

PEEL: Police legitimacy (including leadership) 2017

An inspection of North Yorkshire Police



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Introduction

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

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

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

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

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

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

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

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

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

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

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

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

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

www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/north-yorkshire/.

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

Force in numbers



Workforce

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

2,597

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

officers

staff (including section 38)

PCSOs

1,378

1,038

181



Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce

1.3%

officers

staff

PCSOs

1.2%

1.5%

1.1%

Percentage of BAME in local population, 2011 Census

3.4%



Gender diversity

Percentage of females in overall workforce 31 March 2017

44%

51%

North Yorkshire Police

England and Wales population, 2015 estimate

Percentage of females by role 31 March 2017

North Yorkshire Police

officers

staff

PCSOs

32%

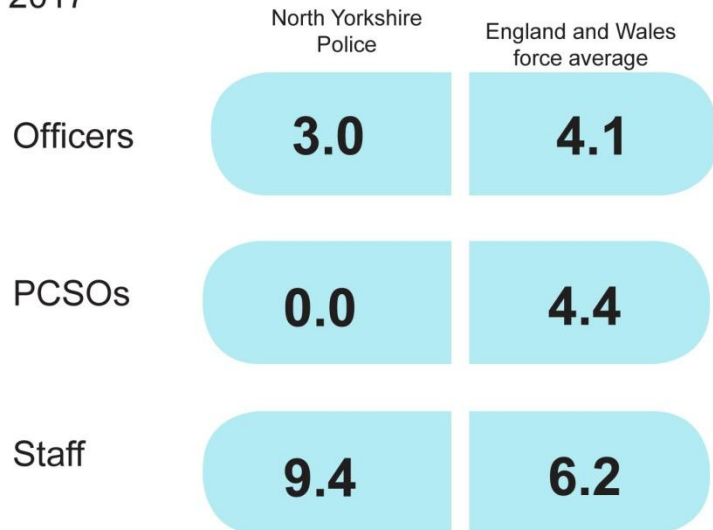
60%

48%



Grievances

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



Stop and search

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

4,418

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



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

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

Overall judgment⁴



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

Overall summary

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



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



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



North Yorkshire Police continues to be good in respect of the legitimacy with which it keeps people safe and reduces crime. However, the force requires improvement in some aspects of how it treats the people it serves with fairness and respect. The force expects high standards from its workforce and has values which are underpinned by the Code of Ethics.⁵ The force communicates those standards to

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

⁵ *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available from: 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 from: http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPOR T.pdf ; *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: <http://www.college.police.uk/What-we-do/Ethics/Pages/Code-of-Ethics.aspx>; *Literature review –*

both its workforce and the community of North Yorkshire. Although not all frontline officers and staff have received unconscious bias or effective communication skills training, most were able to articulate their understanding of unconscious bias and provide examples of when they had used effective communication. The force does not have robust processes in place to scrutinise its use of stop and search powers, which is a concern to HMICFRS. The force should also improve how it encourages external scrutiny and challenge, in order to improve the extent to which it treats the public with fairness and respect.

North Yorkshire Police continues to be good at ensuring that its workforce behaves ethically and lawfully. Senior leaders demonstrate and maintain the values expected of them. The force has maintained its commitment to developing an ethical culture by training officers in ethical decision making, and reviewing its decisions in consultation with the workforce and diverse groups. The force has clear and accessible information to make it easy for the public to make a complaint, and HMICFRS found that it keeps most complainants updated about the process of their complaint. We found that the force is good at both identifying and investigating allegations of discrimination.

HMICFRS found that the force works hard to ensure that it treats its officers and staff with fairness and respect. The force seeks challenge from the workforce, and has a commitment to understanding and addressing workforce concerns, including grievances. The force has undertaken more consultation and action to improve workforce wellbeing since the last inspection. Staff and supervisors generally feel supported by the provision for wellbeing. The force actively seeks to develop its workforce and improve performance through a new individual performance management process, which has generally been well accepted by staff. The force does not have a formal process to identify high potential in its workforce, and recognises that it could do more to identify and develop its future senior leaders.

Causes of concern

The force currently has no structure in place to provide external scrutiny in respect of the use of stop and search powers.

Recommendation

- The force should ensure that appropriate external scrutiny takes place in respect of the use of stop and search powers.

Areas for improvement

- The force needs to improve the way its independent advisory groups function so that they can provide effective advice, scrutiny and challenge to help the force to improve the way it treats the public.
- The force should ensure that officers and supervisors who are likely to use stop and search powers understand what constitutes reasonable grounds and how to record them.
- The force should ensure that it provides and records timely and informative updates to complainants, witnesses and those who are the subject of allegations, in line with IPCC statutory guidance.

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.⁶

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,⁷ their awareness of effective communication skills⁸ in all

⁶ *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

⁷ 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.

⁸ 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).⁹

Understanding the importance of treating people with fairness and respect

During our 2016 legitimacy inspection, HMICFRS found that North Yorkshire Police understood the importance of procedural justice, and it was reflected in the force vision and values. This year, we again found that the chief officer team and senior leaders within North Yorkshire Police understand and value the benefits of procedural justice, and they provide the workforce with the knowledge and skills they need to treat the public with fairness and respect.

The force publishes for the public the standards it expects from its workforce, to explain what the public can expect from North Yorkshire Police. It has a continual communications campaign for its workforce through the force intranet, ICT screensavers and communication structure in order to reinforce the standards expected. For example, the force has reiterated the importance of treating people with fairness and respect, through a booklet distributed across the workforce. In this booklet, the chief constable emphasises the ‘five Ps’:

- giving a great public service;
- problem solving;
- productivity;
- proactivity; and
- treating people with respect and consideration.

The officers and staff we spoke to could articulate the principles of both the Code of Ethics and the National Decision Model (NDM).¹⁰

⁹ *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/; *Authorised Professional Practice on Use of Force*, College of Policing, October 2013. Available from: www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force/; and *College of Policing and National Police Chiefs’ Council, Personal safety manual*, 2016. Available from: <http://library.college.police.uk/docs/college-of-policing/PSM/PSM-MOD-01-INTRODUCTION.pdf>

¹⁰ The National Decision Model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements, the police Code of Ethics being central to the decision: gather information; assess threat and risk; consider powers and force policy; identify options; take action; and review what happened.

Understanding of unconscious bias

During the inspection, HMICFRS found that some of the workforce and managers had received training about unconscious bias, but this had not been provided to the whole workforce. For recently recruited officers and staff, training about unconscious bias had been provided as part of the student officer training for officers, police community support officers (PCSOs) and special constables. The training has also been provided on promotion training courses and for senior managers. During the inspection, we spoke to a number of officers and members of police staff, and although the majority had not received the training and they did not always recognise the term unconscious bias, when prompted, most were able to articulate their understanding of the concept of unconscious bias and how they counter it in their interactions and decisions involving colleagues and the public.

Communication skills

The frontline officers and staff we spoke to showed a good awareness of the importance of effective communication skills and how to apply them to improve their interactions with the public. The workforce had not received a bespoke communication training course, but all staff gave examples of communication training they had received dependent on their role. For example, police officers referred to de-escalation skills (using communication skills to calm a volatile situation with the public) as part of their personal safety training, student officers and PCSOs have received public engagement training, and supervisors have received psychological safe and responsible manager (PSRM) and 'difficult conversation' training in relation to how to manage staff. All staff told us that the force had provided various forms of training which involved communication skills to enable them to improve their interactions with the public. This included classroom training, scenario-based courses and e-learning packages. During our inspection, officers and PCSOs gave examples of how they had used the training to communicate with the public in a fair and respectful way. Frontline supervisors provided evidence of observing their officers communicating with the public and subsequently providing feedback to the officers on their communication skills.

Use of coercive powers

Officers from North Yorkshire Police have a good level of knowledge and understanding of how to use coercive powers in a fair and respectful manner. Officers showed a good understanding of the requirements to record the use of force and the circumstances surrounding its use, such as the handcuffing of passive detained persons. Supervisors and the individuals leading policing operations use briefings (for example, prior to policing events such as anti-fracking demonstrations) to remind officers of their powers and options during such events. During the inspection, we found examples of officers discussing the use of powers with supervisors to support decision making, such as the necessity criteria for arresting a

suspect. The force has seen an increase in its use of voluntary attendance¹¹ when dealing with suspects, rather than officers using powers of arrest. HMICFRS found that all officers demonstrated a good understanding of the National Decision Model (see above) and were able to provide examples of how they had applied this in operational incidents to make sure decisions about the use of coercive powers were proportionate and justifiable.

