

HMIC's Proposed 2015/16 Inspection Programme

For consultation

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Her Majesty's Inspectorate of Constabulary

Her Majesty's Inspectorate of Constabulary (HMIC) independently assesses police forces and policing activity ranging from neighbourhood teams through serious crime to the fight against terrorism – in the public interest.

In preparing our reports, we ask the questions which citizens would ask, and publish the answers in accessible form, using our expertise to interpret the evidence. We provide authoritative information to allow the public to compare the performance of their force against others, and our evidence is used to drive improvements in the service to the public.

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Foreword by Sir Thomas Winsor, HM Chief Inspector of Constabulary

Last year was one of significant change for HMIC, as we worked to design a new annual all-force inspection assessment, PEEL,¹ while concurrently inspecting on areas of policing ranging from the response to reports of domestic abuse, to the integrity of crime data.

We consulted widely on our approach to PEEL assessments. We have received, and continue to receive, helpful feedback, which we are considering as we develop our methodology for PEEL 2015/16. In the coming months, we will publish an analysis of the responses we have received, and explain how this informed the design of this year's PEEL assessments.

In 2015/16, HMIC will once again run the PEEL programme alongside our schedule of national thematic inspections; joint inspections; inspections of other national law enforcement agencies; and commissions from the Home Secretary, police and crime commissioners, and other local policing bodies. These inspections continue to prove an important way for HMIC to identify and explore critical policing issues, and to recommend changes.

My fellow HMIC Board members and I thank you for your interest in reading about our proposed inspections, and for the invaluable input which your consultation responses have in formulating and developing our plans.

Thomas P Winsor (sgd.)

Sir Thomas Winsor

¹ The PEEL (police effectiveness, efficiency, and legitimacy) programme.

Introduction

This document provides details of HMIC's proposed programme of inspections for 2015/16, and asks for your views on the policing areas and themes it covers.

In particular, we are seeking your response to the following consultation questions

- 1. Does HMIC's proposed 2015/16 programme include the right areas for inspection?**
- 2. Are there further areas that should be included in HMIC's 2015/16 programme?**
- 3. Are you aware of any overlap between the areas included in HMIC's proposed 2015/16 programme and work planned or being conducted by other organisations?**

PEEL consultation

During 2014, we consulted widely with the public, the police, and other interested parties using a variety of methods. Between June and September last year, we undertook or commissioned the following: a consultation document on our website; a survey and focus groups with the public; and interviews with police officers and staff. We used social media to increase awareness of our consultation and encourage people who may not have done so otherwise, to visit the consultation details on the HMIC website.²

As a result of this activity, we have had a higher level of response from the public than any other HMIC consultation exercise. We received 187 written responses to the consultation, of which 41 percent were from members of the public.

A nationally representative sample of 1,804 members of the public in England and Wales were interviewed using a face-to-face public omnibus survey by Ipsos MORI on our behalf; Ipsos MORI also conducted five focus groups for the public across the country involving a diverse mix of around 100 people specifically recruited for this purpose. Ipsos MORI also interviewed a number of frontline officers and staff in five forces to get their views on HMIC's proposed approach.

On 20 November 2014, we published our early response to the points raised by the public and other interested parties concerning our first PEEL assessment (known as PEEL 2014). The work completed on our behalf by Ipsos MORI involving the public, victims of crime and police officers and staff is being published separately.

² Consultation details can be found on the HMIC website: www.justiceinspectors.gov.uk/hmic/our-work/peel-assessments/peel-assessments-consultation

The analysis of the consultation responses we have carried out to date has shown that there is a great deal of support for our overall approach to regular force inspections. The responses showed that around three-quarters of those who expressed an opinion were supportive of the approach. This support was reflected in our other consultation activity. Members of the public have consistently expressed the view that the scope of PEEL provides good coverage of police work; and that the themes of effectiveness, efficiency and legitimacy are the right ones.

The majority of both the public and police were in favour of HMIC's proposed approach to gathering evidence and in particular the use of publicly available data where possible. There was strong support for using the proposed judgments of outstanding, good, requires improvement and inadequate; making recommendations; and reflecting the views of victims within our assessments. In the focus groups that were held by Ipsos MORI on our behalf, some members of the public expressed a desire for HMIC to assess whether officers' time was being used efficiently, and if there was too much 'red tape' that was having an adverse effect on their ability to do their jobs properly. HMIC was also asked to assess whether forces provided adequate community policing.

