PEEL: Police legitimacy (including leadership) 2017

An inspection of Lincolnshire Police

Contents

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 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%202_FINAL_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/lincolnshire/efficiency/) at the end of 2017. 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/lincolnshire/.

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

1,443

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

officers	staff (including section 38)	PCSOs
1,087	**251**	**105**

Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce
2.0%

officers	staff	PCSOs
2.0%	**1.5%**	**2.7%**

Percentage of BAME in local population, 2011 Census

2.4%

Gender diversity

Percentage of females in overall workforce 31 March 2017

Lincolnshire Police	England and Wales population, 2015 estimate
34%	**51%**

Percentage of females by role 31 March 2017

Lincolnshire Police

officers	staff	PCSOs
28%	**53%**	**56%**

Grievances

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

	Lincolnshire Police	England and Wales force average
Officers	6.5	4.1
PCSOs	14.7	4.4
Staff	4.0	6.2

Stop and search

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

3,674

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

Lincolnshire Police	England and Wales force average
5.0	4.8
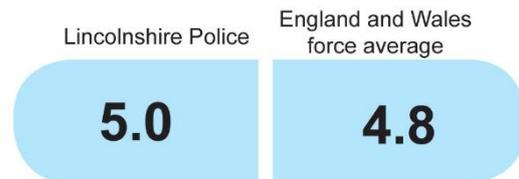
Note: All figures exclude section 38 staff unless stated otherwise. For further information about the data used, including information about section 38 staff, please see annex A.

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

Overall judgment[4]

●●●○ **Good**

Lincolnshire 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 this year is the same as last year. The force is good at treating the people it serves with fairness and respect. It is also good at how well it ensures its workforce behaves ethically and lawfully, which is more positive than last year's assessment although it now requires improvement in some of the 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?

●●●○ **Good**

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

●●●○ **Good**

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

●●○○ **Requires improvement**

Lincolnshire Police demonstrates a strong commitment to improving how it treats the public with fairness and respect. The workforce understand the importance of effective communication skills, although they would benefit from specific guidance on how unconscious bias can affect their decision-making. Activities such as the use of force and coercive powers are scrutinised through improved internal governance arrangements as well as an independent advisory group and an external panel. The force is encouraging communities that may be less likely to contact the police to provide feedback.

The force promotes an ethical culture. Leaders are good role models and have an ethical approach to decision-making. However, there is no force-wide mechanism to discuss and resolve ethical dilemmas. The force examines and investigates

---

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

complaints well, including those in which potential discrimination has been identified. However, it could provide more support for people making a complaint who need additional assistance and improve its updates for complainants on the progress of their complaint.

Lincolnshire Police requires improvement in some aspects of treating its workforce with fairness and respect. Leaders have an adequate understanding of the workforce's perceptions, but officers and staff do not always feel able to provide feedback and challenge. The force has a comprehensive and accessible wellbeing programme that includes preventative measures to improve workforce wellbeing. However, some officers and staff feel that not enough trained welfare support is available. They also indicate that opportunities to take leave are still limited and that they often feel they operate at the limits of their wellbeing. The force is developing a more fair and effective performance assessment process.

Areas for improvement

- The force should improve stop and search records to include sufficient reasonable grounds to ensure the lawful uses of the power are recorded.

- The force should ensure that additional assistance is offered routinely to people who wish to make a complaint and that the type and availability of information on how to make a complaint is reviewed, so that all members of the community can access the complaints process.

- The force should develop accessible arrangements through which ethical dilemmas can be discussed routinely and used by all officers and staff, and publish the results regularly.

- The force should review how senior management teams respond to and promote the benefits of wellbeing and should encourage the workforce to raise their concerns.

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 skills[7] 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

Leaders of Lincolnshire Police understand clearly the principles of procedural justice and have taken steps to make sure all officers and staff treat the public with greater fairness and respect. The force's values, 'Policing with PRIDE', are well established and include the principles of professionalism, respect, integrity, dedication and empathy. They complement the principles set out in the Code of Ethics.[9]

The force has made adequate arrangements to give all officers and staff the knowledge, skills and understanding they need to treat everyone they serve fairly and with respect. Over the last year, progress has been made in reinforcing the PRIDE values. The force's values and Code of Ethics are included routinely in recruitment and promotion processes, while quarterly force-wide bulletins contain lessons learned from complaints made by the public in relation to fair and respectful treatment. The officers and staff we spoke to are proud to work for Lincolnshire Police and understand the importance of treating all the people they serve with fairness and respect.

Understanding of unconscious bias

Officers and staff have not received any specific guidance or training on identifying and understanding how personal bias can affect decision-making. None of the courses provided by the force contains training on unconscious bias as a standalone element, although elements of the concept are included in certain courses, for example on personal safety training and leadership. As a result, officers and staff cannot demonstrate consistently how to recognise this form of bias and overcome it, to ensure they make fair decisions. The force has identified this gap in its knowledge and, over the next 12 months, intends to include it as part of its stop and search refresher training. However, as only officers will receive this training, this knowledge may not be imparted to other frontline officers and staff, such as police community support officers, control room, front-counter and custody staff.

---

[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. 2016. Available from: http://library.college.police.uk/docs/college-of-policing/PSM/PSM-MOD-01-INTRODUCTION.pdf

[9] 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, July 2014. Available at: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

Communication skills

The workforce understands the importance of effective communication and is provided with the knowledge and skills to apply this when interacting with the public. Annual personal safety training includes a refresher on ways to use different communication techniques to defuse volatile situations. Officers and staff can choose to attend courses on how to conduct difficult conversations and develop more effective communication skills. These courses include developing an understanding of different psychological approaches to communication, and are applied to practical scenarios in both operational and organisational settings. Officers and staff we spoke with informed us that they apply their training to different situations frequently, and that body-worn video cameras often record these encounters. Footage from body-worn video is often reviewed by supervisors and feedback is provided.

The force also makes use of opportunities to show the importance of different communication techniques and styles when speaking to people who suffer from mental health problems, autism and Asperger's syndrome. The workforce now has a greater awareness of the profound effect that its actions and words have on some people, and examples can be found of how this training has improved interactions with the public. For example, we were informed that an autistic member of the public was spoken to in their home, in a safer environment, rather than out on the street, and that another received a face-to-face visit from the force on the basis that this made it easier than speaking on the telephone. The force is raising overall awareness of mental health, for the benefit of the public and the workforce.

Use of coercive powers

Officers and staff receive practical, online and classroom-based legal training on the use of their coercive powers; this is refreshed regularly as legislation changes. How well officers and staff understand the use of other coercive powers is reviewed in several different ways and feedback on performance is provided. For example, an independent advisory group (IAG) is trained to review body-worn video footage and stop and search forms. It provides challenge and advice to officers on stop and search encounters, as well as those involving the use of force.

Officers and staff demonstrate their understanding of the national decision model and both the force's PRIDE values and the Code of Ethics are given their due importance. Frontline officers and staff each carry and use body-worn video cameras to record all evidential interactions with the public. Use of the video camera is mandatory during stop and search encounters and at incidents involving domestic abuse. Supervisors review these interactions, and written justification is required when the camera is not turned on at incidents. Moreover, footage from body-worn cameras is reviewed if the professional standards department (PSD) receives a complaint, and lessons are learnt to improve workforce safety training.

These measures mean that generally the workforce has a good understanding of its coercive powers, and of the importance of treating people with fairness and respect.

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

HMICFRS continues to examine the extent to which forces work to identify and understand what affects people's perceptions of fair and respectful treatment. This year we re-assessed a specific aspect of fair and respectful treatment that we examined in PEEL 2015: the use of force[10] 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,[11] 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

Previously, the force did not regularly monitor and scrutinise the use of force to improve treatment in a systematic way. However, it identified this gap in its understanding and now a use of force working group meets monthly to improve the overall understanding of the use of force. A new national form to record the use of force has been introduced and officers can access it on their mobile data terminals. These forms record when and why force has been used on a person, and compliance with recording is monitored to ensure the information obtained is accurate. The ease with which the form may be completed is being reviewed so that it links well with existing systems. Once sufficient data are collected, the working group intends to analyse the data together with complaints about unlawful arrest and assaults, including those carried out on officers and staff. It is already starting to identify and analyse trends and recurring problems. These problems are discussed

---

[10] 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/

[11] *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

at a monthly use of force meeting, chaired by the detective chief inspector from the PSD, so that the organisation can learn the best ways to improve policy and practice and take action to resolve recurring problems.

