

PEEL: Police legitimacy (including leadership) 2017

An inspection of Cambridgeshire Constabulary



December 2017

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ISBN: 978-1-78655-483-3

www.justiceinspectors.gov.uk/hmicfrs

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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%20FINAL_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/cambridgeshire/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/cambridgeshire.

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

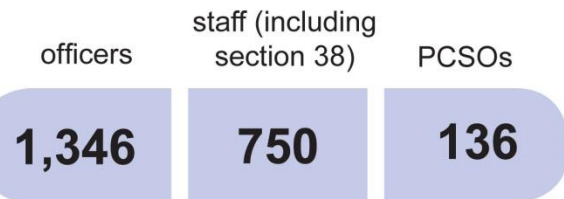


Workforce

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

2,232

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



Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce

3.3%



Percentage of BAME in local population, 2011 Census

9.7%



Gender diversity

Percentage of females in overall workforce 31 March 2017

41%

51%

Cambridgeshire Constabulary England and Wales population, 2015 estimate

Percentage of females by role 31 March 2017





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)

3,089

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 judgment⁴



Cambridgeshire Constabulary is judged to be good at 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. It is judged to be good at ensuring its workforce behaves ethically and lawfully and good at treating its workforce with fairness and respect.

Overall summary

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



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



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



Cambridgeshire Constabulary is good at treating the people it serves with fairness and respect. The force ensures its workforce receives the training and guidance it needs to develop effective communication skills, use coercive powers appropriately and ensure that unconscious bias does not affect decision-making. The workforce has a good understanding of what constitutes reasonable grounds for stop and search.

The force is developing its scrutiny of the use of force to ensure that is fair. It recognises it needs effective internal scrutiny of use of force and body-worn video camera footage and is taking action to address these areas. The force receives external feedback and challenge, including from two effective external scrutiny groups that assess its use of stop and search powers.

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

Cambridgeshire Constabulary promotes an ethical culture and ensures that its workforce behaves ethically and lawfully. Leaders act as positive role models and have an ethical approach to decision-making. However, the force needs to ensure that it complies with national vetting standards.

The force makes it easy for the public to make a complaint and offers extra support to those who need it. It is good at updating complainants on the progress of their complaint and provides them with easily understood information on the outcome. Although it generally identifies and investigates allegations of discrimination well, it needs to improve how those involved are updated on progress.

Cambridgeshire Constabulary is good at treating its workforce with fairness and respect. The force encourages challenge and feedback and is proactive in the way that it identifies and resolves workforce concerns. It provides a comprehensive and accessible wellbeing programme and uses preventative measures to improve workforce wellbeing. Since last year, the force has improved its welfare training for all supervisors. The force is developing fair and effective performance assessment, selection and promotion processes in alliance with Bedfordshire Police and Hertfordshire Constabulary.

Areas for improvement

- The force needs to ensure that its data for use of force (including body-worn video footage) is monitored by both an internal and an external group to provide oversight.
- The force should ensure that it has a credible plan to comply with all aspects of the national vetting standards by December 2018, in line with HMICFRS' nationwide recommendation in 2016.
- The force should ensure that all allegations which meet the mandatory criteria for referral to the IPCC are so referred, and that it updates witnesses and subjects regularly.
- The force should improve the quality and distribution of its printed information about how to make a complaint, in line with IPCC statutory guidance.
- The force should ensure that the grievance process complies with the Advisory, Conciliation and Arbitration Service codes of practice and guidance, particularly relating to timescales, records, audit trails, and updates and support to witnesses and workforce members who have raised a grievance.

- The force should ensure it develops and supports its supervisors and managers to conduct fair, effective and consistent assessments that support continuous professional development and manage poor performance, including establishing an effective quality assurance process.

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 skills⁷ 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

Cambridgeshire Constabulary's leaders understand and value the benefits of procedural justice and give their workforce the knowledge and skills needed to treat everyone it serves fairly and with respect. Chief officers continually emphasise the force vision to create a safer Cambridgeshire and their force values of respect, openness, integrity, trust and innovation. Fairness and respect is understood locally as 'Doing the right thing'. They communicate the vision through face-to-face briefings and leadership training, supplemented by a broad range of information available online to officers and staff.

Understanding of unconscious bias

The force has not yet given training in unconscious bias to all officers and staff who come into contact with the public. This means that they may not all recognise and seek to overcome it to ensure that they are dealing fairly with the public. The force is currently introducing face-to-face training, and some officers and staff we spoke to had not yet received it. Those who had been trained showed a good understanding. The force should therefore continue this programme of training, to ensure that its officers and police staff have a good understanding of how to recognise and overcome unconscious bias.

Communication skills

The workforce understand the importance of effective communication skills and how to apply them in different situations. The force gives the workforce a wide range of training and guidance to improve their interactions with the public. The teaching of effective communication skills forms an integral part of this. This is incorporated also into the stop and search and officer safety training, which includes a mandatory online package. We spoke to officers and staff who use communication skills well during interactions with the public – for example, by using active listening, empathy and explanation to de-escalate potentially violent situations or to resolve conflict.

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. Available from: <http://library.college.police.uk/docs/college-of-policing/PSM/PSM-MOD-01-INTRODUCTION.pdf>

Use of coercive powers

The force has given extensive face-to-face and online training and guidance to officers and staff on how to use coercive powers fairly and respectfully. This is in line with the College of Policing's authorised professional practice on stop and search, the national Personal Safety Manual and the National Decision Model (NDM). The force has recently reinforced the importance of recording the use of force so that it can be monitored to improve treatment of the public. It has also provided updated technology to make recording easier.

Data about the use of force are fed back to staff during personal safety training to improve staff knowledge and understanding of how to use force appropriately. Most officers and staff we spoke to had received training and showed a good understanding of the importance of using coercive powers fairly and with respect when dealing with the public.

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 force⁹ 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,¹⁰ 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.

⁹ 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/

¹⁰ *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

Scrutiny of use of force to improve treatment

Cambridgeshire Constabulary is developing its scrutiny of use of force to improve its treatment of the public. The force complies with the national recording standard for the use of force, which it introduced in October 2016, six months ahead of the deadline. The strategic alliance¹¹ health and safety meeting, chaired by a Bedfordshire chief officer, leads on individual and organisational training, policy and practice. It aims to increase recording and ensure readiness for the publication of data later this year. The strategic alliance is currently developing a technical solution to allow supervisors access to 'use of force' forms to improve scrutiny.

Locally, the force's tactical health and safety meeting is developing management information to assist with scrutiny, and starting to explore trends and patterns – for example, those reflecting use of force by individuals and teams, as well as force used in custody blocks. This is in the early stages and the force recognises that it needs to do more to scrutinise use of force effectively to improve its treatment of the public.

The professional standards department (PSD) reviews the performance and behaviour of an officer or staff member who receives three complaints of any type, including allegations of assault or misuse of force, in a rolling 12-month period. The PSD then generates an intervention by the line manager with the officer or staff member, to address any underlying problems or provide support for improvement.

External scrutiny to improve treatment

The force recently reviewed the force-level independent advisory group (IAG), which a new external ethics and advisory group (EEAG) has now replaced. The EEAG has eight independent and diverse members from the community, including an independent chair. Members receive comprehensive information relevant to the agenda in advance of a meeting. Senior police officers attend these meetings and ensure that follow-up action is taken. The force listens to challenging questions from the group and takes action. For example, acting on feedback from the EEAG, it amended the force's website to make it easier for the public to use. An external member of the group also attends the force's internal ethics and advisory group and offers challenges when appropriate.

The EEAG has no young members, but the force is piloting a youth independent advisory group (YIAG). This started in July 2016 in East Cambridgeshire and consists of 12 young people, aged 12 to 16, from four secondary schools. Since then, group members have:

¹¹ The strategic alliance is a collaboration of three forces: Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary. Main areas of collaboration include joint protective services such as roads policing, firearms, the major crime unit and dogs. Recently collaborated departments include human resources, professional standards and criminal justice.

