



Promoting improvements
in policing to make
everyone safer

PEEL: Police legitimacy 2016

An inspection of West Yorkshire Police



December 2016

© HMIC 2016

ISBN: 978-1-78655-315-7

www.justiceinspectorates.gov.uk/hmic

Contents

Introduction	4
Force in numbers	6
Overview – How legitimate is the force at keeping people safe and reducing crime?	8
To what extent does the force treat all of the people it serves with fairness and respect?	10
To what extent does the force understand the importance of treating the people it serves with fairness and respect?.....	10
How well does the force seek feedback and identify those issues and areas that have the greatest impact on people’s perceptions of fair and respectful treatment?	11
How well does the force act on feedback and learning to improve the way it treats all the people it serves, and demonstrate that it is doing so?	16
Summary of findings	18
How well does the force ensure that its workforce behaves ethically and lawfully?	19
How well does the force develop and maintain an ethical culture?.....	19
How well does the force identify, understand and manage risks to the integrity of the organisation?	21
How well does the force engage with the public and its workforce about the outcomes of misconduct and corruption cases?	26
Summary of findings	27
To what extent does the force treat its workforce with fairness and respect?.	29
How well does the force identify and act to improve the workforce’s perceptions of fair and respectful treatment?	29
How well does the force support the wellbeing of its workforce?	32
How fairly and effectively does the force manage the individual performance of its officers and staff?	37
Summary of findings	38

Next steps 40
Annex A – About the data..... 41

Introduction

As part of our annual inspections of police effectiveness, efficiency, legitimacy and leadership (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the legitimacy of police forces across England and Wales.

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

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

To achieve this support – or 'consent' – the public needs to believe that the police will treat them with respect and make fair decisions (while taking the time to explain those decisions), as well as being friendly and approachable.¹ This is often referred to as 'procedural justice'. Police actions that are perceived to be unfair or disrespectful can have extremely negative results for police legitimacy in the eyes of the public.

Police officers and staff are more likely to treat the public with fairness and respect if they feel that they themselves are being treated fairly and respectfully, particularly by their own police force. It is therefore important that the decisions made by their force about the things that affect them are perceived to be fair.² This principle is described as 'organisational justice', and HMIC considers that, alongside the principle of procedural justice, it makes up a vital aspect of any assessment of police legitimacy.

¹ *It's a fair cop? Police legitimacy, public cooperation, and crime reduction*, National Policing Improvement Agency, September 2011. Available at:
http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf

² *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%20FINAL_REPORT.pdf

One of the most important areas in which internal organisational justice and external procedural justice principles come together is the way in which police forces tackle corruption. How this is done needs to be seen to be fair and legitimate in the eyes of both the police workforce and the general public.

HMIC's legitimacy inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for West Yorkshire Police.

Reports on West Yorkshire Police's efficiency and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/west-yorkshire/). Our reports on police effectiveness will be published in early 2017.

Force in numbers



Workforce

Total workforce as of 31 March 2016

8,050

Total workforce breakdown as of 31 March 2016



Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

4.6%



Percentage of BAME in local population, 2011 Census

18.2%



Gender diversity

Percentage of females in overall workforce 31 March 2016

41%

England and Wales population, 2011 Census

51%

Percentage of females by role 31 March 2016





Public complaints

Number of public complaints per 1,000 workforce 12 months to 31 March 2016

	West Yorkshire Police	England and Wales force average
Officers	344	268
Staff (including PCSOs)	69	61



Grievances

Number of grievances per 1,000 workforce raised and finalised 12 months to 31 March 2016

	West Yorkshire Police	England and Wales force average
Officers	2.9	4.8
Staff (including PCSOs)	3.9	6.8



Victim satisfaction

Victim satisfaction with their overall treatment by the police 12 months to 31 March 2016

	West Yorkshire Police	England and Wales force average
	93.8%	93.4%

For further information about the data in this graphic please see annex A

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

Overall judgment³



Good

West Yorkshire Police has been assessed as good in respect of the legitimacy with which it keeps people safe and reduces crime.

West Yorkshire Police is good in its external fairness and respect, ethical and lawful behaviour, and its internal fairness and respect. The culture of the force reflects this through fair and respectful treatment of people, and ethical, lawful approaches to integrity. The organisation's fair and respectful treatment of its workforce and concern for their welfare and wellbeing also demonstrates this. Senior leaders actively promote the force's values, and staff are positive about the force's culture.

Overall summary

West Yorkshire Police shows that it understands the importance of treating people fairly through its stated purpose and values, which are in line with the Code of Ethics. These are included in training, and are part of everyday practice. The force seeks feedback and challenge from the communities it serves through surveys, scrutiny panels and independent advisory groups (IAGs), which work with support networks and charities to encourage those who have become disengaged or are less likely to complain to provide valuable feedback.

The force strives to make sure that its workforce behaves ethically and lawfully, by effectively vetting new recruits and developing a culture within which officers and staff know the standards expected of them. The force could do more to make sure that its workforce learns from examples where conduct has fallen below these standards.

West Yorkshire Police uses both formal and informal methods to work with and seek challenge from its workforce to identify issues of fair and respectful treatment. These include a staff survey and established business change processes that involve meaningful consultation with officers and staff on issues which affect them.

³ HMIC judgments are: outstanding, good, requires improvement and inadequate.

The force demonstrates an understanding of and commitment to the wellbeing of its workforce – including mental health issues – through effective governance, assessment and training, and evidence of early intervention to stop wellbeing issues from escalating.

Staff have an annual personal development review (referred to as PDR), with periodic meetings with line managers throughout the year; the process enables the force to deal effectively with poor performance, and to recognise and develop positive performance.

Recommendations

West Yorkshire Police is a good force. HMIC has not identified any causes of concern and has therefore made no specific recommendations.

Areas for improvement

- The force should ensure that it complies with all aspects of the current national guidelines for vetting.
- The force should improve how it communicates the action it has taken in response to issues identified by the workforce.

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

College of Policing research suggests that, in the eyes of the public, police legitimacy stems primarily from the concept of ‘procedural justice’: the expectation that officers will treat the public respectfully and make fair decisions (explaining them openly and clearly), while being consistently friendly and approachable.⁴

While HMIC recognises that police legitimacy stems from much broader experiences of the police than direct contact alone, our 2016 inspection focused specifically on public perceptions of fair treatment. Our inspection aims to assess how far the force can demonstrate the importance it places on maintaining procedural justice; and the extent to which it is seeking feedback to enable it to prioritise and act on those areas that have the greatest negative impact on public perceptions of fair and respectful treatment (e.g. stop and search, surveillance powers or use of force). This should include how the force is approaching those groups that have the least trust and confidence in the police.

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

It is important for the police to understand that it is procedural justice – making fair decisions and treating people with respect – that drives police legitimacy in the eyes of the public, over and above police effectiveness in terms of preventing and detecting crime.⁵ HMIC assessed the extent to which this understanding was reflected in the force’s vision and values, and the extent to which this focus was understood by the workforce.

Organisational values

The importance of treating people with fairness and respect is well embedded within the ‘purpose and values’ of the force: nine principles summed up by the words ‘integrity–fairness–respect’. These nine principles align overwhelmingly, although not always explicitly, with those set out in the Code of Ethics.⁶

⁴ *It’s a fair cop? Police legitimacy, public cooperation, and crime reduction*, National Policing Improvement Agency, September 2011. Available at: http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf

⁵ *Ibid.*

⁶ *Code of Ethics – A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales*, College of Policing, London, July 2014. Available from: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

The force provides specific training for the workforce on the importance of treating people with fairness and respect.

Throughout the inspection, HMIC found that the workforce understands the importance of treating the public with fairness and respect. However, some staff we spoke to were confused by the difference between the force's values and the Code of Ethics. Their understanding of the importance of procedural justice in how they treat members of the public appeared to be more a result of what officers and staff referred to as 'common sense', rather than a clear articulation of the force's values or the Code of Ethics.

Since last year's inspection, HMIC found that the force has continued to make progress on the extent to which it treats all the people it serves with fairness and respect.

How well does the force seek feedback and identify those issues and areas that have the greatest impact on people's perceptions of fair and respectful treatment?

HMIC's 2015 legitimacy inspection found a positive picture of how forces were engaging with communities. This year HMIC's assessment focused specifically on the extent to which forces are working to identify and understand the issues that have the greatest impact on people's perceptions of fair and respectful treatment, including how well they seek feedback and challenge from the people they serve.

Seeking feedback and challenge

The force has a range of non-statutory activities to encourage the community to give it feedback. The force and the police and crime commissioner (PCC) seek feedback through a series of public perception and victim of crime surveys, which include questions about how fairly the police treat people and whether the public expect to be treated with respect by the local police. These surveys are undertaken by the PCC and the information and feedback from the community are shared with the force. The force website and active social media accounts provide opportunities for the public to tell the force how it is doing. There are options for providing both positive and negative feedback, as well as for making a complaint against the police.