External scrutiny to improve treatment

Information on, and access to the work of, the IAG is clear and easy to find on the force's website. The role of the IAG, its aims and the minutes of the last meeting are available, as are the personal profiles of each member, and details of how the public can contribute to external scrutiny. The application process is clear, and a recent event generated a good deal of interest, with about 100 people attending.

Meeting on a quarterly basis (or more frequently if a particular problem needs to be discussed), the IAG provides the force with external challenge on a range of subjects, including stop and search, complaints and body-worn video footage. Members are trained and provided with support from the force to carry out their role effectively and to observe and provide advice at force-level events. The assistant chief constable attends alternate meetings, and IAG members can use an identified force contact to obtain further information about any matter they are reviewing. A number of recent examples show that IAG members are confident about challenging the force, and believe that it listens and tailors its response as a result of their advice; in planning for storms in winter 2016, the force took IAG advice on potential road closures so that all sections of the community were considered.

The force encourages communities that may be less likely to contact the police to provide feedback and challenge, particularly those from eastern Europe. Officers, staff and volunteers who speak a second language use a range of methods, from visiting workplaces to holding training events in factories and churches, to help build trust among different communities. The force has recently established a second IAG (comprising seven members, including from eastern Europe, which meets every two months) in Boston and South Holland to improve levels of trust among those local communities This IAG discusses a range of topics relevant to these communities, including those that may heighten tension, such as the use of stop and search powers. Furthermore, the force plans to establish a young person's IAG. As such, the force will continue to obtain a wide source of advice from external scrutiny groups.

The information that Lincolnshire Police provides the public about the use of coercive powers, including the use of force, is limited. The force could do more to provide the public with information about how it uses these powers and what it is doing to improve the way it uses them. This would encourage more external scrutiny and enhance the public's confidence in the extent to which the workforce treats people with fairness and respect.

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.[12]

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.[13] Our 2015 legitimacy inspection[14] 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.[15] Also, we assessed how the forces scrutinise use of these powers.

Understanding of national guidance

HMICFRS's 2015 legitimacy report concluded that officers in Lincolnshire Police did not fully understand the Best Use of Stop and Search (BUSS)[16] scheme and that the force did not comply with every aspect of it. The force responded and it has since been re-inspected; it is now fully compliant with all aspects of the scheme. Officers receive training on using their stop and search powers fairly and with respect. All front-line officers are trained in the use of stop search powers.

The force has reviewed the recently-introduced College of Policing authorised professional practice (APP), and has decided that although officers' training already

---

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

[13] *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/

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

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

[16] 4 Best Use of Stop and Search revisits, HMIC, September 2016. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/best-use-of-stop-and-search-revisits/

covers most of the critical elements, retraining in the new APP is expected to take place later in 2017 (and will include unconscious bias training). However, it will not follow the two-day training package advised by the College due to the force's resourcing limitations, and an alternative provision of this training is planned.

When HMICFRS examined the database system on which search forms are collated and stored, we found a healthy debate between officers and their supervisors on what constitutes reasonable grounds. This demonstrates that some officers have a good understanding of APP guidance and how to use their stop and search powers fairly and respectfully, but that this is not always recorded on the search form.

Monitoring use of stop and search powers to improve treatment

In order to monitor the use of stop and search powers effectively, forces should use a range of data to help them understand how the powers are being used and the subsequent effect on crime, disorder and perceptions in the community. In particular, forces should consider whether the use of stop and search powers is disproportionately affecting one group compared with another. In 2015/16 in the local population of Lincolnshire Police, black, Asian and minority ethnic (BAME) people were as likely to be stopped and searched as white people. Black people were 3.1 times more likely to be stopped and searched than white people, which is the greatest difference in any ethnic group in the force area when looking at the likelihood of being stopped and searched compared with white people.

Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE)[17] compared with white people, in the local population of Lincolnshire Police in the 12 months to 31 March 2016
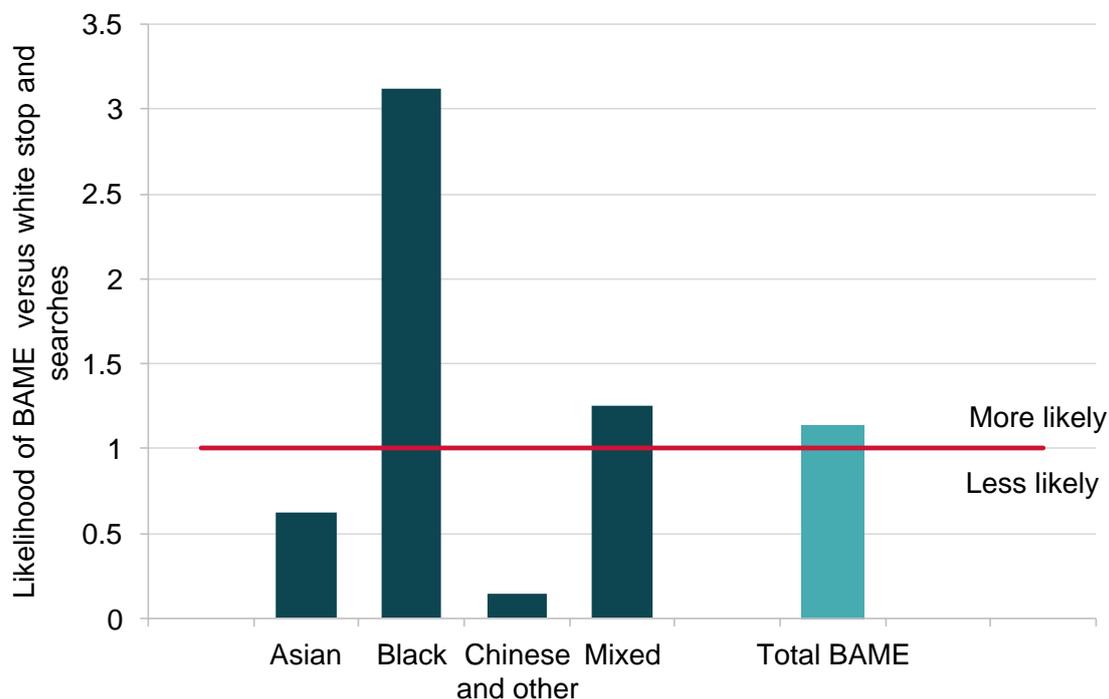
Source: Home Office 2016

Improved governance arrangements mean the force is monitoring the use of stop and search powers effectively, and that their use is scrutinised. The deputy chief constable chairs a stop and search scrutiny group, meeting every three months, which reviews stop and search information. Analysis takes place using comprehensive data, namely on the gender, age, and ethnicity of the persons searched, as well as the location of searches. This analysis is combined with any complaints received and with a review of body-worn video footage to identify any unfairness or disproportionality from individual officers.

However, in our review of 200 stop search records, 135 were for drugs: 11 of which were carried out on suspicion that drugs were being supplied or trafficked. This is in line with the force priorities to tackle such offences. However, 124 of the 135 drug-related searches were for possession alone; the force should evaluate the extent to which its activity in respect of drug-related searches reflects its priorities, to provide further reassurance to communities that its use of stop and search is fair and effective.

---

[17] Police and Criminal Evidence Act 1984. Available at:
www.legislation.gov.uk/ukpga/1984/60/section/1

At a local level, supervisors in the force review their officers' stop and search forms. In addition, two inspectors randomly select and review a further 60 forms each month. They also check custody records to ensure that, where a search has led to an arrest, a search form has been completed. This demonstrates that there is a good level of understanding and scrutiny of how well stop and search powers are being used. The force recognises that it disproportionately stops and searches more white non-British citizens than other groups and that this is concentrated in the south east part of the force area and is in response to increased eastern European organised crime activity.

The force also records the views of people (including those from BAME backgrounds) who have been stopped and searched, using an online survey in addition to its effective systems which record and analyse stop and search encounters. The relevant figures are then published on the force's website, including publication of the stop and search outcomes, i.e., whether the outcomes link to the discovery of the object that was searched for, and what happened to the person who was searched (for example, it shows whether the person was arrested). Oversight and understanding of the use of these powers is effective.

External scrutiny of stop and search powers to improve treatment

The force has improved its compliance with the Best Use of Stop Scheme (BUSS) scheme, including the opportunity for members of the public to accompany officers on duty, which could include an observation of a stop and search encounter. The force's offer has received over 400 applications, and recent data on stop and search are published on the force's website, so that members of the public have access to it.

External scrutiny is conducted by a quarterly stop and search scrutiny panel. This includes members from the force-level IAG. The force plans to establish a young person IAG, which is being considered by the force community safety department.

