

# PEEL: Police legitimacy (including leadership) 2017

An inspection of West Yorkshire Police



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# Introduction

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

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

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

To achieve this support – or ‘consent’ – the public needs to believe that the police will treat them with respect and make fair decisions (while taking the time to explain why they are making those decisions), as well as being friendly and approachable.<sup>2</sup> This is often referred to as ‘procedural justice’. Police actions that are perceived to be unfair or disrespectful can have 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.<sup>3</sup> This principle is described as

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<sup>1</sup> 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.

<sup>2</sup> *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](http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf)

<sup>3</sup> *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at:  
[http://whatworks.college.police.uk/Research/Documents/150317\\_Fair\\_cop%20FINAL\\_REPORT.pdf](http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%20FINAL_REPORT.pdf)

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

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

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

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

A separate report on the force's efficiency inspection findings is available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/west-yorkshire/efficiency/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/west-yorkshire/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/west-yorkshire/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/west-yorkshire/).

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/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Workforce

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

**8,588**

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

officers

**4,720**

staff (including section 38)

**3,317**

PCSOs

**551**



### Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce

**4.8%**

officers

**5.3%**

staff

**3.8%**

PCSOs

**6.3%**

Percentage of BAME in local population, 2011 Census

**18.2%**



### Gender diversity

Percentage of females in overall workforce 31 March 2017

**42%**

England and Wales population, 2015 estimate

**51%**

Percentage of females by role 31 March 2017

**32%**

West Yorkshire Police

officers

**56%**

staff

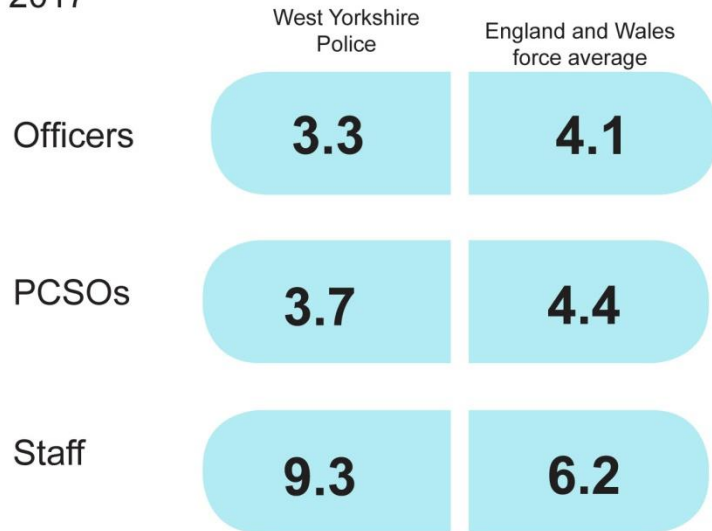
PCSOs

**40%**



## Grievances

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

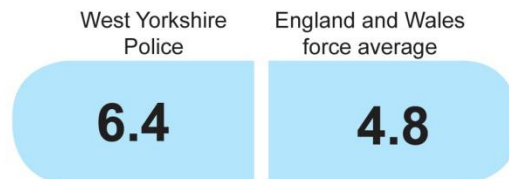


## Stop and search

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

14,500

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



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

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

## Overall judgment<sup>4</sup>



West Yorkshire 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 good at treating all of the people it serves with fairness and respect. It is also good at ensuring its workforce behaves ethically and lawfully and it is good at treating its workforce with fairness and respect.

## Overall summary

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



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



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



West Yorkshire Police understands the importance of treating people fairly and with respect. West Yorkshire Police’s values are underpinned by the Code of Ethics, which is embedded in force policy, procedure and training. The force has a good strategic approach to stop and search and use of force, with an effective training package, scrutiny and governance of the use of these powers.

The force strives to make sure that its workforce behaves ethically and lawfully. Senior leaders regularly refer their decisions to both internal and external ethics committees that provide robust oversight and critical feedback. The force is doing positive work to make the complaints process accessible and easy for the public to use, and it generally provides timely and meaningful updates to complainants on the progress of their case. The workforce has a good understanding of what discrimination is and how to identify, respond to and investigate reports of discrimination.

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<sup>4</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

West Yorkshire Police uses both formal and informal methods to work with and seek challenge from the workforce. In its recent recruitment of police officers, the force has taken the opportunity to address black, Asian and minority ethnic (BAME) disproportionality. The force is continuing to develop a comprehensive approach to understanding staff wellbeing. A clear strategy for wellbeing is in place, with organisation-wide, district and departmental plans. The force has effective and well-established structures and processes in place to manage and develop the individual performance of officers and staff. The force participates in direct entry and fast track schemes, and has a talent progression scheme to identify members of the workforce with high potential to become senior leaders. Promotion processes were perceived to be fair by officers and staff we spoke to during the inspection.



## 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.<sup>5</sup>

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,<sup>6</sup> their awareness of effective communication skills<sup>7</sup> in all

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<sup>5</sup> *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](http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf)

<sup>6</sup> 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.

<sup>7</sup> 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).<sup>8</sup>

### **Understanding the importance of treating people with fairness and respect**

The importance of treating people with fairness and respect is well embedded within the force. West Yorkshire Police's 'plan on a page' is the strategic plan which sets out its vision, values, purpose and operational strategy and clearly outlines to the workforce its vision of keeping communities safe and feeling safe, alongside its values of fairness, integrity and respect. This is underpinned by the Code of Ethics and the National Decision Model,<sup>9</sup> which dictates the style of how policing services should be provided.

Throughout the inspection, HMICFRS found that officers and staff had a strong understanding of the importance of treating people with fairness and respect. These values were regularly reinforced by senior leaders within the organisation. The Code of Ethics is given consideration in all the force's policies and decisions. All staff and officers have now received training in the Code of Ethics, with all training courses including an element in relation to it. The force has continued to make progress since last year's inspection in how it treats all the people it serves with fairness and respect, including integrating procedural justice into training programmes, and a well-established internal ethics panel which explores and debates the fairness and integrity of force policies and decisions.

### **Understanding of unconscious bias**

The force has provided training in unconscious bias to all frontline officers as part of stop and search training. Further training in this area has been given to some officers and staff within the force, for instance the human resources (HR) department, public protection unit and the senior leaders' forum. During the inspection, we spoke to officers and staff who could clearly describe what unconscious bias meant to them and the importance of this in their role and the application of their duties. We were given several examples of how awareness of unconscious bias had been applied during the course of a stop and search of individuals, and in the course of investigation of racially motivated crime. An intelligence analyst quoted an example concerning aggravated burglary in an area, and how through awareness of

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

<sup>9</sup> Decision-making model developed by the College of Policing which recognises the need for all police decisions to be consistent with the principles and standards of behaviour in the Code of Ethics; used by officers when responding to spontaneous incidents or planned operations.

unconscious bias they had looked at a wider range of potential perpetrators than a stereotypical view might have indicated. To eliminate unconscious bias in selection processes, the force now has a policy of anonymising all applications, and unconscious bias is also included in recruitment and selection training for line managers. The recently published inclusion strategy for the force (supported by an action plan) includes reference to how the force will tackle unconscious bias. The force is currently exploring the concept of unconscious bias and this will be the subject of a review and report by a final year CIPD<sup>10</sup> student. Following this, there will be further development of the training programme and an assessment of how unconscious bias awareness is used in recruitment and progression processes.

### **Communication skills**

Effective communication skills, including the use of empathy, active listening and explaining decisions and actions are being developed through the training and development programme for new officer recruits within the force. Being able to communicate effectively through a range of ways other than face to face, such as telephone and social media, is also important. A series of social media workshops have been used to give training to frontline officers and staff throughout the force on how to improve their interactions with the public through forums such as Twitter and Facebook. Communication skills have also been incorporated into a number of other training courses, such as stop and search. All frontline members of the workforce have been issued with handheld digital devices which have apps providing guidance on communication with individuals with specific issues such as mental health problems. The importance of effective communication is also included in public order and personal safety training. The chief officer team regularly reinforce the importance of effective communication skills for frontline officers, as they are an essential aspect of their interactions with the public. HMICFRS found that officers and staff we spoke to were able to describe clearly the importance of effective communication and could provide examples of how they had applied these skills during their interactions with the public. One example was a public enquiry officer we spoke to; the officer explained the importance of empathy, active listening and effective communication, and for everyone to be treated with respect and fairness when dealing with the wide range of people who use the public enquiry office, including people who may have learning disabilities, be in shock, be vulnerable or do not speak English.

### **Use of coercive powers**

West Yorkshire Police has several policies in place to guide officers and staff in the use of force, and they are included in personal safety and police support unit training. Examples of these policies within the custody office include use of equipment such as leg restraints. The policies outline precisely how the use of force

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<sup>10</sup> Chartered Institute of Personnel and Development.

must be recorded, and how equipment must be used, stored and accounted for, along with the training required to comply with legislation and standards for use of equipment such as batons and handcuffs. All policies give clear advice on how to use force fairly and with due regard to the Code of Ethics and the National Decision Model (see above).

All police officers and police staff required to use force as part of their duties, such as detention officers, have received training on use of force and how to use the powers fairly and with respect, as part of their personal safety training. Other use of force training, such as Taser training, has significant inputs on appropriate, justifiable and proportionate use of force, and there is a mix of training in terms of theoretical approaches and confrontational role-play to develop understanding. All frontline officers and staff we spoke to told us about the range of training they had received in relation to use of coercive powers, and outlined clearly the importance of fairness and respect, and application of the Code of Ethics and National Decision Model before any action is taken. The use of force is reviewed monthly in the district local accountability meetings. In Kirklees district, questions had been raised regarding the knowledge and application of police coercive powers in public order situations by officers with relatively few years of service. In a recent football match there had been a number of problems with the potential to escalate to serious public disorder. The police match commander reported that officers with limited years of service were reluctant to use coercive powers, even when the use of those powers would have been legitimate. As a result of this feedback, more detailed briefings will now be given at the start of public order operations, and further training will be provided for less experienced officers.

