



Promoting improvements  
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# PEEL: Police legitimacy 2016

An inspection of Leicestershire 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.<sup>1</sup> 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.<sup>2</sup> 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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<sup>1</sup> *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](http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf)

<sup>2</sup> *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](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/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/)). This report sets out our findings for Leicestershire Police.

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

## Force in numbers



### Workforce

Total workforce as of 31 March 2016

**3,306**

Total workforce breakdown as of 31 March 2016



### Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

**9.0%**

officers

**7.5%**

staff

**10.9%**

PCSOs

**10.5%**

Percentage of BAME in local population, 2011 Census

**21.6%**



### Gender diversity

Percentage of females in overall workforce 31 March 2016

**40%**

England and Wales population, 2011 Census

**51%**

Percentage of females by role 31 March 2016

**26%**

Leicestershire Police

**62%**

PCSOs

**37%**



## Public complaints

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

	Leicestershire Police	England and Wales force average
Officers	280	268
Staff (including PCSOs)	103	61



## Grievances

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

	Leicestershire Police	England and Wales force average
Officers	7.0	4.8
Staff (including PCSOs)	12.4	6.8



## Victim satisfaction

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

	Leicestershire Police	England and Wales force average
	89.2%	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<sup>3</sup>



**Good**

Leicestershire 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 the legitimacy.

The force is committed to treating the public with fairness and respect, and it seeks and acts on feedback. However, the force needs to improve its capacity to understand risks to the integrity of the organisation. The force treats its workforce fairly and with respect and supports their wellbeing.

### Overall summary

Leicestershire Police is good at treating the people it serves with fairness and respect. It has clear organisational values that are reinforced by training, briefings and other internal events. The workforce have a good understanding of the importance of treating the public with fairness and respect, although their understanding of the force's values could be improved.

The force seeks feedback and challenge from the people it serves through a variety of channels, including the force's website, social media, independent advisory groups, public surveys and meetings, and tailored engagement with diverse communities. However, it could do more to analyse feedback and demonstrate to the public that it is taking effective action promptly.

Leicestershire Police needs to improve how it ensures that its workforce behaves ethically and lawfully. Although it conducts vetting checks on all new police officers, staff and volunteer recruits, there is a backlog in vetting officers and staff who joined before 2012, which the force is addressing.

The force's approach to corruption is reactive and focused on carrying out investigations, rather than proactively seeking intelligence on potential corruption. The anti-corruption unit lacks both capacity and analytical support, meaning that the force has a limited understanding of the risks to the integrity of the organisation.

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<sup>3</sup> HMIC judgments are: outstanding, good, requires improvement and inadequate.



Leicestershire Police always publishes complaints and gross misconduct investigation outcomes on its website in a timely and accessible way. Misconduct hearings are held in public and information about how the public can attend is also published on its website. The force does not currently publicise the outcomes of misconduct cases across its workforce, although we note that the force has plans to do so.

Knowledge and awareness of abuse of authority for sexual gain (taking advantage of a position of power to exploit vulnerable victims of crime) is inconsistent across the force. Senior anti-corruption unit officers recognise that this behaviour is one of their main threats. However, the force does not routinely analyse the intelligence received by the anti-corruption unit and so it cannot be certain of the scale of abuse of authority for sexual gain.

Leicestershire Police has a good understanding of what support the workforce needs and has introduced initiatives to promote and sustain physical, mental and emotional wellbeing, as well as provide services to support staff in times of need.

Supervisors across the force have a comprehensive understanding of their wellbeing responsibilities towards staff and the introduction of a new performance appraisal system is a positive step.

### **Recommendation**

We have identified no causes for concern and have therefore made no recommendations.

### **Areas for improvement**

- The force should improve how it identifies and understands the issues that have the greatest impact on public perceptions of fair and respectful treatment.
- The force should ensure it complies with all aspects of the current national guidelines for vetting.
- 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 review the capacity and capability of its anti-corruption unit to ensure it can manage its work effectively.
- The force should establish and operate effective processes for identifying and managing individuals at risk of corruption.

## 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.<sup>4</sup>

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.<sup>5</sup> 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

Leicestershire Police has a clear set of organisational values, called ‘Our Duty’, which are displayed prominently in force buildings and published on its website. These values are regularly reinforced to the workforce, including volunteers, through leadership training programmes, senior officer briefings and other internal events. These values underpin the force’s operational activities and policy development but do not explicitly advise officers on how to treat all members of the public. Although there are clear links between ‘Our Duty’ and the ‘Code of Ethics’, they are not totally

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<sup>4</sup> *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](http://whatworks.college.police.uk/Research/Documents/Fair_cop_Full_Report.pdf)

<sup>5</sup> *Ibid.*

compatible. In last year's inspection we found good evidence that the force was taking a positive approach to adopting the Code of Ethics. It was disappointing therefore to find this year that a number of the workforce we spoke to had limited knowledge of the code. This is something the force still needs to address. However virtually everyone we spoke to had some knowledge of either 'Our Duty', the Code of Ethics or both.

During our inspection, officers and staff at all ranks and grades had a clear understanding of the importance of treating the public with fairness and respect. This is included in initial training for police officers, PCSOs and members of the special constabulary. The importance of treating people with fairness and respect is also included in training for first line supervisors.

