



Promoting improvements  
in policing and fire & rescue  
services to make everyone safer

# **The Future of Inspection**

## **PEEL 2020: Principles and Approach**

**Excellence in Policing Conference**  
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# Agenda



- The evolution of PEEL inspections
- Aims and ambition for PEEL 2020
- The principles we are working too
- What we mean by “intelligence led”
- The concept of continuous assessment
- Provide an update on the monitoring portal
- Seek feedback on our proposals from delegates



## PEEL – the beginning



December 2013: Home Secretary requested HMIC to develop an approach that would:

*'allow the public to see – from a small number of easy-to-understand categories – whether their local force is performing well or badly when it comes to cutting crime and providing value for money'*

- **To improve effective democratic accountability** – presenting the public with information about the performance of each force, providing a level of assurance about its effectiveness and efficiency
- **To inspect in a way that leads to genuine improvement in policing services** – drawing out the key detailed findings and recommendations
- **To assist in identifying problems at an early stage and reduce the risk of failure** – taking individual findings and overall conclusions for each of the pillars to provide a national picture of emerging issues and problems



## PEEL 2014 - 2017



- A single corporate inspection methodology for Effectiveness, Efficiency and Legitimacy
- Introduced “Insights” - use pre-inspection evidence to improve our use of time
- Graded judgments
- Causes of Concern with recommendations and Areas for Improvement
- A single approach to report design, structure and expression
- In 2017, introduced a risk based approach for inspection
- Continued thematic inspections and rolling programmes



## Integrated PEEL Assessments (IPA) – 2018/19



### Short term aims (2018-19):

- To bring together the three PEEL pillars (police effectiveness, efficiency and legitimacy) into a single inspection.
- An assessment made at a fixed moment in time, shortly after a period of set piece fieldwork but drawing from a range of sources e.g. insight evidence, data analysis, Force Management Statements (FMSs), and regular monitoring.

### Long term aims:

- To produce an assessment that links together all HMICFRS' different inspection activity within each force.
- Shift from intense windows of inspection to continuous assessment.



## What IPA has achieved so far.....



- A single PEEL inspection for each force
- A risk based approach (RBA) to most PEEL pillars and core questions
- Better use of technology – digital EGT, Power BI and the recommendations register
- Routine core data collection processes
- Better use of data and analytics, for example to inform RBA decisions
- Use of information in FMS as an evidence source which covers the totality of police activity
- Corporate approach to causes of concern, recommendations and AFIs



## External reference group feedback



- Too focussed on process, rather than outcomes
- Breadth means unable to go into sufficient depth in specific areas
- Need to inspect in fewer areas to focus on those that really matter to the public
- Timely to consider the value that gradings add compared to when PEEL first started
- Taking the same approach year-on-year does not drive continuous improvement
- HMICFRS could consider how it can highlight notable practice without using judgments
- Need to balance a standards regime with encouraging innovation and enabling improvements to happen at pace
- Account needs to be taken of what forces can afford and their context



## The future of PEEL



- Agreed not to start the next round of PEEL inspections until 2020
- Continued evolution towards an intelligence-led continuous assessment model
- Likely to take 2-3 years to fully evolve and embed
- Agreed a set of principles for our approach
- Change programme work for PEEL 2020 has commenced



## Aims of our new approach



1. HMICFRS is able to say something more 'valuable' about policing: an improved knowledge of forces, breadth and depth
2. HMICFRS is better able to promote innovation and share good practice
3. HMICFRS is able to take a whole systems approach to understanding and inspecting policing: increased understanding of others' contribution
4. HMICFRS is better able to drive improvements in the areas of highest risk: able to be more flexible to emerging issues
5. HMICFRS has more influence, e.g. on legislation, policy and practice and on direct and indirect parties



## Principles for a new approach (1)

### A bespoke product for each force

- An intelligence-led process for determining the need to collect evidence through fieldwork or targeted insight
- Some forces may not have a set piece inspection (fieldwork) in a cycle – assessment may be produced/ updated based on the evidence that is already available
- The evidence available for each force will be **different** (both in content and timing), focused on areas important to the force – the assessments will not therefore be uniform and wholly comparable but there will continue to be scope for meaningful comparisons between forces as far as possible
- The inherent risk to the public (as opposed to performance) will be factored into our approach: one size does not fit all



## Principles for a new approach (2)



### Evidence we will use for the assessments

- PEEL will take account of all the evidence that we collect on the 43 England and Wales police forces – not just the current PEEL question set

