PEEL: Police legitimacy (including leadership) 2017

An inspection of Staffordshire Police

Contents

Introduction

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

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

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

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

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

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

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

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

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

A separate report on the force's efficiency inspection findings is available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/staffordshire/efficiency/](www.justiceinspectorates.gov.uk/hmicfrs/peel-2017/staffordshire/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/staffordshire/.

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

3,015

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

officers	staff (including section 38)	PCSOs
1,626	**1,159**	**230**

Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce

2.0%

officers	staff	PCSOs
2.1%	**1.8%**	**3.0%**

Percentage of BAME in local population, 2011 Census

5.9%

Gender diversity

Percentage of females in overall workforce 31 March 2017

Staffordshire Police	England and Wales population, 2015 estimate
44%	**51%**

Percentage of females by role 31 March 2017

Staffordshire Police

officers	staff	PCSOs
27%	**68%**	**50%**

Grievances

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

	Staffordshire Police	England and Wales force average
Officers	4.8	4.1
PCSOs	0.0	4.4
Staff	8.3	6.2

Stop and search

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

4,126

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

Staffordshire Police	England and Wales force average
3.7	4.8

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

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

Overall judgment[4]

Good

Staffordshire Police 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 all of the people it serves with fairness and respect and at treating its workforce with fairness and respect. It is judged as requiring improvement in the extent to which it ensures its workforce behaves ethically and lawfully.

Overall summary

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

Good

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

Requires improvement

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

Good

Although we found some areas for improvement and some developments that had only been introduced recently, Staffordshire Police has been assessed as good in respect of the legitimacy with which it keeps people safe and reduces crime.

Officers and staff receive training to ensure their interactions with the public are fair and respectful and the new chief constable has emphasised the importance of ethical behaviour. However some officers demonstrate only a limited understanding of certain coercive powers. Independent panels scrutinise a range of information on behalf of local communities, but the force does not routinely refer ethical decisions to these panels for external advice. Similarly, the force has an effective process for monitoring a range of stop and search data, but would benefit from disseminating any learning more widely throughout the organisation. Scrutiny of data on the use of

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

force to identify any trends and organisational learning is not yet an established process.

HMICFRS found that published information relating to chief officers' gifts and gratuities needs to be refreshed and updated more regularly, and only limited progress has been made in addressing the vetting backlog identified in 2016. Complaint investigators engage properly with complainants and apply Independent Police Complaints Commission guidelines consistently, resulting in a high-quality service. However, the force could do more to promote the complaints process, particularly to those who may have less trust and confidence in the police.

Various established methods are used to secure feedback from the workforce and the force responds well, making tangible changes as a result. Building on the Workforce Wellbeing Charter award achieved in 2016, the force continues to provide a programme of innovative and well-considered wellbeing projects. Promotion processes to select leaders are now far more open and are viewed as fair by the workforce, but further work is required to develop the force's new talent enablement plan.

Areas for improvement

- The force should improve its recording and scrutiny of use of all types of force so that it can be certain that if force is misused, it can be identified immediately and remedial measures put in place.

- The force should ensure that learning and opportunities to improve, identified as a consequence of better scrutiny of use of all types of force, are promoted throughout the force.

- The force should ensure that all frontline officers have a thorough understanding of how to use all coercive powers fairly and respectfully; this should include the operational use of all types of force, the use of handcuffs and the criteria which necessitate the making of an arrest.

- The force should ensure that its published gifts and hospitality register is kept up to date routinely.

- The force should make the complaints system more accessible; this should take account of people who need special assistance, communities who lack trust and confidence in the police and, more generally, the provision of information about an individual's rights.

- The force should ensure that by December 2018 (in line with HMICFRS' nationwide recommendation in December 2016), it complies with the national vetting standards by putting measures in place to ensure that all officers and staff are subject to periodic rechecking of their vetting status.

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

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

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

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

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

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[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

Staffordshire Police has a good understanding of procedural justice and leaders demonstrate that they value the importance of treating people with fairness and respect. The force's values of fairness and respect underpin its 2015–2020 policing plan and the principles of policing by consent are reflected in force policies. The new chief constable communicated early with the workforce to reinforce the importance of ethical behaviour. The importance of leadership and force culture to the force's change programme is understood and has been communicated recently to senior leaders through a series of leadership and culture workshops.

The force has good arrangements in place to provide the workforce with the knowledge and skills needed to treat people fairly and with respect. It has provided comprehensive training on the Code of Ethics and this is repeated regularly using a range of methods such as video blogs, performance and standards unit newsletters and 'what if' dilemmas covering each part of the code.

Understanding of unconscious bias

Staffordshire Police is good at ensuring the workforce has an understanding of unconscious bias and how to avoid it. The force has provided unconscious bias training to its performance and standards unit and specific guidance to those who are involved in interviewing for selection, raising awareness of how to avoid bias. Recent stop and search training and officer safety training included guidance on unconscious bias and this is contributing to good levels of awareness among operational officers. We heard examples of officers and staff using their understanding of unconscious bias to ensure fair decisions in terms of selection, complaints and operational decision making. For example, we heard from one officer who had overcome potential bias to investigate a violent assault on a member of a criminal gang. The force is developing a training package aimed at providing further guidance on unconscious bias, which it plans to disseminate to the whole workforce.

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

Communication skills

The force is good at ensuring the workforce understands the importance of effective communication skills. Officers and staff receive comprehensive and sometimes innovative training and guidance on the importance of effective communication skills to improve their interactions with the public. The force provides annual personal safety training to officers and role-specific personal safety training to police staff in operational roles such as police community support officers (PCSOs) and civilian investigating officers. The training incorporates local body-worn video footage to illustrate the effect of improved communications and use of the National Decision Model (NDM), a decision-making model used by the police service. Some officers and staff we spoke to reported benefiting from additional communication training in areas such as active listening, suspect interviewing, mental health awareness and the use of Taser. The force, together with Keele University, has also developed an innovative training course to assist call handlers in developing their communication skills. This is based on listening and demonstrating empathy and was developed using knowledge exchange workshops with call handlers. During our previous unannounced custody inspection (conducted with HM Inspectorate of Probation), we found in general the quality of engagement between officers and staff working in custody and vulnerable detainees was very good. During this inspection, officers and staff provided examples of how they use their communication skills to interact effectively with members of the public, sometimes in difficult circumstances, ensuring they deal with them fairly and respectfully. For example, we heard of an incident where an officer spoke calmly and compassionately with a man with mental health problems who was missing from home; the officer was able to secure sufficient information to ensure his safe return.

Use of coercive powers

Staffordshire Police requires improvement in how it ensures its workforce understands how to use coercive powers fairly and respectfully. The force provides guidance on the fair use of coercive powers, such as arrest and stop and search, during initial police training and this is refreshed during officer personal safety training. However, HMICFRS found evidence of some officers demonstrating only a limited understanding of certain coercive powers. This was particularly the case during the recent custody inspection in relation to the justification for arrest and the use of handcuffs, where we found that some officers and staff have only a limited understanding. During this inspection, we found many officers with a good understanding of the requirement to justify arrest in line with code G of the Police and Criminal Evidence Act 1984,[9] but this understanding is inconsistent. Developing a thorough understanding of the appropriate use of all coercive powers will ensure

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[9] Code G provides for statutory powers of arrest under section 24 of the Police and Criminal Evidence Act 1984 as amended by section 110 of the Serious Organised Crime and Police Act 2005. See: www.legislation.gov.uk/ukpga/1984/60/section/1

that officers and staff are better equipped to treat the public fairly and respectfully. The force acknowledges that additional guidance is required and this is already being developed. However, this is an area for improvement for the force.

We found that officers and staff in Staffordshire Police frequently use a range of alternatives to arrest, such as voluntary interviews and community resolutions. Officers have a good understanding of the NDM. In our 2015 legitimacy inspection, when we last examined the use of force and stop and search powers, we found that the force's use of Taser was fair, lawful and appropriate.

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

HMICFRS continues to examine the extent to which forces work to identify and understand what affects people's perceptions of fair and respectful treatment. This year we re-assessed a specific aspect of fair and respectful treatment that we examined in PEEL 2015: the use of force[10] 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,[11] to understand and improve the use of these powers. In the case of stop and search, the next section sets out our findings. It includes our assessment of the reasonableness of recorded grounds for stop and search.