## **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**

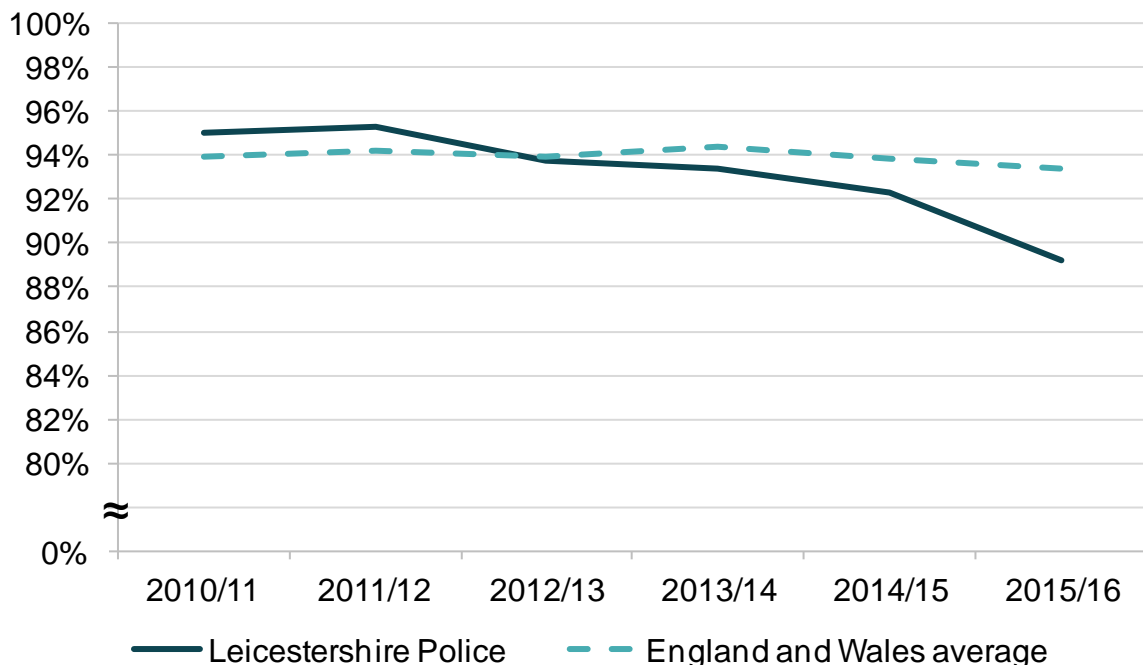
The force seeks feedback from the public through a number of channels including 'Rate Your Local Police' on the force's website, which gives members of the public the opportunity to comment on the service they have received. Comments made during the previous 30 days are published on the website for members of the public to view. Other channels include social media, independent advisory groups, public surveys and meetings, beat surgeries, and the force's 'connect' system, which enables local officers and staff to record feedback from individuals and communities. We heard several examples of tailored engagement with diverse communities such as the Polish community. The force had employed a Polish-speaking PCSO to help it more fully understand this community's needs and to build trust in the police. The force recently brought a police officer over from Somalia to help it communicate with the growing Somali population. It has also identified officers to engage with Traveller communities within West Leicester in an effort to obtain feedback from and assist these groups.

### **Identifying and understanding the issues**

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 1: Percentage of victims satisfied with overall treatment by Leicestershire 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 1 please see annex A**

In the 12 months to 31 March 2016, 89.2 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Leicestershire Police, which was lower than the England and Wales average of 93.4 percent; and lower than the 92.4 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.

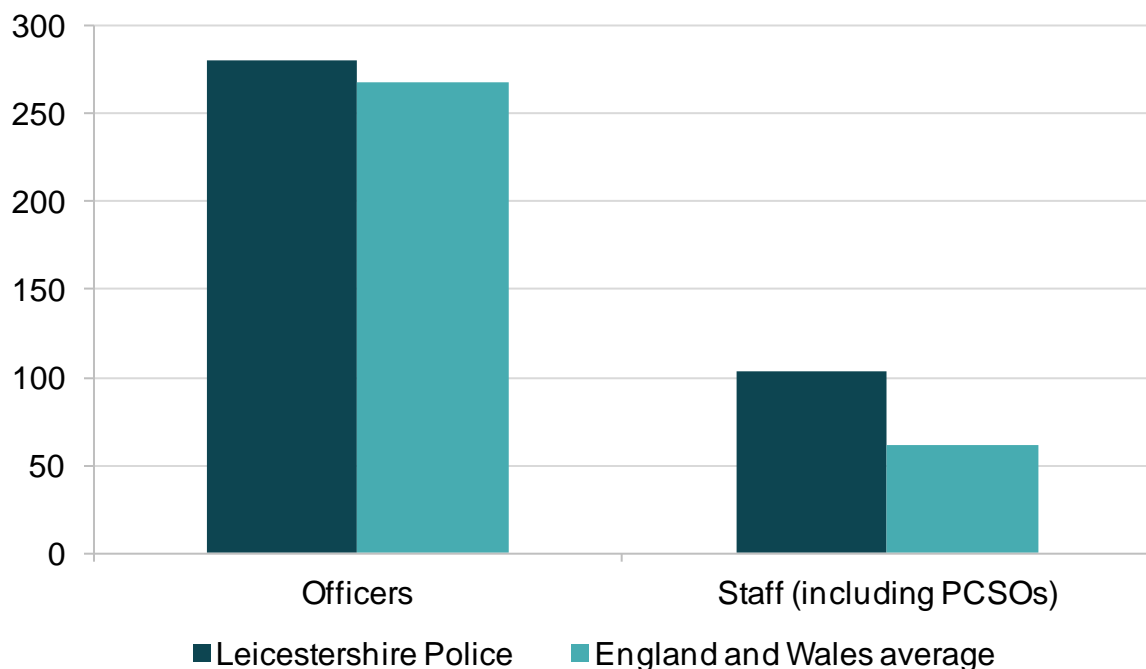
The force has a number of positive mechanisms, to identify issues of concern regarding how the force treats members of the public in Leicestershire, such as 'Rate my Police'. However, officers and staff we spoke were unable to explain how that feedback was subsequently used to identify patterns and trends in order to prioritise improvement activity.

