

> **Police complaints:**

Statistics for England and Wales
2018/19

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1

Introduction

This report presents figures on complaints recorded about the police in England and Wales in 2018/19. These complaints, made by members of the public, are about the conduct of people serving with the police, or are about how the force is run (a ‘direction and control’ complaint). They are dealt with under the *Police Reform Act 2002*.

Police forces deal with the majority of complaints themselves, with the IOPC handling only the most serious and sensitive cases. The first stage of complaint handling is for the relevant police force to decide whether to record the complaint¹. When a complaint is recorded, it must be dealt with according to certain rules and guidance. If the force does not record a complaint, the complainant can appeal against this decision to the IOPC.

People can also appeal at the end of their complaint if they are not happy with how the police have handled it. In some instances, this appeal right is to the IOPC. Other appeals are handled by police forces.

We include a number of indicators throughout

the report. These are a useful tool to judge objectively how well complaints are being handled. These indicators are unambiguous, unlike data such as the number of complaints recorded, where an increase can be interpreted as either good or bad. Therefore, they can be used by police forces to consider how they could improve the way they handle complaints. When viewed in isolation, each indicator gives only limited insight, but together they provide a picture of how the police complaints system is performing.

The majority of the data referred to in this report has been recorded on police force IT systems and collected by the IOPC to produce these statistics. We have issued police forces with guidance, which sets out how we expect them to record the data we collect from them. Therefore, the consistency of the data we report relies on police forces applying our guidance correctly when they record their data. Our guidance on how police forces should record data about complaints under the *Police Reform Act 2002* is available on our website: www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance.

¹ Information about the initial recording of a complaint is available in section 3 of our Statutory Guidance (2015) www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance

The IOPC publishes statistical bulletins for every police force each quarter. These are available on our website: www.policeconduct.gov.uk/research-and-learning/statistics/complaints-statistics. The individual force bulletins give more detail about the indicators referred to above and compare each force's data with the forces most similar to them.

You can read more about our work on our website: www.policeconduct.gov.uk/who-we-are/accountability-and-performance/annual-report-and-plans. Our annual reports and monthly Roundup provide an overview of our own performance in relation to investigations, appeals and the complaints that we handle.

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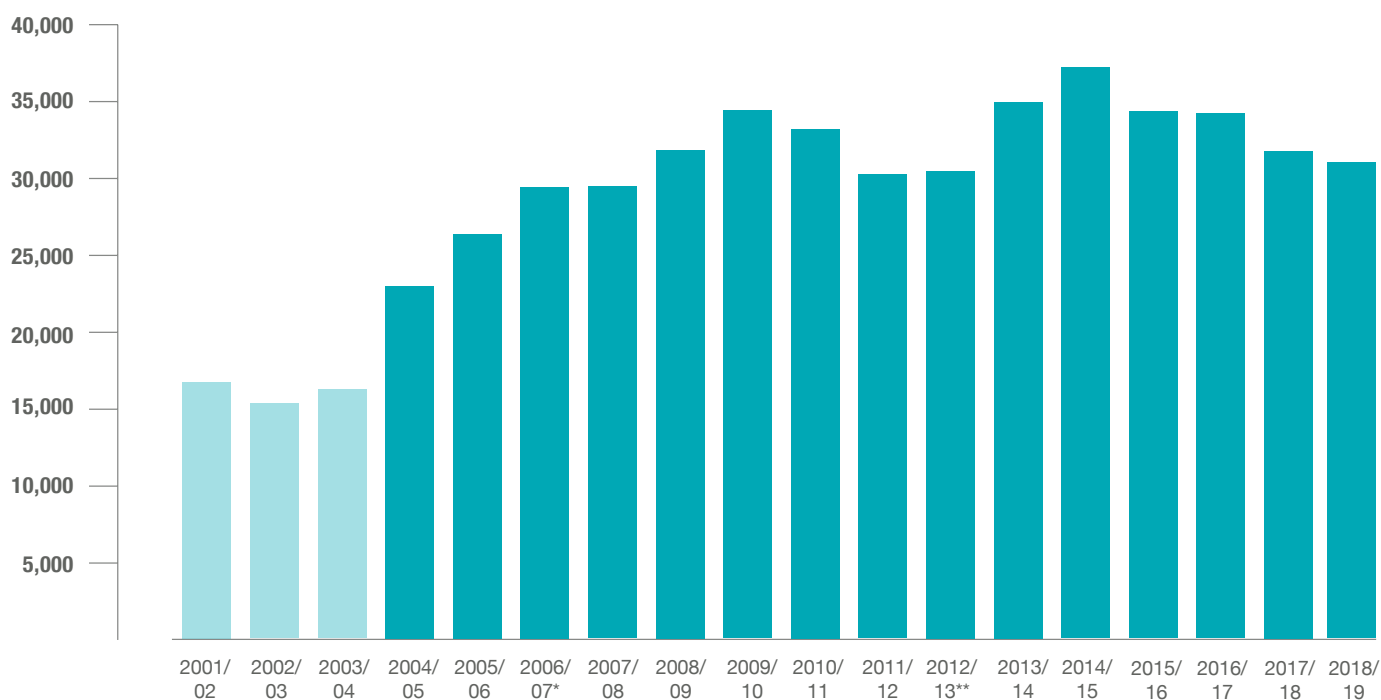
Findings

Complaint cases recorded

The number of complaint cases recorded in 2018/19 fell compared to 2017/18. Police forces continue to record most complaints within the target of ten working days.

- > Forces recorded a total of 31,097 complaint cases in 2018/19 – 2% fewer than the total in 2017/18 (figure 1 and table 2).
- > More than half the forces reduced the number of complaints they recorded. Eight forces recorded over 20% fewer complaints than the previous year. However, four forces increased the number of complaints they recorded by more than 20% (table 3).

Figure 1: Complaint cases recorded 2001/02 – 2018/19



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

**The definition of a complaint was broadened on 22 November 2012 to include direction and control.

Key indicator: police forces are expected to record complaints within ten working days (table 4)². Timeliness of recording complaint cases within ten working days increased to 89% in 2018/19 compared to 84% in the two preceding years.

- > Most forces recorded more than 80% of their complaints within ten working days.
- > Thirty-one forces had either maintained or improved the timeliness of their recording complaint cases in 2018/19, compared to 2017/18.

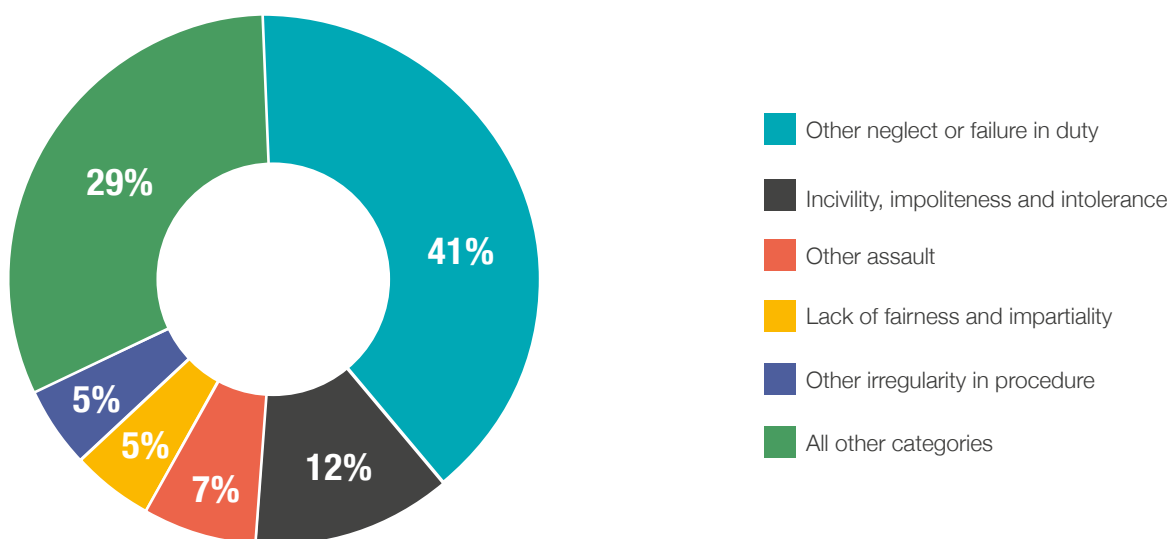
Allegations recorded

A complaint case may include one or more allegations. Each allegation is recorded against one of 27 allegation categories³.

In 2018/19, the number of allegations recorded decreased.

- > During 2018/19, a total of 58,478 allegations were recorded. This is a 5% decrease compared to the previous year (table 5).
- > The five most commonly recorded allegation categories account for 70% of all the allegations recorded in 2018/19 (figure 2 and table 6).
- > The most common allegation was recorded under the 'other neglect or failure in duty' category. This category accounted for 41% of all the allegations recorded in 2018/19; a further increase on 39% in 2017/18 and 37% in 2016/17.
- > Direction and control allegations accounted for 3% of all allegations recorded in 2018/19, the same figure as 2017/18⁴.

Figure 2: Allegations recorded in 2018/19 by category



² Information about the initial recording of a complaint is available in section 3 of our Statutory Guidance (2015)

<https://policeconduct.gov.uk/complaints-and-appeals/statutory-guidance>

³ A full list of the allegation categories and definitions of these is available in our Guidance on the recording of complaints under the Police Reform Act 2002 <https://www.policeconduct.gov.uk/research-and-learning/statistics/complaints-statistics>

⁴ Information about the types of complaints that should be classified as direction and control is available in section one of our Statutory Guidance (2015) <https://policeconduct.gov.uk/complaints-and-appeals/statutory-guidance>

An allegation rate per 1,000 police force employees⁵ is used to provide a meaningful comparison of allegations recorded across forces.

- > In 2018/19, 264 allegations per 1,000 employees across all forces were recorded compared to 274 in 2017/18. This decrease in allegations per 1,000 employees is in line with the decrease in the number of overall allegations received in the year. Allegation rates across police forces ranged from 93 to 465 per 1,000 employees (table 7).
- > The ten forces who had the highest allegation rates in 2018/19 are the same as in 2017/18.
- > Of the ten forces who had the lowest allegation rates in 2018/19, seven of them were also in the lowest ten forces in 2017/18.
- > The changes in the numbers of allegations per 1,000 employees ranged from an increase of 59% in South Wales Police to a decrease of 41% in West Midlands Police.

Allegations finalised

An allegation can be dealt with in several ways. It may be investigated or dealt with through local resolution, or it may be withdrawn, or subject to a disapplication or discontinuance⁶. For an explanation of the different ways an allegation may be handled, including the different forms of investigation, please see [Annex A](#).

An allegation is considered finalised when the complainant is notified about the outcome of the allegation and any planned action – this does not include any time during which the complainant can appeal.

In 2018/19, forces finalised 54,987 allegations (table 8). The proportion of allegations investigated in 2018/19 decreased. In contrast, the proportion of allegations locally resolved increased and was the most common means of dealing with an allegation (figure 3). This reflects the trend seen in the previous five years to locally resolve more and investigate less. It is the first year since 2008/09 that more allegations were locally resolved than were investigated.

- > 40% of allegations finalised in 2018/19 were investigated. It was 44% in 2017/18.
- > The proportion of allegations locally resolved increased in 2018/19 to 48% from 42% in 2017/18.

⁵ 'Force employees' refers to all people employed by a police force who fall within one of these groups: police officers (all ranks, including senior officers), police staff, police community support officers, special constables, traffic wardens and designated officers. Any allegations recorded solely about contracted staff or volunteers are excluded from the calculation for allegations per 1,000 employees.

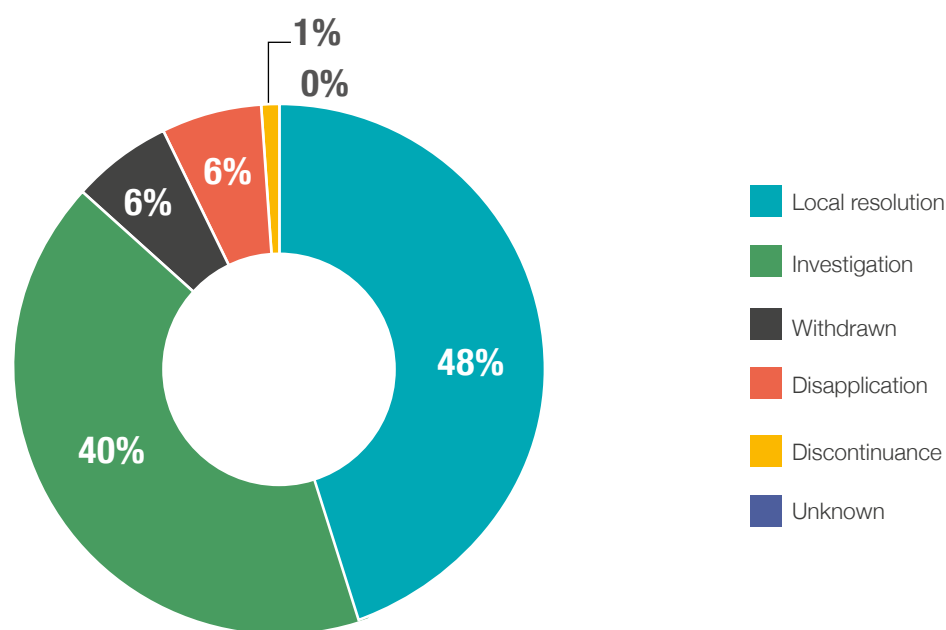
⁶ More information about finalising allegations can be found in our Guidance on the recording of complaints under the *Police Reform Act 2002* <https://policeconduct.gov.uk/complaints-and-appeals/statutory-guidance>

Allegations not proceeded with

- > Of the total number of allegations finalised in 2018/19, 7% were the subject of a disapplication or discontinuance, the same proportion as 2017/18.
- > The proportion of allegations dealt with in these ways in 2018/19 varied across police forces from 0% in British Transport Police to 17% in Dorset Police.

- > 6% of allegations were withdrawn in 2018/19, the same proportion as 2017/18.
- > The proportion of allegations withdrawn varied across police forces, from 1% in Cumbria Police to 23% in Gwent Police.

Figure 3: Method of finalising allegations in 2018/19



Key indicators: overall in 2018/19, the length of time taken to deal with allegations by local resolution was similar to 2017/18, whereas the length of time to finalise allegations by investigation fell compared to last year (table 9).

