PEEL: Police leadership 2017

A national overview

Contents

Foreword

This report draws on the findings on police leadership from our annual PEEL assessment of all forces in England and Wales. Since our previous report on police leadership, the College of Policing has published its *Guiding principles for organisational leadership.*[1] We recognise the hard work many force leaders have done to adopt these as part of their forces' organisational development.

The results have been mostly positive. We have seen commitment and a drive to improve policing from leaders at a range of ranks and grades and from all members of the workforce. Examples this year include leaders continuing to develop and promote a culture of ethical decision-making, taking the wellbeing of officers and staff more seriously, and encouraging their people to give constructive feedback to improve working conditions.

When these things are working well, the workforce performs better and the public will see a better service from the police. During our effectiveness inspection, we have also seen leaders helping to improve the way that their forces safeguard vulnerable people. This report highlights some of the examples of good practice that we saw in these areas, and more.

As in previous years, we found areas where forces must do better. In particular, they need to understand their leadership skills and capabilities better, and make sure that people have fair access to promotion and development schemes.

These long-term issues will take time and a concerted effort to improve and get right. There is no quick fix, but while we acknowledge the difficult context in which forces are operating, they should take action now. In 2018 and beyond, we will revisit the areas we have set out in this report and expect to see improvement.

Finally, I would like to thank all the forces we inspected for welcoming and supporting our inspection teams again this year.

HMI Matt Parr CB

HM Inspector of Constabulary

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[1] *Guiding principles for organisational leadership*, College of Policing, HMIC, NPCC, February 2017. Available from: www.college.police.uk/What-we-do/Development/Promotion/police-leadership-guiding-principles/Pages/Police-leadership-guiding-principles.aspx

Summary and main findings

How we inspect leadership

Leadership, both as a skill and as a way of thinking, is important at every level of policing; it does not only apply at the most senior levels. So, we inspect leadership in ranks and grades. We acknowledge that good leadership has a range of styles and this report does not prescribe or promote a single approach.

Through our inspections, we are trying to find out how forces develop and show good leadership throughout policing, not just whether senior members of the workforce are good leaders. For example, we consider whether the workforce feels able to challenge senior leaders and suggest new ideas and ways of working. This is a sign of a working environment and culture in which officers and staff feel valued and empowered.

This year, our inspection of leadership across the three 'pillars' of PEEL (legitimacy, efficiency and effectiveness) covers these themes:

- fair and ethical leadership (also known as organisational justice);

- overseeing cultural change – increasing diversity and innovation;

- workforce development; and

- taking effective action.

We have used these themes to assess whether police leaders create a fair and ethical working environment and culture in which everyone has an equal opportunity to develop. Forces should also welcome innovation and work collaboratively to solve problems. Police leaders should be able to adapt quickly to changing circumstances, using their resources efficiently and effectively. Finally, leaders should be achieving what they set out to accomplish, showing they have effective measures and governance in place to make sure their people are attaining priorities.

About this report

This is the national report on police leadership under HMICFRS' PEEL programme. This year, for the first time, we assessed leadership as part of our autumn effectiveness inspection. We focused specifically on how it affects neighbourhood policing and protecting vulnerable people. This was in addition to our inspection of leadership in our legitimacy and efficiency inspections.

This report is the culmination of all these aspects of our work on leadership. It is based on inspections that we carried out as part of our spring inspection between April and July 2017 and our autumn inspection between September and November 2017.[2]

We have not graded forces separately for leadership, because the relevant evidence we gathered has formed part of the graded judgments for our other PEEL inspections.

We considered a range of documents that the 43 Home Office-funded forces in England and Wales submitted, and carried out fieldwork in each of those forces. As part of our fieldwork, inspectors interviewed senior officers and staff involved in a wide range of functions, from preventing crime to human resources and organisational change. Inspectors also held focus groups with officers and staff. Full details of last year's inspection methodology are on the HMICFRS website.[3]

Main findings

Creating a supportive culture

We found many encouraging examples of police leaders showing drive and commitment to improvement, particularly in establishing a culture that recognises and supports all forms of wellbeing and ethical behaviour. When leaders get this right, members of the workforce are more likely to feel empowered, valued and motivated, and the force will be more efficient and effective.

During our effectiveness inspection, we saw examples of strong commitment to protecting vulnerable people. In almost all forces, police leaders showed that they understand the importance of treating the people they serve fairly and with respect. It was clear that most of the police leaders we met are dedicated to serving the public, and took ethics and values into account in all their contact with them.

Using feedback to improve working conditions

In general, we found that police leaders welcomed and valued feedback and challenge from their workforces; we saw many examples of police leaders taking action to improve working conditions as a result. Most forces now conduct some form of annual workforce survey, although some could do more to show their

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[2] This year, we have not produced individual force reports on police leadership because we have included elements of leadership within each of the individual force reports published as part of our efficiency, effectiveness and legitimacy inspections.

[3] 2017 PEEL assessment, available at: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/

workforces that they had made changes in response to the findings. Leaders need to show they take this type of feedback seriously, and that they expect their workforces to participate actively in change.

Looking outside for new ideas

Where we have found forces being particularly innovative, usually we have seen that they provide ways for people to give feedback that they trust and use regularly. These allow officers and staff to suggest new methods of working or ideas for dealing with problems. This seems to be working well in many forces.

Some force leaders were also able to show that they are open to new ideas that come from outside the police. Despite the progress made here, forces still need to get better at this, however.

Assessing ethical problems

Last year, we found several forces had created structures and processes to help them assess ethical problems rigorously. This year, encouragingly, we have found that these systems have matured and strengthened. It is important that forces continue to concentrate on this.

Looking after staff and officer welfare

Managing the balance between routine pressures and the need to look after staff and officers' welfare is one of the most difficult tasks that police leaders face, and one that they see as increasingly important.

We saw good examples of senior leadership teams looking closely at wellbeing when making operational and organisational decisions, which suggests that their way of working is changing. Such progress is encouraging, but leaders throughout policing need to be sure that their efforts are having the desired effect. The danger is that such efforts are seen as stand-alone initiatives that make little difference to the daily experiences of frontline officers.

Looking after vulnerable people

We have seen commitment from police leaders towards understanding the nature and scale of vulnerability, and to improving their response to vulnerable people. We found that leaders had increased resources in this area, so they can respond to greater demand from the public and from partner organisations, such as local authorities.

However, in some areas, we expect to see forces taking more action. Mostly, these concern improving and sustaining the workforce's skills and capabilities. This is an important way to maintain an efficient and effective police force.

Finding future leaders

One area in which forces need to improve most is in spotting and choosing their future leaders – and in whether the workforces feel that the processes are fair. It is essential for all workforce members to get fair access to, and opportunities, for development and progression, and to trust that those who are selected for development or promotion have been chosen fairly.

Forces need to make more effort with succession planning, specifically in terms of skills and capabilities; this includes considering talent from both within and outside policing. Some forces are making the most of different opportunities to build a workforce for the future, including looking for skills externally, but many of them need to do more in this area.

Understanding leadership capability

Linked to the points above, and echoing the findings in our 2017 efficiency report, the degree to which forces understand the leadership styles and skills of their workforces varies, specifically in relation to the changing demands of police work. We did not find that any forces had a sufficiently deep understanding of their workforces' skills for them to plan effectively for future demand and develop people to meet that demand.

We have developed a prototype self-assessment template for all forces to use, to help them understand their capability. This self-assessment will result in an annual force management statement.

Each force management statement will be a four-year assessment by the chief constable concerning the demand (crime and non-crime, latent and patent) that the force is likely to face over this period. It will include the state of the force's assets and its projected income as well. The assessment of the force's assets (predominantly officers and staff) will cover their condition (wellbeing), capacity, capability, performance, serviceability (what it takes to look after them) and security of supply (how to deal with peaks in demand). These statements will also help forces to identify and deal with any gaps in capability. Forces will give us their force management statement as a requirement of our inspections.

Developing leaders

Finally, only three forces could prove that between 1 August 2015 and 31 January 2017 all their officers and staff had been through a performance and development review process.[4] This omission undermines the ability of a force to understand its leaders' performance, or properly consider continuing professional development.