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 force¹² 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,¹³ 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

North Yorkshire Police records and submits all the data on the use of force by its officers, as required by the national recording standards.¹⁴ The form for the use of force is not, however, subject to supervisor quality assurance before it is submitted, which might result in supervisors missing opportunities to identify individual issues and trends in the use of force by their officers.

¹¹ A police station interview when the volunteer assists the police with an investigation and they are not under arrest.

¹² 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/

¹³ *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

¹⁴ Introduced by the National Police Chiefs' Council (NPCC), which came into effect in April 2017.

North Yorkshire Police uses force-level data to understand and scrutinise whether its use of force is fair and appropriate, including analysis of the data to identify individual or organisational patterns and trends. Use of force is subject to governance and scrutiny through the use of force working group, which meets quarterly. Its membership is made up of the North Yorkshire Police professional standards department (PSD), members of the Police Federation and unions, and the inclusion and diversity board. Using the data, North Yorkshire Police can identify the officer who has used the force, the ethnicity of the subject, the type of force used and other datasets to help scrutinise and evaluate the effectiveness of the use of particular tactics. The use of force working group reviews the data to identify trends and tactics used, and produces a log of actions. For example, North Yorkshire Police used roadshows to raise the awareness of the workforce in improving compliance with record completion, and the professional standards department undertook further scrutiny of detention records.

External scrutiny to improve treatment

During our inspection, HMICFRS was disappointed to find that although the force does have some external scrutiny, this was limited to particular operational activities and was not focused on providing well-informed and independent scrutiny of decision making and activity at force or local level with regard to police treatment of the public.

North Yorkshire Police has independent advisory groups (IAGs) set up in several force areas but they are not in a position to provide effective scrutiny. We found that the IAG role is limited to receiving updates from the force on organisational development and hate crime, rather than acting as an independent and well-informed critical body, comprising a diverse and regularly refreshed membership that has the confidence to challenge the force on important areas. Currently, the groups do not provide that critical role and, as a result, opportunities are being missed for the force to receive challenges, take resulting action and improve the way it treats people. The force should maximise the use of these valuable resources to improve independent scrutiny and the extent to which the force 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.¹⁵

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.¹⁶ Our 2015 legitimacy inspection¹⁷ 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.¹⁸ Also, we assessed how the forces scrutinise use of these powers.

Understanding of national guidance

HMICFRS found a good level of knowledge of the understanding of the use of stop and search powers by officers in North Yorkshire Police, including the need to be fair and respectful when dealing with members of the public. All officers had received stop and search behavioural awareness training over the 12 to 18 months prior to the inspection and the force is developing a new force-wide stop and search training package, in line with the College of Policing Authorised Professional Practice (see above), to be provided in the future.

The force took part in the development of the College of Policing training in relation to stop and search powers and, during our inspection, the officers we spoke to demonstrated a good knowledge of the current guidance regarding stop and search, including what constitutes reasonable grounds. However, our review of 200 stop and search records indicated that some officers and supervisors still do not know what constitutes reasonable grounds, or how to record them properly (see the section below on reasonable grounds).

¹⁵ *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/

¹⁶ *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/

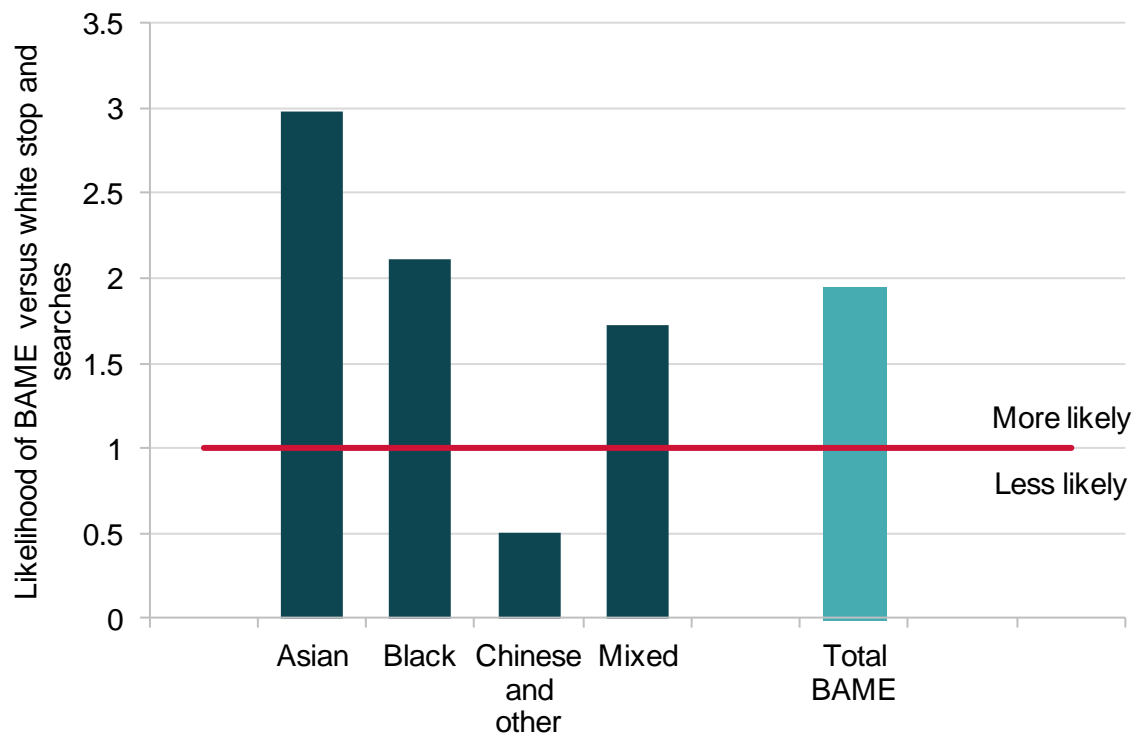
¹⁷ *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

¹⁸ See annex A for more information about the methodology for our review of stop and search records.

Monitoring use of stop and search powers to improve treatment

In order to monitor the use of stop 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 North Yorkshire Police, black, Asian and minority ethnic (BAME) people were nearly 2.0 times more likely to be stopped and searched than white people. Asian people were 3.0 times more likely to be stopped and searched than white people – the greatest difference in any ethnic group when looking at the likelihood of stop and search compared with white people – while black people were 2.1 times more likely and people with mixed ethnicity were 1.7 times more likely.

Figure 1: Likelihood of black, Asian and minority ethnic (BAME) people being stopped and searched (under section 1, PACE)¹⁹ compared with white people, in the local population of North Yorkshire Police in the 12 months to 31 March 2016



Source: Home Office 2016

HMICFRS found that North Yorkshire Police is not able adequately to monitor stop and search data to ensure fair and effective use. Officers using stop and search powers record each encounter on a paper stop and search form. Once completed, the form is scanned onto a computer and then emailed to the force intelligence unit. The intelligence unit then creates a record on the relevant force ICT system and

¹⁹ Police and Criminal Evidence Act 1984. Available from: www.legislation.gov.uk/ukpga/1984/60/section/1

records any intelligence on the force intelligence system. Supervisors carry out a dip sample of these records on the ICT system and endorse that the record has been examined and quality assured, for instance to check that it has been completed correctly and that the recorded grounds are reasonable. Officers told HMICFRS that because supervisors are, at times, geographically located in a different police station, sergeants rarely scrutinise paper records. We found that it can take 28 days or more to create the stop and search record on the force's ICT system, with further delays if a sergeant wishes to inspect the form. In addition, the force's ability to use stop and search for crime investigation, use intelligence for crime reduction or prevention and to monitor up-to-date data is considerably delayed by this process.