The force's neighbourhood policing resources and force-wide engagement team enable the force to identify areas of community concern with policing, and therefore to improve the way in which it treats the public and local communities with fairness and respect.

The force has established support networks and engaged individuals to consult with the public on the way that it treats the people it serves. There are independent advisory groups (IAGs) at a force level and in each of the policing districts. The IAGs are attended by a diverse cross-section of local community leaders who volunteer to

give their knowledge, experience, advice and support to the police, and who speak with authority on behalf of their communities. Membership includes Muslim, Jewish and Sikh religious leaders, disability support representatives, and charities concerned with youth and community cohesion. Some of the groups have an independent chair, which means that the control and direction of the meetings are in the hands of the community. The IAGs look at how policing is undertaken in their local area, including how far the police are treating all individuals and communities with fairness and respect. For instance, an IAG was consulted and advised on the operational guidance for officers in relation to engaging with the lesbian, gay, bisexual and transgender community, as well as disability and faith issues, and considerations when interacting with the communities of West Yorkshire.

The force has set up 'Explorers', which is an ongoing rolling cohort of thirty 16 to 18-year-olds who together act as a sounding board and feed back their views on issues that particularly affect young people, such as engagement and stop and search.

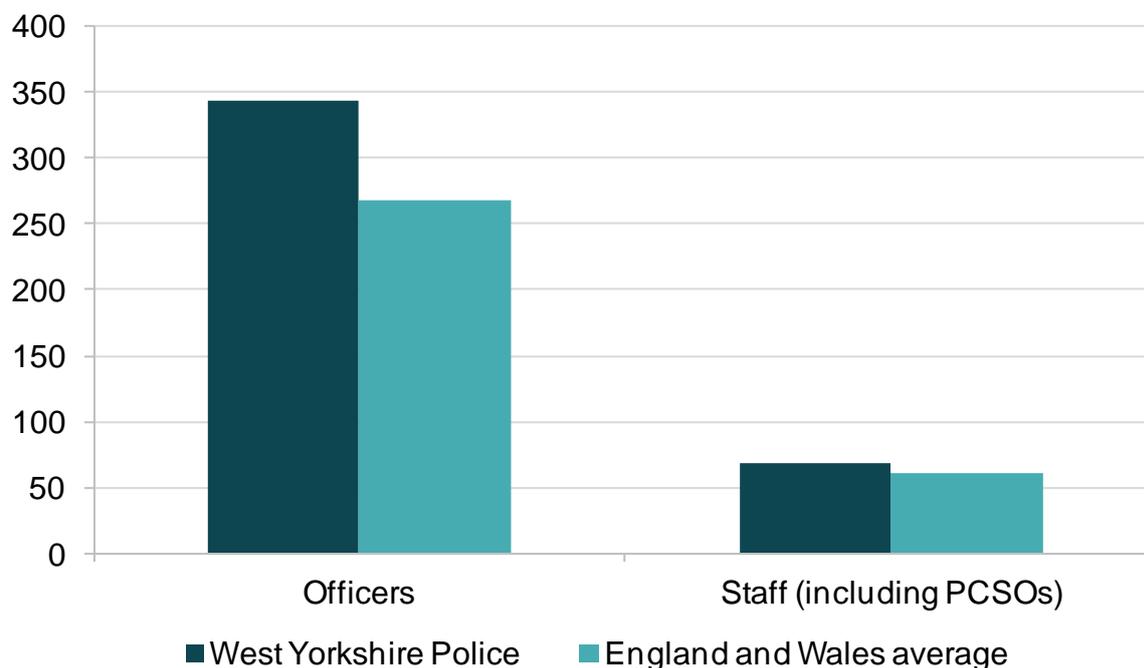
The force also holds scrutiny panels at a district level, at which members of the public volunteer to scrutinise the work of the police – for example, by examining how stop and search is being used, or the way the police dealt with a specific incident. Sometimes officers are asked to attend a scrutiny panel to be questioned about their actions and to justify the decisions they made.

The force has programmes with a range of partnership groups concerned, for example, with mental health, equality and cohesion, and hate crime. These groups review internal and external policies, procedures and services to make sure they are compliant with equality legislation and policy. The groups also look for opportunities to work closely with communities to increase cohesion and to make communities aware of the services available to them. Through these networks of support, such as the IAGs, lessons are learned from community leaders and influential community members and the force has the opportunity to respond to their feedback.

Identifying and understanding the issues

Each force in England and Wales is required to record the nature of complaint cases and allegations and be able to produce complaints data annually. The numbers and types of complaints are valuable sources of information for forces and can be used to help them identify areas of dissatisfaction with their service provision, and take steps to improve how they treat the public.

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) in West Yorkshire Police compared with England and Wales, in the 12 months to 31 March 2016



Source: HMIC Legitimacy data collection

For further information about the data in figure 1 please see annex A

In the 12 months to 31 March 2016, West Yorkshire Police recorded 344 public complaint cases per 1,000 officers, which was higher than the England and Wales average of 268 cases per 1,000 officers. During this period, the force recorded 69 public complaint cases per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 61 cases per 1,000 staff (including PCSOs).

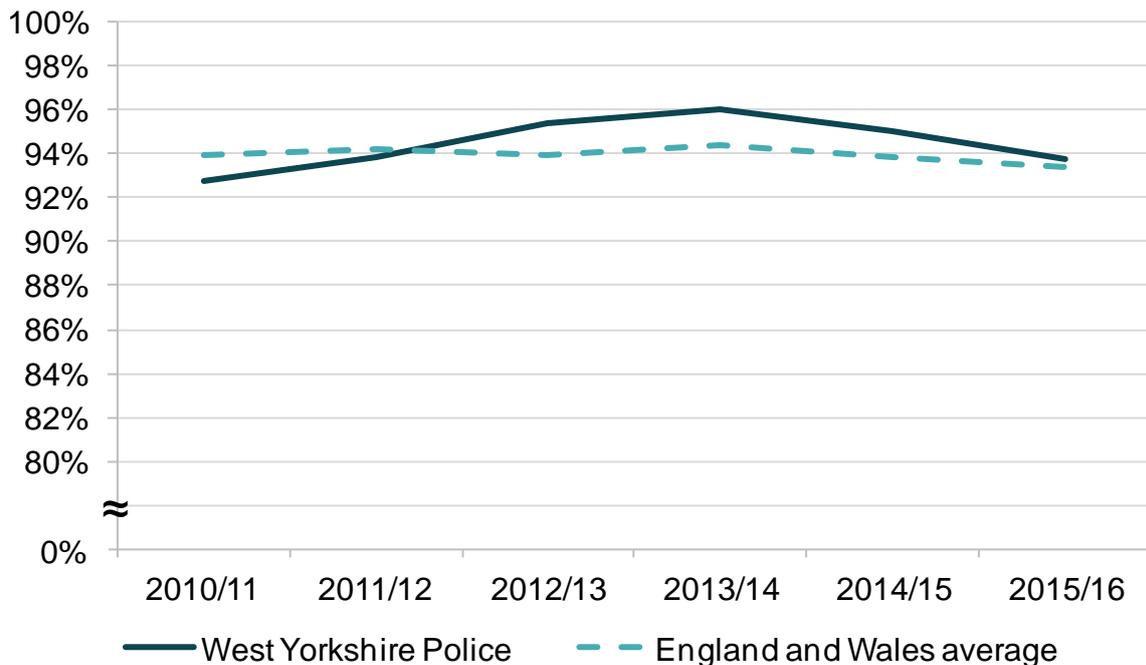
The most recent Independent Police Complaints Commission (IPCC) data from forces show that, for April, May and June 2016, the types of complaint most frequently recorded by West Yorkshire Police are 'other neglect or failure in duty', 'incivility, impoliteness and intolerance' and 'other assault'.⁷ It is important to note, however, an issue identified during our 2014 inspection on police integrity and corruption;⁸ complaint allegation categories used by different forces may overlap with each other. For instance, similar allegations might be recorded by one force as 'other neglect or failure in duty', and by another force as 'other irregularity in procedure' or 'lack of fairness and impartiality'. This means there is no definitive way of establishing accurately the number of public complaints about certain behaviours.

⁷ Independent Police Complaints Commission data is available at: www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data

⁸ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectors.gov.uk/hmic/publications/integrity-matters/

All forces are required to conduct victim satisfaction surveys with specified victims of crime groups and provide data on a quarterly basis. The surveys take account of victims' experience of the service provided to them by the police and inform forces' improvements to their service provision, including examining how well victims feel they are treated.