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

In light of these findings, we have suggested one specific area in which all forces should improve.

> Forces need to improve their use of performance and development review processes, in line with College of Policing guidance. This should help forces understand their people's leadership skills and capabilities. It also has wider implications for forces' abilities to succession plan effectively, using targeted leadership development, and to make sure they are communicating effectively about wellbeing to all ranks and grades within the workforce.

These areas identified as needing improvement are very important, if forces are to ensure that they can show legitimacy, efficiency and effectiveness. We will be revisiting these areas as part of our PEEL inspections in 2018.

Context

In discussing leadership, it is especially important to consider the context in which police forces are operating throughout England and Wales.

The number of police-recorded crimes has risen each year since March 2014, following a long-term decline. The latest police-recorded crime figures showed an increase of 13 percent from the previous year to just over 5 million offences.[5] By contrast, the Crime Survey for England and Wales showed a decrease of 7 percent compared with the previous year.

The methods used to gather these statistics could account for the differences,[6] but the upward trend in recorded crime in recent years could also indicate a rise in some forms of crime. As the Office for National Statistics has noted, some of the recent apparent rise is due to forces uncovering hidden crime and encouraging crimes to be reported/recorded that might otherwise be missed. A rise in reporting is a welcome sign of confidence in the police, but it also leads to an increase in the volume and complexity of the demand the police face.

The government has recently decided to protect cash grants to forces and to allow locally elected police and crime commissioners to raise precept contributions by up to £1 a month for a typical household. Together, this will mean that force budgets

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[5] *Crime in England and Wales: year ending June 2017*, Office for National Statistics, 2017, available at:
www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/june2017

[6] *Methodological note: why do the two data sources show differing trends?* Office for National Statistics 2017, available at:
www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/methodologies/methodologicalnotewhydothetwodatasourcesshowdifferingtrends

could increase by up to £270 million nationally. This is partly in recognition of the increasing demands that hidden crimes place on police forces throughout England and Wales.

Despite this, forces continue to face difficult resourcing decisions. Police workforce numbers continue to fall, from 243,900 officers, police community support officers (PCSOs) and other staff in 2010 to 198,400 in 2017. Forces must also continue to reduce costs in the long term.

Along with budget considerations and the changing nature of the demand for police services, leaders face many other difficulties. These include making sure the workforce is in good physical, emotional and mental health, and developing and maintaining a fair and ethical culture, while making sure policing is equipped with the skills it requires for the future.

Fair and ethical leadership

Summary

An essential element of good police leadership is being a role model for treating the public respectfully and making fair decisions. This is known also as procedural justice. In any organisation, it is crucial that leaders are seen to be fair in the way they treat people, and are open to challenge. It is important for police leaders to show openness, accountability and fairness. Our main findings are:

- Police leaders are committed to the fair and ethical treatment of both the workforce and the public. However, they could improve the ways in which they engage with the workforce through better communication and dissemination of information.

- Forces should treat developing frontline officers' approach to ethics and values as a priority.

- Most police leaders said they were open to challenge from their workforces. However, the extent to which workforces are confident in their leaders in this respect varies considerably.

Traditionally, policing has concentrated heavily on operational leadership. It was only relatively recently that forces began to broaden their focus to include broader aspects of their role, such as organisational development. Part of that change involves an increasing emphasis on ethical behaviour. The Code of Ethics[7] offers a guide for principles and standards of behaviour. Leaders should be demonstrating the values that the code promotes, thereby setting an example to their workforces. The Code of Ethics is now well understood in almost all forces.

We expect police leaders to seek feedback and constructive criticism. We perceive their willingness to do this as a way to measure openness; it is an important component of organisational justice.

The concept and practice of workforce wellbeing is relevant here and is becoming increasingly important. There is more about this later in this report.

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[7] *Code of Ethics*, College of Policing, 2014, available at: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

Leaders showing the importance of treating people with fairness and respect

We assessed the extent to which leaders in each force understand the importance of procedural justice. This includes how forces give the workforce the knowledge, skills and understanding they need to treat all the people they serve with fairness and respect.

This is an important aspect of displaying leadership, with significant consequences for policing. The College of Policing[8] has documented that when the police earn the trust of the communities they serve, in part by treating them fairly and respectfully, those communities are more likely to agree with police decisions and comply with the law. It can also affect a community's perception of the police in other ways, by making policing a more attractive career option, for example. This, in turn, can help to increase the diversity of the workforce.

Fair and respectful treatment

Police leaders at all levels play a crucial role in setting an example to others. We found that leaders in all forces recognise the need to treat people fairly and respectfully, and understand the value of doing so. The 2017 legitimacy report[9] covers the structures and processes that forces have established to support this in greater detail, such as training in, and scrutiny of, use of stop and search powers.

Our Ipsos MORI survey of public views of policing in England and Wales[10] shows that, nationally, 59 percent of people agree that the police in their local area treat people fairly and with respect. Many others (35 percent) who had no contact with the police either had no view, or did not know. Only a small proportion disagreed.

The proportion of respondents agreeing that the police treat people fairly and with respect increased slightly among those who have had contact with the police, to 63 percent.

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

[9] *PEEL: police legitimacy 2017*, HMICFRS, December 2017, available at:
www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2017/

[10] *Public views of policing in England and Wales 2017/18*, Ipsos MORI, December 2017, available at:
www.justiceinspectorates.gov.uk/hmicfrs/publications/public-views-of-policing-in-england-and-wales-201718/

Guiding the workforce through force values

Forces use a variety of arrangements to give their workforces a clear understanding of their vision or values. In higher-performing forces, these had been developed in collaboration with members of the workforce, and were widely recognised and adopted. Derbyshire Constabulary, for instance, has a clear set of force values that its workforce understands and uses. Crucially, the values are brought to life in all induction training, and in leadership development, using examples from the real world. The entire workforce can access practical examples of how to apply the force's values, based on real incidents, on the force's intranet.

In most forces, interaction with the public is underpinned by a common set of values that are consistent with the College of Policing's Code of Ethics. Wiltshire Police, for example, sees treating people fairly and with respect as a fundamental part of the force's expressed values, which are aligned with the code. The chief constable regularly meets officers and staff to reinforce these values, drawing on his own experiences to do so. Officers and staff have praised these events and have described the use of the force values as important in their contact with the public. Their positive description of the force's values reinforces how well established and understood they are.

Developing and maintaining an ethical culture

Last year, we explored how well forces developed and maintained an ethical culture. This year, we have focused on the role that leadership plays in setting an example of ethical behaviour. We also considered the systems and processes that forces have created to help support ethical decision-making. Both of these are important elements of leadership, as the College of Policing's *Guiding principles for organisational leadership*[11] has emphasised. In 2015, the College pointed out that 'senior police leaders play a crucial role in creating – or undermining – an ethical working environment, which can impact [sic] on the attitudes and behaviours of officers and staff'.[12] The processes by which senior leaders make decisions should be clear, so that everyone can understand their reasons.

We have also assessed the extent to which police leaders support ethical decision-making throughout the workforce. The role of frontline leaders is important here, particularly their influence as role models for a large proportion of the workforce.

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[11] *Guiding principles for organisational leadership*, College of Policing, 2017, available at: www.college.police.uk/What-we-do/Development/Promotion/police-leadership-guiding-principles/Pages/Police-leadership-guiding-principles.aspx

[12] *Police leadership and integrity*, College of Policing, 2015, available at: http://whatworks.college.police.uk/Research/Documents/150317_Implications%20paper_FINAL_REPORT.pdf

Forces, therefore, should see developing leaders' approach to ethics and values as an organisational priority.

We found good evidence that most forces are continuing to develop and promote a culture of ethical decision-making. We saw that leaders in most forces have established processes and systems to support ethical decision-making, and that the workforce generally used these forums to talk about ethical problems. However, we found less evidence that decisions were being publicised sufficiently widely throughout the workforce.

