



Promoting improvements
in policing to make
everyone safer

PEEL: Police legitimacy 2016

An inspection of Devon and Cornwall Police



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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.

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%20FINAL_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 Devon and Cornwall Police.

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

Force in numbers



Workforce

Total workforce as of 31 March 2016

4,943

Total workforce breakdown as of 31 March 2016



Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

1.1%



Percentage of BAME in local population, 2011 Census

2.5%



Gender diversity

Percentage of females in overall workforce 31 March 2016

Devon and Cornwall Police
39%

England and Wales population, 2011 Census
51%

Percentage of females by role 31 March 2016





Public complaints

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

Officers

Devon and Cornwall Police

354

England and Wales force average

268

Staff (including PCSOs)

108

61



Grievances

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

Officers

Devon and Cornwall Police

2.7

England and Wales force average

4.8

Staff (including PCSOs)

12.6

6.8



Victim satisfaction

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

Devon and Cornwall Police

95.1%

England and Wales force average

93.4%

The data for finalised grievances for Devon and Cornwall Police were not processed fully by HMIC until late in the publication process so have not been included in the England and Wales average.

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 judgment³



Good

Devon and Cornwall Police has been assessed as good in respect of the legitimacy with which it keeps people safe and reduces crime. Our findings this year are consistent with last year's findings, in which we judged the force to be good in respect of legitimacy.

The workforce has a good understanding of the importance of treating people with fairness and respect, and makes improvements where concerns are identified. It could do more to seek feedback from those with less trust and confidence in the police. The force needs to improve the way it identifies and intervenes early to reduce risks to its integrity, particularly through analysis, vetting and auditing. The force is good at identifying and responding to workforce concerns and supporting workforce wellbeing, but needs to improve perceptions of the fairness and effectiveness of individual performance management.

Overall summary

The importance of treating people with fairness and respect is reflected well in Devon and Cornwall Police's mission statement. The force uses different methods to engage with the public and gather information about the origins of negative and positive perceptions of the police. It provides feedback on lessons learned to its workforce and promotes understanding.

The force's performance assessment system is mature and survey work has helped it gain a thorough understanding of the communities it serves; its high levels of public satisfaction confirm it is strongly committed to improving how it treats all the people it serves. The force vets new officers, staff and volunteers in an appropriate way; however HMIC found that 326 individuals had no current vetting in place. It is also unclear what effect its vetting process is having on its recruitment of a diverse workforce.

The force effectively clarifies and reinforces acceptable and unacceptable standards of behaviour. It engages with the public and its workforce about the outcomes of misconduct and corruption cases.

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

The force must ensure it has a clear grasp of areas of known risk, and that it consistently identifies and tackles emerging misconduct threats. The force sees the abuse of authority for sexual gain as serious corruption. It publishes the outcomes of misconduct cases internally and externally.

Positively, elements of the force's approach are outstanding. The force takes wellbeing seriously and acts positively to identify and understand the workforce's wellbeing needs. We found good evidence of the force addressing the cultural impact of changes in advance of making these changes, to help secure emotional engagement from the workforce.

The workforce's views of the purpose and value of performance appraisal system are mixed. Devon and Cornwall Police's alliance with Dorset Police offers greater opportunities to ensure workforce appraisal systems are used consistently, effectively and fairly.

Recommendations

There are no recommendations for the force from this inspection.

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 anti-corruption unit (ACU) to ensure the unit can manage its work effectively.
- The force should improve its process for carrying out regular audits of integrity-related registers, as per HMIC's previous recommendations.
- Annually, the force should produce a local counter-corruption strategic assessment and control strategy, to identify risks to the force's integrity.
- The force should improve how it communicates the action it has taken in response to issues identified by the workforce.
- 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 understood by the workforce.

Organisational values

The importance of treating people with fairness and respect is reflected clearly in Devon and Cornwall Police’s mission statement. It contains explicit references to the Code of Ethics and the force’s well-established standards of behaviour. Work to ensure that the code was understood by everyone and a routine part of everyday practice was led by the force’s professional standards department (PSD) in its initial stages. Reinforcement of values now takes place in a variety of ways including by regular reference to the code by the force’s senior leadership team (known as ‘the

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.*

executive'). The force also used a 'pulse survey' in May 2015 to gauge consistency in understanding across its workforce. It acted on the results by adapting how it communicates with officers and staff.

In HMIC's 2015 legitimacy inspection,⁶ we commented favourably on the force's work to develop and maintain an ethical culture. This work continues, including the regular references to the code by the senior leadership team which provides clarity for the workforce; HMIC also acknowledges the positive steps taken by the force over the longer-term to promote high standards of conduct.

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

Devon and Cornwall Police uses a variety of methods to engage with the public, to identify the issues that affect perceptions of fair and respectful treatment. Extensive use is made of social media, including a 'Have Your Say' campaign to obtain feedback. The public is also able to submit feedback, including complaints, using the force's website.

