Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

PEEL: Police legitimacy (including leadership) 2017

An inspection of Hampshire Constabulary



December 2017

© HMICFRS 2017

ISBN: 978-1-78655-497-0

www.justiceinspectorates.gov.uk/hmicfrs

Contents

Introduction **3**

Force in numbers **5**

Overview – How legitimate is the force at keeping people safe and reducing crime? **7**

To what extent does the force treat all of the people it serves with fairness and respect? **9**

To what extent does the force understand the importance of treating people with fairness and respect? 9

How well does the force understand the extent to which its workforce treats people with fairness and respect? 12

How fairly does the force use stop and search powers? 14

Summary of findings 18

How well does the force ensure that its workforce behaves ethically and lawfully? **20**

How well does the force develop and maintain an ethical culture? 20

How accessible is the complaints system to all members of the public? 23

How well does the force identify and investigate potential discrimination by officers and staff? 25

Summary of findings 26

To what extent does the force treat its workforce with fairness and respect? **28**

How well does the force identify and act to improve fairness at work? 28

How well does the force support the wellbeing of its workforce? 35

How fairly and effectively does the force manage and develop both the performance of its individual officers and staff and its selection processes? 39

Summary of findings 42

Next steps **44**

Annex A – About the data **45**

Introduction

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)[1] assesses the legitimacy and leadership of police forces across England and Wales.

Police legitimacy – a concept that is well established in the UK as 'policing by consent' – is crucial in a democratic society. The police have powers to act in ways that would be considered illegal by any other member of the public (for example, by using force or depriving people of their liberty). Therefore, it is vital that they use these powers fairly, and that they treat people with respect in the course of their duties.

Police legitimacy is also required for the police to be effective and efficient: as well as motivating the public to co-operate with the police and respect the law, it encourages them to become more socially responsible. The more the public supports the police by providing information or by becoming more involved in policing activities (such as via Neighbourhood Watch or other voluntary activity), the greater the reduction in demand on police forces.

To achieve this support – or 'consent' – the public needs to believe that the police will treat them with respect and make fair decisions (while taking the time to explain why they are making those decisions), as well as being friendly and approachable.[2] This is often referred to as 'procedural justice'. Police actions that are perceived to be unfair or disrespectful can have an extremely negative effect on police legitimacy in the eyes of the public.

Police officers and staff are more likely to treat the public with fairness and respect if they feel that they are being treated fairly and respectfully, particularly by their own police force. Therefore, it is important that the decisions made by their force about matters that affect them are perceived to be fair.[3] This principle is described as

[1] This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

[2] *It's a fair cop? Police legitimacy, public cooperation, and crime reduction*, National Policing Improvement Agency, September 2011. Available at: http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf

[3] *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

‘organisational justice’, and HMICFRS considers that, alongside the principle of procedural justice, it makes up a vital aspect of any assessment of police legitimacy.

One of the most important areas in which internal organisational justice and external procedural justice principles come together is the way in which police forces ensure that their workforce behaves ethically and lawfully. In HMICFRS’ 2017 legitimacy inspection, we continued our assessment of how well forces develop and maintain an ethical culture and we re-examined how forces deal with public complaints against the police. How this is done needs to be seen to be fair and legitimate in the eyes of both the police workforce and the general public.

As part of this year’s inspection, we also integrated aspects of leadership into our assessment of legitimacy, as the two areas are closely linked. We assessed the role that leadership plays in shaping force culture, the extent to which leadership teams act as role models, and looked at how the force identifies and selects its leaders.

While our overarching legitimacy principles and core questions remain the same as last year, our areas of specific focus continue to change to ensure we are able to assess a full range of police legitimacy topics, including emerging concerns or Home Office commissions. As such, it is not always possible to provide a direct comparison with last year’s grades. Where it is possible to highlight emerging trends in our inspection findings between years, we do so in this report.

A separate report on the force’s efficiency inspection findings is available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/hampshire/efficiency/). Our reports on police effectiveness will be published in early 2018. Our 2016 reports on forces’ effectiveness, efficiency, and legitimacy are available on our website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/hampshire/.

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/).

Force in numbers

Workforce

Total workforce (full time equivalents) as of 31 March 2017

5,006

Total workforce breakdown (full time equivalents) as of 31 March 2017

officers	staff (including section 38)	PCSOs
2,896	1,725	385

Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce
3.0%

officers	staff	PCSOs
3.0%	2.6%	4.6%

Percentage of BAME in local population, 2011 Census

6.7%

Gender diversity

Percentage of females in overall workforce 31 March 2017

Hampshire Constabulary	England and Wales population, 2015 estimate
42%	51%

Percentage of females by role 31 March 2017

Hampshire Constabulary

officers	staff	PCSOs
31%	62%	49%

Grievances

Number of grievances per 1,000 workforce raised and finalised 10 months to 31 March 2017

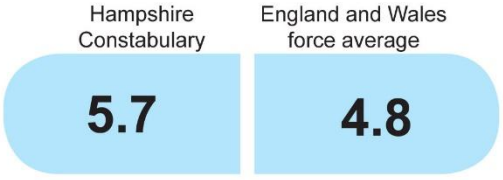


Stop and search

Number of stops and searches carried out in 2015/16 (excluding 'vehicle only' searches)

11,108

Number of stop and searches per 1,000 population in 2015/16



Note: All figures exclude section 38 staff unless stated otherwise. For further information about the data used, including information about section 38 staff, please see annex A.

Overview – How legitimate is the force at keeping people safe and reducing crime?

Overall judgment[4]



Good

Hampshire Constabulary is judged to be good in how legitimately it keeps people safe and reduces crime. For the areas of legitimacy we looked at this year, our overall judgment is the same as last year. The force is judged to be good at treating the people it serves with fairness and respect and at ensuring its workforce behaves ethically and lawfully. The force has improved the extent to which it treats its workforce with fairness and respect and this is also now judged to be good.

Overall summary

To what extent does the force treat all 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

Hampshire Constabulary treats the people it serves with fairness and respect. The workforce understand the importance of treating people this way, but the force should ensure they understand how unconscious bias may affect their decision making. Officers and staff use their communication skills effectively in their interactions with the public

The force scrutinises its use of coercive powers so that it can identify lessons to be learned and looks for any unfairness in its use of stop and search. Members of the workforce understand how to use coercive powers such as arrest and stop and search in accordance with the law and in a fair and respectful way. The force seeks feedback from members of the public through its website and social media and external scrutiny from independent advisory groups. However, members of independent advisory groups would benefit from more structured training by the force so that they can undertake their role effectively.

[4] HMICFRS judgments are outstanding, good, requires improvement and inadequate.

Hampshire Constabulary ensures that its workforce behaves ethically and lawfully. Leaders are good role models and promote the force's values. Its ethics committee identifies lessons learned, which are then shared with the workforce, who are well informed about ethics and ethical decision making.

The force ensures the public can find information about how to make a complaint on its website, through social media and from leaflets and posters in public areas in force buildings. It also encourages complaints from those less likely to complain or take part in traditional forms of engagement. Generally, Hampshire Constabulary works well with complainants and updates them on progress, but letters about the results of its investigations could be clearer. The workforce are aware of the negative effect of discriminatory behaviour. Overall the force has a satisfactory approach to dealing with complaints of discrimination.

Hampshire Constabulary treats its workforce with fairness and respect, and uses a number of ways to identify and resolve workforce concerns. It is committed to dealing with any disproportionality in its treatment of its workforce. The force has a positive approach to workforce wellbeing and provides access to a wide range of wellbeing support. It has improved its processes for assessing individual performance, and has plans for further improvements. The force's new procedure for selecting staff for promotion is effective, and is seen as fair and open by the workforce.

Areas for improvement

- The force should identify and put in place training provision for IAG members designed to ensure that they have all the relevant knowledge required to perform their role.
- The force should ensure that it complies with IPCC statutory guidance by providing each complainant with a copy of the recorded complaint and that all communications with the complainant that provide the result of the investigation are clear, unambiguous and timely in respect of what the findings are in respect of each particular complaint.
- The force should ensure that it has effective systems in place and monitors these as to how well and consistently its PDR system is used across the force.
- The force should review how high potential members of the workforce are selected to ensure it is consistently fair and objective.

To what extent does the force treat all of the people it serves with fairness and respect?

College of Policing research suggests that, in the eyes of the public, police legitimacy stems primarily from the concept of 'procedural justice': the expectation that officers will treat the public respectfully and make fair decisions (explaining their reasons openly and clearly), while being consistently friendly and approachable.[5]

While HMICFRS recognises that police legitimacy stems from broader experiences of the police than by direct contact alone, our inspection focuses specifically on assessing the extent to which forces make fair decisions and treat people with respect during their interactions with the public. To do this, we looked at how well leaders can demonstrate the importance they place on procedural justice and how well the workforce understands these principles and applies them. Also, we assessed how well the force scrutinises the extent to which procedural justice takes place, particularly with regard to coercive powers, including the use of force and stop and search.

To what extent does the force understand the importance of treating people with fairness and respect?

HMICFRS assessed the extent to which leaders of the force understand the importance of procedural justice, and the arrangements they have made to provide the workforce with the knowledge, skills and understanding they need to treat all the people they serve fairly and with respect. We examined the workforce's understanding of the principles of procedural justice (being friendly and approachable, treating people with respect, making fair decisions, and taking time to explain these decisions). We did this by checking their understanding of the concept of unconscious bias,[6] their awareness of effective communication skills[7] in all

[5] *It's a fair cop? Police legitimacy, public cooperation, and crime reduction*, National Policing Improvement Agency, September 2011. Available at: http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf

[6] Personal biases are influenced by factors including people's background, personal experiences and occupational culture, and they can affect our decision making. When we make quick decisions, these biases can, without us realising, disadvantage particular groups of people. It is vital that police officers understand their own biases and how to overcome them, to ensure the decisions they make are fair.

[7] Research into the effect of communication skills training in Greater Manchester Police (e.g. showing empathy, building rapport, signposting and using positive and supportive language) showed this improved officer attitudes and behaviours and had a "significant positive effect" on the quality of interactions between police officers and victims. See: http://library.college.police.uk/docs/college-of-policing/Technical-Report.pdf

interactions with the public and their appropriate use of coercive powers (with a specific focus on stop and search and use of force).[8]

Understanding the importance of treating people with fairness and respect

All levels of the force understand the importance of treating people with fairness and respect, and senior leaders act as role models in their dealings with the workforce and the public. The Code of Ethics is intrinsic to how the force operates, and a comprehensive ethics action plan links this code to Hampshire Constabulary's six areas of focus, which support the force vision.[9] The chief constable has publicised these areas of focus through roadshows, and they underlie discussions at regular meetings between individuals and their managers. All new officers and staff receive training in the code, and we found a good level of awareness about the importance of treating members of the public with fairness and respect. Officers and staff were able to give examples of when the code had been used in making operational decisions, such as those relating to stop and search powers or the use of force.

Understanding of unconscious bias

Hampshire Constabulary estimates that it has not yet trained around 30 percent of its workforce on unconscious bias but it plans to include all officers and staff within its current training programme. This means that current understanding of unconscious bias is inconsistent. While many individuals have received this training as part of other courses, such as personal safety or interviewing skills, we found that some officers and staff in public-facing roles had not yet been trained. This included officers and staff who interact directly with the public – for example, in police station enquiry offices and the force enquiry centre where calls from the public are received. Thus, officers and staff may reflect their own unrecognised bias unintentionally in their decision making. We were reassured to hear that, while less fully aware than their colleagues who had been trained, most knew what unconscious bias was, for instance by describing how particular types of people who come into contact with the police may be perceived as a result of unconscious bias.

