

Police complaints:

statistics for England and Wales
2011/12

Acknowledgements

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Contents

Acknowledgements	i
Foreword	1
Introduction	3
Findings	5
Discussion	9
Tables and figures	12
References	29
Annex A: glossary of terms	30

Foreword



This report gives important insights into how the police complaints system works and the concerns the public have about the conduct of the police. It contains information about the complaints that the police have recorded; the outcome of the police's handling of those complaints; and the outcome of appeals to the IPCC about the way complaints have been handled.

The total number of complaints recorded by the police has fallen for the second year. This follows a period of sustained growth since the creation of the IPCC in 2004. There is considerable variation between police forces in the number of recorded complaints and the number of allegations per 1,000 employees. It is very important, however, not to take a simplistic view of these figures. Police forces that record more complaints may be more alert to the need to ensure access to the complaints system; those recording fewer complaints may be less ready to recognise and acknowledge complaints. On the other hand, as some police forces have told us, they may be taking early action to resolve issues that would otherwise have resulted in a formal complaint.

However, it is of some concern that, at the same time as the number of recorded complaints has reduced, the IPCC is upholding a rising number of appeals from complainants whose complaints

should have been formally recorded, but were not. Nearly two-thirds of such appeals are successful. Police forces therefore urgently need to examine their own practice to ensure that they are not blocking access to the complaints system.

As is well known, confidence in and use of the complaints system is lower among certain sections of the community. Our recent confidence survey showed that 40% of respondents from ethnic minorities feared police harassment if they made complaints, compared to 17% of white respondents. It is noticeable in the findings of this report that only 17% of complainants were identified as under 30, in spite of the fact that this is an age-group more likely to have experienced police contact.

What is equally important is how police forces have dealt with the complaints they record – in terms of the outcomes and whether the concerns expressed by complainants are being resolved. The IPCC's revised Statutory Guidance in 2010 encouraged police forces to consider the service received by the complainant, rather than making a narrow assessment of whether there had been misconduct. In that context, we expected the proportion of complaints upheld to increase since 2010. That has not happened, and the proportion upheld remains at a low 12%. Again, there is considerable variation between police forces – with three police forces upholding more than one in five complaints, but seven upholding fewer than one in ten.

In that context, it is of concern that not only has there been an increase in the number of appeals to the IPCC from those dissatisfied with the way their complaint was handled; there has also been a considerable increase in the proportion of appeals that we uphold. Overall, in the last year, we upheld

38% of appeals, compared with 30% or less in the three preceding years. That includes the high proportion of non-recording appeals already referred to. But it also includes a steep rise in the number and percentage of successful appeals against the actual investigation of complaints by the police themselves – 31% of those appeals were upheld, compared to around 22% in previous years. So, nearly a third of police investigations appealed to us were deficient.

Once again, there is considerable variation between police forces, with some having over 40% of appeals against their investigations upheld. Police forces therefore need to examine their practice of investigating and upholding complaints in light of appeal outcomes and comparisons with other similar police forces.

Finally, the report shows that despite some improvements in the national average, it still takes too long to resolve many complaints. There is also significant variation between police forces, with some taking much longer than the average and others reporting increases in the time taken.

Given the challenging nature of policing, it is inevitable that at times the service provided to the public will fall below the standard they expect. Complaints are a vital source of public feedback, and an opportunity to improve public confidence. The complaints system must show that concerns will be taken seriously and that the police service will recognise those circumstances when they could have done better and take rapid steps to put this right. Police forces therefore need to ensure that they record valid complaints and handle them in a way that is aimed at achieving resolution for the complainant.

All chief constables should take personal interest in the findings of this report and assure themselves that they and their staff are meeting their obligations to record and resolve valid complaints from the public. In particular, they should look closely at the number and type of appeals upheld by the IPCC. This is particularly relevant because, after November this year, chief constables will be responsible for dealing with

appeals against the way their own forces have handled complaints in less serious cases. This should provide a more immediate feedback loop to identify and respond to good and bad local practice at the front end, but it will also require rigorous processes to ensure that initial decisions are effectively reviewed. The IPCC is currently examining ways of ensuring that we retain effective oversight of this part of the complaints process.

This report should also be of considerable interest to candidates hoping to be elected as Policing and Crime Commissioners (PCCs). PCCs can play an important role in holding police forces to account in relation to their interactions with the public. We will be briefing them on how they can use these findings to understand the concerns of their constituents and work with the police to address them.



Dame Anne Owers
Chair

Introduction

This report presents figures on complaints recorded about the police in England and Wales for the year 2011/12. These complaints are made by members of the public about the conduct of those serving with the police and are dealt with under the Police Reform Act 2002 (PRA 2002).

Under the PRA 2002, police forces must record all complaints made by the public about the conduct of those serving with the police. Complaints regarding matters such as general policing policies, known as ‘direction and control’, are handled under separate provisions¹.

People who are not happy with how their complaint has been handled by the police can appeal to the IPCC. This report also presents figures on the numbers of appeals and IPCC decisions on those.

For the third year, the report presents the results of nine indicators for the complaints system. The indicators were created to provide a useful tool that the police and the public can use to judge objectively how well complaints are being handled. Unlike data on the number of complaints recorded, where an increase or decrease can be interpreted as either good or bad, the indicators are unambiguous and should therefore support police forces in taking action to improve their performance when necessary.

An overview of the indicators can be found in Table 2, with associated contextual information in Table 3. The results for each indicator give only limited insight when viewed alone, but collectively they provide a picture of how the system is performing. The IPCC publishes reports on these indicators for every police force on a quarterly basis throughout the year. These reports include further detail as

well as comparisons with ‘most similar forces’ and are available on the IPCC website².

Overview of the report

The purpose of this report is to help inform public debate by presenting data on the indicators, an overview of the numbers and types of complaints, and information on how these were resolved across police forces. It also outlines the demographics of people who made complaints and those who were the subject of complaints.

What then follows is a discussion on these findings, placing them in the wider context of public contact and dissatisfaction with the police, willingness to complain, and experience of the complaints system. A glossary of terms, such as *local resolution*, *dispensation*, and *sub judice* can be found at the back of this report.

An overview of the IPCC’s work with police complaints can be found in its annual report for 2011/12. That report provides an overview of the IPCC’s own performance with regard to the investigations, appeals, and complaints it handles (IPCC, 2012).

Changes to the handling of complaints

The IPCC revised its Statutory Guidance on 1 April 2010. One of the key changes in the guidance involved a move away from allegations being judged solely in terms of whether evidence of misconduct is found (this is referred to as ‘substantiated’). Instead, complaints subject to an investigation are judged in terms of whether they are ‘upheld’. A complaint should be upheld where the findings of an investigation show that the service provided was below the standard a reasonable person could expect. An upheld

1 For more information see Home Office Circular 19/2005 (Home Office, 2005)

2 See www.ipcc.gov.uk/en/Pages/police_complaints_stats.aspx

complaint may also result in a case to answer in relation to misconduct or it may not³. This report presents outcomes of investigations that were completed under the old system (complaints recorded before 1 April 2010), and the new system.

³ See IPCC Statutory Guidance (2010) paras. 423 and 424 and 431 to 439 for more information.

Findings

Complaint cases recorded

- For the second year, there has been a fall in the number of complaint cases recorded by police forces. A total of **30,143 complaints were recorded** during 2011/12. This is a 9% reduction compared to 2010/11 and a 12% decrease since 2009/10 (Table 1 and Figure 3). Three-quarters of police forces showed a fall in recorded complaint cases during 2011/12 (Table 4).
- **Key indicator:** Police forces are expected to record complaints within ten working days. The majority of complaints (86%) continue to be recorded within this time limit but this is a slight decrease compared to last year. Police forces varied in their rates for recording complaints on time, from 50% to 99% (Table 5). Twenty-seven police forces reported an improvement or remained the same in recording complaints in time.

- *other assault (11%)*
- *oppressive conduct or harassment (7%)*
- *unlawful / unnecessary detention (5%)*

- An allegation rate per 1,000 police force employees is used to provide a meaningful comparison of allegations recorded across police forces. During 2011/12, the allegation rate per 1,000 police personnel was 213, reflecting the decrease in the number of allegations recorded. In 2010/11, the rate was 225 allegations. Allegation rates across police forces ranged from 128 to 378 per 1,000 employees (Table 8).

Allegations finalised

An allegation can be dealt with in a number of ways. It may be investigated, withdrawn, dispensed, discontinued, or dealt with through local resolution. There are also different forms of investigation. For an explanation of the different ways an allegation may be handled please see Annex A.