The force holds a regular 'Getting it Right First' meeting, where organisational learning is considered. This meeting is chaired by a senior officer and its remit is to consider feedback from the public and other agencies, including but not limited, to the IPCC, the Crown Prosecution Service, interested parties and partner agencies. It can also consider academic studies and reviews, audits, complaint and grievance outcomes, employment tribunals, operational incident reviews and internal feedback, such as organisational surveys.

The office of the police and crime commissioner (OPCC) runs the independent custody visitor (ICV) scheme for Leicestershire Police. Independent custody visitors conduct unannounced visits to custody suites. Visits can take place at any time and on any day of the week. Over the last 12 months, 157 such visits have taken place. Visitors speak to detainees and ask how they are being treated. If any issues are raised, they report these concerns immediately to the custody sergeant and prepare a report for the OPCC. During this reporting period, no significant concerns were raised regarding the treatment of any detainees, although a small number of health and safety concerns were raised regarding the kitchen area and food storage. Several reports also included comments by detainees that they had been treated well while in custody.

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 Leicestershire 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, Leicestershire Police recorded 280 public complaint cases per 1,000 officers, which was broadly in line with the England and Wales average of 268 cases per 1,000 officers. During this period, the force

recorded 103 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 Leicestershire Police are 'other neglect or failure in duty' and 'oppressive conduct or harassment'.<sup>6</sup> It is important to note, however, an issue identified during our 2014 police integrity and corruption inspection;<sup>7</sup> 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.

Officers and staff who have had three or more complaints made against them within the previous six-month period are considered for some form of intervention designed to review how they interact with the public. This is regardless of whether or not the complaint was ultimately substantiated. The force's audit and ethics committee also dip samples complaints and misconduct cases to ensure they are being dealt with consistently and fairly. This involves reviewing the complaint with the relevant leadership team and, if any concerns are identified, agreeing what actions should be taken as a result.

However, we found that the force's professional standards department has only a limited capacity and does not currently analyse public complaints data to identify potential trends. This limits the understanding the force has of how the public perceives it is treated and is something the force should consider addressing.

## **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.

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<sup>6</sup> Independent Police Complaints Commission data are available at: [www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data](http://www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data)

<sup>7</sup> *Integrity matters*, HMIC, January 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/](http://www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/)

## Making improvements

In August 2014, following HMIC's 2013 inspection on the effective and fair use of stop and search powers,<sup>8</sup> the Home Office published guidance to police forces on how to implement the Best Use of Stop and Search scheme.<sup>9</sup> 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<sup>10</sup> considered the extent to which the force was complying with the scheme and found that it did not comply with three features of the scheme. Consequently, the Home Secretary suspended the force from participation in the scheme. In 2016, we revisited the force to assess its compliance with the scheme and found that it still did not comply with one feature: recording and publishing outcomes. Details of our revisit can be found on HMIC's website at [www.justiceinspectorates.gov.uk/hmic/publications/best-use-of-stop-and-search-scheme](http://www.justiceinspectorates.gov.uk/hmic/publications/best-use-of-stop-and-search-scheme)

Leicestershire Police improves the way it provides its services to the public in a variety of ways. The force's 'Getting it Right First' meetings gather feedback from a variety of sources and consider how the force should respond to issues. A senior officer is then made responsible for ensuring that any force policy, procedures and practices are changed, so that the force's service provision is improved. If necessary, this will also include communicating the changes and training staff in new ways to operate. The force also responds to individual complaints and formal feedback is given to all complainants. Any potential organisational learning is considered at the 'Getting it Right First' meeting, and the ethics committee dip samples and checks on how individual complaints have been investigated and acted upon.

Feedback from the ICV scheme is provided to the OPCC. This feedback is then taken by the PCC to the strategic assurance board, which is attended by the chief constable. Any work required as a result of the feedback that has not already been completed, can be implemented through this meeting.

