PEEL: Police legitimacy 2016

An inspection of Cleveland Police

Contents

Introduction

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

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

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

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

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

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

[2] *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

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

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

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

Force in numbers

Workforce

Total workforce as of 31 March 2016

1,604

Total workforce breakdown as of 31 March 2016

officers	staff	PCSOs
1,259	221	125

Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

1.7%

officers	staff	PCSOs
1.7%	2.0%	0.5%

Percentage of BAME in local population, 2011 Census

5.5%

Gender diversity

Percentage of females in overall workforce 31 March 2016

Cleveland Police	England and Wales population, 2011 Census
32%	51%

Percentage of females by role 31 March 2016

Cleveland Police

officers	staff	PCSOs
25%	68%	38%

Public complaints

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

	Cleveland Police	England and Wales force average
Officers	444	268
Staff (including PCSOs)	96	61

Grievances

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

	Cleveland Police	England and Wales force average
Officers	7.9	4.8
Staff (including PCSOs)	8.7	6.8

Victim satisfaction

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

	Cleveland Police	England and Wales force average
	90.6%	93.4%

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

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

Overall judgment[3]

Requires improvement

Cleveland Police has been assessed as requiring improvement in respect of how legitimate it is in keeping people safe and reducing crime. The force needs to improve the ways it seeks feedback on issues of fairness and respect from the people it serves, how it ensures its workforce acts ethically and how it treats its workforce with fairness and respect.

Overall summary

Cleveland Police has shown improvement since our 2015 PEEL inspections in respect of the workforce's awareness and understanding of the Code of Ethics, including the importance of treating all of the people it serves with fairness and respect.

The force uses several sources to obtain the views of the public about how they are treated, but it does not bring this together with other management information to create a comprehensive picture of issues associated with fair and respectful treatment. This is particularly the case in relation to those with less trust and confidence in the police. However, the force has established the 'everyone matters' project, which aims to address this problem. As part of the project, the force provides sessions for officers and staff on cultural awareness and training about 'words that hurt' which raises awareness of language that may offend people.

Cleveland Police creates an ethical culture by vetting its new recruits according to national standards and by making the workforce aware of the standards of behaviour expected of them and of the policies they are required to adhere to. The force's counter-corruption unit is able to investigate information once reported, but it does not have the capacity and capability to look for potential corruption. The workforce is aware of the seriousness of abuse of authority for sexual gain and reports of suspicious behaviour are investigated. However, the force could do more to raise awareness of warning signs among the workforce.

Both the public and the workforce are informed of the outcomes from misconduct investigations, and misconduct hearings are publicised.

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

Cleveland Police uses a number of techniques to seek feedback relating to the fair and respectful treatment of its workforce, including surveys and exit interviews. It could improve the way it communicates action taken in response to workforce feedback, as some of the staff we spoke to were not aware of what action had been taken as a result of the staff survey.

The force has a new wellbeing strategy and is working towards gaining national accreditation for its wellbeing provision, although as HMIC raised this issue last year, we had hoped to see more progress in this area.

The force has recently introduced a new performance assessment process that is yet to be adopted fully across the force. There is currently no supervision of the system and it is not clearly linked to continuous professional development or performance processes.

Recommendations

HMIC has not identified any causes of concern and has therefore made no specific recommendations.

Areas for improvement

- The force should improve how it seeks feedback from the people it serves about their experiences (or perceptions) of how the police have treated them.

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

- The force should review the capacity and capability of its counter-corruption unit, to ensure it can manage its work effectively.

- The force should improve the way corruption intelligence is assessed, graded and stored.

- The force should improve how it manages individual performance.

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

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

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

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

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

Organisational values

Cleveland Police provides strategic direction through its 'plan on a page', which summarises the outcomes the force expects to achieve over the next four years. The plan refers to treating people fairly and with respect, and members of the workforce told us they understand the importance of this.

In our 2015 legitimacy inspection[6] we found that senior managers were working to incorporate the Code of Ethics[7] into the organisation. This year, we were pleased to

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

[5] *Ibid.*

[6] *PEEL: Police legitimacy 2015 – An inspection of Cleveland Police*, HMIC, 2016. Available from:
www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015-cleveland/

see the progress the force has made in promoting the code, as all staff we spoke to were aware of the code and understood it. The code's nine principles can be seen on posters throughout the force, broken down into three areas: integrity, benevolence and service values. The code is visible on the force's intranet and officers have been provided with a pocket-sized laminated card containing the nine principles. The reverse of the card includes the National Decision Model[8] with the Code of Ethics at its centre, above are the words 'doing the right thing the right way'. New pocket notebooks contain this information. Specific information on the code is included in training courses and the force is providing unconscious bias training to supervisors. It intends to provide this training to all staff.

Following the outcome of a high-profile employment tribunal brought by a Cleveland police officer, the force is addressing its legal responsibilities under the Equality Act 2010 (including the specific duty this Act placed on public bodies to consider the needs of individuals in day-to-day work, referred to as the Equality Duty). As part of its 'Everyone Matters' project the force has outlined its intent to provide policing services in a manner that demonstrates dignity and respect for the community and individual needs and a working environment where people feel valued, respected, supported and heard. To this end, the force gives cultural awareness training to staff in partnership with representatives from groups such as the regional refugee forum, the mental health charity MIND and Cleveland Transgender Association.

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

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

Seeking feedback and challenge

The force has developed its external communication through increased used of social media. It sought new ideas from other forces and has several active Facebook and Twitter accounts. The force's website invites feedback from members of the public via the complaints link. Any issues concerning service provision or treatment

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

[8] National Decision Model is the framework by which all policing decisions should be made, examined and challenged; the Code of Ethics is a central component of the National Decision Model.

identified through social media are referred to the professional standards department (PSD). The force also uses an external messaging system called 'Cleveland Connected'. Cleveland Police, Neighbourhood Watch and other public sector partners send messages by email, voice, text and social media to registered members of this system. It is not clear how much information the community has submitted or how this information is collated at force-level.

The force was not able to demonstrate how it encourages feedback and challenge in relation to fairness and respect from those people with less trust and confidence in the police. The force plans to engage with groups that do not take part in traditional consultation through the 'Everyone Matters' project, but this is still in development and subject to a funding bid. There is an initiative in which a member of the force's independent advisory group is helping the head of PSD understand how to communicate with harder-to-reach communities. She is currently in contact with local asylum seekers, who may have less trust in the police.

In our 2015 legitimacy report[9] we found that neighbourhood officers in Cleveland were frustrated by their inability to make contact with their communities and carry out problem solving activities, due to the high number of calls for its service. During this inspection, we found that the force had changed the neighbourhood team structure. We were encouraged to see that local officers were developing community relationships, including building links with refugees in Stockton, but the new team structure had only been in place for a few weeks and this work is in its infancy.

Identifying and understanding the issues

Cleveland Police receives feedback on its services from a number of sources, but we did not see any evidence of this being brought together and used alongside other information to identify and understand problems regarding fair and respectful treatment.

