

OPENNESS  
**INDEPENDENCE**  
JUSTICE



**ANNUAL REPORT  
AND ACCOUNTS 2004/05**



# ANNUAL REPORT AND ACCOUNTS 2004/05

**OF THE INDEPENDENT POLICE COMPLAINTS COMMISSION**

Laid before Parliament by the Secretary of State for the Home Department pursuant to Section 11(5) of the Police Reform Act 2002 and by the Comptroller and Auditor General pursuant to paragraph 17(2) of Schedule 2 to the Police Reform Act 2002.

Ordered by The House of Commons to be printed – 23 November 2005



# IPCC ANNUAL REPORT AND ACCOUNTS 2004/05

<b>CHAIR'S FOREWORD</b>	<b>2</b>
<b>WHO WE ARE AND WHAT WE DO</b>	<b>3</b>
<b>HIGHLIGHTS OF THE YEAR</b>	<b>10</b>
<b>INCREASING THE CONFIDENCE OF THE PUBLIC IN THE COMPLAINTS SYSTEM</b>	<b>20</b>
<b>INCREASING THE CONFIDENCE OF THE POLICE IN THE COMPLAINTS SYSTEM</b>	<b>26</b>
<b>LEARNING THE LESSONS</b>	<b>32</b>
<b>NEXT STEPS</b>	<b>39</b>
<b>KEY FACTS</b>	<b>40</b>
<b>STATEMENT OF ACCOUNTS</b>	<b>45</b>



## CHAIR'S FOREWORD.

The Independent Police Complaints Commission (IPCC) has a legal duty to oversee the whole of the police complaints system. Created by the Police Reform Act 2002, our aim is to transform the way in which complaints against the police are handled.

At the heart of our work is the belief that public confidence in the police complaints system will lead to greater trust in the police service as a whole and that in turn will contribute to increasing the overall effectiveness of the police service.

The IPCC started work on 1 April 2004. During our set-up year in 2003-04, I visited every police force in England and Wales and spoke to many other statutory, voluntary and community organisations with an interest in the new complaints system. My colleague Commissioners all undertook similar programmes of listening and explaining. When we were asked if we could really make a difference, our message was the same: judge us on what we do, not what we say.

This is the IPCC's first annual report and it sets out what we have done in our first year of operation. I believe it does demonstrate that we have delivered

the commitments we made. In conjunction with policing, statutory, voluntary and community organisations, we have laid the foundations for a more effective and efficient police complaints system. Of course, there is a lot more to do, but I am confident that the strategy set out in our Corporate Plan will, with the continued co-operation of the police and other organisations with whom we work, deliver the long term improvements to the complaints system that are so badly needed.

The activities set out in this report are very much a team effort. I would like to thank my fellow Commissioners for their hard work and commitment over the year and they want to join with me in thanking Sue Atkins, the Chief Executive, and her staff team for all they have accomplished. It has been a real pleasure to work with people who share a common commitment and set of values so strongly and this gives me great confidence for the work of the IPCC in future.

**Nick Hardwick**  
Chair, IPCC



# WHO WE ARE AND WHAT WE DO.

## NEW BODY, NEW SYSTEM

The Independent Police Complaints Commission (IPCC) became operational on 1 April 2004. It is a new Non-Departmental Public Body (NDPB), entirely independent of the police, interest groups and political parties and whose decisions on cases are free from government involvement.

The IPCC has stronger powers than its predecessor, the Police Complaints Authority (PCA) and will change radically the way complaints against the police are handled in England and Wales.

The IPCC can:

- manage or supervise a police investigation into a case and investigate independently the most serious cases – using its own highly trained investigators, independent of the police
- during independent investigations, have full police powers and must by law be given access to police premises, documents and other evidence when requested
- investigate complaints against all police officers, up to and including Chief Constables, and all police staff
- issue Statutory Guidance (complaint handling standards) to the police service
- use “call-in” powers for specific cases – often those of particular public concern (the most serious cases must be referred under law to the IPCC by the police)
- analyse information from cases and carry out research into complaint trends and patterns
- gather feedback and information from communities about the police complaints system
- work with voluntary and community organisations at regional level to promote greater access to the complaints system
- make recommendations on the policy and operational lessons arising from its work

The Commission is made up of a Chair, Deputy Chair and 15 Commissioners, each responsible for specific forces. Four Commissioners have responsibility for the Metropolitan Police Service. The Commissioners, by law, must never have worked for the police service in any capacity. They are the public, independent face of the IPCC and work with a range of police and non-police stakeholders to improve confidence in the system.

The IPCC took over from the previous police complaints body, the Police Complaints Authority (PCA) and is still handling “legacy” cases from that time, which have to be considered under the previous legislation, the Police Act 1996. New cases, concerning complaints or allegations of misconduct made since 1 April 2004 are handled under the new system.



### **THE IPCC'S BELIEFS**

There are five core beliefs which inform the way the IPCC plans and delivers its services; how it engages with police, community and voluntary groups, the public and complainants; how staff and Commissioners are recruited and how the organisation is run.

- JUSTICE AND RESPECT FOR HUMAN RIGHTS**
- INDEPENDENCE**
- VALUING DIVERSITY**
- INTEGRITY**
- OPENNESS**

**“They take diversity very seriously at the IPCC. I’m a Muslim, so it’s very refreshing to work in an office where that is respected and understood by my colleagues.”**  
**Naveed, Head of Casework.**

### **NATIONAL ORGANISATION, DELIVERED REGIONALLY**

A feature of the new organisation is its regional presence in England and Wales. The IPCC is a national organisation, delivered regionally – with four offices covering the North of England; Wales and South West England; Central and Eastern England; London and South East England. The Chief Executive directs the operations of the IPCC from the national office in central London.

### **BACKGROUND TO THE IPCC**

The IPCC was created by the Police Reform Act 2002 against a background of increasing pressure to provide independent scrutiny and investigation of complaints against the police. The previous system relied solely on the police themselves investigating the most serious complaints against them with limited independent supervision. A perception had grown that the system had become disproportionate, with lengthy investigations, a lack of transparency and openness in the process and in decision making, insufficient independence and no right of appeal by the complainant. The old system was managed from the Police Complaints Authority’s London office, with no regional presence.



### **CALLS FOR INDEPENDENCE**

Calls to make the investigation of police complaints independent were made by Lord Scarman in his 1981 report on the Brixton disturbances. The Police Complaints Authority was given independent supervision, but not investigation powers when it was set up by the 1984 Police and Criminal Evidence Act. In 1997 the House of Commons Home Affairs Select Committee report into the police complaints system and Sir William Macpherson's report of the inquiry into the death of Stephen Lawrence also recommended independent investigation. In response, the Home Office published a consultation paper in May 2000. The results led to the creation of the new police complaints system including the IPCC – with its own investigative powers – in the Police Reform Act 2002.

### **COMPLAINTS AND POLICE REFORM**

The creation of a new police complaints system centred around the IPCC is a key element of the government's police reform programme. The new system is expected to make a significant contribution to delivering the reform programme's two underlying objectives: to increase the levels of public trust and confidence in the police; and to make the police more effective in preventing and detecting crime.

The expectations of the police service are rising and sometimes service delivery falls short of those expectations. When this happens, people expect to have their concerns addressed promptly and to their satisfaction. By responding effectively to complaints the police demonstrate they are open, accountable and committed to improving customer service. This in turn can help remedy any harm done to public confidence by real or perceived shortcomings in their performance.



### **COMPLAINTS AND PUBLIC CONFIDENCE**

Taken as a whole, complaints provide a key indicator of the level of public satisfaction with the service the police provide. By identifying and understanding trends in complaints the police can determine whether there is a lack of confidence within particular groups and communities, and take measures to address this. However, the IPCC does not believe that at the start of the new system, a rise in complaints represents a drop in service. We believe it is more likely to reflect that a police force has promoted access to the complaints system and that a positive response to some complainants encourages others to register their concerns formally.

The level of public trust and confidence in a police force clearly has an impact on its capacity to carry out its core function of tackling crime and antisocial behaviour. The greater the level of confidence, the more likely it is that individuals will report crime and come forward with information about criminal activity. Complaints can also provide practical learning points which will help the police to make direct improvements in their service delivery.

### **NEW POWERS, NEW RIGHTS**

The IPCC can choose to manage or supervise the police investigation into a case or independently investigate the most serious cases. However, the IPCC plays a direct role in the investigation of only the most serious complaints which represent a very small proportion of the approximately 18,000 complaints made each year. Its wider responsibility for the whole complaints system therefore plays a vital role.

One of the major differences between the previous police complaints system and the current one is the independence and impartiality that the IPCC brings to its activities. Another key change is the IPCC's responsibility for oversight of the whole police complaints system – not just for the most serious cases in which it has a direct role. The IPCC acts in this respect as a guardian of the complaints system.

The IPCC's general duty under the Police Reform Act 2002 to increase confidence in the police complaints system in England and Wales and in so doing, to contribute to increasing confidence in policing as a whole, is the basis of the IPCC's guardianship function.

Following the fatal shooting of two people in June 2004, the IPCC agreed to oversee a review of practices and procedures adopted by the police force involved. There was public concern about the police response: that it took too long for the police to get to the scene and to get urgent medical help for the victims. The review, which was carried out in three months, concluded that the delay in attending could not be justified. The delay was not due to the failings of the individuals involved but in the force's policy and training. This policy placed undue emphasis on locating the offender rather than getting to the victims, and an overly cautious approach to the deployment of armed officers. A complete overhaul of policy was recommended, which was adopted by the force concerned, incorporating new and better training. The review also identified national issues for firearm policy and training, which were taken up by the ACPO group dealing with firearms.



#### THE FOUR ELEMENTS OF GUARDIANSHIP

1. **Setting, monitoring, inspecting and reviewing standards for the operation of the police complaints system**
2. **Promoting confidence in the complaints system as a whole, among the public and the police**
3. **Ensuring the accessibility of the complaints system**
4. **Promoting policing excellence by drawing out and feeding back learning**

#### MAKING USE OF INDEPENDENT OVERSIGHT

Under the Police Reform Act 2002, the IPCC has the power to undertake reviews of matters of concern, either at its own instigation or at the request of the Home Secretary.

**The IPCC upheld an appeal made against a police force for their failure to record a complaint from a member of the public. The appeal came from a woman who alleged she was moved on from a demonstration by officers who told her she was committing a public nuisance. She alleged one officer had refused to give her his name. The police force then refused to record her complaint. She appealed successfully to the IPCC who required the force to record her complaint and determine how it should be handled. The IPCC has made no judgement on the facts of the complaint.**



### **THIRD PARTY REPORTING OF COMPLAINTS**

Another important feature of the new system is 'third party reporting'. In the new system, anyone can make a complaint on behalf of someone else (a family member, friend, support organisation) provided that the complainant gives written permission for the other person to act on their behalf. The IPCC is working to promote awareness of this.

### **A RIGHT OF APPEAL**

Prior to the establishment of the IPCC, there was no right of appeal against a police decision not to record and deal with a complaint. Under the new system there are new rights of appeal.

A complainant can appeal:

- Against the decision of a police force not to record a complaint
- Against the way Local Resolution of their complaint was carried out
- About the amount of information provided during a police or IPCC supervised investigation
- Against the findings of a local or IPCC supervised investigation
- If they are not happy with the action the police propose to take (or not take) as a result of a police or IPCC supervised investigation

In certain circumstances the IPCC has the powers to overturn police decisions on complaints and require forces to deal with a particular complaint in a different way.

Information from appeals will provide the IPCC with valuable information about the way the complaints system is being operated by forces.

During 2004-5, the IPCC received 475 appeals against the non-recording of a complaint, 162 appeals against the local resolution process and 322 appeals against the outcome of a police investigation.

Data is not currently available on the outcomes of appeals, but the IPCC will report on this in its 2005-6 annual report.



### EXTENDING THE IPCC'S JURISDICTION

In September 2004, the Economic Secretary to the Treasury announced that the IPCC's remit would be extended to the new government department which will be created following the merger of the Inland Revenue and HM Customs and Excise.

Coming less than six months after the IPCC began operating, this was greeted as an important sign of confidence in early work and recognition of the value of an independent complaints process.

HM Revenue and Customs (HMRC) came into being in April 2005 but it will be April 2006 before the IPCC takes on responsibility for serious complaints involving its officials in England and Wales. This is to allow time for the necessary regulatory and working arrangements to be put in place.

While the approach to be taken to HMRC will closely mirror the IPCC's role with regard to the police complaints system there will be some important differences. In particular, the IPCC's role in relation to guardianship and appeals will be limited to the most serious cases arising in HMRC whereas these roles extend to all police complaints and conduct matters.

It was also confirmed in September 2004 that the IPCC would be responsible for complaints and conduct matters involving the new Serious Organised Crime Agency (SOCA) which is due to come into operation in April 2006. This new agency will incorporate the existing National

Criminal Intelligence Service (NCIS), the National Crime Squad for England and Wales (NCS), and elements of the UK Immigration Service and Customs law enforcement.

The NCIS and NCS already fall within the IPCC's jurisdiction. However, SOCA's wider remit and enhanced enforcement capability mean that robust accountability arrangements will be crucial. As with HMRC, IPCC's jurisdiction will be limited to England and Wales.

### THE EVOLVING ROLE OF THE IPCC

The IPCC's approach is likely to evolve as the government's police reform programme progresses. Other aspects of police reform which have already been introduced include an expansion in resources and police numbers, the introduction of the National Intelligence Model and increased emphasis on supporting victims of crime. The next phase of reform is expected to focus on promoting police responsiveness through a greater focus on policing needs at local level. This will be combined with the introduction of national standards for quality of service. Possible changes to the police discipline system will also have an effect on the IPCC's role.

# HIGHLIGHTS OF THE YEAR.

## READY ON TIME

On 1 April 2004 the IPCC went live with a 24 hours, 7 days a week service.

The IPCC had committed to being ready to begin conducting independent investigations in July 2004, allowing a three month period after launch to ensure staff were fully trained and resources were in place. However, in early May 2004, the IPCC decided it could take on its first independent investigation when Philip Prout, aged 53, was shot by police in Launceston, Cornwall. Seven days later, the second independent investigation commenced with IPCC investigators called to Thornton Heath in Surrey, following the fatal shooting of 23 year old Nicholas Palmer by police.

**“I was fortunate to be here from the start, helping to see through the IPCC’s very first investigations. As you can imagine, that was a challenging and exciting time because everything was completely new. Looking back, I’m proud of how far we’ve come and what we’ve achieved together.”**

**John, Senior Investigator**

## UP AND RUNNING IN FOUR REGIONAL OFFICES

One of the main differences between the old system and the new one is that the IPCC is delivered regionally through four offices in England and Wales. This enables the IPCC to be closer to police forces and to the communities which those forces serve so that there can be a quick response to any issues.

The IPCC established temporary regional offices in Manchester, Cardiff and near Loughborough prior to launch, alongside permanent national and London and the South East offices in central London. Each of these was staffed by a regional director with investigations and support staff and was fully operational on 1 April 2004. In spring 2005, staff in the regions moved into permanent offices in Sale, Cardiff and Coalville.

## MORE MANAGED AND INDEPENDENT INVESTIGATIONS THAN PLANNED

The IPCC undertook 31 independent investigations in its first 12 months, an increase of 9 on the target of 22. It also took on 126 managed investigations, up from the expected figure of 80. 598 new supervised and 558 former PCA supervised investigations were carried out.

## REDUCED INVESTIGATION TIMES

The IPCC has investigated a number of difficult and high profile cases. Many of them have been completed in a much shorter time than under the old system. An independent investigation into a fatal shooting was completed in about three months involving 400 investigation days. Under the old system, similar cases took in excess of 1,000 investigation days.