- developed a virtual police station where young people can engage with police officers using Minecraft, which they intend to use with other schools and educational establishments;
- developed a mobile social media studio, with funding from the Cambridgeshire Community Foundation, to support and encourage young people to communicate with the police and voice their concerns from a safe place;
- given advice on how the force can use social media to work more effectively with young people, and agreed to undertake a survey of pupils in their schools and;
- been consulted about designing a young people's version of the police and crime plan, resulting in the use of their contributions to inform the current plan.

The force also works with colleges in Cambridgeshire and it recently invited a large, diverse group of young people into police headquarters to view body-worn video footage. The force gave a presentation on stop and search powers. The students then gave feedback on how well they felt the officers had used those powers, and how effectively and respectfully the young people who were the subjects of the stop and searches had been treated. This was a useful opportunity for the force to listen to young people who represent a large proportion of those stopped and searched.

The force also encourages external scrutiny and challenge in other ways. For example, EEAG members submit topics to be included in surveys of the public. The 100 Club is a virtual external participation group that the force surveys monthly. The aim is to gain the views of at least 100 members on a range of topics that have included mental health and the role of the police, the use of body-worn video equipment, spit guards and Taser. The feedback is disseminated to the various internal working groups for them to review and consider improvements to police treatment of the public. For example, the force has improved its communication training in response to feedback about the use of Taser.

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.¹²

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.¹³ Our 2015 legitimacy inspection¹⁴ 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.¹⁵ Also, we assessed how the forces scrutinise use of these powers.

Understanding of national guidance

The strategic alliance learning and development team has implemented the College of Policing's stop and search programme and 95 percent of operational staff who can use the powers have received face-to-face training. Officers understand well the College of Policing's authorised professional practice (APP) on what constitutes reasonable grounds for carrying out a search, which shows that the force is making improvements and sharing knowledge. Officers we spoke to were able to demonstrate use of the NDM in conjunction with the Code of Ethics when considering whether they would stop and search a person, as well as good awareness of the APP.

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 2015/16 in the local population of Cambridgeshire Constabulary, black, Asian and minority ethnic (BAME) people were 2.2 times more likely to be stopped and searched than white people. Black people were 5.8 times more likely to be stopped and searched than

¹² *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/

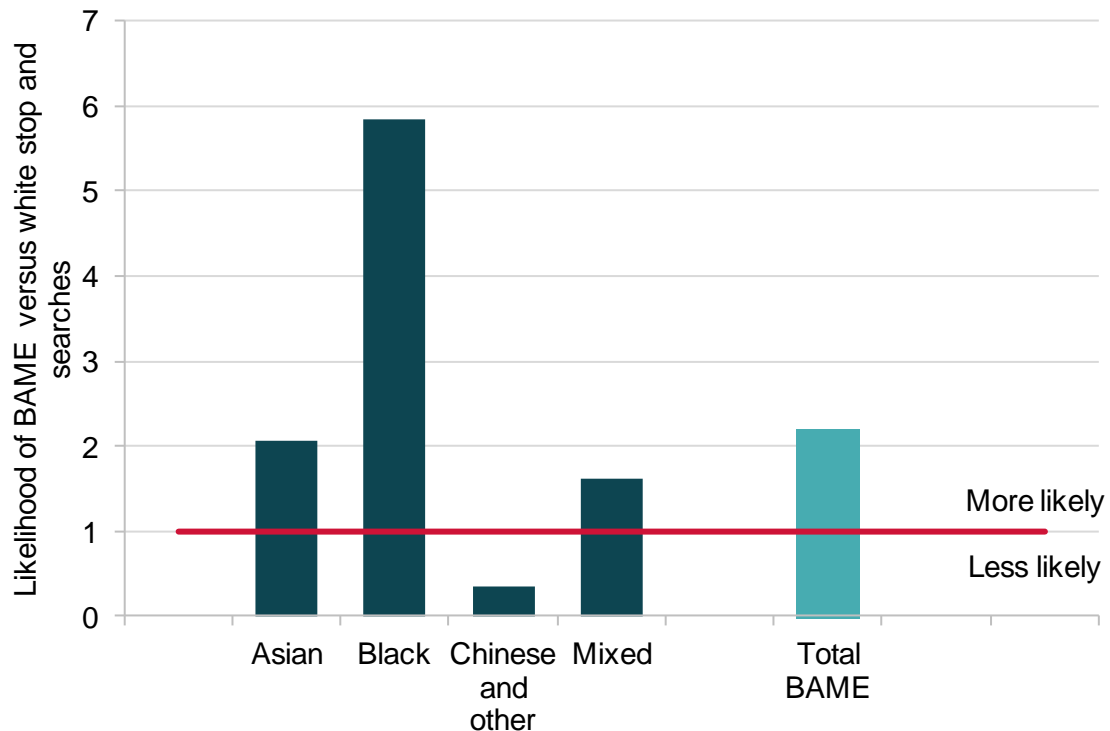
¹³ *Stop and Search Powers – are the police using them effectively and fairly?* HMIC, July 2013. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/ and *Best Use of Stop and Search revisits*, HMIC, September 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/best-use-of-stop-and-search-revisits/

¹⁴ *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

¹⁵ See annex A for more information about the methodology for our review of stop and search records.

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)¹⁶ compared with white people, in the local population of Cambridgeshire Constabulary in the 12 months to 31 March 2016



Source: Home Office 2016

The force has effective governance arrangements through a number of internal forums to monitor and scrutinise stop and search data and information on a regular basis. The ethics, equality and inclusion group, which is chaired by the deputy chief constable and attended by all local policing commanders, oversees the use of stop and search powers on a quarterly basis. The group’s aim is to use the findings from analysis of the data to inform frontline officer training. The data monitored include age and ethnicity, as defined by the person stopped and searched. However, some people decline to define their ethnicity; in these cases, the officers record their own perception of the person’s ethnicity. The force does not monitor ethnicity defined by officers, and so may not have a true picture of the ethnicity of people stopped and searched. The force should reconsider this. Also, local policing commanders look at patterns and themes in their areas and address issues themselves. In Cambridge, the local policing commander identified four officers who needed one-to-one mentoring or training because of concerns about unconscious bias. The force analysed data to understand why black males were more likely to be stopped and

¹⁶ Police and Criminal Evidence Act 1984. Available at: www.legislation.gov.uk/ukpga/1984/60/section/1

searched. This revealed that the people concerned were suspected offenders travelling to the county from other areas and not living in Cambridgeshire. In Peterborough, analysis highlighted that disproportionality was more likely to involve Asian males who were identified through local and national intelligence as having links to organised crime. This intelligence led to higher proportions of Asian males being stopped and searched. However, the data collected at force level cannot identify whether people are stopped and searched multiple times, or identify officers who use the powers often, or map stop and search locations to crime hotspots to assess the effect of the use of the powers on crime rates.

It is mandatory for officers to use body-worn video equipment when there is an 'evidence gathering opportunity', and a stop and search procedure is treated as such. However, there is no effective internal scrutiny of body-worn video footage. The force recognises that it needs to ensure that this is introduced, and is in the process of doing so.

External scrutiny of stop and search powers to improve treatment

The force has two effective external scrutiny groups that assess the use of stop and search powers. First, the independent stop and search community scrutiny panel (ISSCSP) provides a strategic oversight of stop and search in Cambridgeshire. All members are independent of the police. The panel scrutinises the data collected by the force on stop and search. The data include changes in disproportionality and complaints arising from stop and search (as well as searches authorised under section 60 of the Criminal Justice and Public Order Act 1994), and the information the force publishes on its website in the form of a stop and search dashboard. These data include numbers of stops by gender, age, ethnicity, location and time, and policing unit, as well as outcomes. The primary role of the ISSCSP is to examine these data, question the force on any disproportionality in the use of the powers and request explanations. The panel also conducts in-depth case studies, including reviews of body-worn video footage, and provides feedback to the force. It seeks volunteers to take part in 'ride-alongs' with police officers, as well as reviewing any complaints made as a result of stop and search.

Second, the force has introduced a reasonable grounds group, which is made up of external members and chaired by an inspector. This group is small (five or six members), including BAME representation and members from a community college. This group reports to the ISSCSP and looks exclusively at the grounds recorded within stop and search forms to assess their reasonableness. However, it does not review body-worn video footage. Feedback on the standard of forms submitted by officers has been given to individuals and their supervisors. This has resulted in officers being advised of what constitutes reasonable grounds and how to record them, thereby improving the treatment of people who are stopped and searched. Good examples of stop and search are also contained in emails sent to officers by the group's chair.

