



Promoting improvements
in policing to make
everyone safer

PEEL: Police legitimacy 2016

An inspection of Northamptonshire Police



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Contents

Introduction	4
Force in numbers	6
Overview – How legitimate is the force at keeping people safe and reducing crime?	8
To what extent does the force treat all of the people it serves with fairness and respect?	10
To what extent does the force understand the importance of treating the people it serves with fairness and respect?.....	10
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?	11
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?	14
Summary of findings	15
How well does the force ensure that its workforce behaves ethically and lawfully?	17
How well does the force develop and maintain an ethical culture?.....	17
How well does the force identify, understand and manage risks to the integrity of the organisation?	19
How well is the force tackling the problem of officers and staff abusing their authority for sexual gain?.....	21
How well does the force engage with the public and its workforce about the outcomes of misconduct and corruption cases?	23
Summary of findings	24
To what extent does the force treat its workforce with fairness and respect?. 26	
How well does the force identify and act to improve the workforce’s perceptions of fair and respectful treatment?	26
How well does the force support the wellbeing of its workforce?	29

How fairly and effectively does the force manage the individual performance of its officers and staff? 33

Summary of findings 34

Next steps 35

Annex A – About the data..... 36

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 Northamptonshire Police.

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

Force in numbers



Workforce

Total workforce as of 31 March 2016

2,125

Total workforce breakdown as of 31 March 2016



Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

3.3%



Percentage of BAME in local population, 2011 Census

8.5%



Gender diversity

Percentage of females in overall workforce 31 March 2016

Northamptonshire Police
45%

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



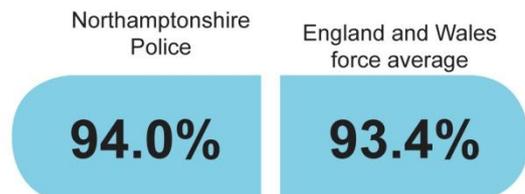
Grievances

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



Victim satisfaction

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



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

Northamptonshire 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 has a good understanding of the importance of treating the people it serves and its workforce with fairness and respect. It has an effective workforce vetting process, and the workforce can use range of ways to report corruption. The force seeks feedback from the workforce about their perceptions of fairness, and aims to identify their wellbeing needs.

Overall summary

Northamptonshire Police understands treating people with fairness and respect is important and this is a central part of the force's vision and values. The force has made good progress in communicating its vision and values to the workforce, but does recognise it has more to do to ensure that they are understood across the whole workforce. It seeks feedback and challenge from the public, including through independent advisory groups and an independent monitoring group for custody suites. However, it could do more to ensure that the public are informed about the action it has taken in response to their feedback.

The force has an effective vetting process and a dedicated vetting unit, which works closely with the HR team and the counter-corruption unit (CCU). There are effective channels for reporting corruption. However, the force would benefit from a specific counter-corruption strategy to target resources to areas that pose the greatest threat to the force.

Abuse of authority for sexual gain (taking advantage of a position of power to exploit vulnerable victims of crime) is treated as serious corruption and is the main priority for the CCU. At present, the force has insufficient resources to monitor systematically the use of force ICT systems to identify and respond to potential misuse, despite having the software to do this.

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

Northamptonshire Police seeks to understand the areas that have greatest effect on the workforce's perception of fairness. It undertakes staff surveys and conducts exit interviews for those officers or staff leaving the force. The force also seeks to identify the workforce's wellbeing needs. The force is addressing delays in accessing support services and concerns regarding the quality of some of those services, such as counselling. It is also improving the performance assessment process.

Recommendations

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

Areas for improvement

- The force should improve how it seeks feedback from the people it serves about their experiences (or perceptions) of how the police have treated them.
- 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 counter-corruption unit (CCU) to ensure it can manage its work effectively.
- The force should improve its provision of preventative healthcare measures for its 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

Northamptonshire Police understands clearly the importance of treating people with fairness and respect as a core part of the vision and values of the organisation. The force has recently undertaken a reassessment of these values in order to ensure their continued credibility with its workforce. The reassessment took the form of a series of workshops, 'Big Conversations' focus groups, consultation with business development advisors and a cross-section of the workforce from throughout the county during which a broad spectrum of values were considered and developed. It

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.*

culminated in a staff survey, which, as its only question, asked people to select the values that represented Northamptonshire Police. The force is also taking steps to ensure that the whole workforce understand those values. These steps include, for instance, conveying messages through screen savers, chief constable messages, posters and road shows to increase workforce understanding of the importance of treating people with fairness and respect. However, we found that understanding of the vision and values varied across the force. For example, although some officers and staff we spoke with had a clear understanding of force values in relation to honesty and integrity in behaviour and decision-making, others had a more limited understanding. Despite the progress made in setting and communicating the vision and values, the force has more to do to ensure the workforce understands them. The force recognises this and is taking steps to do so, including providing information on the values in all current training programmes.

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

Northamptonshire Police has a variety of ways of seeking feedback and challenge from the public. The force has independent advisory groups in local communities and an independent monitoring group for custody suites. Additionally, the public participation officer in the office of the police and crime commissioner (OPCC) co-ordinates unannounced assessments of community safety team services.

