

PEEL: Police legitimacy (including leadership) 2017

An inspection of South Yorkshire Police



December 2017

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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/south-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/south-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

4,569

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

officers

2,483

staff (including section 38)

1,878

PCSOs

208



Ethnic diversity

Percentage of BAME in workforce 31 March 2017

overall workforce

3.2%

officers

3.5%

staff

2.6%

PCSOs

5.8%

Percentage of BAME in local population, 2011 Census

9.4%



Gender diversity

Percentage of females in overall workforce 31 March 2017

44%

England and Wales population, 2015 estimate

51%

Percentage of females by role 31 March 2017

31%

South Yorkshire Police

officers

63%

staff

PCSOs

36%



Grievances

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

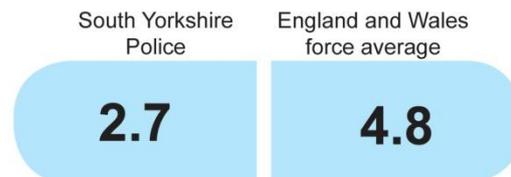


Stop and search

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

3,742

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



South Yorkshire Police is judged to be good at how legitimately it keeps people safe and reduces crime. For the areas of legitimacy we looked at this year, our overall judgment is more positive than last year when we judged the force to require improvement. The force is judged to be good at treating all of the people it serves with fairness and respect and good at ensuring its workforce behaves ethically and lawfully. However, some aspects of the way in which it treats its workforce with fairness and respect are judged to require improvement.

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?



South Yorkshire Police understands the importance of treating people with fairness and respect and continues to emphasise the standard of behaviour it expects from the workforce. The force understands the importance of fair and respectful treatment, seeks feedback from those who use its services and encourages external advisory groups to examine its work closely. The workforce has a good understanding of how to use its coercive powers fairly and respectfully. Its use of its stop and search powers is also good.

South Yorkshire Police has strong ethical leadership through its chief officer team, which was newly formed in 2017. Leaders are good at seeking advice from others and at considering the ethical implications of decisions. The force provides the public with clear, useful and accessible information about how to make a complaint. It is

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

good also at keeping complainants updated and it supplies them with the relevant statutory information and the findings once a complaint has been resolved. The force identifies, responds to and investigates allegations of discrimination well.

However, South Yorkshire Police needs to improve some aspects of the fair and respectful treatment of its workforce, especially the way it communicates and supports wellbeing and prevents problems with workforce wellbeing. It has improved its understanding of the risks and threats to workforce wellbeing, but still gives insufficient weight to mental and emotional wellbeing. It has in place only a limited range of effective, preventative measures designed to improve wellbeing and minimise the risks to workforce wellbeing. The force seeks feedback from the workforce. Generally, it responds well once concerns, including grievances, have been identified. Its processes for managing performance, identifying and developing talent and selecting candidates for leadership are fair and transparent, although independent oversight of these processes remains limited. The force understands fully the importance of addressing potential disproportionality in the recruitment, retention and progression of members of the workforce – and in complaint and misconduct allegations. It is addressing this problem whenever it encounters it.

Areas for improvement

- The force should improve the way in which it seeks external feedback and challenge from young people.
- The force should ensure it has effective governance arrangements in place to analyse a range of workforce data and information to identify the greatest threats to wellbeing, and take effective action to address them.
- The force should ensure it provides and effectively communicates a range of preventative measures to address wellbeing concerns early.

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

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

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

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

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

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

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

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

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

Understanding the importance of treating people with fairness and respect

South Yorkshire Police understands the importance of treating people with fairness and respect. It promotes and upholds the behaviour, ethical standards and values it expects of its workforce through its FIRST principles (standing for: fairness, integrity, respect, standards and trust), which reflect the values contained in the Code of Ethics⁹. The workforce has a good understanding of these principles and can demonstrate how it applies them every day. The chief constable is clear in his expectations of the workforce, which he has communicated through workshops. These started with the first sergeants' workshop, held in March 2017. In due course, the plan is to hold more workshops that include all supervisory ranks and police staff supervisors.

Understanding of unconscious bias

Although most staff and officers have not received specific training on unconscious bias, the workforce understands what it means. The subject is covered, for example, in the initial training that student officers and special constables undergo. Recently, the force offered members of the workforce the chance to attend voluntary events on unconscious bias. Online guidance is available to assist chief inspectors and police staff equivalent to managers in their understanding. Some officers said they had received training on unconscious bias as part of more recent training on stop and search. Some officers and staff also gave examples of how they had understood and overcome their own unconscious bias. For example, an officer explained that working with the complex needs team in Doncaster town centre had changed their approach to begging and homelessness. Now, they felt more able to see such people as vulnerable individuals requiring support, as opposed to offenders. However, the force needs to make sure that this understanding of unconscious bias – and its practical application – becomes more widespread throughout the force.

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

⁹ *Code of Ethics: A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales*, College of Policing, 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/

Communication skills

The workforce receives a certain amount of training in effective communication skills. Although the workforce does not receive generic training in customer services, it does receive training tailored to specific types of contact with the public. Staff and officers in the force control room receive specific training in customer service skills. This includes being professional, respectful and courteous, understanding the importance of listening and of asking the right questions, being aware of barriers to communication and of the effect of using certain words, showing empathy, and creating a good impression. It includes also being aware of the different needs of different types of caller, such as the elderly, the vulnerable and the confused. It means maintaining a positive attitude throughout, and features examples of good and bad customer service.

Last year, as part of their training in street skills, frontline officers received training in 'having a conversation first', which means talking to people before taking action. The workforce also receives training in communication skills as part of other courses. These include the initial training that student officers and special constables undergo, specialist training on the use of firearms, public order, stop and search, officer safety training and dog-handler training. Police community support officers (PCSOs) are trained to interact with young people and with people who have learning disabilities as part of initial training. Effective communication skills are on the force's training plan, although they were not made a priority subject this year. The force's data about complaints of incivility suggest that some members of the workforce would benefit from more specific training in effective communications. The force offers professional development courses, focusing on how to communicate effectively and engage with people in various situations. However, these courses are optional.

Use of coercive powers

The workforce has a good understanding of how to use its coercive powers fairly and respectfully. Members of workforce told us that they understand the importance of the proper use of such powers. Officers have received training in the use of force, both in stop and search training and in officer safety training. This includes how to manage situations that are in danger of escalating and the use of the National Decision Model when considering what action to take – all the while taking care that prejudice or unconscious bias plays no role in the use of these powers. Updated guidance informs members of the workforce about when they need to record their use of force. The online recording of the use of force requires officers to complete a rationale for their decision to use force in line with the National Decision Model, which explains when the use of force is justifiable and appropriate.

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 force¹⁰ and stop and search powers. Specifically, we inspected the extent to which forces record data and how well they scrutinise data and other information, including through external scrutiny,¹¹ to understand and improve the use of these powers. In the case of stop and search, the next section sets out our findings. It includes our assessment of the reasonableness of recorded grounds for stop and search.

Scrutiny of use of force to improve treatment

South Yorkshire Police complies with the national recording standard on the use of force and scrutinises its use frequently. Good governance is in place through a joint use of force panel meeting. Chaired by a superintendent, this looks at all types of use of force. Additionally, the force and office of the police and crime commissioner (OPCC) have a joint confidence and trust steering group. This aims to improve the level of trust that communities have in the force, and to ensure that structures and monitoring processes guarantee the police's fair and open use of its discretionary powers.

Initially, supervisors undertake local scrutiny of the use of force, approve individual submissions for its use and provide feedback to officers, where necessary. Further scrutiny of decision-making and appropriate use of force then follows, looking at the rationales that officers have supplied on their online reporting forms. The joint specialist operations unit lead conducts a central audit, which examines a range of data, to analyse trends. These data are used to aid learning and further develop personal safety training. For example, recent analysis revealed a rise in the number of assaults on officers and staff working in the custody area. It was identified that the

¹⁰ In 2015 HMICFRS found a generally positive picture of force oversight arrangements for use of Taser. However, in 2016, we found that many forces did not have similar levels of oversight for other types of use of force. As a result of a review undertaken by the National Police Chiefs' Council, all forces have been required to collect a minimum data set in respect of use of force since April 2017. The review is available at:

www.npcc.police.uk/documents/uniformed/2016/Use%20of%20Force%20Data%20Report%20to%20Home%20Sec.pdf. Also see *Authorised Professional Practice on Use of Force*, College of Policing, October 2013. Available from: www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force/

¹¹ *Independent Advisory Groups: considerations and advice for the police service on the recruitment, role and value of IAGs*, College of Policing, 2015. Available at: www.college.police.uk/What-we-do/Support/Equality/Documents/Independent_advisory_groups_advice_2015.pdf

use of spit guards¹² might reduce the number of these assaults. The independent ethics panel reviewed this information to assess any risks associated with the use of spit guards. The next stage is scheduled to involve piloting their use.

