

PEEL: Police legitimacy (including leadership) 2017

An inspection of Dorset Police



December 2017

© HMICFRS 2017

ISBN: 978-1-78655-490-1

www.justiceinspectors.gov.uk/hmicfrs

Contents

Introduction	3
Force in numbers	5
Overview – How legitimate is the force at keeping people safe and reducing crime?	7
To what extent does the force treat all of the people it serves with fairness and respect?	9
To what extent does the force understand the importance of treating people with fairness and respect?	9
How well does the force understand the extent to which its workforce treats people with fairness and respect?	12
How fairly does the force use stop and search powers?.....	14
Summary of findings	19
How well does the force ensure that its workforce behaves ethically and lawfully?	20
How well does the force develop and maintain an ethical culture?.....	20
How accessible is the complaints system to all members of the public?	22
How well does the force identify and investigate potential discrimination by officers and staff?	23
Summary of findings	25
To what extent does the force treat its workforce with fairness and respect?	26
How well does the force identify and act to improve fairness at work?	26
How well does the force support the wellbeing of its workforce?	34
How fairly and effectively does the force manage and develop both the performance of its individual officers and staff and its selection processes?	37
Summary of findings	40
Next steps	41
Annex A – About the data	42

Introduction

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

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

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

To achieve this support – or ‘consent’ – the public needs to believe that the police will treat them with respect and make fair decisions (while taking the time to explain why they are making those decisions), as well as being friendly and approachable.² This is often referred to as ‘procedural justice’. Police actions that are perceived to be unfair or disrespectful can have an extremely negative effect on police legitimacy in the eyes of the public.

Police officers and staff are more likely to treat the public with fairness and respect if they feel that they are being treated fairly and respectfully, particularly by their own police force. Therefore, it is important that the decisions made by their force about matters that affect them are perceived to be fair.³ This principle is described as

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

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

³ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%20FINAL_REPORT.pdf

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

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

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

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

A separate report on the force's efficiency inspection findings is available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/dorset/efficiency/). Our reports on police effectiveness will be published in early 2018. Our 2016 reports on forces' effectiveness, efficiency, and legitimacy are available on our website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/dorset/.

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/).

Force in numbers



Workforce

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

2,483

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

officers

staff (including section 38)

PCSOs

1,266

1,082

135



Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce

1.5%

officers

1.4%

staff

1.6%

PCSOs

1.4%

Percentage of BAME in local population, 2011 Census

4.0%



Gender diversity

Percentage of females in overall workforce 31 March 2017

42%

England and Wales population, 2015 estimate

51%

Percentage of females by role 31 March 2017

27%

Dorset Police

officers

62%

staff

PCSOs

42%



Grievances

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



Stop and search

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

4,979

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



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

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

Overall judgment⁴



Dorset Police is judged to be good at how legitimately it keeps people safe and reduces crime. For the areas of legitimacy we looked at this year, our overall judgment is the same as last year. The force is judged to be good at treating all the people it serves with fairness and respect, good at ensuring its workforce behaves ethically and lawfully but requiring improvement in some aspects of treating its workforce with fairness and respect.

Overall summary

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



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



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



The importance of treating people fairly and with respect is reflected in the force's vision and values, and leaders demonstrate a commitment to it. Officers and staff are trained to communicate effectively with the public and use their coercive powers fairly, but the force needs to improve workforce understanding of unconscious bias. The force has various internal and external processes to scrutinise how officers and staff interact with the public. Generally these work well, but the force needs to improve how it works with the community to ensure effective independent scrutiny and challenge of its stop and search activity.

The commitment to developing a strong ethical culture in the force is evident. Leaders at all levels promote the need to make ethical policing decisions with officers and staff having a good understanding of how to make ethical decisions in the working environment. The force generally makes it easy for the public to make a

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

complaint and the workforce is able to recognise, respond to and investigate discrimination well, although it needs to ensure that referrals to the Independent Police Complaints Commission (IPCC) are made correctly.

The force needs to improve how it works with officers and staff to maintain internal standards of fairness and respect. The force has many processes in place to engage with, and support, the workforce, but these are not always effective or valued. High workloads are evident across the force and it needs to consider the consequences this has on individual wellbeing. The force needs to improve some of its other people management processes, most notably individual performance assessment which is not as effective as it needs to be.

Areas for improvement

- The force should ensure that all members of the workforce have a sufficient understanding of unconscious bias.
- The force should evaluate how stop and search activity reflects its priorities, to provide further reassurance to communities that its use of stop and search is fair and effective.
- The force should improve its external monitoring of stop and search to enable the community to review intrusively all aspects of stop and search activity.
- The force should ensure that all allegations which meet the mandatory criteria for referral to the IPCC are so referred.
- The force needs to improve the management of its performance development review (PDR) process to increase its understanding of workforce performance, development and end results.
- The force needs to improve levels of support provided to officers and staff who are either subject of, or a witness in, internal misconduct allegations.

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

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

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

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

HMICFRS assessed the extent to which leaders of the force understand the importance of procedural justice, and the arrangements they have made to provide the workforce with the knowledge, skills and understanding they need to treat all the people they serve fairly and with respect. We examined the workforce’s understanding of the principles of procedural justice (being friendly and approachable, treating people with respect, making fair decisions, and taking time to explain these decisions). We did this by checking their understanding of the concept of unconscious bias,⁶ their awareness of effective communication skills⁷ in all

⁵ *It’s a fair cop? Police legitimacy, public cooperation, and crime reduction*, National Policing Improvement Agency, September 2011. Available at: http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf

⁶ Personal biases are influenced by factors including people’s background, personal experiences and occupational culture, and they can affect our decision making. When we make quick decisions, these biases can, without us realising, disadvantage particular groups of people. It is vital that police officers understand their own biases and how to overcome them, to ensure the decisions they make are fair.

⁷ Research into the effect of communication skills training in Greater Manchester Police (e.g. showing empathy, building rapport, signposting and using positive and supportive language) showed this improved officer attitudes and behaviours and had a “significant positive effect” on the quality of interactions between police officers and victims. See: <http://library.college.police.uk/docs/college-of-policing/Technical-Report.pdf>

interactions with the public and their appropriate use of coercive powers (with a specific focus on stop and search and use of force).⁸

Understanding the importance of treating people with fairness and respect

The importance of treating people with fairness and respect is reflected clearly in Dorset Police's objectives and values. The force is explicit about the high standards of conduct it expects from its workforce and the importance of treating people with fairness and respect, in line with the national Code of Ethics for policing. New recruits meet with chief officers to discuss force values and receive training and guidance during their service. The Code of Ethics and force values are integrated into strategies and policies and internal surveys show high levels of workforce awareness. Regular public surveys are conducted to understand community perceptions of how they feel they are treated by the police. The force uses this feedback to improve its services, for example to improve victim contact and evidence gathering in domestic abuse investigations. HMICFRS found that officers and staff at all levels across the organisation understand the importance of fair and respectful treatment.

Understanding of unconscious bias

Levels of understanding of unconscious bias across the workforce need to be improved and the force has a plan in place to achieve this for officers, but not for staff. Some training on unconscious bias has taken place via an e-learning package, and for those conducting selection interviews, but the officers and staff we spoke to had a mixed level of understanding of the concept, and could not readily refer to training or guidance on the subject. The force acknowledges this and unconscious bias training is scheduled to be given to frontline officers as part of a broader stop and search training package in the months following our inspection. However, unconscious bias has the potential to affect decision making in all roles and influences how people deal with each other generally. As such, we were disappointed to find no plans to roll this training out more widely, so that the whole workforce could have a greater awareness of their unconscious biases and how to overcome them.

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

Communication skills

Officers and staff we spoke to understood the need for effective communication skills, and how to apply them. The force provides different forms of role-specific training to frontline officers, staff and call handlers to help them perform their jobs better, including effective communication skills, skills for helping distressed people over the phone, or interviewing vulnerable victims of crime. A database of officers and staff with second language or British sign language skills is maintained and some officers have been trained to communicate with people with mental health problems. We found that most staff are aware of varying types of communication (such as verbal and non-verbal) and could explain the importance of responding appropriately to different situations to get the best results, for example by active listening, showing empathy or explaining actions and decisions.

Use of coercive powers

The workforce has a good understanding of how to use coercive powers fairly. Regular training and guidance is provided to relevant officers and staff in the different types of use of force (such as Taser, baton and handcuffs). The principles of communication and interaction with others are taught alongside use of force techniques. Officers we spoke with were able to provide good explanations of their stop and search powers.

The use of coercive powers is supported by a good understanding of ethical decision making. Training for all forms of use of force highlights the need for clear and consistent decision making in accordance with the National Decision Model (NDM) and Code of Ethics. Officers and staff are trained and equipped to use coercive powers fairly and only when necessary.

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

HMICFRS continues to examine the extent to which forces work to identify and understand what affects people's perceptions of fair and respectful treatment. This year we re-assessed a specific aspect of fair and respectful treatment that we examined in PEEL 2015: the use of force⁹ and stop and search powers. Specifically, we inspected the extent to which forces record data and how well they scrutinise data and other information, including through external scrutiny,¹⁰ to understand and improve the use of these powers. In the case of stop and search, the next section sets out our findings. It includes our assessment of the reasonableness of recorded grounds for stop and search.