Promoting good practice

Once leaders have made decisions about ethical problems, it is important to communicate them effectively to the workforce. Higher-performing forces, such as those below, have found ways to make sure their workforces can learn about ethical dilemmas. For example, they have 'ethical champions', or hold regular events that senior leaders host. However, most forces have difficulties in demonstrating that these forums have had a positive effect on ethical decision-making.

Gwent Police has a robust system for considering ethical matters through its ethics committee. The committee considers a range of internal and external ethical topics. Currently, it is made up of external independent members and is accessible to all ranks and grades. The force is extending the membership of the ethics committee, to balance its composition, by including members of police staff, to draw on their experiences and perspectives.

We saw how the committee's discussions are reflected at a local level in team discussions. This shows that Gwent Police takes ethics into account throughout its decision-making processes, and that its leaders embrace and value ethics.

City of London Police, with British Transport Police and the Metropolitan Police Service, has co-founded the London Police Challenge Forum, which considers ethical dilemmas, policies and procedures. City of London Police intends to build a compendium of guidance on various matters to which people can refer. The forum invites non-police attendees to take part in discussions. The force maintains that ethical decision-making is important for all levels of its workforce. Its professional standards department also uses outcomes from grievances and disciplinary matters to improve performance through learning.

Cheshire Constabulary uses the results of misconduct cases as examples of unacceptable behaviour and publicises them to the workforce. The force uses internal bulletins, discussions of cases at leadership conferences and open conversations between the chief constable and the workforce to consider such cases.

We encourage more forces to use these approaches in order to clarify and improve their standards of behaviour.

Beyond the structures designed to support ethical decision-making, police leaders should be encouraged to understand the benefits of openness and accountability. This should include leaders understanding the importance of behaving in the same way that they expect others to.

As was the case last year, we were pleased to find that almost all chief officers publish details of their pay and conditions and of any gifts or hospitality they have received or been offered. Their business interests are also published on force websites, or on the College of Policing website.

Leaders seeking feedback and challenge from the workforce

Besides establishing an ethical culture, leaders in policing should be fostering an environment in which challenge is seen as appropriate and in which communication goes two ways, seeking feedback in a meaningful way. Forces should provide forums for feedback and challenge. They should also respond to what they hear, for example, by explaining the reasons for a change or why a change is not feasible or desirable. This is particularly important in areas where forces are changing structures and services.

Research into procedural justice shows that when the workforce feel informed about decisions, understand the reasons behind them and are able to ask questions and provide feedback, they are more likely to feel committed to a decision. This helps to create a more empowered workforce.

Encouraging feedback

Most forces now have systems and processes that allow the workforce to provide feedback to leaders. This development is welcome, if relatively recent.

Of the 43 police forces we inspected, 31 told us that they had conducted at least one staff survey since the beginning of 2016. Ten others told us they had conducted a staff survey before this. One force said it had conducted a survey but did not tell us when it took place. These findings are an improvement on last year, when we found 27 forces had conducted at least one staff survey. The response rates to the surveys had also improved.

We did not make a judgment on what a 'good' response rate to staff surveys is, or use the findings of individual surveys as part of our assessment. We still expect forces with particularly low response rates to consider why officers and staff did not fill in the survey. We also expect forces to be able to show that they are investing in other ways of engaging with their workforces and encouraging feedback.

Responding to feedback

We found many examples of forces listening to the workforce and taking action in response. Police leaders use tools such as 360-degree feedback – a process in which members of the workforce receive confidential, anonymous feedback from the people who work with them.

The College of Policing has also developed a reverse mentoring programme, which will give forces tools and guidance. (Reverse mentoring is when a junior person mentors a more senior person.) It can give senior police leaders a better idea of what it is like to be a member of an under-represented group, or simply a more junior person, in their organisation. It can help senior leaders to understand specific pressures and obtain first-hand knowledge to support positive action. Senior leaders can also gain a better understanding of the positive effects that diversity can have on the organisation, and of the barriers to progression that some people face.

Most police leaders said they were open to challenge from their workforces. But the degree to which the workforce has confidence in challenging leaders varies considerably. The most important element is the extent to which the workforce trusts leaders to engage with the feedback systems that they have established, and take action as a result of feedback they have received.

Mechanisms for challenge are working particularly well in Staffordshire Police. Every month, the Police Federation nominates a member of the workforce who has expressed a particular concern to raise it with the force executive team. This person will discuss the problem and possible solutions directly with a member of the chief officer team. As a result of feedback and challenge in this forum, the force has made many changes, including to the new performance review process and to the way the force recognises good attendance.

Chief officers in Durham Constabulary work hard to make sure they are visible and accessible to members of the workforce, and regularly go on patrol with officers. This offers chief officers both an insight into the role of patrolling officers and an opportunity to engage with them directly. Any member of the workforce can also ask to work for a day with any member of the chief officer team; this happens regularly. Both help to break down barriers and give the workforce the confidence to give feedback to senior leaders; they also make the force more efficient and effective.

Overseeing cultural change – diversity and innovation

Summary

This part of the inspection was about how forces are leading cultural change in policing.

The inspection also considered the extent to which leadership teams create and maintain a culture of innovation – one that accepts change in order to adapt.

Changing culture is difficult and takes time. We looked for evidence that the kind of cultural change we expect to see in well-performing forces was taking place. We explored how forces are improving their approaches to workforce wellbeing (physical, emotional and mental health) and fair processes for promotion, as well as the degree to which they are following the recommendations of national bodies. Our main findings are:

- Force leaders need to do more to make sure that, where leaders are providing support to improve workforce wellbeing, this support is accessible.

- Forces need to work with the College of Policing to improve the processes by which they choose people to promote. In a large number of forces, the workforce did not feel the processes to identify and select talent were fair and/or legitimate.

- Leaders in most forces are promoting innovation from within the workforce, listening to the workforce, accepting challenge, taking feedback and giving it themselves.

Wellbeing

Policing has long considered workforce wellbeing important, in theory. But we have only relatively recently seen police leaders take the concept more seriously, linking work to improve physical, mental and social wellbeing to improving the efficiency and effectiveness of the force.

This year, for the first time, we have inspected wellbeing as a measure of police leadership. In any organisation, leaders must develop a culture and environment that fosters wellbeing if they are to create a committed and motivated workforce. This principle is well established, and the study of wellbeing (especially in the police environment) is growing quickly.

Last year, we inspected how well forces identify and act on wellbeing needs. This year, we have expanded our assessment to examine the degree to which police leaders are championing wellbeing. We explored how well leaders understand their responsibilities, how they are acting as champions for wellbeing and what they are doing to create an environment in which wellbeing is taken seriously. This includes the degree to which police leaders are putting in place the structures and governance (the way that priorities, plans and decisions are agreed) to support wellbeing needs.

Developing a focus on wellbeing

In better-performing forces, senior leaders are engaging with their workforces actively and observing their daily working lives, to be sure that any changes will make a difference to people's regular work. We found some excellent examples of work that police leaders are doing to develop a culture of wellbeing.

In Cumbria Constabulary, the deputy chief constable twice a month chairs a wellbeing board as well as a 'valuing individuals' group, which helps chief officers understand how working for the force feels. At a force and local level, leaders look at a range of workforce data, such as the amount of overtime worked, the number of rest days worked and accrued time off in lieu, to spot and address any emerging problems. Wellbeing is considered at local daily management meetings and at higher-level daily operational resourcing meetings. The chief officer team has established clear expectations for supervisors and leaders on how to manage excessive working hours. Supervisors we spoke to during our inspection told us they were encouraged to take their allocated rest days to maintain a better work–life balance.

Hampshire Constabulary takes a positive approach to promoting the benefits of workforce wellbeing. 'Looking after its people' is one of the chief constable's six areas of focus. The force wellbeing strategy details the plans developed to support workforce wellbeing in terms of mental, physical, emotional and team health. The force's health and wellbeing committee, which reports to the deputy chief constable, oversees this strategy. Most members of the workforce that we spoke to believe the force takes their wellbeing seriously. In particular, one-to-one meetings, which include a wellbeing element, take place often now between most officers and staff and their managers. Managers confirmed they had received training to help them identify and deal effectively with workforce welfare matters.