Scrutiny of use of force to improve treatment

Staffordshire Police requires improvement in how it scrutinises use of force to improve treatment. The force records and submits data on use of force in line with the new national recording standard. The force requires all use of force to be recorded via a locally-designed pro forma. Following analysis of these data, the force concluded that officers are not always completing the required forms, particularly when there are multiple officers involved in one incident. This is consistent with

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[10] 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/

[11] *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

HMICFRS' findings during the recent unannounced custody inspection. The force is developing a mobile data app that will enable officers to record use of force and additional data relating to ethnicity; this will soon be implemented.

Until recently, internal scrutiny of use of force data was confined mostly to the use of firearms, Taser and dogs. The performance and standards unit has conducted some scrutiny of more general use of force in response to specific complaints and additional scrutiny by the learning and development department has resulted in changes to officer personal safety training. However, this process is carried out sporadically. The force has recently developed a use of force data framework and is planning to use this to conduct consistent and regular scrutiny of trends and patterns of different types of force. This scrutiny will be overseen by a working group led by a chief inspector appointed recently as the use of force lead. They will examine body-worn video footage and consider the use of force against different groups, in mental health settings and in the custody environment. Once this framework is introduced, the force will be in a better position to analyse a range of use of force data more consistently and thereby identify any trends as well as individual and organisational learning, to bring about improvements in policy and practice. However, force-wide scrutiny of use of force is not yet an established practice.

External scrutiny to improve treatment

Staffordshire Police is good at encouraging external scrutiny to improve treatment. The force has several external scrutiny groups which are co-ordinated by the Office of the Police and Crime Commissioner (OPCC). There is a force-level independent advisory group which provides scrutiny and review for critical incidents. This group does not provide advice and challenge on broader issues such as the use of force, stop and search and policy development.

At a local level, each of the 11 local policing areas has its own safer neighbourhood panel with independent chairs who scrutinise the force on behalf of local communities and publish the results. Safer neighbourhood panels demonstrate a willingness to challenge the force when appropriate and frequently make recommendations for improvement. The scrutiny provided by safer neighbourhood panels includes examination of stop and search data as well as monitoring use of Taser. The force provides safer neighbourhood panels with a range of data and information to enable independent scrutiny and this includes stop and search records and body-worn video footage. However, safer neighbourhood panels have not yet been engaged in external scrutiny of use of force. The force is consulting with the OPCC to determine the most appropriate means of achieving independent external scrutiny of use of force. Volunteers on these groups are well equipped to perform their role. A senior officer has briefed each group in relation to the best use of stop and search. Members sit on the safer neighbourhood panel for up to two years and come from diverse backgrounds. However, the force acknowledges that

representation from young people on these groups is limited. The OPCC has established a youth commission; this may present an opportunity to ensure the views of younger people are more fully represented on safer neighbourhood panels.

The independent ethics, transparency and audit panel (ETAP) is another independent scrutiny group co-ordinated by the OPCC. The ETAP consists of members of the public who examine policing in Staffordshire at a force level and publish the results. ETAP members receive training and have considered various practices, including how the police use Taser and how complaints are dealt with. During the recent unannounced custody inspection we found that the ETAP had carried out a thorough review of how a detainee with mental health problems had been dealt with and it had made recommendations to the force. This is good practice. In addition to maintaining oversight of recommendations made throughout the force by the various safer neighbourhood panels, the ETAP also reviews the final accounts of the force and OPCC.

The force is exposed to external scrutiny by other means, including peer reviews by other forces, independent custody visitors and outsourcing of some internal audits to Staffordshire County Council. Although the force engages effectively with the various aspects of external scrutiny, it acknowledges that it could be more proactive in engaging with those within its communities who are less likely to complain or take part in traditional forms of engagement. Through its engagement board and local policing teams the force is seeking to promote more active discussion with the community on the fair and respectful use of police powers.

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]

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[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/

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.[13] Our 2015 legitimacy inspection[14] 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

Staffordshire Police provides online NCALT[16] stop and search training, but an internal audit earlier in 2017 indicated that only 20 percent of frontline officers had completed the package. Since then, the training has been mandated for all frontline officers and the completion rate has increased to 60 percent. The NCALT stop and search training course has been modified to take account of changes to the College of Policing authorised professional practice (APP) guidance. In addition, follow-up guidance has been provided in the form of a reminder card and a '60 second' shift briefing on the appropriate use of stop and search. The force should continue to monitor the completion rate of the NCALT training to ensure that all relevant officers understand how to use stop and search powers fairly and respectfully.

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 Staffordshire Police, black, Asian and minority ethnic (BAME) people were 2.4 times more likely to be stopped and searched than white people. Black people were 5.4 times more likely to be stopped and searched than white people, which is the greatest difference in any ethnic group in the force area when looking at the likelihood of being stopped and searched compared with white people.

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[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.

[16] NCALT is the National Centre for Applied Learning Technologies. For more information see www.ncalt.com/

Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE)[17] compared with white people, in the local population of Staffordshire Police in the 12 months to 31 March 2016
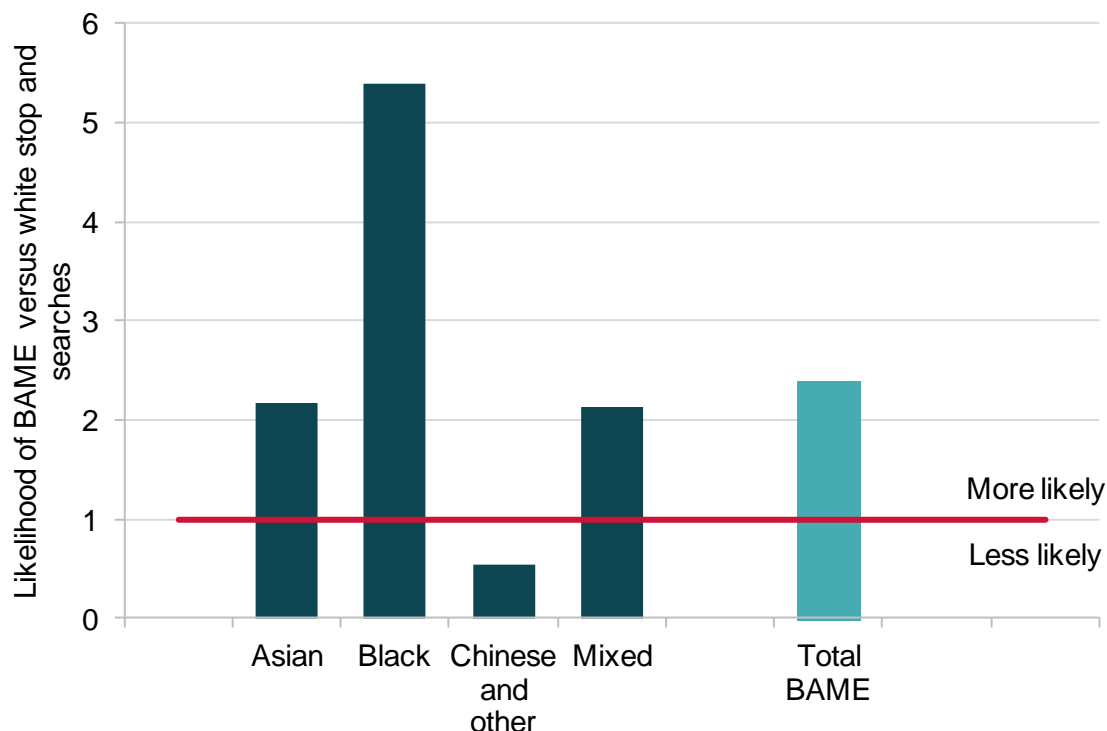
Source: Home Office 2016

The force has an effective process for scrutinising a comprehensive range of stop and search data, including body-worn video footage, by age and ethnicity as well as other information. This scrutiny identified that some officers were not activating body-worn video cameras early enough during stop and search activity, meaning some parts of the interaction were not recorded. As a result, the force provided additional guidance for all of its officers. The force is aware of the data which show that black people are over five times more likely to be stopped and searched than white people. In order to understand the reasons for this, the force lead reviewed the data. This review identified that many of the searches were linked to intelligence-led operations to combat gang and youth violence. The review was supplemented by a dip sample of individual cases to ensure that sufficient grounds were recorded for each of the searches. The force will wish to assure itself that its officers are using the stop and search power in accordance with the force's, and PCC's, strategic priorities.

All searches are recorded on an online system which produces a daily report on stop and search for line managers, outlining any searches conducted by a member of their team. This allows line managers to monitor appropriate use of powers and address any development needs of individual members of the workforce. The vulnerability hub in each local policing area receives a monthly report which identifies

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

any searches of vulnerable people, including searches of young people aged 17 or under. The hubs ensure any safeguarding issues are addressed and any concerns are brought to the attention of the officer's supervisor.