Scrutiny of use of force to improve treatment

Dorset Police is good at scrutinising the use of force by officers and staff. HMICFRS found that officers understand the need to make an accurate record each time that force is used. The force reviews all incidents of use of force, with trends and exceptions being monitored at the use of force scrutiny panel. This panel is chaired by a senior officer and meets quarterly to analyse data, address themes or trends (including matters highlighted in complaints received by the force) and influence future training. Examples of good and poor practice are circulated within the force so that officers are able to improve how they deal with similar situations. An officer told us about a debrief exercise held after an incident where a violent prisoner was restrained in a custody office. Appropriate monitoring procedures are in place and findings are reviewed by the deputy chief constable at the quarterly confidence and equality board.

The force does not yet fully comply with the National Police Chiefs' Council (NPCC) minimum recording standard due to IT problems with the configuration of its computer systems. It is working on a solution and must ensure that the public can have access to all relevant information when publishing its use of force data in

⁹ In 2015 HMICFRS found a generally positive picture of force oversight arrangements for use of Taser. However, in 2016, we found that many forces did not have similar levels of oversight for other types of use of force. As a result of a review undertaken by the National Police Chiefs' Council, all forces have been required to collect a minimum data set in respect of use of force since April 2017. The review is available at: www.npcc.police.uk/documents/uniformed/2016/Use%20of%20Force%20Data%20Report%20to%20Home%20Sec.pdf. Also see *Authorised Professional Practice on Use of Force*, College of Policing, October 2013. Available from: www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force/

¹⁰ *Independent Advisory Groups: considerations and advice for the police service on the recruitment, role and value of IAGs*, College of Policing, 2015. Available at: www.college.police.uk/What-we-do/Support/Equality/Documents/Independent_advisory_groups_advice_2015.pdf

accordance with national guidelines. The force has a body-worn video project (jointly with Devon and Cornwall Police) to trial the use of cameras in different areas in advance of a wider rollout of equipment. At the time of our inspection, body-worn video cameras were also being issued to all firearms officers, in recognition of the need to provide higher levels of scrutiny in firearms situations. The force should ensure that body-worn video footage is made available as quickly as possible to support the internal and external review of how members of the public are treated by officers in operational situations.

External scrutiny to improve treatment

The force has adequate external scrutiny processes in place to improve treatment of the public. The force commissions three independent community organisations (representing race equality, disability and sexual orientation) to provide independent feedback and challenge on a range of subjects. Twice a year, group members are invited to a conference chaired by the deputy chief constable where he provides a briefing on policing matters and encourages questions. Quarterly meetings are independently chaired by group members who review a range of police data sets, with participation from Dorset Police officers and staff. The force also commissions individual consultation exercises on specific subjects. When the race equality group consulted with its members about the effect of the Brexit vote, a number of previously unreported hate crimes were identified and forwarded to the police, leading to improved communication and understanding of local problems.

HMICFRS attended a formal consultation meeting about the increased use of Taser in Dorset and found race equality group members asking constructive and challenging questions about the police proposals. The group expressed broad support for the increased use of Taser, as long as accountability and scrutiny (such as body-worn video) was maintained and increased – comments the force committed to include within the final proposals. Independent scrutiny is also undertaken in other ways. For example, the independent custody visiting scheme monitors the treatment of people in police custody, and the out of court disposals board (which has an independent chairperson) examines the police use of disposal outcomes, such as cautions and community resolutions. The public are kept informed of external scrutiny findings via the force and the police and crime commissioner (PCC) websites. The Dorset PCC is working with the Devon and Cornwall PCC to set up an independent use of force scrutiny group to cover both forces. The range of policing areas examined, and the independence of the processes, are likely to provide reassurance to the community that the force encourages external feedback and challenge.

How fairly does the force use stop and search powers?

The purpose of stop and search powers is to enable officers to eliminate or confirm suspicions that individuals may be in possession of stolen or prohibited items, without exercising their power of arrest. Except in exceptional circumstances, an officer must have reasonable grounds for carrying out such a search. While this can be valuable in the fight against crime when based on genuinely objective reasonable grounds, the powers to stop and search people are some of the most intrusive available to the police. Their disproportionate use in respect of black, Asian and minority ethnic communities threatens to undermine police legitimacy. As such, it is crucial that all forces use these powers fairly, and demonstrate to the public that they are doing this.¹¹

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.¹² Our 2015 legitimacy inspection¹³ found that too many forces were not always recording reasonable grounds on their stop and search records. In 2017, we reviewed the reasonableness of the grounds again to assess how fairly forces are using stop and search in line with national guidance.¹⁴ Also, we assessed how the forces scrutinise use of these powers.

Understanding national guidance

Dorset Police officers have a good understanding of how to use stop and search powers fairly and respectfully. We found that officers are provided with stop and search guidance and training both electronically and in personal safety instruction courses. Officers we spoke with showed a good level of knowledge about how to use stop and search correctly, with local 'champions' designated in each area to provide specialist advice. However, the results of our review of 200 stop and search records suggests that there is more work to do to ensure that all officers and supervisors understand what constitutes reasonable grounds (see 'reasonable grounds for use of stop and search' section below). The force is scheduled to provide updated stop and search training – in line with College of Policing guidance – to all relevant officers shortly after our inspection as part of its training plan.

¹¹ *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/

¹² *Stop and Search Powers – are the police using them effectively and fairly?* HMIC, July 2013. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/ and *Best Use of Stop and Search revisits*, HMIC, September 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/best-use-of-stop-and-search-revisits/

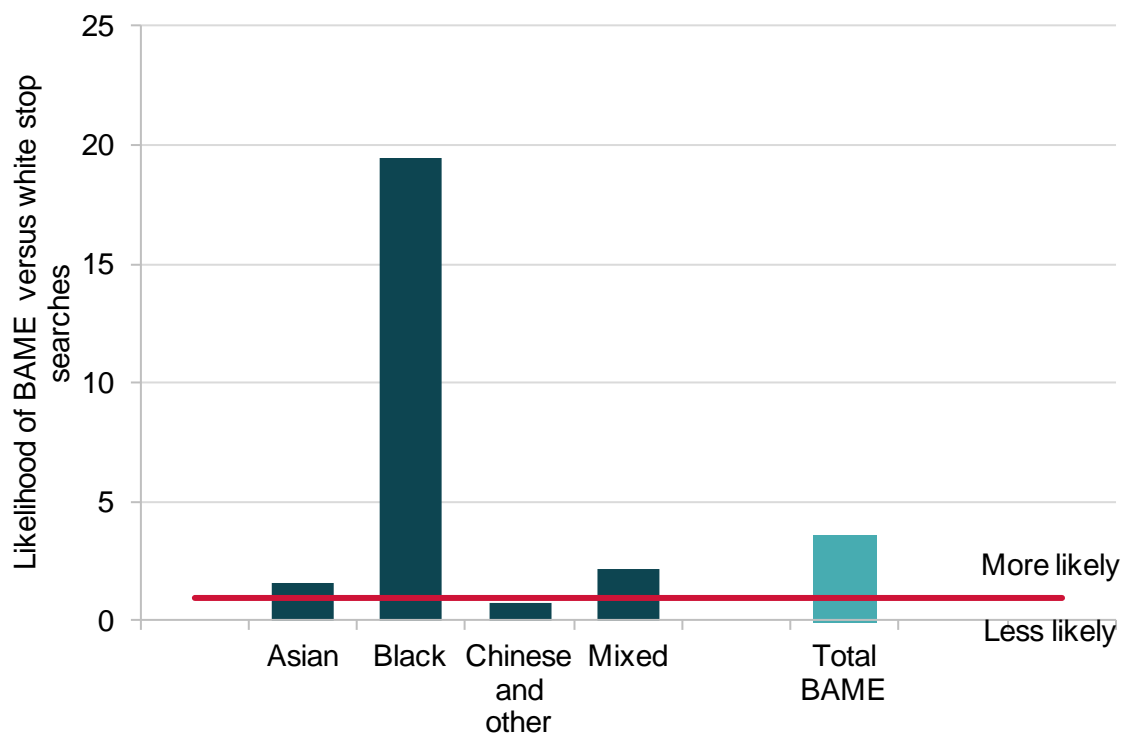
¹³ *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

¹⁴ See annex A for more information about the methodology for our review of stop and search records.

Monitoring use of stop and search powers to improve treatment

In order to monitor the use of stop search powers effectively, forces should use a range of data to help them understand how the powers are being used and the subsequent effect on crime, disorder and perceptions in the community. In particular, forces should consider whether the use of stop and search powers is disproportionately affecting one group compared with another. In the 12 months to 31 March 2016, black, Asian and minority ethnic (BAME) people in Dorset were 3.6 times more likely than white people to be stopped and searched. Black people were 19.5 times more likely to be stopped and searched than white people – the greatest difference in any ethnic group when looking at the likelihood of stop and search compared with white people.

Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE) compared with white people, in Dorset Police in the 12 months to 31 March 2016



Source: Home Office 2016

Dorset Police has appropriate processes in place for monitoring stop and search activity, but the lack of widespread use of body-worn video hinders greater scrutiny. The use of stop and search has decreased in recent years in line with national trends. A series of review and scrutiny processes takes place to check for recording accuracy and to identify any themes or trends that need to be addressed or improved. Initial checks are completed by the first-line manager and secondary checks on records involving young people and people from BAME groups are conducted by the force prevention department. A data pack is prepared and reviewed by an operational scrutiny group of chief inspectors that reports to the

quarterly equalities and people confidence board chaired by the deputy chief constable. This group reviews many of the data sets that HMICFRS would expect, but analysis of the effectiveness of stop and search activity (such as the effect on the crime rate or local priorities) was not evident. We found that learning from feedback influences training (for example following an incident in another force Dorset officers are required to make the parents/guardians aware when a young person is searched), and is provided to individual officers, supervisors and area commanders to improve performance.

