



Promoting improvements
in policing to make
everyone safer

PEEL: Police legitimacy 2016

An inspection of Hampshire Constabulary



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Introduction

As part of our annual inspections of police effectiveness, efficiency, legitimacy and leadership (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the legitimacy 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). It is therefore 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 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 those decisions), as well as being friendly and approachable.¹ This is often referred to as 'procedural justice'. Police actions that are perceived to be unfair or disrespectful can have extremely negative results for 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 themselves are being treated fairly and respectfully, particularly by their own police force. It is therefore important that the decisions made by their force about the things that affect them are perceived to be fair.² This principle is described as 'organisational justice', and HMIC considers that, alongside the principle of procedural justice, it makes up a vital aspect of any assessment of police legitimacy.

¹ *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

² *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

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 tackle corruption. 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.

HMIC's legitimacy inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Hampshire Constabulary.

Reports on Hampshire Constabulary's efficiency and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/hampshire/). Our reports on police effectiveness will be published in early 2017.

Force in numbers



Workforce

Total workforce as of 31 March 2016

4,925

Total workforce breakdown as of 31 March 2016

officers

2,883

staff

1,675

PCSOs

368



Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

2.8%

officers

2.7%

staff

2.7%

PCSOs

3.7%

Percentage of BAME in local population, 2011 Census

6.7%



Gender diversity

Percentage of females in overall workforce 31 March 2016

42%

England and Wales population, 2011 Census

51%

Percentage of females by role 31 March 2016

Hampshire Constabulary

officers

30%

staff

61%

PCSOs

50%



Public complaints

Number of public complaints per 1,000 workforce 12 months to 31 March 2016

	Hampshire Constabulary	England and Wales force average
Officers	251	268
Staff (including PCSOs)	63	61



Grievances

Number of grievances per 1,000 workforce raised and finalised 12 months to 31 March 2016

	Hampshire Constabulary	England and Wales force average
Officers	4.5	4.8
Staff (including PCSOs)	7.3	6.8



Victim satisfaction

Victim satisfaction with their overall treatment by the police 12 months to 31 March 2016

	Hampshire Constabulary	England and Wales force average
	91.7%	93.4%

For further information about the data in this graphic please see annex A

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

Overall judgment³



Good

Hampshire Constabulary has been assessed as good in respect of the legitimacy with which it keeps people safe and reduces crime. Our findings this year are consistent with last year's findings, in which we judged the force to be good in respect of legitimacy.

The force and its workforce understand the importance of treating the public with fairness and respect, and the force seeks and acts on feedback. It has good arrangements for identifying risks to the integrity of the organisation. It takes seriously any abuse of power for sexual gain (taking advantage of a position of power to exploit vulnerable victims of crime) and has improved staff awareness of this issue.

The force is committed to the wellbeing of its workforce.

Overall summary

Hampshire Constabulary is good at treating the people it serves with fairness and respect and this is a central part of the force's values. The force actively seeks feedback and challenge; for example, from independent advisory groups, independent custody visitors and online surveys, as well as by working with specific groups in the community. It acts on this information to improve its service to the public and ensures the workforce are aware of good practice and lessons learnt by publishing examples on the force intranet. However, it could improve how it demonstrates to the public what action it has taken.

The force has good arrangements for vetting people applying to be officers, staff and volunteers, and undertakes some vetting of contractors. It also vets officers and staff on promotion or when moving to a more sensitive area of work. However, there is a backlog in re-vetting those people who have not been vetted for ten years, which the force is addressing.

Hampshire Constabulary has a systematic approach to clarifying and reinforcing acceptable and unacceptable behaviour. It is effective at identifying threats to the integrity of the organisation and undertakes proactive and reactive investigations to

³ HMIC judgments are: outstanding, good, requires improvement and inadequate.

identify potential corruption. The workforce are aware of the confidential service for reporting information about possible corruption.

The force recognises the abuse of authority for sexual gain (taking advantage of a position of power to exploit vulnerable victims of crime) as serious corruption. It routinely seeks information and intelligence relating to corruption from non-policing bodies, and has plans to extend this to organisations such as women's refuges.

Hampshire Constabulary uses a range of methods to identify the issues that affect the workforce's perceptions of fair and respectful treatment. However, it could improve its understanding by conducting exit interviews with those leaving the force, and by monitoring annual performance appraisals for data relating to staff perceptions. In addition, some staff do not feel confident that they would be listened to if they complained.

The force understands the importance of workforce wellbeing and has provided a range of services, including gym facilities, training for staff to support those with mental health needs and an employee support line for advice from welfare officers. Advice is also given on stress management. However, the force cannot collate easily all the information concerning wellbeing, such as sickness data, mental health wellbeing referrals or the impact of occupational health referrals, and so cannot achieve a comprehensive understanding of the needs of its workforce. In addition, delays in staff accessing occupational health services indicate that the current level of services is inadequate.

Hampshire Constabulary also needs to improve how it manages the performance of its officers and staff. The performance development review system is used inconsistently. It is not monitored closely for completion or value, and the review does not link consistently with performance improvement. The force as a whole does not have access to a system through which it can gather and monitor data centrally.

Recommendations

HMIC has not identified any causes of concern and has therefore made no specific recommendations.

Areas for improvement

- The force should improve how it seeks feedback from the people it serves about their perceptions of how the police have treated them.
- The force should ensure that it acts on learning and feedback to improve how it treats all the people it serves.
- The force should improve how it clarifies and reinforces standards of behaviour to its workforce, in particular when dealing with vulnerable people, including victims of domestic abuse.
- Annually, the force should produce a local counter-corruption strategic assessment and control strategy, to identify risks to the force's integrity.
- The force should ensure that it has the capability and capacity to monitor all its computer systems to identify risks to the force's integrity.
- The force should improve its workforce's access to occupational health provision.
- The force should improve how it manages individual performance.

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 them openly and clearly), while being consistently friendly and approachable.⁴

While HMIC recognises that police legitimacy stems from much broader experiences of the police than direct contact alone, our 2016 inspection focused specifically on public perceptions of fair treatment. Our inspection aims to assess how far the force can demonstrate the importance it places on maintaining procedural justice; and the extent to which it is seeking feedback to enable it to prioritise and act on those areas that have the greatest negative impact on public perceptions of fair and respectful treatment (e.g. stop and search, surveillance powers or use of force). This should include how the force is approaching those groups that have the least trust and confidence in the police.

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

It is important for the police to understand that it is procedural justice – making fair decisions and treating people with respect – that drives police legitimacy in the eyes of the public, over and above police effectiveness at preventing and detecting crime.⁵ HMIC assessed the extent to which the importance of procedural justice was reflected in the force’s vision and values, and the extent to which it was understood by the workforce.

Organisational values

Treating people with care and respect is central to Hampshire Constabulary’s CARE values, widely recognised by the workforce. The CARE values are:

- Common sense
- Act with integrity

⁴ *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

⁵ *Ibid.*

- Respect others
- Experience.

Although not everyone HMIC spoke to could articulate the individual values fully, they broadly understood them, including the importance of treating people with fairness and respect. The force has ensured that the values are entirely consistent with the Code of Ethics⁶ and they are included in the force's mission statement.

The force has also put in place policies and structures to make the code, and ethical behaviour in general, a part of routine practice. These include a compliance check as part of the performance review process, an ethics committee which has a track record of reinforcing ethical standards, and training courses incorporating the CARE values.

How well does the force seek feedback and identify those issues and areas that have the greatest impact on people's perceptions of fair and respectful treatment?

