PEEL: Police legitimacy 2016

An inspection of North Yorkshire Police

Contents

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.

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[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%202_FINAL_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 North Yorkshire Police.

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

Force in numbers

Workforce

Total workforce as of 31 March 2016

2,483

Total workforce breakdown as of 31 March 2016

officers	staff	PCSOs
1,341	**958**	**185**
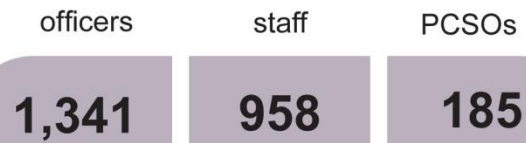
Ethnic diversity

Percentage of BAME in workforce 31 March 2016

overall workforce

1.2%

officers	staff	PCSOs
1.2%	**1.3%**	**0.5%**

Percentage of BAME in local population, 2011 Census

3.4%

Gender diversity

Percentage of females in overall workforce 31 March 2016

North Yorkshire Police	England and Wales population, 2011 Census
43%	**51%**

Percentage of females by role 31 March 2016

North Yorkshire Police

officers	staff	PCSOs
30%	**61%**	**46%**

Public complaints

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

	North Yorkshire Police	England and Wales force average
Officers	197	268
Staff (including PCSOs)	31	61

Grievances

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

	North Yorkshire Police	England and Wales force average
Officers	5.2	4.8
Staff (including PCSOs)	7.0	6.8

Victim satisfaction

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

	North Yorkshire Police	England and Wales force average
	94.1%	93.4%

For further information about the data in this graphic please see annex A

Overview – How legitimate is the force at keeping people safe and reducing crime?

Overall judgment[3]

Good

North Yorkshire Police is good in respect of the legitimacy with which it keeps people safe and reduces crime.

North Yorkshire Police has been assessed as good in respect of the legitimacy with which it keeps people safe and reduces crime. North Yorkshire Police is good at treating the people it serves and its workforce with fairness and respect and at promoting ethical and lawful behaviour. The culture of the organisation reflects this through fair and respectful treatment of people, and ethical, lawful approaches to integrity. The organisation's fair and respectful treatment of its workforce and concern for its welfare and wellbeing also demonstrate this. Senior leaders actively promote the force's values, and the workforce is positive about the force's culture.

Overall summary

North Yorkshire Police is good at treating the people it serves with fairness and respect. Its values are underpinned by the Code of Ethics and are widely understood across the force. North Yorkshire Police seeks and acts on feedback from the public.

The force is good at ensuring that its workforce behaves ethically and lawfully; it has comprehensive vetting arrangements and regularly reinforces standards of acceptable behaviour. It publishes the outcome of gross misconduct cases and provides comprehensive details of gifts and hospitality received by its officers and staff.

The force is good at treating its workforce with fairness and respect. It understands problems that affect the perception of fair treatment and wellbeing of the workforce. The force monitors and analyses data in respect of complaints, compliments, misconduct, grievances and diversity. The force responded well to the findings of its wellbeing survey and introduced a new individual performance development review in April 2016.

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

Recommendations

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

Areas for improvement

- The force should review the capacity and capability of its professional standards integrity unit to ensure that it can manage its work effectively.

- 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 ensure that its business interests policy applies to all members of its workforce.

- The force should ensure that it has the capability and capacity to monitor all its computer systems to identify risks to the force's integrity.

- The force should ensure that its supervisors can recognise and provide support with wellbeing issues by ensuring that the training for supervisors in how to deal with wellbeing issues is delivered to all supervisors.

- The force should ensure the recently introduced system for managing individual performance is effective.

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 it was understood by the workforce.

Organisational values

North Yorkshire Police has articulated its mission, vision and values to the public and its own workforce. The force's values of courage, compassion and inspiration are underpinned by the College of Policing's Code of Ethics.[6] In our 2015 inspection we found that the force had included references to the Code of Ethics in its policy, procedure and some of its training courses. This continues to be the case, and in this

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[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.*

[6] 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 from: www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

inspection we also found good knowledge of the force's values and the Code of Ethics among police officers and staff. The force has added standard text to all emails originating from the force's IT system, declaring that all officers and staff are "committed to the code of ethics".

How well does the force seek feedback and identify those issues and areas that have the greatest impact on people's perceptions of fair and respectful treatment?

HMIC's 2015 legitimacy inspection found a positive picture of how forces were engaging with communities. This year HMIC's assessment focused specifically on the extent to which forces are working to identify and understand the issues that have the greatest impact on people's perceptions of fair and respectful treatment, including how well they seek feedback and challenge from the people they serve.

Seeking feedback and challenge

The force and the office of the police and crime commissioner regularly seek the views of the public in a variety of ways, such as public perception and customer satisfaction surveys. The police and crime commissioner and the force played a leading role in the 2015 national rural crime survey 2015.[7] The force has held public consultation meetings and surgeries, including events aimed at communities which it has previously found difficult to engage, such as the farming and Gypsy, Roma and Traveller communities.

The force's website provides information and advice to the public. The homepage includes a 'one-click' facility for people to raise concerns, make a complaint or register a compliment. The force monitors complaints from the public, triages them and where appropriate seeks to put things right at an early stage, through use of the local resolution process.

Identifying and understanding the issues

Each force in England and Wales is required to record the nature of complaint cases and allegations and be able to produce complaints data annually. The numbers and types of complaints are valuable sources of information for forces and can be used to help them identify areas of dissatisfaction with their service provision, and take steps to improve how they treat the public.