### HIGH PROFILE INVESTIGATIONS

A number of high profile investigations were undertaken by the IPCC during the year. As well as the two fatal shootings outlined on page 7, an independent investigation was begun into the shooting by police of 26-year-old Simon Murden near Hull on 22 March 2005.

An independent investigation was also carried out into allegations of police misconduct during the pro-hunting demonstration in Parliament Square on 15 September 2004. A number of police officers have subsequently been charged following the IPCC investigation.

The IPCC has required all police forces to report every complaint or conduct matter arising from arrests under the Terrorism Act 2000. These cases are considered separately, initially at national level by the Chair with advice from the Director of Investigations.

Several high profile 'legacy' cases which had initially been handled by the IPCC's predecessor body, the PCA, were dealt with by the IPCC. This included the disciplinary proceedings brought against police officers from a number of forces whose racist behaviour was highlighted by the BBC film, *'The Secret Policeman'*. For more information, see page 37.

In January 2005, ten police officers were charged with criminal offences including misconduct in a public office following the death in police custody in 2003 of Michael (Mikey) Powell in Handsworth, Birmingham. This is one of the largest ever prosecutions mounted against the police following an IPCC supervised investigation by Northamptonshire Police.

In August 2004, South Wales Police referred their inquiry into the handling of the original

investigation into the murder of Lynette White which took place in Cardiff in 1988. As part of the IPCC supervised investigation, 13 members of the public and 15 serving or retired members of the police service have been arrested.

The IPCC played a key role in decisions about disciplinary proceedings against Superintendent Ali Dizaei, also a PCA legacy case. It found the handling by the Metropolitan Police of the misconduct case against Superintendent Dizaei to be seriously flawed.

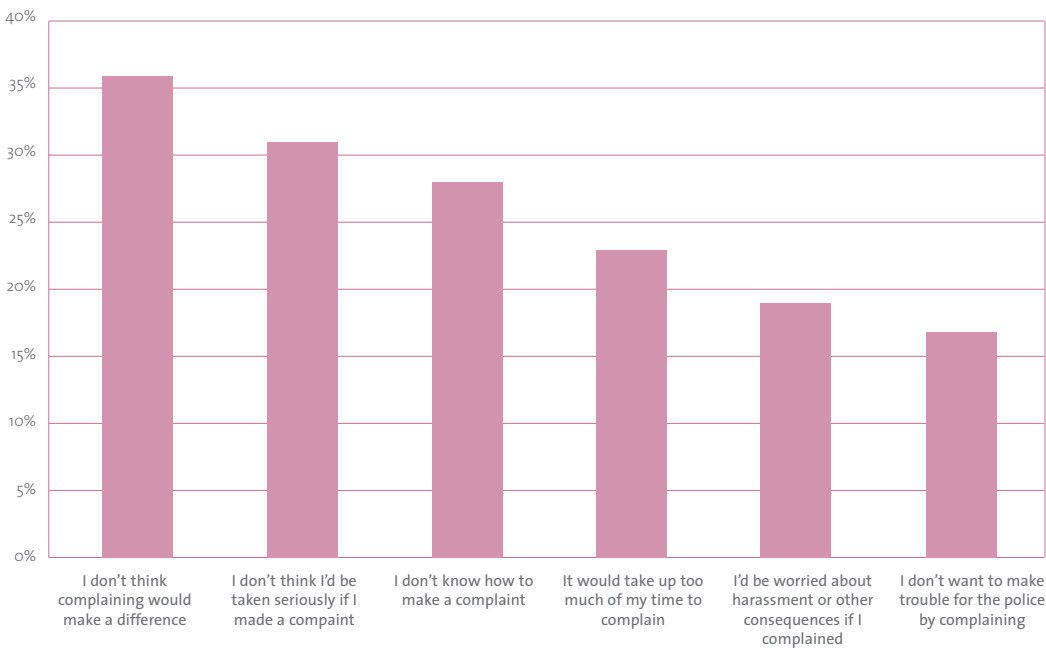
An IPCC-managed investigation into allegations of serious misconduct against a deputy chief constable led to him stepping down, leaving the force he worked for and accepting a demotion ahead of retiring at the end of 2005.

Following the broadcast of the BBC documentary *'Death on Camera'* in April 2004, the then Home Secretary asked the IPCC to undertake a review into the events leading up to and following the death of Christopher Alder. The terms of reference for the Alder review are:

- To identify and take account of the concerns of the family over this tragic death
- To consider the circumstances surrounding Christopher Alder's death
- To produce a report on the evidence surrounding his death that will include a view on whether or not the approaches taken at the criminal and disciplinary proceedings may or may not have been different had the investigation been conducted in a different way
- The report should include any recommendations for the benefit of policing that arise from the review

The Review is continuing and is scheduled to report to the Home Secretary later in 2005.

## PERCENTAGE OF RESPONDENTS WHO AGREE WITH STATEMENTS ABOUT COMPLAINING



### INTRODUCTION OF 'QUICK-TIME' SCENE ASSESSMENTS

An IPCC initiative has been the introduction of 'quick-time' scene assessments. When a serious incident is referred by the police, the IPCC deploys investigators to the area on a 24-hour operational basis enabling Commissioners to make informed decisions on the most appropriate response.

Same-day scene assessments were conducted in over 100 cases, providing an evidence base to inform decisions on mode of investigation and ensure effective initial handling by the force concerned.

The implementation of a system of scene assessments has resulted in considerable savings in police and IPCC time in the first year of operation alone. The time saved by scene assessments has resulted in the releasing of significant police resources to frontline duties.

### PUBLIC CONFIDENCE SURVEY

Because public confidence is so important, it was decided to take an early measurement of public confidence, awareness, and willingness to use the complaints system.

A survey was conducted for the IPCC by the British Market Research Bureau between 1 October and 17 November 2004.

The survey showed that more than a third of respondents believed that complaining about the police would not make a difference; a third thought they would not be taken seriously if they complained; and almost a third did not know how to make a complaint.

Black (28%), Asian (30%) and 'other' people (30%) were more likely than white people (18%) to be worried about police harassment or other consequences if they complained. Black, Asian and 'other' people were also more likely to want to be better informed about complaining (66%, 62% and 57% respectively) than white people (45%).



**PERCENTAGE OF RESPONDENTS STATING THAT THEY HAVE HEARD OF THE IPCC**

	Percentage		Unweighted N		Percentage		Unweighted N
	yes	no			yes	no	
<b>SEX</b>				<b>ETHNICITY</b>			
Male	66*	34*	1651	Asian	27*	72	569
Female	58*	42*	2140	Black	38*	61	447
<b>SOCIAL GRADE</b>				White	65*	35	3455
AB	74*	26*	590	Other	40*	51	159
C1	63	37	1086	<b>AGE</b>			
C2	60	40	913	Young: 15-34	39*	61*	1160
D	51*	48*	549	Middle-aged: 35-54	74*	25*	1311
E	47*	53*	653	Older: 55-65+	71*	29*	1320

Percentages are rounded

N does not include booster sample except ethnicity breakdown

\* indicates a statistically significant finding at a 5% confidence level

Awareness of the IPCC was also much lower amongst ethnic minority respondents and those in lower social groups. Middle-aged and older people were more likely to have heard of the IPCC than the young, particularly 15-24 year olds.

Overall, the findings suggest that key target groups for the IPCC to focus on communicating with are those which are traditionally seen as having high levels of police contact. These include those people from low socio-economic groups, young people, and minority ethnic communities. The IPCC has been working to communicate with these groups during its first year, (see *Increasing the confidence of the public in the police complaints system*, page 20), and plans to build on this work in 2005-6 (see *Next Steps*, page 39). The full findings of the survey are available on the IPCC website.





### INTRODUCTION OF TELEPHONE COMPLAINTS CENTRE

On 1 April 2004 a dedicated Telephone Complaints Centre (TCC) was introduced to take complaints from the public and provide advice on the complaints process. An 0845 number was set up, meaning that calls to the IPCC are charged at local rate from any part of England and Wales. During the first twelve months of this service the TCC received 12,086 calls.

### CASEWORK CHALLENGES

Casework is integral to the operation of the police complaints system. Casework Managers are based in teams in the IPCC's regional offices and deal with the detailed process of handling a complaint or conduct matter – a case – from the point when each case arrives at the IPCC. The handling of complaints is a legal process, set out in the Police Reform Act 2002. Casework Managers liaise with the complainant, the police force and any other involved parties to ensure that each case is steered through the system efficiently and effectively. They work with IPCC investigators but do not carry out investigations themselves.

The numbers of Police Act 1996 cases outstanding with police forces which the IPCC received after 1 April 2004, particularly misconduct reviews, were underestimated. The IPCC also underestimated the

difficulty faced by new staff in handling complex cases under two different Acts and on new IT systems. In the first few months of operations backlogs developed. By simplifying systems, maximising the experience of staff who transferred to the IPCC from the PCA, specialising professional casework teams on different processes and recruiting extra, temporary staff the backlogs were reduced. Recruiting and training permanent staff across all the regional offices also made a big impact on performance, however, the IPCC is aware that this is an area of serious concern and that future improvements will be required.

During the last year IPCC caseworkers completed 2,550 dispensations (when a force or police authority considers that no action should be taken about a complaint they can apply to the IPCC for agreement to dispense with the complaint) under the two Acts, 1,719 misconduct reviews, 275 Police Act supervisions and 463 appeals.

**“The casework team deal with a very challenging caseload, both in terms of volume and complexity. The fact that each case involves someone’s misfortune, and the sheer variety of cases that we deal with makes each case a difficult one. For me this is the most challenging thing about the role, but it is also the most fulfilling.”**  
**Chris, Casework Manager.**

#### **DIVERSITY COMMITTEE SET UP. RACE EQUALITY SCHEME DEVELOPED**

A Diversity Committee, chaired by the IPCC Chair Nick Hardwick, has been set up to embed the commitment to diversity into all aspects of the IPCC's work. The Committee includes Commissioners and staff from all IPCC offices and a range of IPCC professions. It oversees the development of policy and will scrutinise the delivery of the IPCC's goals under the Race Equality Scheme, including how the IPCC performs race equality impact assessments and promotes race equality.

At an early stage, the IPCC adopted the PCA's guidelines on investigating allegations of racially discriminatory behaviour. The IPCC and the police have a legal duty to promote race equality under the Race Relations Amendment Act 2000. Internal and external consultation took place on a Race Equality Scheme which was published in May 2005. The scheme is available on the IPCC website.

#### **IPCC ADVISORY BOARD**

An Advisory Board was established in June 2004 which brings together all the IPCC's statutory partners, police staff associations and complainants' representatives to provide advice and feedback on the IPCC's organisational and policy development. The Board meets four times a year.

The Advisory Board includes representatives from the Home Office, Association of Chief Police Officers, Her Majesty's Inspectorate of Constabulary, Police Superintendents' Association of England and Wales, National Black Police Association, Special Constabulary, Commission for Racial Equality, Association of Police Authorities, INQUEST, Citizens Advice Bureau, Police Federation of England and Wales, Police Action Lawyers Group, UNISON.





## SETTING STANDARDS

A key achievement this year has been the development of the IPCC's Statutory Guidance (complaint handling standards) for police forces about the new complaints system. The IPCC has the power, under the Police Reform Act, to issue Statutory Guidance. In order to work from a basis of actual experience of the new system the IPCC started the development process six months after commencing operations.

The development of the Guidance is a major building block for the IPCC's work over the medium to long term and sets the expectations and framework for the way all IPCC business is conducted. The IPCC wants to see good customer service at the heart of the new complaints system and constructive handling of complaints by police at local level where a real difference can be made to community confidence.

The guidance sets minimum standards expected of police forces in handling complaints and suggests practical ways in which the police can make the system work better. The IPCC is part of

the complaints system and therefore the principles set out in the Guidance apply to the IPCC as well. The IPCC and the police service share the objective of handling complaints in a more timely way and with proportionate effort and so some of the minimum standards also apply to the IPCC. It also sets out the main outcomes that the IPCC expects to see from the new complaints system:

- 1. Increased access to the complaints system**
- 2. Greater public and police confidence in the complaints system**
- 3. Proportionate and timely complaint investigations**
- 4. Evidence of lessons learned from complaints being fed back into operational policing**

The Guidance aims to ensure that the outcomes expected from the complaints system are not only achievable by the police but challenge the police and the IPCC to improve and meet the needs of communities they serve.

The Guidance has been developed in an inclusive way, in close partnership with policing organisations (including ACPO, APA, HMIC, Police Superintendents' Association, Police Federation, Black Police Association and trade unions) and with members of "customer" organisations (including the Disability Rights Commission, Commission for Racial Equality, Citizens Advice Bureau, Gypsy Expressions, MIND and Homeless Link). Key messages from the customer group were about access to the complaints system and also the on-going development of literature and other products to help people get access to the system. The IPCC is working at national and regional level with community and voluntary sector organisations to raise awareness and improve access to the system and also to encourage forces at local level to engage with community groups.

The Guidance was approved by the Minister of State for Policing, Security and Community Safety in August 2005.

The new police complaints system presents a real opportunity for individual frontline police officers and police staff to become more confident in dealing with complaints. By being fair, more open and by looking to learn rather than blame, the IPCC will help the police service become more confident in handling complaints.





### **COMMISSION MEETINGS IN PUBLIC**

In line with the IPCC's stated aim to be open in its conduct of business and in its oversight of the complaints system as a whole, Commission meetings are held in public. The first public meeting was held in January 2005 and the locations of meetings are rotated around the country so they are accessible to a wide range of groups and members of the public. Details of meetings and their agenda are published on the IPCC website along with an application form for those interested in attending.

### **SHARING KNOWLEDGE**

The IPCC learned from the experience of the Police Ombudsman of Northern Ireland and others and is using its early experience to give advice and share learning with colleagues internationally in relation to police oversight. The IPCC hosted visits by Ombudsmen and anti-corruption officials from many countries: Turkish police and Ministry of Interior officials; Chinese Police and the new complaints body for the Garda Síochána (Ireland's national police service). The IPCC received considerable help and encouragement from its Canadian counterparts during its development and has continued to maintain contact with these colleagues.

### **FAMILY LIAISON**

During its first independent investigation in Launceston, Cornwall the IPCC identified a need for its own staff to be able to carry out specialist investigative roles such as exhibit handling, witness management and family liaison. As a result of this, 12 investigators and deputy senior investigators from across the IPCC's offices were trained as specialist Family Liaison Managers. Since then, Family Liaison Managers have been deployed in a wide range of cases and the IPCC is continuing to develop the lessons learnt through these via a series of workshops.

### **RECRUITING AND TRAINING INVESTIGATORS**

The IPCC deliberately recruited its investigators from a wide range of backgrounds, although all the senior investigators have been previously employed by the police or are seconded from the police. This is due to their specialist experience in dealing with serious crimes.

Approximately two thirds of all investigators do not have a police background and come from a range of both public and private sector backgrounds including Customs and Excise, Benefit/NHS fraud, Royal Mail, banking and insurance.

**A complaint by a member of the Gypsy and Traveller community came to the IPCC via the Commission for Racial Equality (CRE). The IPCC Family Liaison Manager participated in a restorative justice conference with the complainant and police.**



The IPCC seeks proven experience in collecting, verifying and presenting evidence in an environment which is subject to vigorous external scrutiny.

Every IPCC investigator attends a six week full-time training course to build on this experience. This training is run by the University of Portsmouth's Institute of Criminal Justice Studies and takes place in the IPCC's national office.

There are also three-day courses held for senior investigators covering critical incident management as well as specialist training for specific areas: family liaison, exhibits and disclosure, for example.