HMIC's 2015 legitimacy inspection found a positive picture of how forces were engaging with communities. This year HMIC's assessment focused specifically on the extent to which forces are working to identify and understand the issues that have the greatest impact on people's perceptions of fair and respectful treatment, including how well they seek feedback and challenge from the people they serve.

Seeking feedback and challenge

Hampshire Constabulary actively seeks feedback and challenge about its service from the communities it serves. The force has an independent advisory group (IAG) at each level of the organisation, and has used other, more innovative mechanisms to communicate with a range of different groups, based on ethnicity, experience or vulnerability. The professional standards department has raised awareness of the complaints procedure with the public, and the force has worked with victims of domestic abuse to understand how they felt about their treatment by the police. The force has used appreciative inquiry techniques⁷ with young black men to understand their perceptions of the force's use of stop and search powers. We heard from the force that this process has promoted a greater public understanding about why the

⁶ *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, London, July 2014. Available at: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

⁷ Appreciative inquiry is an approach to managing change, which focuses on what is working well and doing more of it.

police use this power. Feedback from the process was integrated into training to raise officers' awareness of unconscious bias and the impact this can have on how they behave.

The force has an active ride along scheme which it has used to interact with approximately 150 members of the public, and in some areas of the force officers use a short online survey (called survey monkey) to seek feedback from the public. The public can also report details of their interaction with officers online (this system is called 'Bravo') and all sergeants must contact five victims of crime each month to discuss their experiences of the service they received.

Identifying and understanding the issues

The force makes use of some of the information it receives to improve its service, and has several mechanisms to achieve this. These include the force's:

- trust and confidence board chaired by an assistant chief constable, which oversees the use of force, use of stop and search powers and engagement with the public;
- evidence-based policing board, which evaluates the application of evidence-based practices;
- ethics committee, which oversees the ethical approach of the force;
- independent advisory groups;
- independent custody visitor scheme; and
- professional standards department, which monitors complaints, provides local policing area commanders with information concerning both force-wide and individual trends that indicate at risk officers, and maintains an action plan incorporating IPCC and HMIC recommendations.

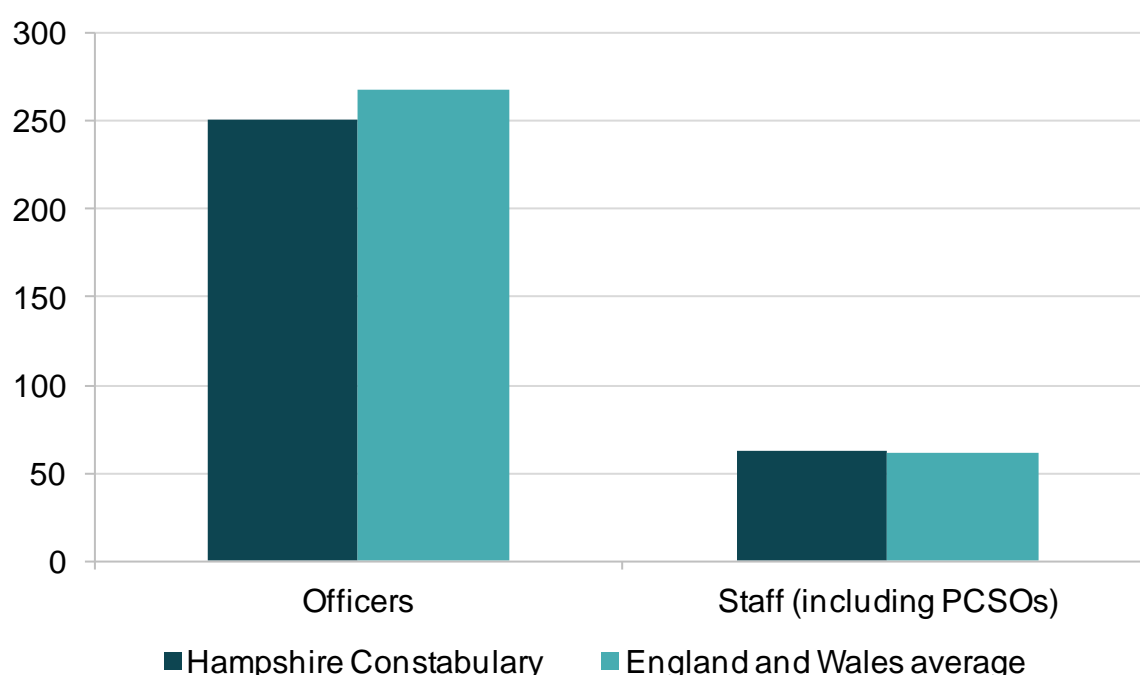
The force's organisational learning team (OLT) acts as the link between these different groups. There is evidence of changes being made as a result. For example, the trust and confidence board identified a disproportionate number of people from a black, Asian and minority ethnic background being subject to stop and search, and work was commissioned to understand the reasons for this. Following observations from the IAG, the role of the independent custody visitor scheme has been extended to review CCTV footage from custody areas and relay to the force any concerns about how detained people are treated.

However, the OLT has limited capacity. HMIC heard that it was not always able to identify some of the LPA-based work being done in this field; and other areas are not subject to proper evaluation. For instance, it is difficult to see how the force analyses the trends from the survey monkey work, customer call backs, Bravo information,

and the responses to the ride along scheme. Any of these could provide unique insights into how members of the public perceive how fair and respectful the force has been.

Each force in England and Wales is required to record the nature of complaint cases and allegations and be able to produce complaints data annually. The numbers and types of complaints are valuable sources of information for forces and can be used to help them identify areas of dissatisfaction with their service provision, and take steps to improve how they treat the public.

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) in Hampshire Constabulary compared with England and Wales, in the 12 months to 31 March 2016



Source: HMIC Legitimacy data collection

For further information about the data in figure 1 please see annex A

In the 12 months to 31 March 2016, Hampshire Constabulary recorded 251 public complaint cases per 1,000 officers, which was broadly in line with the England and Wales average of 268 cases per 1,000 officers. During this period, the constabulary recorded 63 public complaint cases per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 61 cases per 1,000 staff (including PCSOs).

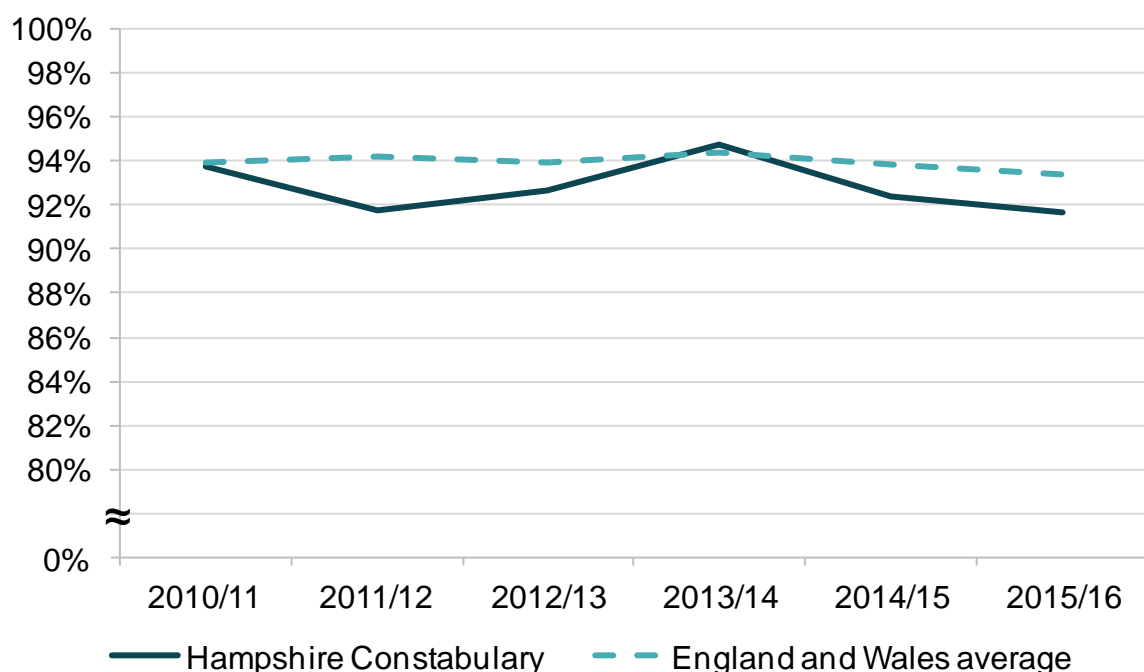
The most recent Independent Police Complaints Commission (IPCC) data from forces show that, for April, May and June 2016, the types of complaint most frequently recorded by Hampshire Constabulary are 'other neglect or failure in duty' and 'other assault'.⁸ It is important to note, however, an issue identified during our

