

For Information	
Public/Non Public	Public
Report to:	Police and Crime Panel
Date of Meeting:	March 2018
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Agenda Item:	8

HMICFRS Changes to the Inspection Programme, Framework and Methodology

1. Purpose of the Report

- 1.1 To provide the Police and Crime Panel with an overview of the HMICFRS inspection regime, framework and methodology.

2. Recommendations

- 2.1 That the Panel notes the contents of the report.

3. Reasons for Recommendations

- 3.1 To enable the Panel has oversight of the propose changes to the programme, framework and methodology for policing for 2018/19.

4. Summary of Key Points

An Overview of HMICFRS' Proposed Inspection Programme, Framework and Methodology for Policing 2018/19

Proposed Inspection Programme

PEEL Programme

In previous PEEL assessments, the same set of methods was used to inspect each of the 43 forces. From 2018, HMICFRS plans to move to an integrated approach to PEEL assessment. As in previous years, forces will be assessed and given graded judgments. The categories for the 2018 PEEL inspections will remain the same as in previous years: outstanding, good, requires improvement and inadequate. HMICFRS 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; and observations of police practice but will also use force management statements.

National Thematic Inspections

Some elements of planned thematic inspections for 2018/19 will also be integrated into the PEEL all-force inspection programme; and may also be included in the Criminal Justice Joint Inspection Plan. However, thematic inspections remain an essential part of HMICFRS' programme of work and will continue to take place alongside the PEEL inspections.

HMICFRS' proposed thematic inspections include hate crime, counter-terrorism, fraud (including cyber-enabled fraud), older people in the criminal justice system, cybercrime. They also include a rolling concerning child protection and crime data integrity.

Vulnerability and Child Protection Inspections

HMICFRS will continue to assess the police response to threats to and crimes against vulnerable people in several of their inspection programmes, including custody inspections and specific questions in the PEEL inspections. They also have two rolling child protection programmes:

- **National Child Protection Inspections** which 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. The inspections also collect evidence about emerging or new areas of concern (such as the use of children in county lines offending).
- **Joint Targeted Area Inspections** where the HMICFRS 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.

In 2018/19 HMICFRS will publish the results of the first components of their hate crime inspection programme (conducted jointly with HM Crown Prosecution Service Inspectorate). They will also conduct work to follow up on previous inspections relating to victims of honour-based abuse; forced marriage and female genital mutilation; and modern slavery and human trafficking.

Super-Complaints

The Policing and Crime Act 2017 established a new 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 legislation provides for the Home Secretary to decide which bodies may be designated, and the criteria to be applied in making such decisions. It is expected that charities and voluntary organisations will apply to be designated bodies. The Home Office consulted from October to December 2017 on the criteria to be applied when deciding which bodies should be designated. Although super-complaints must be made first to HM Chief Inspector of Constabulary, there will be a process – to be set out in secondary legislation – specifying how super-complaints will be dealt with and who will deal with them. It is expected that HMICFRS will work with the College of Policing and the Independent Office for Police Conduct to decide what action should be taken in response to a super-complaint. HMICFRS may decide to undertake inspection activity as a result of a super-complaint.

Proposed Inspection Framework

Integrated PEEL Assessments

Since the establishment of PEEL assessments, HMICFRS have been planning to reduce the intensity of inspections of well-performing forces, in order to focus their work on the areas of policing that present the greatest risk to public safety and security. The purpose of the PEEL inspections is to facilitate improvements to the police service. Integrated inspections will allow HMICFRS to achieve this more effectively by focusing on those aspects of forces' work which they determine present the greatest risks to the public. Assessing risk in this way will involve greater use of the knowledge that HMICFRS already has about each force, including: information from continuous monitoring; more regular data collection; other evidence collected outside the main inspection fieldwork; and the self-assessments provided by forces in their force management statements. Until now, PEEL inspections have been carried out at different times during the year. With these reforms, HMICFRS will carry out PEEL fieldwork once a year in each force. This will involve activity in relation to all three PEEL pillars – efficiency, effectiveness and legitimacy. 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 the inspections, but comparisons with PEEL assessments from previous years will still be possible. HMICFRS plan to start inspection fieldwork for integrated PEEL assessments in autumn 2018.