### Refining the question set

- There will be an intelligence-led approach to reviewing the question set and determining deep dive thematics – the question set will change over time



## Principles for a new approach (3)



### **Value for money**

- Value for money criteria should be developed and factored into our decisions on both evidence gathering and reporting (main cost drivers) – we will need to better understand the concept of opportunity cost
- The inherent risk to the public (as opposed to performance) should be factored into to our value for money analysis. We will consider the need to spend more effort inspecting high risk forces rather than lower risk forces

### **Evaluation and improvement – continuous assessment of our own performance**

- We will build evaluation into our inspection regime, establishing baselines at the outset (where appropriate) so we can demonstrate the value we add



## Principles for a new approach (4)

### Reporting what we find

- A formal assessment, of each force, will be made public on an annual basis – some form of report which allows, as far as possible, for comparisons to be made
- Progress on known causes of concern and recommendations will be made public, as and when issues are addressed, via the public facing reporting in the monitoring portal
- New causes of concern should be reported in public as soon as possible, to initiate the monitoring regime – to support earliest possible improvement
- Notable practice should be identified at the earliest opportunity and provided to the College of Policing



## Principles for a new approach (5)

### A more continuous assessment model

- Long term aim of IPA agreed in 2017 – to produce an assessment that links together all HMICFRS' different inspection activity within each force. How we assess forces will change – the focus will shift over time from intense windows of inspection to **continuous assessment**. 2018/19 is the first step towards this.
- A continuous assessment model will allow evidence to be updated and made public as and when the new evidence is provided/ available – not only on an annual cycle
- **Definition of continuous assessment from education:** “the assessment of a pupil's progress throughout a course of study rather than exclusively by examination at the end of it”



## Principles for a new approach (6)

**“Course work” is the continuous review and assessment of evidence:**

- New/ refreshed “evidence” on the effectiveness, efficiency and legitimacy of police forces collected on an ongoing basis
- Some evidence will be updated quarterly (some data streams), some annually (for example FMS) and some less frequently (for example CDI) and some as and when (update on causes of concern)



## Principles for a new approach (7)

### The “exam” is set piece fieldwork (on-site evidence gathering):

- Assessments can be made, and made public, without taking an exam – based on course work only
- Only some modules may be subject to an exam, possibly based on the quality of the course work – which could equate to risk-based fieldwork
- Course work can be resubmitted, and exams can be resat e.g. evidence on progress on causes of concern



## Principles for a new approach (8)



### What continuous assessment means at the national and regional level

- A regular review and refresh of information to recognise current and emerging trends and risks, including:
  - **Data driven trends analysis** – changes over time
  - **Perennial problems analysis** – links with College of Policing
  - **Horizon scanning** – including potential impact of other service providers - drawing on FMSs and other futures work
  - **Notable practice summaries** – in partnership with the College
- Informs our inspection activity – PEEL question set and thematics



## Principles for a new approach (9)



### What continuous assessment means at the force level

Reduce reliance on set piece fieldwork (the “exam”) and greater reliance on continuous “course work”, focused on identifying risks and outliers, including:

- **Data driven trends analysis** and **contextualised performance assessment**
- More formal defining and recording of **evidence gathered through insight**
- Building **flagging capabilities** into PowerBI tools, using this to improve our **KLOE analysis**
- Force self-assessments from **FMSs**
- Monitoring PCC and force responses to **known causes of concern, recommendations and areas for improvement** – monitoring portal, formalising evidence capture, developing appropriate management information and reporting progress to the public in near real time



# Our focus for 2020



## Priorities:

- Make greater use of the breadth of evidence collected about a force
- Improve the extent to which we can respond to new risks
- Produce a more rounded view of how well a force is performing
- Improve the timeliness of our annual force assessments
- Revisit the way we report to increase our influence

## Minimal viable product:

- Make CDI a core part of PEEL 2020
- Bring alignment with FMS
- Introduce a revised structure
- Gather evidence against a refreshed question set (with more flexibility)
- Ensure evidence is collected from a force throughout the year
- Introduce better scheduling to reduce pressure on forces and our staff
- Report on a force as soon as possible after onsite evidence gathering



# Feedback



1. What do you see as the main challenges we need to consider?
2. What opportunities does this approach offer?
3. IPA is quite broad but does not cover the totality of policing, what would you prioritise for inclusion in our PEEL 2020 inspection programme?