## **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<sup>11</sup> and stop and search powers. Specifically, we inspected the extent to which forces record data and how well they scrutinise

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<sup>11</sup> 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](http://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/](http://www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force/)

data and other information, including through external scrutiny,<sup>12</sup> 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**

All use of force by officers and staff is recorded on mobile handheld devices. This complies with the national recording standard, and all use of force forms are recorded and are auditable. The auditing is done by the performance improvement team, a centralised team auditing data and information from across all five policing districts. This gives the force a comprehensive picture of when force is being used as a tactic, which officers are using different types of force, how frequently and where. The force uses this information and monitors use of force through a variety of forums. On a monthly basis, the district local accountability meetings examine performance information and data on a variety of crime and community safety measures, and scrutinise information on the use of force by officers. Trends in data are reviewed and lessons learnt are shared through the accountability structure, in terms of improvement and greater understanding. Any further training needs are also identified and fed back to the learning and development department. This includes stop and search, Taser and use of body-worn video camera footage. All frontline officers have access to body-worn video devices and, with the review of force policies on the use of force; this is being included as a necessity when officers are using force. The professional standards department (PSD) reviews complaints about the use of force on a monthly basis. During this monthly PSD meeting, types of complaints are monitored and any trends in data are highlighted, either in regard to a specific officer or a geographical area. Actions are then passed to district commanders. In this way, the force demonstrates that it has effective processes in place to use management information to improve the extent to which the public is treated with fairness and respect, particularly in relation to the use of force.

### **External scrutiny to improve treatment**

Independent advisory groups (IAGs) operate at both force level and district level, with an additional IAG focusing on cyber-related crime. There is also a specific stop and search scrutiny group, the hate crime scrutiny group, and the youth advisory group. The force IAG is chaired by an assistant chief constable. Other IAGs can be chaired by either a police officer or a member of the public – the choice is determined by the membership of the IAG. This provides flexibility, depending on how well established the group is, and whether there are any volunteers for the role within the group. The force preference is for independent chairs, but this is not

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<sup>12</sup> *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](http://www.college.police.uk/What-we-do/Support/Equality/Documents/Independent_advisory_groups_advice_2015.pdf)

always possible. The agenda for the IAG is both community member-led and force-driven. For instance, IAG members may raise potential issues affecting their communities, which are then acted on by the force. In a recent example of this, a community member raised an issue about public enquiry counters, and further consultation was set up, with actions to report back on the findings.

Members of IAGs are supported in a variety of ways. Members are allowed to claim travel expenses and any special support they may need, for example by the provision of British sign language interpreters to help deaf members. An example of this involved an IAG member who raised a question about children and young people detained in police custody facilities. The member was given a tour of a custody facility when a young person was detained, to assess what facilities were provided. As a result, the force and IAG worked with a children's charity, and the force made funding available for the provision of new reading material across custody suites in West Yorkshire with a view to improving the treatment of children and young people detained in custody facilities. Training is regularly provided to members, including on the Code of Ethics, to ensure they have the knowledge, skills and confidence to provide effective challenge.

In terms of support to the IAG function, the force has a principal community engagement officer to support, drive and develop the IAG process and wider community engagement. All IAGs are supported by leaders who understand the importance of engagement and consultation with the community, and the force demonstrates a level of commitment to support external scrutiny. The force may want to reconsider the independence of the force IAG chair; while the chair's position as assistant chief constable means that senior officer support for the group is evident and actions are likely to be given significant impetus, the impartiality and independence of the group might be perceived as compromised and members may feel less comfortable to challenge. The representation of IAG members is constantly reviewed in order to assess whether any communities are not represented. The force actively identifies potential new members, based on the communities they are connected with and the skills and knowledge they can bring to the IAG, and invites them to join. This is specifically based on the communities they are connected with and what they can bring to the IAG membership. The force also encourages applications through the West Yorkshire Police website.

Externally, force information is scrutinised by a wide variety of groups, including IAGs at both force and district level, a specific stop and search scrutiny group, the hate crime scrutiny group, the youth advisory group and the office of the police and crime commissioner (OPCC). The district IAG receives a summary of district events and how the police responded to them. In the Bradford district IAG, which HMICFRS observed as part of this inspection, the group considered the policing response and tactics such as use of force. The group provided feedback to the force on anything that should or could be taken into consideration next time such an event happened, and members were given the opportunity to raise any issues or concerns they

wanted to. Topics are then added to the next agenda and feedback is given to the group at the next meeting. An example of this was a concern raised by a member of the district IAG regarding an abandoned car which, despite being reported to the council, had not been removed and had led to further vandalism and anti-social behaviour in that area. Feedback was going to be provided at the next meeting into why this had happened and how the neighbourhood police in that area could work more effectively in partnership with the council in dealing with abandoned cars. These scrutiny panels help West Yorkshire Police to improve the service it provides.

## **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.<sup>13</sup>

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.<sup>14</sup> Our 2015 legitimacy inspection<sup>15</sup> 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.<sup>16</sup> Also, we assessed how the forces scrutinise use of these powers.

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<sup>13</sup> *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: [www.app.college.police.uk/app-content/stop-and-search/](http://www.app.college.police.uk/app-content/stop-and-search/)

<sup>14</sup> *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/](http://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/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/best-use-of-stop-and-search-revisits/)

<sup>15</sup> *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/)

<sup>16</sup> See annex A for more information about the methodology for our review of stop and search records.



## **Understanding national guidance**

The force holds a bespoke one-day face-to-face training course on stop and search, which is based on the College of Policing's training package and is supplemented by an e-learning package. The training has not been fully delivered as yet, but those we spoke to who had received it were very positive. The force intends to provide the training to all frontline members of the workforce, including investigators. At the time of our inspection, just over half of all frontline officers had been trained in the use of stop and search; the force plans to have completed the training for just under 4,800 officers by March 2018. The training covers all powers and policy, and the ethical considerations, including unconscious bias. The force has plans to develop a supervisor's training package but it has not yet done so. The recording of stop and search is assisted by the use of mobile handheld devices, but nevertheless officers are required to complete a full record on the IT system when at the police station. During our inspection, all the officers we spoke to had a good understanding of the issues relating to stop and search, particularly in relation to fairness, respect and unconscious bias. However, our review of 200 stop and search records indicates that some officers and supervisors still do not know what constitutes reasonable grounds (see below).

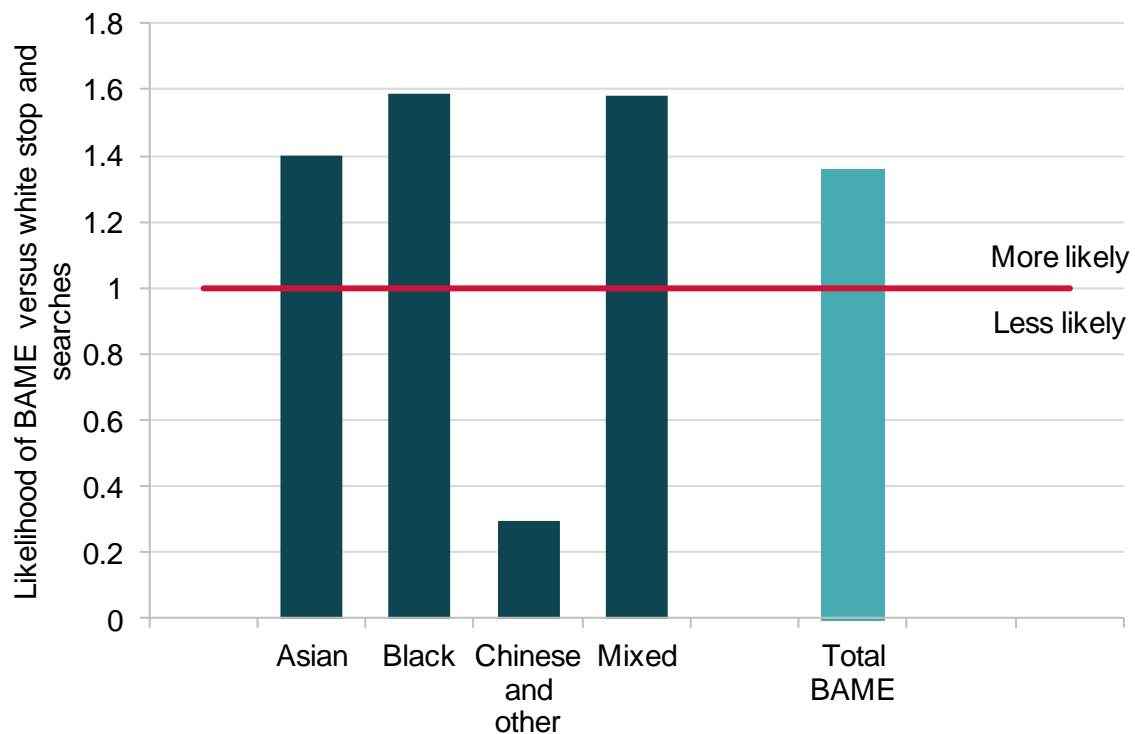
The force has a series of policies in place in relation to both stop and search and use of force. These are underpinned by the Code of Ethics and the National Decision Model, and are in line with the College of Policing's authorised professional practice (APP).