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<sup>8</sup> *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/](http://www.justiceinspectorates.gov.uk/hmic/publications/stop-and-search-powers-20130709/)

<sup>9</sup> 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](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/346922/Best_Use_of_Stop_and_Search_Scheme_v3.0_v2.pdf)

<sup>10</sup> *PEEL: Police legitimacy 2015 – A national overview*, HMIC, February 2016. Available at: [www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/](http://www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/)

Leicestershire Police considers the impact of negative public perception through 'Operation Fox'. This is the force's method for managing strategic and reputational risks. All directorates are represented at meetings, including PSD and the OPCC. The meeting is chaired by the deputy chief constable and examines serious case reviews, HMIC recommendations, Freedom of Information requests, grievances, tribunal outcomes, and anything else that represents a significant issue for the force beyond those dealt with at the 'Getting it Right First' meetings.

A detective sergeant from the safeguarding hub reviews body-worn video camera footage of officers dealing with vulnerable people in order to give officers feedback to assist them in such interactions in the future.

### **Demonstrating effectiveness**

Leicestershire Police responds to the feedback it receives. It does so in a structured way, through 'Getting it Right First' and Operation Fox and by investigating complaints and reacting to local feedback in a positive way. However, it could do more to demonstrate to the public that it is responding in a timely and systematic way. The force's 'Rate Your Local Police' webpage provides a very good opportunity for doing this, but it was not clear how the force responded to these comments.

The force makes good use of social media as an engagement tool, but again, it is unclear how far feedback on action taken to improve treatment is provided through these channels. Inspectors were satisfied that the force takes seriously and acts on any issues raised, even if they are treated in isolation.

Action is always taken after significant events that have the potential to affect public perceptions of policing. If necessary, these events are declared and treated as critical incidents requiring the completion of community impact statements. These ensure the public are kept informed of the work the force is doing to address these issues.

## **Summary of findings**



**Good**

Leicestershire Police's workforce clearly understands the importance of treating the public with fairness and respect. In HMIC's 2015 legitimacy inspection, we found positive efforts by the force to ensure the use and understanding of the Code of Ethics across the workforce. In 2016, HMIC was disappointed to find some officers and staff with little or no knowledge of the code. Despite this, those we spoke to were aware of the force's organisational values.



The force seeks feedback and challenge from the people it serves through both traditional communication and more innovative methods. It deals with any issues raised, but needs to ensure it reviews feedback more effectively and takes stronger action regarding concerns about fairness and respect. The force has good processes in place to deal with those incidents that have the potential to affect public perceptions of policing. However, it could do more to demonstrate to the public that it is taking effective action in response to feedback and learning.

Overall, the force is good at seeking feedback on public experience and perceptions of fair and respectful treatment. It could do more to analyse feedback and information such as complaint data, which would allow it to identify and prioritise action to improve the way it treats people.

### **Areas for improvement**

- The force should improve how it identifies and understands the issues that have the greatest impact on public perceptions of fair and respectful treatment.

## 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.<sup>11</sup> 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.<sup>12</sup>

## 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.<sup>13</sup> 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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<sup>11</sup> *Integrity matters*, HMIC, January 2015. Available from:  
[www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/](http://www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/)

<sup>12</sup> *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](http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf)

<sup>13</sup> *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at:  
[http://whatworks.college.police.uk/Research/Documents/150317\\_Ethical\\_leadership\\_FINAL\\_REPORT.pdf](http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_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](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/](http://www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/)

## **Initial vetting**

Leicestershire Police conducts vetting checks on all new police officers, staff and volunteer recruits. These checks comply with the national police vetting policy.<sup>14</sup>

In HMIC's 2014 police integrity and corruption inspection, we found that the force's vetting arrangements did not comply with the national police vetting policy<sup>15</sup> and that over 60 percent of the workforce had not been vetted to the right level. The force was considering increasing the staff available to conduct vetting.

This year, we found the force has not completed vetting on officers and staff who joined before 2012, and a significant number of officers and staff have not been vetted in accordance with national standards. There is a backlog which the force is addressing, and is prioritising sensitive posts. The force believes that it will resolve this issue by December 2017; however, shortcomings we identified in 2014 have not been fully addressed.

The force's vetting unit is unable to monitor the number of candidates with protected characteristics who fail its screening process. The force therefore only has a limited understanding of the extent to which the vetting process may affect its recruitment of a diverse workforce. The force ensures that it regularly updates the 'disapproved register' held by the College of Policing, which 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**

Leicestershire Police's chief constable and force command team publicise expected standards of behaviour through messages on the force's website. All recruits receive training about 'Our Duty', which describes the force's vision and values and incorporates elements of the Code of Ethics. 'Our Duty' is also included in the leadership training programme along with ethical decision-making. The professional standards department provides training to new police officer recruits, newly-promoted sergeants and inspectors courses, and in the induction programme for special constables.

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<sup>14</sup> 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.

<sup>15</sup> ACPO / ACPOS National Vetting Policy for the Police Community, Association of Chief Police Officers, 2012. Available from: [www.app.college.police.uk/app-content/information-management/linked-reference-material/](http://www.app.college.police.uk/app-content/information-management/linked-reference-material/) ACPO is now the National Police Chiefs' Council.

However, we found that the workforce's knowledge and understanding of both the Code of Ethics and 'Our Duty' were inconsistent. The force appears to rely on its internal website to promote its vision and values and the Code of Ethics, which may explain the general lack of awareness we found during the inspection.