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.¹⁷

In our 2013 inspection into the police use of stop and search powers,¹⁸ we were concerned to see that, of the 8,783 stop and search records we examined across all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify the lawful use of the power. For Cambridgeshire Constabulary, the 2013 inspection showed that 117 of 200 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,¹⁹ we carried out a further review of the recorded grounds in a sample of stop and search records. In that inspection, our review of 100 records found that six did not have reasonable grounds recorded.

During our 2017 inspection, we reviewed 198 stop and search records; five records did not have grounds recorded that we considered reasonable. It is important to note that a lack of reasonable grounds on the stop and search record does not necessarily mean that reasonable grounds did not exist in reality at the time of the stop and search.

In 42 of the 200 records we reviewed, the item searched for was found. This is an important measure, as 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 the suspicions are 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	117 of 200	6 of 100	5 of 200
Item searched for found	-	-	42 of 200

¹⁷ Police and Criminal Evidence Act 1984. Available at: www.legislation.gov.uk/ukpga/1984/60/contents

¹⁸ *Stop and search powers: Are the police using them effectively and fairly?* HMIC, 2013. Available: www.justiceinspectorates.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/

¹⁹ *PEEL: Police legitimacy 2015*. HMIC, 2016. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

Summary of findings



Good

Cambridgeshire Constabulary is good at treating all the people it serves with fairness and respect. Leaders communicate the force's values to the workforce and ensure officers and staff understand the importance of treating people fairly and with respect. The force provides training and guidance on effective communication skills and on the appropriate use of coercive powers, and is introducing training on how to recognise and overcome unconscious bias. The workforce have a good understanding of how to use coercive powers fairly and respectfully as well as what constitutes reasonable grounds for carrying out a search.

The force is developing its scrutiny of the use of force to ensure that it is fair. The force receives feedback and challenge from a new external ethics and advisory group and ensures it responds appropriately. The force has two effective external scrutiny groups that assess the use of stop and search powers. The force recognises and is addressing its lack of effective internal scrutiny of body-worn video camera footage.

Area for improvement

- The force needs to ensure that its data for use of force (including body-worn video footage) is monitored by both an internal and an external group to provide oversight.

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,²⁰ as opposed to last year's focus on how well forces are guarding against corruption.²¹

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.²² Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.²³ 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 2018.²⁴

²⁰ *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

²¹ 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/

²² *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

²³ *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/

²⁴ 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

Ethics and values are well established in Cambridgeshire Constabulary and they guide leaders in their decision making. There are good internal and external ethics boards where ethical matters are discussed. Officers and staff can refer ethical dilemmas to the internal board. The external board provides advice on the content of ethical dilemmas and develops these into role-play scenarios to assist workforce training. The chief constable and chief officer team reinforce ethics and values during their briefings to supervisors and the senior leadership by setting out their ethical expectations of the workforce.

Staff associations and networks were complimentary about the chief officer team, which was described as visible, accessible and approachable. Similarly, most of the officers and staff we spoke to thought that the chief officer team was approachable and that they could raise ethical issues with them. The annual performance development review now highlights expected professional boundaries. The force's website publishes details of chief officers' pay, rewards and business interests; this information is up-to-date and easy to find and understand.

Ethical decision making

The force has good, accessible policies and procedures that comply with the public sector equality duty.²⁵ These contain equality impact assessments, which means that they should not discriminate against or disadvantage people, and should reflect the Code of Ethics. The quality of policies and procedures is assured through the force's internal ethics, equality and advisory group (IEEG). A representative from the EEAG provides external challenge.

The deputy chief constable chairs the IEEG and provides strategic vision and co-ordination for six themes, including integrating ethics and equality into the main activity, both internally and externally. The IEEG discusses a range of ethical issues, such as maintaining professional standards, lessons learned and how to communicate them, and ethics training. The board ensures that all officers and staff receive ethics training, which incorporates discussions on ethical dilemmas and maintaining professional boundaries. Supervisors include a Health Check, which also contains an ethics and wellbeing checklist, to support the one-to-one performance review meetings with their teams. While this is new, the force is encouraging line managers to engage sensitively in 'difficult conversations' with their

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/

²⁵ The public sector equality duty is a duty on public authorities to consider or think about how their policies or decisions affect people who are protected under the Equality Act.

teams in order to raise awareness of, and identify, problems earlier on, so that they can be dealt with. Ethical standards also form an integral part of the promotion process through the assessment of a professionalism competency.

Vetting

Cambridgeshire Constabulary does not yet comply with national vetting standards. The vetting arrangements for the force are covered by the collaborated vetting service for the strategic alliance.

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 strategic alliance was not complying with all aspects of the national vetting standards because of a lack of capacity.²⁶ It was not complying with the standards in terms of checks on all force databases of the family of applicants who do not live with them, and re-vetting individuals unless they are destined for 'high-risk' postings such as covert deployments. The strategic alliance PSD was fully aware of these requirements and under new leadership was in the process of putting into practice a number of improvements from a well-developed action plan.

During this year's inspection, we assessed the strategic alliance's plan to deal with these issues. While Cambridgeshire Constabulary is not compliant, the plan is credible and achievable. The force has taken a risk-based approach, meaning that 'high-risk' posts and new recruits receive priority, and it foresees achieving compliance by April 2019. We found good collaboration work being conducted to implement a 7-force²⁷ vetting unit, and the recruitment of an additional manager and eight researchers has helped bolster capacity until the final permanent staffing levels are decided. Recruiting these staff has proved difficult, however, meaning that capacity remains a concern for the strategic alliance.

It is important that re-vetting takes place regularly and before an individual is promoted or posted to a high-risk unit. During this year's inspection, we asked Cambridgeshire Constabulary to provide us with data on the percentage of its workforce who had received up-to-date security clearance. Cambridgeshire Constabulary could not provide data on security clearances in its workforce as at 31 January 2017 without a manual audit.

²⁶ 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/

²⁷ The 7-force alliance includes Bedfordshire, Cambridgeshire, Hertfordshire, Norfolk, Suffolk, Essex and Kent forces.

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.²⁸ 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

Cambridgeshire Constabulary makes it easy for people to make a complaint. The force's website includes information on how to do this, and it is easy to find by using the 'Contact us' tab on the force's home page. A complaint can be made by using an online form or via Webchat. A bespoke page contains a number of frequently asked questions (FAQs) including about the role of the PSD and the complaint procedure. The website includes foreign language options and information on how to make a complaint in an easily read format. Text Relay is helpful for deaf people and the Police Enhanced Access Line (PEAL) assists people with communication difficulties due to illness or disability. We reviewed the files of 16 public complaints handled by the force, and found three cases in which complainants had needed extra support. The files recorded that staff had given appropriate help in two of these cases. The front counters in police stations and buildings shared with partner organisations, such as public protection and local authority community safety teams, provide good support to the public. Officers and staff have a range of options to help members of the public who have a mental or physical impairment, or who do not speak English as their first language. Front counter staff told us they give complainants a booklet produced by the Independent Police Complaints Commission (IPCC) about the complaints process, but they do not provide the force-specific information that IPCC statutory guidance requires. There are details about obtaining the leaflet in another language or format, and contact details for other helpful organisations such as Citizens Advice²⁹. For non-English speaking members of the public, the force provides a language line and a database of volunteers providing a multilingual service. This specifies the language they speak, the police station at which they are

²⁸ 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

²⁹ www.citizensadvice.org.uk

located, and gives contact details. We spoke to a member of staff working on a front counter in an area that has a large Lithuanian population, and they had access to a Lithuanian-speaking police officer.

Keeping complainants updated

The force is good at keeping complainants updated. When forces record public complaints, the Police Reform Act 2002 and Police (Complaints and Misconduct) Regulations 2012 requires 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). When a complaint is recorded, the PSD sends a letter to the complainant identifying the investigating officer and including a copy of the case record, a glossary of terms and a guidance note on local resolutions (if applicable). This was done in all 16 cases that HMICFRS reviewed. In 15 of the cases, the complainant was regularly updated throughout the investigation by the PSD. In 15 of the reviewed cases, the force provided complainants with the information required by the IPCC at the conclusion of the complaint procedure, explaining the final outcome in a way that a complainant would understand. These findings are consistent with those in our 2015 legitimacy inspection. However, when we reviewed ten internal misconduct allegations, we found that only five of the people who were making the allegations, or who were the subjects of the allegations, had been regularly updated.