## **Monitoring use of stop and search powers to improve treatment**

In order to monitor the use of stop and search powers effectively, forces should use a range of data to help them understand how the powers are being used and the subsequent effect on crime, disorder and perceptions in the community. In particular, forces should consider whether the use of stop and search powers is disproportionately affecting one group compared with another. In 2015/16 in the local population of West Yorkshire Police, black, Asian and minority ethnic (BAME) people were as likely to be stopped and searched as white people at only about 1.3 times more likely. There were minor differences between ethnic groups where Black people and those with mixed ethnicity were at 1.6 times more likely than white people to be stopped and searched, while Asian people were 1.4 times more likely.



**Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE)<sup>17</sup> compared with white people, in the local population of West Yorkshire Police in the 12 months to 31 March 2016**



**Source: Home Office 2016**

The force has a good strategic approach to stop and search, with governance of the use of these powers. Use of stop and search is reviewed as part of a monthly governance and accountability structure which cascades down the force. Stop and search is reviewed strategically at the force accountability meeting, and the use, quality and demographics of stop and search are monitored in districts through the local accountability meeting. Supervisory oversight is provided at both the team accountability meetings and individual accountability meetings. The volume of searches carried out has decreased, and anecdotally it is suggested by both frontline officers and senior leaders that those who have had training are less likely to use the stop and search powers, for fear of the potential consequences of the perceived BAME disproportionality in the use of this power. The use of body-worn video cameras by officers conducting a stop and search is inconsistent at present, due to the recent introduction of these devices, and further clarification of this is needed through the policy which the force is currently reviewing. The use of body-worn video cameras would increase transparency and potentially decrease the number of complaints regarding stop and search. The force is not yet able to compare locations of stop and search encounters with crime hotspots to help it assess the effectiveness of the use of the powers.

<sup>17</sup> Police and Criminal Evidence Act 1984. Available at: [www.legislation.gov.uk/ukpga/1984/60/section/1](http://www.legislation.gov.uk/ukpga/1984/60/section/1)

Stop and search encounters are recorded on handheld devices which generate an automatic email to the officer's supervisor. The supervisor reviews the record for completeness and the reasonableness of the recorded grounds, and endorses it or returns it to the officer for further information. The force conducts a regular six-monthly audit of all outstanding records not yet finalised, and these are chased up with the relevant supervisor. Our review of 200 stop and search records suggests that this procedure needs strengthening (see below). Each district inspector reviews a random sample of five records each month to assess the completeness of the record and the reasonableness of the grounds.

### **External scrutiny of stop and search powers to improve treatment**

All stop and search information is recorded and a spreadsheet is compiled for a quarterly report for the police and crime commissioner (PCC). This report includes quantitative data in relation to numbers of searches, powers used, location, gender and ethnicity, as well as information in relation to best use of stop and search scheme (BUSS) compliance, such as use of the 'ride along' scheme, together with any emerging trends or patterns of behaviour. A separate report is compiled for the PCC, specifically relating to West Yorkshire Police's approach to young people with the use of stop and search. This is produced bi-annually and is presented to the youth advisory group.

The five district IAGs operate as scrutiny panels looking at the issue of stop and search in each district in addition to other areas of community interest. This is part of the district IAG agenda. The professional standards department (PSD) reviews all complaints in relation to the use of stop and search powers. A report on complaints is produced for the IAG and the district senior leadership team, and the issue is also included as part of the quarterly report to chief officers. Further scrutiny of stop and search powers to improve treatment is reviewed by the force IAG and the stop and search scrutiny panel.

The force offers a 'ride along' scheme for members of the public to go out with officers to observe them undertaking stop and search activity. Body-worn video recordings of stop and search encounters are also used to show scrutiny panel participants what is involved and to seek external feedback.

### **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 for suspecting that person of being in possession of a stolen or prohibited article must be reasonable. The grounds must be recorded on the stop and search record.<sup>18</sup>

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<sup>18</sup> Police and Criminal Evidence Act 1984. Available from: [www.legislation.gov.uk/ukpga/1984/60/contents](http://www.legislation.gov.uk/ukpga/1984/60/contents)

In our 2013 inspection into the police use of stop and search powers,<sup>19</sup> we were concerned to see that, of the 8,783 stop and search records we examined across all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify lawful use of the power. The 2013 inspection showed that, for West Yorkshire Police, nine of 200 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,<sup>20</sup> we carried out a further review of the recorded grounds in a sample of stop and search records. Our review of 100 records inspected in 2015 found that seven did not have reasonable grounds recorded.

During our 2017 inspection, we reviewed 200 stop and search records; 15 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 some officers and supervisors either still do not understand fully what constitutes reasonable grounds, or do not know 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 38 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 suspicion are likely to have been strong.

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

	<b>2013</b>	<b>2015</b>	<b>2017</b>
Records not containing reasonable grounds	9 of 200	7 of 100	15 of 200
Item searched for found	–	–	38 of 200

<sup>19</sup> *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/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/).

<sup>20</sup> *PEEL: Police legitimacy 2015* HMIC 2016 Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/)

## Summary of findings



**Good**

West Yorkshire Police has outlined to both the public and its workforce, the vision, purpose and stated values of the force. These values are underpinned by the Code of Ethics, which is embedded in force policy, procedure and training. The fact that these have been well communicated and are understood by everyone throughout the organisation, from both a tactical and strategic perspective, is evident through a visible internal communications campaign and it is apparent in decision making and planning. Most members of the workforce who we spoke to were able to explain clearly the importance of unconscious bias and gave us examples of how this awareness had been put to use during the course of their duties. The force has a good strategic approach to stop and search, with an effective training package, and scrutiny and governance of the use of these powers. The majority of frontline officers and staff we spoke to during our inspection understood the Code of Ethics and its implications in relation to the use of force and stop and search, and they were by able to outline the importance of treating people with fairness and respect.

## 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,<sup>21</sup> as opposed to last year's focus on how well forces are guarding against corruption.<sup>22</sup>

## 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.<sup>23</sup> Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.<sup>24</sup> 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.<sup>25</sup>

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

<sup>22</sup> 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/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2016/)

<sup>23</sup> *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](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](http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf)

<sup>24</sup> *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](http://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/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/integrity-matters/)

<sup>25</sup> 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 as

## **Leaders as ethical role models**

HMICFRS found West Yorkshire Police to have senior leaders who understand the importance of maintaining and displaying ethical values that the workforce can recognise and understand as a model to base their own behaviour on. Feedback and challenge on ethical issues are welcomed and promoted by the chief officer team in forums such as the internal ethics committee. The committee is chaired by an independent academic, providing a strong and effective review of policies in the context of the ethics and integrity that underpin them. There is an accessible referral system, whereby any member of the organisation can submit questions for discussion and receive detailed and transparent findings.

In addition, HMICFRS found a well-embedded ethos throughout the force whereby leaders have the confidence to expose their decisions and actions to challenge through forums such as the force accountability meeting, local accountability meetings and team accountability meetings. We found that these frameworks provide an effective and transparent tool for promoting ethical working practices and behaviour at all levels of leadership within the organisation.

We were impressed by the examples and standards set by the chief officer team, who are clearly held in high regard by the workforce as strong role models. Details of chief officer gifts and hospitality are published, along with business interests and pay and rewards. Overall, we found a well-established culture of integrity and openness among senior leaders.

## **Ethical decision making**

HMICFRS found a transparent and robust approach to ethical decision making within the force, including a number of forums to ensure adherence to the Code of Ethics as well as the force's equality duty. The force's ethics committee facilitates debate on and examination of force policies and the rationale for decision making. Further independent scrutiny of policies is provided by an independent scrutiny panel facilitated by the office of the police and crime commissioner (OPCC) and chaired by an independent and experienced senior leader from the National Health Service. Overall, we found there was a very positive attitude towards external scrutiny of decision making, which also included peer review and academic research.

The force has carried out a far-reaching transformation programme, known as 'Project Fusion'. We found that this change programme consistently complied with the principles of the Code of Ethics, as evidenced by equality impact assessments that are included in all aspects of the planning and post-implementation procedures that have accompanied this significant change.

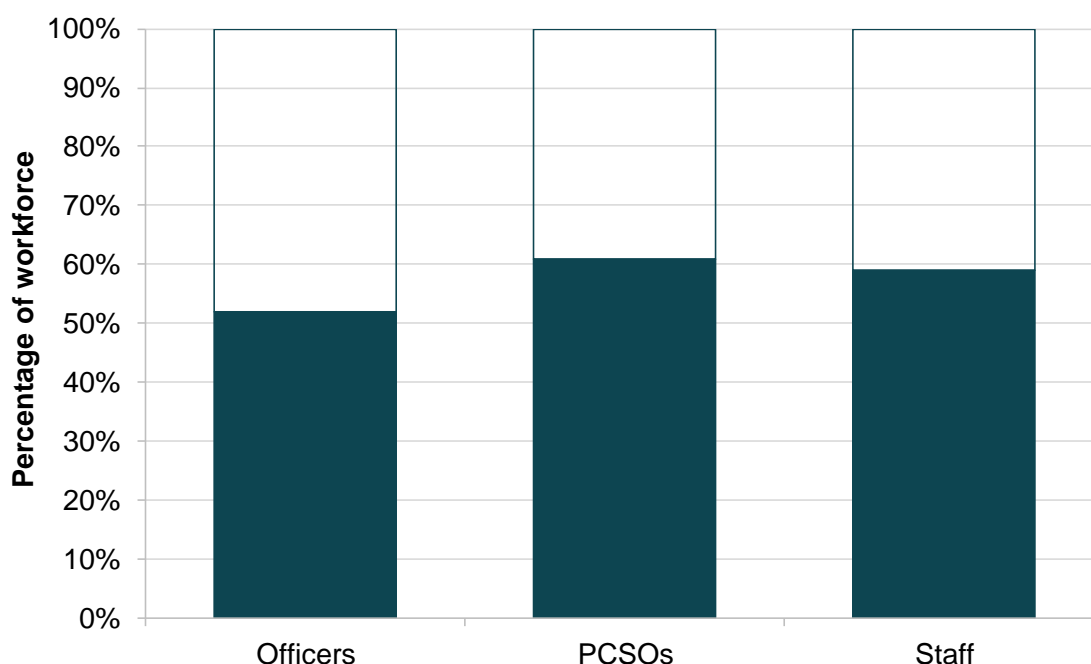
We found effective training processes in place for ethical decision-making for the workforce, with dilemmas which challenged them to identify and learn from past mistakes, to enable personal and organisational improvement. HMICFRS found that individuals throughout the organisation could demonstrate a good understanding of the practical application of the Code of Ethics.