⁸ Independent Police Complaints Commission data is available at:
www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data

2014 police integrity and corruption inspection;⁹ complaint allegation categories used by different forces may overlap with each other. For instance, similar allegations might be recorded by one force as ‘other neglect or failure in duty’, and by another force as ‘other irregularity in procedure’ or ‘lack of fairness and impartiality’. This means there is no definitive way of establishing accurately the number of public complaints about certain behaviours.

All forces are required to conduct victim satisfaction surveys with specified victims of crime groups and provide data on a quarterly basis. The surveys take account of victims’ experience of the service provided to them by the police and inform forces’ improvements to their service provision, including examining how well victims feel they are treated.

Figure 2: Percentage of victims satisfied with overall treatment by Hampshire Constabulary compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016



Source: Home Office Annual Data Requirement
For further information about the data in figure 2 please see annex A

In the 12 months to 31 March 2016, 91.7 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Hampshire Constabulary, which was lower than the England and Wales average of 93.4 percent; and lower than the 92.4 percent who were satisfied with the overall treatment that the constabulary provided in the 12 months to 31 March 2015, this is not a statistically significant difference.

⁹ *Integrity matters*, HMIC, January 2015. Available from:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

How well does the force act on feedback and learning to improve the way it treats all the people it serves, and demonstrate that it is doing so?

It is important that as well as actively seeking feedback from the public, the force also responds to that feedback. HMIC assessed the extent to which this response includes changes to the way the force operates to reduce the likelihood of similar incidents occurring in future, as well as resolving individual incidents or concerns, and how well the force communicates to the public the effectiveness of this action.

Summary of findings



Good

Hampshire Constabulary is good at treating all the people it serves with care and respect. This stems from the force's commitment to the Code of Ethics which is reflected in the mission and values, policies, structures and practice, including an authoritative ethics committee. The force seeks feedback to identify those issues which have the greatest impact on the public's perceptions of fairness through a variety of mechanisms, beyond the use of independent advisory groups, including online feedback as well as focused work with a range of different groups. We found overall that the force is working hard to improve how it responds to feedback, and keeps those who have given feedback informed about progress. However, it could do more to apply and evaluate this consistently across the force and to communicate this to the wider public.

Areas for improvement

- The force should improve how it seeks feedback from the people it serves about their perceptions of how the police have treated them.
- The force should ensure that it acts on learning and feedback to improve how it treats all the people it serves.

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

In 2014, HMIC inspected the extent to which the police were acting with integrity and guarding against corruption.¹⁰ Given the continued importance of this topic, we are returning in this question to those national recommendations emerging from the 2014 report from that inspection that our 2015 legitimacy inspection did not cover. Our inspection focus this year also reflects research showing that prevention is better than cure: the best way to ensure that police workforces behave ethically is for the forces to develop an ethical culture and to have systems in place to identify potential risks to the integrity of the organisations, so that forces can intervene early to reduce the likelihood of corruption.¹¹

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

One of the first things forces can do to develop an ethical culture is to use effective vetting procedures to recruit applicants who are more likely to have a high standard of ethical behaviour and to reject those who may have demonstrated questionable standards of behaviour in the past, or whose identities cannot be confirmed.

Once recruited, one of the best ways to prevent corruption from occurring among the workforce is by establishing an ethical working environment or culture. To achieve this, forces need to clarify and continue to reinforce and exemplify acceptable and unacceptable standards of behaviour, including the Code of Ethics.¹² This year, HMIC focused on assessing progress in those areas highlighted for improvement in our 2015 legitimacy inspection and our 2014 integrity and corruption inspection.

¹⁰ *Integrity matters*, HMIC, January 2015. Available from:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

¹¹ *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

¹² *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
and *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
and *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Initial vetting

Overall, Hampshire Constabulary is effective in its vetting of the people working within the organisation.

The force has generally robust arrangements for the vetting on recruitment of all officers, staff, volunteers and some contractors. It also vets officers and staff on promotion or when moving to a more sensitive area of work. It aims to vet staff that have not been vetted for ten years, irrespective of the sensitivity of their work. However, the force had to temporarily suspend this – due to workload – to meet the demand for vetting new joiners and staff joining H3, the organisation that provides HR, administrative and financial services to the force as well as Hampshire Fire and Rescue Service and Hampshire County Council. This led to a backlog of some 1,000 staff, seen as low risk, who had not been vetted in over ten years. The force is recruiting four more staff to clear this backlog.

We found one area of weakness in relation to contractors. The force occasionally allows unvetted contractors onto its premises, relying on its staff to supervise them. We heard from staff that on occasions, because of the requirements of other tasks, they have not been able to provide adequate supervision.

The force is also unable to monitor the number of candidates with protected characteristics, such as gender, age of sexual orientation, who are screened out. It is therefore limited in its understanding of the extent to which its vetting process may affect its recruitment of a diverse workforce.

The College of Policing's 'disapproved register' contains details of those officers who have been dismissed from the service or who either resigned or retired while subject to a gross misconduct investigation where it had been determined there would have been a case to answer. The force complies with its obligations to provide the College with details of those officers and staff who have been dismissed from the service for inclusion on the current disapproved register.

Clarifying and reinforcing standards of behaviour

The force has a systematic approach to clarifying and reinforcing what constitutes acceptable and unacceptable behaviour. It has a strong ethics committee, which receives and acts on concerns from staff as well as challenging senior officers on the adequacy of practice in their commands. The force also uses its intranet to publicise details of misconduct cases and to remind staff about good practice, such as in relation to the appropriate use of force IT systems. It also aims to use the intranet to promote discussion about ethical dilemmas, but this was not well established or well publicised. The PSD's Reputation Matters publication is a well-known source of information and advice, although it needs to be published more frequently. The levels of knowledge of the code and the force's own CARE values varied among the staff in different areas. The force could reinforce with staff how the code and the

CARE values relate to the standards of behaviour expected of them. Nevertheless, we found that staff generally felt they were given clear advice about acceptable and unacceptable behaviour.

How well does the force identify, understand and manage risks to the integrity of the organisation?

HMIC's 2014 police integrity and corruption inspection emphasised the need for forces to make arrangements for continuous monitoring of their ethical health, through active monitoring of force systems and processes to spot risks to their integrity, including – but not limited to – business interests, gifts and hospitality, and public complaints.¹³ These findings reflect the research commissioned by the College of Policing, which highlights the importance of taking a problem-solving approach to preventing wrongdoing, by scanning and analysing police data to identify particular officers or hotspots for targeting prevention activity.

