

## PEEL inspection – interim crime inspection methodology

### August 2014

PEEL is the programme in which HMIC draws together evidence from its annual all-force inspections. The evidence is used to assess the effectiveness, efficiency and legitimacy of the police. HMIC has introduced these assessments so that the public will be able to judge the performance of their force and policing as a whole. The effectiveness of a force is assessed in relation to how it carries out its responsibilities including cutting crime, protecting the vulnerable, tackling anti-social behaviour, and dealing with emergencies and other calls for service. Its efficiency is assessed in relation to how it provides value for money. Its legitimacy is assessed in relation to whether the force operates fairly, ethically and within the law. The evidence from inspections, together with the context within which forces operate, allows HMIC to make an assessment of each of the 43 police forces in England and Wales.

HMIC published the first PEEL assessment in November 2014. This document sets out the methodology for the first crime inspection that provided the evidence against the effectiveness pillar of first PEEL assessment. It was published on 27 November 2014.

#### **Crime Inspection methodology: Overview**

This inspection looks at how effective police forces are at cutting crime. The public expects the police to reduce, prevent and investigate crime, bring suspects to justice and, in conjunction with other services and agencies, care for victims. To assess each force's effectiveness, we looked at three specific areas:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling anti-social behaviour?

During our inspection we analysed data and documents from forces, and conducted in-force inspections. We interviewed the senior officers responsible for crime, neighbourhood policing and victim care in each force. We held focus groups with frontline police officers, investigators and police staff, and observed their activities first hand. We also reviewed 20 crime investigations in each force and interviewed heads of partner organisations such as local authorities. We focused on anti-social behaviour and the offences of: burglary dwelling; serious sexual offences; and violence with injury on this inspection. We chose to focus on these offences because they cover the areas of acquisitive and violent crime and the protection of vulnerable people. This has allowed us to make an assessment of how well the constabulary treated the victim throughout the investigation – examining in particular how well officers gathered evidence and how well they were supervised.

Victims are at the heart of this inspection. Victims are entitled to a service from the police; this includes regular information about their case, an opportunity to provide an impact statement where relevant and to be consulted on potential criminal justice outcomes. When the police provide this service to victims, it increases victim satisfaction and builds trust and confidence in the police.

As part of this inspection, we considered how well forces deal with domestic abuse, alongside other offence types. HMIC published a report in March 2014 on how well forces tackled domestic abuse and provided support to victims. As a result of that inspection all forces were asked to provide an action plan setting out how they were improving services to victims of domestic abuse and we have reviewed the action plans developed by forces. The action plans have not informed the judgments made in these reports.

The crime inspection provides HMIC with the first opportunity to test whether the force's approach to improving how it tackles domestic abuse is beginning to have an effect and this forms part of our overall assessment of the force.

## Interim Crime Inspection: Question Set

### 1. How effective is the force at reducing crime and preventing offending?

- How does the force identify risks to victims and the community and prioritise these to reduce crime and prevent offending?
- How effective is the force at using a broad range of tactics to reduce and detect crime and prevent offending?
- How effective is the force at working with partners to reduce crime and prevent offending?
- How effective is the force at ensuring community and strategic priorities translate into operational activity to reduce crime and prevent offending?

#### 1.1. How does the force identify risks to victims and the community and prioritise them to reduce crime and prevent offending?

The inspection team will consider:

- Has the force undertaken a full and thorough assessment of threat, risk, harm and organisational need?<sup>1</sup>
- How does the force use problem solving approaches to address community concerns in relation to short and long term threats (specifically in relation to burglary, violent crime and serious sexual offences)?<sup>2</sup>
- Do force tasking processes match resources to changes in threat, harm, risk and demand?<sup>3</sup>
- How does the force allocate resources to crime prevention activity, victim and witness care?<sup>4</sup>
- How does the force measure its ability to have an impact on crime and offending, then share and act on learning points (specifically in relation to burglary, violent crime and serious sexual offences)?

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<sup>1</sup> Evidence collected in Valuing the police will be used

<sup>2</sup> Evidence collected in Core business will be used and/or updated

<sup>3</sup> Evidence collected in Valuing the police will be used

<sup>4</sup> Evidence collected in Core business will be used and/or updated

- Does the force use victim, user and community feedback to improve the service it provides to the public (e.g. Victim call-back, complaints and external surveys, social media comment)?