- > For allegations finalised by local resolution, it took forces an average of 72 working days (just over three months) to resolve the allegation, the same as in 2017/18.

- > Twenty-three police forces took longer to locally resolve allegations in 2018/19 than in 2017/18.
- > On average, it took 158 working days (more than seven months) to locally investigate an allegation, compared to 173 days in 2017/18.
- > There were considerable variations between forces, from an average of 87 working days for Cheshire Constabulary to an average of 289 days for West Midlands Police.

- > Twenty-three forces were quicker or took the same time to locally investigate allegations in 2018/19 than in 2017/18.
- > Fourteen forces took longer in 2018/19, on both local resolution and local investigation, to finalise allegations than in 2017/18.
- > Thirteen forces were quicker in 2018/19, on both local resolution and local investigation, to finalise allegations than in 2017/18.
- > In 2018/19, 21,764 allegations were finalised by investigation. 10% of these were subject to special requirements, compared to 13% in 2017/18 (table 10).
- > The proportion of investigated allegations subjected to special requirements ranged from none in Dyfed-Powys Police to 59% in North Yorkshire Police.

Handling of allegations finalised by investigation

If at any time during an investigation of a complaint, the investigating officer thinks a person complained about may have

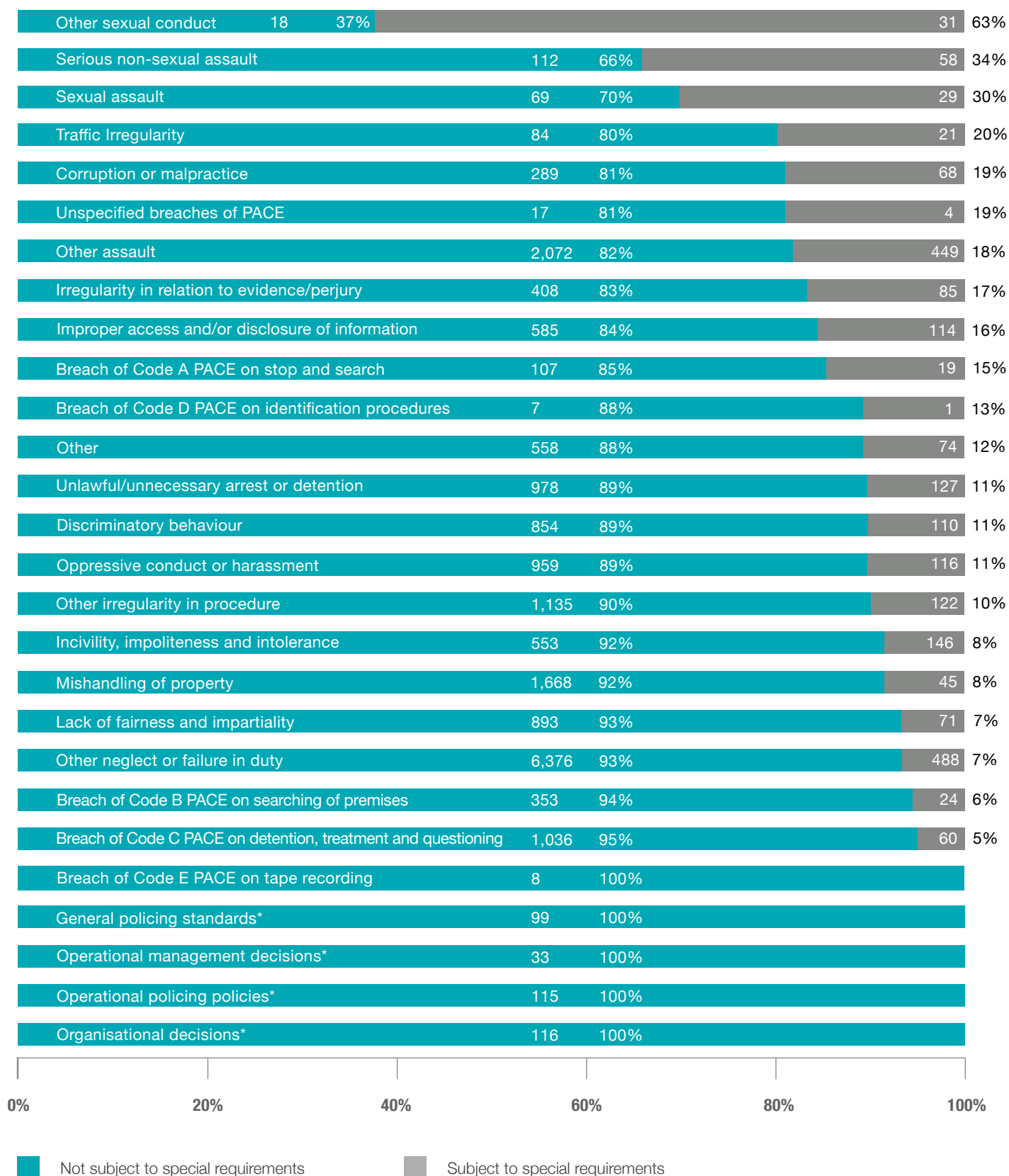
- committed a criminal offence; or
- behaved in a manner which would justify the bringing of disciplinary proceedings⁷

the investigation must be certified as subject to special requirements (see explanation of 'special requirements' in [Annex A](#)).

There was also variation in the proportion of investigated allegations subjected to special requirements depending on the category of the allegation (figure 4 and table 11). 63% of allegations of 'Other sexual conduct' were investigated under special requirements, compared to 5% of allegations relating to 'Breach of Code C PACE on detention, treatment and questioning'.

⁷ Disciplinary proceedings for the purposes of special requirements mean any proceedings under the Police (Conduct) Regulations 2012.

Figure 4: Category of allegations finalised by investigation in 2018/19



*Direction and control allegations cannot be subject to special requirements

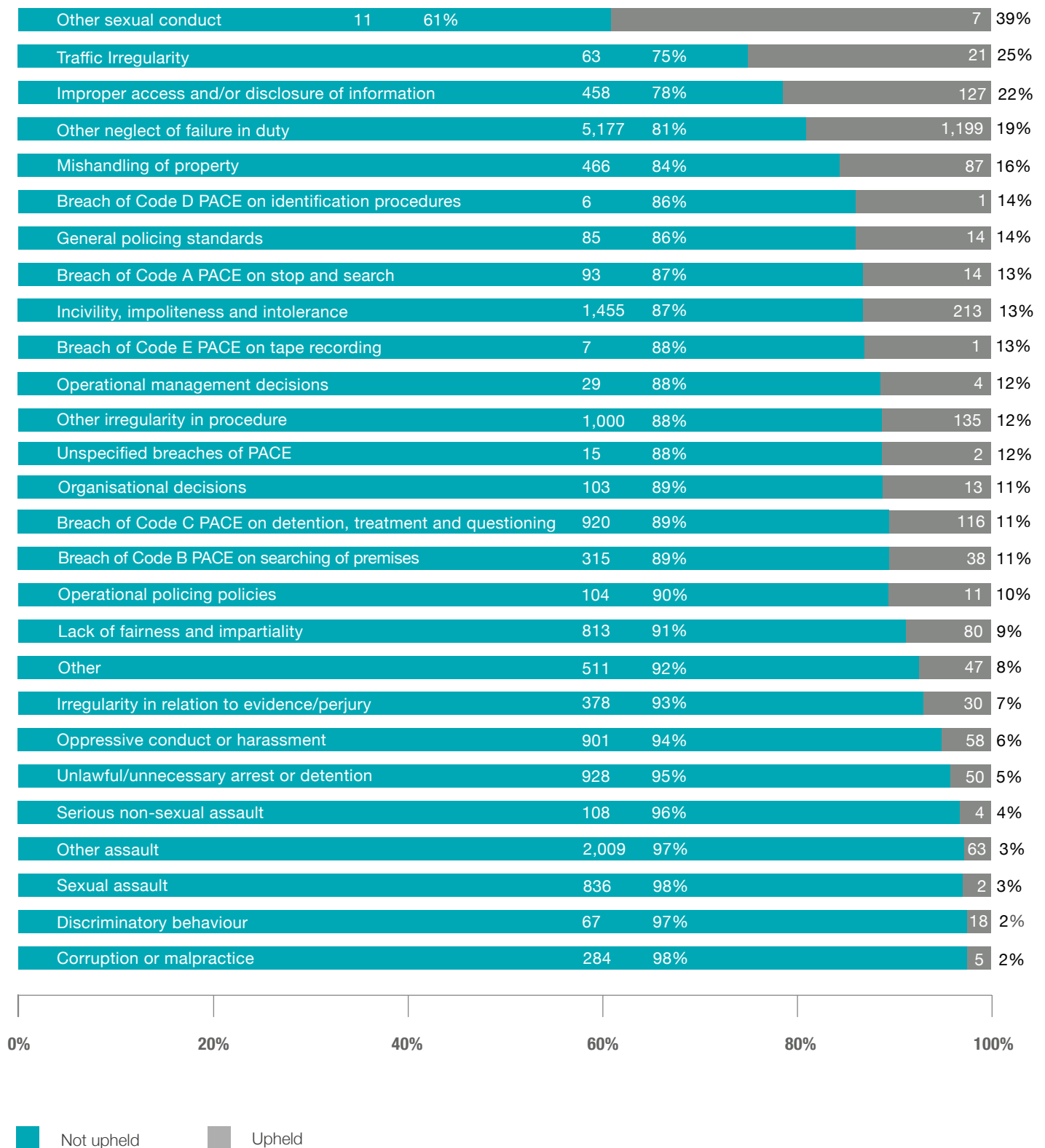
Results of allegations finalised by investigation not subject to special requirements

When an investigation into a complaint is not subject to special requirements, the investigation finishes with an assessment of whether or not the complaint is upheld.

- > Of the 19,502 allegations not subject to special requirements, 12% (2,360) were upheld (table 10a).
- > The rate at which allegations were upheld varied across forces, from 3% in Nottinghamshire Police and Greater Manchester Police to 27% in Gwent Police.
- > Over three quarters of forces (36 of 44) upheld fewer than 20% of the allegations they investigated outside special requirements.

There was also variation within the categories of allegations investigated, in the proportion of those allegations which were upheld (figure 5 and table 11a). 39% of allegations about 'Other sexual conduct' were upheld, compared to 2% of allegations of 'Corruption or malpractice' or 'Discriminatory behaviour'.

Figure 5: Category of allegations finalised by investigation not subject to special requirements in 2018/19



Complaint cases finalised

A complaint case is considered finalised when all actions relating to that case are complete.

This includes:

- the time during which an appeal can be lodged
- the time it takes to deal with an appeal if one has been made
- the time it takes for misconduct and/or criminal proceedings to be concluded⁸

> A total of 29,033 complaints were finalised in 2018/19. This is a decrease of 8% compared to 2017/18 and is the third year in a row that this figure has decreased.

Key indicator: complaint cases took less time to finalise in 2018/19 (table 12).

- > It took an average of 110 working days to finalise complaint cases in 2018/19, six working days fewer than in 2017/18.
- > The average time forces took to finalise complaint cases ranged from 64 to 198 working days.

A complaint can be subject to one or more periods in suspension (see explanation of 'suspension' in [Annex A](#)).

- > If the time that complaint cases were suspended is discounted, the average time to finalise complaint cases was 103 working days in 2018/19. This is five days fewer than the average time reported in 2017/18.

- > The average time across police forces ranged from 57 to 192 working days.

Appeals

A complainant has the right to appeal about the way in which a police force has handled their complaint. There are different types of appeal, depending on how the complaint has been dealt with. An appeal can be made about:

- the decision not to record a complaint
- the outcome of a local resolution process
- the determination(s) and outcomes of a local or supervised investigation
- the decision to discontinue a local investigation
- the decision to disapply the requirements under the *Police Reform Act 2002*
- the outcome of a complaint that has been subject to disapplication⁹

All appeals about complaints not being recorded are dealt with by the IOPC. For all other types of appeal, there is a test to determine whether the appeal should be considered by the IOPC or the relevant chief officer¹⁰.

All appeals received

In 2018/19, the total number of appeals received across the entire police complaints system fell by 4% compared to 2017/18.

⁸ Our Guidance on the recording of complaints under the *Police Reform Act 2002* www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance includes more information about finalising complaint cases.

⁹ Information about the different appeal rights is available in section 13 of our Statutory Guidance (2015) www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance

¹⁰ See Annex A for the definition of 'chief officer'. Chief officers began dealing with appeals relating to complaint cases received on or after 22 November 2012. More information about the test to determine who should deal with an appeal is set out in section 13 of our Statutory Guidance (2015) www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance

- > The IOPC received 1,416 non-recording¹¹ appeals, a decrease of 9% from the previous year.
- > The number of local resolution appeals received by either the IOPC or chief officers was 2,775, an increase of 20% from the previous year.

- > The number of investigation appeals received was 1,987, a decrease of 23% from the previous year.

