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# PEEL: Police leadership 2016

A national overview

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## Foreword

This year, I am encouraged that forces have taken some very positive steps in response to the first inspection of leadership that HMIC carried out in 2015. Many forces are demonstrating good practice in a range of areas. Some of these areas of good practice are highlighted in this report. However, this year, after inspecting all 43 forces in England and Wales, it is clear that there is still too wide a gap between the highest and lowest-performing forces.

Forces appreciate the importance of understanding and developing their leaders at all ranks and grades. We found that most officers and staff are clear about what is expected of leaders within their respective force. There have never been more options open to forces that want to develop leadership within their workforce and the majority are taking advantage of at least some of these options. However, we found that the overall picture is inconsistent.

It is clear to me that there is a growing consensus among senior leaders within policing that the development of leadership is an area that requires more attention. Forces should not act in isolation; there is an opportunity for forces to work together to improve leadership across all levels of policing. Following on from its leadership review in 2015, the College of Policing have developed a set of 'Guiding Principles for Organisational Leadership' which we have used to help inform the criteria for our inspections. Forces should use these principles in developing their approach to leadership in the future.

I would like to thank all the forces we inspected for welcoming and supporting our inspection teams this year. HMIC will continue to inspect leadership within policing as part of PEEL in 2017 and we will revisit some of the themes set out in this report.



Michael Cunningham

HM Inspector of Constabulary

# Summary and main findings

## Introduction

This is the national report on police leadership under HMIC's PEEL programme. This inspection explores the degree to which leadership is understood within policing, how forces work to develop leadership capability and how well leadership is displayed by a force. We have inspected leadership at all ranks and grades, not just at the most senior levels in each force. HMIC acknowledges that there is no single definition of what good leadership is in policing; this inspection does not aim to provide or promote a single model.

This report covers the financial year 2015/16 and is based on inspections that were carried out between March and July 2016. We have produced reports that assess leadership for each police force in England and Wales; these reports can be found on the HMIC website: [www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/)

The reports consider the actions that the 43 police forces in England and Wales are taking to improve the quality of their leadership at every level. This is not an assessment of individual operational leadership within policing.

This year we have we have asked three principal questions:

- How well do the police understand leadership?
- How well do the police develop leadership?
- How well do the police display leadership?

HMIC considered a range of documents submitted by the 43 Home Office-funded forces in England and Wales and carried out fieldwork in each of these forces. As part of our fieldwork, inspectors interviewed senior officers and staff responsible for finance, organisational change, human resources and performance in each force, and held focus groups with officers and staff. Full details on last year's inspection can be found on HMIC's website: [www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/2015-peel-assessment/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/2015-peel-assessment/)

Unlike the Efficiency, Effectiveness and Legitimacy reports, forces have not been given a specific grade for Leadership. This reflects the fact that leadership enables these other aspects of policing, inspected as part of our PEEL inspection programme, and should not be graded in isolation.

## **Main findings**

HMIC found that many forces were performing well in the three main areas we inspected, which is in line with our 2015 findings. In particular, HMIC found:

### **Understanding leadership**

Many forces demonstrated that they have set out clearly how they expect good leaders to behave. Encouragingly, most of the forces that have not yet set clear expectations are working to develop them in close consultation with their workforces.

### **Developing leadership**

Most forces have a range of leadership programmes and initiatives in place, which are used to develop their current and future leaders. Many are beginning to widen the way they identify possible candidates for leadership roles.

### **Displaying leadership**

Senior leaders in most forces encourage and act on new ideas, including taking up suggestions from a range of force-level 'innovation' schemes. There are some good examples of forces working with academia and some forces are encouraging new evidence-based ways of working based on evidence from research or from good practice in other forces.

However, HMIC also identified some gaps and we have suggested areas for improvement. Some of these areas are similar to those that HMIC identified last year. Although there has been some progress, there remains room for improvement in a number of areas:

- Forces are identifying and developing talented leaders who are drawn from high-performing officers and staff, but leadership development for the wider workforce (especially police staff) remains inconsistent. The force's expectations of what it wants from its leaders are rarely included as part of an individual's performance review.
- Few forces are able to demonstrate a sufficiently broad understanding of the skills, background and experience of their leadership teams. This does not allow them to make informed decisions about how to develop teams who have a variety of leadership styles and approaches.
- Although almost every force has, or is developing, an individual performance review process, they are still weak in many forces. As a result, many forces cannot be confident that they have fair processes in place to identify and develop talented individuals whose leadership styles and approaches are different from those of their peers or managers.