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

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

Identifying and responding to potential discrimination

The strategic alliance PSD has a good procedure for identifying discrimination, although we found examples where it had not responded appropriately. We looked at eight complaints in Cambridgeshire that had been identified by the strategic alliance as containing an allegation of discrimination. We also looked at eight other Cambridgeshire complaints that we considered might contain unidentified allegations of discrimination. We did not find any unidentified cases. We then looked at four internal misconduct cases that the strategic alliance had identified as containing an allegation of discrimination, and six internal misconduct cases that we considered might contain unidentified allegations of discrimination. We found that one of these other internal misconduct cases contained allegations of discrimination that the strategic alliance had failed to identify.

There is no routine audit or dip sampling of complaints and misconduct against BAME officers and staff to ensure that discrimination is not taking place. Since the inspection, the force, together with the strategic alliance, has been addressing the collaborated review process.

The strategic alliance PSD officers and staff have all received recent training on discrimination from an external provider. We found that staff in both the strategic alliance PSD and across the wider Cambridgeshire Constabulary had a good understanding of what constituted discriminatory behaviour, and were confident about reporting concerns to their line manager. They are well aware of the different ways to report discriminatory behaviour, including anonymously via Crimestoppers. The staff associations confirmed that staff also had a good understanding of what constituted discriminatory behaviour and would report it to the staff associations or line managers. Since our inspection last year, analysis of intelligence and data has undergone significant improvement. The PSD has made progress in this area to improve its approach to prevention and early intervention. This includes information and data that refer to individuals, teams and specific types of behaviour, including discrimination.

To provide external scrutiny, 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. We looked at the cases alleging discrimination to see whether the force had complied with this requirement. We found that it had correctly referred the complaint that met the criteria, but it had only referred one of the four internal misconduct cases that met the criteria. After the HMICFRS file review and before conducting our fieldwork, the PSD reviewed its IPCC referral forms in order to improve handling decisions and ensure that it refers all cases meeting the mandatory referral criteria to the IPCC.

Investigating allegations of discrimination

The strategic alliance PSD investigates cases of discrimination well. Its staff understand equality and diversity issues from the training given by an external provider. PSD investigators understand and routinely apply IPCC guidelines. HMICFRS examined eight public complaint cases that the PSD had recorded as containing an allegation of discrimination. We considered whether these allegations had been investigated satisfactorily in accordance with the IPCC guidelines for handling allegations of discrimination. Seven of the eight cases we reviewed had been investigated satisfactorily. In the other case, the IPCC had ruled on appeal that the force had not examined all the available evidence and relevant issues thoroughly. The appeal, therefore, was upheld in part and the force was required to conduct further investigation into the discrimination allegations.

Summary of findings



Good

Cambridgeshire Constabulary is good at ensuring its workforce behaves ethically and lawfully. Ethics and values are well established throughout the force and are used by leaders in their decision-making. Leaders develop and review policies and procedures in line with the Code of Ethics. The force has an internal ethics group which reviews ethical issues and provides support and guidance. The chief officer team is approachable and the workforce feel confident to raise ethical issues with its members.

The force does not yet comply with the national vetting standards and is taking a risk-based approach, meaning that vetting for high-risk posts and new recruits is prioritised. However, it has an achievable plan to comply with the standards.

Cambridgeshire Constabulary makes it easy for members of the public to make a complaint using its website, which includes options for information in other languages and support for people who have visual or hearing impairments. Front counter staff do not have force-specific printed information on how to make a complaint. The force is good at updating complainants on the progress of their complaint and provides them with easily understood information on the outcome. The force generally identifies and investigates public complaints of discrimination well. However, in the cases we reviewed involving internal misconduct allegations, the parties involved in the allegations did not always receive regular updates. The force should ensure that it refers internal misconduct cases of discrimination to the IPCC.

Areas for improvement

- The force should ensure that it has a credible plan to comply with all aspects of the national vetting standards by December 2018, in line with HMICFRS' nationwide recommendation in 2016.
- The force should ensure that all allegations which meet the mandatory criteria for referral to the IPCC are so referred, and that it updates witnesses and subjects regularly.
- The force should improve the quality and distribution of its printed information about how to make a complaint, in line with IPCC statutory guidance.

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.³¹ 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.³² HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances³³ – to identify, understand, prioritise and resolve their workforces’

³¹ *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

³² *Ibid.*

³³ 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.³⁴

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.³⁵ 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.³⁶

Leaders seeking feedback and challenge from the workforce

Cambridgeshire Constabulary remains committed to understanding the issues that have the greatest significance for officers, staff and volunteers. The chief officer team is visible to the workforce and encourages challenge and feedback, for example, via the chief constable's seminars, blogs, the social media tool 'Yammer' and the 'answer bank', on which officers and staff can post questions to the chief officer team or heads of department. The force listens to the workforce and involves them in decision making, ranging from designing the local policing model to suggesting improvements to environmental conditions. It has positive relationships with staff associations and networks, and lines of communication from the front line to the chief constable are clear. The chief officer team actively encourages officers and staff to attend the local senior management team meetings and planning days. Officers and staff told us that the force has an open culture in which its members are able to express their views. An example of this is the work between the local policing review team and officers, when the team visits officers and staff at different locations across the force.

Since our last report, the force has conducted a staff survey, 'Your voice matters', together with Bedfordshire Police, Hertfordshire Constabulary and a university. This

³⁴ *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

³⁵ 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

³⁶ 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/

covered a range of topics that affect officers and staff. The response rate was above average, at 47.8 percent. Areas of concern that were highlighted included a perception of a lack of organisational support. The force is responding to these concerns by setting up focus groups to inform policy and practice. It is also using the results to inform the approach used in the local policing review.

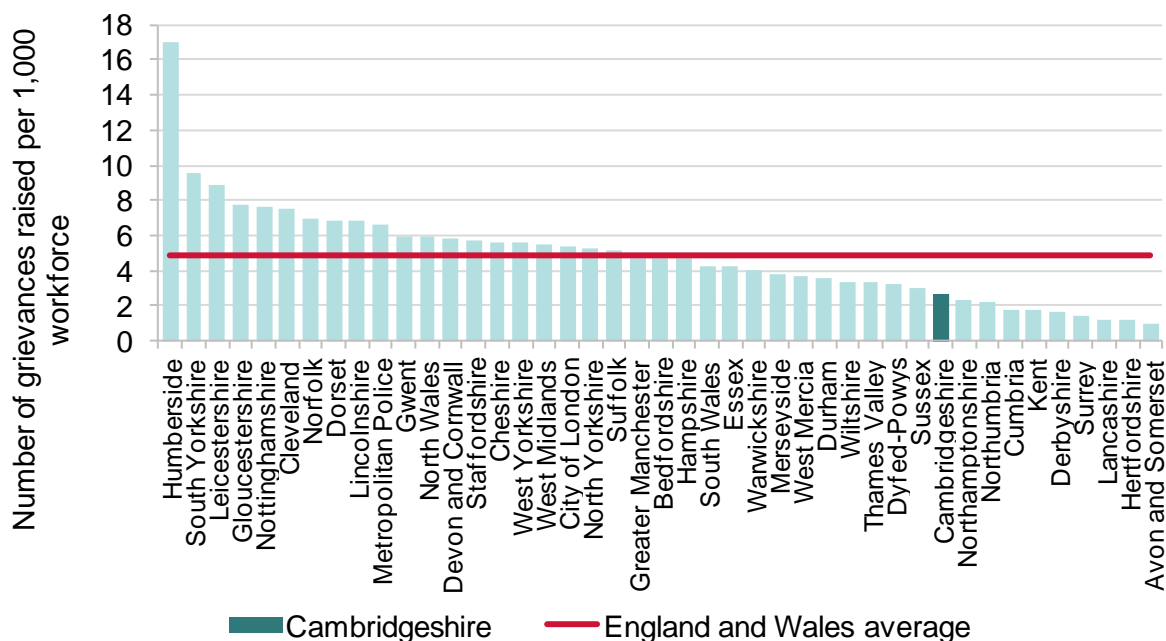
Identifying and resolving workforce concerns

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. Figure 2, below, shows that Cambridgeshire Constabulary had 2.7 grievances raised per 1,000 workforce. This is lower than the England and Wales average of 4.9 grievances raised per 1,000 workforce.