Raising awareness of wellbeing

As we found last year, when a member of the chief officer team has a specific responsibility for wellbeing, it sends a clear message about the importance the force attaches to the issue.

This has implications for how wellbeing is considered as part of a force's daily activity. The leadership of Lancashire Constabulary has a clear focus on wellbeing, including emotional and mental health, which the chief officer team explains clearly and with passion. The force should be acknowledged for the work carried out under the chief constable to raise awareness of wellbeing, not only in its workforce but also by championing the concept nationally. The force has played a role in developing the Blue Light Wellbeing Framework[13] and in supporting the Oscar Kilo website,[14] which provides information, advice and guidance on wellbeing.

The College of Policing is to develop a national police wellbeing service, supported by a grant from the Police Transformation Fund. This work will be done in conjunction with the chief constable as National Police Chiefs' Council lead for wellbeing; it will build on the existing good work to maximise the opportunities of the Oscar Kilo website. It will also test and evaluate a range of different interventions with several forces, including practical welfare support.

Finally, the Metropolitan Police Service and Greater Manchester Police should be recognised for their work in this area. This includes their operational response to the terrorist attacks of March and May 2017 respectively, and the role that the police leadership took in quickly and professionally giving the workforce the support they needed. People we spoke to in both forces during the inspection agreed that their force's wellbeing provision following critical incidents is good.

Improving workforce wellbeing

Broadly, while police leaders (generally senior leaders) are good at understanding and promoting the benefits of wellbeing, forces still need to do more to spot and act on wellbeing concerns. It is important that all ranks understand the importance of wellbeing. However, sergeants need the clearest understanding of what they can do to improve workforce wellbeing because they have the most direct contact with frontline officers as well as management responsibilities.

The Police Federation for England and Wales' annual pay and morale survey[15] found that nearly two-thirds (60 percent) of officers surveyed said their personal morale was low. This was nearly five percentage points higher than last year. Eighty-five percent attributed this to the way the police as a whole were treated. This shows how important it is to understand workforce wellbeing and for managers and leaders at all levels to be able to identify and act on concerns.

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[13] The Blue Light Wellbeing Framework is an emergency services framework that contains learning from the emergency services, academia and Public Health England to provide organisations with a self-assessment tool.

[14] The Oscar Kilo website is available at: https://oscarkilo.org.uk/

[15] *PFEW pay and morale survey 2017 headline statistics July 2017*, Police Federation 2017, available at: www.polfed.org/fedatwork/5141.aspx

Police leaders still have room to improve in terms of how effectively they identify and prevent problems with workforce wellbeing. We found many examples where committed police leaders had set up well-intentioned initiatives that various members of the workforce were either unaware of or did not use. We also saw a discrepancy between the positive long-term ambitions for wellbeing set by senior managers and middle managers' ability to consider and deal with wellbeing problems. In many cases, this was due to constraints on resources; officers and staff said they felt they lacked the time to engage in wellbeing initiatives or discussions.

When police leaders are promoting wellbeing, it is crucial for the workforce to believe that this is being done meaningfully and legitimately, and that leaders will support wellbeing actively.

We address this topic in greater detail in our 2017 legitimacy thematic report.[16]

The importance of fairness in spotting and developing potential senior leaders

We assessed how fairly forces identify and develop talented people. We concentrated on the processes to select and develop talent, including workforce views on whether these processes were fair. This links to the 'developing leadership' aspect of the College of Policing's *Guiding principles for organisational leadership*.

It is important for all organisations to use a fair and objective process to identify the most talented people, and then offer them the right development opportunities. Effective development of senior police leaders is a complex matter. Training courses cannot achieve this on their own and it should be considered more broadly in career pathways.

Creating strong and effective leadership development for people at all levels requires innovative thinking and methods, which should be sustainable and supported with investment. This does not only mean financial resources. It requires investment of effort and commitment from individual leaders as part of their continuing professional development. This investment will produce better and more effective leaders, which, in turn, should create benefits for the force in other areas.

Identifying and developing talent

We found that forces performed particularly weakly in identifying and selecting talented people. This is an area in which perception is equally important as reality. In a large number of forces, the processes were either missing, or the workforce did not see them as fair and/or legitimate. As well as providing access to everyone (and

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[16] *PEEL: police legitimacy 2017*, HMICFRS, December 2017, available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2017/

allowing greater diversity), fair processes help to make sure that future leaders gain their positions fairly. That means the workforce is more likely to trust them.

Some forces have no mechanisms to identify or develop talented people. While we recognise that forces face financial pressures, we expect them to pay particular attention to this area in future.

However, we found that some forces are managing the process of identifying and developing talent well.

Leaders in Kent Police have fostered several schemes to develop talent and import skills at various levels. The force has clear processes for succession and to identify and manage talent. The police staff leadership pathway (PSLP), a joint scheme with Essex Police, has been running for two years and a total of 12 people are enrolled on it currently from the two forces. The scheme was improved following an internal review conducted in June 2016 to identify any potential barriers preventing people from enrolling. The force has held briefings for interested parties for both the fast-track scheme and the PSLP. Officers and staff that are already on these schemes went to the briefings to answer questions and help people decide whether a scheme was right for them. Generally, the workforce values these arrangements and sees them as fair. The sound performance development review (PDR) processes in Kent Police also actively support the fair development of the workforce.

Fair selection for leadership at all levels

The issue of improving wellbeing throughout policing is linked to the concept of treating the workforce fairly. We assessed how fairly forces manage and develop officers and staff at all levels, specifically in terms of selection as part of promotion processes.

For many within the workforce, the most visible element of good leadership is the open and fair selection of leaders, based on objective assessments and positive behaviours. The consequences of not doing this can be considerable, and may include leaders being accused of cronyism and nepotism and a lack of diversity. In terms of force performance, we found that this area was one of the weakest.

We assessed how well forces understood and enforced measures to reduce conscious and unconscious bias in selection and assessment. We also explored the question of diversity in leadership.

Recruiting and promoting fairly

Continuing professional development is now an important part of the College of Policing's programmes and is part of the application processes for senior police development. The College has developed a competency and values framework[17] (CVF) and guidance documents for making appointments. The CVF, which is based on the Code of Ethics, will provide forces with a tool to help them implement recruitment based on values and bring in people whose values are appropriate to policing.

With the aid of this framework, more forces intend to adopt values-based recruitment. As part of the leadership review,[18] the College has done a lot of work to promote and support better recruitment. This includes wider advertising of roles, both internally and externally, to make opportunities more accessible and recruitment processes more open.

Improving promotion selection processes

We assessed the value that each force placed on continuing professional development, in line with recommendations from the College of Policing. Forces need to work with the College to improve the processes by which they promote selection, taking advantage of the continuing work to professionalise the service. We did, however, see good practice in a handful of forces.

Thames Valley Police revised its promotion processes following our inspection in 2016. This year, the workforce told us that the selection of leaders at all levels of the organisation has become fairer. The force's promotion processes are linked to continuing assessment, using the CVF. A line manager assesses candidates, using the force's performance and development review system. The system has been redesigned to prevent favouritism and to make sure all candidates are treated fairly.

The force has introduced 'Why me? Why now?' statements rather than using traditional promotion application forms. At superintendent level, the promotion procedure includes an operational panel that assesses candidates' response to a specifically-designed policing situation. A strategic panel also assesses leadership and other management qualities.

Its assessors are trained to recognise and combat unconscious bias and emphasise the need for leaders to represent different backgrounds and knowledge. The force tested its process with groups of officers and staff before putting it fully into effect.

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[17] *Competency and values framework for policing*, College of Policing, 2016, available at: www.college.police.uk/What-we-do/Development/competency-and-values-framework/Pages/Competency-and-Values-framework.aspx

[18] *Leadership review*, College of Policing, 2015, available at: www.college.police.uk/What-we-do/Development/Promotion/the-leadership-review/Pages/The-Leadership-Review.aspx

Cumbria Constabulary has introduced a number of measures to make sure its selection processes are fair, open and accessible. The force has reviewed its promotion and development policy regularly to make sure it suits its purpose. It uses a 15-week review process to identify members of the workforce who are suitable for promotion. Candidates receive a pre-briefing, so that they understand the review process and know how they will be assessed. Those who do not succeed have a personal meeting with the human resources superintendent and receive feedback.

