



Promoting improvements
in policing to make
everyone safer

PEEL: Police legitimacy 2016

An inspection of Lincolnshire Police



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Introduction

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

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

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

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

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

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

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

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

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

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

Force in numbers



Workforce

Total workforce as of 31 March 2016

1,463

Total workforce breakdown as of 31 March 2016

officers	staff	PCSOs
1,073	254	136



Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

1.8%

officers	staff	PCSOs
1.8%	1.6%	2.2%

Percentage of BAME in local population, 2011 Census

2.4%



Gender diversity

Percentage of females in overall workforce 31 March 2016

Lincolnshire Police
35%

England and Wales
population, 2011 Census

51%

Percentage of females by role 31 March 2016

Lincolnshire Police		
officers	staff	PCSOs
28%	52%	53%



Public complaints

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

Officers

Lincolnshire Police

383

England and Wales force average

268

Staff (including PCSOs)

221

61



Grievances

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

Officers

Lincolnshire Police

12.1

England and Wales force average

4.8

Staff (including PCSOs)

7.7

6.8



Victim satisfaction

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

Lincolnshire Police

92.6%

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

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

The force continues to reinforce the importance of treating people with fairness and respect. However, its capability to investigate corruption and integrity proactively is limited because there are insufficient staff, although when problems are identified it responds quickly. The force treats its workforce with fairness and respect and has a clear focus on their wellbeing.

Overall summary

Lincolnshire Police and its workforce understand the importance of treating the people they serve with fairness and respect, based on the force's well-established vision and values. The force has an engagement plan to help it seek feedback from across the communities it serves (especially on those issues that have the greatest impact on people's perceptions of fair and respectful treatment), to act on those issues and to demonstrate that it is doing so. However, the force could do more to demonstrate that it understands and responds to the wider public perception of fair and respectful treatment, particularly when involving those people who do not often come into contact with the police.

The force is working to improve trust and confidence in the police in communities where there are higher numbers of people from eastern Europe and other countries where English is not the first language. It engages with those who have less confidence in the police in order to increase their understanding of fair and respectful treatment, particularly those who may be fearful because of the police's behaviour in their country of origin. The force recognised that victim satisfaction was negatively affected by a lack of information about the progress of an investigation and has now created a new team to improve contact with victims and witnesses.

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

Lincolnshire Police has continued to promote an ethical culture in which challenge and improvement are supported. The workforce are clear about expected standards of behaviour and feel able to challenge inappropriate behaviour. The force publishes details of gifts and hospitality to chief officers, and workforce business interests.

The force places significant emphasis on vetting to ensure the integrity of its workforce. However, its capability to investigate corruption and integrity proactively is limited because there are insufficient staff dedicated to this work, although the force responds quickly when problems are highlighted. The local counter-corruption threat assessment does not contain sufficient detail.

Although officers and staff recognise that the abuse of authority for sexual gain (taking advantage of a position of power to exploit vulnerable victims of crime) is serious corruption, the force has not taken sufficient steps to understand the risk in detail. It does not seek intelligence proactively about potential abuse of authority for sexual gain from external sources or through monitoring its IT systems.

Published misconduct data on the force intranet is not always up to date, and relatively little prominence is given to police staff disciplinary matters compared with police officers' misconduct. This impairs the force's ability to engage fully with its workforce on the outcomes of misconduct cases and to spread preventative messages.

Lincolnshire Police is good at ensuring that it treats its workforce with fairness and respect. It has a culture that encourages feedback, and it listens to staff and acts to solve problems. The force has an adequate understanding of workforce perceptions through a range of engagement channels, including surveys, seminars, and meetings with staff networks and associations.

The force has a clear focus on wellbeing and takes a preventative approach to the wellbeing of the workforce. For example, the force is raising awareness about mental health, and is training supervisors to identify early warning signs. The force intranet shows officers and staff how to find and access a range of health schemes that make up a comprehensive and accessible wellbeing programme, and the website gives practical advice on accessing other support services. Lincolnshire Police is not able to demonstrate that its performance assessment process is fair and effective because performance development reviews are not taking place annually for all members of the workforce.

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 demonstrates that it has taken action to improve how it treats all the people it serves.
- Annually, the force should produce a local counter-corruption strategic assessment and control strategy, to identify risks to the force's integrity.
- The force should improve how it clarifies and reinforces standards of behaviour to its workforce, in particular when dealing with vulnerable people, including victims of domestic abuse.
- The force should review the capacity and capability of its Anti Corruption Unit to ensure it can manage its work effectively.
- 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

Lincolnshire Police has a clear and well-established vision and values. The force’s values; ‘Policing with PRIDE’, include the principles of professionalism, respect, integrity, dedication, and empathy, which complement and reinforce the principles set out in the Code of Ethics. The force has comprehensive arrangements in place to give all staff the knowledge, skills and understanding they need to treat everyone

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.*

they serve fairly and with respect. For example, the force's values are included in recruitment processes, and the induction of new staff places importance on the values of respect and fairness.

This emphasis on maintaining an ethical culture is reinforced in a number of ways. There is an ethics webpage on the force intranet and a booklet on the code of ethics, including a personal message from the chief constable, is issued to every member of staff. The force refreshes awareness of the code of ethics through online training, posters in police stations, and by publishing stories and details of events in a newsletter produced by the professional standards department.

As a result of this work, the workforce's overall awareness of the Code of Ethics, including the importance of treating people with fairness and respect, is good, and these principles are well reflected in force policies. A recent staff survey tested awareness of the Code of Ethics and asked whether or not staff believed that their line managers demonstrated both the PRIDE values and the code of ethics; both questions received positive scores.

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

Lincolnshire Police has a range of methods to engage with the people it serves; all underpinned by an engagement plan. We heard many positive examples of how the force engages with local communities, including the work of community cohesion and neighbourhood teams and independent advisory groups (IAGs). There was less evidence, however, of the force seeking specific feedback and challenge on people's perceptions or experiences of fair and respectful treatment; particularly from those people who are less likely to complain or engage in these traditional forms of communication with the police.