Figure 6: Appeals received 2014/15 – 2018/19

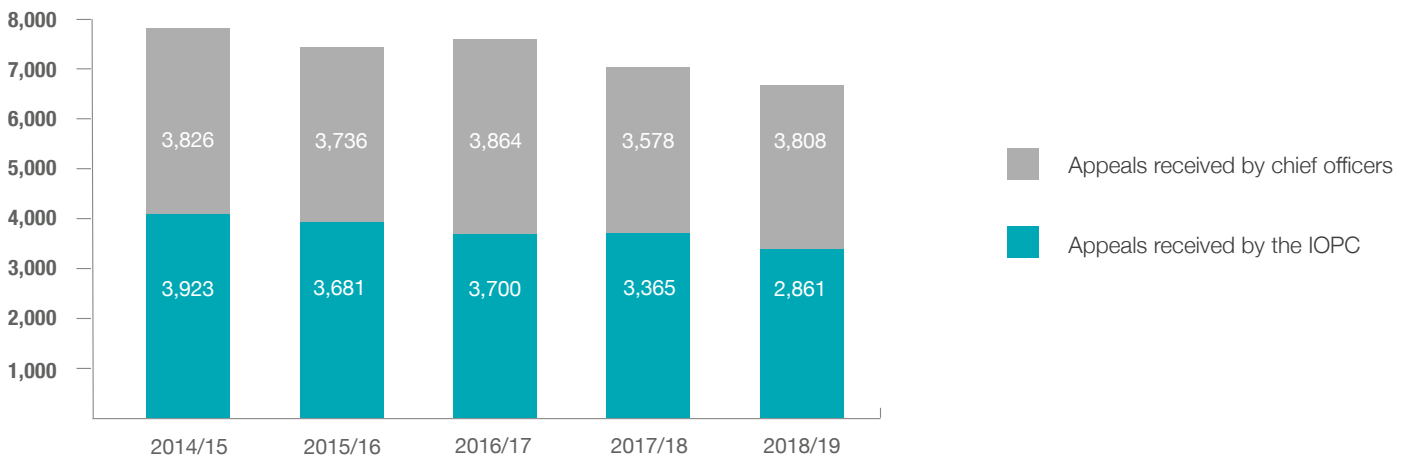
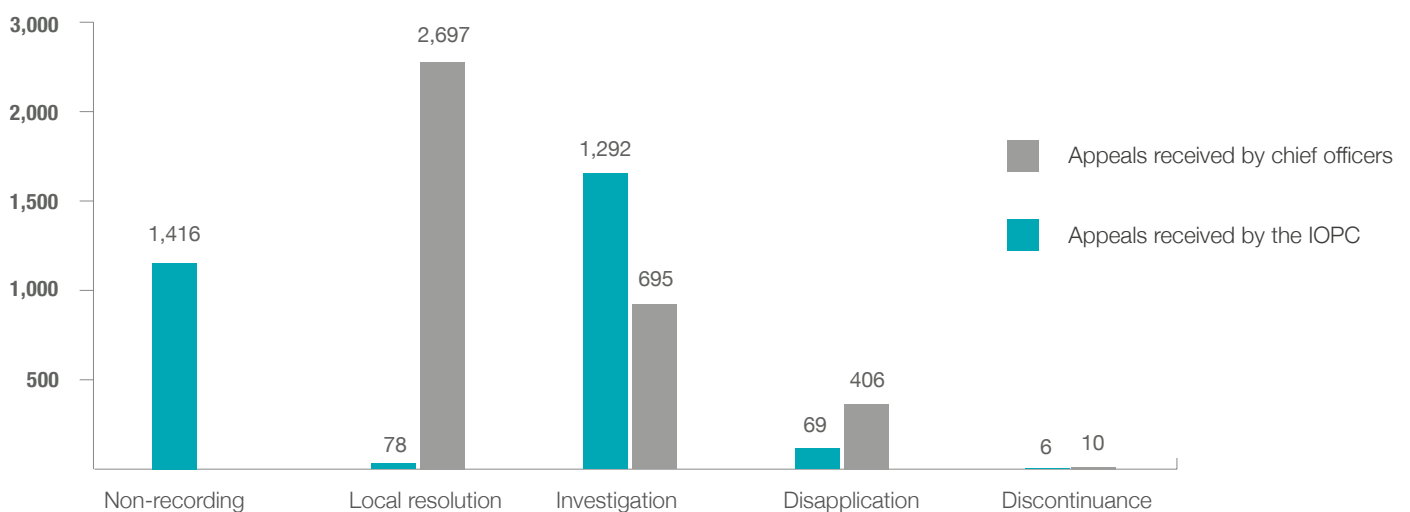


Figure 7: Appeals received in 2018/19 by appeal body and appeal type



¹¹ The right of appeal against non-recording is to the IOPC only.

Appeals received by chief officers

In 2018/19, chief officers received 3,808 appeals about the way their force handled a complaint. This represents a 6% increase on the number received in 2017/18 (table 13 and figure 6).

- > The number of local resolution appeals chief officers received increased by 18% compared to 2017/18. These represent 71% of all the appeals chief officers received in 2018/19 (tables 13 and 14 and figure 7).
- > The number of appeals received about an investigation into a complaint decreased by 25% compared to the number received in 2017/18. This represented 18% of all the appeals received by chief officers in 2018/19 (tables 13 and 14 and figure 7).
- > The number of disapplication appeals received increased in 2018/19 by 10% to 406, while discontinuance appeals decreased from 13 to 10 (table 13 and figure 7).
- > Five forces did not receive any investigation appeals (table 14).

Appeals received by the IOPC

In 2018/19, the IOPC received a total of 2,861 appeals about the handling of a complaint by a police force. This is a decrease of 15% compared to 2017/18 (table 16).

- > The number of non-recording appeals received decreased by 9% compared to

2017/18. This represented just under half of all the appeals received by the IOPC in 2018/19 (tables 16 and 17 and figure 7).

- > The number of local resolution appeals received more than doubled compared to 2017/18 – the IOPC received 78 of these appeals in 2018/19 and 37 in 2017/18. This represented 3% of the appeals received by the IOPC in 2018/19 (tables 16 and 17 and figure 7).
- > The number of appeals received about an investigation into a complaint decreased by 22% compared to 2017/18. This represented 45% of all the appeals received in 2018/19 (tables 16 and 17 and figure 7).
- > The number of disapplication appeals received decreased in 2018/19 by 41% to 69. Discontinuance appeals increased from 3 to 6 (table 16).

All appeals upheld

For most appeal types, the upholding rates of both the IOPC and chief officers were similar to 2017/18 upheld rates. The exception to this was disapplication appeals, where 19% were upheld by the IOPC in 2018/19, compared to 11% in 2017/18. The IOPC also continued to uphold more appeals than chief officers. There remained considerable variations between forces both in their own upheld rates and in the IOPC's upheld rate.

Table 1: Appeals completed and upheld in 2018/19 by relevant appeal body and appeal type

Appeal type	IOPC appeals			Chief officer appeals		
	Number valid completed*	Number upheld	% upheld	Number valid completed*	Number upheld	% upheld
Non-recording**	1,236	447	36			
Local resolution	70	47	67	2,416	379	16
Investigation	1,310	492	38	673	84	12
Disapplication	59	11	19	387	36	9
Discontinuance	2	0	0	10	4	40

*Some appeals may be deemed 'invalid' (i.e. there was no right of appeal) and these have been excluded from the number of 'valid completed' and the calculation for '% upheld'. In addition, 66 appeals completed in 2018/19 were recorded on police force systems with a decision 'Upheld-NFA' or 'Upheld-Info only'. These decision values are not recognised in the data the IOPC receives from forces. Therefore, appeals with either of these decisions are not included in upheld and valid completed counts.

**All non-recording appeals are determined by the IOPC.

Appeals upheld by chief officers

Key indicators: in 2018/19, the proportion of local resolution appeals upheld by chief officers remained stable, while the proportion of investigation appeals upheld decreased compared to 2017/18.

- > 16% of local resolution appeals completed by chief officers were upheld in 2018/19, the same figure as 2017/18. The upholding rate across police forces ranged from 0% in Leicestershire Police and West Mercia Police to 48% in the Metropolitan Police Service (excluding one force which completed fewer than ten local resolution appeals) (tables 13 and 15).
- > In 2018/19, 12% of investigation appeals were upheld, compared to 16% in 2017/18. Looking at the 26 forces which completed at least ten investigation appeals, the upholding rate varied from 2% in West Mercia Police to 24% in Warwickshire Police and the Metropolitan Police Service. Five forces did not complete any investigation appeals (tables 13 and 15).

- > 9% of disapplication appeals were upheld. Caution is needed when comparing police forces because of the small number of appeals sometimes involved – 30 of the 44 forces completed fewer than ten disapplication appeals. Four completed none (table 15).
- > In 2018/19, ten discontinuance appeals were completed, four of which were upheld (table 15).

Appeals upheld by the IOPC

Key indicators: the proportion of non-recording and investigation appeals upheld by the IOPC in 2018/19 was the same as 2017/18, but there was an increase in the proportion of local resolution appeals upheld (table 16).

- > The upholding rate for non-recording appeals remained stable in 2018/19 at 36%. The upholding rate varied considerably across police forces from 8% for Bedfordshire Police and Cheshire Constabulary to 82% in West Mercia Police (this excludes one force with fewer than ten completed appeals) (table 18).

- > 67% (47 of 70) of the local resolution appeals completed were upheld, which is an increase from 63% in 2017/18.
- > In 2018/19, 38% of the investigation appeals completed were upheld. This is the same proportion as 2017/18. The upholding rate varied considerably across police forces from 14% for North Wales Police to 70% for South Yorkshire Police (this excludes one force with fewer than ten completed appeals) (tables 16 and 18).
- > In 2018/19, the IOPC upheld 19% (11 of 59) of the disapplication appeals completed, compared to 11% in 2017/18 (tables 16 and 18).

Grounds for upholding IOPC appeals

The IOPC considers appeals about the handling of complaints on various grounds and can uphold an appeal on one or more of these grounds. This means that the sum of appeals upheld on each ground will not equal the number of appeals upheld by the IOPC in 2018/19¹². The IOPC does not hold data on the grounds on which chief officer appeals were upheld.

The grounds for non-recording appeals are:

- whether the appropriate authority¹³ failed to make a recording decision in relation to the complaint
- whether the appropriate authority that received the complaint failed to forward it to the correct appropriate authority
- whether the recording decision made was correct

Of the non-recording appeals the IOPC completed and upheld in 2018/19:

- > 139 (31%) were upheld because the appropriate authority had failed to make a recording decision, a fall from 35% in 2017/18.
- > 19 (4%) were upheld because the police force that received the complaint failed to pass it on to the correct appropriate authority. This is a similar level to last year.
- > 306 (68%) were upheld because the recording decision was incorrect – an increase from 61% last year.

The grounds for investigation appeals are:

- the level of information provided to the complainant about the findings of the investigation and any action to be taken
- the findings of the investigation
- the determination(s) in relation to misconduct, gross misconduct or performance
- the decisions about the action to be taken or not, as a result of the investigation
- the decision not to refer the report to the Crown Prosecution Service (CPS)

Of the investigation appeals completed and upheld by the IOPC in 2018/19:

- > More than a third (204, 41%) were upheld on the ground that the complainant was given inadequate information, the same figure as in 2017/18.
- > Most (411, 84%) were upheld on the findings of the investigation, unchanged from last year.

¹² Information about the grounds of appeal is available in section 13 of our Statutory Guidance (2015) www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance

¹³ Legal definitions are available in section 15 of our Statutory Guidance (2015) www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance

- > 56 (11%) were upheld on the determination(s) in relation to misconduct, gross misconduct or performance, a decrease compared to 18% in 2017/18.
- > 163 (33%) were upheld on the action to be taken (or not taken) as a result of the investigation, compared to 36% in 2017/18.
- > The least common ground on which investigation appeals were upheld was the determination not to make a referral to the CPS. Only six appeals (1%) were upheld on this ground, down from 2% the previous year.

Profile of complainants

In 2018/19, 30,212 people complained about the conduct of someone serving with the police, or about the direction and control of a police force. This is a decrease of 5% compared to 2017/18 when 31,719 people complained.

- > Most complainants were men (17,577, 58%). This has been the case each year since 2004/05 (table 19).
- > Where known, most complainants were White (13,451, 45%), which is similar to previous years. It should be noted that the ethnicity of 45% (13,426) of complainants was either not stated or unknown (table 20).
- > Where the age of the complainant is known, the most common age groups to complain about the police in 2018/19 were those aged 30 to 39 years (5,699, 19%) and those aged 40 to 49 years (5,678, 19%). The people who complained least commonly were aged 17 or under (247, 1%). The age of 22% of complainants (6,701) was unknown (table 21).

Profile of those complained about

In 2018/19, 34,181 people serving with the police were subject to a recorded complaint – a decrease of 2% compared to 2017/18, when 34,913 were subject to a recorded complaint.

- > The profile of those subject to a recorded complaint about the police has not changed significantly since 2004/05.
- > In 2018/19, most people subject to a recorded complaint were police officers (29,842, 87%), the same proportion as 2017/18 (table 22).
- > 70% (23,965) of those subject to a recorded complaint were men, compared to 71% in 2017/18 (table 23).
- > 82% (27,916) of those subject to a recorded complaint were White. The proportion of those where ethnicity was either unknown or not stated has increased from 9% in 2017/18 to 12% in 2018/19 (table 24).

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Discussion

As with the complaints statistics we have collated in previous years, the statistics for 2018/19 vary widely from force to force. This makes it difficult to draw any meaningful national conclusions on several aspects of the complaints system. An increase or decrease in any particular statistic is not necessarily a 'good' or a 'bad' indication. In addition, forces are recording fewer complaints as they handle more matters informally. Without formal recording, complaints do not form part of these statistics. Changes to the police complaints system scheduled to take effect in 2020 mean that data related to matters that are not formally recorded will be captured. Therefore, we will be able to report a fuller picture for the 2020/21 statistics.

Customer service when a complaint is first made

The number of non-recording appeals that the IOPC receives has been between 1,500 and 1,700 for the previous five financial years. In 2018/19, we received fewer than 1,500 non-recording appeals – the lowest number since 2012/13.

The drop in the number of non-recording appeals could be driven by a number of factors. One possible reason for the drop is

that forces are increasingly handling matters outside the formal complaints system and fewer people wish to appeal because the matter they raised has been resolved. It could also mean that some complainants are unaware of their right to appeal or lose confidence in the complaints system because of the way their concerns were handled. As we do not have all the data on these matters, we cannot easily draw conclusions.

However, the [IOPC has published a large amount of guidance](#) on the recording of complaints, including describing situations when complaints do not need to be recorded. The guidance also sets out how to explain a decision not to record a complaint to a member of the public in an accessible way. The drop in the number of appeals received could also be an indication that the quality of the correspondence explaining the decision has improved and people are better able to understand why their complaint was not recorded. We are upholding fewer appeals against non-recording, which does indicate that the decisions being made by forces are improving. For 20 forces, the number of non-recording appeals has dropped and the number we upheld has either stayed the same or has further reduced. Forces where experienced team members make recording

decisions (such as Avon and Somerset Police, Leicestershire Police and North Wales Police) tend to perform best in making these decisions in a timely manner. They also have fewer non-recording appeals upheld by the IOPC.