The force has appointed stop and search champions: police inspectors or sergeants who monitor the use of stop and search within their policing area, through the force performance data which is available on the intranet. Supervisors carry out an arbitrary dip-sample of 5 percent of the stop and search forms submitted by officers. We found that the dip-sample was ad hoc. Trends and the detail of feedback to officers were not obtained, which could assist in providing a more structured and corporate review of stop and search scrutiny. HMICFRS considers that, given the impact that stop and search powers have on the community, this is not an adequate safeguard. North Yorkshire Police needs to improve the way it reassures itself and the community that officers are using stop and search powers fairly and that the grounds used are reasonable and recorded accurately.

The force examines the stop and search data it records and analyses this in a number of ways, such as geographical location, gender, ethnicity, age and outcome. The data are available on the force performance dashboard, and the force monitors the use of the power at a force level at its inclusion and diversity board meeting. The senior lead also holds a monthly meeting with the force single point of contact (SPOC) officers to discuss trends. For example, the force identified disproportionality in the number of BAME people being stopped and searched in a particular policing area of the force. The district commander was asked to review the data and identified that a high proportion of the people who had been stopped lived outside the geographical area and were stopped and searched when travelling into the area. However, HMICFRS found that it was unclear how messages of the disproportionate use of stop and search powers were being communicated to officers and supervisors and how this disproportionate use of the powers was being addressed.

External scrutiny of stop and search powers to improve treatment

North Yorkshire Police has a lay observers' scheme in which the force invites members of the public to observe officers while they are on patrol or responding to incidents. The aim of the scheme is to give members of the public the opportunity to observe the use of stop and search powers in action, to give the police the opportunity to demonstrate their use of stop and search, and for the public to provide feedback to the police, based on their observations of how the police treated the

subjects of stop and search powers. However, among the lay observer feedback forms we examined, only one stop and search encounter had been observed. Although this opportunity to provide external scrutiny has the potential to be valuable, we were concerned to find that the force has no wider structured external scrutiny arrangements in place for stop and search. This means that the force does not involve the public sufficiently in the scrutiny of these intrusive powers, and is not gaining the benefit of the experience and knowledge of the public or demonstrating that it is listening to and acting on community concerns and challenges about the use of stop and search powers. The force should remedy this situation immediately.

Reasonable grounds for use of stop and search

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

In our 2013 inspection into the police use of stop and search powers,²⁰ we were concerned to see that, of the 8,783 stop and search records we examined across all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify the lawful use of the power. For North Yorkshire Police, the 2013 inspection showed that 60 out of 200 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,²¹ we carried out a further review of the recorded grounds in a sample of stop and search records. In that inspection, our review of 99 North Yorkshire Police records found that 28 did not have reasonable grounds recorded.

During our 2017 inspection of North Yorkshire Police, we reviewed 200 stop and search records; 23 records did not have grounds recorded that we considered reasonable. While the records we reviewed may not be representative of all stop and search records completed by the force, our findings indicate that some officers and supervisors either still do not understand fully what constitutes reasonable grounds, or do not know how to record them properly. It is important to note that a lack of reasonable grounds on the stop and search record does not necessarily mean that reasonable grounds did not exist at the time of the stop and search.

In 43 of the 200 records we reviewed, the item searched for was found. This is an important measure – confirming or allaying an officer's suspicions is the primary purpose of the powers. Finding the item searched for is one of the best indications that the grounds for the suspicions are likely to have been strong.

²⁰ *Stop and Search Powers: Are the police using them effectively and fairly?* HMIC, 2013. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/stop-and-search-powers-20130709/

²¹ *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	60 of 200	28 of 99	23 of 200
Item searched for found	–	–	43 of 200

Summary of findings



Requires improvement

North Yorkshire Police requires improvement in some aspects of how it treats the people it serves with fairness and respect. Last year, we assessed the force as good in respect of how it treats people with fairness and respect. The force communicates its values and standards to both the community and its workforce, and these are underpinned by the Code of Ethics and procedural justice. Through a variety of means, the force actively seeks feedback from the community to identify areas of concern to the public; it has listened to their concerns and made changes to the service it provides. However, it could make more effective use of its independent advisory groups and encourage more external scrutiny and challenge.

The force monitors data in relation to the use of force and stop and search, although the monitoring of stop and search could be more comprehensive and there is a lack of structured external scrutiny in respect of stop and search. The force should also do more to ensure that officers and supervisors understand what constitutes reasonable grounds for stop and search and how to record them.

Cause of concern

The force currently has no structure in place to provide external scrutiny in respect of the use of stop and search powers.

Recommendation

- The force should ensure that appropriate external scrutiny takes place in respect of the use of stop and search powers.

Areas for improvement

- The force needs to improve the way its independent advisory groups function so that they can provide effective advice, scrutiny and challenge to help the force to improve the way it treats the public.
- The force should ensure that officers and supervisors who are likely to use stop and search powers understand what constitutes reasonable grounds and how to record them.

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,²² as opposed to last year's focus on how well forces are guarding against corruption.²³

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.²⁴ Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics.²⁵ 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 2018.²⁶

²² *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

²³ 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/

²⁴ *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

²⁵ *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/

²⁶ 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

HMICFRS found that leaders at all levels in North Yorkshire Police consider the ethical implications of their decisions, and supervisors set a good example to staff by upholding ethical standards of behaviour. The chief officer team has reinforced the importance of ethical decision making through continuing professional development (CPD) training for officers and has raised awareness of the force standards through road shows and meetings. The force professional standards department (PSD) produces an organisational learning bulletin which provides the workforce with guidance and learning that has been identified from misconduct and grievance incidents. Chief officers demonstrate transparency by publishing their gifts, hospitality and business interests on the force website. However, North Yorkshire Police does not currently have an ethics committee to provide scrutiny and advice regarding ethical considerations, or a referral process through which the workforce can submit ethical dilemmas for consideration.

Ethical decision making

North Yorkshire Police provides training for officers and staff on how to make ethical decisions. The force raises awareness and supports officers in decision making through National Decision Model training (see above) and ethical dilemma scenario training, such as the types of relationships which would be inappropriate for an officer to have. Newly appointed police officers and staff, along with newly promoted individuals, are given additional training on force standards and ethical decision making.

Although the force does not have an ethics committee to review and ensure it makes ethical decisions, oversight and feedback are provided through senior leadership meetings, such as the inclusion and diversity board meeting, where the chief officer team encourages discussion and debate on force compliance with equality requirements. Peer reviews and academic research are used to challenge decision making, and the force has a process of reviewing policy and preparing an equality impact assessment. It consults with the workforce, the Police Federation and trade unions, along with diversity groups, to identify any impact that force decisions might have on the workforce. For example, the inclusion and diversity board reviewed the impact of moving the force HQ in order to identify and mitigate the impact of any decisions that affected the workforce or particular groups of the workforce.

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.²⁷ 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

North Yorkshire Police has detailed information on its website about how to make a complaint. This includes offering appropriate support for those with disabilities or language difficulties who wish to make a complaint. Information on the complaints process – including leaflets – is available in public-facing areas of police stations and custody suites, and the force has told HMICFRS that posters giving information to the public about how to make a complaint or give information to the force have also been distributed to a wide variety of council and support organisations as part of an awareness campaign to guard against any abuse of authority by its staff. This provision of printed information and posters will help people from communities who have less confidence in the police, and who might be less likely to complain.

HMICFRS found that force customer service officers and control room call handlers were knowledgeable and experienced about the complaints process, and how to help a member of the public who wished to make a complaint.

Keeping complainants updated

During the inspection, HMICFRS found that North Yorkshire Police provides sufficient and clear information to complainants about the progress of investigations, through mostly timely and meaningful updates.

When forces record public complaints, the Police Reform Act 2002 and Police (Complaints and Misconduct) Regulations 2012 require 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 should be told who will be

²⁷ 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

dealing with it (including contact details). Before our inspection, we conducted a case file review which included 25 public complaints received by the force. We found that 21 of the cases showed that the force had provided the complainant with sufficient initial information.