- While some forces were able to demonstrate that they are can identify and resolve leadership problems in parts of the force, very few forces appear to have a systematic process to identify and address poor leadership.

## Context

Good leadership at all levels within an organisation is a very important part of improving and providing quality performance; it is crucial in supporting a force to be more efficient, effective and legitimate. In the context of an increasingly complex policing environment that includes significant financial cuts, rapid advances in technology and shifting demographics, it has never been more important for the police service to identify and develop capable leaders. They must have the flexibility and skills required to meet not just current demands on services, but to respond effectively to demands in the future.

Over the past six years, the police service in England and Wales has seen significant reductions in funding, with the level falling every year in cash terms, and by £1.7 billion, or 19 percent, in cash terms. The police workforce has been reduced from 243,900 officers, PCSOs and other staff in 2010 to 200,600 in 2016. The 2015 spending review maintained central government funding in real terms, but forces are still expected to reduce costs in the long term. HMIC does not underestimate the continued financial challenges that forces continue to manage. Forces have considerably more funding in the next financial period than they had been planning for earlier this year.

Since 2010 most forces were not recruiting new officers many forces are now recruiting and there are now a number of different ways that they can do so. Many forces are now bringing in people with new and different skills through schemes such as Police Now and Direct Entry. Temporary promotions (often referred to as 'acting up') have been common as forces anticipated further funding reductions and sought to retain a level of flexibility. This is something forces are beginning to address by reducing their reliance on temporary leadership positions. While forces remain under some financial strain, the fact that the recent funding settlement was more favourable than expected provides an opportunity for forces to invest in people and services. Forces should make sure that they take advantage of this opportunity to increase the variety of skills and backgrounds within their leadership teams. In doing so, they should find ways to encourage staff and officers to challenge existing practices and ways of thinking in a constructive way.

The College of Policing has worked closely with officers and staff at all ranks and grades to ensure that its leadership review<sup>1</sup> is encouraging change in policing. The review sets out a clear direction for leadership development and is supported by the forthcoming 'Guiding Principles for Organisational Leadership', which the College is seeking to publish in 2017.

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<sup>1</sup> For more information about the College of Policing's leadership review, see: [www.college.police.uk/What-we-do/Development/Promotion/the-leadership-review/Pages/The-Leadership-Review.aspx](http://www.college.police.uk/What-we-do/Development/Promotion/the-leadership-review/Pages/The-Leadership-Review.aspx)

There are many different leadership styles, models and approaches across policing and there is no simple model or style that guarantees good leadership. The best forces are able to demonstrate a sophisticated understanding of the effectiveness of leadership in different areas and use this understanding to support and improve leadership skills throughout the force. These forces also show the outward signs of good leadership: openness to new ideas, an ability to react quickly to new trends and a willingness to challenge constructively the way things are done.



# Understanding leadership

## Summary

In this year's inspection, HMIC found that most forces have set out their own leadership expectations, although how far this is understood by the workforce varies considerably. Generally, these expectations are linked to each chief officer team's vision for the force. The best-performing forces turn this vision into a strong common purpose for all members of the force and clearly explain how this should affect actions, behaviours and values.

Stronger forces make sure that their leadership expectations are communicated effectively to all ranks and grades, so that each member of the workforce knows how the expectations affect their role and everyday actions.

HMIC assessed chief officers' ability to demonstrate that they had a clear understanding of leadership across their workforce. While an understanding of the skills that individual leaders have developed through their professional background and training is relevant, it is important that senior leaders also have an understanding of what are sometimes referred to as 'softer' skills, for example, knowledge of an individual's ability to adapt to different situations or to motivate those who work within their area of responsibility.

Having developed a full understanding of their leadership capabilities, forces should be able to use this knowledge to their advantage. Senior leaders need to demonstrate knowledge of leadership strengths, weaknesses and gaps at every level. This includes showing that the force has acted appropriately and consistently on its analysis to improve leadership in different parts of its workforce, and that senior leaders have a common approach to leadership which is having a positive effect.