Several forces are delivering a good service in the early days of complaint handling:

- > At Cheshire Constabulary, dedicated complaints managers make recording decisions within ten working days in 97% of complaint cases. In 2018/19, we upheld only two appeals against complaints not being recorded by this force (8% of the non-recording appeals for Cheshire).
- > Kent Police uses an alert system when a complaint hasn't been recorded to ensure that they are making recording decisions within ten working days. They achieved this in 96% of complaint cases in 2018/19.
- > The Metropolitan Police Service reviewed and streamlined its processes, brought in a new database and introduced clear process maps for making recording decisions. The force improved its performance, recording complaints within ten working days in 90% of complaint cases in 2018/19. They were below 80% in four of the previous five years. The force has also seen a decrease year on year in the number of non-recording appeals received – from 424 in 2013/14 to 208 in 2018/19. In addition, the proportion of these appeals upheld by us has also reduced through that time period from 44% (168) in 2013/14 to 30% (58) in 2018/19.
- > Greater Manchester Police restructured its Professional Standards Branch. In October 2018, the force set up a new Assessment Team to record complaints and decide on initial actions. Their timeliness for recording complaints within ten days increased from 55% in 2017/18 to 99% in the final quarter of 2018/19.

Handling complaints

Forces handle complaints in different ways. Some have a professional standards department (PSD), which deals with only the most serious investigations¹⁴ and all other complaints are handled by the local police supervision. This term refers to operational police officers rather than police officers based in a PSD, who are dedicated to dealing with complaints. Other forces have PSDs that handle all complaints. Provided there are appropriate schemes of delegation, clear structures and quality checks in place, both options can and do work. Having local police supervision handle complaints allows learning to be identified at source and the local police may be able to give better insight to answer the complaint. When PSDs handle all complaints, this develops expertise among a dedicated team of complaints handlers, meaning that complaints are dealt with consistently and efficiently.

The use of local resolution to address complaints has risen steadily since the legislation that underpins the police complaints system changed in 2012/13. This change removed the requirement for complainants to consent to local resolution being used to deal with their complaint. It allowed complaint handlers to address complaints in a way that reflected their seriousness. In 2018/19, for the first time since 2008/09, more allegations were dealt with using local resolution than investigation¹⁵.

¹⁴ Those handled under special requirements ([see glossary of terms](#)).

¹⁵ A complaint can involve more than one allegation. Each allegation can be handled using a different process.

Figure 8: Rate of local resolution and investigation over time

Despite this increase in the number of allegations locally resolved, there has been no increase in the time it takes for forces to resolve these allegations. The rate at which appeals against local resolution are upheld by both the force and the IOPC has also not changed. This increased use of local resolution appears to accord with the refocusing of the complaints system on resolving and addressing systemic issues – forces are using a more timely, reasonable and proportionate way to address complaints that do not require a full investigative process.

- > Gwent Police takes an average of 35 days to locally resolve allegations. A force representative meets with complainants to make sure they fully understand what has happened and what action is appropriate to resolve it.
- > Nottinghamshire Police, which locally resolves allegations in an average of 58 days, has dedicated divisional sergeants for complaints handling.

As well as there being a drop in the number of allegations being investigated, there has also been a drop in the proportion of those allegations handled under special requirements – from 13% last year to 10% in 2018/19. This could also be indicative

of a drive to refocus away from blame and individual conduct – after conducting reviews of the number of formal misconduct notices they serve, several forces have concluded they are serving too many for matters that are very unlikely to result in disciplinary proceedings.

The number of investigation appeals, both to the force and the IOPC has fallen year on year since the change in legislation in 2012/13. A drop is to be expected given that fewer allegations are being investigated. In addition, we have carried out work with individual forces that have high levels of upheld appeals to address various issues. We have also [published guidance for forces](#) on carrying out good investigations into complaint allegations, and shared best practice on writing letters that inform complainants about the outcome of their complaint. Through our appeals work, but also through our oversight work, we see good examples of decision letters from forces that are clear, thorough and written in plain English. Such examples enable the complainant to understand the rationale behind the decision. We are upholding investigation appeals at the same rate in 2018/19 (38%) as in 2017/18. This is the lowest rate of upheld investigation appeals since 2011/12.

- > Both Avon and Somerset Police and North Wales Police conduct debriefs on cases where an appeal involving them is upheld by the IOPC. This enables them to learn from what has happened and apply it to future investigations.
- > As mentioned previously, Greater Manchester Police restructured its Professional Standards Branch and created a scheme of delegation to clarify roles and responsibilities in the department. There has also been a drive to change the ethos of the department and focus on customer service. The IOPC has upheld only 15 of the 54 (28%) investigation appeals completed in 2018/19. This is a vast improvement compared with 2016/17, when we upheld 31 of the 57 (54%) investigation appeals completed.

Since the change in legislation in 2012/13, the average time to investigate allegations has increased year on year from 124 days to 173 days in 2017/18. However, this year saw a reduction to 158 days. We also saw better than average timeliness in forces that investigate a high proportion of the complaints they handle. This reduction is not solely because they investigated fewer allegations during 2018/19.

- > Of all forces, Cheshire Constabulary completes investigations into complaint allegations most quickly, taking 87 days. In 2018/19, we upheld only three of the 12 appeals (25%) we received after Cheshire carried out an investigation into a complaint allegation. Officers tasked with investigating allegations have regular meetings and targets cases that are more than three months old.

Our oversight work with forces allows us to interpret the police complaints statistics and provide an insight into how well forces perform when handling complaints. We will continue to work with forces in 2019/20 to improve complaints handling within the current complaints framework, and to embed the changes in legislation scheduled to take effect in 2020.

Statistical note

- In the percentage columns presented in the following tables, '-' denotes no data and '0' denotes less than 0.5%.
- Some percentages may add up to more or less than 100% due to rounding.
- Average times are presented as working days and do not include weekends or bank holidays.
- Complaint cases and allegations with invalid start/end dates have been removed from average time calculations. Therefore, the numbers of complaint cases and allegations used in the average time calculations may be lower than the total number of complaint cases and allegations finalised.

4

Tables

Table 1: Appeals completed and upheld in 2018/19 by appeal body and appeal type

Appeal type	IOPC appeals			Chief officer appeals		
	Number valid completed*	Number upheld	% upheld	Number valid completed*	Number upheld	% upheld
Non-recording**	1,236	447	36			
Local resolution	70	47	67	2,416	379	16
Investigation	1,310	492	38	673	84	12
Disapplication	59	11	19	387	36	9
Discontinuance	2	0	0	10	4	40

*Some appeals may be deemed 'invalid' (i.e. there was no right of appeal) and these have been excluded from the number of 'valid completed' and the calculation for '% upheld'. In addition, 66 appeals completed by chief officers in 2018/19 were recorded on police force systems with a decision 'Upheld-NFA' or 'Upheld-Info only'. These decision values are not recognised in the data the IOPC receives from forces. Therefore, appeals with either of these decisions are not included in upheld and valid completed counts.

**All non-recording appeals are determined by the IOPC.

Table 2: Complaint cases recorded 2001/02 – 2018/19

	2001/02	2002/03	2003/04	2004/05
Total recorded in year	16,654	15,248	15,885	22,898
% annual change	-12	-8	4	44
	2005/06	2006/07*	2007/08	2008/09
Total recorded in year	26,268	29,322	29,350	31,747
% annual change	15	12	0	8
	2009/10	2010/11	2011/12	2012/13**
Total recorded in year	34,310	33,099	30,143	30,365
% annual change	8	-4	-9	1
	2013/14	2014/15	2015/16	2016/17
Total recorded in year	34,863	37,105	34,247	34,103
% annual change	15	6	-8	0
	2017/18	2018/19		
Total recorded in year	31,671	31,097		
% annual change	-7	-2		

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

**The definition of a complaint was broadened from this point onwards to include direction and control (applies to complaints received on or after 22 November 2012).

Table 3: Complaint cases recorded in 2018/19 and comparison with previous year

Police force	2017/18	2018/19	Percentage change from 2017/18
Avon and Somerset	919	871	-5
Bedfordshire	442	352	-20
British Transport Police	305	315	3
Cambridgeshire	328	338	3
Cheshire	524	423	-19
City of London	233	68	-71
Cleveland	487	473	-3
Cumbria	335	300	-10
Derbyshire	387	515	33
Devon and Cornwall	1,216	1,342	10
Dorset	537	540	1
Durham	330	355	8
Dyfed-Powys	313	291	-7
Essex	602	624	4
Gloucestershire	403	387	-4
Greater Manchester	1,518	1,571	3
Gwent	266	332	25
Hampshire	960	686	-29
Hertfordshire	533	449	-16
Humberside	908	860	-5
Kent	721	751	4
Lancashire	756	559	-26
Leicestershire	536	466	-13
Lincolnshire	488	571	17
Merseyside	469	365	-22
Metropolitan	5,071	5,418	7
Norfolk	461	360	-22
North Wales	484	355	-27
North Yorkshire	283	322	14
Northamptonshire	483	465	-4
Northumbria	738	768	4
Nottinghamshire	871	1,012	16
South Wales	604	893	48
South Yorkshire	460	598	30
Staffordshire	433	496	15
Suffolk	337	281	-17
Surrey	406	392	-3
Sussex	1,127	883	-22
Thames Valley	1,303	1,221	-6
Warwickshire	328	274	-16
West Mercia	686	713	4
West Midlands	777	501	-36
West Yorkshire	1,708	1,737	2
Wiltshire	595	604	2
Total	31,671	31,097	-2

Please note: the figures for City of London also include complaint cases recorded in relation to 'Action Fraud'. Action Fraud is a national service provided by City of London Police, which receives and records allegations and intelligence relating to crimes of fraud.

Table 4: Complaint cases recorded in time 2014/15 to 2018/19 (continues on next page)

Police force	2014/15		2015/16		2016/17	
	Complaint cases recorded*	% within 10 working days	Complaint cases recorded*	% within 10 working days	Complaint cases recorded*	% within 10 working days
Avon and Somerset	1,322	94	1,158	94	1,019	97
Bedfordshire	401	91	363	93	488	90
British Transport Police	396	95	350	98	371	97
Cambridgeshire	461	90	367	94	383	91
Cheshire	579	99	537	96	595	96
City of London	256	96	261	94	276	99
Cleveland	501	91	609	75	454	84
Cumbria	302	80	307	89	307	86
Derbyshire	454	91	441	90	383	88
Devon and Cornwall	1,515	80	1,218	97	1,188	98
Dorset	453	98	489	93	506	94
Durham	314	90	399	94	314	93
Dyfed-Powys	268	73	256	94	274	91
Essex	1,153	92	945	93	806	91
Gloucestershire	438	95	381	92	431	95
Greater Manchester	1,890	47	1,616	89	1,537	82
Gwent	398	94	325	88	287	96
Hampshire	926	92	868	90	931	90
Hertfordshire	568	92	496	95	518	90
Humberside	521	77	529	73	760	61
Kent	1,187	94	842	88	762	95
Lancashire	1,031	82	884	79	997	89
Leicestershire	846	85	689	92	662	93
Lincolnshire	567	94	549	93	596	89
Merseyside	617	98	458	91	548	86
Metropolitan	6,828	68	6,293	86	5,836	63
Norfolk	449	96	413	95	416	93
North Wales	473	83	441	91	452	95
North Yorkshire	517	95	291	85	331	85
Northamptonshire	434	97	473	92	509	94
Northumbria	1,018	87	716	92	758	93
Nottinghamshire	1,023	95	967	95	670	94
South Wales	864	60	807	80	770	88
South Yorkshire	660	80	602	90	607	77
Staffordshire	516	89	410	89	421	84
Suffolk	328	96	289	97	317	92
Surrey	546	84	515	91	482	86
Sussex	943	69	916	77	935	72
Thames Valley	1,305	95	1,304	93	1,346	97
Warwickshire	200	84	259	80	415	95
West Mercia	513	76	509	80	733	95
West Midlands	1,145	44	1,168	73	882	43
West Yorkshire	1,255	80	1,867	94	2,167	96
Wiltshire	712	46	665	80	663	96
Total	37,093	80	34,242	88	34,103	84

The IOPC expects police forces to record complaints as soon as possible and within ten working days.

*The number of complaint cases presented in this table are only those with valid dates that are used in the calculation for % complaint cases recorded within 10 working days. Therefore they may not match the actual number of recorded complaint cases presented in Table 3.

Table 4: Complaint cases recorded in time 2014/15 to 2018/19 (continued)

Police force	2017/18		2018/19	
	Complaint cases recorded*	% within 10 working days	Complaint cases recorded*	% within 10 working days
Avon and Somerset	919	97	871	98
Bedfordshire	442	92	352	93
British Transport Police	305	98	315	93
Cambridgeshire	328	88	338	96
Cheshire	524	96	423	97
City of London	233	98	68	85
Cleveland	487	88	473	93
Cumbria	335	86	300	93
Derbyshire	387	87	515	92
Devon and Cornwall	1,216	73	1,342	97
Dorset	537	94	540	95
Durham	330	89	355	96
Dyfed-Powys	313	93	291	97
Essex	602	93	624	95
Gloucestershire	403	92	387	70
Greater Manchester	1,518	55	1,571	88
Gwent	266	91	332	95
Hampshire	960	90	686	91
Hertfordshire	533	93	449	94
Humberside	908	57	860	79
Kent	721	91	751	96
Lancashire	756	85	559	77
Leicestershire	536	93	466	98
Lincolnshire	488	98	571	97
Merseyside	469	88	365	92
Metropolitan	5,071	77	5,418	90
Norfolk	461	87	360	90
North Wales	484	96	355	96
North Yorkshire	283	81	322	83
Northamptonshire	483	95	465	91
Northumbria	738	91	768	97
Nottinghamshire	871	96	1,012	92
South Wales	604	92	893	92
South Yorkshire	460	91	598	89
Staffordshire	433	88	496	82
Suffolk	337	87	281	91
Surrey	406	78	392	77
Sussex	1,127	80	883	85
Thames Valley	1,303	95	1,221	97
Warwickshire	328	91	274	93
West Mercia	686	86	713	92
West Midlands	777	31	501	26
West Yorkshire	1,708	96	1,737	93
Wiltshire	595	96	604	50
Total	31,671	84	31,097	89

The IOPC expects police forces to record complaints as soon as possible and within ten working days.

*The number of complaint cases presented in this table are only those with valid dates that are used in the calculation for % complaint cases recorded within 10 working days. Therefore they may not match the actual number of recorded complaint cases presented in Table 3.