The force is one of a growing number of forces that are advertising vacancies externally, to encourage applications from a range of talented people from different backgrounds. The number of forces offering promotion opportunities to external candidates, while less numerous, is also increasing.

Encouraging and implementing innovation

Last year, we assessed the degree to which forces were encouraging innovation and putting new ideas into effect swiftly. This year, as part of our efficiency inspection, we explored two aspects of innovation in greater detail. These are the extent to which police leaders are influenced and informed by the workforce in terms of innovation, and the extent to which leaders look for innovation and best practice outside their own forces.

It is vital to create and maintain a culture of innovation within policing. In circumstances of increasingly complex and changing demand, police leaders should be open to suggestions from the workforce, and open to what is working well outside the force. This identification of innovative solutions is effective where leaders are engaging with a variety of people who have different approaches and ways of tackling problems.

The degree to which leaders are willing to accept and experiment with new ideas and ways of working is also a sign of a positive workforce culture, in which creativity and co-operation are encouraged and rewarded.

Encouraging innovation from the workforce

The performance of police leaders is relatively strong in terms of being receptive to, and encouraging, innovation. Leaders in most forces encourage innovation from within the workforce, listen to the workforce, accept challenge, take feedback and give it themselves. These are all signs of effective leadership, which will help make policing efficient. The strongest forces have involved members of the workforce in finding new ways of working, and have then continued to involve them throughout the process of evaluating and putting these innovative practices into effect. The diversity of those consulted and involved in this area is crucial.

In Avon and Somerset Constabulary, we saw leaders asking the workforce for their ideas about shaping a new leadership development system. The design of the programme was influenced by over 50 volunteers and more than 1,000 comments. This shows that the wider workforce have the confidence to engage with leaders and participate in change.

Leaders in Norfolk Constabulary are equally keen to promote innovation suggested by the wider workforce. The chief constable takes responsibility for promoting innovation and chairs an evidence-based policing group. Officers can bid for funds to pilot new ideas and often have the opportunity to develop these ideas personally, as part of their development. Clear criteria make sure bids are based objectively on best practice, innovation and sustainability. One idea put into effect through this process is a new drone capability. This has reduced the force's reliance on calling out expensive helicopters.

Many forces now use a variety of communication platforms to obtain feedback from the wider workforce. 'The Buzz', in Lancashire, which records workforce suggestions, has a particularly high level of workforce participation. Other forces have adopted similar tools, such as 'Fy Llais – My Voice' in North Wales Police. Successful workforce suggestions in North Wales Police include loading CCTV footage to IT systems, so it can be accessed from anywhere in the force. Another is a video link system that allows vulnerable victims to give evidence in court from their own homes.

Seeking new ways of working

This part of our inspection was also about how open police leaders are to new ways of working, and how proactive they are in learning from those around them – including other forces and other organisations. In most forces, we found this was good.

Hampshire Constabulary and Thames Valley Police have drawn on learning from law enforcement agencies in the USA and have worked closely with Microsoft to develop and improve their contact management capabilities. Gwent Police is learning from the private sector to develop training that uses virtual reality, which will allow it to test its workforce in a new way, using a variety of realistic scenarios.

Cheshire Constabulary recognised that it needed to replace its command and control platform. The force carried out research, nationally and internationally, and invested in a new operating system that will start work later this year. This system will be the first of its kind in the UK and is a significant advance in technology for the force. The system aids decision-making and the deployment of officers by linking intelligence to resource capabilities. The force hopes that this investment eventually will reduce its annual operating costs besides improving the public's experience of contact with the force.

Workforce development

Summary

We considered the work that police leaders are doing to sustain and increase leadership capability in their forces. We assessed their ability to plan strategically and build capability in the workforce fairly, and in a targeted way. This element of our inspection was mostly about workforce development, including the degree to which forces are taking advantage of new opportunities to select and develop talent.[19] This area is most important for the continued capability of police leaders. Our main findings are:

- Most forces need to do more to understand the skills and capabilities of leaders within the workforce. This information is not being used effectively for succession planning.

- Forces need to make better use of performance and development reviews. Only three out of 43 forces were able to prove that between 1 August 2015 and 31 January 2017 all officers and staff had been through a performance and development review process.

- Forces need to be better at identifying talent, promoting diversity and planning effectively for the future, helped by an understanding of the future requirements of the force.

Understanding leadership requirements and assessing performance

The College of Policing's *Guiding principles for organisational leadership* emphasise the importance of 'understanding leadership' and the need for force leaders to understand the likely demands of the future and how far the current leadership capability aligns with these. We assessed the degree to which forces understand the range of leadership skills in their workforces, and how they use this information to plan for the future.

In last year's leadership report, we said forces needed to consider how effectively they understand leadership at all levels within their organisations. This is still the case, especially as leadership demands in the police continue to change. While a

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[19] The College of Policing is developing a Policing Education Qualifications Framework which will 'support the development of policing as a profession through the provision of a coherent national approach to recognising and raising educational standards in policing' (for more information, see www.college.police.uk/What-we-do/Learning/Policing-Education-Qualifications-Framework/Pages/Policing-Education-Qualifications-Framework.aspx). This will affect both entry and promotion within the police service. HMICFRS will consider this framework in future inspections.

relatively high number of forces have worked to understand leadership at chief inspector rank and above, in general, forces need to do more to understand the leadership requirements of their future leaders at all levels.

This is particularly relevant in the context of the forthcoming police curriculum. The curriculum provides both a framework and a benchmark for developing knowledge, understanding, skills, attitudes and behaviours within policing, through education and training. This will create a new set of professional and educational considerations for supervisors, including recognising the importance of continuing professional development. So, it is especially important that forces consider the leadership requirements of those at the rank of sergeant.

Developing leadership skills

We found some examples of good practice, such as the robust PDR system that Thames Valley Police uses. The force combines this with extensive use of coaching and work-based assessments. It has also recently carried out a leadership skills and capability audit for officers of the rank of chief inspector and above.

As a result, Thames Valley Police is one of the few forces that understand leadership skills relatively well. This means the force can concentrate on developing the specific skills it believes will be important for leadership in the future, such as increasing personal resilience and skills in influencing others in the context of increased collaboration.

West Yorkshire Police has expanded how it considers leadership skills. It is now looking beyond understanding command skills in the operational policing environment to include softer skills. These relate to how tasks are carried out, not just what the tasks are. A recent promotion process tested values and leadership skills, encouraging candidates to focus on organisational culture. The force is using information about the capability of its workforce, the vision of the force and its understanding of future demand to shape its recruitment and identify people who have the leadership skills it needs to achieve that vision.

South Yorkshire Police has carried out a leadership and culture review, in addition to its workforce survey, which has found that its leaders need to show more emotional intelligence. It is also working to make sure that leaders understand the behaviours that support procedural justice. The force has used its PDR process to reveal its leadership gaps, and what leadership development the force needs.

Managing and developing individual performance

Our national thematic reports on legitimacy still emphasise the importance of managing and developing individual performance. Only three forces could prove that between 1 August 2015 and 31 January 2017 all officers and staff had been through a performance and development review process. This omission undermines the ability of a force to understand its leaders' performance (and may also make it

difficult to conduct effective wellbeing conversations with the workforce). It also affects a force's ability to fully understand its workforce. Forces need to improve their use of performance management in line with College of Policing guidance.[20] We talk about this in greater detail in the legitimacy report.

Developing future leaders

We considered the degree to which forces had analysed whether their leadership structure and training were likely to meet the changing demands of the future.

In many forces, leadership programmes often are limited to the formal schemes that are available nationally. We also found that the workforces in many forces felt they needed to be invited to join these schemes, or that development schemes are generally reserved for the chosen few (for example, those in higher ranks).