The force's professional standards department monitors complaints about the use of force in order to identify those officers whose use of force has prompted a complaint. An intervention support programme works with officers or staff who use force inappropriately. When other trends are identified, further training is provided. The force has developed a good process and complies with the regulations on recording of use of force. It looks carefully at the data it records and learns from them. In this way, it is improving its fair and respectful treatment of the public.

External scrutiny to improve treatment

South Yorkshire Police seeks and receives feedback from independent, external groups that scrutinise its work in order to improve the way it treats the communities it serves. The police and crime commissioner's (PCC) independent advisory panels, ethics panel and protests panel all advise the force on policing matters. There is some independent external scrutiny of force data, which also helps the force to understand how it treats members of the community.

The force has started to revive the work of the independent advisory groups within its districts. Each of them now has an independent chair who is also a member of the PCC's strategic independent advisory panel. Although the force has tried to make sure that all local communities are represented on the groups, it has struggled to recruit young people. In the meantime, it has asked apprentices working in the force to join these groups. The strategic independent advisory panel for minority communities has an independent chair from the Council of Mosques. The role of the group is to provide the force with advice. Members of the groups gain an understanding of force policy, procedures and use of powers through presentations to the panel by police officers.

We observed chief officers in attendance at the strategic independent advisory panel. Members of the panel challenge the force's thinking about particular subjects, such as how it communicates and interacts with communities, and the new neighbourhood policing model. A lesbian, gay, bisexual and transgender (LGBT) group has been formed to represent LGBT people throughout the force area. Senior officers engage effectively with these groups at a strategic and local level and respond to the questions that they raise. The groups gain more understanding of the wider context of policing from presentations that the force has held to increase their awareness. However, the members have not received specific training on how the

¹² A spit guard is a restraint device intended to prevent a person from spitting or biting.

police should use its powers. That would give them a better understanding of their role and help them to raise more relevant questions. At the moment, it is too early to assess the effectiveness of these recently reinvigorated panels.

In HMICFRS' 2016 legitimacy inspection, we said the force should improve its way of seeking feedback from the people it serves, take note of their experiences of the police, identify and understand any problems that have arisen and take action. In this year's inspection, we found that the force had taken some action in response to this advice. It seeks formal feedback through a user satisfaction survey and through a survey of domestic abuse victims. The trust and confidence board uses the data from this survey to decide what needs to be learned, or what action to take. The force told us it is also planning to undertake a survey of victims of sexual abuse. The force has provided the workforce with professional development training on how to communicate more effectively and engage with people, having recognised that its follow-up treatment of service users has been poor in the past. Additionally, the chief constable has actively sought to meet communities at road shows and involve them in setting priorities and influencing the force's future operating models. These steps are positive. However, the force could strengthen them by finding additional ways of seeking feedback, challenge and scrutiny from people who may have less trust and confidence in the police.

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.¹³

¹³ *Authorised Professional Practice on Stop and Search*, College of Policing, February 2017. Available from: www.app.college.police.uk/app-content/stop-and-search/

HMICFRS has assessed the police's use of its stop and search powers on a number of occasions.¹⁴ Our 2015 legitimacy inspection¹⁵ 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.¹⁶ Also, we assessed how the forces scrutinise use of these powers.

Understanding of national guidance

During 2016, all frontline officers received training in the two-day College of Policing programme for stop and search. The force is providing refresher training on this, which takes into account the National Decision Model and national guidance, drawn from the College of Policing's authorised professional practice. It has trained 120 super-users to undertake this refresher training through face-to-face briefings. Officers spoke positively about this work. The results of our review of stop and search grounds revealed that members of the force had a good understanding of these powers and how to apply them effectively (see reasonable grounds for stop and search section, below).

Monitoring use of stop and search powers to improve treatment

To effectively monitor their use of stop and search powers, 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.

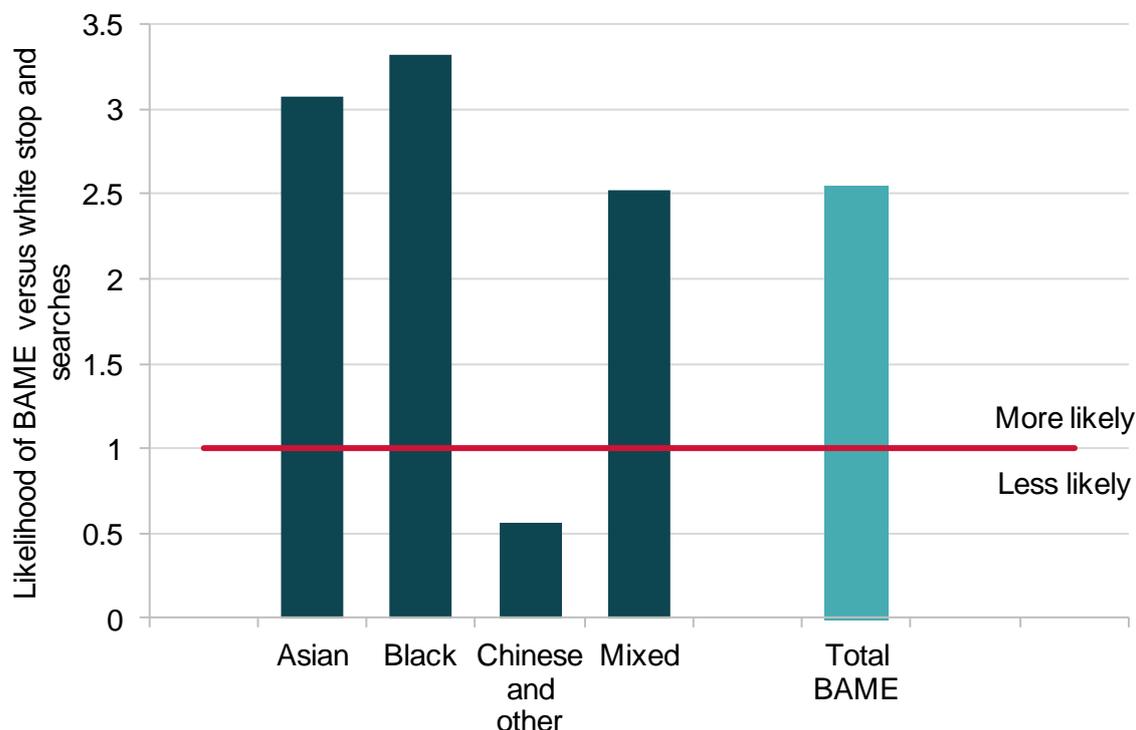
In 2015/16, in the South Yorkshire Police area, black, Asian and minority ethnic (BAME) people were 2.5 times more likely to be stopped and searched than white people. Black people were 3.3 times more likely to be stopped and searched than white people. (This was the greatest difference in any ethnic group in the force area when looking at the likelihood of being stopped and searched compared with white people.) Asian people were 3.1 times more likely to be stopped and searched than white people, while people of mixed ethnicity were 2.5 times more likely.

¹⁴ *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/

¹⁵ *Police legitimacy 2015 – a national overview*, HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

¹⁶ See annex A for more information about the methodology for our review of stop and search records.

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



Source: Home Office 2016

Regular scrutiny of stop and search data is effective. It is carried out through the joint trust and confidence board, which meets quarterly. Since May 2017, the force has looked at a more comprehensive set of data, which allows it to make a better assessment of the effectiveness and fair use of its stop and search powers, including their use in terms of people’s ethnicity and age. A monthly internal audit of a third of all stop and search forms determines whether use of their powers has been appropriate and complies with recording requirements. The force’s audit considers whether searches are intelligence-led. However, we found only a limited understanding of the links between stop and search encounters and priority geographical areas. The force is addressing those failures in the use or recording of stop and search activity that the audits have identified. These failings are communicated to officers to make sure the right lessons are learnt. Recently, the force introduced a new policy on escalation. If the officer’s use or recording of a stop and search event fails the audit, it is now brought to the attention of the officer’s sergeant. Further failures in compliance then go up to the officer’s inspector, and then to the chief inspector. Conversations with officers must be recorded and action plans set for officers who continue to record stop and search incorrectly.

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

As noted earlier, BAME people are three times more likely to be stopped and searched compared with white people. The force has taken note of this difference. The trust and confidence board's quarterly monitoring of the recently improved set of data means the force understands this disproportionality in terms of ethnicity, and it is doing some work to understand its causes.

HMICFRS' 2016 legitimacy inspection reported that the force needed to ensure adequate supervision takes place so that stop and search is conducted lawfully and fairly, and that the grounds are recorded properly. Supervisors now must scrutinise and approve electronic recording of stop and search occurrences. Recordings may not be submitted without such approval. The results of our review of 200 records of stop and search suggest that improvement has occurred in this regard (see reasonable grounds for stop and search section, below).

