



Promoting improvements
in policing to make
everyone safer

PEEL: Police legitimacy 2016

An inspection of Avon and Somerset Constabulary



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Introduction

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

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

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

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

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

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

² *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%20FINAL_REPORT.pdf

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

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

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

Force in numbers

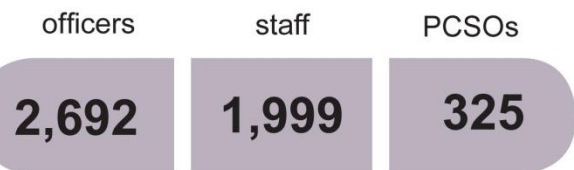


Workforce

Total workforce as of 31 March 2016

5,016

Total workforce breakdown as of 31 March 2016



Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

2.5%



Percentage of BAME in local population, 2011 Census

6.7%



Gender diversity

Percentage of females in overall workforce 31 March 2016

Avon and Somerset Constabulary England and Wales population, 2011 Census

42%

51%

Percentage of females by role 31 March 2016





Public complaints

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

Officers

Avon and Somerset Constabulary

355

England and Wales force average

268

Staff (including PCSOs)

72

61



Grievances

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

Officers

Avon and Somerset Constabulary

2.6

England and Wales force average

4.8

Staff (including PCSOs)

5.6

6.8



Victim satisfaction

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

Avon and Somerset Constabulary

91.0%

England and Wales force average

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 judgment³



Good

Avon and Somerset Constabulary 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 this respect. The force has consulted with the communities it works with to understand their expectations and with its workforce to develop standards of service. It has systems in place to ensure its workforce behaves ethically and works hard to understand the views of its staff.

Overall summary

Avon and Somerset Constabulary is good at treating the people it serves with fairness and respect. The force consults with the communities it works with to understand their expectations of the service they receive from the police. It uses a number of methods to seek feedback and challenge from the public and has strategies to support this. The force engages with the public about the outcome of serious misconduct cases for officers only.

In 2015 we found that the force had made good progress in introducing the Code of Ethics and on this inspection we found that officers and staff had a good understanding of the Code and the need to treat people with fairness and respect. The force is good at identifying, understanding and managing risks to the integrity of the organisation and has a well established vetting process that complies with national guidance. It has developed a counter-corruption strategy and a process to assist it in identifying, understanding and managing risks to integrity. However, preventative work around identifying the risk of officers and staff abusing their authority for sexual gain is less developed.

The force works to improve areas that affect workforce perceptions of fair and respectful treatment. We identified a number of good initiatives to address workforce wellbeing. The force needs to improve its performance assessment process and has plans in place to do so.

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

Recommendations

Avon and Somerset Constabulary is a good force. HMIC has not identified any causes of concern and has therefore made no specific recommendations.

Areas for improvement

- The force should improve how it seeks feedback from the people it serves about their experiences (or perceptions) of how the police have treated them.
- The force should improve its workforce's understanding of notifiable associations.
- The force should ensure that it has the capability and/or capacity to monitor all its computer systems to identify risks to the force's integrity.
- 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

Avon and Somerset Constabulary is good at treating the people it serves with fairness and respect. In 2013 it consulted with the communities it serves to understand their expectations of the service they receive from the police. The force’s response to this consultation is its service promise to the public, which includes treating people professionally, with fairness and respect.

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.*

These principles have since been adopted as the force's organisational purpose and form the central focus of all activities and training; for example, the local policing objective is to 'treat you professionally, with fairness and respect'. The principles are also at the heart of its 'Be Proud' programme, the force's framework for delivering a professional service, which supports implementation of the Code of Ethics. The Be Proud programme brings together the service promise (what the force does) and the values and nine principles of the Code of Ethics (how they do it) into a single document for all staff. The Be Proud website makes clear the link between how the organisation treats its staff and how their staff treat the public, and how this informs and encourages public confidence and satisfaction. In 2015 we found that the force had made good progress introducing of the Code of Ethics, and this year we found that officers and staff had a good understanding of the Code, and the importance of treating people fairly, and with respect.

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

Avon and Somerset Constabulary seeks feedback and challenge from the people it serves in a number of ways. Its citizens and communities strategy and outreach strategy involve traditional surveys, face-to-face meetings, and social media. The force uses both Facebook and Twitter. In recent months it has increased its Facebook profile by over 10,000 (taking its total to nearly 52,000 followers) and it has seen a similar increase in its Twitter followers. The corporate communications department analyses responses and feeds back any issues or themes to the local policing areas and heads of department for action or discussion. Some responses concerned issues of fairness and respect, which were referred to the professional standards department for review.

The force works with a number of independent advisory groups (IAGs) to engage with and review feedback from communities that do not normally contact the police to ensure they are treated with fairness and respect. Two themed IAGs also support engagement work with young people and those with disabilities. IAG members have helped devise a series of engagement toolkits to help staff understand how better to engage with their communities. One transgender IAG member assisted in developing a transgender toolkit and is helping to promote these tools in a range of briefing sessions to staff in all roles and at all levels. The disability IAG has helped

develop a 'Keep Safe' scheme for vulnerable people. A dedicated keep safe hotline will be answered by call handlers who will have pre-disclosed information about the vulnerable person so that they can help them more quickly and efficiently. The young people's IAG has given valuable feedback on the stop and search website for children and young people.