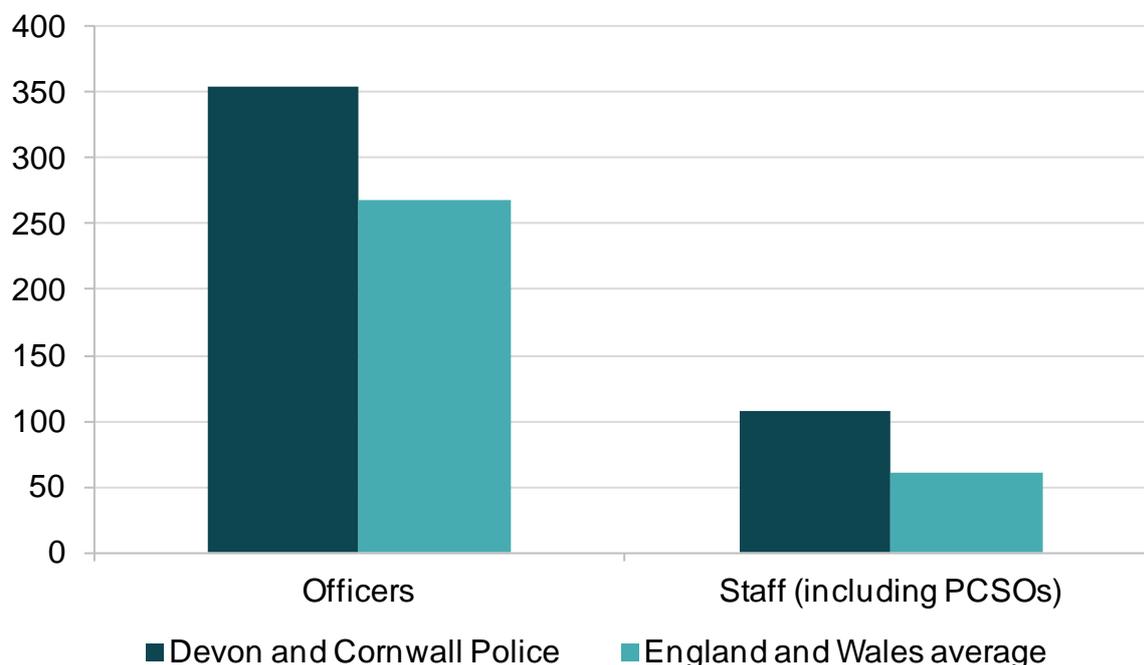
Although we learned about the steps the force takes to engage widely with the public, particularly through its neighbourhood policing teams, its activities aim to identify local priorities; its work to seek and address specific concerns about fair and respectful treatment is more limited.

Identifying and understanding the issues

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.

⁶ *PEEL: Police legitimacy 2015 – An inspection of Devon and Cornwall Police*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015-devon-and-cornwall/

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) in Devon and Cornwall 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 1 please see annex A

In the 12 months to 31 March 2016, Devon and Cornwall Police recorded 354 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 108 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).

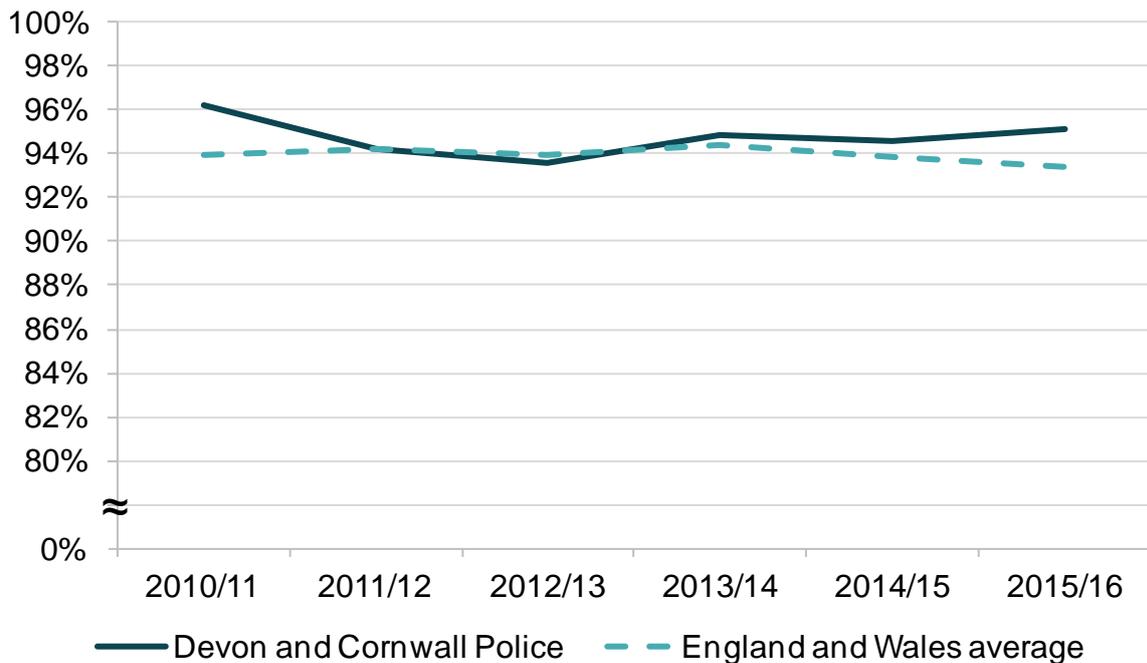
The most recent Independent Police Complaints Commission (IPCC) data from forces show that, for April, May and June 2016, the types of complaint most frequently recorded by Devon and Cornwall police are ‘other neglect or failure in duty’ and ‘incivility, impoliteness and intolerance’.⁷ It is important to note, however, an issue identified during our 2014 police integrity and corruption inspection;⁸ 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.