Frontline officers and staff who were interviewed felt that inspections should highlight any resource constraints faced by the force. Also, they felt that HMIC should examine whether a force is staffed efficiently.

We asked a number of questions about specific elements of our approach to PEEL 2015/16. We are still considering the policy implications of the responses we received on these parts of the consultation as we develop our approach. We will publish an analysis of the responses, along with how these have informed our approach, in full, in the next few months along with the document that sets out how HMIC operates (called our criteria and procedures document), which will be informed by what you have told us.

Types of inspection we will conduct in 2015/16

Annual all-force inspection programme (PEEL)

Last year marked the beginning of HMIC's annual all-force inspection programme, PEEL. The first annual assessment was able to provide graded judgments on some, but not all, aspects of forces' performance; more areas will be graded in 2015/16.

PEEL 2015/16 will continue to be structured around the three principal themes or 'pillars' of effectiveness, efficiency and legitimacy. PEEL will provide continued consistency in the way that force assessments are reported with each theme or "pillar" having graded judgments made against a set of detailed questions.

PEEL 2015/16 assessments will be based on evidence gathered during two tranches of inspection (which we consulted on in 2014): efficiency and legitimacy; and effectiveness and legitimacy.

National thematic inspections

National thematic inspections examine a principal policing issue (as identified via a commission from the Home Secretary, or by HMIC's monitoring processes) across a representative number of forces (generally from around 6, up to all 43), and comment solely on performance in relation to that issue. This type of inspection identifies poor practice relevant to the police service as a whole, and good practice regarding a specific aspect of policing.

Thematic inspections have proved important in identifying and exploring critical issues and sticking points in forces' practice. They have set out ways to improve practice in areas such as race and diversity and crime recording. These will continue alongside the PEEL programme, with findings from thematics informing PEEL assessments where appropriate.

Commissions from the Home Secretary

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 a police force.

Commissions from police and crime commissioners and local policing bodies

The local policing body for a police force area may at any time request the HMIs to carry out an inspection of the police force they oversee, or a part of the force in question, of particular matters, or of particular activities of that force.

Inspections of national agencies and other forces

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

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

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

Inspections of counter-terrorism and security-related issues

This area of inspection includes multi-disciplinary work with other security agencies and is conducted on a confidential basis. HMIC looks at value for money and provides a measure of assurance about the counter-terrorism network, security and policing issues and sensitive locations (for example Sellafield). HMIC also reviews the work of the National Crime Agency and HMRC (see previous section).

Joint inspections

HMIC works with other organisations to carry out joint inspections, with our most frequent partners being HM Crown Prosecution Service Inspectorate, HM Inspectorate of Probation and HM Inspectorate of Prisons. These inspections (which fall under the broad topic headings of community safety; bringing offenders to justice; offender management; and custodial conditions) are detailed in a separate criminal justice joint inspection plan.

Consultation on the 2015–17 Criminal Justice Joint Inspection Plan closes on 31 January 2015, and is published on the HMIC website (www.justiceinspectorates.gov.uk/hmic/) and the criminal justice joint inspection website (www.justiceinspectorates.gov.uk/cjji/) The finalised plan will also be made available in due course on both websites.

An overview of HMIC's inspection programme for 2015/16

In November 2014, HMIC published its first Annual Assessment of Policing in England and Wales through its PEEL programme. The 2014 assessment drew on evidence from inspection reports published in the 12 months leading up to November 2014 and was based on evidence obtained against 13 of the 16 existing questions which make up the monitoring framework in place for police forces. HMIC was able to provide graded judgments against six of the 13 questions.

The proposed approach for PEEL 2015/16

In designing PEEL 2015/16, HMIC is taking into consideration the responses we have received through our consultation. As described above, this design has involved the most extensive consultation of the public, the police and others ever carried out by HMIC. In this respect, we are very grateful for the constructive engagement that we have had from police and crime commissioners and other local policing bodies, police forces, the College of Policing, the Home Office and others.

The PEEL 2015/16 assessments will be structured around the three pillars of effectiveness, efficiency and legitimacy. Inspection activity will be phased throughout the year and reports will be published after each all-force inspection.

Based on the feedback we have received, HMIC is proposing to publish the final PEEL 2015/16 assessment in February 2016. This will allow us to manage and schedule inspection activity sensibly for forces and HMIC. It will allow for HMIC to make best of its own resources, while providing consistent regular and useful reporting for the public.