The IPCC is funding a number of investigators and other staff who are undertaking further studies. Six investigators are studying for the MSc in Criminal Justice Studies; four studying for the MSc in Police Science; one studying for an MSc in Clinical Criminology and another six studying for a foundation degree in Investigating Evidence. Examples of dissertation titles include:

*"Trafficking of females to and from Eastern Europe."*  
*"Women in the Police Complaints System"*  
*"Nigerian Criminal Enterprises and Trans-national Organised Crime"*

#### **ENGAGING WITH STAFF**

The IPCC is committed to developing a strong working partnership with its staff both individually and through formal staff representatives to benefit the organisation and help it deliver its objectives. In July 2004, a staff survey was carried out to find out how staff wanted to receive information. This led to the development of a range of two-way communication channels, including a comprehensive intranet site, team meetings and a weekly email newsletter, to ensure staff are engaged in the values, strategy and day-to-day work of all parts of the IPCC.

The IPCC also consulted with staff to find out how they would like to be represented. The majority of staff expressed the desire for a mix of staff and union representation. A staff council was formed and staff asked to nominate representatives. The first staff council meeting was held in May 2005.

# INCREASING THE CONFIDENCE OF THE PUBLIC IN THE COMPLAINTS SYSTEM.

The IPCC has a legal duty to help increase public confidence in policing through an improved system of resolving complaints. The system should be more timely with a proportionate response to complaints and provide action that is demonstrably fair for complainants and for police officers and police staff involved.

The IPCC's work is set within the broad context of police reform, with its emphasis on customer service and responding to communities' needs.

Dealing effectively with complaints – whether through investigation or directly through Local Resolution – is an important part of police forces' work with communities and part of their service standards. Knowing how to complain and what action will be taken following a complaint are essential to public confidence.

## AN OPEN AND ACCESSIBLE COMPLAINTS SYSTEM

Key to the IPCC's first year has been awareness-raising at regional level of the IPCC and the new complaints system.

Before 1 April 2004, the IPCC needed to inform people about the new system in the run-up to the launch as well as to get early feedback on concerns and issues. A campaign was developed for the IPCC's inauguration with the aim of promoting confidence in the police complaints system. Target audiences were the public, the police, local and national media, community and voluntary sector, campaigning and civil rights groups.

A series of leaflets was published, a website developed and major events held – aimed mainly at non-police and community groups – in London, Leicester, Manchester and Cardiff.

Since the IPCC's launch in April 2004, there have been similar events in Newcastle, Leeds and Cambridge. At regional level the IPCC has been working with voluntary and community sector groups on building the confidence of the public in the complaints system.

The IPCC has met with a huge number of people during the year, from a range of organisations including those listed here:

1990 TRUST AFRICAN CARIBBEAN LEADERSHIP COUNCIL ALL WALES MUSLIM SOCIETY ARANI & CO SOLICITORS ARCHDIOCESE OF BIRMINGHAM COUNCIL FOR RACIAL EQUALITY BIRMINGHAM & SOLIHULL MEN'S SERVICES & HOUSING BIRMINGHAM RACIAL ATTACKS MONITORING BOROUGH COUNCIL BOROUGH OF TELFORD AND WREKIN COMMUNITY EQUALITY COUNCIL BRITISH ASSOCIATION OF WOMEN IN POLICE BOROUGH COUNCIL CACFO CARDIFF ARCHDIOCESE CHILD PROTECTION CITIZENS ADVICE BUREAU CHRISTIAN KHAN SOLICITORS CHURCH EQUALITY CARDIFF COMMISSION FOR SOCIAL CARE INSPECTION CONSULTATIVE GROUP COMMUNITY UNITY CONFEDERATION OF ISLAMIC MUSLIM COMMUNITY ASSOCIATION CROWN PROSECUTION SERVICE MIDLANDS PUBLIC HEALTH GROUP EDWARD FAIL, NEALE & CO ESTABLISHED AHMED GAY POLICE ASSOCIATION GENUINE EMPOWERMENT OF POLICE SAFETY TEAM GOVERNMENT OFFICE FOR LONDON GREENWICH POLICE WYNTER HARINGEY COUNCIL SAFER COMMUNITIES UNIT HAREFIELD COUNCIL HEART OF BURTON NMI HELP HENRIQUES GRIFFITHS SOCIAL HOME OFFICE MUSLIM SAFETY FORUM HOWARD LEAGUE FOR POLICE ADVISORY GROUP – LINCOLNSHIRE POLICE INDEPENDENT CUSTOMER POLICY RESEARCH (KING'S COLLEGE) INSTITUTE OF RACE RELATIONS SCHOOL TRUST JACKSON & CANTER SOLICITORS JUSTICE KENT REGIONAL EQUALITY COUNCIL KINGSTON YOUTH OFFENDING TEAM KIRKBY PROGRAMME LANCASTER CITY COUNCIL LEGAL ACTION GROUP FOR RACIAL EQUALITY COUNCIL LIBERTY LIVERPOOL LAW CENTRE LLAMAU VOLUNTARY BOROUGH OF TOWER HAMLETS LONDON SCHOOL OF ECONOMICS AND OF LAW MANCHESTER ROAD PEACE GROUP MELTON RUTLAND PARTNERSHIP MIKEY POWELL CAMPAIGN FOR JUSTICE MIND PARTNERSHIP ORGANISATION MOJO MONMOUTHSHIRE YOUTH SERVICE MPA PARTNERSHIP COUNCIL OF BRITAIN THE MUSLIM CULTURAL HERITAGE CENTRE NAPO NATIONAL ASSEMBLY AGAINST RACISM NATIONAL BLACK NEIGHBOURHOOD WATCH ASSOCIATION NB CONSULTANCY NEWCASTLE NORTH BIRMINGHAM PCT NORTH STAFFORDSHIRE RACE EQUALITY COMPLAINANT AID FUND NOTTINGHAMSHIRE HEALTHCARE NHS PARTNERSHIP ONE VOICE TEES VALLEY PAKISTAN YOUTH ASSOCIATION EQUALITY COUNCIL PRICE & CO SOLICITORS PUNJAB CULTURE CENTRE CROYDON RACE EQUALITY SANDWELL RACE EQUALITY WEST MIDLANDS CENTRE OF DIVERSITY ROMAN CATHOLIC CHURCH ROYAL BOROUGH OF STOCKPORT PARTNERSHIP SAMARITANS SANDWELL MENTAL HEALTH COMMUNITY CENTRE & YOUTH CLUB NORTHAMPTON SIKH AID DIRECTORATE SOLIHULL MIND SOMERSET COUNTY COUNCIL SOUTH HEALTH ADVOCACY SOUTH WALES POLICE INDEPENDENT ADVISORY SPARKBROOK NEIGHBOURHOOD FORUM STAFFORDSHIRE PROBATION BEACON CHURCH THE INSTITUTE FOR CRIMINAL POLICY RESEARCH TRANS GENDER WALES TUCKERS UNITED ANGLO CARIBBEAN SOCIETY OF DURHAM UNIVERSITY OF GLAMORGAN UNIVERSITY OF LINCOLN VOLUNTARY ACTION LEICESTER WANDSWORTH BOROUGH COUNCIL BOARD/BWRDD YR GYMRAEG WELSH WOMENS AID WEST MIDLANDS ADVICE CENTRE WORCESTER CAB WORLD ASSEMBLY OF MUSLIM YOUNG MUSLIMS UK YOUTH JUSTICE BOARD YOUTH VOICE





ALL WALES SAHELI ASSOCIATION AMAL TRUST AN-  
 INGHAM AYLESBURY VALE RACIAL EQUALITY COUNCIL BEDFORD INTERNATIONAL ISLAMIC SOCIETY BEXLEY  
 TAL HEALTH NHS TRUST BIRMINGHAM CITIZEN ADVOCACY BIRMINGHAM CITY COUNCIL BIRMINGHAM LOCAL  
 RING UNIT BLACK & ASIAN POLICE ASSOCIATION BLACK SOUTH WEST NETWORK BLAENAU GWENT COUNTY  
 MUNITY GOVERNANCE BRACKNELL FOREST BOROUGH COUNCIL BRENT INDIAN ASSOCIATION BRISTOL RACE  
 RACING BROMLEY SOMALI COMMUNITY ORGANISATION BROMLEY RACE EQUALITY COUNCIL BROXBORNE  
 ECTION COMMISSION CEMVO CENTREX ADVISORY PANEL CHARNWOOD BOROUGH COUNCIL CHESTERFIELD  
 CHES' COMMISSION FOR RACIAL JUSTICE COMMISSION FOR RACIAL EQUALITY COMMISSION FOR RACIAL  
 COMMUNITY JUSTICE VOLUNTARY SECTOR NETWORK COMMUNITY LAW PARTNERSHIP COMMUNITY POLICE  
 BRITISH INDUSTRY COUNCIL OF ETHNIC MINORITY VOLUNTARY ORGANISATIONS COVENTRY MIND COVENTRY  
 VICE CRE BIRMINGHAM DERBYSHIRE BLACK POLICE ASSOCIATION DUDLEY REC EAST LANCS TOGETHER EAST  
 SEOGHENE ASSOCIATES ESSEX RACE EQUALITY FACT FAIR FARLEYS SOLICITORS FISHER MEREDITH FREE BABAR  
 MOTHERS IN SOCIETY GLAMORGAN FEDERATION OF WOMEN'S INSTITUTES GMB GMP/WIGAN COMMUNITY  
 CAMPAIGN FOR RACIAL EQUALITY GURU NANAK GURDWARA SOUTH BIRMINGHAM HALLMARK ATKINSON  
 NGEY RACE EQUALITY COUNCIL HARRISON BUNDEY HARROW INTERFAITH COUNCIL HASTINGS BOROUGH  
 SOLICITORS HEREFORDSHIRE COUNCIL HICKMAN & ROSE HOLY TRINITY COMMUNITY PROJECT HOMELESS LINK  
 R PENAL REFORM HOWELLS HSMC HYNDBURN BOROUGH COUNCIL HYNDBURN FIRST LTD INDEPENDENT  
 ODY VISITOR FOR CAMDEN AND ISLINGTON INDIA MUSLIM FEDERATION INQUEST INSTITUTE FOR CRIMINAL  
 IONS IRWIN MITCHELL SOLICITORS ISLAMIC FORUM EUROPE ISLAMIC HUMAN RIGHTS COMMITTEE ISLAMIC  
 FUGEE SUPPORT GROUP KING'S FUND KINGS NORTON COMMUNITY DEVELOPMENT TRUST KINGSTON RACIAL  
 EES RACE EQUALITY COUNCIL KRISHNA YOGA MANDIR LAMBETH & WANDSWORTH ISSP YOUTH ADVOCATE  
 P LEGAL SERVICES COMMISSION LEICESTER CITY COUNCIL LEICESTER COUNCIL OF FAITHS LEICESTER RACIAL  
 WOMENS SERVICES LLREC LOCAL LEAGUES LONDON CIVIC FORUM LONDON BOROUGH OF NEWHAM LONDON  
 CS MANCHESTER COUNCIL FOR COMMUNITY RELATIONS MANCHESTER METROPOLITAN UNIVERSITY SCHOOL  
 D & HARBOROUGH PCT MENCAP CYMRU MENTAL HEALTH ACT COMMISSION MERTON RACIAL EQUALITY  
 D MIND IN BIRMINGHAM MINORITY ETHNIC WOMEN'S NETWORK CYMRU MISCARRIAGES OF JUSTICE  
 INDEPENDENT CUSTODY VISITORS PANEL MUSLIM ASSOCIATION OF BRITAIN THE MUSLIM COLLEGE MUSLIM  
 THE MUSLIM PARLIAMENT MUSLIM WELFARE HOUSE MUSLIM YOUTH HELPLINE NACRO NACRO – SWANSEA  
 ACK POLICE ASSOCIATION NATIONAL COUNCIL FOR THE WELFARE OF MUSLIM PRISONERS NATIONAL  
 VHAM RACE EQUALITY COUNCIL NEW TESTAMENT CHURCH OF GOD NEWHAM MONITORING PROJECT NIMHE  
 LITY COUNCIL NORTH WALES HOUSING ASSOCIATION NORTH WALES RACE EQUALITY NETWORK NORTHERN  
 TRUST OFFICE OF PUBLIC MANAGEMENT OLDBURY/SMETHWICK PCT OLDHAM MBC OLDHAM RACE EQUALITY  
 CIATION NORTH STAFFORDSHIRE REC PORTSMOUTH UNIVERSITY PRESTON & WESTERN LANCASHIRE RACIAL  
 NTRE RACE EQUALITY COUNCIL FOR GLOUCESTERSHIRE RACE EQUALITY FIRST RACE EQUALITY PARTNERSHIP –  
 IDLANDS REFUGEE COUNCIL EASTERN RELEASE RETHINK ROAD PEACE ROBERT LIZAR SOLICITORS ROCHDALE  
 GH WINDSOR AND MAIDENHEAD RUACH MINISTRIES RUGBY RACIAL EQUALITY COUNCIL RUNNYMEDE SAFER  
 HEALTH & SOCIAL CARE TRUST SANE SHOREDITCH OUR WAY NDC SIGN SIKH COMMUNITY CENTRE SIKH  
 D INTERNATIONAL SIRI BEHAVIOURAL HEALTH SLOUGH RACE EQUILITY COUNCIL SOCIAL CARE AND HEALTH  
 UTH EAST WALES RACIAL EQUALITY COUNCIL SOUTH STAFFORDSHIRE MDO TEAM SOUTH WALES MENTAL  
 RY GROUP SOUTH WARWICKSHIRE PCT, ST. MICHAEL'S HOSPITAL SOUTHWARK RACE AND EQUALITY COUNCIL  
 BATION SERVICE STOKE-ON-TRENT CITY COUNCIL STOP POLITICAL TERROR TAFF ELY VICTIM SUPPORT THE  
 H THE MONITORING GROUP RURAL RACISM PROJECT TOUCAN EUROPE TOWER HAMLETS BOROUGH COUNCIL  
 IETY UNITED RESPONSE UNION OF MUSLIM ORGANISATIONS UNIVERSITY OF CENTRAL ENGLAND UNIVERSITY  
 LN VALLEYS RACE EQUALITY COUNCIL VICTIM SUPPORT VICTIM SUPPORT – LAMBETH VICTIM SUPPORT WALES  
 CIL WELLINGBOROUGH BLACK CONSORTIUM WELSH ASSEMBLY COMMUNITY SAFETY UNIT WELSH LANGUAGE  
 LANDS AMBULANCE SERVICE WESTMINSTER DIOCESE WOKING COMMUNITY RELATIONS FORUM WOMEN'S  
 A YOUTH WREXHAM YOUTH OFFENDING SERVICE YORKSHIRE RACE DISCRMINATION SERVICE YOUNGMINDS

**The IPCC managed an investigation into a fatal road traffic collision, involving a marked police vehicle. A woman died and her son was injured. In February 2005, a police officer was arrested on suspicion of causing death by dangerous driving and grievous bodily harm to the dead woman's son. On completion a copy of the investigation report was passed to the Crown Prosecution Service. The officer has subsequently been charged with the first offence.**



#### **ADVICE FOR BEREAVED FAMILY AND FRIENDS**

The IPCC agreed to provide the families of people fatally injured following police contact with the details of INQUEST, a charity which works directly with bereaved people following deaths in custody in England and Wales.

Working with INQUEST and other Advisory Board members, the IPCC developed and published its own leaflet for families and friends which signposts a number of support organisations and explains what will happen during an investigation.

