

Equality Monitoring Report:

Results of the Survey of Complainants to the Police

Ombudsman for Northern Ireland 2008-2013

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Official Statistics:

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Executive Summary

The services of the Police Ombudsman's Office were being taken up by all of the groups covered in the Equality Monitoring Survey. This annual report presents the findings of five years' data from the Police Ombudsman's Equality Monitoring Survey, which is used by the Office to monitor access to the service provided to the public across the categories specified in Section 75 of the Northern Ireland Act 1998, and to report to the Equality Commission for Northern Ireland.

When compared with the general population, there were disproportionately high numbers of: young men; people with a Church of Ireland or an other faith aside from the main Christian faiths in Northern Ireland; ethnic minorities; single, separated or divorced people; people with disabilities; unemployed or self-employed people or carers; people with dependants; people who supported other political parties outside the five main Northern Ireland parties or did not support any party. There were lower than expected proportions of: Catholics, women; people born in Northern Ireland or EU countries outside of the UK and Republic of Ireland; and Sinn Fein or SDLP voters.

Trends have been largely stable. However, the proportions of complainants aged 25-34, the proportion with no religious beliefs, with disabilities, or with dependants have been increasing.

Looking at the main allegation types categorised, allegations of Oppressive Behaviour were more likely to be made by; men generally, young men compared with older men, young women compared with older women, Catholics, White people, people born in Northern Ireland or the Republic of Ireland compared with those born in other EU countries or non EU countries, people who were single or co-habiting, people in civil partnership, unemployed people, Nationalists or people who support no political party, and people who did not have dependants. Allegations of Failure in Duty were more likely to be made by; women generally, older women compared with younger women, older men compared with younger men, Methodists and Presbyterians, married or separated people, and people with dependants. Allegations of Incivility were more likely to be made by women, and by people who worked part-time, were retired or were carers. Allegations of Discriminatory Behaviour were more likely to be made by; people with minority ethnic backgrounds, people in civil partnership, and gay, lesbian or bisexual people.

Introduction

This report is updated annually and covers the Police Ombudsman Equality Monitoring Survey from 1 April 2008 to 31 March 2013, during which time we recorded 16,583 complaints, of which 16,350 were public complaints¹. The survey findings enable the Police Ombudsman to monitor access to the service provided to the public across the categories specified in Section 75 of the Northern Ireland Act 1998, and to report to the Equality Commission for Northern Ireland. With a small number of exceptions, every complainant was issued an equality monitoring survey questionnaire. The questionnaire included the categories of age, gender, marital status, religious belief, race, disability, sexual orientation, employment status, dependants, political opinion and country of birth.

The Office undertook a separate pilot Equality Monitoring Survey of children aged under 18 between 1 April and 30 September 2013. The survey had an extremely low response rate and the decision was taken to discontinue it and to explore qualitative methods for the equality monitoring of juvenile complainants. There is a very small number of juvenile complainants included in the age and gender findings of this report.

¹ The Police Ombudsman also investigates matters of public interest and complaints which have been referred to him by the Chief Constable, Secretary of State for Northern Ireland, or Director of Public Prosecutions for Northern Ireland. In these cases there is no public complainant and they are therefore excluded from the equality monitoring process.

Survey Findings

Note: All references to Tables refer to Appendix 3.

Gender and Age

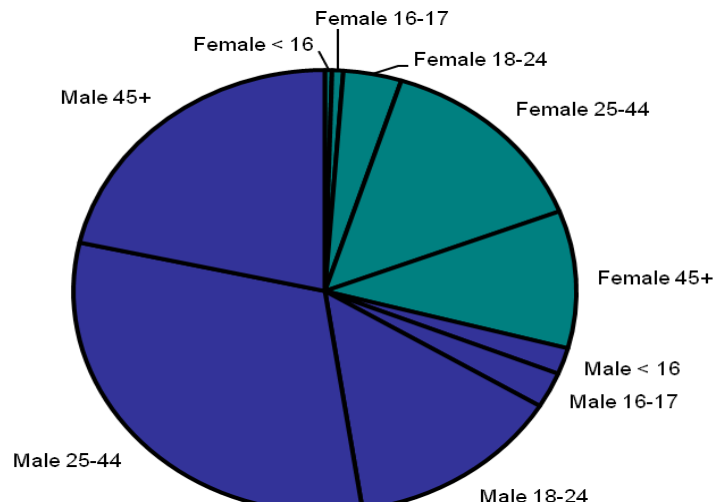
In addition to those respondents who declared their gender on the monitoring form, it was also possible to determine a majority of complainants' genders from their title or salutation, so that there was a total sample of 98% for whom gender was known.

In addition to those who declared their age on the monitoring form, it was also possible to determine complainants' ages from the date of birth that they provided, giving an overall sample of 60% for whom age was known.

Seventy-one percent of complainants were male and 29% were female. Some 68% were aged under 45: 5% were aged under 18, including 2% who were under 16 years old. Four percent were aged over 65.

In terms of gender and age combined², almost one in five complainants were young men aged under 25 (Figure 1).

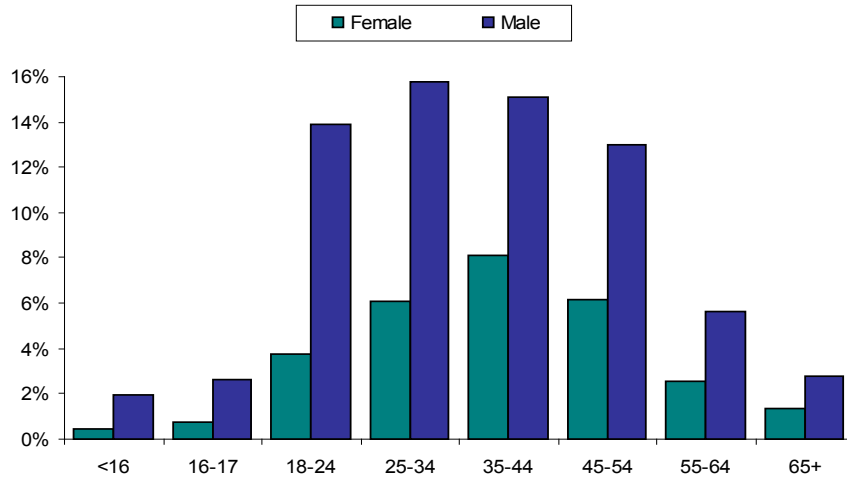
Figure 1: Gender and Age Group (1)



² For some complainants only age was known and for others only gender was known, resulting in a slightly different age group distribution within gender, as illustrated in Figures 1 and 2.

The largest proportion of males were aged 25-34, whilst the largest proportion of females fell within the 35-44 age range (Figure 2, Table 2).

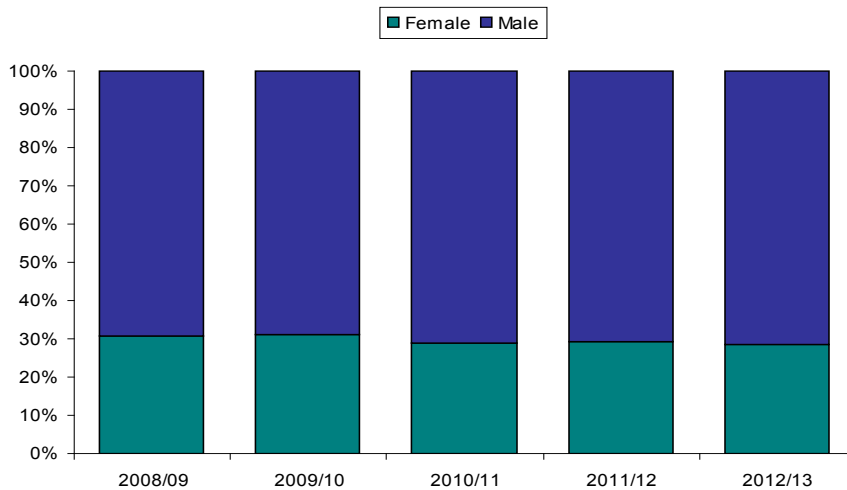
Figure 2: Gender and Age Group (2)



Trends

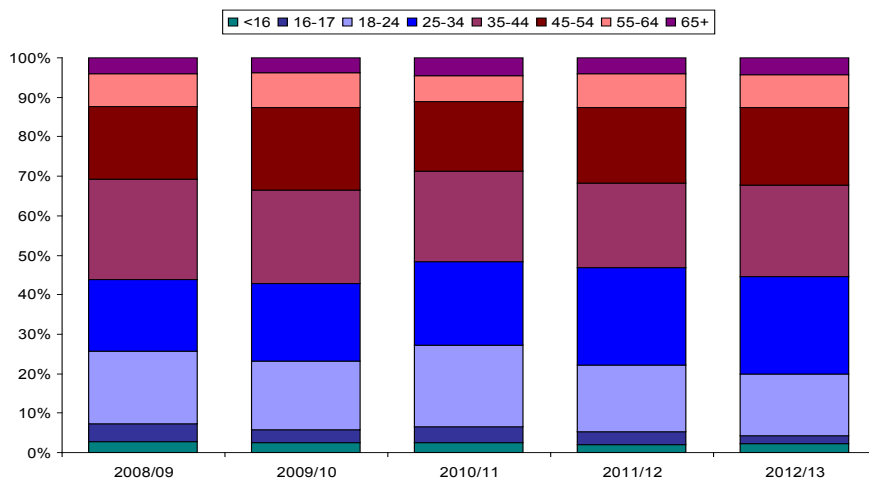
Trends in the gender of complainants have remained stable over the past five years (Figure 3, Table 3).

Figure 3: Annual Trends, Gender



Between 2008/09 and 2012/13 the proportions of complainants aged under 16, 16-17 and 18-24 decreased and the proportion aged 25-34 increased. The proportions of age groups over 35 were stable over the five year period (Figure 4, Table 4).

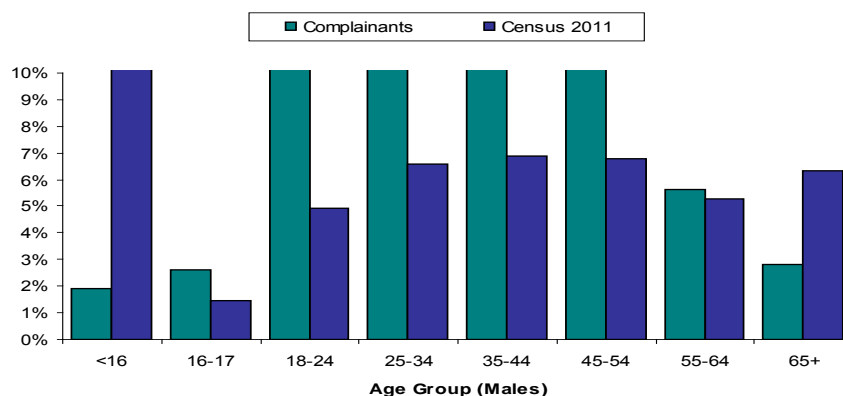
Figure 4: Annual Trends, Age Group



Comparison with NI Population

Compared with the population generally³, males, and young men in particular, were over-represented among complainants (Figure 5, Table 5). Males made up 71% of complainants compared with 49% of the population. Whilst cumulatively males aged up to 44 made up 31% of the population, they comprised half of complainants. Within the age bands presented, the biggest differentials between complainants and the population were for males aged under 16, 18-24 years and 25-34. There is some research evidence to suggest that young men may be more likely to come into contact with the police and, because of the nature of the contact, to also be more likely to experience inappropriate police behaviour.⁴

Figure 5: Age Group, Male Complainants and Census

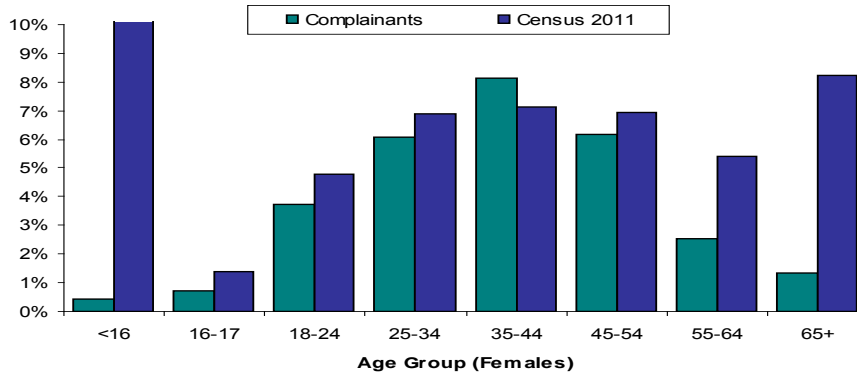


³ Northern Ireland Statistics and Research Agency, Census 2011

⁴ Improving Engagement: Building Trust in Policing with Young People; Shared Space No. 11 March 2011, Community Relations Council

Females were generally under-represented within the complainant profile, comprising 51% of the population compared with 29% of complainants (Figure 6, Table 6). The greatest differentials were for girls under 16 years old and women aged 65 and over.