Allegations recorded

A complaint case may have one or more allegations attached. For example, a person may allege that a police officer pushed them and that the officer was rude to them. This would be recorded as two separate allegations forming one complaint case⁴.

- During 2011/12, a total of **54,714 allegations were recorded**. This is an 8% decrease compared to the previous year (Table 6).
- Five types of allegations account for 68% of all those recorded during 2011/12 (Table 7). These were:
 - *other neglect or failure in duty (28%)*
 - *incivility, impoliteness and intolerance (17%)*
- During 2011/12, a total of **52,019 allegations were finalised**. In recent years, police forces have been locally investigating a higher proportion of allegations, rather than using local resolution. Over half of allegations (55%) were finalised by an investigation, while around a quarter (27%) of allegations were dealt with through local resolution (Table 9). This compares to 49% and 32% respectively last year.
- **Key indicators:** Overall, in 2011/12 it took on average less time for police forces to deal with allegations compared to previous years:
 - It took on average **55 working days to deal with an allegation through local resolution,**

⁴ See the IPCC's Statutory Guidance (2010) for more information about the recording of complaints.

which is four days less than the average time taken in 2010/11 (Table 10). The average varied across police forces from 27 to 116 working days. Just over half of police forces recorded below or the same as the national average time to complete the local resolution process. Twenty-eight police forces showed improvements or remained the same in their average time compared to last year.

- Over the past four years there has been a steady improvement in the average time taken for the police to investigate an allegation. During 2011/12, it took on average **124 working days to locally investigate an allegation**, over a week less than in 2010/11 (Table 10). This figure varied across police forces, ranging from 58 to 260 working days, and 27 police forces showed improvements or remained the same compared to last year.
- It took on average 306 working days to deal with an allegation through a supervised investigation (Table 10).

The proportion of allegations not proceeded with

- A total of **9,548 allegations were dispensed, discontinued, or withdrawn**, accounting for 18% of allegations finalised. This figure varied across police forces ranging from 10% to 40% (Table 9). The proportion of allegations dealt with in these ways has gradually declined over the past eight years.

Investigation outcomes

- On 1 April 2010, the IPCC introduced revised Statutory Guidance⁵ that changed the way complaint allegations are handled by a local (police force) investigation. As time progresses, fewer allegations completed in a given financial year would have started before the implementation of this guidance. Of the

allegations finalised by an investigation during 2011/12, 1,353 allegations were dealt with under the old system; of these, **17% were substantiated** (Table 11a).

- Of the complaint cases that were started on or after the 1 April 2010, 27,157 allegations were finalised by a local investigation in 2011/12. Of these, **12% were upheld**, a similar figure to 2010/11. There was significant variation across police forces from 6% to 25% of allegations upheld (Table 11b).

Complaints cases finalised

- A total of **29,639 complaint cases were finalised⁶** during 2011/12. This is 14% fewer than the previous year.
- **Key indicator:** During 2011/12, it took on average **102 working days** to finalise a complaint case (Table 12). This is an improvement compared to last year and similar to the time taken during 2009/10. The time taken to complete a complaint case varied across police forces, ranging from 48 to 154 working days. Twenty-six police forces reported an improvement or remained the same in the average time taken to complete a complaint case, with two-thirds of police forces coming under the national average.
- **Key indicator:** A complaint can be subject to a period in sub judice⁷. When we remove any time spent in sub judice, the average time to complete all complaint cases was **93 working days**, five days less than during 2010/11. The time varied across police forces, ranging from 36 to 132 working days (Table 12).

⁵ See IPCC Statutory Guidance (2010) www.statguidance.ipcc.gov.uk/Pages/default.aspx

⁶ A complaint case is deemed finalised once all action, including criminal proceedings has been concluded.

⁷ See Annex A for a definition of sub judice.

Appeals to the IPCC

A complainant has the right to appeal to the IPCC if they are not happy about the way in which a police force has handled their complaint. An appeal can be made about a decision to not record a complaint case, or about the process used to conduct a local resolution. They can also appeal about the handling of a local or supervised investigation on the grounds of not being informed about the findings; the information used in the investigation; the outcome; or the decision not to refer to the Crown Prosecution Service (CPS)⁸.

- During 2011/12, **6,339 appeals** were made to the IPCC about the handling of a complaint by a police force⁹, which represents a 3% increase compared to the previous year (Table 13).
- **Key indicator:** During 2011/12, **38% of all appeals finalised were upheld**¹⁰ by the IPCC; this is 8% higher than the previous year.
- There were 1,374 appeals made against the decision by police forces **not to record a complaint** in 2011/12. This is a 16% increase in the number received compared to 2010/11. In almost two-thirds (61%) of completed appeals, a slight increase compared to last year, we upheld the appeal and directed the police force to record the complaint. The rate of upholding non-recording appeals has increased over recent years from 49% in 2008/09 to 61% in 2011/12.
- There were **426 local resolution appeals** made to the IPCC during 2011/12; a 20% decrease compared to 2010/11. Of the appeals completed of this type, just over a third (35%) were upheld. This is similar to previous years' figures.
- In 2011/12, the IPCC received **4,539 investigation appeals**, a slight increase (2%) compared to last year. Of the appeals completed, 31% were upheld; this is a

considerably higher rate than in previous years (around 21% to 23%).

Figures 1 and 2 show the number of appeals received and the percentage of valid appeals upheld by the IPCC from 2008/09 to 2011/12.

Figure 1 Appeals received 2008/09 to 2011/12

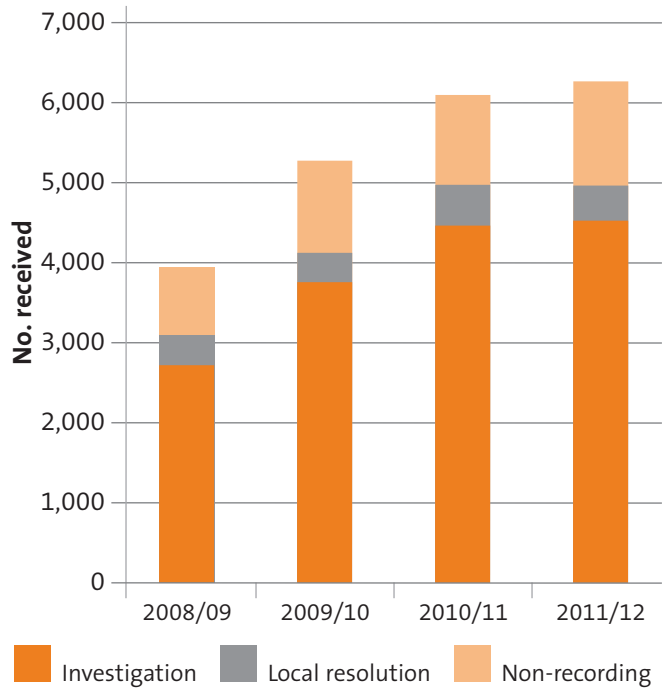
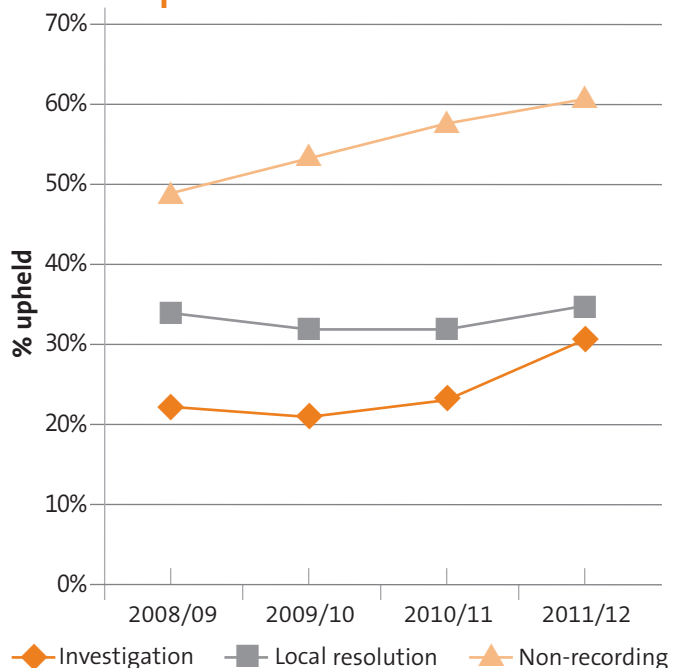


Figure 2 Percentage of completed appeals upheld 2008/09 to 2011/12



⁸ See Annex A for further information on appeal types.