Few forces have a comprehensive process to support leadership development at all levels. Even fewer routinely assess the effect of their leadership programmes. Appropriate and informed leadership development should be open and accessible to everyone who works in a police force.

Understanding and developing workforce skills and capabilities

Forces need to consider and plan development needs in the context of the current workforce. Very few forces could show they had an effective route to develop future leaders, partly because they did not have enough information about existing skills and capabilities. This development will be supported in future through the College of Policing's continuing work to create leadership pathways. This work reflects the need to develop leaders at all levels, not just at senior ranks and grades.

We explained earlier how South Yorkshire Police is using the PDR process effectively to identify and develop leaders at all levels. The force offers officers and staff a wide range of developmental activities. These include, among other things, developing emotional intelligence, negotiating and influencing skills and confidence. Besides this, the force's leadership programmes are still developing leadership skills in first and second-line supervisors.

South Yorkshire Police plans leadership moves and matches the leadership skills it has to where the force needs them. It uses its understanding of candidates from PDRs and personality profiling to inform its decisions about filling vacancies. It considers the leadership skills that people already have, where they want to develop their skills, the needs of the organisation and the mix of personality types it already has in its senior leadership teams.

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[20] *PDR – making it count*, College of Policing, 2015, available at: www.college.police.uk/What-we-do/Support/Reviewing-performance/Pages/PDR.aspx

Thames Valley Police also performs well in this area. It does not only concentrate on developing the operational skills it knows it will need, but on the leadership and personal resilience skills that future police leaders will need. The force has rewritten its leadership programmes to match the skills described in its competency and values framework (CVF). It has also created a local programme for developing effective communication skills that supplements the CVF.

It is notable that both these forces have an effective PDR process, accompanied by a focus on continuing professional development. These processes generally support an organisation's ability to understand its workforce and the development needs of the future.

Succession planning

Developing police leaders is about more than just offering a range of training programmes. In many cases, forces are trying to create a culture of opportunity for members of the workforce in which people can develop through postings at the same grade. In a few cases, forces achieve this with postings outside policing.

We would like to see greater flexibility in the way forces deploy members of the workforce, to help develop them. We acknowledge that forces will have a range of competing priorities for resources in various areas. But we found several forces operating with a short-term, reactive approach to succession planning. These forces made limited use of forward planning and did not pay enough attention to bringing new skills and abilities into the workforce. This is likely to reduce their ability to develop their leadership capabilities for the future.

West Midlands Police has done work to identify the skills it needs for future leaders and has formalised them into a leadership framework. It has also asked senior leaders throughout the force to determine the specific leadership competencies that their individual teams will need for the future.

In general, however, we found very limited evidence of forces planning effectively for the leadership capabilities they will need in future. Few forces approach this in a structured and informed way, working to equip their future leaders with the skills they need. In many cases, we found leadership development is not given enough importance.

We saw some good examples of career pathways development, in particular in relation to investigators, and (in Essex Police, for example) to allow specialisation in leadership. But there is still room for improvement.

We did not find any forces had a sufficiently deep understanding of the skills and capabilities of their workforces to help them to plan effectively for future demand and develop their workforces to meet that demand. We would expect in future to see

more work on succession planning, including introducing capabilities and talent from outside policing, as the College of Policing's leadership review recommended.[21] This is something that more forces are now considering.

New talent selection and development opportunities

We assessed the extent to which forces take advantage of new talent selection and development opportunities as part of their succession planning.

More forces are making the most of the opportunities to make their leadership more diverse in the broadest sense, although, again, there is still significant room for improvement. We assessed forces' willingness to innovate in the make-up of their leadership teams and to improve their openness to new approaches, including new secondment and selection opportunities.

The development opportunities for police staff are generally still not equivalent to those for police officers. Police staff play a vital role in providing frontline services to the public and corporate services that enable the force as a whole to function. It is important that forces build and sustain capacity throughout their whole workforces, not just their officers. We also found that forces continue to promote people from within, rather than advertising externally to compare talent from a wider range of people.

The leadership of Northumbria Police wants to innovate and encourages its workforce to do the same. The force's recruitment and progression strategy has made it clear that innovation is an important skill for its workforce. The force is now recruiting externally to widen the range of applicants for all posts. Only candidates with an aptitude for innovation will be placed in certain important roles.

Providing development opportunities

We saw several forces actively encouraging secondments outside policing for development purposes, with some of them making use of the College of Policing's secondment scheme.

Avon and Somerset Constabulary offers various secondments and exchange opportunities for officers and staff. These include a management exchange scheme with the University of the West of England to develop individual leadership and management understanding, and leadership exchange programmes with commercial industry.

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[21] *Leadership review*, College of Policing, 2015, available at: www.college.police.uk/What-we-do/Development/Promotion/the-leadership-review/Pages/The-Leadership-Review.aspx

Similarly, South Yorkshire Police provides opportunities for constables to develop their careers through exposure to different roles at the same grade. The force plans to take this approach further. It is considering cross-sector exchanges and taking part in an external course that helps senior leaders from different organisations to understand the regional context in which they operate and the problems that others face.

Selecting new talent

As part of the Policing Education Qualifications Framework we referred to earlier, forces are now considering the role that apprentices will play in the future workforce. Thames Valley Police is leading work to develop policing apprenticeships, the first of which will be available in 2018. Cleveland Police is adopting an apprenticeship framework, intended to cover police staff roles, including PCSOs, contact centre staff, and serious and complex crime investigators.[22]

Last year, we found that the degree varied to which forces were adopting schemes such as Direct Entry and Police Now. From this year's inspection, it is clear that more forces are using Direct Entry; 12 forces have taken a second cohort of inspectors through the scheme, with five taking on superintendents. Participation in Direct Entry is no longer limited to predominantly metropolitan forces. However, numbers are still small. Police Now is also growing, but neither scheme will solve problems relating to diversity on its own.

Part of the purpose of these schemes is to increase the diversity of experience within the workforce, by bringing in new, talented, people who offer a different perspective. It is encouraging that both schemes are growing. In keeping with last year, we found that almost all forces are aware of the need to increase the skills, background and experience of their workforces in a variety of ways.

Area for improvement

- Forces need to improve their use of performance and development review processes, in line with College of Policing guidance. This should form part of the ability of forces to understand the leadership skills and capabilities in the workforce. It also has wider implications for forces' abilities to succession plan effectively, using targeted leadership development, and to make sure that wellbeing provisions are communicated effectively to all ranks and grades within the workforce.

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[22] In response to the government's introduction of the apprenticeship levy, the College of Policing has worked to make sure that there is a national scheme for police apprenticeships. Forces will have access to funds to create new routes into policing and open up to a wider range of candidates. Opportunities will also be available to existing officers and staff. People will be able to get educational qualifications to help them gain the skills and professionalism they need to do their job.

Taking effective action

For the first time in our inspection of police leadership, we have focused on how effective leadership is in relation to crime prevention (how effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?) and protecting vulnerable people (how effective is the force at protecting those who are vulnerable from harm, and supporting victims?).

There are principles of good leadership that apply to both these areas of policing. These include:

- the ability of force leaders to give their workforce clarity of purpose;

- the degree to which leaders equip their teams with the right skills and capabilities, and enough time, to do their jobs effectively;

- the degree to which they delegate appropriately; and

- the extent to which they are held accountable for their decisions.

Both these areas of policing require leaders that are able to work collaboratively, sometimes with multiple agencies, on what can be complex cases. We cover this in more detail in the forthcoming PEEL effectiveness report for 2017.

In the PEEL effectiveness inspection this year, we adopted a risk-based approach, to focus more closely on assessing forces in those areas of policing where the risk to the public was most severe.[23] Under this approach, we did not assess all forces against every aspect of the PEEL effectiveness programme. That means that, in the case of crime prevention, which includes neighbourhood policing, we inspected 17 out of 43 forces through fieldwork. However, we inspected all forces on protecting vulnerable people.