**“It is very satisfying knowing that I am contributing to an investigation which will give the bereaved some answers.”**

**Anna, Investigator.**

#### **WORKING WITH BRITISH MUSLIMS**

One of the concerns raised repeatedly during the year was the relationship between Muslim communities and the police. This view came through stakeholder contact concerning specific cases, Commissioner contact with local organisations in their regions and public statements made by leading Muslim organisations.

In September 2004 the IPCC invited representatives from various national Muslim organisations to meet with the Chair, the Deputy Chair and Commissioners. Specific concerns were raised about arrests and detentions under the Terrorism Act and the treatment of Muslims subject to those provisions. There was very particular concern about the case of Babar Ahmad who was arrested under the Terrorism Act in December 2003 and alleged that he had been assaulted.

Stop and search under the Terrorism Act – the police power which does not require the police to have a ‘reasonable suspicion’ about the person they are stopping, but allows searches of anyone within a designated area considered ‘at risk’ – was also an issue. The IPCC has raised concerns with forces that when this type of police power is used, the individual officers are not always clear why they are stopping people and this leaves a gap that can be filled, by discrimination or perceptions of discrimination.

Muslim organisations pointed to a leap in the number of Asians stopped under stop and search powers after 2001 as potential evidence that people who look as if they might be Muslim are being stopped. There are similar concerns about people being arrested under the Terrorism Act.

It seems clear from the IPCC’s contacts that people from the Muslim community are reluctant to use the complaints system. There are a variety of reasons for this which the IPCC wishes to explore in the future.

The IPCC has also produced the first in a series of posters aimed at ethnic minorities. These are bilingual – either English/Arabic, English/Urdu, English/Gujarati, English/Bengali or English/Punjabi – and have no images so as to be suitable for display in mosques.

The IPCC continues to meet with representatives of British Muslim communities to update them on progress and discuss the next steps and ongoing issues.



### WORKING WITH PARTNERS IN WALES

During the year, the IPCC Commissioner for Wales met the Minister for Social Justice, Edwina Hart, to discuss the IPCC's role and issues regarding the police in Wales. The Minister shared the IPCC's concern about vulnerable adults and youths, those with mental health problems and the use of police cells as 'a place of safety'. As a result, it was agreed that the IPCC should undertake a project to provide a baseline of provision of health care whilst in police custody and alternative arrangements where other – perhaps more appropriate – help is provided. It was also agreed that the IPCC would support a joint working group between the Social Justice and Health and Social Care Directorates to replicate the Home Office and Department of Health working group in England.

The IPCC has also met many of the Welsh Assembly Government lead officials including those from the Equality Unit, the Crime Tsar and the Quality, Standards and Safety Improvement Directorate.

### COMPLAINTS AGAINST THE IPCC

Complaints about the IPCC can be made by any member of the public.

The IPCC takes seriously complaints against it and aims to deal with them fairly and as quickly as possible. The IPCC has a dedicated complaints officer together with a procedure for dealing with complaints against IPCC staff and Commissioners.

The IPCC's core beliefs of integrity and openness underpin its approach to handling complaints against its own staff and Commissioners. As an organisation, it is keen to learn how it can improve its own performance in the service it provides. The same four principles which apply to the police complaints system apply to the IPCC's own organisational complaints system, namely; confidence in the IPCC in responding to complaints about its service; learning from complaints; proportionate and timely resolving of complaints; easy access to the IPCC's complaints system.

The IPCC has started to look at trends in complaints against it and preliminary findings suggest that the main issue for people in the early months was the delay in responding to complainants about cases the IPCC took over under the old system. The IPCC acknowledges that it should have been far more robust in making sure people were kept informed of what was happening and quickly acted to put systems in place to ensure that this was resolved. (For more information, see *Casework Challenges*, page 14).



### **FREEDOM OF INFORMATION ACT**

Following the introduction of the Freedom of Information Act, any requests for information under the Act are handled by the FOI team in the Legal Services Directorate.

The IPCC received 156 requests in its first year, an average of three per day. The majority have been from complainants and are case related. Journalists have made five requests. There have also been four internal enquiries.

86% of these information requests were responded to within the 20 day deadline, including 25 within 10 days and 19 within 15 days. Some delays were experienced in relation to old complaints system cases where files were not immediately accessible. An audit of files in storage is being completed to enable quicker response.

Key documents, including the protocols with other organisations such as the police service, are published on the IPCC website.

### **PROMOTION OF THE NEW SYSTEM**

A Media Evaluation report was completed in August 2004 and evaluated 700 media articles about the new complaints system between April and June 2004.

The IPCC website has received over 890,000 unique visits since going live in April 2004. This equates to the equivalent of nearly 2,500 people accessing the website every day. The most commonly visited sections of the site, in addition to the home page, are the Recruitment, How to Make a Complaint, About the IPCC and Latest News sections.

A review of leaflets produced by the IPCC for the public was carried out using feedback from stakeholder groups including Refugee Council, Probation Service, CRE, Gypsy Expressions, Disability Rights Commission, Sign (Deaf Advocacy group), Islamic Forum Europe, and Citizens Advice Bureau. This has resulted in an improved design and simpler, reduced text so leaflets are more accessible to target audiences such as people with disabilities, low literacy levels and those whose first language is not English.



**A managed investigation was instigated when a man fell from a second floor window while being arrested by police officers. The officers had been called to an incident at a house just before midnight. On arrival they found a woman with stab wounds and a man, also with stab wounds. As officers went to arrest the man he fell from the window. The investigation found no evidence or reason to doubt the officers' assertion that the man fell from the window whilst trying to escape. The IPCC noted that the officers involved appear to have conducted themselves in an exemplary fashion and may well have saved the woman's life. The matter was concluded within 10 days.**

## **INCREASING THE CONFIDENCE OF THE POLICE SERVICE IN THE COMPLAINTS SYSTEM.**

The IPCC wants to see frontline police officers, supervisors and police staff, become more confident in dealing with complaints. The new system presents just such an opportunity, by being fair and more open and focusing on learning from complaints. The IPCC is working in partnership with the police to promote complaints handling as part of a quality of service performance culture in policing.

Where there has been misconduct or failure to uphold the standards expected, the IPCC will search for the truth and hold the police to account. Where there has not and where the facts indicate good practice or bravery by police the IPCC will also say so.

### **KEEPING INVESTIGATIONS PROPORTIONATE**

It has been shown that resources taken up by the complaints system can be reduced by cutting delays and carrying out timely and proportionate investigations.

The IPCC's first managed investigation using an external force was concluded within eight months.





### **TASERS**

The IPCC welcomed the decision by the Home Secretary to allow all authorised firearms officers to carry the Taser electronic stun gun following trials in five police forces. The IPCC wants to see the use of less lethal options instead of firearms where possible. The IPCC is no longer informed automatically when a Taser is discharged. However police forces do themselves carry out an investigation to ensure it was used in accordance with training. The Taser gun itself records when it is used and so police officers are fully accountable for their actions.

### **INSPECTION AND WORKING WITH HMIC**

The IPCC exercises its guardianship role by gathering data both as a statutory requirement and on behalf of the Home Office, setting standards for the system and publishing Statutory Guidance. It acquires intelligence both directly through casework, investigations and appeals and indirectly through its relationships with organisations involved in the system. One of the tools it has at its disposal to fulfil its guardianship role is inspection.

The Police Reform Act 2002 provides the IPCC with wide oversight powers to secure effective and efficient arrangements for the handling of complaints and conduct matters by Chief Officers, police authorities and the IPCC itself. The IPCC is

in the early stage of developing its oversight role in consultation with key stakeholders.

The Police Reform Act 2002 also places a duty on the IPCC to provide Her Majesty's Inspectorate of Constabulary (HMIC) with any assistance and co-operation they require in carrying out their duties. HMIC have a duty under the Police Act 1996 to promote the efficiency and effectiveness of the police service, including police complaints and discipline, through inspection and other duties.

The IPCC is part of an advisory group (which also includes the Association of Police Authorities (APA), the Association of Chief Police Officers (ACPO) and a number of representatives from police Professional Standards Departments (PSDs) which is working with HMIC on the framework for HMIC's Autumn 2005 police force Professional Standards Department inspections. The advisory group meets regularly and is attended by an IPCC Commissioner. The IPCC has been providing advice on the drafting of the inspection framework and made it clear it wishes to see the framework reflect the four main aims of the police complaints system: greater access; improved confidence of police officers, staff and the public; proportionate and timely investigations; evidence of lessons learned being fed back into operational policing.





### **IPCC/POLICE FEDERATION JOINT LEAFLET FOR POLICE OFFICERS**

The IPCC wants to see good customer service right at the heart of the complaints system and confident handling of complaints by officers and staff at local level. It is recognised that officers and staff need support in dealing with complaints, particularly so when they are the subject of a complaint.

Working in partnership with the Police Federation of England and Wales the IPCC developed a leaflet for all police officers to increase understanding of the complaints system, what it means for police officers and the shared outcomes expected. This was published in May 2005.

The IPCC is committed to producing similar support information in 2005 for police staff, in conjunction with staff trade unions.

### **WORKING WITH POLICE PROFESSIONAL STANDARDS DEPARTMENTS**

Staff in police Professional Standards Departments (PSDs) call the IPCC for advice about complaints handling. Caseworkers in IPCC regional offices are allocated to specific forces and this is creating an effective link for advice and information about the complaints system and individual cases.

Caseworkers have day-to-day contact with staff in PSDs and in some areas have initiated face-to-face meetings with PSD staff in order to obtain more effectively the information they need to process complaints. Developing these links to enable the exchange of information is valuable in making the complaints system work better.

Two conferences for Heads of force PSDs were held to work through operational issues of the police complaints system, to keep forces informed of developments and to discuss ways to make the system work better. The first seminar which took place in July 2004 focussed on early lessons which had been learnt from complaints and the second looked at the opportunities and threats posed by the inception of the IPCC. Heads of PSD have fed back that they found the events a useful way to keep up to date, share ideas and learn from good practice. The IPCC will continue to hold these events annually.

**“We’re here to provide an excellent system that works fairly for all parties – for complainants and for the police.”**  
**Georgia, Investigator.**



### **WORKING WITH ACPO**

The IPCC worked closely with the Association of Chief Police Officers (ACPO) both before and since its launch in 2004. Regular meetings are held with key ACPO representatives including quarterly meetings with the ACPO lead on complaints and discipline. ACPO is represented on the IPCC's Advisory Board, (see page 15).

The IPCC has also worked to bring issues and learning to ACPO's attention at the earliest opportunity, for example lessons highlighted in the report on the police response to the shootings detailed on page 7.

### **WORKING WITH POLICE AUTHORITIES**

Police authorities are responsible for recording and investigating complaints and conduct matters against officers of ACPO rank – which includes Chief Constables. They also have to keep themselves informed about complaint and discipline matters in the force. Police authorities hold their Chief Constables to account for the efficient and effective operation of the police force and also have a responsibility to ensure increased confidence by local communities in their police force.

Police authorities are therefore a crucial part of the complaints system. Working closely with police authorities at a national level and also at IPCC regional level, the IPCC is keen to build on shared objectives.

The Association of Police Authorities (APA) is one of the IPCC's key statutory partners, and is represented on the IPCC's Advisory Board. The APA was set up in 1997 to represent police authorities both on the national stage and locally. The APA influences policy on policing and it supports local police authorities in their role. All police authorities are members of the APA.

An IPCC Commissioner has lead responsibility for developing the IPCC's strategy for working with the APA, reflecting the two organisations' shared objectives; increasing public confidence in the police, greater accountability of the police at local level and a shared interest in oversight of the police. The IPCC meets with the APA's Complaints Network Committee (made up of 43 members of police authorities' complaints committees) twice a year. The IPCC and APA also arrange joint meetings at IPCC regional level, between IPCC Commissioners and regional staff and police authority members.



**A police force has stepped up training in resuscitation techniques following the death of a man in custody. The man had collapsed in his cell after complaining of breathing difficulties. He stopped breathing and officers performed emergency first aid. Following the death an external police investigation was conducted under the supervision firstly of the PCA and then the IPCC which identified a number of shortcomings. The Investigating Officer made 13 recommendations to improve standards in the management and treatment of detained persons, especially those at risk due to drunkenness or ill health. These included better CCTV provision, more intrusive physical rousing and better quality recording on logs. A recent inquest into the man's death heard that all of these proposals have been accepted and implemented.**

## **LEARNING THE LESSONS.**

The new system is about reform of how the police handle complaints. It presents a positive opportunity for forces to open up the complaints system; to listen and learn from complaints. The IPCC expects to see evidence of lessons learned fed back into day-to-day policing.

## DEATHS DURING OR FOLLOWING POLICE CONTACT, 2004/05

Under the Police Reform Act 2002, police forces in England and Wales now have a statutory duty to refer to the Independent Police Complaints Commission any incident involving a death which has arisen from police contact. This allows the IPCC to determine and oversee investigations with the appropriate level of external supervision.

All deaths referred to the IPCC are considered to see if they meet the criteria for inclusion in the IPCC death statistics. In collating these figures, the IPCC has reviewed and revised the definitions previously used by the Home Office to ensure that the categories accurately and appropriately capture the nature of the deaths occurring.

The four IPCC death Categories are as follows. It should be noted that the definitions do not include deaths of police personnel or incidents which involve off-duty police personnel.

- CATEGORY ONE: ROAD TRAFFIC FATALITIES** includes deaths of motorists, cyclists or pedestrians resulting from police pursuits, police vehicles responding to emergency calls and other police traffic-related activity.
- CATEGORY TWO: FATAL SHOOTINGS** includes fatalities where police officers fire the fatal shots.
- CATEGORY THREE: DEATHS IN OR FOLLOWING CUSTODY** includes deaths of persons who have been arrested or otherwise detained by the police. It includes deaths which occur whilst a person is being arrested or taken into detention. The death may have taken place on police, private or medical premises, in a public place or in a police or other vehicle.
- CATEGORY FOUR: DEATHS DURING OR FOLLOWING OTHER POLICE CONTACT** includes deaths where a link can be established between the police contact and the death, and which did not involve arrest or other detention.

Deaths reported by the Home Office in the two previous financial years have also been re-classified according to the revised IPCC definitions to allow a degree of comparison to be made. However, any comparisons should be treated with caution due to the impact the legislative and definitional changes will have had on the reporting and recording of deaths. For example, there will be a number of deaths during or following police contact in previous

years which would now be included under the revised Category Four definition, but which were not available to the IPCC for consideration.

Between 1 April 2004 and 31 March 2005, forces in England and Wales referred 106 deaths to the IPCC which met the criteria for inclusion under the above definitions. As shown in Table One below, 44 of these deaths were the result of road traffic incidents, three were fatal shootings, 36 deaths occurred in or following custody and 23 took place during or following other police contact.

**TABLE 1: DEATHS DURING OR FOLLOWING POLICE CONTACT, 2002-03 TO 2004-05**

IPCC DEATH CATEGORY	2002/03	2003/04	2004/05
Road Traffic Fatalities	40	36	44
Fatal Shootings	3	1	3
Deaths In or After Custody	30	29	36
Deaths During or After Other Contact	16 <sup>a</sup>	16 <sup>a</sup>	23
<b>TOTAL</b>	<b>89</b>	<b>82</b>	<b>106</b>

<sup>a</sup>The change in the definition in 2004-05 means that any trend analysis of numbers of deaths during or following other police contact should be treated with caution. These are likely to under-represent the actual number of deaths which occurred.

### ROAD TRAFFIC FATALITIES

In 2004-05, there were 44 road traffic fatalities resulting from 43 police-related road traffic incidents. 35 of those who died were male and a third were under 21 years old. Six individuals were from minority ethnic groups. Of these, three were of Asian origin, one was Black Caribbean, one was of Chinese origin and one was of a mixed ethnic background.

