Integrated PEEL Assessments

Excellence in Policing Conference
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Outline of the session

1. Summary of 2017 PEEL Inspections
2. Integrated PEEL methodology
3. Approach to this year's inspection
4. Targeting process
5. Future challenges and development
6. Evaluation

Overall effectiveness findings

Outstanding	Good	Requires improvement	Inadequate
1	30	12	0

- Most forces doing a good job overall (two thirds good, 1 outstanding)
- Improvements in areas highlighted last year:
  - shoring up neighbourhood policing, improvements in investigations and SOC, reducing digital backlogs
- National organisations (NPCC, College of Policing and NCA) gripping issues we raised:
  - neighbourhood standards, detective numbers and resilience guidelines for PNC & OCGM

BUT

Overall effectiveness findings

- Dramatic increases in demand
- Policing under significant stress. Cracks are appearing in the system
- Service overwhelmed in minority of forces:
  - one quarter of forces struggling to provide effective emergency response; vulnerable victims potentially at risk
- Nearly half of forces still not good at protecting vulnerable people
- 1 in 5 detective positions unfilled or untrained
- Weaknesses persist:
  - closing down crimes too early
  - wanted persons
  - management of RSOs

Overall efficiency findings

Outstanding	Good	Requires improvement	Inadequate
2	30	10	0

- Forces have a good understanding of their current demand
- Most forces have reflected this when assigning and allocating resources, though they still need a better understanding of the skills of their workforce
- The quality, robustness and ambition of the plans forces have for the future are highly variable
- Locally and nationally, digital and ICT improvements need to be progressed

Overall legitimacy findings

Outstanding	Good	Requires improvement	Inadequate
1	35	6	0

- Overwhelmingly, forces are committed to sustaining and improving their legitimacy in the eyes of the public
- Most forces are investing in the knowledge and skills of their workforce, undertaking some monitoring and scrutiny and taking action to improve wellbeing and workforce concerns
- However, there is more to do for forces to demonstrate that they understand and are acting to solve problems, including vetting and performance management, but particularly in respect of disparities in the use of stop and search

PEEL 2018: refining the question set

- **Draft question set:** Integrated and refined question set based on learning from 2017

- **Evolution not revolution:** Took the decision in HMICFRS not to radically alter scope and draw together three question sets from three inspections

- **External consultation:** External reference groups held to consider what good looks like and evidence gathering

- **Revised question set:** Refined and reduced question set on the basis of feedback

- **Reduced scale without reducing robustness:** The question set has <u>reduced by about a third</u> across all pillars by reducing:
  - scope,
  - overlaps

Questions and scope of PEEL

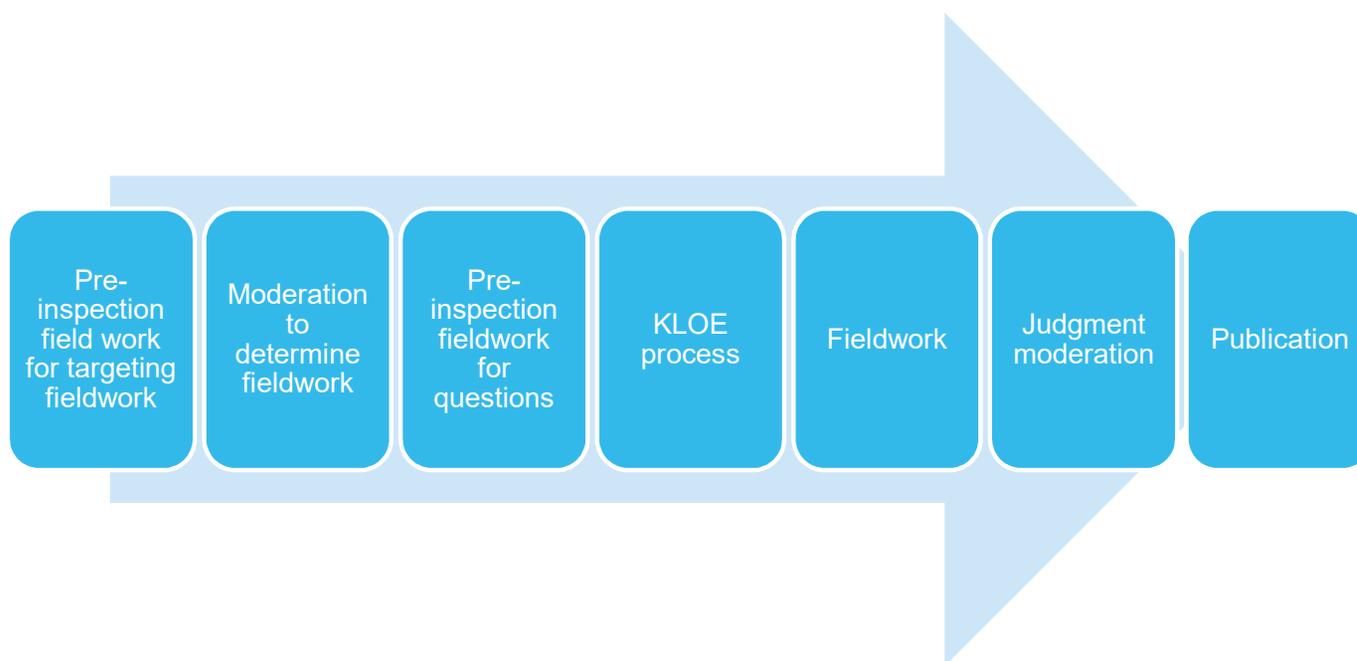| Effectiveness	Efficiency	Legitimacy
Q1 Preventing crime / local policing	Q6 Allocating resource against demand	Q8 Fair and respectful treatment of the public
Q2 Investigating crime and catching criminals	Q7 Future planning	Q9 Ethics and counter corruption
Q3 Protecting vulnerable people		Q10 Fair and respectful treatment of the workforce
Q4 Tackling serious and organised crime		
Q5 Responding to national threats		