The panel reviews stop and search data and body-worn video footage of stop and search encounters, and panel members have received sufficient training to be confident about challenging any of the findings. Members provide challenge and advice to Lincolnshire Police on stop and search encounters, as well as those involving the use of force; they have provided positive feedback to officers on explaining the purpose of the search clearly to the members of the public. However, notwithstanding the low levels of complaints, the panel does not itself examine complaint cases that arise from people being stopped and searched.

The PSD investigates all such complaints and explains to the panel how the powers are used and what has been done as a result of complaints to improve standards and training. The stop and search scrutiny panel is satisfied with the actions that the force is taking, and with the continuing effects on the use of stop and search powers

by its officers. The force is also developing a booklet about rights and entitlements on stop and search in various languages, including: Polish, Lithuanian, Latvian, Russian and Romanian.

Reasonable grounds for use of stop and search

The Police and Criminal Evidence Act 1984 requires that in order to stop and search a person, there must be reasonable grounds to suspect that this person is in possession of a stolen or prohibited article. These grounds must be recorded on the stop-and-search record.[18]

In our 2013 inspection into the police's use of stop and search powers,[19] we were troubled 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 Lincolnshire Police, the 2013 inspection showed that, of 200 records reviewed, 33 did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,[20] we carried out a further review of the recorded grounds in a sample of stop and search records. In that inspection, out of 90 records, we found that 29 did not demonstrate reasonable grounds.

During our 2017 inspection, we reviewed 200 stop and search records. In 11 of these, the records did not contain grounds that were considered reasonable. While the records we reviewed may not be representative of all stop and search records completed by the force, our findings suggest that clear improvement has been made, but 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 at the time, so it is disappointing that reasonable grounds are still not always being recorded.

In 41 of the 200 records we reviewed, the item searched for was found. This is an important measure: the primary purpose of the powers is to confirm or allay an officer's suspicions. Finding the item that was sought is one of the best indications that the grounds for suspicion were likely to have been strong.

---

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

[19] *Stop and Search Powers: Are the police using them effectively and fairly?,* HMIC, 2013. Available from: www.justiceinspectorates.gov.uk/hmic/publications/stop-and-search-powers-20130709/

[20] *PEEL: Police legitimacy 2015*, HMIC, 2016. Available from:
www.justiceinspectorates.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	33 of 200	29 of 90	11 of 200
Item searched for found	–	–	41 of 200

Summary of findings

●●●○ **Good**

Leaders in Lincolnshire Police clearly understand the importance of treating people with fairness and respect. The force ensures officers and staff have the knowledge, skills and understanding that they need to treat everyone they serve fairly and with respect. However, officers and staff would benefit from specific guidance on how unconscious bias can affect their decision-making; although training in this area is planned, it will be provided to officers only. Overall, the workforce knows about effective communication skills and understands their importance, particularly the different communication techniques that are helpful when speaking with people with mental health problems or special educational needs.

Officers and staff regularly receive practical, online, and classroom-based legal training on the use of coercive powers; the force reviews their understanding and provides feedback on performance to improve how they treat people with fairness and respect. The independent advisory group also provides external scrutiny, for example on stop and search, complaints and body-worn video camera footage. Improved governance arrangements and an external panel mean that the force's use of stop and search is monitored and scrutinised regularly to ensure the grounds for its use are reasonable.

The force is encouraging communities that may be less likely to contact the police to provide feedback and challenge. However, it could do more to provide the public with information about how it uses coercive powers and what it is doing to improve the way it uses them.

Area for improvement

- The force should improve stop and search records to include sufficient reasonable grounds to ensure the lawful uses of the power are recorded.

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,[21] as opposed to last year's focus on how well forces are guarding against corruption. [22]

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.[23] Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.[24] 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.[25]

---

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

[22] 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/

[23] *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

[24] 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/

[25] 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

Leaders in Lincolnshire Police act generally as positive ethical role models and uphold the values that the force expects of them. Ethics and values are well-established in the force and guide leaders in their decision making. The chief officer team reinforces these values during supervisor and senior leadership briefings, setting out how it expects both the workforce and its leaders to act ethically and lawfully. In addition, the deputy chief constable, via a recorded video on the force intranet, explains the standards of behaviour that are expected. The annual performance review system now highlights expected professional boundaries. Details of chief officer gifts and hospitality are published on the force website and this information is up to date and easy to find and understand. However, the force website includes no details about chief officer pay and rewards, or about business interests.

The force does not have a formal process through which leaders can refer ethical issues (such as an ethics committee), and which can then consider the ethical implications in a clear and open way. Instead, we were told that informal discussions take place at a local level to talk through ethical dilemmas. Some officers and staff also informed us that they feel they cannot always freely admit to mistakes; where problems arise some officers and staff use their police federation or staff association representative, rather than go directly to their managers. Unfortunately, this approach means that learning is not disseminated in a systematic way across the organisation.

Ethical decision making

The workforce has a good understanding of the Code of Ethics and the force clarifies and reinforces expected standards of behaviour in a number of ways. The force's values and Code of Ethics feature prominently, and are used well, within the process of decision making. The workforce uses this tested methodology both in an operational setting (for example, when assessing a person's vulnerability) to decide how quickly to respond to an incident, in addition to making organisational decisions, such as when and where to post an officer to a new role.

The workforce is provided with periodic refresher training on ethical decision making. For new recruits this is classroom-based, while the whole workforce receives refresher training through mandatory computer-based training packages, chief officer blogs and videos on the force intranet made by senior managers, on how they use ethical decision making in their day to day activities.

The force's regular review of policies and procedures is centrally co-ordinated so that they comply with the equality duty and reflect the Code of Ethics. Policies are

---

replaced in October 2017 by the Vetting Code of Practice and Vetting Authorised Professional Practice. Available at: www.app.college.police.uk/app-content/professional-standards/vetting/

examined for their effects on equality to reduce any likelihood that they might discriminate against or disadvantage particular groups. Each policy is quality-assured and linked to relevant authorised professional practice or to National Police Chiefs' Council guidance. Along with the force's internal system of scrutiny, which involves staff associations and the equality and diversity officer, the IAG also provides external challenge and feedback on new policies and procedures. For example, the IAG questioned how the ride-along scheme was initially portrayed, because it focused on only observing officers using their stop and search powers rather than providing an opportunity to observe all interactions with the public in an open and accessible way. Through such challenge, the policy was amended to ensure that it encompassed all aspects of policing.

Most officers and staff we spoke to reported feeling more assured by the leadership of the PSD and the force's efforts to use unsatisfactory performance procedures (where this is appropriate), as opposed to the force's misconduct procedures.

Vetting

It is important that re-vetting takes place regularly and before an individual is promoted or posted to a high-risk unit. During this year's inspection we asked Lincolnshire Police to provide us with data on the percentage of its workforce who had up-to-date security clearance. The data we received showed that on 31 January 2017, 96 percent of officers, 99 percent of PCSOs, and 97 percent of staff had up-to-date security clearance, as illustrated in figure 2.

Figure 2: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in Lincolnshire Police as at 31 January 2017
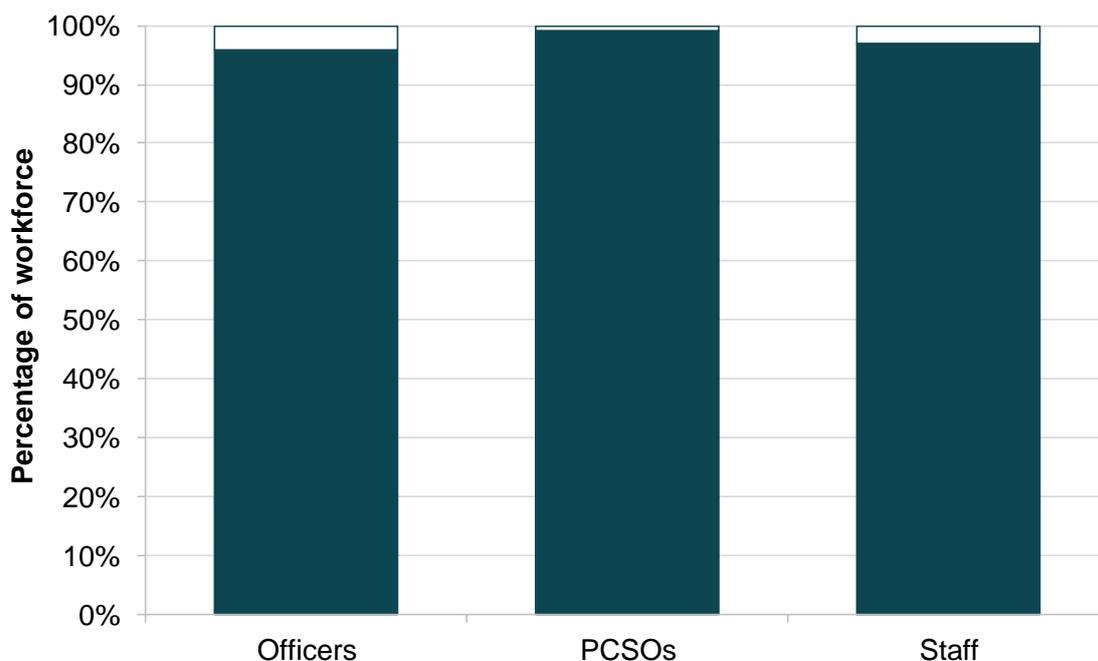
Source: HMICFRS Legitimacy data collection

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.[26] 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

Lincolnshire Police's professional standards department (PSD) receives and assesses all complaints, misconduct and service recovery cases (low-level concerns for which a formal complaint has not been recorded), and the department then decides how and by whom the case should be dealt with. The superintendent undertakes the final assessment on all completed complaint cases.