23 of the 44 road traffic fatalities involved a vehicle which was being pursued, or had recently been pursued by police. Six of the fatalities involved a police vehicle responding to an emergency call. The remaining 15 resulted from other police activity, such as a collision following an individual failing to stop when requested to do so by officers.

Seven of the 44 individuals who died were pedestrians and one was a cyclist. Six of these individuals were hit by a police vehicle and two were killed after being hit by a car which was being pursued by the police.

During the summer of 2005 the IPCC decided to conduct a research study into road traffic fatalities involving the police. The study will report in autumn 2006 and will examine fatalities over a three year period dating back to 2002.

<sup>1</sup> Paragraph 4(1)(a) and 13(1)(a), Schedule 3, Part 1, Police Reform Act 2002. As amended by the Serious Organised Crime and Police Act 2005, Schedule 12.

## FATAL POLICE SHOOTINGS

All three fatal shootings were of white males. Two were in their 20s and one was 53 years old. The shootings involved armed officers in Devon and Cornwall, the Metropolitan and Humberside police forces. All three incidents are being independently investigated by the IPCC.

## DEATHS IN OR FOLLOWING POLICE CUSTODY

In 2004-05 there were 36 deaths in or following police custody, of which 29 were white males, two were males of Black African origin and five were white females. The average age of those who died was 43 years.

Seven people were declared dead in a custody suite and one person died while being arrested. A further 28 deaths occurred after a detainee had been transferred to hospital having been taken ill, or identified as unwell while in custody. Two people died as a result of a suicide attempt in a police cell. Both individuals had hanged themselves using bedding or clothing and both had at some point during their contact with the police, been identified as being at suicide risk.

25 of the 36 individuals who died were reported to be intoxicated or to have consumed, or be in possession of, drugs or alcohol. In 15 of these cases the person had been arrested for a drug or alcohol related offence, such as drunk and disorderly or possession of a controlled substance.

One person who died had been detained under the Section 136 of the Mental Health Act. Detailed information on the mental health status of individuals is not currently available.

## DEATHS DURING AND FOLLOWING OTHER CONTACT

Six of the 23 people who died during or following other police contact were white females. Of the 17 men who died, 15 were white, one was Black Caribbean and one was of Chinese origin. The average age of those who died was 40 years.

Five of these 23 deaths were suicides during police contact, for example in a siege situation, or when an individual was otherwise attempting to avoid arrest. Seven deaths occurred shortly after police had been contacted to report a potentially violent incident, for example, when a person was concerned about their own or another's safety following threats of violence. In a number of these cases there are allegations that a police delay, or a breakdown in communication, may have had an impact on the outcome of the incident.

## SUICIDES FOLLOWING RELEASE FROM POLICE CUSTODY

The IPCC was notified of 46 suicides<sup>1</sup> following release from police custody during 2004/05. This is likely to underestimate the actual number of post-release suicides occurring for two main reasons. Firstly, police forces will not always be aware that such deaths have occurred. And secondly, it is not clear whether forces have a consistent approach about whether these deaths should be reported to the IPCC. Figures on these deaths are therefore presented separately to avoid undermining the quality of the statistics as a whole.

## IPCC INVESTIGATIONS

Table Two provides information on mode of investigation. The IPCC is actively involved in the investigation of 85% of the 106 death cases. Of these, it is carrying out independent investigations into ten deaths, managing 41 and supervising 39 cases. The remaining 16 cases were initially assessed by the IPCC, which determined that it would be most appropriate to have them investigated locally.

**TABLE 2 DEATHS DURING OR FOLLOWING POLICE CONTACT BY IPCC CATEGORY AND MODE OF INVESTIGATION<sup>a</sup>, 2004/05**

MODE OF INVESTIGATION	ROAD TRAFFIC FATALITIES		FATAL SHOOTING		DEATH IN OR AFTER CUSTODY		DEATH DURING OR AFTER OTHER CONTACT		TOTAL	
	N	%	N	%	N	%	N	%	N	%
IPCC Independent	0	0%	3	100%	5	14%	2	9%	10	9%
IPCC Managed	18	41%	0	0%	14	39%	9	39%	41	39%
IPCC Supervised	17	39%	0	0%	13	36%	9	39%	39	37%
<b>TOTAL IPCC INVESTIGATION</b>	<b>35</b>	<b>80%</b>	<b>3</b>	<b>100%</b>	<b>32</b>	<b>89%</b>	<b>20</b>	<b>87%</b>	<b>90</b>	<b>85%</b>
Dealt with locally by force	9	20%	0	0%	4	11%	3	12%	16	15%
<b>TOTAL ALL DEATHS</b>	<b>44</b>	<b>100%</b>	<b>3</b>	<b>100%</b>	<b>36</b>	<b>100%</b>	<b>23</b>	<b>100%</b>	<b>106</b>	<b>100%</b>

<sup>a</sup> Investigation type as reported on the IPCC Case Tracking Management System on 31 March 2005

<sup>1</sup> It should be noted that the term suicide does not necessarily relate to a coroner's verdict, as in some cases, verdicts are still pending. In these instances, the case is only included if, after considering the nature of death, the circumstances suggest that death was the intended outcome of a self-inflicted act e.g. a hanging or where there was some evidence of suicidal ideation such as a suicide note.



### **IPCC INVESTIGATIONS INTO DEATHS IN CUSTODY**

Some of key issues coming out of IPCC investigations include:

- Mental health: around half of deaths in police custody involve people with some form of mental health problem. A particular problem has been the deaths of those people who have been detained in police cells under the Mental Health Act. The issue here is whether police cells are a safe place to detain people with serious mental health problems, when a specialist health facility would be more appropriate.
- Interface between police and health care: the variable quality of the response of police forces to the health care needs of detainees and real concerns about information sharing between the health and police services.

### **JOINT PARLIAMENTARY COMMITTEE ON HUMAN RIGHTS – DEATHS IN CUSTODY INQUIRY**

A recommendation of the JCHR Deaths in Custody Inquiry was to share information on good practice in preventing deaths in custody between each form of detention. The Safer Custody Group are taking forward this work on behalf of the government. In contributing to this the IPCC has hosted meetings into deaths in custody with

other institutions (Immigration Service Detention Services, HM Chief Inspector of Prisons, Prison and Probation Ombudsman, the Safer Custody Group, Mental Health Act Commission and Department of Health) with which we will be co-ordinating and sharing views. These meetings are helping to inform the work by the Safer Custody Group who are part of the National Offender Management Service (NOMS).

### **WORKING WITH THE POLICE SERVICE**

ACPO and the Home Office have commissioned Centrex to produce national police guidance on the safer detention and handling of persons in custody. The IPCC is a key stakeholder and is involved in the development of the guidance which will set out national standards for safer detention and handling of persons in custody.

### **DEATHS IN CUSTODY INVOLVING AGENCIES OTHER THAN THE POLICE**

The IPCC will have responsibility for investigating deaths which occur in the custody of HM Revenue and Customs and the Serious Organised Crime Agency from early 2006. Historically deaths in the custody of HM Customs have been few in number and mainly involve individuals carrying drugs within their bodies.

**The IPCC received a complaint from a woman who was held in a police station after being arrested for a public order offence. During her time in custody, the woman tried to commit suicide on a number of occasions and ended up naked as clothes which could act as ligatures were removed. The woman was transferred under section 2 of the Mental Health Act 1983 to a mental health acute unit after about eight hours in custody. The IPCC investigation found that despite all the custody staff acting in good faith, the woman's treatment could amount to a breach of Article 3 of the Human Rights Act 1998. However, the IPCC did not find that any criminal or serious disciplinary offences were committed by any police officers and staff involved. The IPCC Commissioner who dealt with the case commented that it illustrated the inappropriateness of a police station as a place of safety. Following the investigation the IPCC began discussions with senior officials from the police, local NHS Trusts and social services to develop a more strategic approach to inter-agency working in this field to try to minimise the risk of similar situations occurring in the future.**

### **MENTAL HEALTH**

During its set up period, the IPCC identified mental health as likely to be a major factor in its work. This was borne out during the first few months of operations where mental health was an issue in a significant number of the most serious cases the IPCC has dealt with, including many fatal and serious incidents.

In an attempt to better understand the issues, the IPCC organised a seminar in January 2005, entitled *Policing and mental health, risks and realities* to identify better services for people with serious mental health needs who get caught up inappropriately in the criminal justice system. It was attended by around 100 delegates from the police, the health service and voluntary groups.

Following the event, the IPCC has agreed to work collaboratively with the National Institute for Mental Health England (NIMHE) to develop initiatives at a regional level.

### **MENTAL HEALTH IN WALES**

Whilst there is a lot of emphasis on multi agency working in Wales, the IPCC has experienced occasions where it is not happening at grass roots, sometimes with tragic consequences. For example, the police dealt with a case of a person who had mental health problems who had been in police custody and then released into the care of the NHS, but who subsequently set fire to herself and died. As a result of this serious incident, the IPCC had early discussions with the Welsh Assembly Government. The Assembly, NHS and Social Services have been holding post serious

incident investigations for many years. The IPCC aims to facilitate talks so that in future, where appropriate, the police will be included in these reviews. By including the police, the IPCC hopes conclusions will look beyond seeing handover points as the reason for failures, to consider solutions for avoiding repetition and encouraging joint action plans for improvement.

A new All Wales Police Force Mental Health Forum has been set up and the IPCC is an active member of the group. Its remit is to share best practice and learning by looking at case studies of incidents, and by working with experts to provide support services of use to the police in their contact with vulnerable people.

The IPCC has been invited to attend the North Wales Multi Disciplinary Forum, which aims to discuss issues across the different public sector agencies. It includes Mental Health, NHS, Social Services, Education and Police. The IPCC hopes to learn from this collaborative approach when dealing with other Welsh forces.

The IPCC has Welsh Assembly agreement to set up a meeting with NHS Wales regional offices to discuss major incidents that have a health and police perspective.

The IPCC has raised its concerns with the Home Secretary who has asked for a national protocol to be established between health and police services to reduce the likelihood of these incidents in future.



**Police officers stopped and searched a man and his 21 year old son on Saturday 11th October 2003 – the day an international football match was being broadcast on satellite TV. Police had argued they were using an order they had issued under Section 60 of the Criminal Justice and Public Order Act 1994 covering the entire command area because of concern that there might be violence associated with venues broadcasting the match. Neither man was at or in proximity to such a venue when they were stopped. Neither was arrested as a result of the stop and search. The man complained to the police force involved about being stopped and searched when he and his son were going about their lawful business, and twice declined to have the matter settled informally.**

**Officers from the Professional Standards Department of the police force then investigated the complaint but found it unsubstantiated. The outcome was reported to the IPCC. The Commissioner required further investigations and upheld the complaint, concluding that the basis upon which an Inspector had authorised the Section 60 order was flawed. He also drew to the force’s attention the fact that this particular power was being used more frequently than was found necessary by any other forces. Following further discussions with the force they agreed to make changes to the guidelines provided to officers about the use of Section 60 powers.**

#### **STOP AND SEARCH.**

Stop and search continues to remain an issue of concern to many communities who work with the IPCC. The IPCC has set up a stop and search strategy group to address issues arising from stop and search related complaints.

#### **THE SECRET POLICEMAN**

The IPCC made a number of recommendations for changes to training across all forces following an investigation after the screening of *The Secret Policeman* television programme, made by an undercover reporter in October 2003. The IPCC recommendations were:

- That a consultation process between the Home Office and police staff associations should be set up to consider improving the speed of disciplinary procedures in cases of gross misconduct thereby providing the means of summarily dismissing officers in cases where there is compelling evidence.
- That a similar consultation process regarding trainee police officers should be undertaken with a view to developing national regulations for police trainees similar to those in place in Northern Ireland where officers only attest and hold the office of constable after a prescribed period of training.

- That a national review be undertaken of the recruitment process to develop methods of identifying personality traits that are unacceptable in police officers. The feasibility of having an independent person on every recruiting panel for trainers must be considered.
- Centrex should undertake a national review of the delivery of race and diversity training and develop a method of evaluating the effectiveness of such training once it has been delivered.

The IPCC also agreed that 12 police officers should be disciplined. Four trainers, including three who served at Bruce Training Centre were required to receive written warnings. An additional seven constables and a sergeant received formal advice from a senior police officer. The IPCC agreed that six of the officers must undergo diversity training and three of the trainers be removed from such work.

Six police officers from Greater Manchester Police, two from North Wales Police and two from Cheshire Constabulary resigned.

Because the incident took place before 1 April 2004, the case was handled under the Police Act 1996. Greater Manchester Police, under the supervision of, initially, the Police Complaints Authority and then the IPCC, carried out the investigation.

The IPCC separately contributed to the Commission for Racial Equality's wider investigation into the issues raised by the television programme.

The IPCC has been fully engaged with this, has been formally consulted and has provided formal evidence.

There were two other significant reviews or inquiries in 2004 in relation to employment matters in the police service. The first was the Morris Inquiry, an independent inquiry established by the Metropolitan Police Authority to consider professional standards and employment matters in the Metropolitan Police Service. This was chaired by Sir Bill Morris and the IPCC gave formal evidence to the inquiry. The second was the Review of Police Disciplinary Arrangements, commissioned by the Home Secretary, and chaired by Bill Taylor. The IPCC was part of the review team set up by Bill Taylor. The review considered the extent to which the police disciplinary arrangements provide a proportionate, just and effective process for the disposal of conduct and complaint matters; in a way that is likely to enjoy the confidence of the public.

Common threads emerged in the Morris Inquiry, Taylor Review and CRE Investigation:

- Reform of the police discipline arrangements so that learning and improvement are addressed
- Better training so that police managers can deal with discipline issues in a simpler and more timely way
- Need for training on race and diversity issues to be integrated into general police training

The IPCC is working with the Home Office to take forward the review of police discipline arrangements. The IPCC wants to see a police discipline system which provides a proportionate, timely and effective remedy where wrong-doing is suspected; is simpler and quicker; addresses learning and improvement in most cases; preserves the option of robust discipline where necessary.



# NEXT STEPS.

The IPCC's objectives for 2005-6 as laid out in its Corporate Plan are as follows:

## **OBJECTIVE 1: MAINTAIN STANDARDS OF DELIVERY ACROSS THE IPCC**

The IPCC aims to sustain the 10% reduction over the time taken to resolve cases in the previous system, despite the growth in new business over the year. All casework and investigation operations will be delivered to performance targets and standards.

The IPCC will also develop a strengthened infrastructure for more effective and efficient delivery and achievement of its statutory duties.

## **OBJECTIVE 2: GROW THE EXISTING POLICE SERVICE BUSINESS**

The IPCC will strengthen its investigative capability and make it more diverse to meet 2005-06 targets on numbers of investigations. In 2005/6 it will undertake 60 independent investigations, 125 managed investigations and to supervise 600 police investigations.

The IPCC will ensure investigations are more effective and efficient and significantly reduce the use of external police forces to carry out investigations.

## **OBJECTIVE 3: ENHANCE THE IPCC'S GUARDIANSHIP ROLE**

The IPCC will ensure there are resources and structures in place to deliver effectively on regional plans and systems in place to assist police forces and the IPCC to meet standards set out in its Statutory Guidance.

The IPCC will work to increase awareness and accessibility of the complaints and discipline system, and implement ways of identifying and promoting lessons for policing excellence.

## **OBJECTIVE 4: PREPARE THE IPCC FOR NEW BUSINESS**

The IPCC will have costed plans prepared to take on new responsibilities to investigate complaints and matters referred to IPCC by SOCA and HMRC.



