

PEEL 2014 Methodology

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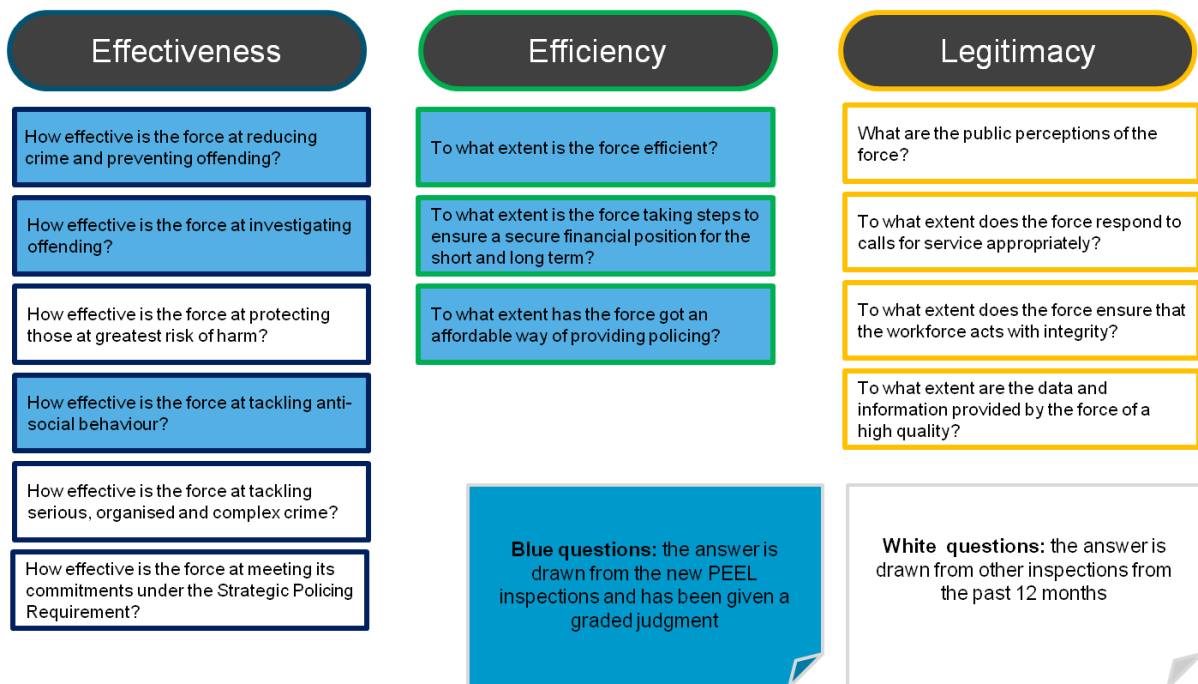
Introduction

- 1.1. This document sets out HMIC's method in making the assessments for the PEEL 2014 force reports. In arriving at this method, HMIC has taken into account the responses it has received on PEEL 2014 to its public consultation on PEEL¹.
- 1.2. Using their professional judgment, each of Her Majesty's Inspectors of Constabulary has made an overall assessment of each force. The role of the five Inspectors of Constabulary is to examine police forces on behalf of the public. They are appointed by the Queen and are independent of Government and police forces. Their assessments contain positive and negative comments; the balance is determined by the evidence.

The three pillars

- 2.1. **PEEL** stands for **P**olice **E**ffectiveness **E**fficiency **L**egitimacy.
- 2.2. In each PEEL force report, HMIC has made an assessment of the force under three 'pillars': effectiveness, efficiency, and legitimacy.
- 2.3. HMIC has reached an assessment under each pillar by answering questions that are relevant to effectiveness, efficiency or legitimacy. In order to make an assessment of a force's efficiency, for example, HMIC has answered questions on the security of the force's financial position, its ability to provide policing in an affordable way, and the extent to which it is efficient. The subsidiary questions that HMIC has asked in order to make assessments under each of the three pillars are set out in the table below.

¹ <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/hmics-programme-for-regular-force-inspections-for-consultation.pdf> A further consideration of the response on PEEL 2014 can be found here: <http://www.justiceinspectorates.gov.uk/hmic/publication/peel-2014-we-asked-you-said-we-did/>



2.4. It is possible that HMIC will answer more questions under each of the three pillars when it makes PEEL assessments in the future. In HMIC’s consultation document² it was proposed that under the effectiveness pillar it would ask the additional question: “How effective is the force at ensuring public safety?” It was also proposed that, under the legitimacy pillar, HMIC would ask the additional question: “How well is the force meeting its responsibility to treat people equally and without discrimination?” HMIC has been constrained with respect to the questions it can appropriately answer in the 2014 PEEL assessments by the evidence before it. It has taken the view that it should not seek to answer these questions without sufficient robust evidence. As HMIC has made clear, it will continue to develop its PEEL methodology and resources and be in a position to make an even more comprehensive assessment of each force in future years.³ It should further be noted that the structure and content of PEEL assessments in future years will be subject to ongoing consultation.

2.5. HMIC will also give fuller and more specific consideration to leadership in future PEEL assessments. This will allow us to take account of the College of Policing review of leadership that is currently underway. As noted above, however, the content and structure of future PEEL assessments will be subject to ongoing consultation and the precise place of leadership in the PEEL assessment is yet to be determined.

² <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/hmics-programme-for-regular-force-inspections-for-consultation.pdf>

³ <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/hmics-programme-for-regular-force-inspections-for-consultation.pdf> – paragraph 62.