The force searches black males at a rate that is disproportionately higher than for white males and other population groups. Figure 1 illustrates a particularly high rate for black people in the year 2015/16 (19.5 times more likely than searches on white people). This is an increase from 2014/15 (from 10.5 times more likely than white people) due to the number of stop searches on white people decreasing by 50%, therefore increasing the representation of black people in stop and search figures. The force is aware of the disproportionality and has previously worked with the equalities and human rights commission who provided independent review and guidance. We examined why black males are disproportionately more likely to be stopped and searched and the force was able to show that focusing activity towards the higher-risk organised crime groups increases the number of stop searches and a high proportion of those crime group members are black. The majority of stop and search encounters of black males are taking place in Bournemouth and Weymouth areas. The force has conducted research which suggests that these are intelligence led, relate to serious criminality and that the subjects being searched are not Dorset residents. The numbers of repeat searches on the same person are low.

However, we found that local or national priorities do not influence the use of stop and search to the extent that we would expect. For example, we were not provided with evidence that the use of stop and search related to the priorities in the force's police and crime plan or specific areas of risk in the force's control strategy, or that stops related to the more serious offence of supplying drugs rather than the possession of drugs.

The force writes to every BAME person that is stopped and searched asking for feedback. We discussed this matter with members of the force and the deputy chief constable who are all aware of the importance of this subject and the effect upon public confidence if stop and search powers are misused. Given our findings, we consider that the force would benefit from reviewing its ability to evaluate how any disproportionality is linked to policing operations and the extent to which its activity reflects its priorities, to provide further reassurance to its communities that its use of stop and search is fair and effective.

External scrutiny of stop and search powers to improve treatment

The force needs to improve its scrutiny of stop and search by the community of Dorset. An external scrutiny group is in place, made up of community members with

an independent chair and senior police involvement. However, group meetings in the year before our inspection were infrequent and the group did not have access to a full range of data due to technical problems (now resolved by a software update). Some other stop and search matters, such as complaints, have been reviewed but the process has not been robust in providing external scrutiny. The situation has prevented full public scrutiny of the use of stop and search powers at a time when independent scrutiny of disproportionality was most needed. The force understands the need for effective external scrutiny and is working to resolve the situation, but improvements were still needed at the time of our inspection (such as the

representation of young people on the group). The force must ensure that it enables the community to review all aspects of stop and search activity to improve public confidence.

Reasonable grounds for use of stop and search

The Police and Criminal Evidence Act 1984 requires that, to stop and search a person, the grounds to suspect that person of being in possession of a stolen or prohibited article must be reasonable and that the grounds must be recorded on the stop and search record.¹⁵

In our 2013 inspection into the use of stop and search powers by the police,¹⁶ we were concerned to see that, of the 8,783 stop and search records we examined across all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify the lawful use of the power. For Dorset Police, the 2013 inspection showed that 38 of 200 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection, we carried out a further review of the recorded grounds in a sample of stop and search records.¹⁷ Our review of 100 records in this inspection found that in 13 of these, the recorded grounds were not considered reasonable.

During our 2017 inspection of Dorset Police, we reviewed 200 stop and search records; 11 records did not have grounds recorded that we considered reasonable. While the records we reviewed may not be representative of all stop and search records completed by the force, our findings indicate that some officers and supervisors either still do not understand fully what constitutes reasonable grounds, or do not know how to record them properly.

It is important to note that a lack of reasonable grounds on the stop and search record does not necessarily mean that reasonable grounds did not exist in reality at the time of the stop and search. In 57 of the 200 records we reviewed, the item searched for was found. This is an important measure – confirming or allaying an officer's suspicions is the primary purpose of the powers. Finding the item searched for is one of the best indications that the grounds for the suspicions are likely to have been strong.

¹⁵ Police and Criminal Evidence Act 1984 Available from:
www.legislation.gov.uk/ukpga/1984/60/contents.

¹⁶ *Stop and Search Powers: Are the police using them effectively and fairly?* HMIC, 2013. Available from: www.justiceinspectors.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/

¹⁷ *PEEL: Police legitimacy 2015* HMIC, 2016. Available from:
www.justiceinspectors.gov.uk/hmicfrs/publications/police-legitimacy-2015/

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

	2013	2015	2017
Records not containing reasonable grounds	38 of 200	13 of 100	11 of 200
Item searched for found	-	-	57 of 200

Summary of findings



Good

Dorset Police is good in the way it treats the people it serves with fairness and respect. Leaders demonstrate a commitment to treating people fairly and ethically. Officers and staff are mostly well trained, understand how to communicate effectively and use their coercive powers fairly, but their awareness of unconscious bias needs to be improved. There are appropriate levels of monitoring in place that seek to improve the service provided to the community, but work is still needed to make sure that use of force data is properly collated and shared. The force monitors its stop and search activity, but needs to improve the levels of external scrutiny to provide greater reassurance to the public. Monitoring will be improved when body-worn video is used regularly.

Areas for improvement

- The force should ensure that all members of the workforce have a sufficient understanding of unconscious bias.
- The force should evaluate how stop and search activity reflects its priorities, to provide further reassurance to communities that its use of stop and search is fair and effective.
- The force should improve its external monitoring of stop and search to enable the community to review intrusively all aspects of stop and search activity.

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

In HMICFRS' 2017 legitimacy inspection, we continued to focus on the extent to which forces develop and maintain an ethical culture to reduce unacceptable types of behaviour among their workforces. We also returned to look at how well forces are handling complaints and misconduct cases,¹⁸ as opposed to last year's focus on how well forces are guarding against corruption.¹⁹

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

Research tells us that the best way to prevent wrongdoing is to promote an ethical working environment or culture.²⁰ Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.²¹ Officers and staff should feel confident that they can apply these principles to their decision making. This year, we focused on the way that the leaders of forces demonstrate ethical behaviour and the way that forces approach ethical decision making across the entire workforce. In addition, where forces had failed to comply with all aspects of the national vetting standards in 2016, we assessed whether their plans are credible and are likely to be compliant by December 2018.²²

¹⁸ *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

¹⁹ We did, however, undertake a review of forces' plans in response to our PEEL legitimacy 2016 national report recommendation. The report of our findings is available here: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2016/

²⁰ *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf
The role of leadership in promoting ethical police behaviour, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf

²¹ *Code of Ethics: A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales*, College of Policing, 2014. Available from: www.college.police.uk/What-we-do/Ethics/Pages/Code-of-Ethics.aspx; *Literature review – Police integrity and corruption*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/integrity-matters/

²² HMICFRS' recommendation in December 2016 was that (i) Within six months, all forces not already complying with current national vetting policy should have started to implement a sufficient plan to do so and (ii) Within two years, all members of the police workforce should have received at least the lowest level of vetting clearance for their roles. The ACPO/ACPOS National Vetting Policy was

Leaders as ethical role models

Dorset police leaders have created and maintained an ethical culture within the force. We found that the Code of Ethics is well understood and in place across the county with consistent reinforcement of its importance evident in chief officer statements, force governance structures and widely visible communications campaigns. The force shares an ethics committee with Devon and Cornwall Police that meets bi-monthly. It is chaired by a chief officer and is attended by a cross section of the workforce as well as independent ethics academics from local universities. Any member of the organisation can submit a dilemma for discussion and results are published for the workforce to read. Subjects discussed have included how the police should respond to independent online paedophile hunters and whether officers should carry prescription medication for use in emergency situations. The forum provides advice and critical feedback for senior leaders to help with their decision making. It has also influenced force policy in areas such as the use of criminal trespass powers and the mental health act. The force declined the offer of an overseas visit to the factory of a supplier; an ethical decision based partly on advice from the ethics committee. Staff can report any ethical or fairness concerns they may have via an anonymous reporting system ('The only way is ethics').

The force considers it important that its leaders set a good example and uphold appropriate standards of behaviour. Chief officers' expenses, business interests and gifts and hospitality are published on the Dorset Police website. In our last inspection, we found that some officers and staff were unsure of how to record or refuse offers of gifts and hospitality; the force has improved levels of understanding by providing additional support and guidance. Recurring themes of misconduct and other messages about standards of behaviour are circulated around the force. We found that officers and staff understand and are engaged with the need to behave ethically and the conduct of leaders has a positive influence on standards across the organisation.

Ethical decision making

The force ensures that policies and procedures incorporate consideration of the Code of Ethics. Consultation on new and existing policies takes place with external groups, such as Prejudice Free Dorset (for the hate crime policy, and the proposed widening of the availability of Taser). Ethics-based approaches and training in the NDM are evident through recruitment, selection and development processes. Chief officers provide consistent messages to officers and staff in briefings and

presentations (using the phrase ‘It’s not just what you do, it’s how you do it’), emphasising that they will support ethical decisions made using the NDM, even if the outcome is adverse.

We spoke with officers and staff in both operational and support functions who demonstrated good levels of understanding and confidence in making ethical decisions. For example, when recording decision-making rationale on incident logs in the communications centre.

How accessible is the complaints system to all members of the public?

An accessible complaints system is crucial to building public confidence in the police and to a force’s ability to improve the extent to which its workforce acts ethically and lawfully. As such, we assessed how easy it is for the public to make a complaint – including how well forces support those people that may require additional help to gain access to the complaints process.²³ Also, we used a review of case files to assess the level of information provided to complainants and looked at how well forces keep complainants updated about the progress of their complaints.