# KEY FACTS.

1 APRIL 2004 – 31 MARCH 2005

## COMPLAINTS RECEIVED

Total direct complaints received by the IPCC	4,309
Total dispensations*	1,592
Total discontinuances**	70

## INVESTIGATION TYPE

Local investigation	684
Supervised investigation	598
Managed investigation	126
Independent investigation	31
Awaiting mode of investigation decision	92
<b>Total</b>	<b>1,531</b>

## APPEALS RECEIVED

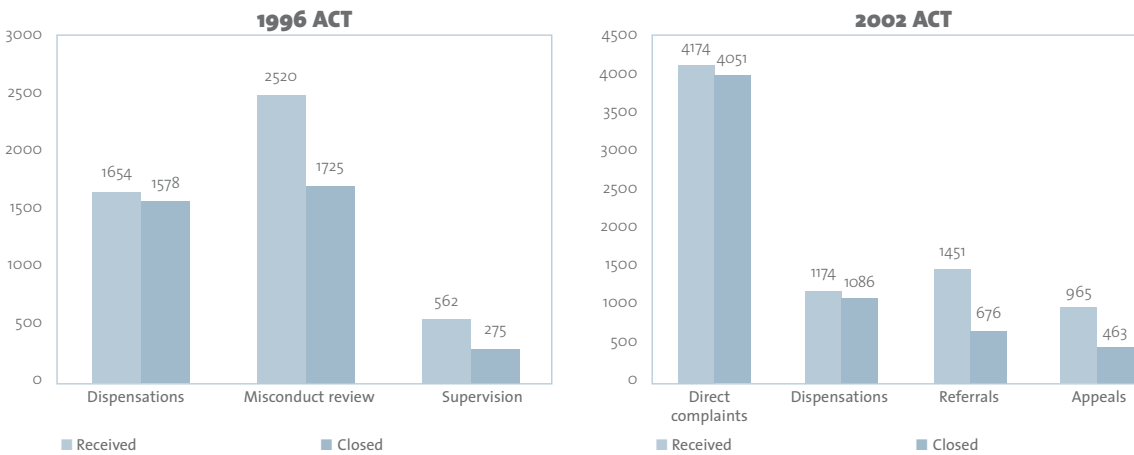
Appeals against the non-recording of a complaint	475
Appeals against the Local Resolution process	162
Appeals against the outcome of a police investigation	322
<b>Total</b>	<b>959</b>



\* exemption, granted by the IPCC to a police force, from the need to take further action or no action at all about a complaint

\*\* stopping an investigation which has already started

## CASES RECEIVED AND CLOSED UNDER BOTH ACTS



## PERFORMANCE AGAINST 2004-5 BUSINESS PLAN

MEASURE	TARGET	PERFORMANCE 2004-05
<b>1</b> Number of supervised investigations, including cases which are subject to the old (Police Act 1996) rules and the new (Police Reform Act 2002) rules	An expectation of 650	598 new supervised and 558 old supervised cases from PCA
<b>2</b> Number of new managed investigations	An expectation of 80	126
<b>3</b> Number of new independent investigations	An expectation of 22	31 (See note 1)
<b>4</b> Time taken to acknowledge referrals from police forces	Before end of next working day after receipt	95%
<b>5</b> Time to complete requests from police forces for discontinuances or dispensations	Within 21 elapsed days from receipt	78%
<b>6</b> Time to acknowledge appeals	Before end of next working day after receipt	53%
<b>7</b> Time to provide a substantive response to appeals	Within 28 elapsed days of receipt	68%
<b>8</b> Reduction in average time taken to complete supervised investigations	10% reduction on PCA average time, equivalent to 157 working days	128.7 working days (See note 2)
<b>9</b> Completion of PCA legacy work	Complete 90% of outstanding cases before 31st March 2005	75% (See note 3)
<b>10</b> Telephone answering	95% of calls to the London reception and Telephone Complaints Centre will be answered without being diverted to the off site overflow answering service	93%

**NOTE 1:** The Parliament Square demonstration is included as one investigation with over 500 complaints, of which over 100 are being taken forward.

**NOTE 2:** In its 2003-4 Annual Report, the PCA reported average completion time per case as 243.6 days. A 10% reduction is equivalent to 219 days or 157 working days. While not directly comparable to PCA supervised investigations, the IPCC has now completed 56% of its supervised investigations started in 2004/5. The average length of these completed supervised investigations was 128.7 working days.

**NOTE 3:** The performance includes all cases dealt with under the 1996 Act not just cases transferred from the PCA. This includes over 1,200 new misconduct reviews since 1st April 2004.

## BREAKDOWN OF IPCC STAFF

### GENDER BY GRADE

GENDER	STAFF	% STAFF	DIRECTORS & CEO	% OF DIRECTORS & CEO	COMMISSIONERS	% OF COMMISSIONERS	TOTAL	% OF TOTAL
F	143	60.3%	6	54.5%	6	35.3%	155	58.5%
M	94	39.7%	5	45.5%	11	64.7%	110	41.5%
<b>T</b>	<b>237</b>	<b>100.0%</b>	<b>11</b>	<b>100.0%</b>	<b>17</b>	<b>100.0%</b>	<b>265</b>	<b>100.0%</b>

### ETHNICITY BY GRADE

ETHNIC ORIGIN	STAFF	% STAFF	DIRECTORS & CEO	% OF DIRECTORS & CEO	COMMISSIONERS	% OF COMMISSIONERS	TOTAL	% OF TOTAL WORKFORCE
Asian (code no longer used)	2	0.8%	–	0.0%	–	0.0%	2	0.8%
Asian or Asian British – Bangladeshi	1	0.4%	–	0.0%	–	0.0%	1	0.4%
Asian or Asian British – Indian	9	3.8%	–	0.0%	1	5.9%	10	3.8%
Asian Other	2	0.8%	–	0.0%	–	0.0%	2	0.8%
Asian or Asian British – Pakistani	2	0.8%	–	0.0%	1	5.9%	3	1.1%
Black or Black British – African	2	0.8%	–	0.0%	1	5.9%	3	1.1%
Black or Black British – Caribbean	4	1.7%	1	9.1%	1	5.9%	5	1.9%
Black Other	–	0.0%	1	9.1%	–	0.0%	2	0.8%
Chinese or Other Ethnic Background – Chinese	1	0.4%	–	0.0%	–	0.0%	1	0.4%
Mixed – White and Asian	2	0.8%	–	0.0%	1	5.9%	3	1.1%
Mixed – White and Black Caribbean	2	0.8%	–	0.0%	–	0.0%	2	0.8%
Mixed – White and Black African	1	0.4%	–	0.0%	–	0.0%	1	0.4%
White	154	65.0%	9	81.8%	11	64.7%	174	65.7%
White Irish	1	0.4%	–	0.0%	–	0.0%	1	0.4%
White Other	12	5.1%	–	0.0%	–	0.0%	12	4.5%
Other	–	0.0%	–	0.0%	1	5.9%	1	0.4%
Information refused	1	0.4%	–	0.0%	–	0.0%	1	0.4%
Undefined	41	17.3%	–	0.0%	–	0.0%	41	15.5%
<b>TOTAL</b>	<b>237</b>	<b>100%</b>	<b>11</b>	<b>100.0%</b>	<b>17</b>	<b>100.0%</b>	<b>265</b>	<b>100%</b>

### AGE BY GRADE

AGE CATEGORY	STAFF	% STAFF	DIRECTORS & CEO	% OF DIRECTORS & CEO	COMMISSIONERS	% OF COMMISSIONERS	TOTAL	% OF TOTAL
20 to 24	22	9.3%	–	0.0%	–	0.0%	22	8.3%
25 to 29	60	25.3%	–	0.0%	–	0.0%	60	22.6%
30 to 34	37	15.6%	–	0.0%	–	0.0%	37	13.9%
35 to 39	41	17.3%	2	18.2%	2	11.8%	45	17.0%
40 to 44	22	9.3%	1	9.1%	4	23.5%	27	10.2%
45 to 49	16	6.8%	3	27.3%	3	17.6%	22	8.4%
50 to 54	19	8.0%	3	27.3%	3	17.6%	25	9.5%
55 to 59	3	1.3%	1	9.1%	5	29.4%	9	3.4%
60 to 64	1	0.4%	–	0.0%	–	0.0%	1	0.4%
Unknown	16	6.8%	1	9.1%	–	0.0%	17	6.4%
<b>TOTAL</b>	<b>237</b>	<b>100.0%</b>	<b>11</b>	<b>100.0%</b>	<b>17</b>	<b>100.0%</b>	<b>265</b>	<b>100.0%</b>

These reports are excluding agency staff, non executives and consultants.

The information in these tables is based on a voluntary monitoring form distributed to staff. Where information was refused or not submitted, this is displayed as information refused or undefined.

## IPCC COMMISSIONERS

**NICK HARDWICK** is the Chair of the Independent Police Complaints Commission. Based at the national office in London.

- Lead organisational contact: HMIC/JCSI, Home Secretary, IPCC's Advisory Board.
- Policy champion role: counter terrorism, SOCA, diversity.

**JOHN WADHAM** is Deputy Chair of the IPCC. Based at the national office in London.

- Lead organisational contact: CPS, MPS, coroners.
- Policy champion role: corruption, custody ombudsmen/regulators forum, discipline.

**CLAIRE GILHAM** jointly held the post of Deputy Chair until 31 January 2005.

**IAN BYNOE** (Wales and South West region)

- Police force responsibilities: Devon and Cornwall, Dorset, Wiltshire, Port of Falmouth.
- Policy champion role: mental health, health and social services (with John Crawley).

**JOHN CRAWLEY** (Central and Eastern England region)

- Police force responsibilities: Staffordshire, Warwickshire, West Mercia and West Midlands.
- Lead organisational contact: Department of Health, Health Care Commission and other related agencies in England; Police Authorities (with Rebecca Marsh), Police Clerks Association.
- Policy champion role: mental health, health and social services (with Ian Bynoe).

**TOM DAVIES** (Wales and South West region)

- Police force responsibilities: Dyfyd-Powys, Gwent, North Wales, and South Wales.
- Lead organisational contact: health agencies in Wales.
- Policy champion role: Wales.

**MIKE FRANKLIN** (North region)

- Police force responsibilities: Cheshire, Lancashire, Merseyside, Mersey Tunnel and Port of Liverpool.
- Policy champion role: stop and search (with Laurence Lustgarten).

**GARY GARLAND** (North region)

- Police force responsibilities: Cleveland, Durham, North Yorkshire, Northumbria and Tees and Hartlepool Port Authority.
- Policy champion role: HMRC.

**DEBORAH GLASS** (London and South East region)

- Police force responsibilities: City of London, Thames Valley and the Metropolitan Police Service (North East).
- Policy champion role: firearms (including ACPO committee on police use of firearms).

**LEN JACKSON** (Central and Eastern England region)

- Police force responsibilities: Cambridgeshire, Lincolnshire, Norfolk, Nottinghamshire, Suffolk, Cambridge University and Port of Felixstowe.
- Policy champion role: police dog handling.

**NICHOLAS LONG** (North region)

- Police force responsibilities: Humberside, South Yorkshire, West Yorkshire.
- Policy champion role: custody (including ACPO Custody Forum).



**LAURENCE LUSTGARTEN** (London and South East region)

- Police force responsibilities: Hampshire and Metropolitan Police Service (North West) and Royal Parks police in North West London. Laurence is also responsible for the National Criminal Intelligence Service.
- Policy champion role: Immigration, stop and search (with Mike Franklin).

**NASEEM MALIK** (North region)

- Police force responsibilities: Cumbria and Greater Manchester.
- Policy champion role: domestic violence, women and gender issues.

**REBECCA MARSH** (Wales and South West region)

- Police force responsibilities: Avon and Somerset, Gloucestershire, Port of Bristol and the Civil Nuclear Constabulary.
- Leading relationships: Police Authorities/APA (with John Crawley), HMIC/JCSI.
- Policy champion role: inspections.

**MEHMUDA MIAN PRITCHARD** (London and South East region)

- Police force responsibilities: Essex, Metropolitan Police Service (South East), and Port of Tilbury police. Mehmuda is also responsible for the National Crime Squad.
- Lead organisational contact: forensic medical examiners (with Nicola Williams).

**DAVID PETCH** (London and South East region)

- Police force responsibilities: Bedfordshire, Hertfordshire, Surrey, Sussex and British Transport Police.
- Policy champion role: Road traffic policing.

**AMERDEEP SOMAL** (Central and Eastern England region)

- Police force responsibilities: Derbyshire, Leicestershire and Northamptonshire.
- Lead organisational contact: CRE (including Morris Inquiry residual issues).
- Policy champion role: Discipline (Taylor Review).

**NICOLA WILLIAMS** (London and South East region)

- Police force responsibilities: Kent, Metropolitan Police Service (South West and Central), Ministry of Defence, Heathrow, and Port of Dover police forces, as well as London Borough Parks and Royal Botanic Gardens Constabulary in South West and Central London.
- Lead organisational contact: forensic medical examiners (with Mehmuda Mian Pritchard).

## THE CEO AND DIRECTORS

**CHIEF EXECUTIVE:** Susan Atkins

### DIRECTORS

Director of Investigations and Casework – Roy Clark

Director of Communications – Sarah Clifford

Deputy Director of Investigations and Casework – Peter Goode

Director of Policy and Research – Jennifer Douglas-Todd

Director of Corporate Services – Barry Simpson

Director of Legal Services – John Tate

### REGIONAL DIRECTORS

Central and Eastern England – Derek Bradon

North – Mary Calam

London and South East – Judy Clements

Wales and South West – Jane Farleigh

For detailed biographies of Commissioners, Chief Executive and Directors, visit the IPCC website at [www.ipcc.gov.uk](http://www.ipcc.gov.uk)



# FOREWORD TO THE ACCOUNTS.

## 1. INTRODUCTION

This statement of Annual Accounts reports the results of the Independent Police Complaints Commission (IPCC) for the year ended 31 March 2005. It has been prepared in accordance with the Accounts Direction given by the Minister of State for Crime Reduction, Policing, Community Safety and Counter Terrorism and Resilience issues, with the consent of the Treasury, in accordance with paragraph 17(1) of Schedule 2 to the Police Reform Act 2002 (the "Act").

## 2. HISTORY

The IPCC was created by the Police Reform Act 2002 (the "Act") and was established on 1 April 2003 as an Executive Non-Departmental Public Body (NDPB). The sponsoring department for the IPCC is the Home Office and the sponsoring unit is the Police Leadership and Powers Unit.

The IPCC is entirely independent of the police, interest groups and political parties and its decisions are free from Government involvement. The Act requires that the governing structure of the IPCC should be a Chair supported by at least ten Commissioners. The Commissioners are responsible for the governance of the IPCC as a whole, guardianship of the complaints system, and final determination of individual cases.

The IPCC executive functions are led by a Chief Executive supported by a senior management team based in locations across England and Wales. The Chief Executive is accountable to the Commissioners, and has been appointed as Accounting Officer for the IPCC by the Departmental Accounting Officer.

## 3. RESULTS FOR THE YEAR

The IPCC is financed by Grant in Aid through the Home Office Main Estimate (Resource RfR1, Subhead Y:3) and in the year drew down for revenue expenditure purposes £22,506.

The Home Office gave the IPCC a financial target of £23.7 million for resource spend during 2004-05 and against this target the IPCC has spent £24.5 million, most of this overspend being due to unrealised loss on revaluation of fixed assets. The IPCC's resource expenditure comprises: employment costs (£12.5 million), administrative costs (£11.1 million), the notional cost of capital (£0.2 million) and unrealised loss on revaluation of fixed assets (£0.7 million).