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[7] See: www.nationalruralcrimenetwork.net/research/internal/national-rural-crimes-survey-2015/

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff) including police community support officers (PCSOs) in North Yorkshire Police compared with England and Wales, in the 12 months to 31 March 2016
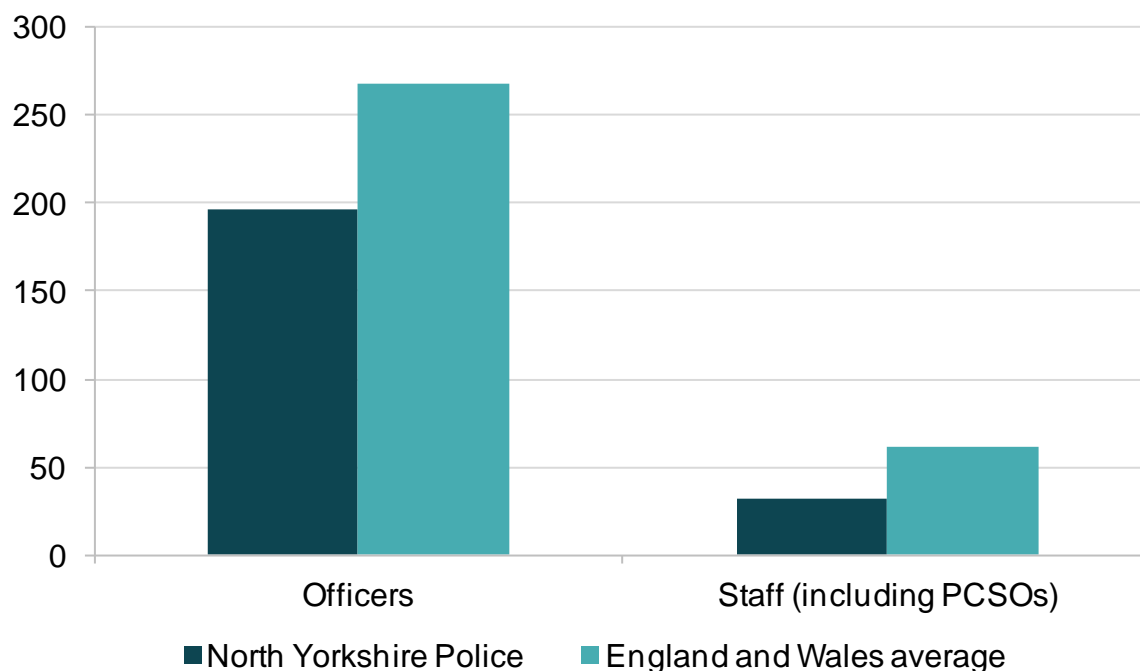
Source: HMIC Legitimacy data collection
For further information about the data in figure 1 please see annex A

In the 12 months to 31 March 2016, North Yorkshire Police recorded 197 public complaint cases per 1,000 officers, which was lower than the England and Wales average of 268 cases per 1,000 officers. During this period, the force recorded 31 public complaint cases per 1,000 staff (including PCSOs), which was lower 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 North Yorkshire Police are 'other neglect or failure in duty', 'incivility, impoliteness and intolerance' and 'other assault'.[8] It is important to note, however, an issue identified during our 2014 inspection on police integrity and corruption;[9] 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.

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

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

The force has appointed a chief inspector with responsibility for community engagement, who is working with the office of the police and crime commissioner to agree a joint community engagement strategy.

The force makes good use of social media to identify the concerns of local people. It has recently relaunched the North Yorkshire community messaging system, an online facility which allows people to receive local community news and provide feedback. The chief officer group and the police and crime commissioner receive regular reports on the analysis of public complaints and compliments. These reports identify any trends, which the force then feeds back to officers and staff in the form of an organisational learning bulletin. The force incorporates the lessons learned from its analysis of complaints and compliments into training material.

The office of the police and crime commissioner manages an independent custody visitor (ICV) scheme, which uses trained volunteers to conduct unannounced visits to the force's custody suites. Members of the four schemes, which cover the custody areas in Harrogate, Northallerton, Scarborough and York, meet with the force on a quarterly basis and report on their findings, highlighting any issues. We found that the force responds promptly to any issues raised and reports back to panel members on actions taken. This provides effective assurance to the public that the force is treating people detained in police custody fairly and with respect.

In August 2014, following HMIC's 2013 inspection on the effective and fair use of stop and search powers,[10] the Home Office published guidance to police forces on how to implement the Best Use of Stop and Search (BUSS) scheme.[11] The scheme aims to increase transparency and community involvement, and to support a more intelligence-led use of the powers leading to better outcomes. All police forces in England and Wales signed up to participate in the scheme. In 2015, HMIC's legitimacy inspection[12] considered the extent to which the force was complying with the scheme and found that it did not comply with all its features. In autumn 2016, HMIC will re-assess the force's compliance with those features of the scheme that it was not complying with in 2015.

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'

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[10] *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/

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

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

improvements to their service provision, including examining how well victims feel they are treated.

Figure 2: Percentage of victims satisfied with overall treatment by North Yorkshire Police compared with England and Wales, from the 12 months to 31 March 2011 to the 12 months to 31 March 2016
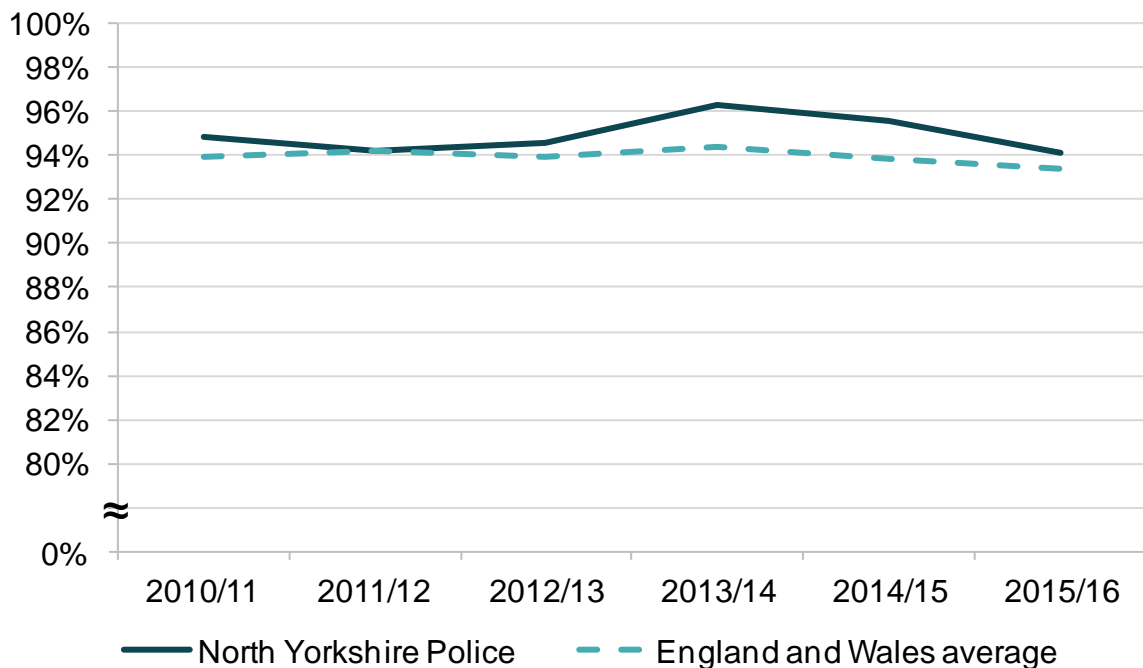
Source: Home Office Annual Data Requirement
For further information about the data in figure 2 please see annex A