## **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.<sup>16</sup> 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**

Leicestershire Police does not maintain a local counter-corruption strategic assessment or control strategy because of limited analytical support. The anti-corruption unit lacks both capacity and analytical support, meaning that the force has a limited understanding of the risks to the integrity of the organisation. As such, the force is not well placed to fully understand the nature of risks to the integrity of the organisation. The anti-corruption unit is focused on carrying out investigations rather than identifying risks to the integrity of the organisation.

The unit can identify misuse of its digital systems through monitoring and proactive auditing using specific software, but investigating reports of wrongdoing is given priority rather than proactively identifying potentially corrupt officers and staff.

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<sup>16</sup> *Integrity matters*, HMIC, January 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/](http://www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/)

The workforce understands what constitutes business interests and notifiable associations,<sup>17</sup> and the importance of declaring them. Electronic registers are maintained for business interests, notifiable associations and gifts and gratuities. Anti-corruption unit staff have individual responsibility for specific areas of vulnerability, including business interests, notifiable associations and gifts and gratuities.

Officers and staff who are the subject of regular complaints are scrutinised by the professional standards department to identify any trends or causes for concern that may require further intervention. This helps the force identify officers and staff who may be vulnerable to misconduct or corruption, although there is no routine monitoring of registers or wider cross-referencing with social media or management information (e.g. overtime and absence rates). This means the force's ability to identify vulnerable staff, and intervene early to mitigate potential risks to the integrity of the organisation is limited.

### **Intervening early to manage risks to integrity**

In 2014, we found that Leicestershire Police had limited analytical, research and intelligence development capacity within its anti-corruption unit and this has not improved. The continued lack of scrutiny and cross-referencing with other data limits the force's ability to identify vulnerable individuals or teams and intervene early to manage these risks. Corruption is mainly identified by relying on the workforce and public, using traditional reporting methods.

The force's anti-corruption unit has conducted intelligence-led integrity testing in the past, but not recently because of limited capacity. However, it does carry out routine, random and intelligence-led drug testing.

The force protects the integrity of its digital systems through monitoring software that continually records access by the workforce.

### **Looking for, reporting and assessing intelligence on potential corruption**

The force receives intelligence on potential corruption from a variety of sources, including the 'Bad Apple' confidential staff reporting line, telephone calls and emails from the public and members of the workforce, and through 'Crimestoppers', a confidential reporting line for the public to supply information about criminal or suspicious behaviour without directly contacting with the police. The workforce are aware of the 'Bad Apple' reporting line, and generally expressed confidence in being supported if they reported wrongdoing.

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<sup>17</sup> 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.

Leicestershire Police's anti-corruption unit systematically develops and deals with the intelligence it receives but it does not have the capacity to seek intelligence, despite having access to the latest monitoring software. The force plans to recruit additional staff into the unit to enhance its ability to look for and develop intelligence.

Once received, intelligence is recorded on a dedicated anti-corruption unit database. A detective sergeant assesses and prioritises each piece of intelligence and determines how it will be developed. Serious misconduct or criminality is given priority and is highlighted to a senior officer within the anti-corruption unit. Intelligence is not assessed according to National Crime Agency guidelines at this stage and prioritisation is a matter for professional judgment.

## **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.<sup>18</sup> 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**

We found that Leicestershire Police always publishes complaints and gross misconduct investigation outcomes on its website, in a timely and accessible way. Misconduct hearings are held in public and information about how the public can attend these hearings is also published on its website in accordance with the statutory framework. The force could do more work with individual communities or groups that, for instance, have been involved in high-profile incidents.

### **Working with the workforce**

The force does not currently publicise the outcomes of misconduct cases across its workforce, although we note that the force has plans to do so. Publishing the outcomes of such cases promotes integrity and ethical behaviour while highlighting the consequences of corruption or misconduct.

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<sup>18</sup> *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at: [www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/](http://www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/)

## 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 the Association of Chief Police Officers (ACPO) published *The abuse of police powers to perpetrate sexual violence*.<sup>19</sup> 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 Ethics<sup>20</sup> – 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.<sup>21</sup> HMIC’s 2015 report *Integrity matters*<sup>22</sup> 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.

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<sup>19</sup> *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](http://www.ipcc.gov.uk/sites/default/files/Documents/research_stats/abuse_of_police_powers_to_perpetrate_sexual_violence.PDF)

<sup>20</sup> 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](http://www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf)

<sup>21</sup> 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.

<sup>22</sup> *Integrity matters*, HMIC, January 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/](http://www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/)

## **Recognising abuse of authority for sexual gain as serious corruption**

Leicestershire Police identifies cases of abuse of authority for sexual gain as part of its tri-annual return for the national threat assessment, but it does not analyse intelligence routinely to identify specific corruption threats at a force or local level. Senior anti-corruption unit officers recognise that predatory behaviour for sexual gain is one of their main threats. However, the force does not routinely conduct analysis of the corruption intelligence received by the anti-corruption unit and so cannot be certain of the scale of abuse of authority for sexual gain in the workforce. It is good practice for anti-corruption units to have a detailed control strategy for prevention, investigation and enforcement. While the force includes predatory sexual behaviour in its integrity plan, it does not yet have a control strategy.