⁹ The appeals figures presented here are for police forces only. For appeals figures that cover all the statutory bodies that the IPCC have jurisdiction over, including police authorities, please refer to the IPCC Annual Report for 2011/12.

¹⁰ The upholding rate is a percentage of the number of valid appeals completed during the reporting year. Completed appeals may have been recorded in a different financial year to that in which it is completed. This applies to all appeal types.

Profile of complainants

- During 2011/12, **30,624 people complained** about the conduct of someone serving with the police – a fall of 9% compared to the previous year.
- The majority of complainants were men (Table 16).
- The majority of complainants were White and aged between 40 to 49 years of age (Tables 17 and 18).

Profile of those subject to complaints

- A total of **35,382 people serving with the police** were subject to a recorded complaint during 2011/12 – a 6% fall compared to the previous year.
- The majority subject to a complaint were police officers rather than police staff (Table 19).
- The majority of those facing complaints were men and White (Tables 20 and 21).

Discussion

A key finding in this report is the decline in the number of police complaints recorded in 2011/12, a decrease of 9%; this is the second year running that a reduction has been recorded. Since the formation of the current complaints system in 2004, the picture had been of sustained growth in recorded complaints. However, in recent years the numbers are declining with three-quarters of police forces (33 out of 44) reporting a decrease in complaint cases. As is well known, rises or falls in the numbers of complaints being made are not open to simple interpretation. A rise may reflect greater public dissatisfaction but may also be a response to efforts to make it easier to complain. Alternatively, a fall may reflect the complaints system being inaccessible rather than a reduction in public dissatisfaction.

Police forces that reported some of the greatest decreases in complaint cases were asked for their view on what might be driving this trend. A number told us that they are using the 10-day assessment period before a recording decision is made to establish the primary cause of dissatisfaction and resolve the issue at the first point of contact. They told us that this aimed to provide a prompt resolution to the issue raised, whereas previously these issues would have been recorded as complaints from the outset. Some police forces also reported that they have used learning from previous complaints to take action to address the most common allegations and improve service delivery.

Action to improve service delivery and resolve matters at an early stage are welcomed. However, without further evidence, it cannot be assumed that it is these actions which have led to the reduction in the number of recorded complaints. Indeed the fall in recorded complaints must also be viewed in the context of rising numbers of non-

recording appeals submitted to and upheld by the IPCC. This provides clear evidence that too often valid complaints from the public are not being recorded. It is important that police forces examine significant reductions in complaints alongside their upheld non-recording appeals to satisfy themselves and the public that they are providing appropriate access to the complaints system for those who want to complain.

Wider context of public contact with the police and complaining

There is a mixed picture in terms of the general contact between the public and the police, experiences of this contact, and willingness to complain. Research commissioned by the IPCC asked a representative sample of the British public about their willingness to complain, awareness of the IPCC, and knowledge of how to complain (Inglis and Media, 2011). The percentage of people willing to complain was up from 59% in 2009 to 68% in 2011. At the same time, the percentage of people thinking their complaint would be taken seriously or that it would be likely that something would be done as a result of their complaint has increased since last year. However, there has been a very small rise in the percentage of respondents who do not know how to complain and are worried it would take too much time to complain.

The survey also showed that public perceptions of the police complaints system and the IPCC are positive and stable, but that some key groups remain more sceptical of the system and less inclined to use it - young people, ethnic minorities, and people from lower socio-economic backgrounds. It also showed that the disincentives to complaining remain high and are felt more strongly by ethnic minorities - 40% reported fearing police harassment if they complained,

compared with 17% of White respondents (Inglis and Media, 2011).

Information about attitudes to and complaints about the police are also collected in the Crime Survey for England and Wales (CSEW)¹¹. Latest figures from the 2011/12 survey showed that 17% of people could recall being 'really annoyed' with the actions of an officer at least once in the last five years, and of those, around one in ten went on to make a complaint. For those who made a complaint, three quarters were 'a bit' or 'very dissatisfied' with the way that police dealt with their complaint. The main reason for not complaining was that there was seen to be no benefit or point in doing so (ONS, 2012).

Appeals

Appeals to the IPCC from members of the public who are not happy with how the police have handled their complaint are a key indicator of public satisfaction with the complaints system. Of continuing concern is the increase in how often the IPCC agrees with the complainant and upholds their appeal.

In almost two thirds of appeals about non recording of complaints the IPCC has agreed with the complainant and directed the police force to record their complaint.

The decrease in local resolution appeals coincides with the decrease in dealing with complaints through this process, but the rate of upholding these appeals has remained stable. This suggests that even though fewer of these processes are happening, some police forces are still failing to engage properly with those complainants.

The proportion of complaints dealt with by a police investigation has increased over the past years and there has been a slight increase in the number of investigation appeals received. However, of greater concern is the increase in the number of appeals upheld of this type, now around a third.

The increased number of appeals upheld in all

three categories suggests that police forces need to do more to ensure that they are meeting their obligations to record, resolve, and investigate complaints to an acceptable standard. These findings suggest that complainants are facing barriers to accessing the complaints system when they had a valid complaint, and that too many investigations are failing to achieve resolution for the complainant first time.

Timeliness

The timeliness measures for completing local resolutions and local police investigations continue to show some improvement. While there are significant variations between police forces, on average a complainant will wait just over six months for their complaint to be handled through a local police investigation. For those dealt with through local resolution the individual will wait almost three months for a conclusion. Research shows that there has been a slight increase over the past few years in people being worried that it would take too much time to make a complaint about the police (Inglis and Media, 2011). These results show that although timeliness is improving, police forces need to do more to address this concern that complaints take too long to resolve.

Upheld rate for investigations

Previously, police forces were required to make a judgement as to whether there was evidence of misconduct at the end of an investigation into a public complaint. Where misconduct could be proven, the allegation would be substantiated. This has now shifted to a threshold of whether the service provided by the police 'did not reach the standard a reasonable person would expect' (IPCC, 2010), as it is often the case that a complainant has received poor service even though the actions of officers involved do not amount to misconduct. IPCC Statutory Guidance advises police forces that complaints should be upheld in these circumstances. Similar proportions of allegations were upheld (new system) in 2011/12 compared to allegations substantiated (old system) in previous years.

Given the new definition, one would expect the number of allegations being upheld to be higher

¹¹ Prior to April 2012, this was known as the British Crime Survey

than past figures for allegations substantiated. However, this was not the case in 2011/12. It is difficult to know the reasons for these findings but they do suggest that police forces need to do more to ensure that the Statutory Guidance is reflected in practice. The IPCC believes that this change is important if the public are to have confidence in the complaints system. The IPCC will continue to closely monitor results through its quarterly reporting of the indicators, using comparisons with the national average and 'most similar forces' to identify areas of concern for individual police forces and seek to ensure that the guidance is being applied consistently and correctly.

The IPCC will continue to uphold investigation appeals when it believes that the police force should have upheld the complaint. Police forces should look carefully at the results of their appeals to the IPCC and ensure that learning from these is reflected in future practice.

Forward look

During 2007/08, the IPCC carried out a Stock Take of the police complaints system that revealed a number of frustrations about how complaints were handled. The Police Reform and Social Responsibility Act (2011) will introduce a number of changes to the way the complaints system operates. While some of the recommendations to improve the complaints system from the IPCC Stock Take have been progressed in the Act, it remains a heavily bureaucratic process. It remains to be seen how the changes will be implemented in practice, particularly the local handling of some appeals, and how this will impact on the public's confidence in the complaints system.

The Act introduces Policing and Crime Commissioners with elections due to take place soon after the publication of this report. The IPCC has arranged a number of events for candidates and will use this opportunity to inform them about the complaints system and how they can use the findings of this report to gain valuable insight into the issues which concern the public.

Statistical note

- In the percentage column presented in the following tables, '-' denotes zero and 0 denotes less than 0.5%.
- Some percentages may add up to more or less than 100% due to rounding.
- Figures for British Transport Police have been fully included in the following tables and figures; this may not have been the case in previous reports.
- Average times are presented as working days and do not include weekends or bank holidays.
- Data with invalid start/end dates have been removed from average time calculations. Therefore, the numbers of complaint cases and allegations used in average time calculations may be lower than the total number of complainant cases and allegations recorded.