Each part of the force (north and south) has a stop and search lead who regularly examines 50 randomly selected stop and search forms from throughout the force. The forms are cross-referenced against the body-worn video footage. Any themes or trends are provided to the stop and search working group and then to local policing team commanders, who also receive a monthly exception report which includes the number of young people searched, searches of BAME individuals and details of any persons searched on multiple occasions. At present, these data cannot be reduced to team or individual level; the force is seeking a technological solution to enable this in the near future. Learning from this scrutiny is disseminated within the force to improve working practices. We were informed that analysis of stop and search data had led to improved practices; for example, the requirement for officers in plain clothes to have body-worn video available when using stop and search powers. However, the force could publicise learning more widely between different areas of the force, as many of the current improvements are made within local policing teams. This would reassure senior officers and the public that learning in one part of Staffordshire is being used effectively to raise standards throughout the force.

In 2015, HMICFRS' legitimacy inspection considered the extent to which the force was complying with the best use of stop and search scheme and found that it did not comply with three features of the scheme. Consequently, the Home Secretary suspended the force from participation in the scheme. In 2016, we revisited the force to assess its compliance with the scheme's features and found that it still did not comply with one: the recording and publication of the results of stop and search activity. Since our revisit, the force published the required results, including the connection between the results and the objects that were searched for. The force is now compliant with all features of the scheme.

External scrutiny of stop and search powers to improve treatment

Staffordshire Police makes good use of external scrutiny groups at force and local levels. The ETAP carried out a comprehensive review of stop and search in Staffordshire in 2015 and made recommendations. This review led to the force adopting the policy that all instances of stop and search should be recorded on body-worn video. External scrutiny of stop and search is conducted by the safer neighbourhood panels, with each panel examining a sample of search records, data and body-worn video footage. The force engages effectively with safer neighbourhood panels and local commanders attend the meetings to brief panel members and answer questions. The force stop and search lead tracks the force's progress against recommendations made by both the ETAP and safer neighbourhood panels and provides updates to each group. The force has provided training and guidance to safer neighbourhood panel members on stop and search, in

particular the reasonable grounds required, recording procedures and the best use of stop and search scheme. The external scrutiny in place provides reassurance to the public that Staffordshire Police is accountable for its use of stop and search powers and this enhances its legitimacy.

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.[18]

In our 2013 inspection into the police use of stop and search powers,[19] we were concerned to see that, of the 8,783 stop and search records we examined throughout all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify the lawful use of the power. For Staffordshire Police the 2013 inspection showed that 93 of 199 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,[20] 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 12 did not have reasonable grounds recorded.

During our 2017 inspection, we reviewed 200 stop and search records; four records did not have grounds recorded that we considered reasonable. While the records we reviewed may not be representative of all stop and search records completed by the force, our findings indicate that, in general, officers understand not only what makes grounds reasonable but also how to record them properly.

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

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

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

[20] *PEEL: Police legitimacy 2015*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

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

	2013	2015	2017
Records not containing reasonable grounds	93 of 199	12 of 100	4 of 200
Item searched for found	–	–	50 of 200

Summary of findings

⬤⬤⬤◯   **Good**

Staffordshire Police is good at treating the people it serves with fairness and respect. The importance to the force's change programme of leadership and having the correct culture is well understood and the new chief constable has communicated with the workforce to reiterate the importance of ethical behaviour. Officers and staff receive training and guidance on the importance of effective communication skills and unconscious bias to ensure their interactions with the public are fair and respectful. However, some officers demonstrate only a limited understanding of some coercive powers, including handcuffing, and the criteria which necessitate the making of an arrest.

The force records and submits the required data on use of force in line with the new national recording standard. However, it does not scrutinise these data regularly to identify any trends and promote organisational learning. The independent ethics, transparency and audit panel is made up of members of the public, who examine policing in Staffordshire at a force level and publish the results. In addition, each of the 11 local policing areas has its own independent safer neighbourhood panel, which scrutinises a range of data and information on behalf of local communities.

Only four of the 200 stop and search records examined by HMICFRS did not have reasonable grounds recorded. The force has an effective process for monitoring a range of stop and search data, including body-worn video footage, by age and ethnicity as well as other information. The force would benefit from publicising any learning from its stop and search monitoring more widely throughout the force. The force has not yet trained all of its frontline officers on how to use stop and search powers fairly and respectfully. It has provided NCALT stop and search training to 60 percent of its frontline officers and is monitoring the completion rate of the training to ensure that all relevant officers understand how to use the powers fairly and with respect.

Areas for improvement

- The force should improve its recording and scrutiny of use of all types of force so that it can be certain that if force is misused, it can be identified immediately and remedial measures put in place.

- The force should ensure that learning and opportunities to improve, identified as a consequence of better scrutiny of use of all types of force, are promoted throughout the force.

- The force should ensure that all frontline officers have a thorough understanding of how to use all coercive powers fairly and respectfully; this should include the operational use of all types of force, the use of handcuffs and the criteria which necessitate the making of an arrest.

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,[21] as opposed to last year's focus on how well forces are guarding against corruption. [22]

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.[23] Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.[24] 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.[25]

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

[22] 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/

[23] *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

[24] *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/

[25] 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

Although we found some effective practices, Staffordshire Police requires improvement in the consistency with which leaders act as role models of expected standards and ethical decision making. The recently appointed chief constable has reinforced the importance that he attaches to leaders being visible, authentic and values-driven. Chief officers are aware of the need to be role models for the workforce and consider consistently the ethical implications of their decisions. For instance, the Code of Ethics is a standing agenda item at the chief officer meeting. Recent examples of ethical decisions discussed at these meetings include changes to the temporary promotion process and the use of spit guards.[26] However, the force does not refer routinely such ethical decisions for any external advice. Existing panels such as the independent ethics, transparency and audit panel (ETAP) or safer neighbourhood panels do not currently operate as a referral system for ethical decisions. There is no established force-wide ethics committee or a similar process for the workforce to seek external guidance on ethical dilemmas such as those seen in other forces. HMICFRS understands that the force and OPCC are about to review the roles of the ETAP, safer neighbourhood panels and independent advisory groups to ensure there is no duplication or overlap in their mandates; this may be an opportunity to consider introducing an external ethics function to one of these panels.

The force continues to have frontline members of the workforce sitting as an additional interview panel in chief officer selection processes; this ensures that selection decisions take into account the workforce's perception of the candidates as authentic leaders. The force leadership and culture board, chaired by an assistant chief constable, has introduced workshops to develop awareness and understanding of the leadership behavioural competency framework. These workshops have been directed initially at chief inspectors and above as well as senior police staff. The force intends to build on this process and future workshops are planned for leaders at all levels of the force.

The force publishes senior officers' pay and rewards on the force internet. In previous inspections of the force's legitimacy, we found that this positive role modelling was contributing to maintaining the force's ethical culture. However, the published information relating to any chief officers' gifts and gratuities is out-of-date, with the latest entries dating back to May 2016, and subsequent changes to the chief officer team have not been updated. Publication of this type of information is important to demonstrate openness and accountability, but it needs to be updated more regularly.

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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/

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

Ethical decision making

Staffordshire Police is good at taking an ethical approach to decision making at all levels. The force has accessible policies and procedures that comply with the force's equality duty and reflect the Code of Ethics. All policies are subject to an equality impact assessment. The ETAP reviews those force policies and processes which are dependent on a firm ethical stance by the force; these include mileage claims, expenses and contractual arrangements with commercial partners.

During previous HMICFRS inspections of Staffordshire Police, we found a sustained programme of training in place. The force continues to instil a force-wide ethical culture using a range of methods such as video blogs, professional standards department newsletters and 'what if' dilemmas covering each part of the Code of Ethics. This consistent regular communication with the workforce to reinforce standards of behaviour is ensuring widespread understanding of the code, which supports the force's approach to ethical decision making.

Vetting

During our 2016 legitimacy inspection, we considered the extent to which Staffordshire Police was ensuring it was developing and maintaining an ethical culture through effective vetting procedures. We found that the force was not complying with all aspects of the national vetting standards. The force's use of post-employment vetting (which takes place at routine intervals) was still developing and at that time only 54 percent of the workforce had been vetted to the required standards. The force committed to a two-year plan to ensure the prioritisation of vetting reviews for the remainder of its workforce.