Force Management Statements

Force management statements (FMSs) will be a new source of evidence for the PEEL inspection programme, which will simplify, strengthen and streamline the information that forces are asked to provide. They will enable HMICFRS 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: (a) the full range of demand (crime and non-crime, latent and patent) which the force is likely to face; (b) the condition, capacity, capability, serviceability, performance and security of supply of the force's workforce and other assets (such as ICT); (c) the force's plans to improve its efficiency; and (d) the force's income. Every well-managed enterprise, whether it is in the public or private sector, needs this type of information.

The public consultation on FMSs came to an end in December 2017. HMICFRS are currently in the course of evaluation with a view to publishing a template for the first generation of FMSs. It is HMICFRS' intention that forces will provide the first FMSs by the end of **May 2018**.

Police and Crime Commissioners' Priorities

In the design of each inspection and before carrying out fieldwork in each force, HMICFRS inspectors will examine and review in detail the content of the police and crime plan for that force. The plan will also be 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 statutory duty to have regard to the local policing body's police and crime plan.

College of Policing Standards

Where applicable, HMICFRS will take into account the College of Policing standards, in their design of inspections and its assessments of forces.

Methodology, Monitoring, Assurance and Analysis

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. HMICFRS are continuing to improve 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 their new approach to PEEL assessments.

Follow-up from Previous Inspections

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

HMICFRS' Knowledge, Information and Digital Strategy

HMICFRS uses a significant amount of data and information from a wide range of sources. In 2017/18, these will include force management statements and Home Office data, as well as formal requests for data that are used to inform inspections. HMICFRS will continue to ensure they are managing this information effectively, re-using and exploiting it where we can, so that it remains sufficiently protected. This will require a mix of new processes and tools, and better use of existing systems.

Data management

HMICFRS has worked with the London School of Economics to develop a statistical software model that can predict the demand for police services with appreciable degrees of accuracy, particularly in relation to reactive demand. It shows which neighbourhood areas face the greatest problems and provides forces with new information to assess where further improvements can be made. This information is being made available to forces.

Response and neighbourhood policing 'big data' project

HMICFRS has been working, with the support of 18 forces as well as the National Police Chiefs' Council, to develop better 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 used a 'big data' approach, with forces submitting raw data extracted from their command and control systems. For each incident, data was collected on the type of incident, when and where it occurred, how it was reported and how it was responded to.

In total, more than 12 million records of incidents have been submitted by 18 forces. These data have been analysed to provide insight into matters such as:

- How well do forces cope with peaks in demand?
- How do forces differ in the way they prioritise and respond to different types of incident?
- How efficiently are resources managed – for example, how often are lone officers used to provide an initial response;
 - and how long do different forces typically spend dealing with incidents such as missing people, traffic disruption or alarm calls?

After a successful initial pilot exercise in 2016, which used a desktop-based system, a cloud-based solution has been developed that allows forces to upload their data directly to a secure facility, which then processes the data overnight. HMICFRS are now developing and testing a range of interactive web-based reports for forces and for HMICFRS inspectors to explore and evaluate a wide range of data.

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, and the Strategic Policing Requirement.

HMICFRS will continue to conduct monthly reviews at force level to monitor statistics relating to the usage of the Police National Computer. In 2018/19 the will also undertake work to assess how police forces discharge their obligations to have regard to the Strategic Policing Requirement. This work includes our counter-terrorism inspections, the thematic inspection of cyber-crime and the child protection rolling inspection programmes.

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. They 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 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. 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.

5. Financial Implications and Budget Provision

5.1 There are no direct financial implications as a result of this report...

6. Human Resources Implications

6.1 There are no direct HR implications as a result of this report.

7. Equality Implications

7.1 There are no direct equality implications as a result of this report.

8. Risk Management

8.1 There are no risk implications as a result of this report.

9. Policy Implications and links to the Police and Crime Plan Priorities

9.1 Any policy implications will be subject to current policy development process.

10. Changes in Legislation or other Legal Considerations

10.1 There are no direct legal implications as a result of this report.

11. Details of outcome of consultation

11.1 HMICFRS are currently in their consultation period in relation to feedback on the proposed policing inspection programme for 2018/19. They have asked for feedback on the following

- national thematic inspections;
- joint inspections;

- integrated PEEL assessments;
- inspections of other national law enforcement agencies;
- commissions from the Home Secretary, and police and crime commissioners and other local policing bodies; and
- HMICFRS work on super-complaints.

Consultation ended on 19th February 2018.

12. Appendices

Not applicable.