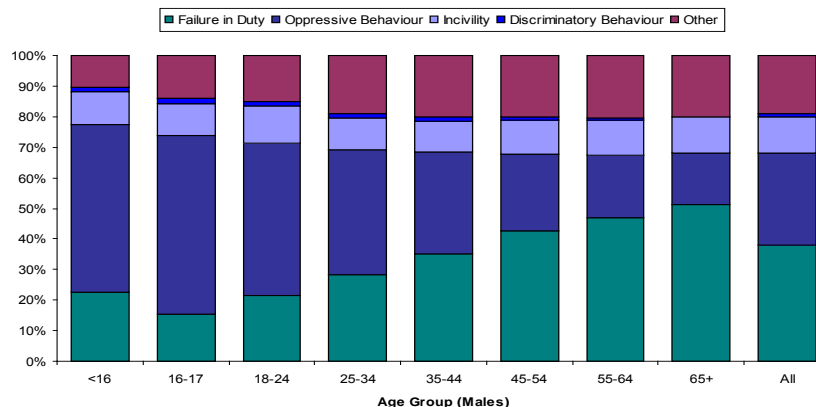
Figure 6: Age Group, Female Complainants and Census



Allegations

Male complainants were generally more likely to make allegations of Oppressive Behaviour than females, whilst female complainants were more likely than males to make allegations of Failure in Duty or Incivility. There were differences in the types of allegation made by men and women of different age groups. Oppressive Behaviour accounted for the greatest proportion of allegations made by males in age groups under 35. The likelihood of making Oppressive Behaviour allegations decreases with age and, for 18 year-olds and over, the likelihood of alleging Failure in Duty increases with age (Figures 7 and 8, Table 7).

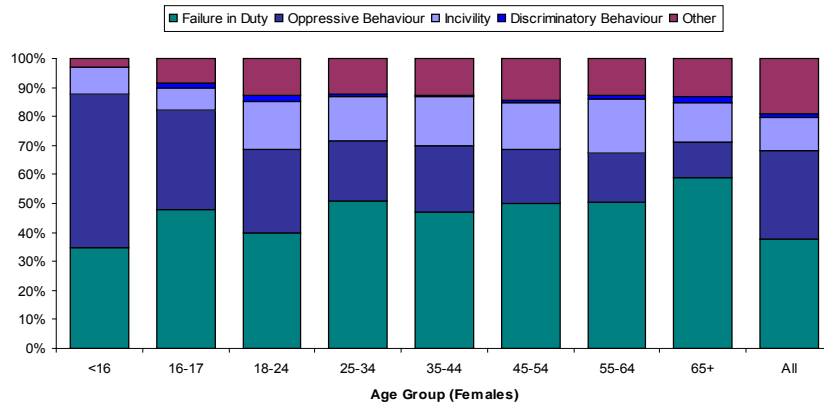
Figure 7: Allegations by Age Group (Males)



For females across all age bands 16 and over, the greatest proportions of allegations were of Failure in Duty. The likelihood of making allegations of Oppressive Behaviour

generally decreased with age. Females aged over 18 years were more likely to allege incivility than those aged 16-17 (Figure 8).

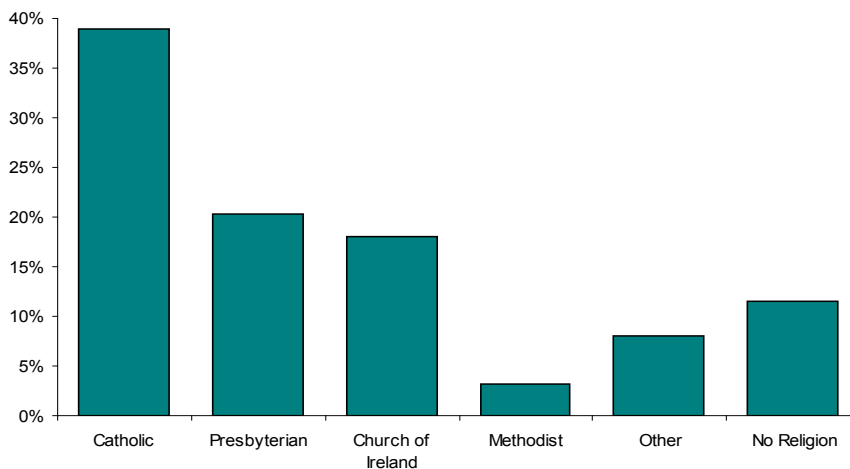
Figure 8: Allegations by Age Group (Females)



Religious Belief

Thirty-nine percent of complainants were Catholic, 20% Presbyterian, 18% Church of Ireland, 3% Methodist, 8% had 'Other' beliefs and 11% had no religious belief (Figure 9, Table 8).

Figure 9: Religious Belief⁵

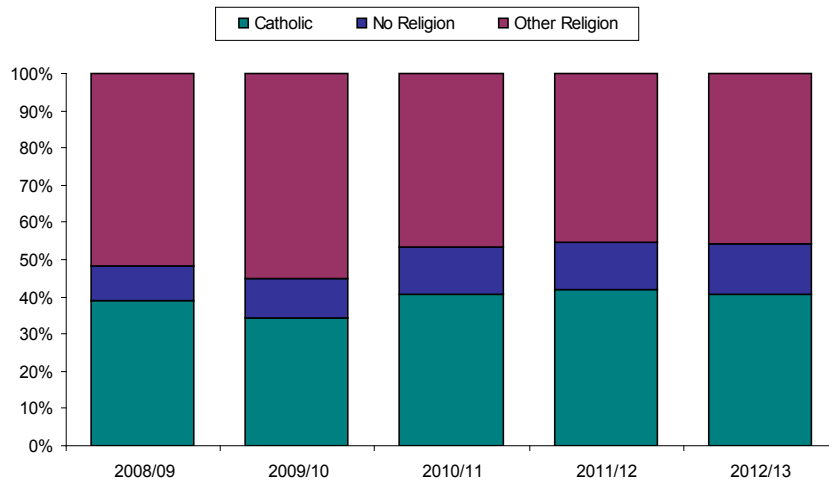


Trends

Following a fall in 2009/10, the proportions of Catholic complainants were generally stable over the past three years. The proportion of complainants with no religious belief has been increasing over the past five years, whilst the proportions with other religious beliefs have generally fallen (Figure 10, Table 9).

⁵ 'Other' includes Other Christian Beliefs and Other Religious Beliefs.

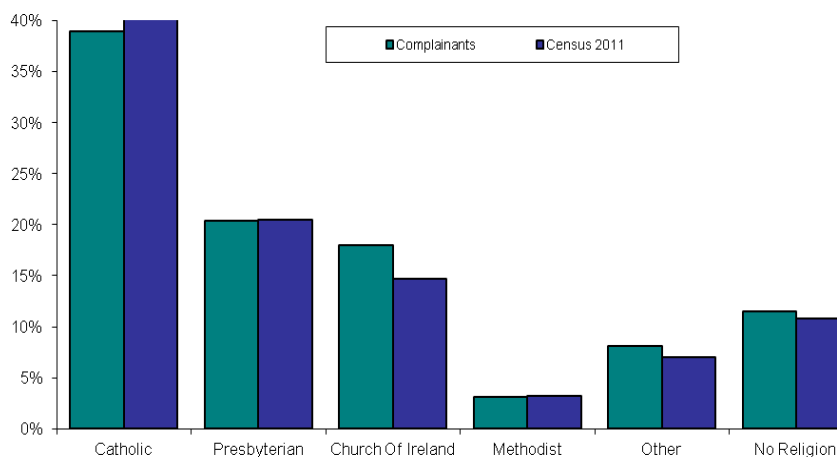
Figure 10: Annual Trends, Religious Belief



Comparison with NI Population

The profile of complainants was slightly different to that of the population generally, based on the 2011 population Census⁶. There was a lower proportion of Catholic complainants and a higher proportion of complainants had a Church of Ireland or ‘other’ religious belief than was found in the population (Figure 11, Table 10).

Figure 11: Religious Belief, Complainants and Census



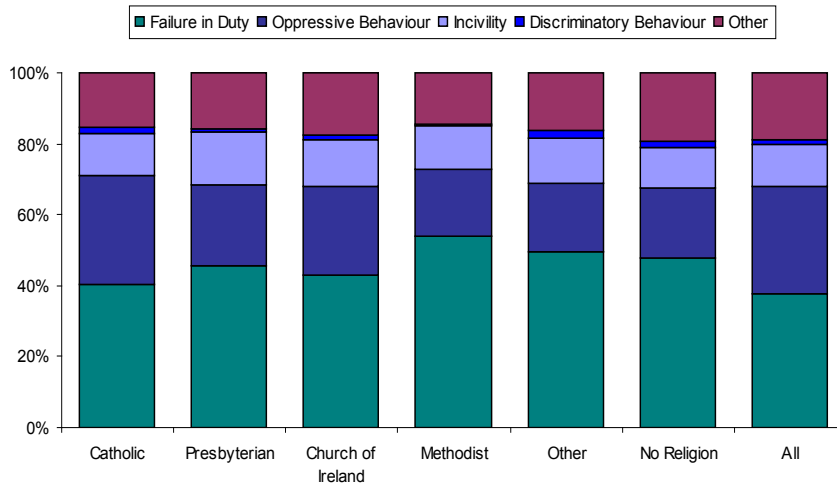
Allegations

There were some differences in the types of allegation made across the various religious beliefs (Figure 12, Table 11). Complainants with a Methodist faith were more likely than Catholic, Presbyterian or Church of Ireland complainants to allege Failure in Duty and Presbyterians were more likely to make allegations of Failure in Duty than

⁶Northern Ireland Statistics and Research Agency, Census 2011

Catholics. Catholic complainants were more likely to allege Oppressive Behaviour than complainants of all other religions or no religion. Presbyterian complainants were more likely than those with Catholic or no religious beliefs to allege Incivility. Complainants with an 'other' religious belief or no religious beliefs were more likely to allege Discriminatory Behaviour than complainants of all other faiths.

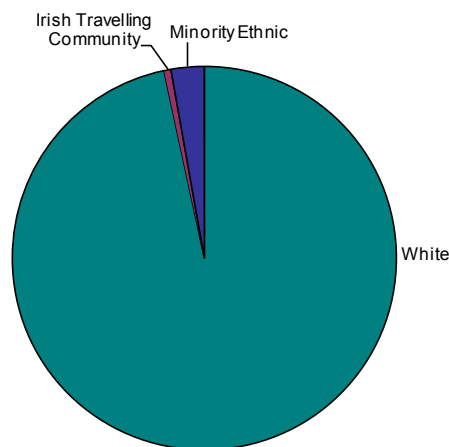
Figure 12: Allegations by Religious Belief



Racial Group

Ninety-seven percent of complainants were White (Figure 13, Table 12). Three percent of respondents were from minority ethnic racial groups (including just over 0.5% who were from the Irish Travelling Community). Whilst every effort is made to monitor according to the main racial groups in Northern Ireland, the majority of the minority ethnic respondents described themselves as belonging to 'other' race or ethnic groupings.

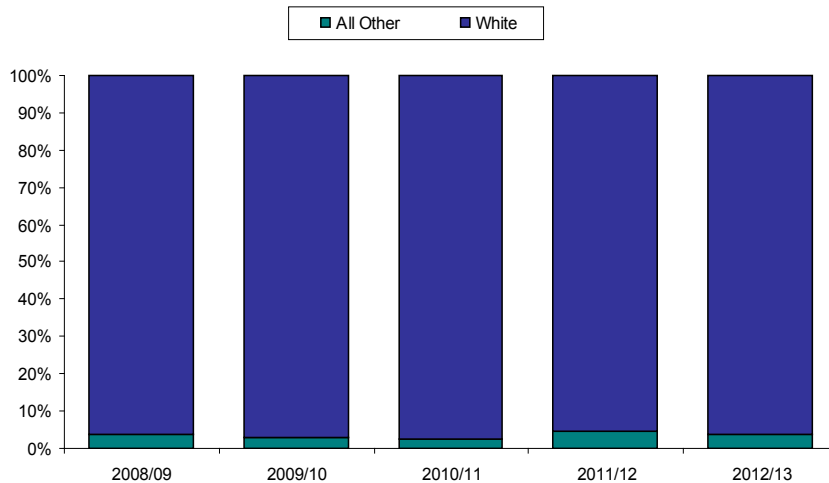
Figure 13: Racial Group



Trends

The proportion of ethnic minority complainants has fluctuated by one or two percentage points year-on-year and reached a peak of 5% in 2011/12 (Figure 14, Table 13).