This year HMIC was particularly interested in how well forces – from dedicated anti-corruption units to individual supervisors – are identifying and intervening early to reduce individual and organisational vulnerabilities (i.e. those individuals, groups or locations that may be susceptible to corruption). We also assessed how well forces are seeking and assessing intelligence on potential corruption, with a focus on those areas for improvement identified in our previous inspections.

Identifying and understanding risks to integrity

The force uses published IPCC findings,¹⁴ the NCA threat assessment¹⁵ and learning from other forces to inform how it manages threats to the organisation. It has the resources and processes in place to help it intervene early, and this includes identifying individuals who are vulnerable to corruption. The force communicates this across its workforce by publishing the results of misconduct cases and through 'Reputation Matters'.

The force is effective at identifying threats to the organisation. It has invested in an anti-corruption unit (ACU) that contains investigators, a systems' auditor and a vetting manager. It undertakes proactive and reactive investigations to identify

¹³ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

¹⁴ The IPCC publishes regular findings from its investigations into complaints and conduct matters relating to the police. These are published on the IPCC's website: www.ipcc.gov.uk/reports/learning-the-lessons/learning-lessons

¹⁵ *National Strategic Assessment of Serious and Organised Crime 2015*, NCA, 2015. Available at: www.nationalcrimeagency.gov.uk/publications/560-national-strategic-assessment-of-serious-and-organised-crime-2015/file

potential corruption and has the capacity to gather and assess a range of data which could signify a risk.

The force monitors use of its assets and complaints and intelligence systems to identify officers who frequently come to the attention of the PSD. These are added to a specific intelligence matrix and are closely monitored. The force's policies on re-vetting (including those who are moving jobs on promotion or to a more sensitive area) are additional safeguards.

Reviews of business interests are built into the annual performance review process, prompted by the ACU, which maintains a register of all business interests. The ACU also maintains a register of non-approved business interests and routinely checks whether, despite the vetting refusal, the businesses in question are operating. In all cases of concern with regard to an approved business interest, a referral is made to the PSD for resolution. Staff told us that they were aware they must register a business interest, but were less aware of requirements relating to notifiable associations.

Intervening early to manage risks to integrity

Since HMIC's 2014 police integrity and corruption inspection,¹⁶ the force has improved the prominence of its internal confidential reporting line 'Confide in us', which now receives about four pieces of information each week. Staff told us they were aware of the facility and trusted it to be confidential, although were not so familiar with its name. The force has publicised Crimestoppers as another route through which confidential reports can be made.

The force also reviews and analyses all intelligence received through its weekly PSD tasking meeting, which receives information from a variety of sources. This meeting includes the allocation of responsibility for the provision of care and support to whistleblowers or to staff who self-refer.

Looking for, reporting and assessing intelligence on potential corruption

The force routinely seeks information and intelligence relating to corruption from non-policing bodies, and has plans to extend this to organisations such as women's refuges. However, these plans have been delayed due to staffing problems. Consequently, the force is not as advanced in this area as it would have liked to be. However, when it does receive intelligence, from whatever source, the force assesses and deals with it promptly and effectively. The ACU is situated within the PSD. The head of PSD oversees a weekly meeting at which all new intelligence is discussed, and action plans agreed and reviewed. The ACU has an appropriate range of resources, expertise and techniques at its disposal including intelligence-led

¹⁶ *Police integrity and corruption – Hampshire Constabulary*, HMIC, 2014. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-integrity-corruption-force/

drug and integrity testing. HMIC's 2014 police integrity and corruption report recommended that Hampshire Constabulary should publicise the correct procedures in respect of offers of gifts and hospitality. In our inspection, we found that the force had addressed this issue by including in its 'Reputation Matters' publication a briefing on procedures for offers of gifts and hospitality and featuring this on the PSD intranet homepage.

How well is the force tackling the problem of officers and staff abusing their authority for sexual gain?

In 2012 the Independent Police Complaints Commission (IPCC) and Association of Chief Police Officers (ACPO) published *The abuse of police powers to perpetrate sexual violence*.¹⁷ This report states that "the abuse of police powers for purposes of sexual exploitation, or even violence, is something that fundamentally betrays the trust that communities and individuals place in the police. It therefore has a serious impact on the public's confidence in individual officers and the service in general." The report identified this behaviour as a form of serious corruption that forces should refer to the IPCC for its consideration of how it should be investigated.

The Code of Ethics¹⁸ – which sets out the standards of professional behaviour expected of all policing professionals – explicitly states that they must "not establish or pursue an improper sexual or emotional relationship with a person with whom [they] come into contact in the course of [their] work who may be vulnerable to an abuse of trust or power".

The most recent national counter-corruption assessment, in 2013, highlighted corruption for the purposes of sexual gratification as a major threat to law enforcement.¹⁹ HMIC's 2015 report *Integrity matters*²⁰ identified police sexual misconduct as an area of great concern to the public. We share the public's disquiet and so we looked at this issue specifically as part of our 2016 inspection. Our work

¹⁷ *The abuse of police powers to perpetrate sexual violence*, jointly published by IPCC and ACPO (now the National Police Chiefs' Council), September 2012. Available at: www.ipcc.gov.uk/sites/default/files/Documents/research_stats/abuse_of_police_powers_to_perpetrate_sexual_violence.PDF

¹⁸ 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, London, July 2014. Available at: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

¹⁹ Every three years, the National Counter Corruption Advisory Group commissions a strategic assessment of the threat to law enforcement from corruption. The most recent assessment was completed in June 2013 by the Serious Organised Crime Agency. The assessment was based upon three years of intelligence reports on possible corruption gathered by forces in England and Wales, supplemented by information from other forces and national agencies.

²⁰ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

was given additional emphasis in May 2016 by a request from the Home Secretary that we inspect forces' response to the issue of officers and staff developing inappropriate relationships with victims of domestic abuse and abusing their position of power to exploit victims.

Recognising abuse of authority for sexual gain as serious corruption

The force includes sexual misconduct in its anti-corruption strategy and recognises it as a serious form of corruption. The force always refers such matters to the IPCC. It is making more sophisticated its processes to monitor this area, and holds a comprehensive risk matrix against which it assesses both general corruption and sexual misconduct. It is also carrying out more proactive intelligence-gathering through monitoring and analysing intelligence from its IT systems. The aim is that individual cases will be referred to the PSD tasking meeting to plan the most appropriate course of action, which may include the use of integrity or drug testing in the workplace.

We reviewed some continuing investigations into cases of sexual misconduct, and found them to be comprehensive and well conducted. The force has communicated with staff about the serious nature of sexual misconduct, but this was some time ago and staff had little recollection of this. The force recognises that it needs to raise awareness. It is at an early stage of planning a campaign to explain what is abuse of power for sexual gain, that this is serious misconduct, and what it means to staff in their jobs.

Looking for and receiving intelligence on potential abuse of authority for sexual gain

The force recognises the importance of seeking intelligence on potential abuse from other agencies, although it does not routinely do so at present. It plans to work with a number of external groups including women's refuges and sexual abuse support groups to identify any suspicious activity by officers. It has also given a specific briefing on this subject to officers working in the sexual offences team and to all new officers and PCSOs.

In 2014 the force reviewed the IPCC/ACPO 2012 report *The Abuse of Police Powers to Perpetrate Sexual Violence*²¹ and developed an action plan, which incorporated elements of communication, awareness raising and systems checking which the ACU led. As part of this plan the force has put in place a risk matrix on sexual predation. This includes information on a number of risk factors, including inappropriate behaviour towards staff or public, sexual comments, sexual

²¹ *The abuse of police powers to perpetrate sexual violence*, jointly published by IPCC and ACPO (now the National Police Chiefs' Council), September 2012. Available at: www.ipcc.gov.uk/sites/default/files/Documents/research_stats/abuse_of_police_powers_to_perpetrate_sexual_violence.PDF

relationships on duty and history of complaints and addictive behaviour. The ACU uses this to score individuals and then assess them against the minimum standards of investigation guide.