During this year's inspection we assessed the force's plan for addressing these problems, and we found that only limited progress has been made. The force has not filled vacancies within the vetting unit quickly enough. This lack of capacity within the unit is hampering the force's efforts to address the vetting backlog; 40 percent of the current workforce are yet to be re-vetted. The force has a new IT vetting case management system which allows it to monitor its own progress more closely. The force is clearing 75 vetting cases per month, but in order to achieve the aim of removing the backlog in 18 months this would need to increase to 105 cases per month. As such, HMICFRS considers that the force's plan for reducing the vetting backlog within a reasonable timeframe is not achievable. This represents an unnecessary risk to the integrity of Staffordshire Police. The force recognises the risks associated with this backlog and has recorded it on its strategic risk register. This remains an area for improvement for Staffordshire Police, which HMICFRS will inspect again in 2018.

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 Staffordshire Police to provide us with data on the percentage of its workforce who

had up-to-date security clearance. Staffordshire Police told us that 60 percent of its overall workforce had up-to-date security clearance, but the force was unable to provide further detail.

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.[27] 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

Staffordshire Police requires improvement in how easy it is for the public to make a complaint. The force website has a 'contact us' section on its home page and this leads to a 'complaints and compliments' section. This section explains the various methods by which public complaints can be resolved. Within the main force website there is information available to the public in the form of a short video presented in sign language regarding support for members of the public who wish to contact the force. While not specifically about complaints, this is an example of the force providing support for members of the public who may find it difficult to make a complaint.

Complainants who may need additional assistance could include those who have learning difficulties, those with mental health problems, young people, people with disabilities or other problems that affect their communication and those whose first language is not English. The force offers support to people who require additional assistance but it would be helpful if the force provided readily accessible information to explain the full range of support which is available.

HMICFRS found that posters in line with IPCC guidelines, giving information to the public on how to make a complaint, were displayed at front enquiry counters in only a small number of police stations. In other police stations and in public places, such as libraries, there were no such posters. Other than providing information to

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[27] 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

individuals who have been subject of stop and search powers, HMICFRS found no evidence of communications about the complaints process being targeted at communities who may have less trust and confidence in the police. The force should review how it promotes access to the complaints system, including to communities that have less trust and confidence in the police and to those who prefer not to engage online. It should also review how it promotes the support available to people who may need additional assistance to make a complaint.

Keeping complainants updated

Staffordshire Police is good at providing updates on progress and other information to complainants. Complaint investigators engage properly with complainants and provide information in accordance with their wishes, adapting their communication methods where appropriate. The force complies with IPCC statutory guidance by ensuring it provides a copy of the complaint record, an explanation of the ways a complaint could be dealt with, information about who is dealing with it and their contact details. We found that all 25 of the complaint files we reviewed contained evidence that these requirements had been complied with. We found that in most cases professional standards department investigators are providing regular informative updates, as a minimum every 28 days. In addition, 23 of the 25 complaint cases recorded regular updates to complainants, and 21 of these were found to be sufficiently informative. HMICFRS found a similar picture in misconduct cases, with appropriate updates consistently being given to witnesses and those who were the subject of allegations.

When public complaints are finalised, the force is required to provide the complainant with the findings of the report, its own determinations and the complainant's right of appeal. We found that all 25 of the complaint files examined by HMICFRS contained evidence that these legal requirements had been complied with. Final outcome information is being supplied to complainants in ways that suit their individual needs. For instance, a complainant who was unable to read or write had an appeal decision explained fully to them during a telephone conversation.

The public of Staffordshire can be confident that the force will provide them with required information at all stages of the complaints process.

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.[28]

Identifying and responding to potential discrimination

Staffordshire Police is good at ensuring the workforce identifies and responds to initial reports of discrimination. The workforce has a good understanding of what discrimination is and the effect it has. We found a workforce that is confident it can identify and respond appropriately to initial reports of discrimination. The workforce described an open culture of challenge in the organisation and explained to HMICFRS that discrimination is clearly viewed as not acceptable. The workforce is very aware of the potential implications of discrimination for community relations and public confidence in the police.

To provide external scrutiny, the Police (Complaints and Misconduct) Regulations 2012 require forces to refer serious cases to the IPCC if they are aggravated because it is alleged that discrimination was a reason for the behaviour. The performance and standards unit daily management meeting reviews all incoming complainants and misconduct matters in a 24-hour period. This enables the force to identify discrimination cases at a very early stage and determine whether an IPCC referral is appropriate. We found that the force consistently identifies complaint and misconduct cases involving potential discrimination and makes the appropriate referrals to the IPCC.

During our case file review, we examined ten complaints and four internal misconduct cases that the force had identified as containing an allegation of discrimination. We also assessed an additional 15 complaints and ten misconduct cases which we considered might contain unidentified allegations of discrimination. We were pleased to find that none of these cases contained allegations of discrimination which the force had failed to identify.

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[28] 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

Investigating allegations of discrimination

Investigating cases involving discrimination is a strength for Staffordshire Police. Those who investigate allegations of discrimination have a thorough understanding of equality and diversity matters and apply IPCC discrimination guidelines to their cases consistently. All complaints investigators receive a one-week course in complaint handling from an external training provider and the IPCC has recently provided additional discrimination training to the department. HMICFRS examined ten public complaint cases that the force had recorded as containing an allegation of discrimination. We found that all of these cases had been investigated satisfactorily in accordance with the IPCC guidelines for handling allegations of discrimination. We also found that all complainants received a good quality service from the force, receiving appropriate support and progress updates throughout the process.

Summary of findings

Requires improvement

Although we did find some effective practices, Staffordshire Police requires improvement in how it demonstrates that its workforce behaves ethically and lawfully. The force does not routinely refer ethical decisions for any external advice, and published information relating to chief officers' gifts and gratuities needs to be refreshed and updated more regularly. Only limited progress has been made in addressing the vetting backlog identified in 2016. We found limited evidence of the force providing written information on how to make a complaint at police stations and other public buildings or promoting the complaints process to groups with less confidence in the police. Information is available on the force website regarding how to contact the police using its deaf SMS text messaging and this information includes a sign-language video. However, more could be done to promote the full range of support available to people who may need additional assistance to make a complaint.

Complaint investigators engage properly with complainants and provide information at all stages of the complaints processes, adapting their communication methods where appropriate. The workforce is aware of the potential implications of discrimination for community relations. Those who investigate allegations of discrimination have a thorough understanding of equality and diversity matters and apply IPCC discrimination guidelines to their cases consistently, resulting in a high-quality service.

Areas for improvement

- The force should ensure that its published gifts and hospitality register is kept up to date routinely.

- The force should make the complaints system more accessible; this should take account of people who need special assistance, communities who lack trust and confidence in the police and, more generally, the provision of information about an individual's rights.

- The force should ensure that by December 2018 (in line with HMICFRS' nationwide recommendation in December 2016), it complies with the national vetting standards by putting measures in place to ensure that all officers and staff are subject to periodic rechecking of their vetting status.

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.[29] 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.[30] HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances[31] – to identify, understand, prioritise and resolve their workforces'

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[29] *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

[30] *Ibid.*

[31] 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.[32]

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.[33] 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.[34]

Leaders seeking feedback and challenge from the workforce

Staffordshire Police is good at ensuring its leaders are open to feedback from the workforce. It uses established methods regularly to provide feedback and challenge. The force runs "Grapevine", which is a live online forum that allows members of the workforce to ask chief officers questions. This monthly event provides an opportunity for all to contribute, but we were informed by some frontline officers and staff that their shift patterns hamper their availability to take part. However, all of the questions and answers are published on the force intranet. The force also holds practitioner panels (consisting of officers and staff) that feed directly into the leadership and culture board. These panels are significant to the force's feedback process and were themselves formed as a result of workforce feedback. The chief officers also have regular, structured meetings with the police federation, superintendents' association and staff associations to understand and deal with the issues that affect their members. Every month the police federation identifies a member of the workforce who wants to raise an issue with the force executive team. This individual then meets with a chief officer to discuss the issue and talk through potential solutions.

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[32] *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

[33] 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

[34] 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/

We heard several examples of tangible changes being introduced as a direct result of feedback and challenge from the workforce, including adjustments to the new performance review process and changes to how the force recognises good attendance.