In the 12 months to 31 March 2016, 94.1 percent of all victims of crime (excluding hate crime) who responded to the victim satisfaction survey were satisfied with the overall treatment provided by North Yorkshire Police, which was broadly in line with the England and Wales average of 93.4 percent. This was lower than the 95.6 percent who were satisfied with the overall treatment that the force provided in the 12 months to 31 March 2015; this is a statistically significant difference.

How well does the force act on feedback and learning to improve the way it treats all the people it serves, and demonstrate that it is doing so?

It is important that, as well as actively seeking feedback from the public, the force also responds to that feedback. HMIC assessed the extent to which this response includes changes to the way the force operates to reduce the likelihood of similar incidents occurring in future, as well as resolving individual incidents or concerns, and how well the force communicates to the public the effectiveness of this action.

Making improvements

The force seeks to learn from those occasions where things go wrong. It analyses information about police officer and staff conduct (including public complaints, compliments and records of internal misconduct) to identify any problems that it can address, either by publication in a bi-monthly organisational learning bulletin, or through changes to procedures or training. As an example, the force identified several incidents where police community support officers (PCSOs) had accessed information from Niche, the force's records management system, without having a specific operational reason. This highlighted that PCSOs were not fully aware of the protocols regarding the management of police information. The force addressed this by making changes to the training provided to PCSOs and raised awareness of the protocols more widely through the learning bulletin.

In another example, a survey of residents identified that people in North Yorkshire were concerned about the number of deaths and serious injuries on the county's roads. The force responded by increasing the resources dedicated to roads policing.

Demonstrating effectiveness

The force uses a variety of methods to demonstrate to the public that it has taken action in response to problems that it has identified. For example, the results of a survey on rural crime showed that people living in more remote communities had lower levels of trust and confidence in local policing and were less likely than those in urban areas to report things to the police. North Yorkshire Police responded by creating the rural taskforce. This is a team of police officers and PCSOs who work with partners including the National Farmers Union to improve engagement with previously difficult-to-reach communities and build confidence in the police. Like other established neighbourhood teams, the rural taskforce makes use of the community messaging service and social media to update the public on actions taken.

Summary of findings

Good

North Yorkshire Police is good at treating all of the people it serves with fairness and respect.

The force has openly stated its values of courage, compassion and inspiration, which are underpinned by the Code of Ethics. We found that the force values and the Code of Ethics were widely understood across the force.

The force uses a wide variety of methods to seek feedback and identify the issues of greatest concern to the public, including formal surveys, targeted initiatives and online sources such as the force's website and social media.

Initiatives such as the rural taskforce and the roads policing team demonstrate that the force acts on feedback and learning to improve the service it provides.

How well does the force ensure that its workforce behaves ethically and lawfully?

In 2014, HMIC inspected the extent to which the police were acting with integrity and guarding against corruption.[13] Given the continued importance of this topic, we are returning in this question to those national recommendations emerging from the 2014 report that our 2015 legitimacy inspection did not cover. Our inspection focus this year also reflects research showing that prevention is better than cure: the best way to ensure that police workforces behave ethically is for the forces to develop an ethical culture and to have systems in place to identify potential risks to the integrity of the organisations, so that forces can intervene early to reduce the likelihood of corruption.[14]

How well does the force develop and maintain an ethical culture?

One of the first things forces can do to develop an ethical culture is to use effective vetting procedures to recruit applicants who are more likely to have a high standard of ethical behaviour, and to reject those who may have demonstrated questionable standards of behaviour in the past, or whose identities cannot be confirmed.

Once the workforce is recruited, one of the best ways to prevent corruption from occurring 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 through the Code of Ethics.[15] This year, HMIC focused on assessing progress in those areas highlighted for improvement in our 2015 legitimacy inspection and our 2014 integrity and corruption inspection.

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

[14] *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf

[15] *Promoting ethical behaviour and preventing wrongdoing in organisations*, College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Integrity_REA_FINAL_REPORT.pdf
and *The role of leadership in promoting ethical police behaviour,* College of Policing, 2015. Available at:
http://whatworks.college.police.uk/Research/Documents/150317_Ethical_leadership_FINAL_REPORT.pdf *and Literature review – Police integrity and corruption*, HMIC, January 2015. Available at:
www.justiceinspectorates.gov.uk/hmic/publications/integrity-matters/

Initial vetting

The force has comprehensive vetting arrangements in place for new officers, staff, volunteers and contractors, which are compliant with national police vetting policy.[16] The force's vetting unit acts as the gatekeeper for organisational integrity and it monitors the number of applicants with protected characteristics (such as age, gender and disability) who are screened out by the vetting process, in order to identify any potential bias.