⁷ Independent Police Complaints Commission data are available at: www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data

⁸ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

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.

Figure 2: Percentage of victims satisfied with overall treatment by Devon and Cornwall Police compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016



Source: Home Office Annual Data Requirement
For further information about the data in figure 2 please see annex A

In the 12 months to 31 March 2016, 95.1 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Devon and Cornwall Police, which was higher than the England and Wales average of 93.4 percent; and higher than the 94.6 percent who were satisfied with the overall treatment that the force provided in the 12 months to 31 March 2015; this is not a statistically significant difference.

The force uses information about the origins of negative and positive perceptions of the police to determine what changes it must make to policies, systems and practices. Data about complaints are reviewed at the force's chief officer group (COG) meetings. Information is also jointly reviewed by the PSD and force communications team to identify and respond to issues affecting public confidence.

The force provides feedback on lessons learned to its workforce and employs a number of different methods to promote understanding and reinforce messages about values and standards. Examples included: training to help officers and staff communicate with people who may suffer from mental health conditions; the use of

informative 'screen savers'; and informal sessions led by supervisors. The force has also worked with domestic abuse charity Women's Aid to identify and understand gaps in its domestic abuse training. As a consequence, Women's Aid has agreed to participate in the force training programme during 2016.

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

Devon and Cornwall Police has held workshops with service providers to establish the reasons why people do not report serious, sensitive crimes to the police. Several factors were identified: accessibility (who to contact and how); processes (the police were seen as wanting convictions and not putting the victim first); victim confidence (in reporting crime in the first place) and resources (having enough officers and staff to deal effectively with reports of crime).

Domestic abuse surveys, complemented by work with both Exeter Pride (a festival celebrating Devon's LGBT+ communities⁹ and Exeter Respect (an anti-racism festival), have been carried out to establish the nature of concerns that exist among people who suffer from certain types of crime.

HMIC considers Devon and Cornwall Police's performance management system to be mature, with a good balance between qualitative and quantitative information. We also noted that the system is being refined to include feedback from those who might have less trust and confidence in the police or who might be reticent about approaching the force, with service providers acting as a conduit for this information. As mentioned above, the force has responded to feedback by making changes to its training programme. We found that the force has the ability to recognise where its gaps in its service provision are and takes steps to identify the underlying reasons for them.

⁹ The term LGBT+ covers all types of gender and sexual orientation.

In August 2014, following HMIC's 2013 inspection on the effective and fair use of stop and search powers,¹⁰ the Home Office published guidance to police forces on how to implement the Best Use of Stop and Search (BUSS) scheme.¹¹ 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 inspection¹² 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.

Demonstrating effectiveness

Devon and Cornwall Police uses an approach of 'you said, we did' to tell the public about the action it takes in response to feedback or complaints and also produces a monthly newsletter called 'Communicate' that it publishes externally. It has used feedback to inform recent publicity campaigns about sexual and domestic abuse. Survey work has helped it gain a thorough understanding of the communities it serves.

Devon and Cornwall Police has formed an alliance with Dorset Police which involves a formal agreement to collaborate and share certain services. The force is looking at methods of engagement used by its alliance partner, to see how it may learn and improve.

¹⁰ *Stop and Search Powers – are the police using them effectively and fairly?* HMIC, July 2013. Available from: www.justiceinspectorates.gov.uk/hmic/media/stop-and-search-powers-20130709.pdf

¹¹ 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

¹² *PEEL: Police legitimacy 2015 – A national overview*, HMIC, February 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/stop-and-search-powers-20130709/

Summary of findings



Good

The importance of treating people with fairness and respect is reflected well in Devon and Cornwall Police's mission statement. The force uses different methods to engage with the public and gather information about the origins of negative and positive perceptions of the police to determine what changes it must make to policies, systems and practices. The force could do more to consistently seek feedback about perceptions of fair and respectful treatment, though it does provide feedback on lessons learned to its workforce and promotes understanding of how to treat people fairly and respectfully. It also uses a variety of data during its performance review process, giving particular attention to areas of vulnerability such as domestic and sexual abuse, and survey work has helped it gain a thorough understanding of the communities it serves. Devon and Cornwall Police's performance management process is being refined to include feedback from those who might have less trust and confidence in the police.

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.¹³ 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.¹⁴

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.¹⁵ 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.