Figure 14: Annual Trends, Racial Group

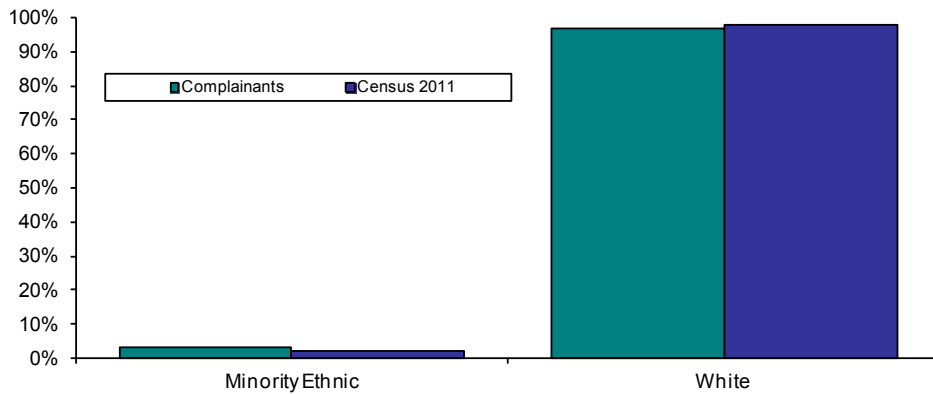


Comparison with NI Population

Because of the relatively small proportions of minority ethnic racial groupings in Northern Ireland and the small numbers of complainants involved, it is not possible to make a reliable comparison of the racial profile of complainants against the population generally. However, one general observation is that there appears to be a greater proportion of complainants who were from ethnic minorities than one would expect from the general population, based on 2011 Census figures⁷ although this observation should be interpreted with caution, given the high proportions of young men in the complainant profile (Figure 15 Table 14).

⁷ Northern Ireland Statistics and Research Agency, Census 2011

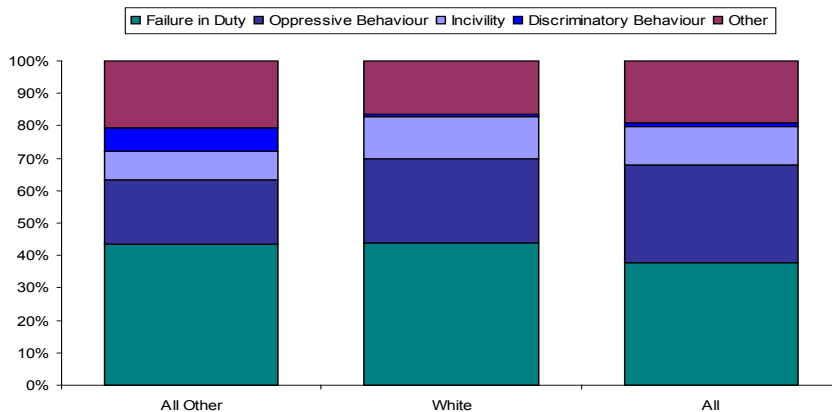
Figure 15: Racial Group, Complainants and Census



Allegations

There were some differences in the types of allegation made by White and by minority ethnic complainants (Figure 16, Table 15). Overall, the greatest proportions of allegations made by both White and minority ethnic complainants were of Failure in Duty. Complainants with a White racial group were more likely to allege Oppressive Behaviour than minority ethnic complainants. Allegations of Discriminatory Behaviour comprised 1% of allegations made by White complainants, but accounted for 7% of those made by complainants from ethnic minorities. A greater proportion of minority ethnic complainants made allegations outside of the ‘main’ allegation types than white complainants.

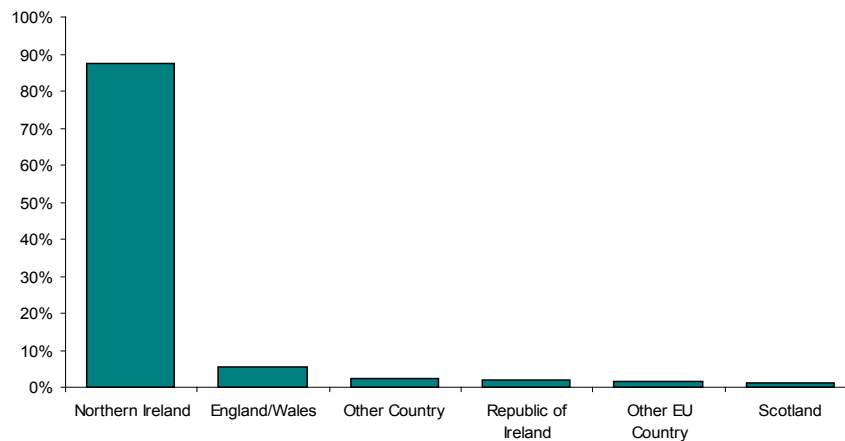
Figure 16: Allegations by Racial Group



Country of Birth

Following Police Ombudsman sponsored research into the experiences of Black and Minority Ethnic Communities in Northern Ireland⁸ a question on Country of Birth was added to the complainant monitoring form in April 2006. Between 2008/09 and 2012/13, 87% of complainants had been born in Northern Ireland, 6% had been born in England or Wales, 2% in the Republic of Ireland, 1% in Scotland, 2% in other European countries and 2% in other countries outside the European Union (EU) (Figure 17, Table 16).

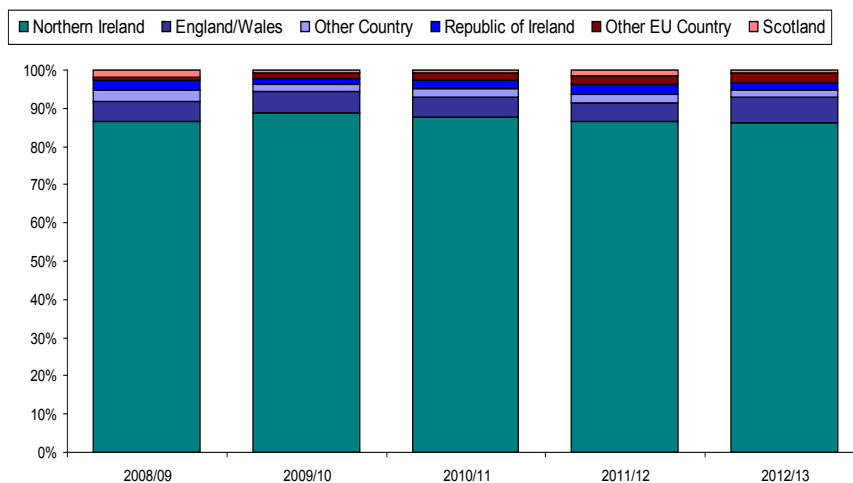
Figure 17: Country of Birth



Trends

There has been a stable trend in the country of birth of complainants, with almost nine out of ten complainants having been born in Northern Ireland each year (Figure 18, Table 17).

Figure 18: Annual Trends, Country of Birth

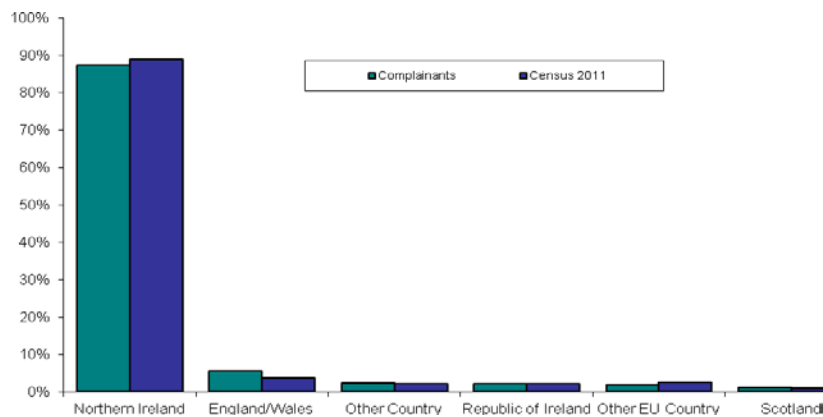


⁸ Policing, Accountability and the Black and Minority Ethnic Communities in Northern Ireland, Institute for Conflict Research, 2006

Comparison with NI Population

A lower proportion of complainants had been born in Northern Ireland or in other EU countries compared with the general population, whilst a larger proportion of complainants were born in England/Wales. The distributions of other countries of birth were similar (Figure 19, Table 18)⁹.

Figure 19: Country of Birth, Complainants and Census



Allegations

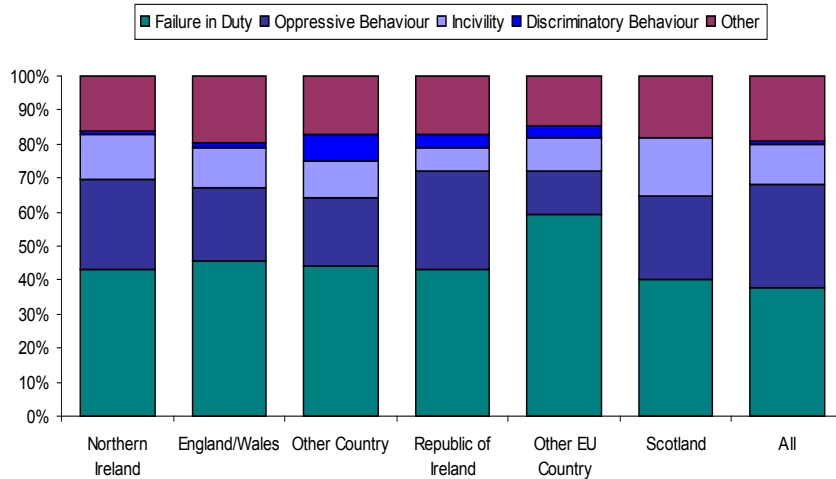
Failure in Duty made up the greatest proportion of allegations made by complainants irrespective of their country of birth. However, complainants who were born in an EU country outside of the UK and Republic of Ireland were more likely than all other complainants to make allegations of this type.

Complainants born in both Northern Ireland and the Republic of Ireland were more likely to allege Oppressive Behaviour than complainants born in other EU countries. Complainants born in other EU countries were less likely than those born in Northern Ireland or Scotland to allege Incivility.

Complainants born outside of the EU were more likely to allege Discriminatory Behaviour than those born in Northern Ireland, Scotland, or England/Wales. Complainants born in the Republic of Ireland were more likely than those born in England/Wales to allege Discriminatory Behaviour. Northern Ireland born complainants were less likely to allege Discriminatory Behaviour than complainants from the Republic of Ireland or other EU countries (Figure 20, Table 19).

⁹ Northern Ireland Statistics and Research Agency, Census 2011

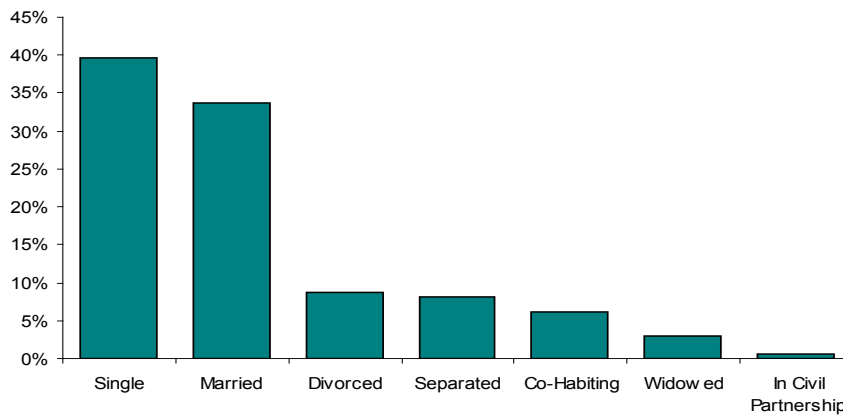
Figure 20: Allegations by Country of Birth



Marital Status

The greatest proportion of complainants were single (40%); 34% were married, 9% were divorced, 8% were separated, 6% were living with a partner, 3% were widowed and 1% were in civil partnership (Figure 21, Table 20).

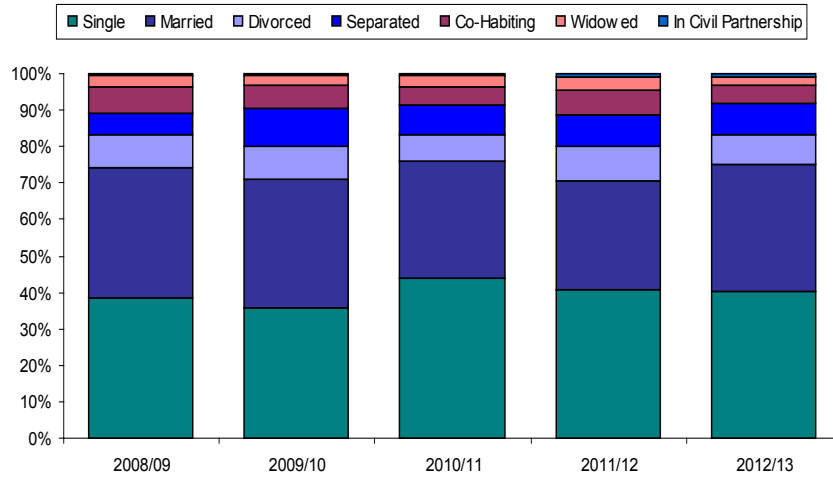
Figure 21: Marital Status



Trends

The proportion of complainants who were single has fluctuated between 36% in 2009/10 and 44% in 2010/11. The proportion of married complainants fell between 2008/09 and 2011/12, whilst the proportion of separated complainants rose between 2008/09 and 2009/10 (Figure 22, Table 21).