The force has also benefited from information gathered through several surveys. The OPCC has commissioned work to help the force understand the needs of the community it serves, including views on whether they feel they are treated with fairness and respect. For example, the OPCC's 2016 report *Public Perceptions of Policing and Crime in Northamptonshire*⁶ drew on 4,222 county residents' perceptions of crime and policing. It highlighted several issues, which are being addressed by the force. The force has received positive feedback from the Race Equality Council for the public surveys it runs.

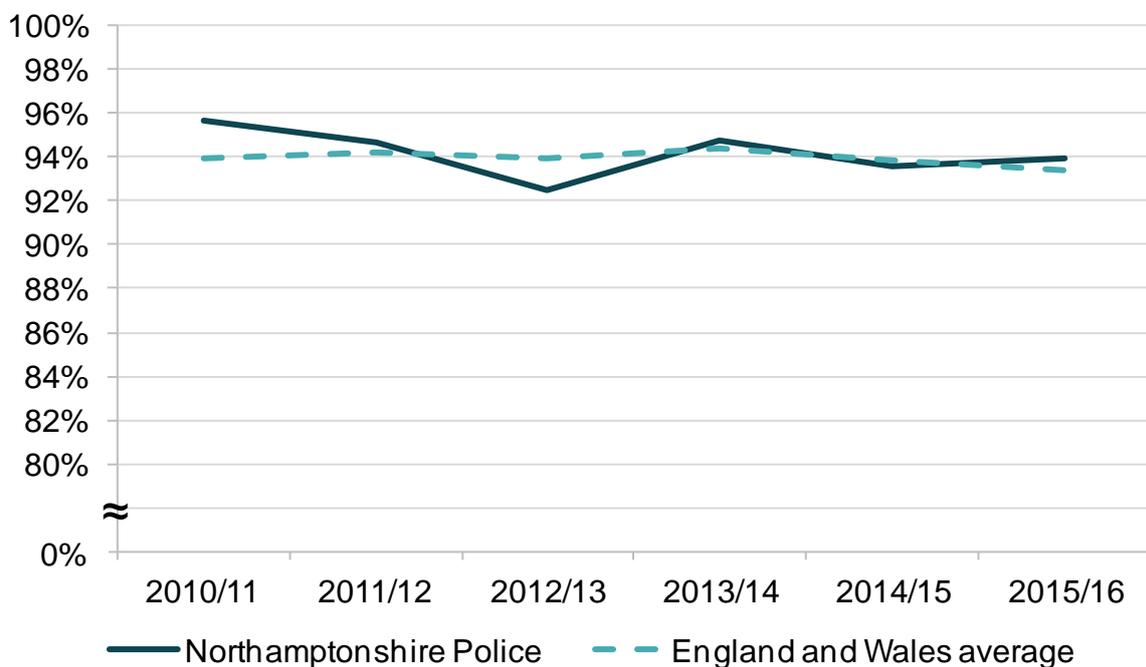
⁶ *Public Perceptions of Policing and Crime in Northamptonshire*, Office of Northamptonshire Police and Crime Commissioner and Institute for Public Safety Crime and Justice, 2016. Available from: www.northantspcc.org.uk/wp-content/plugins/download-monitor/download.php?id=29

One way in which the force is identifying and engaging with those who may have less trust and confidence in the police is through its work on stop and search. It has a dedicated advisory group for this topic, with membership including young people.

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 Northamptonshire 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

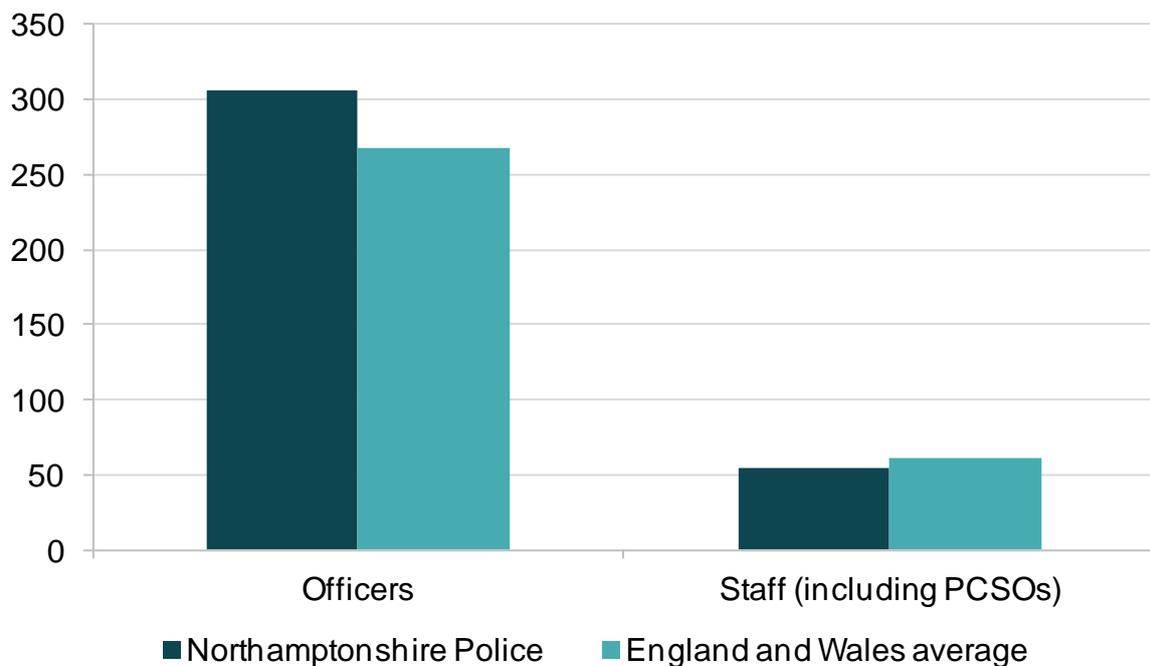
In the 12 months to 31 March 2016, 94.0 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Northamptonshire Police, which was broadly in line with the England and Wales average of 93.4 percent; and higher than the 93.6 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 identifies issues that affect public perceptions of fair and respectful treatment through analysis of its perception survey, and also through its monthly police and public scrutiny process to examine stop and search encounters. The panel is chaired by a senior police officer and includes a frontline officer as well as two members of the public from a range of ages and social backgrounds, including