The force has an ongoing process to vet existing staff who joined prior to routine vetting being introduced in 2006. At the time of the inspection, the force reported that there were 337 such staff who had not yet been vetted.

The College of Policing's 'disapproved register' contains details of those officers who have been dismissed from the service or who either resigned or retired while subject to a gross misconduct investigation where it had been determined there would have been a case to answer. The force complies with its obligations to provide the College of Policing with details of those officers and staff who have been dismissed from the service for inclusion on the current disapproved register.

Clarifying and reinforcing standards of behaviour

The force regularly clarifies and continues to reinforce standards of acceptable behaviour using a variety of methods, including personal input from chief officers at the force leadership forum for senior managers and at engagement days with junior and middle managers. The force also publishes messages and articles in the force magazine State 6. References to the Code of Ethics have been included in all of the force's in-house training courses, and we found widespread awareness of the Code among the workforce.

The force has policies and procedures in relation to declaring business interests, notifiable associations[17] and gifts and hospitality. Details of chief officers' expenses, gifts and hospitality are published on the force's website. We found good awareness of these among police officers and staff. We found that police officers in particular understood the seriousness of any abuse of authority for personal or sexual gain.

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

[17] A notifiable association policy is designed to identify those individuals who could pose a risk to the integrity of an individual employee or the force itself. It requires the officer or staff member to report such associations, which then allows a full evaluation of the risk posed to both the individual and the force to be undertaken.

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.[18] 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 on which to target 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 professional standards department (PSD) has assessed the threats and risks to the ethical health of the force. It has developed a control plan identifying the main enforcement, prevention and intelligence activities required to ensure the workforce acts with integrity. The plan emphasises the responsibility and duties of all members of the workforce to counter corruption and misconduct.

The force has policies and procedures in place in respect of the business interests and notifiable associations of its police officers and some staff. The force also has a policy on gifts and hospitality, which was a recommendation from HMIC's 2014 police integrity and corruption inspection. During our most recent inspection, we found a high level of awareness of these policies, as well as recognition of their importance in maintaining the force's legitimacy in the eyes of the public.

The business interest procedure applies only to police officers (including members of the special constabulary) and the six most senior police staff positions in the force. This means that the vast majority of police staff, including police community support officers, are not required to notify the force of any actual or intended employment or business interest. The force does not know the nature or extent of such employment and cannot assure itself that police staff are not engaging in employment or activity which may be incompatible with their role. There is a risk that such employment or activity could undermine the legitimacy of the force in the eyes of the public.

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

HMIC is satisfied that applications about business interests were being properly considered and rejected in appropriate cases. We also found evidence that applications that had been approved were reviewed on an annual basis.

The force's professional standards integrity unit is able to monitor the majority of the force's digital systems, including the use of force computers to access the internet and social media. However, in some cases this is limited to retrospective enquiry which, while useful for supporting ongoing investigations, does little to allow the force to proactively monitor and detect potential misuse. The unit proactively monitors the use of force systems including email communications and members of the workforce accessing information on members of organised crime groups when they have no apparent work-related reason to do so.

Intervening early to manage risks to integrity

The force has governance arrangements in place to identify and manage risks relating to individual members of staff and to the organisation as a whole. These arrangements include the strategic resourcing board, the joint corporate risk group and the tactical tasking and coordination group meeting, which involve managers from the human resources department and the PSD. These forums allow senior leaders in the force to identify individual members of staff who might be at risk, as well as organisation-wide threats.

The PSD reports annually on corruption and misconduct matters, including an analysis of trends, to the chief officer team and the police and crime commissioner. The department also publishes a bi-monthly organisational learning bulletin for all force employees. This bulletin reinforces expected standards of behaviour, identifies learning from previous cases and highlights the consequences of falling below those standards.

Looking for, reporting and assessing intelligence on potential corruption

The force uses a variety of mechanisms to look for and encourage the reporting of potential corruption, including a confidential telephone reporting line and the 'anonymous messenger' system, which is a web-based system that allows members of the workforce to contact professional standards without disclosing their identify.

The professional standards integrity unit has nominated points of contact in principal departments including serious crime investigation teams and the public protection and safeguarding units, in an effort to identify officers and staff at risk of potential corruption.

The majority of police officers and staff who we spoke to were aware of the various reporting mechanisms and expressed confidence in using them. According to force figures, since the introduction of the anonymous messenger system in 2009, the

number of referrals received on the confidential telephone system has reduced to the point where it is hardly used, while referrals from anonymous messenger have increased.

The professional standards integrity unit's capacity to deal with confidential intelligence is limited. This means that the research, analysis and development of such intelligence cannot always be completed within the unit and has to be conducted in conjunction with, or by, staff in the PSD.

Following the recommendation in HMIC's police integrity and corruption inspection of 2014,[19] the force now has a policy on drug and alcohol testing, which includes both random and intelligence-led tests. During 2015/16, according to force figures, 276 random drugs tests were conducted, which included the chief officer team, with no positive results.

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.*[20] 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*[21] – 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".

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[19] See: HMIC police integrity and corruption inspection report 2014 – North Yorkshire Police. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-integrity-corruption-force/

[20] *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

[21] *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 anti-corruption assessment, in 2013, highlighted corruption for the purposes of sexual gratification as a major threat to law enforcement.[22] HMIC's 2015 report *Integrity matters*[23] 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

North Yorkshire Police recognises the threat posed by officers abusing their position for sexual gain. When they have dealt with such cases, these have been identified as serious corruption. The most recent local strategic threat assessment covered the period 2012–14 and clearly identified sexual abuse of vulnerable victims as a risk for the force. This was also recognised in the force control strategy for 2016/17.

Since the last threat assessment, the force has dealt with two cases: one involving a member of police staff and the other a police officer. The case of the member of police staff came to light as a result of an out-of-force criminal investigation. Although that case was dropped, North Yorkshire Police discovered that the individual had been abusing his position to contact and meet women. The member of staff resigned. The police officer was investigated as a result of a complaint alleging that he had made sexual comments about a female colleague to members of the public. This case is still ongoing, and a gross misconduct hearing is pending. Both cases display how seriously abuse of position in all forms is taken by the force. The force refers such cases to the IPCC.

