRS has undertaken an assessment of forces' use of stop and search powers, in particular in relation to the requirement that there be reasonable grounds for the use of these powers.

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 (with a particular focus on those who are vulnerable due to mental health problems) 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, as part of our PEEL programme we will be asking forces to provide us with information about how they detect and respond to it when it occurs. It is important that forces are able to demonstrate consistent and comprehensive plans to tackle this problem, and we will be publishing an assessment of these plans in the autumn.

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. HMICFRS is proposing to publish the overall findings of PEEL 2017 in March 2018.

## **National thematic inspections**

Some elements of this year's planned thematic inspections 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 remain an essential part of HMICFRS' programme of work and will continue to take place alongside the PEEL inspections.

The thematic inspections will include hate crime, counter-terrorism, and HMICFRS' rolling programmes concerning child protection and crime data integrity. The latter tests whether crimes are being recorded and categorised correctly by the police. We will also begin work to develop a thematic inspection on fraud (including cyber-enabled fraud).

## **Vulnerability and child protection inspections**

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. HMICFRS 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 HMICFRS' two rolling child protection programmes:

- 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. They 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. Six new inspections are planned for 2017/18, in addition to re-inspections and re-visits of some forces previously assessed.
- We examine how local authorities, police, probation and health services work together to help and protect children. Eight new joint targeted area inspections are planned for 2017/18.

Both these child protection programmes will also produce thematic findings. HMICFRS will promulgate these widely, to ensure all forces can consider common themes and take action as needed.

In addition, in 2017/18 HMICFRS will publish the results of the first phase of its inspection of the police approach 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. Modern slavery will also be included as a theme in HMICFRS' 2017/18 inspection of the National Crime Agency, to help ensure the police service's focus on this important problem is maintained throughout the year.

## **Inspection of national agencies and other non-Home Office forces**

Subject to further discussion with the organisations concerned, in 2017/18 we are planning inspections of:

- National Crime Agency (NCA);
- Police Service of Northern Ireland;
- British Transport Police;
- Armed Forces Police;
- Her Majesty's Revenue and Customs; and
- Guernsey Police.

## **Fire inspections**

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. The Policing and Crime Act 2017 contains provisions to strengthen powers to inspect fire and rescue services. HM Inspectorate of Constabulary (HMIC) was asked to develop options for how it would take on the inspection of fire and rescue services. A detailed proposal was submitted to the Home Office. This contemplated a risk-based and proportionate programme of inspections focusing on the effectiveness, efficiency and leadership of fire and rescue services.

In July 2017, the Home Office confirmed that HMIC would take on the role of inspecting England's fire & rescue services, assessing and reporting on their efficiency, effectiveness and leadership. To reflect these new responsibilities, HMIC's name changed to HMICFRS.

## **Super-complaints**

The Policing and Crime Act 2017 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. This new regime will also apply to the National Crime Agency.

Only a body designated by the Home Secretary may make a super-complaint. The Act 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 Act 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 HMICFRS, 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.

## **HMICFRS' inspection framework**

### **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, HMICFRS has continued to develop the key lines of enquiry (KLOE) approach which we introduced in 2016. This allows 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 are being assessed and will be given graded judgments. The categories for the 2017 PEEL inspections will be the same as in previous years: outstanding, good, requires improvement and inadequate.

### **Police and crime commissioners' priorities**

In the design of each inspection, and before carrying out fieldwork in each force, HMICFRS inspectors have continued to examine and review in detail the content 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.

### **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. HMICFRS always takes the College of Policing standards, where they exist, into account in its design of inspections and its assessments of forces.

### **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 its 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 HMICFRS' recent efficiency report<sup>7</sup> 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 predominantly 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, HMICFRS and others require the police to have and to disclose.

HMICFRS 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 demand and resources in the police service. Consequently, HMICFRS has engaged external expertise to assist in the design of a national template force management statement. Our intention is that forces will provide the first generation of force management statements by the end of May 2018.

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<sup>7</sup> *PEEL Police efficiency 2016: A national overview*, HMIC, November 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016/)



## Methodology, monitoring, assurance and analysis

### Advisory and reference groups

HMICFRS 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.

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

The HMICFRS 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.

HMICFRS 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.

### HMICFRS' assurance obligations

In addition to the statutory obligations to inspect police forces and certain other bodies, HMICFRS 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,<sup>8</sup> and the Strategic Policing Requirement.<sup>9</sup>

HMICFRS is also exploring options for further work on examining the use of the Police National Computer by non-police organisations.

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<sup>8</sup> *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](http://www.gov.uk/government/publications/code-of-practice-on-the-operation-and-use-of-the-police-national-database)

<sup>9</sup> *Strategic Policing Requirement*, Home Office, March 2015, paragraph 1.11. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

## **HMICFRS' 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 police and crime commissioner or local policing body so that they can take action.

We are improving the monitoring process to reflect the developing PEEL programme and to make better use of HMICFRS' insights into police performance and the differing contexts in which services are provided. This will include improving the integration of monitoring with our inspection activity. For more information about HMICFRS' approach to monitoring, please visit our website at:

[www.justiceinspectorates.gov.uk/hmicfrs/about-us/what-we-do/our-approach-to-monitoring-forces/](http://www.justiceinspectorates.gov.uk/hmicfrs/about-us/what-we-do/our-approach-to-monitoring-forces/)

## **Collaboration with the London School of Economics**

HMICFRS 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**

HMICFRS 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 13 incident types. Examples include:

- whether forces assigned different priorities to similar incidents;
- how response times varied within the force area;
- when response times deteriorated; and
- 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 HMICFRS information onto the same facility.

Next year's Value for Money Profiles will be provided in this way, and other information will follow. The Value for Money Profiles provide each force with a comparison of their costs and performance so that police and crime commissioners and force managers can focus attention on areas where costs or performance are significantly different from other similar forces.