Depending on the level of potential risk, further action might include the interrogation of a range of force systems combined with professional judgement. The use of the risk matrix is to be commended but the initial impetus behind the wider plan as described was lost. We were told that this was due to a loss of an integral member of staff in the ACU and a resultant lack of capacity. We understand that the force has recently assigned an ACU officer to review this process, to propose potential improvements and drive through the delivery of the actions identified. We will be interested to see how this work develops.

Taking action to prevent abuse of authority for sexual gain

The force developed an action plan to prevent abuse of authority for sexual gain, following its review in 2014 of the 2012 IPCC report. The force has not yet implemented the action plan fully, but so far has done some training and awareness raising. Examples include the use of a force-wide screen saver that highlighted professional boundaries, a bespoke presentation made to all officers of the rank of chief inspector and above, and training for all new members of the organisation that highlights everyone's responsibilities including what behaviour to look for. These presentations contained details of a Hampshire officer who was imprisoned in 2003 following sexually predatory behaviour, and talk about 18 more employees who have left the organisation in the previous four years as a result of gross misconduct connected to sexually predatory behaviour. The force has not repeated these initiatives since 2014, but recognises that it now needs to repeat the awareness-raising programme. The force receives almost all of its referrals through the 'confide in us' telephone line, which indicates that staff are aware of both the line and the fact that this behaviour is unacceptable.

Building public trust

In respect of the publicity that the force gives to these types of cases, we were told about how the force is handling a current case that, at the time of inspection, was still subject to court proceedings. The force has set up a senior group to consider issues surrounding the case, including the need to rebuild trust in the community. The group includes an IAG member, a member of the force's media relations team, a community inspector and a representative of the local council. It has drawn up a community impact assessment and media briefing. A community inspector met with local schools and conducted a community meeting to provide as much information as possible. A media strategy was developed to ensure transparency, and consistent messaging from all parties.

How well does the force engage with the public and its workforce about the outcomes of misconduct and corruption cases?

HMIC's 2014 literature review on police integrity and corruption emphasised the importance of collection and dissemination of information about misconduct to the public, on the basis that it shows police forces are taking the problem seriously, and detecting and punishing wrongdoing.²² This information also forms the basis for deterring misconduct and enhancing integrity within police forces themselves. This year, HMIC looked at how well forces engage with the public online and through police officer misconduct hearings in public, and also more widely following high profile incidents with the potential to undermine public perceptions of police integrity. We also looked at how aware the workforce is of these outcomes.

Working with the public

The force uses several means to communicate with both staff and the public about the outcomes of criminal cases and misconduct hearings in corruption cases. For instance, misconduct hearings that are held in public are advertised on the force website five days in advance and the results are also posted clearly on the force website. We also saw some evidence of the force recognising the potential impact on the community of a high-profile misconduct case and, as a consequence, being open and transparent by briefing principal members of the community about the misconduct.

Working with the workforce

Internally the force issues details of disapproved officers and the circumstances surrounding their cases through its intranet and the occasional PSD bulletin 'Reputation Matters'. The force makes clear that details of disapproved officers will be relayed to the College of Policing. Members of the force we spoke to told us that they were very aware of recent cases and the sanctions that were applied.

²² *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Summary of findings



Good

Hampshire Constabulary is good at ensuring that its workforce behaves ethically and lawfully. It has effective and generally robust vetting arrangements. The force systematically clarifies and reinforces what constitutes unacceptable behaviour. As a result, members of the force now understand more fully what constitutes unacceptable behaviour. The force recognises, understands and manages risks to the integrity of the organisation from the activity of staff. While it recognises that it must refresh its strategy in relation to sexual predatory behaviour, it has taken specific steps to detect this behaviour. The force uses a range of effective means to communicate with both staff and the public about the outcomes of criminal cases and misconduct hearings in corruption cases, including holding hearings in public.

Areas for improvement

- The force should improve how it clarifies and reinforces standards of behaviour to its workforce, in particular when dealing with vulnerable people, including victims of domestic abuse.
- Annually, the force should produce a local counter-corruption strategic assessment and control strategy, to identify risks to the force's integrity.
- The force should ensure that it has the capability and capacity to monitor all its computer systems to identify risks to the force's integrity.

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 behaviours.²³ As such, this concept of ‘organisational justice’ and its potential impact on ‘procedural justice’ forms an important part of HMIC’s assessment of police legitimacy. As there is no comparative data on how fairly officers and staff perceive forces to have treated them, we focused our assessment on how well forces identify these perceptions within their workforces and act on these findings. In particular, we looked at the extent to which organisational ‘fairness’ is reflected through the way individual performance is managed, and how ‘organisational respect’ is reflected through how forces provide for the wellbeing of their workforces, particularly through preventative and early action.

How well does the force identify and act to improve the workforce’s perceptions of fair and respectful treatment?

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.²⁴ On this basis, HMIC assessed how well the force engages with its staff to identify and understand the issues that affect them, and how well it acts on these issues and demonstrates it has done so.

Identifying and understanding the issues

The force has a range of effective and trusted methods in place to identify the areas which have the greatest impact on workforce perceptions of fair and respectful treatment.

²³ *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
f *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

²⁴ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015, page 11. Available at:

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf
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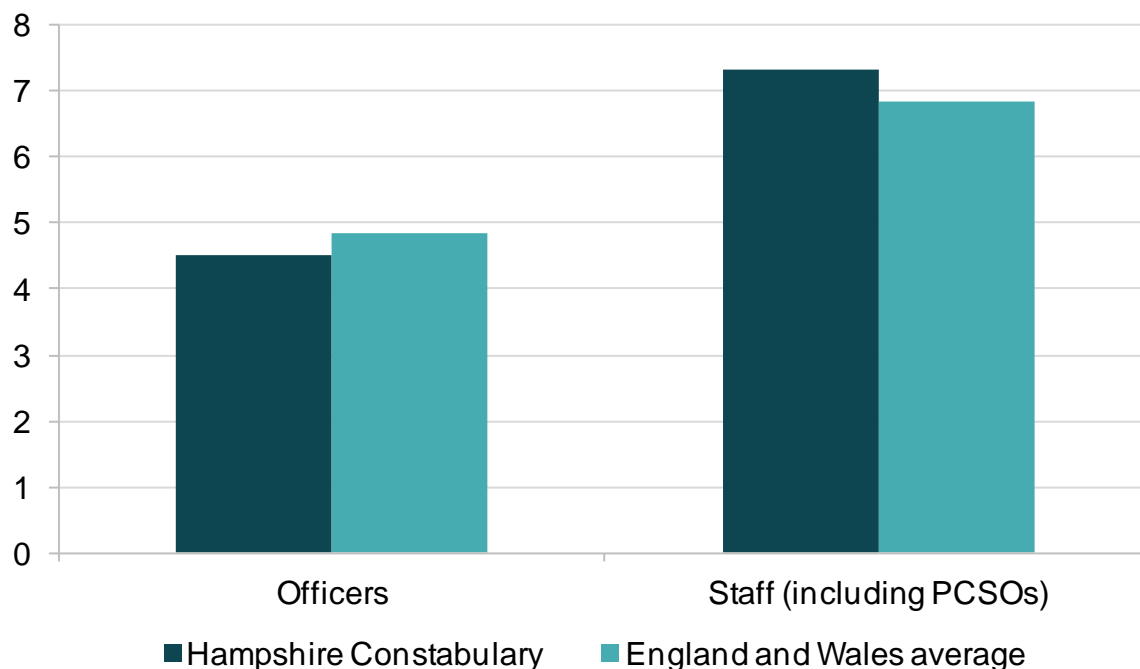
Hampshire Constabulary has several standing groups, including:

- the ethics committee, which receives cases from staff about unfair treatment;
- staff networks, which can raise issues through the force's strategic inclusion board;
- staff association forums;
- a diversity board chaired by the deputy chief constable; and
- staff reference groups which inform the force's change programme.