However, accessing information on, and using the process to, make a complaint about Lincolnshire Police is not as easy as it could be. Complaints can be made by letter, phone call, email, or through a web form on the force website. Although the website does contain information on how to make a complaint, the force could make the process easier by including a prominent link to complaints information on its homepage, and by providing a 'frequently asked questions' section on the complaints process. No information or advice is available for potential complainants who require additional support, such as mediation, translation, or hearing, speech or eyesight assistance; HMICFRS examined 25 public complaints against the force, and found one case in which a complainant had needed additional support that had not been provided. Nevertheless, the force has advanced plans in place to upgrade its website to improve how information is accessed. Although at present, information is not provided in languages other than English, the force also has advanced plans to upgrade its website so that a person can read information in a different language. Further, the force does not routinely publish complaints data on its website; it is still not easy to see changes that Lincolnshire Police has made as a result of complaints and feedback from the public, especially in relation to the use of force, including the use of Taser and stop and search powers.

---

[26] 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

In the force's custody suites, posters and leaflets in different languages supply information on rights and entitlements and on how to make a complaint. Most enquiry officers who work at the front counter take contact details and create an incident reference number and try to find a supervisor, or contact the inspector in the force control room to resolve potential complaints. However, no information, such as posters and leaflets, is available at the front counters of police stations on how to make a complaint. Nor did we find evidence that the force is encouraging those communities that may lack trust and confidence in the police to make a complaint, if they feel dissatisfied with their contact with the police.

Overall, this means that making a complaint to Lincolnshire Police is not sufficiently easy, especially for those who: do not speak or understand English well, may need additional assistance, or come from communities that have less confidence in the police. Additional assistance is not routinely considered or offered to people who, for example, may require a mediator or speech assistance and, as a result, some members of the public may be less likely to report complaints.

Keeping complainants updated

Due to the limited capacity of the PSD, many complaint investigations are handled by local inspectors. This can lead to a delay in the investigation while the complaint is initially assessed in the PSD before its transfer to the appropriate local inspector. Lincolnshire Police is recruiting additional officers and staff to the PSD to improve the timeliness of investigations; this is positive.

When forces record public complaints, the Police Reform Act 2002 and Police (Complaints and Misconduct) Regulations 2012 requires them to provide the complainant with a copy of the complaint record. The IPCC statutory guidance extends this by stating that complainants should receive an explanation of the possible ways the complaint may be dealt with, and that they should be advised of who will be dealing with their complaint (including contact details). Of 25 complaint files that HMICFRS examined, each contained evidence that all of these legal requirements had been met.

However, we were disappointed to find that only 17 of the 25 files recorded regular updates to complainants, and only 15 of those were sufficiently informative. We also examined 13 misconduct cases and found that only eight recorded regular updates to witnesses and those who were the subject of allegations, all of which were deemed sufficiently informative.

When public complaints are completed, the force is required to supply the complainant with the findings of the report, its own decision and information on the complainant's right of appeal. Out of 25 complaint files examined, we found that 24 contained evidence that all of these legal requirements had been met.

Our findings are that, in the majority of cases, staff in the PSD and the local investigators are providing complainants both with clear and relevant information at the outset, and about the outcome of their complaints. However, complainants are not provided with regular and informative updates on the progress of their complaints in line with national guidance. These findings are consistent with our findings in 2015.

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.[27]

Identifying and responding to potential discrimination

Lincolnshire Police's workforce has a good understanding of what discrimination is, demonstrates confidence in recognising this in all its forms, and of the effects of discrimination. The inspectors' leadership development course contains training on discrimination. All investigating officers appointed to deal with discrimination allegations have a good understanding of matters associated with equality and diversity, and have the knowledge, skills and experience to be able to identify and respond to potential discrimination.

The PSD has an effective process to identify cases involving potential discrimination. The chief inspector reviews each new complaint or misconduct case, including seeking out potential discrimination allegations, and, before the case is finalised, the superintendent also reviews it to check whether discrimination may be a factor. HMICFRS examined 15 public complaints and 10 internal misconduct cases that we considered might contain unidentified allegations of discrimination. We found no additional cases that the force had failed to identify. Moreover, the force refers cases regarding potential discrimination to the IPCC correctly. This means the force handles allegations of potential discrimination well.

---

[27] 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

Regular meetings between the IAG and the PSD particularly focus on discrimination cases, and IAG members examine individual complaints closely. Until recently, the PSD lacked the analytical capacity to carry out dip sampling and examination of complaints data to identify trends. However, the increase to one full-time analyst has improved its capability in this respect. The force also conducts review meetings to, among other things, disseminate the learning acquired from IPCC investigations.

Investigating allegations of discrimination

The force investigates cases of discrimination well. HMICFRS examined 10 public complaint cases that the force had recorded as containing an allegation of discrimination. We considered whether the allegations had been investigated satisfactorily in accordance with the IPCC guidelines and found that, in each case, the complainant had received a good service and that all the cases had been investigated satisfactorily.

The force also seeks to understand and respond to vulnerable people more positively. For example, the force is working to improve the way it deals with victims of hate crime; a survey of victims of hate crime and a focus group aim to improve the force's treatment of hate crime victims with greater respect and fairness. This survey includes questions on how the victims feel discriminated against through the 'hate' they have received, and the service that they received from police and support services.

Summary of findings

Good

Ethics and values are well-established within Lincolnshire Police. The force's policies and procedures take ethical considerations into account and guide leaders in their decision-making. The chief officer team reinforces these values during supervisor and senior leadership briefings, setting out expectations both for the workforce and leaders to act ethically and lawfully. The force would benefit from a method through which the workforce can refer ethical matters for discussion, so that implications and learning can be considered and shared more widely.

The public can make complaints about the force by letter, phone call, email or a web form on the force's website. The force has advanced plans to upgrade its website to improve how information on making a complaint can be accessed. We found no information was available at the front counters of police stations about how to make a complaint. The force could provide more support for potential complainants who need additional assistance, and for those coming from communities that may lack trust and confidence in the police.

The force is good at providing complainants with clear and relevant information at the outset of their complaint and about the outcomes. However, it needs to improve how it provides complainants with regular, informative updates on the progress of their complaints.

The workforce has a good understanding of what discrimination is, and of how to identify and respond to it. The force investigates complaints well, including those in which potential discrimination has been identified.

Areas for improvement

- The force should ensure that additional assistance is offered routinely to people who wish to make a complaint, and that the type and availability of information on how to make a complaint is reviewed so that all members of the community can access the complaints process.

- The force should develop accessible arrangements through which ethical dilemmas can be discussed routinely, and be used by all officers and staff and to publish results regularly.

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.[28] 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.[29] HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances[30] – to identify, understand, prioritise and resolve their workforces'

---

[28] *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

[29] *Ibid.*

[30] 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.[31]

Unfairness, or perceived unfairness, in recruitment processes, opportunities and limited career progression can lead to good officers and staff leaving the service prematurely and fewer women and people from black, Asian and minority ethnic (BAME) communities wanting to join the police in the first place. As such, we re-examined how well forces address disproportional workforce representation in a variety of areas – including recruitment, retention and progression for those people with protected characteristics.[32] 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.[33]

Leaders seeking feedback and challenge from the workforce

Leaders' arrangements in seeking feedback and challenge from the workforce of Lincolnshire Police are adequate. Regular formal and informal communication and consultation takes place between chief officers, staff associations and representatives of staff networks. This is enhanced by question and answer sessions at regular supervisor and senior manager seminars and at away days. Senior leaders seek feedback and challenge through 'Ask the chief' and 'Ask the deputy chief constable' schemes, through which officers and staff can email senior officers directly with a question or a concern. The force provides exit interviews for all officers and staff who leave, retire or resign. The annual staff survey seeks feedback from the workforce, and analysis of the results is provided quickly on the force intranet. There was a good response rate of 52 percent to the most recent survey, which included elements of fairness, support and ethical leadership. The force has drawn on analysis of the results to bring about improvements to its provision of wellbeing support and job satisfaction.