The force also held an open day at its headquarters, which gave those who attended the opportunity to provide feedback, including young people, who may have less trust and confidence in the police. An example of feedback was the perception that officers did not adequately explain why they were stopping young people. This issue was incorporated into training for frontline staff with a focus on 'take time to explain'.

On a quarterly basis, the office of the police and crime commissioner and the force jointly survey a selected group of residents on their perceptions of and confidence in the police. The police and crime commissioner has also formed an independent residents' panel to review complaints made against officers and staff.

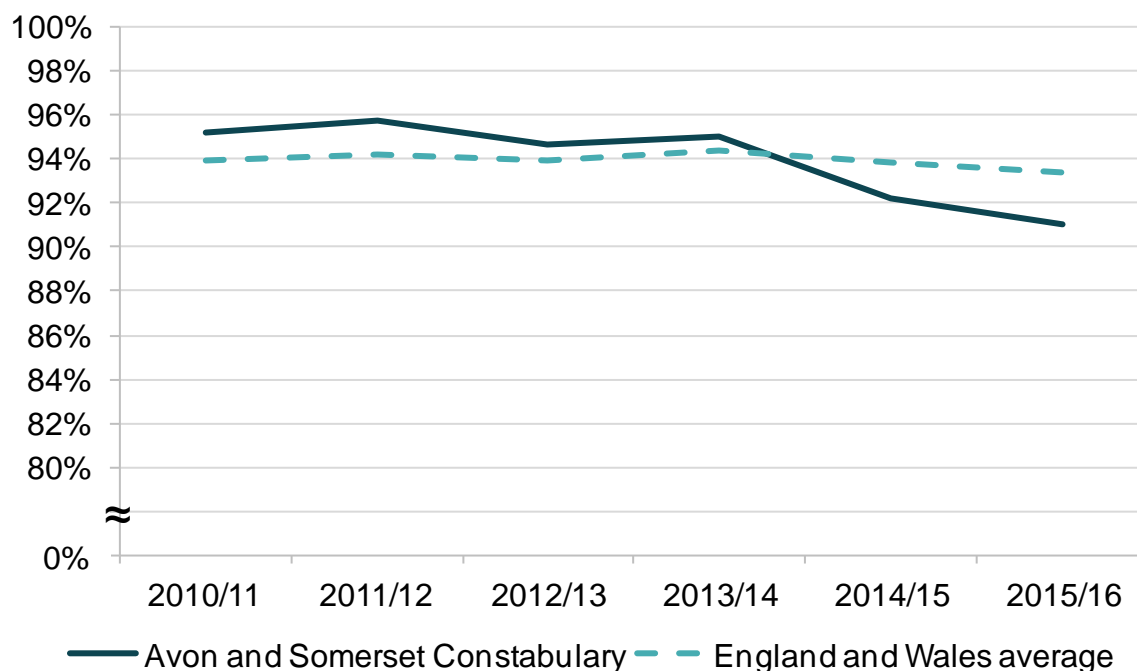
We found that the force's opportunities for people who may not complain or go through established engagement channels were less developed. Although the force has bespoke toolkits and has done some work in this area, this tended to be in response to particular incidents.

Identifying and understanding the issues

Avon and Somerset Constabulary uses a number of methods to identify and understand the issues that have the greatest impact on public perceptions of fair and respectful treatment.

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

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



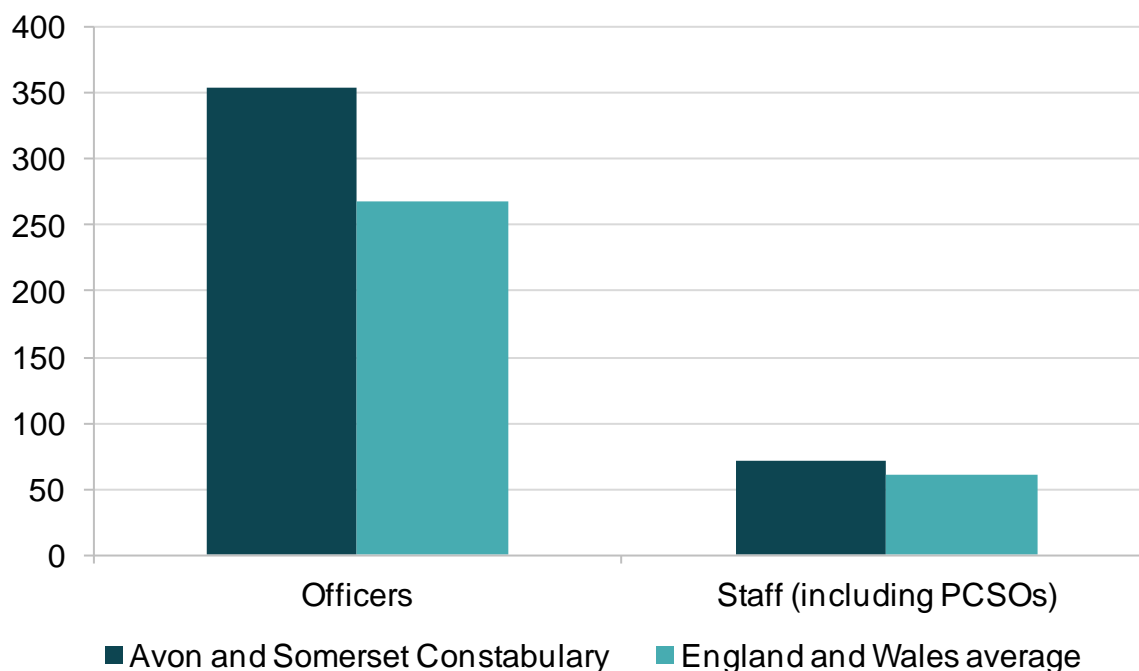
Source: Home Office Annual Data Requirement
For further information about the data in figure 1 please see annex A