Ease of making a complaint

Dorset Police has procedures in place that help people to make complaints against the police, but it needs to do more to make information available in public places. The force website has clear and up-to-date information on how to make a complaint against the police, and this information can be translated into different languages. Call handlers in the force control room are trained to take complaints from callers, recording the complaint and flagging it for action based upon an assessment of the circumstances. Officers and staff we spoke with were able to explain how the complaints process works and what their role is in recording and dealing with complaints.

To help improve understanding of the complaints process among people who have less confidence in the police and may be less willing to complain, the IPCC guidance sets out certain requirements of forces. It requires them to provide printed information such as leaflets and posters explaining the complaints process in public areas of police stations and in non-police premises such as community centres and Citizens Advice. We did not find complaints information in the police station front

²³ These could include people with learning difficulties, mental health issues, young people or people whose first language is not English. *IPCC Statutory Guidance to the police service on the handling of complaints*, IPCC, May 2015. Available at:

www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/2015_statutory_guidance_english.pdf and *Access to the police complaints system*, IPCC, September 2015. Available at: www.ipcc.gov.uk/sites/default/files/Documents/research_stats/Access_to_the_police_complaints_system.pdf

counter areas we visited. Counter staff were able to reassure us that they would take appropriate action if someone wanted to make a complaint, but the force should make complaint information available in public places to make sure that traditional methods of contact remain open to sections of the community that need them.

Keeping complainants updated

The force is generally good at keeping people updated about their complaint. Our file review found that in all 25 cases the force provided complainants with a copy of the complaint, an explanation of the possible ways the complaint could be dealt with and contact details for the investigator. In the majority of public complaints cases, regular and informative updates were provided to complainants. When the investigations were finalised, in most cases the force correctly provided the complainant with the findings, outcome and details of any right of appeal.

How well does the force identify and investigate potential discrimination by officers and staff?

For the public to have confidence in the police and the police complaints system, it is vital that allegations of discrimination arising from police complaints, conduct matters, and death and serious injury investigations are handled fairly and appropriately. We reviewed complaint, misconduct and grievance files to assess the extent to which forces identify and respond to discrimination appropriately and at the earliest opportunity (including referrals to the IPCC), and the extent to which these allegations are investigated in accordance with the IPCC guidelines for handling allegations of discrimination.²⁴

Identifying and responding to potential discrimination

Dorset Police identifies and responds to discrimination allegations well, although we found that it needs to improve its system for referring these allegations to the IPCC. During our inspection we spoke to a range of officers and staff and found they had a good understanding of discrimination, the consequences it can have and the need to deal with it fairly and quickly. The workforce has access to a confidential reporting system and a number of equality champions who can provide advice if needed, both of which people said they would be confident to use if necessary. Ethical behaviour and the fair treatment of others is a consistent theme across a range of training and events, alongside specific guidance about how to identify and respond to discrimination (such as hate crime).

²⁴ See annex A for more information about our case file review. *IPCC guidelines for handling allegations of discrimination*, IPCC, September 2015. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/Guidelines_for_handling_allegations_of_discrimination.pdf

The force is good at identifying discrimination. During our case file review, we looked at ten complaints and two internal misconduct cases that the force had identified as containing an allegation of discrimination. We also looked at an additional 15 complaints and ten misconduct cases which we considered might contain unidentified allegations of discrimination. We did not find any additional cases that the force had failed to identify.

The Police (Complaints and Misconduct) Regulations 2012 require forces to refer a matter to the IPCC if it includes an allegation of criminal behaviour or behaviour which is likely to lead to misconduct proceedings, and is aggravated because it is alleged that discrimination was a reason for this behaviour. We identified that one of the force's public complaints and two internal misconduct cases we reviewed met the referral criteria, however none of these had been referred. In general, the force identifies and responds appropriately to incidents of potential discrimination, but must take steps to ensure that IPCC referrals are made in every applicable case.

The force told us that since those cases, it had provided additional training to staff in the professional standards department and changed its referral processes, which had seen an increase in compliance with IPCC referral requirements. The force should maintain this focus so the public can have confidence that independent oversight is taking place in line with IPCC guidance.

Investigating allegations of discrimination

The force investigates discrimination allegations well. Overall, we found complaint investigation standards to be high, being conducted on a timely basis by suitably trained staff with an awareness of national guidance. Of the discrimination investigations we reviewed nine out of ten were investigated satisfactorily and in accordance with IPCC guidelines for handling allegations of discrimination. People making discrimination complaints against the force receive a good service. There was no evidence throughout the review that Dorset officers or staff are treated differently as a result of any protected characteristic or job type. The evidence seen shows fair and equitable practice across the organisation and in service to the public.

Summary of findings



Good

Dorset Police is good at ensuring its workforce behaves ethically and lawfully. Leaders display ethical conduct and the force has an established process for referring ethical dilemmas. Policies are developed with ethics in mind, and the workforce is confident in applying ethical considerations to their decision-making process. The force makes it easy for people to make a complaint, and is good at keeping complainants updated on the progress of their complaint. The force is good at identifying and investigating discrimination, although it needs to improve how it refers cases to the IPCC.

Area for improvement

- The force should ensure that all allegations which meet the mandatory criteria for referral to the IPCC are so referred.

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

A workforce that feels it is treated fairly and with respect by its employers is more likely to identify with the organisation, and treat the public in a similarly fair and respectful way. Conversely, perceived unfairness within police organisations can have a detrimental effect on officer and staff attitudes and types of behaviour.²⁵ As such, this concept of ‘organisational justice’, and its potential effect on ‘procedural justice’ forms an important part of HMICFRS’ assessment of police legitimacy and leadership. As no comparative data exist on how fairly officers and staff perceive forces have treated them, we continue to focus our assessment on how well forces identify individual and organisational concerns within their workforces and act on these findings.

In our 2017 inspection, we focused specifically on how well forces identify and act to improve fairness at work, including what action they are taking to make their workforces more representative of the communities they serve. We continued to look at how well forces provide for the wellbeing of their workforces, particularly through preventative and early action, and at the way individual performance is managed and developed.

How well does the force identify and act to improve fairness at work?

Research suggests that forces that involve officers and staff in decision-making processes, listen to their concerns, act on them, and are open about how and why decisions were reached, may improve workforce perceptions of fair and respectful treatment.²⁶ HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances²⁷ – to identify, understand, prioritise and resolve their workforces’

²⁵ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015.

Available at:

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

²⁶ *Ibid.*

²⁷ Grievances are concerns, problems or complaints that a member of staff raises formally with an employer, so data on numbers and types of grievances can provide forces with useful information about matters of concern to their workforces.

concerns. Part of our assessment involved reviewing a small number of grievance cases to assess if these adhere to Acas guidance and the Code of Practice.²⁸

Unfairness, or perceived unfairness, in recruitment processes, opportunities and career progression can lead to good officers and staff leaving the service prematurely and fewer women and people from black, Asian and minority ethnic (BAME) communities wanting to join the police in the first place. As such, we re-examined how well forces address disproportional workforce representation in a variety of areas – including recruitment, retention and progression for those people with protected characteristics.²⁹ We looked at the treatment of BAME officers and staff subject to allegations of misconduct – to improve fairness at work and to make forces more representative of the communities they serve.³⁰

Leaders seeking feedback and challenge from the workforce

Dorset Police leaders are generally good at seeking feedback and challenge from the workforce. Force systems are used to conduct regular surveys, invite comments and questions (such as chief constable's question time) and provide different avenues for staff and officers to raise problems at local or force level. The deputy chief constable chairs a quarterly focus group for frontline practitioners, where contemporary problems are discussed, and minutes and actions are published on the intranet. Regular use of the 360-degree assessment tool allows the force to identify organisational gaps, such as a staff leadership skills programme that is now being provided. The joint change programme with Devon and Cornwall Police has a well-structured consultation process that was used to obtain feedback and input into helping design the new force operating model.

Chief officers and senior leaders conduct formal and informal visits across the force and hold structured meetings with staff associations and unions that provide opportunities for officers and staff to discuss workplace concerns. However, while there are different ways for the workforce to engage with senior leaders, some officers and staff said they did not feel fully informed about ongoing changes in the workplace, lacked confidence in existing procedures and expressed uncertainty

²⁸ *Code of Practice on Disciplinary and Grievance Procedures*. Acas 2015. Available from www.acas.org.uk/media/pdf/f/m/Acas-Code-of-Practice-1-on-disciplinary-and-grievance-procedures.pdf. Also *Discipline and grievances at work: The Acas guide*, Acas, August 2017. Available from: www.acas.org.uk/media/pdf/9/g/Discipline-and-grievances-Acas-guide.pdf

²⁹ The Equality Act 2010 defines the following characteristics as protected characteristics: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation. Available from: www.legislation.gov.uk/ukpga/2010/15/section/4

³⁰ We last examined these issues as part of our 2015 PEEL legitimacy inspection. See *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

about whether feedback they provided would be acted on. Leaders in the force should continue to encourage challenge from the workforce, and ensure that these concerns are addressed.