Table 5: Number of allegations recorded in 2018/19 and comparison with previous year

Police force	Number of allegations 2017/18	Number of allegations 2018/19	Change in number of allegations	% change from 2017/18 to 2018/19
Avon and Somerset	1,861	1,846	-15	-1
Bedfordshire	956	904	-52	-5
British Transport Police	680	634	-46	-7
Cambridgeshire	791	783	-8	-1
Cheshire	1,134	1,033	-101	-9
City of London	326	170	-156	-48
Cleveland	823	725	-98	-12
Cumbria	474	455	-19	-4
Derbyshire	621	852	231	37
Devon and Cornwall	2,205	2,527	322	15
Dorset	710	753	43	6
Durham	530	559	29	5
Dyfed-Powys	581	538	-43	-7
Essex	1,391	1,531	140	10
Gloucestershire	787	737	-50	-6
Greater Manchester	2,486	2,697	211	8
Gwent	669	701	32	5
Hampshire	1,656	1,150	-506	-31
Hertfordshire	1,274	1,277	3	0
Humberside	1,472	1,261	-211	-14
Kent	1,250	1,363	113	9
Lancashire	1,609	1,020	-589	-37
Leicestershire	1,334	1,124	-210	-16
Lincolnshire	703	791	88	13
Merseyside	1,274	1,390	116	9
Metropolitan	12,607	11,085	-1,522	-12
Norfolk	852	760	-92	-11
North Wales	971	872	-99	-10
North Yorkshire	558	688	130	23
Northamptonshire	988	972	-16	-2
Northumbria	1,673	1,625	-48	-3
Nottinghamshire	1,329	1,569	240	18
South Wales	741	1,217	476	64
South Yorkshire	890	1,202	312	35
Staffordshire	859	1,008	149	17
Suffolk	598	636	38	6
Surrey	1,717	1,369	-348	-20
Sussex	1,561	1,319	-242	-16
Thames Valley	1,914	1,787	-127	-7
Warwickshire	394	333	-61	-15
West Mercia	886	839	-47	-5
West Midlands	1,753	1,030	-723	-41
West Yorkshire	2,541	2,528	-13	-1
Wiltshire	809	818	9	1
Total	61,238	58,478	-2,760	-5

Please note: the figures for City of London also include allegations recorded in relation to 'Action Fraud'. Action Fraud is a national service provided by City of London Police, which receives and records allegations and intelligence relating to crimes of fraud. Complaints about this service are usually recorded against one of the direction and control allegation categories.

Table 6: Nature of allegations recorded in 2018/19

Allegation groupings	Allegation category	N	%
Oppressive behaviour	Serious non-sexual assault	232	0
	Sexual assault	143	0
	Other assault	4,267	7
	Oppressive conduct or harassment	2,619	4
	Unlawful/unnecessary arrest or detention	2,006	3
Malpractice	Irregularity in relation to evidence/perjury	731	1
	Corruption or malpractice	624	1
	Mishandling of property	1,606	3
Breach of PACE	Breach of Code A PACE on stop and search	249	0
	Breach of Code B PACE on searching of premises and seizure of property	916	2
	Breach of Code C PACE on detention, treatment and questioning	2,006	3
	Breach of Code D PACE on identification procedures	18	0
	Breach of Code E PACE on tape recording	7	0
	Unspecified breaches of PACE which cannot be allocated to a specific code	68	0
Lack of fairness and impartiality	Lack of fairness and impartiality	2,873	5
Discriminatory behaviour	Discriminatory behaviour	1,580	3
Other neglect of duty	Other neglect or failure in duty	23,872	41
Incivility	Incivility, impoliteness and intolerance	6,796	12
Traffic	Traffic irregularity	434	1
Other	Other irregularity in procedure	3,213	5
	Improper access and/or disclosure of information	1,521	3
	Other sexual conduct	74	0
	Other	1,431	2
Direction and control	General policing standards	374	1
	Operational management decisions	118	0
	Operational policing policies	322	1
	Organisational decisions	378	1
Total allegations		58,478	100

Table 7: Number of allegations recorded per 1,000 employees in 2018/19

Police force	Allegations recorded against employees only	Number of employees*	Allegations per 1,000 employees
Avon and Somerset	1,806	5,508	328
Bedfordshire	877	2,350	373
British Transport Police	623	4,887	127
Cambridgeshire	769	2,527	304
Cheshire	1,025	3,900	263
City of London	145	1,214	119
Cleveland	686	1,743	394
Cumbria	378	1,857	204
Derbyshire	825	3,353	246
Devon and Cornwall	2,422	5,204	465
Dorset	750	2,621	286
Durham	556	2,214	251
Dyfed-Powys	529	2,062	257
Essex	1,508	5,459	276
Gloucestershire	727	1,996	364
Greater Manchester	2,694	10,801	249
Gwent	655	2,033	322
Hampshire	1,122	5,350	210
Hertfordshire	1,259	3,732	337
Humberside	1,233	3,348	368
Kent	1,334	6,035	221
Lancashire	1,010	5,364	188
Leicestershire	1,101	3,655	301
Lincolnshire	755	1,716	440
Merseyside	1,381	5,752	240
Metropolitan	10,938	42,573	257
Norfolk	759	2,879	264
North Wales	860	2,844	302
North Yorkshire	650	2,788	233
Northamptonshire	945	2,417	391
Northumbria	1,622	5,012	324
Nottinghamshire	1,485	3,435	432
South Wales	1,170	5,276	222
South Yorkshire	1,130	4,789	236
Staffordshire	982	3,285	299
Suffolk	634	2,178	291
Surrey	1,346	3,810	353
Sussex	1,289	4,762	271
Thames Valley	1,780	7,734	230
Warwickshire	323	1,709	189
West Mercia	819	3,953	207
West Midlands	978	10,564	93
West Yorkshire	2,520	9,429	267
Wiltshire	796	2,209	360
Total	57,196	216,327	264

This table excludes contracted staff and volunteers and the allegations made solely against them. It also excludes direction and control allegations as no subject is recorded on direction and control allegations.

*'Number of employees' is taken from the Home Office publication *Police Workforce, England and Wales, 31 March 2018*.

Table 8: Means by which allegations were finalised in 2018/19

Police force	Local resolution		Investigation		Withdrawn		Disapplication		Discontinuance		Unknown		Total
	N	%	N	%	N	%	N	%	N	%	N	%	
Avon and Somerset	957	58	465	28	61	4	163	10	7	0	0	0	1,653
Bedfordshire	375	42	430	48	44	5	48	5	6	1	0	0	903
British Transport Police	98	14	522	77	55	8	2	0	0	0	0	0	677
Cambridgeshire	371	49	314	42	47	6	15	2	7	1	0	0	754
Cheshire	448	45	484	48	54	5	13	1	6	1	0	0	1,005
City of London	58	36	81	51	7	4	8	5	5	3	0	0	159
Cleveland	588	73	116	14	14	2	61	8	24	3	0	0	803
Cumbria	282	60	160	34	6	1	10	2	13	3	0	0	471
Derbyshire	397	56	242	34	38	5	5	1	29	4	0	0	711
Devon and Cornwall	1,324	58	582	25	218	10	159	7	8	0	0	0	2,291
Dorset	386	57	136	20	47	7	101	15	13	2	0	0	683
Durham	274	51	179	33	22	4	64	12	3	1	0	0	542
Dyfed-Powys	254	45	252	45	25	4	20	4	9	2	0	0	560
Essex	653	47	575	41	110	8	56	4	2	0	0	0	1,396
Gloucestershire	436	72	61	10	21	3	77	13	7	1	0	0	602
Greater Manchester	1,794	64	629	22	194	7	147	5	25	1	11	0	2,800
Gwent	184	24	364	48	180	23	38	5	0	0	0	0	766
Hampshire	715	57	434	35	72	6	26	2	4	0	0	0	1,251
Hertfordshire	530	41	620	48	72	6	52	4	15	1	0	0	1,289
Humberside	806	68	181	15	145	12	52	4	2	0	0	0	1,186
Kent	655	48	386	29	164	12	146	11	0	0	0	0	1,351
Lancashire	521	47	363	33	74	7	112	10	27	2	0	0	1,097
Leicestershire	521	45	437	38	93	8	82	7	16	1	0	0	1,149
Lincolnshire	540	71	169	22	37	5	17	2	0	0	0	0	763
Merseyside	498	35	712	50	35	2	146	10	19	1	0	0	1,410
Metropolitan	2,326	24	6,445	66	601	6	391	4	16	0	1	0	9,780
Norfolk	357	46	308	39	50	6	62	8	4	1	0	0	781
North Wales	503	51	338	34	81	8	59	6	1	0	0	0	982
North Yorkshire	353	75	29	6	26	5	65	14	0	0	0	0	473
Northamptonshire	589	62	296	31	30	3	20	2	14	1	0	0	949
Northumbria	506	33	730	48	169	11	96	6	17	1	1	0	1,519
Nottinghamshire	913	69	286	22	59	4	47	4	17	1	0	0	1,322
South Wales	263	38	306	44	58	8	44	6	19	3	0	0	690
South Yorkshire	597	63	189	20	43	5	109	11	13	1	0	0	951
Staffordshire	429	44	458	47	72	7	13	1	7	1	0	0	979
Suffolk	230	40	266	46	54	9	30	5	0	0	0	0	580
Surrey	920	63	421	29	45	3	51	3	21	1	0	0	1,458
Sussex	812	64	217	17	76	6	163	13	1	0	0	0	1,269
Thames Valley	1,077	64	420	25	40	2	149	9	0	0	1	0	1,687
Warwickshire	123	44	129	46	14	5	11	4	4	1	0	0	281
West Mercia	313	47	296	44	39	6	16	2	8	1	0	0	672
West Midlands	591	44	618	46	33	2	81	6	10	1	0	0	1,333
West Yorkshire	1,263	53	945	39	131	5	61	3	2	0	0	0	2,402
Wiltshire	371	61	173	29	11	2	27	4	25	4	0	0	607
Total	26,201	48	21,764	40	3,467	6	3,115	6	426	1	14	0	54,987

Table 9: Time taken to finalise allegations in 2018/19

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	56	943	144	458	0	0
Bedfordshire	71	375	149	429	0	0
British Transport Police	27	98	129	519	0	0
Cambridgeshire	60	368	160	314	0	0
Cheshire	43	447	87	480	0	0
City of London	52	58	101	80	0	0
Cleveland	83	588	235	116	0	0
Cumbria	42	282	164	160	0	0
Derbyshire	67	397	173	242	0	0
Devon and Cornwall	72	1,320	214	575	0	0
Dorset	56	385	177	127	0	0
Durham	57	273	166	179	0	0
Dyfed-Powys	65	254	149	252	0	0
Essex	68	648	148	569	0	0
Gloucestershire	79	436	216	50	0	0
Greater Manchester	118	1,793	206	603	0	0
Gwent	35	184	100	321	0	0
Hampshire	92	715	130	431	0	0
Hertfordshire	57	528	122	618	0	0
Humberside	116	806	195	181	0	0
Kent	60	653	153	377	0	0
Lancashire	111	521	246	359	0	0
Leicestershire	56	521	158	437	0	0
Lincolnshire	85	540	169	138	0	0
Merseyside	64	498	155	702	0	0
Metropolitan	59	2,169	150	4,233	0	0
Norfolk	100	357	144	308	0	0
North Wales	78	503	203	336	0	0
North Yorkshire	85	353	214	27	0	0
Northamptonshire	49	589	213	282	0	0
Northumbria	61	506	143	729	0	0
Nottinghamshire	58	913	117	285	0	0
South Wales	66	261	118	303	0	0
South Yorkshire	66	596	216	152	0	0
Staffordshire	77	429	166	452	0	0
Suffolk	101	230	141	261	0	0
Surrey	74	920	179	421	0	0
Sussex	62	806	118	196	942	5
Thames Valley	81	1,077	142	399	0	0
Warwickshire	68	123	117	129	0	0
West Mercia	65	313	134	294	0	0
West Midlands	89	588	289	588	0	0
West Yorkshire	35	1,262	127	938	0	0
Wiltshire	100	371	219	172	0	0
Total	72	25,997	158	19,222	942	5

*The number of allegations presented in this table are only those with valid dates that are used in the calculation for the average number of days to finalise allegations. Therefore, they may not match the actual number of finalised allegations presented in Table 8.

Table 10: Allegations finalised by investigation in 2018/19

Police force	Not subject to special requirements		Subject to special requirements*		Total investigated
	N	%	N	%	N
Avon and Somerset	410	88	55	12	465
Bedfordshire	399	93	31	7	430
British Transport Police	324	62	198	38	522
Cambridgeshire	312	99	2	1	314
Cheshire	472	98	12	2	484
City of London	79	98	2	2	81
Cleveland	101	87	15	13	116
Cumbria	156	98	4	3	160
Derbyshire	237	98	5	2	242
Devon and Cornwall	501	86	81	14	582
Dorset	120	88	16	12	136
Durham	168	94	11	6	179
Dyfed-Powys	252	100	0	0	252
Essex	531	92	44	8	575
Gloucestershire	38	62	23	38	61
Greater Manchester	490	78	139	22	629
Gwent	331	91	33	9	364
Hampshire	418	96	16	4	434
Hertfordshire	610	98	10	2	620
Humberside	179	99	2	1	181
Kent	358	93	28	7	386
Lancashire	348	96	15	4	363
Leicestershire	400	92	37	8	437
Lincolnshire	156	92	13	8	169
Merseyside	683	96	29	4	712
Metropolitan	5,754	89	691	11	6,445
Norfolk	297	96	11	4	308
North Wales	331	98	7	2	338
North Yorkshire	12	41	17	59	29
Northamptonshire	227	77	69	23	296
Northumbria	610	84	120	16	730
Nottinghamshire	254	89	32	11	286
South Wales	255	83	51	17	306
South Yorkshire	110	58	79	42	189
Staffordshire	399	87	59	13	458
Suffolk	253	95	13	5	266
Surrey	403	96	18	4	421
Sussex	178	82	39	18	217
Thames Valley	364	87	56	13	420
Warwickshire	110	85	19	15	129
West Mercia	227	77	69	23	296
West Midlands	564	91	54	9	618
West Yorkshire	922	98	23	2	945
Wiltshire	159	92	14	8	173
Total	19,502	90	2,262	10	21,764

*An investigation is subject to special requirements if it appears to the person investigating that there is an indication that a person to whose conduct the investigation relates may have:

1. committed a criminal offence, or
2. behaved in a manner that would justify the bringing of disciplinary proceedings.