offenders and ex-offenders. A range of developmental opportunities are offered to those who have conducted and supervised searches where the reasonable grounds standard is not met, from an advisory email, to one-to-one coaching or ultimately to suspension from using, or supervising, stop and search. While this work is positive, we found less evidence that the force is using its own data, such as on complaints, to identify issues systematically or to engage with those who are less likely to complain or take part in surveys.

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 Northamptonshire 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, Northamptonshire Police recorded 306 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 55 public complaint cases per 1,000 staff (including PCSOs), which was broadly in line with 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 Northamptonshire Police are 'other neglect or failure in duty', 'other irregularity in procedure' and 'incivility, impoliteness and intolerance'.⁷ It is important to note, however, an issue identified during our 2014 inspection on police integrity and corruption⁸ that 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.

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

The force has developed its policy and practice in relation to stop and search in direct response to the perceptions of those who have traditionally had less trust and confidence in the police and has sought their active involvement in the process.

In August 2014, following HMIC's 2013 inspection on the effective and fair use of stop and search powers,⁹ the Home Office published guidance to police forces on how to implement the Best Use of Stop and Search (BUSS) scheme.¹⁰ 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

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/

⁹ *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/

¹⁰ Best Use of Stop and Search Scheme, Home Office, August 2014 www.gov.uk/government/uploads/system/uploads/attachment_data/file/346922/Best_Use_of_Stop_and_Search_Scheme_v3.0_v2.pdf

England and Wales signed up to participate in the scheme. In 2015, HMIC's legitimacy inspection¹¹ 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.

The force control room has implemented a 'lessons learnt' process in which any feedback or complaints from members of the public are recorded and assessed, and individual or corporate learning is identified. Any remedial action taken is recorded to ensure there is an audit trail. Control room managers issue regular blogs on specific themes and a weekly informal management meeting is held to discuss issues and concerns. Other departments in the force are now introducing similar arrangements, as this has proved successful in implementing change identified from feedback and wider learning from external sources such as the IPCC and other forces.

Issues identified through public perception survey analysis are addressed through plans that target specific locations or groups to improve service and public opinion. These action plans are included as part of the community safety partnership plans for each area of the force. However, we did not find evidence that these improvements related specifically to issues of fair and respectful treatment.

Demonstrating effectiveness

The data from the force's public perception survey provide a useful baseline by which to assess public trust and confidence in the force, although there was minimal evidence of the force assessing the effectiveness of specific improvements. We also found minimal evidence that the force had effective mechanisms for communicating to the public on action it has taken in response to feedback, beyond existing traditional engagement channels.

Summary of findings



Good

Northamptonshire Police understands clearly the importance of treating people with fairness and respect as a core part of the vision and values of the organisation. Good progress has been made in setting and communicating the vision and values, although the force recognises it has more to do to ensure the workforce understands them. Information about the values is included in all current training programmes.

¹¹ *PEEL: Police legitimacy 2015 – A national overview*, HMIC, February 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/

The force identifies issues that affect public perceptions of fair and respectful treatment through analysis of its perception survey, and through its monthly police and public scrutiny process to examine stop and search encounters. It also has a variety of ways of seeking feedback and challenge from the public, including independent advisory groups and an independent monitoring group for custody suites. The force needs to do more to ensure that the public are informed about the action it has taken in response to their feedback, beyond using traditional engagement channels.

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.¹² 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.¹³

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.¹⁴ 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.

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

¹³ *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

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
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

Northamptonshire Police has an effective vetting process in place. It has a dedicated vetting unit, which works closely with human resources (HR) and the counter-corruption unit (CCU). The force vets all new officers, police staff, transferees, volunteers and contractors to an appropriate level prior to them having access to any aspect of the organisation. However, it does not currently take steps to monitor those with protected characteristics¹⁵ who have failed vetting. It is therefore unable to understand the impact of the vetting process on recruitment from individuals in those communities.