The force told us about the positive work they were doing to engage with the Polish speaking community in south-east Lincolnshire; officers and staff are building trust by attending churches and workplaces used by the Polish community, and using bilingual police staff and volunteers to explain how people can contact the police, and what standards of service they should be able to expect. The force has also recognised that children and young people, older people and the Traveller

community may have less trust and confidence in the police, so they run a range of events to break down barriers and build trust. For example, an advisory group has been set up, comprised of young people between the ages of 14-24, who broadly reflect the local population. It includes members with direct experience of police contact and the wider criminal justice system. The group supports, challenges and informs the work of the Lincolnshire Police and its police and crime commissioner. Lincolnshire Police also gains independent advice and challenge through its independent advisory group (IAG), which meets regularly to review stop and search forms and body-worn video of searches. The IAG also observes stop and searches first hand. Independent custody visitors (ICV) provide feedback to the force on how people are treated when they are detained in custody.

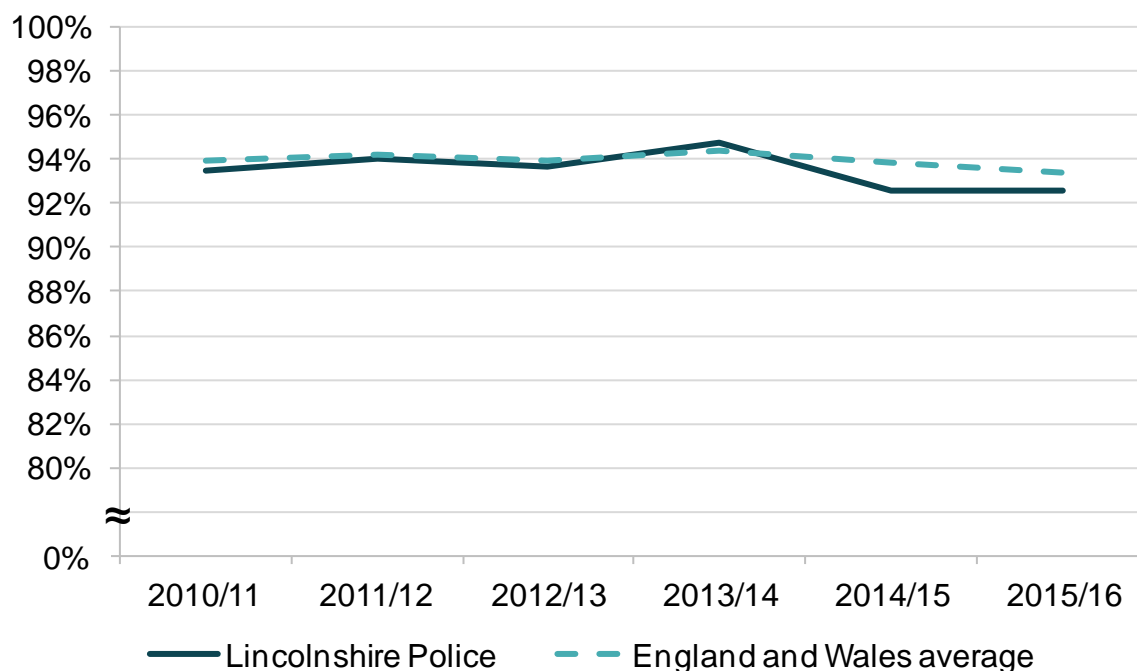
The force encourages positive and negative feedback through the force website, social media, and through its 'Victim Lincs' team, who telephone victims to check on the quality of service they have received. There is also a 'LincsAlert' two-way messaging service which provides information as well as an opportunity to give feedback on how people feel they have been treated by the police.

The force receives feedback from regular surveys conducted by the police and crime commissioner and independent surveys of victims of crime, including victims of domestic abuse and anti-social behaviour.

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 Lincolnshire 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, 92.6 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by Lincolnshire Police, which was broadly in line with the England and Wales average of 93.4 percent; and in line with the 92.6 percent who were satisfied with the overall treatment that the force provided in the 12 months to 31 March 2015.

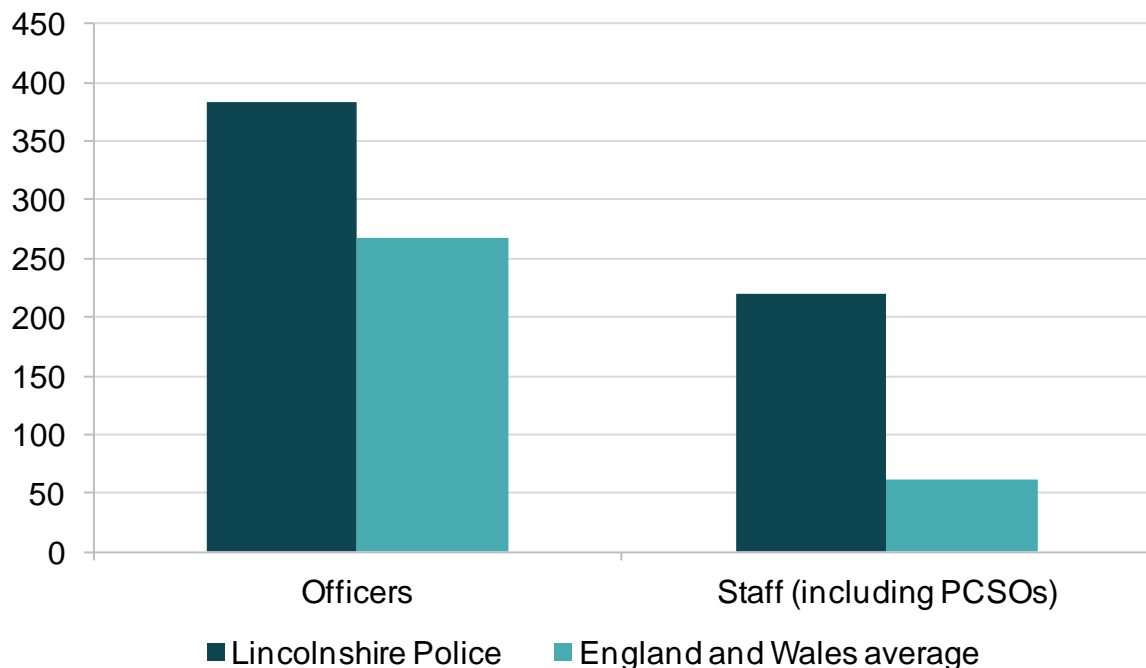
The force analyses its victim satisfaction survey findings, and results and concerns are discussed at the victim satisfaction working group. One issue identified by analysis of the survey was that victims feel dissatisfied if they are not kept informed of the progress being made with an investigation; this issue may lead to victims feeling that they have not been treated fairly or with respect.