Evidence

- 3.1. In order to answer each of the above questions, HMIC has sought evidence from inspections of police forces it has conducted over the 12-month period preceding 27 November 2014 (the date of the publication of the PEEL assessments). For example, the first question under the efficiency pillar, “To what extent is the force efficient?”, is one that was asked and answered as part of the value for money inspection. Evidence from this report is therefore used to answer this question and contributes to the efficiency assessment.
- 3.2. Other questions are not directly answered by a specific inspection. Instead, relevant evidence with which to answer them is drawn from several inspection reports. For example, the third question under the effectiveness pillar, “How effective is the force at protecting those at greatest risk of harm?”, is answered through evidence drawn from the domestic abuse, custody, crime and child protection inspections. Wherever HMIC has extracted evidence from inspection reports, it has been careful not to reinterpret or alter its original findings which would make the PEEL assessments inconsistent with the underlying inspection reports. One question, “What are the public perceptions of the force?”, draws on the latest available published data from the Focus on Victimisation and Public Perceptions, 2012/13⁴, published by the Office of National Statistics as part of the Crime Survey for England and Wales (CSEW), and the Victim Satisfaction Survey.
- 3.3. The table below sets out the inspection reports and data sources from which HMIC has drawn evidence in answering the questions under each pillar.

	Question	Reports and data sources used
	Effectiveness pillar	
1	How effective is the force at reducing crime and preventing offending?	Crime
2	How effective is the force at investigating offending?	Crime
3	How effective is the force at tackling anti-social behaviour?	Crime

⁴ *Crime Statistics: Focus on victimisation and public perceptions, 2012/13*, ONS, 2014. Available from <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/focus-on-victimisation-and-public-perceptions--2012-13/index.html>

4	How effective is the force at protecting those at greatest risk of harm?	Domestic abuse Crime Custody Child protection
5	How effective is the force at tackling serious, organised and complex crime?	Crime Value for money
6	How effective is the force at meeting its commitments under the Strategic Policing Requirement?	Strategic Policing Requirement
Efficiency pillar		
1	To what extent is the force efficient?	Value for money
2	To what extent is the force taking steps to ensure a secure financial position for the short and long term?	Value for money
3	To what extent has the force got an affordable way of providing policing?	Value for money
Legitimacy pillar		
1	To what extent does the force ensure that the workforce acts with integrity?	Police integrity and corruption
2	What are the public perceptions of the force?	Crime Survey for England and Wales Victim Satisfaction Survey
3	To what extent does the force respond to calls for service appropriately?	Domestic abuse Value for money Crime data integrity
4	To what extent are the data and information provided by the force of a high quality?	Crime data integrity Child protection

3.4. It should be noted that not all of the same inspection reports were available for all forces. For example, some forces have not been subject to a custody or

child protection inspection in the past 12 months, meaning that there were no relevant reports from which evidence could be drawn. Where these reports are available for forces, however, HMIC has drawn from them on the basis that they supply relevant evidence.

- 3.5. Where a force was revisited following a particular inspection, evidence from the revisit was used to supplement that from the original inspection report.

The structure of the PEEL assessments

- 4.1. Each of the PEEL force reports has three sections. In the last section, called 'question summaries', each of the relevant questions referred to above is separately answered drawing on the evidence set out above. In the second section, called 'pillar assessments', an assessment is made under each pillar, based on the answers to the subsidiary questions. In the first section, called the 'HMI assessment', Her Majesty's Inspector provides a short overall assessment for each force which takes into account the evidence and assessments on effectiveness, efficiency and legitimacy.
- 4.2. The HMI assessments, pillar assessments and question summaries follow a structure, content, and expression that has been agreed by the HMIs. HMIC has extracted evidence from the inspection reports that is relevant and has further done so in a consistent manner so that a similar balance of evidence is considered for each force. In reaching both the pillar assessments and the HMI assessment, HMIC has used its professional judgment to weigh the relevant evidence from the inspection reports. In this process, HMIs have also applied a consistent method to avoid, for example, very similar evidence weighing more heavily in the pillar assessment for one force than it does for another. In making the PEEL assessments, HMIs have been guided by the PEEL objectives, to:
 - improve effective democratic accountability;
 - inspect [and report] in a way that leads to the greatest practicable appreciable improvement in policing services; and
 - assist in identifying problems at an early stage and so reduce the risk of failure.

Graded and non-graded judgments

- 5.1. Some of the inspection reports that asked and answered questions that are directly replicated in the PEEL assessments gave a graded judgment on those questions. The possible graded judgments were: outstanding; good; requires improvement; or inadequate. For example, the value for money inspection report gave such a judgment as part of its answer to the question “To what extent is the force efficient?” The same report also gave an overall graded judgment of the efficiency of the force.
- 5.2. The inspection reports that give graded judgments to questions that are directly replicated in the PEEL assessments are the crime inspection reports and the value for money inspection reports. The graded judgments made in these inspection reports have been incorporated into the PEEL assessments.
- 5.3. As explained above, however, some of the questions asked in the PEEL assessments have not been directly answered by a force report and therefore do not have a graded judgment. The first table set out above makes it clear which questions have a corresponding graded judgment and which do not. For the questions that do not, HMIC has not sought to provide retrospectively a graded judgment on the basis of the available evidence. HMIC considers that it should not attempt to do this where the inspection reports providing the relevant evidence did not do so, and where the evidence set out in those inspection reports was not originally gathered with a view to making a graded judgment. Instead, HMIC has drawn insights from the relevant evidence to provide a useful answer which stops short of providing an overall grade.