In the 12 months to 31 March 2016, 91.0 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Avon and Somerset Constabulary, which was lower than the England and Wales average of 93.4 percent; and lower than the 92.2 percent who were satisfied with the overall treatment that the constabulary provided in the 12 months to 31 March 2015. This is a statistically significant difference.

The feedback from communities informs the force’s plan for continuous improvement. The continuous improvement board, chaired by the deputy chief constable, guides the force to work towards the goals of the police and crime plan and the continuous improvement plan. The board reviews the public user satisfaction survey and the police and crime survey results.

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 Avon and Somerset Constabulary 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, Avon and Somerset Constabulary recorded 355 public complaint cases per 1,000 officers, which was higher than the England and Wales average of 268 cases per 1,000 officers. During this period, the constabulary recorded 72 public complaint cases per 1,000 staff – including police community support officers (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 type of complaint most frequently recorded by Avon & Somerset Constabulary is ‘other neglect or failure in duty’.⁶ It is important to note, however, an issue identified during our 2014 police integrity and corruption inspection:⁷ 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.

⁶ Independent Police Complaints Commission data is available at: www.ipcc.gov.uk/reports/statistics/police-complaints/police-performance-data

⁷ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

The professional standards department reviews complaints and conduct issues and produces a quarterly learning the lessons bulletin, which is cross-referenced with and includes feedback from the independent residents' panel, which also scrutinises complaints and highlights good practice, areas for improvement and areas of concern.

The residents' panel meets quarterly and is made up of a representative selection of volunteer residents from the force area. Their scrutiny of complaints has resulted in changes to the way complaints are investigated and how the force communicates with those involved in such cases. In relation to fairness and respect specifically, the panel reviews whether investigations into misconduct by officers or staff that result in 'no further action' are fair and free from any form of discrimination.

The independent custody visitor scheme is run by the office of the police and crime commissioner. There are four teams that regularly make unannounced visits to the custody facilities across the force. The visitors speak with those detained and any issues are fed back directly to the staff responsible for the custody facility. A quarterly, minuted meeting is held to discuss any concerns with the force custody lead and the office of the police and crime commissioner.

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

Avon and Somerset Constabulary has an organisational learning strategy to help it act on the learning and feedback it receives and uses it to shape improvement of the treatment of the people it serves. Learning groups, chaired by chief officers, cover all areas of the force and feed into a learning board. These meetings support and enable organisational learning and continuous improvement and take place every quarter. The force derives learning from public feedback, recommendations from both external and internal reviews, good practice from other forces and research evidence.

Lessons from a recent IPCC misconduct investigation – which resulted in 17 misconduct cases and one constable and a police community support officer receiving prison sentences – have been widely disseminated across the force, and the deputy chief constable has spoken with officers. The force has written its own

report identifying its failings, and this report has been accepted by the IPCC, which will not be producing its own report. The force has recognised the issues and is acting on them to improve services in future, including developing related training for all staff to address the significant learning points.

We found several examples of the force acting on feedback to improve the way it treats the people it serves. It has amended its stop and search processes after consultation. The force has established an unconscious bias steering group under the leadership of a chief officer to raise awareness of unconscious bias and to help individuals and the force make better decisions in line with their values and the Code of Ethics. The steering group is focusing on two areas: recruitment (both new recruits and promotion) and training.

In the 2015 inspection we found that the professional standards department produced a quarterly newsletter for all officers and staff, which included not only the outcome of complaints and misconduct investigations, but also feedback and learning from a number of sources. This publication has been reviewed by the new chief officer team and is due to be re-launched soon.

In our 2015 inspection, we found Avon and Somerset Constabulary complied with the Best Use of Stop and Search scheme and in this year's inspection we found that the force has continued to make improvements this area. A number of stop and search summits have been held for the public. Feedback from these summits has helped shape the current stop and search procedures, with revised reporting forms and a review process to ensure searches are justified.

Demonstrating effectiveness

Avon and Somerset Constabulary uses a number of strategies to demonstrate to the public that it is taking action to make improvements in response to issues regarding fair and respectful treatment. As well as providing feedback through general engagement mechanisms, the force has used a number of television programmes, such as the Murder Detectives and Neighbourhood Blues, to demonstrate its commitment to acting on feedback and treating people fairly and with respect.