Identifying and resolving workforce concerns

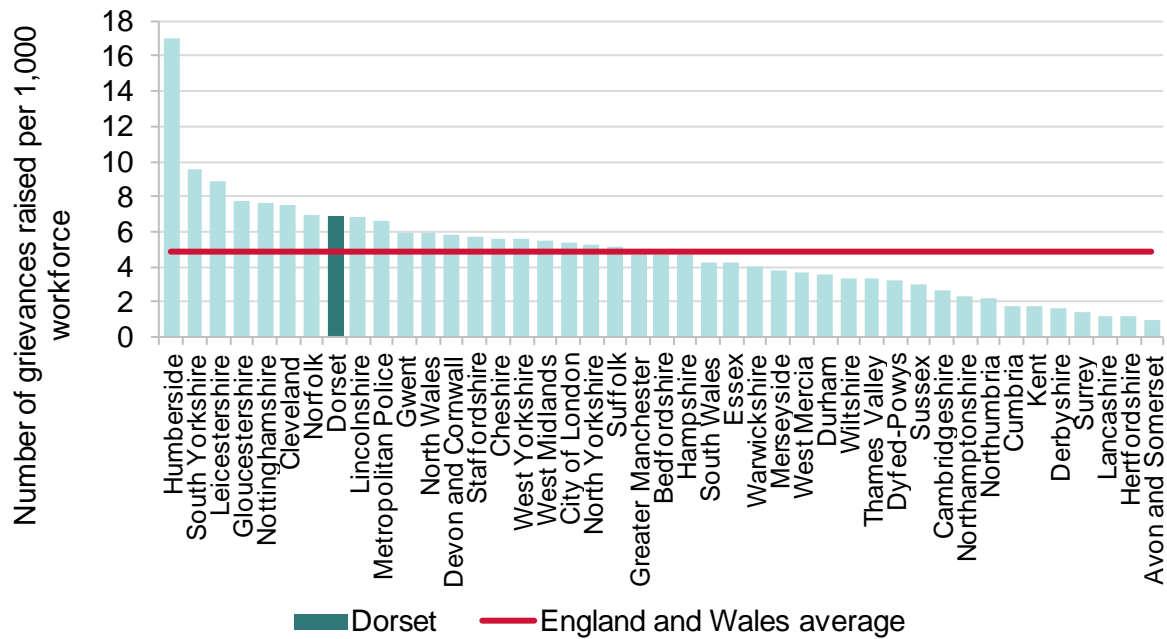
The force has adequate processes in place for resolving workforce concerns and frequently monitors a range of information and data, including feedback from the workforce, to recognise concerns that influence perceptions of being treated fairly.

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

All forces have grievance procedures but the number of grievances in each force differs widely across England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figure 2 below shows that Dorset Police had 6.9 grievances raised per 1,000 workforce. This is higher than the England and Wales average of 4.9 grievances raised per 1,000 workforce.

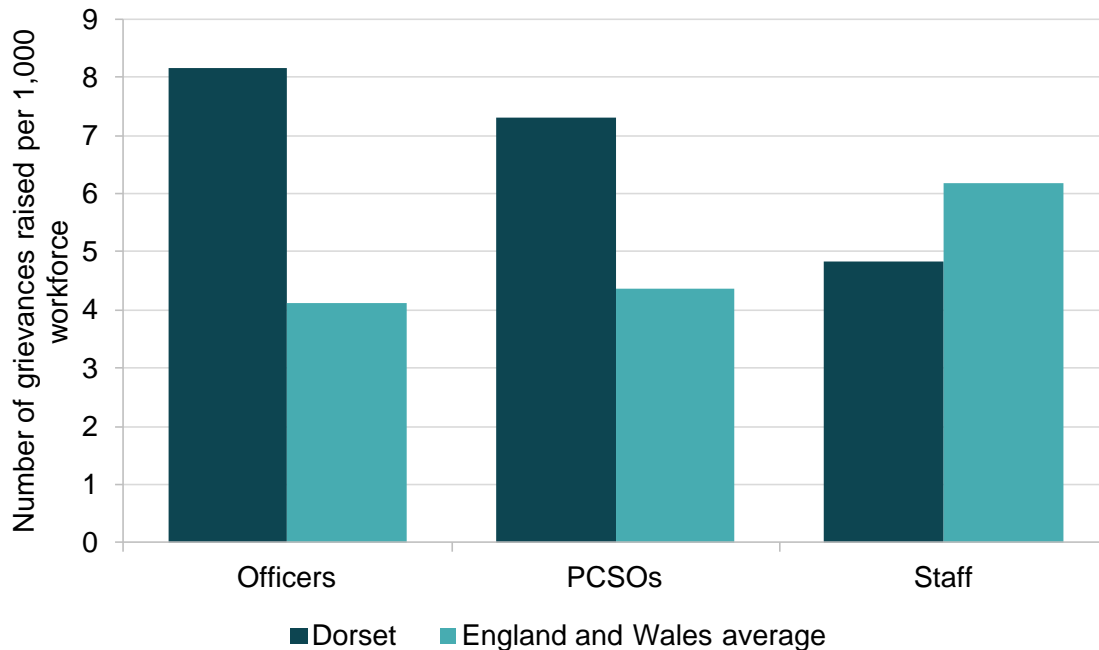
Figure 3 shows that the number of grievances raised by officers in Dorset Police was 8.2 grievances per 1,000 officers, and the England and Wales average of 4.1 grievances per 1,000 officers. In the same period PCSOs raised 7.3 grievances per 1,000 PCSOs, and the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 4.8 grievances per 1,000 staff in the same period; and the England and Wales average was 6.2 grievances per 1,000 staff.

Figure 2: Grievances raised per 1,000 workforce, in Dorset Police in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

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



Source: HMICFRS Legitimacy data collection

The force has a grievance procedure that is clear and well publicised. We reviewed a number of grievance investigations and found that the procedure was complied with and good communication took place with all parties. Senior leaders review

organisational data at the quarterly strategic people board chaired by the HR director, to identify trends and patterns that require action. However some problems exist with the people management computer system, affecting data availability and causing additional work. There is a plan in place to address the problems to make processes more efficient.

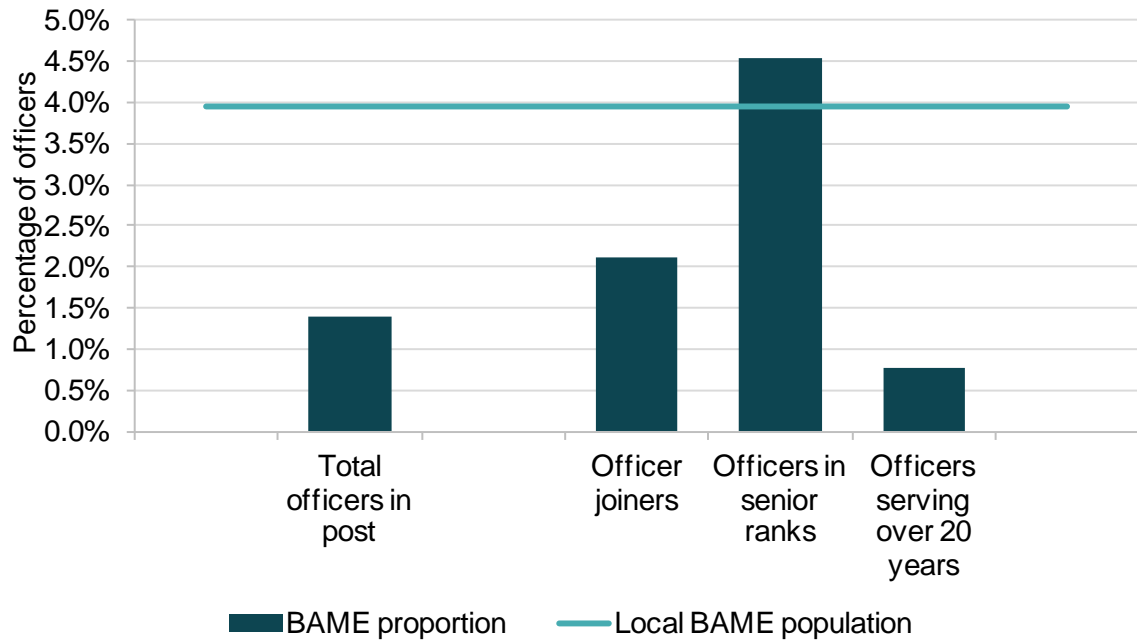
Dorset Police's redesign of its operational policing model (which provides frontline services to the public) is partly in response to workforce concerns about the volume of work and fragmented processes. While the force can show it consulted directly with about 70 officers and staff as part of the redesign, other officers we spoke with did not have confidence in the consultation processes in place. As the force moves towards an increased level of collaboration with Devon and Cornwall Police it should ensure that its communication with the workforce is valued by officers and staff so they feel able to raise concerns and are clear about the force's response.

Creating a more representative workforce

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

In the geographical areas served by Dorset Police, the 2011 census indicates that BAME people made up 4.0 percent of the local population. In 2016/17, in Dorset Police 1.4 percent of officers were BAME (see Figure 4). In relation to officers, 2.1 percent of those joining the force, 4.5 percent of those in senior ranks and 0.8 percent of those who had served over 20 years were BAME.

Figure 4: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in Dorset Police in 2016/17, compared with the percentage of BAME people in the local population



Source: Home Office Annual Data Requirement

Note: High percentages may be due to low overall numbers. The figure above represents officers where an ethnicity was stated.