---

[8] *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/; *Authorised Professional Practice on Use of Force*, College of Policing, October 2013. Available from: www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force; and *College of Policing and National Police Chiefs' Council, Personal safety manual*, 2016. 2016. Available from: http://library.college.police.uk/docs/college-of-policing/PSM/PSM-MOD-01-INTRODUCTION.pdf

[9] The force vision is 'you, your family, our community, SAFER', which is supported by six areas of focus, these being identifying and protecting those who need its help; tracking and assessing, learning and improving; the values in the Code of Ethics; looking after its people; building partnerships; and tackling crime and offending.

Communication skills

Hampshire Constabulary's workforce demonstrate a good understanding of the importance of effective communication skills, and use such skills effectively in their day-to-day interactions with the public. The force does not provide any specific training on communication but it is a theme in other courses, such as initial police training, personal safety training, leadership development modules and part of the contact management training course. Staff and officers spoken to during the fieldwork were able to explain the importance of using effective communication skills and displayed an awareness of the negative effect that poor communication skills can have. For example HMICFRS was impressed to hear from some officers and staff that they had reviewed CCTV coverage in the custody area, after confrontation with a detainee, to identify why communication intended to de-escalate the situation had not been successful. Similarly, an example of the workforce understanding the importance of good communication was found in one of the police enquiry offices where they had introduced a 'communication box' of equipment, such as a magnifying glass and large marker pens, to help those who needed extra support to communicate effectively.

Use of coercive powers

Officers and staff within Hampshire Constabulary have a good understanding about how to use coercive powers such as arrest, and stop and search, in a fair and respectful way. The force has designed training courses, relevant to the exercise of coercive powers, that refer to the Code of Ethics and therefore consider fair and respectful treatment. It has based these courses on authorised professional practice,[10] and the training describes clearly the use of the National Decision Model[11] when considering using coercive powers. Officer training regarding drugs searches is explicit about when it is or is not appropriate, and the officers we spoke to are confident about their knowledge in this area and satisfied with the training they have received.

[10] Authorised professional practice (APP) is guidance produced by the College of Policing that sets out the expected standards in relevant areas of police work.

[11] The National Decision Model is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

How well does the force understand the extent to which its workforce treats people with fairness and respect?

HMICFRS continues to examine the extent to which forces work to identify and understand what affects people's perceptions of fair and respectful treatment. This year we re-assessed a specific aspect of fair and respectful treatment that we examined in PEEL 2015: the use of force[12] and stop and search powers. Specifically, we inspected the extent to which forces record data and how well they scrutinise data and other information, including through external scrutiny,[13] to understand and improve the use of these powers. In the case of stop and search, the next section sets out our findings. It includes our assessment of the reasonableness of recorded grounds for stop and search.

Scrutiny of use of force to improve treatment

At the time of the fieldwork the force was implementing a new process through which it is improving how it will scrutinise and understand the use of force by its workforce.

The force has standardised its monitoring of the use of force in conjunction with Thames Valley Police with the creation, in Feb 2017, of a centralised unit managing use of force training and monitoring across both forces, through the adoption of common operating procedures and practices. Hampshire Constabulary fully complies with the national reporting standards on the use of force – indeed it goes beyond the requirements laid out in the NPCC 2017 guidelines by asking additional questions of officers to enhance the available management information. It has recently introduced an IT data-collection system called SNAP which minimises bureaucracy for officers, while at the same time providing a wide range of metrics to help managers to have a sophisticated understanding of the data. This includes data that can identify disproportionality.

[12] In 2015 HMICFRS found a generally positive picture of force oversight arrangements for use of Taser. However, in 2016, we found that many forces did not have similar levels of oversight for other types of use of force. As a result of a review undertaken by the National Police Chiefs' Council, all forces have been required to collect a minimum data set in respect of use of force since April 2017. The review is available at: www.npcc.police.uk/documents/uniformed/2016/Use%20of%20Force%20Data%20Report%20to%20Home%20Sec.pdf. Also see *Authorised Professional Practice on Use of Force*, College of Policing, October 2013. Available from: www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force/

[13] *Independent Advisory Groups: considerations and advice for the police service on the recruitment, role and value of IAGs*, College of Policing, 2015. Available at: www.college.police.uk/What-we-do/Support/Equality/Documents/Independent_advisory_groups_advice_2015.pdf

We found that officers generally understood the requirement to complete use of force forms, but there is not yet an automated process to initiate an electronic form where a witness statement is created by an officer for an incident involving force, as there is in Thames Valley, although this development is planned.

Analysis of the use of force is provided on a quarterly basis to a scrutiny group chaired by a senior officer where trends and learning are identified. The group already has more detailed information about the use of Taser which it monitors to identify trends and any disproportionality, and it has invited external scrutiny of its use of force by presenting its data to both the ethics committee and the force independent advisory group (IAG).[14]

External scrutiny to improve treatment

The force has effective external groups that it uses to scrutinise activity. These are valued and listened to by senior officers, although more could be done to train group members to a higher level. The force responds well to the views of external scrutiny groups. This was evident in updates to the Independent Custody Visiting Association (ICVA) about concerns they had raised and, more recently, to the IAG about the use of spit guards: the force listened to the views of the group and then made changes to its plans to communicate its use of spit guards to the public and how it will scrutinise this type of activity. IAG scrutiny of body-worn video camera footage already takes place and there is an agreement with the IAG that this will incorporate a wider range of use of force such as the use of spit guards.[15] The force has also trained a member of its strategic IAG in Taser, with a specific brief to provide external scrutiny to all Taser activations by the force. The force encourages people to become members of an IAG through its website, which has an application form for downloading, and by personal contact from the local policing area (LPA) commanders. Formal IAGs exist at both a force and a district level and represent a wide range of the community.

In our observation of a stop and search advisory group meeting, we found that members were given inadequate detail with which to understand the concerns. One of the chief officer team, clearly well known to the group, was present and took an active part in the discussions. While this meeting took place on police premises, it was clear that the group was entirely independent, not only asking searching questions but also explaining to the force why their answers were important to the community. The approach to training is currently ad hoc, and the group's effectiveness would be enhanced if it were more structured. This would help members to appreciate their role more fully and also equip them with more knowledge about the matters they need to consider.

[14] Independent advisory groups consist of individuals who are external to the force but come together to advise it on how communities perceive or are affected by police actions.

[15] A spit guard is a restraint device intended to prevent a person from spitting or biting.

The force is good at encouraging external scrutiny and challenge from the communities it serves, including from those that have made complaints against the police, and it is innovative in how it seeks to do this. It receives feedback through the 'your voice counts' facility on the force website, which allows members of the public to contact the force about concerns that affect them directly. It has involved young people in a youth IAG in Southampton and also uses social media to consult with young people. It has also explored a way to review the perceptions of people who have made a complaint against the police. Although still being developed, this offers the force a further option for external scrutiny and feedback. The force has also worked with community members in the Southampton area to review six months of police stop and search data, which is increasing awareness of community perceptions of how these powers are used.

How fairly does the force use stop and search powers?

The purpose of stop and search powers is to enable officers to eliminate or confirm suspicions that individuals may be in possession of stolen or prohibited items, without exercising their power of arrest. Except in exceptional circumstances, an officer must have reasonable grounds for carrying out such a search. While this can be valuable in the fight against crime when based on genuinely objective reasonable grounds, the powers to stop and search people are some of the most intrusive available to the police. Their disproportionate use in respect of black, Asian and minority ethnic communities threatens to undermine police legitimacy. As such, it is crucial that all forces use these powers fairly, and demonstrate to the public that they are doing this.[16]

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.[17] Our 2015 legitimacy inspection[18] found that too many forces were not always recording reasonable grounds on their stop and search records. In 2017, we reviewed the reasonableness of the grounds again to assess how fairly forces are using stop and search in line with national guidance.[19] Also, we assessed how the forces scrutinise use of these powers.

---

[16] *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/

[17] *Stop and Search Powers – are the police using them effectively and fairly?* HMIC, July 2013. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/ and *Best Use of Stop and Search revisits*, HMIC, September 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/best-use-of-stop-and-search-revisits/

[18] *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

[19] See annex A for more information about the methodology for our review of stop and search records.

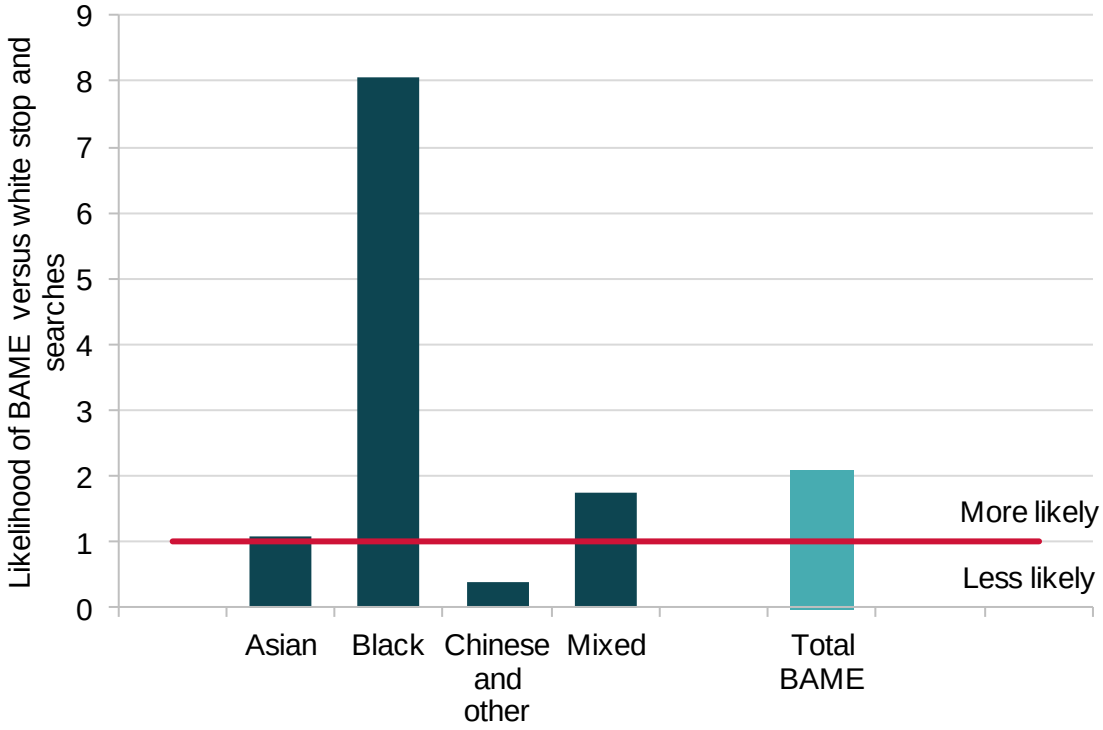
Understanding of national guidance

Officers in the Hampshire Constabulary have a good understanding of national guidance in respect of the lawful use of powers to stop and search. All relevant officers and staff receive training and/or guidance on how to use stop and search powers fairly and respectfully in line with the College of Policing's authorised professional practice. In addition, the force has produced a 'talking heads' power point presentation which is being rolled out to all relevant officers, which concludes with an assessment to ensure that learning has been understood. During our inspection we spoke with officers who were able to recall clearly the training received, both during a stop and search course and on annual personal safety training, and that it included a lot of information about stop and search legislation.