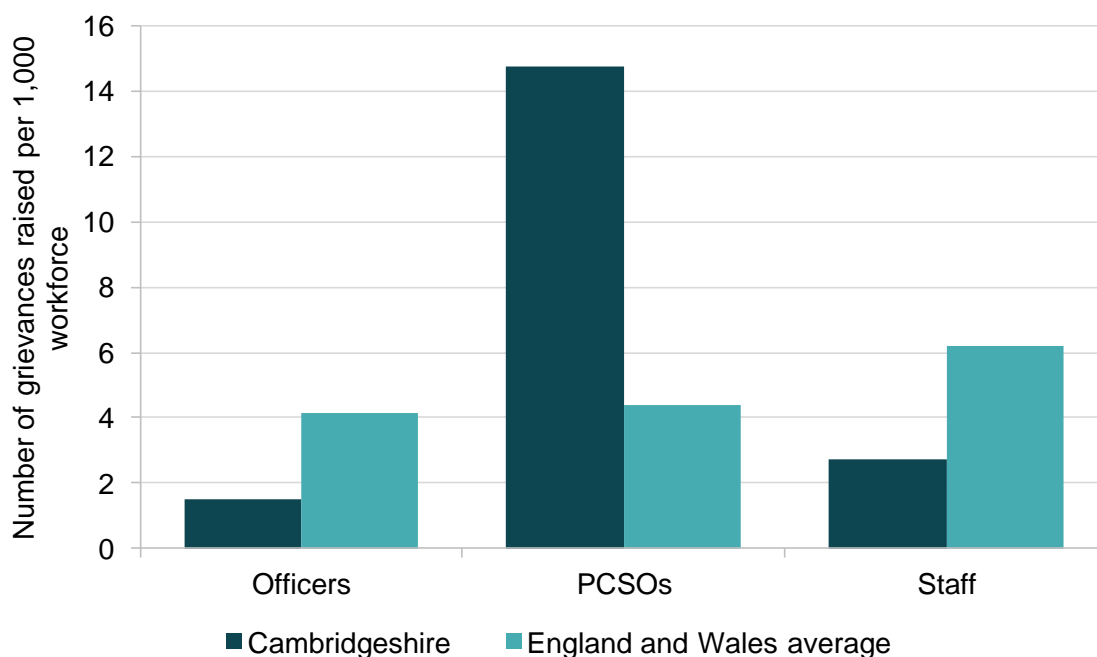
Figure 3 shows that the number of grievances raised by officers in Cambridgeshire Constabulary was 1.5 grievances per 1,000 officers, while the England and Wales average was 4.1 grievances per 1,000 officers. In the same period PCSOs raised 14.8 grievances per 1,000 PCSOs; the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 2.7 grievances per 1,000 staff in the same period; the England and Wales average was 6.2 grievances per 1,000 staff.

Figure 2: Grievances raised per 1,000 workforce, in Cambridgeshire Constabulary in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

Figure 3: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in Cambridgeshire Constabulary in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

The force is proactive in the way that it identifies and resolves workforce concerns. The officers and staff we spoke to explained that these are often dealt with quickly, without the need for more formal procedures. This may explain the lower than average number of grievances indicated in figure 3. Supervisors felt supported by their line managers in their decision making, and used mediation as a way of resolving concerns.

The force has a grievance procedure that meets the standards set out in the Acas Codes of Practice and Guidance. The officers and staff we spoke to perceived this to be fair. However, we reviewed the five grievance cases submitted and found that the force needs to ensure that it meets its own timescales, accurately records and documents the progress of investigations, and gives appropriate updates and support to the witnesses and members of staff involved.

The ethics, equality and inclusion group, chaired by the deputy chief constable, monitors grievances and workplace concerns. It provides oversight to identify recurring themes that may influence perceptions of fairness and respect. It gathers information from workforce surveys and focus groups, and the concerns about resourcing, shift patterns and workloads that are being considered in shaping the new local policing model. The board is attended by representatives from all staff networks and associations.

Some officers and staff reported misgivings about delays in being updated about PSD misconduct investigations. However, we also received very positive feedback about the new PSD leadership – in particular, about their increased visibility, regular

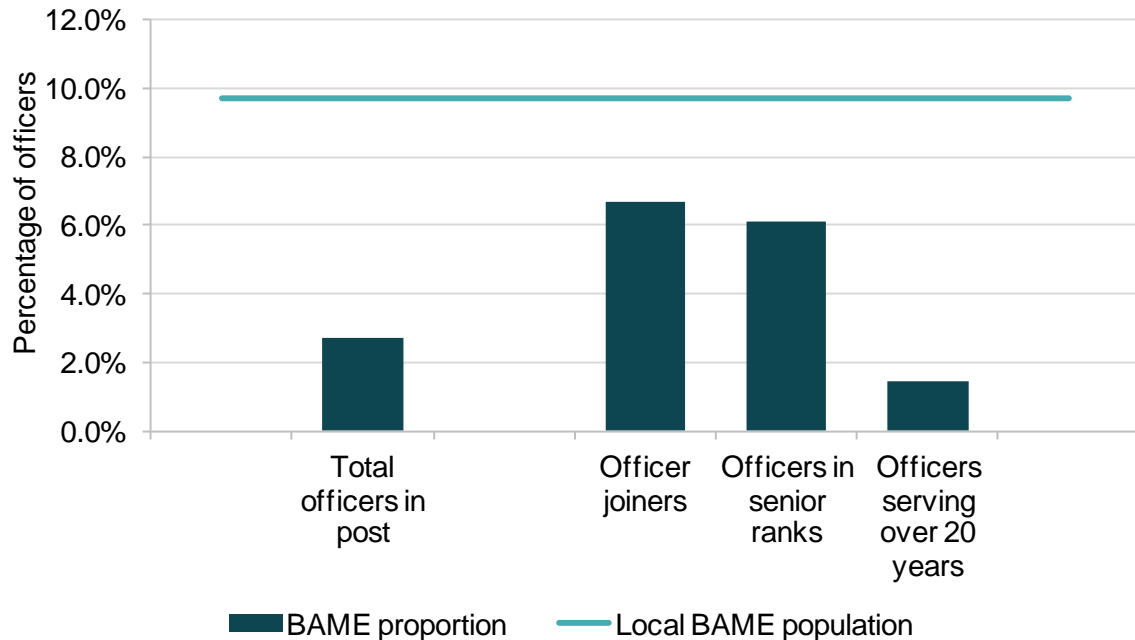
communication through the force intranet, leadership events and the Shield publication, which provides examples of lessons learned, to raise awareness and prevent similar mistakes from being repeated. Such an approach encourages the workforce to admit mistakes and learn lessons, which they view as being more positive.

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 Cambridgeshire Constabulary, the 2011 census indicates that BAME people made up 9.7 percent of the local population. In 2016/17, in Cambridgeshire Constabulary, 2.7 percent of officers were BAME (see figure 4). In relation to officers, 6.7 percent of those joining the constabulary, 6.1 percent of those in senior ranks and 1.4 percent of those who had served over 20 years were BAME.