Figure 5: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in Dorset Police from 2007/08 to 2016/17

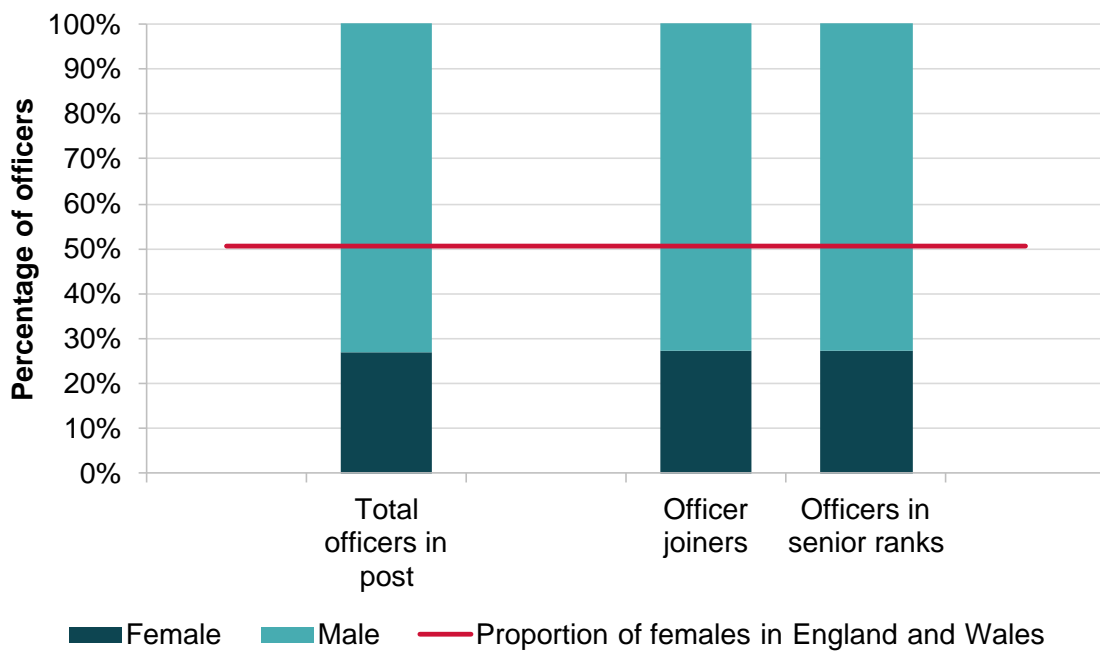


Source: Home Office Annual Data Requirement

In 2016/17 in Dorset Police for the equivalent of every 1,000 BAME officers, 63 left the force (see Figure 5), while for every 1,000 white officers 53 left. Fluctuations in the BAME officer leaver rate may be due to low numbers of BAME officers in the force.

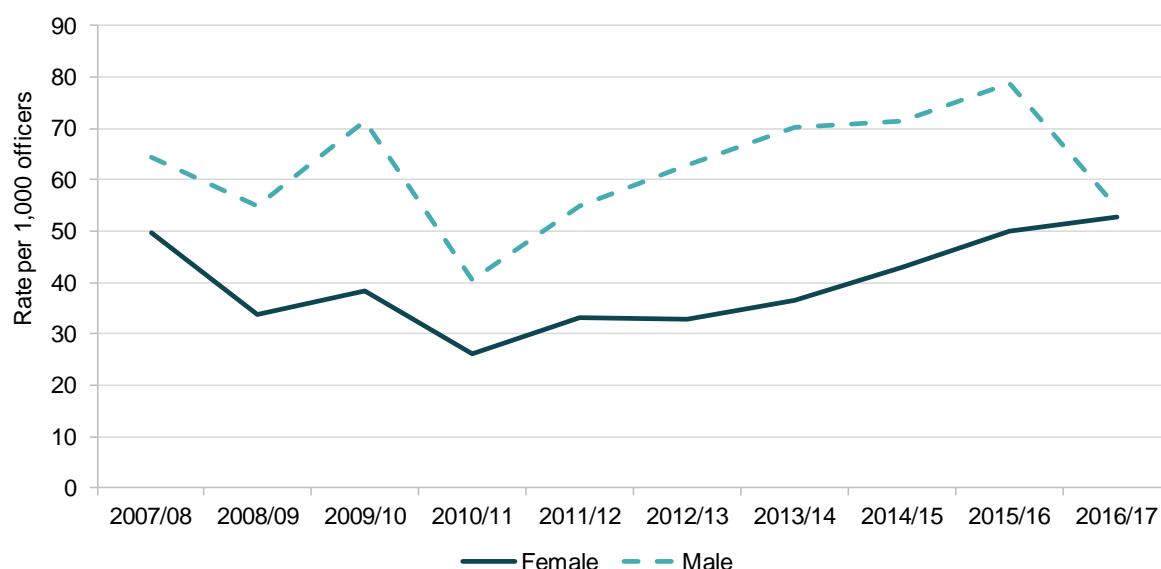
The proportion of female officers is lower than the proportion of females in the general population (51 percent) at 27 percent. In the 12 months to 31 March 2017 in Dorset Police, 27 percent of those joining the force and 27 percent of those in senior ranks were female (see Figure 6).

Figure 6: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in Dorset Police in 2016/17 compared with the percentage of women in the England and Wales population



Source: Home Office Annual Data Requirement

Figure 7: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in Dorset Police from 2007/08 to 2016/17



Source: Home Office Annual Data Requirement

In 2016/17 in Dorset Police 53 female officers per 1,000 officers left the force, compared with 55 male officers per 1,000 officers.

The force is working to reduce disproportionality in the workplace, which is both a local and a national problem. It understands that its workforce is under-represented by persons of BAME heritage, by women and other people of different backgrounds, both within the force as a whole, at different ranks and in some specialist roles. The force analyses workforce information to address disproportionality, with oversight provided at quarterly meetings of the strategic people board (chaired by the HR director), and the standards and ethics board, and the confidence and equality board (both chaired by the chief constable). More frequent updates on emerging matters are raised at the weekly joint executive board meeting.

There is a positive action strategy (and supporting work plan) that seeks to address the problems of inclusion, recruitment and selection, and development and progression. A targeted BAME recruitment process has begun and the positive action team undertakes community engagement designed to increase interest and applications from under-represented groups; no reported end results were available at the time of our inspection. The force must become more successful in its recruitment, selection and support for people from under-represented groups to benefit from increased diversity in its workforce and maintain confidence across the different communities it serves.

The chief constable demonstrates her commitment to the development of female leaders with a 'women in leadership' group. Six of the 16 superintendents and chief superintendents in the force are female and each posting to a new role at senior level is assessed by chief officers to ensure diversity across departments and commands. This is mainly gender focused as other protected characteristics are little

represented at senior level. The force used Access Dorset (a disability network) to review its police staff recruitment and selection procedure, receiving positive feedback about its policy and robust equality impact assessment process. The equalities team monitors complaint and misconduct allegations against BAME officers and staff (and has support processes in place) as they are statistically more likely to be complained about. Disproportionality continues to be a challenge for the force, but the problem is understood.

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.³¹ HMICFRS assessed how well force leaders understand and promote these benefits by developing a culture that fosters workforce wellbeing, and how well forces use data and information – including feedback from the workforce – to identify and understand their wellbeing. Also, we assessed how well forces use this information to take preventative and early action to support workforce wellbeing at both an individual and organisational level.

Understanding and promoting wellbeing

The health and wellbeing of staff is recognised as a priority by leaders who have invested considerable resources and personally promoted its importance to all members of the organisation.

Dorset Police has a good understanding of the importance of promoting wellbeing in the workplace. Wellbeing is a component of the people strategy and the force has appointed a medical professional as its senior wellbeing lead, shared jointly with Devon and Cornwall Police. Wellbeing is recognised as a priority by leaders. It has been incorporated into leadership events and workshops, as well as daily briefings, with suitable governance processes in place and a range of support services available to the workforce. The force has made progress over the past year in its understanding and implementation of the wellbeing agenda and is adopting a more proactive, preventative approach to health and wellbeing problems. However, it has not dedicated equivalent levels of resources as Devon and Cornwall Police to the joint wellbeing plan and is therefore less advanced in its progress. The force should continue to review and address wellbeing needs so that policing services to the public are provided by a healthy and motivated workforce.

³¹ *Well-being and engagement in policing: the key to unlocking discretionary effort*, Ian Hesketh, Cary Cooper and Jonathan Ivy, 2016, Policing. pp. 1–12. Available from: <https://oscar.kilo.org.uk/wellbeing-and-engagement-in-policing-the-key-to-unlocking-discretionary-effort/> Also see <https://fitforwork.org/employer/benefits-of-a-healthy-workforce/>