Monitoring use of stop and search powers to improve treatment

In order to monitor the use of stop and search powers effectively, forces should use a range of data to help them understand how the powers are being used and the subsequent effect on crime, disorder and perceptions in the community. In particular, forces should consider whether the use of stop and search powers is disproportionately affecting one group compared with another. In the 12 months to 31 March 2016 in the local population of Hampshire Constabulary, black, Asian and minority ethnic (BAME) people were 2.1 times more likely to be stopped and searched as white people. Black people were 8.1 times more likely to be stopped and searched than white people, which is the greatest difference in any ethnic group in the force area when looking at the likelihood of being stopped and searched compared with white people.

Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE)[20] compared with white people, in the local population of Hampshire Constabulary in the 12 months to 31 March 2016



Source: Home Office 2016

The force is aware that BAME people and particularly black people, are more likely to be stopped and searched than white people. The force monitors this and has found that it is due to BAME people in criminal gangs visiting Hampshire from outside the force area. HMICFRS is satisfied that the force has a robust process for scrutinising and understanding the use of powers of stop and search.

A senior officer chairs a quarterly force governance meeting, which is attended by stop and search champions from each LPA and the strategic IAG stop and search lead. The force performance analysts provide the group with an analytical overview of all stop and searches, including details of age and ethnicity and whether the item searched for was found. More information about trends, including repeat subjects, locations and searching officers, is provided at a local level and used by LPA commanders to inform their understanding of local activity. Any trends identified locally are discussed at the force-level governance meeting.

During the inspection, HMICFRS observed one of the force-level scrutiny meetings. It was clear that one LPA had a higher than expected number of searches, and this resulted in further work being carried out to understand why. The force has evidence of how this kind of scrutiny has led to changes in working practice – for instance, by

[20] Police and Criminal Evidence Act 1984. Available at: www.legislation.gov.uk/ukpga/1984/60/section/1

identifying the need to retain body-worn video footage of stop and searches for a longer period than would be required in other circumstances, to allow time for the independent scrutiny to take place.

External scrutiny of stop and search powers to improve treatment

External scrutiny can help the force to improve the way it treats people. We saw how it is involving IAGs leads to identify and implement lessons learned. At an LPA level, each stop and search of a person from a BAME background or under 18 is reviewed by a senior officer. The quarterly local IAG meeting then randomly selects a minimum of five searches for review, using the stop and search record and the body-worn video footage. The results are published quarterly on the force website. This site describes stop and search activity, outlining levels of disproportionality, why these powers were used and any lessons learned. It also invites members of the public to become involved with the external monitoring arrangements, or to join the IAG.

Reasonable grounds for use of stop and search

The Police and Criminal Evidence Act 1984 requires that, to stop and search a person, the grounds to suspect that person of being in possession of a stolen or prohibited article must be reasonable and that the grounds must be recorded on the stop and search record.[21]

In our 2013 inspection into the police use of stop and search powers, we were concerned to see that 27 percent of the 8,783 stop and search records we examined across all forces in England and Wales did not include sufficient reasonable grounds to justify the lawful use of the powers. For Hampshire Constabulary, the 2013 inspection showed that 16 of 200 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,22 we carried out a further review of the recorded grounds in a sample of 100 stop and search records. This revealed that ten did not have reasonable grounds recorded.

During our 2017 inspection, we reviewed 200 stop and search records. Six did not have grounds recorded that we considered reasonable. While our findings indicate improvement, it is also clear that some officers and supervisors either still do not understand fully what constitutes reasonable grounds, or do not know how to record them properly. However, the records we reviewed may not be representative of all stop and search records completed by the force.

---

[21] Police and Criminal Evidence Act 1984. Available at: www.legislation.gov.uk/ukpga/1984/60/contents

[22] *PEEL: Police Legitimacy 2015*. HMIC 2016. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

It is important to note that a lack of reasonable grounds on a stop and search record does not necessarily mean that reasonable grounds did not exist at the time of the stop and search.

In 61 of the 200 records, the item searched for was found. This is an important measure – confirming or allaying an officer's suspicions is the primary purpose of the powers. Finding the item searched for is one of the best indications that the grounds for suspicion were likely to have been strong.

Table 1: Results of HMICFRS stop and search records review 2013-17

	2013	**2015**	**2017**
Records not containing reasonable grounds	16 of 200	10 of 100	6 of 200
Item searched for found	-	-	61 of 200

Summary of findings



Good

Hampshire Constabulary is good at treating the people it serves with fairness and respect. Senior officers act as role models and ensure that the workforce understand the importance of treating people with fairness and respect in all aspects of their work. The workforce use communication skills effectively in their day-to-day interactions with the public, but the force needs to ensure that its workforce have a consistent understanding of unconscious bias and how it may affect their decision making.

Hampshire Constabulary is improving its internal scrutiny of the use of force so that it can use its data to identify trends and lessons to be learned. The force also looks for any unfairness in its use of stop and search. Members of the workforce understand how to use coercive powers such as arrest and stop and search in accordance with the law and in a fair and respectful way.

The force makes good use of external groups to scrutinise activities such as stop and search and also seeks feedback from members of the public through its website and social media. However, the force could provide more structured training for members of independent advisory groups so that they can undertake their role effectively.

Area for improvement

- The force should identify and put in place training provision for IAG members designed to ensure that they have all the relevant knowledge required to perform their role.

How well does the force ensure that its workforce behaves ethically and lawfully?

In HMICFRS' 2017 legitimacy inspection, we continued to focus on the extent to which forces develop and maintain an ethical culture to reduce unacceptable types of behaviour among their workforces. We also returned to look at how well forces are handling complaints and misconduct cases,[23] as opposed to last year's focus on how well forces are guarding against corruption. [24]

How well does the force develop and maintain an ethical culture?

Research tells us that the best way to prevent wrongdoing is to promote an ethical working environment or culture.[25] Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.[26] Officers and staff should feel confident that they can apply these principles to their decision making. This year, we focused on the way that the leaders of forces demonstrate ethical behaviour and the way that forces approach ethical decision making across the entire workforce. In addition, where forces had failed to comply with all aspects of the national vetting standards in 2016, we assessed whether their plans are credible and are likely to be compliant by December 2018.[27]

---

[23] *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

[24] We did, however, undertake a review of forces' plans in response to our PEEL legitimacy 2016 national report recommendation. The report of our findings is available here: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2016/

[25] *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf *The role of leadership in promoting ethical police behaviour*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf

[26] Code *of Ethics: A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales*, College of Policing, 2014. Available from: www.college.police.uk/What-we-do/Ethics/Pages/Code-of-Ethics.aspx; *Literature review – Police integrity and corruption*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/integrity-matters/

[27] HMICFRS' recommendation in December 2016 was that (i) Within six months, all forces not already complying with current national vetting policy should have started to implement a sufficient plan to do so and (ii) Within two years, all members of the police workforce should have received at least the lowest level of vetting clearance for their roles. The ACPO/ACPOS National Vetting Policy was

Leaders as ethical role models

Leaders in Hampshire Constabulary often show consideration of ethical factors in their decision making and this is exemplified in how one of the chief constable's six areas of focus is 'the values in the Code of Ethics' and there is a detailed plan to co-ordinate how ethics are promoted and used across the force. The chief constable has conducted roadshows to stress the importance of ethical behaviour, and many staff and officers we spoke to were familiar with and spoke of using 'the mirror test', which is used to encourage self-reflection about how a course of action or a decision matches up to the standards in the code.

Ethical decision making is covered on the force's leadership courses and the new promotion process incorporates a discussion about an ethical matter between the candidate and a panel of peers. The force's leadership demonstrate openness giving details of chief officers' gifts, hospitality and business interests on the force website. We heard from officers and staff during the inspection that the chief constable is available and encourages challenge both in person at force roadshows, and through questions submitted by email.

Ethical decision making

Hampshire Constabulary has conducted an equality impact assessment (EIA) on all its policies and procedures and, unless these would compromise police operations, they are published on the force website. A recently introduced ethics committee with representatives from across the force automatically reviews policies that have been assessed as having a high equality impact. We reviewed the EIA on the force's IT strategy and were encouraged to see the consideration that had been given to how the new mobile working activities, that mean that people work more often on their own, could affect individuals differently. The ethics committee also identifies lessons learned which are then shared with the workforce. The number of external members on the ethics committee has been increased from one to three, and the committee has the power to make decisions about ethical matters, rather than acting solely as an advisory board.

We found that the workforce was well informed about ethics and ethical decision making, although awareness of the ethics committee and its work was not consistent across the force. All new recruits receive training in the Code of Ethics, and this is refreshed in other courses such as stop and search and personal safety training. One of the chief constable's areas of focus is the values in the code, and how ethics are applied is a performance objective for all members of the workforce and a feature of the regular one-to-one meetings between individuals and their line managers.

---

replaced in October 2017 by the Vetting Code of Practice and Vetting Authorised Professional Practice. Available at: www.app.college.police.uk/app-content/professional-standards/vetting/

Vetting

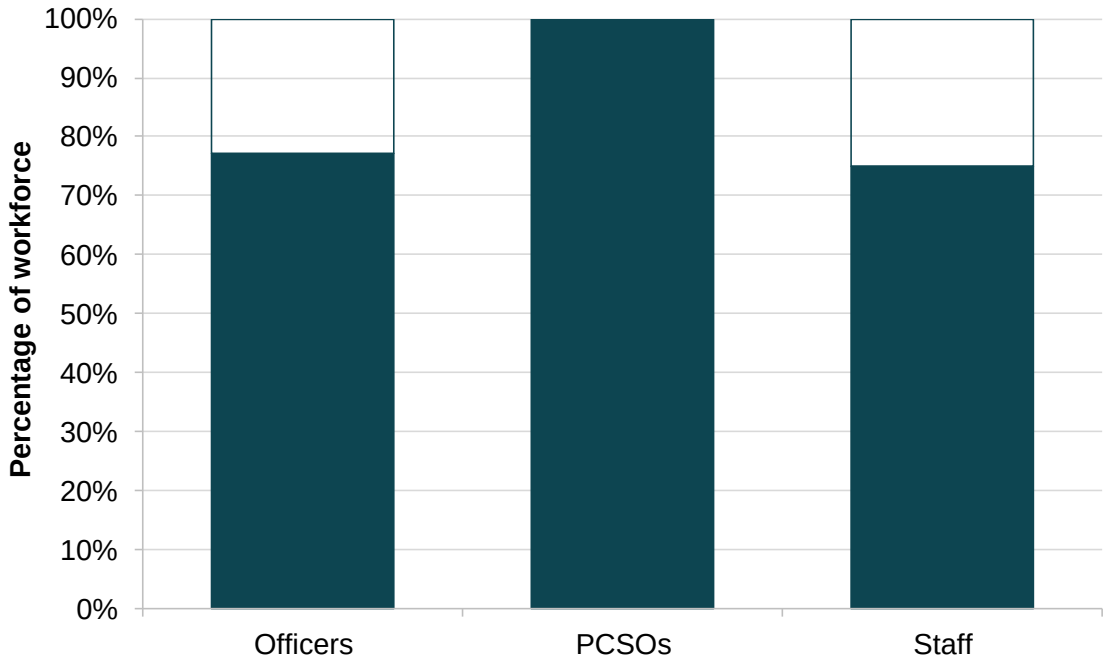
During our 2016 legitimacy inspection, we considered the extent to which the force was ensuring that it was developing and maintaining an ethical culture through effective vetting. We found that the force was not complying with all aspects of the national vetting standards because it was not routinely re-vetting all members of the workforce ten years after their initial vetting.[28] Thus the force was not addressing the potential security risks from staff and officers who had not been vetted for a long time.