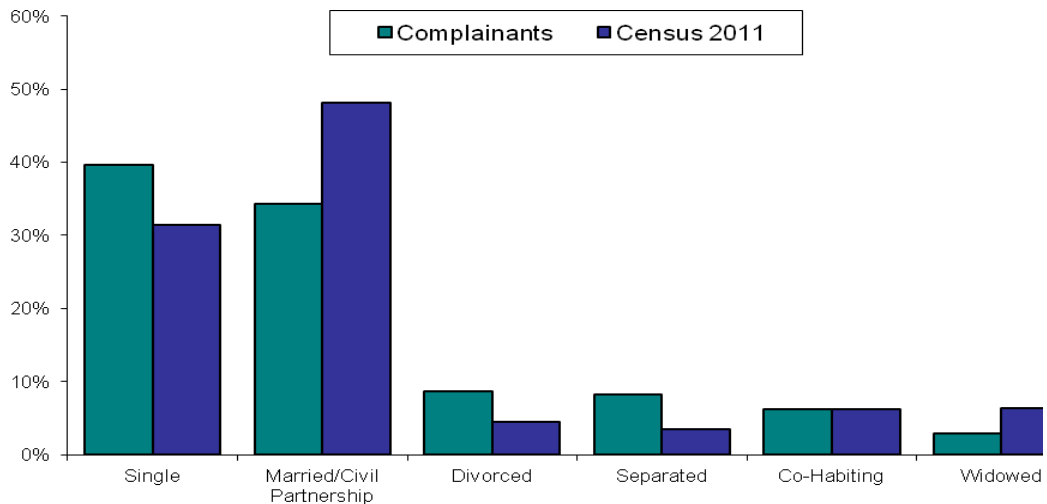
Figure 22: Annual Trends, Marital Status



Comparison with NI Population

The marital status profile of complainants was not what would be expected from the population profile based on the 2011 Census findings on 'Living Arrangements'¹⁰ (Figure 23, Table 22). There were greater proportions of single, divorced or separated complainants compared with the population generally. People who were married or widowed were under-represented among complainants compared with the population generally.

Figure 23: Marital Status, Complainants and Census

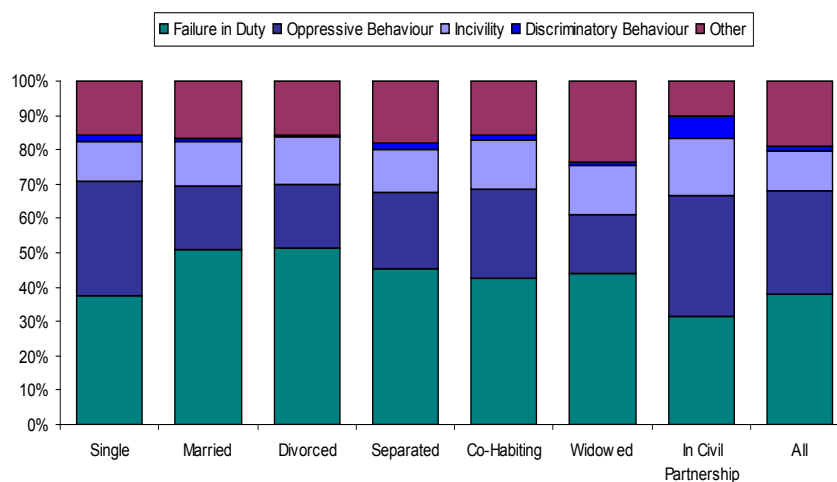


¹⁰ Northern Ireland Statistics and Research Agency, Census 2011; the 'Living Arrangements' statistics are more comparable to OPONI data than Census 'Marital Status' statistics, as they include the category of Co-habiting.

Allegations

There were some differences in the types of allegation made depending on the marital status of complainants (Figure 24, Table 23). Failure in Duty was the most common allegation type made by complainants of all marital statuses except for those in civil partnership, for whom Oppressive Behaviour was the most common allegation type. Complainants who were in civil partnership were most likely of all to make allegations of Oppressive Behaviour. Married or divorced complainants were more likely to allege Failure in Duty than all others, except for those who were widowed. Single complainants were more likely to allege Oppressive Behaviour than those of all other marital statuses, except for those in civil partnership. Co-habiting complainants were more likely to allege Oppressive Behaviour than those who were divorced, married, separated or widowed. Complainants who were in civil partnership were more likely to allege Discriminatory Behaviour than complainants who were married, divorced, co-habiting or widowed.

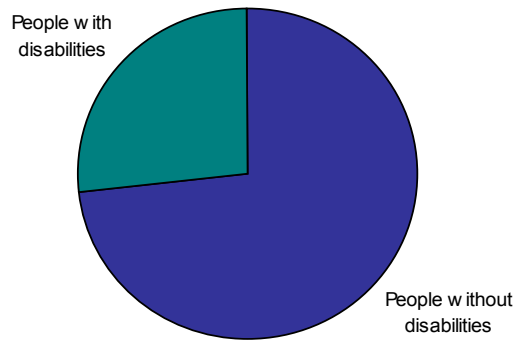
Figure 24: Allegations by Marital Status



Disability

Disability is a complex concept and there are a number of ways of defining it. For monitoring purposes we provided respondents with a description of disability as defined by the Disability Discrimination Act (1995) and asked whether or not they considered themselves to be disabled. Twenty-seven percent of complainants stated that they had a disability and 73% stated that they did not (Figure 25, Table 24).

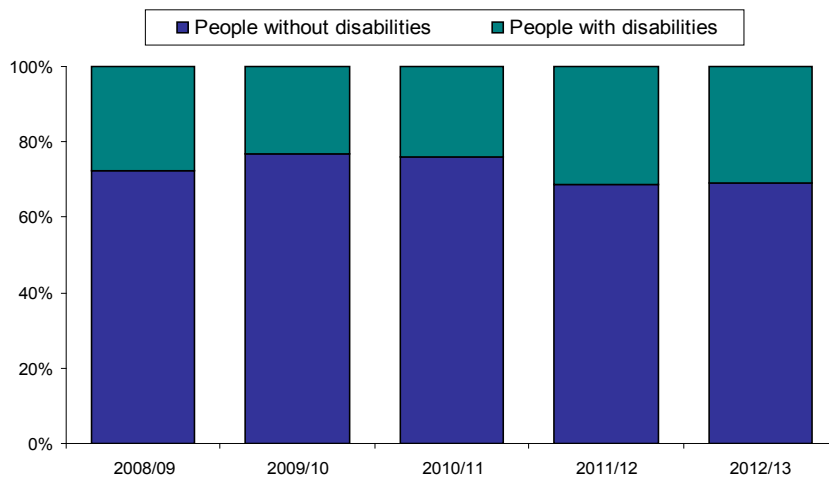
Figure 25: Disability



Trends

The proportion of complainants with disabilities decreased between 2008/09 and 2009/10 but increased to its highest levels during 2011/12 and 2012/13 (Figure 26, Table 25).

Figure 26: Annual Trends, Disability



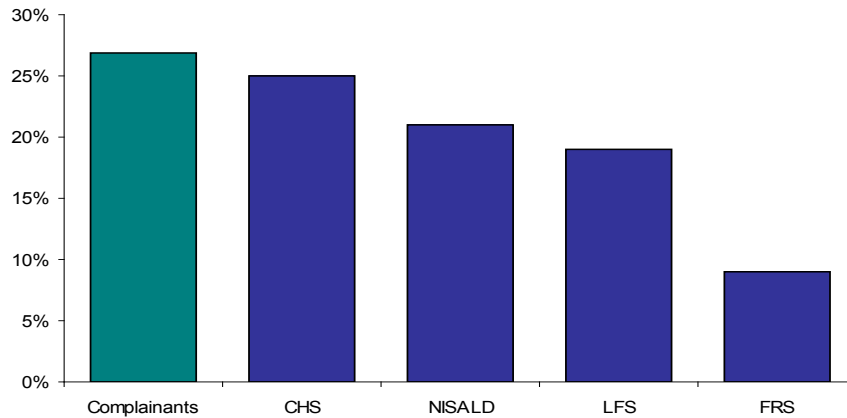
Comparison with NI Population

There is no one definitive accepted measure of the level of disability in Northern Ireland. A number of government departments have estimated the level based on survey or administrative data, depending on their particular policy needs. The level reported by complainants is high compared with some Northern Ireland wide surveys; the NI Survey of People with Activity Limitations and Disabilities (NISALD)¹¹ estimated that 21% of the adult population in Northern Ireland are limited in their daily activities

¹¹ Northern Ireland Statistics and Research Agency, The Prevalence of Disability and Activity Limitations Amongst Adults and Children Living in Private Households in Northern Ireland, Bulletin 1, July 2007

for reasons associated with a disability or long-term condition. The Family Resources Survey (FRS)¹² estimated 9% of adults to be permanently sick or disabled and the Northern Ireland Labour Force Survey (LFS)¹³ estimated that 20% of respondents (from the working age population) had a current long-term disability. However, the NI Continuous Household Survey (CHS)¹⁴ estimated that 23% of adults are disabled (Figure 27, Table 26).

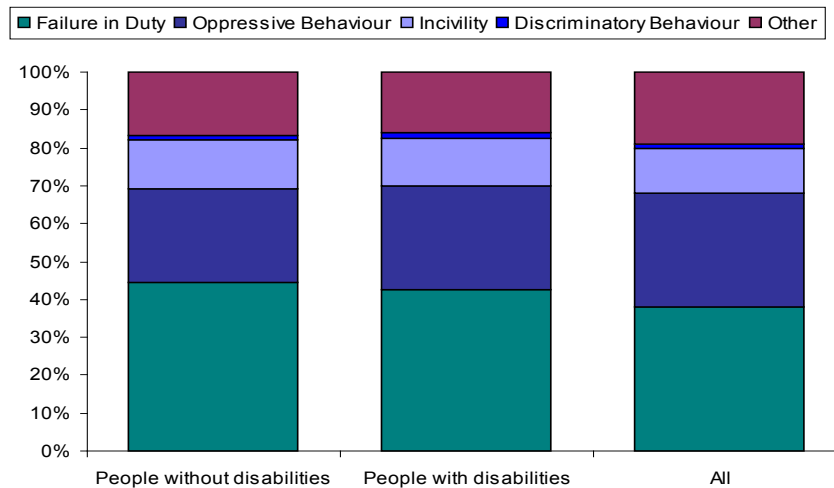
Figure 27: Disability, Complainants and Survey Measures



Allegations

There were no significant differences in the types of allegations made by complainants with a disability compared with those who did not have a disability (Figure 28, Table 27).

Figure 28: Allegations by Disability Status



¹² Department of Social Development, Family Resources Survey 2010/11

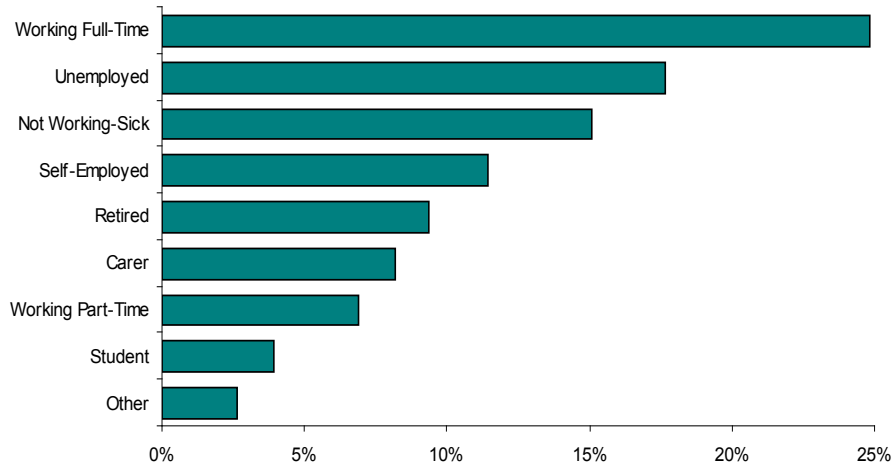
¹³ Department of Enterprise, Trade and Investment, Labour Force Survey Quarterly Bulletin, October-December 2012

¹⁴ Northern Ireland Statistics and Research Agency, Continuous Household Survey 2010/11

Employment

The greatest proportion of complainants were working (43% employed full-time or part-time or self-employed) (Figure 29, Table 28). Almost one in five was unemployed. Smaller proportions were not working due to illness, or were retired.