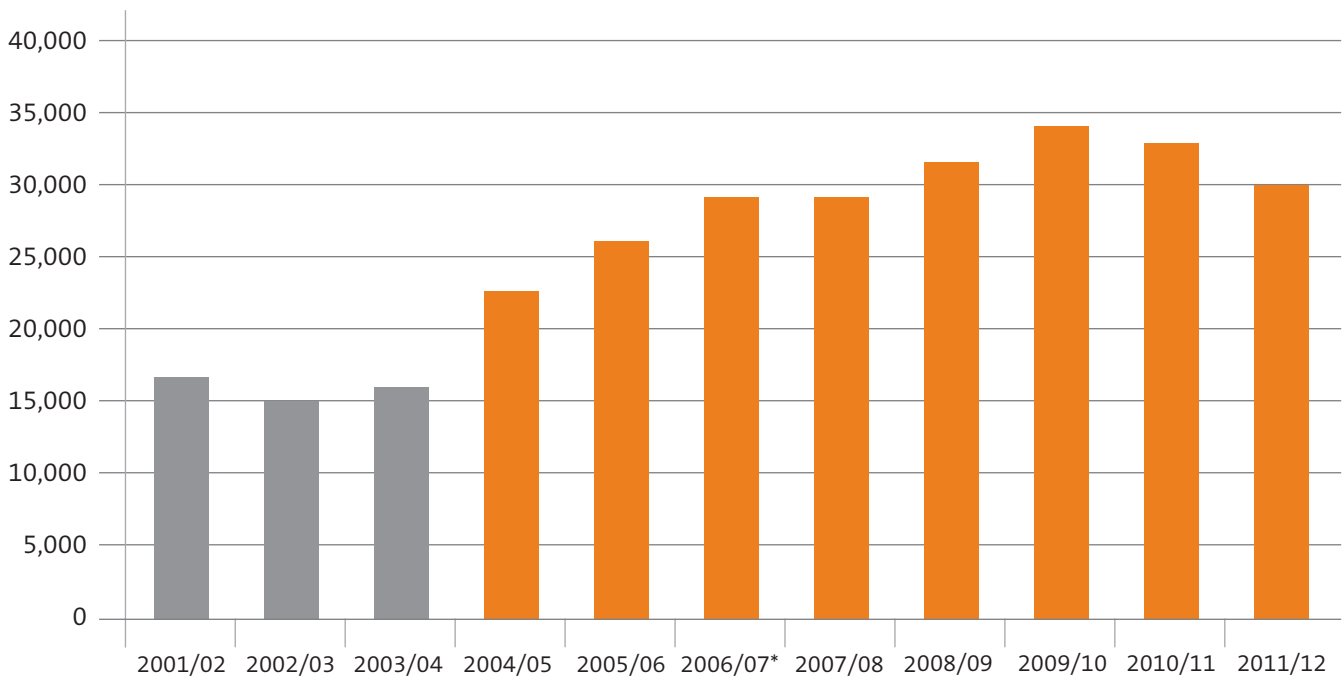
Tables and figures

Table 1 Complaint cases recorded 2001/02 to 2011/12

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07*	2007/08	2008/09	2009/10	2010/11	2011/12
Total recorded	16,654	15,248	15,885	22,898	26,268	29,322	29,350	31,747	34,310	33,099	30,143
% annual change	-12	-8	4	44	15	12	0	8	8	-4	-9

* Figures for British Transport Police are included from this point onwards.

Figure 3 Complaint cases recorded 2001/02 to 2011/12



* Figures for British Transport Police are included from this point onwards.

Table 2 Key indicators in the handling of complaints 2008/09 to 2011/12

Measure	2008/09	2009/10	2010/11	2011/12
Percentage of complaint cases recorded within 10 working days	82%	84%	87%	86%
Average number of days to locally resolve allegations	53	62	59	55
Average number of days to investigate complaint allegations - local police investigation	179	145	132	124
Average number of days to investigate complaint allegations - supervised police investigation	294	412	324	306
Average number of days to finalise complaint cases (not including sub judice)	85	90	98	93
Average number of days to finalise complaint cases (including sub judice)	100	100	107	102
Appeals to IPCC as a percentage of allegations completed by local or supervised investigations	15%	15%	16%	16%
Appeals to the IPCC as a percentage of allegations completed by local resolution	2%	3%	3%	3%
Percentage of all appeal types upheld	29%	29%	30%	38%
• Percentage of non recording appeals upheld	49%	54%	58%	61%
• Percentage of Investigation appeals upheld	22%	21%	23%	31%
• Percentage of local resolution appeals upheld	34%	33%	33%	35%

Table 3 Contextual information on allegations recorded and outcome 2008/09 to 2011/12

Measure	2008/09	2009/10	2010/11	2011/12
Number of allegations recorded per 1,000 police personnel	206	221	225*	213*
Percentage of 'Other neglect or failure in duty' allegations	24%	26%	27%	28%
Percentage of 'Incivility, impoliteness and intolerance' allegations	21%	20%	18%	17%
Percentage of 'Other assault' allegations	13%	13%	12%	11%
Percentage of 'Oppressive conduct or harassment' allegations	7%	7%	7%	7%
Percentage of 'Unlawful/unnecessary detention' allegations	5%	5%	5%	5%
Percentage of allegations discontinued	2%	1%	1%	1%
Percentage of allegations dispensed	10%	8%	8%	8%
Percentage of allegations withdrawn	12%	11%	10%	10%

* Contracted staff have been excluded from this calculation.

Table 4 Complaint cases recorded 2011/12

Police force	2010/11	2011/12	Percentage change from 2010/11
Avon and Somerset	924	905	-2
Bedfordshire	355	229	-35
British Transport Police	418	419	0
Cambridgeshire	455	354	-22
Cheshire	476	421	-12
City of London	120	108	-10
Cleveland	436	443	2
Cumbria	293	216	-26
Derbyshire	506	581	15
Devon and Cornwall	1,028	1,048	2
Dorset	410	363	-11
Durham	199	243	22
Dyfed-Powys	287	287	0
Essex	880	838	-5
Gloucestershire	314	353	12
Greater Manchester	1,155	1,021	-12
Gwent	387	330	-15
Hampshire	648	819	26
Hertfordshire	414	326	-21
Humberside	526	449	-15
Kent	778	742	-5
Lancashire	807	795	-1
Leicestershire	471	451	-4
Lincolnshire	430	490	14
Merseyside	761	753	-1
Metropolitan	7,493	6,610	-12
Norfolk	550	498	-9
North Wales	382	298	-22
North Yorkshire	525	496	-6
Northamptonshire	535	376	-30
Northumbria	608	680	12
Nottinghamshire	476	452	-5
South Wales	675	640	-5
South Yorkshire	528	419	-21
Staffordshire	437	368	-16
Suffolk	336	261	-22
Surrey	672	648	-4
Sussex	745	706	-5
Thames Valley	1,147	1,045	-9
Warwickshire	306	193	-37
West Mercia	987	693	-30
West Midlands	1,871	1,536	-18
West Yorkshire	940	819	-13
Wiltshire	408	421	3
Total	33,099	30,143	-9

Table 5 Time taken to record complaint cases* 2009/10 to 2011/12

Police force	2009/10		2010/11		2011/12	
	Complaint cases recorded	% within 10 working days	Complaint cases recorded	% within 10 working days	Complaint cases recorded	% within 10 working days
Avon and Somerset	876	86	924	86	905	90
Bedfordshire	352	95	355	90	229	93
British Transport Police	456	91	418	95	419	94
Cambridgeshire	393	92	455	91	354	96
Cheshire	434	90	476	92	421	92
City of London	132	98	120	93	108	96
Cleveland	450	88	436	90	443	86
Cumbria	249	86	293	79	216	76
Derbyshire	461	43	506	65	581	58
Devon and Cornwall	1,124	81	1,028	82	1,048	50
Dorset	399	98	410	99	363	99
Durham	207	49	199	70	243	71
Dyfed-Powys	282	46	287	58	287	86
Essex	997	90	880	88	838	90
Gloucestershire	342	96	314	98	353	96
Greater Manchester	1,898	83	1,155	89	1,021	97
Gwent	390	87	387	94	330	90
Hampshire	1,137	59	648	81	819	83
Hertfordshire	462	84	414	84	326	90
Humberside	477	95	526	95	449	90
Kent	760	64	778	88	742	90
Lancashire	947	71	783	71	791	77
Leicestershire	539	85	471	92	451	90
Lincolnshire	409	88	430	85	490	90
Merseyside	869	80	761	84	753	84
Metropolitan	7,175	86	7,493	87	6,610	84
Norfolk	518	91	550	92	498	94
North Wales	430	87	382	94	298	91
North Yorkshire	496	83	525	89	496	90
Northamptonshire	599	86	535	94	376	97
Northumbria	578	84	608	86	680	88
Nottinghamshire	669	80	476	80	452	88
South Wales	715	96	675	93	640	95
South Yorkshire	613	86	528	88	419	85
Staffordshire	422	89	437	94	368	92
Suffolk	418	72	336	81	261	78
Surrey	710	80	672	92	648	95
Sussex	746	71	745	70	706	63
Thames Valley	1,167	81	1,147	88	1,045	93
Warwickshire	256	98	306	97	193	95
West Mercia	851	94	987	93	693	95
West Midlands	1,704	96	1,871	94	1,536	80
West Yorkshire	903	98	940	95	819	96
Wiltshire	298	61	408	89	421	96
Total	34,310	84	33,075	87	30,139	86

*The number of complaints presented in this table are those that had valid dates that could be used in the timeliness calculation and therefore may not match the actual number of complaints recorded (presented in Table 4).