### **1.2. How effective is the force at using a broad range of tactics to reduce and detect crime and prevent offending?**

The inspection team will specifically consider:

- How does the force use analysis and evidence of ‘what works’ to reduce crime and prevent offending?<sup>5</sup>
- How does the force reduce crime and prevent offending through the use of disruptive tactics (PACE section 60 powers, stop and search, Sex Offender Prevention Order, Domestic Violence Protection Order, violent offender orders, gang orders, Serious Crime Prevention Order)?
- What does the force do to divert offenders and people vulnerable to becoming offenders out of the criminal justice system to prevent and reduce crime?
- Which intelligence processes are used to prevent crime and target repeat offenders (e.g. persons involved in serious sexual offences, burglary, and violent crime)?<sup>6</sup>
- How does the force prioritise and allocate responsibility for disrupting and dismantling crime groups (including organised crime groups)?
- Is the force able to identify perpetrators who are themselves vulnerable and work with partners to deal with the causes of this vulnerability to reduce the risk of re-offending?

### **1.3. How effective is the force at working with partners to reduce crime and prevent offending?**

The inspection team will specifically consider:

- How does the force work with partners to identify people vulnerable to crime and repeat victims in order to minimise the likelihood of further crime (specifically in relation to burglary, sexual offences, violent crime and ASB)?<sup>7</sup>

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<sup>5</sup> Evidence collected in Core business will be used and/or updated

<sup>6</sup> Evidence collected in Core business will be used and/or updated

<sup>7</sup> Evidence collected in Core business will be used and/or updated

- To what extent is the force actively working with partners to improve reporting of hidden and/or unreported crime, and the service provision to these victims (including child sexual exploitation, female genital mutilation, human trafficking)?
- To what extent does the force engage with a range of partners to prioritise resources, identify and tackle repeat offending (e.g. multi-agency public protection arrangements, multi agency risk assessment, and integrated offender management)?<sup>8</sup>
- How does the force use a range of information sources to prevent crime and reduce offending (e.g. Crimestoppers, Victim Support, and Neighbourhood Watch)?

#### **1.4. How effective is the force at ensuring community and force priorities translate into operational activity to reduce crime and prevent offending?**

The inspection team will specifically consider:

- Does the force have clear crime reduction and prevention priorities?<sup>9</sup>
- How do senior leaders ensure that operational activity clearly reflects crime reduction and prevention priorities?<sup>10</sup>
- How effective is the force at using learning ('what works') and authorised professional practice in relation to crime reduction and the provision of service to victims?

## **2. How effective is the force at investigating offending?**

- How effective is the force at identifying and dealing with vulnerability and risk, especially in relation to victims of crime?
- How effective is the force at ensuring staff complete high quality investigations?
- How effective is the force at knowing 'what works' and ensuring that lessons learned drive improvements in investigation and services the force provide to the public?

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<sup>8</sup> Evidence collected in Core business will be used and/or updated

<sup>9</sup> Evidence collected in Core business will be used and/or updated

<sup>10</sup> Evidence collected in Core business will be used and/or updated

### **1.5. How effective is the force at identifying and dealing with vulnerability and risk, especially in relation to victims of crime?**

The inspection team will specifically consider:

- How does the force identify and safeguard vulnerable victims?<sup>11</sup>
- Does the force have a “victim centred” approach, recognising needs of individuals and adapting services to meet their needs?
- How does the force discharge its responsibilities in relation to the Code of Practice for Victims, including:
  - (a) referring victims to support services including Victim Support, specialist victim services and statutory services
  - (b) provide enhanced entitlements for priority categories of victims
  - (c) provision of Victim Personal Statements; and,
  - (d) victim consultation on case finalisation?
- To what extent does the force support vulnerable or intimidated witnesses/victims through the use of Special Measures (video link, live link screens, removal of wigs and gowns in court)?

### **1.6. How effective is the force at ensuring staff complete high quality investigations?**

The inspection team will specifically consider:

- Whether the force has an effective crime screening/attendance policy which provides the flexibility to identify and meet needs of individual victims?<sup>12</sup>
- How does the force allocate crimes, taking into account vulnerability and repeat victims?<sup>13</sup>
- Can the force demonstrate that staff use a full range of appropriate investigative tactics from the outset, to maximise the chances of a successful outcome (specifically in relation to burglary, violent crime and serious sexual offences)?