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

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[9] *PEEL: Police legitimacy 2015 – An inspection of Cleveland Police*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015-cleveland/

Figure 1: Percentage of victims satisfied with overall treatment by Cleveland Police compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016
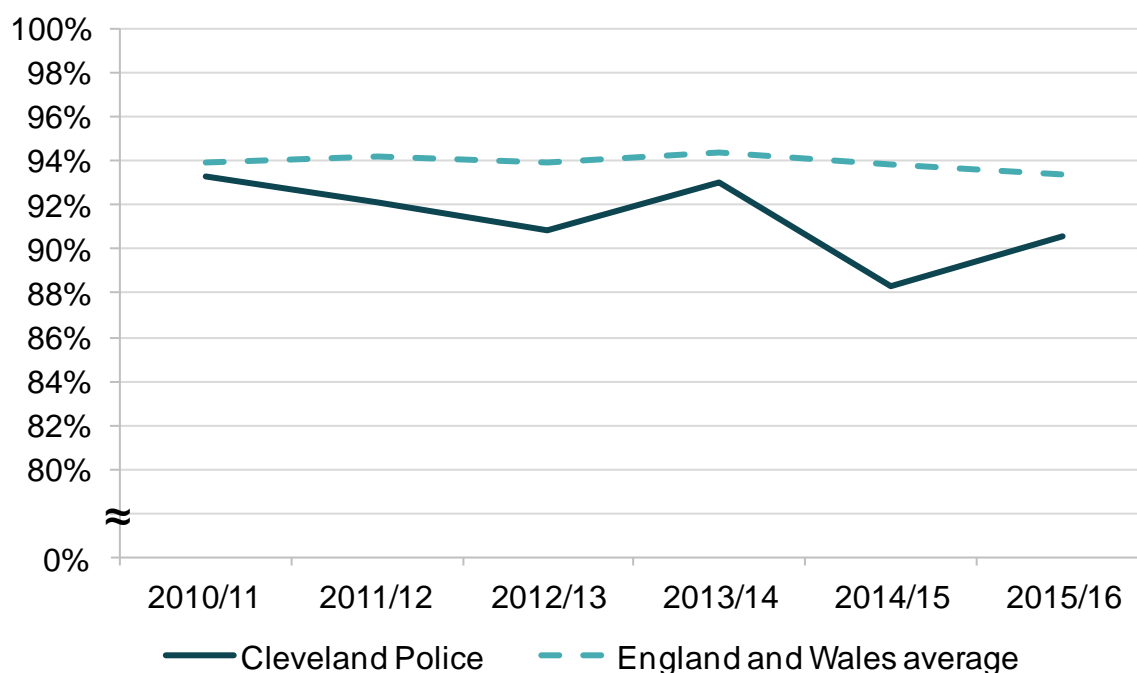
In the 12 months to 31 March 2016, 90.6 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Cleveland Police, which was lower than the England and Wales average of 93.4 percent and higher than the 88.3 percent who were satisfied with the overall treatment that the force provided in the 12 months to 31 March 2015. This is a statistically significant difference.

Cleveland Police seeks feedback from victims of crime through a victim satisfaction survey. The research company that conducts the survey also carries out annual telephone surveys of people living in the Cleveland area. Last year they surveyed 2,043 residents to obtain their views on Cleveland Police, including questions regarding their treatment by the force. Business cards given to officers and staff contain a quick response (QR) code,[10] which links to the 'victim's code' pages on the force's website. This allows recipients of the card to provide feedback on their encounter with the police.

The force's performance and quality team analyses the results of the victim satisfaction survey and the public confidence survey. Neighbourhood teams receive feedback from the public through local meetings. The PSD provides analysis of public complaints, which is discussed at the people intelligence board. Issues raised

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[10] A QR code is a machine-readable code consisting of an array of black and white squares, typically used for storing weblinks or other information for reading by the camera on a smartphone.

through social media are forwarded to the PSD if they are considered to be complaints. Feedback from the 'victim's code' web pages is forwarded to the relevant officer's supervisor. Independent custody visitors meet with the force on a quarterly basis to discuss the findings of their unannounced visits to custody suites.

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

Figure 2: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) in Cleveland Police compared with England and Wales, in the 12 months to 31 March 2016
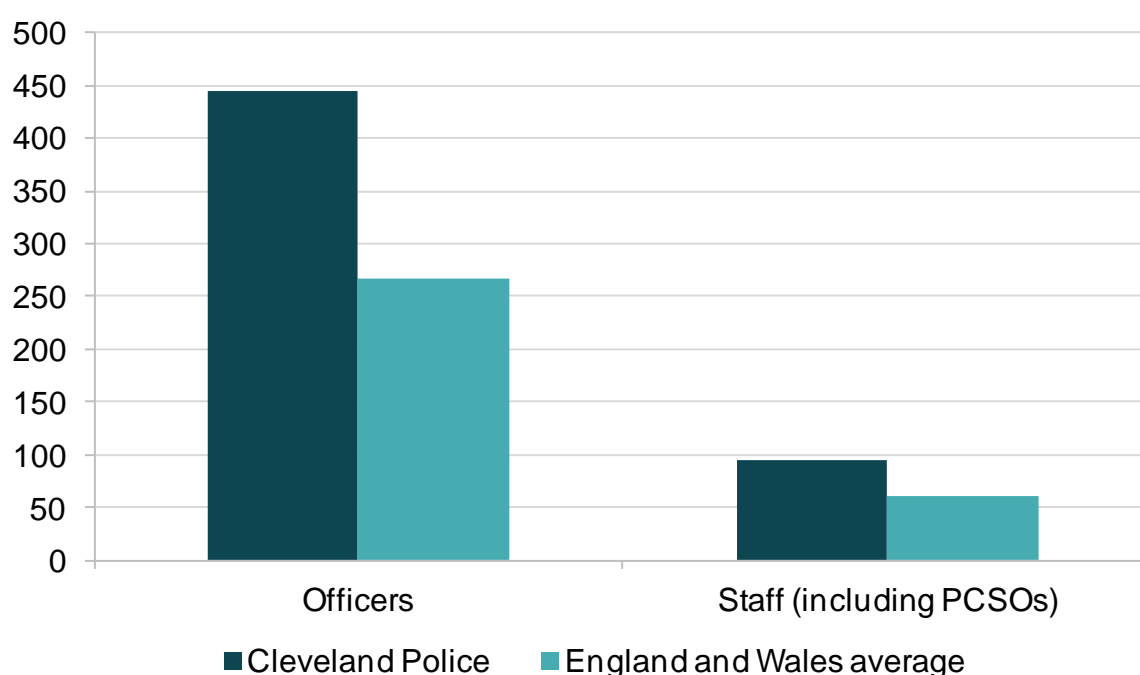
Source: HMIC Legitimacy data collection
For further information about the data in figure 2 please see annex A

In the 12 months to 31 March 2016, Cleveland Police recorded 444 public complaint cases per 1,000 officers, which was higher than the England and Wales average of 268 cases per 1,000 officers. During this period, the force recorded 96 public complaint cases per 1,000 staff (including PCSOs), which was higher than the England and Wales average of 61 cases per 1,000 staff (including PCSOs).