There is no backlog in post-employment vetting (or 'aftercare vetting') - there are regular reviews of a proportion of officers and staff and the force has good arrangements for assessing the effect on integrity of those whose personal circumstances have changed. We found that the workforce were aware of the vetting process and the need to self-refer if their circumstances change so that aftercare vetting could be carried out. Everyone recruited before 2006 has now been vetted to the standards set in 2012, and when a member of the workforce moves post, either laterally or on promotion, consideration is given to whether they require additional enhanced vetting.

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

Northamptonshire Police places the Code of Ethics firmly at the centre of its policing model. It has introduced a new internal ethics committee, which includes representation from the Police Federation and Unison. The committee is responsible for promoting standards of behaviour. It encourages the workforce to consider and submit ethical issues and dilemmas, which are discussed in this forum, and provides feedback and guidance. We were told that the professional standards department (PSD) is considering using the committee to discuss some of its cases. The force also extended the ethical decision-making exercise to the public via a unique interactive quiz that was available on its website to emphasise the importance of the workforce's adherence to the Code of Ethics. There is also an external ethics committee that provides an independent perspective on the decisions made by the

¹⁵ Available at: www.gov.uk/discrimination-your-rights/types-of-discrimination

internal committee. The force feeds back any findings to the workforce. Plans are also in place to develop a dedicated, interactive intranet offering all officers and staff guidance, and a forum to submit ethical issues and gain feedback.

Northamptonshire Police provides specific training to the workforce on some principal issues. For example, all new officers and staff receive training from counter-corruption and training staff on policies relating to the workforce declaring their business interests and notifiable associations (associations that could pose a risk to the integrity of an individual or the force). We found that there is a good understanding among the workforce of the need to report notifiable associations and to declare business interests (including media), gifts and hospitality. The process is fully outlined on the force intranet. The force also includes data protection and use of force IT systems as part of its induction programme for new members of the workforce as well as circulating force-wide messages via force orders.

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.¹⁶ 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 counter-corruption units to individual supervisors – are identifying and intervening early to reduce individual and organisational vulnerabilities (i.e. those individuals, groups or locations that may be susceptible to corruption). We also assessed how well forces are seeking and assessing intelligence on potential corruption, with a focus on those areas for improvement identified in our previous inspections.

Identifying and understanding risks to integrity

The force does not have a specific counter-corruption control strategy and this will inevitably restrict its ability to design and implement adequate policies and procedures to counter risks. The force does however have a range of plans and an established ethics committee. Business interests are monitored regularly by managers and reviewed annually. The force also publishes details of chief officer expenses and gifts and hospitality on its website.

¹⁶ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Most reports highlighting potential integrity issues come from concerned members of the workforce, but the PSD routinely monitors business interests, gifts and hospitality and membership of notifiable organisations, to identify situations where the integrity of the organisation may be potentially compromised.

The force currently has insufficient resources to monitor use of force ICT systems systematically to identify and respond to potential misuse. However, it does possess adequate software to do this, including the ability to monitor website use and to track force vehicles. The CCU and PSD have a single analyst shared between the two units, which limits the force's ability to assess this information. The force understands this is a significant gap in its ability to identify and prevent corrupt activities, and it is highlighted on the force risk register. This issue was raised during HMIC's 2014 police integrity and corruption inspection; we recommended that the force should ensure that it has the proactive capacity to effectively gather, respond to and act on information that identifies patterns of unprofessional behaviour and corruption. The force needs to take action to address this issue.

Intervening early to manage risks to integrity

The force has a scoring matrix to identify individuals that pose a potential risk to the integrity of the organisation, gathering and analysing intelligence from several sources. Identified individuals are subject to an assessment in which both potential sexual predation and misuse of force systems are deemed as high risk and scored accordingly. Officers and staff identified as being at risk are subject to regular review, depending on circumstances, at between three and twelve-month intervals. Where corruption allegations are investigated and shown to be untrue, the force looks to 'corruption proof' officers by recording outcomes and conducting integrity interviews with the officers to share details and help protect them from malicious allegations occurring in the future.

The CCU has also supported a national project to identify officers and staff who, from their social media profile, are clearly linked to the force. The force has then issued additional guidance to identify and talk to staff and officers about how they should manage their personal social media profiles in the future to minimise the risk of compromise. In addition, awareness information has been circulated in force notices and a new force policy on social media has been published. The social media exercise will be re-run in three months to see how many profiles can still be identified and further appropriate action will be taken in individual cases. A briefing is also now given to new joiners as part of the induction process.

Looking for, reporting and assessing intelligence on potential corruption

The force operates a range of effective channels for reporting potential corruption. These include the 'Bad Apple' confidential reporting line, direct reports to CCU, which are managed by a dedicated intelligence unit, and via Crimestoppers, which enables anonymous reporting of information about corruption. Additionally, the heads of PSD and CCU have taken the combined view that separating the CCU from the main PSD and locating it in a building that includes other operational functions has a positive impact on the reporting of wrongdoing.

All corruption-related intelligence goes to the CCU, where it is recorded and assessed. The intelligence then goes through a risk assessment process with action being taken when appropriate. Intelligence input is regularly dip-sampled by the deputy chief constable to ensure appropriate action is being taken.