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

Leicestershire Police receives intelligence through a variety of reporting mechanisms, including 'Bad Apple' and 'Crimestoppers', but the anti-corruption unit is reactive and does not proactively look for intelligence to identify officers and staff who may be abusing their authority. Once intelligence is received the anti-corruption unit develops it and carries out an investigation using a range of tactics including audits of IT systems and telephone information. The force has recently invested in protective monitoring software which allows it to identify the use by officers and staff of key word searches, types of crimes viewed and excessive internet usage. However, the force is currently assessing how best to use this software.

## **Taking action to prevent abuse of authority for sexual gain**

Abuse of authority for sexual gain was considered during the development of Leicestershire Police's change programme, which has been publicised around the force. However, there is little evidence of effective training or guidance to officers and staff to prevent them from developing inappropriate relationships. Similarly, there is little evidence of either early intervention to stop potential abuse of authority where risks have been identified or guidance to supervisors and staff to identify warning signs of this type of behaviour in other staff. Knowledge and awareness of this issue across the force is inconsistent. Some officers told us that there had been discussions about the abuse of authority for sexual gain during initial training, whereas others we spoke to were unaware of any such training.

## **Building public trust**

The force complies with current guidelines for publishing outcomes, but we found no evidence that the force publicises widely cases of abuse of authority for sexual gain or considers how to rebuild public trust.



## Summary of findings



**Requires improvement**

Leicestershire Police conducts vetting checks on all people joining the force and complies with the latest national standards. A backlog exists for officers and staff who joined before 2012 and were not vetted in accordance with national standards, which the force is now addressing.

The force uses 'Our Duty', which incorporates elements of the Code of Ethics, to communicate its vision and values to all staff and the public. We found that the knowledge and understanding of both the Code of Ethics and 'Our Duty' is inconsistent across the force.

The force cannot understand the full nature of risks to the integrity of the organisation because the anti-corruption unit is focused on investigations rather than on identifying risks, including risks from staff abusing their authority for sexual gain, and intervening early to manage them.

The force publishes complaints and gross misconduct investigation outcomes on its external website and information on how the public can attend upcoming misconduct hearings, although these are not well publicised across its workforce.

### **Areas for improvement**

- The force should ensure it complies with all aspects of the current national guidelines for vetting.
- 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 review the capacity and capability of its anti-corruption unit to ensure it can manage its work effectively.
- The force should establish and operate effective processes for identifying and managing individuals at risk of corruption.

## 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.<sup>23</sup> 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.<sup>24</sup> 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

Leicestershire Police conducts surveys to seek the views of the workforce and encourages staff and officers to identify the issues that affect their perceptions of fair and respectful treatment. However, the completion rate for the latest force opinion survey in September 2015 was only 16 percent. Many of the officers and staff who we spoke with were aware of the survey, but said they did not complete it because

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<sup>23</sup> *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](http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf)  
*f 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](http://www.aipm.gov.au/wp-content/uploads/2013/08/Org-Justice-Final.pdf)

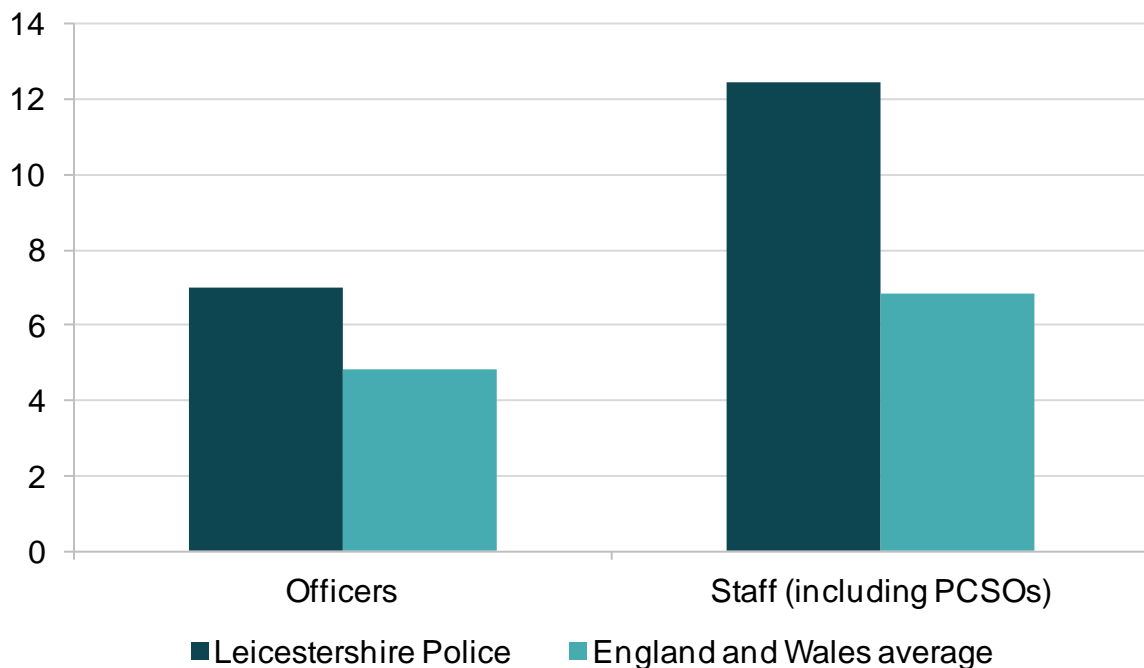
<sup>24</sup> *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015, page 11. Available at:

[http://whatworks.college.police.uk/Research/Documents/150317\\_Fair\\_cop%202\\_FINAL\\_REPORT.pdf](http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf)  
*f*

they felt that the force had only taken limited action in response to issues raised in previous surveys. The force is aware of these concerns and is other considering options for obtaining the workforce’s views and receiving challenge.