The most recent Independent Police Complaints Commission (IPCC) data from forces show that, for April, May and June 2016, the types of complaint most frequently recorded by Cleveland Police are 'other neglect or failure in duty' and 'incivility, impoliteness and intolerance'.[11] It is important to note, however, an issue

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[11] Independent Police Complaints Commission data are available at:
www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data

identified during our 2014 inspection on police integrity and corruption;[12] complaint allegation categories used by different forces may overlap with each other. For instance, similar allegations might be recorded by one force as 'other neglect or failure in duty', and by another force as 'other irregularity in procedure' or 'lack of fairness and impartiality'. This means there is no definitive way of establishing accurately the number of public complaints about certain behaviours.

In the 24 months to 31 March 2016, the proportion of public complaint allegations against officers in the category of 'Incivility, impoliteness and intolerance' in Cleveland Police was higher than the England and Wales average.[13] The force was unable to demonstrate a detailed understanding of the reason for incivility complaints and had not conducted analysis to identify patterns of behaviour. The PSD did conduct a series of briefings to staff earlier in the year, which focused on behaviour on and off duty, but there was no specific information about incivility. We are concerned about the number of these complaints and the absence of any detailed understanding to help address the problem at an organisational level. The force told us that there had however been a slight reduction in complaints of incivility since March 2016. Further analysis of this data would provide the force with better understanding and oversight of the issues that affect public perceptions of police treatment.

Our 2015 legitimacy inspection[14] identified two areas for improvement in relation to recording and reviewing reasonable grounds for stop and search. The inappropriate use of coercive powers, such as using the power to stop and search, can have a detrimental effect on the public's perception of fair and respectful treatment by the police. HMIC was encouraged to see improvements to the effective and fair use of stop and search in Cleveland Police. The force has put in place several measures to assure itself that officers are using these powers appropriately, such as additional training and the examination of 100 stop and search records every month.

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

[13] Independent Police Complaints Commission data are available at: www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data

[14] *PEEL: Police legitimacy 2015 – an inspection of Cleveland Police*, HMIC, 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015-cleveland/

In August 2014, following HMIC's 2013 inspection on the effective and fair use of stop and search powers,[15] the Home Office published guidance to police forces on how to implement the Best Use of Stop and Search (BUSS) scheme.[16] The scheme aims to increase transparency and community involvement, and to support a more intelligence-led use of the powers leading to better outcomes. All police forces in England and Wales signed up to participate in the scheme. In 2015, HMIC's legitimacy inspection[17] considered the extent to which the force was complying with the scheme and found that it did not comply with all features of the scheme. In autumn 2016, HMIC will re-assess the force's compliance with those features of the scheme that it was not complying with in 2015. We will publish our findings in early 2017.

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

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

Making improvements

Cleveland Police uses the feedback it receives to improve its services to the public, including the extent to which it treats all the people it serves with fairness and respect. The workforce receives regular updates about lessons learned from a variety of sources such as the victim satisfaction survey, victim code feedback and publications such as bulletins produced by the Independent Police Complaints Commission. These are shared through email circulations and are also incorporated into training events and supervisor briefing days.

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

[16] Best Use of Stop and Search Scheme, Home Office, August 2014. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/346922/Best_Use_of_Stop_and_Search_Scheme_v3.0_v2.pdf

[17] *PEEL: Police legitimacy 2015 – A national overview*, HMIC, February 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015

There has been an overall decline in the force's victim satisfaction rate[18] which was identified in 2015 as a performance threat that required additional scrutiny and activity. The force's victim satisfaction working group commissioned work to understand the reasons behind the observed decline, and consider operational activity to reverse it. The force reviewed academic evidence and evidence of 'what works' in high performing forces. It has worked with officers and staff to increase their awareness of public perceptions and identify the support they need to provide a high quality of service. There has been a slight improvement in how victims report they have been treated by the workforce. There was an increase of 2.3 percent for 12 months ending March 2015 compared to March 2016 (the most up-to-date published information available at the time of inspection).

As part of its decision-making process, the force seeks independent advice on whether its policies, procedures and practices are fair and respectful. Cleveland Police and Durham Constabulary have established a joint external ethics board, which consists of external professionals, such as college/university lecturers and medical professionals, who provide external challenge and expertise on issues and ethical dilemmas. Advice from the joint board is used at the forces' own internal ethics boards. We observed good challenge and debate between board members.

We were told that independent custody visitors had not received reports of concern about the treatment of detainees, but an issue regarding the condition of a building had been raised and subsequently rectified.

Training has been designed, taking into account feedback from victim satisfaction surveys, to improve the way the workforce interacts with and treats members of the public. The force has given unconscious bias training to supervisors and plans to provide this training to all staff, together with additional training on cultural awareness and the 'words that hurt' course, which raises awareness of language that may offend people.

Demonstrating effectiveness

Cleveland Police recognises the importance of using a variety of techniques to communicate with the public and has recently employed an additional staff member within the communications department to manage external communication. The force has plans to make even greater use of social media to interact with the public.

The force uses a system called Cleveland Connected to communicate with the public. Most messages on the site at the time we accessed it related to general policing issues such as appeals for information about crimes, although there are a

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[18] Cleveland Police's internal report 'Understanding and Improving Victim Satisfaction' was published in July 2015.

few updates on police action. With the number of subscribers listed, this channel could offer an opportunity for the force to communicate with the public in a more consultative way.

The force uses neighbourhood officers to provide feedback to communities about action taken in response to local issues. The neighbourhood teams also have web pages to communicate with local communities, but we found that many of the neighbourhood pages on the force's website contain out-of-date information about priorities, and actions taken several months previously. This is a missed opportunity to update the public on current policing activity and improvements, as readers may not visit the pages if they are not updated regularly.

Summary of findings

Requires improvement

Cleveland Police was able to demonstrate that it uses a variety of methods to communicate and engage with the public. There were some examples of the force seeking feedback. Victim surveys are conducted and independent custody visitors speak to detainees in custody. However, apart from these standard processes, we did not see any evidence of the force regularly seeking challenge and feedback from those with less trust and confidence in the police. The 'everyone matters' project team has started some work in relation to making contact with those members of the community who are less likely to use traditional means to give feedback.

Area for improvement

- The force should improve how it seeks feedback from the people it serves about their experiences (or perceptions) of how the police have treated them.

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

In 2014, HMIC inspected the extent to which the police were acting with integrity and guarding against corruption.[19] Given the continued importance of this topic, we are returning in this question to those national recommendations emerging from the 2014 report from that inspection, that our 2015 legitimacy inspection did not cover. Our inspection focus this year also reflects research showing that prevention is better than cure: the best way to ensure that police workforces behave ethically is for the forces to develop an ethical culture and to have systems in place to identify potential risks to the integrity of the organisations, so that forces can intervene early to reduce the likelihood of corruption.[20]

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

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

Once recruited, one of the best ways to prevent corruption from occurring among the workforce is by establishing an ethical working environment or culture. To achieve this, forces need to clarify and continue to reinforce and exemplify acceptable and unacceptable standards of behaviour, including the Code of Ethics.[21] This year, HMIC focused on assessing progress in those areas highlighted for improvement in our 2015 legitimacy inspection and our 2014 integrity and corruption inspection.