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

North Yorkshire Police has recognised the substantial threat to its reputation from sexual misconduct by officers. This is reflected in its local strategic threat assessment where the increase in cases of sexual abuse by staff is commented upon. The current control strategy identifies this as an area where the force needs to gather further information and intelligence. To assist in this the force PSD has identified members of the workforce who work within the criminal investigation department, the protecting vulnerable people team and the children's safeguarding

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[22] 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.

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

units. These people are used to help them identify and gather intelligence on cases where members of the workforce may be abusing their position for sexual purposes. Due to staffing levels within the PSD the force relies on these officers to use their contacts to engage with women's refuges and sex worker support groups, in an effort to obtain information regarding the potential abuse of vulnerable people by officers and staff.

The force does not currently have the capability to monitor all its force IT systems, which is a significant gap when investigating potential sexual abuse cases involving police officers and staff.

We found that the force takes a robust stance once information is brought to its attention. Investigations are conducted by the force's PSD supported by force and, where necessary, regional specialist resources.

Taking action to prevent abuse of authority for sexual gain

The force has educated its workforce about the standards of professional behaviour expected and provided guidance on what constitutes the abuse of authority for sexual gain.

The force continually clarifies and reinforces standards of acceptable behaviour to its workforce. This is done by a number of methods, including the force 'message of the day', a two-monthly bulletin from PSD and the force email system. The workforce is updated on cases, including the cases involving the police constable and the PCSO, in the PSD lessons learned document and specific articles in State 6.[24] This is also used to inform staff of any national trends or lessons learned as a result of IPCC investigations.

Building public trust

At the time of this inspection, North Yorkshire Police had not yet held any public misconduct hearings for police officers. Its first such case since the change in legislation to allow public hearings was due to take place a number of weeks after the force inspection. To prepare for this, the force had developed a communication plan. This included how it would inform the public of the time, date and venue and how people could attend if they should wish to. The plan also included how the force would communicate the findings of the case to the general public.

The force also conducts internal reviews of any high profile cases to identify potential learning, ensuring facts are understood and that any required changes to policy, procedures or guidance for staff are identified and implemented.

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[24] *State 6* is North Yorkshire Police's internal staff magazine.

Because there had not been any recent high profile misconduct cases, the force was unable to evidence how it reacts to such cases. However, the force uses the critical incident management structure, widely used across the police service. This involves a senior manager, usually at chief officer level, chairing a series of meetings to address all issues raised as a result of an incident. This includes preparing a community impact assessment and communicating with local people to explain what has happened and the actions taken by the force in response. Press releases are agreed and a member of the chief officer team or, in the case of police misconduct, the head of PSD will be made available for interviews with the media. We were informed that the force would adopt a similar approach, when a case occurred where the actions of officers or staff had the potential to harm public trust and confidence.

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.[25] 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

North Yorkshire Police publishes the outcome of gross misconduct cases involving police officers and staff on its website, although there have been no cases to publish recently. The force's policy is that all formal misconduct hearings will be held in public; however, at the time of inspection there had not been a formal hearing in the preceding 12 months.

At the time of inspection, the force was preparing to hold its first public misconduct hearing and had publicised the details on its website. The notification identifies the officer concerned and outlines the allegations that he will face. The notification also contains details of how members of the public can register to attend.

The force publishes its procedure in relation to gifts and hospitality on its website. It also provides comprehensive details of all gifts or hospitality offered. Details include the officer to whom the offer was made (up to and including the chief constable), the

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

donor, a detailed description, the actual or estimated value and whether the gift was accepted, refused or donated to charity. We found widespread awareness of the procedure among all police officers and staff.

Working with the workforce

The force makes the outcomes of complaint and misconduct cases available to the workforce in the form of a bi-monthly organisational learning bulletin, which seeks to provide information in the form of lessons learned. The bulletin provides sufficient information to reinforce the expectations and standards of acceptable and unacceptable behaviour, and, by publishing the sanction, it highlights the consequences of not adhering to those standards. The inspection found a high level of awareness of these bulletins among police officers and staff, the majority stating that they found the information useful.

Summary of findings

Good

North Yorkshire Police is good at ensuring that its workforce behaves ethically and lawfully.

The force has comprehensive vetting arrangements in place for new officers, staff, volunteers and contractors, which are compliant with national guidance. The force regularly clarifies and continues to reinforce standards of acceptable behaviour, using a variety of methods. The force has policies and procedures in relation to business interests, notifiable associations and gifts and hospitality.

The force has governance structures in place to identify and manage individual and organisational risks. Annual reports are provided to the chief officer team and the police and crime commissioner on corruption and misconduct matters, including analysis of trends. During 2015/16, the force reported conducting 276 random drugs tests, which included the chief officer team, with no positive results. Officers and staff across the force recognise that the abuse of authority for sexual gain is completely unacceptable and seriously undermines the confidence of the public.

The force publishes the outcome of gross misconduct cases and it also provides comprehensive details of all gifts and hospitality offered, accepted, refused or donated to charity. The force makes the outcomes of complaint and misconduct cases available to its workforce in the form of a bi-monthly organisational learning bulletin.

Areas for improvement

- The force should review the capacity and capability of its professional standards integrity unit to ensure that it can manage its work effectively.

- 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 ensure that its business interests policy applies to all members of its workforce.

- The force should ensure that it has the capability and 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.[26] 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.[27] On this basis, HMIC assessed how well the force engages with its staff to identify and understand the issues that affect them, and how well it acts on these issues and demonstrates it has done so.

Identifying and understanding the issues

Grievances are concerns, problems or complaints raised formally to employers by officers or staff. Data on numbers and types of grievances provide forces with a useful source of information about the sorts of issues that staff and officers are concerned about.