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 Leicestershire Police finalised 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 3 please see annex A**

In the 12 months to 31 March 2016, Leicestershire Police finalised 7.0 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 12.4 formal grievances raised by staff per 1,000 staff (including PCSOs), which was higher than the England and Wales average of 6.8 per 1,000 staff (including PCSOs).

### **Making improvements and demonstrating effectiveness**

The force’s change programme includes the use of ‘ambassadors’ from across the workforce to share updates and information between senior leaders and staff. The force used ambassadors to share findings from the most recent force-wide survey. However, some staff were unaware of any co-ordinated activity to make or demonstrate the impact of changes as a result of that survey.

The force does work with staff representative groups to gather their perspectives about workforce attitudes, and these groups feel included in decision-making by the force.

## **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**

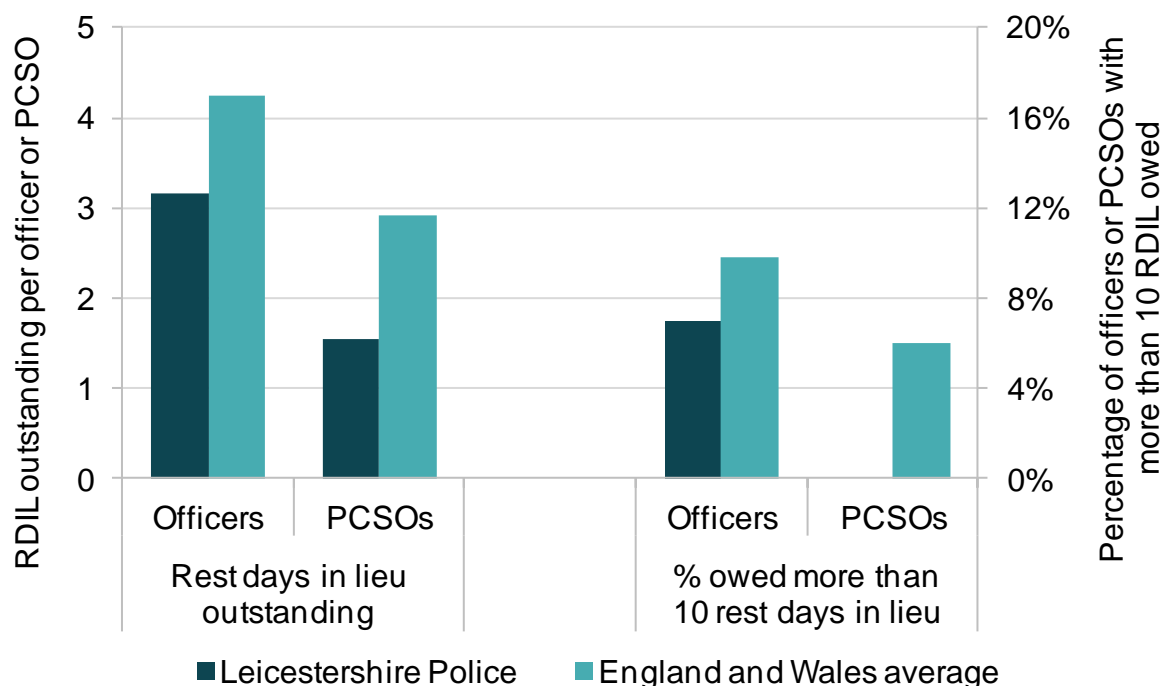
Leicestershire Police has a clear focus on wellbeing – including psychological wellbeing – that the workforce perceives to be authentic. The force has a wellbeing strategy that includes comprehensive plans and activities to support the workforce, which are advocated by the chief officer team. The chief constable acts as a role model by attending wellbeing-related sessions and reinforces this participation through social media.

### **Identifying and understanding the workforce's wellbeing needs**

Leicestershire Police has a very positive approach to the mental and emotional wellbeing of its workforce. The force has raised awareness among supervisors through sessions at training days and articles on the intranet. As a consequence, supervisors are well equipped to identify when officers need welfare support and are confident about referring those staff to the services that are available through the occupational health unit. We spoke with a number of staff with recent experience of receiving support through the unit and their remarks were all positive, expressing their appreciation of the support they had been given.

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.