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So….

- Very broad scope – but targeting approach means most forces will not get all questions
- Builds on separate PEEL pillars and brings these together
- Some areas have strong cross overs, enhance the quality of judgments and leading to a rounded assessment:
  - **Effectiveness** on understanding risk to communities and scale and nature of vulnerability & **efficiency** understanding demand
  - **Efficiency** on resource allocation and **effectiveness** on quality of initial response
  - **Efficiency** on workforce planning, **legitimacy** on diversity of workforce and **effectiveness** on investigative resilience
- Leadership continues to be a thread running through this
- **This is NOT the end state – but it is achievable in Year 1!**

Inspection approach

Pre-inspection field work for targeting fieldwork → Moderation to determine fieldwork → Pre-inspection fieldwork for questions → KLOE process → Fieldwork → Judgment moderation → Publication

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Pre-inspection fieldwork

- This will be split into two parts – that which informs how we target our fieldwork and that falls after this decision (and informs our KLOE process)
- It includes:
  - Detailed observation and dip checking records in control rooms – insight into demand management, risk assessment and response times/backlogs
  - Neighbourhood shift observation and testing of approaches such as problem solving
  - Crime file reviews – 60 files per forces on a range of offences (including DA flagged crimes and those involving a bladed article)
  - Statistically representative review of stop and search forms testing the success of S&S (find rates) and reasonableness
  - Detailed reviews of counter-corruption investigation and intelligence as well as an assessment of capacity and capability of these units
  - Review of force management statements alongside workforce, finance, IT and any collaboration plans to make an assessment around future demand
- This also provides detailed evidence to draw on for national thematics

Fieldwork

- We will be inspecting in three terms (Sep – Dec, Jan – April and April – July) with breaks from fieldwork over the holiday period
- Forces know which term they are in and were asked for dates to avoid in their term
- We have now agreed the fieldwork dates for all terms and communicated these to forces
- Worked hard to minimize gaps between collaborated forces and avoid clashes with non-PEEL inspections
- Conduct internal analysis to determine "Key Lines of Enquiry" (KLOE)
- Fieldwork timetable but will be different for each force depending on mix of questions; there will be the usual mix of strategic interviews, focus groups and reality testing

National thematics

- A national thematic report will be published alongside each batch of PEEL force reports

- The topics should cover elements of effectiveness, efficiency and legitimacy & generate high levels of public interest

- Topics we are considering include:
    - Control rooms and response
    - Investigative capacity and capability
    - Information technology as a threat and an opportunity
    - Vulnerability through the efficiency angle given it has become the key driver of demand in policing
    - Local policing

Targeted inspection aims

- Concentrate effort where risk to the public is greatest

- Impose more proportionate demand on forces

- Help to achieve efficiencies…

    …while continuing to recognise good practice and promote improvements in policing

- We have adopted this approach for term 1 one of our inspection; so far outcome has been accepted by forces

- This has resulted in a one third reduction of in force fieldwork

- SOC is the least inspected question and crime investigation is the most inspected question

Exempt questions

- Four core questions will be exempt from the targeted approach approach in 2018:
    - Vulnerability (lowest performing question, high level of risk and volatility);
    - Specialist capabilities (firearms so interoperability and national picture crucial);
    - Counter corruption (checking progress nationally on abuse of authority); and
    - Future planning (drawing heavily on the FMS)

- No automatic re-inspection for forces not inspected under targeted approach to 2017 effectiveness

- Designed an approach to provide structure and consistency for our decision making – a rigorous and fair process

Targeting process (1)

- Build on the approach of the 2017 effectiveness inspection
- There is a technical model which has the following inputs
- The combined results determine whether a force is likely to need fieldwork this inspection year and receive a graded judgment