## **A force-wide understanding of what is expected of effective leaders**

Most of the forces we inspected were able to demonstrate that they had set out, and understood, what was expected from the leaders in their organisation. These expectations often form part of a wider force ethos, code or vision. The expectations were generally understood by the top team, and in many cases were communicated well to the workforce. HMIC found a number of initiatives in which chief officers were prioritising leadership development within the force and were making concerted efforts to ensure all parts of the workforce understood its importance. We do not underestimate the level of investment in time and energy required to ensure awareness of leadership values throughout the workforce.

South Wales Police was able to demonstrate that staff at every rank and grade understood what the force expected from its leaders. In interviews, members of the workforce told us they all felt they had some form of leadership responsibility. Staff were committed to fulfilling the chief constable's expectations, with frontline officers in particular expressing the view that leadership is about empowering staff to provide quality services to their community.

Similarly, the chief officer team in Durham Constabulary champions the 'Durham Difference', which is about doing the right thing, being positive, honest and courageous and making a difference. Chief officers state their expectations through the 'Force Leadership Group', which is communicated throughout the rank and grade structure. This is supported by other methods of communication such as roadshows, webcasts and blogs. As a result, the force's vision is clear and accessible and staff fully understand the standards of leadership that the force expects from them.

Although these forces could show how effectively leadership expectations can be woven into all levels of the force, HMIC found a large number of forces in which expectations of its senior leaders are not received, embraced or understood throughout the force, particularly at lower grades. This is usually linked to how involved the workforce has been in developing leadership expectations. Even forces with clear and well-communicated leadership expectations often focus mainly on senior and middle managers, with very few including either police staff at any level or officers at the rank of sergeant and constable. High-performing forces also tend to have stronger mechanisms in place to encourage the workforce to feel engaged in developing and supporting changes in the way the force operates.

HMIC observed how Wiltshire Police successfully worked closely with members of its workforce at all levels in developing their leadership expectations. It was clear during the inspection that staff were consulted over the design and development of the force's main values. Since their introduction, the force's values have been used as the judgment criteria against which all staff are measured during their performance reviews. Staff recognised the importance of respecting those values and leadership principles, and it was clear that they were an integral part of the culture of the force. All staff with whom we spoke were able to explain their understanding of these values, which meant there was consistency between senior leaders and those dealing directly with the public.

The inspection found evidence of the difficulties that forces face in creating a coherent approach to leadership within areas where they work collaboratively with other forces. While the leadership expectations set out by individual forces generally have similar central elements, when forces collaborate it can be harder to achieve the same level of involvement in setting out their joint leadership expectations. Those forces that have a lot of joint functions should, and in some cases do, focus more on making sure that there is a single positive approach to leadership that effectively blends their different approaches.

## **An understanding of the relative strengths and effects of force leadership**

Where a force is able to set out clearly what it expects from its leaders, it is, to a certain degree, better equipped to use these to understand its own leadership strengths and requirements. HMIC found that the strongest forces have built a coherent set of leadership expectations which are underpinned by clear organisational structures that allow a force to understand the strength of leadership throughout the organisation. This understanding allows forces to deal more effectively with poor leadership and to respond to any gaps in their leadership skills and behaviours.

Many forces recognised the importance of having people with strong emotional intelligence within leadership teams, that is, the ability to recognise and understand complex human emotions and relationships in order to adjust behaviour accordingly. Lancashire Constabulary is an example of a force now considering the capacity for emotional intelligence as part of its promotion process. However, few forces were able to demonstrate a coherent approach to identifying and developing these skills in particular leadership teams. When speaking with officers and staff in forces such as Lancashire Constabulary, having high levels of empathy and emotional intelligence from leaders appeared to be a good indicator of improved wellbeing among the workforce, which in turn results in higher-performing teams.

During this inspection, HMIC found that, in most forces, individual performance review processes are weak or still developing. We found that in many cases the performance review process does not provide any meaningful level of insight into the collective skills of the workforce. A number of forces are in the early stages of introducing new processes linked to the 'PDR – Making It Count'<sup>2</sup> 2015 model set out by the College of Policing. HMIC expects that, given the amount of work being done in this area by a number of forces, the situation will improve. However, at present a large number of forces have no objective way to identify, select and develop diverse leadership talent.

HMIC found some positive examples during its inspections. Norfolk and Suffolk constabularies are working together to review the way they conduct appraisals with their staff. A new leadership and development programme places the revised staff appraisal process at the centre of identifying talent and developing future leaders. Cheshire Constabulary is also making good progress towards understanding the leadership skills of its workforce through improved performance reviews. The force has developed a new review system which allows managers to link personal objectives to the leadership behaviour framework of the force.