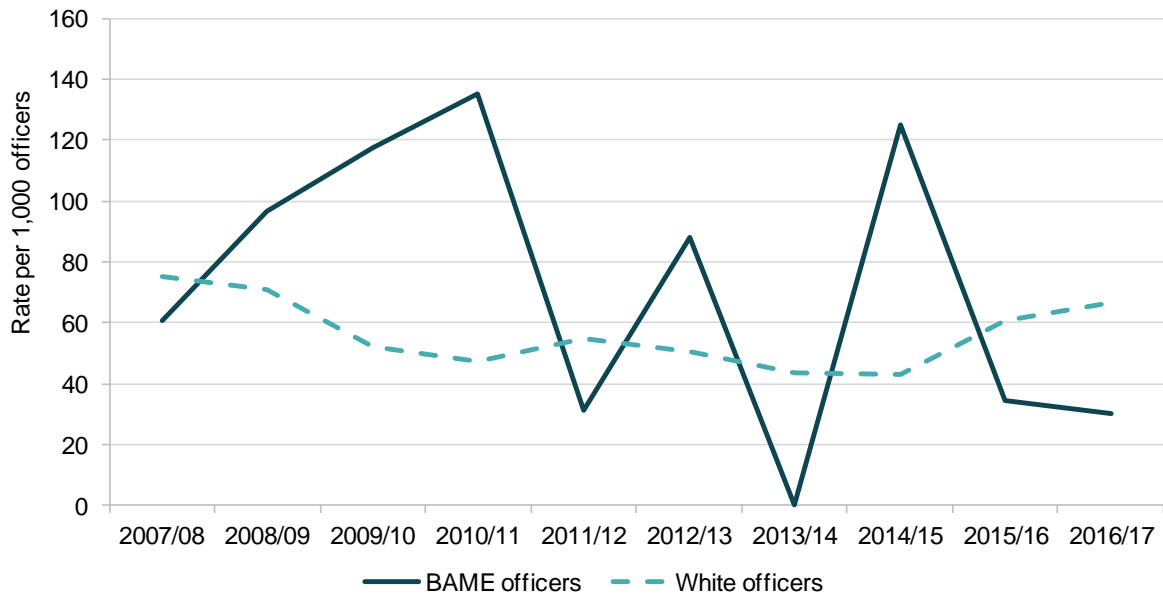
Figure 4: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in Cambridgeshire Constabulary in 2016/17, compared with the percentage of BAME people in the local population



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

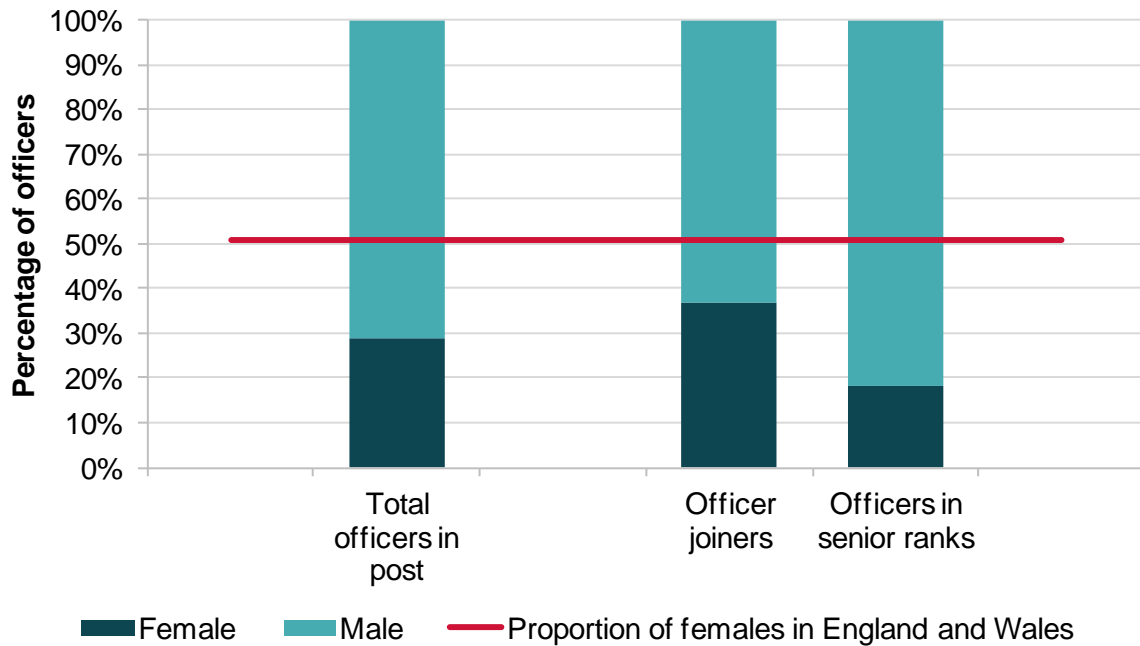


Source: Home Office Annual Data Requirement

In 2016/17, 30 of the equivalent of every 1,000 BAME officers left Cambridgeshire Constabulary, (see figure 5), while 67 of every 1,000 white officers left. Fluctuations in the BAME officer leaver rate may be due to low numbers of BAME officers in the constabulary.

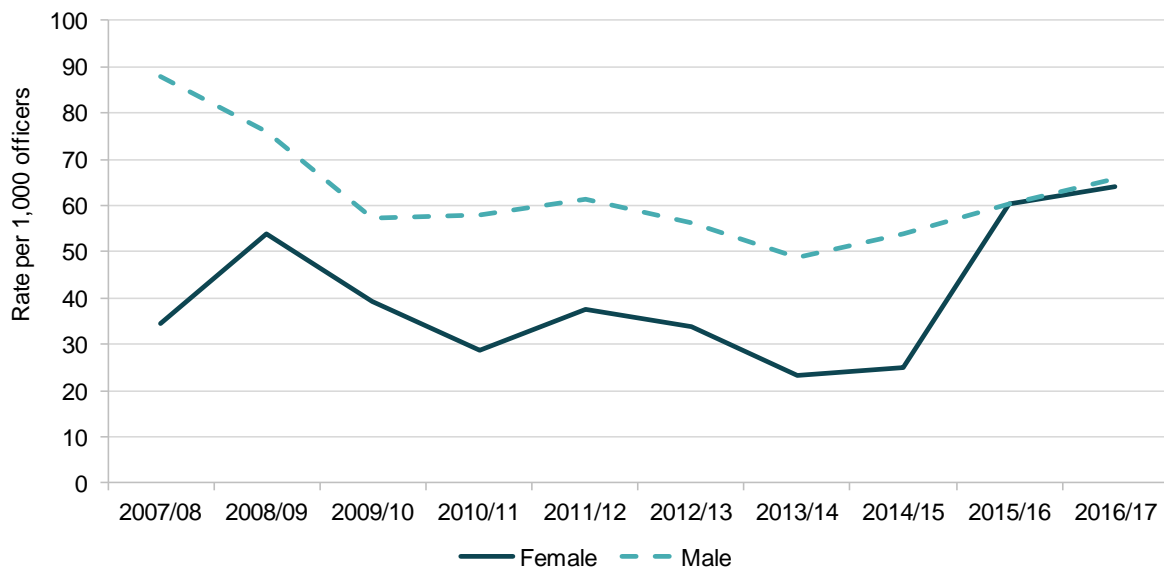
The proportion of female officers, at 29 percent, is lower than the proportion of females in the general population (51 percent). In the 12 months to 31 March 2017 in Cambridgeshire Constabulary, 37 percent of those joining the constabulary and 18 percent of those in senior ranks were female (see figure 6).

Figure 6: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in Cambridgeshire Constabulary in 2016/17 compared with the percentage of women in the England and Wales population



Source: Home Office Annual Data Requirement

Figure 7: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in Cambridgeshire Constabulary from 2007/08 to 2016/17



Source: Home Office Annual Data Requirement

In 2016/17 in Cambridgeshire Constabulary 64 of every 1,000 female officers left the constabulary, compared with 66 of every 1,000 male officers. The strategic alliance’s annual people plan contains objectives that seek to improve the diversity of the workforce. It has a clear aim, to change the diversity of the workforce profile so that it is more representative of the local communities across the three forces. The

strategic alliance's people board, chaired by the deputy chief constable of Cambridgeshire Police on behalf of the strategic alliance, meets regularly and scrutinises data on recruitment, retention and progression of officers and staff, including those with protected characteristics. Increasing the proportion of BAME officers and staff is a principal focus for the strategic alliance, and Bedfordshire Police is taking the lead in trying to attract and support more positive recruitment processes within shorter time frames, and to provide enhanced mentoring support for the individuals concerned. The strategic alliance has signed up to Police Now³⁷ in order to attract new recruits and increase BAME representation in each force.