Summary

In the context above, and over the course of our PEEL effectiveness inspection, we have found some leaders operating at a high standard and aiming to provide a good-quality service to the public in both of the areas that we inspected. In particular, we have seen improvements in leadership in the protection of vulnerable people, although much more remains to be done. Our main findings are:

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[23] *HMICFRS police inspection programme 2017/18*, HMICFRS, 2017, available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/hmicfrs-inspection-programme-2017-18/

- Force leaders generally give their workforces clear information about what is expected of them. However, leaders still face difficulties in making sure that their workforces have the capacity and capability to carry out the work needed.

- Many force leaders could not give teams the time and space they needed to plan strategically, innovate or, in some cases, make sound decisions – particularly with regard to crime prevention.

Vulnerability

The College of Policing defines people as vulnerable if, as a result of their situation or circumstances, they are unable to take care of or protect themselves or others from harm or exploitation. Understanding and responding to those that are vulnerable is an essential part of policing.

For 2017, the PEEL effectiveness inspection of vulnerability focused specifically on the areas of mental health and domestic abuse. Vulnerability is an area in which demand continues to increase. The number of crimes flagged to identify a vulnerable victim in the 12 months to 30 June 2017 has risen by 11.4 percent when compared with the 12 months to 30 June 2016. This figure is based on the 33 forces that could provide vulnerable victim crime data for both years.[24]

Police leaders are still committed to understanding the nature and scale of vulnerability and to increasing resources in this area to respond to greater demand from the public. While this is commendable, more work must be done to make sure all vulnerable victims receive the service they need.

During the PEEL effectiveness inspection, we noted a continued improvement in the police's response to safeguarding vulnerable people. We attribute much of this to effective leadership at all levels.

Understanding vulnerability

We are encouraged to see that forces are increasingly standardising their definition of vulnerability to align with that set by the College of Policing.[25] Leaders are communicating this definition more effectively to their workforces. We found that forces give a better service when the workforce has a good understanding of vulnerability and of the action needed to deal with the needs of vulnerable people.

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[24] City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire were unable to provide data for the 12 months to 30 June 2016. Cheshire, Merseyside, Norfolk, Suffolk and West Yorkshire were unable to provide data for the 12 months to 30 June 2017.

[25] How do you respond to the needs of vulnerable people? College of Policing 2017, available at: www.college.police.uk/News/College-news/Pages/police_transformation_fund.aspx

For example, in Cumbria Constabulary, we found senior leaders communicating their strategy for protecting vulnerable people in many ways. The force has informed its workforce about 'Keep me Safe', a recent project. Officers and staff have been given a detailed aide-memoire, which contains advice and guidance on the expected standards of safeguarding, investigating, and the methods of recording decisions. This is also available on the handheld digital devices that are issued to the workforce. The people we spoke to during our inspection praised the guidance in helping them in their initial response to vulnerability.

We noted that some forces that still do not have a sufficiently thorough understanding of the scale of vulnerability in their areas. Some did not use partnership data effectively to inform their approach to safeguarding vulnerable people.

Other forces have worked hard to establish the scale of demand they are facing. Cheshire Constabulary has a good understanding of the nature and scale of vulnerability in its area from analytical work it has carried out. It disseminates this information locally to community safety partnerships and local partnership boards. Local policing teams there have a dashboard system that gives them access to up-to-date information on victims, repeat callers and locations.

Workforce knowledge and skills

Linked to the need to understand the scale of vulnerability in local force areas is the problem of capability. In areas of policing that deal with vulnerability, leaders are facing difficulties about how best to equip their workforces with the right mix of skills. We note the difficult decisions that leaders have to make about the level of specialist skills they need in safeguarding teams, along with the need to be sufficiently flexible to allow for sudden changes in demand – for example, if an old case suddenly needs attention again.

We found that force leaders generally are improving the skills of their teams, with teams overall becoming better trained and equipped than was the case before. Despite this, the capability of the workforce in this area remains very mixed. We understand how difficult it can be to achieve this balance. However, leaders should be concentrating on making sure that officers and staff who are working routinely to protect vulnerable people have the skills and capabilities to do their jobs effectively.

Some forces are investing heavily in training the workforce in order to improve support for people with mental health conditions. North Yorkshire Police, for example, has collaborated with York University to research and improve its understanding of its mental health demand and how it can help its officers to understand and support people. The force provides courses for 249 officers that include training from mental health professionals. An evaluation of the programme by

the university six months later showed that those who had been trained had a greater knowledge and confidence about, and a better attitude and response to, mental health incidents.

Some other forces are relying too heavily on online training packages which, on their own, are not sufficiently interactive or reflective for the subject of mental health. We found that where forces are using partner organisations to provide and participate in multi-agency training, personnel feel more confident in their knowledge.

Workforce wellbeing

Meeting the wellbeing needs of officers and staff working to protect vulnerable people should be a priority for force leaders. The work involved in protecting the most vulnerable is emotionally stressful – frequently severely so – and the size of workloads is also a concern in many forces. While this is true for many areas of policing, forces need to address the high levels of stress and heavy workloads of officers and staff protecting vulnerable people.

Throughout our PEEL inspections, we found leaders were making better progress with work to make sure specialist investigators' workloads are more manageable. There is still room for improvement in many forces, where the shortage of detectives in investigation, highlighted in our previous effectiveness report,[26] still has an adverse effect on workloads for those protecting vulnerable people.

While workloads are still high and the response to this varies between forces, in most cases leaders are increasingly providing more effective support for the wellbeing of their officers and staff. In Durham Constabulary, officers and staff from the areas of safeguarding, crime and public protection all attended a bespoke two-day conference on 'Safeguarding the Safeguarder', to which partner agencies were also invited. The event complemented the good level of support provided to members of the workforce working in these areas of investigation. Support included good-quality supervision and regular one-to-one conversations between officers and staff and their line managers. As we said earlier in this report, however, we found that senior leaders' initiatives were not always communicated effectively through all levels of teams.

Quality of investigations

Since last year, the increased focus on managing workloads in the face of rising demand has led to better-quality investigations where vulnerable people are concerned. Many force leaders recognised what barriers, in terms of workloads and capabilities, prevented investigations from being conducted effectively and have worked to remove them. This can be attributed both to an increased awareness at a

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[26] *PEEL: police effectiveness 2016*, HMIC, 2016, available at:
www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016/

managerial level and to leaders operating at a more strategic level to create a cultural shift in how their organisations consider vulnerability. However, we did continue to find forces in which investigations had suffered as a result of delayed response by officers, the size of workloads and, in some cases, a lack of supervisory direction.

Local accountability

We found that forces generally have structures and processes in place that hold leaders to account for the ways in which they deal with vulnerability. Avon and Somerset Constabulary, for example, has a strategic vulnerability lead, who is supported by senior leaders, each responsible for specific areas of vulnerability, or 'strands'. All strand leads are accountable for developing a force plan for their areas of responsibility. The bi-monthly constabulary management board, chaired by the deputy chief constable, examines progress.

We found a notable example of where force leaders have been held to account for poor performance and have subsequently worked hard to improve their services to the most vulnerable. In our 2016 inspection of Hampshire Constabulary's effectiveness, we concluded that an area requiring improvement was the stopping of police action where a victim did not support police action or withdrew support ('outcome 16').[27] The force's rate for this was much higher than the England and Wales force average, particularly in relation to domestic abuse.

The force leadership responded positively to the 2016 inspection in this respect. Leaders showed a real determination to understand and improve their response to victims. They carried out detailed analysis, including engaging with victims to find out why they did not support police action or withdrew their support. The force used this information to conclude that its investigations and their supervision needed improvement. In response, the force has provided better training on understanding and tackling coercive and controlling behaviour (often present within domestic abuse cases) to all frontline officers and staff. Force data show performance improved as a result.

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[27] Outcome 16: Evidential difficulties: suspect identified; victim does not support further action. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/560132/pprc-user-guide-oct16.pdf

Crime prevention and neighbourhood policing

We emphasised last year that effective local policing teams are valuable assets in the fight against organised crime and play an essential role in keeping the most vulnerable people safe. Neighbourhood policing, focused on problem-solving and crime prevention, helps to keep people and communities safe. It builds trust, reduces

the fear of crime and leads to greater confidence in, and an increase in, reporting crime.