External scrutiny of stop and search powers to improve treatment

South Yorkshire Police encourages external scrutiny of its use of stop and search powers. The force's stop and search lead attends the independent ethics panel to report on the stop and search data and on disproportionality. Since May 2017, the force has made a more comprehensive set of data available to the panel, providing it with more accurate insight into the use of stop and search. A member of the independent ethics panel looks at the monthly audit of stop and search forms that the force undertakes. The PCC has an independent advisory panel for minority communities, which reviews data on the disproportionate use of stop and search powers. As the local independent advisory groups were re-established only recently, at the time of inspection they had not yet been presented with these data.

The force encourages members of the public to observe stop and search encounters. However, only seven members of the public took up this opportunity during 2016. The stop and search lead briefs all external observers in person. They are invited to have a conversation with the officers they accompany about the reasons and grounds for stop and search and its context. Further opportunities for the external observation of the use of stop and search are limited, however, because the force does not use body-worn video cameras.

Reasonable grounds for use of stop and search

The Police and Criminal Evidence Act 1984 requires that, to stop and search a person, the police must have reasonable grounds to suspect that person of being in possession of a stolen or prohibited article. The grounds must be recorded on the stop and search record.¹⁸

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

In our 2013 inspection into the police use of stop and search powers,¹⁹ we were concerned to see that, of the 8,783 stop and search records we examined throughout all forces in England and Wales, 27 percent did not include sufficient reasonable grounds to justify the lawful use of the power. For South Yorkshire Police, the 2013 inspection showed that 41 of 200 records reviewed did not have grounds recorded that were considered reasonable. In 2015, as part of our PEEL legitimacy inspection,²⁰ we carried out a further review of the recorded grounds in a sample of stop and search records. In that inspection, we found that 18 out of 100 records did not have reasonable grounds recorded.

During our 2017 inspection, we reviewed 200 stop and search records, five of which did not have grounds recorded that we considered reasonable. It is important to note that a lack of reasonable grounds on the stop and search record does not necessarily mean that reasonable grounds did not exist in reality at the time of the stop and search.

In HMICFRS' 2016 legitimacy inspection, we reported that the force needed to ensure that stop and search records included sufficient reasonable grounds to justify the lawful use of the power – and that officers understand fully the grounds required to stop and search. The results of our review suggest that some improvement has taken place. However, more remains to be done.

The item searched for was found in only 13 of the 200 records we reviewed. This is an important measure, as the primary purpose of the powers is to confirm or allay an officer's suspicion. Finding the item searched for is one of the best indications that the grounds for the suspicions are likely to have been strong.

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

	2013	2015	2017
Records not containing reasonable grounds	41 of 200	18 of 100	5 of 200
Item searched for found	–	–	13 of 200

¹⁹ *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/

²⁰ *PEEL: Police legitimacy 2015*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/police-legitimacy-2015/

Summary of findings



Good

South Yorkshire Police understands the importance of treating people with fairness and respect and continues to reinforce this through training and raising awareness. The chief constable promotes the need to treat people with fairness and respect to members of the workforce. In turn, they receive training in effective communications with the public and on the fair and respectful use of their coercive powers. However, only limited training has taken place in understanding unconscious bias. The force has undertaken some work to better understand the public's concerns about fair and respectful treatment, seeking feedback from those who have used the police's services and from external advisory groups. It has examined its use of its stop and search powers. However, we found that the local advisory groups were not as effective and diverse as they could be. The force has started work to address this problem.

Area for improvement

- The force should improve the way in which it seeks external feedback and challenge from young people.

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

In HMICFRS' 2017 legitimacy inspection, we continued to focus on the extent to which forces develop and maintain an ethical culture to reduce unacceptable types of behaviour among their workforces. We also returned to look at how well forces are handling complaints and misconduct cases,²¹ as opposed to last year's focus on how well forces are guarding against corruption.²²

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

Research tells us that the best way to prevent wrongdoing is to promote an ethical working environment or culture.²³ Police leaders need to promote ethical principles and behaviour and act as role models, in line with the Code of Ethics. 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 2018.²⁴

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

²² We did, however, undertake a review of forces' plans in response to our PEEL legitimacy 2016 national report recommendation. The report of our findings is available here: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-legitimacy-2016/

²³ *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf
The role of leadership in promoting ethical police behaviour, College of Policing, 2015. Available at: http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf

²⁴ 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 replaced in October 2017 by the Vetting Code of Practice and Vetting Authorised Professional Practice. Available at: www.app.college.police.uk/app-content/professional-standards/vetting/

Leaders as ethical role models

South Yorkshire Police enjoys strong ethical leadership through its chief officer and senior leadership teams, who regularly repeat and clarify the standards that they expect from the workforce. The chief constable sets out these expectations through training days held with supervisors and leadership teams. He sees the role of a sergeant as the most important in terms of role-modelling the behaviour of the police. He has repeatedly spoken at sergeants' training days on the subject of ethical behaviour and about treating people with respect. He has introduced the 'sergeants' pledge', which is a personal contract between sergeants and the chief constable, committing them to uphold the standards expected of them. There are plans to expand this pledge to all include supervisors and managers, including police staff. Officers and staff we spoke with were extremely positive about the way the new chief constable was leading by example and effectively acting as a role model of force values and expectations.

The force has published a broad range of information on its website, including details of chief officer salaries and expenses, business interests, if they have any, and gifts and hospitality. These serve as a reminder that the chief officer team intends to act as a role model in terms of openness and integrity. However, more should be done to make it easier for members of the public to find this information and understand it.

Force leaders continue to seek external advice on ethical issues from the PCC's independent ethics panel, whose primary purpose is to ensure that the Code of Ethics is embedded within the force's policies. The panel consists of professionals and community leaders and includes a professor in ethics, an NHS ethics specialist, a headmaster and a leader from the Council of Mosques. Recently, the panel conducted an independent review into suggestions that peers of student officers were putting pressure on them not to record crimes, to make their workloads easier, in contravention to their ethical training.

Ethical decision making

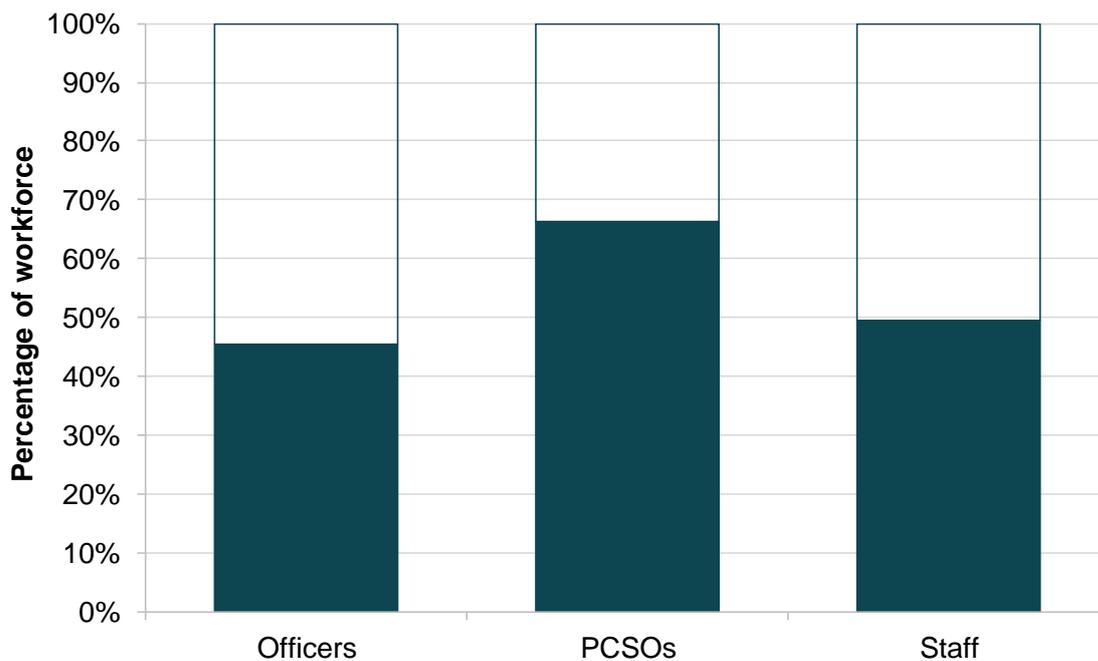
The force continues to develop the workforce's awareness and understanding of the Code of Ethics, acceptable behaviour and ethical decision making. We reviewed a range of documents – which included an internet toolkit on ethical decision making, a presentation and questions posed to members of the workforce through promotion boards – to test ethical behaviour and the consideration of ethical dilemmas. Over 2,000 officers and staff have completed more recent online training in ethics, which requires officers to consider ethical dilemmas. The force's policies and procedures are accessible, comply with the equality duty and reflect the Code of Ethics. Some are checked by the independent ethics panel or the independent advisory panel. The force has made successful use of a procedural justice model within its ethical decision making that puts more emphasis on learning rather than on blame.

We were pleased that the force formed an internal ethics committee recently. Chaired by the head of legal services, people from throughout the force attend, including volunteers who represent the workforce. This committee will advise on ethical decision making for ethical dilemmas arising within the force. Some of these will be referred to the external independent advisory panel to consider. Before the committee was formed, the force's professional standards champions group provided some advice on ethical decision making.