## **Vetting**

One of the first things forces can do to develop an ethical culture is to use effective vetting procedures to ensure their workforce have historically displayed a high standard of ethical behaviour. During our 2016 legitimacy inspection, we considered the extent to which the force was ensuring that it was developing and maintaining an ethical culture through effective initial vetting. We found that West Yorkshire Police was not complying with all aspects of the national vetting standards. Before 2006, West Yorkshire Police did not conduct vetting checks on most of its workforce. In 2006, the force began vetting all new officers, staff and contractors. However, this left a gap in vetting relating to those officers and staff who had joined before 2006. In 2016, the force told us that it still had 4,000 officers and staff who had never been vetted. To comply with the 2012 national vetting policy, the force reported that it had set up a project to conduct retrospective vetting of the remainder of its workforce over the next two to three years.

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 West Yorkshire Police to provide us with data on the percentage of its workforce who had up-to-date security clearance. The data we received showed that on 31 January 2017, 52 percent of officers, 61 percent of police community support officers (PCSOs), and 59 percent of staff had up-to-date security clearance, as illustrated in Figure 2.

**Figure 2: Percentage of officers, PCSOs and staff with up-to-date vetting checks in West Yorkshire Police as at 31 January 2017**



**Source: HMICFRS Legitimacy data collection**

During this year's inspection, we assessed the force's plan for addressing these problems, and found that the force has made good progress in its drive towards having all staff vetted in line with national standards. The force has ensured that all of its workforce in designated posts that deal with sensitive information are vetted to an increased level. This includes renewal vetting for those posts that require eight- and ten-year renewals under national vetting policy. The force has a clear plan for retrospective vetting that will see it complete vetting for all the workforce by April 2018. This is being done via a process whereby vetting of each of the five local policing areas within the force is completed one by one. The force has now carried out full vetting for two of its five areas and is confident of completing the other three policing areas before its target date in April 2018. Over 8,000 vetting checks were projected in 2017.

## **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.<sup>26</sup> Also, we used a review of case files to

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<sup>26</sup> 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:



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**

We found that West Yorkshire Police has accessible and useful information to assist members of the public wishing to make complaints regarding police conduct. The force website has clear and obvious links to its pages for making complaints, and these are easy to navigate and available in a wide range of languages through a drop-down box facility. The website contains useful information on the complaints procedure, which is easy to understand and relevant, and provides support for those who may require additional assistance, such as those with eyesight, hearing and speech difficulties. Information is also readily available regarding advocacy and language translation services.

During our visits to police stations within the force area, we found posters and leaflets about the complaints procedure available in public-facing areas of police stations such as front enquiry counters. There were also posters on walls within custody offices, including prisoner reception areas, holding rooms and interview rooms; available in a number of languages and with appropriate signposting to assist those who may require additional assistance. We were pleased to find that the force has made tangible efforts to connect with new and emerging communities, some of whom may have less confidence in the police and be less likely to make complaints. One example is the Syrian asylum-seeker community in Kirklees. Neighbourhood officers have engaged with this group to explain the police complaints process and the role of independent investigatory bodies such as the IPCC.

We found that first-line supervisors knew how to deal with initial complaints and could explain how to ensure that those with additional needs were supported via the use of interpreter services or appropriate adults or indeed third-party support by representatives from community groups or the third sector. Similarly, we found that both call handlers and front enquiry counter staff had the same appreciation of the requirements of some complainants for additional support to make a complaint, and for support in establishing the nature of their complaint.

### **Keeping complainants updated**

We found that West Yorkshire Police provided timely notifications to complainants, informing them of the recording of their complaint. However, more consistency is required regarding the provision of information to complainants. As part of this inspection, we conducted a review of public complaint and internal misconduct cases

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[www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/2015\\_statutory\\_guidance\\_english.pdf](http://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](http://www.ipcc.gov.uk/sites/default/files/Documents/research_stats/Access_to_the_police_complaints_system.pdf)

recorded by the force. We found that of 25 complaint files reviewed, only eight contained evidence that the force had complied with its legal duty under the Police Reform Act 2002 and Police (Complaints and Misconduct) Regulations 2012 to provide the complainant with a copy of the complaint record.

Once a public complaint investigation has started, forces also have a statutory duty to keep complainants informed of progress. An initial update should be provided promptly within 28 days of the start of the investigation, updates being provided at most 28 days after that. Overall, we found that the professional standards department (PSD) at West Yorkshire Police provided timely and meaningful updates to complainants, which were found to be sufficiently informative. In relation to misconduct cases, we found that the force provided regular updates to witnesses and to those who were subject of allegations, which again were sufficiently informative.

We also looked at how well the force communicated final outcomes to complainants. All police forces are required to provide the complainant with the findings of an investigation, its determinations and the complainant's right of appeal. Our review found full compliance among the investigations examined in relation to this requirement.

## **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.<sup>27</sup>

### **Identifying and responding to potential discrimination**

HMICFRS found that officers and staff working for West Yorkshire Police had a good understanding of what discrimination is and how to respond appropriately to an allegation of potential discrimination. The force provided documentation relating to the training provided to PSD investigators designed so that officers appointed to deal with allegations of discrimination have a good understanding of equality and diversity

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<sup>27</sup> 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](http://www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/Guidelines_for_handling_allegations_of_discrimination.pdf)

issues. In addition, our discussions with the IPCC and staff network revealed that both have witnessed tangible improvements in the force response to allegations of discrimination. Additionally, student officers also receive bespoke training on discrimination and how to respond to it.

Our review of misconduct files showed that the force generally identifies potential allegations of discrimination, but there is still room for improvement. We looked at ten complaints and four internal misconduct cases that the force had identified as containing allegations of discrimination. We also looked at an additional 15 complaints and ten misconduct cases which we considered might contain unidentified allegations of discrimination. We found two discrimination complaints that the force had failed to identify.

We also looked at how well the force was identifying those cases which required mandatory referral to the IPCC. Of three misconduct cases that met the mandatory referral criteria, only two had been referred. We found there was an overall satisfactory standard of dip-sampling and auditing by the force to comply with its obligations regarding the identification of discrimination within wider misconduct. The PSD holds regular performance meetings that provide an adequate level of governance, where data are scrutinised and lessons learnt to ensure continuous improvement in the way the force identifies and responds to allegations of discrimination.

### **Investigating allegations of discrimination**

We found a good understanding of equality and diversity issues among the officers and staff appointed to deal with discrimination allegations within the PSD, which investigates all allegations of discrimination. Investigators working in this area had received training on IPCC guidelines for handling allegations of discrimination, as well as the Acas code of practice and guidance. We found that, overall, the force investigated allegations satisfactorily in accordance with IPCC guidelines. In nine out of ten files reviewed, complainants had received a good service from the force, with an investigation that was thorough and timely. Appropriate support was provided to those involved in investigations and our file review indicated that a satisfactory service had been provided to both witnesses and those subject to allegations.

## Summary of findings



**Good**

West Yorkshire Police has a chief officer team and district and departmental senior leaders who refer their decisions to both internal and external ethics committees, providing robust oversight and critical feedback to ensure decisions are made with ethics in mind. The force is transparent and clear in publishing chief officer gifts and hospitality, business interests, pay and rewards on its website. The force has accessible policies and robust procedures that comply with its equality duty, reflecting the Code of Ethics. There is detailed information on the force's website regarding how to make a complaint, including appropriate support for those with disabilities or language difficulties. Posters regarding the complaints procedure are displayed in public-facing areas of police stations and custody suites, and the force has undertaken positive work informing those people who may have less trust and confidence in the police about the complaints process. The force is good at keeping complainants updated and informed, although it needs to ensure it provides complainants with a copy of the complaint record.

There is a good level of training and knowledge among PSD staff identifying, responding to and investigating discrimination allegations, in line with IPCC guidelines. The wider workforce also has an adequate understanding of discrimination and how to respond to initial reports, and the force has appropriate scrutiny and governance in place to ensure effective and legitimate complaint handling and resolution. Investigating officers within the PSD have a good understanding of equality and diversity issues and have been provided with adequate training to undertake this role, including an understanding of Acas and IPCC guidelines. Investigations into allegations of discrimination are consistently of a high quality, with a good overall level of service provided to complainants, witnesses and those subject to investigation.