The force also encourages feedback and challenge in other ways, such as via its force suggestion scheme; it enables challenge to be made to senior ranks, in addition to being able to suggest new ideas. The scheme is well-used by the

---

[31] *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

[32] 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

[33] 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/

workforce, and is publicised with a 'like' facility. Examples of its use include a suggestion to improve the forms on the mobile data terminals, and another to broaden the scope of 'mobile police stations' to become support vehicles for officers, both of which are being explored further.

The officers and staff we spoke to consistently reported that they feel confident about challenging their line managers up to the rank of inspector. We were provided with one example of how an inspector's behaviour had changed as a result of feedback on the effects of their approach on some staff. However, despite the range of opportunities provided for officers and staff to provide feedback and challenge to senior leaders, some workforce members we spoke to felt less confident at challenging senior managers above the rank of inspector.

Identifying and resolving workforce concerns

The force identifies proactively and resolves workforce concerns. Officers and staff informed us that workplace concerns are often dealt with quickly without the need to resort to more formal procedures. Supervisors reported feeling supported in their decision making by their line managers. Supervisors grant leave and time off in an unbiased way, and rewards and recognition are also applied fairly.

Concerns, problems or complaints raised formally to employers by officers or staff are called grievances. The officers and staff we spoke to perceived the grievance procedure in Lincolnshire Police to be fair. HMICFRS reviewed ten grievance cases and found that in all the force had properly identified, investigated and resolved the grievance in line with the Acas Code of Practice and Guidance. [34] We found that in all grievance cases examined, a record of appropriate arrangements had been put in place to support the employee or the witnesses throughout the process.

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

All forces have grievance procedures but the number of grievances in each force differs widely across England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figure 3 below shows that Lincolnshire Police had 6.8 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 4 shows that the number of grievances raised by officers in Lincolnshire Police was 6.5 grievances per 1,000 officers, and the England and Wales average

---

[34] 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.

was 4.1 grievances per 1,000 officers. In the same period, PCSOs raised 14.7 grievances per 1,000 PCSOs compared with the England and Wales average of 4.4 grievances per 1,000 PCSOs. Police staff raised 4.0 grievances per 1,000 staff in the same period, and the England and Wales average was 6.2 grievances per 1,000 staff.

Figure 3: Grievances raised per 1,000 workforce, in Lincolnshire Police in the ten months from 1 April 2016 to 31 January 2017
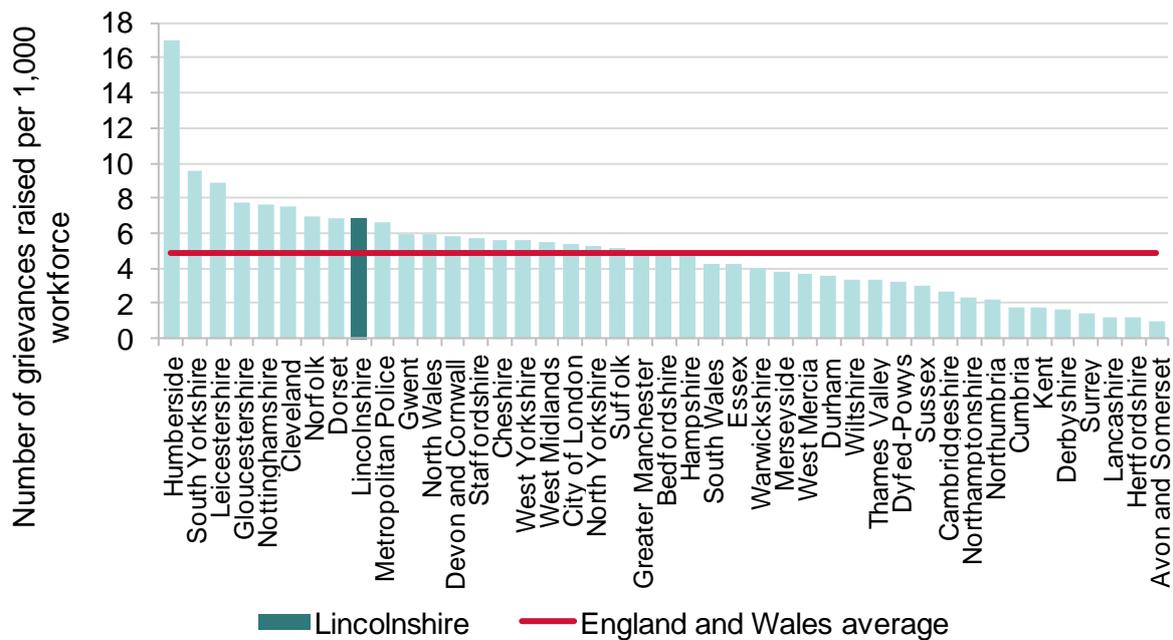
Source: HMICFRS Legitimacy data collection

Figure 4: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in Lincolnshire Police in the ten months from 1 April 2016 to 31 January 2017
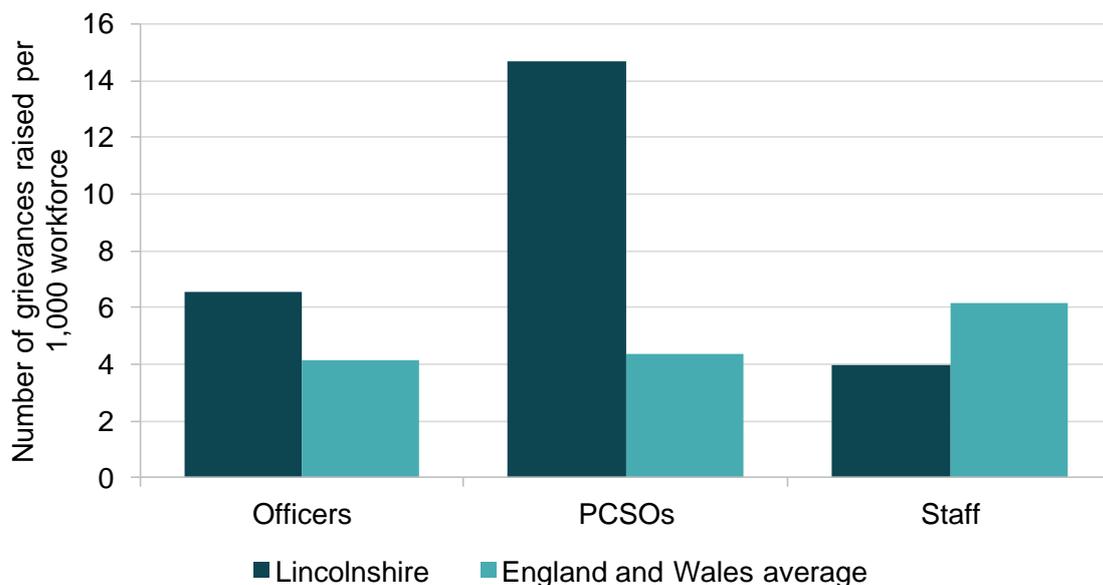
Source: HMICFRS Legitimacy data collection

The force monitors grievances and workplace concerns, as well as themes from exit interviews and learning from employment tribunals, to improve its practices. Any trends are analysed by the human resources department, although a force-level forum for discussing themes, which stalled recently due to a senior officer leaving the force, is now being refreshed. The terms of reference for a new equality and confidence board are being prepared, and the board will then oversee identification of recurring themes that affect perceptions of fairness and respect.

In last year's (2016) HMICFRS legitimacy report, we reported on the regular misgivings about the fairness and timeliness of some PSD investigations, related to us by officers and staff. This situation has improved as a result of changes to leadership in the department and a small increase in personnel. In this inspection, most officers and staff we spoke to now feel more optimistic and a have a greatly improved relationship with the PSD compared with last year. For example, the PSD newsletter, 'The Standard', communicates openly about learning lessons and contains real-life examples and outcomes that encourage the workforce to admit to mistakes. This approach is perceived as being more positive. In addition, at recent supervisor seminars, the head of the PSD, together with a national professional standards co-ordinator guest speaker, demonstrated a strong commitment to improving fairness at work by using performance procedures more appropriately, rather than misconduct procedures, to change and improve behaviour.

