



WEST YORKSHIRE POLICE AND CRIME PANEL

13 July 2018

HMICFRS PEEL Update

HMICFRS PEEL Assessments

HMICFRS stands for 'Her Majesty's Inspectorate of Constabulary, Fire and Rescue', changing from HMIC to HMICFRS in July 2017. Although it has only recently taken on responsibility for inspecting the Fire and Rescue Service, it has been reviewing the efficiency and effectiveness of police forces in England and Wales since 1856. HMICFRS is an independent body reporting to the UK Parliament, often working in conjunction with other inspectorates such as HM Inspectorate of Prisons or HM Crown Prosecution Service Inspectorate. Whilst HMICFRS undertakes and reports on a number of different themes and topics throughout the year, the main annual assessment of the police service is carried out under PEEL. PEEL, stands for Police Effectiveness, Efficiency and Legitimacy; HMICFRS currently carry out an inspection under each strand of PEEL for every police force in England and Wales on an annual basis. Inspections are graded as either INADEQUATE, REQUIRES IMPROVEMENT, GOOD or OUTSTANDING. Since the inception of PEEL, West Yorkshire Police has been assessed as GOOD overall in every strand.

West Yorkshire Police 2017 PEEL Assessment

West Yorkshire Police have consistently been graded as GOOD throughout each strand of the PEEL Assessments. As part of the release of the 2017 assessment HMI Matt Parr made the following observation:

"I am pleased with the performance of West Yorkshire Police in keeping people safe and reducing crime. I am particularly pleased with the improvements the force has made in preventing crime and protecting vulnerable people.

However, I have concerns about some aspects of its investigations; the force needs to address these to provide a consistently good service. In particular, it needs to improve its approach to criminal investigations, with a specific focus on initial enquiries and the quality of supervision of investigations.

The force has a good understanding of the skills and capabilities of its workforce. It is scenario-planning for the future and has plans in place to deal with forthcoming funding challenges.

The force treats members of the public with fairness and respect, and we found a notable improvement in how it treats its own workforce.

Overall, I commend West Yorkshire Police for maintaining the standard of its performance since last year."

Each strand of PEEL (Effectiveness, Efficiency and Legitimacy) is further broken down into sub-questions which in turn are given a grading ranging from INADEQUATE to OUTSTANDING. The table overleaf provides this breakdown from the 2017 assessment.

Strand	Question	Grading
Effectiveness	How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	Good
	How effective is the force at investigating crime and reducing re-offending?	Requires improvement
	How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	Good
	How effective is the force at tackling serious and organised crime?	Good
	How effective are the force's specialist capabilities?	Ungraded
Efficiency	How well does the force understand demand?	Good
	How well does the force use its resources?	Good
	How well is the force planning for demand in the future?	Good
Legitimacy	To what extent does the force treat all of the people it serves with fairness and respect?	Good
	How well does the force ensure that its workforce behaves ethically and lawfully?	Good
	To what extent does the force treat its workforce with fairness and respect?	Good

Appendix A provides a summary of all areas for improvement noted in the 2017 PEEL assessment of West Yorkshire Police and a brief overview of the activity ongoing to address them. This will contribute to improvements and our aspiration to achieve at least GOOD or OUTSTANDING grading, but set against a back drop of increasing demands, complexity and ongoing financial challenges.

PCC Oversight

The OPCC pays close attention to HMICFRS inspection reports and works closely with the liaison officers to ensure that both the OPCC and West Yorkshire Police are using the information to improve the service provided to the public. This oversight is provided in various ways:

Inspection debriefs – Each time an inspection is carried out by HMICFRS, a public report is produced containing the findings, however the reports are generally not released until months later as HMICFRS need to ensure that their findings are moderated across other police forces. To ensure that this delay does not hinder progress “hot debriefs” are held by HMICFRS with the PCC, Chief Constable and relevant colleagues. This is the first opportunity to listen to what HMICFRS has found during the inspection allowing the information to be acted on straight away. It also allows the PCC and Chief Constable the opportunity to ask questions of the HMIs to aid fuller understanding of the findings and have initial conversations around next steps and formulate plans where appropriate.