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<sup>2</sup> Information about the PDR process is available on the College of Policing website here: [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)

A force that understands the strengths and abilities of its leaders is better equipped to identify and respond to gaps in its leadership. HMIC found that forces are using a variety of techniques to respond to identified gaps in leadership capability.

Dorset Police has a well-developed understanding of its leaders at all ranks and grades in its workforce. The force has analysed the skills, career histories and areas for development for all staff and officers across the force and has made extensive use of 360-degree feedback as part of its annual workforce assessments. The people resourcing and development department is responsible for maintaining a detailed workforce plan. As part of this, it predicts staff turnover and responds to training requirements, anticipating skills requirements in the longer term. This is an example of a different approach to HR, which takes into consideration the future needs of the force.

Similarly, Derbyshire Constabulary demonstrated that where gaps in leadership capacity and capability up to inspector rank are identified, they are addressed through a deployment panel, chaired by the deputy chief constable and attended by all heads of divisions and departments. Hertfordshire Constabulary uses a similar process. The force 'Establishment Board' manages vacancies and shortages of leaders. However, few forces were able to provide examples of taking action to resolve leadership problems; many forces do not appear to have a systematic or effective process for identifying and dealing with poor leadership practice.

## Developing leadership

### Summary

HMIC expects forces to create a culture of continuous professional and personal development to increase the skills of its leaders at all ranks and grades in the organisation. Leadership development programmes and activities should be tailored to PCSOs, police staff and officers, regularly available and easy to access for all grades and ranks. In order to develop the most comprehensive range of programmes and activities possible, forces should consider, and in many cases are considering, working with other organisations within the public and private sectors. The College of Policing is developing skills and criteria for advanced practitioners which will be important for forces to consider, recognising that lateral development opportunities are as important as traditional vertical career development pathways. Equally, academic institutions may bring diversity of thought into forces' leadership programmes.

It is important that forces have effective programmes and other initiatives in place in order to be able to identify talented officers and staff. All eligible members of the workforce should have the opportunity to put themselves forward for promotion selection as part of an open and fair process.

HMIC expects forces to use an open and accessible system to identify and select talented individuals and to support participants in preparing for promotion through high potential or talent schemes. Very few forces were able to demonstrate this, or provide a robust assessment of the potential barriers to any member of the workforce seeking access these schemes, despite the fact this was noted in some forces as a problem. High-performing forces had a development programme which was well-publicised, with a clear application process. They also encourage personal responsibility for professional development.

Self-assessment and mentoring are fairly well-established in most forces as tools to develop future leaders. HMIC found many forces in which senior officers act as mentors to individuals within the organisation. Within Greater Manchester Police, the chief constable and deputy chief constable receive 'reverse' mentoring from frontline sergeants, a process in which advice is sought on a range of subjects from more junior members of the workforce. Only a small number of higher-performing forces were able to demonstrate a coherent process for identifying people to mentor; therefore it is likely that many senior officers are mentoring only those who have directly approached them or have been referred to them by colleagues.

As well as developing talented officers and staff within the workforce, better-performing and more effective forces will have assessed how to attract talented officers and staff from outside the force, and will understand where that talent will be

most useful. Forces should be able to display how they are increasing diversity of thought by attracting and recruiting people with different experiences and skills, particularly those from under-represented backgrounds. HMIC found many forces are seeking talented officers and staff from outside the force through programmes such as Police Now, Direct Entry and fast-track schemes. HMIC expects forces to evaluate the way that different leadership styles can improve the effectiveness of teams, but this was only found in a minority of forces.

## **Development of leadership capability**

HMIC found some forces responded quickly to leadership gaps when they arose, though evidence of this was lacking in a number of forces. Many forces have 'resource management boards' which oversee resourcing throughout the organisation. These help to ensure leadership resilience. However, HMIC found that resourcing is not always based on a systematic assessment of the force's skills and capabilities. Forces should consider accessible systems that store comprehensive information about individuals' leadership capability and capacity, rather than only a description of technical skills and qualifications.

Many forces use regular staff surveys as one of a range of tools to assess perceptions of leaders in their forces. Within Kent Police, staff surveys are conducted regularly and include questions about leadership so that the workforce can comment on the quality of leaders in the force. The surveys are followed up by a 'you said, we did' action plan which directly contributes to the development of the force's leadership.