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[26] *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

[27] *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

Figure 3: Number of grievances raised by officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) that North Yorkshire Police finalised compared with England and Wales, in the 12 months to 31 March 2016
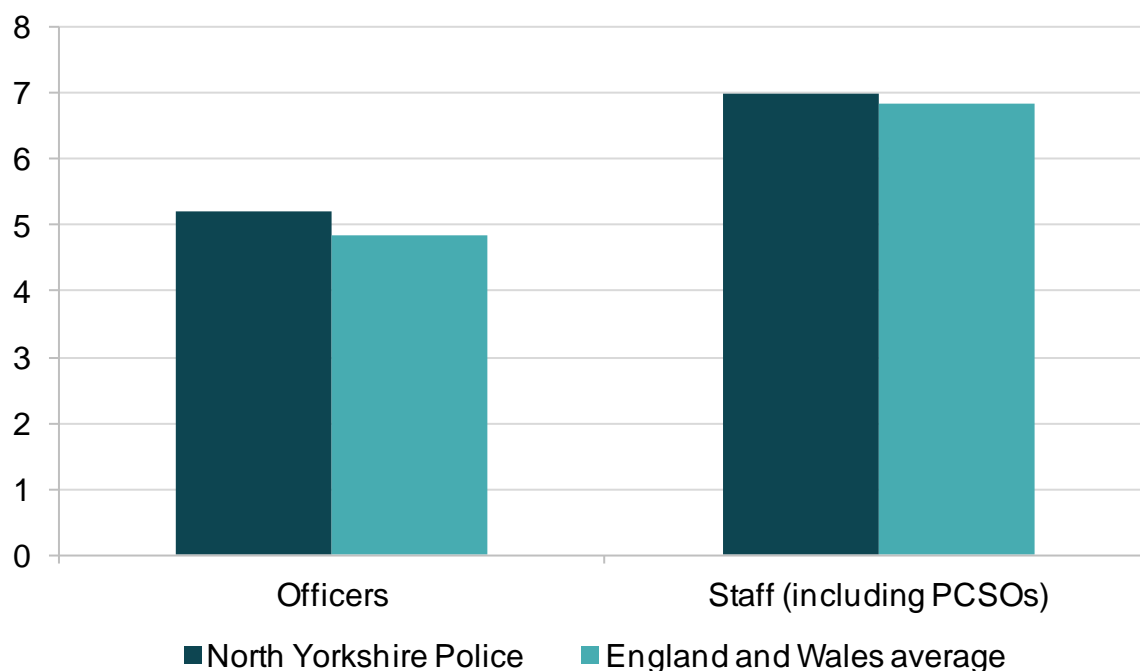
Source: HMIC Legitimacy data collection
For further information about the data in figure 3 please see annex A

In the 12 months to 31 March 2016, North Yorkshire Police finalised 5.2 formal grievances raised by officers per 1,000 officers, which was broadly in line with the England and Wales average of 4.8 per 1,000 officers. During this period, the force finalised 7.0 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).

The force uses a range of methods to identify and understand what affects the workforce's perceptions of fair and respectful treatment. The force's people strategy identifies three priorities of valuing, managing and developing people. The force commissioned an independent wellbeing survey in 2014, which is scheduled to be refreshed in the autumn of 2016. The force monitors and analyses data in respect of complaints, compliments, misconduct and grievances, including specific assessment of the backgrounds and characteristics of the people involved.

Making improvements and demonstrating effectiveness

The force responded well to the problems raised in the 2014 wellbeing insight survey. The report identified the importance of staff wellbeing and highlighted the need to address problems of a psychological nature.

The force responded by introducing specific training for police and police staff managers including 'The Psychologically Safe and Responsible Manager' (PSRM) training and training in how to manage difficult conversations. The chief constable

and the police and crime commissioner have also signed the mental health charity MIND's Blue-Light – Time to Change pledge, which commits them to challenge mental health stigma and promote positive wellbeing within the force. The force's internal intranet has a dedicated staff wellbeing area with access to information and advice and signposts to available services.

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 inspection found that the force recognises the value of workforce wellbeing and has a clear focus on it. However, we also found that some of the workforce, in particular members of police staff, were unaware of the efforts made by the force to improve wellbeing. We saw good evidence that wellbeing support is being provided; for example, we spoke to a number of first-line supervisors who had undertaken the PSRM training and felt that it had improved their ability to manage better the wellbeing of their own staff. However, they were unaware that the training had been developed as a direct result of the wellbeing survey. The force should review its approach to internal communications, to help ensure that its staff better understand the force's focus on wellbeing and perceive it to be authentic.

Identifying and understanding the workforce's wellbeing needs

Rest days in lieu (RDIL) are leave days owed to officers or PCSOs when they have been required to work on their scheduled rest day for operational reasons. Long working hours can have a detrimental impact on the health and wellbeing of the workforce, so it serves as a useful point of comparison for assessing the extent to which the force is managing the wellbeing of its workforce. Analysis of the numbers of RDIL accrued, but not yet taken, can be a useful tool for forces to identify and understand potential wellbeing concerns for individuals and teams.