Once a public complaint investigation has started, forces have a statutory duty to keep complainants informed of their progress every 28 days. Updates should contain enough information to make them meaningful. During our case file reviews, we looked for evidence in the files that forces had provided timely and meaningful updates. We were disappointed to find that only 16 of the 25 complaint cases recorded regular updates to complainants, although all were sufficiently informative. We looked for a similar level of service to be provided to individuals who were the subject of the complaint and those who were the subject of misconduct allegations. We found that all 11 of the misconduct cases recorded regular updates to witnesses and those who were subject of allegations, but that only one of these was found to be sufficiently informative. The force should provide further scrutiny and audit of investigations to ensure that professional standards department (PSD) investigators and local supervisors record complainant updates on the investigation case notes, and that updates provided to staff in internal misconduct cases are sufficiently informative.

Finally, we looked at whether the force complied with its legal obligations to provide complainants with the findings of the report, the force's determination and the complainant's right of appeal when the case is concluded. We were pleased to see that the force complied with these requirements for all 25 cases, and that initial and finalisation letters to complainants were written in a courteous and respectful tone.

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.²⁸

²⁸ 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

Identifying and responding to potential discrimination

During the inspection, HMICFRS found that the workforce generally had a good understanding of what discrimination is, and how they should respond to initial reports of it. The force has mandated an online training package to improve awareness of discrimination for all police officers and staff to complete, although some officers told us they had not completed this.

As part of our case file review, we looked at ten complaints and one internal misconduct case that the force had identified as containing an allegation of discrimination. We also looked at an additional 15 complaints and ten misconduct cases which we considered might contain unidentified allegations of discrimination. We were pleased that we did not find any additional cases that the force had failed to identify. HMICFRS found that professional standards department (PSD) staff had correctly applied the IPCC referral criteria to each of the complaint files reviewed.

Investigating allegations of discrimination

North Yorkshire Police is good at investigating allegations of discrimination. Our review of ten discrimination complaints recorded by the force showed that nine out of the ten were handled by PSD investigators. All PSD staff have received discrimination training which has provided them with a good understanding of equality and diversity issues and the ability to apply the IPCC guidelines for handling allegations of discrimination. Investigators have all been given an IPCC aide memoire to support them in their role.

During our inspection, we assessed that all ten of the complaints had been investigated or handled satisfactorily and that all complainants had been updated and supported throughout the investigation, receiving a good level of service from the force. There was a good level of consistency, with no disparity between investigations in relation to police officers and police staff.

The force has robust governance and scrutiny of the investigation of discrimination and is open to challenge by internal staff associations and support networks, both in terms of timeliness and proportionality.

Summary of findings



Good

North Yorkshire Police continues to be good at ensuring that its workforce behaves ethically and lawfully. HMICFRS found that the force has maintained its commitment to developing an ethical culture for its workforce in the provision of its policing services. The force has processes to oversee ethical decision making, ensures that policies are in line with the Code of Ethics, and has provided training in ethical decision making to its workforce. There is internal scrutiny through the force inclusion and diversity board, and the force carries out consultation and equality impact assessments to inform policy. It uses peer reviews and academic research to challenge its decision making. The force makes the complaints system accessible for the public, but it should improve the way it records updates to complainants, witnesses and those who are the subject of allegations. The force is good at identifying, responding to and investigating allegations of potential discrimination in line with IPCC guidelines for handling allegations of discrimination.

Areas for improvement

- The force should ensure that it provides and records timely and informative updates to complainants, witnesses and those who are the subject of allegations, in line with IPCC statutory guidance.

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.²⁹ 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.³⁰ HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances³¹ – to identify, understand, prioritise and resolve their workforces’

²⁹ *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

³⁰ *Ibid.*

³¹ 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.³²

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.³³ 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.³⁴

Leaders seeking feedback and challenge from the workforce

North Yorkshire Police has a set of processes for its leaders to communicate with and seek feedback from the workforce, including chief officer road shows, annual staff surveys, workforce wellbeing surveys (the 2016 wellbeing survey had a response rate of 39 percent), and consultation on proposed changes such as the closure of the Northallerton custody suite. However, the force also recognises that the systems it has in place generally obtain feedback when it has been asked for, rather than being processes which the workforce can use to provide challenge and feedback at any time. As a result, the force told us about their plan to launch a new feedback communication strategy in June 2017. We were told that the new process will allow officers direct access to chief officers through a separate ‘any questions’ force email account. The aim is for any questions raised by the workforce to be followed up through a monthly chief officer video blog to address the questions raised.

The chief constable meets senior leaders once a month to discuss, review and seek feedback on changes being considered in the force. This includes direct requests for challenge and comment on decisions made by chief officers. For example, when an

³² *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

³³ 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

³⁴ 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/

officer challenged a decision made by a chief officer, he was given welcoming feedback from the chief officer for having made the challenge; it was well received and prompted a discussion and review of the original decision.

During our inspection, we found differing perceptions from the workforce on how confident they felt about challenging leaders. Some officers believed they ought to route challenges through the chain of command; others were confident about approaching senior leaders directly to provide feedback. For example, one officer challenged the allocation of Christmas leave when she returned from a period of absence and found that her wishes had not been considered. The challenge was well received and changes were made to rectify the process in the future.

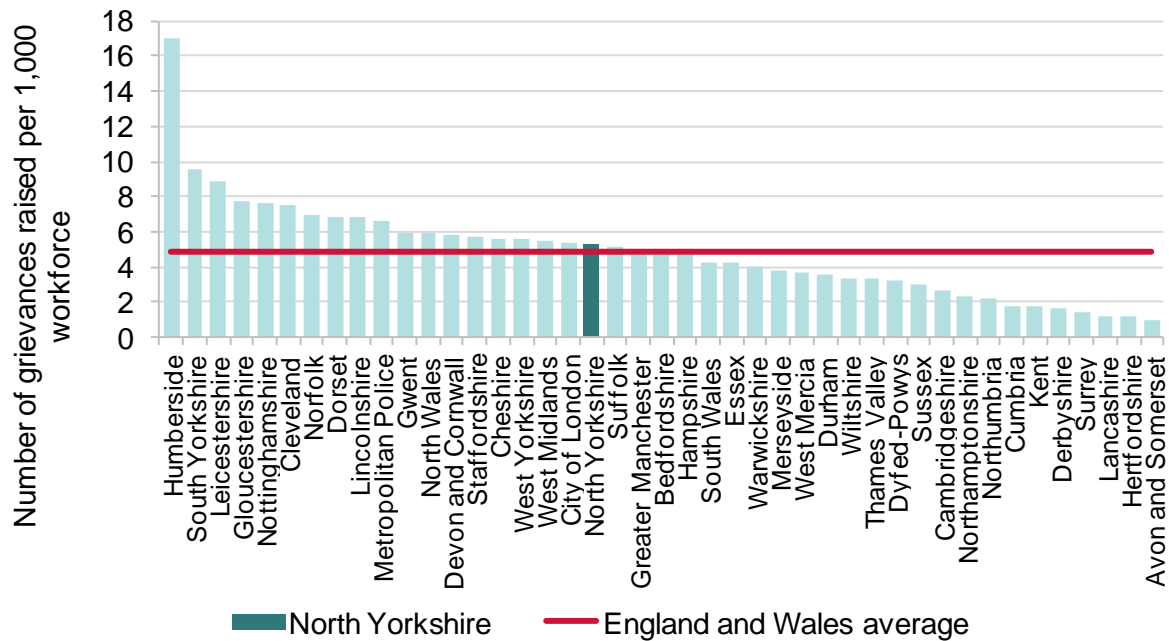
Identifying and resolving workforce concerns

North Yorkshire Police frequently monitors a range of information and data, including staff surveys, to identify the issues that influence workforce perceptions of fair decision making and respectful treatment. The force generally takes effective and timely action in response to these issues, usually involving the workforce in decision making, communicating openly, and evaluating progress and results. For example, the force has an inclusion and diversity board at which all support networks are represented and through which workforce concerns can be raised for discussion.

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

All forces have grievance procedures but the number of grievances in each force differs widely across England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figure 2 below shows that North Yorkshire Police had 5.2 grievances raised per 1,000 workforce. This is broadly in line with the England and Wales average of 4.9 grievances raised per 1,000 workforce.