Table 10a: Result of allegations finalised by investigation not subject to special requirements in 2018/19

Police force	Not upheld		Upheld		Total investigated not subject to special requirements*
	N	%	N	%	N
Avon and Somerset	377	92	33	8	410
Bedfordshire	375	94	24	6	399
British Transport Police	254	78	70	22	324
Cambridgeshire	279	89	33	11	312
Cheshire	395	84	77	16	472
City of London	70	89	9	11	79
Cleveland	80	79	21	21	101
Cumbria	119	76	37	24	156
Derbyshire	217	92	20	8	237
Devon and Cornwall	432	86	69	14	501
Dorset	107	89	13	11	120
Durham	140	83	28	17	168
Dyfed-Powys	198	79	54	21	252
Essex	434	82	97	18	531
Gloucestershire	35	92	3	8	38
Greater Manchester	474	97	16	3	490
Gwent	242	73	89	27	331
Hampshire	379	91	39	9	418
Hertfordshire	567	93	43	7	610
Humberside	169	94	10	6	179
Kent	275	77	83	23	358
Lancashire	323	93	25	7	348
Leicestershire	357	89	43	11	400
Lincolnshire	140	90	16	10	156
Merseyside	624	91	59	9	683
Metropolitan	5,212	91	542	9	5,754
Norfolk	255	86	42	14	297
North Wales	283	85	48	15	331
North Yorkshire	10	83	2	17	12
Northamptonshire	187	82	40	18	227
Northumbria	526	86	84	14	610
Nottinghamshire	247	97	7	3	254
South Wales	215	84	40	16	255
South Yorkshire	92	84	18	16	110
Staffordshire	339	85	60	15	399
Suffolk	197	78	56	22	253
Surrey	344	85	59	15	403
Sussex	169	95	9	5	178
Thames Valley	322	88	42	12	364
Warwickshire	81	74	29	26	110
West Mercia	188	83	39	17	227
West Midlands	491	87	73	13	564
West Yorkshire	783	85	139	15	922
Wiltshire	139	87	20	13	159
Total	17,142	88	2,360	12	19,502

*An investigation is subject to special requirements if it appears to the person investigating that there is an indication that a person to whose conduct the investigation relates may have:

1. committed a criminal offence, or 2. behaved in a manner that would justify the bringing of disciplinary proceedings.

Table 11: Nature of allegations finalised by investigation in 2018/19

Allegation groupings	Allegation category	Not subject to special requirements		Subject to special requirements*		Total investigated
		N	%	N	%	N
Oppressive behaviour	Serious non-sexual assault	112	66	58	34	170
	Sexual assault	69	70	29	30	98
	Other assault	2,072	82	449	18	2,521
	Oppressive conduct or harassment	959	89	116	11	1,075
	Unlawful/unnecessary arrest or detention	978	89	127	11	1,105
Malpractice	Irregularity in relation to evidence/perjury	408	83	85	17	493
	Corruption or malpractice	289	81	68	19	357
	Mishandling of property	553	92	45	8	598
Breach of PACE	Breach of Code A PACE on stop and search	107	85	19	15	126
	Breach of Code B PACE on searching of premises and seizure of property	353	94	24	6	377
	Breach of Code C PACE on detention, treatment and questioning	1,036	95	60	5	1,096
	Breach of Code D PACE on identification procedures	7	88	1	13	8
	Breach of Code E PACE on tape recording	8	100	0	0	8
	Unspecified breaches of PACE which cannot be allocated to a specific code	17	81	4	19	21
Lack of fairness and impartiality	Lack of fairness and impartiality	893	93	71	7	964
Discriminatory behaviour	Discriminatory behaviour	854	89	110	11	964
Other neglect of duty	Other neglect or Failure in duty	6,376	93	488	7	6,864
Incivility	Incivility, impoliteness and intolerance	1,668	92	146	8	1,814
Traffic	Traffic Irregularity	84	80	21	20	105
Other	Other irregularity in procedure	1,135	90	122	10	1,257
	Improper access and/or disclosure of information	585	84	114	16	699
	Other sexual conduct	18	37	31	63	49
	Other	558	88	74	12	632
Direction and control**	General policing standards	99	100			99
	Operational management decisions	33	100			33
	Operational policing policies	115	100			115
	Organisational decisions	116	100			116
Total allegations		19,502	90	2,262	10	21,764

*An investigation is subject to special requirements if it appears to the person investigating that there is an indication that a person to whose conduct the investigation relates may have:

1. committed a criminal offence, or
2. behaved in a manner that would justify the bringing of disciplinary proceedings.

**Direction and control matters are general decisions about how a police force is run, as opposed to the decisions or actions of people serving with the police.

Table 11a: Nature of allegations finalised by investigation not subject to special requirements in 2018/19

Allegation groupings	Allegation category	Not upheld		Upheld		Total investigated not subject to special requirements*
		N	%	N	%	N
Oppressive behaviour	Serious non-sexual assault	108	96	4	4	112
	Sexual assault	67	97	2	3	69
	Other assault	2,009	97	63	3	2,072
	Oppressive conduct or harassment	901	94	58	6	959
	Unlawful/unnecessary arrest or detention	928	95	50	5	978
Malpractice	Irregularity in relation to evidence/perjury	378	93	30	7	408
	Corruption or malpractice	284	98	5	2	289
	Mishandling of property	466	84	87	16	553
Breach of PACE	Breach of Code A PACE on stop and search	93	87	14	13	107
	Breach of Code B PACE on searching of premises and seizure of property	315	89	38	11	353
	Breach of Code C PACE on detention, treatment and questioning	920	89	116	11	1,036
	Breach of Code D PACE on identification procedures	6	86	1	14	7
	Breach of Code E PACE on tape recording	7	88	1	13	8
	Unspecified breaches of PACE which cannot be allocated to a specific code	15	88	2	12	17
Lack of fairness and impartiality	Lack of fairness and impartiality	813	91	80	9	893
Discriminatory behaviour	Discriminatory behaviour	836	98	18	2	854
Other neglect of duty	Other neglect or Failure in duty	5,177	81	1,199	19	6,376
Incivility	Incivility, impoliteness and intolerance	1,455	87	213	13	1,668
Traffic	Traffic Irregularity	63	75	21	25	84
Other	Other irregularity in procedure	1,000	88	135	12	1,135
	Improper access and/or disclosure of information	458	78	127	22	585
	Other sexual conduct	11	61	7	39	18
	Other	511	92	47	8	558
Direction and control**	General policing standards	85	86	14	14	99
	Operational management decisions	29	88	4	12	33
	Operational policing policies	104	90	11	10	115
	Organisational decisions	103	89	13	11	116
Total allegations		17,142	88	2,360	12	19,502

*An investigation is subject to special requirements if it appears to the person investigating that there is an indication that a person to whose conduct the investigation relates may have:

1. committed a criminal offence, or
2. behaved in a manner that would justify the bringing of disciplinary proceedings.

**Direction and control matters are general decisions about how a police force is run, as opposed to the decisions or actions of people serving with the police.

Table 12: Time taken to finalise complaint cases in 2018/19

Police force	Number of complaint cases finalised*	Average number of days to finalise complaint cases (NOT inc. suspension)	Average number of days to finalise complaint cases (inc. suspension)
Avon and Somerset	837	64	64
Bedfordshire	362	102	110
British Transport Police	319	88	100
Cambridgeshire	313	96	105
Cheshire	431	57	68
City of London	69	65	84
Cleveland	515	78	88
Cumbria	325	72	75
Derbyshire	417	85	85
Devon and Cornwall	1,849	148	153
Dorset	514	70	84
Durham	332	66	70
Dyfed-Powys	288	101	105
Essex	684	105	117
Gloucestershire	337	105	120
Greater Manchester	1,687	150	151
Gwent	358	63	72
Hampshire	714	87	91
Hertfordshire	491	88	99
Humberside	821	113	120
Kent	769	107	110
Lancashire	587	175	190
Leicestershire	475	88	95
Lincolnshire	499	87	92
Merseyside	434	100	116
Metropolitan	3,769	107	115
Norfolk	458	121	142
North Wales	417	102	105
North Yorkshire	269	105	107
Northamptonshire	457	91	96
Northumbria	718	105	110
Nottinghamshire	823	80	84
South Wales	502	86	91
South Yorkshire	524	102	112
Staffordshire	486	83	85
Suffolk	296	107	123
Surrey	365	70	74
Sussex	965	102	109
Thames Valley	1,099	79	89
Warwickshire	256	108	122
West Mercia	586	102	109
West Midlands	641	192	198
West Yorkshire	1,545	75	79
Wiltshire	407	110	115
Total	29,010	103	110

*The number of complaint cases presented in this table are only those with valid dates that are used in the calculation for the average number of days to finalise complaint cases.

Table 13: Appeals received and completed by chief officers in 2014/15 to 2018/19

Chief officer local resolution appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	1,507	1,806	2,251	2,278	2,697
Valid completed	1,305	1,509	1,948	2,068	2,416
Upheld	214	256	328	321	379
% Upheld	16	17	17	16	16

Chief officer investigation appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	1,898	1,521	1,204	922	695
Valid completed	1,563	1,356	1,103	1,039	673
Upheld	302	260	196	167	84
% Upheld	19	19	18	16	12

Chief officer disapplication appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	409	402	404	365	406
Valid completed	340	392	351	344	387
Upheld	24	34	30	26	36
% Upheld	7	9	9	8	9

Chief officer discontinuance appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	12	7	5	13	10
Valid completed	4	6	4	12	10
Upheld	1	2	2	0	4
% Upheld	25	33	50	0	40

Total chief officer appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	3,826	3,736	3,864	3,578	3,808
Valid completed	3,212	3,263	3,406	3,463	3,486
Upheld	541	552	556	514	503
% Upheld	17	17	16	15	14

'Chief officers' refers to the heads of police forces (chief constables for all forces except the Metropolitan Police and City of London Police, which are each headed by a Commissioner). Under changes to the handling of appeals introduced by the *Police Reform and Social Responsibility Act 2011*, both chief officers and the IOPC consider appeals. Data for appeals dealt with by forces is only available from 2013/14. From January 2016, the British Transport Police consider appeals. Before this date all appeals relating to this force were considered by the IPCC (now the IOPC).

Some appeals may be deemed 'invalid' and these have been excluded from the number of 'valid completed' and the calculation for '% upheld'. In addition, 66 appeals completed in 2018/19 were recorded on police force systems with a decision 'Upheld-NFA' or 'Upheld-Info only'. These decision values are not recognised in the data the IOPC receives from forces. Therefore, appeals with either of these decisions are not included in upheld and valid completed counts.

Completed appeals may have been received in a different financial year to that in which they are completed.

Table 14: Appeals received by chief officers in 2018/19

Police force	Chief officer local resolution appeals		Chief officer investigation appeals		Chief officer disapplication appeals		Chief officer discontinuance appeals		Total chief officer appeals
	N	%	N	%	N	%	N	%	N
Avon and Somerset	124	70	22	13	29	16	1	1	176
Bedfordshire	31	100	0	0	0	0	0	0	31
British Transport Police	5	19	21	81	0	0	0	0	26
Cambridgeshire	38	95	1	3	1	3	0	0	40
Cheshire	36	44	41	51	4	5	0	0	81
City of London	1	20	4	80	0	0	0	0	5
Cleveland	46	75	7	11	7	11	1	2	61
Cumbria	23	66	11	31	1	3	0	0	35
Derbyshire	45	76	14	24	0	0	0	0	59
Devon and Cornwall	100	72	21	15	17	12	1	1	139
Dorset	44	63	15	21	10	14	1	1	70
Durham	14	54	7	27	5	19	0	0	26
Dyfed-Powys	41	93	1	2	2	5	0	0	44
Essex	59	77	7	9	10	13	1	1	77
Gloucestershire	45	85	4	8	4	8	0	0	53
Greater Manchester	170	83	11	5	22	11	1	0	204
Gwent	13	29	26	58	6	13	0	0	45
Hampshire	92	71	29	22	8	6	0	0	129
Hertfordshire	54	90	1	2	5	8	0	0	60
Humberside	74	91	4	5	3	4	0	0	81
Kent	70	74	3	3	21	22	0	0	94
Lancashire	69	90	1	1	7	9	0	0	77
Leicestershire	40	85	0	0	7	15	0	0	47
Lincolnshire	44	94	0	0	3	6	0	0	47
Merseyside	68	59	32	28	16	14	0	0	116
Metropolitan	211	64	75	23	43	13	1	0	330
Norfolk	43	68	9	14	10	16	1	2	63
North Wales	39	72	12	22	3	6	0	0	54
North Yorkshire	37	79	0	0	10	21	0	0	47
Northamptonshire	73	94	0	0	5	6	0	0	78
Northumbria	25	25	55	54	21	21	0	0	101
Nottinghamshire	88	91	2	2	7	7	0	0	97
South Wales	10	14	43	61	16	23	1	1	70
South Yorkshire	59	79	2	3	14	19	0	0	75
Staffordshire	46	52	37	42	4	5	1	1	88
Suffolk	27	63	11	26	5	12	0	0	43
Surrey	53	68	21	27	4	5	0	0	78
Sussex	101	76	10	8	22	17	0	0	133
Thames Valley	139	72	26	13	28	15	0	0	193
Warwickshire	8	29	20	71	0	0	0	0	28
West Mercia	19	24	53	68	6	8	0	0	78
West Midlands	92	69	32	24	10	7	0	0	134
West Yorkshire	256	97	1	0	7	3	0	0	264
Wiltshire	25	81	3	10	3	10	0	0	31
Total	2,697	71	695	18	406	11	10	0	3,808

'Chief officers' refers to the heads of police forces (chief constables for all forces except the Metropolitan Police and City of London Police, which are each headed by a Commissioner). Under changes to the handling of appeals introduced by the *Police Reform and Social Responsibility Act 2011*, both chief officers and the IOPC consider appeals. Data for appeals dealt with by forces is only available from 2013/14.

From January 2016, the British Transport Police consider appeals. Before this date all appeals relating to this force were considered by the IPCC (now the IOPC).