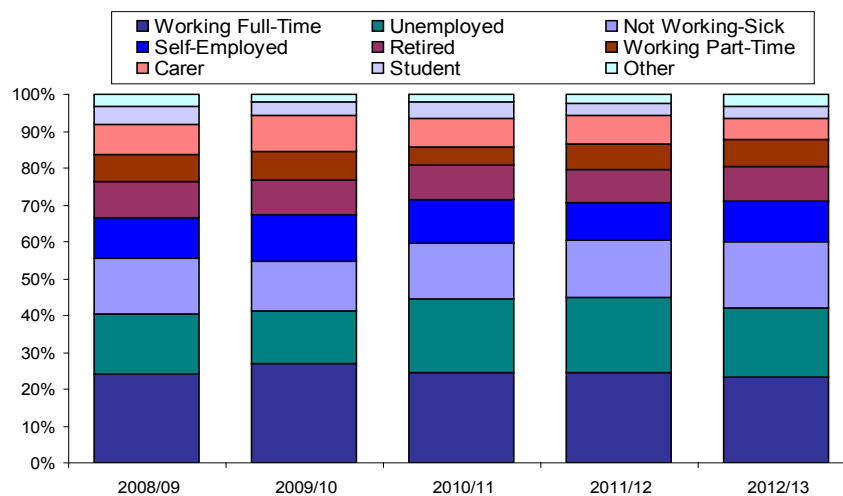
Figure 29: Employment Status



Trends

There have been fluctuations in the employment status of complainants over the past five years. Between 2008/09 and 2012/13 the proportions who were unemployed or were not working due to illness increased, while the proportions who were carers or students fell (Figure 30, Table 29).

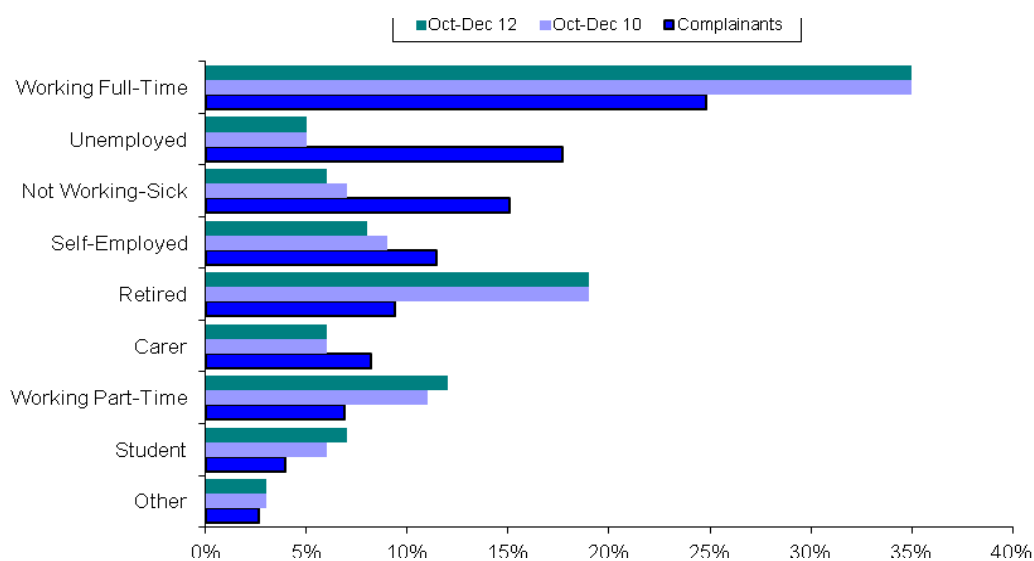
Figure 30: Annual Trends, Employment Status



Comparison with NI Population

The profile of the employment status of complainants is somewhat different to that of the population generally, based on the Northern Ireland Labour Force Survey (LFS)¹⁵ (Figure 31, Table 30). The most marked difference was for unemployed people, who accounted for 3-5% of the working age population compared with 18% of complainants. Complainants were also more likely to be self-employed or carers and less likely to be working full-time or part-time or retired compared with the general population. Complainants were also more likely to be out of work due to illness or disability.

Figure 31: Employment Status, Complainants and NI Labour Force



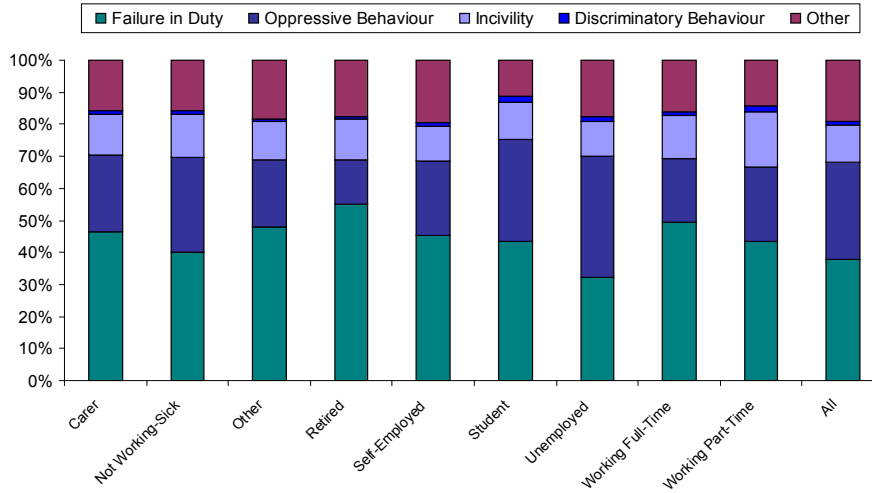
Allegations

There were some differences in the types of allegation made according to the employment status of the complainant (Figure 32, Table 31).

The most common allegation type made by complainants was Failure in duty, apart from unemployed complainants, for whom the most frequent allegation type was Oppressive Behaviour. Unemployed complainants were more likely to allege Oppressive Behaviour than any of the others. Retired complainants were least likely of all to make allegations of Oppressive Behaviour. Complainants who were working part-time were more likely than others to make allegations of Incivility.

¹⁵ Department of Enterprise, Trade and Investment, Labour Force Survey October-December 2009, 2011 and 2012

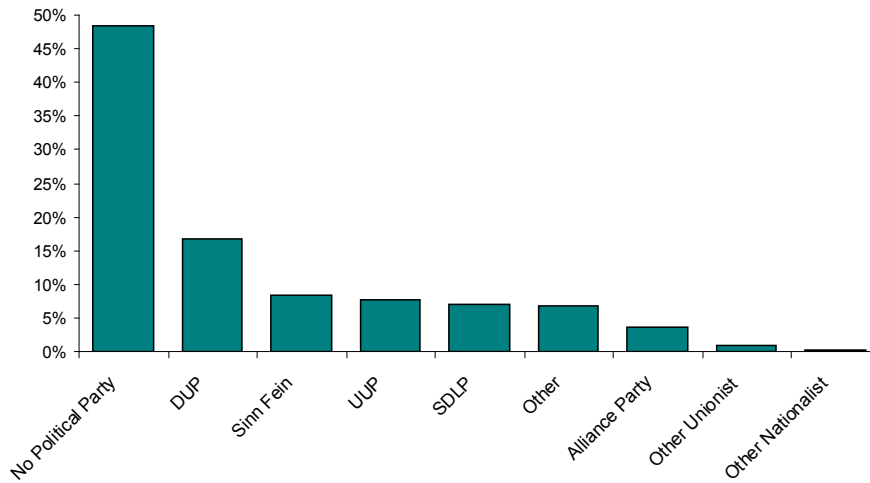
Figure 32: Allegations by Employment Status



Political Opinion

The greatest proportion of complainants (49%) supported no political party; 17% supported the DUP, 8% supported Sinn Fein, 8% supported the UUP, 7% supported the SDLP, 4% supported the Alliance Party, and 8% supported other parties (Figure 33, Table 32).

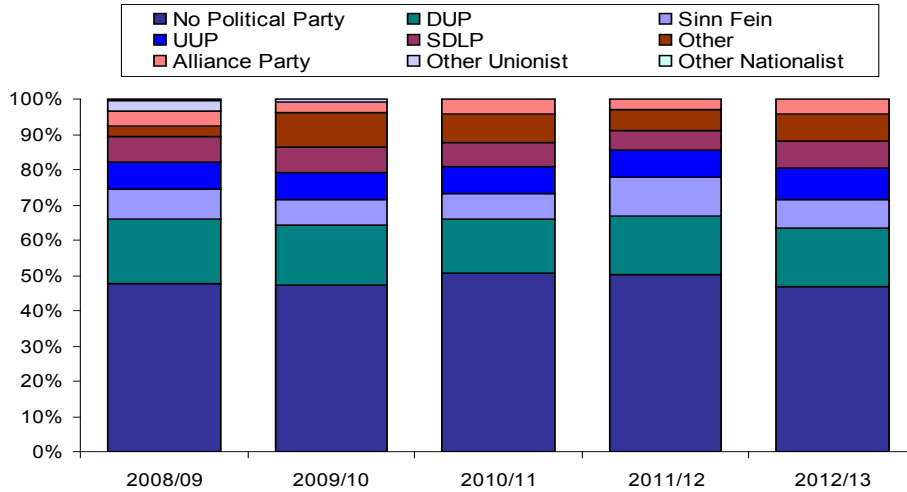
Figure 33: Political Opinion



Trends

The proportion of complainants who supported parties outside of Northern Ireland's main political parties was considerably lower in 2008/09 than in any other year (Figure 34, Table 33).

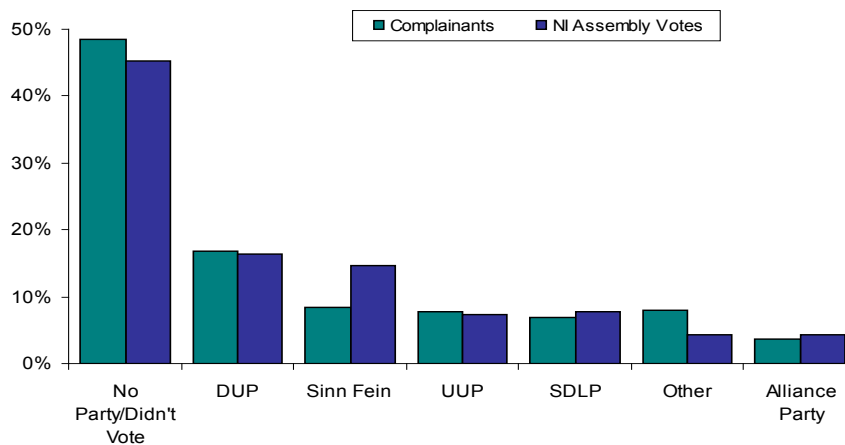
Figure 34: Annual Trends, Political Opinion



Comparison with NI Population

The political opinion profile of complainants is slightly different to that of the population generally, based on voting patterns to the NI Assembly in 2011¹⁶ (Figure 35, Table 34). The proportions of complainants who supported Sinn Fein or the SDLP were smaller than the proportions of votes cast in the 2011 Assembly elections. The proportions of complainants who supported the main Unionist parties in Northern Ireland or ‘other’ parties or did not support any political party were greater than might be expected compared with voting patterns.

Figure 35: Political Opinion, Complainants and NI Assembly Votes



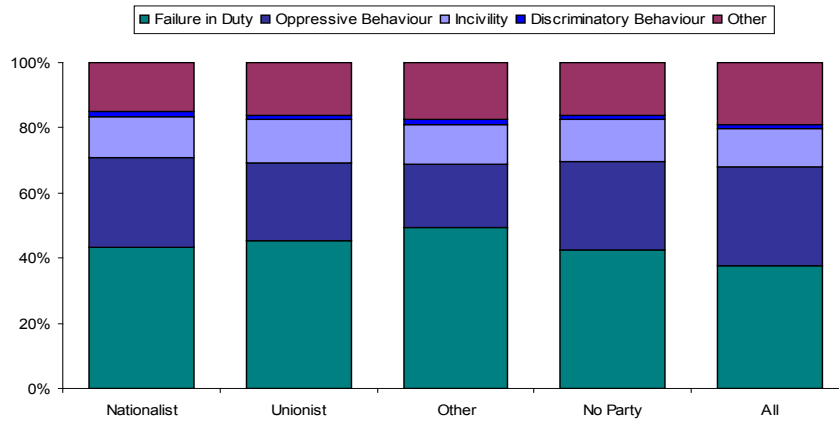
Allegations

Complainants who supported ‘Other’ parties outside of the Nationalist/Unionist categories were more likely to allege Failure in Duty than those who supported the

¹⁶ Electoral Office, 2011 Northern Ireland Assembly Elections

Nationalist/Unionist parties or no party. Nationalists or complainants supporting no party were more likely to allege Oppressive Behaviour than Unionists or those supporting 'other' political parties (Figure 36, Table 35).