Table 6 Allegations recorded 2011/12 and comparison to 2010/11

Police force	Number of allegations 2010/11	Number of allegations 2011/12	Change in the number of allegations	Percentage change from 2010/11
Avon and Somerset	1,536	1,446	-90	-6%
Bedfordshire	586	435	-151	-26%
British Transport Police	743	767	24	3%
Cambridgeshire	992	828	-164	-17%
Cheshire	740	721	-19	-3%
City of London	158	200	42	27%
Cleveland	742	855	113	15%
Cumbria	399	282	-117	-29%
Derbyshire	869	1065	196	23%
Devon and Cornwall	1,577	1,648	71	5%
Dorset	656	644	-12	-2%
Durham	324	498	174	54%
Dyfed-Powys	710	650	-60	-8%
Essex	1,489	1,586	97	7%
Gloucestershire	480	573	93	19%
Greater Manchester	1,878	2,041	163	9%
Gwent	758	578	-180	-24%
Hampshire	1,697	1,651	-46	-3%
Hertfordshire	792	743	-49	-6%
Humberside	1,003	906	-97	-10%
Kent	1,163	1,103	-60	-5%
Lancashire	1,421	1,471	50	4%
Leicestershire	786	780	-6	-1%
Lincolnshire	714	767	53	7%
Merseyside	1,710	1,860	150	9%
Metropolitan	13,894	12,255	-1,639	-12%
Norfolk	636	740	104	16%
North Wales	670	515	-155	-23%
North Yorkshire	1,047	915	-132	-13%
Northamptonshire	619	492	-127	-21%
Northumbria	1,340	1,416	76	6%
Nottinghamshire	805	805	0	0%
South Wales	1,169	1,043	-126	-11%
South Yorkshire	1,002	786	-216	-22%
Staffordshire	660	619	-41	-6%
Suffolk	562	475	-87	-15%
Surrey	1,122	1,150	28	2%
Sussex	1,137	1,029	-108	-9%
Thames Valley	2,181	1,856	-325	-15%
Warwickshire	640	469	-171	-27%
West Mercia	1,858	964	-894	-48%
West Midlands	3,666	2,808	-858	-23%
West Yorkshire	1,824	1,662	-162	-9%
Wiltshire	687	617	-70	-10%
Total	59,442	54,714	-4,728	-8%

Table 7 Types of allegations recorded 2011/12

Allegation groupings	Allegation category	N	%
Oppressive behaviour	Serious non-sexual assault	418	1%
	Sexual assault	80	0%
	Other assault	6,242	11%
	Oppressive conduct or harassment	3,795	7%
	Unlawful/unnecessary arrest or detention	2,885	5%
Malpractice	Irregularity in relation to evidence/perjury	1,284	2%
	Corrupt practice	370	1%
	Mishandling of property	1,850	3%
Breach of PACE	Breach of Code A PACE on stop and search	666	1%
	Breach of Code B PACE on searching of premises and seizure of property	1,586	3%
	Breach of Code C PACE on detention, treatment and questioning	2,515	5%
	Breach of Code D PACE on identification procedures	23	0%
	Breach of Code E PACE on tape recording	15	0%
	Multiple or unspecified breaches of PACE which cannot be allocated to a specific code	71	0%
Lack of fairness and impartiality	Lack of fairness and impartiality	2,615	5%
Discriminatory behaviour	Discriminatory behaviour	1,195	2%
Other neglect of duty	Other neglect or failure in duty	15,201	28%
Incivility	Incivility, impoliteness and intolerance	9,236	17%
Traffic	Traffic irregularity	548	1%
Other	Other irregularity in procedure	1,664	3%
	Improper disclosure of information	1,213	2%
	Other sexual conduct	41	0%
	Other	1,201	2%
Total allegations		54,714	100%

Table 8 Number of allegations recorded per 1,000 police personnel 2011/12

Police force	Allegations recorded against employees only	No of employees	Allegations per 1,000 employees
Avon and Somerset	1,446	5,953	243
Bedfordshire	435	2,403	181
British Transport Police	767	4,479	171
Cambridgeshire	828	2,715	305
Cheshire	719	4,121	174
City of London	200	1,344	149
Cleveland	854	2,260	378
Cumbria	282	2,204	128
Derbyshire	1,061	3,741	284
Devon and Cornwall	1,648	6,383	258
Dorset	644	2,935	219
Durham	498	2,511	198
Dyfed Powys Police	649	2,101	309
Essex	1,563	6,609	236
Gloucestershire	570	2,339	244
Greater Manchester	2,041	13,043	156
Gwent	578	2,600	222
Hampshire	1,647	6,610	249
Hertfordshire	743	4,253	175
Humberside	905	4,195	216
Kent	1,103	6,820	162
Lancashire	1,471	6,139	240
Leicestershire	780	3,838	203
Lincolnshire	766	2,423	316
Merseyside	1,860	7,348	253
Metropolitan	12,255	55,706	220
Norfolk	740	3,164	234
North Wales	514	2,791	184
North Yorkshire	908	2,858	318
Northamptonshire	492	2,794	176
Northumbria	1,416	6,780	209
Nottinghamshire	804	4,453	181
South Wales	1,041	5,364	194
South Yorkshire	786	5,683	138
Staffordshire	618	4,034	153
Suffolk	474	2,655	179
Surrey	1,150	4,543	253
Sussex	1,028	5,718	180
Thames Valley	1,850	8,552	216
Warwickshire	469	2,014	233
West Mercia	964	4,443	217
West Midlands	2,808	12,740	220
West Yorkshire	1,662	10,035	166
Wiltshire	614	2,457	250
Total	54,651	256,151	213

This table excludes allegations made against contracted staff; there were 63 allegations made against contracted staff only. There were an additional 95 allegations made against contracted staff but these were also connected to police personnel and therefore remain counted in this table. Police service strength as of March 2011

Table 9 Means by which allegations were finalised 2011/12

Police force	Allegations investigated		Withdrawn		Dispensation		Discontinuance		Local resolution		Total N
	N	%	N	%	N	%	N	%	N	%	
Avon and Somerset	745	53	117	8	106	8	4	0	432	31	1,404
Bedfordshire	290	63	46	10	48	10	0	0	76	17	460
British Transport Police	652	85	52	7	22	3	0	0	37	5	763
Cambridgeshire	489	60	72	9	84	10	0	0	175	21	820
Cheshire	445	58	79	10	33	4	0	0	206	27	763
City of London	85	69	5	4	7	6	7	6	19	15	123
Cleveland	296	47	66	10	55	9	1	0	218	34	636
Cumbria	104	36	24	8	50	17	3	1	110	38	291
Derbyshire	442	44	103	10	43	4	50	5	364	36	1,002
Devon and Cornwall	694	46	146	10	172	12	4	0	478	32	1,494
Dorset	300	43	81	12	67	10	8	1	237	34	693
Durham	160	36	50	11	39	9	3	1	197	44	449
Dyfed-Powys	353	51	53	8	71	10	3	0	206	30	686
Essex	723	51	182	13	143	10	4	0	352	25	1,404
Gloucestershire	255	48	43	8	81	15	4	1	150	28	533
Greater Manchester	442	30	233	16	73	5	99	7	615	42	1,462
Gwent	307	52	65	11	52	9	0	0	168	28	592
Hampshire	923	63	84	6	66	5	4	0	381	26	1,458
Hertfordshire	503	69	50	7	68	9	0	0	106	15	727
Humberside	296	43	81	12	79	11	1	0	238	34	695
Kent	439	45	66	7	45	5	67	7	363	37	980
Lancashire	682	45	145	10	55	4	8	1	615	41	1,505
Leicestershire	384	50	45	6	29	4	4	1	306	40	768
Lincolnshire	285	36	91	11	36	5	7	1	375	47	794
Merseyside	813	54	188	13	81	5	5	0	415	28	1,502
Metropolitan	7,561	66	944	8	1,104	10	84	1	1,788	16	11,481
Norfolk	393	59	69	10	33	5	0	0	172	26	667
North Wales	213	44	34	7	36	7	1	0	202	42	486
North Yorkshire	188	21	24	3	65	7	2	0	607	69	886
Northamptonshire	303	55	52	9	26	5	5	1	167	30	553
Northumbria	549	44	236	19	130	10	5	0	333	27	1,253
Nottinghamshire	309	46	66	10	57	8	5	1	237	35	674
South Wales	286	29	256	26	127	13	16	2	310	31	995
South Yorkshire	334	46	71	10	49	7	9	1	261	36	724
Staffordshire	236	45	71	14	11	2	3	1	204	39	525
Suffolk	113	28	56	14	63	16	0	0	166	42	398
Surrey	739	68	42	4	62	6	3	0	248	23	1,094
Sussex	606	58	100	9	67	6	2	0	278	26	1,053
Thames Valley	1,240	56	106	5	132	6	11	0	736	33	2,225
Warwickshire	364	64	79	14	26	5	0	0	98	17	567
West Mercia	770	63	187	15	54	4	3	0	202	17	1,216
West Midlands	1,957	64	266	9	132	4	25	1	661	22	3,041
West Yorkshire	981	64	189	12	159	10	2	0	205	13	1,536
Wiltshire	261	41	64	10	64	10	5	1	247	39	641
Total	28,510	55	5,079	10	4,002	8	467	1	13,961	27	52,019