¹³ *Integrity matters*, HMIC, January 2015. Available from:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

¹⁴ *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

¹⁵ *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

The force vets new officers, staff and volunteers in an appropriate way; however HMIC identified that 326 members of Devon and Cornwall Police's workforce were not vetted to the existing national police vetting policy¹⁶ standards. We found there was no clear plan to address this other than by waiting for individuals to change roles or leave the force. It was also unclear how the force determines whether vetting decisions relating to individuals with protected characteristics are appropriate or not; however HMIC understands that there is a process available to people who wish to appeal vetting outcomes.

The force should benefit from its 'alliance' arrangement with Dorset Police when their respective vetting teams merge into one unit. This is planned to reduce costs, give access to a single joint IT system and support consistency in day-to-day working practices across both forces. Nevertheless, Devon and Cornwall Police needs to be clear about the degree of risk presented by individuals without current, up-to-date vetting, and how it plans to address the situation in the new combined arrangements. The force also needs to ensure it reviews its vetting process to understand whether it is adversely affecting diversity in recruitment.

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

The force effectively clarifies and reinforces acceptable and unacceptable standards of behaviour. HMIC found that staff possess a clear understanding of the Code of Ethics. They were able to recall videos they had seen on the force's intranet, giving examples of different ethical dilemmas; these had served to stimulate debate and were commented on positively. The force uses a number of other mechanisms to reinforce standards, such as the head of the professional standards department (PSD) making presentations, and clarifying and reinforcing standards, including to officers and staff who are undergoing initial training. Supervisors stated they had participated in 'ethical leader days'. The force uses a consultancy service to examine officers' motivation for joining and in so doing, reinforces their personal values and commitment.

¹⁶ ACPO / ACPOS National Vetting Policy for the Police Community, Association of Chief Police Officers, 2012. Available from: [www.northants.police.uk/files/documents/Freedom Of Information/ac^ACPO National Vetting Policy.pdf](http://www.northants.police.uk/files/documents/Freedom%20Of%20Information/ac^ACPO%20National%20Vetting%20Policy.pdf)

ACPO is now the National Police Chiefs' Council.

The force has an established ethics committee. Chaired by the head of the legal department, it is made up of a mix of ranks and grades, and independent members. It allows anyone in the organisation to raise issues of an ethical nature for discussion by the committee.

The force engages with the public and its workforce about the outcomes of misconduct and corruption cases. It publicises the outcomes of cases involving gross misconduct of staff and officers to the workforce and to the public. In this way it demonstrates to the public that it deals robustly with serious misbehaviour and provides a measure of internal reinforcement of the standards it expects of its workforce.

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.¹⁷ 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

Devon and Cornwall Police takes some steps to understand and identify risks to the integrity of its workforce. However the force's strategic assessment of corruption risks is out of date and needs to be revised in order to be fit for purpose. The current strategy was completed in July 2013 and the main corruption risks identified in it do not appear to be current. The force should therefore undertake a new assessment, in conjunction with its alliance partner, and ensure that it has sufficient capability to

¹⁷ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

respond to the risks it identifies. Thereafter, the force should also devise and implement a control strategy to ensure that the strategy is effectively managed.

HMIC found that officers and staff were aware of the obligation on them to report business interests and involvement with notifiable associations. We also noted that the force carries out drug testing of its workforce. The force stated that during 2015, 312 tests were performed. It was apparent to our inspectors that the two alliance forces were taking positive steps towards greater consistency in their approach to integrity risks. For example, they are developing an alliance-wide 'relationships at work' policy to specify how both forces will respond to issues arising from workplace relationships.

In our 2014 report on police integrity and corruption, HMIC recommended that Devon and Cornwall Police should carry out regular audits of integrity-related registers. The force told us that it now undertakes such audit work. However, we found insufficient evidence that the recommendation had been addressed, as the anti-corruption unit's (ACU) capability to perform the audits and subsequent assessments were unclear.

The force has improvements to make in its general approach to counter corruption. We acknowledge that Devon and Cornwall Police and Dorset Police are working towards merging their professional standards function over the coming 18 months under their alliance arrangements. However, it is essential that, in order to provide a focused and intelligence-led approach to counter-corruption activity, a joint assessment of corruption risks takes place and effective arrangements are put in place to mitigate identified areas of vulnerability.

Intervening early to manage risks to integrity

The force has limited processes and governance arrangements to intervene early and is inconsistent in its approach to tackling corruption risks. Its strategic corruption assessment is three years old. The force identified in that assessment that the unauthorised disclosure of information and misuse of its systems were particular risks. It was therefore disappointing to note that almost three years after that assessment was performed, the force is yet to complete a procurement process to improve its capability to monitor and audit its systems. While HMIC recognises that the force's anti-corruption unit has the capability to respond to specific threats, our evidence from this inspection indicates that its capacity, particularly to intervene early, is limited.