During this year's inspection, we assessed the force's plan to address these concerns. We found that the force had not yet fully resolved them, although the plan itself is well developed and credible. The force now conducts enhanced vetting checks for the whole workforce including a review of social media, finance activity and, in addition, auditing of the vetted individuals use of the intelligence system. This wider approach has identified a significant number of individuals who have historically misused their access privileges and a small number of officers with significant financial difficulties who are now receiving welfare support. However this approach, coupled with the volume of new recruits, means that the plan will not be fully completed until early 2018. The scale of police recruitment in 2015/2016 and delay in recruiting vetting staff is a significant reason why the force has not fully addressed this potential security risk. This, coupled with the force's approach to re-vetting everyone rather than just focus on those whose vetting clearances have lapsed, explains why there is a delay in this plan.

It is important that re-vetting takes place regularly and before an individual is promoted or posted to a high-risk unit. Hampshire Constabulary has completed this as a routine process since 2010. During this year's inspection we asked Hampshire Constabulary to provide us with data on the percentage of its workforce who had up-to-date security clearance. The data we received showed that on 31 January 2017, 77 percent of officers, all police community support officers (PCSOs), and 75 percent of staff had up-to-date security clearance, as illustrated in figure 2.

[28] HMICFRS' recommendation in December 2016 was that (i) Within six months, all forces not already complying with current national vetting policy should have started to implement a sufficient plan to do so and (ii) Within two years, all members of the police workforce should have received at least the lowest level of vetting clearance for their roles. The ACPO/ACPOS National Vetting Policy was replaced in October 2017 by the Vetting Code of Practice and Vetting Authorised Professional Practice. Available at: www.app.college.police.uk/app-content/professional-standards/vetting/

Figure 2: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in Hampshire Constabulary as at 31 January 2017



Source: HMICFRS Legitimacy data collection

How accessible is the complaints system to all members of the public?

An accessible complaints system is crucial to building public confidence in the police and to a force's ability to improve the extent to which its workforce acts ethically and lawfully. As such, we assessed how easy it is for the public to make a complaint – including how well forces support those people that may require additional help to gain access to the complaints process.[29] Also, we used a review of case files to assess the level of information provided to complainants and looked at how well forces keep complainants updated about the progress of their complaints.

Ease of making a complaint

Hampshire Constabulary gives the public clear and accessible information about how to make a complaint. However, it could extend this to include relevant information about police complaints in non-police public buildings.

[29] These could include people with learning difficulties, mental health issues, young people or people whose first language is not English. *IPCC Statutory Guidance to the police service on the handling of complaints,* IPCC, May 2015. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/2015_statutory_guidance_english.pdf and *Access to the police complaints system*, IPCC, September 2015. Available at: www.ipcc.gov.uk/sites/default/files/Documents/research_stats/Access_to_the_police_complaints_system.pdf

The force provides details about making a complaint on its Twitter and Facebook accounts and the force website. The relevant website page is easy to find. It gives access to all necessary forms and directs people with hearing impairment to further resources to help them make a complaint. The force also displays posters and leaflets about making complaints in the public-facing areas of police buildings. However, it acknowledges that it does not provide similar material for display in non-police buildings used by the public, such as libraries.

The force has taken steps to encourage complaints from sections of the community that may need extra support. It has created links with the domestic abuse forum, and other organisations that support vulnerable people, to raise awareness of police complaint procedures. It has also worked with leaders from BAME communities to identify people to act as links between the force's professional standards department (PSD) and those communities. With regard to young people, it has used its youth consultative processes to review and update the information about police complaints that it gives to this group, for instance a leaflet for young people in custody has been re-designed with the youth IAG resulting in changes to the type of language and terminology used.

Keeping complainants updated

Generally, Hampshire Constabulary works well with people who have made a complaint and updates them on progress. However, it could do more to ensure that complainants are clear about the exact nature of the complaint that has been recorded, and the final outcome.

When forces record public complaints, the Police Reform Act 2002 and Police (Complaints and Misconduct) Regulations 2012 require them to provide the complainant with a copy of the complaint record. The IPCC statutory guidance extends this by stating that complainants should receive an explanation of the possible ways the complaint may be dealt with, and that they should be advised of who will be dealing with their complaint (including contact details).

We reviewed a sample of 25 complaints handled by the force to establish how well the force communicated with complainants and gave them extra support when necessary. In only 16 cases were updates provided to complainants about the status of the investigation. There were five cases where it was necessary to provide extra support to the complainant, three of these were identified by the force but the force only provided that support in two cases. The force always supplies details of the complaint to the complainant but this is in a letter rather than by providing a copy of the complaint record, which is a legal requirement and would remove any potential misunderstanding between the force and the complainant about exactly what has been recorded.

We also found that some letters sent to complainants at the end of an investigation are confusing and unclear about what has happened regarding their allegation. This is mainly because the letters do not state clearly the decisions relating to each specific complaint, but instead give a general overview decision and information on the outcomes for those involved.

How well does the force identify and investigate potential discrimination by officers and staff?

For the public to have confidence in the police and the police complaints system, it is vital that allegations of discrimination arising from police complaints, conduct matters, and death and serious injury investigations are handled fairly and appropriately. We reviewed complaint, misconduct and grievance files to assess the extent to which forces identify and respond to discrimination appropriately and at the earliest opportunity (including referrals to the IPCC), and the extent to which these allegations are investigated in accordance with the IPCC guidelines for handling allegations of discrimination.[30]

Identifying and responding to potential discrimination

In general, we found that the workforce has a good level of understanding about discrimination and its effect. Most officers and staff spoken to had not received specific training in this area and did not refer to the force guidance on the internet. However, they did refer to training on stop and search, hate crime, diversity and the Code of Ethics in how they should recognise and understand discrimination. They recognised the negative effect of discriminatory behaviour, and said they would address this by raising it with supervisors or through the force's confidential 'confide in us' helpline.

The Police (Complaints and Misconduct) Regulations 2012 require forces to refer more serious matters to the IPCC if they are aggravated because it is alleged that discrimination was a reason for the behaviour. Our review of completed investigations showed that in almost every case those involving allegations of discriminatory behaviour were correctly identified and recorded. However, the force was less consistent in knowing when such cases should be referred to the IPCC. We found that five cases of discrimination met the criteria but none of them had been referred. The force now has a procedure for dip sampling complaint investigations. This will reveal any indications of discrimination that may not have been identified,

[30] See annex A for more information about our case file review. *IPCC guidelines for handling allegations of discrimination*, IPCC, September 2015. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/Guidelines_for_handling_allegations_of_discrimination.pdf

and as of June 2017 these will be presented to the ethics committee for review. As a further safeguard, all investigations completed by non-PSD personnel are reviewed by the PSD before conclusion.

Investigating allegations of discrimination

Officers and staff within Hampshire Constabulary who investigate complaints, misconduct or grievances about discriminatory behaviour are trained for this role in line with the Independent Police Complaints Commission (IPCC) guidance, and show a good understanding of what constitutes discriminatory behaviour. A trained member of staff from the PSD investigates all complaints of discriminatory behaviour against police officers. Members of Hampshire Shared Services,[31] who investigate similar allegations against police staff members, have also received training for this role.

Our review of complaint investigations included ten cases where the complaint was about discriminatory behaviour. We assessed that eight of these cases had been dealt with appropriately and in a timely way, with evidence of reference made to the IPCC guidance about how complaints of discrimination should be dealt with. The force correctly identified that extra support should be given to the complainant in three cases and this was duly provided, although in one case not in a timely manner. Overall, the force's approach to dealing with complaints of discrimination is satisfactory, although it needs to ensure that adherence to IPCC guidance about referring such cases is consistent and that all such complaints are dealt with in an appropriate and timely manner.

Summary of findings



Good

Hampshire Constabulary is good at ensuring that its workforce behaves ethically and lawfully. Leaders are good role models and promote the force's values. The workforce are well informed about ethics and ethical decision making. The ethics committee identifies lessons learned, which are then shared with the workforce. However, the workforce's awareness of the committee's work could be improved. The force is yet to resolve its backlog in vetting checks, but plans to do so by early 2018.

[31] Hampshire Shared Services is an organisation created by the Hampshire Fire and Rescue Service, the Hampshire Constabulary and Hampshire County Council. It provides both transactional and professional services in relation to human resources, finance, etc. to all these organisations.

The force provides the public with clear and accessible information about how to make a complaint. This is available on its website and through social media, as well as on posters and leaflets in public areas in force buildings. It uses innovative methods to encourage complaints from communities that may need extra support and those less likely to make a complaint. Generally, the force works well with those who have made complaints and updates them on progress, although it could improve the clarity of its letters to complainants about the results of its investigations.

The workforce understand the negative effect of discriminatory behaviour. Overall, the force's approach to dealing with complaints of discrimination is satisfactory, but it needs to make sure that it consistently refers complaints of discriminatory behaviour to the IPCC, in line with current guidelines.

Areas for improvement

- The force should ensure that it complies with IPCC statutory guidance by providing each complainant with a copy of the recorded complaint and that all communications with the complainant that provide the result of the investigation are clear, unambiguous and timely in respect of what the findings are in respect of each particular complaint.

To what extent does the force treat its workforce with fairness and respect?

A workforce that feels it is treated fairly and with respect by its employers is more likely to identify with the organisation, and treat the public in a similarly fair and respectful way. Conversely, perceived unfairness within police organisations can have a detrimental effect on officer and staff attitudes and types of behaviour.[32] As such, this concept of 'organisational justice', and its potential effect on 'procedural justice' forms an important part of HMICFRS' assessment of police legitimacy and leadership. As no comparative data exist on how fairly officers and staff perceive forces have treated them, we continue to focus our assessment on how well forces identify individual and organisational concerns within their workforces and act on these findings.

In our 2017 inspection, we focused specifically on how well forces identify and act to improve fairness at work, including what action they are taking to make their workforces more representative of the communities they serve. We continued to look at how well forces provide for the wellbeing of their workforces, particularly through preventative and early action, and at the way individual performance is managed and developed.

How well does the force identify and act to improve fairness at work?

Research suggests that forces that involve officers and staff in decision-making processes, listen to their concerns, act on them, and are open about how and why decisions were reached, may improve workforce perceptions of fair and respectful treatment.[33] HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances[34] – to identify, understand, prioritise and resolve their workforces'

[32] *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf and *Organisational justice: Implications for police and emergency service leadership*, Herrington, C. and Roberts, K. AIPM Research Focus, Issue 2, 2013. Available at: www.aipm.gov.au/wp-content/uploads/2013/08/Org-Justice-Final.pdf

[33] *Ibid.*

[34] Grievances are concerns, problems or complaints that a member of staff raises formally with an employer, so data on numbers and types of grievances can provide forces with useful information about matters of concern to their workforces.

concerns. Part of our assessment involved reviewing a small number of grievance cases to assess if these adhere to Acas guidance and the Code of Practice.[35]

Unfairness, or perceived unfairness in recruitment processes, opportunities and limited career progression can lead to good officers and staff leaving the service prematurely and fewer women and people from black, Asian and minority ethnic (BAME) communities wanting to join the police in the first place. As such, we re-examined how well forces address disproportional workforce representation in a variety of areas – including recruitment, retention and progression for those people with protected characteristics.[36] We looked at the treatment of BAME officers and staff subject to allegations of misconduct – to improve fairness at work and to make forces more representative of the communities they serve.[37]

Leaders seeking feedback and challenge from the workforce

Leaders in Hampshire Constabulary are proactive in seeking challenge and feedback from the workforce using a range of methods to obtain views.

Any officer or member of staff can email the chief constable directly about matters that affect them, and staff associations told us that the senior leadership team invests time in listening to concerns and providing responses. The force encourages feedback through the chief constable's roadshows and weekly messages to officers and staff and we spoke to individuals who had emailed the chief constable directly and had received a response. The force has sought the views of the workforce in two separate surveys in the past 12 months. One was a workforce inclusion survey and the force has made a plan to address the matters raised. Similarly, its recent changes to the promotion process were in direct response to workforce feedback that the system was seen as unfair.