Vetting

It is important for re-vetting to take place regularly and before an individual is promoted or posted to a high-risk unit. During this year's inspection, we asked South Yorkshire Police to supply data on the percentage of the workforce that had received up-to-date security clearance. The data we received showed that on 31 January 2017, 45 percent of officers, 66 percent of PCSOs and 50 percent of staff had received up-to-date security clearance, as illustrated in figure 2.

Figure 2: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in South Yorkshire Police, on 31 January 2017



Source: HMICFRS Legitimacy data collection

During our 2016 legitimacy inspection, we considered the extent to which the force was developing and maintaining an ethical culture through effective initial vetting. We found that South Yorkshire Police did not comply with all aspects of the national vetting standards. Failings included a backlog of annual reviews and in applying the 2012 national vetting standards. The force had not identified and assessed posts that required enhanced levels of vetting and relied too much on local managers to determine the level of vetting that was needed. During this year's inspection, we looked at the force's plan to deal with these problems and were pleased to see that

the force had taken action to deal with them. The force has assessed 1,000 different roles throughout the force and has determined the level of designated vetting they require. It is working towards reducing the backlog in vetting members of the workforce who were recruited before 2006 and have not been vetted to 2012 standards. It has installed new software and is transferring its old vetting records onto the system, which is assisting with the administration of vetting applications. The force has recruited two extra staff for two years to help reduce the backlog. A clear, achievable plan is in place to clear this backlog, based on the number of applications it intends to complete each day. Progress is checked frequently. The force has an effective process for reviewing and responding to vetting applications that have been refused. This includes the force's diversity officer reviewing them, and improving communications with unsuccessful applicants.

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.²⁵ 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

South Yorkshire Police provides clear, useful and accessible information about how to make a complaint, which is available on the force's and PCC's websites. The information is easy to understand and includes details about how to make a complaint. It is accessible to people with speech, hearing and eyesight difficulties and is available in other languages through a language line. A complaint can be made via the website in a way that is easy to understand. A 24-hour reporting line is available. The frequently asked questions section, which provides a link to the IPCC, also contains advice.

²⁵ 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

Complainants have the option of making a complaint through the PCC's independent ethics panel. If a complainant wishes to appeal against a decision, the information about how to do so is on the website. Officers and staff we spoke with understood what to do when a member of the public reports a complaint to them directly. However, the ways in which the public can complain should be made more visible at front enquiry counters. No literature appears to be available there, unless people ask for it. This absence does not encourage those who have less confidence in the police service, and who may be less willing to complain. Displaying posters in public areas of police premises such as custody and enquiry offices, and non-police premises such as community centres and Citizens Advice, would help to remove this obstacle. The force is working well to prevent complaints by educating the workforce. It refers officers who are the subject of regular complaints to an intervention support programme. The force monitors officers through its professional standards department and the PCC's independent ethics panel undertakes its own independent scrutiny.

The force offers additional support to most of the complainants who require it. Some people require adjustments to the usual procedures to help them to explain their allegations to forces and understand what is happening. This may be done through the use of third-party support or face-to-face meetings, for example. Complainants who need additional assistance may include people with learning difficulties or mental health problems, people with other disabilities, young people or people with other problems that affect their communication. They may include also those whose first language is not English. Forces must be able to identify these complainants and provide any additional assistance that they need. As part of the inspection, we carried out a review of 24 public complaint files and found three in which the complainants had needed additional support. The files recorded that appropriate support was provided in two of these three cases.

Keeping complainants updated

South Yorkshire Police is good at keeping complainants updated and providing them with the information that the Police Reform Act 2002 and Police (Complaints and Misconduct) Regulations 2012 requires. However, it should improve its contacts with witnesses to matters of internal misconduct and those who are the subject of allegations. In our review of 24 complaint files, we found that in 23 cases, the force had met the legal requirement to provide the complainant with a copy of the complaint record. In 22 of the files, we found records of regular updates to complainants, 20 of which were deemed sufficiently informative.

We also looked at 14 misconduct files. Here, we found that only seven of the 14 contained records of regular updates given to witnesses and to those who were the subject of the allegations. Six of them were found to be sufficiently informative.

When public complaints are finalised, the force is required to provide the complainant with the findings of the report, its own determinations and the complainant's right of appeal. We found that of the 24 complaint files reviewed, 23 contained evidence that all of these legislative requirements had been complied with.

At the time of the file review, we found that South Yorkshire Police had no single method of recording when an investigator had contacted the complainant and provided an update. Entries were being made in the electronic case file records, in handwritten notes and in emails. Between the time of the file review and HMICFRS' arrival to conduct fieldwork with the force, the force had changed its process in order to improve its contacts with complainants and the way it recorded those contacts. Under the new process, complainants receive an initial letter, establishing the details of the case and their preferred outcome. The force completes a contact log for complainants, which a manager checks at 28 days. As a result of these changes, all complainants and other interested parties should receive a consistently high level of service.

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.²⁶

Identifying and responding to potential discrimination

South Yorkshire Police's workforce has a good understanding of discrimination and its members feel confident about their ability to identify discrimination and report it. The force has provided training to officers who recalled having completed previous online training in race and diversity and having covered discrimination in other courses. Members of the workforce may approach FIRST contact officers about concerns such as discrimination, or about other types of behaviour that they do not feel confident about reporting to a line manager. However, the force could do more to explain who these people are to the workforce.

²⁶ See annex A for more information about our case file review. *IPCC guidelines for handling allegations of discrimination*, IPCC, September 2015. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/Guidelines_for_handling_allegations_of_discrimination.pdf

The force is good at identifying allegations of discrimination within complaints and misconduct allegations. During our case file review, we looked at ten complaints and three internal misconduct cases that the force had identified as containing an allegation of discrimination. We looked also at an additional 14 complaints and 11 misconduct cases that we considered might contain unidentified allegations of discrimination. We found that the force had failed to identify one misconduct case that contained an allegation of discrimination.

To ensure serious cases come under external scrutiny, the Police (Complaints and Misconduct) Regulations 2012 requires forces to refer a matter to the IPCC if it includes an allegation of criminal behaviour, or of behaviour that is likely to lead to misconduct proceedings and which is aggravated because of an allegation that discrimination was a reason for this behaviour. We determined that three of the ten discrimination complaints and two of the three discrimination internal misconduct cases that we had reviewed met the referral criteria. The force had referred both misconduct cases to the IPCC, but only two of the complaints. The force needs to ensure it identifies and refers all cases that meet the mandatory criteria for referral.

Investigating allegations of discrimination

South Yorkshire Police is good at investigating allegations of discrimination, and all complainants receive a good service. All the investigators we spoke with within the force's professional standards department were experienced detectives, accredited to the correct level and capable of conducting serious and complex investigations. They were aware of, and used, IPCC statutory guidance, and had received training in unconscious bias and in the importance of not discriminating against people on the basis of their own beliefs. They had also completed online training packages on diversity and discrimination.

As part of HMICFRS' file review, we looked at ten public complaints that the force had recorded as containing an allegation of discrimination. We considered whether it had investigated these allegations satisfactorily and in accordance with IPCC guidelines. We were pleased to find the force had investigated all ten cases satisfactorily. We also considered whether complainants making allegations of discrimination received a good service from the force overall. We found that all complainants had indeed received a good service.

Summary of findings



Good

South Yorkshire Police has strong ethical leadership through its chief officer team, which was formed this year. Leaders are good at seeking advice from others and consider the ethical implications of their decisions. The force is developing and maintaining an ethical culture by emphasising the behaviour it expects of its workforce. It has drawn up a realistic plan to vet the workforce in line with national guidelines. The force provides the public with clear, useful and accessible information about how to make a complaint. It is good also at updating complainants, providing them with the relevant statutory information and supplying them with findings once the complaint has been dealt with. The force identifies and investigates allegations of discrimination well. However, it needs to make sure that it refers all complaints to the IPCC that meet the criteria for mandatory referral.

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.²⁷ 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.²⁸ HMICFRS assessed how well force leaders seek feedback from their workforces and use this, alongside other data and information – including that on grievances²⁹ – to identify, understand, prioritise and resolve their workforces’

²⁷ *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

²⁸ *Ibid.*

²⁹ 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.³⁰

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.³¹ 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.³²

Leaders seeking feedback and challenge from the workforce

South Yorkshire Police has a range of ways for the workforce to provide feedback, including road shows and the workforce survey, to which 54 percent of the workforce responded. Members of the senior leadership group spend time with operational officers and staff once a month to ascertain the workforce's views. The force's quarterly review and continuous improvement teams encourage members of the workforce to provide feedback and identify problems. However, some members of the workforce felt disappointed that the force had stopped anonymous feedback through 'Ask the Chief' because it had been used inappropriately. Many felt they no longer have a way to raise their concerns anonymously and in an informal way. Everyone we spoke with was aware of the workforce survey, but some were not aware of its results. A colleague panel was established recently to allow representatives of the workforce to have their say on issues affecting them. However, the workforce has yet to see any benefit and receive feedback from the panel.