The independent custody visitor (ICV) scheme provides feedback to the force on the types of problems it has observed about the fair and respectful treatment of people who have been detained in the force’s custody suites, and suggests improvements which could be made. The ICV scheme manager told us that the force listens to feedback on any issues identified, and when it can, it resolves problems quickly.

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 Lincolnshire 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, Lincolnshire Police recorded 383 public complaint cases per 1,000 officers, which was higher than the England and Wales average of 268 cases per 1,000 officers. During this period, the force recorded 221 public complaint cases per 1,000 staff (including PCSOs), which was higher than the England and Wales average of 61 cases per 1,000 staff (including PCSOs).

The most recent Independent Police Complaints Commission (IPCC) data from forces show that for April, May and June 2016, the types of complaint most frequently recorded by Lincolnshire Police are 'other neglect or failure in duty', 'incivility, impoliteness and intolerance' and 'other assault'.⁶ It is important to note, however, an issue identified during our 2014 inspection on police integrity and corruption;⁷ complaint allegation categories used by different forces may overlap with each other. For instance, similar allegations might be recorded by one force as

⁶ Independent Police Complaints Commission data are 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/

‘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.

The force receives a relatively high number of public complaints per 1,000 officers and staff compared to the England and Wales average. It believes this is the result of high levels of integrity in recording complaints. The office of the police and crime commissioner (OPCC) and force’s IAG have scrutinised a sample of complaints cases, but the force itself carries out limited analysis of public complaints data and wider management information, which limits its ability to identify and understand areas for improvement with regard to the extent to which the force treats people with fairness and respect.

The force does, however, have other forums for identifying and understanding issues that affect the public’s perception of fair and respectful treatment; this includes a ‘review progressions board’, where wider problems highlighted from IPCC investigations, other reviews and learning from other forces, and force and IAG stop and search meetings are discussed. These groups have identified the need for changes to custody procedures, including training for custody staff on working with independent custody visitors, and provision of a swifter response to firearms licensing applications.

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

When Lincolnshire Police have identified issues that have the greatest impact on people’s perceptions of fair and respectful treatment, it generally acts on this knowledge to improve the way it treats all the people it serves. It usually shares this learning across the force, and often shares it more widely with partner organisations.

For example, having established that victim dissatisfaction was a result of not being kept informed of the progress of an investigation, the force has made changes to address the issue. Officers and staff have been trained about the victims’ code of practice, and a significant investment has been made in a new ‘Victim Lincs’ team to

improve the way that victims are contacted and kept informed of the progress of investigations. Staff working in this unit report positive feedback from victims in response to the improved service.

Findings and lessons from reports discussed at the 'review progressions' board, alongside practical examples of learning from public complaints, are published in the professional standards department's publication *The Standard*. However, HMIC is disappointed to find that this publication was last published in December 2015.

In August 2014, following HMIC's 2013 inspection on the effective and fair use of stop and search powers,⁸ the Home Office published guidance to police forces on how to implement the Best Use of Stop and Search (BUSS) scheme.⁹ The scheme aims to increase transparency and community involvement, and to support a more intelligence-led use of the powers leading to better outcomes. All police forces in England and Wales signed up to participate in the scheme. In 2015, HMIC's legitimacy inspection¹⁰ considered the extent to which the force was complying with the scheme and found that it did not comply with three features of the scheme. Consequently, the Home Secretary suspended the force from participation in the scheme. In 2016, we revisited the force to assess its compliance with the scheme and found that it still did not comply with one feature: recording and publishing end results. However, we are satisfied that the force has, since our revisit, achieved compliance with all features of the scheme. Details of our revisit can be found on HMIC's website at www.justiceinspectorates.gov.uk/hmic/publication/best-use-of-stop-and-search-scheme

Demonstrating effectiveness

The force uses a range of methods to let people know what action the force has taken in response to contact from the public about local crime and disorder concerns. These range from quarterly neighbourhood panel meetings and regular drop-in sessions to force-level IAGs, and the force's community cohesion teams are building effective 'Key Individual Networks' in communities with less trust and confidence in the police, in response to identified concerns (e.g. the East Timorese community). However, there was limited evidence that these channels were being used to communicate about action taken in response to feedback and learning on issues of fair and respectful treatment.

⁸ *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/

⁹ Best Use of Stop and Search Scheme, Home Office, August 2014. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/346922/Best_Use_of_Stop_and_Search_Scheme_v3.0_v2.pdf

¹⁰ *PEEL: Police legitimacy 2015 – A national overview*, HMIC, 2016. Available at: www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/

Similarly, while use of social media channels is an integral part of its communications strategy, the force does not always capitalise on the opportunities that it offers to show people that the force has taken quick and effective action to improve the way it treats people. For example, the force redesigned its website following consultation with the public, but it did not take the opportunity to emphasise that the improvements were a result of public feedback. Local policing pages on police.uk providing information on action taken in response to concerns are sometimes out of date.