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 throughout England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figures 2 below shows that Staffordshire Police had 5.7 grievances raised per 1,000 workforce. This is broadly in line with the England and Wales average of 4.9 grievances raised per 1,000 workforce.
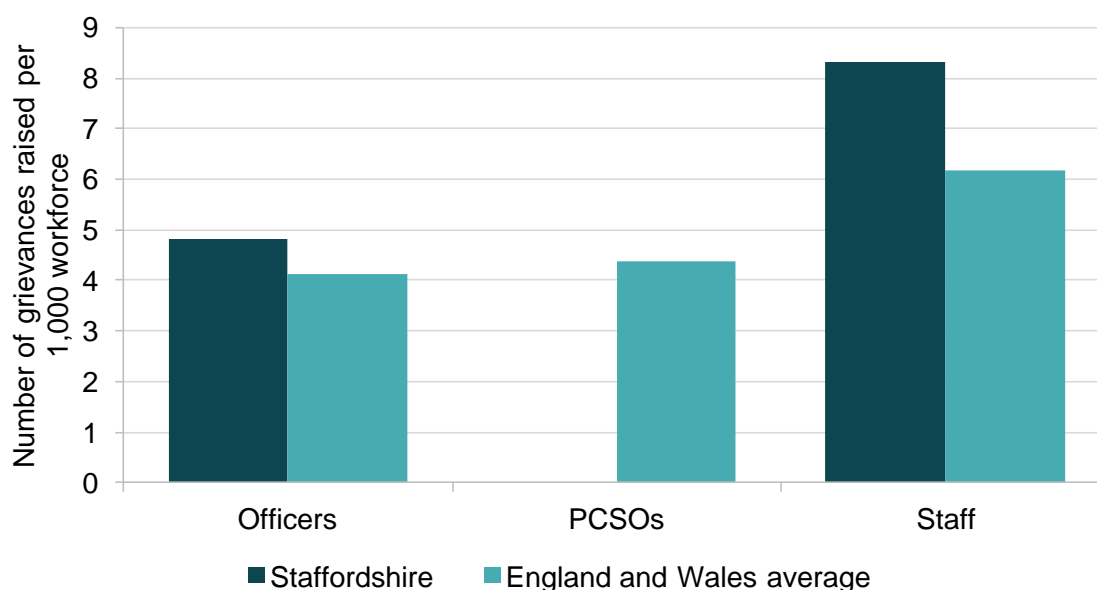
Figure 3 shows that the number of grievances raised by officers in Staffordshire Police was 4.8 grievances per 1,000 officers; the England and Wales average was 4.1 grievances per 1,000 officers. In the same period, PCSOs raised no grievances and the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 8.3 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 Staffordshire Police in the ten months from 1 April 2016 to 31 January 2017
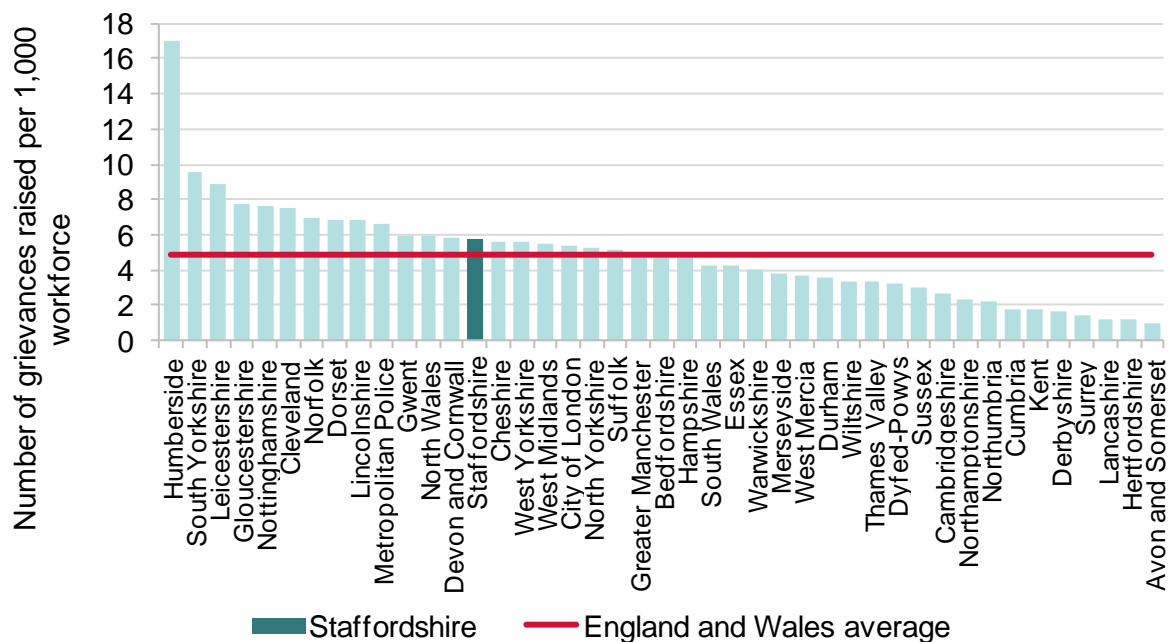
Source: HMICFRS Legitimacy data collection

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

Staffordshire Police is good at identifying and resolving workforce concerns. This includes feedback from the workforce via the engagement methods referred to above. In addition, staff associations and the Police Federation are represented at the force workforce planning meeting, where both staff association representatives are encouraged to provide advice and challenge to ensure fairness. There is an opportunity for more junior members of the organisation to pair up with senior officers; this gives them direct insight into the strategic working of the force as well as allowing them direct access to senior officers to give a perspective from the front line. The force is currently undertaking a comprehensive, externally facilitated, workforce engagement survey. At the time of our inspection, over 800 members of the workforce had completed the survey, an important element of which is aimed at understanding the workforce's perception of fair treatment. The workforce is involved in decision making. The practitioner panels provide advice on workforce developments, a good example being the influence these panels have had on the development of apps on the mobile data terminals. Chief officers hold quarterly performance review meetings with local police commanders and departmental heads. Areas discussed include sickness and absence, staffing levels and workforce grievances. Local managers are held to account at these review meetings for problems affecting their teams and are required to have demonstrable plans to deal with them.

It is very important that members of the workforce have the confidence to make grievances or to raise other workplace concerns, in the knowledge that the force will listen, respond appropriately and support them throughout the process. We reviewed ten grievance files, to consider what arrangements the force had put in place to support of the people involved in the grievance and whether the force had identified,

investigated and resolved the grievance properly. We found that in all grievance cases there was a record of appropriate arrangements having been put in place to support the member of the workforce or witnesses throughout the process. We also found that in all grievance cases, the force had identified, investigated and resolved the grievance properly in line with the Acas Code of Practice and Guidance.

We heard from members of the workforce that they are confident of being listened to and trust the various feedback methods which the force has put in place. However, we heard little evidence of the force conducting any evaluation of the actions it is taking in response to workforce concerns, and communicating the outcome. This would further augment the workforce's perceptions of fairness and demonstrate more clearly the importance attached by chief officers to responding to the workforce's concerns.

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 area served by Staffordshire Police, the 2011 census indicates that BAME people made up 5.9 percent of the local population. In 2016/17, in Staffordshire Police 2.1 percent of officers were BAME (see figure 5). In relation to officers, 5.6 percent of those joining the force, 6.5 percent of those in senior ranks and 2.1 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 Staffordshire Police in 2016/17, compared with the percentage of BAME people in the local population
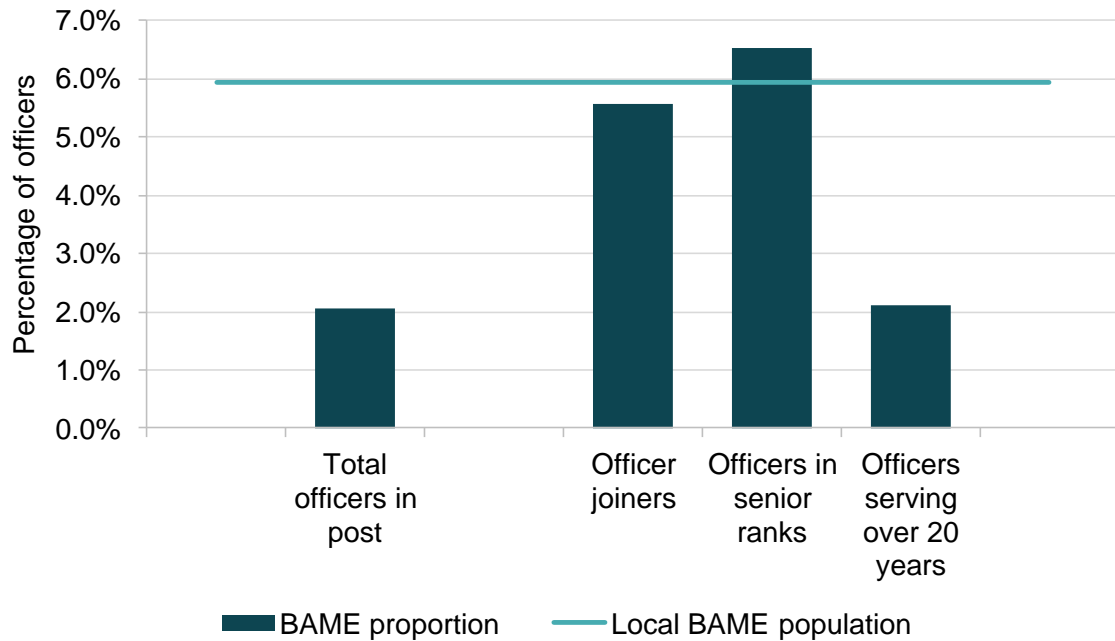
Source: Home Office Annual Data Requirement
Note: High percentages may be due to low overall numbers. The figure above represents officers where an ethnicity was stated.