Overview reports of the key findings of its 'service delivery assurance panels' – panels made up of members of the public, external experts and other local partner agencies to explore the quality of police service delivery – have been published on the PCC's website. Reports of the findings of the resident's panel, who scrutinise complaints, are also published on the PCC's website.

Summary of findings



Good

Avon and Somerset Constabulary is good at treating the people it serves with fairness and respect. It has consulted with the communities it serves to understand their expectations of the service they receive from the police, and has used this feedback to create principles of policing that form the basis of its Be Proud programme. The force continues to use a number of methods to seek wider feedback and challenge from the public, including active monitoring of social media and well-established independent advisory groups that feed into governance structures at both strategic and local levels. The professional standards department reviews complaints and conduct issues and produces a quarterly learning the lessons bulletin that includes feedback from the independent residents' panel. The force continues to make improvements to the way it uses and scrutinises use of stop and search, and service delivery, and also to demonstrate to the public that it has done so.

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.⁸ 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.⁹

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.¹⁰

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.¹¹ 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.

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

⁹ *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

¹⁰ *College of Policing: Authorised Professional Practice on vetting*. Available at:
www.app.college.police.uk/app-content/professional-standards/vetting/

¹¹ *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

Vetting of staff to an appropriate level is a priority for Avon and Somerset Constabulary and the process follows national guidance. The human resources department reviews vetting failures to assess the effects they may have on the diversity of its workforce. The force established that a number of its officers and staff employed before 2006 had not been vetted to national standards. The vetting unit implemented a plan to address this issue, which was agreed by the chief officer group. Those who had not been vetted to the required standard had their role in the organisation risk assessed; people who presented a higher risk were vetted immediately and those presenting a lower risk are being re-vetted in line with that assessment.

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

Avon and Somerset Constabulary uses reliable ways of clarifying and reinforcing acceptable and unacceptable standards of behaviour. Those people we spoke with appreciated the value of chief officer road shows and blogs conducted by the chief constable. Officers and staff had a good understanding of the force's values, the service promise, the Be Proud programme and the Code of Ethics, and applied these in their day to day work.

The force continues to reinforce these standards; it will soon re-launch its Be Proud programme with line managers, and in December 2015 the professional standards department reminded staff of the need to register business interests, notifiable associations and gifts and hospitality through its newsletter. Guidance on these subjects and on the use of social media is available on the professional standards department's intranet site. Gifts and hospitality for chief officers is published on the intranet monthly.

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.¹² 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

Avon and Somerset Constabulary has a good understanding of the risks to its integrity. The counter-corruption unit (CCU) has produced the force's own counter-corruption strategy, which has been developed with reference to the National Crime Agency's counter corruption strategic assessment. This identifies the main corruption risks to the organisation, which have been categorised. The force has developed action plans and officers within the CCU have been allocated to develop and lead on these plans. A recent peer review of the professional standards department (PSD) by Derbyshire Constabulary has helped the department to identify and understand risks to integrity of the force.

We found that Avon and Somerset Constabulary's workforce had a good understanding of the need to register business interests and gifts and hospitality offered to them. They told us where information on this could be found and how to complete the registration process. The need to inform the force about notifiable associations was less well known, particularly regarding media contacts. The CCU makes further checks on applications for business interests that are refused, by working with the individual's line manager. Granted applications are reviewed periodically and reviews are triggered if there are long periods of sickness. The force has made progress against HMIC's 2014 police integrity and corruption inspection. The PSD audits the gifts and hospitality register for chief officers and compares it

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

with officer diaries, mileage claimed and use of the force's credit cards. The CCU has bespoke media monitoring software to identify intelligence opportunities from social media; particularly to identify risk to staff concerning notifiable associations.

Before officers and staff move to high-risk posts or are promoted, they are vetted to the level identified for the role. Officers and staff are also subject to either re-vetting or a vetting health check at the conclusion of any relevant PSD investigation. The force routinely conducts random drug testing among the workforce and we found staff were aware of this policy and practice.

The force has the software to audit computer systems to identify corruption; however, it does not currently have the ability to monitor the use of the recently introduced mobile devices through its bespoke software. This should be addressed as a priority.

Intervening early to manage risks to integrity

Avon and Somerset Constabulary's PSD has a 'learning the lessons' process that identifies all the lessons from both internal investigations and those conducted by, or overseen by, the Independent Police Complaints Commission (IPCC). The PSD uses regular bulletins to highlight the lessons from these sources and issues identified by the police and crime commissioner's residents' panel. The process also looks at other learning that comes from outside the force; for example, from HMIC. Lessons identified are passed to the organisational learning board as well as shared with the most relevant department. A record is kept of the lessons learned and what the force has done to address the issue.

The CCU's counter-corruption strategy and PSD's daily and fortnightly tasking meetings assist the force to intervene early and manage the risk of corruption. The head of vetting attends these meetings. Areas covered include abuse of authority for sexual gain or abuse of powers for inappropriate influence, inappropriate data disclosure as well as any criminal activity. The CCU gives presentations to all new recruits, promotion courses and some specialist courses. These presentations give guidance on how to spot vulnerability and corruption of colleagues and what do if this occurs.