The force could do more to ensure that its existing mechanisms to involve the public are used as an effective vehicle for demonstrating to the public that it has taken action in response to feedback and learning to improve the way it treats all the people it serves; particularly to those who have less trust and confidence in the police. It could also do more to develop new avenues for seeking challenge from those people who are less likely to complain or take part in traditional engagement mechanisms, and review the effectiveness of these actions more consistently.

Summary of findings



Good

Lincolnshire Police continues to reinforce the importance of treating people with fairness and respect, and this is well understood by the workforce.

The force seeks feedback and challenge on aspects of treatment using formal and well-established forums for independent advice and challenge, and by working to improve perceptions among those communities who have less confidence in the police. However, the force could do more to seek specific feedback and challenge on issues of treatment; particularly from those who are less likely to complain or take part in traditional forms of engagement with the police.

The force has taken concerted action to improve the way it treats victims, in response to analysis of findings from the victim satisfaction survey, and it has made improvements to the way it uses and monitors use of stop and search in response to HMIC findings and independent scrutiny. However, the force could do more to demonstrate to the public that it identifies, understands and responds to wider issues of fair and respectful treatment.

Areas for improvement

- The force should improve how it demonstrates that it has taken action to improve how it treats all the people it serves.

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.¹¹ 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.

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.¹² 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.

¹¹ *Integrity matters*, HMIC, January 2015. Available from:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

¹² *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

In HMIC's 2014 police integrity and corruption inspection we found that vetting arrangements in Lincolnshire Police complied with the national vetting policy.¹³ In 2016 we found that the force continues to undertake comprehensive and thorough vetting of its workforce, including contractors, temporary staff and volunteers, in line with national guidance, including re-vetting when people are promoted or transferred to specialist posts.

The force does not routinely review failed vetting cases from applicants with protected characteristics (such as gender, race, or religion), to understand the extent to which vetting decisions may affect the diversity of the police workforce. However, we were told that the force adopts a discretionary and pragmatic approach on a case-by-case basis.

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 to the College of Policing details of those officers and staff who have been dismissed from the service for inclusion on the current disapproved register.

Clarifying and reinforcing standards of behaviour

HMIC's 2014 police integrity and corruption inspection found that Lincolnshire Police's chief officer team provided clear leadership on ethical behaviour, and had a clear determination to create a climate of ethical behaviour and challenge. In 2016 we found that the force has continued to develop and maintain an ethical culture. The force continues to promote its now well-established 'Policing with PRIDE' values, and the principles and guidance set out in the Code of Ethics, in a range of force publications.

The professional standards department (PSD) produces a newsletter called 'The Standard' that is accessible on the force intranet; it provides informative articles on professional standards issues, and includes practical examples from complaint and conduct investigations, so officers and staff are clear about what constitutes unacceptable behaviour, and its consequences. HMIC is disappointed to find that this newsletter had not been updated since December 2015.

The officers and staff we spoke to, told us they were clear about expected standards of behaviour, and that they would feel able to challenge inappropriate behaviour, irrespective of their role or level of experience. The force publishes details of chief officer gifts and hospitality and staff business interests.

¹³ *Police Integrity and Corruption – Lincolnshire Police*, HMIC, 2014. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-integrity-corruption-force/

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.¹⁴ These findings reflect the research commissioned by the College of Policing, which highlights the importance of taking a problem-solving approach to preventing wrongdoing, by scanning and analysing police data to identify particular officers or hotspots for targeting prevention activity.

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

Identifying and understanding risks to integrity

The force's anti-corruption unit (ACU), which is part of PSD, produced a counter-corruption strategic threat assessment in December 2015. This was the first such assessment for five years and does not adequately analyse threats to the force's integrity over and above reiterating the main means by which corrupt and improper conduct can manifest itself within any police force. Further, while the assessment describes sexual misconduct as the misconduct category with the largest increase in referrals, sexual misconduct and abuse of authority for sexual gain do not feature in the force's control strategy and control measures.

Analysis of internal misconduct numbers and allegations are, alongside public complaints, another valuable source of information for forces. Identifying patterns and trends of police misconduct provides insight to support implementation of effective preventative activity at individual and organisational levels.

In HMIC's 2014 police integrity and corruption inspection we recommended that the force should introduce a process to ensure that any secondary employment or business interest application which had been declined or withdrawn was followed up to ensure compliance; and that the force should work with the East Midlands special operations unit to ensure that there were proactive counter-corruption processes in respect of all staff posted to this unit. During the current inspection, HMIC found that the processes relating to declined applications for secondary employment or a

¹⁴ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

business interest have been amended so that the ACU is made aware of, and will investigate, any potential breaches. Links with other forces' ACUs have been strengthened and there are proactive counter-corruption processes in place. Derbyshire Constabulary takes the lead on behalf of the five forces in the region.

The force places significant emphasis on vetting as a primary means for ensuring the integrity of its workforce, and it conducts effective vetting aftercare if personal circumstances change, and carries out vetting checks before any posting or promotion.

The force has bespoke computer monitoring software which enables it to examine and audit force information systems, including officer's mobile data terminals. However, the ACU does not have resources to proactively monitor these systems to spot potential risks to integrity; it only examines systems once a problem has been identified by another means.

The force receives a relatively high number of public complaints per 1,000 officers and staff compared to the England and Wales average and believes this is the result of high levels of integrity in recording complaints. However, the force carries out a very limited analysis of feedback from public complaints and is therefore deprived of important sources of information which might provide information about the risks to the integrity and reputation of the force as a whole. Encouragingly, the force has commissioned an independent internal audit report on the workforce's overall understanding of integrity and corruption, and the force's review progressions board discusses wider issues highlighted from IPCC investigations.