Figure 2: Percentage of victims satisfied with overall treatment by West Yorkshire Police compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016



Source: Home Office Annual Data Requirement
For further information about the data in figure 2 please see annex A

In the 12 months to 31 March 2016, 93.8 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by West Yorkshire Police, which was broadly in line with the England and Wales average of 93.4 percent; and lower than the 95.0 percent who were satisfied with the overall treatment that the force provided in the 12 months to 31 March 2015, this is a statistically significant difference.

The force has an equality governance and meeting structure, chaired by a chief officer, in which fair treatment and respect are discussed and actions agreed to improve services in response to the concerns identified. Staff attend from all policing districts and departments, so that issues and good practice can be shared and implemented across the force area.

A practical example is the consultation the force undertook for the use of body-worn video cameras. The force consulted an IAG, on which a range of disability and black and ethnic minority communities are represented, to seek views on the best ways to engage people with hearing or sight impairment, and those for whom English is not

their first language, on the use of body-worn video. The force took an 'easy read' approach to the campaign, in using clear pictures and appropriate literacy content to help members of the public who could have difficulty understanding why they might be video recorded. The guidance is available for the public to view on officers' hand-held data terminals. The IAG is also helping the force in its drive to recruit new police officers who are representative of the West Yorkshire community, by supporting positive action initiatives by the force. The IAG has reviewed the advertisement for police officers, providing feedback on its content and areas which may hinder underrepresented groups from applying. Representatives of the IAG have also been invited to the force's positive action recruitment workshops and events to support the recruitment process.

The information received from local surveys is analysed to ward level. This allows the force to review ward priorities and the service it delivers locally. For example, the force identified a drop in public confidence in the action taken by the force in response to reports of certain types of crime. The force recognised that this was due to a change in policy about attending the scene of an incident. As a result, the force designed a toolkit to inform victims of vehicle crime about the service they could expect when they called to report an incident.

The community engagement unit has completed work to map the issues and concerns of the community in relation to safeguarding, and to identify the barriers to police interaction and community engagement. The mapping of the risks is then used by the force to address the concerns and break down the barriers identified. From meetings with black and Asian young people, the force has identified issues relating to disengagement and suspicion within that community, and why they have arisen. It has produced a three-level chart of disengagement, which identifies 13 principal themes that discourage that community from engaging with the police. The themes are identified at individual officer, supervisor/district and strategic levels.

For those people who find themselves in custody, the force has a custody services department with a sergeant and an inspector. An independent custody visitor coordinator (ICVC), part of the PCC staff holding the force to account, has a quarterly meeting with the force, along with regular phone contact to provide feedback on the treatment of people in custody. HMIC spoke to the ICVC, who is confident that the force listens and acts in response to the feedback. For example, the force held a custody seminar in November 2015, which presented issues identified by the ICVC for the force to discuss and consider ways to make improvements.

The force uses the surveys and satisfaction levels along with feedback data to understand the causes of dissatisfaction by victim type and to identify any issues at a local level, such as the community's perception of fair and respectful behaviour. When dissatisfaction is found, the force conducts a specific survey of the quality of the service provided in the area concerned. This includes reviewing similar logs of

calls for service, listening to and quality assuring telephone calls and contacting other similar victims or callers. In this way, the force seeks to test the depth of dissatisfaction and identify areas for improvement.

A comprehensive range of accessible equality data is analysed and published annually as part of the equality duties relating to how the force provides its services to the community. The information gathered for the equality publication is used to identify trends and issues that the force then sets as future objectives.

How well does the force act on feedback and learning to improve the way it treats all the people it serves, and demonstrate that it is doing so?

It is important that as well as actively seeking feedback from the public, the force also responds to that feedback. HMIC assessed the extent to which this response includes changes to the way the force operates to reduce the likelihood of similar incidents occurring in future, as well as resolving individual incidents or concerns, and how well the force communicates to the public the effectiveness of this action.

Making improvements

Feedback from the community is discussed by representatives across the force policing areas through integrity and ethics board meetings. Each district representative at a meeting ensures that lessons learned are shared across each of the force districts. Feedback to the community is through engagement processes at district level. The results of district scrutiny groups are fed back to individual officers to improve the way they treat the people they serve. This may be through words of advice, or identifying a training need. Wider learning for the organisation is fed back into the force meeting structure at various levels and disseminated across the force to mitigate the risk of similar issues occurring in the future. It is also communicated by developing and updating operational guidance or policy, which is then sent to officers' hand-held devices for easy reference. For example, the force heard that it could improve third-party reporting and online reporting services. This resulted in the force developing reporting processes through other organisations, such as community safety partnerships within districts, and training its partners and staff in third-party reporting processes.

Actions resulting from the custody seminar in November 2015 included arranging for appropriate adults to be available within the local authority to give support, and providing custody checklists for the ICVC to view and assess. These ideas appear in the custody section of the force intranet.

The force recognised that, when it changed the service provision for car crime and would only attend crimes when the risk assessment showed it to be necessary, victim satisfaction levels might drop. The call-takers were instructed to tell victims of

car crime what to expect and the reason why the service had changed. The force also monitored the effects the change in service had on the public.

The force has taken action to address the equality objectives set out in its equality publication. For example, to improve engagement with vulnerable or disadvantaged people and with young people, the force has developed and used targeted bespoke social media campaigns on high-risk missing persons and child sexual exploitation. It has also introduced youth scrutiny panels and produced guidance to support the workforce in providing its services.

Demonstrating effectiveness

The force evaluates, and updates the community on, the actions it has taken to reflect its learning and development from the feedback it receives from the community, including the actions it has undertaken to address the objectives set out in its equality publication.

The force sets its equality objectives and plans to address community issues in accordance with the Police and Crime Plan and then evaluates its activities and how they have contributed to its overall objectives from the equality plan. Those activities and the evaluation are recorded and published as part of the equality information on the force website. For example, the force sought to increase awareness of hate crime by regular communication campaigns. The activities of the hate crime campaign were evaluated, and this showed that after six months there was a 35.4 percent increase in reported hate crime from the previous year.

Updates are given to the public through: the community engagement unit and the network of support groups it has established; setting up web chats, online conversations and meetings with the community; engagement with the media; and work via the PCC's offices. The force uses a network of non-statutory and voluntary sector databases and networks to communicate what it has done to improve the ways in which it treats communities with fairness and respect.

An example of the engagement work the force has been involved in is the Bahar Afghan women's project, which is based in Leeds. The project supports the needs of women in many parts of the city and further afield. A representative of the Bahar project attended an IAG meeting to raise issues of anti-social behaviour and threats that its members had been receiving and were anxious about. The force identified that the project staff needed more involvement from the police to help them with their community concerns, and to encourage victims to come forward and report incidents to the police. With the support of a hate crime scrutiny panel, officers visited the centre and supported the community to work with the project leaders to reduce their anxiety, increase their confidence in the police, and thereby encourage the reporting of crimes so that they could be investigated. Officers also had access to a range of additional services to support the project and its community.

Summary of findings



Good

West Yorkshire Police is good at treating all the people it serves with fairness and respect, including those who have less trust and confidence in the police. The force demonstrates that it understands the importance of treating people fairly and with respect through its purpose and values, which are in line with the Code of Ethics and understood by its workforce.

The force seeks feedback and challenge from the people it serves in a number of ways, including perception surveys, public scrutiny panels and independent advisory groups, to make sure that it understands how the public views its services. It collaborates with support networks and charities that work with people who have disengaged from the force, or who are less likely to complain or provide feedback. Through its equality board and integrity and ethics board, the force seeks to improve the way in which it treats people and shares its learning across the force. The force updates the public on the changes it has made through its website and social media, and by informing community leaders and members of support networks, who will then disseminate those messages more widely.

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

In 2014, HMIC inspected the extent to which the police were acting with integrity and guarding against corruption.⁹ Given the continued importance of this topic, we are returning in this question to those national recommendations emerging from the 2014 report from that inspection that our 2015 legitimacy inspection did not cover. Our inspection focus this year also reflects research showing that prevention is better than the cure; the best way to ensure police workforces behave ethically is for the forces to develop an ethical culture and to have systems in place to identify potential risks to the integrity of the organisations, so that forces can intervene early to reduce the likelihood of corruption.¹⁰

How well does the force develop and maintain an ethical culture?

One of the first things forces can do to develop an ethical culture is by using effective vetting procedures to recruit applicants who are more likely to have a high standard of ethical behaviour, and rejecting those who may have demonstrated questionable standards of behaviour in the past, or whose identities cannot be confirmed.

Once recruited, one of the best ways to prevent corruption from occurring among the workforce is by establishing an ethical working environment or culture. To achieve this, forces need to clarify and continue to reinforce and role-model acceptable and standards of behaviour, including through the use of the Code of Ethics.¹¹ This year, HMIC focused on assessing progress in those areas highlighted for improvement in our 2015 legitimacy inspection and our 2014 integrity and corruption inspection.