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<sup>12</sup> Evidence collected in Core business will be used and/or updated

<sup>13</sup> Evidence collected in Core business will be used and/or updated

- To what extent does the force use staff with appropriate experience and accreditation to effectively supervise and ensure the quality of investigations (specifically in relation to burglary, violent crime and serious sexual offences)?
- How are specialist support functions deployed to investigate crime (specifically in relation to burglary, violent crime and serious sexual offences)?

**1.7. How effective is the force at knowing ‘what works’ and ensuring that ‘lessons learned’ drive improvements in investigation and services the force provide to the public.**

The inspection team will specifically consider:

- How does the force use analysis to prioritise the allocation of resources and prevent crime (with specific reference to burglary, violent crime and serious sexual offences)?<sup>14</sup>
- To what extent has the force adopted national standards ensuring staff are properly trained and accredited (e.g. adopted professionalising investigative practice (PIP) and authorised professional practice)?
- How does the force use methods other than prosecution to resolve investigations (e.g. community resolutions, restorative justice, out of court disposals)?
- How does the force capture and communicate organisational learning with a view to reviewing and improving investigations?
- How does the force provide learning and development programmes for the continuous professional development for staff?
- How does the force encourage supervisors and staff to improve their skills to prevent, reduce, and investigate crime?
- Has the force been involved in the development or use of new techniques for the prevention and investigation of crime (online exploitation, cyber crime)?
- How does the force engage and consult with the wider community, learning from previous experience and ‘what works’, to reduce crime and prevent offending?

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<sup>14</sup> Evidence collected in Core business will be used and/or updated

### **3. How effective is the force at tackling anti-social behaviour?**

- How does the force ensure it meets the needs of victims of anti-social behaviour and crime?
- How does the force identify risks with partners ensuring a cohesive response to prevent the escalation of anti-social behaviour into sustained abuse, hate and other serious crime?
- How does the force provide what victims and communities want?
- How does the force learn from experience and continually improve the service it provides to the community?

#### **1.8. How does the force ensure it meets the needs of victims of anti-social behaviour and crime?**

The inspection team will specifically consider:

- How does the force communicate with the community to understand and identify what matters most to local people?
- How does the force update the community on action taken to resolve anti-social behaviour?
- Does the force provide an identifiable, dedicated neighbourhood policing presence that is visible, accessible and known to the local community?
- How does the force effectively link neighbourhood intelligence with force and national threats?

#### **1.9. How does the force identify risks with partners ensuring a cohesive response to prevent the escalation of anti-social behaviour into sustained abuse, hate and other serious crime?**

The inspection team will specifically consider:

- How does the force identify opportunities to prevent the escalation of anti-social behaviour at an early stage, putting prevention and enforcement plans in place, with appropriate review and supervision and an ability to identify repeat and vulnerable victims?
- Does the force have a clear definition and understanding of repeat victims, with effective grading systems and early recognition of developing problems, by call handling staff?<sup>15</sup>

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<sup>15</sup> Evidence collected in Core business will be used and/or updated

- How does the force work with partners to ensure a cohesive response to escalating anti-social behaviour (e.g. troubled families programmes, youth offending teams, community safety partnerships, drugs actions teams and integrated offender management)?

#### **1.10. How does the force provide what victims and communities want?**

The inspection team will specifically consider:

- Is there evidence that anti-social behaviour is a strategic priority for the force with clear commitment at all levels of the organisation?
- Does the force have appropriately trained and skilled staff to prevent and reduce anti-social behaviour?<sup>16</sup>
- How does the force encourage and promote the use of recent anti-social behaviour powers at its disposal (e.g. the Anti-social Behaviour Crime & Policing Act 2014 and use of community trigger remedies)?
- To what extent do local neighbourhood teams engage in proactive investigation activity?

#### **1.11. How does the force learn from experience and continually improve the service it provides to the community?**

The inspection team will specifically consider:

- How does the force measure its ability to impact on crime and anti-social behaviour?
- How do staff work with diverse and hard to reach groups to identify and find solutions to issues they face?
- How does the force work with partners to target the causes of anti-social behaviour in problem locations?
- How does the force make use of restorative interventions to improve results for victims of anti-social behaviour and offender rehabilitation?

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<sup>16</sup> Evidence collected in Core business will be used and/or updated