While the force has a good system for collecting and assessing intelligence about potential corruption from a range of internal reporting channels, its capacity to analyse this material is limited. The force does not routinely look beyond its traditional sources for information. We did not find evidence that it proactively seeks intelligence on potential corruption from a variety of sources (such as women's refuges, sex worker support groups, websites and gyms). More positively, a member of staff from the CCU is a link with the sexual assault referral centre, which provides a channel for intelligence about officers and staff who may be committing sexual offences. Furthermore, the CCU has forged a good relationship with an independent domestic abuse advocacy group. The centre will conduct callbacks on domestic abuse victims and will pass on any appropriate intelligence concerning police officers or staff to the CCU.

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*.¹⁷ This report states that "the abuse of police powers for purposes of sexual exploitation, or even violence, is something that fundamentally betrays the trust that communities and individuals place in the police. It therefore has a serious impact on the public's confidence in individual officers and the service in general." The report identified this behaviour as a form of serious corruption that forces should refer to the IPCC for consideration of how it should be investigated.

¹⁷ *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

The Code of Ethics¹⁸ – 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.¹⁹ HMIC’s 2015 report *Integrity matters*²⁰ 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

Northamptonshire Police fully recognises the gravity of sexual predation by members of the workforce and addressing this serious corruption is the main priority for CCU. The workforce understands the seriousness of the issue and is confident that they would be able to identify and report a colleague who they felt may be engaging in an inappropriate relationship with a vulnerable victim.

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

The CCU currently uses a risk matrix which is circulated regionally for sexual predation, but is about to move to the matrix which has been developed by Kent Police, as this is more comprehensive. Both matrices have a scoring system to indicate the likelihood of sexual predation by officers and staff coming to notice, giving weighting to a range of factors that have been identified as potential indicators of wrongdoing. The force was able to provide examples of continuing investigations,

¹⁸ 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

¹⁹ 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.

²⁰ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

which identified members of the workforce whose scoring on the matrix indicated potentially inappropriate behaviour. These matters were being investigated with the highest priority.

The force has limited ability to seek and analyse intelligence proactively from its digital systems, but it is taking steps to address this. We found no evidence that the force routinely seeks intelligence on sexual predation from alternative sources such as sex worker support organisations, although it does have established reporting channels with the independent domestic violence advocate service.

Taking action to prevent abuse of authority for sexual gain

The force's risk-based assessment framework to identify those members of the workforce with the potential to commit these kinds of offences, supported by its involvement with a national project to help monitor social media, means the force is in a strong position to intervene early to prevent abuse of authority for sexual gain.

The CCU inspector has been reinforcing messages about this type of corruption by delivering talks on sexual predation to all special constables, student officers, transferees and new detectives. The force intends to extend this process to specialist units. The regular posting of details on corruption cases on the force intranet is also a way in which the force emphasises the importance of this issue, and disseminates information and advice.

Building public trust

The force ensures that, for all cases of misconduct of this nature, a specific media strategy is developed. In this, any loss of public trust and confidence because of a specific case is considered, and procedures are put in place with the aim of restoring public trust generally, and among specific groups in the community. The strategy sets out how and when the force will tell the public what has happened and what has been done to deal with the case.

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.²¹ This information also forms the basis for deterring misconduct and enhancing integrity within police forces themselves. This

²¹ *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

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

Northamptonshire Police develops a media strategy for misconduct cases to explain to the public what has happened and what has been done in response. A member of the chief officer team who will act as the ‘face of the force’ heads such campaigns. All misconduct hearings, irrespective of the charge, that are to be held in public, are publicised on the force website seven days before the hearing is due to take place. The details of the hearing are also sent to the media and published via force social media accounts. The details include the officer’s name and a brief synopsis of the case, details of where and when the hearing will take place and conditions of entry. There is also an explanatory outline of the process for public attendance and contact details. Following a misconduct hearing which has been heard in public, the outcomes and details from the hearing itself, including where appropriate the closing remarks of the chair, are publicised via the force website and via social media accounts. Exceptions to this approach only occur when the officer’s legal representative has made representations to the chair.

Working with the workforce

The force publishes the outcome of misconduct cases on its intranet, together with any key message or learning points. Details of cases go into force weekly circulations. The PSD has just started to publish a newsletter to increase understanding of issues by the workforce.

Summary of findings



Northamptonshire Police has an effective vetting process in place. It has a dedicated vetting unit, which works closely with the human resources team and the counter-corruption unit (CCU). However, it does not have a specific counter-corruption control strategy, which would provide direction in targeting resources to those areas that pose the greatest threat to the organisation.

The force operates a range of effective reporting channels. All corruption-related intelligence goes to the CCU, where it is recorded and assessed. Northamptonshire Police fully recognises the gravity of sexual predation by members of its workforce and addressing this serious corruption is the main priority for CCU. The workforce

understand the seriousness of the issue and are confident that they would be able to identify and report a colleague who they felt may be engaging in an inappropriate relationship with a vulnerable victim.

The force currently has insufficient resources to monitor systematically the use of force ICT systems to identify and respond to potential misuse. However, it does possess adequate software to do this, including the ability to monitor website use and to track force vehicles.