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 Staffordshire Police from 2007/08 to 2016/17
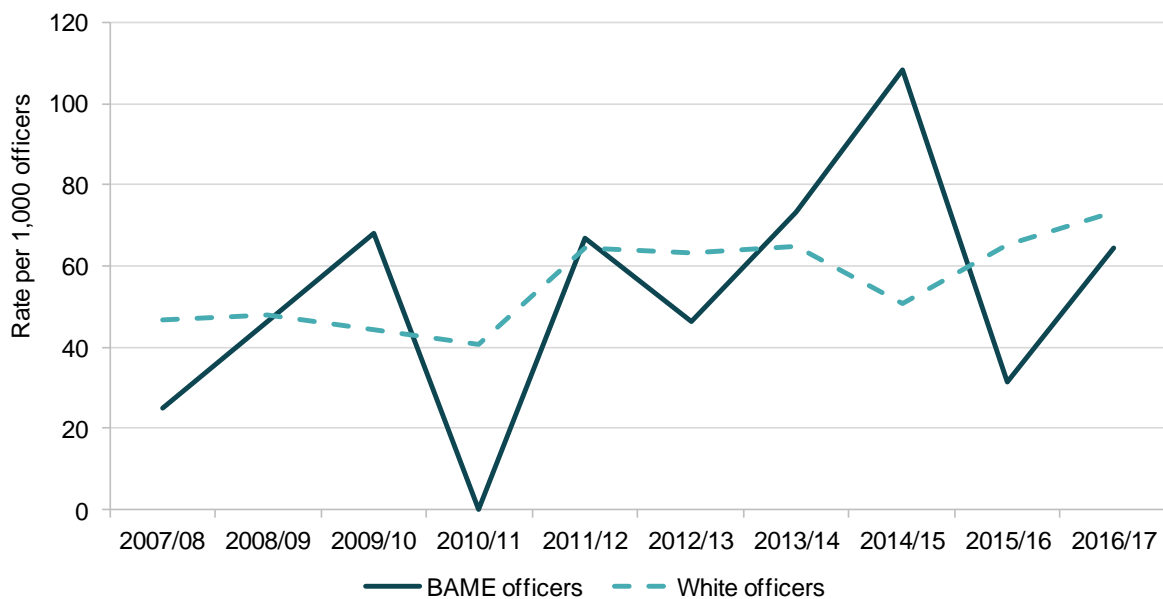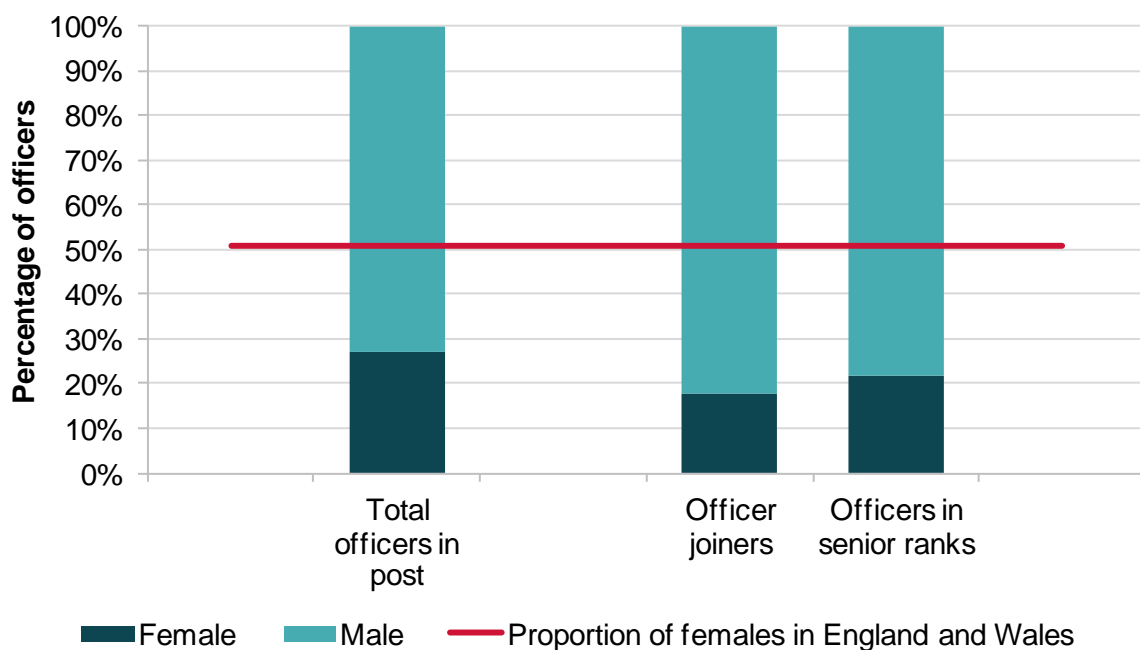

Source: Home Office Annual Data Requirement

In 2016/17 in Staffordshire Police for the equivalent of every 1,000 BAME officers, 65 left the force (see figure 5), while for every 1,000 white officers 73 left. Fluctuations in the BAME officer leaver rate may be due to low numbers of BAME officers in the force.

The proportion of female officers is lower than the proportion of females in the general population (51 percent) at 27 percent. In the 12 months to 31 March 2017 in Staffordshire Police, 18 percent of those joining the force and 22 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 Staffordshire Police 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 Staffordshire Police from 2007/08 to 2016/17
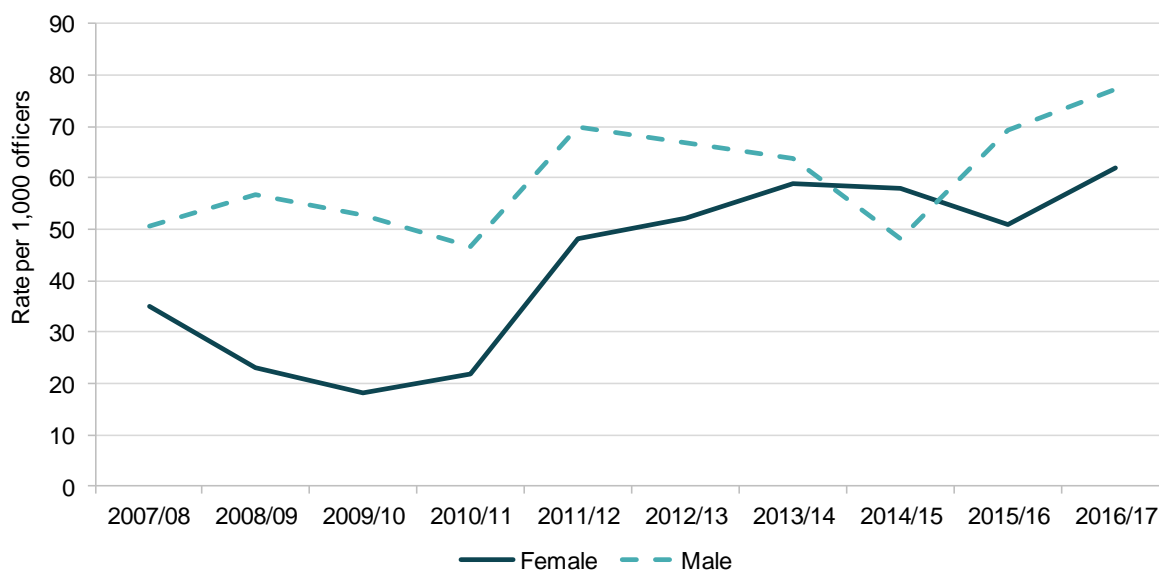
Source: Home Office Annual Data Requirement

In 2016/17 in Staffordshire Police, 62 female officers per 1,000 officers left the force, compared with 77 male officers per 1,000 officers. The force has a good understanding of the importance of addressing disproportionality in the workforce. However, it requires improvement in the extent to which it addresses this effectively, both in terms of the recruitment, retention and progression of staff and officers, and in ensuring it is able to recognise any disproportionality in how BAME officers and staff are treated in the complaints and misconduct system.