This resource expenditure is significantly higher than the previous year when the IPCC was setting up the organisation and reflects the fact that the IPCC has been operational since 1 April 2004. The Home Office were kept informed of expenditure against the target.

The surplus of £751,000 largely reflects timing differences arising from grant in aid being accounted for on a cash basis and resource expenditure being accounted for on an accruals basis.

#### **4. CHANGES IN FIXED ASSETS**

Grant in Aid received in respect of capital expenditure was £3.7 million and this has been spent on the IT enhancements (£1.9 million) and establishment of regional offices (£1.7 million). The value of fixed asset acquisitions is considerably less than that of the previous year (£10 million) as the IPCC had largely completed setting up the organisation.

#### **5. REVIEW OF ACTIVITIES AND FUTURE DEVELOPMENTS**

The purpose of the IPCC is to ensure suitable arrangements are in place for dealing with complaints or allegations of misconduct against any person serving with the police in England or Wales. In doing so, the IPCC seeks to increase public confidence by demonstrating the independence, accountability and integrity of the complaints system and so contribute to the effectiveness of the police service as a whole. Future developments will build on plans for regional delivery of services strengthening the direct, investigative capacity. Further details of current activity and future plans can be found elsewhere in this publication.

#### **6. COMMISSION MEMBERS**

Commissioners are appointed under the Schedule 2 (section 9) of the Police Reform Act 2002, for a term not exceeding five years. The Commissioners who served during 2004-05 were:

Nick Hardwick – Chair  
John Wadham – Deputy Chair  
Claire Gilham – Deputy Chair until 31 January 2005  
Ian Bynoe  
John Crawley  
Tom Davies – Audit Committee  
Mike Franklin  
Gary Garland  
Deborah Glass  
Len Jackson  
Nicholas Long  
Laurence Lustgarten  
Naseem Malik  
Rebecca Marsh – Audit Committee  
Mehmuda Main Pritchard  
David Petch – Audit Committee  
Amerdeep Somal  
Nicola Williams

#### **7. COMMISSION MEMBER DISCLOSURES**

The Commission members' disclosures in respect of other interests are publicly available and may be obtained in writing from the Commission Secretary.

#### **8. DIVERSITY**

Diversity is a core value of the IPCC. A Diversity Committee has been formed, made up of Commissioners and staff from across the organisation and led by the Chair of the organisation. The Committee steers the delivery of our diversity objectives overall with the benefit of insights and on the ground experience from staff based in different regions, doing different jobs, and with different backgrounds. During the year the IPCC widely consulted on its race equality scheme which was published in May 2005 and it intends to use this scheme as a basis for developing robust processes for diversity as a whole. Further information on diversity is available elsewhere in this publication.

#### **9. PUBLIC SECTOR PAYMENT POLICY**

The IPCC abides by the Department of Trade and Industry "Better Payment Practice Code" and in particular to pay undisputed invoices in accordance with contract terms. During the year to 31 March 2005, 78 percent (49 percent in 2003-04) were paid in accordance with contract terms. Further improvements in performance are planned for the coming year where we are aiming to achieve 90%. In 2004-05 no interest was paid in respect of the Late Payment of Commercial Debts (Interest) Act 1998.

#### **10. PROCUREMENT POLICY**

The IPCC has established a strategy and implemented systems for procurement which are linked to our overall business strategy. This includes consideration of delegation limits for expenditure purposes. The Home Office sponsoring unit has been kept fully informed and consulted where appropriate.

#### **11. RESEARCH AND DEVELOPMENT**

During 2004-05, the IPCC developed a research programme which supported its corporate aims, and especially its guardianship role with regard to the police complaints system. The IPCC undertook wide scale research into public confidence and awareness of the police complaints system and also developed protocols for working with a number of key agencies. In addition substantial work was undertaken to enable several important research projects to start in early 2005-06.



### 12. CHARITABLE DONATIONS

No donations to charity were made by the IPCC during the year. Occasionally Commissioners or staff receive gifts arising from their normal duties and in these circumstances the gifts or an equivalent value are donated to either Oxfam or Macmillan Cancer Relief. Details are recorded in a register which is available to the public and may be obtained in writing from the Commission Secretary.

### 13. GOING CONCERN

Grant in Aid for 2005-06 for the IPCC has already been included in its sponsoring department's Estimate approved by Parliament, and there is no reason to believe that the department's future sponsorship and future parliamentary approval will not be forthcoming. It has accordingly been considered appropriate to adopt a going concern basis for the preparation of these financial statements.

### 14. POST BALANCE SHEET EVENTS

No post balance sheet events have been noted as significant in terms of their impact on operational activities or as having a significant impact for balances contained in the accounts.

### 15. EMPLOYMENT POLICIES

As part of our commitment to diversity the IPCC has put in place employment policies to create an environment in which all staff can give of their best, and can contribute to their own and the organisation's success.

During the year to 31 March 2005 the IPCC monitored recruitment, training, job satisfaction and staff turnover and provided regular reports to managers and Commissioners.

The IPCC involves staff in decisions on health, safety and welfare. During the year, the Public and Commercial Services Union was recognised to negotiate on behalf of staff. In addition a Staff Council consisting of both staff and trade union representatives has been formed for the purpose of information and consultation.

The IPCC gives full and fair consideration to applications for employment from people with disabilities, having regard to the nature of the employment. The IPCC is similarly committed to enabling any members of staff who may become disabled to continue their employment.

During the year Health and Safety policy and procedures were implemented. This included the General Statement of Policy published as the first element of a broad programme encompassing staff training and awareness, risk assessments and safe systems of work, the programme to be completed during 2005-06.

### 16. AUDITORS

Arrangements for external audit are provided under Schedule 2 paragraph 17(1) of the Act which requires the Comptroller and Auditor General to examine, certify and report on the statement of accounts, and to lay copies of it together with his report before each House of Parliament. Internal Audit services are provided by the Home Office Audit and Assurance unit.

The fees for these services for 2004-05 are estimated at £38,000 (£39,000 in 2003-04).

Signed on behalf of the Independent Police Complaints Commission

Susan Atkins  
Chief Executive and Accounting Officer

13 October 2005



# STATEMENT OF THE COMMISSION'S AND THE ACCOUNTING OFFICER'S RESPONSIBILITIES FOR THE STATEMENTS OF ACCOUNTS.

## THE COMMISSION'S RESPONSIBILITIES

Under Schedule 2 paragraph 17(1) of the Police Reform Act 2002, the Independent Police Complaints Commission (IPCC) is required to prepare a statement of accounts in respect of each financial year in the form and on the basis directed by the Secretary of State. The accounts are to be prepared on an accruals basis and must give a true and fair view of the IPCC state of affairs at the year end and of its income and expenditure, total recognised gains and losses and cash flows for the financial year.

In preparing the accounts the IPCC is required to:

- observe the accounts direction issued by the Minister of State for Crime Reduction, Policing, Community Safety and Counter Terrorism and Resilience Issues, with the consent of the Treasury, including the relevant accounting and disclosure requirements, and apply suitable accounting policies on a consistent basis
- make judgments and estimates on a reasonable basis
- state whether applicable accounting standards have been followed, and disclose and explain any material departures in the financial statements
- prepare the statements on the going concern basis unless it is inappropriate to presume that the IPCC will continue in operation

## THE ACCOUNTING OFFICER'S RESPONSIBILITIES

The Accounting Officer for the Home Office has appointed the Chief Executive Officer of the IPCC as the IPCC Accounting Officer. My relevant responsibilities as the Accounting Officer, including my responsibility under the Commission for the propriety and regularity of the public finances and for the keeping of proper records, are set out in the Non-Departmental Public Bodies' Accounting Officers' Memorandum issued by the Treasury and published in Government Accounting.

Signed on behalf of the Independent Police Complaints Commission



Susan Atkins  
Chief Executive and Accounting Officer

13 October 2005

# STATEMENT OF INTERNAL CONTROL.

## **SCOPE OF RESPONSIBILITY**

As Accounting Officer, I have responsibility for maintaining a sound system of internal control that supports the achievements of the Independent Police Complaints Commission's (IPCC) policies, aims and objectives whilst safeguarding the public funds and assets under my control. This is in accord with the responsibilities assigned to me by the Home Office set out in the Financial Memorandum and those in Government Accounting.

The IPCC provides information to the sponsoring department, the Home Office, via a series of regular meetings. In particular, I discuss with the sponsoring unit, the Police Leadership and Powers Unit, the IPCC operational performance, financial management and risk during bilateral meetings arranged for that purpose, normally held bi-monthly.

## **THE PURPOSE OF THE SYSTEM OF INTERNAL CONTROL**

The IPCC system of internal control is designed to manage risk to a reasonable level rather than to eliminate all risk of failure to achieve policies, aims and objectives; it can therefore only provide reasonable and not absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of the Commission's policies, aims and objectives, to evaluate the likelihood of those risks being realised and the impact should they be realised, and to manage them efficiently, effectively and economically. The system of internal control has been in place in the Commission for the year ended 31 March 2005 and up to the date of approval of the annual report and accounts and accords with Treasury guidance.

## THE RISK AND CONTROL FRAMEWORK AND CAPACITY TO HANDLE RISK

The IPCC risk and control framework extends throughout all work undertaken. The internal control framework includes formal procedures for receiving management information, delegation of duties and accountability, formal line management structures, and the segregation of duties where appropriate. Processes evolved and implemented during the year to manage risk include:

- The development of a Risk Management Framework and Policy and processes for assessing operational risks as an integral part of our business process.
- Procedures for ensuring that aspects of risk management are embedded into directorate plans and reviewed regularly by senior management.
- Development of an Audit Committee, under an independent Chair, with both Commissioner and independent members, which receives reports from (amongst others), the internal audit function.
- Formal reporting protocols which ensure that all reports to the Commission and subsidiary committees contain a risk and risk management report so ensuring that all formal reports address risk.
- The establishment of a protocol for raising Risk Exception Reports for the attention of the Senior Executive Team, who advise me of significant risks arising that require management.
- The adoption of formal project disciplines where appropriate.
- The development of a business continuity plan.
- The appointment of key staff.
- Meetings of Commissioners during which the progress against IPCC strategic plans are reviewed along with overall performance. This includes a comprehensive Chief Executive report on progress on delivery of business plans and financial monitoring.

The IPCC has engaged the Home Office Audit and Assurance Unit, who operate in accordance with Government Internal Audit Standards, to provide an internal audit function. Their work is informed by an analysis of the risks to which the IPCC is exposed, and annual internal audit plans are based on this analysis. The annual plan for 2004-05 was approved by the Audit Committee and me. I received regular progress reports on progress against this plan and on matters arising, including any control weaknesses identified.

At least annually, the Home Office Audit and Assurance Unit provide me with a report on the internal audit activity in the Commission. Their reports include their independent opinion on the adequacy and effectiveness of the Commission's system of internal control based on the work undertaken.

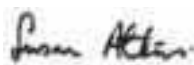
In addition with the appointment of non executive members to the Audit Committee the IPCC has completed the implementation of a robust governance structure.

## REVIEW OF EFFECTIVENESS

As Accounting Officer, I have responsibility for reviewing the effectiveness of the system of internal controls. My review of the effectiveness of the system of internal controls is informed by the work of the internal auditors and the executive managers within the Commission who have responsibility for the development and maintenance of the internal control framework and comments made by the external auditors in their management letter and other reports. I have been advised on the implications of the result of my review of the effectiveness of the system of internal controls by the work of internal auditors employed, the work of the Senior Executives, Audit Committee, Finance Committee, and Commissioner during the year and also comments made by the external auditors.

I am pleased to note that in their annual assurance report the internal auditors have formed the opinion that the IPCC has made good progress on the development of the strategic risk management framework and the strategic risk register. They also acknowledge that operational risk management is well developed. I have discussed with them our planned improvements to controls over the payroll function and they have concluded that the overall control environment within IPCC is adequate.

Signed on behalf of the Independent Police Complaints Commission



Susan Atkins  
Chief Executive Officer and Accounting Officer

13 October 2005

# THE CERTIFICATE AND REPORT OF THE COMPTROLLER AND AUDITOR GENERAL TO THE HOUSES OF PARLIAMENT.

I certify that I have audited the financial statements on pages 52 to 63 under the Police Reform Act 2002. These financial statements have been prepared under the historical cost convention as modified by the revaluation of certain fixed assets and the accounting policies set out on pages 54 and 55.

## RESPECTIVE RESPONSIBILITIES OF THE COMMISSION, THE ACCOUNTING OFFICER AND AUDITOR

As described on page 47 the Commission is responsible for the preparation of the financial statements in accordance with the Police Reform Act 2002 and Treasury directions made thereunder. The Accounting Officer (who is also the Chief Executive Officer) is responsible for ensuring the regularity of financial transactions. The Chief Executive Officer is also responsible for the preparation of the Foreword. My responsibilities, as independent auditor, are established by statute and guided by standards and guidance issued by the Auditing Practices Board, and the ethical guidance applicable to the auditing profession.

I report my opinion as to whether the financial statements give a true and fair view and are properly prepared in accordance with the Police Reform Act 2002 and Treasury directions made thereunder, and whether in all material respects the expenditure and income have been applied to the purposes intended by Parliament and the financial transactions conform to the authorities which govern them. I also report if, in my opinion, the Foreword is not consistent with the financial statements, if the Commission has not kept proper accounting records, or if I have not received all the information and explanations I require for my audit.

I consider the implications for my certificate if I become aware of any apparent misstatements or material inconsistencies with the financial statements.

I review whether the statement on pages 49 to 50 reflects the Commission's compliance with Treasury's guidance on the Statement on Internal Control. I report if it does not meet the requirements specified by Treasury, or if the statement is misleading or inconsistent with other information I am aware of from my audit of the financial statements. I am not required to consider, nor have I considered whether the Accounting Officer's Statement on Internal Control covers all risks and controls. I am also not required to form an opinion on the effectiveness of the Commission's corporate governance procedures or its risk and control procedures.

## BASIS OF AUDIT OPINION

I conducted my audit in accordance with United Kingdom Auditing Standards issued by the Auditing Practices Board. An audit includes examination, on a test basis, of evidence relevant to the amounts, disclosures and regularity of financial transactions included in the financial statements. It also includes an assessment of the significant estimates and judgements made by the Commission and Chief Executive Officer in the preparation of the financial statements, and of whether the accounting policies are appropriate to the Commission's circumstances, consistently applied and adequately disclosed.

I planned and performed my audit so as to obtain all the information and explanations which I considered necessary in order to provide me with sufficient evidence to give reasonable assurance that the financial statements are free from material misstatement, whether caused by error, or by fraud or other irregularity and that, in all material respects, the expenditure and income have been applied to the purposes intended by Parliament and the financial transactions conform to the authorities which govern them. In forming my opinion I have also evaluated the overall adequacy of the presentation of information in the financial statements.

## OPINION

In my opinion: the financial statements give a true and fair view of the state of affairs of the Independent Police Complaints Commission at 31 March 2005 and of the surplus, total recognised gains and losses and cash flows for the year then ended and have been properly prepared in accordance with the Police Reform Act 2002 and directions made thereunder by Treasury and in all material respects the expenditure and income have been applied to the purposes intended by Parliament and the financial transactions conform to the authorities which govern them.

I have no observations to make on these financial statements.