## 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.<sup>28</sup> 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.<sup>29</sup> HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances<sup>30</sup> – to identify, understand, prioritise and resolve their workforces’

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<sup>28</sup> *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](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](http://www.aipm.gov.au/wp-content/uploads/2013/08/Org-Justice-Final.pdf)

<sup>29</sup> *Ibid.*

<sup>30</sup> 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.<sup>31</sup>

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.<sup>32</sup> 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.<sup>33</sup>

### **Leaders seeking feedback and challenge from the workforce**

Since our 2016 inspection, the force has made notable improvements in the way it seeks feedback and challenge from the workforce. Staff and officers have an improved understanding of the action the force has taken in response to the last workforce survey, with evidence of positive change through the ‘We asked, you said, we did’ process. This is used to communicate the current programme of change, and demonstrates how the force is trying to include officers and staff affected by change through a variety of means such as focus groups, communication through updates and emails, and the use of change champions. The force has applied evaluation and lessons learnt from previous less successful change initiatives. It also makes evident the progress the force has made in the last couple of years in involving, communicating, consulting and engaging officers and staff affected by major change initiatives. Throughout the inspection, we were given many local examples of how the force is positively seeking feedback and challenge, and how the organisation is identifying local concerns, such as the ‘Calderdale Voices’, ‘Leeds Talks’ and ‘100 little things’ initiatives, and the team accountability meeting and local accountability meeting process.

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<sup>31</sup> *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](http://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](http://www.acas.org.uk/media/pdf/9/g/Discipline-and-grievances-Acas-guide.pdf)

<sup>32</sup> 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](http://www.legislation.gov.uk/ukpga/2010/15/section/4)

<sup>33</sup> 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/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/)

Throughout the inspection, the officers and staff we spoke to felt the organisation wanted to hear concerns, and that this was being led by the chief, who they viewed as being both visible and accessible. We were given several examples of how the chief constable had responded to concerns from the workforce on social media, through chief constable roadshows or directly by email. This demonstrates improvement since our 2016 legitimacy inspection, with the culture of the organisation now more open and transparent, and with the workforce feeling able to express concerns while being listened to. The force has a weekly meeting with unions and staff associations to encourage positive two-way dialogue and to inform staff associations of changes and developments regularly. The individual accountability meetings, monthly one-to-one meetings between members of the workforce and their line manager, and district accountability meetings provide further opportunities to raise concerns.

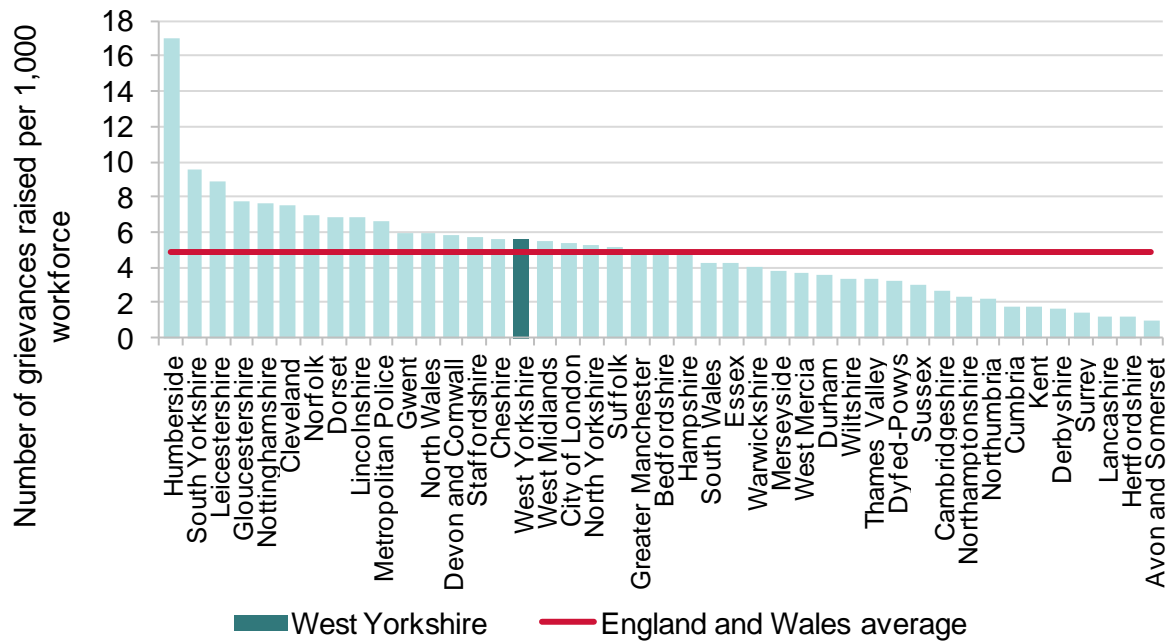
### **Identifying and resolving workforce concerns**

As well as using the findings of feedback and challenge to identify workforce concerns, West Yorkshire Police has a range of other mechanisms in place to record, listen to and understand workforce concerns and issues.

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

All forces have grievance procedures but the number of grievances in each force differs widely across England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figure 3 below shows that West Yorkshire Police had 5.6 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.

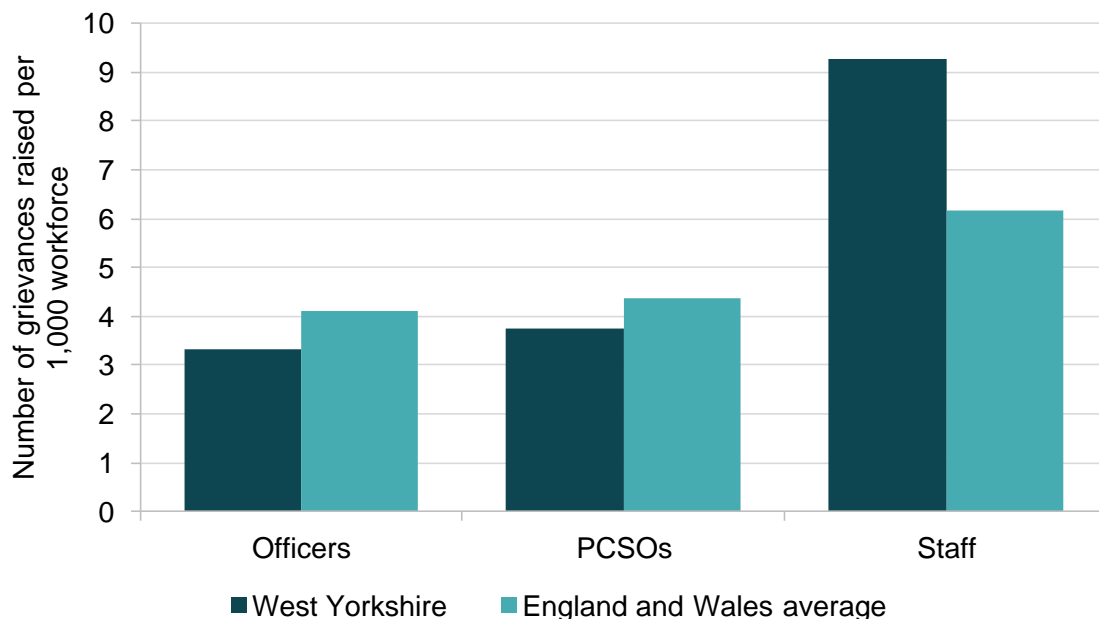
**Figure 3: Grievances raised per 1,000 workforce in West Yorkshire Police in the ten months from 1 April 2016 to 31 January 2017**



Source: HMICFRS Legitimacy data collection

Figure 4 shows that the number of grievances raised by officers in West Yorkshire Police was 3.3 grievances per 1,000 officers, while the England and Wales average was 4.1 grievances per 1,000 officers. In the same period, PCSOs raised 3.7 grievances per 1,000 PCSOs, and the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 9.3 grievances per 1,000 staff in the same period, and the England and Wales average was 6.2 grievances per 1,000 staff.

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



Source: HMICFRS Legitimacy data collection



West Yorkshire Police has a workforce resolution policy in place. The aim of the policy is to resolve internal grievances and workforce complaints fairly and in a timely manner, and in accordance with the Acas Code of Practice on discipline and grievance at work. This contains a flowchart of the process, and officers and staff we spoke to during the course of the inspection found the policy easy to follow.

Investigations into both police officer and police staff misconduct are overseen by the professional standards department (PSD). The number, type and ethnicity of officer and staff misconduct reports are monitored internally on a monthly basis through the professional standards tactical intelligence assessment meeting and the bi-monthly OPCC community outcomes meeting. The involvement of the PSD since our last inspection into police workforce misconduct is seen as a positive step by the organisation in achieving some consistency of practice between staffing groups within the organisation. Investigations follow Acas guidelines regarding police workforce resolution support from HR and constructive dialogue with staff associations and unions. Lessons that have been learned from cases and investigations are fed back into management processes, the creation of a 'grievance triage facility' being an example of this, whereby the force has been able to identify vexatious or inappropriate grievances at an early stage. Similarly, lessons learned with regard to the positive effect of early intervention have resulted in mediators being trained and appointed to work with the parties subject to a potential grievance, to attempt to resolve it swiftly and satisfactorily prior to formal processes being invoked. As part of this inspection, HMICFRS reviewed ten grievance files, looking at what arrangements the force had put in place to support all the people involved in the grievance and any witnesses, and overall whether the force had properly identified, investigated and resolved the grievance. We found that in all but one grievance case there was a record of appropriate arrangements having been put in place to support the employee or witnesses throughout the process. We also found that in all but one grievance case, the force had properly identified, investigated and resolved the grievance in line with the Acas code of practice and guidance. The main reason for failure was speed of handling.