The best-performing forces provide regular evaluations of their development programmes. HMIC found that Avon and Somerset Constabulary consistently evaluates leadership development programmes using an internal evaluation team, supported by the chief officer team. The force was able to demonstrate a proactive approach to seeking feedback in order to enhance its programmes. This level of evaluation to understand the effect and benefits of leadership development is rare. This means forces generally cannot be sure that their leaders are being developed in the best ways possible.

HMIC found that few forces offer a comprehensive process to support good leadership at all levels, though it is clear that forces are working to increase the accessibility of their development programmes. For example, Northumbria Police provides an accessible and well-publicised system which identifies talented officers and staff at more junior ranks and grades. Its six month 'lead, excel and develop' programme is open to all officers up to the rank of sergeant and police staff equivalents. Officers and staff we spoke to said they believed that opportunities to enter the scheme were fair and accessible. HMIC found evidence of a number of forces expanding their development programmes to more junior members of the organisation. For example, Surrey Police is in the process of developing a training

programme for sergeants and police staff, which was previously only available to inspectors and above. Wiltshire Police has taken this one step further: staff at all levels have been involved in the design of its leadership development programmes, helping to shape not just the content but also the way that training is provided.

In many cases the workforce feel they need to be invited to be involved in development programmes or that programmes are reserved for 'a chosen few'. Although this is understandable, because forces need to make decisions about where best to target limited resources, HMIC suggests there are benefits in increasing the breadth of leadership development opportunities to a greater range of officers and staff. Within Cumbria Constabulary, newly-promoted sergeants and inspectors are all required to complete a workbook that must be signed off before they are confirmed in their rank. They are able to access a range of leadership modules to help them to develop, covering critical incident training, managing team performance, safeguarding and public protection. All candidates at leadership interviews are given development plans, whether they are successful or not.

## **The importance of spotting and developing potential senior leaders**

The importance of spotting and developing talented individuals with the potential to be senior leaders is recognised at more senior levels in most forces. HMIC observed a number of forces that have some sort of system in place to achieve this, though this is usually more heavily weighted towards identifying talented police officers rather than talented police staff.

Many forces are developing or implementing performance development reviews which are used to identify and ultimately develop leadership talent, though in most forces it was clear that this process is still developing. The best-performing forces have formal programmes to identify and develop talented staff in most ranks and grades, including in-force programmes and access to national programmes such as 'fast track to inspector'. Forces need to ensure that the processes for identifying leadership talent are fair and open.

Those forces that are the most advanced at developing their future leaders have learning and development programmes which are linked to the capabilities they intend their workforces to have in the future, and have prioritised training in these areas. For example, Kent Police has performance development reviews that are fully integrated into their recruitment processes. This means that when filling senior roles within the force, potential leadership capability is considered through the review process. The force uses talent panels to ensure fair access to its development schemes. These panels act as a governance structure to consider requests for learning and development, spot talent and agree development activity. The force employs a talent manager whose role is to ensure that potential leaders are identified and are made aware of appropriate schemes and development

opportunities. Across Kent Police and Essex Police, there is a leadership scheme exclusively for members of police staff. Candidates for the 'pathway' are identified by their line managers as having the potential to become future leaders within Kent Police and Essex Police. Unsurprisingly, forces that have robust performance review processes in place are generally better able to present a clear approach to identifying candidates as potential senior leaders from within the workforce. Within Kent Police and Essex Police, performance and development reviews are used to identify people with leadership potential, though HMIC recognises that, even here, more could be done to improve access to leadership development programmes for junior ranks and grades.

Until recently, opportunities for promotion in many forces have been rare. Most forces have only recently come out of recruitment freezes and have reduced the numbers of posts at all ranks, which have adversely affected opportunities for promotion. With the increased resources now available to forces (after the more favourable than anticipated spending review), recruitment is being used more frequently to enhance capability in a force, either through external recruitment or internal promotion.

Forces are beginning to recognise the number of ways that they can identify candidates for leadership roles. Some forces are recruiting for roles that are promotions from outside their own force in order to improve diversity in skills, views and ability, for example. However, many forces prefer to promote internally rather than compare internal candidates against external ones. The forces that are best at creating diverse leadership teams recruit externally, and assess the abilities of their workforces against individuals from outside of the force. Forces vary in the degrees to which they are adopting schemes such as Direct Entry and Police Now, which both open up the police service to leaders with a broad range of leadership experience from sectors outside policing. Although recruitment through these schemes only affects a small proportion of the workforce, commitment to them nonetheless demonstrates an appreciation of the need to be more receptive to talented leaders from diverse backgrounds.