Looking for, reporting and assessing intelligence on potential corruption

The PSD operates a daily tasking process where information from different internal sources is assessed to establish any corruption issues which warrant action. Currently this information includes communications data, though the force is also increasing its ability to monitor wider systems. Each fortnight, the ACU holds a tasking meeting where the most serious and sensitive cases are reviewed. HMIC

was told that expenses claims are also monitored in conjunction with the office of the police and crime commissioner (OPCC) and an auditor.

The ACU has engaged with the workforce to encourage intelligence referrals. The force has reporting systems in place, but recognises that it needs to improve them as they are not independent. The force has purchased a confidential reporting system (called 'Bad apple' and widely used by other police forces) that is likely to improve the ease with which the workforce can report, and as a result help identify, corruption at an early stage.

HMIC found that the PSD is largely reactive in the way it operates, in part as a result of a lack of capacity. The force must ensure it has a clear, up-to-date grasp of areas of risk that are known about, and that it consistently takes action to identify and tackle emerging misconduct threats. To achieve this, the force should perform a formal assessment of corruption risks in line with the National Crime Agency codes of practice. That strategy should then determine the steps it will take, in conjunction with its alliance partner, proactively to mitigate the threat of corrupt behaviour over the longer-term.

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*.¹⁸ 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 its consideration of how it should be investigated.

The Code of Ethics¹⁹, 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".

¹⁸ *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

¹⁹ 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

The most recent national counter corruption assessment, in 2013, highlighted corruption for the purposes of sexual gratification as a major threat to law enforcement.²⁰ HMIC's 2015 report *Integrity matters*²¹ 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 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

HMIC found evidence that the force sees the abuse of authority for sexual gain as serious corruption and that this is understood by the workforce. The force has engaged with its workforce to ensure officers and staff are aware of how severely sexual misconduct is viewed, due to the damaging effects it has on both victims and the force's reputation. The force refers such cases to the Independent Police Complaint Commission (IPCC). It is also involved with other south-west regional forces in work to address sexually predatory behaviour.

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

Devon and Cornwall Police is engaging with a variety of potential sources of information about predatory behaviour, including organisations that provide services to vulnerable people; however the force's activity is focused currently on improving its quality of service. The force should consider how this approach also presents opportunities to identify suspicious behaviour by its officers and staff.

Taking action to prevent abuse of authority for sexual gain

HMIC was told that the introduction of a sexual predator risk matrix (PRISM), which is used by other forces in the south west region, is supporting the PSD to identify officers and staff of concern and give the force a sense of the scale of the problem.

Devon and Cornwall Police does engage with vulnerable groups to establish how they feel that the force treats them. This information is included in its performance review process. This type of engagement also offers Devon and Cornwall Police

²⁰ 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.

²¹ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

opportunities to identify and target predatory behaviour by its officers and staff, but there was no evidence that this is currently the case.

Building public trust

The force publishes the outcomes of misconduct cases internally and externally. In one high profile case, a police community support officer targeted women for sexual gain. As a result he was imprisoned and dismissed from the force. The internal publicity generated by the case helped reinforce the unacceptable nature of the conduct to the workforce. Although only misconduct hearings for officers are held in public, the force places details of cases involving staff in the public domain through its internet site. It updates the College of Policing about the outcomes of upheld cases, for inclusion on the national register of disapproved officers. HMIC did not, however, find evidence of wider steps taken by the force to rebuild public trust in communities or with groups particularly affected by high profile cases.

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.²² 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

Although our inspection indicated that Devon and Cornwall Police acknowledges the damaging effects that misconduct and corruption cases have on public trust and confidence, we did not find evidence of the force working closely with the public following the outcomes of cases. Positively, the force publishes the outcomes of cases in an accessible way which includes the use of social media and HMIC noted that the force has held misconduct hearings in public. The force does publish details of gifts and hospitality through its website, but this does not take place on a regular basis; at the time of HMIC's inspection, the most recently published information related to 2015.

²² *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Working with the workforce

The force engages with its workforce about the outcomes of misconduct and corruption cases. Senior officers engage directly with officers and staff to reinforce messages about expected standards and values in the aftermath of cases. The outcomes of cases are published internally and in detail, to help the workforce understand why they result in particular outcomes; the force's corporate communications department told HMIC that misconduct cases are the most read articles on its internal bulletins.

Summary of findings



Requires improvement

The force vets new officers, staff and volunteers in an appropriate way; however the force has identified that 326 individuals have no current vetting in place. We found that there was no clear plan in place to reduce this number. The force's strategic assessment in relation to counter-corruption is out of date and it has not responded to all of the recommendations set out within the 2014 HMIC police integrity and corruption inspection report.

The force effectively clarifies and reinforces acceptable and unacceptable standards of behaviour. It engages with the public and its workforce about the outcomes of misconduct and corruption cases and takes steps to understand and identify risks to the integrity of its workforce. The PSD operates a tasking process each day where information from different sources is assessed to establish whether there are any emerging corruption issues.