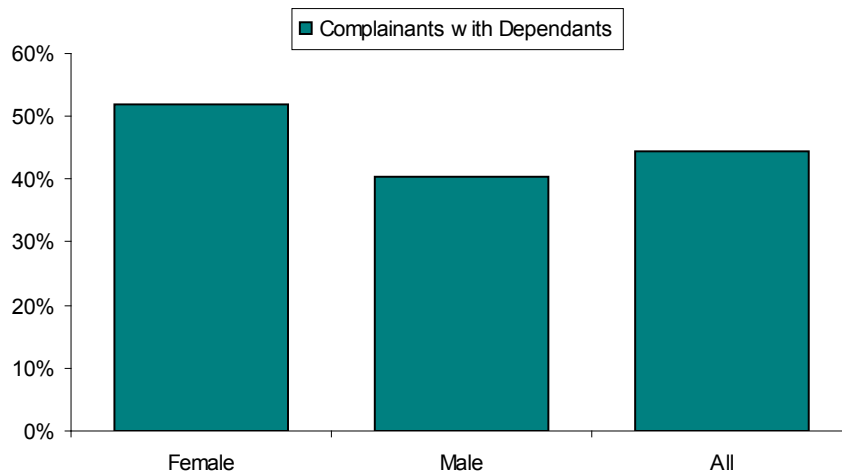
Figure 36: Allegations by Political Opinion



Dependants

Forty-four percent of complainants stated that they had dependants and 56% stated that they did not. Female complainants were more likely than male complainants to state that they had dependants (Figure 37, Table 36). Most complainants stated that their dependants were spouses, partners, children or elderly parents or relatives.

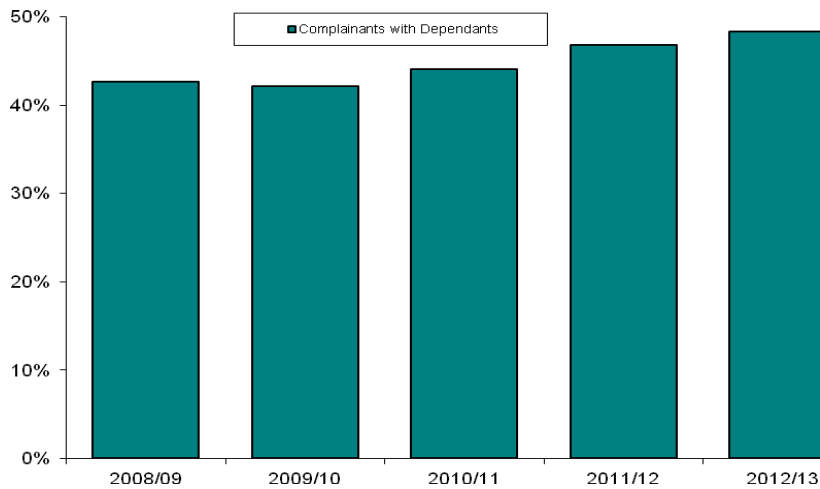
Figure 37: Persons with Dependents



Trends

The proportion of respondents stating that they had dependants increased between 2009/10 and 2012/13 (Figure 38, Table 37).

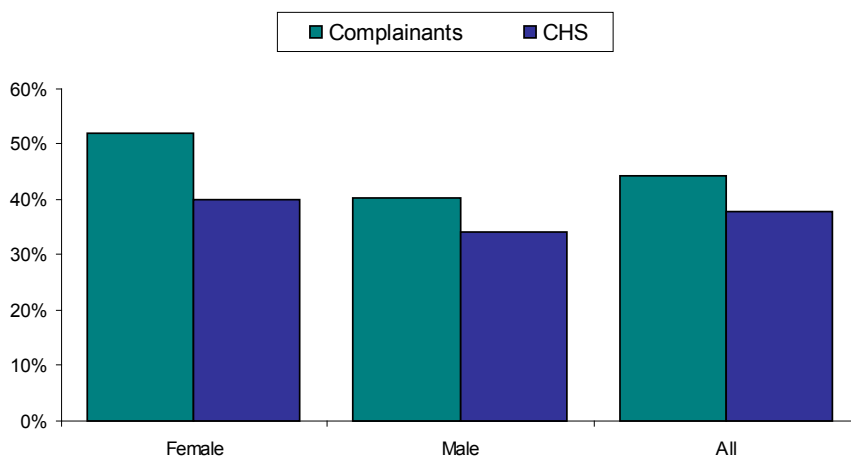
Figure 38: Annual Trends, Persons with Dependants



Comparison with NI Population

There is no definitive accepted measure of the number of individuals in Northern Ireland who have dependants. A number of government departments have estimated the level based on survey or administrative data, depending on their particular policy needs. The NI Continuous Household Survey (CHS)¹⁷ estimated that 38% of adults have dependant children (34% of males and 40% of females), a lower level than the 44% overall figure estimated by the monitoring data. The CHS data will not, however, cover all dependants, including other relatives, friends, neighbours etc., which is captured by the complainant data and this may account to some degree for the differences found (Figure 39, Table 38).

Figure 39: Dependants, Complainants and CHS

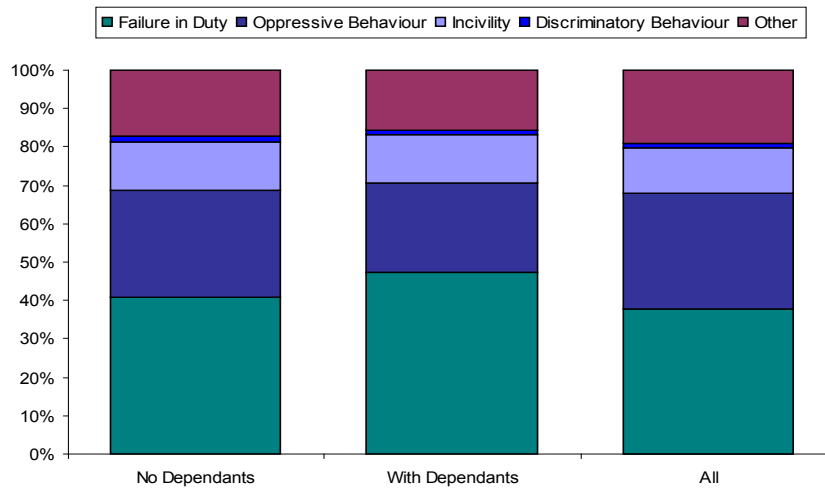


¹⁷ Northern Ireland Statistics and Research Agency, Continuous Household Survey 2010/11

Allegations

There were some differences in the types of allegation made according to whether or not the complainant had dependants (Figure 40, Table 39). Complainants who had dependants were more likely to allege Failure in Duty and less likely to allege Oppressive Behaviour than those who did not have dependants.

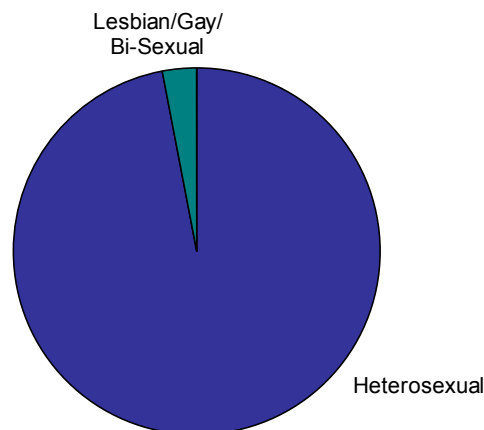
Figure 40: Allegations by Dependant Status



Sexual Orientation

Overall, 3% of complainants declared that they were Lesbian, Gay or Bisexual (LGB) (Figure 41, Table 40).

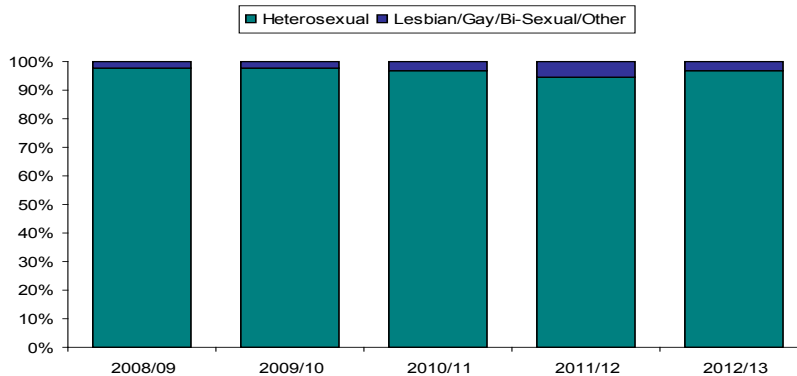
Figure 41: Sexual Orientation



Trends

The proportion of complainants who were Lesbian, Gay or Bisexual increased between 2008/09 and 2011/12 (Figure 42, Table 41).

Figure 42: Annual Trends, Sexual Orientation



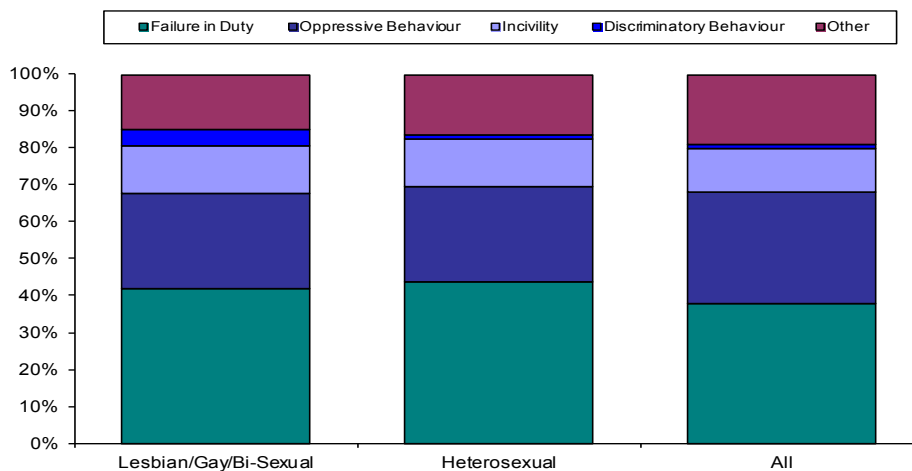
Comparison with NI Population

There is a commonly accepted view that about 10% of people within any population are lesbian or gay men¹⁸. However, there are survey findings which suggest that this could be as low as 1%¹⁹. Thus, it is not clear whether the level of 3% of complainants self-reporting as LGB is representative of the population.

Allegations

LGB complainants were more likely to make allegations of Discriminatory Behaviour than heterosexual complainants. There were no other differences in the levels of specific allegation types made (Figure 43, Table 42).

Figure 43: Allegations by Sexual Orientation



¹⁸ 'Who Lives in a Place like this?', Diversity Matters, Disability Action, Belfast, April 2003

¹⁹ Northern Ireland Life and Times Survey, 2005- 2012, www.ark.ac.uk

Appendix 1: Background and Methodology

The Office of the Police Ombudsman for Northern Ireland was set up by the Police (Northern Ireland) Act 1998 in order to provide an impartial and independent system for investigating complaints against the police in Northern Ireland.

The Office is committed to fulfilling the obligations laid upon it by Section 75 of the Northern Ireland Act (1998) (the “equality duties”). To help us achieve this we send every complainant²⁰ a confidential self-completion questionnaire, asking for information relevant to the nine categories specified in Section 75. As we are committed to providing a service to all individuals and socio-economic groups within our society, we also ask a question on the additional category of employment status, which we consider to be a reliable indicator of economic deprivation.

On receipt of returned questionnaires they are input to the Office’s Case Handling System (CHS) with the complaint data. Only the research staff who are directly involved in the processing of the equality monitoring data have data access permissions. Staff involved in the handling and investigation of the complaint do not, at any time, have access to these data.

The equality database is downloaded and analysed using a combination of DI Diver, Microsoft Excel and SPSS packages. Where possible, reliable comparative population data were obtained from Northern Ireland Statistics and Research Agency (NISRA) and other public bodies. It is not possible to make valid comparisons with police complaints data for other jurisdictions.

The figures in this statistical report are based on information received between April 2008 and March 2013. During this period, the Office received back 4,183 completed questionnaires, representing a sample size of 26% of all complainants. Not all respondents completed every question, resulting in response rates to each question ranging from 19% for the political opinion question to 25% for questions including ethnic origin and employment status (see Appendix 3, Table 1). There were also larger samples of complainants for whom gender and age information was available from administrative data sources.