**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 Leicestershire Police compared with England and Wales, as at 31 March 2016**



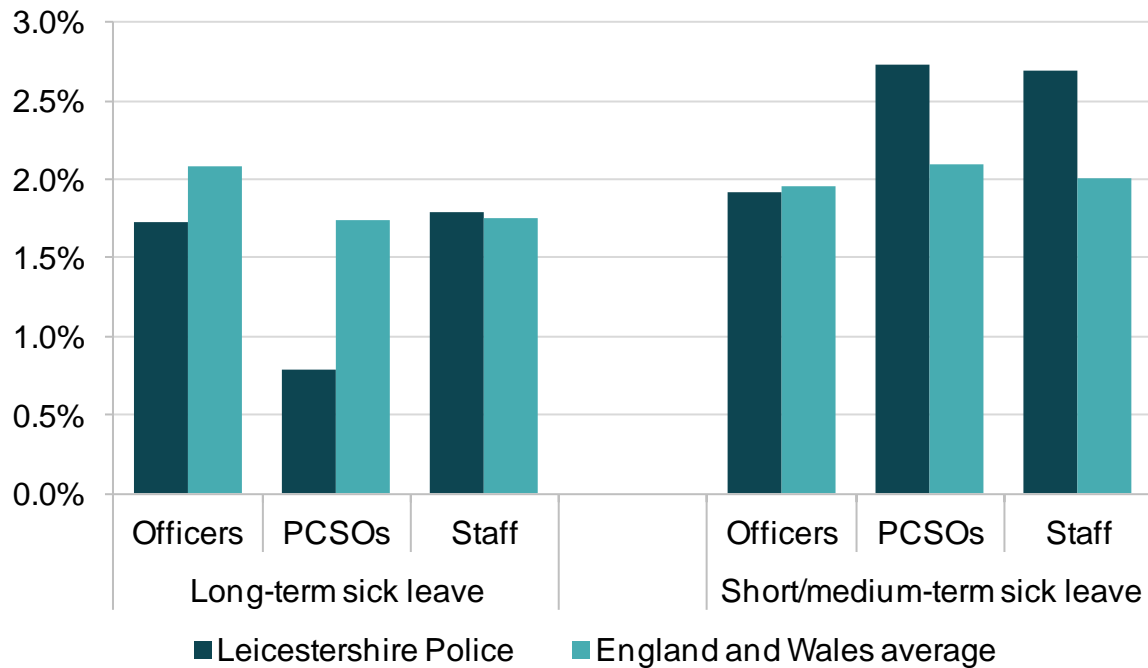
**Source: HMIC Legitimacy data collection**

**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 3.2 rest days in lieu outstanding per officer in Leicestershire Police, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 1.5 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. As at 31 March 2016, 7.0 percent of officers in Leicestershire 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 Leicestershire 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.

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 Leicestershire 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.

- 1.7 percent of officers were on long-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.
- 1.9 percent of officers were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.0 percent.
- 0.8 percent of PCSOs were on long-term sick leave, which is lower than the England and Wales average of 1.7 percent.
- 2.7 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.
- 1.8 percent of staff were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 2.7 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**

Leicestershire Police has a range of effective preventative measures to minimise the threats to workforce wellbeing. Examples of promoting prevention and early recognition of physical and mental ill-health include 'mindfulness awareness' sessions during training days, a helpline for staff to access emotional and practical support and the 'counselling in confidence' scheme. The force also has a 'cycle to work' scheme, the 'desk to 5k challenge' and the 'time to change programme' aimed at supporting staff with mental health concerns. 'Feel Good Friday' was recently introduced to raise staff awareness of the importance of health and fitness by encouraging the workforce to follow a healthy lifestyle.

The force follows a structured process after traumatic incidents to identify any staff who might need immediate counselling or further psychological support to help prevent conditions such as post-traumatic stress disorder.

We found that supervisors across the force have a comprehensive understanding of their wellbeing responsibilities towards their staff. This is reflected in high take-up rates across the organisation for the support services that are available to staff.

## **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.<sup>25</sup> 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.<sup>26</sup>

### **The performance assessment process**

HMIC was pleased to find that Leicestershire Police has introduced a new performance appraisal system in the last 12 months. This new system is intended to record and track personal performance, identify continuous professional development opportunities and provide the basis for managing poor performance. All staff, including special constables, are now required to submit evidence against objectives set by supervisors for discussion at regular performance review meetings.

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<sup>25</sup> *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](http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf)

<sup>26</sup> 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](http://www.college.police.uk/What-we-do/Support/Reviewing-performance/Pages/PDR.aspx)

However, many staff told us they were not yet confident using this new system and said the training they had received had not enabled them to fully understand its requirements.

### **The results of performance assessment**

It is encouraging that the force has introduced a new performance appraisal system and HMIC looks forward to seeing how it develops over the next 12 months. It is intended to record and track personal performance, identify continuous professional development opportunities and provide the basis for managing poor performance.

## **Summary of findings**



**Good**

Leicestershire Police has a clear focus on maintaining and improving the wellbeing of its workforce. It has a good understanding of what support the workforce needs and has introduced initiatives to promote and sustain physical, mental and emotional wellbeing, as well as providing services to support staff in times of need.

We found that supervisors across the force have a comprehensive understanding of their wellbeing responsibilities towards staff. This is reflected in high take-up rates across the organisation for the support services that are available to staff.

The force has taken positive steps by introducing a new performance appraisal system. The new system is intended to record and track personal performance, identify continuous professional development opportunities and provide the basis for managing poor 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](http://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](http://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.<sup>27</sup>

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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<sup>27</sup> *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](http://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](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)