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

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

[21] *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
and *The role of leadership in promoting ethical police behaviour,* College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf *and Literature review – Police integrity and corruption*, HMIC, January 2015. Available at:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Initial vetting

Cleveland Police vets all new staff, including volunteers and contractors, and applies the national vetting guidance. However, not all staff are vetted to the latest guidelines and a rolling programme of re-vetting for existing staff is currently on hold as the vetting unit focuses on the latest intake of new recruits. The force has a list of designated posts requiring enhanced vetting, and staff vetted to enhanced levels are subject to annual assessments. Staff in designated posts are not always assessed as requiring higher-level vetting, and therefore are not always subject to routine reviews. The force does not routinely vet staff when they are on promotion.

The force relies on performance assessment meetings for staff to discuss any changes to their vetting status. It is unclear how widely these reviews take place, as there is a lack of consistency in the frequency of performance meetings, and vetting discussions are not recorded on the performance assessment form.

The force reviews vetting outcomes to consider whether decisions may affect the recruitment of a diverse workforce and appropriate flexibility is applied to vetting decisions, in line with national guidance.

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

Clarifying and reinforcing standards of behaviour

HMIC's 2014 police integrity and corruption[22] report found examples of clear leadership from the chief officer team in setting standards of behaviour. In this inspection we found that Cleveland Police continues to clarify and reinforce acceptable and unacceptable standards of behaviour. The workforce, including volunteers, are aware of the standards expected of them, including the Code of Ethics and policies relating to the workforce declaring their business interests and any notifiable associations.[23]

The force promotes ethical behaviour, including the Code of Ethics, in several ways, such as in a number of different ways, including (via its intranet site) a publication

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[22] *Police Integrity and Corruption – Cleveland Police*, HMIC, 2014. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-integrity-corruption-force/

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

called 'The Brief', an email circular entitled 'Messages to All', the PSD newsletter and specific content at every training event. The force has refreshed the Code of Ethics site on its internal web pages, which now include the consideration of ethical dilemmas through an online test. The force uses a 'snakes and ladders' game to encourage and support consideration of ethical dilemmas, and provides training on unconscious bias and 'words that hurt'. It also runs a half day training course provided by ACAS[24] North East, which covers inclusiveness of all groups and explores how leaders should act. The ACAS training is mandatory for all sergeants and ranks above.

The chief officers' gifts and hospitality records are published and gifts and hospitality records are also scrutinised by the internal ethics committee. The force has two ethics committees: an internal committee with representation from within the force, and a committee with external representation and an external chair, which is run in collaboration with Durham Constabulary. The internal ethics board meets quarterly and members are responsible for providing advice and constructive challenge to ensure that management board decisions are informed by the views of the workforce. Examples of the types of ethical dilemmas discussed include situations where private companies provide discounted travel for police officers, but not police staff, time off for the workforce to compete in sport and accepting discounted goods. In discussing these ethical dilemmas, the group considers fairness, morals, what the community expects, and overall alignment with the force's values and Code of Ethics.

An example of an ethical dilemma posed to the external group by Cleveland Police relates to the new policing model for neighbourhoods, which will see officers deployed to neighbourhoods based on the risk and threat to those communities. This means that some communities still receive a police response but will not always have a police presence. This decision was reached using research from the Jill Dando institute together with the force's own data.

It is not clear how advice and decisions from the ethics committees are communicated to the rest of the force, as not all staff we spoke to were aware of the issues raised at the committees. The force should develop an understanding of ethical decision-making across its workforce.

The force has a process in place for recording and monitoring business interests and notifiable associations. Business interests are submitted to the head of PSD via the staff member's unit manager and are discussed at the people intelligence board. The

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[24] ACAS (Advisory, Conciliation and Arbitration Service) provides information, advice, training, conciliation and other services for employers and employees to help prevent or resolve workplace problems.

purpose of this board is to identify those staff who may require further support from the organisation based on a consideration of risk factors including complaints, attendance, performance, and welfare concerns.

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

HMIC's 2014 police integrity and corruption inspection emphasised the need for forces to make arrangements for continuous monitoring of their ethical health, through active monitoring of force systems and processes to spot risks to their integrity, including – but not limited to – business interests, gifts and hospitality, and public complaints.[25] These findings reflect the research commissioned by the College of Policing, which highlights the importance of taking a problem-solving approach to preventing wrongdoing, by scanning and analysing police data to identify particular officers or hotspots for targeting prevention activity.

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

Identifying and understanding risks to integrity

The force contributes to the NCA counter-corruption strategic threat assessment and produces its own corruption-control strategy. However, counter-corruption unit (CCU) staff were not aware of the details of the strategy.

There is a lack of resilience and capacity for analytical work such as analysis of data as part of corruption investigations. Analysis is provided by a central pool and one of the detective constables within the unit provides ad-hoc analytical capability in relation to risks to integrity. The proactive role of the unit is compromised by the unit's capacity and at the time of this inspection, they were working on one complex investigation which took up most of their time. None of the counter-corruption staff had received specific counter-corruption training.

The CCU is not sufficiently well resourced to identify, understand and manage risks to the integrity of the organisation. The force has recognised this and is currently reviewing the unit's capacity and capability. The force's IT systems are capable of

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

being audited and the unit is able to carry out audits. However, these audits do not take place as a matter of course, which limits opportunities for the CCU to identify areas for proactive investigation or intelligence gathering.

Approved business interest applications are subject to review and scrutiny according to level of perceived risk, or annually as a minimum. An applicant will be interviewed if there are any concerns about their application. We were given examples of this, and of applicants being placed on regular review to ensure that control measures were being complied with. In one instance, permission for a business interest was revoked as the staff member was not complying with the conditions set. Designated posts are subject to annual vetting assessments, but staff are not vetted on promotion unless they move to a designated post. The force does not currently have a robust system to review the vetting status of individuals.

Cleveland Police has a people intelligence board (PIB), where senior officers and representatives of staff associations discuss members of the workforce who may pose a risk to the organisation, or may be 'in crisis' and require additional support.

Intervening early to manage risks to integrity

The PIB considers complaints, intelligence, attendance records, performance, and welfare matters. The PSD has created a risk matrix to identify vulnerable officers and staff, which is provided to the PIB for review. The head of PSD chairs a meeting in advance of the PIB to consider staff identified as being at risk of corruption. A file is produced for each individual and graded as high, medium or low risk.

We were concerned about the apparent lack of governance around recording and assessing intelligence. There is some oversight of corruption intelligence at senior management level through a weekly tasking group, where all intelligence received during the previous week is discussed. However, the initial recording and assessment of intelligence is not comprehensive and we found staff had a lack of knowledge about the existence of the force's counter-corruption control strategy. This indicates that the unit does not conduct effective prevention or intelligence operations, responding to intelligence in a reactive manner, and does not fully comprehend threat and risk, or how to minimise it. This is disappointing, as we expressed concern about the proactive capability of the force to effectively gather, respond and act on information that identifies patterns of unprofessional behaviour and corruption during our 2014 police integrity and corruption inspection.[26] This resulted in a recommendation for the force.