The force uses formal structures such as the ethics committee to provide feedback, and individual departments are taking opportunities to seek feedback when appropriate. For instance, we learned that in the contact management department all training days include an opportunity to provide feedback and challenge.

---

[35] *Code of Practice on Disciplinary and Grievance Procedures.* Acas 2015. Available from www.Acas.org.uk/media/pdf/f/m/Acas-Code-of-Practice-1-on-disciplinary-and-grievance-procedures.pdf. Also *Discipline and grievances at work: The Acas guide,* Acas, August 2017. Available from: www.Acas.org.uk/media/pdf/9/g/Discipline-and-grievances-Acas-guide.pdf

[36] The Equality Act 2010 defines the following characteristics as protected characteristics: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation. Available from: www.legislation.gov.uk/ukpga/2010/15/section/4

[37] We last examined these issues as part of our 2015 PEEL legitimacy inspection. See *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

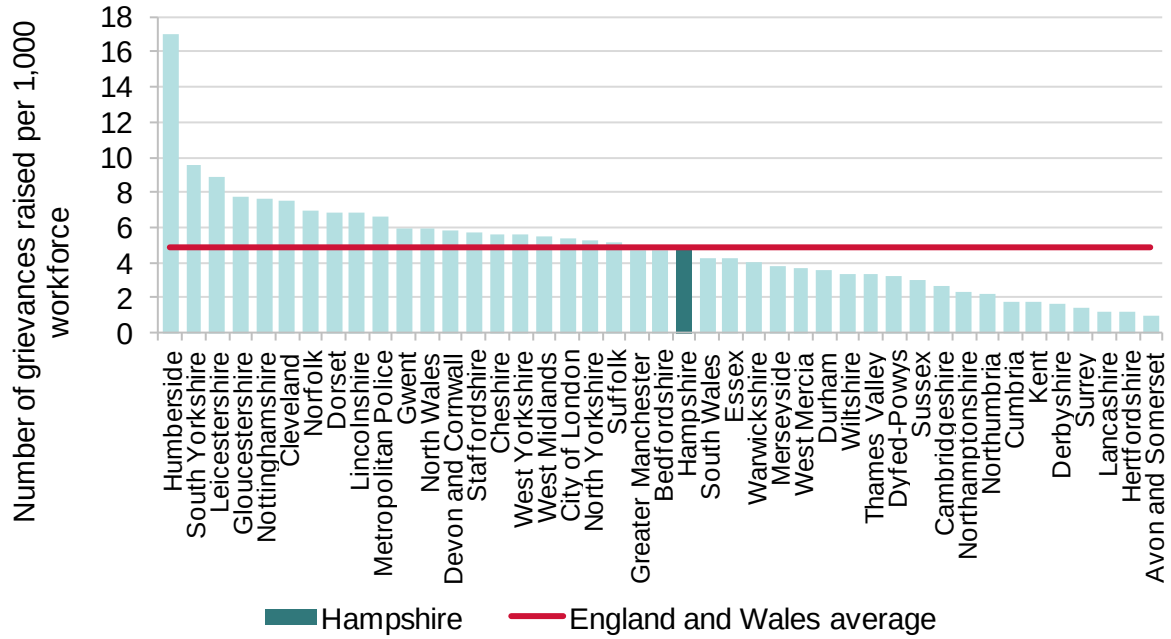
Identifying and resolving workforce concerns

Data on the numbers and types of concerns, problems or complaints (collectively known as grievances) that have been raised by officers or staff can provide forces with useful information about matters of concern to their workforces.

All forces have grievance procedures but the number of grievances in each force differs widely across England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figures 3 below shows that Hampshire Constabulary had 4.7 grievances raised per 1,000 workforce. This is broadly in line with the England and Wales average of 4.9 grievances raised per 1,000 workforce.

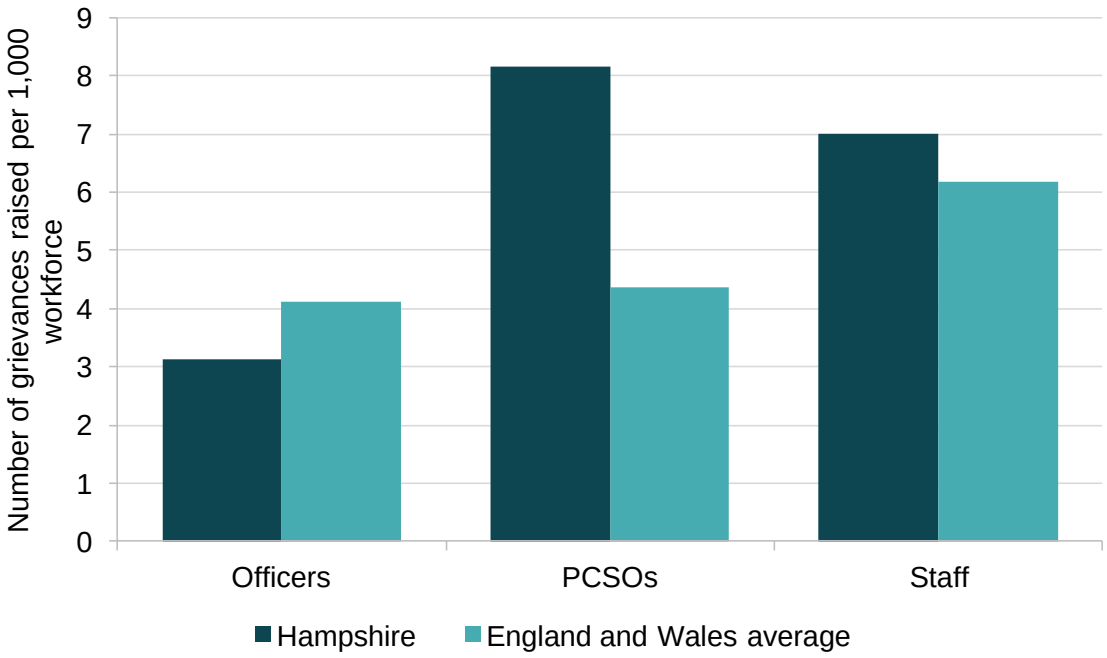
Figure 4 shows that the number of grievances raised by officers in Hampshire Constabulary was 3.1 grievances per 1,000 officers, and the England and Wales average of 4.1 grievances per 1,000 officers. In the same period PCSOs raised 8.2 grievances per 1,000 PCSOs, and the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 7.0 grievances per 1,000 staff in the same period; and the England and Wales average was 6.2 grievances per 1,000 staff.

Figure 3: Grievances raised per 1,000 workforce, in Hampshire Constabulary in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

Figure 4: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in Hampshire Constabulary in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

The force is good at identifying and resolving workforce concerns by analysing staff surveys and maintaining regular contact with the staff associations and networks.

The force has completed two all-staff surveys during the past year. One invited feedback on how well officers and staff were treated by the force in several areas such as performance management and wellbeing, while the other (the workforce inclusion survey) explored the extent to which the workforce felt that the force treated them equally. These surveys have provided an up-to-date picture of the workforce's perception of the force and the matters that concern them, broken down by protected characteristics to identify which parts of the workforce have particular concerns. The force has since addressed these matters by developing an action plan that is overseen by the force-wide equality and inclusion board, chaired by the deputy chief constable and attended by representatives from across the force.[38] The force has since altered its promotion process, because it had learned that the previous system was perceived as unfair.

The action that the force takes to address such concerns is generally valued by the workforce. A mediation process enables matters to be dealt with before they escalate to either a grievance or an employment tribunal. The force identifies any lessons learned and amends policies where appropriate. One example concerned the selection process for temporary promotion. This was seen by officers and staff as unfair and has been changed to address the specific concerns raised. The chief

[38] The equality and inclusion board is attended by representatives of all staff networks and associations as well as by representatives from LPAs and departments across the force area.

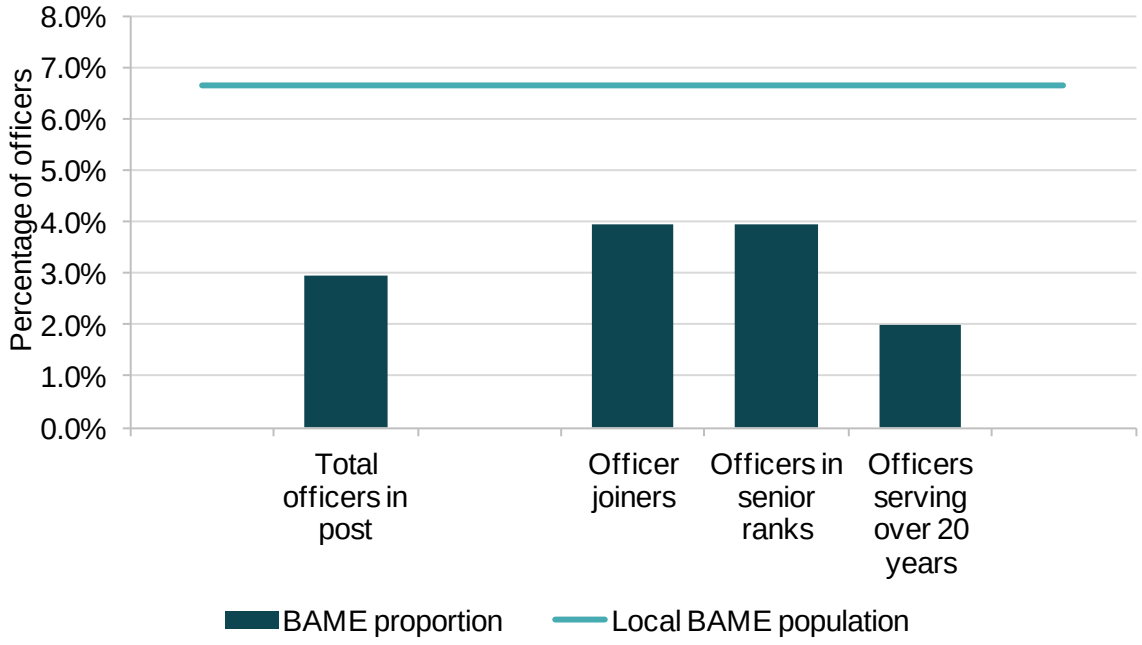
officers' interactions with staff associations are positive and the force has responded to concerns about workloads. For instance, it has increased the number of superintendent posts to alleviate the extra workload to that rank following changes to the Bail Act 1976. It is also raising the number of staff in its investigations centre to alleviate excessive workloads that have been of concern to officers and staff for some time. HMICFRS identified this during our effectiveness inspection in 2016 and we are encouraged by the action the force is now taking.