Members of the force's staff associations, unions and the Police Federation feel that they have a voice, are listened to and that this had improved in the last 12 months. They told us also that they have an opportunity to provide feedback and challenge

³⁰ *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

³¹ 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

³² 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/

through forums such as the trust and confidence steering group. The chief constable has formed a BAME focus group to establish what it is like for someone from a BAME background to work in South Yorkshire Police.

Identifying and resolving workforce concerns

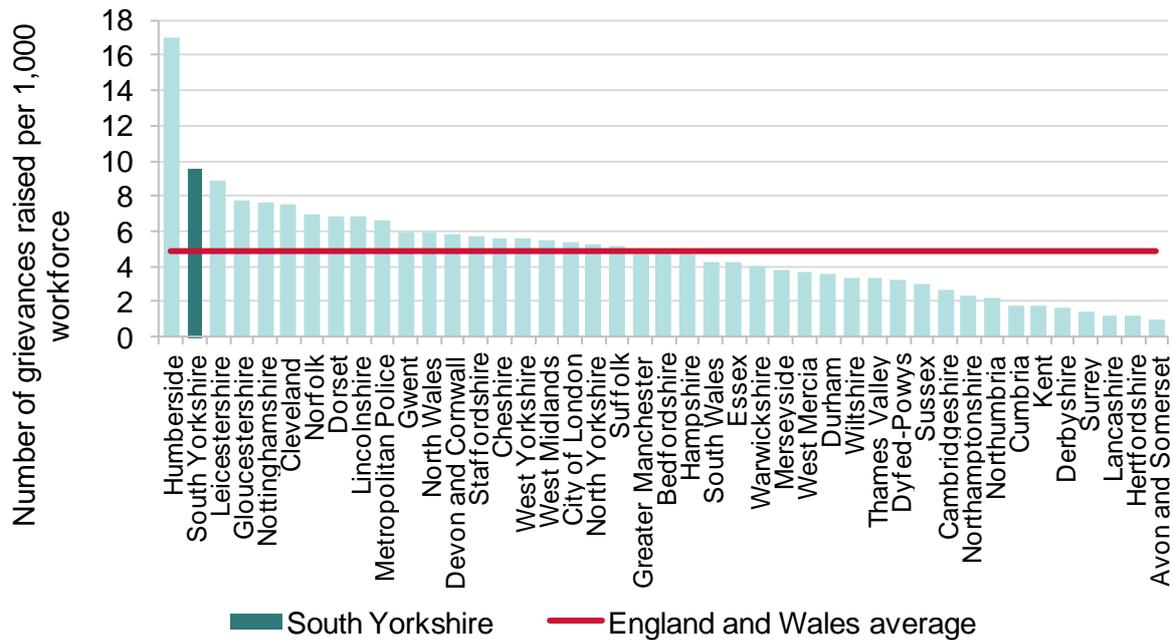
South Yorkshire Police is improving the way it identifies and resolves members of the workforce's concerns. HMICFRS' 2016 legitimacy inspection reported that the force needed to improve how it identifies and understands those issues that have the greatest effect on workforce perceptions and treatment. It needed also to improve the ways in which it communicates its actions to the workforce. The force has carried out a workforce survey to improve its understanding of workforce perceptions and is taking action to address these concerns. The force has published the most important results of the survey on its intranet and has made changes as a result of the feedback it received. These include a review of bank holiday working and improved communications with officers about what to do when a member of the public assaults them. Another change is allowing the workforce to nominate protected leave dates each year, which the force does not then cancel. The force is about to introduce a scheme called '100 little things', which is about changing things that prevent members of the workforce from doing a good job and improving the working environment. Staff in the force's control room spoke positively about changes made to their working environment.

During our inspection, most of the workforce voiced strongly felt concerns about staffing levels. They recognise the force is developing a new operating model, but feel that there are not enough people and that they are not being listened to. They are hopeful about the changes made to the operating model but remain concerned.

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 throughout England and Wales. We requested data for the ten months from 1 April 2016 to 31 January 2017 on the number of grievances raised by the workforce. Figure 3 below shows that South Yorkshire Police had 9.5 grievances raised per 1,000 workforce. This is higher than the England and Wales average of 4.9 grievances raised per 1,000 workforce.

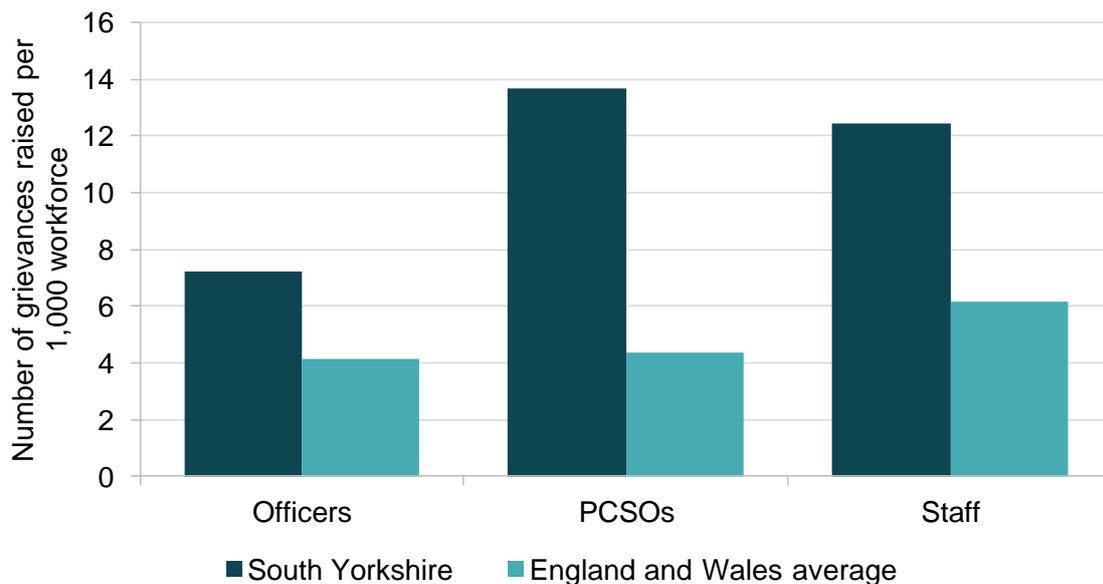
Figure 3: Grievances raised per 1,000 workforce, in South Yorkshire Police in the ten months from 1 April 2016 to 31 January 2017



Source: HMICFRS Legitimacy data collection

Figure 4 shows that the number of grievances raised by officers in South Yorkshire Police was 7.2 grievances per 1,000 officers; the England and Wales average was 4.1 grievances per 1,000 officers. In the same period PCSOs raised 13.7 grievances per 1,000 PCSOs; the England and Wales average was 4.4 grievances per 1,000 PCSOs. Police staff raised 12.4 grievances per 1,000 staff in the same period; the England and Wales average was 6.2 grievances per 1,000 staff.

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



Source: HMICFRS Legitimacy data collection

The reason why South Yorkshire Police's grievance rate is particularly high is because it includes all workforce concerns, not solely formal grievances. This gives the force a good understanding of wider workforce concerns.

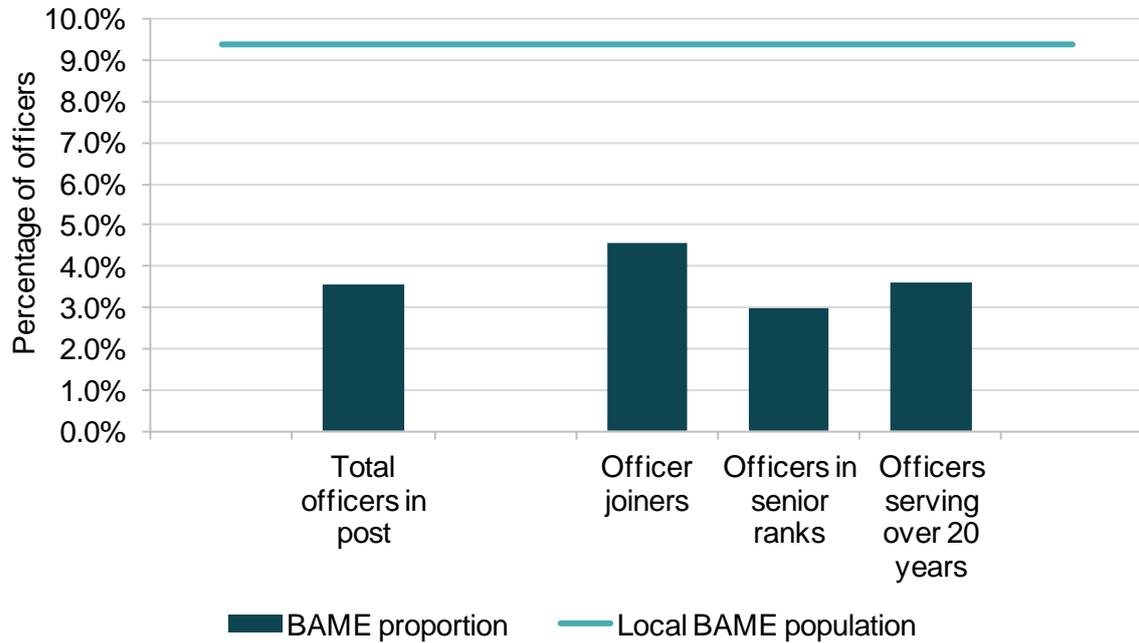
Most members of the workforce we spoke with feel confident about raising workplace concerns with their supervisors and about using the formal grievance process. The force's joint HR service with Humberside Police deals with grievances and the procedure is easy to understand. Grievances are dealt with promptly and the process takes account of the views and needs of the individuals bringing the grievance, those who are the subject of a grievance and the needs of the public and the force. The bi-monthly complex people board, which members of professional standards, human resources and legal services attend, discusses any lessons that need to be learned from grievances, complaints and employment tribunals. This gives the force a better understanding of underlying problems and trends. However, the force would benefit from wider analysis that sums up other trends emerging from the workforce survey, and wellbeing trends, to align all of its priorities which focus on its people.