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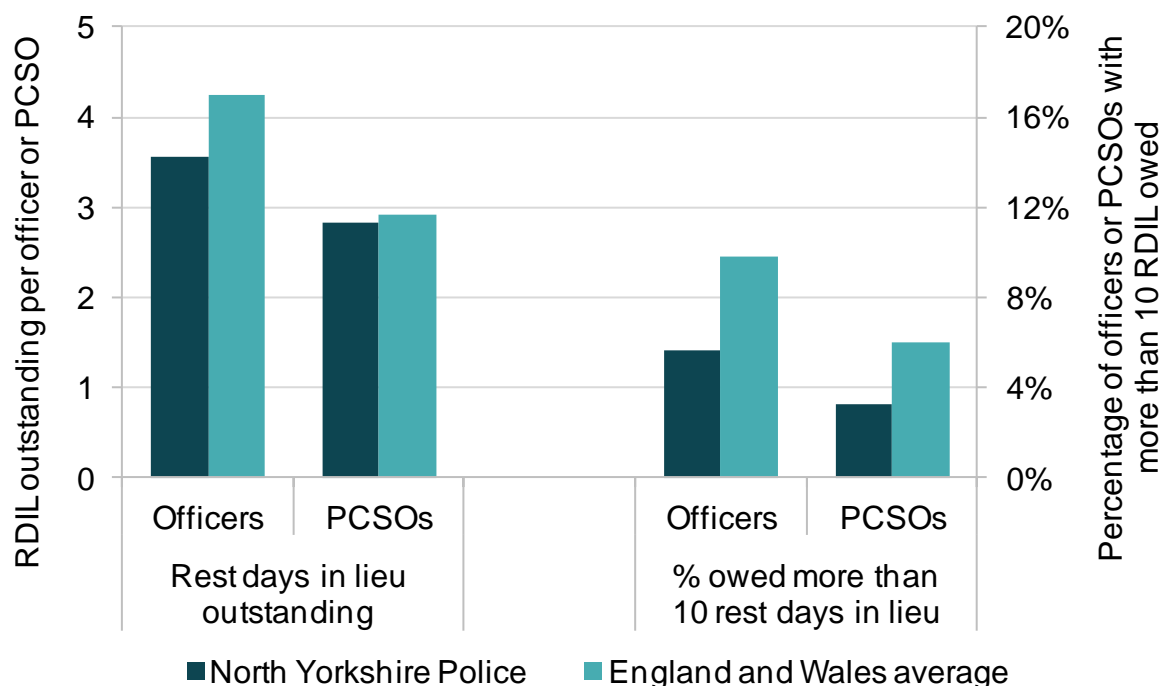

Source: HMIC Legitimacy data collection
Note: For some police forces data about the number of rest days in lieu outstanding are estimated from data on hours owed. For further information about the data in figure 4 please see annex A

As at 31 March 2016, there were 3.6 rest days in lieu outstanding per officer in North Yorkshire Police, which was broadly in line with the England and Wales average of 4.2 days per officer. On the same date, there were 2.8 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, 5.7 percent of officers in North Yorkshire Police had more than 10 rest days in lieu owed to them, which was broadly in line with the England and Wales average of 9.8 percent. As at 31 March 2016, 3.3 percent of PCSOs in the force had more than 10 rest days in lieu owed to them, the England and Wales average was 6.0 percent of PCSOs. 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 North Yorkshire Police compared with England and Wales, as at 31 March 2016
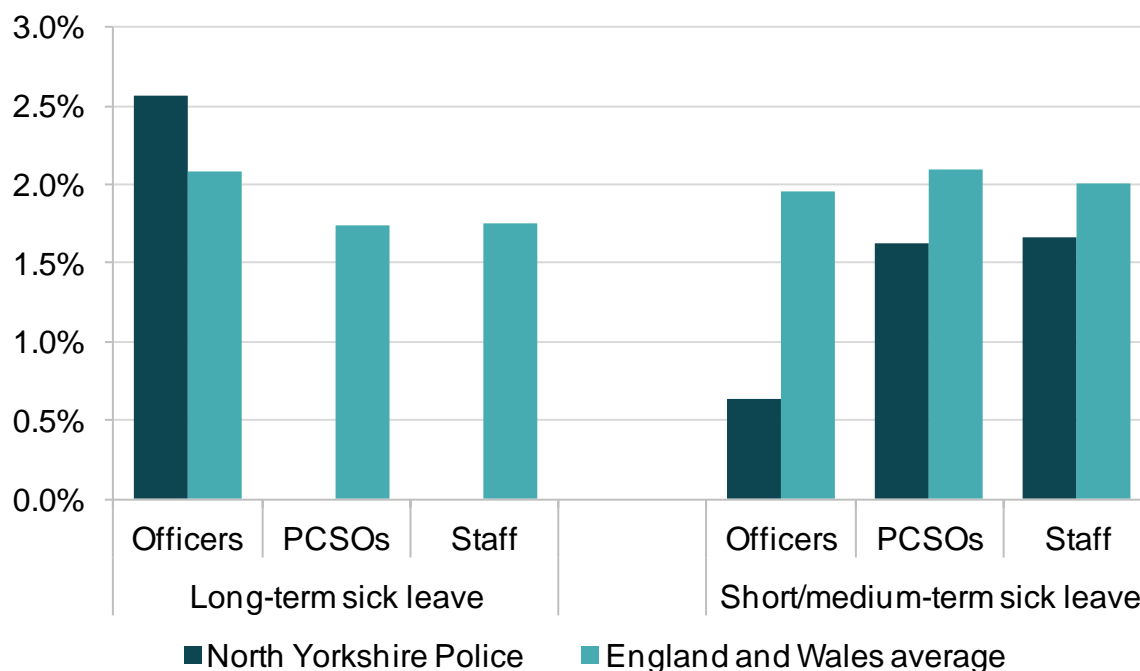
Source: Home Office Annual Data Requirement
Note: Long-term sickness is defined as an absence due to sickness that has lasted for more than 28 days as at 31 March 2016. For further information about the data in figure 5 please see annex A.

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

- 2.6 percent of officers were on long-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.

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

- 0.0 percent of PCSOs were on long-term sick leave, which is lower than the England and Wales average of 1.7 percent.

- 1.6 percent of PCSOs were on short or medium-term sick leave, which is broadly in line with the England and Wales average of 2.1 percent.

- 0.0 percent of staff were on long-term sick leave, which is lower than the England and Wales average of 1.7 percent.

- 1.7 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.

In addition to the wellbeing insight survey, the force is able to monitor, through the Origin computer system, levels of overtime, sickness, injuries on duty and other

personnel related data. Encouragingly, in the York area we heard how wellbeing focus groups had been held with staff to identify problems associated with workforce wellbeing, which were then discussed by senior managers, trades unions and staff associations. The force monitors referrals to the occupational health unit to identify any emerging trends and operates a health screening process to provide proactive support to people in the most demanding roles, such as protecting vulnerable people and roads policing.