Intervening early to manage risks to integrity

The deputy chief constable (DCC) leads on professional standards, including integrity and corruption issues, for the force. He meets the head of PSD every month to identify issues, agree tasks to be completed and monitor the confidential risk register, which contains details of covert investigations.

The force has some prevention, early intervention and review systems in place. The force encourages staff to admit their mistakes with the undertaking that they will be given support. This gives the force the opportunity to intervene speedily, and to give early support to members of staff before the problem becomes a serious case of misconduct or corruption. These messages are reinforced at supervisor seminars and in training, and real life examples of officers are used to underline appropriate behaviour.

Looking for, reporting and assessing intelligence on potential corruption

The force takes adequate steps to encourage its workforce to report corrupt or other improper practices; the ACU places easily accessible and practical guidance on its 'Bad Apple' anonymous reporting process on the force intranet, including clear expectations of the steps that might follow overt or anonymous reports of misconduct

or criminality. The workforce and the public can also use the independent and anonymous 'Crimestoppers' reporting line. Officers and staff told us they feel comfortable using these reporting mechanisms, and believe they would be effectively supported if they did so.

The force relies on these confidential and open reporting methods to gather intelligence on potential misconduct and corruption; the ACU has very limited proactive capacity of its own, although it does have access to specialist resources (such as surveillance teams) from the East Midlands specialist operations unit.

Once intelligence is received, it is assessed in line with the National Crime Agency Counter Corruption Strategic Assessment categories. Intelligence is risk-assessed and categorised on a daily basis, and the head of the ACU provides oversight of the process. While the force is confident that it responds effectively once issues are highlighted, it acknowledges that its proactive capacity is very limited.

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*.¹⁵ This report states that "the abuse of police powers for purposes of sexual exploitation, or even violence, is something that fundamentally betrays the trust that communities and individuals place in the police. It therefore has a serious impact on the public's confidence in individual officers and the service in general." The report identified this behaviour as a form of serious corruption that forces should refer to the IPCC for consideration of how it should be investigated.

The *Code of Ethics*¹⁶ – 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".

¹⁵ *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

¹⁶ Code of Ethics – A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales, College of Policing, London, July 2014. Available at: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

The most recent national counter corruption assessment, in 2013, highlighted corruption for the purposes of sexual gratification as a major threat to law enforcement.¹⁷ HMIC's 2015 report *Integrity matters*¹⁸ 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

The force's own strategic assessment cites sexual misconduct as the misconduct category with the largest increase of allegations between 2012 and 2015, but the force has not undertaken further assessment of this problem to understand the risk it poses to the force, and to the public.

The force tells us that it recognises abuse of authority for sexual gain as serious corruption, and officers and staff that we spoke to told us that they also recognised it as such; however, they told us that this understanding is not a result of clear messages being communicated to them by the force.

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

HMIC found no examples of supervisors and the wider workforce having received information about how to look for and identify potential warning signs of this type of serious corruption, or details of its serious consequences. Officers and staff we spoke to, however, are clear that if they suspected it to be taking place, they would know how to report it, and would be confident to do so.

The force does not proactively seek intelligence from external sources (e.g. support organisations for sex workers or victims of domestic abuse) on suspicious behaviour or potential incidents of abuse of authority for sexual gain perpetrated by police officers or staff. While the force has IT monitoring software, the ACU does not have the capacity to monitor information systems proactively to identify officers and staff who might be trawling systems for vulnerable victims, including victims of domestic abuse.

¹⁷ 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.

¹⁸ *Integrity matters*, HMIC, January 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Where information and intelligence is received, it is acted on quickly. The force is able to audit its digital systems once a risk has been identified.

Taking action to prevent abuse of authority for sexual gain

Lincolnshire Police has continued to develop and maintain an ethical culture, where force values are well established and criticism is encouraged. However, HMIC found no examples of recent communications, advice or guidance to the workforce on how to identify and prevent abuse of authority for sexual gain. The last demonstrable publication on this type of serious corruption appears to have been in an edition of *The Standard* in April 2013.

The force recognises this gap, and already has plans in place to improve the way it communicates with its workforce on the issue; it aims to launch a version of a DVD developed by Nottinghamshire Police to raise awareness of the issue. HMIC noted that the force-commissioned independent internal audit report on the workforce's overall understanding of integrity and corruption issues does not include a focus on the risk of officers and staff abusing their authority for sexual gain.

Building public trust

The force is not able to provide us with examples of how it has worked to rebuild trust with individuals and communities following incidents of abuse of authority for sexual gain.

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 the 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.¹⁹ 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

The force publicises upcoming gross misconduct hearings on its website, including information about how the public can attend. The force's media department

¹⁹ *Literature review – Police integrity and corruption*, HMIC, London, January 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

publishes the outcomes of these hearings as soon as a case has ended. The force attaches a media officer to every public hearing, and its press releases explain that the force searches actively for misconduct and corruption within the force. However, the force makes no further reference to any wider misconduct outcomes and the external website contains no clear link to complaint data. Details of disapproved officers are made available to the College of Policing and details of senior officer gifts and hospitality are available on the force website.

Working with the workforce

Information about police misconduct outcomes is available on the professional standards page of the force intranet, but it is not up to date (the latest internal entry is dated April 2015), and police staff outcomes are not included. This lack of transparency and engagement with the workforce on the consequences of misconduct limits the force's ability to prevent these behaviours in future, and has the potential to fuel uninformed rumour and speculation. Inconsistencies in the way the force reports on police officer and staff misconduct can also lead to perceptions of unfairness, and we heard some concerns regarding levels of trust in the PSD due to a lack of transparency, and a perception of limited support for those officers or staff who are under investigation.

Summary of findings



Requires improvement

Lincolnshire Police continues to clarify standards of behaviour, in line with its own values and the Code of Ethics, and undertakes effective vetting process in line with national guidance, to improve the integrity of its workforce.