National thematic inspections

Some elements of the thematic inspections that follow may be integrated into the all-force inspection programme. 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.

Responses to our PEEL consultation included a clear message that we need to consider the impact of our inspections on the police service. However, this has to be balanced with the imperative to give due weight to important issues of significant public interest, for example the service the police provides to the most vulnerable groups in our society.

Therefore, we will be carrying out a thematic inspection on the theme of vulnerability, which includes the inspection on missing and absent children, and will feed directly into the PEEL inspection strand of effectiveness.

Thematic inspections already committed to in 2015/16

Work on the following inspections either has already begun, or will start in the last quarter of 2014/15:

- 21st century child sexual exploitation;
- digital crime & policing (cyber crime);
- child protection;
- so-called honour-based violence;
- stop and search (revisit);
- missing and absent children (part of the vulnerability thematic inspection feeding into PEEL);
- welfare of vulnerable people in custody; and
- firearms licensing.

Some of these thematic inspections will not be all-force inspections. Terms of reference are (or will be) published on www.justiceinspectores.gov.uk/hmic.

The following inspections will commence in 2015/16:

- Police National Computer – use by non-police organisations;
- Police National Database audit; and
- re-inspections identified through previous inspection activity.

Again, terms of reference will be published on www.justiceinspectores.gov.uk/hmic when they are finalised.

Proposed topic for new thematic inspection in 2015/16

Counter-Terrorism – HMIC proposes a thematic inspection of counter-terrorism during 2015/16. HMIC could inspect a thematic area within counter-terrorism that would benefit the public in understanding the challenges faced by counter-terrorist policing and the police response to the changing level of threat presented by the situation in Iraq and Syria. The inclusion of counter-terrorism as part of the 2015/16 all-force assessment (PEEL) is also under consideration so that HMIC can

understand fully police forces' ability to meet the counter-terrorism element of the strategic policing requirement.

Commissions from the Home Secretary and local policing bodies

The Home Secretary has commissioned HMIC to lead a joint review of the Joint Emergency Services Interoperability Programme (JESIP), together with the Association of Ambulances Chief Executives (AACE) and the Chief Fire and Rescue Adviser (CFRA).

HMIC is also aware of a potential Home Secretary commission on the use of restraint (especially Tasers) by forces.

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

This programme of inspections for 2015/16 is still being finalised, with discussions taking place with the relevant bodies.

Joint inspections

Subject to consultation on the Criminal Justice Joint Inspection programme, HMIC will be involved in the following inspection activity with partner inspectorates in 2015/16:

Joint inspections HMIC will lead on in 2015/16

Continuing inspections from 2014/15:

- local criminal justice partnerships; and
- identifying vulnerability in case files.

New inspections for 2015/16:

- trafficking and slavery; and
- stalking and harassment.

Joint inspections HMIC will contribute to in 2015/16

Continuing inspections from 2014/15:

- digitisation in the criminal justice system;
- a rolling, national programme of joint inspections, with HMI Prisons, of police custody facilities; and
- child protections inspections.

New inspections or other work in 2015/16:

- the disclosure of unused material in criminal cases;
- the effectiveness of criminal justice agencies in dealing with foreign nationals; and
- a composite report on the quality of victims' services.

- 1. Does HMIC's proposed 2015/16 programme include the right areas for inspection?**
- 2. Are there further areas that should be included in HMIC's 2015/16 programme?**
- 3. Are you aware of any overlap between the areas included in HMIC's proposed 2015/16 programme and work planned or being conducted by other organisations?**

Consultation

Consultation questions

1. Does HMIC's proposed 2015/16 programme include the right areas for inspection?
2. Are there further areas that should be included in HMIC's 2015/16 programme?
3. Are you aware of any overlap between the areas included in HMIC's proposed 2015/16 programme and work planned or being conducted by other organisations?

How to respond to this consultation

Please submit your answers to these questions, together with any other comments, online at <http://www.justiceinspectorates.gov.uk/hmic/> or by email to haveyoursay@hmic.gsi.gov.uk, no later than close on **Wednesday 25 February 2015**. 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: haveyoursay@hmic.gsi.gov.uk.

How consultation responses will be reviewed

HM Chief Inspector of Constabulary will consider respondents' views and, if he decides necessary, 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 <http://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 (to note, HMIC may summarise responses for publication).