Table 10 Time taken to finalise allegations* 2011/12

Police force	Local resolution		Local investigation		Supervised investigation	
	Average number of days to finalise allegations	Number of allegations used in calculation	Average number of days to finalise allegations	Number of allegations used in calculation	Average number of days to finalise allegations	Number of allegations used in calculation
Avon and Somerset	35	432	110	728	196	17
Bedfordshire	79	75	116	286	0	0
British Transport Police	61	37	60	629	524	18
Cambridgeshire	44	175	87	484	80	4
Cheshire	55	206	145	445	0	0
City of London	27	19	86	85	0	0
Cleveland	64	218	172	296	0	0
Cumbria	31	110	80	101	0	0
Derbyshire	46	359	129	442	0	0
Devon and Cornwall	59	474	185	689	1,135^	1
Dorset	41	237	175	300	0	0
Durham	62	197	150	160	0	0
Dyfed-Powys	116	206	260	353	0	0
Essex	69	352	133	723	0	0
Gloucestershire	38	150	58	252	0	0
Greater Manchester	54	595	111	415	0	0
Gwent	45	165	135	289	211	10
Hampshire	60	381	103	916	0	0
Hertfordshire	65	105	110	503	0	0
Humberside	57	238	87	282	43	2
Kent	52	359	132	434	240	2
Lancashire	49	553	78	587	65	4
Leicestershire	53	306	141	378	458	6
Lincolnshire	70	375	201	285	0	0
Merseyside	52	413	121	813	0	0
Metropolitan	51	1,504	68	6,204	269	83
Norfolk	40	172	137	393	0	0
North Wales	57	202	166	213	0	0
North Yorkshire	42	607	115	185	132	3
Northamptonshire	51	167	104	301	0	0
Northumbria	70	330	216	539	178	3
Nottinghamshire	68	237	200	297	0	0
South Wales	71	310	203	283	726	3
South Yorkshire	41	261	195	331	0	0
Staffordshire	62	204	147	236	0	0
Suffolk	64	166	167	113	0	0
Surrey	34	247	61	739	0	0
Sussex	36	274	117	603	152	3
Thames Valley	73	733	229	1,239	136	1
Warwickshire	77	98	191	364	0	0
West Mercia	53	202	171	761	580	9
West Midlands	60	636	166	1,928	368	16
West Yorkshire	46	199	117	974	75	1
Wiltshire	61	247	134	260	113	1
Total	55	13,533	124	26,838	306	187

*The number of allegations presented in this table are allegations that had valid dates that could be used in the timeliness calculation and therefore may not match the actual number of allegations finalised (presented in Table 9).

^ This relates to one complex complaint case that involved a criminal re-trial, appeal of misconduct outcomes, judicial review and a quashing order and a further review of the misconduct outcome.

Table 11a Outcome of allegations finalised by investigation (pre-April 2010)

Police force	Unsubstantiated		Substantiated		Total investigated
	N	%	N	%	N
Avon and Somerset	15	83	3	17	18
Bedfordshire	15	75	5	25	20
British Transport Police	19	100	0	-	19
Cambridgeshire	0	-	1	100	1
Cheshire	25	96	1	4	26
City of London	4	100	0	-	4
Cleveland	11	92	1	8	12
Cumbria	0	-	2	100	2
Derbyshire	10	77	3	23	13
Devon and Cornwall	43	83	9	17	52
Dorset	36	88	5	12	41
Durham	4	67	2	33	6
Dyfed-Powys	77	80	19	20	96
Essex	17	71	7	29	24
Gloucestershire	1	100	0	-	1
Greater Manchester	0	-	0	-	0
Gwent	5	63	3	38	8
Hampshire	54	69	24	31	78
Hertfordshire	10	77	3	23	13
Humberside	12	86	2	14	14
Kent	16	73	6	27	22
Lancashire	0	-	0	-	0
Leicestershire	8	73	3	27	11
Lincolnshire	43	96	2	4	45
Merseyside	32	73	12	27	44
Metropolitan	148	89	18	11	166
Norfolk	5	100	0	-	5
North Wales	12	80	3	20	15
North Yorkshire	0	-	0	-	0
Northamptonshire	6	86	1	14	7
Northumbria	51	91	5	9	56
Nottinghamshire	32	74	11	26	43
South Wales	21	75	7	25	28
South Yorkshire	32	84	6	16	38
Staffordshire	1	100	0	-	1
Suffolk	8	73	3	27	11
Surrey	3	60	2	40	5
Sussex	11	100	0	-	11
Thames Valley	169	87	26	13	195
Warwickshire	29	97	1	3	30
West Mercia	28	68	13	32	41
West Midlands	69	80	17	20	86
West Yorkshire	27	93	2	7	29
Wiltshire	15	94	1	6	16
Total	1,124	83	229	17	1,353

Note: investigation outcomes of substantiation are not available for Lancashire and Greater Manchester Police

Table 11b Outcome of allegations finalised by investigation (post-April 2010)

Police force	Not upheld		Upheld		Total investigated N
	N	%	N	%	
Avon and Somerset	624	86	103	14	727
Bedfordshire	231	86	39	14	270
British Transport Police	516	82	117	18	633
Cambridgeshire	432	89	56	11	488
Cheshire	333	79	86	21	419
City of London	67	83	14	17	81
Cleveland	245	86	39	14	284
Cumbria	95	93	7	7	102
Derbyshire	373	87	56	13	429
Devon and Cornwall	523	81	119	19	642
Dorset	227	88	32	12	259
Durham	135	88	19	12	154
Dyfed-Powys	193	75	64	25	257
Essex	594	85	105	15	699
Gloucestershire	217	85	37	15	254
Greater Manchester	405	92	37	8	442
Gwent	249	83	50	17	299
Hampshire	698	83	147	17	845
Hertfordshire	443	90	47	10	490
Humberside	258	91	24	9	282
Kent	360	86	57	14	417
Lancashire	601	88	81	12	682
Leicestershire	336	90	37	10	373
Lincolnshire	209	87	31	13	240
Merseyside	704	92	65	8	769
Metropolitan	6,749	91	646	9	7,395
Norfolk	324	84	64	16	388
North Wales	170	86	28	14	198
North Yorkshire	167	89	21	11	188
Northamptonshire	251	85	45	15	296
Northumbria	435	88	58	12	493
Nottinghamshire	231	87	35	13	266
South Wales	242	94	16	6	258
South Yorkshire	237	80	59	20	296
Staffordshire	195	83	40	17	235
Suffolk	80	78	22	22	102
Surrey	654	89	80	11	734
Sussex	506	85	89	15	595
Thames Valley	933	89	112	11	1,045
Warwickshire	277	83	57	17	334
West Mercia	644	88	85	12	729
West Midlands	1,638	88	233	12	1,871
West Yorkshire	865	91	87	9	952
Wiltshire	206	84	39	16	245
Total	23,872	88	3,285	12	27,157