Proactive capacity to investigate corruption and integrity is very limited due to insufficient staff, however, the force responds quickly when problems are reported. The force's local counter-corruption threat assessment does not analyse the threats to the integrity of the organisation adequately. Although officers and staff recognise that the abuse of authority for sexual gain is serious corruption, the force takes insufficient steps to understand the risk to the force's integrity posed by this form of serious corruption or proactively to seek intelligence about the potential abuse of authority.

Published misconduct data on the force intranet is not always up to date, and relatively little prominence is given to police staff disciplinary problems, compared to police officer misconduct. This impairs the force's ability to engage fully with its workforce on the outcomes of misconduct cases and to spread preventative messages.

Areas for improvement

- The force should improve how it demonstrates that it has taken action to improve how it treats all the people it serves.
- Annually, the force should produce a local counter-corruption strategic assessment and control strategy, to identify risks to the force's integrity.
- The force should improve how it clarifies and reinforces standards of behaviour to its workforce, in particular when dealing with vulnerable people, including victims of domestic abuse.

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.²⁰ 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.²¹ On this basis, HMIC assessed how well the force engages with its staff to identify and understand the problems that affect them, and how well it acts on these problems and demonstrates it has done so.

Identifying and understanding the problems

Lincolnshire Police has an adequate understanding of workforce perceptions through its range of staff engagement channels, including interactive supervisor and manager seminars, and ‘ask the chief’ and ‘ask the deputy chief constable’ schemes, where members of staff can email senior officers directly with a question

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
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

²¹ *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

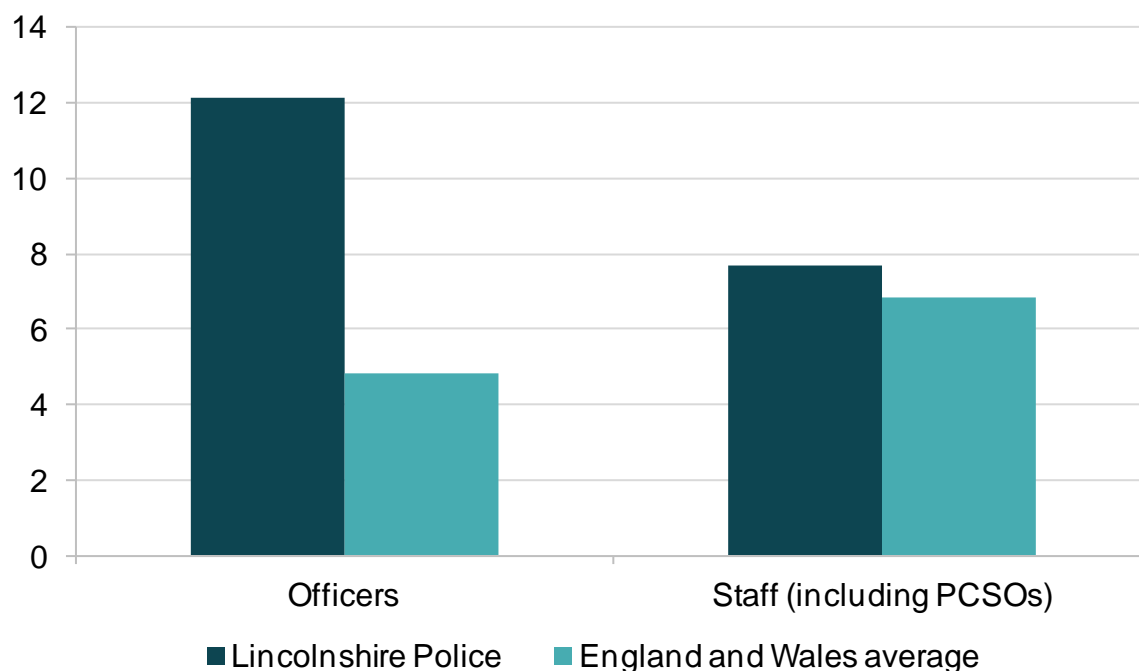
or their concern. Staff report that these channels are well used. The force provides exit interviews for all staff who leave, retire, or resign, and there are regular meetings between members of the chief officer team and the staff union, police federation, staff networks and associations.

This open culture of asking for and listening to feedback promotes trust and confidence among the workforce, with staff associations and networks citing high levels of consultation and fair and respectful treatment from chief officers and senior leadership teams. Officers and staff understand that the new policing model is a way of allocating more resources to priorities, dealing with the most vulnerable people, during a time of continued financial constraints and feel that the force has explained this well, and been honest about potential changes in future. However, officers and staff we spoke to consistently report misgivings about the fairness and timeliness of PSD investigations. A lack of demonstrable communications and poor relationships between the PSD and staff associations does not engender perceptions of fair and respectful treatment.

The force recently undertook a staff survey to get a better understanding of workforce perceptions, but the completion rate was only 19 percent, which suggests that the force could do more to engage the workforce with this process. The force intends to adopt the Durham University workforce climate and staff engagement survey later this year.

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 Lincolnshire 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, Lincolnshire Police finalised 12.1 formal grievances raised by officers per 1,000 officers, which was higher than the England and Wales average of 4.8 per 1,000 officers. During this period, the force finalised 7.7 formal grievances raised by staff per 1,000 staff (including PCSOs), which was broadly in line with the England and Wales average of 6.8 per 1,000 staff (including PCSOs).

Making improvements and demonstrating effectiveness

The results of the last staff survey have been published on the force’s website so that the workforce, including contracted staff, can see them. An action plan, developed in response to the issues raised in the survey, has also been published. A ‘workforce wellbeing board’ co-ordinates and assesses progress on these actions, which highlights the importance of ensuring fair and respectful treatment of the workforce. The board encourages volunteers from the workforce to become involved and there is a good response. Staff associations from under-represented groups also take part.