Looking for, reporting and assessing intelligence on potential corruption

The force has two methods for officers and staff to submit concerns about co-workers: an anonymous email system and a telephone line. The anonymous email system is particularly useful because it allows the PSD to go back to the originator and ask for further information without knowing their personal identity or e-mail address.

The force identified that members of the public could not easily give information other than by making a formal complaint. In collaboration with regional colleagues, it is considering a free phone number advertised on the internet for the public to use.

Avon and Somerset Constabulary's CCU faces an increase in demand as a result of the volume of intelligence it now receives, which has also reduced the force's ability to undertake proactive intelligence gathering. The head of the PSD has already implemented a plan to address this issue, including use of dedicated analysts to handle the initial intelligence and related tasks, and using the counter-corruption strategy to prioritise risks. The force has also recently appointed an intelligence manager to assist in managing this demand.

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*.¹³ 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*¹⁴ – 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.¹⁵ HMIC's 2015 report *Integrity matters*¹⁶ identified police sexual

¹³ *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

¹⁴ 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

¹⁵ 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.

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

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

Avon and Somerset Constabulary has dealt robustly with cases of officers abusing their authority for sexual gain, including those involving victims of domestic abuse. The force recognises the seriousness of this type of behaviour and it is included in its anti-corruption strategic assessment and management meetings. It treats all cases of abuse of authority for sexual gain as a mandatory referral to the IPCC.

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

The force seeks intelligence proactively on potential abuse of authority for sexual gain. It has well-developed links with independent domestic violence advisers to identify possible corruption in this area and it reviews the use of IT systems to identify officers or staff who may be acting inappropriately.

Suspicious behaviour of this nature is also identified through intelligence obtained during unrelated investigations and confidential reporting from colleagues or victims. Once it has been identified, it is either treated as a formal misconduct complaint or investigated as a criminal offence.

Taking action to prevent abuse of authority for sexual gain

Despite the strong evidence of proactive work in this area, the force identified that prevention work, and awareness of the issue among the workforce, was less developed. In response, the PSD designed a training package that includes a locally-produced video to raise awareness of the issue. The force has also drafted a detailed guidance document explaining to all staff its expectations concerning acceptable behaviour and what action to take if they are suspicious of a colleague's conduct. Misconduct cases are published internally and included in the PSD newsletters to highlight to staff the consequences of unacceptable behaviour.

Building public trust

Avon and Somerset Constabulary is taking steps to rebuild trust with communities and partner agencies following high profile incidents of this nature. It has undertaken considerable work with independent domestic violence advisers, who work with victims of domestic abuse, demonstrating the force's commitment to identifying officers and staff who abuse their authority for sexual gain. The force has also produced detailed press releases about cases involving staff who abused their

authority for sexual gain. These included messages by chief officers reassuring the public of the robust actions taken and giving details of how the public can report any concerns or inappropriate behaviour of officers or staff.

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.¹⁷ 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

Avon and Somerset Constabulary publishes information on all forthcoming gross misconduct hearings on its website. This includes the date of the hearing, the reason for the hearing and how members of the public can attend. It posts the outcomes of these hearings (where dismissal is the highest sanction) on its website for 28 days. Because of recent misconduct investigations, the force understands the damage to public trust high-profile cases can have and so the communications department helps to create a communications strategy for all misconduct hearings. However, we found the force does not publish the outcomes of officer or staff misconduct cases (where a final written warning is the highest sanction) on its website for the public to see.

Working with the workforce

The force publishes the outcomes and brief details of misconduct cases for both officers and staff internally. The PSD publishes the lessons learned from each case to highlight areas for improvement for staff behaviour. This document has been reviewed and a revised publication has been created to improve staff understanding and highlight more clearly the lessons learned from both within and outside the organisation. The lessons are also reinforced by the chief constable during his road shows.

¹⁷ *Literature review – Police integrity and corruption*, HMIC, January 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Summary of findings



Good

Avon and Somerset Constabulary is good at ensuring that its workforce behaves ethically and lawfully. The force has a well-established vetting process that complies with national guidance. The values of the force, the Code of Ethics and other integrity-related policies are regularly reinforced to the workforce. The force has a counter corruption strategy and a process to assist it in identifying, understanding and managing the risks to integrity. Preventative work making clear to officers and staff the unacceptable nature of abusing their authority for sexual gain is less developed.

The force engages with the public about the outcome of serious misconduct cases for officers, but consideration has not been given to publishing the outcomes of staff cases or misconduct cases that do not result in the dismissal of officers and staff. The force's publishing of misconduct cases internally has not been regular recently, but the force has plans to address this.

Areas for improvement

- The force should improve its workforce's understanding of notifiable associations.
- The force should ensure that it has the capability and/or capacity to monitor all its computer systems to identify risks to the force's integrity.

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

A workforce that feels it is treated fairly and with respect by its employers is more likely to identify with the organisation, and treat the public in a similarly fair and respectful way. Conversely, perceived unfairness within police organisations can have a detrimental effect on officer and staff attitudes and behaviours.¹⁸ 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.¹⁹ 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.

¹⁸ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015.