Creating a more representative workforce

To assess how well the force reflects the local population, we considered data on the number of women and members of 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 Lincolnshire Police, the 2011 census indicates that BAME people made up 2.4 percent of the local population. In 2016/17, in Lincolnshire Police 2.0 percent of officers were BAME (see figure 5). In relation to officers, 1.9 percent of those joining the force, none of those in senior ranks, and 1.9 percent of those who had served over 20 years were BAME.

Figure 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in Lincolnshire Police in 2016/17, compared with the percentage of BAME people in the local population
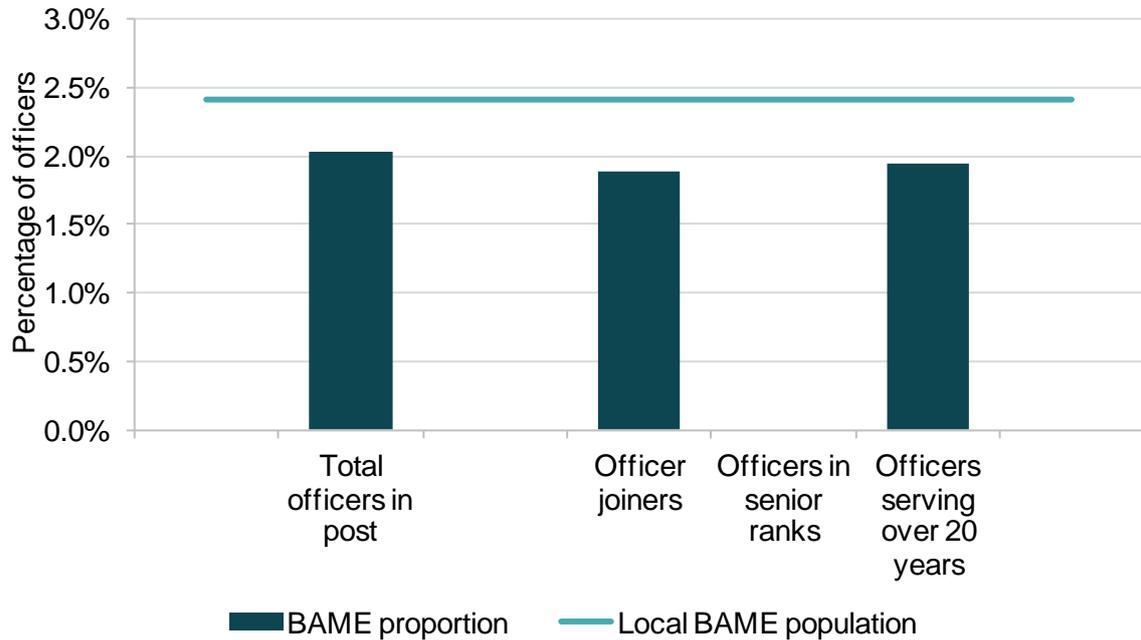
Source: Home Office Annual Data Requirement
Note: High percentages may be due to low overall numbers. The figure above represents officers where an ethnicity was stated.

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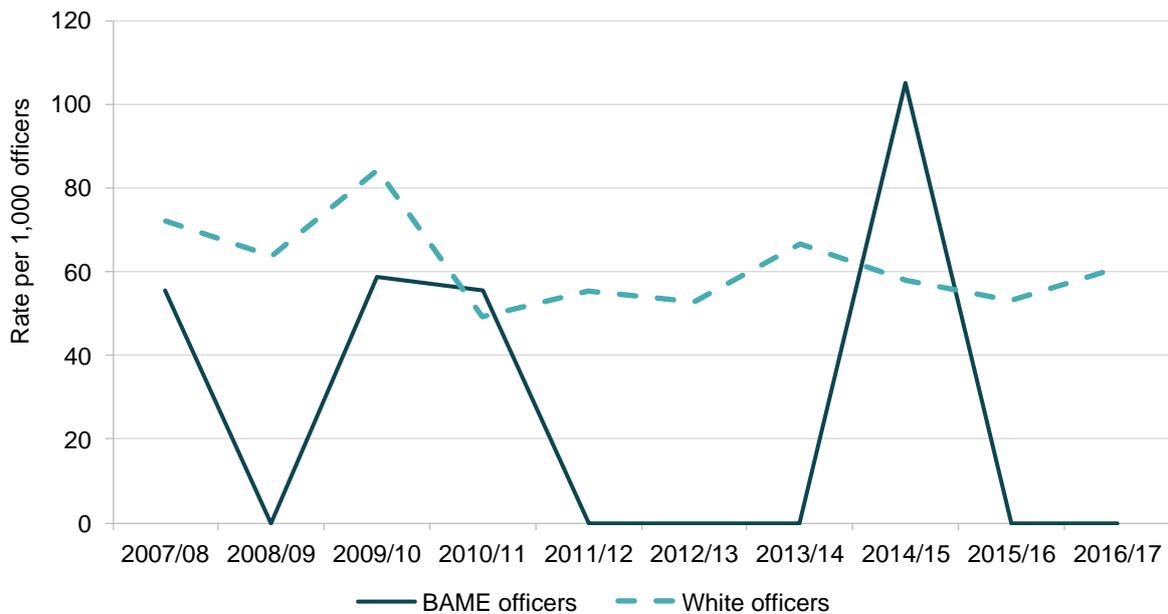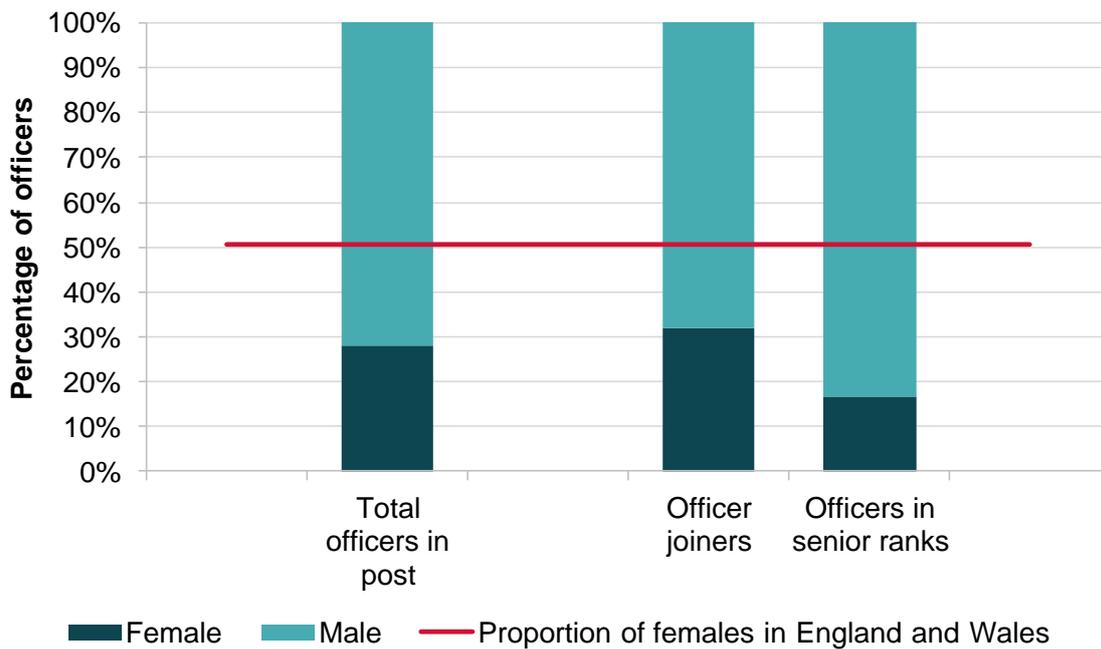

Source: Home Office Annual Data Requirement

In 2016/17 in Lincolnshire Police no BAME officers left the force (see figure 6), while for every 1,000 white officers 61 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 28 percent. In the 12 months to 31 March 2017 in Lincolnshire Police, 32 percent of those joining the force and 17 percent of those in senior ranks were female (see figure 7).