In Sussex Police, senior officer recruitment is also open to external candidates, in order to enhance leadership capabilities and bring different ways of thinking into the force. Merseyside Police is making good use of a volunteer scheme to bring in leadership skills that are different from those currently in the force. For example, students are working as volunteers in the high-tech crime unit as police volunteer cadets. These are bringing in greater diversity, with leadership skills being encouraged through the 'citizens in policing' cadet scheme.

The Metropolitan Police Service is a strong advocate of Direct Entry schemes to bring in the skilled leaders that it needs. It has committed to taking on five Direct Entry superintendents each year until 2020 and to implementing a Direct Entry inspector programme. These schemes aim to attract applicants with ways of thinking



and approaches that are different from traditional policing approaches. As well as taking part in the Direct Entry scheme, North Wales Police also runs a 'citizens in policing' initiative to encourage recruitment from the local community. All jobs in the force are advertised externally (something that is not common in policing).

## Displaying leadership

### Summary

Understanding and developing good leadership is important. HMIC also sought evidence on the activities and culture that we would expect to see in a well-led force. High-performing forces are seeking out new ways of working from a range of sectors, and are much more open to internal and external challenge. This is the most difficult element of leadership to inspect. All forces are able to demonstrate some form of innovation and challenge. Inspections of higher-performing forces often find high levels of engagement among their staff, with lots of new ideas being considered and a real confidence across the workforce that suggestions and constructive challenges will be encouraged rather than rejected without consideration or treated as a threat by senior leaders.

One of the areas in which HMIC has looked for evidence of positive leadership is the extent to which a force is identifying and implementing better ways of working, especially technology. The strongest forces are encouraging innovation and challenge from their own workforces, empowering officers and staff to suggest and test out new ways of working. Strong forces also identify examples of best practice from across the police service and from outside policing.

HMIC found many examples of forces working closely with academia, industry and the voluntary sector in order to develop and implement best practice. The forces that are doing this most effectively are not only implementing change within their own force areas, but are working closely with other forces to encourage change at a regional or even national level; Durham Constabulary is a notable example of a force that is doing this effectively.

Forces are all aware of the need to increase the skills, background and experience of their workforces. HMIC found strong evidence to suggest that leadership teams that are more varied in their style, approach and experience are more effective in challenging existing processes and coming up with new ideas. Higher-performing forces are able to demonstrate a robust understanding of this and have sought to build more effective teams. However, many forces were not able to demonstrate an ability to understand or influence the shape of individual leadership teams to this level of detail. In previous efficiency inspection reports, HMIC established that too many forces focus on ensuring vacancies are filled, rather than making a considered judgment about the person with the best skills and leadership style for a particular role. We recognise that in many cases the options available to forces will be limited and we do not want forces to put bureaucratic processes in place. However, even a relatively light-touch approach supported by improved individual performance assessment processes would allow forces to make better-informed decisions about individual appointments.

## Encouraging and implementing innovation

Many police forces are seeking best practice and new ideas from other forces and other sectors. However, it is clear that many forces still mainly rely on custom and practice that has built up over time, rather than encouraging wider exposure to new initiatives. Although HMIC found that forces generally encourage their workforces to raise ideas through particular schemes, the degree to which officers and staff feel comfortable to do this varies from force to force.

During the course of our inspection, HMIC found many examples of forces implementing innovative ideas from officers and staff, or changing processes in response to challenges from their workforce; but this is not true for all forces. Kent Police is an example of a force that welcomes innovation from within the organisation, with staff at all levels using 'IdeaDrop'. This is a web-based interactive system to communicate and assess ideas across the entire workforce. HMIC noted that this tool is viewed by police staff and officers as an excellent product. Ideas are regularly placed onto the system, which has superseded email as the main method of making suggestions.

Forces such as Wiltshire Police have created a culture where innovation is encouraged at all levels. The workforce feels able to suggest innovative ways of working through a new 'flatter' force structure where chief superintendent and chief inspector ranks have been removed. This is something which has been difficult to achieve, but has been received positively by the force.