The force does also see the abuse of authority for sexual gain as serious corruption. It has engaged with its workforce to ensure officers and staff are aware of how severely sexual misconduct is viewed. Wider engagement with vulnerable groups offers greater opportunities to identify and target predatory behaviour. The force publishes the outcomes of misconduct cases internally and externally and it ensures that the national register of disapproved officers is updated.

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 anti-corruption unit (ACU) to ensure the unit can manage its work effectively.
- The force should improve its process for carrying out regular audits of integrity-related registers, as per HMIC's previous recommendations.
- Annually, the force should produce a local counter-corruption strategic assessment and control strategy, to identify risks to the force's integrity.

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.²³ 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.²⁴ 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.

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.

²³ *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: 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

²⁴ *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%20FINAL_REPORT.pdf

HMIC found it difficult to establish the number of grievances handled by the force during the inspection. Subsequently, we found information that 33 grievances were raised in the 12 months to 31 March 2016. Of these, 8 grievances originated from police officers and 25 from police staff. Many of the 25 staff grievances involved a job evaluation process in which the grades of staff were reassessed. We were also unclear about the process used by the force to proactively monitor its grievance process, including how effective and fair it is.

For the 12 month to 31 March 2016 the England and Wales average was 4.8 grievances raised by officers per 1,000 officers and 6.8 raised by staff per 1,000 staff (including PCSOs).

The force has used a range of methods to identify the areas that have the greatest effect on workforce perceptions of fair and respectful treatment. The force informed HMIC that the last all-workforce survey took place in September 2015 and achieved a completion rate of 27 percent, against an average figure for England and Wales of 40 percent. To provide an additional method by which the workforce can offer or seek feedback, the force uses an intranet-based discussion forum called 'rumour mill' to increase its knowledge of the workforce's views. Officers and staff are encouraged to share their thoughts or seek clarification of any rumours that are in circulation. This approach appears to be successful as there is a good level of employee engagement with this forum and the force's executive members are therefore able to keep themselves up to date with issues that concern the workforce. The force complements use of 'rumour mill' with periodic 'pulse' surveys that ask brief questions about different topics such as the workforce's understanding of the Code of Ethics.

Making improvements and demonstrating effectiveness

The force recognises it needs to ensure that its workforce is updated about the action it takes in response to issues that are raised. We found limited evidence of feedback to the workforce following staff surveys. The force does not have a co-ordinated process to inform staff what has and will change as a result of analysing the views from the annual staff survey. HMIC notes that a number of other forces who have provided this feedback have seen the completion rate of staff surveys increase as a result. However HMIC found some good examples of positive responses to staff concerns in relation to well-being issues, including the installation of water coolers across the force and equipping gymnasiums for officer and staff use.

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

The force demonstrates that it has a comprehensive understanding of, and values the benefits of, workforce wellbeing. The force's commitment to staff is outlined in its 'Workforce Wellbeing Charter'. The force's chief officer team shows an authentic commitment to the improvement of wellbeing. The force has devised a wellbeing strategy and has a force medical officer who supports the introduction of wellbeing initiatives. A 'health and wellbeing delivery group' reports on progress to the force's executive board.

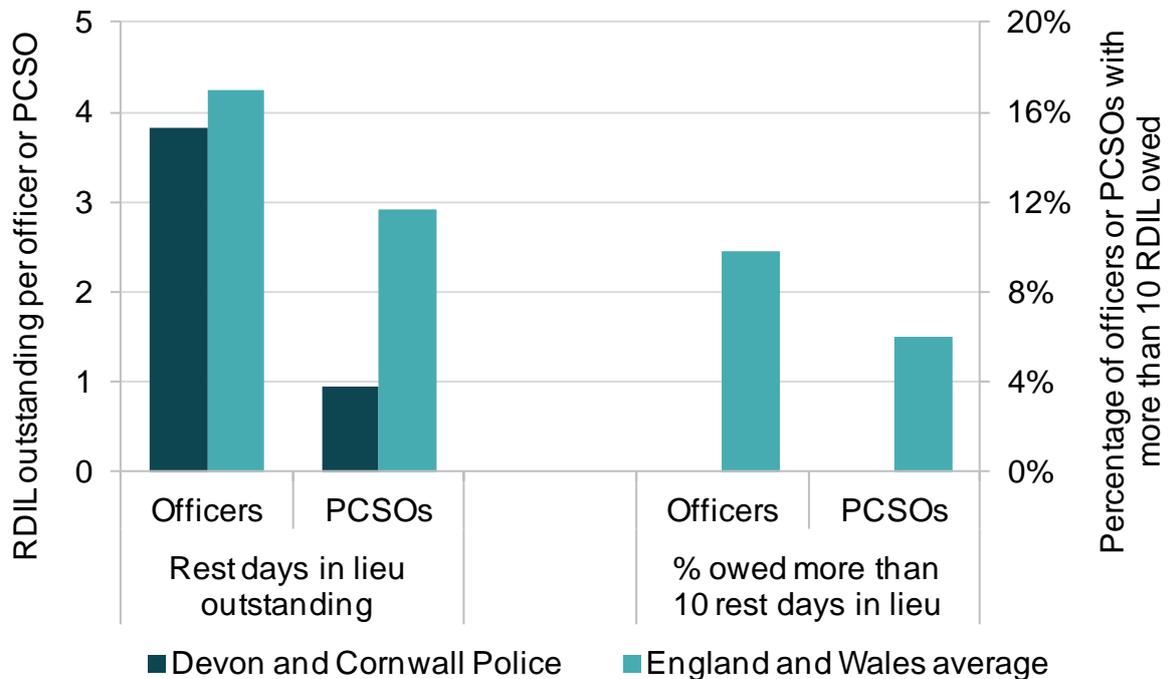
The strategy includes a range of initiatives in which mental health and personal resilience are prominent themes. Initiatives include: a health promotion project called 'Activate 20/20' that supports physical activity, nutrition and sleep quality; 27 gyms accessible to the workforce; an intranet 'wellness zone' where staff can get information and advice. More generally the force promotes physical and psychological wellbeing by recognising the importance of appropriate management styles, teamwork and procedural justice all of which are encouraged by the leadership team, in an attempt to ensure health and wellbeing is considered across its functions. Changes have taken place to the management of long-term sickness so that each individual's needs are given greater consideration and mental health achieves the same prominence as physical wellbeing. Some frontline staff felt that the root causes of pressure, such as seasonal variation in demand in certain functions, were not being addressed effectively; however they still considered the wellbeing measures the force is taking to be of value.