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

Source: Home Office Annual Data Requirement

Figure 8: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in Lincolnshire Police from 2007/08 to 2016/17
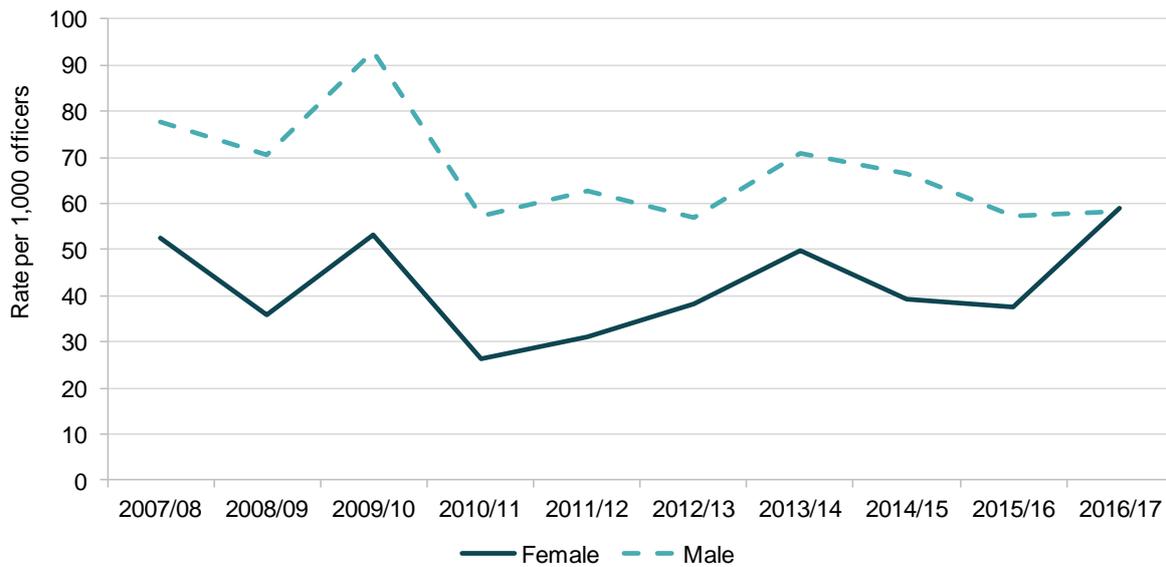
Source: Home Office Annual Data Requirement

In 2016/17 in Lincolnshire Police 59 female officers per 1,000 officers left the force, compared with 58 male officers per 1,000 officers.

While the BAME proportion of the workforce is only slightly lower than the local population, considerable effort has been made to encourage people from eastern European communities, who live mainly in the south east of the county, to join the force. The force reports that this is one of the fastest growing communities in the county, and it has commissioned work to identify how it can improve its recruitment of BAME and white non-British citizens. The force reports its track record in retaining those officers and staff with protected characteristics is good, and BAME officers and staff are not disproportionally subject to complaint or misconduct allegations. Some work is also being undertaken to understand the potential barriers to progression, for example, support in working arrangements for pregnant officers. Meeting regularly, the workforce planning board effectively scrutinises data on recruitment, retention and progress of officers and staff, including those with protected characteristics.

The force also plans to examine its wider flexible working arrangements with a view to reducing potential disproportionality; it recognises that it could still do more to improve diversity within its senior ranks.

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.[35] 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

Over the last year, the force has continued to develop its understanding of the benefits of workforce wellbeing. The wellbeing board, chaired by the chief constable, promotes a proactive approach in enhancing the wellbeing of the workforce. However, several areas require improvement, such as the approach to mental health. Staff survey results and a force-wide wellbeing self-assessment are being used to prioritise a wellbeing action plan, and a wellbeing calendar each month focuses on a particular health concern, with senior leaders actively championing the benefits. Recent themes included promoting the benefits of physical fitness and improving awareness about the misuse of alcohol. The officers and staff we spoke to understand the reasons for these promotional campaigns and generally consider their success a priority for the force.

Most officers and staff we spoke to said their immediate supervisors and managers supported their wellbeing and that they understand their wellbeing responsibilities.

Identifying and understanding workforce wellbeing needs

The force continues to have a good understanding of the risks and threats to the wellbeing of its workforce, and of the causes of these risks and threats, including in relation to the workforce's mental and emotional wellbeing. The force undertakes some analysis of management information (for example, data on assaults on officers and staff) to identify and understand patterns and trends, so that it can put in place measures to support the workforce. It continues to demonstrate good commitment to managing short and long-term sickness well. The force equips supervisors with the ability to spot the signs of stress, and the total time from a referral to the

---

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

occupational health department to receiving a response is rapid, although some referral arrangements are not always adequate for the individuals.

Notwithstanding the above measures, officers and staff indicate that opportunities to take leave remain limited. This has failed to improve over the last year, and they often feel they operate at the limits of their wellbeing; the staff survey results reflect that a healthy work-life balance is a significant problem for frontline officers and staff.

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 Lincolnshire Police, 1.8 percent of officers were on short or medium-term sick leave. The England and Wales average was also 1.8 percent. The latest year for which data is available was 2017, which saw a decrease of 0.3 percentage points from the previous year, which is in line with changes in the last ten-year period (see figure 9).

Figure 9: Percentage of officers on short or medium-term sick leave, in Lincolnshire Police compared with the England and Wales average, on the 31 March from 2008 to 2017
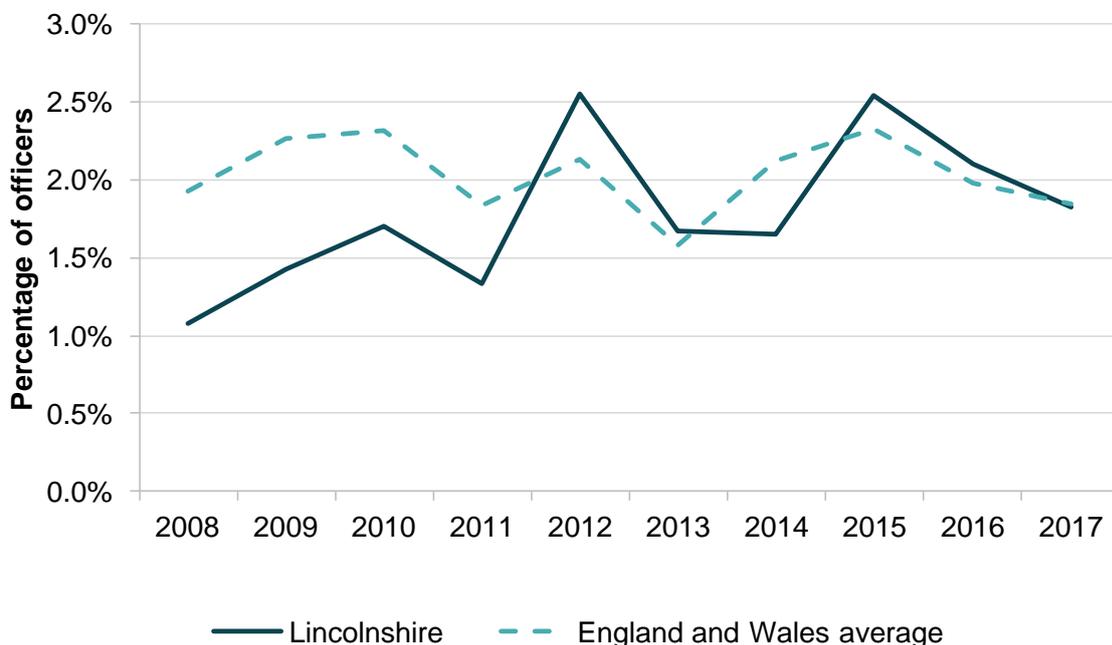
Source: Home Office Annual Data Requirement