When done properly, crime prevention and problem solving are cost effective. They are cheaper than investigating committed crime and can reduce demand not only for the services of the police but also for other public services. We recognise, given the context described above, that force leaders still have to make difficult decisions about where best to allocate their reduced resources – 2016/17 shows a 3.4 per cent reduction of spending on neighbourhood policing nationally compared with 2015/16.

The National Police Chiefs' Council's *Policing Vision 2025*[28] recognises the need for a neighbourhood policing function that continues to provide an effective service in increasingly complex communities. The debate continues on how proactive this type of policing should be, within the limitations of resources available. Driven partly by changing local demands and partly by difficult resourcing decisions, forces are adopting a variety of neighbourhood policing models.

Strategic vision

To provide effective leadership in this area, police leaders need to be clear about the roles and remits of their teams and that they is followed whenever possible. We found that many forces explained clearly at a strategic level what the neighbourhood function of the force should be achieving. We also found that they acknowledged the benefits of early intervention. Early intervention can help both to prevent crime and stop it from increasing. This strategy generally was communicated well to police workforces.

However, at an operational level, we found that in some of the 17 forces we inspected (as part of a risk-based assessment) the competing demands for resources meant that neighbourhood teams could only do limited sustained preventative work. Leaders, predominantly inspectors and sergeants, did not have enough time to think strategically about their approaches to crime prevention, including their neighbourhood policing functions. We found officers and staff at this level face greater expectation than ever. We have seen forces working hard to respond to the challenges of changing demand and overall resource pressure.

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[28] *Policing vision 2025*, National Police Chiefs' Council, 2016, available at: www.npcc.police.uk/documents/policing%20vision.pdf

However, the pressures remain; this year, as with last year, investment in local policing continues to fall. In some forces, we found that officers and staff were not able to make enough use of long-term problem-solving approaches to address the underlying causes of crime. Instead, supervisors gave more importance to day-to-day reactive policing demands. We expect all forces to allow officers and staff the time to undertake effective crime prevention and problem-solving activity. This area will be covered in further detail in the forthcoming effectiveness report and will be revisited as part of our PEEL inspection in 2018.

Workforce knowledge and skills

We examined how well leaders were making sure their teams have the right skills and capabilities to do their jobs effectively. Generally, we found that teams have the skills they need, and that many forces provide high-quality problem-solving training. Time was the main factor inhibiting effective workforce development through training. Some forces are working hard to reduce abstractions (moving officers out of a neighbourhood policing function to more reactive jobs) and to free up more time in the workforce for problem-solving activities. For example, following a review of the force neighbourhood model in 2016, Cleveland Police has made significant changes to its deployment processes to reduce abstractions from neighbourhood duties.

Most training that forces provide is of a good quality, although forces should be doing more to evaluate and promote what is effective. As we explained earlier in this report, continuing professional development plays an important role in understanding development needs. In neighbourhood policing, effective problem-solving should be encouraged, supported and rewarded through performance management.

In West Yorkshire Police, we found an example of a force that has concentrated on providing problem-solving training to neighbourhood-based officers, with a particular emphasis on ward officers and PCSOs. Officers in other roles and specialisms have also received the training. This ensures that the wider workforce know about problem-solving principles and can apply them to all aspects of crime prevention. Approximately 700 officers and staff have received this training so far.

Protecting vulnerable people

An effective neighbourhood policing function in a force clearly helps it to address vulnerability through early intervention. Currently, the shift of focus in many forces to prioritise vulnerability has had a negative effect on neighbourhood policing.

There are exceptions, however. Some forces are able to achieve a high-quality service, both in terms of neighbourhood policing and protecting vulnerable people, despite restricted resources. For example, in Essex Police, we found that supervisors were providing good leadership in both areas. We found many examples of the force giving the public a high-quality service, concentrating on preventing

crime and anti-social behaviour and not simply reacting to them. The force provides dedicated community policing officers and staff, including PCSOs, who are permanently deployed to specific geographical areas and who are trained and skilled in problem-solving.

Conclusion

We have seen some excellent examples of good practice in police leadership from across our inspections.

In particular, we are seeing:

- more focus on wellbeing;

- leaders acknowledging the importance of ethical behaviour; and

- more leaders receptive to challenge and, linked to this, showing a willingness to innovate.

These areas will become more important in the context of increasing demands on the police. There is still room for improvement in how force leaders make a difference to those on the frontline.

Many leaders are prioritising fairness, ethical behaviours and wellbeing

We are seeing the beginnings of a change to the culture of policing. Where forces are getting this right (as many are), leaders act as positive role models, building good working relationships with the communities they serve and the people with whom they work. This is making a difference to how effectively and efficiently police serve the public.

Leaders with a clear strategy serve the public better

We are also seeing how leaders who set a clear strategy, possessing a thorough understanding of the skills and capabilities that people need to carry out particular roles, can provide better outcomes for the public. We are seeing this especially in terms of helping the most vulnerable, and within the areas of crime prevention and neighbourhood policing. This is something we intend to expand on as part of our inspection of police leadership in 2018, to cover a broader range of police business, including investigation and serious and organised crime.

Forces need to improve their performance and development review processes

This is pressing, and needs to happen at a national level (see page 29).

The benefits of getting this right are clear. The small number of forces that have done so were able to show a better understanding of their workforces and had a clearer focus on development, making sure the right people with the right skills are in the right places.

Forces need a longer term approach to workforce planning

They will only be able to do this if they have a sufficiently broad understanding of the leadership skills they need to meet future policing demands. This is especially important in the context of fewer promotion opportunities and, in some forces, a lack of development available for the most talented people.

Forces need to make sure that they have an infrastructure to support leadership development. The College of Policing will have a role to play here.

Forces need to be seen to promote people fairly

Fairness and ethical behaviour need to be more explicit within force promotion processes.

These challenges will need focus and investment, at a time when forces still face difficult resourcing decisions. But getting this right will help forces to become more efficient, effective and legitimate, and provide a better service to the public.

Definitions and interpretation

In this report, the following words, phrases and expressions in the left-hand column have the meanings assigned to them in the right-hand column. Sometimes, the definition will be followed by a fuller explanation of the matter in question, with references to sources and other material which may be of assistance to the reader.

360-degree feedback	system or process in which members of the workforce receive confidential, anonymous feedback from the people who work with them; typically this includes the person's manager, peers and direct reports
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
competency values framework	a framework designed by the College of Policing that provides a standard set of behaviours and values, making sure there is a clear expectation of everyone working in policing
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	system of recruitment at ranks higher than constable introduced in 2014; at present, it is made up of:

- direct entry at inspector rank (introduced in 2016);

- direct entry at superintendent rank

diversity	in the context of this report, 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
frontline	a situation in which members of police forces are in everyday contact with the public and directly intervene to keep people safe and enforce the law
governance	the way in which programme and project implementation is managed
intelligence	information collected to allow decisions to be made about priorities and the most appropriate police response, it can be used to prevent crime, drive proactive policing and produce profiles based on research and analysis to support problem-solving
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

neighbourhood policing	activities carried out by neighbourhood teams, primarily focused on a community or a particular neighbourhood area; also known as community policing
Oscar Kilo	an online resource for police forces to share learning and best practice from across emergency and blue light services, so organisations can invest in the wellbeing of their staff
partner	in relation to a police force, a public, private or voluntary sector entity, such as one concerned with health, education, housing, social care or the management of offenders, which from time to time works with the force to attain their common or complementary objectives
PCSO	police community support officer
PDR	performance and development review
PEEL programme	HMICFRS police effectiveness, efficiency and legitimacy (PEEL) programme; 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 or her 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 through a two-year programme
police staff	person employed by a police force and who is not a police officer
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
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 leaders	individuals of chief officer rank, or police staff equivalents
vulnerability	condition of a person who, as a result of their situation or circumstances, is unable to take care of or protect themselves or others from harm or exploitation