Table 12 Time taken to finalise complaint cases* 2011/12

Police force	Number of complaint cases finalised	Average number of days to finalise complaint cases (NOT inc sub judice)	Average number of days to finalise complaint cases (inc sub judice)
Avon and Somerset	858	69	71
Bedfordshire	236	87	120
British Transport Police	413	77	83
Cambridgeshire	393	79	88
Cheshire	421	85	92
City of London	88	49	61
Cleveland	379	78	92
Cumbria	229	50	63
Derbyshire	533	98	99
Devon and Cornwall	1,046	118	129
Dorset	380	75	93
Durham	225	49	52
Dyfed-Powys	266	132	154
Essex	816	118	123
Gloucestershire	336	56	65
Greater Manchester	876	83	98
Gwent	325	70	82
Hampshire	688	70	75
Hertfordshire	319	77	99
Humberside	408	65	74
Kent	622	80	96
Lancashire	796	72	79
Leicestershire	471	98	106
Lincolnshire	461	93	100
Merseyside	653	76	82
Metropolitan	6,453	112	120
Norfolk	546	88	100
North Wales	266	85	93
North Yorkshire	459	63	67
Northamptonshire	419	72	84
Northumbria	660	98	109
Nottinghamshire	423	118	127
South Wales	580	102	105
South Yorkshire	421	96	105
Staffordshire	355	80	90
Suffolk	252	87	94
Surrey	627	36	48
Sussex	705	92	97
Thames Valley	1,202	120	126
Warwickshire	239	97	125
West Mercia	781	94	106
West Midlands	1,767	109	116
West Yorkshire	825	86	99
Wiltshire	421	71	74
Total	29,639	93	102

*Numbers presented are the total number of cases finalised, including those with invalid dates. Total number of cases used in the calculation is 29,598.

Table 13 Appeals received and completed by the IPCC
2008/09 to 2011/12

Appeal type	2008/09	2009/10	2010/11	2011/12
Investigation appeals				
Received	2,684	3,631	4,453	4,539
Completed	2,402	2,928	4,259	3,526
Upheld	528	603	971	1,095
% Upheld	22%	21%	23%	31%
Local resolution appeals				
Received	473	566	532	426
Completed	442	449	474	312
Upheld	149	150	156	109
% Upheld	34%	33%	33%	35%
Non-recording appeals				
Received	811	1,160	1,188	1,374
Completed	706	932	1,105	1,088
Upheld	349	499	639	662
% Upheld	49%	54%	58%	61%
Total appeals				
Received	3,968	5,357	6,173	6,339
Completed	3,550	4,309	5,838	4,926
Upheld	1,026	1,252	1,766	1,866
% Upheld	29%	29%	30%	38%

This data is taken from the IPCC's internal case tracking management system.

The upholding rate is a percentage of the number of valid appeals completed during the reporting year. Completed appeals may have been recorded in a different financial year to that which it is completed. Some received appeals may be deemed 'invalid'; these are not counted as 'completed' appeals

Table 14 Appeals received to the IPCC by police force 2011/12

Police force	Investigation appeals		Local resolution appeals		Non-recording appeals		Total appeals N
	N	%	N	%	N	%	
Avon and Somerset	112	75	9	6	28	19	149
Bedfordshire	67	71	7	7	20	21	94
British Transport Police	64	80	2	3	14	18	80
Cambridgeshire	62	78	4	5	14	18	80
Cheshire	53	75	8	11	10	14	71
City of London	23	77	1	3	6	20	30
Cleveland	51	80	4	6	9	14	64
Cumbria	24	60	5	13	11	28	40
Derbyshire	77	71	6	6	26	24	109
Devon and Cornwall	98	60	21	13	45	27	164
Dorset	40	68	3	5	16	27	59
Durham	30	50	8	13	22	37	60
Dyfed Powys	50	81	5	8	7	11	62
Essex	129	78	8	5	28	17	165
Gloucestershire	53	84	3	5	7	11	63
Greater Manchester	118	55	23	11	73	34	214
Gwent	38	73	7	13	7	13	52
Hampshire	119	77	8	5	28	18	155
Hertfordshire	55	71	4	5	18	23	77
Humberside	45	55	4	5	33	40	82
Kent	97	71	12	9	27	20	136
Lancashire	113	61	14	8	58	31	185
Leicestershire	56	62	7	8	27	30	90
Lincolnshire	45	58	10	13	23	29	78
Merseyside	145	82	10	6	21	12	176
Metropolitan	1,214	81	49	3	231	15	1,494
Norfolk	55	73	7	9	13	17	75
North Wales	57	58	10	10	32	32	99
North Yorkshire	38	62	14	23	9	15	61
Northamptonshire	53	69	5	6	19	25	77
Northumbria	119	61	22	11	53	27	194
Nottinghamshire	57	73	5	6	16	21	78
South Wales	64	60	6	6	37	35	107
South Yorkshire	51	61	10	12	22	27	83
Staffordshire	34	45	9	12	32	43	75
Suffolk	28	47	12	20	20	33	60
Surrey	78	74	4	4	24	23	106
Sussex	124	79	11	7	21	13	156
Thames Valley	130	67	22	11	43	22	195
Warwickshire	38	95	0	-	2	5	40
West Mercia	166	81	4	2	35	17	205
West Midlands	261	73	22	6	76	21	359
West Yorkshire	168	62	10	4	94	35	272
Wiltshire	40	59	11	16	17	25	68
Total	4,539	72	426	7	1,374	22	6,339

This data is taken from the IPCC's internal case tracking management system.

Table 15 Outcome of completed appeals to the IPCC by police force 2011/12

Police force	Investigation appeals			Local resolution appeals			Non-recording appeals			Total appeals		
	Completed N	Upheld N	Upheld %	Completed N	Upheld N	Upheld %	Completed N	Upheld N	Upheld %	Completed N	Upheld N	Upheld %
Avon and Somerset	86	30	35	5	4	80	17	10	59	108	44	41
Bedfordshire	45	13	29	3	0	-	19	15	79	67	28	42
British Transport Police	57	15	26	3	1	33	11	6	55	71	22	31
Cambridgeshire	48	11	23	4	1	25	9	4	44	61	16	26
Cheshire	40	10	25	7	2	29	7	4	57	54	16	30
City of London	16	3	19	0	0	-	4	3	75	20	6	30
Cleveland	39	17	44	1	1	100	9	4	44	49	22	45
Cumbria	16	6	38	5	1	20	8	6	75	29	13	45
Derbyshire	41	6	15	4	1	25	24	17	71	69	24	35
Devon and Cornwall	87	33	38	15	8	53	35	24	69	137	65	47
Dorset	28	7	25	2	0	-	13	11	85	43	18	42
Durham	26	7	27	9	1	11	21	14	67	56	22	39
Dyfed Powys	33	5	15	4	0	-	3	1	33	40	6	15
Essex	126	35	28	7	2	29	21	7	33	154	44	29
Gloucestershire	47	16	34	1	0	-	6	3	50	54	19	35
Greater Manchester	81	27	33	15	5	33	61	44	72	157	76	48
Gwent	34	8	24	6	1	17	5	3	60	45	12	27
Hampshire	88	22	25	4	0	-	21	11	52	113	33	29
Hertfordshire	43	11	26	4	1	25	15	8	53	62	20	32
Humberside	34	2	6	4	1	25	28	17	61	66	20	30
Kent	73	20	27	7	3	43	28	19	68	108	42	39
Lancashire	96	35	36	12	6	50	50	31	62	158	72	46
Leicestershire	45	7	16	7	1	14	22	8	36	74	16	22
Lincolnshire	28	7	25	6	3	50	20	12	60	54	22	41
Merseyside	114	51	45	8	3	37	17	12	71	139	66	47
Metropolitan	950	320	34	27	14	52	172	86	50	1,149	420	37
Norfolk	46	13	28	4	2	50	10	5	50	60	20	33
North Wales	46	21	46	6	2	33	21	15	71	73	38	52
North Yorkshire	22	3	14	13	1	8	8	5	63	43	9	21
Northamptonshire	41	17	41	4	2	50	14	8	57	59	27	46
Northumbria	77	30	39	20	11	55	49	37	76	146	78	53
Nottinghamshire	50	18	36	4	1	25	11	9	82	65	28	43
South Wales	55	18	33	5	2	40	26	19	73	86	39	45
South Yorkshire	36	7	19	11	3	27	18	11	61	65	21	32
Staffordshire	21	6	29	7	2	29	26	14	54	54	22	41
Suffolk	22	6	27	8	6	75	16	9	56	46	21	46
Surrey	48	19	40	4	0	-	15	8	53	67	27	40
Sussex	85	20	24	6	3	50	14	10	71	105	33	31
Thames Valley	109	31	28	17	5	29	32	19	59	158	55	35
Warwickshire	32	4	13	1	0	-	1	1	100	34	5	15
West Mercia	132	36	27	2	0	-	27	12	44	161	48	30
West Midlands	202	74	37	16	8	50	67	37	55	285	119	42
West Yorkshire	147	39	27	6	0	-	74	56	76	227	95	42
Wiltshire	34	9	26	8	1	13	13	7	54	55	17	31
Total	3,526	1,095	31	312	109	35	1,088	662	61	4,926	1,866	38

This data is taken from the IPCC's internal case tracking management system.