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 clear focus on wellbeing which the workforce perceives as being authentic. The force's 'workforce wellbeing board' promotes a preventative approach to enhancing the wellbeing of the workforce and although its work is at an early stage, it describes the force's ambition to take positive steps to support wellbeing. A wellbeing strategy is being developed which will include conducting a self-assessment against the workforce wellbeing charter.

Officers and staff cite good levels of pastoral care from their line managers but pressure of work is increasing to unacceptable levels, and this adversely affects the wellbeing of the workforce. The force has a comprehensive range of practices to support the wellbeing of staff, for example psychological counselling, mental health and diet advice, and most staff feel supported when they are ill, or where, for example, they need to care for a family member. The force has recently included wellbeing into its governance structure through its workforce wellbeing board which aims to develop and promote a preventative approach to enhance the wellbeing of the workforce. Supervisors and managers will continue to be trained to spot the early signs and symptoms of mental ill health and stress, and the workforce will also be encouraged to recognise the symptoms themselves.

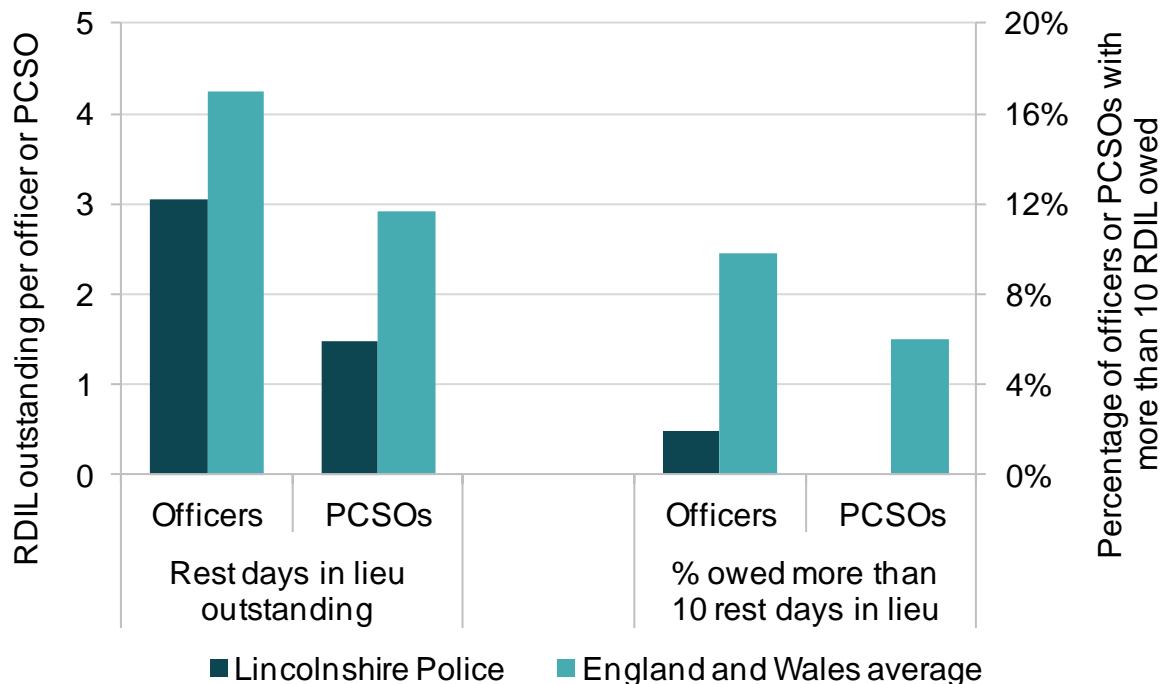
Identifying and understanding the workforce's wellbeing needs

The force has a good understanding of the risks and threats to the wellbeing of its workforce, and the causes of these risks and threats, including a focus on mental and emotional wellbeing. The force undertakes some analysis of management information (e.g. data on assaults on officers and staff) to identify and understand patterns and trends so it can put in place support for the workforce.

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 well-being of the workforce, so it serves as a useful point of comparison for assessing the extent to which the force is managing the wellbeing of its

workforce. Analysis of the numbers of RDIL accrued, but not yet taken, can be a useful tool for forces to identify and understand potential wellbeing concerns for individuals and teams.

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



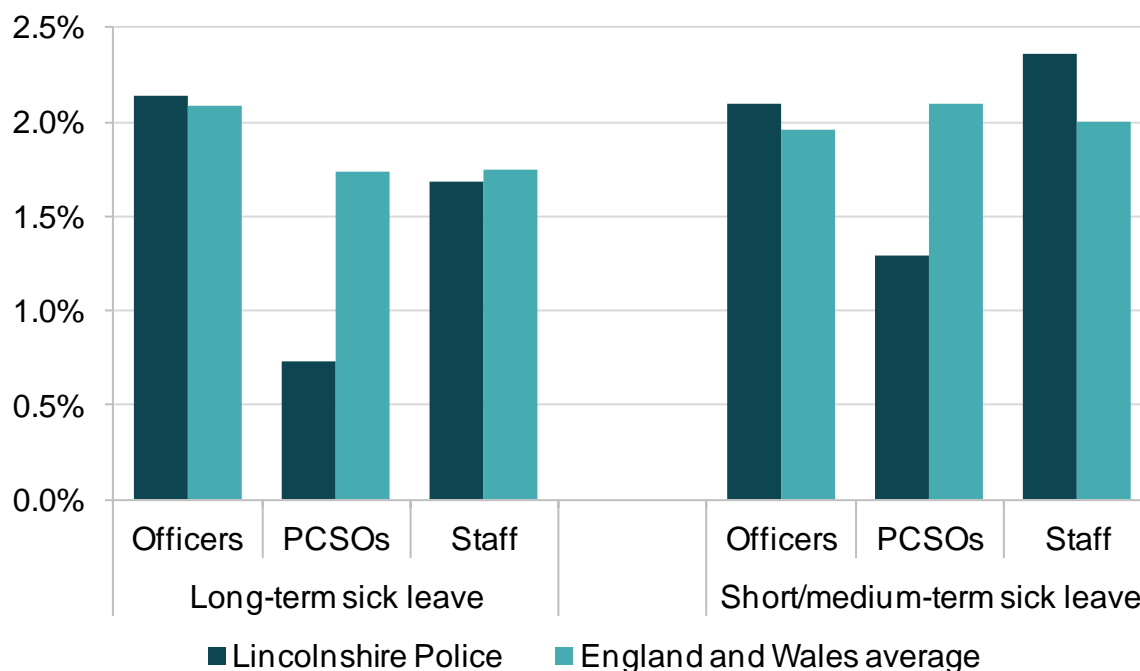
Source: HMIC Legitimacy data collection

Note: For some police forces data about the number of rest days in lieu outstanding are estimated from data on hours owed. For further information about the data in figure 4 please see annex A.