Table 15: Outcome of appeals completed by chief officers in 2018/19 (continues on next page)

Police force	Chief officer local resolution appeals			Chief officer investigation appeals			Chief officer disapplication appeals		
	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld
	N	N	%	N	N	%	N	N	%
Avon and Somerset	110	18	16	16	1	6	27	1	4
Bedfordshire	33	5	15	0	0	-	0	0	-
British Transport Police	5	2	40	15	2	13	0	0	-
Cambridgeshire	34	3	9	2	1	50	1	0	0
Cheshire	38	4	11	43	9	21	3	1	33
City of London	0	0	-	4	0	0	0	0	-
Cleveland	39	6	15	6	0	0	8	1	13
Cumbria	27	3	11	12	1	8	1	0	0
Derbyshire	41	2	5	6	0	0	0	0	-
Devon and Cornwall	99	22	22	21	3	14	18	1	6
Dorset	48	18	38	17	1	6	9	1	11
Durham	16	2	13	6	0	0	4	1	25
Dyfed-Powys	36	2	6	3	1	33	4	0	0
Essex	51	17	33	9	0	0	9	4	44
Gloucestershire	48	8	17	5	0	0	6	1	17
Greater Manchester	168	17	10	10	1	10	28	1	4
Gwent	12	5	42	22	2	9	5	1	20
Hampshire	87	10	11	28	3	11	5	0	0
Hertfordshire	60	5	8	1	0	0	5	0	0
Humberside	61	2	3	5	0	0	3	1	33
Kent	74	14	19	2	0	0	18	5	28
Lancashire	81	5	6	1	0	0	15	1	7
Leicestershire	39	0	0	0	0	-	7	0	0
Lincolnshire	43	8	19	3	0	0	3	0	0
Merseyside	62	6	10	24	3	13	13	0	0
Metropolitan	126	61	48	89	21	24	27	4	15
Norfolk	40	4	10	9	5	56	11	2	18
North Wales	29	3	10	10	2	20	4	0	0
North Yorkshire	37	9	24	0	0	-	9	1	11
Northamptonshire	72	16	22	0	0	-	5	0	0
Northumbria	25	2	8	40	3	8	19	1	5
Nottinghamshire	59	9	15	3	0	0	6	1	17
South Wales	7	2	29	38	4	11	17	2	12
South Yorkshire	57	5	9	2	0	0	16	0	0
Staffordshire	43	5	12	31	4	13	4	0	0
Suffolk	28	6	21	9	1	11	6	0	0
Surrey	48	5	10	18	2	11	4	0	0
Sussex	105	6	6	9	0	0	21	2	10
Thames Valley	120	9	8	22	1	5	24	1	4
Warwickshire	7	0	0	17	4	24	1	0	0
West Mercia	16	0	0	42	1	2	6	1	17
West Midlands	53	7	13	71	7	10	10	0	0
West Yorkshire	213	40	19	0	0	-	4	1	25
Wiltshire	19	6	32	2	1	50	1	0	0
Total	2,416	379	16	673	84	12	387	36	9

Please note that 66 appeals completed by chief officers in 2018/19 were recorded on police force systems with a decision 'Upheld-NFA' or 'Upheld-Info only'. These decision values are not recognised in the data the IOPC receives from forces. Therefore, appeals with either of these decisions are not included in upheld and valid completed counts.

Table 15: Outcome of appeals completed by chief officers in 2018/19 (continued)

Police force	Chief officer discontinuance appeals			Total chief officer appeals		
	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld
	N	N	%	N	N	%
Avon and Somerset	1	0	0	154	20	13
Bedfordshire	0	0	-	33	5	15
British Transport Police	0	0	-	20	4	20
Cambridgeshire	0	0	-	37	4	11
Cheshire	0	0	-	84	14	17
City of London	0	0	-	4	0	0
Cleveland	1	0	0	54	7	13
Cumbria	0	0	-	40	4	10
Derbyshire	0	0	-	47	2	4
Devon and Cornwall	0	0	-	138	26	19
Dorset	1	1	100	75	21	28
Durham	0	0	-	26	3	12
Dyfed-Powys	0	0	-	43	3	7
Essex	1	0	0	70	21	30
Gloucestershire	0	0	-	59	9	15
Greater Manchester	1	1	100	207	20	10
Gwent	0	0	-	39	8	21
Hampshire	0	0	-	120	13	11
Hertfordshire	0	0	-	66	5	8
Humberside	0	0	-	69	3	4
Kent	0	0	-	94	19	20
Lancashire	1	1	100	98	7	7
Leicestershire	0	0	-	46	0	0
Lincolnshire	0	0	-	49	8	16
Merseyside	0	0	-	99	9	9
Metropolitan	1	0	0	243	86	35
Norfolk	1	0	0	61	11	18
North Wales	0	0	-	43	5	12
North Yorkshire	0	0	-	46	10	22
Northamptonshire	0	0	-	77	16	21
Northumbria	0	0	-	84	6	7
Nottinghamshire	0	0	-	68	10	15
South Wales	1	1	100	63	9	14
South Yorkshire	0	0	-	75	5	7
Staffordshire	1	0	0	79	9	11
Suffolk	0	0	-	43	7	16
Surrey	0	0	-	70	7	10
Sussex	0	0	-	135	8	6
Thames Valley	0	0	-	166	11	7
Warwickshire	0	0	-	25	4	16
West Mercia	0	0	-	64	2	3
West Midlands	0	0	-	134	14	10
West Yorkshire	0	0	-	217	41	19
Wiltshire	0	0	-	22	7	32
Total	10	4	40	3,486	503	14

Please note that 66 appeals completed by chief officers in 2018/19 were recorded on police force systems with a decision 'Upheld-NFA' or 'Upheld-Info only'. These decision values are not recognised in the data the IOPC receives from forces. Therefore, appeals with either of these decisions are not included in upheld and valid completed counts.

Table 16: Appeals received and completed by the IOPC 2014/15 to 2018/19

IOPC non-recording appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	1,696	1,529	1,693	1,554	1,416
Valid completed	1,333	1,188	1,497	1,445	1,236
Upheld	557	473	549	524	447
% Upheld	42	40	37	36	36
IOPC local resolution appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	73	76	82	37	78
Valid completed	45	43	69	38	70
Upheld	29	35	52	24	47
% Upheld	64	81	75	63	67
IOPC investigation appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	2,035	1,950	1,790	1,654	1,292
Valid completed	2,426	1,669	1,721	1,703	1,310
Upheld	951	687	694	643	492
% Upheld	39	41	40	38	38
IOPC disapplication appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	110	116	128	117	69
Valid completed	97	96	130	101	59
Upheld	19	24	20	11	11
% Upheld	20	25	15	11	19
IOPC discontinuance appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	9	10	7	3	6
Valid completed	1	3	6	3	2
Upheld	0	0	0	0	0
% Upheld	0	0	0	0	0
Total IOPC appeals	2014/15	2015/16	2016/17	2017/18	2018/19
Received	3,923	3,681	3,700	3,365	2,861
Valid completed	3,902	2,999	3,423	3,290	2,677
Upheld	1,556	1,219	1,315	1,202	997
% Upheld	40	41	38	37	37

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

Some appeals may be deemed 'invalid' and these are excluded from the number of 'valid completed' and the calculation for '% upheld'. Completed appeals may have been recorded in a different financial year to that in which they are completed.

Table 17: Appeals received by the IOPC in 2018/19

Police force	IOPC non-recording appeals		IOPC local resolution appeals		IOPC investigation appeals		IOPC disapplication appeals		IOPC discontinuance appeals		Total IOPC appeals
	N	%	N	%	N	%	N	%	N	%	N
Avon and Somerset	25	66	0	0	13	34	0	0	0	0	38
Bedfordshire	15	25	1	2	43	72	1	2	0	0	60
British Transport Police	5	26	0	0	13	68	1	5	0	0	19
Cambridgeshire	11	28	1	3	27	69	0	0	0	0	39
Cheshire	27	66	0	0	14	34	0	0	0	0	41
City of London	9	100	0	0	0	0	0	0	0	0	9
Cleveland	17	85	1	5	2	10	0	0	0	0	20
Cumbria	18	67	0	0	9	33	0	0	0	0	27
Derbyshire	19	61	0	0	12	39	0	0	0	0	31
Devon and Cornwall	48	83	1	2	9	16	0	0	0	0	58
Dorset	5	42	2	17	4	33	1	8	0	0	12
Durham	18	44	1	2	20	49	1	2	1	2	41
Dyfed-Powys	14	45	0	0	17	55	0	0	0	0	31
Essex	31	39	1	1	47	59	0	0	0	0	79
Gloucestershire	9	64	1	7	4	29	0	0	0	0	14
Greater Manchester	41	41	1	1	58	57	1	1	0	0	101
Gwent	7	78	0	0	2	22	0	0	0	0	9
Hampshire	33	62	2	4	16	30	2	4	0	0	53
Hertfordshire	22	34	0	0	41	63	1	2	1	2	65
Humberside	72	76	4	4	19	20	0	0	0	0	95
Kent	59	51	8	7	46	40	2	2	0	0	115
Lancashire	48	55	0	0	39	45	0	0	0	0	87
Leicestershire	15	38	0	0	22	56	2	5	0	0	39
Lincolnshire	16	67	1	4	7	29	0	0	0	0	24
Merseyside	23	52	3	7	17	39	1	2	0	0	44
Metropolitan	208	28	26	4	455	62	44	6	0	0	733
Norfolk	66	73	0	0	24	26	1	1	0	0	91
North Wales	23	51	4	9	18	40	0	0	0	0	45
North Yorkshire	11	65	1	6	5	29	0	0	0	0	17
Northamptonshire	21	51	0	0	20	49	0	0	0	0	41
Northumbria	63	67	0	0	31	33	0	0	0	0	94
Nottinghamshire	11	27	10	24	20	49	0	0	0	0	41
South Wales	24	55	0	0	18	41	1	2	1	2	44
South Yorkshire	40	69	1	2	17	29	0	0	0	0	58
Staffordshire	22	69	0	0	10	31	0	0	0	0	32
Suffolk	33	67	1	2	14	29	1	2	0	0	49
Surrey	26	57	3	7	15	33	1	2	1	2	46
Sussex	4	40	0	0	6	60	0	0	0	0	10
Thames Valley	33	73	1	2	11	24	0	0	0	0	45
Warwickshire	27	69	0	0	10	26	2	5	0	0	39
West Mercia	78	89	0	0	8	9	2	2	0	0	88
West Midlands	52	78	1	1	14	21	0	0	0	0	67
West Yorkshire	48	34	2	1	87	62	3	2	1	1	141
Wiltshire	19	66	0	0	8	29	1	4	1	4	29
Total	1,416	49	78	3	1,292	45	69	2	6	0	2,861

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

Table 18: Outcome of appeals completed by the IOPC in 2018/19 (continues on next page)

Police force	IOPC non-recording appeals			IOPC local resolution appeals			IOPC investigation appeals		
	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld
	N	N	%	N	N	%	N	N	%
Avon and Somerset	28	10	36	0	0	-	15	4	27
Bedfordshire	13	1	8	1	0	0	40	14	35
British Transport Police	5	1	20	0	0	-	12	3	25
Cambridgeshire	10	3	30	1	0	0	27	9	33
Cheshire	25	2	8	0	0	-	12	3	25
City of London	7	1	14	0	0	-	0	0	-
Cleveland	14	7	50	1	1	100	2	0	0
Cumbria	19	4	21	0	0	-	7	3	43
Derbyshire	19	12	63	0	0	-	10	2	20
Devon and Cornwall	49	14	29	1	1	100	6	1	17
Dorset	5	5	100	1	0	0	3	1	33
Durham	18	8	44	2	1	50	18	6	33
Dyfed-Powys	17	7	41	0	0	-	13	7	54
Essex	21	8	38	1	1	100	49	21	43
Gloucestershire	8	3	38	1	1	100	5	1	20
Greater Manchester	31	16	52	1	0	0	54	15	28
Gwent	5	2	40	0	0	-	6	1	17
Hampshire	31	13	42	3	3	100	13	4	31
Hertfordshire	23	5	22	0	0	-	35	14	40
Humberside	58	21	36	3	1	33	19	9	47
Kent	47	15	32	7	3	43	46	16	35
Lancashire	46	16	35	0	0	-	43	20	47
Leicestershire	13	3	23	0	0	-	22	5	23
Lincolnshire	18	8	44	1	1	100	6	1	17
Merseyside	21	8	38	3	3	100	20	5	25
Metropolitan	191	58	30	24	17	71	466	165	35
Norfolk	70	14	20	0	0	-	34	9	26
North Wales	25	4	16	3	2	67	21	3	14
North Yorkshire	6	3	50	1	0	0	5	4	80
Northamptonshire	12	7	58	0	0	-	18	6	33
Northumbria	58	19	33	0	0	-	30	18	60
Nottinghamshire	13	9	69	7	6	86	20	10	50
South Wales	16	9	56	0	0	-	21	13	62
South Yorkshire	31	8	26	1	1	100	20	14	70
Staffordshire	17	7	41	0	0	-	13	5	38
Suffolk	33	9	27	1	0	0	12	4	33
Surrey	22	9	41	3	3	100	12	6	50
Sussex	3	2	67	0	0	-	10	5	50
Thames Valley	30	9	30	1	1	100	12	8	67
Warwickshire	21	11	52	0	0	-	10	2	20
West Mercia	38	31	82	0	0	-	7	3	43
West Midlands	44	24	55	1	1	100	17	9	53
West Yorkshire	40	15	38	1	0	0	90	37	41
Wiltshire	15	6	40	0	0	-	9	6	67
Total	1,236	447	36	70	47	67	1,310	492	38

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

Some appeals may be deemed 'invalid' and these are excluded from the number of 'valid completed' and the calculation for '% upheld'.

Some caution is advised when looking at appeals upheld by police force due to the sometimes small number of appeals involved.