On 31 March 2017 the proportion of officers in Lincolnshire Police on long-term sick leave was 0.7 percent, and the England and Wales average was 1.9 percent. The latest year for which data were available is 2017, which saw a decrease of 1.4 percentage points from the previous year, which is in line with changes in the last ten-year period.
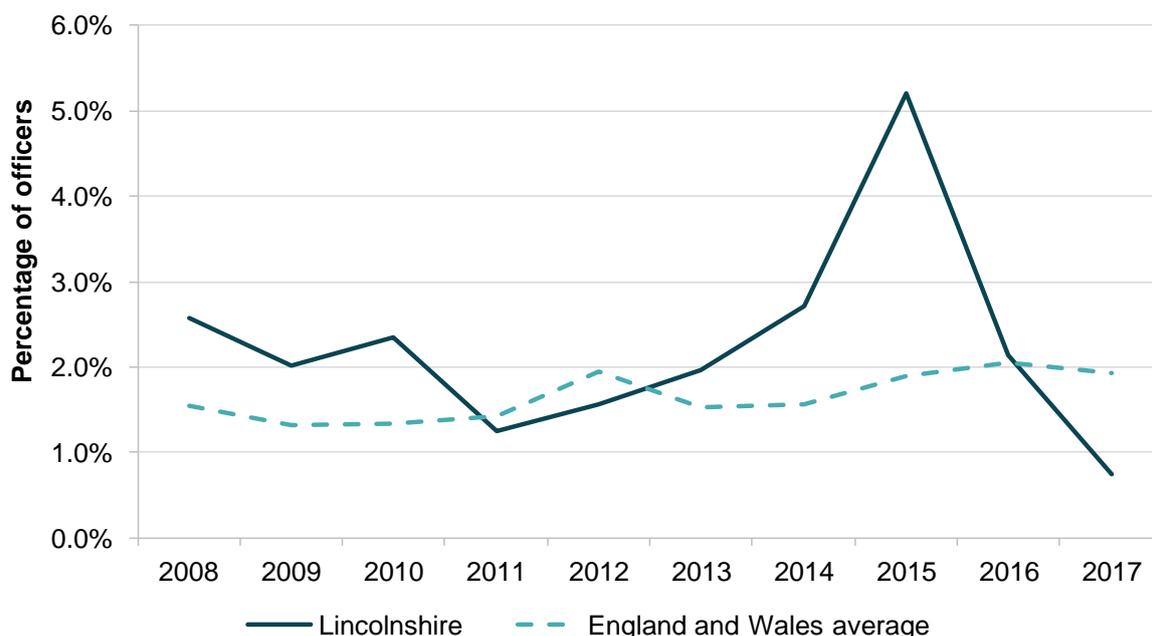
Figure 10: Percentage of officers on long-term sick leave, in Lincolnshire Police compared to the England and Wales average, as at 31 March from 2008 to 2017

Source: Home Office Annual Data Requirement

Taking preventative and early action to improve workforce wellbeing

The force has a variety of effective preventative measures in place and takes early action to improve the wellbeing of the workforce. Generally, supervisors are equipped adequately, and receive training to recognise individual warning signs and to intervene early to prevent any escalation of ill health. However, there is still a lack of regular welfare support, particularly for officers and staff who are absent from the force long-term, owing to a complaint or allegation of misconduct. The PSD recognises this problem, and there are advanced plans in place to extend existing force chaplaincy services to also provide a referral system for all officers and staff who are being investigated for gross misconduct. Our file review of 13 internal misconduct cases found that in all both the witnesses and those subject to the allegations received timely and meaningful updates. However, officers and staff maintain that trained welfare support is still not sufficiently available.

The force intranet enables officers and staff to find and access a range of health schemes that together comprise a comprehensive and accessible wellbeing programme, and the website also offers practical advice on how to obtain other support services. Intervention occurs early to prevent work-related stress from escalating; procedures are put in place after officers experience a potentially traumatic incident, including referrals to counselling. A chaplaincy service is firmly-established, readily-accessible and relevant to all faiths, and has been well-received by officers and staff. An aide memoire assists supervisors in holding conversations during the annual performance development review; these take place more regularly in some highly-pressurised teams, such as public protection. Such conversations start with mental and physical wellbeing, from stress to nutrition, and

progress onto family concerns and potential debt. This approach links to advice and guidance on the force intranet and to a supervisors' wellbeing guide, which they can refer to for signposting individuals towards additional support.

Supervisors and managers are trained to spot the early signs and symptoms of mental ill health and stress. Mental health 'champions' located at different police stations can provide support and refer workforce members to mental health services. The workforce is also encouraged to recognise such symptoms. As well as these bluelight champions, autism champions can provide support and advice for officers and staff who have family members with autism.

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.[36] In addition, effective performance management and development mitigate risks to the force and ensure continuous improvement. HMICFRS assessed how fairly and effectively forces manage the performance of individual officers and staff, including the value that forces place on continuing professional development (CPD), in line with guidance from the College of Policing.[37] 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

In HMICFRS's 2016 legitimacy report we identified that the force needed to improve the way it managed individual performance. The force is working to improve its management of individual performance, and officers and staff are beginning to use a new system which assesses individual performance more accurately and fairly. The competency and values framework, alongside a new, updated PDR process, brings together professional qualifications with recruitment, transfer and promotion, and has

---

[36] *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.

[37] 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

created three new elements: a CPD register, a training request form and a wellbeing aide memoire. Officers and staff we spoke to said they find this less bureaucratic and easier to understand, while the generic role objectives help individuals to focus on what is important to the organisation. Ambitious plans are in place for the whole workforce to use the new system by the end of the year. Although some officers and staff are expressing doubts about the new process, now that a PDR is required for all promotions and transfers, a demonstrable shift has been made towards continuous development, which overall the workforce values and perceives to be fair.

Comparing data about complaints with those of other forces has revealed to Lincolnshire Police that the number of complaints is comparatively high, and that use of unsatisfactory performance procedures (UPP) is low. Supervisors and managers now receive more information and briefing material on UPP, and during a supervisor seminar different scenarios were used to explain how UPP should be used, with support plans provided where appropriate. Feedback from the seminar showed that supervisors value this move towards tackling poor performance rather than using misconduct procedures, and they credit the PSD for this approach.

Identifying potential senior leaders

There is a growing understanding of talent within the organisation. A one-year talent management programme, which develops high-potential officers and staff, is open to all officers and staff up to the rank of inspector or equivalent. It has been developed for individuals who have demonstrated talent but who do not appear to have realised their full potential. Every year, up to ten workforce members who represent the most promising talent in the force are selected. Applicants may nominate themselves but the application process has no independent oversight. An evaluation on this programme is now planned, and the results will be examined to identify whether it meets the needs of the organisation and candidates. The programme is perceived across the organisation as visible and accessible. Moreover, other programmes form part of the wider talent management strategy to identify future leaders in the force, including: psychometric testing to identify preferred leadership styles; 360-degree feedback; and mentoring is open to all. The force also supports Fast Track applications from officers.

Selecting leaders

The force reports that its process of selection for promotion is open and accessible. However, in our inspection we found only limited mechanisms in place to determine whether these processes are in line with current good practice. For example, only postings at inspector rank have been informed through an exercise in which officers are asked to nominate their preferred posting. The introduction of blind marking of application forms is seen as a positive move, but no strong link exists between the new PDR process or workplace assessment and posting and promotion processes.

We found mixed levels in the quality of feedback provided to unsuccessful candidates; some found the comments they received made it difficult to identify what development they should seek. There is no appeals process for those who are unsuccessful in gaining promotion, and there is no independent representation on promotion boards below the level of chief officer. Overall, the workforce does not understand some of the promotion processes well, and would benefit from greater openness and independence, as officers and staff do not always perceive these as fair.

Summary of findings

Requires improvement

Lincolnshire Police requires improvement in some aspects of treating its workforce with fairness and respect. Leaders seek feedback and challenge from the workforce and have an adequate understanding of their views. The force identifies and resolves workforce concerns proactively. It has made good progress since 2016 in some areas, such as the workforce's perceptions of the fairness and timeliness of investigations by the professional standards department. However, officers and staff do not always feel able to provide feedback and challenge, especially to those above the rank of inspector.

The force has a comprehensive and accessible wellbeing programme that includes a variety of effective preventative measures to improve workforce wellbeing. It has conducted some analysis to understand the risks to wellbeing. However, officers and staff maintain that not enough trained welfare support is available. They also indicate that opportunities to take leave are still limited, and that they often feel they operate at the limits of their wellbeing.

Lincolnshire Police is developing a fairer and more effective individual performance assessment process. However, some selection and promotion processes remain unclear to the workforce and could be improved by increased openness, as well as independent representation on all promotion boards.

Area for improvement

- The force should review how senior management teams respond to and promote the benefits of wellbeing, and should encourage the workforce to raise its concerns.

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 staff[38]. 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).

---

[38] 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 Lincolnshire 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: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in Lincolnshire Police as at 31 January 2017

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

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

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

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

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

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

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

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

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

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

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

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

Figure 9: Percentage of officers on short or medium-term sick leave, in Lincolnshire 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 10: Percentage of officers on long-term sick leave, in Lincolnshire 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.[39] 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

---

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

- 10 service recovery complaints (if the force operated a separate service recovery scheme)

- 10 internal misconduct allegations the force had recorded as containing an allegation of discrimination

- 10 other internal misconduct allegations (so that we could ascertain if they contained unidentified allegations of discrimination)

- 10 grievances (and 10 workplace concerns if the force recorded these separately)

We assessed these case files against the relevant legislation, guidance and code of practice[40] 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?

---

[40] 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.