The BAME support group is represented at the ethics, equality and inclusion group, to advise and support the force in assisting the progress and retention of BAME officers and staff.

While the BAME proportion of the workforce does not reflect the local population, Cambridgeshire Constabulary strives to encourage people from BAME communities to join the police through recruiting events and placements for BAME people, so they can see for themselves how the force works before applying for a job within it. The force has a good track record of retaining officers and staff with protected characteristics, and BAME officers and staff are not disproportionately subject to complaint or misconduct allegations. The force is also strongly committed to supporting people with disabilities and to addressing potential barriers to their progress. For example, it uses a workplace adjustment agreement (or passport) to ensure that reasonable adjustments are made to support their needs in terms of access within the workplace.

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.³⁸ 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

³⁷ The aim of the Police Now programme is to develop extraordinary police officers and leaders in communities where they can act as ambassadors for the police for years to come.

³⁸ 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

Cambridgeshire Constabulary has a better understanding now than it did last year of the benefits of improving the wellbeing of its workforce. It has continued to develop a range of approaches that show that it understands and values these benefits. For example, the force has recently introduced welfare champions and increased its focus on mental health.

The strategic alliance wellbeing board is effective and continues to lead on implementing a comprehensive plan. For example, it has recently agreed an increase in occupational health (OH) wellbeing advisers to reduce waiting times from referral to OH appointment.³⁹ A chief officer continues to chair the local Cambridgeshire Constabulary wellbeing board, which has clear priorities, including both physical and mental wellbeing. Leaders work hard to ensure that the workforce are aware of, and make use of, the services on offer. The force also works well with the staff associations to ensure that services provide rest, recuperation and rehabilitation facilities. The officers and staff we spoke to recognise that their wellbeing is a priority for the force. Most told us that their immediate supervisors and managers support their wellbeing and understand their responsibilities in this regard.

Identifying and understanding workforce wellbeing needs

The force continues to understand the nature and causes of the risks and threats to its workforce's mental and emotional wellbeing. Since last year, with the charity, MIND, it has effectively embedded the 'Blue Light Programme'⁴⁰ to improve mental health wellbeing. This has included training in identifying early signs of poor mental health and psychological illness, such as stress and anxiety, and setting up a support network where officers and staff can self-refer to get advice and specialist support, such as counselling. The officers and staff we spoke to feel that this has been well received, and that improved recognition and effective action has changed the culture by removing the stigma associated with mental health problems.

The force monitors sickness absence and the rest days that officers and police community support officers (PCSOs) are owed in lieu of working, and analyses these data. Officers and PCSOs in Cambridgeshire accrued fewer rest days in lieu than the average for forces in England and Wales: 5.7 rest days per officer or PCSO

³⁹ HMICFRS collected data on occupational health referrals made during the ten months from 1 April 2016 to 31 January 2017, and found that the time from referral to an OH appointment was 12 days on average.

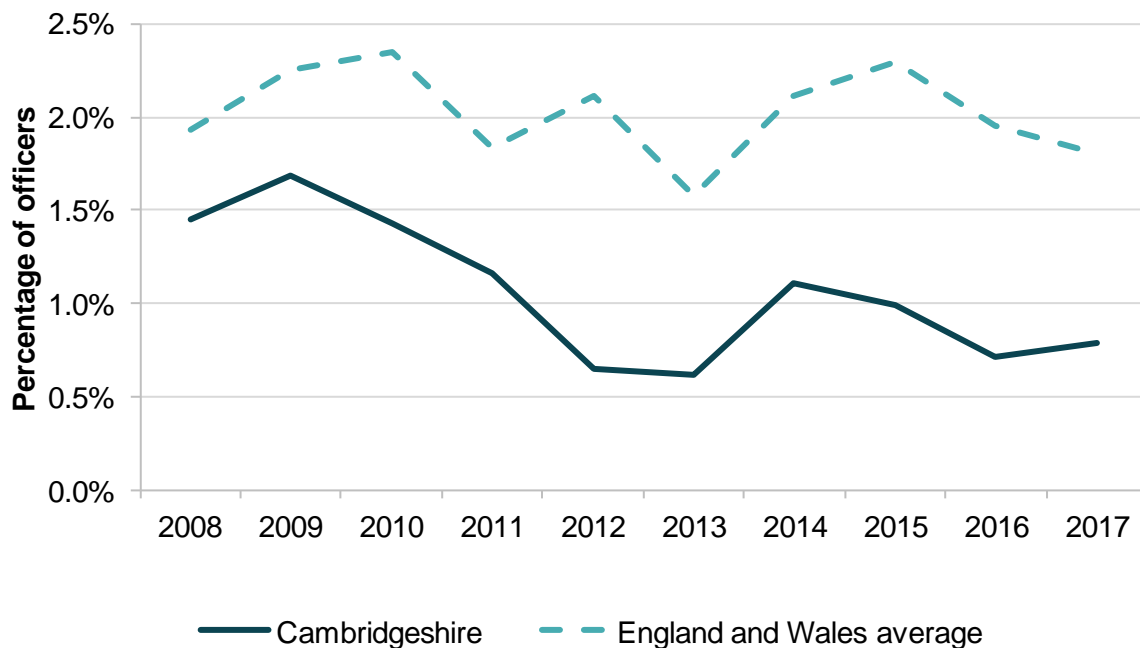
⁴⁰ The Blue Light Programme is offered by the charity MIND. It supports organisations and staff to fight stigma associated with mental health and make positive changes to improve mental health in the workplace.

compared with an average of 8.1 per officer or PCSO. It continues to demonstrate a good commitment to managing rest days in lieu, and both short- and long-term sickness. This is seen in the trends in sickness absence illustrated in figures 8 and 9, which are either below or similar to the England and Wales averages.

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 Cambridgeshire Constabulary, 0.8 percent of officers were on short or medium-term sick leave. The England and Wales average was 1.8 percent. The latest year for which data is available was 2017 which saw an increase of 0.1 percentage points from the previous year, which is in line with changes in the last ten-year period (see figure 8).

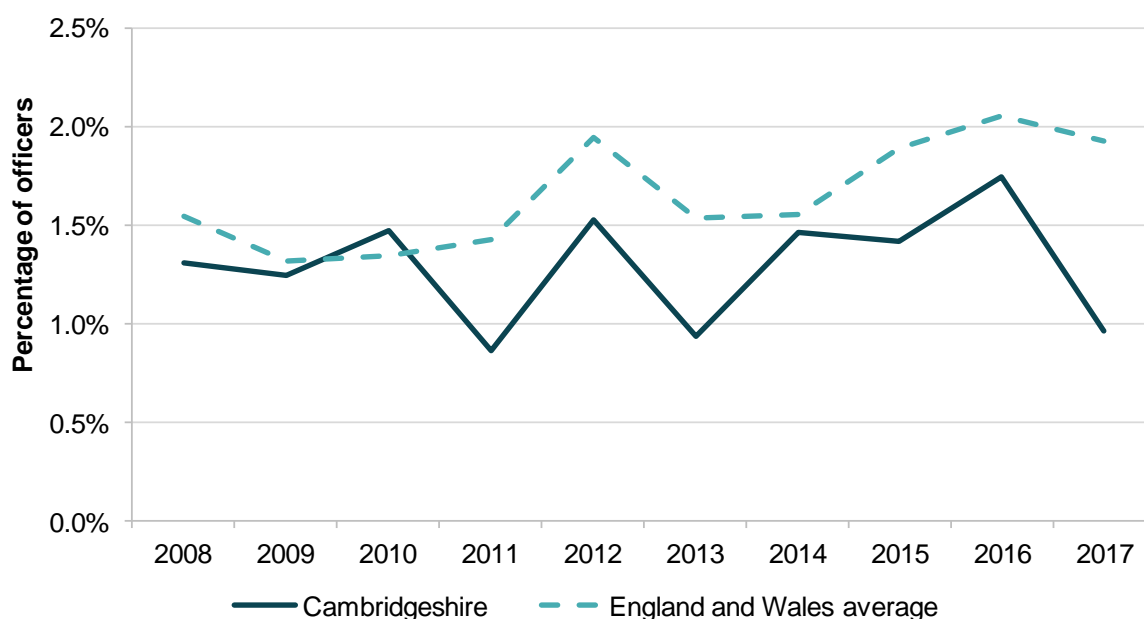
Figure 8: Percentage of officers on short or medium-term sick leave, in Cambridgeshire Constabulary compared with the England and Wales average, on the 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

On 31 March 2017, the proportion of officers in Cambridgeshire Constabulary on long-term sick leave was 1.0 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 0.8 percentage points from the previous year, which is a notably larger decrease than in the previous ten-year period.