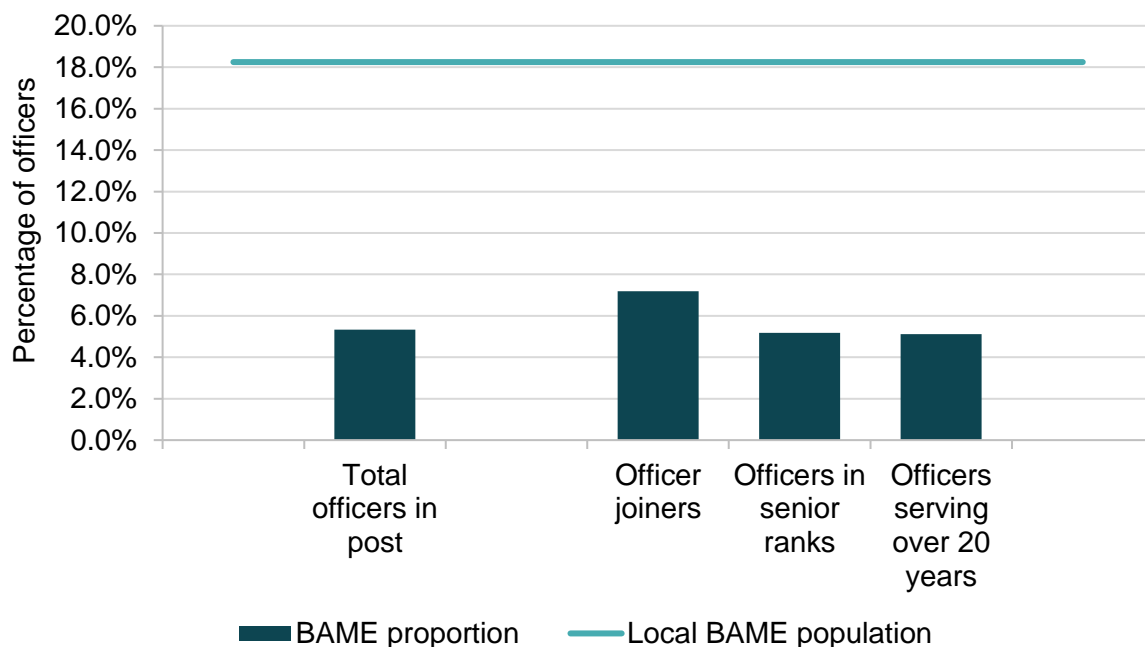
The force also conducts regular surveys of the workforce in order to collate information, perceptions and views of issues such as fairness and respectful treatment within the organisation. An example of this is where, following feedback, the force undertook a survey and post-implementation review of changes to the shift patterns to understand workforce views on this issue. The shift pattern was subsequently amended following the feedback.

## Creating a more representative workforce

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

In the geographical areas served by West Yorkshire Police, the 2011 census indicates that BAME people made up 18.2 percent of the local population. In 2016/17, in West Yorkshire Police 5.3 percent of officers were BAME (see Figure 5). In relation to officers, 7.2 percent of those joining the force, 5.2 percent of those in senior ranks and 5.1 percent of those who had served over 20 years were BAME.

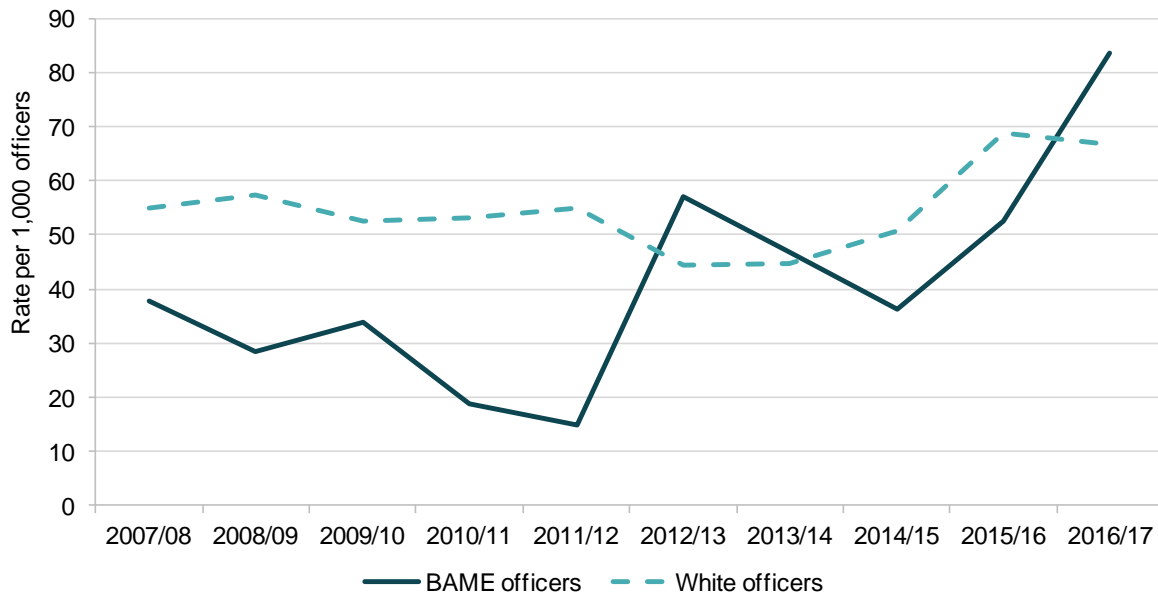
**Figure 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME) in West Yorkshire Police in 2016/17, compared with the percentage of BAME people in the local population**



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



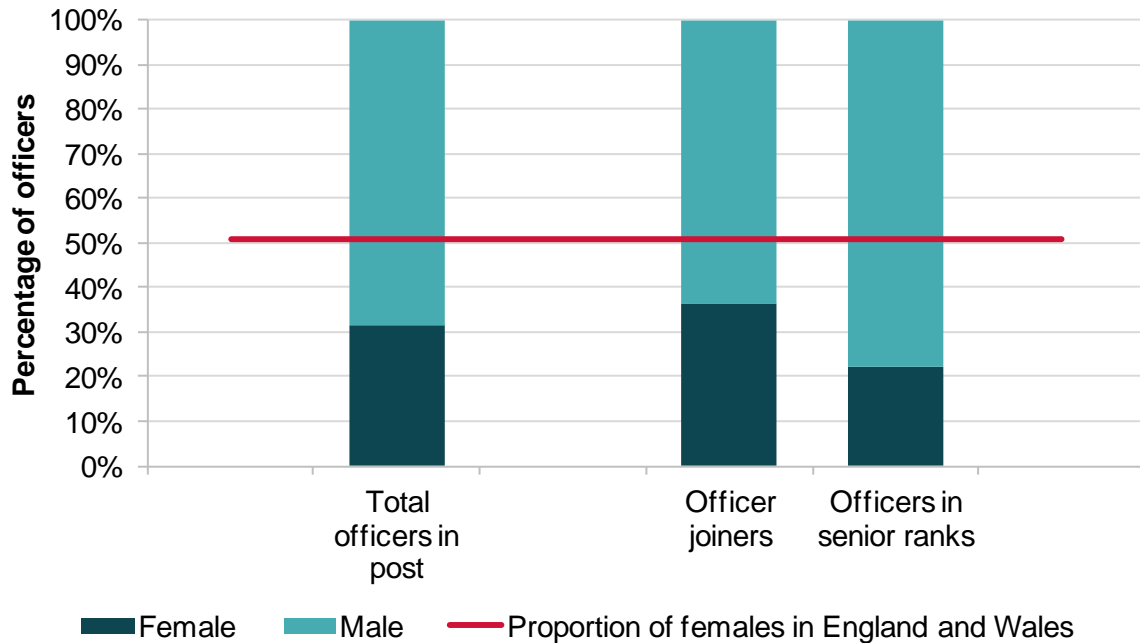
**Source: Home Office Annual Data Requirement**

In 2016/17 in West Yorkshire Police, for the equivalent of every 1,000 BAME officers, 84 left the force (see Figure 6), while for every 1,000 white officers 67 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, at 32 percent, is lower than the proportion of females in the general population (51 percent). In the 12 months to 31 March 2017 in West Yorkshire Police, 37 percent of those joining the force and 22 percent of those in senior ranks were female (see Figure 7).