Creating a more representative workforce

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

In the geographical areas that South Yorkshire Police serves, the 2011 census indicates that BAME people made up 9.4 percent of the local population. In 2016/17, 3.5 percent of officers in South Yorkshire Police were BAME (see figure 5). In terms of officers, 4.5 percent of those joining the force, 3.0 percent of those in senior ranks and 3.6 percent of those who had served for over 20 years were BAME.

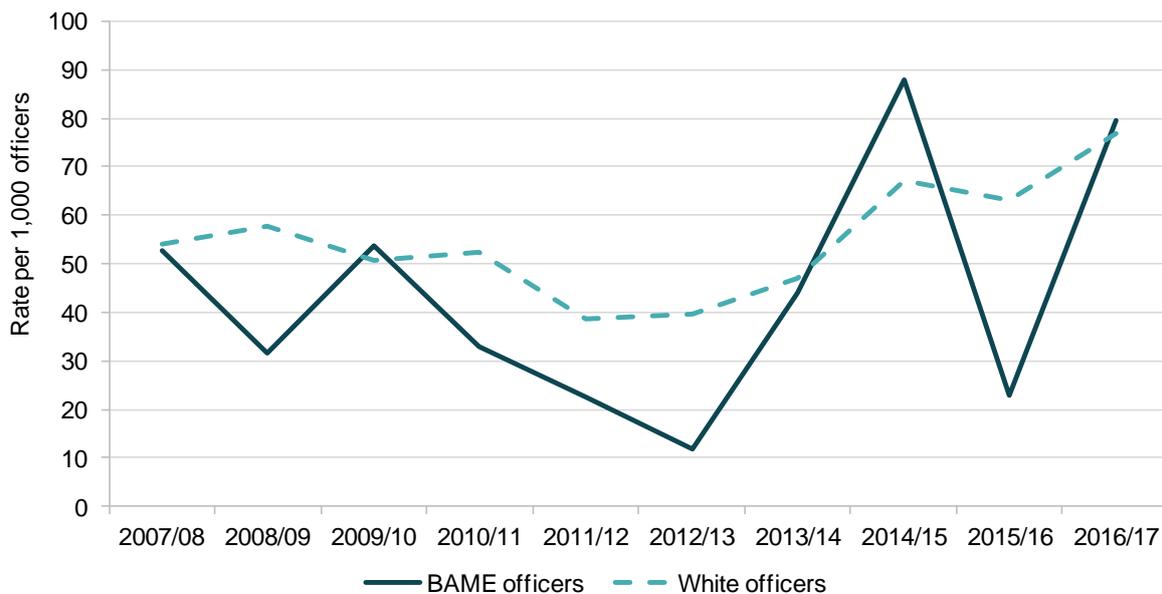
Figure 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in South Yorkshire Police in 2016/17, compared with the percentage of BAME people in the local population



Source: Home Office Annual Data Requirement

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

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

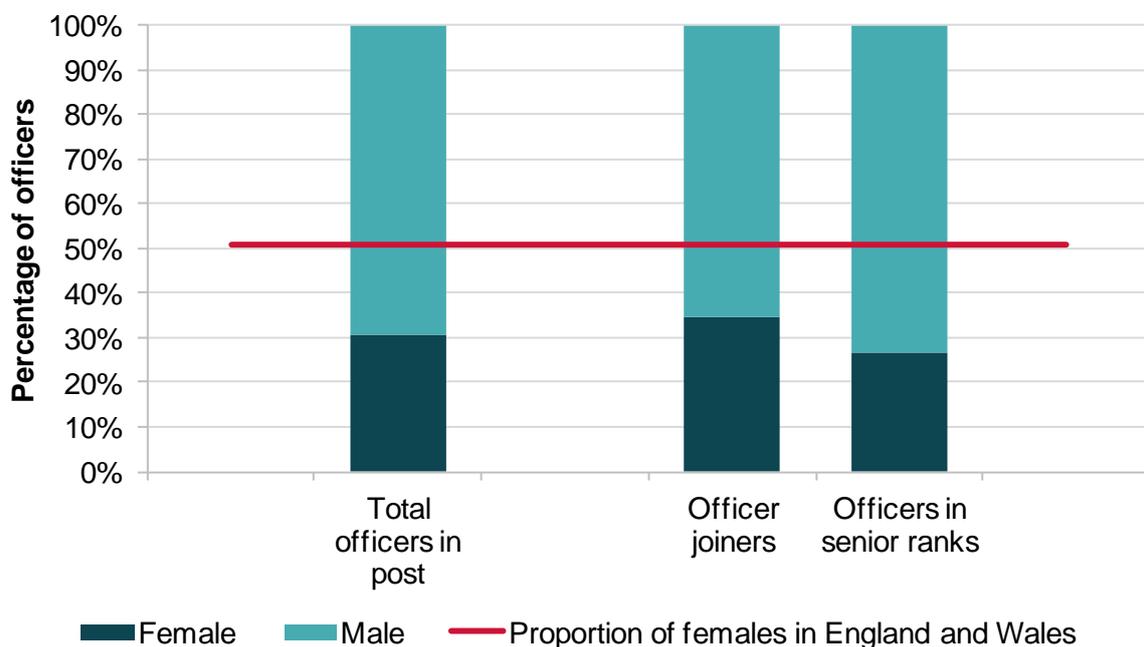


Source: Home Office Annual Data Requirement

In 2016/17 in South Yorkshire Police for the equivalent of every 1,000 BAME officers, 80 left the force (see figure 6), while for every 1,000 white officers, 77 left. Fluctuations in the BAME officer leaver rate may be due to low numbers of BAME officers in the force.

The proportion of female officers, at 31 percent, is lower than the proportion of females in the general population (51 percent). In the 12 months to 31 March 2017 in South Yorkshire Police, 35 percent of those joining the force and 27 percent of those in senior ranks were female (see figure 7).

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



Source: Home Office Annual Data Requirement

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



Source: Home Office Annual Data Requirement

In 2016/17 in South Yorkshire Police 63 female officers per 1,000 officers left the force, compared with 83 male officers per 1,000 officers.

South Yorkshire Police understands the importance of addressing disproportionality in the recruitment, retention and progression of members of its workforce, and in complaint and misconduct allegations. The force is taking action to monitor and address this disproportionality through its equality, diversity and human rights strategy 2016–2018. This states: ‘South Yorkshire Police will be an exemplar organisation, demonstrating excellence in equality, diversity and human rights issues throughout all areas of policy and practice, and influencing others through the high standards that we set. In all aspects of our work we will deliver: Fairness, Integrity, Respect, Standards and Trust (FIRST).’

The diversity, confidence and equality board, which the chief constable chairs, monitors the force’s equality objectives, looking at a range of information supplied from dashboards and reports. A positive action strategy details the types of activities the force intends to undertake to encourage people of all types to work for the force. However, we found no specific mechanism in place to address disproportionality in recruitment planning and in the retention of officers and staff. This is because the force’s understanding of the profile of the workforce is still limited. As a result, no links can be drawn in terms of wider workforce planning. The force has recognised a perception that a ‘glass ceiling’ was preventing the upward progress of people from BAME backgrounds; the most senior BAME officer holds the rank of chief inspector. The chief constable has set up and chairs a focus group with BAME officers and staff, to examine how the force can improve its record on disproportionality.

Recognising that more remains to be done in this field, recently the force appointed a new positive action lead to continue this work. The force's Special Constabulary seeks to increase proportionality in its own recruitment and retention and has a good understanding of the profile of its special constables.