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[26] *Police Integrity and Corruption – Cleveland Police*, HMIC, 2014. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-integrity-corruption-force/

HMIC considers that the lack of resourcing and training within the CCU undermines its ability to intervene early to manage risks to the integrity of the force. There are several new staff in the unit and none had attended the College of Policing counter-corruption training course.

The PSD publishes the Independent Police Complaints Commission's Lessons Learned Bulletin and its own list of misconduct outcomes in a bi-monthly lessons learned bulletin. The force's bulletin contains sufficient detail to understand the consequences of actions and lessons learned with the intention of preventing misconduct.

Looking for, reporting and assessing intelligence on potential corruption

The force's CCU does not seek intelligence proactively, focusing instead on reactive intelligence development and investigation following reports of potential misconduct or corruption. In addition, the CCU does not conduct routine audits of force IT systems. It is our view that the CCU is insufficiently resourced both in terms of staff and monitoring software to provide a constant, consistent proactive capability.

In relation to reacting to reports of potential misconduct, the CCU is able to carry out full audits of computer systems to develop the intelligence it receives.

The CCU does not have its own dedicated analyst. It relies on support from a central pool and one detective constable within the unit provides most of the analysis. Consequently, the unit's iBase intelligence system [27] is not being fully used to record, assess or categorise intelligence to identify threats, risks and vulnerabilities. At the time of this inspection, the detective constable was on annual leave and the remaining staff were not familiar with the system. This indicates a lack of resilience within the unit.

Cleveland Police uses Crimestoppers[28] as a confidential reporting system for staff. Its internal confidential reporting facility is rarely used. Some staff told us they do not believe that the system is confidential, which may contribute to its under-use. Other staff suggested they would feel confident enough to contact PSD directly if they had concerns. The force has recently introduced a protected disclosure policy to support staff who report wrongdoing. We were given examples of staff being supported when they reported concerns.

The force conducts routine randomised substance testing for drugs and alcohol. The testing is managed on behalf of the CCU by North Yorkshire Police, approximately 200 tests are conducted per year. The CCU carries out 'with cause' drug testing in

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[27] A computer system that is used to collate intelligence

[28] Crimestoppers is an independent charity helping law enforcement to locate criminals and help solve crimes. It operates an anonymous 24/7 helpline that people can call to pass on information about crime; alternatively people can send information anonymously via the Crimestoppers website.

response to intelligence when appropriate. The force has the capability to conduct intelligence-led integrity testing.

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

In 2012 the Independent Police Complaints Commission (IPCC) and Association of Chief Police Officers (ACPO) published *The abuse of police powers to perpetrate sexual violence*.[29] This report states that "the abuse of police powers for purposes of sexual exploitation, or even violence, is something that fundamentally betrays the trust that communities and individuals place in the police. It therefore has a serious impact on the public's confidence in individual officers and the service in general." The report identified this behaviour as a form of serious corruption that forces should refer to the IPCC for consideration of how it should be investigated.

The *Code of Ethics*[30] – which sets out the standards of professional behaviour expected of all policing professionals – explicitly states that they must "not establish or pursue an improper sexual or emotional relationship with a person with whom [they] come into contact in the course of [their] work who may be vulnerable to an abuse of trust or power".

The most recent national counter-corruption assessment, in 2013, highlighted corruption for the purposes of sexual gratification as a major threat to law enforcement.[31] HMIC's 2015 report *Integrity matters*[32] identified police sexual misconduct as an area of great concern to the public. We share the public's disquiet and so we looked at this issue specifically as part of our 2016 inspection. Our work was given additional emphasis in May 2016 by a request from the Home Secretary

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

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

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

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

that we inspect forces' response to the issue of officers and staff developing inappropriate relationships with victims of domestic abuse and abusing their position of power to exploit victims.

Recognising abuse of authority for sexual gain as serious corruption

Cleveland Police recognises the abuse of authority for sexual gain as serious corruption and has highlighted this to the workforce. We were given examples of abuse of authority investigations that had been referred to the IPCC. We noted that the force's strategic corruption assessment does not contain reference to abuse of authority or inappropriate sexual conduct, but abuse of authority is identified in the force's corruption control strategy.

A relatively recent high profile case resulted in the imprisonment of a Cleveland police officer for sexual offences. The force conducted a review of its investigation under the supervision of the IPCC, and published a report of its findings[33]. As a result of the review, the investigators conducted a series of briefings with the workforce about lessons identified from this case. This learning has been incorporated into the Code of Ethics content provided at each training event, which includes ethical dilemmas. Almost all of the staff we spoke to recalled this briefing but most did not remember being given advice regarding warning signs to look out for among their colleagues (referred to as 'red flags' in the published report).

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

Cleveland Police CCU does not routinely seek intelligence from internal systems or external sources to identify potential abuse of authority for sexual gain. Staff within the protecting vulnerable people (PVP) teams who deal with vulnerable victims have been asked to report any concerns regarding how officers and staff treat vulnerable victims, but there does not appear to have been any significant attempt to identify staff who may be trawling force systems to identify potential victims.

When the CCU receives information about officers or staff who may be abusing their authority for sexual gain, a review of the information takes place and the force has a range of investigative options available to establish the facts. Many of the staff we spoke to (not just within the CCU) told us about Operation Bounce, an audit of workforce access to computer systems.

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[33] *Operation Lysander/Operation Hector – Cleveland Police Investigation into the Sexual Offending of Wayne Scott*, Cleveland Police, August 2015. Available from: www.cleveland.police.uk/downloads/REPORT_Redacted.pdf

Taking action to prevent abuse of authority for sexual gain

Cleveland Police has limited understanding of the scale of the problem within the force and its ability to take action to prevent it is hindered by the counter-corruption unit's limited capacity.

The force could do more to work with external agencies to encourage the reporting of concerns about the behaviour of officers and staff. Many of the officers and staff we spoke to had an awareness of the issue of abuse of authority for sexual gain but were not as clear about the warning signs to look for. None of the supervisors we spoke to had received any specific training on how to identify potential corruption.

The force has publicised the outcome of a recent case to clarify unacceptable behaviours and the consequences of this form of serious corruption, with the aim of preventing future occurrences.

Building public trust

The high profile case received media attention and a redacted copy of the investigation review was published in conjunction with a press briefing.

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

HMIC's 2014 literature review on police integrity and corruption emphasised the importance of collection and dissemination of information about misconduct to the public, on the basis that it shows police forces are taking the problem seriously, and detecting and punishing wrongdoing.[34] This information also forms the basis for deterring misconduct and enhancing integrity within police forces themselves. This year, HMIC looked at how well forces engage with the public online and through police officer misconduct hearings in public, and also more widely following high profile incidents with the potential to undermine public perceptions of police integrity. We also looked at how aware the workforce is of these outcomes.