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 a useful tool for forces to identify and understand potential wellbeing concerns for individuals and teams.

Figure 3: 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 Devon and Cornwall 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 3 please see annex A

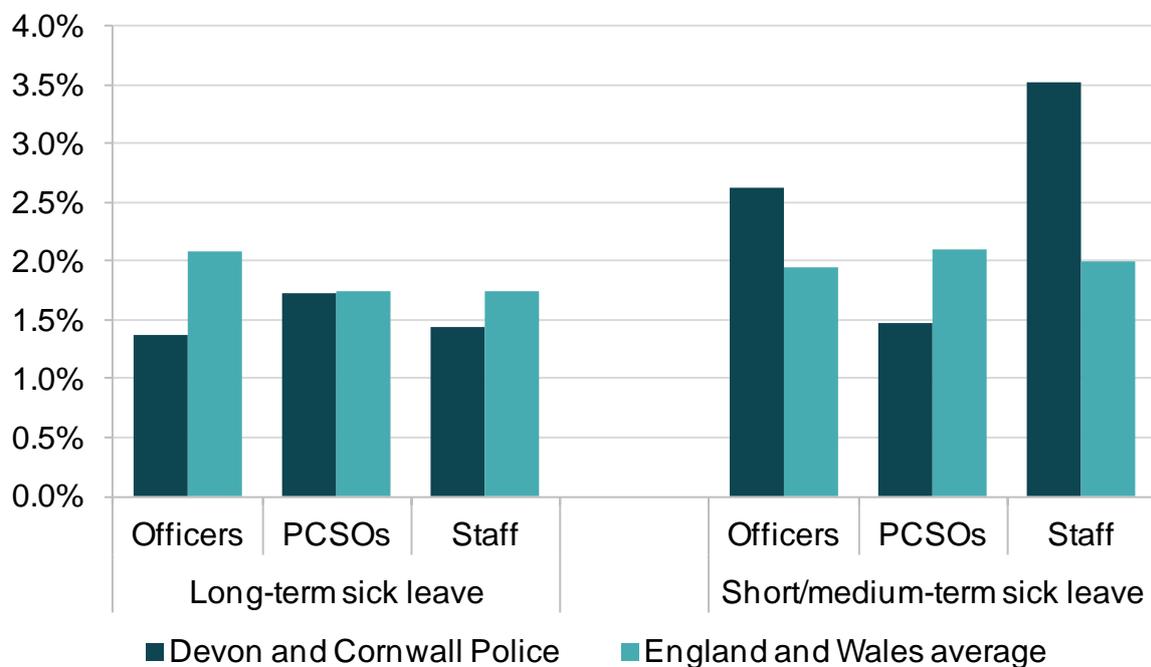
As at 31 March 2016, there were 3.8 rest days in lieu outstanding per officer in Devon and Cornwall Police, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 1.0 rest days in lieu outstanding per PCSO in the force, which was broadly in line with the England and Wales average of 2.9 days per PCSO. Devon and Cornwall Police could not provide data for the percentage of officers owed more than 10 rest days in lieu as at 31 March 2016, the England and Wales average was 9.8 percent of officers. Devon and Cornwall Police could not provide data for the percentage of PCSOs owed more than 10 rest days in lieu as at 31 March 2016. The England and Wales average was 6.0 percent of PCSOs.