Table 16 Gender of complainants 2011/12

Gender	N	%
Male	19,461	64
Female	10,856	35
Transsexual	6	0
Transgender	10	0
Unknown	291	1
Total	30,624	100

Table 17 Ethnicity of complainants 2011/12

Ethnicity	N	%
White	17,256	56
Asian	1492	5
Black	1589	5
Other	744	2
Unknown	9543	31
Total	30,624	100

Table 18 Age of complainants 2011/12

Age group	N	%
17 and below	342	1
18-29	5,024	16
30-39	5,038	16
40-49	6,313	21
50-59	3,671	12
60+	2,189	7
Unknown	8,047	26
Total	30,624	100

Tables 16 to 18: Complainants are only counted once in these tables regardless of how many complaints they have made throughout the year.

Table 19 Status of those subject to a complaint 2011/12

Status	N	%
Police officer ranks	31,771	90
Police staff including traffic wardens	2,145	6
Community support officers	856	2
Contracted staff	121	0
Special constables	507	1
Total	35,400	100

The total number of subjects in Table 19 will not match the figures in the following tables on subjects. This is because individuals may hold different ranks when subject to more than one complaint throughout the year. In such cases they will be counted twice in this table but not in the following tables.

Table 20 Gender of those subject to a complaint 2011/12

Gender	N	%
Female	8,443	24
Male	25,959	73
Unknown	980	3
Total	35,382	100

Table 21 Ethnicity of those subject to a complaint 2011/12

Ethnicity	N	%
White	31,321	89
Asian	879	2
Black	489	1
Other	534	2
Unknown	2,159	6
Total	35,382	100

Tables 20 and 21: Subjects are only counted once in Tables 20 and 21 regardless of how many complaints have been made against them throughout the year.

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Annex A: glossary of terms

The following terms are listed in the order they appear in the text of this report, which follows the process by which a complaint may be handled.

Complaint case: A single complaint case may contain one or more linked allegations, made by one or more complainants, against one or more persons serving with the police.

Allegation: This describes the type of behaviour being complained about. A single complaint case can have one or many allegations attached. For example, a person may allege that an officer pushed them and was rude to them. This would be recorded as two separate allegations forming one complaint case. An allegation is recorded against an allegation category.

Complainants: Under the PRA, the following types of people can make a complaint about the conduct of someone serving with the police:

- any member of the public who alleges that police misconduct was directed at them
- any member of the public who alleges that they have been ‘adversely affected’ by police misconduct, even if it was not directed at them
- any member of the public who claims that they witnessed misconduct by the police
- a person acting on behalf of someone who falls within any three of the categories above. This category of person is classed as an ‘agent’ or ‘representative’, not as a complainant in his or her own right, and must have the written permission of the complainant.

Being ‘adversely affected’ is interpreted broadly in the legislation and includes distress, inconvenience, loss or damage, or being put in danger or at risk. This might apply, for example, to other people present at the incident, or to the

parent of a child or young person, or a friend of the person directly affected. It does not include someone distressed by watching an incident on television.

A *witness* is defined in the PRA 2002 as someone who ‘acquired his knowledge of that conduct in a manner which would make him a competent witness capable of giving admissible evidence of that conduct in criminal proceeding’. This includes, for example, someone in control of CCTV cameras or in possession of material evidence.

One complaint case can have multiple complainants attached and one individual can make more than one complaint within the reporting year.

Subjects: The PRA broadened the range of people who could be subject to a complaint. Complaints can be made against the following police personnel:

- police officers of any rank
- police staff, including community support officers and traffic wardens
- special constables
- contracted-out staff designated under Section 39 of the PRA – for example, escort or custody officers employed by another company.

Local resolution: For less serious complaints, such as rudeness or incivility, a complainant may agree to local resolution. Usually, this involves a local police supervisor handling the complaint and agreeing with the complainant a way of dealing with it. This might be an explanation or information to clear up a misunderstanding; an apology on behalf of the police force; and/or an outline of what actions will be taken to prevent similar complaints in the future.

Investigation: In other circumstances (or if the complainant declines local resolution) it may be decided that a complaint requires a thorough examination of the incident. This involves the appointment of an investigating officer who will look into a complaint and produce a report that details the outcome of each allegation.

Investigation outcomes:

- *Unsubstantiated / Substantiated:* These are the outcomes of allegations that have been judged solely in terms of whether evidence of misconduct was found. This outcome will only apply to complaints recorded prior to 1 April 2010. As time progresses there will be fewer allegations with these outcomes.
- *Not upheld / Upheld:* As of 1 April 2010, police forces are expected to also record whether a complaint is upheld or not upheld. A complaint will be upheld if the service or conduct complained about does not reach the standard a reasonable person could expect. This means that the outcome is not solely linked to proving misconduct (IPCC, 2010, paras. 423, 424 and 431 to 439).

Local investigations: Are carried out entirely by the police. Complainants have a right of appeal to the IPCC following a local investigation.

Supervised investigations: Are carried out by the police under their own direction and control. The IPCC sets out what the investigation should look at (which is referred to as the investigation's 'terms of reference') and will receive the investigation report when it is complete. Complainants have a right of appeal to the IPCC following a supervised investigation.

Managed investigations: Are carried out by police forces under the direction and control of the IPCC.

Independent investigations: Are carried out by IPCC investigators and are overseen by IPCC commissioners. IPCC investigators have all the powers of the police themselves.

Dispensation: In some cases, there may be reasons not to take a complaint forward. Examples may

include complaints where there is insufficient information, or complaints that are vexatious, oppressive or an abuse of the complaint procedures. In such cases, a police force can apply to the IPCC for a dispensation. If this is granted, it means that no action needs to be taken with regard to the complaint. In other cases, where the matter of complaint was sub judice, the police force does not need the IPCC's consent to dispense with the complaint once the criminal proceedings have concluded, providing reasonable efforts have been made to pursue the complaint.

Discontinuance: In some instances, police forces may find it impractical to conclude an investigation. This could occur if a complainant refuses to co-operate, if the complaint is repetitious or refers to an abuse of procedure, or if the complainant agrees to local resolution. In such cases, the police force can apply to the IPCC to discontinue the investigation.

Withdrawn: No further action may be taken with regard to a complaint if the complainant decides to retract their allegation(s).

Sub judice: Subsequent to recording, the start of any work on a complaint may be postponed because the matter is considered to be sub judice. This is when a person linked to a complaint case is associated with separate criminal proceedings.

Investigation appeal: This applies to all complaints investigated by the police force itself or where the investigation has been supervised by the IPCC. The complainant may appeal on a number of grounds against the police investigation, if they feel they have not been *adequately informed* about the findings of the investigation; disagree with the *findings*; disagree with any proposals for action, or lack of proposals; or disagree with the decision not to refer the *report to the CPS*. There is no avenue of appeal from independent or managed investigations (IPCC, 2010, paras. 510 to 524).

Local resolution appeal: Complainants are entitled to appeal against the local resolution process if they did not agree to a local resolution; the police did not explain sufficiently that they must agree to

the process; or they think the police did not follow the process they agreed for the local resolution of the complaint. Complainants cannot appeal against the outcome of a local resolution (IPCC, 2010, paras. 292 to 295).

Non-recording appeal: Under the PRA 2002, the police have a duty to record all complaints about the conduct of a serving member of the police. Complainants have the right to appeal to the IPCC if the police force did not record their complaint or did not notify the correct police force of the complaint if it was made originally to the wrong police force. The IPCC reviews the appeal to determine whether the police force's refusal to record the complaint was justified. If the appeal is upheld, the IPCC can direct the police force to record the complaint (IPCC, 2010, paras.133 to 136).

Invalid appeals: When an appeal is received to the IPCC, a number of checks are made to confirm whether the appeal is a valid one. These checks determine whether the appeal is complete enough and contains sufficient information; there is a right of appeal e.g. there are no appeals against an IPCC investigation; and the appeal has been made within the 28 day time limit. If these are met, the appeal is deemed invalid and not counted as a completed appeal.

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