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



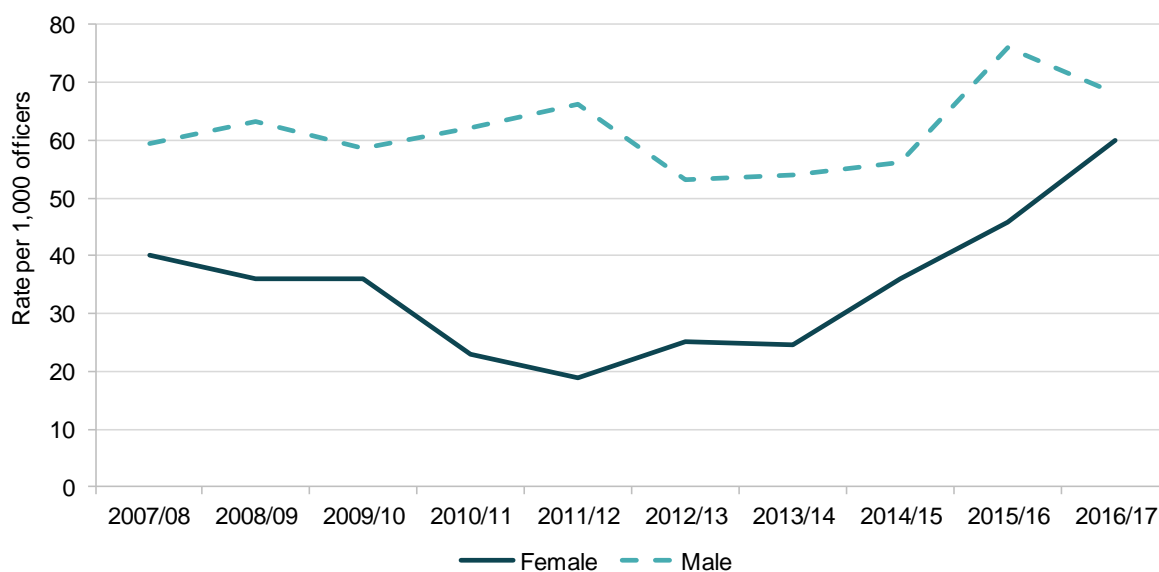
**Source: Home Office Annual Data Requirement**

In its recent recruitment of police officers, the force has taken the opportunity to address BAME disproportionality. Since April 2016, the force has begun an ambitious recruitment campaign for new police officers; because of previous budget cuts, the force had frozen recruitment for some time prior to this. The force reports that during the 2016/17 financial year, it recruited approximately 250 officers, with a target of a further 600 officers in the 2017/18 financial year. Extensive efforts have been made to address disproportionality through a range of initiatives and engagement with the different communities within West Yorkshire. There has been a significant improvement in positive action to widen the diversity of the force’s new recruits, which has had a positive effect in changing the recruit balance. By the end of March 2017, the force had recruited 558 officers, approximately 7 percent of whom were from a BAME background. This demonstrates a sizeable improvement in the percentage of new officers from BAME backgrounds, but the force has further work to do in this area. HMICFRS acknowledges that this will take time, and there is no quick fix. The new inclusion strategy demonstrates the force’s commitment to this issue, which focuses not only on the recruitment of new members of the workforce throughout the organisation but also on retention and progression of those already employed. The strategy is being championed by the chief constable and has a supporting action plan. The work in relation to the strategy is driven by the people ambition board, which is chaired by the assistant chief constable.

The PSD holds a monthly meeting where complaints and misconduct allegations are reviewed. The ethnicity of both the individual and the complainant is now recorded, and analysis of these figures demonstrates proportionate treatment between different ethnic groups within the organisation. During the inspection, we spoke to officers and staff, unions and staff associations, all of whom felt that the force treated officers and staff subject to discipline allegations with fairness and respect.

In 2016/17 in West Yorkshire Police, 60 female officers per 1,000 officers left the force, compared with 68 male officers per 1,000 officers (see Figure 8).

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



Source: Home Office Annual Data Requirement

## 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.<sup>34</sup> 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.

<sup>34</sup> 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/>

## **Understanding and promoting wellbeing**

The force is developing a comprehensive approach to understanding and promoting staff wellbeing; it sees wellbeing as essential for a productive, well-engaged workforce. The force has a dedicated chief inspector as the lead for wellbeing who brings both passion and enthusiasm to the role, and can explain a wide range and variety of initiatives aimed at improving the wellbeing of the workforce. A clear strategy is in place, with organisational governance from the wellbeing and engagement board chaired by the assistant chief constable, and with departmental and district plans and activity. All five of the force's districts have a people ambition board, chaired by the district commander, which covers wellbeing issues on a more local level. There is a range of activity, initiatives and support mechanisms in place, although not all the officers and staff we spoke to understood what is available and how to access these initiatives and mechanisms. In our 2016 PEEL effectiveness report, we identified where capacity issues were affecting performance. The force is currently recruiting approximately 600 police officers over this financial year, but it will take some time for this to make a significant positive effect on workload and subsequent perceptions of wellbeing.

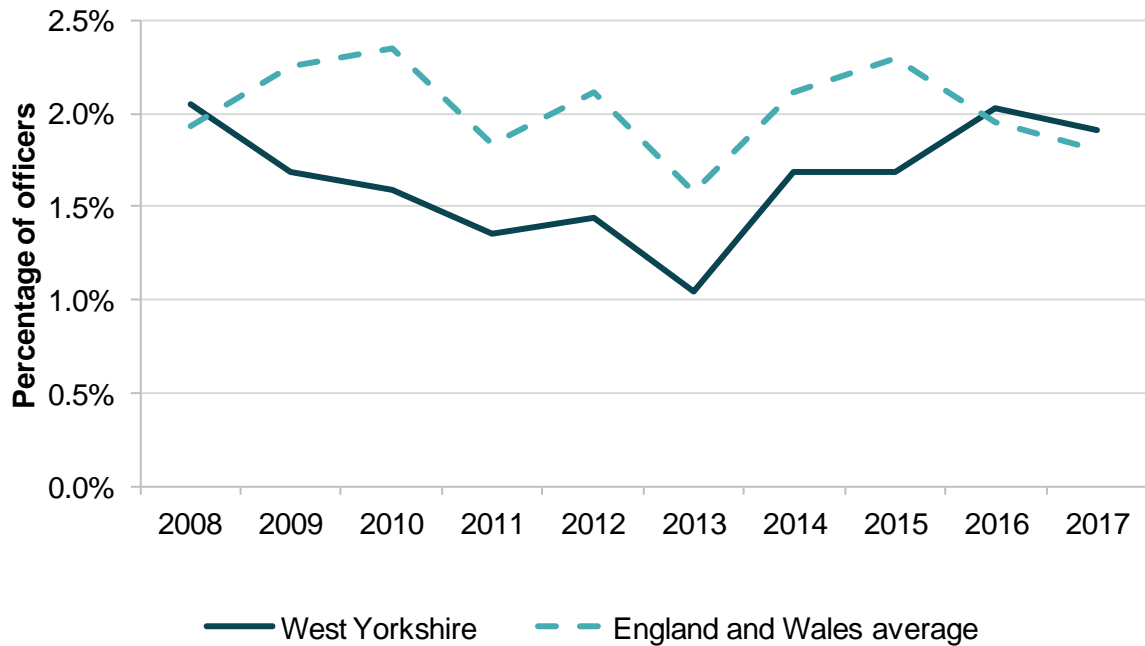
## **Identifying and understanding workforce wellbeing needs**

The force collates information and data in relation to the wellbeing of the workforce and its underlying causes. A cultural audit has been carried out which analysed the organisation's cultural characteristics, such as assumptions, norms, philosophy and values, to determine whether these hinder or support its missions and its vision. As a result, the 'people ambition', including a wellbeing element, was established. Health and wellbeing needs assessments have been carried out in all five districts, and each district has a people ambition board.

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, which 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 or medium-term sickness absence. On 31 March 2017 in West Yorkshire Police, 1.9 percent of officers were on short or medium-term sick leave, while the England and Wales average was 1.8 percent. For 2017, the force saw a decrease of 0.1 percentage points from the previous year, which is in line with changes in the last ten-year period (see Figure 9).

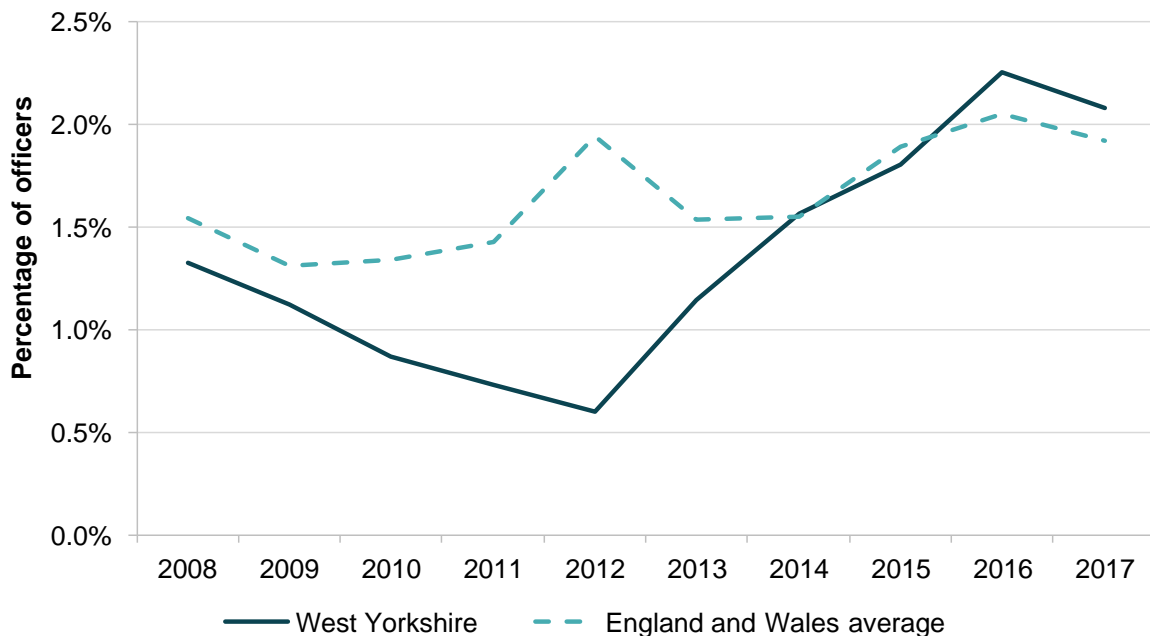
**Figure 9: Percentage of officers on short or medium-term sick leave in West Yorkshire Police compared with the England and Wales average, on 31 March from 2008 to 2017**



Source: Home Office Annual Data Requirement

On 31 March 2017, the proportion of officers in West Yorkshire Police on long-term sick leave was 2.1 percent, while the England and Wales average was 1.9 percent. For 2017, the force saw a decrease of 0.2 percentage points from the previous year, which is in line with changes in the last-ten year period (see Figure 10).