⁹ *Integrity matters*, HMIC, January 2015. Available from:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

¹⁰ *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf

¹¹ *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf and *The role of leadership in promoting ethical police behaviour*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf and *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Initial vetting

Before 2006, West Yorkshire Police did not conduct vetting checks on most of its staff. In 2006, the force began vetting all new staff and contractors. However, this left without vetting those officers and staff who had joined before 2006. The force has now listed all roles with access to more sensitive information and which therefore need specific vetting clearance, and it has assured HMIC that all post holders are now vetted to the correct level. This work was completed in 2015. The force told us that it still has 4,000 staff who have not been vetted. To prepare for the new national vetting code – which will require all staff who have unrestricted access to force premises or systems to have been vetted – the force has set up a project to conduct retrospective vetting of the remainder of its workforce over the next two to three years. The force vets all staff from partner organisations working in joint units and with access to police information, such as staff in multi-agency safeguarding hubs, volunteers and others who have unsupervised access to police premises and systems.

The force vetting process is based on the perceived threat posed to the organisation. To ensure that decision making is not subject to unconscious bias, staff in the vetting unit do not know the ethnicity or any protected characteristics of applicants. The force vetting officer has tested the decisions of the unit against those of the force's positive recruiting coordinator, who came to the same decisions in the ten cases that were checked. The pass and failure rates of those with protected characteristics are monitored by the force's recruiting team.

HMIC found that the force had a pragmatic approach to the vetting of new recruits. For instance, if there is a criminal conviction, the vetting manager considers how long ago this was, how serious it was and how relevant it is to the role. An example we saw was when an applicant failed the force vetting because of the criminal convictions of a close relative who was living in the family home. The candidate was offered the opportunity to move house and be posted to another part of the force area to remove the vetting risks that would remain if he lived with the relative. The candidate agreed to the conditions and so passed the vetting. This example shows that the force can be flexible to enable applicants with the right background and skills to be recruited.

The College of Policing's 'disapproved register' contains details of those officers who have been dismissed from the service or who either resigned or retired while subject to a gross misconduct investigation where it had been determined there would have been a case to answer. The force complies with its obligations to provide the College of Policing with details of those officers and staff who have been dismissed from the service for inclusion on the current disapproved register.

Clarifying and reinforcing standards of behaviour

West Yorkshire Police clarifies and continues to reinforce acceptable and unacceptable standards of behaviour. HMIC found that officers and staff we spoke to were aware of the standards expected of them, including integrity, respect and care. Their awareness extends to the use of social media, and the force provides training to support officers when engaging with vulnerable people, such as those suffering from mental health issues. The Code of Ethics is being communicated across the force through the new policing strategy 2016–21 and various training courses. The force has also introduced training on ethical dilemmas and the national decision model, which involves working through scenarios to consider acceptable and unacceptable behaviours. The force delivered 22 training days on this in the autumn of 2015. On their first day of service, new recruits are briefed on standards and expectations.

The deputy chief constable chairs the force equalities board meeting, at which representatives from staff associations, unions and support groups meet to ensure that force policies and practices provide clarity on the standards of integrity and behaviour required of its workforce. For example, the force has a comprehensive web and social media policy that highlights the reasons and benefits of using social media safely and professionally to interact with the community for policing purposes. It also seeks to ensure that users do not breach legislation inadvertently, which may affect the reputation of the force.

The force reinforces ethical standards and behaviour by highlighting incidents when standards have fallen outside the code of conduct, and identifying lessons to be learned from these incidents. These incidents are described in a briefing available on the force intranet, although most officers and staff we spoke to were either unaware of the publication, or had not read it due to a lack of time. Standards of behaviour are also reinforced during training courses on stop and search, Taser, officer safety and public order training.

How well does the force identify, understand and manage risks to the integrity of the organisation?

HMIC's 2014 police integrity and corruption inspection emphasised the need for forces to make arrangements for continuous monitoring of their ethical health, through active monitoring of force systems and processes to spot risks to its integrity, including - but not limited to - business interests, gifts and hospitality and public complaints.¹² These findings reflect the research commissioned by the

¹² *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

College of Policing, which highlights the importance of taking a problem-solving approach to preventing wrongdoing, by scanning and analysing police data to identify particular officers or hotspots for targeting prevention activity.

This year HMIC was particularly interested in how well forces – from dedicated anti-corruption units to individual supervisors – are identifying and intervening early to reduce individual and organisational vulnerabilities (i.e. those individuals, groups or locations that may be susceptible to corruption). We also assessed how well forces are seeking and assessing intelligence on potential misconduct and corruption, with a focus on those areas for improvement identified in our previous inspections.

Identifying and understanding risks to integrity

West Yorkshire Police is monitoring risks to the integrity of the organisation. The force's professional standards department (PSD) investigates all complaints and misconduct by police officers and cross references them with the force management information and results of information communication technology (ICT) systems monitoring, in line with national threats, to monitor risks to the integrity of the force. The PSD produces a quarterly assessment – called a 'control strategy' – which identifies themes and areas where the force considers there may be risks to its integrity and proposes actions to mitigate those risks.

The assessment is communicated to senior leaders within the force and sent to managers to ensure that all teams are aware of the issues, for example, requirements for the workforce on 'notifiable associations',¹³ declaration of business interests, such as when officers rent out a property or take on a second job, and offers of gifts and hospitality.

The force has a clear and effective process to consider and review all applications for staff to register a business interest. It carries out checks to ensure that any refusal to run a business is adhered to by the applicant. However, HMIC found the force does not review staff performance – including sickness – once a business interest has been authorised. It relies on line managers to identify a reduction in the performance of the individual rather than undertaking a review to ensure that the business interest is not affecting the performance of, or in conflict with, his or her role within the force.

The force encourages the workforce to declare any interests so that the force can assess whether this interest is conflict with the individual's role. It has done this through targeted communications on the specific subject.

¹³ A notifiable association policy is designed to identify those individuals who could pose a risk to the integrity of an individual employee or the force itself. It requires the officer or staff member to report such associations which then allows a full evaluation of the risk posed to both the individual and the force to be undertaken.

The force has days where it focuses on enforcing and quality assuring standards (such as behaviour, security and professional standards) across the force. On these days, the force tests the integrity of officers and districts by deploying a team to carry out unannounced on-site visits at a district level. Building security is tested to see if they can access police buildings unchallenged and, if so, the team will then check for anything that may compromise the organisation, such as the availability of confidential information. Other activities that may be carried out are checks on vehicles and random drug tests. A report is then prepared and the district commander receives feedback on the integrity of their district.

The force has processes in place to review its ICT systems to ensure the integrity of its workforce. This involves activities such as cross-referencing and reviewing self-service human resources information – for example, officers booking on and off duty, and expenses and overtime claims.

The PSD reviews and assesses internal intelligence from force ICT systems to identify risks to the integrity of its workforce. This includes monitoring the expenses that are put by staff on to an electronic system, cross referencing senior officers' diaries with gifts and hospitality records to make sure that they are recorded accurately and dip sampling staff booking on and off systems.

Intervening early to manage risks to integrity

HMIC found evidence of the force taking early action to mitigate risks to integrity through a range of policies and activities. For example, the force conducts integrity and drug testing where it receives intelligence of a potential risk.

Any member of staff who is subject to an unsatisfactory performance process or has a formal discipline sanction is always referred to force vetting for review and to make sure that the member of staff is maintaining the integrity and standards of the force. This shows that the force is monitoring risks to the organisation.

Looking for, reporting and assessing intelligence on potential corruption

The force makes effective use of intelligence reports from other organisations, such as the National Crime Agency, Crimestoppers (a programme which enables anonymous reporting of information about corruption), and through internal reporting methods, including anonymous reporting to identify potential corruption.

West Yorkshire Police also has a confidential reporting line for its staff to raise any ethical concerns they may have or to report poor behaviour. HMIC heard that approximately 20 percent of all intelligence received by the force is from confidential reporting. During the inspection, staff told us that they had the confidence to challenge behaviour that fell short of the standards expected, either in person or through a line manager, and that they were aware of and confident in using the confidential reporting line.

The force has the capacity to use a range of tactics to look for and develop information relating to potential corruption identified within its control strategy.

How well is the force tackling the problem of officers and staff abusing their authority for sexual gain?

In 2012 the Independent Police Complaints Commission (IPCC) and Association of Chief Police Officers (ACPO) published *The abuse of police powers to perpetrate sexual violence*.¹⁴ This report states that “the abuse of police powers for purposes of sexual exploitation, or even violence, is something that fundamentally betrays the trust that communities and individuals place in the police. It therefore has a serious impact on the public’s confidence in individual officers and the service in general.” The report identified this behaviour as a form of serious corruption that forces should refer to the IPCC for consideration of how it should be investigated.