Creating a more representative workforce

To assess how well the force reflects the local population, we considered data on the number of women and people from BAME communities recruited to the force, the number at senior officer level and the number who have served for over 20 years. We used these data to compare the make-up of the force with the make-up of the community it serves

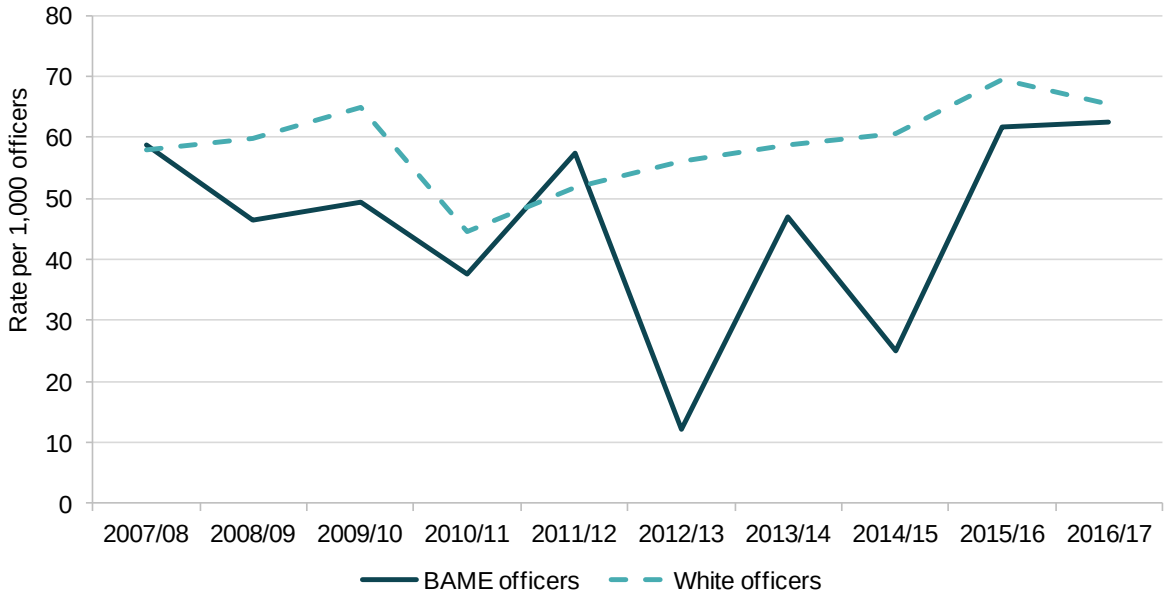
In the geographical areas served by Hampshire Constabulary, the 2011 census indicates that BAME people made up 6.7 percent of the local population. In the 12 months to 31 March 2017, in Hampshire Constabulary 3.0 percent of officers were BAME (see figure 5). In relation to officers, 3.9 percent of those joining the force, 3.9 percent of those in senior ranks and 2.0 percent of those who had served over 20 years were BAME.

Figure 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in Hampshire Constabulary in 2016/17, compared with the percentage of BAME people in the local population



Source: Home Office Annual Data Requirement
Note: High percentages may be due to low overall numbers. The figure above represents officers where an ethnicity was stated.

Figure 6: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in Hampshire Constabulary from 2007/08 to 2016/17

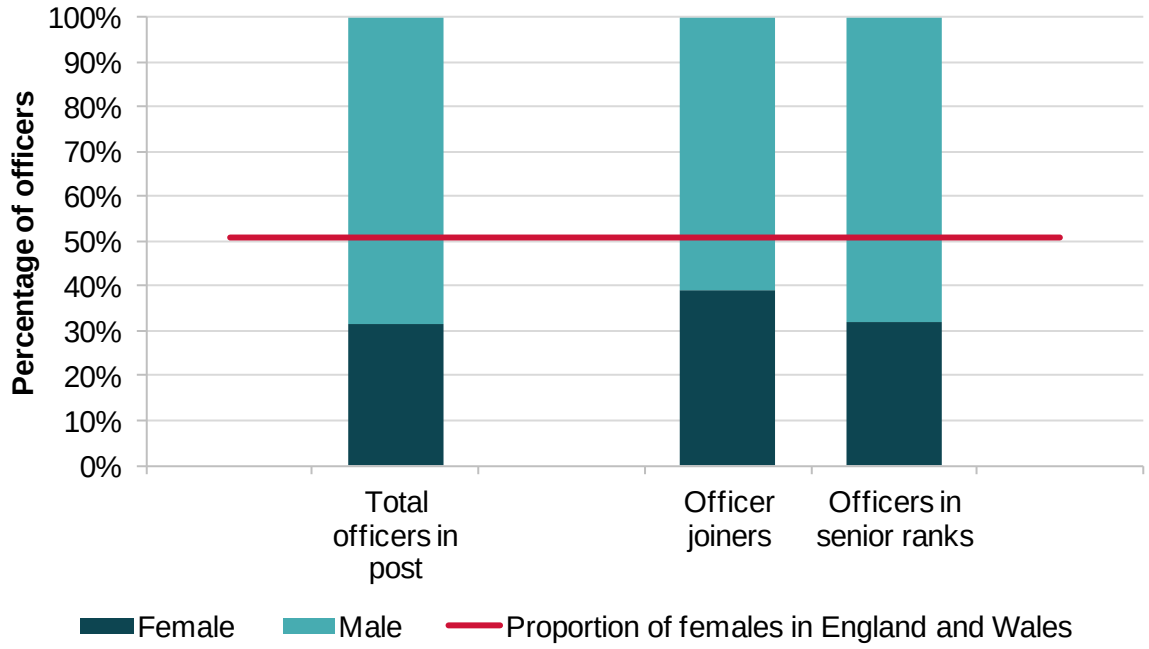


Source: Home Office Annual Data Requirement

In the 12 months to 31 March 2017 in Hampshire Constabulary 63 BAME officers per 1,000 BAME officers left the force (see figure 6), compared with 66 white officers per 1,000 white officers. Fluctuations in the BAME officer leaver rate may be due to low numbers of BAME officers in the force.

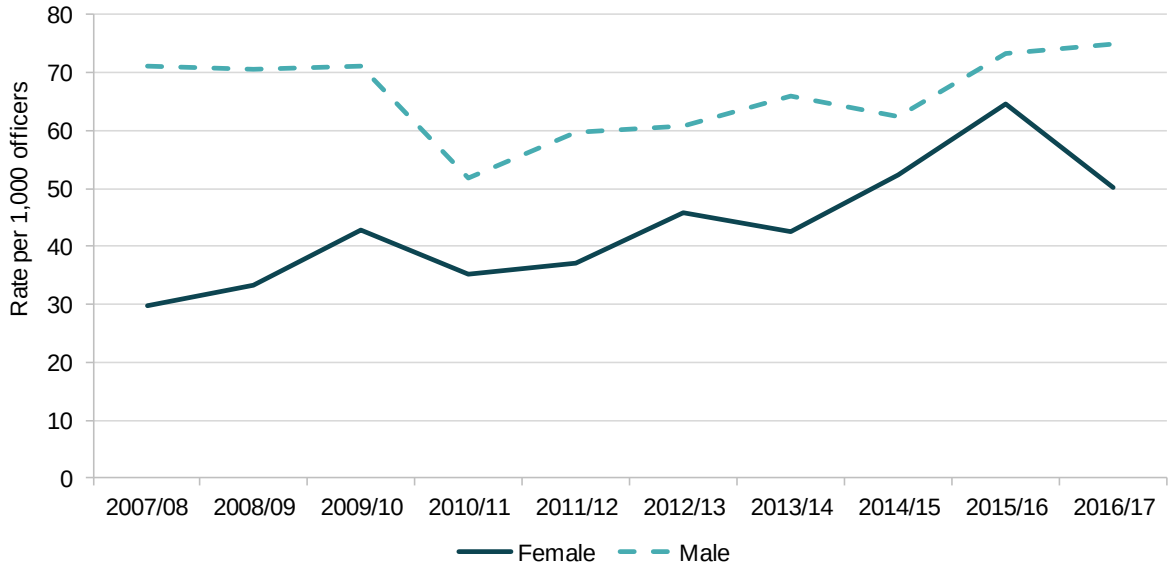
The proportion of female officers is lower than the proportion of females in the general population (51 percent) at 31 percent. In the 12 months to 31 March 2017 in Hampshire Constabulary, 39 percent of those joining the force and 32 percent of those in senior ranks were female (see figure 7).

Figure 7: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in Hampshire Constabulary in 2016/17 compared with the percentage of women in the England and Wales population



Source: Home Office Annual Data Requirement

Figure 8: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in Hampshire Constabulary from 2007/08 to 2016/17



Source: Home Office Annual Data Requirement

In 2016/17 in Hampshire Constabulary 50 female officers per 1,000 officers left the constabulary, compared with 75 male officers per 1,000 officers.

The force is committed to dealing with any disproportionality in its treatment of its workforce, including initial recruitment and all aspects of progression, and this is

evident from the leadership of the chief officers. There is a chief officer lead for each of the protected characteristics and updates about activity to address disproportionality are given to the equality and inclusion board. This board is responsible for the equality and inclusion plan created following the equality and inclusion survey. Exit interviews are conducted with all BAME officers and staff leaving the organisation, to enhance learning. The force gives extra support to any officer who has a protected characteristic including a five-day course designed to help them achieve their objectives in the workplace. Additionally, the force has changed procedures that were identified as disadvantageous to staff who have autism or dyslexia.

In terms of recruitment, the force is not representative of its community because the percentage of BAME officers is lower than the percentage of BAME people in the local population. This is recognised by the force and there is an inclusion team dedicated to reducing disproportionality with a particular focus on recruitment activity. This team organises targeted events and media releases to encourage applications from under-represented communities, and this activity is beginning to show some success. So far in 2017, the force told us that 7.5 percent of all recruits are from a BAME background compared with 2014 which the force told us was just 1.5 percent.

At the time of the inspection, the force had begun work with its HR provider (Hampshire Shared Services) and the PSD to ensure that police officers and police staff are treated the same during misconduct proceedings. It recognises that separate procedures for assessing how serious a case of misconduct is, and how it is ultimately dealt with, can lead to disproportionate treatment. We would encourage the force to remain focused on combining these procedures to prevent any disproportionate results occurring.

How well does the force support the wellbeing of its workforce?

Police forces need to understand the benefits of having a healthier workforce – a happy and healthy workforce is likely to be a more productive one, as a result of people taking fewer sick days and being more invested in what they do.[39] HMICFRS assessed how well force leaders understand and promote these benefits by developing a culture that fosters workforce wellbeing, and how well forces use data and information – including feedback from the workforce – to identify and understand their wellbeing. Also, we assessed how well forces use this information to take

[39] *Well-being and engagement in policing: the key to unlocking discretionary effort*, Ian Hesketh, Cary Cooper and Jonathan Ivy, 2016, Policing. pp. 1–12. Available from: https://oscarkilo.org.uk/wellbeing-and-engagement-in-policing-the-key-to-unlocking-discretionary-effort/ Also see https://fitforwork.org/employer/benefits-of-a-healthy-workforce/

preventative and early action to support workforce wellbeing at both an individual and organisational level.