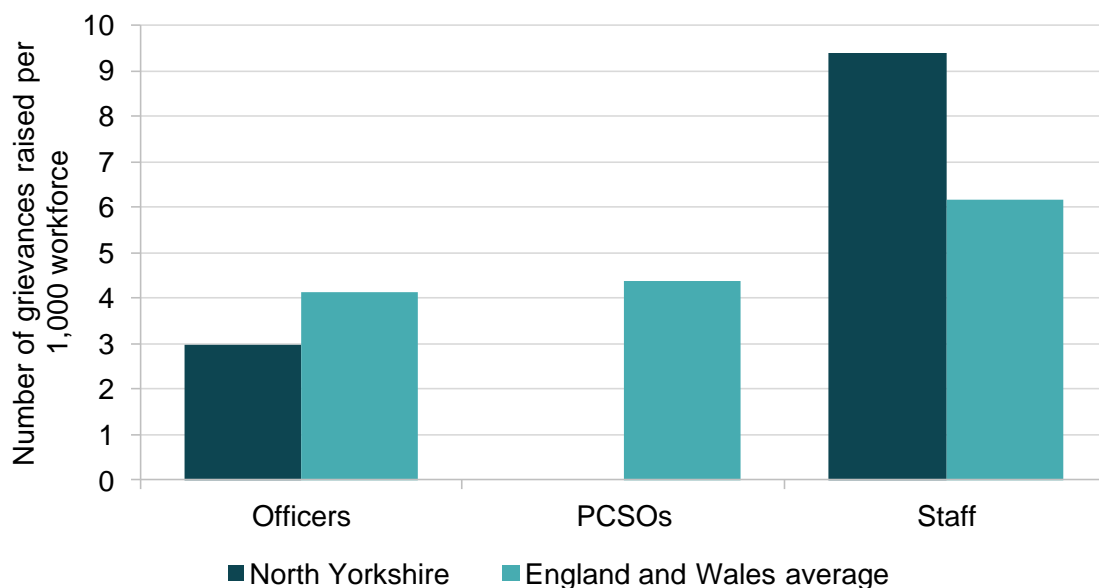
Figure 2: Grievances raised per 1,000 workforce, in North Yorkshire Police in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

Figure 3 shows that the number of grievances raised by officers in North Yorkshire Police was 3.0 grievances per 1,000 officers, and the England and Wales average of 4.1 grievances per 1,000 officers. In the same period PCSOs raised no grievances, and the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 9.4 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 by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in North Yorkshire Police in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

During our inspection, we reviewed several grievances which staff had raised with the force. We found that the force makes a determined effort to manage grievances effectively, to maintain open communication with those making grievances, and to identify opportunities for resolution. Of the eight grievances we reviewed, all had been satisfactorily resolved, although one case had taken too long to resolve. The standard of grievance reports was high, with well-written, fair and balanced reports that demonstrated a clear commitment to fairness and to identifying and seeking a satisfactory resolution while also supporting the aggrieved individual.

North Yorkshire Police has trained both investigators and mediators to assist in resolving disputes. The force uses the trained staff when possible to intervene early within the workplace to try to resolve issues before they become more serious, and adversely affect individuals or teams, and might result in a formal grievance being recorded.

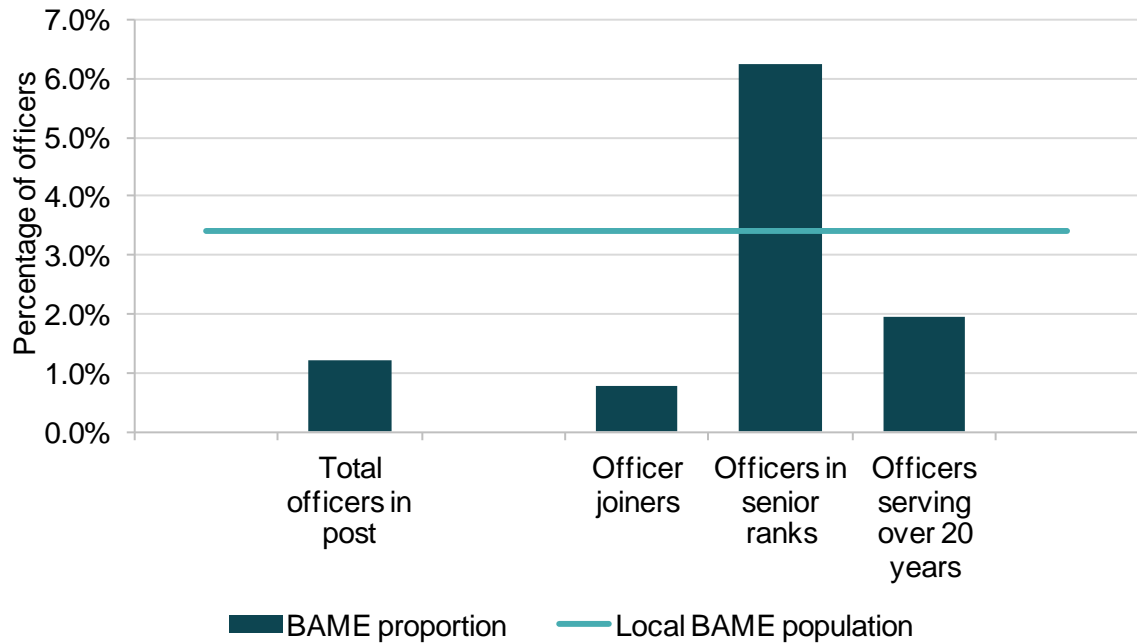
A senior leader reviews all concerns and grievances to identify any trends or patterns which need to be addressed. Any findings are then raised at monthly meetings between human resources (HR) and the professional standards department; staff concerns are reviewed and trends within workforce concerns are identified through reports of grievances, surveys, issues raised with staff associations and trade unions, and challenges and feedback given to chief officers. The deputy chief constable chairs a monthly people board at which all workforce matters are discussed. For example, the force was told that police staff were concerned that they did not have as many career progression opportunities as police officers. The force has listened and is now working with HR to improve police staff development and progression opportunities, including within roles which have historically been police officer roles, such as the chief constable's chief of staff and head of the operational development team. The force continues to advertise jobs externally, particularly if specialist skills are required for the role. It is aware of the potential effect this may have in trying to ensure its workforce matches the diversity of the community it serves, and the skills it requires.

Creating a more representative workforce

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

In the geographical areas served by North Yorkshire Police, the 2011 census indicates that BAME people made up 3.4 percent of the local population. In 2016/17, 1.2 percent of officers in North Yorkshire Police were BAME (see figure 4). In relation to officers, 0.8 percent of those joining the force, 6.3 percent of those in senior ranks and 1.9 percent of those who had served over 20 years were BAME.

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

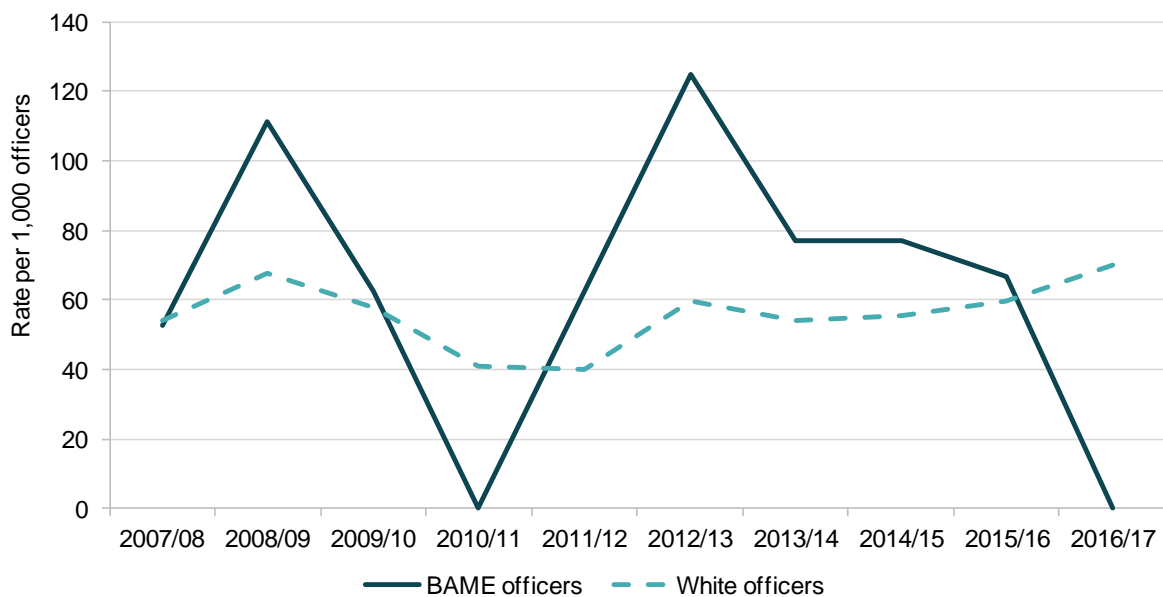


Source: Home Office Annual Data Requirement

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

In 2016/17 in North Yorkshire Police, no BAME officers left the force (see figure 5), while for every 1,000 white officers 70 left. Fluctuations in the BAME officer leaver rate may be due to low numbers of BAME officers in the force.