Working with the public

Cleveland Police publishes outcomes from misconduct hearings on its public website, including occasions where officers have resigned prior to a hearing. Although there is no direct link from the home page of the website, the outcomes are easy to locate through a search for 'misconduct'. We were pleased to see that outcomes dating back to 2013 are available. However, the level of detail provided

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

has reduced since August 2015 and now includes only the details of the standards being breached and not the behaviour leading to the breach. Details of how to apply to attend a misconduct hearing are clearly displayed on the website.

Working with the workforce

Cleveland Police promotes lessons learned to its workforce to demonstrate expected standards of behaviour and the consequences of not adhering to them, through a variety of means. All the staff we spoke to were aware of the lessons learned. High-profile cases were circulated on the Lessons Learned Bulletin and a recent case had resulted in a specific briefing to the workforce. The cases described included an explanation of the consequences of the criminal behaviour or misconduct. Information is also circulated via all-staff emails and published either in the PSD newsletter or on the PSD web pages. The force acknowledges that the daily 'message to all' is not read by everyone. Some lessons are learned as a result of discussions at the people intelligence board as well as other sources such as IPCC bulletins and HMIC publications.

Summary of findings

 Requires improvement

Cleveland Police needs to improve the steps it takes to ensure its workforce behaves ethically and lawfully. The workforce is aware of the standards of behaviour expected of them and all the staff we spoke to had received some briefing or training regarding the Code of Ethics. The counter-corruption unit investigates reports of potential corruption but has limited resources to conduct any proactive intelligence gathering, and the recording and the force's assessment of intelligence is not comprehensive. The force publishes misconduct outcomes and provides information to its workforce about lessons from misconduct investigations. The force vets all new recruits, including volunteers and contractors. It is currently recruiting new staff and the retrospective vetting of existing staff is on hold.

Areas for improvement

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

- The force should review the capacity and capability of its counter-corruption unit, to ensure it can manage its work effectively.

- The force should improve the way corruption intelligence is assessed, graded and stored.

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

A workforce that feels it is treated fairly and with respect by its employers is more likely to identify with the organisation, and treat the public in a similarly fair and respectful way. Conversely, perceived unfairness within police organisations can have a detrimental effect on officer and staff attitudes and behaviours.[35] As such, this concept of 'organisational justice', and its potential impact on 'procedural justice' forms an important part of HMIC's assessment of police legitimacy. As there is no comparative data on how fairly officers and staff perceive forces to have treated them, we focused our assessment on how well forces identify these perceptions within their workforces and act on these findings. In particular, we looked at the extent to which organisational 'fairness' is reflected through the way individual performance is managed, and how 'organisational respect' is reflected through how forces provide for the wellbeing of their workforces, particularly through preventative and early action.

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

Research suggests that forces that involve officers and staff in decision-making processes, listen to their concerns, act on them, and are open about how and why decisions were reached, may improve workforce perceptions of fair and respectful treatment.[36] On this basis, HMIC assessed how well the force engages with its staff to identify and understand the issues that affect them, and how well it acts on these issues and demonstrates it has done so.

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[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

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

[36] *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015, page 11. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

Identifying and understanding the issues

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

Figure 3: Number of grievances raised by officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) that Cleveland Police finalised compared with England and Wales, in the 12 months to 31 March 2016
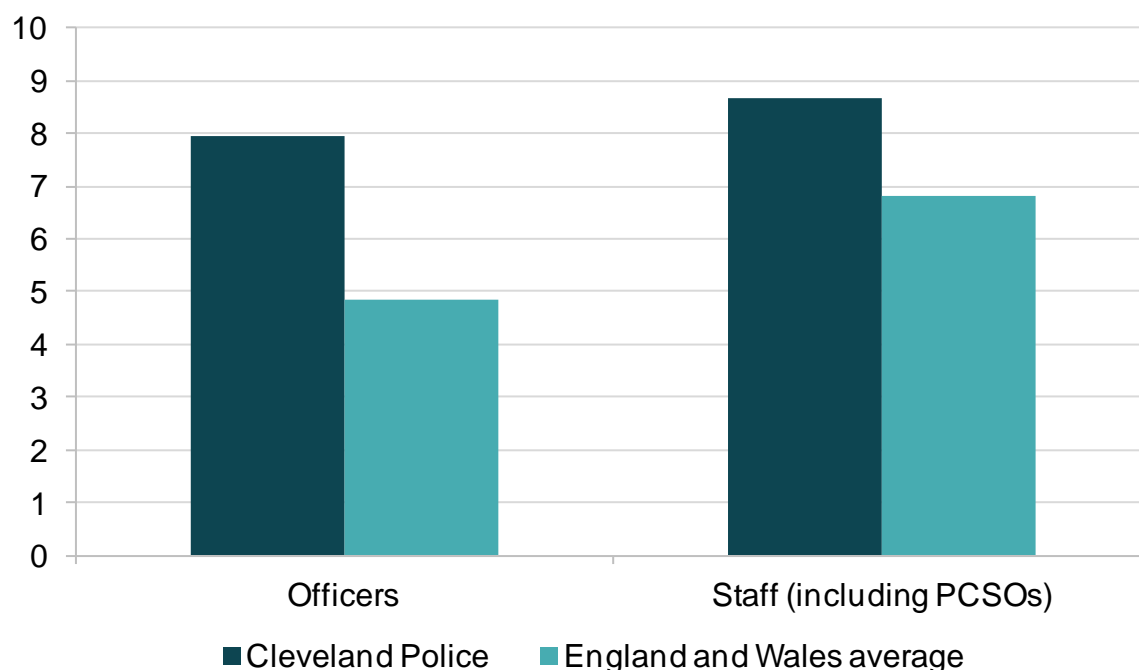
In the 12 months to 31 March 2016, Cleveland Police finalised 7.9 formal grievances raised by officers per 1,000 officers, which was broadly in line with the England and Wales average of 4.8 per 1,000 officers. During this period, the force finalised 8.7 formal grievances raised by staff per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 6.8 per 1,000 staff (including PCSOs).

Cleveland Police has created an open culture and welcomes feedback from its workforce. The force gained a good understanding of workforce perceptions through its workforce survey, which it informed us was completed by 38 percent of the workforce in December 2014 and reported in July 2015. It also conducted a further, smaller survey focusing on wellbeing. The full survey results have not been circulated, although the force sent a summary of the main themes to supervisors to communicate to the rest of the workforce. The force created work streams for the heads of relevant business areas to progress work in response to the survey

findings. Some staff we spoke to were not aware of the results of the survey or what steps the force was taking to address the issues raised. The force plans to re-run the survey later in 2016.

Other ways in which the force explores workforce perceptions are via the 'Ask the Executive' portal, which is available to everyone via an intranet page, the Crimestoppers confidential reporting line, exit interviews and feedback through the union and police federation, staff association, and staff networks.

The 'Everyone Matters' project team consulted with 400 members of the workforce to gather ideas and feedback on changes to employee-related policies and to design training programmes to improve the way the workforce treats each other and the public.

Cleveland Police has recently reviewed and re-launched its grievance procedure and took advice from the Advisory, Conciliation and Arbitration Service (ACAS), which has recently worked with the force to review a number of personnel-related policies and help provide training for the workforce. Grievances and feedback from exit interviews are discussed at the people intelligence board.