The *Code of Ethics*¹⁵ – which sets out the standards of professional behaviour expected of all policing professionals – explicitly states that they must “not establish or pursue an improper sexual or emotional relationship with a person with whom [they] come into contact in the course of [their] work who may be vulnerable to an abuse of trust or power”.

The most recent national counter-corruption assessment, in 2013, highlighted corruption for the purposes of sexual gratification as a major threat to law enforcement.¹⁶ HMIC’s 2015 report *Integrity matters*¹⁷ identified police sexual misconduct as an area of great concern to the public. We share the public’s disquiet and so we looked at this issue specifically as part of our 2016 inspection. Our work was given additional emphasis in May 2016 by a request from the Home Secretary that we inspect forces’ response to the issue of officers and staff developing inappropriate relationships with victims of domestic abuse and abusing their position of power to exploit victims.

¹⁴ *The abuse of police powers to perpetrate sexual violence*, jointly published by IPCC and ACPO (now the National Police Chiefs’ Council), September 2012. Available at: www.ipcc.gov.uk/sites/default/files/Documents/research_stats/abuse_of_police_powers_to_perpetrate_sexual_violence.PDF

¹⁵ Code of Ethics – A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales, College of Policing, London, July 2014. Available at: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

¹⁶ Every three years, the National Counter-Corruption Advisory Group commissions a strategic assessment of the threat to law enforcement from corruption. The most recent assessment was completed in June 2013 by the Serious Organised Crime Agency. The assessment was based upon three years of intelligence reports on possible corruption gathered by forces in England and Wales, supplemented by information from other forces and national agencies.

¹⁷ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Recognising abuse of authority for sexual gain as serious corruption

West Yorkshire Police recognises that abuse of authority for sexual gain is serious corruption and this is addressed in their anti-corruption control strategy. The force is developing the way in which it recognises abuse of authority for sexual gain to enable early intervention. The message about such conduct being serious corruption and the consequences has been communicated to staff along with the IPCC document on officers abusing authority for sexual gain. During the inspection, HMIC heard from officers that they were aware of the implications of abusing their authority for sexual gain. Officers were aware of colleagues who had lost their job in these circumstances.

Looking for and receiving intelligence on potential abuse of authority for sexual gain

The force audits its ICT systems to ensure the integrity of its workforce. This was a recommendation from our police integrity and corruption inspection. Having identified potential risk areas, such as officers abusing their authority for sexual gain, officers from the PSD visit a range of vulnerable community groups, including domestic violence groups and women's refuges, to give presentations to staff and project users to highlight the risks and proactively seek intelligence on potential wrongdoing or corruption.

Taking action to prevent abuse of authority for sexual gain

West Yorkshire Police holds a quarterly integrity and ethics board, chaired by the deputy chief constable, which was set up to enable the force to ensure high standards of behaviour and conduct from all employees. It recognises the seriousness of misconduct and how this can affect trust and confidence from the public. It gives consideration to standards of professional behaviour, the national integrity model,¹⁸ the recommendations from the 2012 Leveson Inquiry into the culture, practices and ethics of the press,¹⁹ force policies and the implementation of the Code of Ethics. The board's objectives include engaging in preventative measures to support colleagues and prevent corruption, promote integrity in the workplace and support the work of the information management board.

¹⁸ For further information about the national integrity model, see:
<http://library.college.police.uk/docs/APPref/police-integrity-model.doc>

¹⁹ For more information about the Leveson Inquiry, see:
<http://webarchive.nationalarchives.gov.uk/20140122145147/http://www.levesoninquiry.org.uk>

The deputy chief constable has given a video briefing to the force through the force intranet to highlight the issues of the workforce abusing its authority for sexual gain and the implications should anyone pursue such a relationship with any person who they have met as a victim of crime.

Although the force publicises the result of misconduct proceedings and lessons learned through the force intranet and its monthly PSD newsletter, we found the newsletter was not widely read. We did not find any evidence of specific guidance being provided to officers and staff, and in particular supervisors, about the warning signs associated with colleagues developing inappropriate relationships.

Building public trust

When incidents of officers abusing their authority for sexual gain are identified, the force publishes the outcomes of misconduct hearings. The force also works with the PCC and its partners who support vulnerable victims to rebuild the public's trust.

For example after one such case the force worked with its partners in social care, Age UK and the health service to establish and explain appropriate boundaries with victims, and explaining what the role of a police officer is and the difference between providing reassurance and support and overstepping those boundaries. In another, the force worked with partners from Victim Support to provide support and reassurance to the victim through regular victim contact, explaining each stage of the investigation.

How well does the force engage with the public and its workforce about the outcomes of misconduct and corruption cases?

HMIC's 2014 literature review on police integrity and corruption emphasised the importance of collection and dissemination of information about misconduct to the public, on the basis that it shows police forces are taking the problem seriously, and detecting and punishing wrongdoing.²⁰ This information also forms the basis for deterring misconduct and enhancing integrity within police forces themselves. This year, HMIC looked at how well forces engage with the public online and through police officer misconduct hearings in public, and also more widely following high profile incidents with the potential to undermine public perceptions of police integrity. We also looked at how aware the workforce is of these outcomes.

²⁰ *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Working with the public

West Yorkshire Police is improving its engagement with the public about the results of misconduct and corruption cases. Details of misconduct cases can be found easily under the 'professional standards' section of the force website.

A search of 'misconduct' on the force website takes users to information on forthcoming hearings, along with the results of previous misconduct hearings. The force publicises the future dates of public misconduct hearings along with some useful information for the public and press, such as the conditions for entry, and it provides an online application form to attend any proceedings. HMIC heard that members of the public have yet to attend any of the advertised hearings, which may mean this information is not reaching the public.

Any misconduct hearings that are likely to be high profile are accompanied by a force press release to reinforce standards of behaviour. The messages about wrongdoing and the standards expected from the workforce are delivered by a chief officer. The force also updates the PCC to enable messages of reassurance to be communicated to the public.

Working with the workforce

The force publicises the results of its misconduct hearings and any lessons identified from them through its monthly PSD newsletter, which is circulated internally to all staff. We found that the newsletter was not read by many of the officers and staff we spoke to, so the force could do more to ensure that its workforce understands and has access to this important information.

Summary of findings



Good

The force works hard to make sure that its workforce behaves ethically and lawfully by developing a culture whereby officers and staff know the standards that are expected and the likely outcomes if they are not met. The force could do more to make sure that its workforce has heard the lessons that have been learned from others whose conduct has fallen below these standards.

The force has effective vetting for its staff and volunteers working within the force. There are processes to identify and manage threats to the integrity of the force. Officers have to record all offers of gifts and hospitality along with registering business interests and notifying the force of any associations that may cause concern to the force.

The force seeks intelligence and interrogates its ICT databases for information that may indicate corrupt activities, including the abuse of authority by officers for sexual gain with vulnerable victims or witnesses. The force publishes the results of misconduct and corruption hearings. It also publicises the future dates of public misconduct hearings, should the public or press wish to attend.

Area for improvement

- The force should ensure that it complies with all aspects of the current national guidelines for vetting.

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

A workforce that feels it is treated fairly and with respect by its employers is more likely to identify with the organisation, and treat the public in a similarly fair and respectful way. Conversely, perceived unfairness within police organisations can have a detrimental effect on officer and staff attitudes and behaviours.²¹ As such, this concept of ‘organisational justice’ and its potential impact on ‘procedural justice’ forms an important part of HMIC’s assessment of police legitimacy. As there is no comparative data on how fairly officers and staff perceive forces to have treated them, we focused our assessment on how well forces identify these perceptions within their workforces and act on these findings. In particular, we looked at the extent to which organisational ‘fairness’ is reflected through the way individual performance is managed, and how ‘organisational respect’ is reflected through how forces provide for the wellbeing of their workforces; particularly through preventative and early action.

How well does the force identify and act to improve the workforce’s perceptions of fair and respectful treatment?

Research suggests that forces that involve officers and staff in decision-making processes, listen to their concerns, act on them and are open about how and why decisions were reached, may improve workforce perceptions of fair and respectful treatment.²² On this basis, HMIC assessed how well the force engages with its staff to identify and understand the issues that affect them, and how well it acts on these issues and demonstrates it has done so.

Identifying and understanding the issues

Grievances are concerns, problems or complaints raised formally to employers by officers or staff. Data on numbers and types of grievances provide forces with a useful source of information about the sorts of issues that staff and officers are concerned about.

²¹ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015.