Review of reports – Once the report for an inspection has been released, the OPCC will read through it and take note of examples of good practice as well as areas for improvement. This will then be summarised and circulated to the relevant staff within the OPCC for their awareness or action if required. The research team will then meet with West Yorkshire Police HMICFRS liaison officers to discuss the report and what action the police are taking as a result, a summary of which can be found at Appendix A. The PCC will also formally respond to the Home Secretary (as required) publishing the response on the website.

Meetings – The OPCC holds various meetings at different levels with West Yorkshire Police to provide oversight and scrutiny of their activity in relation to HMICFRS assessments. The research team have quarterly meetings with the HMICFRS liaison officers to monitor the progress against areas for improvement in each HMICFRS report. This is also an opportunity to discuss upcoming inspections and offer support to West Yorkshire Police. In addition to this, the PCC will also meet with the Chief Constable to discuss the findings from reports and the ongoing activity to ensure that West Yorkshire Police are doing what is needed to improve and also set against the context of the Police and Crime Plan.

HMICFRS inspections are discussed regularly as part of the Delivery Quarterly Meetings and Community Outcome Meetings a record of which are made public on our website.

Integrated PEEL Assessments

HMICFRS have recently announced their intention to carry out the field work aspect of their inspections for each of the three strands together, referring to the new model as “Integrated PEEL Assessments” (IPA). The three strands of Effectiveness, Efficiency and Legitimacy will remain, however they will be inspected and reported on collectively. Whilst there are many reasons for this shift, the main justification relates to resource and cost. Currently each inspection requires a period of data collection, followed by two weeks inspection in force (for each), then a lengthy moderation process before each report can be drafted. The Integrated PEEL Assessment model will require two data collections (full in June, and a partial refresh in November) covering all three strands of PEEL, followed by only one inspection visit to each force (duration yet to be decided).

Throughout the consultation process with HMICFRS, concerns have been raised regarding the need to ensure that HMICFRS inspectors are able to gain a full understanding of their police force within the reduced time. HMICFRS intend to gather data from other sources of information throughout the year (such as the Force Management Statement detailed below) to provide this context. As part of the IPA model, HMICFRS will also be moving to a “risk-based approach” meaning that they will identify areas of risk within each police force, and focus their inspections to these issues. Whilst this will be a more efficient model, HMICFRS were reminded during the consultation that they have a responsibility to provide a balanced and accurate reflection of each force, therefore it is crucial that the assessments are not solely focused on areas for improvement potentially omitting reference to good practice which also needs to be highlighted. The first IPA will be carried out in the 2018/19 financial year, my office remains involved in the ongoing consultation process.

Force Management Statements

The newly introduced Force Management Statement (FMS) is a self-assessment documents which Chief Constable’s prepare and provide to HMICFRS on an annual basis. It will be a public document (although there is no obligation to put the first one in the public domain), in which the Chief Constable describes the state of their police force fundamentally covering the below points:

- the demand the force expects to face in the next four years;
- how the force will change and improve its workforce and other assets to cope with that demand;
- how the force will improve its efficiency to make sure the gap between future demand and future capability is as small as it can reasonably be; and
- the money the force expects to have to do all this.

This information will be used by HMICFRS to identify potential risks to inform the focus of their inspections and should act as a tool for PCCs and Chief Constables to better understand, explain, and manage the demands placed on their force now and in the future. Initial conversations have been taking place with the Chief Constable about how best to use the information in the FMS to formulate respective plans.

The development of the FMS is intended to be a three year process; Chief Constables have provided the 2018 FMS (June 2018) to HMICFRS and these are intended to be a pilot. Feedback will be provided on these submissions and further guidance provided to Chief Constables to inform the second FMS in 2019. It is intended that by 2020 the FMS process will be fully developed and standardised across all police forces.