Areas for improvement

- 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 counter-corruption unit (CCU) to ensure it can manage its work effectively.

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.²² 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.²³ 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.

²² *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
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

²³ *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
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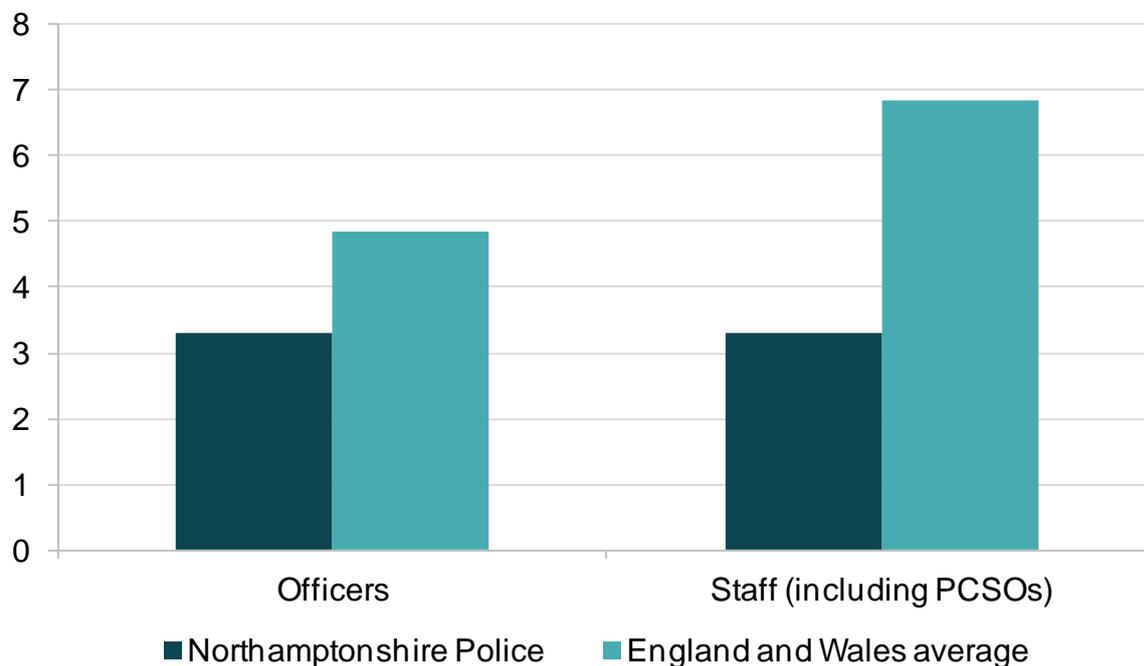
Identifying and understanding the issues

The force identifies those areas which have greatest impact on the workforce's perception of fairness in a range of ways. It runs surveys, it offers the opportunity for members of the workforce to ask the chief constable questions in an online forum and it conducts exit interviews for those officers or staff leaving the organisation. The force's recent 'Big Conversation' event encouraged officers and staff of all grades and ranks to discuss a range of topics in a focus group environment. These events help the force to identify and understand what areas impact on perceptions of fair treatment. A recent event looked at promotion processes, which led to a few changes. For example, a recent superintendent promotion process involved the use of external assessors at a number of stages to reassure candidates of the impartiality and objectivity of those making selection decisions. This will also be used for the forthcoming inspector and chief inspector promotion processes.

The 2015 staff survey was designed to identify potentially problematic leadership styles. The survey measured how fairly the workforce felt their line managers, middle managers and senior managers had treated them. The force told us that 52 percent of the workforce responded to the survey, and at the time of our inspection was still awaiting feedback on the results and impact. The force also conducts more focused surveys and staff engagement exercises with specific members of the workforce. For example, work was undertaken within the crime command to understand the overall impact of workload, management fairness and values. This included an informal, anonymous staff survey, which the force told us had a 70 percent response rate. It also involved assessment of these issues by an independent HR peer review, which discussed issues with the workforce. One finding which is now being addressed is that people considered that the selection process for internal vacancies was unfair.

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 Northamptonshire 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, Northamptonshire Police finalised 3.3 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 3.3 formal grievances raised by staff per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 6.8 per 1,000 staff (including PCSOs).

Making improvements and demonstrating effectiveness

The force aims to ensure that it makes improvements in response to concerns raised by the workforce. The findings relating to fairness issues around internal recruitment led to an event called 'Have your say?' at which officers and staff were given the opportunity to give their opinions on how people should be recruited. The force has responded by changing policy where appropriate. For example, a recent internal selection process for posts within the force control room (FCR) involved an initial paper sift by individuals independent of the unit, followed by interviews which included members from the FCR at the same grade as the posts applied for.