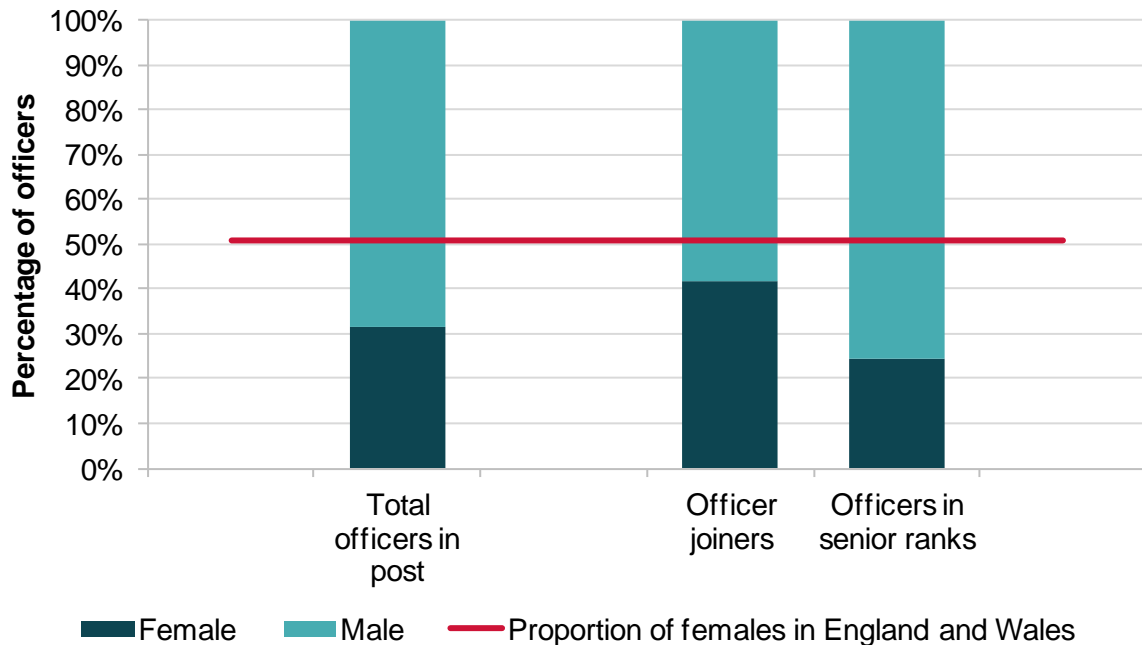
Figure 5: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers) in North Yorkshire Police from 2007/08 to 2016/17



Source: Home Office Annual Data Requirement

The proportion of female officers in North Yorkshire Police (32 percent) is lower than the proportion of females in the general population (51 percent). In the 12 months to 31 March 2017 in North Yorkshire Police, 42 percent of those joining the force and 24 percent of those in senior ranks were female (see figure 6).

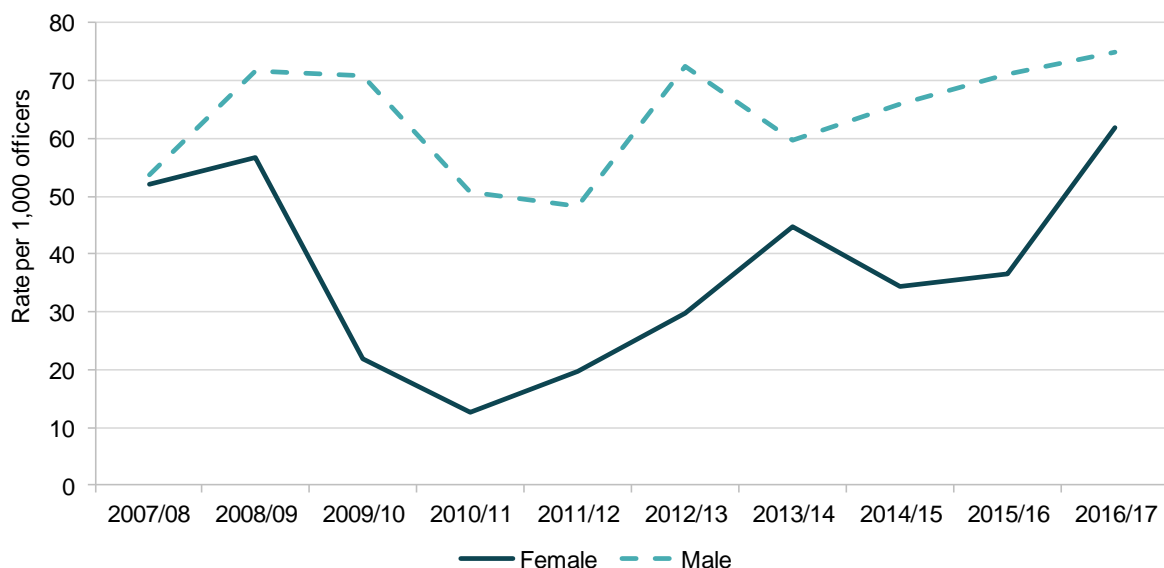
Figure 6: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in North Yorkshire Police in 2016/17 compared with the percentage of women in the England and Wales population



Source: Home Office Annual Data Requirement

In 2016/17 in North Yorkshire Police, 62 female officers per 1,000 officers left the force, compared with 75 male officers per 1,000 officers (see figure 7).

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



Source: Home Office Annual Data Requirement

North Yorkshire Police understands the importance of addressing disproportionality in recruitment, progression and retention and has programmes in place to promote more diversity within the workforce. The force has developed a black and minority ethnic (BAME) progression action plan, which sets out a number of measures to seek to communicate with and recruit people from local communities. This includes a dedicated officer working with the force community engagement unit, with the task of identifying the barriers to recruiting BAME people into the police force. The force inclusion and diversity network supports the recruitment, retention and progression of BAME candidates. The network reviews processes, and gives feedback on recruitment and promotion to ensure that they are fair and consistent. BAME candidates are supported by the network and also by the force, which provides positive support for BAME people through mentoring, advice and guidance. HMICFRS found that the workforce perceive recruitment and selection processes to be fair and consistent. This is reflected in the percentage of BAME senior officers, which is nearly twice the percentage of the local BAME population.

The force's recent recruitment campaigns have increased the number of BAME candidates who have applied to become police community support officers (PCSOs). Data provided by the force state that in October 2016, of 305 applications, seven were from BAME candidates, representing 2.3 percent. On this occasion, all seven candidates were unsuccessful at short-listing stage. However, in April 2017 the recruitment campaign resulted in 357 applications, of which 19 were from BAME candidates, representing 5.3 percent. Of the 19 candidates, 15 were invited to the next stage of the recruitment and selection process, two candidates were invited for interview and one successful candidate was recruited into the force. The second failed to respond. This is a positive step for the force in successfully recruiting candidates from the BAME community.

During our inspection, HMICFRS found that although the force has run recruitment campaigns for both police officers and police staff, it initially sought to fill vacancies through internal recruitment. For example, only police staff, PCSOs and special constables could apply to be a police officer. HMICFRS recognises that this may be to support police staff development and to recruit a workforce with known and proven policing skills, but this approach failed to gain the benefits of external recruitment of skills and diversity from within the North Yorkshire community. The force now advertises internally in the first instance to ensure internal talent is given an opportunity before progressing to an external campaign.