The force last held a staff survey in 2014. It used the results of the survey to inform an action plan that is still in progress. At the time of our inspection, the force was in the process of conducting a new force-wide survey.

Grievances are concerns, problems or complaints raised formally to employers by officers or staff. Data on numbers and types of grievances provide forces with a useful source of information about the sorts of issues that staff and officers are concerned about.

Figure 3: Number of grievances raised by officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) that Hampshire Constabulary finalised compared with England and Wales, in the 12 months to 31 March 2016



Source: HMIC Legitimacy data collection

For further information about the data in figure 3 please see annex A

In the 12 months to 31 March 2016, Hampshire Constabulary finalised 4.5 formal grievances raised by officers per 1,000 officers, which was broadly in line with the England and Wales average of 4.8 per 1,000 officers. During this period, the constabulary finalised 7.3 formal grievances raised by staff per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 6.8 per 1,000 staff (including PCSOs).

Use of grievance procedures in Hampshire Constabulary is in line with the average number of grievances across all forces in England and Wales and at the time of the inspection the force was at an advanced stage of reviewing the grievance systems which will be launched in 2016. This is an encouraging development as we heard from some staff, including managers, that they were dissatisfied with the current format. Some staff felt that those who raised a grievance would not receive a satisfactory outcome preferring to opt, where possible, for resolution through the other, less formal means which were available. We also heard that some managers spend a disproportionate amount of time recording staff-related decisions in order to defend themselves against subsequent grievances. HMIC will be interested to see how successful the new process is in dealing effectively with both of these perceptions.

We spoke to some staff in one location who did not feel able to challenge their leaders, but overall we found that there was a greater willingness to challenge, compared with HMIC's 2015 legitimacy inspection. Nevertheless, the force could do more to engage with its staff and in so doing gain useful insight into how the organisation could improve. For example, the force could make better use of exit interviews, which currently leavers do not have to undergo. It could also monitor annual performance appraisals for data relating to staff perceptions of how fairly and respectfully they are treated.

Making improvements and demonstrating effectiveness

Hampshire Constabulary generally responds well to issues that its workforce raise. It provides updates on significant matters through weekly orders and through its staff association and consultative networks. Some of these enable staff to be directly involved in solving problems. We observed good relationships between the staff associations and the senior leadership of the force.

The force has moved quickly to address perceptions of disproportionate outcomes in misconduct cases when comparing those relating to police officers with those concerning police staff. The workforce views it as supportive and innovative in the way that it is trying to reduce assaults on police officers. The force also responded innovatively to issues relating to stress and anxiety among superintendents and senior leaders. The superintendents and senior leaders received analysis of their hair for residue of stress hormones. They then received coaching for eight weeks, followed by a re-test to assess progress.

However, it is clear that there is still more to do. Some staff told us that some chief inspectors and superintendents are not as visible to staff as they would like. Furthermore, as mentioned above, some staff do not feel confident that they would be listened to if they complained, and do not feel actively involved in implementing changes to the force.

Despite some of the positive developments described above, we were told that in one area – the Portsmouth Police Investigation Centre – staff continued to be dissatisfied about a number of issues including workloads and high levels of stress. HMIC made reference to this situation in our 2015 inspection. Since last year, the force has been taking steps to resolve underlying issues, which we understand are complex. We also understand that the force is committed to achieving a satisfactory outcome. This will be necessary in order to reassure the workforce that the force takes prompt action to address issues relating to fair treatment.

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. Last year our inspection was concerned with what efforts forces were making to consider, and provide for, the wellbeing needs of their workforce. This year we looked at the progress the force had made since the last inspection, with a particular focus on preventative activity to encourage wellbeing.

Understanding and valuing the benefits

The force clearly understands the importance of workforce wellbeing and has provided a range of services to promote this. It has invested in gym facilities across its estate, has trained approximately 60 staff to support those with mental health needs and has an employee support line that staff can use if in need of advice or support from welfare officers. All response and patrol staff have been issued with a book called *Emotional Survival for Law Enforcement*,²⁵ which provides advice on stress management. This has been supplemented with specific briefings for all staff on causes of stress in the workplace. Staff we spoke to endorsed the force's approach, including how they valued the support they had received personally.

The force has recently launched a comprehensive wellbeing strategy, which draws on good practice from other organisations and is overseen by its wellbeing oversight group. This group is also responsible for health and safety and includes representation from staff associations. Again staff were positive about this

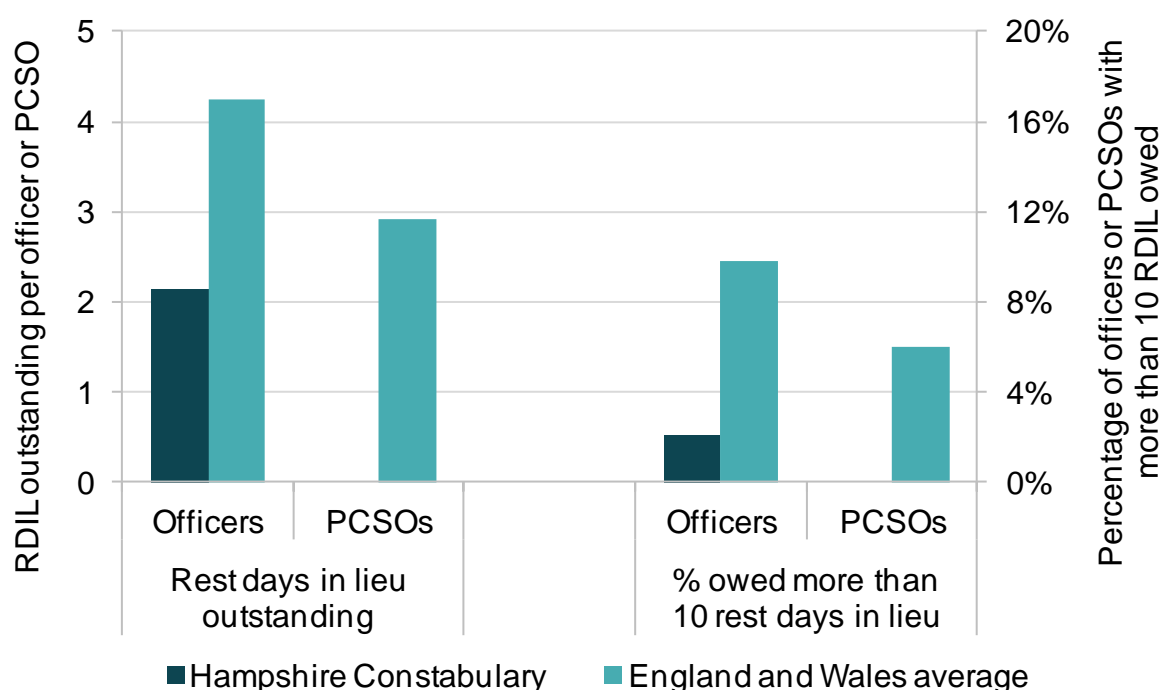
²⁵ *Emotional survival for law enforcement*, KM Gilmartin, 2002. Available from: <http://emotionalsurvival.com/>

development, noting the increased focus on wellbeing by supervisors, particularly in areas with high workloads. Staff reported that supervisors at least in some of these areas enquired after staff wellbeing more frequently.