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

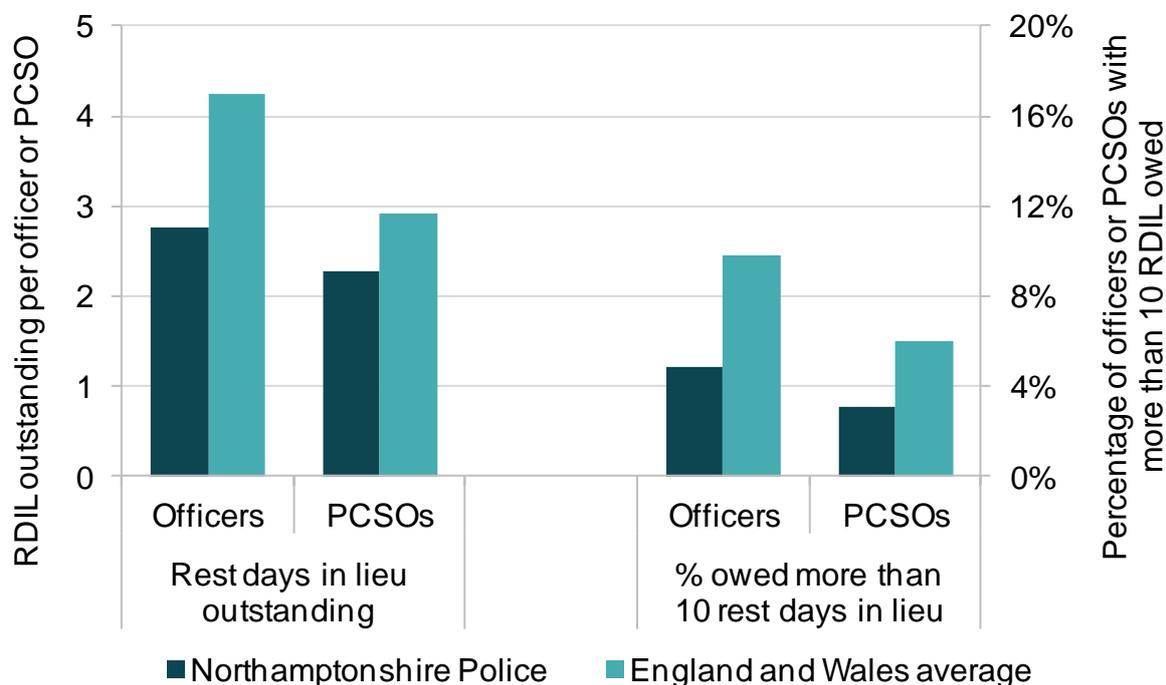
The force's plans to address wellbeing issues are at a very early stage of implementation, although these plans reflect a commitment to supporting wellbeing. The force has set up a wellbeing board chaired by the chief constable, which works closely with a working group drawn from people across the organisation that have previously accessed the occupational health service. The aim of the group is to inform the board of their personal experiences, and act as a sounding board for proposed developments in the provision of occupational health services.

Identifying and understanding the workforce's wellbeing needs

The force has several routine mechanisms to identify the workforce's wellbeing needs. For example, the health and safety executive board routinely examines the level of assaults on officers and the places where these assaults occur. The human resources (HR) team monitors both those people referred to counselling and the themes emerging from the overall use of the service. The HR team also examines sick absence data and cross-references this against other potentially significant data such as the level of grievances.