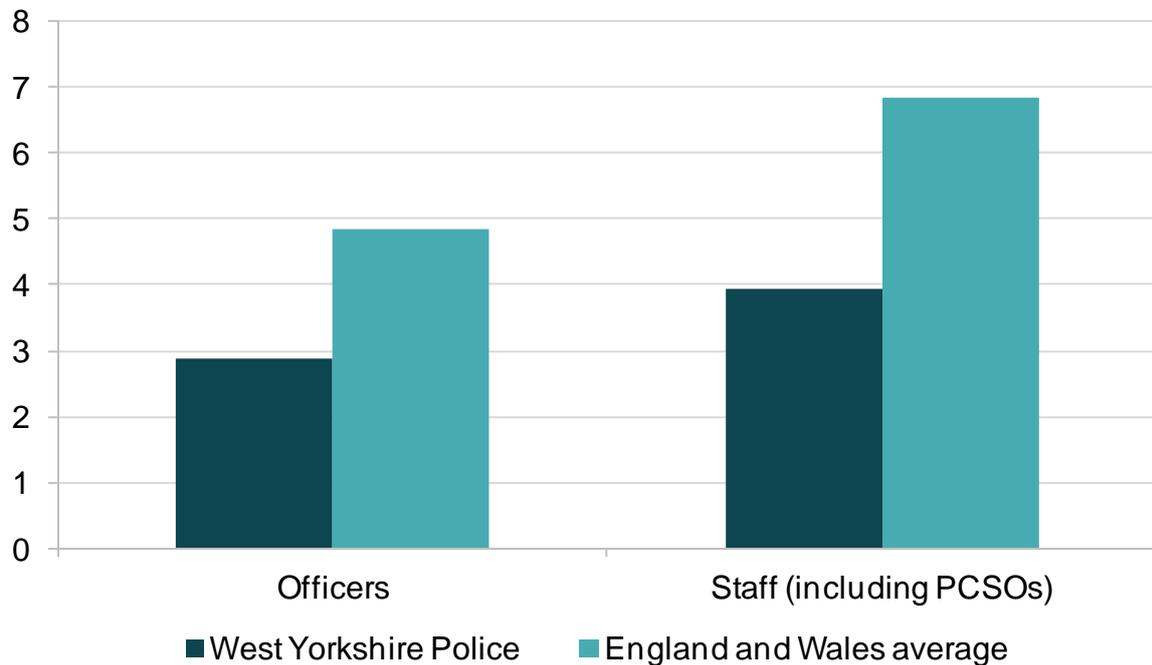
Available at:

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf
Organisational justice: Implications for police and emergency service leadership, Herrington C and Roberts K, AIPM Research Focus, Issue 2, 2013. Available at: www.aipm.gov.au/wp-content/uploads/2013/08/Org-Justice-Final.pdf

²² *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015, page 11. Available at:

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

Figure 3: Number of grievances raised by officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) that West Yorkshire Police finalised compared with England and Wales, in the 12 months to 31 March 2016



Source: HMIC Legitimacy data collection

For further information about the data in figure 3 please see annex A

In the 12 months to 31 March 2016, West Yorkshire Police finalised 2.9 formal grievances raised by officers per 1,000 officers, which was broadly in line with the England and Wales average of 4.8 per 1,000 officers. During this period, the force finalised 3.9 formal grievances raised by staff per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 6.8 per 1,000 staff (including PCSOs).

West Yorkshire Police uses a variety of formal and informal methods to identify issues regarding fair and respectful treatment. These include an all-staff survey, chief constable roadshows, a dedicated consultation process on organisational change, and a suggestion scheme as well as staff association and union feedback.

Since last year's cultural survey the force has undertaken another staff survey (autumn 2015) to review the effectiveness of the work undertaken in response to the issues raised, and to identify further areas for improvement. The survey findings showed significant improvements in workforce perceptions in a number of areas, and also identified a number of areas for improvement. The force was beginning the process of communicating with its workforce about the findings of the survey when HMIC inspected.

The temporary chief constable attends a rolling programme of roadshows across the force to give messages to her staff and take direct questions. The roadshows are arranged at a variety of locations and times to give the workforce ample opportunities to attend.

The force department that reviews and implements all business change programmes has a formal and structured process for bringing about change and implementing new ways of working. This includes the way in which the force consults its workforce to make sure that it captures and considers their views. Staff told HMIC that they are made aware of any changes that are being considered in the force and are consulted on changes that may have an impact on their working or home lives. For example, staff told us that the force consulted the workforce, along with unions and staff associations, before implementing the new shift system.

The force has processes in place to support its workforce when issues arise in which staff feel they have been treated unfairly and wish to seek a resolution. Staff associations and trade unions have regular meetings with chief officers to raise concerns and give the force feedback. Staff can also raise matters through supervisors, which, if not resolved, can be escalated to an organisational challenge panel that reviews issues that have been raised and seeks to resolve them locally. If that is not an option, or if the issues raised need an organisational change, the panel can escalate the problem to a formal grievance process, which is a more formal process to review workforce issues. The force has a human resources panel for selection to maintain consistency, to give advice to those holding selection processes and to hear any appeals that may be raised.

Most staff and officers we spoke to said that they felt happy to raise their concerns with supervisors. However, this was not consistent and could depend on the personality of the individual supervisor.

Making improvements and demonstrating effectiveness

The force has an equalities board that is chaired by a chief officer. The board membership includes staff associations, unions and support networks that are consulted on fairness and respect issues for the force. The members are asked to suggest and develop areas that can be improved. For instance, coaching and mentoring for staff, and leadership and management, have been raised with the board. Action plans have been prepared to make improvements. These have involved specific training in recruitment and selection for support networks so that they can support recruitment and selection panels, awareness sessions delivered to under-represented groups and a scheme whereby officers can visit other forces to learn about different ways of policing and to develop their skills.

The force has published the November 2015 staff survey and formed a working group to review its findings and to identify ways in which improvements can be made.

HMIC found that there were some areas where officers and staff felt the force could do more, or communicate more effectively with its staff, to improve the perception of fairness. These included selection processes and temporary appointments. We found that the force was aware of some of these issues and that changes had taken place: for instance, removing candidates' names from applications during selection processes to make the selection bias free and evidence based, and using a more diverse panel for selection interviews. However, staff were unaware of these changes to make the process fair for all staff.

How well does the force support the wellbeing of its workforce?

Police forces need to understand the benefits of having a healthier workforce – a happy and healthy workforce is likely to be a more productive one, as a result of people taking fewer sick days and being more invested in what they do. Last year our inspection was concerned with what efforts were being made in forces to consider, and provide for, the wellbeing needs of their workforce. This year we looked at the progress the force had made since the last inspection, with a particular focus on preventative activity to encourage wellbeing.

Understanding and valuing the benefits

The force has demonstrated its understanding of workforce wellbeing and its benefits through a variety of approaches to encourage and support wellbeing. During the inspection, HMIC heard that staff felt that the chief officer team had recognised the value of its people and changes had been made to support wellbeing.

West Yorkshire Police has a people strategy which was introduced two years ago. This sets out its priorities to develop its staff and the activities identified to achieve this. The strategy has effective governance through its people board and a wellbeing and engagement group, which is chaired by the director of human resources. The group members are police officers and police staff of all ranks and grades who are staff or wellbeing representatives from their district or department. The work of the group informs and helps plan the activities of the eight priorities within the people strategy. The force seeks to develop the wellbeing of its staff across each of the policing districts through a senior officer or police staff member who performs the role of single point of contact for their district and is a member of the people board.

The people board has regular meetings to review each of the priorities within the strategic plan to ensure that developments and activity complement each other.