Identifying and understanding workforce wellbeing needs

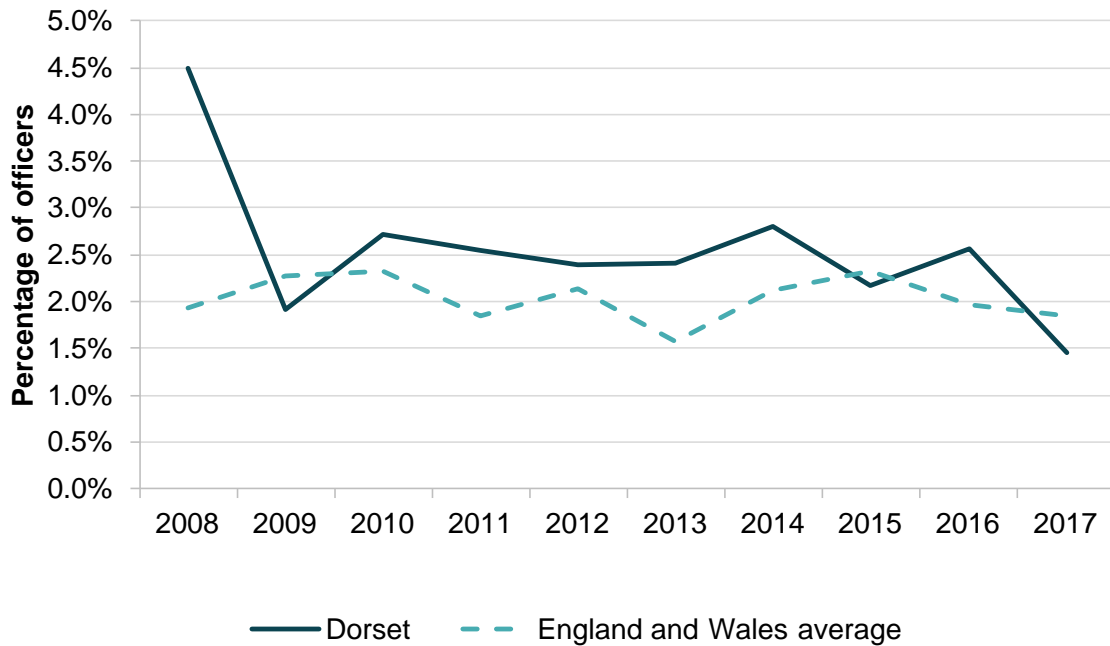
Dorset Police has an adequate understanding of workforce wellbeing needs. The force health, safety and wellbeing board meets quarterly and is chaired by the wellbeing lead (shared with Devon and Cornwall Police). The group reviews a range of data sets, staff surveys and other feedback processes to identify problems affecting the workforce (such as sickness patterns and assaults on officers). The force uses the TRiM (trauma risk incident management) debriefing model to help staff deal with stressful situations and provides resilience and stress-awareness training to individuals and groups. There are appropriate sickness-management processes in place as well as referrals to external occupational health professionals for those who need support for psychological or stress-related problems. The force is seeking to improve its understanding of the effect of the wellbeing agenda with the introduction of Activate 2020 (a joint programme with Devon and Cornwall Police): personal fitness monitors have been distributed to 60 Dorset officers and the results will be analysed jointly with Exeter University in 2018.

The existing operational policing model is adversely affecting workforce wellbeing in some parts of the force. Officers, staff and members of staff associations we spoke with mostly felt confident that the force understood the importance of physical and mental health, but told us that high workloads in some areas remain the biggest threat to their wellbeing. Consultation and feedback about high workloads has influenced the design process for the new operating model, but an implementation date has not been fixed so existing pressures remain in place.

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

We compared force data on the percentage of police officers, PCSOs and police staff on long-term and short/medium-term sickness absence. On 31 March 2017 in Dorset Police, 1.5 percent of officers were on short or medium-term sick leave. The England and Wales average was 1.8 percent. The latest year for which data is available was 2017 which saw a decrease of 1.1 percentage points from the previous year, which is in line with changes in the last ten year period (see Figure 8).

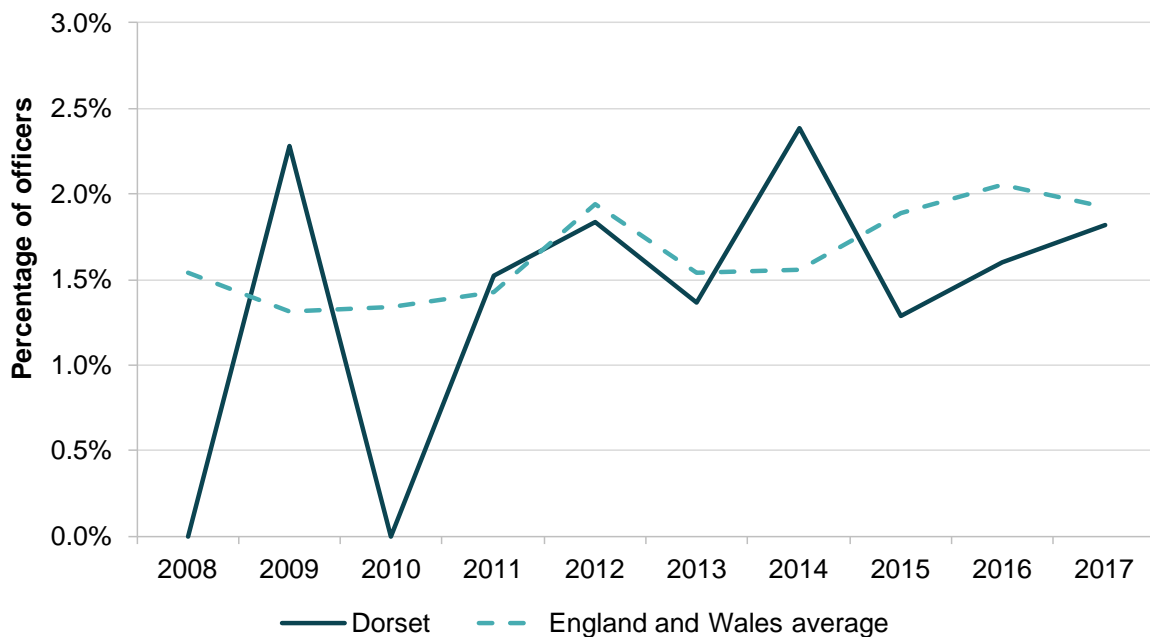
Figure 8: Percentage of officers on short or medium-term sick leave, in Dorset Police compared with the England and Wales average, on the 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

On 31 March 2017 the proportion of officers in Dorset Police on long-term sick leave was 1.8 percent and the England and Wales average was 1.9 percent. The latest year for which data were available is 2017 which saw an increase of 0.2 percentage points from the previous year, which is in line with changes in the last ten year period.

Figure 9: Percentage of officers on long-term sick leave, in Dorset Police compared to the England and Wales average, as at 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

Taking preventative and early action to improve workforce wellbeing

Dorset Police has a range of effective measures in place to improve workforce wellbeing. Preventative measures include: regular health checks and resilience training for officers and staff working in stressful roles (such as child abuse investigators); wellbeing training for first-line managers and new recruits; early referrals to occupational health resources for people suffering with stress or psychological problems; and workforce access to a 24/7 helpline and counselling support. Physical wellbeing initiatives include the provision of eight gyms in police stations. While the wellbeing agenda is visible across the force, the force needs to ensure that officers and staff working in busier areas are able to engage with the wellbeing opportunities available to them. The joint wellbeing approach with Devon and Cornwall Police provides an opportunity for the sharing of good practice across both forces.

The force offers wellbeing support to officers and staff involved in internal misconduct investigations, but needs to improve how it does this. We reviewed 12 internal misconduct cases and found that a satisfactory service was provided in only four. Being the subject of a public complaint or an internal misconduct allegation, or being a witness to it, can be stressful and affect wellbeing. The force needs to do more to support members of the workforce who are either subject to, or witnesses in, such cases.

How fairly and effectively does the force manage and develop both the performance of its individual officers and staff and its selection processes?

College of Policing research on organisational justice suggests that the process for promoting people and failure to deal with poor performance may have an adverse affect on workforce perceptions of fairness, and this in turn may lead to negative attitudes and types of behaviour in the workplace.³² In addition, effective performance management and development mitigate risks to the force and ensure continuous improvement. HMICFRS assessed how fairly and effectively forces manage the performance of individual officers and staff, including the value that forces place on continuing professional development (CPD), in line with guidance

³² *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

from the College of Policing.³³ Also, we looked at how fairly forces identify and select their leaders, and the extent to which these decisions result in leaders who represent a range of styles, approaches and backgrounds.

Managing and developing individual performance

Dorset Police needs to improve the way it manages and develops individual performance. The force has its own electronic performance, development and review (PDR) process which is accessible on force systems. Guidance and training is provided to supervisors about how to conduct reviews, including setting meaningful objectives, dealing with poor performance and managing difficult conversations. The PDR process is augmented by the use of other performance tools (such as 360-degree feedback and Myers-Briggs Type Indicator³⁴ personality profiling) and there is an expectation that officers and staff have regular and meaningful conversations with their line managers throughout the year. The process is clear, open and accessible.

However, we found that the system is not used consistently across the force. In the 18 months from 1 August 2015 to 31 January 2017, only 32 percent of the workforce had a completed PDR. Further, a recent force survey found that approximately one third of officers and staff had not had a career conversation with their line manager. HMICFRS found there were mixed levels of confidence in the PDR process and operational pressures were cited as a reason why compliance is inconsistent. The force recognises the problem and the deputy chief constable is leading the response to increase compliance in 2017/18, with an emphasis on the need for regular meaningful conversations with a line manager. The people services department is now a unified function (with Devon and Cornwall Police) with workforce performance and development contained within the people strategy 2016–20. The implication of not having an effective PDR system is that the organisation is not fully aware of how its staff are performing and the workforce may not be focused on providing the service that the public requires.

³³ College of Policing guidance on the police performance development review (PDR) process is available from www.college.police.uk/What-we-do/Support/Reviewing-performance/Pages/PDR.aspx See also the College of Policing's competency and values framework. Available from: www.college.police.uk/What-we-do/Development/competency-and-values-framework/Pages/Competency-and-Values-framework.aspx

³⁴ www.myersbriggs.org/my-mbti-personality-type/mbti-basics/home.htm?bhcp=1

Identifying potential senior leaders

Dorset Police needs to improve the way it identifies potential senior leaders. In late 2016 the force conducted a self-assessment (joint with Devon and Cornwall police) against the guiding principles of leadership published by the College of Policing which identified the need for a more comprehensive approach to talent management. The force uses different methods to identify talented staff for possible future leadership roles, including the national fast track scheme for officers, direct entry to the rank of inspector and a sponsored learning scheme for police staff. A small number of junior officers are working with the senior leadership training programme and the force supports four officers on a programme with Cambridge University, but numbers participating in such schemes are small and not part of a consistent force-wide programme.