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



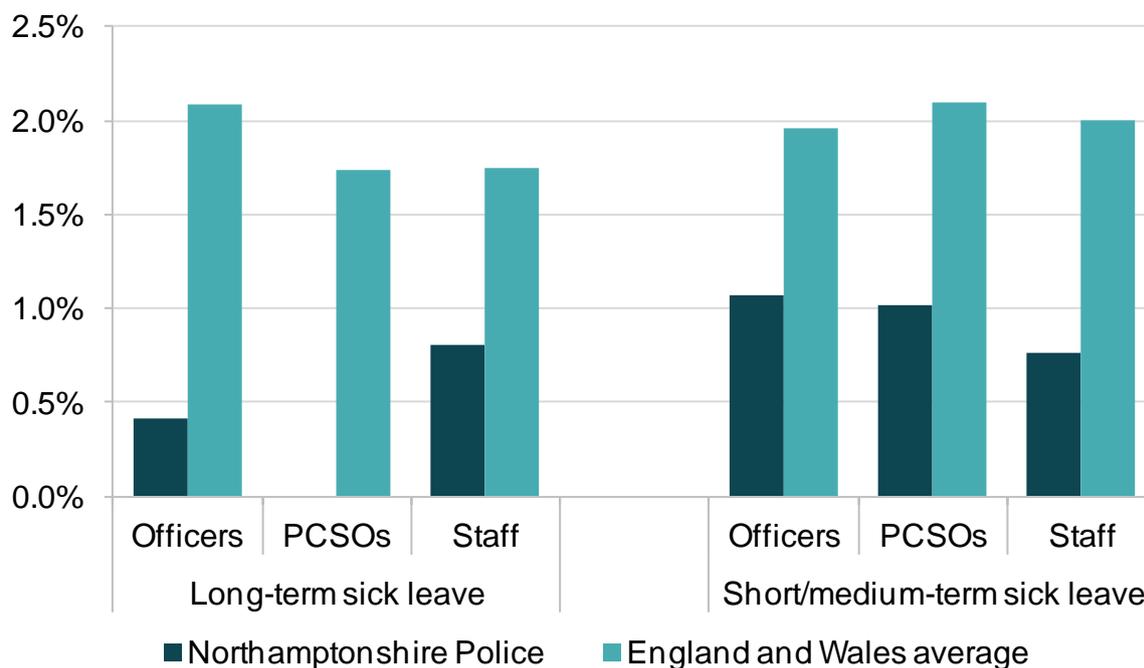
Source: HMIC Legitimacy data collection

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 2.8 rest days in lieu outstanding per officer in Northamptonshire Police, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 2.3 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, 4.9 percent of officers in Northamptonshire 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, 3.1 percent of PCSOs in the force had more than 10 rest days in lieu owed to them, the England and Wales average was 6.0 percent of PCSOs. Due to the total number of PCSOs being small in Northamptonshire Police as at 31 March 2016, the percentage of PCSOs with more than 10 rest days in lieu owed to them should be interpreted with caution. 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 these 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 Northamptonshire 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. Due to the total number of PCSOs being small in Northamptonshire Police as at 31 March 2016, the percentage of PCSOs on sick leave should be interpreted with caution. 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.

- 0.4 percent of officers were on long-term sick leave, which is lower than the England and Wales average of 2.1 percent.
- 1.1 percent of officers were on short or medium-term sick leave, which is lower than the England and Wales average of 2.0 percent.
- 0.0 percent of PCSOs were on long-term sick leave, which is lower than the England and Wales average of 1.7 percent.
- 1.0 percent of PCSOs were on short or medium-term sick leave, which is lower than the England and Wales average of 2.1 percent.
- 0.8 percent of staff were on long-term sick leave, which is lower than the England and Wales average of 1.7 percent.
- 0.8 percent of staff were on short or medium-term sick leave, which is lower than the England and Wales average of 2.0 percent.

Taking preventative and early action to improve workforce wellbeing

As a result of the occupational health working group discussions, there has been progress in certain areas of occupational health management. For example, at the time of the inspection the force was implementing a trauma risk management (TRiM) intervention service designed to support officers and staff who have been exposed to a traumatic event. It was also examining other ways of improving counselling services, in partnership with the fire and rescue service. Mandatory counselling was already in place for certain specialist posts recognised to have the potential to be traumatic, such as child abuse investigators. The force has also put in place a range of activities and support mechanisms designed for people to be able to reflect on their position within the organisation and to take control of their own wellbeing by planning and making decisions around their future careers. For example, the force recently held the 'Renew You' programme for female officers and staff; a one-day personal development course run by a private company and designed specifically for women "at any stage of their life, who want some time and space to reflect and plan ahead". Wellbeing issues are included in both the sergeant and inspector training programmes.

The force has introduced training for sergeants and inspectors on sickness and absence issues, but recognises that some supervisors have not yet been trained, leading to people being advised to seek out their own answers either via the intranet or directly through occupational health services. The force is working hard to address this and has set up a performance improvement forum to develop and spread good practice. Case studies from this forum have already been used in recent promotion courses for sergeants and inspectors to improve understanding of wellbeing issues.

We heard concerns about the delay staff and officers experience in accessing support services, and the quality of some of those services, such as counselling. The force is aware of these issues and it is taking action to address them at chief officer level.

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.²⁴ 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.²⁵

The performance assessment process

At the time of the inspection, the force was undertaking substantial changes to its individual performance assessment process, referred to as the performance and development review process (PDR). It recognises that the current arrangements need to be improved in several ways. Online mechanisms for completing the forms are regarded as poor by the workforce. The force is seeking to address all of these issues through a regenerated process. This process aims to foster regular contact between members of the workforce and supervisors, and to have a regularly updated PDR that identifies both development issues and aspirations for individuals at the earliest opportunity.

The results of performance assessment

We were pleased to see that all officers and staff are required to have a PDR; however, development plans are only undertaken for those who are seeking career development or for those identified as underperforming. The plans to improve the process are encouraging. The plans should ensure that all officers and staff will receive improved structured supervision, regardless of their level of performance.

²⁴ *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

²⁵ 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

Northamptonshire Police identifies areas that have greatest impact on the workforce's perception of fairness in several ways. It runs surveys, it offers the opportunity for its workforce to ask the chief constable questions through an online forum and it conducts exit interviews for those officers or staff leaving the organisation.

The force has several ways of identifying the workforce's wellbeing needs. For example, the health and safety executive board routinely examines the level of assaults on officers and the places where these assaults occur. The human resources team monitors both those people referred to counselling and the themes emerging from the overall use of the service. It also examines sick absence data and cross-references this against other potentially significant data such as the level of grievances.

Some staff and officers had experienced delays in accessing support services, and there were concerns regarding the quality of some of those services, such as counselling. The force is aware of these issues and it is taking action to address them at chief officer level. It is also taking steps to improve the individual performance assessment process in order that all members of the workforce receive better supervision.

Areas for improvement

- The force should improve its provision of preventative healthcare measures for its 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: 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.²⁶

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.

²⁶ *Guidance on the recording of complaints under the Police Reform Act 2002*, Independent Police Complaints Commission. Available at: www.ipcc.gov.uk/sites/default/files/Documents/statutoryguidance/guidance_on_recording_of_complaints_under_PRA_2002.pdf

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

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

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

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

www.gov.uk/government/statistics/police-workforce-open-data-tables