The professional standards department examines a wide range of data on ethnicity, related to allegations and subjects of investigation concerning police officers, police staff and special constables. It has considered other factors potentially affecting discrimination complaints as well, including the roles that BAME officers undertake. The force analyses data about disproportionality and presents them to the force's BAME focus group and the PCC's independent ethics panel for scrutiny. However, recent analysis found no evidence of disproportionate outcomes of complaints concerning BAME officers.

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.³³ 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

South Yorkshire Police needs to improve the way it prioritises and communicates matters of wellbeing to the workforce. Its 'plan on a page' designates wellbeing as a priority. Previously, a joint 'well together' board operated with Humberside Police, but the force recognises that progress in putting into practice the joint 'well together' plan for South Yorkshire Police has been slow. It is now starting its own well together board to prioritise and re-energise the wellbeing services that its own workforce needs. Wellbeing services are available, although their existence is not widely communicated to, and not generally understood by, the workforce.

³³ *Well-being and engagement in policing: the key to unlocking discretionary effort*, Ian Hesketh, Cary Cooper and Jonathan Ivy, 2016, Policing. pp. 1–12. Available from: <https://oscarkilo.org.uk/wellbeing-and-engagement-in-policing-the-key-to-unlocking-discretionary-effort/> Also see <https://fitforwork.org/employer/benefits-of-a-healthy-workforce/>

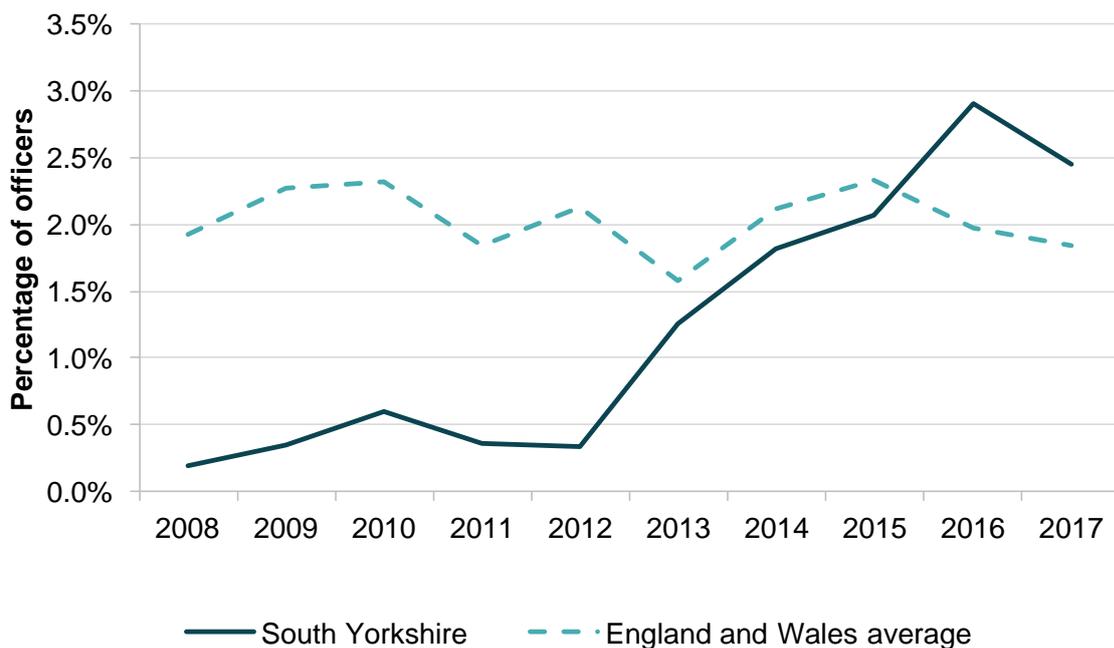
Recently, the force developed health and wellbeing plans for each of its districts, which focus on health and safety. Other limited wellbeing actions are planned, such as health and wellbeing road shows. These will begin in the autumn.

Identifying and understanding workforce wellbeing needs

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

We compared force data on the percentage of police officers, PCSOs and police staff on long-term and short/medium-term sickness absence. On 31 March 2017 in South Yorkshire Police, 2.4 percent of officers were on short or medium-term sick leave. The England and Wales average was 1.8 percent. The latest year for which data are available was 2017, which saw a decrease of 0.5 percentage points from the previous year.

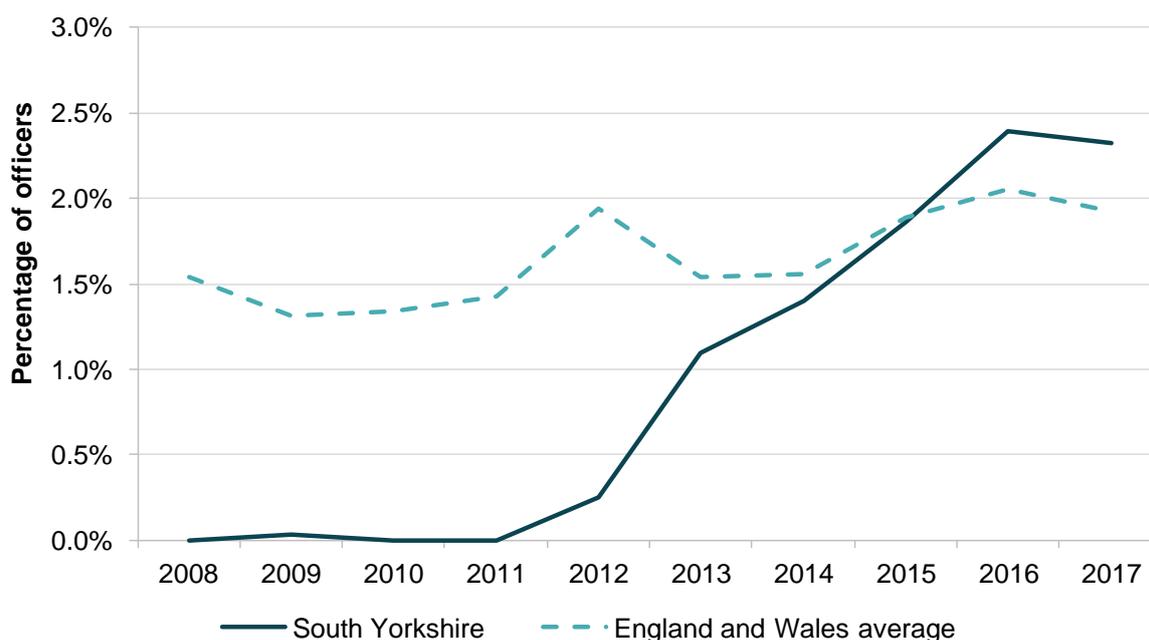
Figure 9: Percentage of officers on short or medium-term sick leave, in South Yorkshire Police compared with the England and Wales average, on 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

On 31 March 2017 the proportion of officers in South Yorkshire Police on long-term sick leave was 2.3 percent and the England and Wales average was 1.9 percent. The latest year for which data were available is 2017, which saw a decrease of 0.1 percentage points from the previous year, which is a notably larger decrease than in the previous ten-year period.

Figure 10: Percentage of officers on long-term sick leave, in South Yorkshire Police compared with the England and Wales average, as at 31 March from 2008 to 2017



Source: Home Office Annual Data Requirement

South Yorkshire Police is improving its understanding of the risks and threats to the workforce’s wellbeing. The force gains an understanding of such issues by looking at sickness data and the workforce survey, and through holding consultations with the workforce. The survey has helped the force to gain a better understanding of the workforce’s emotional and mental energy. The force is also researching why it has a culture of long hours, using funding from the Police Dependents’ Trust.

However, it has undertaken only limited analysis of the full range of management information that is available on this subject. A more detailed examination of the relationship between survey findings, other management information, sickness data and feedback and challenge from the workforce would give the force a better understanding of the various threats to its workforce’s wellbeing and their underlying causes. This would help the force to decide priorities on wellbeing that match the needs of the workforce.

Taking preventative and early action to improve workforce wellbeing

South Yorkshire Police has a limited range of effective preventative measures in place to improve workforce wellbeing and to minimise the risks to it. The leadership programme is helping supervisors to develop their understanding of wellbeing concerns. However, we found too little attention being paid to spotting the early signs of threats to wellbeing, or to understanding mental health or the wider influences on wellbeing. We found also that supervisors could not consistently demonstrate an understanding of their responsibilities for wellbeing. For their part, supervisors do not

feel they always receive the right degree of support from HR services when dealing with wellbeing. The force has appointed wellbeing champions, but the workforce's awareness of them is not consistent.

The workforce makes good use of the occupational health service, although we found it unable to cope with the level of referrals for physical health appointments. Following a referral, the average waiting time for an appointment is 44 days. Provision of mental health services is better. The average waiting time for these appointments is only 5.6 days. The force is reviewing the provision of its occupational health services and is trying to promote better use of a workforce assistance programme – which includes counselling and advice on debts and financial problems – to reduce the demand for services.