Table 18: Outcome of appeals completed by the IOPC in 2018/19 (continued)

Police force	IOPC disapplication appeals			IOPC discontinuance appeals			Total IOPC appeals		
	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld	Valid completed	Upheld	Upheld
	N	N	%	N	N	%	N	N	%
Avon and Somerset	0	0	-	0	0	-	43	14	33
Bedfordshire	1	0	0	0	0	-	55	15	27
British Transport Police	1	0	0	0	0	-	18	4	22
Cambridgeshire	0	0	-	0	0	-	38	12	32
Cheshire	0	0	-	0	0	-	37	5	14
City of London	0	0	-	0	0	-	7	1	14
Cleveland	0	0	-	0	0	-	17	8	47
Cumbria	0	0	-	0	0	-	26	7	27
Derbyshire	0	0	-	0	0	-	29	14	48
Devon and Cornwall	0	0	-	0	0	-	56	16	29
Dorset	1	1	100	0	0	-	10	7	70
Durham	0	0	-	1	0	0	39	15	38
Dyfed-Powys	0	0	-	0	0	-	30	14	47
Essex	0	0	-	0	0	-	71	30	42
Gloucestershire	0	0	-	0	0	-	14	5	36
Greater Manchester	1	0	0	0	0	-	87	31	36
Gwent	0	0	-	0	0	-	11	3	27
Hampshire	1	0	0	0	0	-	48	20	42
Hertfordshire	1	0	0	0	0	-	59	19	32
Humberside	0	0	-	0	0	-	80	31	39
Kent	2	0	0	0	0	-	102	34	33
Lancashire	0	0	-	0	0	-	89	36	40
Leicestershire	2	0	0	0	0	-	37	8	22
Lincolnshire	0	0	-	0	0	-	25	10	40
Merseyside	1	0	0	0	0	-	45	16	36
Metropolitan	41	9	22	0	0	-	722	249	34
Norfolk	0	0	-	0	0	-	104	23	22
North Wales	0	0	-	0	0	-	49	9	18
North Yorkshire	0	0	-	0	0	-	12	7	58
Northamptonshire	0	0	-	0	0	-	30	13	43
Northumbria	0	0	-	0	0	-	88	37	42
Nottinghamshire	0	0	-	0	0	-	40	25	63
South Wales	0	0	-	1	0	0	38	22	58
South Yorkshire	0	0	-	0	0	-	52	23	44
Staffordshire	0	0	-	0	0	-	30	12	40
Suffolk	1	1	100	0	0	-	47	14	30
Surrey	0	0	-	0	0	-	37	18	49
Sussex	0	0	-	0	0	-	13	7	54
Thames Valley	0	0	-	0	0	-	43	18	42
Warwickshire	1	0	0	0	0	-	32	13	41
West Mercia	1	0	0	0	0	-	46	34	74
West Midlands	0	0	-	0	0	-	62	34	55
West Yorkshire	3	0	0	0	0	-	134	52	39
Wiltshire	1	0	0	0	0	-	25	12	48
Total	59	11	19	2	0	0	2,677	997	37

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

Some appeals may be deemed 'invalid' and these are excluded from the number of 'valid completed' and the calculation for '% upheld'.

Some caution is advised when looking at appeals upheld by police force due to the sometimes small number of appeals involved.

Table 19: Gender of complainants 2018/19

Gender	2017/18		2018/19	
	N	%	N	%
Female	12,286	39	11,749	39
Male	18,956	60	17,577	58
Other	95	0	95	0
Prefer not to say	0	0	0	0
Unknown	382	1	791	3
Total	31,719	100	30,212	100

Table 20: Ethnicity of complainants 2018/19

Ethnicity	2017/18		2018/19	
	N	%	N	%
White	14,516	46	13,451	45
Black	1,320	4	1,255	4
Asian	1,438	5	1,365	5
Other	720	2	715	2
Not stated	12,507	39	12,287	41
Unknown	1,218	4	1,139	4
Total	31,719	100	30,212	100

Table 21: Age of complainants 2018/19

Age group	2017/18		2018/19	
	N	%	N	%
17 & below	257	1	247	1
18-29	4,045	13	3,957	13
30-39	5,839	18	5,699	19
40-49	5,760	18	5,678	19
50-59	4,912	15	4,992	17
60+	3,034	10	2,938	10
Unknown	7,872	25	6,701	22
Total	31,719	100	30,212	100

The age of complainants is calculated from their birth date to the date force data is recorded onto the IOPC system.

Tables 19 to 21: Complainants are only counted once in these tables regardless of how many complaints they have made throughout the year.

Table 22: Status of those subject to a complaint 2018/19

Status	2017/18		2018/19	
	N	%	N	%
Police officer ranks	30,406	87	29,842	87
Police staff including traffic wardens	3,200	9	3,208	9
Community support officers	923	3	822	2
Contracted staff	148	0	121	0
Special constables	403	1	378	1
Total	35,080	100	34,371	100

The total number of subjects in table 22 will not match the figures in tables 23 and 24. This is because people subject to more than one complaint in the year may have held different ranks at the time each allegation was recorded. In such cases they will be counted more than once in this table (for each rank) but not in the following tables.

Table 23: Gender of those subject to a complaint 2018/19

Gender	2017/18		2018/19	
	N	%	N	%
Female	10,028	29	9,979	29
Male	24,682	71	23,965	70
Other	13	0	12	0
Unknown	190	1	225	1
Total	34,913	100	34,181	100

Table 24: Ethnicity of those subject to complaint 2018/19

Ethnicity	2017/18		2018/19	
	N	%	N	%
White	29,261	84	27,916	82
Black	568	2	556	2
Asian	1,000	3	1,026	3
Other	655	2	667	2
Not stated	853	2	878	3
Unknown	2,576	7	3,138	9
Total	34,913	100	34,181	100

Tables 23 and 24: Subjects are only counted once in these tables, regardless of how many complaints they have been subject to in the year.

5

Annex A: glossary of terms

The following terms are listed in the order they appear in this report, which follows the route of a complaint or appeal through the police complaints system.

Complaint case: A single complaint case may have one or more allegations attached to it, made by one or more complainants, against one or more persons serving with the police.

Allegation: An allegation may concern the conduct of a person or persons serving with the police or the direction and control of a police force. It is made by someone defined as a complainant under the *Police Reform Act 2002* (see ‘complainant’ below). An allegation may be made by one or more complainants. A complaint case may contain one or many allegations. For example, a person may allege that they were pushed by an officer and that the officer was rude to them. This would be recorded as two separate allegations forming one complaint case. An allegation is recorded against an allegation category¹⁶.

Direction and control: The IOPC considers the term ‘direction and control’ to mean general decisions about how a police force is run, as opposed to the day-to-day decisions or actions of people serving with the police.

Local resolution: For less serious complaints, such as rudeness or incivility, the complaint may be dealt with by local resolution. Local resolution is a flexible process that can be adapted to the needs of the complainant. A local police supervisor deals with the complaint, which might involve providing an explanation or information; an apology on behalf of the force; a written explanation of the circumstances and any action taken; or resolving the complaint over the counter or by telephone.

Investigation: If a complaint is not suitable for local resolution, it must be investigated. This involves the appointment of an investigating officer who will investigate the complaint and produce a report detailing the findings about each allegation and any action to be taken as a result of the investigation. We refer to two types of investigation in this report:

- *Local investigations:* carried out entirely by the police. Complainants have a right of appeal to the relevant appeal body following a local investigation¹⁷.
- *Supervised investigations:* carried out by the police under their own direction and control.

¹⁶ A full list of the allegation categories and their definitions can be found in the IOPC’s Guidance on the recording of complaints under the *Police Reform Act 2002*: <https://www.policeconduct.gov.uk/research-and-learning/statistics/complaints-statistics>

¹⁷ The test to determine who should deal with an appeal is set out in section 13 of our Statutory Guidance (2015) <https://policeconduct.gov.uk/complaints-and-appeals/statutory-guidance> ‘Chief officer’ is a collective term that refers to the heads of police forces (this means chief constables for all forces except the Metropolitan Police Service and the City of London Police, which are each headed by a commissioner).

The IOPC 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 IOPC following a supervised investigation.

Disapplication: Disapplication applies only to allegations linked to complaint cases received on or after 22 November 2012.

There are certain circumstances in which a complaint that has been recorded by a police force does not have to be dealt under the *Police Reform Act 2002*. These are:

- if more than 12 months have passed between the incident, or the latest incident, giving rise to the complaint and the making of the complaint and either no good reason for the delay has been shown or injustice would be likely to be caused by the delay
- if the matter is already subject of a complaint made by or on behalf of the same complainant
- if the complainant discloses neither their name and address nor that of any other interested person and it is not reasonably practicable to ascertain themselves the complaint is repetitive
- if the complaint is repetitive
- if the complaint is vexatious, oppressive or otherwise an abuse of the procedures for dealing with complaints
- if it is not reasonably practicable to complete the investigation or any other procedures under the *Police Reform Act 2002*

If the complaint did not meet the criteria for referral to the IOPC, the police force can carry out a disapplication. If the complaint was referred to the IOPC and the IOPC either referred the complaint back to the force or determined the form of investigation, the force must apply to the IOPC for permission to carry out the disapplication.

Discontinuance: A discontinuance ends an ongoing investigation into a complaint. It can occur only if one or more of the following circumstances apply:

- if a complainant refuses to co-operate to the extent it is not reasonably practicable to continue with the investigation
- if the police force decides the complaint is suitable for local resolution
- if the complaint is repetitive
- if the complaint is vexatious, oppressive or otherwise an abuse of the procedures for dealing with complaints
- if it is not reasonably practicable to proceed with the investigation

If the complaint did not meet the criteria for referral to the IOPC, the police force can discontinue a local investigation. Otherwise, it must apply to the IOPC for permission to discontinue the investigation. In the case of a supervised investigation, the police force must apply to the IOPC for permission to discontinue the investigation.

Withdrawn: A complainant may decide to withdraw one or more allegations in their complaint or they may wish no further action to be taken in relation to their allegation/complaint. This results in the allegation being recorded as withdrawn and may mean no further action being taken.

Special requirements: If an investigation is subject to special requirements:

- a severity assessment of the level of misconduct must be carried out
- formal notices of investigation must be served on the police officers/staff involved in the complaint
- there are formal procedures for the investigation that must be complied with
- the investigation must consider whether there is a case to answer at its conclusion

Upheld: A complaint is upheld if, on the balance of probabilities, the force considers that the service received was below the standard that a person could reasonably expect.

Suspension: After recording a complaint, the investigation or other procedure for dealing with the complaint may be suspended. This is because continuing the investigation or other procedure would prejudice a criminal investigation or criminal proceedings.

There are a number of factors police forces should consider when deciding whether it is appropriate to suspend an investigation into a complaint¹⁵. They must notify the complainant in writing when the investigation or other

procedure into their complaint is suspended and provide an explanation for the decision. A complainant has the right to ask the IOPC to review that decision.

Chief officer: ‘Chief officer’ is a collective term that refers to the heads of police forces (this means chief constables for all forces except the Metropolitan Police Service and the City of London Police, which are each headed by a commissioner).

Non-recording appeal: Under the *Police Reform Act 2002*, the police have a duty to record all complaints about the conduct of a serving member of the police or the direction and control of a police force. Complainants have the right to appeal to the IOPC in relation to the non-recording of their complaint on a number of grounds. These are set out in the ‘Findings’ section of this report. The appeal right in relation to direction and control complaints is limited; full details can be found in Section 13 of our Statutory Guidance (2015).

Investigation appeal: This applies to all complaints investigated by the police force itself or where the investigation has been supervised by the IOPC. The complainant may appeal to the relevant appeal body on a number of grounds in relation to the investigation. These are set out in the ‘Findings’ section of this report. There is no right of appeal in relation to the investigation of a complaint about a force’s direction and control.

¹⁵ Information about the considerations that should be made when deciding whether to suspend an investigation or other procedures into a complaint can be found in section 9 of our Statutory Guidance (2015) www.policeconduct.gov.uk/complaints-and-appeals/statutory-guidance

Local resolution appeal: Complainants are entitled to appeal to the relevant appeal body against the outcome of local resolution. There is no right of appeal when the complaint that was locally resolved relates to a force's direction and control.

Disapplication appeal: An appeal may be made to the relevant appeal body against the decision to disapply the requirements of the *Police Reform Act 2002*. There is no right of appeal where the complaint subject to the disapplication relates to a force's direction and control or where the IOPC has given permission for the disapplication.

Discontinuance appeal: An appeal may be made to the relevant appeal body against the decision by a police force to discontinue the investigation into a complaint. There is no right of appeal when:

- the complaint subject to the discontinued investigation relates to a force's direction and control
- the IOPC has given permission for the discontinuance
- the discontinuance is carried out by the IOPC in relation to a supervised investigation

Invalid appeals: There are a number of reasons why an appeal may be judged to be invalid. These are:

- if the appeal is not complete. An appeal must be in writing and contain certain information, such as the details of the complaint, the name of the police force that has made the decision is the subject of the appeal and the grounds of appeal.

The relevant appeal body may still consider an appeal even if it does not consider the appeal complete

- if there is no right of appeal. Only a complainant or someone acting on their behalf can make an appeal. If anyone else tries to, the appeal is invalid. An appeal must also follow the final decision of a police force in relation to a complaint (or, in the case of non-recording where no decision has been made, at least 15 working days must have passed between the complainant making their complaint and submitting an appeal against the non-recording of that complaint)
- if the appeal is made more than 28 days after the date of the letter from the police force notifying the complainant about the decision (which can be appealed) and there are no special circumstances to justify the delay

The right of appeal in relation to direction and control complaints is limited, as noted in the definition for each appeal type above. Full details can be found in Section 13 of our Statutory Guidance (2015).

Complainants: Under the *Police Reform Act 2002*, a complaint may be made by:

- a member of the public who claims that the conduct took place in relation to them
- a member of the public who claims they have been 'adversely affected' by the conduct, even though it did not take place in relation to them
- a member of the public who claims to have witnessed the conduct
- a person acting on behalf of someone who falls within any of the three categories above. This person would be classed as an 'agent'

or 'representative' and must have the written permission of the complainant to act on their behalf

A person is 'adversely affected' if they:

- suffer distress or inconvenience
- loss or damage
- are put in danger or at risk by the conduct complained about

This might apply, for example, to people present at an 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 as:

- someone who gained their knowledge of that conduct in a way that would make them a competent witness capable of giving admissible evidence of that conduct in criminal proceedings
- someone who has anything in their possession or control that would be admissible evidence in criminal proceedings

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

Subjects: Under the *Police Reform Act 2002*, complaints can be made about persons serving with the police as follows:

- police officers of any rank
- police staff, including community support officers and traffic wardens
- special constables

Complaints can also be made about contracted staff who are designated under section 39 of the *Police Reform Act 2002* as a detention officer or escort officer by a chief officer.

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