Taking preventative and early action to improve workforce wellbeing

Supervisors who have completed the PSRM course said that it had allowed them to identify signs of stress at a much earlier stage, which allowed them to intervene and take action to prevent problems from escalating. Supervisors also commented that the 'difficult conversation' training had equipped them better to raise potential wellbeing concerns with individuals. A number of people we spoke to, particularly police staff, felt that workloads had remained constant or increased, while workforce numbers had declined, which increases the potential for stress and highlights the value of the PSRM training in improving wellbeing.

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.[28] 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.[29]

The performance assessment process

The force introduced a new individual performance development review (PDR) system in April 2016. The new process has been developed to align with national guidance, the policing professional framework and national occupational competences. The force had identified that the previous review system had fallen into disrepute among the workforce and was not being used effectively, if at all. The new process applies to all police officers and police staff and is designed to be easier to complete. In support of the new assessment process, the force is providing

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[28] *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

[29] 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

training to all supervisors on having 'difficult conversations' with staff. Those supervisors we spoke to who had been on the course confirmed that they felt better equipped to challenge constructively and provide evidence of poor performance. All PDRs will be recorded on the Origin HR system, which provides access to management information.

The results of performance assessment

The performance review process was introduced in April 2016. The inspection was conducted in May and it is difficult to assess the results of the new system so soon after its introduction. The force recognised that the previous system had fallen into disrepute. Many individual police officers and members of police staff, as well as trades unions and staff associations, expressed little confidence in the force's previous development process; however, they all believed that the new system appeared to be much improved.

Summary of findings

Good

North Yorkshire Police treats its officers and staff with fairness and respect.

The force uses a range of methods to identify and understand what affects the workforce's perceptions of fair and respectful treatment. The people strategy prioritises valuing, managing and developing people. The force monitors and analyses data in respect of complaints, compliments, misconduct, grievances and diversity.

The force recognises the value of workforce wellbeing and commissioned an independent wellbeing survey in 2014. The force has responded well to the findings of the survey, although we found that some members of the workforce were unaware of these efforts. The force monitors levels of overtime, sickness, injuries on duty and other personnel data and focus groups have been held with the workforce to identify wellbeing problems.

The force introduced a new PDR system in April 2016, which is aligned with national guidance. At this early stage, it is not possible to assess the impact of the new system.

Areas for improvement

- The force should ensure that its supervisors can recognise and provide support with wellbeing issues by ensuring that the training for supervisors in how to deal with wellbeing issues is delivered to all supervisors.

- The force should ensure the recently introduced system for managing individual performance is effective.

Next steps

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

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy and also leadership. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL legitimacy inspection will be used to direct the design of the next cycle of PEEL legitimacy assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess procedural and organisational justice aspects of police legitimacy to ensure our findings are comparable year on year.

Annex A – About the data

Please note the following for the data presented throughout the report.

The source of the data is presented with each figure in the report, and is listed in more detail in this annex. For the source of force in numbers data, please see the relevant section below.

Methodology

Please note the following for the methodology applied to the data.

Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. To calculate this, the difference to the mean average, as a proportion, is calculated for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

Where we have referred to the England and Wales average, this is the rate or proportion calculated from the England and Wales totals.

Population

For all uses of population as a denominator, unless otherwise noted, we use the ONS mid-2015 population estimates.

Force in numbers

Workforce figures (based on full-time equivalents) for 31 March 2016

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics, www.gov.uk/government/collections/police-workforce-england-and-wales, or the Home Office police workforce open data tables, www.gov.uk/government/statistics/police-workforce-open-data-tables. Figures may have been updated since the publication.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Police staff includes section 38 designated officers (investigation, detention and escort).

Data from the Office for National Statistics 2011 Census were used for the number and proportion of black, Asian and minority ethnic people within each force area. While the numbers may have since changed, more recent figures are based only on estimates from surveys or projections.

Figures throughout the report

Figure 1: Number of public complaint cases recorded against officers (per 1,000 officers) or staff (per 1,000 staff, including police community support officers) compared with England and Wales, in the 12 months to 31 March 2016

The Independent Police Complaints Commission (IPCC) defines a complaint for the purposes of recording as "an expression of dissatisfaction by a member of the public with the service they have received from a police force. It may be about the conduct of one or more persons serving with the police and/or about the direction and control of a police force". A police complaint can be about more than one officer or member of staff and can refer to one or more allegations.[30]

Data used in figure 1 are data extracted from the Centurion case recording and management system for Police Professional Standards data. We were able to collect the majority of this data through an automated database query, written for us by the creators of the software, Centurion (FIS Ltd). Forces ran this query on their systems

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

and returned the outputs to us. This system is used in 41 of the 43 forces inspected. In order to collect the appropriate data from the two forces not using Centurion (Greater Manchester Police and Lancashire Constabulary), they were provided with a bespoke data collection template designed to correspond to information extracted from the Centurion database.

Although the IPCC categories used to record the type of public complaint and the accompanying guidance are the same in all police forces, differences in the way they are used still may occur. For example, one force may classify a case in one category while another force would classify the same case in a different category. This means that data on the types of public complaint should be treated with caution.

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

Forces are required by the Home Office to conduct satisfaction surveys with specific victim groups. Victim satisfaction surveys are structured around core questions exploring satisfaction with police responses across four stages of interactions: initial contact, actions, follow up, treatment plus the whole experience. The data in figure 2 use the results to the question on treatment, which specifically asks "Are you satisfied, dissatisfied or neither, with the way you were treated by the police officer and staff who dealt with you?"

When comparing with the England and Wales average, the standard methodology described above has been used. When testing whether the change in percentage of respondents who were satisfied between the 12 months to 31 March 2015 and the 12 months to 31 March 2016 is statistically significant, a chi square hypothesis test for independence has been applied.

Figure 3: Number of 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.

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