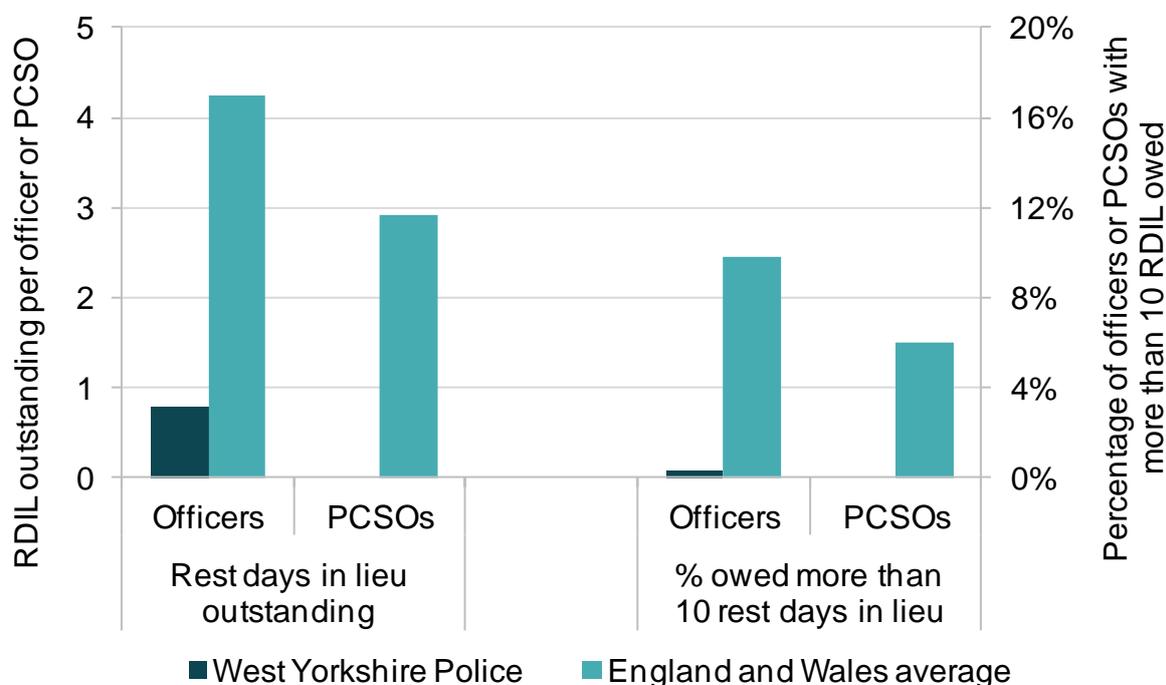
The force has demonstrated its commitment to wellbeing by signing up to the wellbeing charter, for which it has received an accreditation status of excellent in the pilot district of Kirklees. The force also takes the mental health wellbeing of its staff

seriously. It has trained a number of staff in mental health awareness so that they can support colleagues by recognising signs that may indicate mental health issues and then directing colleagues on where to get support and help.

Identifying and understanding the workforce’s wellbeing needs

Rest days in lieu (RDIL) are leave days owed to officers or PCSOs when they have been required to work on their scheduled rest day for operational reasons. Long working hours can have a detrimental impact on the health and wellbeing of the workforce, so it serves as a useful point of comparison for assessing the extent to which the force is managing the wellbeing of its workforce. Analysis of the numbers of RDIL accrued, but not yet taken, can be a useful tool for forces to identify and understand potential wellbeing concerns for individuals and teams.

Figure 4: Number of rest days in lieu outstanding per officer or police community support officer (PCSO) and the percentage of officers or PCSOs with more than 10 rest days in lieu owed to them in West Yorkshire Police compared with England and Wales, as at 31 March 2016



Source: HMIC Legitimacy data collection

Note: For some police forces data about the number of rest days in lieu outstanding are estimated from data on hours owed. For further information about the data in figure 4 please see annex A.

As at 31 March 2016, there were 0.8 rest days in lieu outstanding per officer in West Yorkshire Police, which was lower than the England and Wales average of 4.2 days per officer. On the same date, there were no rest days in lieu outstanding per PCSO in the force, which was lower than the England and Wales average of 2.9 days per PCSO. As at 31 March 2016, 0.4 percent of officers in West Yorkshire Police had more than ten rest days in lieu owed to them, which was lower than the England and Wales average of 9.8 percent. As at 31 March 2016, no PCSOs in West Yorkshire

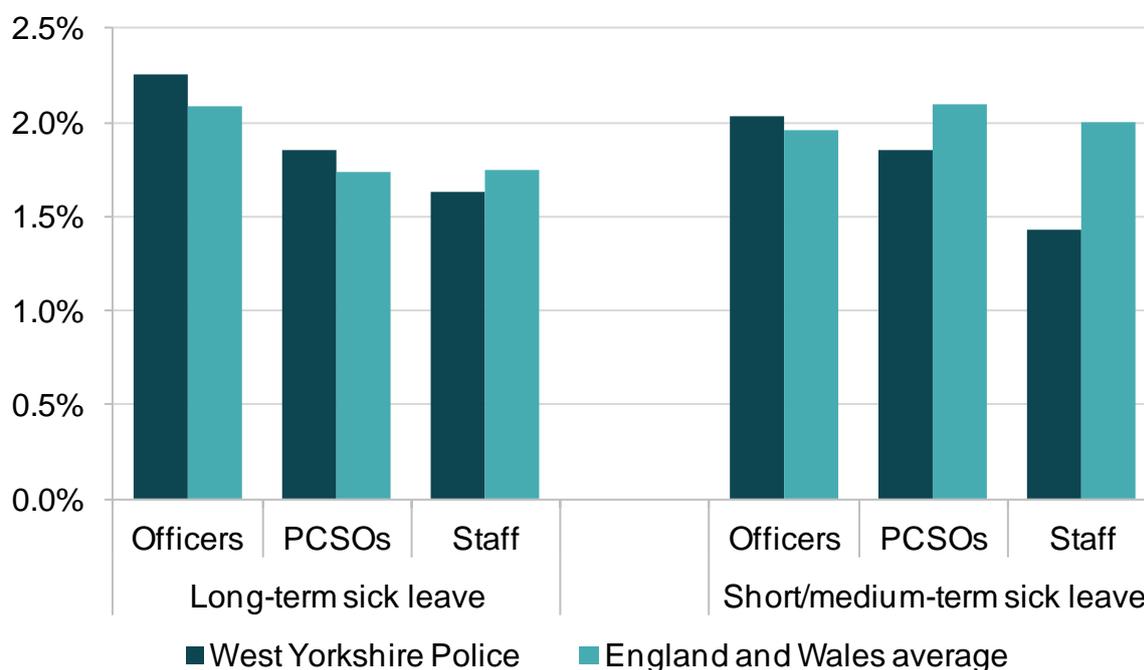
Police had more than ten rest days in lieu owed to them. The England and Wales average was 6.0 percent of PCSOs. The data on PCSOs did not allow a comparison with the average.

The force undertook a staff survey in November 2015 on leadership, wellbeing and community policing. The findings of the survey were report to the workforce in March 2016. The survey asked the workforce a series of questions to seek their views on the impact of workplace factors and how they affect service provision to the public. The aim of the survey was to establish principal measures for workplace factors. The survey identifies levels of staff wellbeing such as public service motivation, job satisfaction, and emotional energy among others, to assess the wellbeing of the workforce.

The force's wellbeing and engagement group identifies wellbeing needs across the workforce and puts plans in place to meet them. It launched a 'good to talk' initiative across the force that raised mental health issues through a number of awareness sessions aimed at supporting the workforce.

Sickness data can provide a useful point of comparison for assessing the wellbeing of police workforces. Analysis of this data can also help forces to identify and understand the nature and causes of sickness at individual and organisational levels, and inform targeted activity to prevent and manage sickness.

Figure 5: Percentage of officers, police community support officers and staff on long-term and short/medium-term sick leave in West Yorkshire Police compared with England and Wales, as at 31 March 2016



Source: Home Office Annual Data Requirement

Note: Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. For further information about the data in figure 5 please see annex A.

Figure 5 provides data on the proportion of officers, PCSOs and staff who were absent due to sickness on 31 March 2016.

- 2.3 percent of officers were on long-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.
- 2.0 percent of officers were on short or medium-term sick leave, which is in line with the England and Wales average of 2.0 percent.
- 1.9 percent of PCSOs were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 1.9 percent of PCSOs were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.
- 1.6 percent of staff were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 1.4 percent of staff were on short or medium-term sick leave, which is lower than the England and Wales average of 2.0 percent.

In the inspection, we reviewed the force sickness levels and compared them with those of England and Wales. The Home Office Annual Data Requirement shows that as of 31 March 2016 short and medium-term, as well as long-term, sickness levels in the force were broadly in line the England and Wales average. However, short and medium-term sickness for police staff was lower than the England and Wales average. The force supports those who have been absent from work back into the workplace at an early and appropriate time by making effective use of restricted and recuperative working patterns.

Taking preventative and early action to improve workforce wellbeing

The force used management information to assess the health and wellbeing of its staff as part of its review and implementation of a new shift system. After an internal audit of how officers spent their working day compared with the profile of demand on the force, revisions were made to the structure of police officer and staff working patterns. Along with the need to improve efficiency, the force considered changes to assist the health and wellbeing of officers and staff who work in shift patterns. The suggested revisions ensured that officers and staff had adequate breaks between shifts and will enable the workforce to plan and manage its demand within the Working Time Regulations 1998.

The force has an occupational health department, which supports staff wellbeing through a number of initiatives including health screening and mental health training for nominated safeguarding staff in districts to identify any mental health concerns among colleagues and provide rehabilitation support through staff association facilities. The department has achieved the safe, effective, quality occupational health service (SEQOHS) accreditation. The force has the facility for officers and staff to access psychological services for those staff who are assessed as being in at-risk functions such as those that involve safeguarding or abusive images.