Available at:

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

Organisational justice: Implications for police and emergency service leadership, Herrington C and Roberts K, AIPM Research Focus, Issue 2, 2013. Available at: www.aipm.gov.au/wp-content/uploads/2013/08/Org-Justice-Final.pdf

¹⁹ *Fair cop 2: Organisational justice, behaviour and ethical policing*, College of Policing, 2015, page 11. Available at:

http://whatworks.college.police.uk/Research/Documents/150317_Fair_cop%202_FINAL_REPORT.pdf

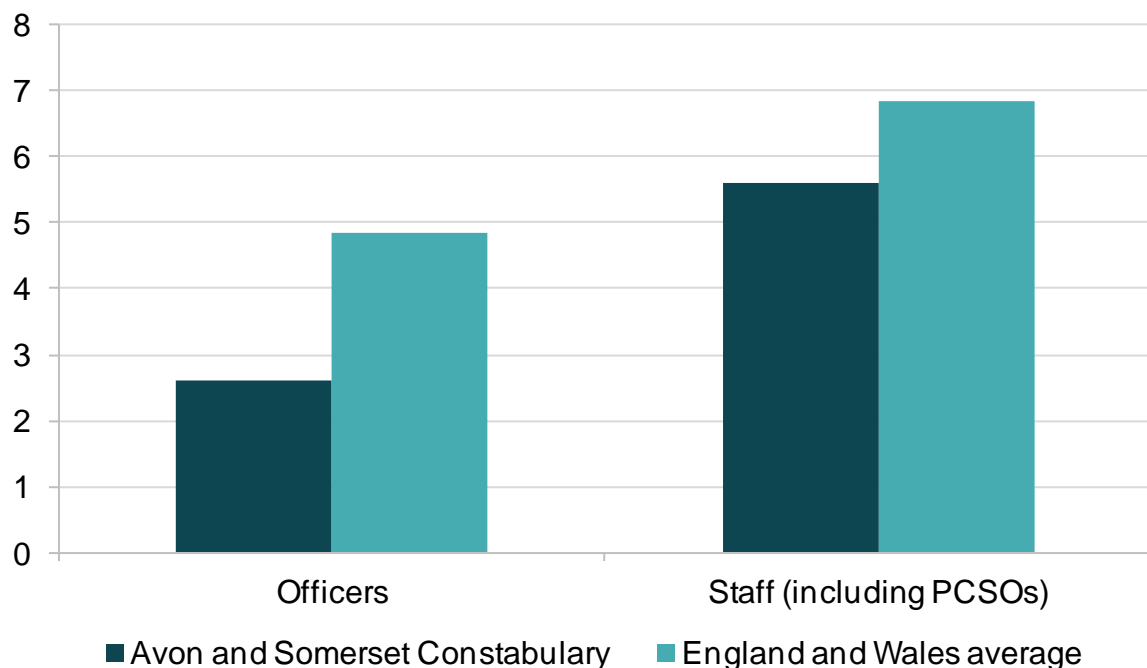
Identifying and understanding the issues

Avon and Somerset Constabulary is good at identifying the issues that affect its workforce's perceptions of fair and respectful treatment. Each year it undertakes staff surveys to seek staff views on fair and respectful treatment, allowing it to identify issues and compare trends. The results are broken down by department and used to help identify areas for improvement. The new chief constable is very visible to the workforce and the information contained in survey results was used to develop his road shows, where members of staff are encouraged to give their views. He has addressed officers and staff at other meetings and has often gone on patrol with frontline staff. The force publishes staff survey results and each department head receives analysis of trends.

The force conducts exit interviews; all employees who are leaving the organisation are asked to complete an exit survey and any issues raised are passed on to human resources (HR) or managers. Line managers are also encouraged to meet with staff before they leave the force to discuss the reasons for leaving.

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 Avon and Somerset Constabulary 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, Avon and Somerset Constabulary finalised 2.6 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 constabulary finalised 5.6 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).

Guidance on the grievance procedure is available on the intranet and new management and leadership courses for all first-line and second-line managers also contain information on the procedure. The head of HR reviews reports on grievances to identify any particular trends or issues, which are fed back to the relevant department heads. Staff associations were satisfied that the grievance system was fair.

Making improvements and demonstrating effectiveness

The results of the annual staff survey are published on the intranet and are on the agenda of the chief officer road shows. Specific examples of how the force has acted on the survey feedback include a new management and leadership course and a new performance development review system, as well as a system for recognising good work at local reward and recognition events. The chief officer roadshows are attended by all supervisors and managers, and there is an open two-way challenge culture in these presentations that improves staff perceptions related to fairness and respect. For example, in one of the chief constable's roadshows, a member of staff asked a question about the disbanding of a specialist team. The chief constable explained the rationale for this change, and the staff previously employed in these areas are now important members of other teams. The roadshows would be even more effective if the whole workforce were able to attend.

Following consultation, the PSD recently acknowledged that their assessments of complaints and misconduct cases were not in line with national guidance. More cases were identified as requiring 'special measures' (the officer would receive a notice to say they could be subject to a misconduct outcome or be dismissed) than was required by legislation. A review of the initial assessments has led to a significant decrease in cases being assessed as at the high end of the misconduct spectrum, and figures are now in line with those for other forces in the region.