²⁰ Apart from a very small number who have asked not to be contacted by the office or for whom we have insufficient contact information.

Figures in tables may not add up to 100% due to the effect of rounding. Figures may also be subject to minor revision. The Police Ombudsman Revisions Policy is available at http://www.policeombudsman.org/revisions_policy.

The Office has conducted the Equality Monitoring Survey since it opened in November 2000. All survey findings are published annually and are available on the Office website at <http://www.policeombudsman.org/publications/equality>.

In relation to complaints received between April 2008 and March 2013, the Office received back 4,183 completed questionnaires, representing a sample size of 26% of all complainants. Not all respondents completed all questions, resulting in response rates to each question ranging from 19% for the political opinion question to 25% for questions including ethnic origin and employment status. It should be noted that response rates to this survey have been diminishing in recent years from 36% in 2008/09 to 17% in 2012/13.

In addition to those respondents who declared their gender on the monitoring form, it was also possible to determine a majority of complainants' genders from their title or salutation, so that there was a total sample of 98% for whom gender was known. It was also possible to determine complainants' ages from their date of birth, where it was provided, giving an overall sample of 60% for whom age was known.

Following consultation with children's representative groups, for the first time in this report, compared with previous annual Equality Monitoring reports, we introduced a new age group category of under 16 years, using gender and age data derived from salutation and date of birth. The report does not include any children's data which is derived from the Equality Monitoring Survey. Caution should be exercised when interpreting data related to this age group as the numbers of complainants are very small.

Statistical Significance

Statistical significance tests have been carried out on the findings and differences are only reported where they have been found to be statistically significant at the 5% ($p < 0.05$) level of probability (two tailed). This means that for any observed result that is found to be statistically significant one can be 95% confident that this has not happened by chance.

Data use

The data collected are used by the Office to monitor access to the service provided to the public across the categories specified in Section 75 of the Northern Ireland Act 1998, and to report to the Equality Commission for Northern Ireland. The data may also be used to answer enquiries from the Northern Ireland Assembly, the Department of Justice, Parliament and the public.

Data quality

Equality Monitoring Survey data are considered to be of high quality. Police Ombudsman staff carry out regular quality assurance reviews of all data input into the CHS. For the Equality Monitoring Survey, staff input the data to the CHS and supervisors undertake a 10% data quality check to ensure that transfer of the information is accurate. Where necessary, data may be corrected. There is a possibility of a small number of errors arising from data input, missing data, failure to update data and errors in communication. The Police Ombudsman estimates that the level of error is so small that it has no impact on the quality of statistical reporting. However, where identified, corrections are made to reports as soon as is practicable.

Data limitations

Equality monitoring forms are issued to the vast majority of complainants. However, in some cases forms are not issued, for example when it is impossible to identify the complainant (i.e. the Complaints Officer has recorded the complainant as anonymous), because the complainant's address is not recorded or if only an email address is available. In other cases, complainants may contact the Office to ask to be excluded from future surveys. Whilst Office staff aim to encourage the complainant to complete the survey by explaining its purpose, there are some cases where the complainant still wishes to be excluded. The Police Ombudsman also investigates matters of public interest and complaints which have been referred to him by the Chief Constable, Secretary of State for Northern Ireland, or Director of Public Prosecutions for Northern Ireland. In these cases there is no public complainant and therefore forms are not issued.

The equality monitoring form asks all complainants to provide information on their religious belief, which, in most cases, is a denomination of Christianity. While we have categorised these denominations into the main religious denominations in Northern Ireland according to the Census (2001), there are still quite a number that fall into the category of 'Other Christian'. Within this category there will be a number that could be

regarded as Protestant. However, there are also a number where it is unclear as to whether the complainant may consider themselves to be Protestant. Therefore we are unable to provide information on the number of Protestants.

Non-Response Bias

In any survey there is a possibility of non-response bias. Non-response bias arises if the characteristics of the non-respondents differ from those of respondents. Accurate estimates of non-response can be obtained by comparing the characteristics of the respondents to the equality monitoring survey with the distribution of the same characteristics among complainants generally. To assess how accurately the survey sample reflects complainants generally, the age and gender profile of the complainant sample who returned Equality Monitoring questionnaires (respondents) was compared with the rest of the complainants (non-respondents) using administrative data .

Table (i) shows that in terms of age and gender, the profile of respondents was different to the profile of non-respondents. Women were more likely to respond to the survey than men and older women were more likely to respond than younger women, resulting in the achieved sample having an over-representation of older women. Older men were more likely to respond to the survey than younger men, with younger men therefore being under-represented in the achieved sample.

Table (i): Equality Monitoring Survey respondent profile compared with complainant profile

Gender	Age Group	Respondent Profile	Non-Respondent Profile	All %
Female	16-17	1%	1%	1%
	18-24	4%	4%	4%
	25-34	6%	6%	6%
	35-44	10%	7%	8%
	45-54	8%	5%	6%
	55-64	4%	2%	3%
	65+	2%	1%	1%
	Sub-total		34%	25%
Male	16-17	1%	4%	3%
	18-24	10%	17%	14%
	25-34	12%	19%	16%
	35-44	16%	15%	15%
	45-54	14%	12%	13%
	55-64	8%	4%	6%
	65+	5%	1%	3%
	Sub-total		66%	75%
Total	16-17	1%	5%	3%
	18-24	14%	20%	18%
	25-34	18%	24%	22%
	35-44	25%	22%	23%
	45-54	22%	17%	19%
	55-64	11%	6%	8%
	65+	7%	2%	4%
	Total		4146	5590

When considering the types of allegation made, there is a difference in the distribution of allegation types between all complainants and the sub-group of complainants who returned equality monitoring questionnaires (respondents). For all complainants, 38% of allegations were of Failure in Duty, whilst for respondents, 44% of allegations were about Failure in Duty. Similarly, for all complainants, 30% of allegations were of Oppressive Behaviour, whilst for respondents, 26% of allegations were about Oppressive Behaviour. Thus complainants who make allegations of Oppressive Behaviour were less likely to return equality monitoring questionnaires, whilst those who made Failure in Duty allegations were more likely to return questionnaires (Table (ii)).

Table (ii): Allegation types made by Respondents and Non-respondents

AllegationType	Respondents	Non-respondents	All
Failure in Duty	44%	36%	38%
Oppressive Behaviour	26%	32%	30%
Incivility	13%	11%	12%
Other	4%	6%	6%
Search	4%	4%	4%
Unlawful/Unnecessary Arrest/Detention	3%	4%	3%
Malpractice	2%	2%	2%
Traffic	1%	1%	1%
Discriminatory Behaviour	1%	1%	1%
Mishandling Of Property	1%	1%	1%
Section 55 Referral	0%	1%	1%
Unknown	0%	0%	0%
Total	7877	21324	29201

COMPLAINANT MONITORING FORM

IN CONFIDENCE

This form asks you to supply some information about yourself. We are asking you for this information because by law the Police Ombudsman has to look at trends in complaints against the police.

Your help in supplying this information is very much appreciated.

If you are under 16 years of age you do not need to fill in this form.

1. AGE

How old are you?

2. GENDER

Please tick one box.

Male

Female

3. MARITAL STATUS

Please tick one box.

Single

Married

In Civil Partnership

Co-habiting (living together)

Separated

Divorced

Widowed

4. EMPLOYMENT STATUS

Please tick one box.

Looking after home and/or family

Student

Not working because you are permanently sick

Unemployed

Retired

Working full-time

Self employed

Working part-time

Other (Please State)

5. RELIGIOUS BELIEF

Please tick one box.

Catholic

Methodist

Church of Ireland

Presbyterian

No Religion

Other Christian (Please State)

Other Religious Belief (Please State)

PLEASE TURN OVER

6. RACE

Please tick one box.

Bangladeshi	<input type="checkbox"/>	Irish Travelling Community	<input type="checkbox"/>
Black African	<input type="checkbox"/>	Mixed Ethnic Group	<input type="checkbox"/>
Black Caribbean	<input type="checkbox"/>	Pakistani	<input type="checkbox"/>
Chinese	<input type="checkbox"/>	White	<input type="checkbox"/>
Indian	<input type="checkbox"/>	Other (Please State)	<input type="text"/>

7. COUNTRY OF BIRTH

Please tick one box.

Northern Ireland	<input type="checkbox"/>	England	<input type="checkbox"/>	Scotland	<input type="checkbox"/>	Wales	<input type="checkbox"/>	Republic of Ireland	<input type="checkbox"/>
Other EU Country (Please State)	<input type="text"/>	Other Country (Please State)	<input type="text"/>						

8. DISABILITY

The Disability Discrimination Act (1995) defines disability as "a physical or mental impairment which has a substantial and adverse effect on a person's ability to carry out normal day to day activities". In these terms, do you consider yourself to be disabled?

Yes No

If 'Yes', please state the nature of your disability.

9. SEXUAL ORIENTATION

Please tick one box.

Bi-sexual	<input type="checkbox"/>	Lesbian	<input type="checkbox"/>	Homosexual (gay)	<input type="checkbox"/>
Heterosexual (straight)	<input type="checkbox"/>	I do not wish to answer this question	<input type="checkbox"/>		

10. DEPENDANTS

Do you have personal responsibility for the care of ...? (Tick each box that applies to your circumstances)

A child or children A person with a disability A dependent elderly person

Another dependent person - please provide details

None of the above

11. POLITICAL OPINION

Please indicate from the list below the political party that best represents your current political opinion.

The Alliance Party	<input type="checkbox"/>	The Democratic Unionist Party (DUP)	<input type="checkbox"/>
Sinn Féin	<input type="checkbox"/>	The Social Democratic & Labour Party (SDLP)	<input type="checkbox"/>
The Ulster Unionist Party (UUP)	<input type="checkbox"/>	No Political Party	<input type="checkbox"/>
I do not wish to answer this question	<input type="checkbox"/>	Other (Please State)	<input type="text"/>

Thank you for completing this form

Appendix 3: Statistical Tables

Note that proportions may not always add to 100% due to the effects of rounding.

Table 1: Response Rates

Response Rates	Number of Responses	Response Rate
Gender*	15992	98%
Age*	9754	60%
Marital Status	4143	25%
Religion	4119	25%
Employment Status	4084	25%
Country Of Birth	4054	25%
Ethnic Origin	4027	25%
Disability	3997	24%
Dependants	3927	24%
Sexual Orientation	3793	23%
Political Opinion	3154	19%

*Includes data sourced from salutation and date of birth given

Table 2: Gender and Age Group

Age Group	Female	Female %	Male	Male %	Total	Total %
< 16	44	0%	188	2%	233	2%
16-17	70	1%	253	3%	324	3%
18-24	364	4%	1354	14%	1722	18%
25-34	591	6%	1537	16%	2131	22%
35-44	792	8%	1472	15%	2270	23%
45-54	603	6%	1268	13%	1876	19%
55-64	245	3%	548	6%	794	8%
65+	130	1%	274	3%	404	4%
Number of complainants with age and gender information available	2839	29%	6894	71%	9754	100%

Table 3: Gender by year

	2008/09	2009/10	2010/11	2011/12	2012/13
Female	31%	31%	29%	29%	29%
Male	69%	69%	71%	71%	71%
Number of complainants with gender information available	3003	3440	3236	3214	3099

Table 4: Age Group by year

	2008/09	2009/10	2010/11	2011/12	2012/13
<16	3%	2%	2%	2%	2%
16-17	4%	3%	4%	3%	2%
18-24	18%	17%	21%	17%	15%
25-34	18%	20%	21%	25%	25%
35-44	25%	24%	23%	22%	23%
45-54	19%	21%	18%	19%	20%
55-64	8%	9%	6%	8%	8%
65+	4%	4%	5%	4%	4%
Number of complainants with age information available	1768	1927	1662	2217	2180

Table 5: Age Group (Male Complainants) and Census

Age Group	Males	Census 2011
< 16	2%	11%
16-17	3%	1%
18-24	14%	5%
25-34	16%	7%
35-44	15%	7%
45-54	13%	7%
55-64	6%	5%
65+	3%	6%
Number of complainants / population	71%	49%

Table 6: Age Group (Female Complainants) and Census

Age Group	Females	Census 2011
< 16	0%	10%
16-17	1%	1%
18-24	4%	5%
25-34	6%	7%
35-44	8%	7%
45-54	6%	7%
55-64	3%	5%
65+	1%	8%
Number of complainants / population	29%	51%