Data held by the force indicate that the force's latest recruitment figures are showing an improving position. The force has appointed a diversity and inclusion officer to focus on improving workforce representation. That officer has already started working closely with staff networks internally. External contact has been made with universities locally to try to recruit more people from under-represented groups.

The force has a good understanding of the characteristics of police staff and officers in all ranks and grades. It is currently reviewing the characteristics of volunteers and seeking to understand the reasons for relatively low numbers of female and BAME applicants for recent promotion processes. However, at present it is not able to scrutinise patterns and trends in specific departments. This will be necessary if the force is to develop a more thorough understanding of the data and devise effective action plans to tackle any disproportionality where it is identified. A retention plan for the force is under development and regular updates are presented to the strategic diversity group. A new system is also in place where the diversity lead will offer exit interviews to people from under-represented groups who are leaving the force. This should assist the force in understanding the reasons for leaving, but is not yet an established process.

The force has recently introduced a process to improve its understanding of any potential unfairness with regards to BAME officers and staff who are subject to complaints or misconduct procedures. The recently appointed diversity and inclusion officer is consulting with the performance and standards unit and the multi-cultural association to draw together current data with a view to analysing any trends. However, this work is at an early stage of development and has not yet progressed sufficiently for the force to have a thorough understanding of how well or otherwise BAME officers and staff are treated in the complaints and misconduct

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

Understanding and promoting wellbeing

Workforce health and wellbeing is a priority for Staffordshire Police. Organisational justice is reflected clearly in the way the force provides for workforce wellbeing, particularly through preventative and early action. The new leadership and culture plan stresses the importance placed on workforce wellbeing. Leaders at all levels of the force have a comprehensive understanding and take effective action to promote the benefits of workforce wellbeing. In 2016, HMICFRS reported that the force was the first to have been awarded the wellbeing charter. This year we found the force is building on its charter status and continues to show commitment to achieving high standards in wellbeing provision. The force is a signatory to Mind's Blue Light 'time to change' pledge,[36] making a commitment to providing an increased focus on mental health problems.

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[35] 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/

[36] The mental health charity MIND is running a Blue Light Programme to provide mental health support for emergency services staff and volunteers from police, search and rescue, fire and ambulance services across England. For more information, see www.mind.org.uk/news-campaigns/campaigns/bluelight

Innovative practices are continuing to be introduced to improve the health and wellbeing of the workforce. Wellbeing projects, such as a recent week of mental health awareness events, receive the personal endorsement of chief officers and the force has provided training to 40 officers and staff, including from senior ranks and grades, who make up a mental health peer support network. Leaders at all levels of the force are showing commitment to their responsibilities and the force's approach to the health and wellbeing of its workforce is acknowledged widely as authentic. Formal descriptions of the role requirements (profiles) for a variety of posts in the force are under development. The force acknowledges that these profiles would be enhanced, and would better reflect the force's commitment to wellbeing, by including specific reference to the wellbeing responsibilities of each role.

Identifying and understanding workforce wellbeing needs

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

We compared force data on the percentage of police officers, PCSOs and police staff on long-term and short/medium-term sickness absence. On 31 March 2017 in Staffordshire Police, 2.7 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 are available was 2017, which saw a decrease of 0.9 percentage points from the previous year, which is a notably larger decrease than in the previous ten-year period (see figure 8).

Figure 8: Percentage of officers on short or medium-term sick leave, in Staffordshire Police compared with the England and Wales average, on 31 March from 2008 to 2017
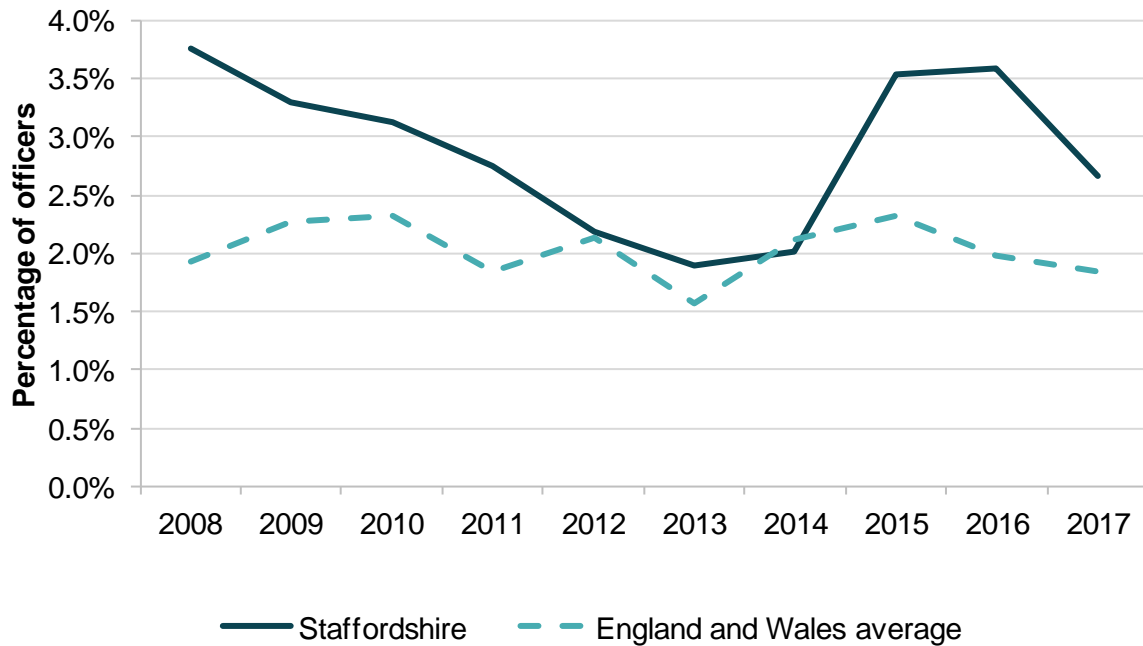
Source: Home Office Annual Data Requirement

On 31 March 2017 the proportion of officers in Staffordshire Police on long-term sick leave was 1.1 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 0.1 percentage points from the previous year, which is in line with changes in the last ten-year period.

Figure 9: Percentage of officers on long-term sick leave, in Staffordshire Police compared with the England and Wales average, as at 31 March from 2008 to 2017
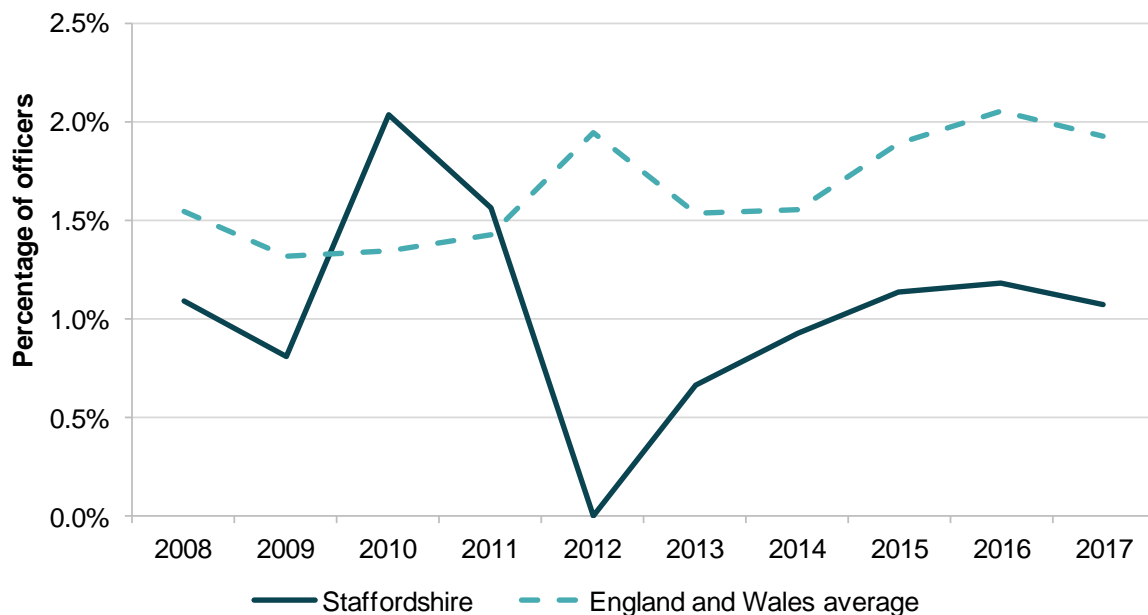
Source: Home Office Annual Data Requirement

Staffordshire Police has a comprehensive understanding of the underlying causes of the risks and threats to the wellbeing of its staff. In 2016 we found the force had introduced a wide programme of wellbeing projects and this is continuing. The force's wellbeing projects are well considered. They take into account nationally identified risks, such as the increased risk of mental health problems for members of the emergency services, but also consider force-specific risks. The force conducts a monthly review of all staff and officers who are absent through sickness or subject to restrictions in the workplace for medical reasons. The data are broken down into geographical areas and role, analysing detail, looking for patterns and reoccurrences. All data are retained for further analysis month by month. Force data are also compared with national data.