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 has a wellbeing strategy, which is coupled with the chief constable's pledge to give staff the support they need to prioritise de-stigmatising mental health issues and provide mental health support to staff. The strategy set out plans to improve workforce wellbeing, who it will work with to do so and sets a timescale for making these improvements, and demonstrates that the force values workforce wellbeing. The force also hosted a regional wellbeing conference to raise awareness of these issues with staff and managers, and has made a commitment to sign up to the national wellbeing charter by the end of the year.

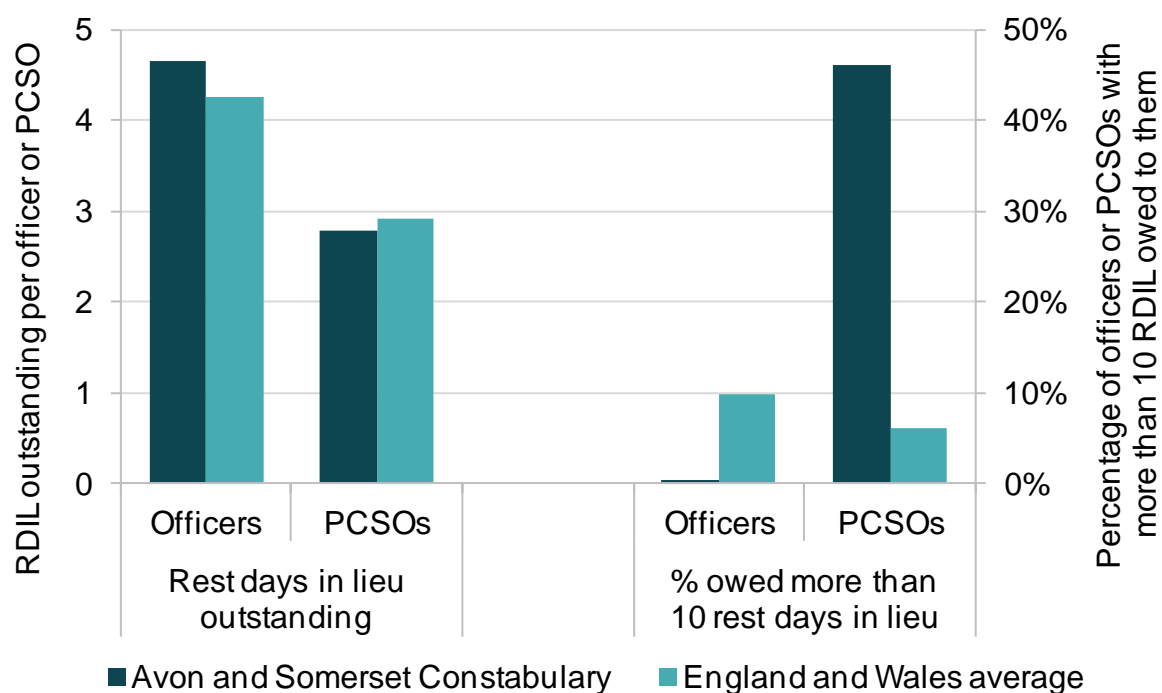
The force has already signed up to the 'Blue Light Programme' run by the mental health charity, Mind. Training for the programme was being rolled out at the time of our inspection and we found there was not yet widespread knowledge of the initiative, indicating that it was not publicised as well as it might be. Supervisors demonstrated only adequate understanding and support regarding their wellbeing responsibilities. Further training events were planned for the following months. We were pleased to find the special constabulary had recently been included in the wellbeing measures offered to the workforce.

Identifying and understanding the workforce's wellbeing needs

Overall, Avon and Somerset Constabulary is good at identifying the wellbeing needs of its workforce. As well as analysing the results of the annual staff survey, the force's HR department produces monthly and quarterly reports that include information on a number of indicators, such as absences, rest days and extra hours worked, overtime worked, and accidents at work. This information is discussed at the quarterly executive board and any concerns are addressed.

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 Avon and Somerset Constabulary 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 4.7 rest days in lieu outstanding per officer in Avon and Somerset Constabulary, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 2.8 rest days in lieu outstanding per PCSO in the constabulary, which was broadly in line with the England and Wales average of 2.9 days per PCSO. As at 31 March 2016, 0.4 percent of officers in Avon and Somerset Constabulary had more than 10 rest days in lieu owed to them, which was lower than the England and Wales average of 9.8 percent. As at 31 March 2016, 46.1 percent of PCSOs in the constabulary 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.