HMICFRS was pleased to find that the force did not have disproportionate practices in relation to misconduct investigations involving staff from BAME backgrounds or protected characteristics.³⁵ The force analyses its discipline, misconduct, grievance and employment data annually within its inclusion and diversity report to identify

³⁵ Defined as: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

any discrimination, harassment, victimisation or other conduct prohibited by the Equality Act. We were told by a range of police officers and staff that their perception of recruitment and selection is that the processes are fair and transparent. HR has ensured that all staff involved in recruitment and selection have been trained for the role. This has included unconscious bias training and how to identify and challenge discrimination. The force tests its recruitment and selection processes for consistency and fairness and uses external and independent assessors to reassure the force that recruitment and selection are fair and that there is no disproportionality.

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.³⁶ 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

North Yorkshire police prioritises the wellbeing of its workforce. During the inspection, HMICFRS found that this focus was generally welcomed and understood by the workforce. The force recently published a booklet called *What's happening: An update on some of the major initiatives that are shaping the future of our force*. The booklet was distributed across the workforce and contains a message from the Head of HR in which she underlines her commitment to wellbeing and promotes the initiatives and achievements that have been implemented through the force wellbeing programme. The message concludes with the recognition that the force's strong commitment to wellbeing will continue to be a principal part of the force people strategy.

During our inspection, leaders demonstrated an understanding of their wellbeing responsibilities and the support the force provides them with. For example, the force provided 450 supervisors with psychologically safe and responsible manager (PSRM) training. It focuses on the actions and behaviours that drive psychological

³⁶ *Well-being and engagement in policing: the key to unlocking discretionary effort*, Ian Hesketh, Cary Cooper and Jonathan Ivy, 2016, Policing. pp. 1–12. Available from: <https://oscar.kilo.org.uk/wellbeing-and-engagement-in-policing-the-key-to-unlocking-discretionary-effort/> Also see <https://fitforwork.org/employer/benefits-of-a-healthy-workforce/>

responsibility, identifying the actions and behaviours that enable managers to create and maintain a psychologically safe workplace and the importance of treating people as individuals with fairness and respect. The force has a dedicated wellbeing lead and has consulted the workforce on their wellbeing through surveys. The force is aware that the occupational health unit (OHU) requires some additional staff to reduce the referral times for officers and staff in receiving support and is in the process of recruiting additional staff for it.

Since September 2016, the force has included both leadership and wellbeing as part of its promotion selection process for both officers and staff; candidates are expected to demonstrate their knowledge and understanding of how to maintain the wellbeing of their teams. This demonstrates the commitment of the force to make sure that its supervisors and managers understand and prioritise the wellbeing of the workforce.

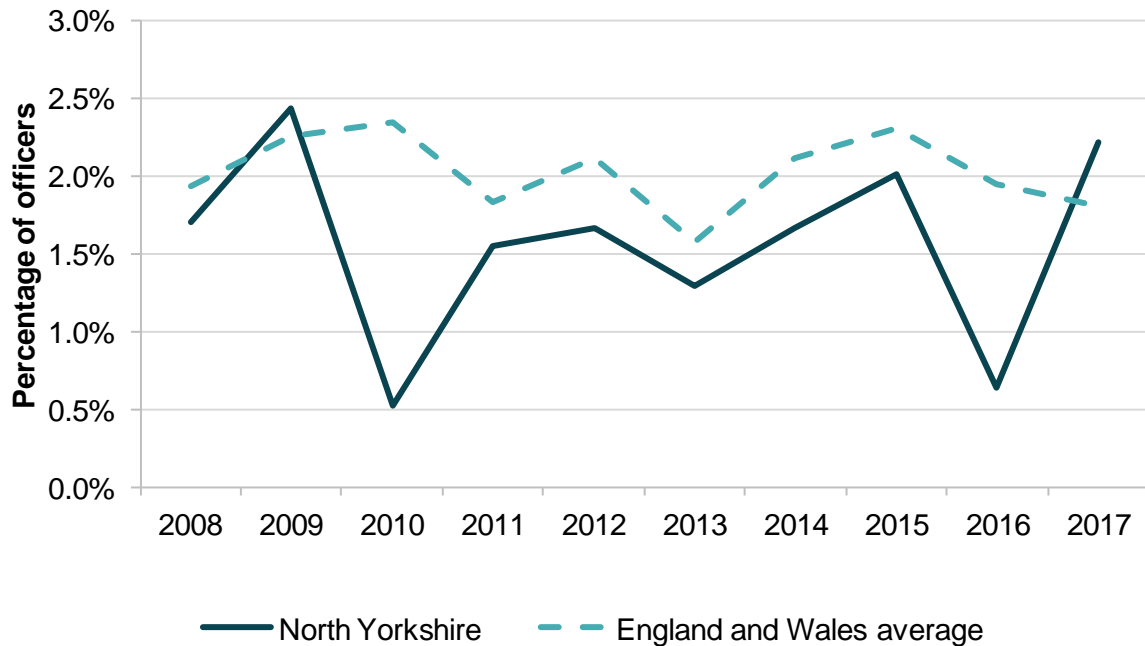
Identifying and understanding workforce wellbeing needs

North Yorkshire Police makes effective use of tools to identify wellbeing issues, including using staff surveys and sickness absence data, to inform its wellbeing provision. The force has completed two staff wellbeing surveys in the last three years. The 2016 survey was completed by 1,121 staff, which is 39 percent of the workforce. The force has used the findings of the survey to develop future projects, and has expanded its provision to include activities which the workforce said would make a difference, such as wellbeing kiosks (health screening for the workforce) and training people in trauma risk management (TRiM) post-incident support.

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, and forces can use sickness data to help them understand the nature and causes of sickness across their organisation to help them prevent sickness and manage it when it occurs.

We compared force data on the percentage of police officers, police community support officers and police staff on long-term and short/medium-term sickness absence. On 31 March 2017 in North Yorkshire Police, 2.2 percent of officers were on short/medium-term sick leave. The England and Wales average was 1.8 percent. In 2017 there was an increase of 1.6 percentage points from 2016, which is a notably larger increase than previously in the ten-year period (see figure 8).

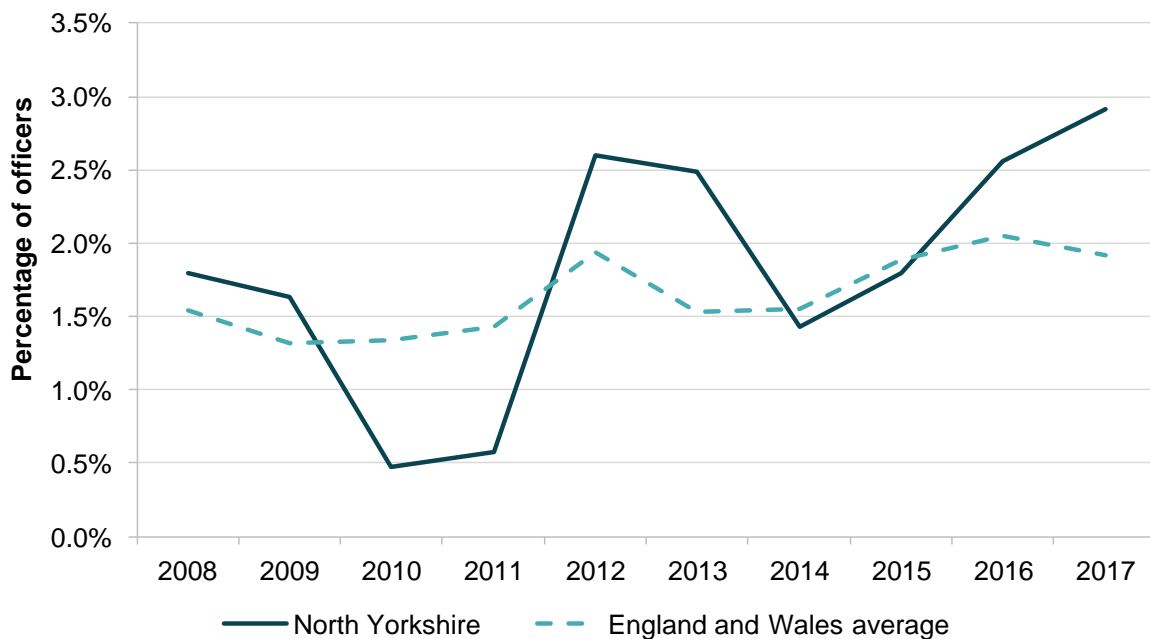
Figure 8: Percentage of officers on short or medium-term sick leave in North Yorkshire Police compared with the England and Wales average, between 31 March 2008 and 31 March 2017



Source: Home Office Annual Data Requirement

On 31 March 2017, the proportion of officers in North Yorkshire Police on long-term sick leave was 2.9 percent, while the England and Wales average was 1.9 percent. In 2017 there was an increase of 0.4 percentage points from 2016, which is in line with changes in the ten year period (see figure 9).