2016	2017	STRENGTH	TRAVEL	DATA	PRESUME
Score from this year	Score from this year	A high or a low grade	The force trajectory based on prior grades	Consolidation of data collected	Fieldwork or no fieldwork

Targeting process (2)

PRESUME	AFIs	MONITOR	FMS	INSIGHT	OUTCOME
Take presumption from the first part of the modelling	Number & severity of AFIs and extent to which they are being addressed	Any additional information from monitoring	Does the FMS identify risk or good practice	What have we learned from insight	Ratify or overturn the decision

- This adds the human judgment element and can overturn the machine
- Following this process decisions made to target inspections and forces notified in writing

Inspecting good forces

- We will need to inspect forces which are good:
  - Important to identify notable practice
  - Need to ensure mechanism to identify and grade "outstanding" forces
  - The cap on inspection fieldwork is finite
- In 2017 we had a process for potential outstanding candidates
- In 2018 we used FMS to help with this process for term 1 inspections
- In both cases no candidates were identified and further work is required to ensure that:
  - We understand what is happening in policing, this implies that there is a plateau in performance rather than a continued drive from good to excellent
  - That we identify notable and innovative practice to share to support improvement

Areas for future development

- Ongoing refinement of the question set? Adjusting the scope of our Integrated Assessments as demands / priorities for policing change
- Further Integration with other aspects of our inspection regimes (CDI, thematics etc)
- Agreement on how to move forces between tranches in future years to maintain the targeted approach balance?
- Further development of the targeting process as FMS matures – greater use of FMS evidence as FMSs improve
- Carrying out more formal 'discovery' activity in forces as part of the monitoring process
- Development of the recommendations register – survey and workshops planned / in train
- Further development of the data collection process and supporting analytics
- Improving the look, feel and accessibility of our reports

Evaluation

1. **Impact Evaluation** – how effective is our inspection regime at promoting improvements in policing?

2. **Cost Evaluation** – better understand the costs of our inspections and the cost impact of the choices we make?

3. **Process Evaluation** – is the process effective can we learn as we go and improve our approach?

Process Evaluation: Success Criteria

1. **Robust judgements**

2. **Clear and relevant communication with public**

3. **Rewarding outstanding/good forces**

4. **Clarity on risk appetite**

5. **Working smarter**

6. **Improved staff wellbeing**

7. **Potential for realising savings**

8. **Prompt communication and timely judgements**

9. **Greater flexibility in evidence gathering**

Theory of Change

- Theory of Change / Logic Model is an evaluation planning tool (a theory of how you intend to achieve change). This establishes the scope of the project.

Step 1: identify the rationale for change based on the success criteria (also known as the problems to be addressed)
Step 2: map the rationales against the activities
Step 3: map the outcomes we intended to achieve as a result of the activities

- The evaluation of IPA focuses on the new **PROCESS** and is **not** an evaluation of IPA's intended outcomes (e.g. improved policing/uptake of recommendations made by HIMCFRS etc.).

- All (internal) interested parties were engaged in the planning and design of the research to ensure all parts of HMICFRS are bought into the design and scope.

Intended Outcomes

- Better alignment of findings across 3 pillars

- Recommendations and causes of concern (CoC) (transparency, progress, access, timely communication of responses from forces)

- Reduction in duplication of data gathered from forces (using other sources)

- Improved analysis through integrating the whole picture (use of FMS, monitoring, EGT)

- Clearer communication to the public/media / reduction in potentially conflicting messages

- Increased smoothing out of report writing / data assurance / moderation

- Reduced peaks and troughs on HMICFRS workload / resources better matched to demand

- Reduced question set due to targeted approach

Intended Outcomes

- Increased opportunities to triangulate evidence through use of FMS, monitoring, pre-fieldwork

- Improved data management – consolidation of data requests

- Increased sharing of evidence across different inspections

- Reduced intensity of inspection fieldwork for well-performing forces / where risk to public is lower / we already know force hasn't acted on recs

- Greater flexibility of inspection intensity should increase potential targeted spend

- Maintained impact of reports

Methodology

FLLs, FLOs, HMICFRS staff (analysts, communications, monitoring, portfolio teams, IOT, HMIs), Chiefs of Staff, PCCs, media.

Mixed methods: surveys, in-depth interviews, learning sessions, quantitative data.

Data will be analysed and fed back to relevant groups to ensure learning incorporated into IPA2+

Initial findings produced in July 2019 / final report autumn 2019

Feedback

- Feedback on the intended outcomes?

- Feedback on the wider proposal?

- Any further suggested methods? (e.g. observation in force, use of force/FLO HR data, etc.)

- If anyone would like to get in contact with feedback or suggestions please contact: Gina.Floyd@hmicfrs.gov.uk