The force has recognised the shift from physical health problems in the force to mental health, and provides mandatory health screening for people working in roles considered higher risk. It has provided wellbeing rooms in each police station, which are well used and enable officers and staff to monitor their weight and blood pressure. A wellbeing bus tour visited 13 sites over a 12-week period giving members of the workforce the opportunity to access a full health check and support services advice. Recent activities include taking part in a national awareness month on bowel cancer symptoms, local surveys and advice on sleep patterns, projects to raise understanding of menopause and a campaign to tackle the stigma of mental health problems associated with stress, entitled 'It's okay to not be okay'. These activities are contributing to increased awareness and are encouraging those in the workforce with wellbeing problems to come forward and access the support provided by the force.

Taking preventative and early action to improve workforce wellbeing

Staffordshire Police is outstanding at taking early action to improve the wellbeing of the workforce. It has a comprehensive range of preventative measures in place. Members of the workforce who have suffered mental health problems promote their availability to provide peer support and volunteer to share their experiences through a series of powerful video presentations to the workforce. We found that supervisors have been trained in understanding and promoting wellbeing. They have a thorough understanding of the problems that threaten the wellbeing of their workforce and understand the importance of early intervention.

In order to evaluate the effectiveness of its wellbeing projects, the force monitors sickness rates and other data, including qualitative feedback from the workforce. This includes surveys and visits to the stations by members of the occupational health team. The force monitors the effect of its activities and data provided by the force show an increase of 52 percent in individual health interventions since April 2016. Following the recent mental health awareness campaign, the force also noted

a marked increase in mental health referrals. However, despite the increased demand for services, the force's joint occupational health service with the fire and rescue service continues to provide effective and timely support to the workforce.

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.[37] 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.[38] Also, we looked at how fairly forces identify and select their leaders, and the extent to which these decisions result in leaders who represent a range of styles, approaches and backgrounds.

Managing and developing individual performance

Although improvements have been made since HMICFRS inspected the force last year, Staffordshire Police still requires improvement in how it manages and develops the individual performance of officers and staff. In 2016 HMICFRS found examples of the workforce engaging positively with the force's individual performance assessment process, known as the performance development review (PDR) process, called 'i-matter', and using it effectively to support professional development. At that time, approximately half of the workforce had not had a performance review and some members of the workforce did not recognise its value. This was identified as an area for improvement. The force has responded positively and now 62 percent of officers and staff are using the i-matter process. This is significantly higher than the England and Wales average. Most members of the

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[37] *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.

[38] 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

workforce report having regular conversations with their supervisors and managers to review their workload and other issues. Most are confident that the review of their work is fair, but some still do not recognise the value of the PDR process.

Staffordshire Police's leadership and culture board provides effective governance and oversight of the force's approach to PDR. To build on the improving picture, the force has piloted a new personal development pack which all police officers and staff will soon be expected to use. The personal development pack, known as 'the one note PDP', supplements the i-matter process and includes sections to record evidence of performance, clear objectives, supervision, career progression and evidence of continuing professional development. The new pack, along with guidance on use of the force's 'leadership passport', is being distributed at leadership and culture workshops. These are being held to assist managers, or those who wish to become managers, to explore and develop their skills, knowledge and behaviours. Although the force recognises that everyone needs to take an active role in managing their own development, it also understands the importance of coaching and mentoring skills for leaders. Sixty members of the workforce, both officers and staff, have recently undertaken coaching accreditation. Staffordshire Police has much lower use of unsatisfactory performance procedures than many other forces. The force recognises that it needs to make further improvements to demonstrate the value of its new approach to PDR, including an increased focus on managing under-performance.

Identifying potential senior leaders

The force requires improvement in how fairly it identifies high-potential officers and staff to become senior leaders of the future. Talent management in Staffordshire Police is an area that HMICFRS identified previously as lacking a consistent approach. In 2016 we advised that the force should conduct an evaluation of its leadership programme and talent management processes to ensure a structured, comprehensive and open approach to talent management.

The force recognises this is an area for improvement and is developing a new talent management process with support from a specialist consultant. The force's leadership and culture board produced a talent enablement plan very recently with the aim of building a talent pipeline for the future. However, this is a new approach and tangible changes to talent management have yet to be introduced. The identification and nurturing of talent in Staffordshire Police still lacks consistency and the current process still largely depends on the interest and enthusiasm of individual senior leaders. HMICFRS will inspect the force's progress in this area in subsequent years to ensure that its new talent enablement plan leads to a more structured, comprehensive and open approach.

Selecting leaders

Staffordshire Police demonstrates fair selection processes for leadership roles at all levels. Since we last inspected this area, the force has undertaken significant improvements in the way it identifies and selects leaders for promotion. The openness of the selection process is now much improved, supported by advice from external consultants. For example, psychometric testing has been introduced and candidates' personal details are redacted from the application forms before being assessed. There is independent external representation on final interview boards and selection interview questions are based on the force's values and the competence of the candidate. All candidates are given the questions a short time in advance of the interview to allow them time to reflect and present the most accurate evidence. Unsuccessful candidates are all offered feedback to assist with future promotion applications. A debrief is conducted after each promotion process, involving candidates and relevant staff associations, to learn any lessons; this is assisting with refinements. HMICFRS found high levels of confidence and trust among people who had been involved in recent selection processes, including unsuccessful candidates. The force's improved activity to promote fair selection procedures for its leaders is assisting it to identify leaders with a range of styles and approaches. The workforce's positive perception of the fairness of the process is contributing to improved organisational justice and legitimacy.

Summary of findings

Good

Staffordshire Police is good at treating its workforce with fairness and respect, although there are still areas where it can further improve. Established methods are used to secure feedback from the workforce and the force responds well, making discernible changes as a result. The force provides effective support when grievances are recorded and these are investigated and resolved appropriately. New processes have been introduced by the force to improve its understanding of potential unfairness, in terms of recruitment, retention and progression and how officers and staff from minority communities are treated in complaints and discipline procedures. However, these processes are still too new to be able to provide the force with a thorough understanding of the problem or to devise appropriate action plans to address disproportionality, if it is identified.

Workforce health and wellbeing is clearly a priority for the force. Building on the Workforce Wellbeing Charter award achieved in 2016, the force continues to provide a programme of innovative and well-considered wellbeing activities. These are encouraging the workforce to come forward and make use of the force's wellbeing provision, supported by supervisors who have a thorough understanding of wellbeing

risks. Improvements have been made in how well the force manages individual performance, but these are not yet well established. Promotion processes to select leaders are now far more open and are viewed as fair by the workforce. Further work is required to introduce and develop the force's new talent enablement plan, aimed at producing talent for the future.

Next steps

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

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

Annex A – About the data

Data used in this report

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

Methodology

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

Comparisons with England and Wales averages

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

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

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

Statistical significance

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

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

Population

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

Note on workforce figures

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

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

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

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

Force in numbers

Workforce (FTE) for 2016/17

Data may have been updated since the publication. Workforce includes Section 38-designated investigation, detention or escort officers, but does not include Section 39-designated detention or escort staff[39]. 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).

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[39] 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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 Staffordshire Police 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.[40] 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

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

- 10 service recovery complaints (if the force operated a separate service recovery scheme)

- 10 internal misconduct allegations the force had recorded as containing an allegation of discrimination

- 10 other internal misconduct allegations (so that we could ascertain if they contained unidentified allegations of discrimination)

- 10 grievances (and 10 workplace concerns if the force recorded these separately)

We assessed these case files against the relevant legislation, guidance and Code of Practice[41] 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?

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[41] 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.