Making improvements and demonstrating effectiveness

We were given an example of the force taking action in response to exit interviews and other feedback from staff, who said that the high rate of people leaving the special constabulary was a result of the strict training regime. The force listened to these concerns and adopted a more pragmatic approach to training special constables, maintaining the standard of training without the intensity. As a result, the number of special constables leaving has reduced, and the number attaining independent patrol status has increased.

The 'Everyone Matters' project team is developing a four-year plan based on the themes of serving communities and supporting the workforce. Some policies have been revised or are currently being consulted on, for example the bullying and harassment policy. Training programmes targeting treatment are also provided, for example, 'words that hurt', which aims to raise awareness of words that may cause offence.

An example of action taken as a result of the staff survey findings is the force's new process for promotions, which staff told us is now more transparent. Another example is the review of shift patterns that was undertaken following concerns about the impact of the previous pattern on staff. Staff were consulted on the proposed shifts and were able to provide their own alternative shift pattern, which was accepted by the force. Many of the staff we spoke to said it was an improvement on the previous shift pattern.

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

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

Understanding and valuing the benefits

HMIC's 2015 legitimacy[37] inspection found that Cleveland officers and staff did not feel valued, and that the force's management of demand was having a negative impact on their wellbeing. Staff described being 'run ragged', 'exhausted', and 'hitting crisis point'. In this inspection we found that staff felt recent shift changes had been made in response to these demands, and that the changes were having a positive impact on their wellbeing.

The force now has governance structures and plans in place to improve the wellbeing of its workforce, and has assessed itself against Public Health England's workforce wellbeing framework, which reflects its recognition of the benefits of workforce wellbeing. The force is working towards national accreditation for its wellbeing provision. However, its wellbeing board only met for the first time in June 2016, which appears to be slow progress since our 2015 inspection, in which we identified concerns with the force's wellbeing provision.

Identifying and understanding the workforce's wellbeing needs

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

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[37] *PEEL: Police legitimacy 2015 – An inspection of Cleveland Police*, HMIC, 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015-cleveland/

Figure 4: Number of rest days in lieu outstanding per officer or police community support officer (PCSO) and the percentage of officers or PCSOs with more than 10 rest days in lieu owed to them in Cleveland Police compared with England and Wales, as at 31 March 2016
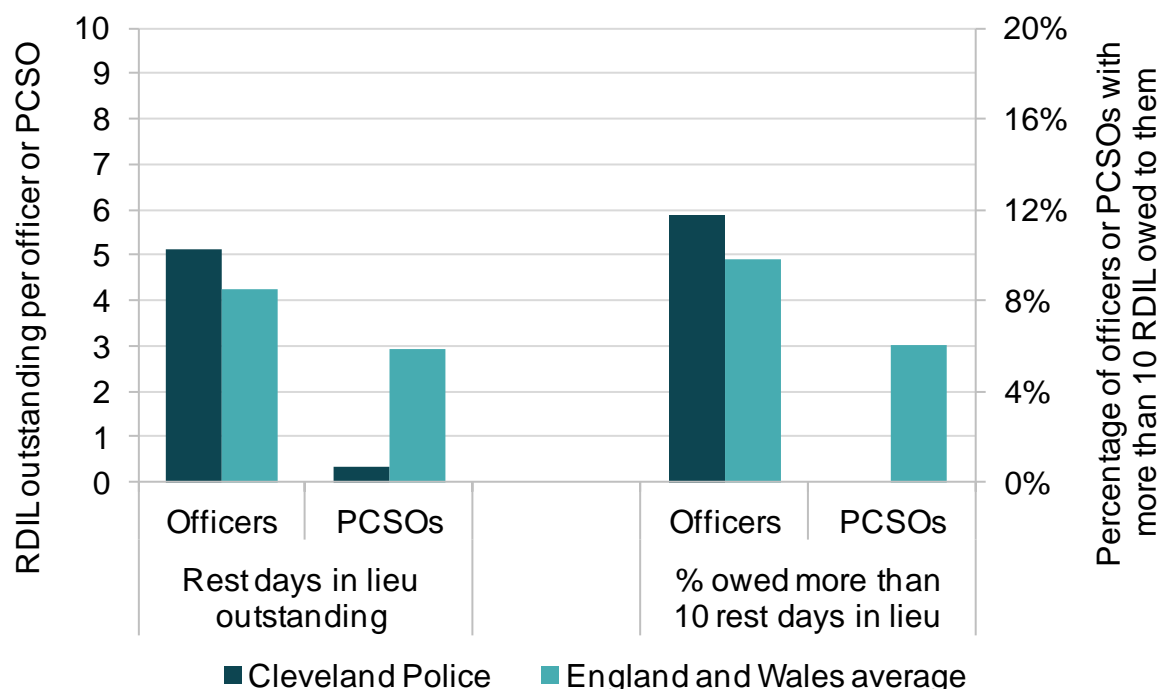
Source: HMIC Legitimacy data collection
Note: For some police forces data about the number of rest days in lieu outstanding are estimated from data on hours owed. For further information about the data in figure 4 please see annex A.

As at 31 March 2016, there were 5.1 rest days in lieu outstanding per officer in Cleveland Police, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 0.3 rest days in lieu outstanding per PCSO in the force, which was lower than the England and Wales average of 2.9 days per PCSO. As at 31 March 2016, 11.8 percent of officers in Cleveland Police had more than 10 rest days in lieu owed to them, which was broadly in line with the England and Wales average of 9.8 percent. As at 31 March 2016, no PCSOs in Cleveland Police had more than 10 rest days in lieu owed to them. The England and Wales average was 6.0 percent of PCSOs. The data on PCSOs did not allow a comparison with the average.

The force has a good understanding of the wellbeing needs of its workforce following the staff survey in 2015 and the smaller-scale online survey focusing specifically on wellbeing. The force has recognised the higher levels of stress and mental health issues among its workforce.

Wellbeing has been covered as a subject area at supervisors' briefing days, with specific contributions from the mental health charity MIND on identifying signs of concern, to help so that supervisors identify issues early.

The force's assessment of its position against Public Health England's workforce wellbeing framework has identified areas for improvement that will be taken forward in individual business areas. It is too early to assess the effect of this work.

The force has a people intelligence board (PIB) where identified wellbeing issues are discussed, including reviewing sickness and attendance information, to identify patterns and trends.