The force has undertaken other initiatives aimed at early intervention, such as an online wellbeing toolkit, which includes advice on stress awareness, fitness, time management and resilience. The force signed up to the Mind Blue Light programme earlier this year and is taking part in the global corporate challenge.³⁴ It has provided gym facilities to improve the physical health of its workforce. As mentioned above, a workforce assistance programme is available. However, the workforce's awareness of these and other initiatives appears limited. Some of those who were aware of the wellbeing initiatives also told us that while the initiatives were a positive step, their benefits were being clouded by the 'overwhelming demand' and 'pressure' people are feeling.

In HMICFRS' 2016 legitimacy inspection, we reported a feeling among the workforce that the force should focus more on solving the issues that contribute to stress than on increasing support for people who feel 'broken' by it. HR data and feedback from the workforce showed that wellbeing concerns were most severe in the public protection unit and the force's contact management centre. This year, the force started to take action to deal with this. This included putting mobile air conditioning units and a break-out area in the contact management centre. However, some officers working within public protection teams said they still feel their wellbeing is worse now than it was last year. They feel there is little understanding of how difficult and distressing their role is, which is worsened by high workloads, significant numbers of vacancies and by the fact that their supervisors feel powerless to improve the situation. These officers say they feel unable to go sick because they return to the same workload, and without any prospect of moving roles. They do not feel they get support when things go wrong and feel disengaged from the change process. They also say they cannot access occupational health screenings because of capacity problems with the occupational health unit. Some officers are choosing not to attend screenings because of the high demand in their unit. Although officers attend mandatory counselling sessions, some questioned their effectiveness. The

³⁴ The Global Challenge is a programme designed to help organisations improve the wellbeing of their workforce. Available at: <https://globalchallenge.virginpulse.com/program-overview>

force could make more use of trauma screening tools, such as trauma risk management (TRiM), to manage the risks facing those who work in units for protecting vulnerable people.

The force does not provide sufficient support to those who are the subject of misconduct allegations. We reviewed 14 internal misconduct cases to see whether both witnesses and those subject to the allegations had received a satisfactory service from the force, from initial allegation through to final assessment. We found that the force provided a satisfactory service in only seven of the 14 cases. We found that there was no additional support recorded for those who made the grievance (the aggrieved), other than their line manager, or for those who were the subjects of a grievance.

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.³⁵ 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.³⁶ 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

South Yorkshire Police's arrangements to assess and develop the individual performance of officers and staff are effective. Based on clear objectives, continuing professional development and wellbeing, regular conversations support these arrangements. The force introduced a new ePDR (electronic personal development

³⁵ *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

³⁶ 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

review) system in 2016 to assess individual performance. During the inspection, we found it had a compliance rate of 72 percent. It is completed on the anniversary of each member joining the force. New members of the workforce said they found it particularly useful, as it set out their objectives and outlined standards of acceptable behaviour. The force continues to assess problems with the way the system functions. Between the annual and interim PDR, there is an expectation that short, monthly conversations should take place on the organisation's requirements and on their own wellbeing, continuing personal development, strengths and talents. Toolkits guide practitioners on how to conduct these conversations. Most of the officers and staff we spoke with were positive about this arrangement and told us they have regular, informal discussions.

The force's governance procedure is clear. The quality of PDRs is checked and reported to chief officers. HR carries out a monthly dip sample of PDRs as well, to check their quality and consistency. Any gaps in, or themes arising from, the PDRs are brought to the attention of talent SPOCs (single points of contact) within each district and department. Their role is to ensure the consistent application of the performance reviews, by providing feedback and advice to those seeking development, and supporting the use of the electronic PDR system. Monthly force performance meetings discuss compliance with the PDRs and any themes emerging from the dip sample. The deputy chief constable chairs these meetings, which focus in particular on continuing professional development, which the force recognises it needs to develop further. Those who have exceeded in terms of their performance on the PDR are invited to tailored continuing professional development sessions. The information in the PDR system can be searched, which means the continuing professional development objectives can be collated by rank and location. The process, which takes place at all levels of the workforce, encourages the workforce to develop their skills and capabilities. The force recognises it does not make effective use of the unsatisfactory police performance process. However, it deals with some aspects of poor performance through capability procedures. Through the dip sample of PDRs, it checks to see whether a low performance rating means that unsatisfactory police performance process or capability procedures are in place.

Identifying potential senior leaders

South Yorkshire Police's process of fairly and objectively identifying and selecting those officers and staff with the greatest potential appears to be consistent. HMICFRS' 2016 legitimacy inspection said the force should review its processes to make sure that it could identify systematically those with the potential to become senior leaders, and then support them in gaining the skills and self-development they need to apply for future leadership roles. The force has compared its current practice against the College of Policing's guiding principles for organisational leadership. It has a well-structured plan, which takes into account both talent and continuing professional development. The force's PDR process is used to identify officers and

staff with high potential. Those judged to have exceeded in terms of their performance are identified as potential future leaders and offered additional continuing professional development as part of the talent management programme.

The force considers posting police officers with areas identified as needing development into roles that will supply the experience that they need. Coaching is available for those officers who apply to promotion boards.

Selecting leaders

The workforce views the way in which the force selects people for leadership roles as mostly fair. The force's internal audit function has reviewed the promotions process, using external advice. The review considered whether the force had administered and managed the promotion processes in line with policy and procedures, and whether they were open, fair and transparent. It concluded that the national police promotion framework, which the force has adopted, provides an adequate framework to administer and manage opportunities for promotion. The force has responded to recommendations to improve its recording of decisions and evidence.

The force holds a full-day development workshop before it starts the police officer promotion process. This includes details of the new competency values framework, the force's expectations and the emotional intelligence and sets of skills that are required. Once the promotion process opens, a face-to-face briefing explains each stage of the process to the candidates and how they will be assessed. A manual of guidance is supplied along with the application requirements. Selection processes are reviewed regularly. The current process involved a values-based application form that includes the candidate's past performance, their behaviour, values and future thinking. Candidates must assess a work sample that is relevant to the role and to the values and competency-based interview. We found that although the force uses an independent person from another area of the force to oversee this, external oversight or assessment is limited. An exception is for senior posts. This has involved executives from the local authority. Candidates receive feedback in written form, with the offer of obtaining verbal feedback as well. They have a right to appeal. When candidates do not succeed, this is included in their PDR as development. Other forms of support are discussed with their line manager, including continuing professional development, coaching and mentoring and the leadership programme. The force recognises that the ePDR, as a national system, does not currently reflect the College of Policing new competency values framework. This means that PDRs use a different framework to that used for promotion processes.

Staff promotion processes are based on applications for the job. The recruitment process is similar to that used for promotions. Recruitment is based on competency. The workforce consider it fair. We were told that opportunity and career pathways exist for some police staff roles, such as police staff investigators.

Summary of findings



Requires improvement

South Yorkshire Police needs to improve the fairness of some aspects of the way in which it treats its workforce, especially in terms of the way it supports and communicates with them about wellbeing and prevents wellbeing problems. The force is beginning to improve its understanding of the risks and threats, however. It uses a limited range of effective, preventative measures to improve wellbeing and minimise the risks. This is particularly the case for officers and for staff working in specialist units. The force recognises its shortcomings in this field and advertised recently for a specialist in human resources to lead this work. The force seeks feedback and challenge from the workforce. Its processes for managing performance and for identifying and developing talent and selecting for leadership are fair, open and accessible. However, independent oversight of these processes is limited. The force has a full understanding of the importance of addressing potential disproportionality in recruitment, retention, progression, and complaint and misconduct allegations, and is addressing this. It deals with grievances well and the workforce has confidence in this process.

Areas for improvement

- The force should ensure it has effective governance arrangements in place to analyse a range of workforce data and information to identify the greatest threats to wellbeing, and take effective action to address them.
- The force should ensure it provides and effectively communicates a range of preventative measures to address wellbeing concerns early.

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 staff³⁷. 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).

³⁷ 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 South 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.

Figure 2: Percentage of officers, PCSOs, and staff with up-to-date vetting checks, in South Yorkshire Police as at 31 January 2017

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

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

Figure 4: Grievances raised by officers, PCSOs and staff (per 1,000 officers, PCSOs and staff), in South 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 5: Percentage of officer joiners, officers in post, officers in senior roles and officers serving over 20 years who are black, Asian or minority ethnic (BAME), in South 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 6: Comparison of officer leaving rates between white and black, Asian or minority ethnic (BAME) officers (per 1,000 white or BAME officers), in South 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 7: Percentage of officer joiners, officers in post and officers in senior ranks, by gender, in South 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 8: Comparison of officer leaving rates between male and female officers (per 1,000 male or female officers), in South 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 9: Percentage of officers on short or medium-term sick leave, in South 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 10: Percentage of officers on long-term sick leave, in South 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.³⁸ 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

³⁸ City of London Police was unable to provide records up to 7 January 2017 but instead provided 200 records from 4 October 2016 to 26 November 2016.

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

We assessed these case files against the relevant legislation, guidance and code of practice³⁹ 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?

³⁹ 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.