Taking preventative and early action to improve workforce wellbeing

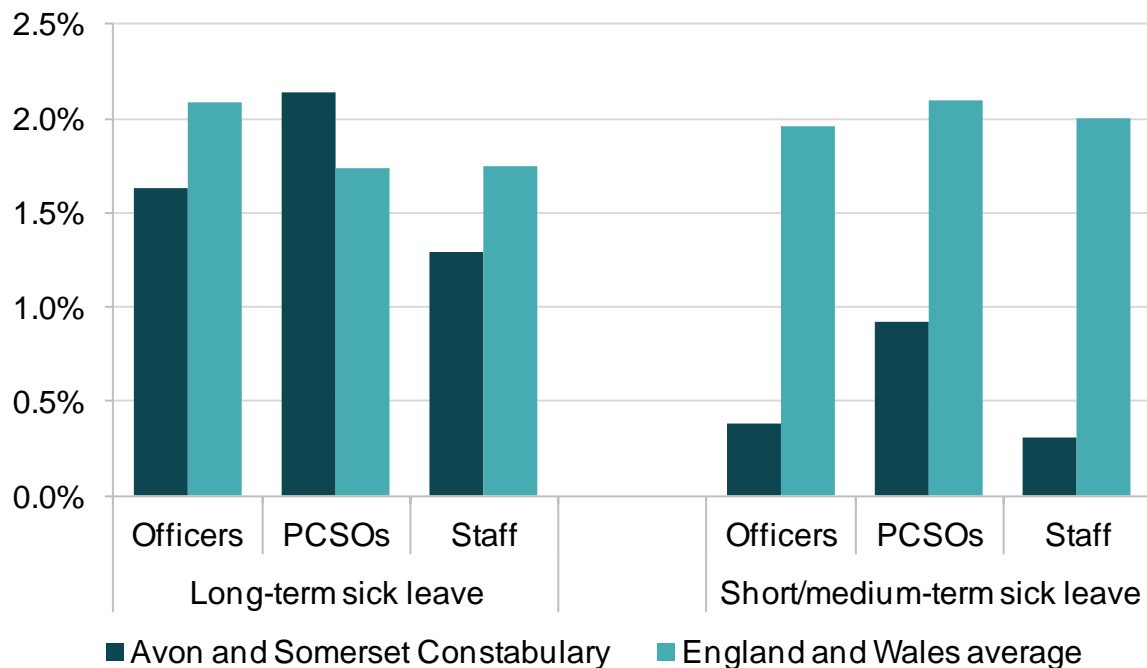
Avon and Somerset Constabulary has commissioned an external company to provide counselling services for staff, which can be accessed on a referred or self-referral basis. However, we found there seemed to be a reliance on staff self-referring, rather than being referred by supervisors who had identified issues of concern. The force has an in-house physical rehabilitation service to support staff in their recovery from injury, but we were told that, because of a lack of funding for occupational health, some preventative activities have been stopped, including

routine blood pressure monitoring, general health checks and health advice. The force provides a range of maternity advice to assist supervisors and staff in supporting anyone having children while continuing their career.

The force has established a trauma risk management programme (TRiM) which is available to all personnel in the aftermath of a traumatic event. The new chief constable introduced a 'seven-point plan' designed to improve the response to assaults on staff.

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 Avon and Somerset Constabulary 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.

- 1.6 percent of officers were on long-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.
- 0.4 percent of officers were on short or medium-term sick leave, which is lower than the England and Wales average of 2.0 percent.

- 2.1 percent of PCSOs were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 0.9 percent of PCSOs were on short or medium-term sick leave, which is lower than the England and Wales average of 2.1 percent.
- 1.3 percent of staff were on long-term sick leave, which is broadly in line with the England and Wales average of 1.7 percent.
- 0.3 percent of staff were on short or medium-term sick leave, which is lower than the England and Wales average of 2.0 percent.

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.²⁰ 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.²¹

The performance assessment process

As a result of the 2016 staff survey, Avon and Somerset Constabulary asked the workforce questions about its performance development review process. There was widespread feedback that the professional development review (PDR) system was neither fair nor effective, which was reinforced in the findings from the force's staff survey. At the time of inspection, the force was in the process of devising a new PDR system after consultation with officers and staff, which was due to be implemented in September 2016. The force has said the new process will be in line with College of Policing guidance and its aim is for the new system to be user-friendly.

Nonetheless, at the time of the inspection, the force demonstrated that it had ineffective arrangements in place to enable supervisors to conduct assessments of performance with minimal governance and scrutiny arrangements in place to ensure fairness and consistency across the force.

²⁰ *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

²¹ 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

The results of performance assessment

The outcomes of Avon and Somerset Constabulary's current performance assessment process are not seen to be fair or effective. The process is not used to track progression or performance. Continuous professional development is currently not recorded. We found that officers and staff understood that a new system was to be introduced and as a result a number had not completed a performance assessment document for this year. The force has therefore demonstrated that it has limited arrangements in place to encourage performance improvement and/or manage poor performance and they are used inconsistently across the force.

Summary of findings



Good

Avon and Somerset Constabulary is working hard to ensure that it treats its workforce fairly, and with respect. We identified a number of good initiatives to encourage feedback from the workforce. All the officers and staff we spoke with said they could raise problems or concerns in a number of different ways, and felt that they would be listened to. The chief constable road shows provide good opportunities for staff and officers to raise concerns on any subject directly with the chief constable, however this is limited to supervisors and managers. The force can demonstrate that it understands and values the importance of workforce wellbeing, and has clear plans in place to deliver improvements. However the workforce's awareness of wellbeing activity – particularly with regard to mental health – was limited. The force's current performance assessment process is not considered to be fair and effective by the workforce, and the force has plans to implement a new process by the end of 2016.

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.²²

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.

²² *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