Figure 9: Percentage of officers on long-term sick leave, in Cambridgeshire Constabulary compared to the England and Wales average, as at 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

Taking preventative and early action to improve workforce wellbeing

The force continues to improve the speed with which it acts to improve the wellbeing of its workforce. It has established preventative measures to improve workforce wellbeing, and has adequately equipped most supervisors to recognise individual warning signs and to intervene early to prevent escalation. Since last year, the force has improved the welfare training for all supervisors. However, a number of acting and temporary sergeants have not yet received this training. The force recognises this and plans to give all supervisors a welfare toolkit to outline what services are available and how to use them. In the meantime, blue light champions throughout the force can provide advice and support and refer people to mental health services. We spoke to a number of staff who are aware of these champions, including a supervisor in the force's public service centre who knew of seven in that department. Officers and staff are also encouraged to recognise symptoms themselves from information provided on the force intranet.

The intranet clearly shows officers and staff how to find and access a range of health schemes that make up a comprehensive and accessible wellbeing programme as part of the employee assistance programme; the website gives practical advice on accessing other support services. There are early interventions to prevent escalation of work-related stress. For example, the force continues to develop and promote trauma risk management (TRiM),⁴¹ with established procedures for those who have experienced a traumatic incident, and a particular focus on Public Protection roles.

⁴¹ This is a trauma-focused peer support system designed to help people who have experienced a traumatic, or potentially traumatic, event.

This includes referrals to counselling. A health checklist has recently been introduced to help supervisors conduct wellbeing conversations during the performance development review.

Last year, we said that the force should implement more effective measures to prevent ill health among officers and staff in high-risk roles. This year, staff we spoke to in the same units said the ongoing implementation of TRiM had been well received. Force managers, who are responsible for high-risk teams, described a number of measures that are in place to prevent ill health. One example of this is people becoming blue light champions and receiving training in clinical supervision and the provision of counselling services

The staff feel generally well cared for by the force, and, especially after traumatic incidents, with the continued promotion of TRiM.

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.⁴² 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.⁴³ 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.

⁴² *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.

⁴³ 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

Managing and developing individual performance

The head of human resources (HR) for the strategic alliance is streamlining all processes across the three forces, including the management of individual performance. This is a very positive approach, as it is more transparent and fair for officers and staff who work in each force and collaborated departments when identifying development and promotion opportunities and ensuring a consistent approach. Cambridgeshire Constabulary has a functioning personal development review (PDR) process that is widely observed. This includes regular one-to-one meetings between staff and their line managers to review their performance and to identify development and welfare needs. Officers and staff we spoke to confirmed that these meetings take place either monthly or every two months. While some staff described the PDR process as good, others thought it was bureaucratic and somewhat irrelevant. Nonetheless, most officers and staff we spoke to recognised that it was a necessary procedure. Development work is in progress at the strategic alliance level to identify how to make it more meaningful, with a lighter touch for those who do not want promotion and a direct link to the promotion process for those who do. There is currently no corporate quality assurance or scrutiny of the PDR process to ensure its consistency and fairness. The quality assurance of PDRs does still need to be improved across the strategic alliance, which the head of the strategic alliance's HR department recognises.

In spring 2013, the force introduced a now well-established mentoring scheme. This has involved 80 mentors and 180 mentees to date. The scheme was externally evaluated and the founder, an inspector in the force, was awarded a Chartered Management Institute 'Excellence in Leadership' award in 2015. A sergeant we spoke to had been a mentor for three constables applying for the sergeants' promotion process. There is evidence of CPD in some areas of the force, including within specialist teams such as the criminal investigations and public protection. However, we found that operational demand was hampering development in some specialist roles, such as custody and joint protective services, because it did not allow individuals to be released for development work.

The force is using 'unsatisfactory performance' procedures to address poor performance, and this poor performance is managed through action plans. We found evidence of this in both specialist and local policing. Overall, most officers and staff believe that managers are now more likely to challenge underperforming staff, which is a positive development.

Identifying potential senior leaders

Cambridgeshire Constabulary is making the process of identifying high-potential staff and officers more consistent. Currently, individuals are mainly identified through their line managers. To improve openness and consistency further across the strategic alliance, the strategic alliance has recently agreed a new talent management approach, based on a model used in Thames Valley Police. This is an 18-month programme of intensive support for selected individuals, with independent oversight and good checks and balances in place. It is part of a new strategic alliance talent management strategy that includes psychometric testing to identify preferred leadership styles, 360-degree feedback, coaching and mentoring. While the force has been using some of these approaches for some time, it is encouraging that the more joined-up approach taken by the strategic alliance should provide greater opportunity and fairness in identifying potential senior leaders. Talent management is very much in its infancy, with the strategic alliance's HR department taking the lead. The force also supports fast-track applications from officers, as well as direct entry.

Selecting leaders

The strategic alliance has reviewed the promotion processes in line with current national good practice and liaised with the College of Policing. It recently aligned its promotion processes across the three forces and completed three promotion boards for chief superintendent, superintendent and chief inspector. Applicants must be supported by their line managers and have a completed PDR. The promotion applications are rendered anonymous, and representatives from across the three forces sit on the promotion panel. Unsuccessful candidates receive feedback while the appeal process is clear for those who do not succeed in securing promotion. After one candidate challenged a recent promotion board process, the process was suspended, pending an enquiry. A meeting was held, including the attendance of an independent IAG member to review the complaint and subsequent actions by the strategic alliance. Candidates were provided with regular updates on the enquiry, and reported feeling confident that the issue was being dealt with fairly. A further board process has been run, addressing the initial concerns the candidate raised about the independence of one member of the panel who was removed from the process. Learning has been drawn from this and an independent external panel member will be included in the new promotion processes in 2018. Officers generally view the new selection process as positive. While it has not yet been extended across all ranks and grades, it is seen as a positive step forward towards addressing any perceived cronyism that may have existed.

Summary of findings



Good

Cambridgeshire Constabulary is good at treating its workforce with fairness and respect. The force is committed to understanding the issues that have the greatest effect on officers, staff and volunteers. The chief officer team encourages challenge and feedback. Officers and staff we spoke with said that the force has an open culture in which they are able to express their views. The force is proactive in the way that it identifies and resolves workforce concerns. It is working to increase equality and diversity in its workforce so that it is more representative of the communities it serves.

The force has a comprehensive and accessible wellbeing programme and has put in place preventative measures to improve workforce wellbeing. Since last year, the force has improved its welfare training for all supervisors so they can recognise warning signs and intervene early. The officers and staff we spoke with felt that their wellbeing is a priority for the force.

In the three forces in the alliance, processes for managing individual performance, development and promotion opportunities are being aligned to make them consistent and fair. Work is in progress at the alliance level to identify how to make the personal development review process more meaningful.

Areas for improvement

- The force should ensure that the grievance process complies with the Advisory, Conciliation and Arbitration Service codes of practice and guidance, particularly relating to timescales, records, audit trails, and updates and support to witnesses and workforce members who have raised a grievance.
- The force should ensure it develops and supports its supervisors and managers to conduct fair, effective and consistent assessments that support continuous professional development and manage poor performance, including establishing an effective quality assurance process

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 staff⁴⁴. 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 Cambridgeshire 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: Grievances raised per 1,000 workforce, in Cambridgeshire Constabulary in the ten months from 1 April 2016 to 31 January 2017

Figure 3: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in Cambridgeshire 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 4: 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 Cambridgeshire 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 5: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in Cambridgeshire 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 6: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in Cambridgeshire 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 7: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in [Cambridgeshire 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 8: Percentage of officers on short or medium-term sick leave, in [FORCE} 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 9: Percentage of officers on long-term sick leave, in Cambridgeshire 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
- 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

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 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 practice⁴⁶ 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.