Table 7: Allegation Types by Gender and Age group

Allegation Type	< 16	16-17	18-24	25-34	35-44	45-54	55-64	65+	All
Females									
Failure in Duty	35%	48%	40%	51%	47%	50%	50%	59%	48%
Oppressive Behaviour	53%	34%	29%	21%	23%	19%	17%	12%	22%
Incivility	9%	8%	17%	15%	17%	16%	19%	14%	16%
Discriminatory Behaviour	0%	2%	2%	1%	1%	0%	1%	2%	1%
Other	3%	9%	13%	12%	13%	15%	13%	13%	13%
Number of allegations (Females)	66	117	688	1049	1413	1061	390	190	4974
Males									
Failure in Duty	23%	16%	21%	28%	35%	43%	47%	51%	32%
Oppressive Behaviour	55%	58%	50%	41%	33%	25%	20%	17%	37%
Incivility	11%	10%	12%	10%	10%	11%	12%	12%	11%
Discriminatory Behaviour	2%	2%	1%	2%	2%	1%	1%	0%	1%
Other	10%	14%	15%	19%	20%	20%	20%	20%	18%
number of allegations (Males)	378	526	2647	2864	2729	2314	898	422	12778

Table 8: Religious Belief

Religious Belief	Number	%
Catholic	1604	39%
Presbyterian	838	20%
Church of Ireland	743	18%
Methodist	128	3%
Other	333	8%
No Religion	473	11%
Total number of complainants	4119	100%

Table 9: Religious Belief by year

Religious Belief	2008/09	2009/10	2010/11	2011/12	2012/13
Catholic	39%	34%	40%	42%	41%
No Religion	9%	11%	13%	12%	14%
Other Religion	52%	55%	47%	45%	46%
Total number of complainants	1062	967	830	708	552

Table 10: Religious Belief Complainants and Census

Religious Belief	Complainants	Census 2011
Catholic	39%	44%
Presbyterian	20%	20%
Church Of Ireland	18%	15%
Methodist	3%	3%
Other	8%	7%
No Religion	11%	11%
Number of complainants / population	100%	100%

Table 11: Allegation type by Religious Belief

Allegation Type	Catholic	Presbyterian	Church of Ireland	Methodist	Other	No Religion
Failure in Duty	40%	46%	43%	54%	50%	48%
Oppressive Behaviour	31%	23%	25%	19%	19%	20%
Incivility	12%	15%	13%	13%	13%	11%
Discriminatory Behaviour	1%	1%	1%	0%	2%	2%
Other	16%	16%	18%	14%	16%	19%
Number of allegations	3167	1473	1370	216	597	933

Table 12: Ethnic Origin

Ethnic Origin	Number	%
White	3891	97%
All Other Races	136	3%
Total number of complainants	4027	100%

Table 13: Ethnic Origin by year

	2008/09	2009/10	2010/11	2011/12	2012/13
White	96%	97%	98%	95%	96%
All Other Races	4%	3%	2%	5%	4%
Total number of complainants	1044	941	818	685	539

Table 14: Ethnic Origin Complainants and Census

Ethnic Origin	Complainants	Census 2011
White	97%	99%
All Other Races	3%	1%
Number of complainants / population	100%	100%

Table 15: Allegation type by Ethnic Origin

Allegation Type	All Other	White
Failure in Duty	44%	44%
Oppressive Behaviour	20%	26%
Incivility	9%	13%
Discriminatory Behaviour	7%	1%
Other	21%	16%
Number of allegations	238	7344

Table 16: Country of Birth

Country of Birth	Number	%
Northern Ireland	3538	87%
England/Wales	224	6%
Other Country	93	2%
Republic of Ireland	83	2%
Other EU Country	71	2%
Scotland	45	1%
Total number of complainants	4054	100%

Table 17: Country of Birth by year

Country of Birth	2008/09	2009/10	2010/11	2011/12	2012/13
Northern Ireland	87%	89%	88%	86%	86%
England/Wales	5%	6%	5%	5%	7%
Other Country	3%	2%	2%	2%	2%
Republic of Ireland	3%	1%	2%	2%	2%
Other EU Country	1%	2%	2%	2%	3%
Scotland	2%	1%	1%	2%	1%
Total number of complainants	980	978	836	710	550

Table 18: Country of Birth Complainants and Census

Country of Birth	Complainants	Census 2011
Northern Ireland	87%	89%
England/Wales	6%	4%
Other Country	2%	2%
Republic of Ireland	2%	2%
Other EU Country	2%	3%
Scotland	1%	1%
Number of complainants / population	100%	100%

Table 19: Allegation type by Country of Birth

Allegation Type	Northern Ireland	England/Wales	Other Country	Republic of Ireland	Other EU Country	Scotland
Failure in Duty	43%	46%	44%	43%	59%	40%
Oppressive Behaviour	26%	22%	20%	29%	13%	25%
Incivility	13%	12%	11%	7%	10%	17%
Discriminatory Behaviour	1%	1%	8%	4%	3%	0%
Other	16%	19%	17%	17%	15%	18%
Number of allegations	6679	408	167	158	143	77

Table 20: Marital Status

Marital Status	Number	%
Single	1643	40%
Married	1394	34%
Divorced	360	9%
Separated	340	8%
Co-Habiting	258	6%
Widowed	121	3%
In Civil Partnership	27	1%
Total number of complainants	4143	100%

Table 21: Marital Status by year

Marital Status	2008/09	2009/10	2010/11	2011/12	2012/13
Single	39%	36%	44%	41%	40%
Married	35%	35%	32%	30%	35%
Divorced	9%	9%	7%	9%	8%
Separated	6%	10%	8%	9%	8%
Co-Habiting	7%	6%	5%	7%	5%
Widowed	3%	3%	3%	4%	2%
In Civil Partnership	1%	1%	1%	1%	1%
Total number of complainants	1070	980	837	707	549

Table 22: Marital Status, Complainants and Census

Marital Status	Complainants	Census 2011
Single	40%	31%
Married	34%	48%
Divorced	9%	5%
Separated	8%	3%
Co-habiting	6%	6%
Widowed	3%	6%
In Civil Partnership	1%	-
Number of complainants / population	100%	100%

Table 23: Allegation type by Marital Status

Allegation Type	Single	Married	Divorced	Separated	Co-Habiting	Widowed	In Civil Partnership
Failure in Duty	37%	51%	51%	45%	42%	44%	31%
Oppressive Behaviour	33%	19%	18%	22%	26%	17%	35%
Incivility	12%	13%	14%	12%	14%	14%	17%
Discriminatory Behaviour	2%	1%	0%	2%	1%	1%	6%
Other	16%	17%	16%	18%	16%	23%	10%
Number of allegations	3270	2439	674	649	528	201	48

Table 24: Disability Status

Disability Status	Number	%
People without disabilities	2922	73%
People with disabilities	1075	27%
Total number of complainants	3997	100%

Table 25: Disability Status by year

Disability Status	2008/09	2009/10	2010/11	2011/12	2012/13
People without disabilities	73%	77%	76%	69%	69%
People with disabilities	27%	23%	24%	31%	31%
Total number of complainants	1016	929	808	699	545

Table 26: Disability Status, Complainants and Survey Measures

	Complainants	CHS	NISALD	LFS	FRS
Rate of Self-Reported Disability	27%	23%	21%	20%	9%
Number of complainants / survey respondents					

Table 27: Allegation type by disability status

Allegation Type	People without disabilities	People with disabilities
Failure in Duty	44%	43%
Oppressive Behaviour	25%	28%
Incivility	13%	12%
Discriminatory Behaviour	1%	1%
Other	17%	16%
Number of allegations	5452	2105

Table 28: Employment Status

Employment Status	Number	%
Working Full-Time	1013	25%
Unemployed	722	18%
Not Working-Sick	615	15%
Self-Employed	468	11%
Retired	382	9%
Carer	335	8%
Working Part-Time	281	7%
Student	161	4%
Other	107	3%
Total number of complainants	4084	100%

Table 29: Employment Status by year

Employment Status	2008/09	2009/10	2010/11	2011/12	2012/13
Working Full-Time	24%	27%	25%	25%	23%
Unemployed	16%	15%	20%	20%	19%
Not Working-Sick	15%	13%	15%	16%	18%
Self-Employed	11%	13%	12%	10%	11%
Retired	10%	9%	10%	9%	9%
Working Part-Time	7%	8%	5%	7%	7%
Carer	8%	10%	8%	8%	6%
Student	5%	4%	4%	3%	3%
Other	3%	2%	2%	2%	3%
Total number of complainants	1073	973	818	689	531

Table 30: Employment Status, Complainants and Labour Force Survey

	Complainants	Labour Force Survey		
		Oct-Dec 09	Oct-Dec 10	Oct-Dec 11
Other	3%	2%	3%	2%
Student	4%	7%	6%	7%
Working Part-Time	7%	11%	11%	12%
Carer	8%	6%	6%	5%
Retired	9%	19%	19%	19%
Self-Employed	11%	9%	9%	8%
Not Working-Sick	15%	8%	7%	7%
Unemployed	18%	3%	5%	4%
Working Full-Time	25%	35%	35%	36%
Total	100%	100%	100%	100%

Table 31: Allegation type by Employment Status

Employment Status	Failure in Duty	Oppressive Behaviour	Incivility	Discriminatory Behaviour	Other	Number of allegations
Working Full-Time	49%	20%	13%	1%	16%	1825
Unemployed	32%	38%	11%	2%	18%	1432
Not Working-Sick	40%	30%	13%	1%	16%	1241
Self-Employed	45%	23%	11%	1%	19%	888
Retired	55%	14%	13%	1%	17%	614
Carer	46%	24%	13%	1%	16%	612
Working Part-Time	43%	23%	17%	2%	14%	531
Student	43%	32%	11%	2%	11%	316
Other	48%	21%	12%	1%	18%	209

Table 32: Political Opinion

Political Opinion	Number	%
No Political Party	1530	49%
DUP	530	17%
Sinn Fein	264	8%
UUP	244	8%
SDLP	219	7%
Other	216	7%
Alliance Party	117	4%
Other Unionist	29	1%
Other Nationalist	5	0%
Total number of complainants	3154	100%

Table 33: Political Opinion by year

Political Opinion	2008/09	2009/10	2010/11	2011/12	2012/13
No Political Party	48%	47%	50%	50%	47%
DUP	18%	17%	16%	17%	17%
Sinn Fein	9%	8%	7%	11%	8%
UUP	8%	7%	8%	8%	9%
SDLP	7%	7%	7%	6%	8%
Other	3%	10%	8%	6%	8%
Alliance Party	4%	3%	4%	3%	4%
Other Unionist	3%	1%	0%	0%	0%
Other Nationalist	1%	0%	0%	0%	0%
Total number of complainants	792	760	630	542	430

Table 34: Political Opinion, Complainants and NI Assembly Votes

	Complainants	NI Assembly Votes
No Party/Didn't Vote	49%	45%
DUP	17%	16%
Sinn Fein	8%	15%
UUP	8%	7%
SDLP	7%	8%
Other	8%	4%
Alliance Party	4%	4%
Number	100%	100%

Table 35: Allegation type by Political Opinion

Allegation Type	Nationalist	Unionist	Other	No Party
Failure in Duty	43%	45%	50%	42%
Oppressive Behaviour	27%	24%	19%	27%
Incivility	13%	14%	12%	13%
Discriminatory Behaviour	1%	1%	1%	1%
Other	15%	16%	18%	16%
Number of allegations	951	1438	604	3009

Table 36: Dependants Status by gender

Dependants Status	Female	Male	All
Complainants with Dependants	52%	40%	44%
Complainants without Dependants	48%	60%	56%
Total number of complainants	1363	2555	3927

Table 37: Dependant Status by year

Dependant Status	2008/09	2009/10	2010/11	2011/12	2012/13
Complainants with Dependents	43%	42%	44%	47%	48%
Complainants without Dependents	57%	58%	56%	53%	52%
Total number of complainants	957	953	800	685	532

Table 38: Persons with dependants, Complainants and Continuous Household Survey, by Gender

Gender	Complainants	CHS
Female	52%	40%
Male	40%	34%
number of complainants / CHS respondents		

Table 39: Allegation type by Dependents Status

Allegation Type	Complainants without dependants	Complainants with dependants
Failure in Duty	41%	47%
Oppressive Behaviour	28%	23%
Incivility	13%	13%
Discriminatory Behaviour	1%	1%
Other	17%	16%
Number of allegations	4136	3273

Table 40: Sexual Orientation

Political Opinion	Number	%
Heterosexual	3675	97%
Lesbian/gay/bisexual	118	3%
Total number of complainants	3793	100%

Table 41: Sexual Orientation by Year

Sexual Orientation	2008/09	2009/10	2010/11	2011/12	2012/13
Heterosexual	98%	98%	97%	95%	97%
Lesbian/gay/bisexual	2%	2%	3%	5%	3%
Total number of complainants	972	886	770	653	512

Table 42: Allegation type by Sexual Orientation

Allegation Type	Lesbian/Gay/ Bi-Sexual	Heterosexual
Failure in Duty	42%	44%
Oppressive Behaviour	26%	26%
Incivility	13%	13%
Discriminatory Behaviour	4%	1%
Other	16%	17%
Number of allegations	238	6969

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