Identifying and understanding the workforce's wellbeing needs

Rest days in lieu (RDIL) are leave days owed to officers or police community support officers when they have been required to work on their scheduled rest day due to operational reasons. Long working hours can have a detrimental impact on the health and wellbeing of the workforce, so it serves as a useful point of comparison for assessing the extent to which the force is managing the wellbeing of its workforce. Analysis of the numbers of RDIL accrued, but not yet taken, can be useful tools for forces to identify and understand potential wellbeing concerns for individuals and teams.

Figure 4: Number of rest days in lieu outstanding per officer or police community support officer (PCSO) and the percentage of officers or PCSOs with more than 10 rest days in lieu owed to them in Hampshire Constabulary compared with England and Wales, as at 31 March 2016



Source: HMIC Legitimacy data collection

Note: For some police forces data about the number of rest days in lieu outstanding are estimated from data on hours owed. For further information about the data in figure 4 please see annex A

As at 31 March 2016, there were 2.1 rest days in lieu outstanding per officer in Hampshire Constabulary, which was lower than the England and Wales average of 4.2 days per officer. On the same date, there were no rest days in lieu outstanding per PCSO in the constabulary, which was lower than the England and Wales average of 2.9 days per PCSO. As at 31 March 2016, 2.1 percent of officers in Hampshire Constabulary had more than 10 rest days in lieu owed to them, which

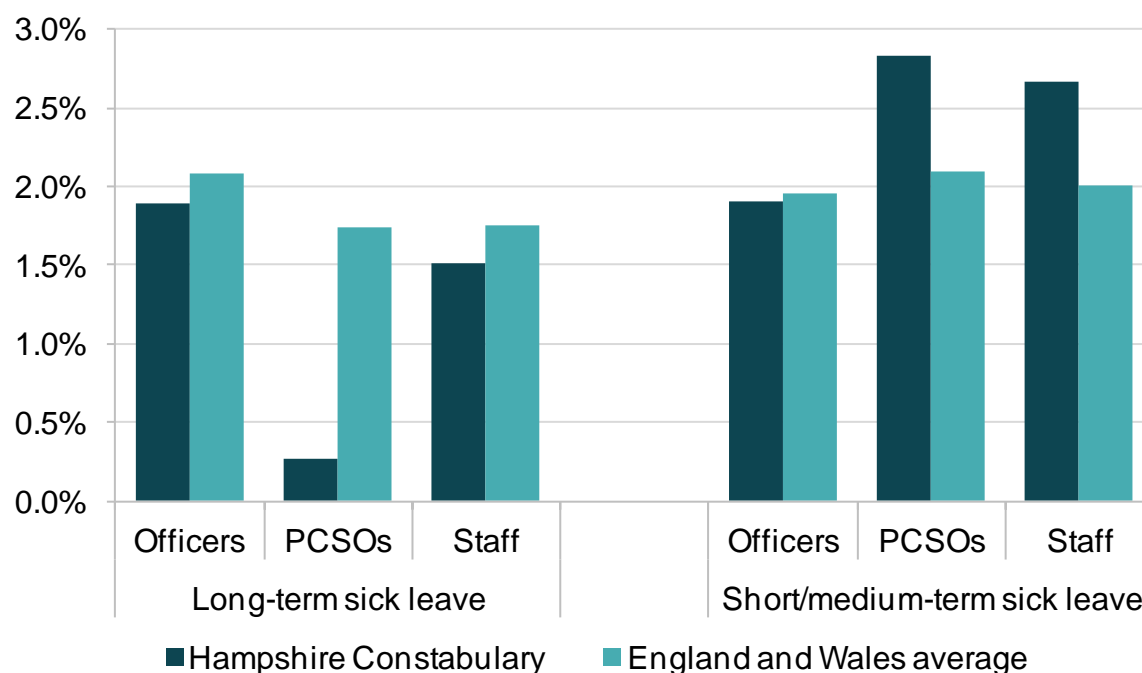
was lower than the England and Wales average of 9.8 percent. As at 31 March 2016, no PCSOs in Hampshire Constabulary had more than 10 rest days in lieu owed to them. The England and Wales average was 6.0 percent of PCSOs. The data on PCSOs did not allow a comparison with the average.

The force is committed to staff wellbeing. It uses the staff forums and ethics committee to identify issues and engage staff in resolving them. We found that managers see wellbeing as their responsibility; the force's new manager training programme covers wellbeing. The 'people' area of its intranet contains occupational health and wellbeing advice and links to services.

The force gathers a wide range of data relating to wellbeing issues, such as sickness absence, which it monitors separately. However, this is not yet collated in such a manner that it can be easily assessed to a thorough degree. This means that it is unable confidently to understand why, for example, mental health wellbeing referrals have increased markedly in the first few months of 2016. We were told that H3, the organisation that provides HR, administrative and financial services to the force, is planning to conduct a force-wide wellbeing survey, which will complement the information that it currently holds, and to include this in a wellbeing dashboard with graded indicators.

Sickness data can provide a useful point of comparison for assessing the wellbeing of police workforces. Analysis of this data can also help forces to identify and understand the nature and causes of sickness at individual and organisational levels, and inform targeted activity to prevent and manage sickness.

Figure 5: Percentage of officers, police community support officers and staff on long-term and short/medium-term sick leave in Hampshire Constabulary compared with England and Wales, as at 31 March 2016



Source: Home Office Annual Data Requirement

Note: Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. For further information about the data in figure 5 please see annex A

Figure 5 provides data on the proportion of officers, PCSOs and staff who were absent due to sickness on 31 March 2016.

- 1.9 percent of officers were on long-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.
- 1.9 percent of officers were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.0 percent.
- 0.3 percent of PCSOs were on long-term sick leave, which is lower than the England and Wales average of 1.7 percent.
- 2.8 percent of PCSOs were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.
- 1.5 percent of staff were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 2.7 percent of staff were on short or medium-term sick leave, which is higher than the England and Wales average of 2.0 percent.

Taking preventative and early action to improve workforce wellbeing

We heard some positive reports from staff about how Hampshire Constabulary had supported their welfare needs and that supervisors were now trained to recognise wellbeing issues. Other examples of good practice include the Hampshire seven-point action plan²⁶ in respect of assaults, individual support for officers injured on duty and the action taken to support superintendents in addressing stress.

However, we found that there was a problem for staff accessing support following an occupational health (OH) referral. We heard from the H3 people priorities meeting that the occupational health department did not have the expected number of OH advisors, and we know that the workforce experience some of the longest delays in England and Wales for getting support following a referral. Moreover, we heard that H3, the force's provider of human resources services, does not believe that it can adequately track the impact of OH referrals, as it does not have confidence in the accuracy of the health data held on its systems.

This shows that the human resources information and support available could be improved. The force is aware of this, and a review of the services it receives through H3, its human resources provider, is underway to identify what need to be put in place to resolve these issues.

How fairly and effectively does the force manage the individual performance of its officers and staff?