The force acts positively to identify and understand the workforce’s wellbeing needs. For example, it identified a need for peer supporters to assist those who may be experiencing mental health problems. The force confirmed this by conducting an organisational needs analysis and research that indicated a high proportion of people who work for the emergency services experience low mood, stress or

depression. As a consequence, 80 peer supporters from across the force have received training from the Institute of Mental Health. Access to support is available to all members of the workforce, including volunteers. We were told that there has been a positive change in attitude towards the mental health of staff. However, some staff felt that tangible confirmation that such a cultural change had occurred was only likely to come once individuals who had experienced mental health difficulties were seen to have achieved advancement in the force.

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 4: Percentage of officers, police community support officers and staff on long-term and short/medium-term sick leave in Devon and Cornwall 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 4 please see annex A.

Figure 4 provides data on the proportion of officers, PCSOs and staff who were absent due to sickness on 31 March 2016.

- 1.4 percent of officers were on long-term sick leave, which is lower than the England and Wales average of 2.1 percent.
- 2.6 percent of officers were on short or medium-term sick leave, which is higher than the England and Wales average of 2.0 percent.

- 1.7 percent of PCSOs were on long-term sick leave, which is in line with the England and Wales average of 1.7 percent.
- 1.5 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.
- 1.4 percent of staff were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 3.5 percent of staff were on short or medium-term sick leave, which is higher than the England and Wales average of 2.0 percent.

Taking preventative and early action to improve workforce wellbeing

To help it understand and improve wellbeing in a preventative way, the force has submitted a business case for a 'BUPA Boost' application (app) to the office of the police and crime commissioner. The app is intended to act as a motivator and it monitors physical activity, sleep and diet. The force is also working with Exeter University to develop a research project to encourage behavioural change through the use of wearable devices.

HMIC found that the force understands the current demand for its services and effectively manages resources to respond to calls for its services. The resources management system sets minimum staffing levels to ensure resilience during periods of extra demand. Although leave requirements are set a year in advance, supervisors are empowered to review staffing levels and make local decisions to grant time off if needed. This provides some flexibility for managers to respond dynamically to welfare needs as they arise and before they escalate.

We found good evidence that the force considers the likely cultural impact of change before it is implemented to ensure that it reflects the concerns of staff and is ultimately sustainable. The force has commissioned and learned from research into change in other organisations, notably the NHS, and engages consultants to work with affected staff. This has helped secure emotional involvement from the workforce at a time of major change through its alliance with Dorset Police.

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.²⁵ 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.²⁶

The performance assessment process

Although the force has taken steps to improve perceptions of organisational justice, the workforce's views of the purpose and value of the force's performance appraisal system or professional development review (PDR) are mixed. The force suspended the PDR three years ago, but has recently reintroduced it. Guidance on its use has been issued to supervisors, including how it supports continuous professional development, however it is not fully understood by all supervisors and staff and not all 'acting' supervisors are trained in its use. Some staff we spoke to placed little value on the PDR and viewed it as simply a way to record evidence to support promotion. The force therefore has more to do to make the reintroduction of the system effective, building on the positive views that staff had of face-to-face meetings with supervisors.

The results of performance assessment

The outcomes sought from the force's performance assessment process are unclear. The force provides information for supervisors to help ensure reviews are conducted in an effective way. As PDR has only been recently reintroduced, it was not yet possible to determine whether the process was being applied consistently and fairly.

'Performance and reward' is a distinct theme in the force's People Strategy 2016-2020. It was devised in conjunction with Dorset Police human resources (HR) and is now a unified function for the two alliance forces. This opportunity may offer greater scope and capacity to ensure workforce appraisal systems are used consistently, effectively and fairly.

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

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%20FINAL_REPORT.pdf

²⁶ 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



Good

The force has used a range of methods to identify the areas that have the greatest effect on workforce perceptions of fair and respectful treatment. However, it recognises it needs to ensure it does more to update the workforce about the action it takes in response to issues that are raised.

HMIC is impressed by the extent to which Devon and Cornwall Police was able to demonstrate that it takes wellbeing seriously. The force's executive (its chief officer team) shows an authentic commitment to the improvement of wellbeing. Mental health and personal resilience are particularly prominent themes. The force also provided good evidence that it was engaging effectively in advance of making changes in order to identify any cultural issues.

The workforce's views of the purpose and value of the force's new annual performance appraisal system are mixed. There was positive feedback about the level of face-to-face meetings with supervisors. However, while guidance on its use has been issued to supervisors, it is not universally understood. HMIC found that some staff viewed it as solely for recording evidence to support promotion. The outcomes sought from the force's assessment process are also unclear. The force therefore needs to do more to do to make the reintroduction of the system effective.

'Performance and reward' is a distinct theme in the force's People Strategy 2016-2020. It was devised in conjunction with Dorset Police human resources team, which is now a unified function for the two alliance forces, and may offer greater scope and capacity to ensure workforce appraisal systems are used consistently, effectively and fairly.

Areas for improvement

- The force should improve how it communicates the action it has taken in response to issues identified by the workforce.
- 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: 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.²⁷

Data used in figure 1 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

²⁷ *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

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 2: 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 2 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 3: 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 3 were provided to HMIC by individual forces via a bespoke data collection in April 2016 prior to inspection.

Figure 4: 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 4 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