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



Source: Home Office Annual Data Requirement

Our examination of force data on the number of rest days in lieu identified that, in North Yorkshire, police officers and PCSOs accrued 0.7 rest days in lieu per officer or PCSO in the ten months from 1 April 2016 to 31 January 2017.

The England and Wales average was 8.1 rest days in lieu per officer or PCSO. Although this can be seen as positive for the wellbeing of the frontline officers, the force reports that its levels of overtime use are high: £1.4m above the budgeted amount of overtime. This means that some officers might be working excessive hours. The force should review its ability to monitor the excessive working hours of some of its officers and staff to ensure their wellbeing.

The work the force has undertaken towards the wellbeing of its workforce has contributed to a reduction of workforce short-term sickness absence. The figures obtained during our inspection showed that sickness absence at the time of the second force wellbeing survey in 2016 showed a reduction of 4,000 days compared with the previous period.

Taking preventative and early action to improve workforce wellbeing

During this year's inspection, HMICFRS found that the force has a range of effective preventative measures in place to improve workforce wellbeing. The force has improved supervisor and staff knowledge about wellbeing, including how to identify and take early action in response to threats to wellbeing. Supervisors have received training to support them in recognising the warning signs, and are supported to intervene early to prevent future escalation. For example, as a result of the 2014 wellbeing survey, the force has developed and delivered psychologically safe and responsible manager (PSRM) training to 450 supervisors and managers. The training is designed to help supervisors and managers understand the importance of mental wellbeing and to recognise warning signs of stress and mental strain and take preventative action so individuals can be helped and supported. We spoke to a number of supervisors who had undertaken the training and they told us it had improved their ability to manage the wellbeing of their staff.

The force has also provided a number of activities and events to improve the wellbeing of the workforce. These include: a series of wellbeing road shows, with access to a health kiosk for health monitoring and screening, a network of blue-light wellbeing champions across the force area, who promote wellbeing activities for mental health throughout the force, additional welfare advisers within the force occupational health unit, who conduct welfare reviews for identified roles in the force, and dedicated wellbeing pages on the intranet for the workforce to consult. The 2016 wellbeing survey showed improvements had been made since the 2014 survey in terms of workforce perceptions.

The force has plans for autumn 2017 to train staff in trauma risk management (TRiM) post-incident support for those who have attended traumatic incidents. This is encouraging for the wellbeing of staff, although a number of forces have been using TRiM as a matter of course for some time.

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.³⁷ 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.³⁸ 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 2016, HMICFRS was unable to assess the new force performance development review (PDR) process effectively as it had only been introduced the month before the inspection. During our 2017 inspection, we found that the force has effective arrangements in place to assess and develop the individual performance of its workforce. The force has been promoting the new system with the workforce since its introduction. There is some governance and scrutiny of the PDR process, with the HR department dip-sampling the quality of PDRs submitted. When we spoke to members of the workforce during the inspection, some officers and staff said they did not value the process, but most saw it as a valuable tool for development and a useful way of setting objectives between the post holder and the line manager, meeting the needs of both the force and the individual. Having just completed the first annual cycle of the new PDR process at the time of the inspection, 73.6 percent of the workforce had completed a PDR.

North Yorkshire Police also seeks to develop its workforce with continuing professional development (CPD) days and learning opportunities for officers and staff. The force has training days built into its shift system, in which it provides

³⁷ *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.

³⁸ 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

updates to the workforce (including non-shift staff who wish to attend) and bespoke training days for some roles, such as senior investigating officer (SIO) development days, to review best practice and maintain professional competency. The force recognised that sometimes talking to and providing feedback to staff can be difficult, and as a means of increasing the confidence of line managers, the force has given them training in how to manage difficult conversations. The training and support have been designed to enhance the quality and honesty of the feedback and the performance development review process for the workforce.

Identifying potential senior leaders

North Yorkshire Police does not currently have a formal process for identifying potential senior leaders for the future. The force has identified officers and staff with potential in adhoc ways, but this is driven by managers, rather than being a systematic process, and fairness of opportunity cannot be ensured. The force recognises that it does not have a formal scheme to identify and develop talented people and that its current process is inconsistent in identifying and supporting people who have high potential for the future.

Although HMICFRS found that leadership development is open to both police officers and police staff, some police staff told us their perception that there are not as many opportunities for them to be supported for development as there are for police officers in terms of reaching senior leadership roles. The force has supported leadership development in a number of ways. It uses psychometric testing and 360-degree feedback for leaders and supervisors to assess their leadership style, and to develop ways to improve. It has a small number of police officers and staff who have been selected as a result of an open invitation and supported to undertake a Master's degree in leadership. The force also encourages all police officers and staff of the required rank or grade to attend the senior leadership training events available through the College of Policing.

Selecting leaders

During our inspection, we spoke to a number of officers and police staff, some of whom had been through the promotion selection process or had aspirations to do so. In the main, the workforce were very supportive of the promotion selection process and believed it to be open, honest and transparent. The force selection and promotion process is based on the competency of candidates, and in the initial part of the process there is some reliance on line manager support and opinion. The force has taken steps to try to ensure that its leaders have a range of styles, approaches and experience. There is the opportunity for people to use self-assessment and to develop their leadership style, and coaching and mentoring is provided by the force. The force regularly seeks transferees and applications for promotion by advertising leadership jobs to police officers serving in other forces and promoting selection processes for police staff, targeting applications from the public.

This means the force is accessing the largest pool of skills and experience available to select from.

North Yorkshire Police has linked the promotion selection process to its performance development review (PDR) process to encourage continuous development and competency from individuals who seek promotion. Selection processes for leaders also include the expectation that candidates understand and are able to demonstrate their knowledge of wellbeing for colleagues and teams. Senior leaders, including the chief officer team, play an active part in the promotion selection process and are part of the selection panel for promotion interviews. This is valued by staff and ensures that the force promotes individuals who have a wide range of styles, approaches and backgrounds.

Summary of findings



Good

North Yorkshire Police continues to treat its officers and staff with fairness and respect. The force maintains its commitment to understanding what affects workforce concerns, and leaders recognise that they need to seek more challenge from the workforce beyond formal consultation. The workforce are encouraged to report concerns they might have, and HMICFRS has found that the force clearly makes a determined effort to manage grievances effectively, to maintain open communication with those making complaints, and to identify opportunities for resolution. The force has made a concerted effort to be more representative of the community it serves and has increased the number of police officer applications from its BAME community.

The force has repeated its consultation on wellbeing with the workforce through a staff survey and has improved the wellbeing programme for its workforce since the last inspection. Staff and supervisors generally feel supported by the provision for force wellbeing.

The new force performance development review (PDR) process is becoming a valuable tool for the development of staff, and it has been well accepted generally. The force recognises that it could do more to identify and develop its future senior leaders, but it provides opportunities for supervisors and leaders to understand, develop and improve their leadership styles.

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 staff³⁹. 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).

³⁹ 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 North Yorkshire 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.

Figure2: Grievances raised per 1,000 workforce, in North Yorkshire Police in the ten months from 1 April 2016 to 31 January 2017

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

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

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

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

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

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

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

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

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

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

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

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

Figure 9: Percentage of officers on long-term sick leave, in North Yorkshire 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.⁴⁰ 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
- 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

⁴⁰ 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 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 practice⁴¹ 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?

⁴¹ 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.