The people strategy 2016–20 has a stated aim of developing people, including future leaders, and has plans to develop a new talent management framework jointly with Devon and Cornwall Police, but it is not yet in place. Officers and staff we spoke with were not clear about what programmes existed or not confident that they were fair and objective. The lack of an effective PDR system further hinders the ability to identify talent. The force needs a more consistent and accessible approach across the whole workforce, so that the most talented individuals are identified and supported at all levels.

Selecting leaders

The force is implementing a new approach to promotion and selection, but it is not yet established at all levels. It currently uses an evidenced-based interview process to select candidates for leadership roles and line manager recommendation is needed for candidates to participate. This is an established process with an appeals mechanism and feedback is available, but the feedback is not always valued by the recipient. The force has begun introducing a new selection process (incorporating the College of Policing competency and values framework) that includes an assessment tool called the 'nine box grid' to assess an individual's competence for the role. It was recently used for a superintendent selection process and, following adverse feedback about how quickly it was introduced, is being adapted before wider use across the force. Staff associations have welcomed the move towards competency-based selection and have been involved in its development. We acknowledge the force is moving to a more competency-based process, however the effect of inconsistent PDR compliance is unclear. Equally, until competency-based selection becomes established across the force it is not possible to assess the benefits of the new approach in terms of fairness and improved representation.

Summary of findings



Requires improvement

Dorset Police needs to improve some aspects of its relationship with its workforce. It has clear processes that allow the workforce to provide feedback and challenge to senior leaders, but the confidence of the workforce in their effectiveness is mixed. The force has resources and activity in place to address disproportionality in recruitment, retention and promotion and it has a positive approach to workforce wellbeing. However, high workloads are affecting the wellbeing of some officers and staff, and support for those involved in internal misconduct processes needs to be better. The force recognises that it needs to improve some of its people management processes, most notably individual performance assessment, which are not as fair or effective as they need to be.

Areas for improvement

- The force needs to improve the management of its performance development review (PDR) process to increase its understanding of workforce performance, development and end results.
- The force needs to improve levels of support provided to officers and staff who are either subject of, or a witness in, internal misconduct allegations.

Next steps

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

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

Annex A – About the data

Data used in this report

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

Methodology

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

Comparisons with England and Wales averages

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

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

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

Statistical significance

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

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

Population

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

Note on workforce figures

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

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

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

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

Force in numbers

Workforce (FTE) for 2016/17

Data may have been updated since the publication. Workforce includes Section 38-designated investigation, detention or escort officers, but does not include Section 39-designated detention or escort staff³⁵. The data are the actual full-time equivalent (FTE) and data for 2016/17 are as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces.

Ethnic diversity and gender diversity

Data may have been updated since the publication. As noted above to align categories with Home Office publication the Police Staff category does not include Section 38-designated officers. Staff ethnicity data are derived from headcount rather than FTE.

Grievances

Data are derived from the HMICFRS data collection conducted prior to inspection. The data refer to those grievances that were raised and subject to a formal process (not including issues informally resolved with a line manager).

³⁵ See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Stop and search

Data are derived from the Home Office Police Powers and Procedures England and Wales year ending 31 March 2016 publication (available at www.gov.uk/government/statistics/police-powers-and-procedures-england-and-wales-year-ending-31-march-2016). Stop and search totals used exclude vehicle only searches and those searches where the ethnicity of the subject was 'not stated'. The population data used is usual residents by ethnicity from the 2011 census.

Figures throughout the report

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

Data are derived from the Home Office Police Powers and Procedures England and Wales year ending 31 March 2016 (available at www.gov.uk/government/statistics/police-powers-and-procedures-england-and-wales-year-ending-31-march-2016). Stop search totals used exclude vehicle only searches and those searches where the ethnicity of the subject was 'not stated'. Data may have been updated since publication. The likelihood of a stop and search is based on the number of stop searches per 1,000 population for each ethnic group. The population data used is usual residents by ethnicity from the 2011 census. These are the most robust and up-to-date population breakdowns by ethnicity.

Figure 2: Grievances raised per 1,000 workforce, in Dorset Police in the ten months from 1 April 2016 to 31 January 2017

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

Data are derived from the HMICFRS data collection conducted prior to inspection. The data refer to those grievances that were raised and subject to a formal process (not including issues informally resolved with a line manager). Differences between forces in the number of raised grievances may be due to different handling and recording policies.

Figure 4: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in Dorset Police in 2016/17, compared with the percentage of BAME people in the local population

These data are derived from ADR 511, 512 and 521. Data may have been updated since the publication. Officer ethnicity totals are based on numbers of people (referred to in the Home Office data as headcount) rather than FTE.

Figure 5: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in Dorset Police from 2007/08 to 2016/17

These data are derived from ADR 511 and 531. Data may have been updated since the publication. Officer ethnicity totals are headcount rather than FTE.

Figure 6: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in Dorset Police in 2016/17 compared with the percentage of women in the England and Wales population

These data are derived from ADR 502 and 521. Data may have been updated since the publication.

Figure 7: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in Dorset Police from 2007/08 to 2016/17

These data are derived from ADR 502 and 531. Data may have been updated since the publication.

Figure 8: Percentage of officers on short or medium-term sick leave, in Dorset Police compared with the England and Wales average, on 31 March from 2008 to 2017

Data used in the above data were obtained from Home Office annual data returns 501 and 552 and published in the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables).

Figure 9: Percentage of officers on long-term sick leave, in Dorset Police compared with the England and Wales average, as at 31 March from 2008 to 2017

Data used in the above data were obtained from Home Office annual data returns 501 and 552. (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Long-term sick leave is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2017. Data may have been updated since the publication.

Stop and search record review methodology

HMICFRS was commissioned by the Home Office to conduct a further assessment of reasonable grounds, building on the assessments we carried out in 2013 and 2015 so that we could demonstrate any changes over time. We used a similar methodology to do this: forces provided details of stop and search records by working back in time from 7 January 2017 until a total of 200 was reached.³⁶ This amounted to a total of 8,574 records – some records provided were not actually records of stop and search encounters, and these were excluded. As part of our assessment, we gave forces the opportunity to review our findings and make representations.

As in 2013 and 2015, HMICFRS reviewed each record to assess the reasonableness of the recorded grounds. However, this year we also identified how many of the records reviewed were carried out to search for drugs and whether stop and search was carried out for drugs, whether the suspicion involved possession only or the more serious supply-type offence. Currently forces are not required to differentiate between the two. We did this so that we could ascertain how many in our sample were for possession of drugs, rather than supply, as high rates of possession-only searches are unlikely to fit with force priorities.

This year, for the first time, we assessed whether or not the use of stop and search powers prevented an unnecessary arrest. We did this to ascertain how many of the records reviewed involved allaying the officer's suspicion in circumstances where the person would otherwise have been arrested, thereby representing a positive use of the powers. Allaying suspicion and preventing an unnecessary arrest is as valuable as confirming suspicion by finding the item searched for.

Professional standards case file review methodology

During February and March 2017, inspection teams from HMICFRS visited the individual or professional standards departments working collaboratively of each force to conduct a case file review. We asked forces to provide us with the last case files they had finalised up to 31 December 2016; but going back no further than two years. We asked to see:

- 10 complaints the force had recorded as containing an allegation of discrimination
- 15 complaints the force had recorded in categories we felt may contain unidentified allegations of discrimination

³⁶ City of London Police was unable to provide records up to 7 January 2017 but instead provided 200 records from 4 October 2016 to 26 November 2016.

- 10 service recovery complaints (if the force operated a separate service recovery scheme)
- 10 internal misconduct allegations the force had recorded as containing an allegation of discrimination
- 10 other internal misconduct allegations (so that we could ascertain if they contained unidentified allegations of discrimination)
- 10 grievances (and 10 workplace concerns if the force recorded these separately)

We assessed these case files against the relevant legislation, guidance and code of practice³⁷ to answer the following questions:

- Access to the system – Has the force identified those cases where the complainant requires additional support to make their complaint, and has that support been provided?
- Initial information – When the complaint was recorded, did the force provide the complainant with a copy of the complaint record, an explanation of the possible ways the complaint may be dealt with, and advised who will be dealing (including contact details)?
- Keeping complainants updated – Has the force provided complainants, witnesses, and those who are the subject of the complaints with regular, meaningful updates?
- Final outcome – Did the force provide the complainant with the findings of the report, its own determinations and the complainant’s right of appeal?
- Handling discrimination – Has the force failed to identify any allegations of discrimination? Have any discrimination cases that meet the IPCC mandatory referral criteria been so referred? Has the force investigated the complaints alleging discrimination satisfactorily? Overall, has the complainant making an allegation of discrimination received a good service from the force?
- Grievances/workplace concerns – Has the force identified, investigated and resolved the grievance satisfactorily? Has the force put arrangements in place to support the employees or witnesses throughout the process? Did the witness and those who are subject to the allegations receive a satisfactory service from the force?

³⁷ Relevant police complaints and misconduct legislation, IPCC statutory guidance, IPCC guidelines for handling allegations of discrimination, Acas code of practice on disciplinary and grievance procedures and Acas discipline and grievance guide.