College of Policing research on organisational justice suggests that lack of promotion opportunities and not dealing with poor performance may adversely affect workforce perceptions of fairness, which in turn may lead to negative attitudes and behaviours in the workplace.²⁷ HMIC assessed how fairly and effectively the force manages the individual performance of its officers and staff, including the extent to which the process aligns with guidance produced by the College of Policing.²⁸

²⁶ *Assault on Police Officers – Investigation Standards: What we expect from you*, Hampshire Constabulary and Hampshire Police Federation, 2014. Available at: www.hampshirepolfed.org.uk/7point.pdf

²⁷ *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

²⁸ College of Policing guidance on the police performance development review process is available at: www.college.police.uk/What-we-do/Support/Reviewing-performance/Pages/PDR.aspx

The performance assessment process

The force has an individual performance management system, the performance development review (PDR), with which staff are familiar. We found evidence that managers and their staff regularly discuss individual performance. This development is recognised by staff as a direct consequence of issues raised in the 2014 staff survey.

However, staff felt generally that the PDR system was ineffective. For example, they considered that it was of little value in applications for promotion or level transfers and we found that PDR completion was inconsistent across the force. While we found examples of timely completion, one member of staff had not had a performance review for about four years. Some line managers monitor completion of PDRs locally, but the force as a whole does not have access to a system through which it can gather and monitor data centrally. This is another example of the lack of adequate human resources information available to the force, which means that it cannot reassure itself that the use of PDR is fair and effective.

The results of performance assessment

Staff told us that conversations with their line managers about their performance were taking place regularly. The force's own, admittedly limited, data show that in about half of cases, individual PDRs are linked to specific performance objectives. This suggests that in a significant proportion of cases, the force is missing the opportunity to set staff specific objectives to raise current performance through targeted development. The potential implications of this are many but include at the very least that the force and its staff are not benefitting fully from the PDR system or the management time invested in its production.

HMIC was reassured to hear that this is an issue of which the force is aware, and that it has plans to review its PDR system and move towards an electronic system. This will provide the opportunity for the force to make far greater use of PDRs to monitor performance, record a range of valuable HR-related information that will help it record information about current performance, skills and abilities, and help it shape the future workforce. This is an important area that we encourage the force to address as a priority.

Summary of findings



Requires improvement

Hampshire Constabulary requires improvement in how it treats its workforce with care and respect. This is not a judgment about the ethos of the force, nor does all performance fall within this category, but rather a reflection of the force's reliance on systems which are not fully integrated so does not fully understand staff welfare and performance. This inhibits the force's ability to treat its workforce fairly and respectfully.

The force has several effective mechanisms for engaging with the workforce, but its grievance procedures lack credibility. We found evidence of the force acting on issues raised by staff, but also instances of a delay in taking action. We acknowledge that these issues are under review.

Generally, the force is committed to workforce wellbeing and we found evidence of good practice through new facilities, increasing interest from supervisors, and individual initiatives. But it does not yet have the means to collate all information around wellbeing to achieve a comprehensive understanding of the needs of its workforce. The delays in staff accessing occupational health services indicate that the current level of services is inadequate.

Hampshire Constabulary also requires improvement in how it manages the performance of its officers and staff. The performance development review system is used inconsistently. It is not thoroughly monitored for completion or value, and does not link consistently to performance improvement.

Areas for improvement

- The force should improve its workforce's access to occupational health provision.
- The force should improve how it manages individual performance.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy and also leadership. These reports identify those issues 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 can be made at a national level.

Findings and judgments from this year's PEEL legitimacy inspection will be used to direct the design of the next cycle of PEEL legitimacy assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess procedural and organisational justice aspects of police legitimacy to ensure our findings are comparable year on year.

Annex A – About the data

Please note the following for the data presented throughout the report.

The source of the data is presented with each figure in the report, and is listed in more detail in this annex. For the source of force in numbers data, please see the relevant section below.

Methodology

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

Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. To calculate this, the difference to the mean average, as a proportion, is calculated 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.

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.

Where we have referred to the England and Wales average, this is the rate or proportion calculated from the England and Wales totals.

Population

For all uses of population as a denominator, unless otherwise noted, we use the ONS mid-2015 population estimates.

Force in numbers

Workforce figures (based on full-time equivalents) for 31 March 2016

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics, www.gov.uk/government/collections/police-workforce-england-and-wales, or the Home Office police workforce open data tables, www.gov.uk/government/statistics/police-workforce-open-data-tables. Figures may have been updated since the publication.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Police staff includes section 38 designated officers (investigation, detention and escort).

Data from the Office for National Statistics 2011 Census were used for the number and proportion of black, Asian and minority ethnic people within each force area. While the numbers may have since changed, more recent figures are based only on estimates from surveys or projections.

Figures throughout the report

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) compared with England and Wales, in the 12 months to 31 March 2016

The Independent Police Complaints Commission (IPCC) defines a complaint for the purposes of recording as "an expression of dissatisfaction by a member of the public with the service they have received from a police force. It may be about the conduct of one or more persons serving with the police and/or about the direction and control of a police force". A police complaint can be about more than one officer or member of staff and can refer to one or more allegations.²⁹

Data used in figure 1 are data extracted from the Centurion case recording and management system for Police Professional Standards data. We were able to collect the majority of this data through an automated database query, written for us by the creators of the software, Centurion (FIS Ltd). Forces ran this query on their systems

²⁹ *Guidance on the recording of complaints under the Police Reform Act 2002*, Independent Police Complaints Commission. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/guidance_on_recording_of_complaints_under_PRA_2002.pdf

and returned the outputs to us. This system is used in 41 of the 43 forces inspected. In order to collect the appropriate data from the two forces not using Centurion (Greater Manchester Police and Lancashire Constabulary), they were provided with a bespoke data collection template designed to correspond to information extracted from the Centurion database.

Although the IPCC categories used to record the type of public complaint and the accompanying guidance are the same in all police forces, differences in the way they are used still may occur. For example, one force may classify a case in one category while another force would classify the same case in a different category. This means that data on the types of public complaint should be treated with caution.

Figure 2: Percentage of victims satisfied with overall treatment compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016

Forces are required by the Home Office to conduct satisfaction surveys with specific victim groups. Victim satisfaction surveys are structured around core questions exploring satisfaction with police responses across four stages of interactions: initial contact, actions, follow up, treatment plus the whole experience. The data in figure 2 use the results to the question on treatment, which specifically asks "Are you satisfied, dissatisfied or neither, with the way you were treated by the police officer and staff who dealt with you?"

When comparing with the England and Wales average, the standard methodology described above has been used. When testing whether the change in percentage of respondents who were satisfied between the 12 months to 31 March 2015 and the 12 months to 31 March 2016 is statistically significant, a chi square hypothesis test for independence has been applied.

Figure 3: Number of grievances raised by officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) finalised compared with England and Wales, in the 12 months to 31 March 2016

The data refer to those grievances that were subject to a formal process (not including issues informally resolved with a line manager). Some of the grievances finalised in this period may have been raised in a previous year. Finalised refers to grievances where a resolution has been reached, after any appeals have been completed. Differences between forces in the number of finalised grievances may be due to different handling and recording policies. Data used in figure 3 were provided to HMIC by individual forces via a bespoke data collection in April 2016 prior to inspection.

Figure 4: Number of rest days in lieu outstanding per officer or police community support officer (PCSO) and the percentage of officers or PCSOs with more than 10 rest days in lieu owed to them compared with England and Wales, as at 31 March 2016

Rest days in lieu are leave days owed to officers or police community support officers when they have been required to work on their scheduled rest day due to operational reasons. Data used in figure 4 were provided to HMIC by individual forces via a bespoke data collection in April 2016 prior to inspection.

Figure 5: Percentage of officers, police community support officers and staff on long-term and short/medium-term sick leave compared with England and Wales, as at 31 March 2016

Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. Data used in figure 5 were obtained from Home Office annual data returns 501 and 551. Data on long-term absences can be found in the Home Office police workforce open data tables:

www.gov.uk/government/statistics/police-workforce-open-data-tables