The performance structure ensures that all staff have regular meetings with line managers to discuss performance, workload and other issues that may affect work. Mental health officers act as a single point of contact to support colleagues in the early identification of mental health issues. Line managers can use the policy and services provided, either to seek to have roles designated as at risk or to access psychological services for colleagues, rather than the services being limited to staff working in already identified high-risk roles and categories.

Another example of how the force is supporting the wellbeing of its staff is the Agile Programme, in which 1,000 officers and staff have the ability and technology to work from remote locations, such as partner accommodation or from home. Enabling and encouraging the workforce to work more flexibly improves work–life balance, and the force has found evidence that it is increasing productivity.

During our inspection last year, we found that the force policy on sickness absence meant that any officer or staff member who breached the police regulations was automatically given an action plan to improve their attendance and prevent absenteeism. As a result, they were not allowed to apply for selection and promotion opportunities. HMIC was pleased to find that the force has changed this policy to provide a more flexible approach to issuing action plans for staff who have had a set period of absence, for example for operations or planned treatment.

How fairly and effectively does the force manage the individual performance of its officers and staff?

College of Policing research on organisational justice suggests that lack of promotion opportunities and not dealing with poor performance may adversely affect workforce perceptions of fairness, which in turn may lead to negative attitudes and behaviours in the workplace.²³ HMIC assessed how fairly and effectively the force manages the individual performance of its officers and staff, including the extent to which the process aligns with guidance produced by the College of Policing.²⁴

The performance assessment process

The force has a clear and well-established personal development review process (referred to as PDR) in place for all its staff and officers. This process includes an electronic annual assessment of a staff member's performance over the year, and identifies development needs. The process is supported by an accountability structure, including regular individual accountability meetings (IAMs) between staff and their line managers. These meetings are opportunities for officers and staff to review staff performance and to identify development needs and welfare issues throughout the year.

The force uses an electronic system for officers and staff to record and retain evidence of positive feedback or development needs throughout the year for consideration in both IAMs and annual PDR meetings. The system requires supervisors to review individual performance against behavioural competencies and the policing professional framework. The force has a high completion and compliance rate for the performance assessment process. In the 12 months to 31 March 2016, 98 percent of police officers and 93 percent of police staff had

²³ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015.
Available at:

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

²⁴ 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

completed the process. The force uses an electronic dip-sampling process that allows the human resources department to monitor the quality of PDRs and provide feedback to staff.

HMIC found a mixed picture in relation to workforce perceptions of the consistency, fairness and value of the PDR process, including IAMs and the evidence-recording system. While some staff were supportive of the process, others said they only had annual reviews with their line managers, with IAMs being very rare. There was also confusion as to whether IAMs should be monthly or quarterly.

The results of performance assessment

HMIC found that those staff who were not seeking promotion or lateral development were less engaged in the process and did not see the results as being useful to them. Some officers felt that, while it was a good idea in principle, the evidence-recording system could lead to unfair performance assessments, because different supervisors used it differently to identify good and poor performance.

West Yorkshire Police identifies the broad spectrum of staff performance within its workforce. There is a well-established force talent management programme linked to the PDR process, with opportunities for officers and staff at all grades. The force uses other formal and ad hoc methods to recognise and reward individual performance, such as chief constable and district commander's commendations. Districts also have an employee of the month process, although this was not widely liked. The force's policy on unsatisfactory performance is in line with the police performance regulations.

Summary of findings



Good

West Yorkshire Police is good at treating its workforce with fairness and respect. The force uses both formal and informal methods to identify issues of fairness and respectful treatment. It has undertaken a further staff survey since HMIC's last inspection, which showed improvements in workforce perceptions in a number of areas. The force has well-established business change processes that see the workforce being kept up to date and consulted on areas that affect it.

The force has demonstrated its understanding and commitment to the wellbeing of the workforce including the force's wellbeing and engagement group, one district's 'excellent' assessment against the workforce wellbeing charter and training for staff to monitor and support the mental health of others. The force has an effective process to manage individual performance through an annual PDR, with periodic line management meetings throughout the year to assess progress against objectives.

Area for improvement

- The force should improve how it communicates the action it has taken in response to issues identified by the workforce.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

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

Findings and judgments from this year's PEEL legitimacy inspection will be used to direct the design of the next cycle of PEEL legitimacy assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess procedural and organisational justice aspects of police legitimacy to ensure our findings are comparable year on year.

Annex A – About the data

Please note the following for the data presented throughout the report.

The source of the data is presented with each figure in the report, and is listed in more detail in this annex. For the source of force in numbers data, please see the relevant section below.

Methodology

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

Comparisons with England and Wales average figures

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

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

Statistical significance

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

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

Where we have referred to the England and Wales average, this is the rate or proportion calculated from the England and Wales totals.

Population

For all uses of population as a denominator, unless otherwise noted, we use the ONS mid-2015 population estimates.

Force in numbers

Workforce figures (based on full-time equivalents) for 31 March 2016

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics, www.gov.uk/government/collections/police-workforce-england-and-wales, or the Home Office police workforce open data tables, www.gov.uk/government/statistics/police-workforce-open-data-tables. Figures may have been updated since the publication.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Police staff includes section 38 designated officers (investigation, detention and escort).

Data from the Office for National Statistics 2011 Census were used for the number and proportion of black, Asian and minority ethnic people within each force area. While the numbers may have since changed, more recent figures are based only on estimates from surveys or projections.

Figures throughout the report

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) compared with England and Wales, in the 12 months to 31 March 2016

The Independent Police Complaints Commission (IPCC) defines a complaint for the purposes of recording as "an expression of dissatisfaction by a member of the public with the service they have received from a police force. It may be about the conduct of one or more persons serving with the police and/or about the direction and control of a police force". A police complaint can be about more than one officer or member of staff and can refer to one or more allegations.²⁵

Data used in figure 1 are data extracted from the Centurion case recording and management system for Police Professional Standards data. We were able to collect the majority of this data through an automated database query, written for us by the creators of the software, Centurion (FIS Ltd). Forces ran this query on their systems

²⁵ *Guidance on the recording of complaints under the Police Reform Act 2002*, Independent Police Complaints Commission. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/guidance_on_recording_of_complaints_under_PRA_2002.pdf

and returned the outputs to us. This system is used in 41 of the 43 forces inspected. In order to collect the appropriate data from the two forces not using Centurion (Greater Manchester Police and Lancashire Constabulary), they were provided with a bespoke data collection template designed to correspond to information extracted from the Centurion database.

Although the IPCC categories used to record the type of public complaint and the accompanying guidance are the same in all police forces, differences in the way they are used still may occur. For example, one force may classify a case in one category while another force would classify the same case in a different category. This means that data on the types of public complaint should be treated with caution.

Figure 2: Percentage of victims satisfied with overall treatment compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016

Forces are required by the Home Office to conduct satisfaction surveys with specific victim groups. Victim satisfaction surveys are structured around core questions exploring satisfaction with police responses across four stages of interactions: initial contact, actions, follow up, treatment plus the whole experience. The data in figure 2 use the results to the question on treatment, which specifically asks "Are you satisfied, dissatisfied or neither, with the way you were treated by the police officer and staff who dealt with you?"

When comparing with the England and Wales average, the standard methodology described above has been used. When testing whether the change in percentage of respondents who were satisfied between the 12 months to 31 March 2015 and the 12 months to 31 March 2016 is statistically significant, a chi square hypothesis test for independence has been applied.

Figure 3: Number of grievances raised by officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) finalised compared with England and Wales, in the 12 months to 31 March 2016

The data refer to those grievances that were subject to a formal process (not including issues informally resolved with a line manager). Some of the grievances finalised in this period may have been raised in a previous year. Finalised refers to grievances where a resolution has been reached, after any appeals have been completed. Differences between forces in the number of finalised grievances may be due to different handling and recording policies. Data used in figure 3 were provided to HMIC by individual forces via a bespoke data collection in April 2016 prior to inspection.

Figure 4: Number of rest days in lieu outstanding per officer or police community support officer (PCSO) and the percentage of officers or PCSOs with more than 10 rest days in lieu owed to them compared with England and Wales, as at 31 March 2016

Rest days in lieu are leave days owed to officers or police community support officers when they have been required to work on their scheduled rest day due to operational reasons. Data used in figure 4 were provided to HMIC by individual forces via a bespoke data collection in April 2016 prior to inspection.

Figure 5: Percentage of officers, police community support officers and staff on long-term and short/medium-term sick leave compared with England and Wales, as at 31 March 2016

Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. Data used in figure 5 were obtained from Home Office annual data returns 501 and 551. Data on long-term absences can be found in the Home Office police workforce open data tables:

www.gov.uk/government/statistics/police-workforce-open-data-tables