HMIC encourages innovation within policing. The best-performing forces make their ideas available to others in order to promote improvement throughout policing. Durham Constabulary demonstrates good practice in many areas of its work. It was clear during our inspection that Durham Constabulary is entirely willing and able to work with other forces and companies, and more importantly is advising other forces and sharing what it has learnt with them for the wider benefit of policing, and therefore the benefit of the public. Avon and Somerset Constabulary has looked for new ways to improve service and working practices in other forces. The 'tri-force collaboration' between Avon and Somerset Constabulary, Gloucestershire Constabulary and Wiltshire Police in a number of specialist areas was informed by research about other successful policing collaborations.

Senior leaders in many forces are working closely with industry and academia in order to develop innovative solutions to emerging problems. Staffordshire Police has embarked on an innovative collaboration with Boeing (a private sector company) to develop a range of law-enforcement IT solutions. The workforce views this as a major area of transformation. The deputy chief constable is the National Police Chiefs' Council lead for digital forensics and the force has also put itself forward for exploratory trials of technological innovation in this area.

Cheshire Constabulary is able to show that it uses external ideas from other sectors to challenge its own ways of thinking. The force leadership conferences always include external speakers, for example from Virgin Trains, which sends a clear signal that the force is open to considering what it can learn from other organisations.

Finally, HMIC observed leaders in a number of forces working closely with other public sector bodies to generate new ideas and ways of working. Gloucestershire Constabulary has produced a booklet called 'Planning for the Future' which has been made available to local authorities, emergency services and other local agencies. It clearly explains the force's financial position, the demand it faces for its services, its priorities and the way it will work in the future. The deputy chief constable has written to the chief executives of agencies including local authorities, about the force's savings plans and has initiated discussion about how they can all work together to provide a more efficient service to the public. At the time of the inspection it was too early to tell what effect this would have on wider engagement work with these organisations.

## **Developing diverse leadership teams in terms of experience, background and skills**

Most forces have an understanding of diversity that extends beyond protected characteristics such as age, disability or gender, but little has been done to use this understanding to develop diverse leadership teams. Many performance review processes are still developing, which means there is often no fair way to identify, select and develop diverse talent.

The College of Policing's leadership review, and subsequent 'Valuing Difference and Inclusion' strategy, highlight the importance of diversity of thought and perspective within policing. Cheshire Constabulary is one of the few forces considering this type of diversity in its workforce to help match the skills and experience of its workforce to the most suitable part of the organisation. The force has carried out an exercise 'which categorises different approaches and ways of thinking by officers within the force. As a result each officer is able to identify their own category and those of people they work with. The force uses this information to understand diversity in the widest sense and ensure that those with different skill sets and approaches are deployed effectively. It is also used as part of the promotion process, encouraging people to apply for promotion who might otherwise think they are not the 'right sort of person'. As a result, the force is now seeing more women apply for promotion. In Dorset Police, the senior leadership team oversees the deployment of officers and staff and specifically considers the skills and experience of individuals in order to achieve balanced teams.

West Yorkshire Police maintains records of staff skills and experience to assist with the process of moving its workforce into new roles and is evaluating whether this produces balanced teams. The force is using this understanding to develop its

workforce and to recruit the skills it needs from outside the force and the wider police service. For example, the force assessed the technical and business skills that were required to strengthen its information and communication technology team, recruiting directly from universities, based on the technical and business skills required for the roles.

Some forces are considering the future in terms of capability requirements, especially in relation to digital skills. South Wales Police has a recruitment model that has been established to reflect its future needs. This includes recruiting graduates with computer science qualifications to address emerging cyber-crime. The force has processes in place to identify potential future leaders from this group. However, overall, HMIC found limited evidence that forces are developing sufficiently diverse leadership teams. In order to address this, forces will need to consider how effectively they understand leadership at all levels within their organisations, and how much it works closely with the workforce to develop leaders for the future.