As at 31 March 2016, there were 3.1 rest days in lieu outstanding per officer in Lincolnshire Police, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 1.5 rest days in lieu outstanding per PCSO in the force, which was broadly in line with the England and Wales average of 2.9 days per PCSO. As at 31 March 2016, 2.0 percent of officers in Lincolnshire Police 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, no PCSOs in Lincolnshire Police had more than 10 rest days in lieu owed to them. The England and Wales average was 6.0 percent of PCSOs. The data on PCSOs did not allow a comparison with the average.

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

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



Source: Home Office Annual Data Requirement

Note: Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. For further information about the data in figure 5 please see annex A.

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

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

Officers indicate that opportunities to take leave are reduced. The resource management units, who organise and assign leave periods centrally, are finding it increasingly difficult to manage, because the workforce has been reduced and there is a great deal of demand. The work of allocating leave is not done by line managers, which means that the process is not always perceived to be fair. Since March 2016, the force reports there is increasing evidence that officers and staff are unable to take their allocated leave days or time owed, and there are higher long-term sickness levels compared to other forces. Officers and police community support officers are working more overtime, and this indicates a workforce functioning at the boundaries of wellbeing.

The wellbeing board has identified three main areas for improvement which will form the basis of a plan: psychological health, especially improving mental health; police and community support officer wellbeing, which will include an examination of shift patterns and management; and a self-assessment based on the workforce wellbeing charter.

Taking preventative and early action to improve workforce wellbeing

The force intranet clearly shows officers and staff how to find and access a range of health schemes that make up a comprehensive and accessible wellbeing programme, and the website gives practical advice on accessing other support services. There are early interventions to prevent escalation of work-related stress. For example, procedures are put in place after experiencing a traumatic incident, including referrals to counselling.

The force's imaginative and innovative approach to helping members of the public with mental health problems is now being developed further with an emphasis on supporting the mental wellbeing of officers and staff. Officers and staff in public protection received bespoke training, and line managers have received training from the mental health charity, MIND to help them identify the early signs of mental health problems. Staff are also trained and encouraged to be more open about discussing mental health issues, which sometimes have stigma attached to them. Senior management teams are aware of the pressures being placed on the workforce due to the demand for their services and, where possible, effort is made to be as flexible as possible in the force's requirements of them (e.g. they will attempt to post officers closer to their homes, if possible).

A new chaplaincy service is becoming more established, and is well received by officers and staff, although there is a perception that volunteers cannot get the same level of wellbeing support as other officers and staff.

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

College of Policing research on organisational justice suggests that lack of promotion opportunities and not dealing with poor performance may adversely affect workforce perceptions of fairness, which in turn may lead to negative attitudes and behaviours in the workplace.²² 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.²³

The performance assessment process

The force promotes the use of the annual performance development review (PDR) on the force intranet and provides comprehensive guidance on the processes involved in creating and maintaining one, but the force is not able to demonstrate that its process for assessing the individual performance of its workforce is effective. The force has a PDR process, and reviews take place on the anniversary of the staff member's arrival at their team or unit, but there is no oversight of the process so the force cannot be assured that this is happening. There are some good examples of supervisors sitting down regularly with officers and staff to discuss performance, and to complete an annual PDR, but other officers and staff told us that they had not had a PDR for three to four years. All staff who want to be considered for promotion have a PDR because the process requires this, but generally the force's performance assessment is based on an assumption of competence unless performance suggests otherwise, at which point the member of staff is required to have a PDR for development purposes.

The results of performance assessment

There is a requirement for a PDR for promotion processes and in future there will be a need to have a PDR when applying for a different role. For those PDRs that have been completed, the grading system is brought together on a force wide level and is assessed. However, because not all individuals and teams complete their PDRs, this is not a full and un-biased picture of performance and it cannot be used effectively to identify future leaders or spot performance issues or trends. The force uses the unsatisfactory performance procedures to address poor performance.

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%20FINAL_REPORT.pdf

²³ 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 force recognises the limitations of its current performance appraisal system and that it has difficulty in demonstrating that the outcomes of its annual performance assessments are both fair and effective. Officers and staff report inconsistencies in the rigour of PDRs and cite that many supervisors and managers do not promote their completion. There is now a fresh impetus on monitoring completion rates and it is expected that leaders will support a system that is more fair and effective.

Summary of findings



Good

Lincolnshire Police is good at ensuring it treats its workforce with fairness and respect. This is demonstrated through its culture of being open to feedback, listening to staff and acting to solve problems. Lincolnshire Police has a good understanding of workforce perceptions through a range of channels which staff can use. There are systems which promote a preventative approach to enhancing the wellbeing of the workforce and there is some analysis to understand the risks and threats to the organisation, for example, the force is raising awareness about mental health and is training supervisors to identify early warning signs. Lincolnshire Police is not able to demonstrate whether its performance assessment process is fair and effective.

Areas for improvement

- The force should improve how it manages individual performance.

Next steps

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

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy and also leadership. These reports identify those problems 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.²⁴

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.

²⁴ *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