Understanding and promoting wellbeing

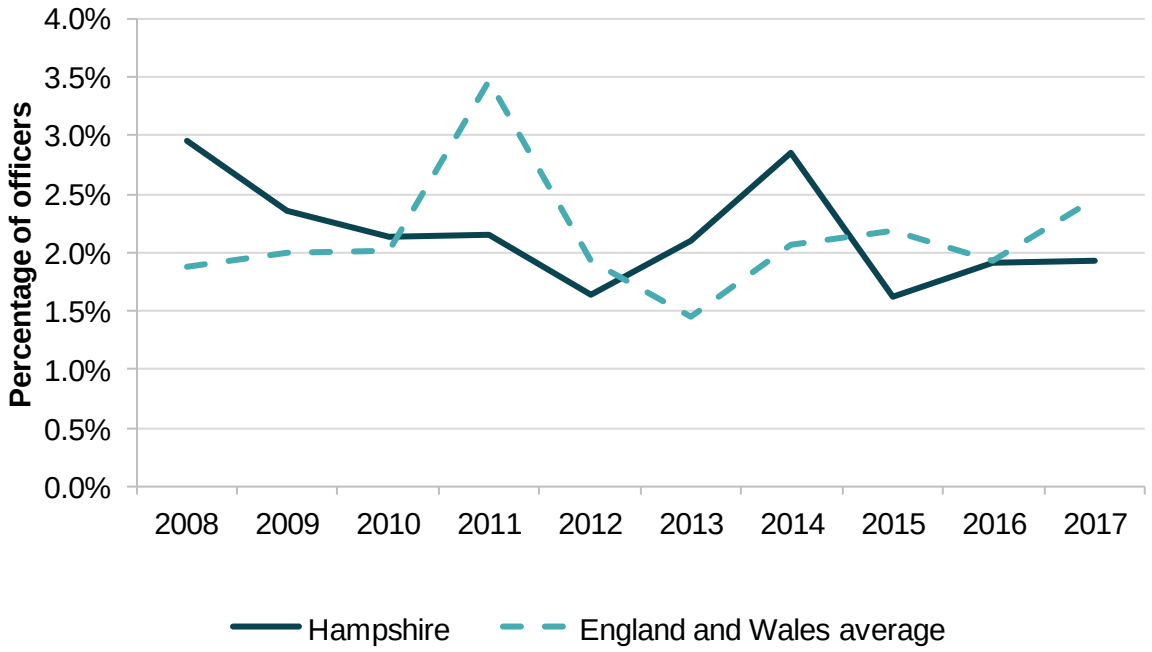
The force leadership demonstrates a positive approach to promoting the benefits of workforce wellbeing. “Looking after its people” is one of the chief constable’s six areas of focus and the force wellbeing strategy details the plans developed to support workforce wellbeing in respect of mental, physical, emotional and team health. This strategy is overseen by the force health and wellbeing committee, reporting to the deputy chief constable. Most of the officers and staff we spoke to feel that the force takes their wellbeing seriously. We note that prevention activity is more evident than at the time of our 2016 inspection. In particular, there are now frequent one-to-one meetings, which include a wellbeing element, taking place between most individuals and their managers. Managers confirmed that they had received training to help them identify and deal effectively with welfare matters.

Identifying and understanding workforce wellbeing needs

Analysis of sickness data can give an indication of whether there are problems relating to wellbeing within a police force. It provides a useful point of comparison between forces who can also use sickness data to help them understand the nature and causes of sickness across the organisation to help them prevent sickness and manage it when it occurs.

We compared force data on the percentage of police officers, PCSOs and police staff on long-term and short/medium-term sickness absence. On 31 March 2017 in Hampshire Constabulary, 1.9 percent of officers were on short or medium-term sick leave. The England and Wales average was 2.5 percent. The latest year for which data is available was 2017 which saw a change of less than 0.1 percentage points from the previous year, which is in line with changes in the last ten year period (see figure 9).

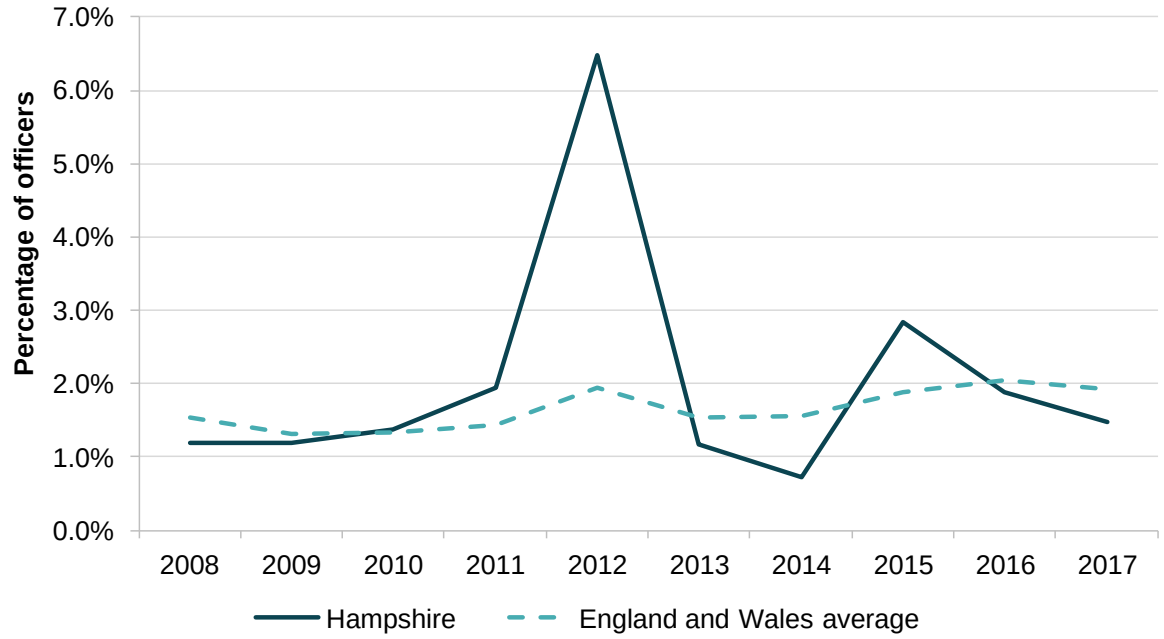
Figure 9: Percentage of officers on short or medium-term sick leave, in Hampshire Constabulary compared with the England and Wales average, on the 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

On 31 March 2017 the proportion of officers in Hampshire Constabulary on long-term sick leave was 1.5 percent and the England and Wales average was 1.9 percent. The latest year for which data were available is 2017 which saw a decrease of 0.4 percentage points from the previous year, which is a notably larger decrease than in the previous ten year period.

Figure 10: Percentage of officers on long-term sick leave, in Hampshire Constabulary compared to the England and Wales average, as at 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

The force uses a range of data sources and listens to staff associations to achieve a good understanding of workforce wellbeing and the causes underlying ill health.

The force collects and analyses information on sickness and illness, and the use of wellbeing provision such as occupational health referrals and the employee assistance line by the workforce, to provide an understanding of wellbeing trends and concerns across the force area. We heard that there is good liaison between the force and staff associations, and wellbeing concerns are raised through this route. Wellbeing boards at force and local levels assist with adding context to the data, giving a richer picture than would be possible from data alone. We saw how the force uses information from a variety of sources to gain a greater understanding of workforce wellbeing. For example, it became aware of officers and staff that have financial wellbeing concerns because these were revealed during the force vetting process and enabled the force to provide support. Nonetheless, the force recognises that it could obtain a fuller picture of workforce wellbeing and it is in the process of commissioning a wellbeing survey to inform its planning.

The force knows that mental wellbeing is important to its workforce. This is the most common reason for officers and staff to contact the employee assistance programme (EAP) helpline. The force has therefore reviewed its psychological screening programme with the view to expanding this into new roles. It has also trained 60 people as mental health liaison officers and taken steps to improve the timeliness of support services.

Taking preventative and early action to improve workforce wellbeing

Hampshire Constabulary generally takes effective action to improve workforce wellbeing.

At the time of our inspection in 2016, officers and staff had, on average, some of the longest waiting times for an occupational health referral (from referral to appointment) of the forces that were able to provide data. In the ten months from 1 April 2016 to 31 January 2017, the average time from referral to appointment was 19.0 days, which is broadly in line with the England and Wales average of 15.1 days. The force aims to reduce the waiting time further.

A wide range of wellbeing support can be accessed through the intranet, through line managers or via the EAP helpline. The force's approach to wellbeing is to get the basics right first, so it ensures that staff and officers take rest days and meal breaks and it provides services such as trauma counselling. Training provided to leaders in the organisation includes elements helping them identify wellbeing problems and promote their knowledge of wellbeing provision available. The force is also proactive in terms of prevention: for example, all new estates will include gym facilities wherever possible. It is considering expanding its programme of psychological

screening for high-risk posts, and is using an external organisation that is experienced in helping wounded service personnel to recover from injuries (Defence Medical) to help such officers to return to duty more quickly.

The force is proactive in supporting officers who are subject to misconduct allegations. In some cases, this support may consist simply of a welfare officer appointed from within the officer's own senior management team. However, in more serious cases, the welfare risks to officers will be considered by the management and employee risk group (MERG), chaired by the head of the PSD, which will identify the risks to the officer and design a support package for them. This could include regular MERG meetings to review the situation and referrals to occupational health services for medical intervention if required.

How fairly and effectively does the force manage and develop both the performance of its individual officers and staff and its selection processes?

College of Policing research on organisational justice suggests that the process for promoting people and failure to deal with poor performance may have an adverse affect on workforce perceptions of fairness, and this in turn may lead to negative attitudes and types of behaviour in the workplace.[40] In addition, effective performance management and development mitigate risks to the force and ensure continuous improvement. HMICFRS assessed how fairly and effectively forces manage the performance of individual officers and staff, including the value that forces place on continuing professional development (CPD), in line with guidance from the College of Policing.[41] Also, we looked at how fairly forces identify and select their leaders, and the extent to which these decisions result in leaders who represent a range of styles, approaches and backgrounds.

Managing and developing individual performance

Hampshire Constabulary has made progress in how it manages and develops individual performance since our 2016 inspection, but its overall understanding about the performance of its workforce is still incomplete.

---

[40] *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf.

[41] College of Policing guidance on the police performance development review (PDR) process is available from www.college.police.uk/What-we-do/Support/Reviewing-performance/Pages/PDR.aspx See also the College of Policing's competency and values framework. Available from: www.college.police.uk/What-we-do/Development/competency-and-values-framework/Pages/Competency-and-Values-framework.aspx

Shortly before our inspection the force introduced a new approach to their individual performance assessment process (known as PDR). This includes a formal annual appraisal supported by one-to-one meetings between the individual and their line manager that occur once every six weeks. The purpose of the one-to-one meetings is to check progress against the person's objectives (linked to the chief constable's six areas of focus), review performance and identify any welfare needs. Most of those we spoke to are having one-to-one meetings with their manager and consider them to be of value. When we met people who had not had a one-to-one meeting, the most frequent reason given was that they or their manager had been too busy. Given the role that the one-to-one meetings play in identifying wellbeing matters, it is even more important that they should take place in situations of high workload.

The new approach to PDR is the first step in a continuing plan in relation to development and improvement of the PDR process. The force intends to process all PDRs that are received, expected to be 350–400 per month. The new approach to PDR is paper-based and it is therefore difficult for the force to identify trends, centrally monitor progress against any objectives, ensure consistency and fairness of approach, or use the information to reveal the capabilities of officers and staff and identify gaps in development. The force is aware of this situation and has plans to develop and improve PDR processes to address this. At the current time it has decided against creating its own IT-based system to manage PDR but is developing functionality within its current HR system (SAP) that enables PDR ratings and meeting dates to be recorded and for managers to track due dates. There are plans to develop a technology platform in future which will either be its own, or one developed in collaboration with other police forces in the south east region. However, we did not hear of any firm date for the completion of the work so would urge the force to ensure that in the interim it has an effective process that will enable it to monitor how well the system is used to manage performance.

Identifying potential senior leaders

Hampshire Constabulary has various procedures for identifying high-potential members of the workforce, but these could be improved in terms of how individuals are selected to take part.

The principal high-potential development schemes consist of Fast Track officers, Police Now officers, and Direct Entry officers.[42] In addition, there is an internal self-development programme, not linked to promotion or progression, known as 'Firefly'. The force and shared services run this joint programme which includes participants from the force, the fire service and the county council. The Firefly programme is designed to build the force leadership and change management capabilities and,

[42] Details of Fast Track and Direct Entry schemes available at: http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx Details of Police Now available at: www.policenow.org.uk/

over time, to improve force performance. Applicants must suggest an idea for change, and they are selected on an assessment of the viability of this idea and the perception of their capability to effect the change. During our inspection in 2016, we observed how the requirement to effect a change may be a disincentive to applicants and this is a view that HMICFRS still hold. The number of applications is not high and we found that knowledge of the scheme among officers and staff is inconsistent.