**Figure 10: Percentage of officers on long-term sick leave in West Yorkshire Police compared with the England and Wales average, on 31 March from 2008 to 2017**



Source: Home Office Annual Data Requirement

The force reviews wellbeing data such as sickness absence and the number of stress risk assessments occurring in an area or department. Absence figures are collated and analysed to ensure any department or area trends are identified, and to work out further health needs assessments that may be required, or health and safety interventions. Sickness information is analysed at local accountability meetings, where individual cases are discussed. Sickness absence data are also monitored to establish links between injuries in the workplace and absences. Injuries in the workplace are investigated on an individual basis, and further analysis of these data at a force level allows for trends, problem areas or potential training requirements to be identified.

The force has signed up to the MIND Blue Light programme, a national initiative which has been introduced after an increase in the number of mental health cases in the police and emergency services. All supervisors within West Yorkshire Police have now undertaken the Blue Light training, which includes how to recognise and deal with mental health problems in colleagues, and general awareness of the problems. During the inspection, we spoke to officers and staff who told us that this training had been very beneficial for supervisors in recognising change within individuals. Supervisors felt far more confident in recognising warning signs and acting on them in the form of early intervention.

### **Taking preventative and early action to improve workforce wellbeing**

The force has reviewed different posts within the force and has identified 'at risk' roles where early intervention and additional support are provided for individuals, such as a regular psychological assessment process for those who are involved in safeguarding duties.

Being the subject of a public complaint, an internal misconduct allegation or a witness to it, can be very stressful for members of the workforce and can affect their wellbeing. Forces should recognise this and be prepared to provide additional support if required. Unless internal misconduct is referred to the IPCC, forces have full control over the way they handle internal allegations of misconduct. During the inspection, we reviewed 14 internal misconduct cases to see whether witnesses and those subject to the allegations received a satisfactory service from the force, from initial allegation through to final assessment. We found that a satisfactory service was provided in all 14 cases.



## **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.<sup>35</sup> 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.<sup>36</sup> 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**

The force has good structures in place to manage and develop the individual performance of officers and staff. These structures are well developed throughout the organisation, and are supported by a two-day individual performance management course which includes how to approach the meeting, collect evidence to support the process and carry out developmental planning. Data provided by the force indicate that the completion rate for the individual performance assessment process (referred to as PDR) was above the national average in West Yorkshire Police. However, we found a mixed picture among officers and staff on how effective and useful this process is for managing individual performance. PDR includes setting clear objectives and monthly individual meetings with line managers as part of the accountability meeting process.

The majority of chief inspectors and the ranks above (and police staff equivalents) spoke highly of the process, finding it both useful in assessing their progress over the previous 12 months, but also as a mechanism to plan development and set goals for the forthcoming year. They spoke of meaningful and regular conversations with their line manager. However, during the course of reality testing, the majority of

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<sup>35</sup> *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](http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf).

<sup>36</sup> 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](http://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](http://www.college.police.uk/What-we-do/Development/competency-and-values-framework/Pages/Competency-and-Values-framework.aspx)

frontline officers we spoke to told us they viewed the PDR process as a form-filling exercise, and in some cases officers and staff had not received one, due to the number of temporary sergeants and the level of change within the organisation. The vast majority of frontline officers and staff we spoke to told us that individual accountability meetings with their supervisors did not happen on a monthly basis as they should. The recent change to the PDR system, which is now that it should be completed on the work anniversary, is seen as positive by some of the workforce, but there is a concern that the unintended consequence will be that they may miss their PDR in 2017 and have a gap of 18 months between performance assessments. The force has plans to review this process within the next six months and move towards a more supportive and developmental one-to-one conversation process between members of the workforce and supervisors.

### **Identifying potential senior leaders**

The force operates a talent support scheme in which each district and department supports staff and officers. The scheme is widely advertised and is open to all officers and staff within the organisation. Selection for this scheme is through an application form and a structured interview process. The talent support scheme gives participants the opportunity for psychological and personality profiling, coaching and additional responsibility in terms of a project. Officers and staff we spoke to during the inspection told us they felt that the structures and processes for progression and promotion were fair and transparent. Opportunities are advertised on the force intranet and all candidates follow the same process of a competency-based application form which requires support from the leadership team. Applications are then anonymised prior to a paper sift, and the final stage is an interview. Recruitment and selection training is provided for managers involved in the recruitment process. The officers and staff we spoke to during the inspection expressed the view that promotion processes were now fairer, more transparent and with better feedback and support provided to those who are unsuccessful.

## Selecting leaders

The force participates in the direct entry<sup>37</sup> and fast track schemes.<sup>38</sup> The talent progression scheme, now in its fourth year, identifies high potential members of the workforce to become senior leaders. The force has also invested in training and development through senior leadership and career development forums aimed at both police officers and police staff. Districts run continuing professional development (CPD) events with external and internal speakers which are open to all. Mentoring is available for officers seeking promotion. Courses such as ‘So you’re ready to be a sergeant...’ are available, which are designed to encourage involvement of officers within the promotion process, providing an opportunity to possible candidates to understand what is expected in that rank and what will be required of them if they wish to go through the promotion process. Promotion routes and career pathways are less clear for police staff, but force support has included a senior police staff manager attending the strategic command course.<sup>39</sup>

There has been significant restructure in the leadership and professional development programme as a direct consequence of staff feedback regarding how senior leaders treat people and make decisions within the organisation. Survey results from 2014 identified a lack of trust and confidence in senior leaders within the force. Since then, the force has had a change within its leadership team, including a new chief constable who has led change. The organisational values are now well communicated and understood within the organisation, and the senior leadership forum, which includes both senior officers and police staff, has been revised to make it more relevant to leadership within the police service. The chief inspector leadership programme was introduced in the autumn of 2016, along with a ‘Proud to lead’ programme aimed at first and second-line managers, including police staff. Sergeants and inspectors are required to undertake mandatory College of Policing courses, which include six modules covering the leadership essentials.

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<sup>37</sup> Direct entry has been introduced into the police service in recent years allowing direct entry points into the police service at the ranks of inspector and superintendent. The direct entry training and development programmes are a fundamental and crucial change to bring new perspectives, skills and experience into the police service to provide policing which is professional, efficient and capable of dealing with the growing pressures of today and beyond.

<sup>38</sup> The fast track scheme offers a development programme and promotion mechanism to enable the most talented to advance to the rank of inspector within two years for serving constables. This will enable the service to develop a cadre of officers with the skills, experience and capacity to reach the senior ranks of the service, at least superintendent, and to have an opportunity to influence the management and culture of policing positively.

<sup>39</sup> This course prepares police officers and staff for promotion to the most senior ranks in the service. This course is open to police officers at superintendent and chief superintendent ranks, and staff at equivalent grades, from all UK forces, who have shown the potential to progress further in their careers. Attendance on the course is a statutory requirement for officers seeking promotion to assistant chief constable (ACC) and above.

## Summary of findings



**Good**

Since our 2016 report, West Yorkshire Police has made notable improvements in the way it seeks feedback and challenge from the workforce. Officers and staff have an improved understanding of the action the force has taken in response to the last staff survey, with evidence of feedback in the five district areas in the form of ‘We asked, you said, we did’. The force has taken the recent recruitment of police officers as an opportunity to address BAME disproportionality. Extensive efforts have been made to address this issue through a range of initiatives, and engagement with the different communities within West Yorkshire. The force is continuing to develop a comprehensive approach to understanding staff wellbeing; a clear strategy is in place, with effective governance to support departmental and district activity. The force has well-established and well-used processes to manage and develop the individual performance of officers and staff, although we found a mixed picture among the workforce on how effective and useful this process is for managing individual performance. The force participates in the direct entry and fast track schemes, and has a talent progression scheme, which is now in its fourth year, to identify and support high-potential members of the workforce to become senior leaders. The force has also invested in training and development through senior leadership and career development forums which are open to both officers and staff.

## 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](http://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](http://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<sup>40</sup>. 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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<sup>40</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://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](http://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 West Yorkshire 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](http://www.gov.uk/government/statistics/police-powers-and-procedures-england-and-wales-year-ending-31-march-2016)). Stop search totals used exclude vehicle only searches and those searches where the ethnicity of the subject was 'not stated'. Data may have been updated since publication. The likelihood of a stop and search is based on the number of stop searches per 1,000 population for each ethnic group. The population data used is usual residents by ethnicity from the 2011 census. These are the most robust and up-to-date population breakdowns by ethnicity.

**Figure 2: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in West Yorkshire Police as at 31 January 2017**

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

**Figure 3: Grievances raised per 1,000 workforce, in West Yorkshire Police in the ten months from 1 April 2016 to 31 January 2017**

**Figure 4: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in West Yorkshire 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 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in West Yorkshire 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 6: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in West Yorkshire 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 7: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in West Yorkshire 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 8: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in West Yorkshire 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 9: Percentage of officers on short or medium-term sick leave, in West Yorkshire 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](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)).

**Figure 10: Percentage of officers on long-term sick leave, in West Yorkshire 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](http://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.<sup>41</sup> 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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<sup>41</sup> 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<sup>42</sup> 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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<sup>42</sup> 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.