Appendix A

	Area for Improvement / recommendation	Summary of activity
Effectiveness	National Recommendation to all forces: By October 2018, all forces should review their own approach to neighbourhood policing to check whether the service they provide to local communities meets the guidelines. As soon as possible, they should make any changes they need to implement the guidelines.	Closed because the force has already recently undertaken this via the Neighbourhood Policing review and meets the guidelines.
	National Recommendation to all forces: By September 2018, all forces with a shortage in qualified detectives and/or other investigators should develop an action plan. The plan should set out in detail what the force will do to address the shortage in the short, medium and long term. It should be in line with the national plan to develop investigative capacity and capability that all Chief Constables in England and Wales have agreed. West Yorkshire Police: The quality of West Yorkshire Police's initial enquiries, its supervision, and its general standard of investigation is a cause for concern. West Yorkshire Police: The force should review its capacity and capability within safeguarding units and ensure that workloads are manageable and adequate welfare and support is available for the officers and staff working within them. The force should also ensure that officers and staff have appropriate professional skills and experience to investigate complex cases involving vulnerable victims and that these investigations are supervised effectively.	This is being addressed through the ongoing Investigations Review and is also an area of focus for the WYP People's Team to ensure appropriate development opportunities are being provided and personal wellbeing is prioritised. The investigations review has performed extensive dip sampling with regards case file quality in order to understand the demands placed on officers and prosecution teams. A casefile problem solving group has been developed on Skype, a case file guidance document has also been circulated and iLearn is due on the 20/12/17. In addition a number of workshops have been held across various districts and departments to assist in the upskilling of officers. A new method of obtaining CPS advice went live on the 14/01/17 and a new handover process using enhanced Officer Entry Logs (OELs) is currently being piloted in the Calderdale district. Initial feedback is extremely positive and supervisors are reporting that this is assisting in the management of investigations. The resourcing of Safeguarding Units across the force is now a standing agenda item on the strategic safeguarding board and a review of the welfare support is being completed by OHU.
	National Recommendation to all forces: By September 2018, all forces should review how they are implementing changes to pre-charge police bail, working with the National Police Chiefs' Council lead. The review should include an assessment of how far vulnerable people are being affected by these changes. As soon as possible, forces should then put into effect any necessary changes to make sure they are using bail effectively, and in particular that vulnerable victims get the protection that bail conditions can give them.	West Yorkshire Police had already been undertaking a Bail review following changes to legislation in April 2017. The team undertaking this work have picked up this recommendation to ensure it will be met through the review.
	The force should put in place a standardised way to evaluate and disseminate effective practice routinely throughout the five policing districts, both internally and with partners, to improve its approach to preventing crime and anti-social behaviour.	

	The force should review processes within district control rooms to ensure consistency so that incidents are fully risk assessed and right resources are allocated within the appropriate timescales.	
Efficiency	West Yorkshire Police should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.	West Yorkshire Police force training school is carrying out this review.
Legitimacy	National Recommendation to all forces: HMICFRS is concerned that forces are not able to demonstrate that the use of stop and search powers is consistently reasonable and fair. In particular, there is over-representation of BAME people, and black people in particular, in stop and search data which many forces are unable to explain. By July 2018, all police forces across England and Wales should be regularly and frequently monitoring a comprehensive set of data and information on use of stop and search powers to improve understanding.	This is being addressed by the Force Performance and Improvement Unit. Stop and Search recording switched to mobile devices in mid-November 2017. Some issues were experienced in that non-standard addresses are being used by officers, resulting in searches not being found for performance management purposes. The team has been working to cleanse the data and eradicate further address errors so reliable disproportionality data can be extracted. Ongoing and data is extracted and discussed at the Local Policing Governance Board.