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

Figure 5: Percentage of officers, police community support officers and staff on long-term and short/medium-term sick leave in Cleveland Police compared with England and Wales, as at 31 March 2016
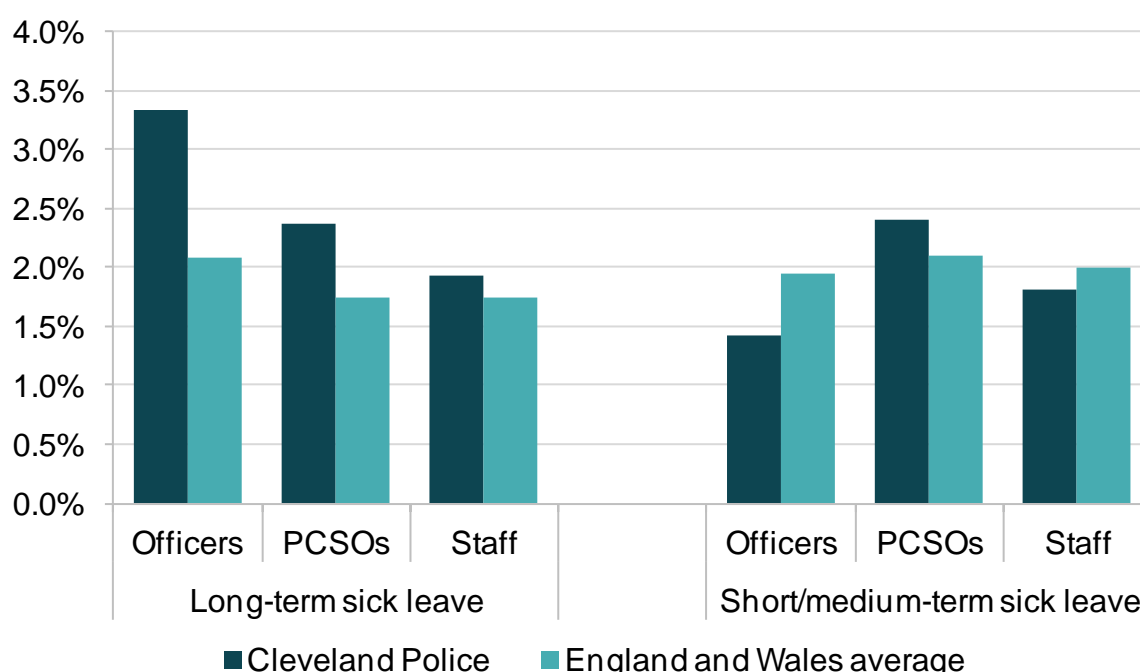
Source: Home Office Annual Data Requirement
Note: Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. For further information about the data in figure 5 please see annex A.

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

- 3.3 percent of officers were on long-term sick leave, which is higher than the England and Wales average of 2.1 percent.

- 1.4 percent of officers were on short or medium-term sick leave, which is lower than the England and Wales average of 2.0 percent.

- 2.4 percent of PCSOs were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.

- 2.4 percent of PCSOs were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.

- 1.9 percent of staff were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.

- 1.8 percent of staff were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.0 percent.

Taking preventative and early action to improve workforce wellbeing

The force has taken steps to raise awareness among staff of the greatest risks to workforce wellbeing. It has introduced a programme of wellbeing-related activities including information about mental health, smoking and debt management. Counselling services are available to staff through contracted services and supervisors' briefing days, which include information from the mental health charity MIND on how to take early action in response to signs of concern.

Specific roles, for example within the protecting vulnerable people team, have been identified as requiring extra monitoring and wellbeing support due to the potentially traumatic nature of their work. These staff are offered an annual psychological assessment and have attended a wellbeing event at a police treatment centre.

The use of attendance support meetings, designed to support staff when they return to work after an extended period of illness, has increased following the supervisor briefing days. Several staff we spoke to told us the meetings are now focused on supporting individuals returning to work rather than focusing on disciplinary issues.

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

College of Policing research on organisational justice suggests that lack of promotion opportunities and not dealing with poor performance may adversely affect workforce perceptions of fairness, which in turn may lead to negative attitudes and behaviours in the workplace.[38] HMIC assessed how fairly and effectively the force manages the individual performance of its officers and staff, including the extent to which the process aligns with guidance produced by the College of Policing.[39]

The performance assessment process

The force is not able to demonstrate whether its individual performance assessment process is effective. Cleveland Police has a performance development review (PDR) process which is supposed to be completed by all staff on the anniversary of the day they joined the force. Performance assessments are made against the competencies in the policing professional framework.

HMIC found that the current system has yet to be fully adopted across the force, and that there is variance in relation to the frequency and quality of reviews.

The results of performance assessment

The force's lack of consistency in its use of PDRs means that it is not able to assess the results of its performance assessments across its workforce. PDRs are dip sampled by human resources staff, but we were told by supervisors that the PDRs are not selected randomly and it is possible to provide a PDR that they already know is of the required standard.

The force does not have an established continuous development or talent management process linked to the performance assessment process. Individual development is more closely linked to the motivation and enthusiasm of individual supervisors than to the performance assessment process.

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[38] *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

[39] College of Policing guidance on the police performance development review process is available at:
www.college.police.uk/What-we-do/Support/Reviewing-performance/Pages/PDR.aspx

Summary of findings

Requires improvement

Cleveland Police has sought the views of the workforce in relation to their perception of fair and respectful treatment but it could do more to tell the workforce it has taken action to address issues raised. We found examples of initial steps taken to improve the workplace, such as the 'Everyone Matters' project. This project is in its infancy and its effectiveness is yet to be established.

The force has recognised the importance of wellbeing, particularly psychological wellbeing. It is just beginning a self-assessment process to gain national accreditation for its wellbeing provision. Supervisors have received training from the mental health charity MIND to identify areas of concern among their staff.

The workforce performance assessment process has recently changed as a result of a poor completion rate across the force. There is no formal oversight of the process and the force cannot be sure that assessments are fair and effective.

Area for improvement

- The force should improve how it manages individual performance.

Next steps

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

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

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

Annex A – About the data

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

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

Methodology

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

Comparisons with England and Wales average figures

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

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

Statistical significance

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

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

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

Population

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

Force in numbers

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

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

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

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

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

Figures throughout the report

Figure 1: Percentage of victims satisfied with overall treatment compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016

Forces are required by the Home Office to conduct satisfaction surveys with specific victim groups. Victim satisfaction surveys are structured around core questions exploring satisfaction with police responses across four stages of interactions: initial contact, actions, follow up, treatment plus the whole experience. The data in figure 1 use the results to the question on treatment, which specifically asks "Are you satisfied, dissatisfied or neither, with the way you were treated by the police officer and staff who dealt with you?"

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

Figure 2: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) compared with England and Wales, in the 12 months to 31 March 2016

The Independent Police Complaints Commission (IPCC) defines a complaint for the purposes of recording as "an expression of dissatisfaction by a member of the public with the service they have received from a police force. It may be about the conduct of one or more persons serving with the police and/or about the direction and control of a police force". A police complaint can be about more than one officer or member of staff and can refer to one or more allegations.[40]

Data used in figure 2 are data extracted from the Centurion case recording and management system for Police Professional Standards data. We were able to collect the majority of this data through an automated database query, written for us by the creators of the software, Centurion (FIS Ltd). Forces ran this query on their systems and returned the outputs to us. This system is used in 41 of the 43 forces inspected. In order to collect the appropriate data from the two forces not using Centurion (Greater Manchester Police and Lancashire Constabulary), they were provided with a bespoke data collection template designed to correspond to information extracted from the Centurion database.

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

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

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

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

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

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

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

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