We heard that talented individuals are often identified through the promotion or PDR process and then exposed to development opportunities, such as working on the force change programme. Use of the PDR process in this way is positive in that it involves line managers identifying talented people, but it lacks the structure necessary to ensure that the scheme is applied consistently across the force. Nonetheless, we see that the force is committed to developing talented people and that it is providing good opportunities to identify and develop leaders. Its 'first 100 days' programme gives help and guidance to officers and staff taking up senior positions during this initial period. Coaching and mentoring are available to everyone, and the force has used the direct entry scheme to appoint a superintendent and two inspectors. It currently has four officers on the fast-track scheme. Although the Firefly procedure is well structured, selection is subject to oversight and the force could do more to ensure that it is consistent in all the ways it identifies high-potential individuals.

Selecting leaders

The force has an effective procedure for selecting candidates for promotion, and it is one that is seen as fair and open by the workforce.

The equality and inclusion survey conducted in 2016 identified that the workforce did not feel that the existing promotion process was fair and open. This led to a review of the arrangements against current best practice as identified by academic research. The force introduced new elements into the promotion process that were designed to make it more fair and open. The questions that the candidate will be asked are now provided in advance to allow them time to consider their response. This ensures that candidates who are autistic or dyslexic are not disadvantaged. Also, all candidates meet a panel of peers – other members of the workforce – before the formal interview. They discuss various subjects with the candidate and provide feedback on the responses to the interview panel. The force told us of occasions when an otherwise suitable candidate had not been selected as a result of the comments from the peer panel. Unsuccessful candidates receive feedback to allow them to understand why they were not successful. Those we spoke to said that they view this new process as fair and open.

Since our inspection in 2016, the force has become more sophisticated in how it constructs its leadership teams. All officers of chief inspector rank and above have

completed the 'Colour Insights'[43] programme that identifies an individual's natural leadership style. This is now taken into account by the force when it is deciding on the composition of its leadership teams.

Summary of findings



Good

Hampshire Constabulary treats its workforce with fairness and respect. Leaders are open to challenge and encourage feedback. The force undertakes workforce surveys to identify and resolve workforce concerns and amends its policies where appropriate. It also maintains regular contact with staff associations and networks.

The force is committed to dealing with any disproportionality in its treatment of its workforce, including initial recruitment and all aspects of progression. Its recent success in recruiting members of the BAME community is positive. The force should combine its procedures for assessing the seriousness of misconduct cases to make sure that police officers and police staff are treated equally when under investigation.

Hampshire Constabulary has a positive approach to promoting workforce wellbeing. Managers have received training to help them identify and deal effectively with staff welfare matters. The workforce can access a wide range of wellbeing support through the intranet, line managers or a helpline.

The force has made progress in how it manages and develops individual performance. It has introduced a new approach to performance appraisal, but this is paper-based, meaning that it is not easy for the force to have an overview of how effectively performance is managed. The force has plans to address this.

Hampshire Constabulary has made good use of the direct entry routes into leadership positions. However, overall, its approach to identifying high-potential members of the workforce is inconsistent. The force's new procedure for selecting staff for promotion is effective, and is seen as fair and open by the workforce.

[43] 'Colour Insights' is a technique to provide a classification of personality preferences and it is used to identify the mix of individual styles within an organisation or team.

Areas for improvement

- The force should ensure that it has effective systems in place and monitors these as to how well and consistently its PDR system is used across the force.
- The force should review how high potential members of the workforce are selected to ensure it is consistently fair and objective.

Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We either re-visit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy and leadership. These reports identify problems that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made at a national level.

Annex A – About the data

Data used in this report

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Please note the following for the methodology applied to the data.

Comparisons with England and Wales averages

For some datasets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

Note on workforce figures

All workforce figures are from the Home Office Annual Data Return (ADR) published in the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables).

This year we have tried to align our workforce categories with those in the Home Office workforce Statistics publication.

This means data presented on the gender and ethnic diversity of the workforce we have not included Section 38-designated officers within the 'Police Staff' category so that these figure will read across to the workforce publication more easily. However we have included Section 38-designated officers within descriptions of the total workforce to be consistent with HMICFRS Efficiency reports.

Please note that all workforce figures are in full-time equivalent (FTE) unless otherwise stated and exclude traffic wardens and special constables.

Force in numbers

Workforce (FTE) for 2016/17

Data may have been updated since the publication. Workforce includes Section 38-designated investigation, detention or escort officers, but does not include Section 39-designated detention or escort staff[44]. The data are the actual full-time equivalent (FTE) and data for 2016/17 are as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces.

Ethnic diversity and gender diversity

Data may have been updated since the publication. As noted above to align categories with Home Office publication the Police Staff category does not include Section 38-designated officers. Staff ethnicity data are derived from headcount rather than FTE.

Grievances

Data are derived from the HMICFRS data collection conducted prior to inspection. The data refer to those grievances that were raised and subject to a formal process (not including issues informally resolved with a line manager).

[44] See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Stop and search

Data are derived from the Home Office Police Powers and Procedures England and Wales year ending 31 March 2016 publication (available at www.gov.uk/government/statistics/police-powers-and-procedures-england-and-wales-year-ending-31-march-2016). Stop and search totals used exclude vehicle only searches and those searches where the ethnicity of the subject was 'not stated'. The population data used is usual residents by ethnicity from the 2011 census.

Figures throughout the report

Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE) compared with white people, in the local population of Hampshire Constabulary in the 12 months to 31 March 2016

Data are derived from the Home Office Police Powers and Procedures England and Wales year ending 31 March 2016 (available at www.gov.uk/government/statistics/police-powers-and-procedures-england-and-wales-year-ending-31-march-2016). Stop search totals used exclude vehicle only searches and those searches where the ethnicity of the subject was 'not stated'. Data may have been updated since publication. The likelihood of a stop and search is based on the number of stop searches per 1,000 population for each ethnic group. The population data used is usual residents by ethnicity from the 2011 census. These are the most robust and up-to-date population breakdowns by ethnicity.

Figure 2: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in Hampshire Constabulary as at 31 January 2017

Data are derived from the HMICFRS data collection conducted prior to inspection. HMICFRS asked forces to provide the number and percentage of officers, staff and PCSOs who did not hold up-to-date security clearances in accordance with the ACPO Vetting Policy 2012.

Figure 3: Grievances raised per 1,000 workforce, in Hampshire Constabulary in the ten months from 1 April 2016 to 31 January 2017

Figure 4: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in Hampshire Constabulary in the ten months from 1 April 2016 to 31 January 2017

Data are derived from the HMICFRS data collection conducted prior to inspection. The data refer to those grievances that were raised and subject to a formal process (not including issues informally resolved with a line manager). Differences between forces in the number of raised grievances may be due to different handling and recording policies.

Figure 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in Hampshire Constabulary in 2016/17, compared with the percentage of BAME people in the local population

These data are derived from ADR 511, 512 and 521. Data may have been updated since the publication. Officer ethnicity totals are based on numbers of people (referred to in the Home Office data as headcount) rather than FTE.

Figure 6: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in Hampshire Constabulary from 2007/08 to 2016/17

These data are derived from ADR 511 and 531. Data may have been updated since the publication. Officer ethnicity totals are headcount rather than FTE.

Figure 7: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in Hampshire Constabulary in 2016/17 compared with the percentage of women in the England and Wales population

These data are derived from ADR 502 and 521. Data may have been updated since the publication.

Figure 8: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in Hampshire Constabulary from 2007/08 to 2016/17

These data are derived from ADR 502 and 531. Data may have been updated since the publication.

Figure 9: Percentage of officers on short or medium-term sick leave, in Hampshire Constabulary compared with the England and Wales average, on 31 March from 2008 to 2017

Data used in the above data were obtained from Home Office annual data returns 501 and 552 and published in the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables).

Figure 10: Percentage of officers on long-term sick leave, in Hampshire Constabulary compared with the England and Wales average, as at 31 March from 2008 to 2017

Data used in the above data were obtained from Home Office annual data returns 501 and 552. (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Long-term sick leave is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2017. Data may have been updated since the publication.

Stop and search record review methodology

HMICFRS was commissioned by the Home Office to conduct a further assessment of reasonable grounds, building on the assessments we carried out in 2013 and 2015 so that we could demonstrate any changes over time. We used a similar methodology to do this: forces provided details of stop and search records by working back in time from 7 January 2017 until a total of 200 was reached.[45] This amounted to a total of 8,574 records – some records provided were not actually records of stop and search encounters, and these were excluded. As part of our assessment, we gave forces the opportunity to review our findings and make representations.

As in 2013 and 2015, HMICFRS reviewed each record to assess the reasonableness of the recorded grounds. However, this year we also identified how many of the records reviewed were carried out to search for drugs and whether stop and search was carried out for drugs, whether the suspicion involved possession only or the more serious supply-type offence. Currently forces are not required to differentiate between the two. We did this so that we could ascertain how many in our sample were for possession of drugs, rather than supply, as high rates of possession-only searches are unlikely to fit with force priorities.

This year, for the first time, we assessed whether or not the use of stop and search powers prevented an unnecessary arrest. We did this to ascertain how many of the records reviewed involved allaying the officer's suspicion in circumstances where the person would otherwise have been arrested, thereby representing a positive use of the powers. Allaying suspicion and preventing an unnecessary arrest is as valuable as confirming suspicion by finding the item searched for.

Professional standards case file review methodology

During February and March 2017, inspection teams from HMICFRS visited the individual or professional standards departments working collaboratively of each force to conduct a case file review. We asked forces to provide us with the last case files they had finalised up to 31 December 2016; but going back no further than two years. We asked to see:

- 10 complaints the force had recorded as containing an allegation of discrimination
- 15 complaints the force had recorded in categories we felt may contain unidentified allegations of discrimination

[45] City of London Police was unable to provide records up to 7 January 2017 but instead provided 200 records from 4 October 2016 to 26 November 2016.

- 10 service recovery complaints (if the force operated a separate service recovery scheme)
- 10 internal misconduct allegations the force had recorded as containing an allegation of discrimination
- 10 other internal misconduct allegations (so that we could ascertain if they contained unidentified allegations of discrimination)
- 10 grievances (and 10 workplace concerns if the force recorded these separately)

We assessed these case files against the relevant legislation, guidance and code of practice[46] to answer the following questions:

- Access to the system – Has the force identified those cases where the complainant requires additional support to make their complaint, and has that support been provided?
- Initial information – When the complaint was recorded, did the force provide the complainant with a copy of the complaint record, an explanation of the possible ways the complaint may be dealt with, and advised who will be dealing (including contact details)?
- Keeping complainants updated – Has the force provided complainants, witnesses, and those who are the subject of the complaints with regular, meaningful updates?
- Final outcome – Did the force provide the complainant with the findings of the report, its own determinations and the complainant's right of appeal?
- Handling discrimination – Has the force failed to identify any allegations of discrimination? Have any discrimination cases that meet the IPCC mandatory referral criteria been so referred? Has the force investigated the complaints alleging discrimination satisfactorily? Overall, has the complainant making an allegation of discrimination received a good service from the force?
- Grievances/workplace concerns – Has the force identified, investigated and resolved the grievance satisfactorily? Has the force put arrangements in place to support the employees or witnesses throughout the process? Did the witness and those who are subject to the allegations receive a satisfactory service from the force?

[46] Relevant police complaints and misconduct legislation, IPCC statutory guidance, IPCC guidelines for handling allegations of discrimination, Acas code of practice on disciplinary and grievance procedures and Acas discipline and grievance guide.