## Glossary

<b>Term</b>	<b>Definition</b>
360 degree feedback	system or process in which employees receive confidential, anonymous feedback from the people who work with them; typically this includes the employee's manager, peers, and direct reports
capability	ability to carry out a particular function
capacity	resources available to carry out a particular function
central government funding	amount of money police forces receive from the government
chief officer	in police forces outside London: assistant chief constable, deputy chief constable and chief constable; in the Metropolitan Police Service: commander, deputy assistant commissioner, assistant commissioner, deputy commissioner and commissioner; in the City of London Police: commander, assistant commissioner and commissioner; includes a member of staff who holds equivalent status to an officer of these ranks
collaboration	arrangement under which two or more parties work together in the interests of their greater efficiency or effectiveness in order to achieve common or complementary objectives; collaboration arrangements extend to co-operation between police forces and with other entities in the public, private and voluntary sectors
College of Policing	professional body for policing; established to set standards in professional development, including codes of practice and regulations, to ensure consistency across the 43 forces in England and Wales; also has a remit to set standards for the police service on training, development, skills and qualifications

cyber-crime	offences committed by means of communications technology; these fall into one of two categories: new offences such as offences against computer systems and data, dealt with in the Computer Misuse Act 1990 (for example breaking into computer systems to steal data); and old offences committed using new technology, where networked computers and other devices are used to facilitate the commission of an offence (for example, the transfer of illegal images)
demand	in the context of this report, the amount of service that the public and other organisations require of the police; the police carry out a wide range of interventions in response to this demand including preventing disorder in towns and city centres, protecting vulnerable people and property, responding to crises, stopping crime and anti-social behaviour as it happens, and apprehending and bringing offenders to justice
Direct Entry	<p>system of recruitment at ranks higher than constable; launched in 2014, currently it is made up of three schemes:</p> <ul style="list-style-type: none"> <li>• direct entry at inspector (commenced in 2016);</li> <li>• direct entry at superintendent; and</li> <li>• direct entry at chief constable</li> </ul>
diversity	political and social policy of promoting fair treatment of people of different backgrounds or personal characteristics; the Equality Act 2010 specifies nine protected characteristics in this regard: gender, age, disability, gender reassignment, marriage or civil partnership, pregnancy and maternity, race, religion or belief, and sex and sexual orientation
governance	in the context of programme and project implementation, the logical, consistent and robust decision-making framework designed to ensure that programmes and projects are managed efficiently and effectively

high-tech crime unit	police computer crimes unit which undertakes examination and retrieval of evidence or intelligence from computers, computer-related media and other digital devices
HR	human resources
human resources	department responsible for the people in an organisation; its principal functions include: recruitment and hiring of new workers, their training and continuous professional development, and their benefits and performance
incident	record created by the police when a member of the public calls for police assistance, or a police officer observes or discovers a crime, prior to a decision whether a crime has been committed
National Police Chiefs' Council	organisation which brings together 43 operationally-independent and locally accountable chief constables and their chief officer teams to co-ordinate national operational policing; works closely with the College of Policing, which is responsible for developing professional standards, to develop national approaches on issues such as finance, technology and human resources; replaced the Association of Chief Police Officers on 1 April 2015
PDR	performance and development review
PEEL programme	HMIC's police effectiveness, efficiency and legitimacy (PEEL) assessment; an annual programme of all-force inspections that reports on how well each force in England and Wales cuts crime (effectiveness), provides value for money (efficiency), and provides a service that is legitimate in the eyes of the public (legitimacy)
performance and development review	assessment of an individual's work performance by his line manager, usually an officer or police staff manager of the immediately superior rank or grade



Police Now	scheme aimed at attracting top university graduates into policing; it recruits exceptional graduates to join the police in a two-year programme similar to 'Teach First'
police officer	individual with warranted powers of arrest, search and detention who, under the direction of his or her chief constable, is deployed to uphold the law, protect life and property, maintain and restore the Queen's peace, and pursue and bring offenders to justice
police staff	person employed by a police force and who is not a police officer
protected characteristics	characteristics of a person which, if established to be the basis of discrimination, will render that discrimination unlawful under the Equality Act 2010; the characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation
public protection	section of a police force dedicated to ensuring the safety of members of the public who are in danger of becoming victims of crimes such as child sexual exploitation, domestic abuse or stalking and harassment
recruitment freeze	management tool by which the organisation in question does not recruit new workers, and includes the practice of not replacing those who have left
resourcing	arrangements to ensure the correct level of funding, officers and staff and any other requirements to provide a particular service
safeguarding	process of protecting vulnerable people from abuse or neglect
senior officers	police officer holding a rank above that of chief superintendent
shared services	services provided by a division or department of an organisation to more than one other part of that organisation

spending review

process by which HM Treasury sets the expenditure of government departments

workforce

people employed by an organisation; in the case of the police, it includes officers, even though they are holders of the office of constable and therefore not employees of their police forces; it also includes police community support officers and staff