John Bourn  
National Audit Office  
Comptroller and Auditor General  
Palace Road, Victoria, London SW1W 9SP

17 October 2005

**INDEPENDENT POLICE COMPLAINTS COMMISSION:  
STATEMENT OF ACCOUNTS FOR THE YEAR ENDED 31 MARCH 2005**

**INCOME AND EXPENDITURE ACCOUNT FOR THE YEAR ENDED 31 MARCH 2005**

	NOTES	2004-05 £'000	2003-04 restated* £'000
Grant in aid received	3	22,506	7,380
Employment costs	5	(12,467)	(3,297)
Administrative costs	6	(11,145)	(8,347)
Loss on revaluation of fixed assets		(650)	(389)
Operating deficit on ordinary activities		(1,756)	(4,653)
Cost of capital	7	(168)	(73)
Operating deficit		(1,924)	(4,726)
Reversal of cost of capital	7	168	73
Transfer from Government Grant Reserve	14	2,507	747
<b>SURPLUS/(DEFICIT) FOR THE YEAR</b>		<b>751</b>	<b>(3,906)</b>

\*See note 19

All results arise from continuing activities.

The notes on pages 54 to 63 form part of these accounts.

**STATEMENT OF TOTAL RECOGNISED GAINS AND LOSSES FOR THE YEAR ENDED 31 MARCH 2005**

	NOTES	2004-05 £'000	2003-04 restated* £'000
Surplus/(deficit) for the financial year		751	(3,906)
Surplus on revaluation of fixed assets and intangible fixed assets	14	78	–
<b>TOTAL RECOGNISED GAIN LOSS FOR THE YEAR</b>		<b>829</b>	<b>(3,906)</b>

\*See note 19

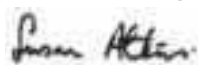
The notes on pages 54 to 63 form part of these accounts.

**BALANCE SHEET AS AT 31 MARCH 2005**

	31 MARCH 2005 NOTES	31 MARCH 2004 £'000	31 MARCH 2004 restated* £'000
<b>FIXED ASSETS</b>			
Intangible assets	8	432	684
Tangible assets	9	9,498	8,420
		<b>9,930</b>	<b>9,104</b>
<b>CURRENT ASSETS</b>			
Debtors	10	1,058	258
Cash at bank and in hand	11	473	840
		<b>1,531</b>	<b>1,098</b>
<b>CURRENT LIABILITIES</b>			
Creditors (amounts falling due within one year)	12	(3,936)	(5,761)
<b>NET CURRENT ASSETS/(LIABILITIES)</b>		<b>(2,405)</b>	<b>(4,663)</b>
Creditors (amounts falling due after one year)	13	(1,814)	(867)
<b>TOTAL NET ASSETS BEFORE PENSION PROVISION</b>		<b>5,711</b>	<b>3,574</b>
FRS 17 pension liability	5	(62)	–
<b>TOTAL NET ASSETS LESS ALL LIABILITIES</b>		<b>5,649</b>	<b>3,574</b>
Income and expenditure account	14	(3,208)	(3,906)
Revaluation reserve	14	78	–
Government grant reserve	14	8,717	7,480
Pension reserve	14	62	–
<b>TOTAL CAPITAL AND RESERVES</b>		<b>5,649</b>	<b>3,574</b>

\*See note 19

The notes on pages 54 to 63 form part of these accounts.



Susan Atkins  
Chief Executive and Accounting Officer  
13 October 2005



**CASH FLOW STATEMENT FOR THE YEAR ENDED 31 MARCH 2005**

	NOTES	2004-05 £'000	2003-04 £'000
<b>OPERATING ACTIVITIES</b>			
Net Cash (outflow)/inflow from operating activities	15	(397)	2,626
<b>RETURNS ON INVESTMENTS AND SERVICING OF FINANCE</b>			
Purchase of fixed assets	8,9	(3,714)	(10,013)
<b>NET CASH OUTFLOW BEFORE FINANCING</b>		<b>(4,111)</b>	<b>(7,387)</b>
<b>FINANCING FOR CAPITAL EXPENDITURE</b>			
Grant in aid	3	3,744	8,227
Increase/(Decrease) in cash	16	(367)	840
<b>CASH AT BANK AND IN HAND</b>		<b>473</b>	<b>840</b>

The notes on pages 54 to 63 form part of these accounts.

## NOTES TO THE ACCOUNTS

### 1. STATEMENT OF ACCOUNTING POLICIES

#### 1.1 ACCOUNTING BASIS

The Statement of Accounts set out on page 52 to 53 together with the Notes on pages 54 to 63 have been prepared on an accruals basis (subject to paragraph 1.3 below) in accordance with the Accounts Direction given by the Minister of State with the consent of the Treasury in accordance with paragraph 17(1) of Schedule 2 to the Police Reform Act 2002. The Accounts Direction given to the IPCC instructs that accounts should be prepared in accordance the current edition of Executive Non-Departmental Public Bodies: Annual Reports and Accounts Guidance.

#### 1.2 ACCOUNTING CONVENTIONS

The accounts have been prepared in a form directed by the Minister of State with the approval of the Treasury in accordance with Schedule 2 to the Police Reform Act 2002. The accounts are prepared using the historical cost convention modified by the inclusion of fixed assets at current cost. Without limiting the information given, the accounts meet the accounting and disclosure requirements of the Companies Act 1985 and the accounting standards issued or adopted by the Accounting Standards Board so far as those requirements are appropriate.

#### 1.3 GRANT IN AID

Grant in Aid received for revenue expenditure is credited to income in the year to which it relates: it is accounted for on a cash basis. Grant in Aid for capital expenditure is credited to a Government Grant Reserve. Each year, an amount equal to the depreciation and amortisation charge on fixed assets acquired through Grant in Aid will be released from the Government Grant Reserve to the Income and Expenditure Account.

#### 1.4 FIXED ASSETS

Assets are capitalised as fixed assets if they are intended for use on a continuing basis and their original purchase cost (either individually or grouped if appropriate) is in excess of £1,000. Fixed Assets are valued at current replacement cost by using Consumer price indices for Current Cost Accounting published by the Office for National Statistics.

Any surplus on revaluation is credited to the Revaluation Reserve. A deficit on revaluation is debited to the Income and Expenditure Account if the deficit exceeds the balance on the Revaluation Reserve.

#### 1.5 DEPRECIATION

Depreciation is provided on all fixed assets on a straight line basis to write off the cost or valuation evenly over the asset's anticipated life as follows:

	<b>ANTICIPATED LIFE</b>
Intangible assets	3 years
Information technology equipment and infrastructure	3 years
Fit out, furniture and fittings	10 years
Motor vehicles	3 years

#### 1.6 PENSION COSTS

Pensions are ordinarily to be provided by the provisions of the Principal Civil Service Pension Scheme (PCSPS). Although the scheme is a defined benefit scheme, liability for payment of future benefits is a charge to the PCSPS. There is a separate scheme statement for the PCSPS as a whole. Employer pension contributions are accounted for on an accrual basis. Exceptionally, in the case of some ex-Police Complaints Authority Commissioners, pensions are provided by a Broadly By Analogy pension arrangement. In these cases, the annual cost of the pension contribution is recognised in the Income and Expenditure Account. Amounts relating to changes in the actuarial valuation of scheme liabilities are adjusted via the Statement of Total Recognised Gains and Losses.

#### 1.7 OPERATING LEASES

The cost of operating leases held by the IPCC are charged to the Income and Expenditure Accounts in the period to which they relate on a straight-line basis.

#### 1.8 NOTIONAL COSTS

In accordance with the Executive Non-Departmental Public Bodies: Annual Reports and Accounts Guidance published by HM Treasury, a notional charge for the cost of capital employed in the period is included in the Income and Expenditure Account along with an equivalent reversing notional income to finance the charge. The charge for the period is calculated using the Treasury's discount rate of three and a half percent applied to the average value of capital employed during the period.

### 1.9 GOING CONCERN

The Accounts, have been prepared on a going concern basis. The Commissioners assume that as a matter of public policy the Home Office will provide funding for the continued operation of the IPCC.

### 2 VALUE ADDED TAX

The IPCC is not registered for VAT and all costs shown are inclusive of VAT.

### 3 GRANT IN AID

	2004 -05 £'000	2003 -04 £'000
Grant In Aid Received per Income and Expenditure Account (Note 4)	22,506	7,380
Received for Revenue Expenditure (Home Office Main Estimate (Resource RfR1, Subhead Y:3))	22,506	7,380
Received for Capital Expenditure (Home Office Main Estimate (Resource RfR1, Subhead Y:3))	3,744	8,227
	<b>26,250</b>	<b>15,607</b>

### 4 COSTS INCURRED BY IPCC ON BEHALF OF THE HOME OFFICE IN RESPECT OF THE BICHARD INQUIRY

In 2003-2004 funding to meet the costs incurred of £557k was accrued as other income. However, by agreement with the Home Office, the full cost of £700k has been reimbursed by additional grant-in-aid during 2004-2005 which is included as part of total grant-in-aid of of £22,506k in note 3. Prior year figures have been restated to reflect the change in treatment.(See also note 19)

### 5 EMPLOYMENT COSTS

#### 5.1 STAFF COSTS AND COMMISSIONERS REMUNERATION

	2004 -05 £'000	2003 -04 £'000
<b>COMMISSIONERS AND CHIEF EXECUTIVE</b>		
Salaries and emoluments	1,347	614
Social Security Cost	142	65
Pension contributions	223	115
<b>STAFF (includes temporary agency staff, seconded staff and consultants)</b>		
Salaries and emoluments	9,451	2,287
Social Security Cost	561	94
Pension contributions	743	122
	<b>12,467</b>	<b>3,297</b>

## 5.2 REMUNERATION OF COMMISSION MEMBERS AND CHIEF EXECUTIVE (£000'S)

Predominantly, Commission pension benefits are administered by inclusion in the Principal Civil Service Pension Scheme. Certain Commissioners who served as Commissioners with the Police Complaints Authority (PCA) receive pension benefits broadly by analogy (BBA) with the Principal Civil Service Pension Scheme (PCSPS) – see references to note 5.4 below.

	Salary (as defined)	Real increase in pension and related lump sum at age 60 (bands of £2.5k)	Total accrued pension at age 60 at 31/03/05 and related lump sum (bands of £2.5k)	CETV at 31/03/04 to nearest £k	CETV at 31/03/05 to nearest £k	Real increase in CETV to nearest £k	Employer contributions Pension Scheme	
NOTES	£'000	£'000	£'000	£'000	£'000	£'000	£	
Nick Hardwick (Chair)	100-105	0-2.5	2.5-5	20	39	19	19,197	
Susan Atkins (Chief Executive)	90-95	2.5-5 plus 7.5-10 lump sum	27.5-30 plus 82.5-85 lump sum	391	467	63	17,461	
Claire Gilham (Deputy Chair) (left 31/01/05)	Declined to disclose							
John Wadham (Deputy Chair) (Salary includes London Weighting)	70-75	10-12.5	10-12.5	135	151	12	13,676	
Amerdeep Somal	65-70	0-2.5	0-2.5	5	15	10	12,266	
Gary Garland	65-70	0-2.5 plus 0-2.5 lump sum	10-12.5 plus 35-37.5 lump sum	133	149	12	12,266	
John Crawley	65-70	0-2.5	0-2.5	3	17	14	12,266	
Laurence Lustgarten	65-70	30-32.5	32.5-35	305	438	123	12,266	
Len Jackson	65-70	2.5-5	5-7.5	64	72	7	12,266	
Mike Franklin	65-70	0-2.5 plus 2.5-5 lump sum	2.5-5 plus 10-12.5 lump sum	30	44	13	12,628	
Naseem Malik	65-70	0-2.5	0-2.5	56	58	1	11,982	
Nicholas Long	65-70	0-2.5	0-2.5	8	23	14	12,266	
Rebecca Marsh	65-70	0-2.5	0-2.5	6	16	11	4,089	
Tom Davies	70-75	2.5-5	2.5-5	40	59	18	13,020	
David Petch	5.4	60-65	–	0-2.5	–	16	–	10,435
Deborah Glass	5.4	60-65	–	0-2.5 plus 0-2.5 lump sum	–	11	–	10,435
Ian Bynoe	5.4	65-70	–	0-2.5	–	55	–	12,077
Mehmuda Mian Pritchard	5.4	60-65	–	0-2.5 plus 0-2.5 lump sum	–	10	–	10,435
Nicola Williams		60-65	–	0-2.5	–	11	–	10,435

“Salary” includes all gross pay and allowances, taxable and non taxable benefits.

Commissioners and staff members are treated equally for pension purposes having the same rights and entitlements – save for Commissioners receiving BBA pension benefits.

Pension benefits reflect benefits recognised at 31 March 2005. These may be altered by subsequent transfers, including transfers in respect of previous pensionable service.

Employer contributions to the Pension Scheme represent contributions made by IPCC for the year ended 31 March 2005.

## 5.3 PENSIONS

Pension benefits are mainly provided through the Principal Civil Service Pension (PCSPS) arrangements. From 1 October 2002, civil servants may be in one of three statutory based ‘final salary’ defined benefit schemes (classic, premium and classic plus). The Schemes are unfunded with the cost of benefits met by monies voted by Parliament each year.

Pensions payable under classic, premium and classic plus are increased annually in line with changes in the Retail Prices Index. New entrants from 1 October 2002 may choose between membership of premium or joining a good quality ‘money purchase’ stakeholder arrangement with a significant employer contribution (partnership pension account).

Employee contributions are set at the rate of 1.5 per cent of pensionable earnings for classic and 3.5 per cent for premium and classic plus.

Benefits in classic accrue at the rate of 1/80th of pensionable salary for each year of service. In addition, a lump sum equivalent to three years' pension is payable on retirement. For premium, benefits accrue at the rate of 1/60th of final pensionable earnings for each year of service. Unlike classic, there is no automatic lump sum but members may give up (commute) some of their pension to provide a lump sum. Classic plus is essentially a variation of premium but with benefits in respect of service before 1 October 2002 calculated broadly as per classic.

Further details about the PCSPS arrangements can be found at the website [www.civilservice-pensions.gov.uk](http://www.civilservice-pensions.gov.uk).

For Commissioners, Columns 5 and 6 of the table in Note 5.2 shows a cash equivalent transfer value (CETV) accrued at the beginning and the end of the reporting period. Column 7 reflects the increase in CETV effectively funded by the employer. It takes account of the increase in accrued pension due to inflation, contributions paid by the employee (including the value of any benefits transferred from another pension scheme or arrangement) and uses common market valuation factors for the start and end of the period.

A CETV is the actuarially assessed capitalised value of the pension scheme benefits accrued by a member at a particular point in time. The benefits valued are the member's accrued benefits and any spouse's contingent pension payable from the scheme. A CETV is a payment made by a pension scheme or arrangement to secure pension benefits in another pension scheme or arrangement when the member leaves a scheme and chooses to transfer the benefits accrued in the former scheme.

The pension figures shown relate to the benefits that the individual has accrued as a consequence of their total membership of the pension scheme, not just their service in a senior capacity to which disclosure applies.

The CETV figures, and from 2003/2004 the other pension details, include the value of any pension benefit in another scheme or arrangement which the individual has transferred to the PCSPS arrangements and for which a transfer payment, commensurate to the additional pension liabilities being assumed, has been received.

They also include any additional pension benefit accrued to the member as a result of their purchasing additional years of pension service in the scheme at their own cost.

CETVs are calculated within the guidelines and framework prescribed by the Institute and Faculty of Actuaries.

For 2004-2005, employers contributions of £966,460 were payable at one of four rates in the range of 12 to 18.5 percent of pensionable pay based on salary bands. Employer contribution rates are to be reviewed every three years following a scheme valuation by the Government Actuary. The contribution rates reflect benefits as they are accrued and not when the costs are actually incurred, and reflect past experience of the scheme.

A full actuarial valuation of the Principal Civil Service Pension Scheme was carried out on 31 March 2003. Details of this valuation and the benefits provided by each scheme are provided in the Cabinet Office: Civil Superannuation Resource Accounts available from [www.civilservice-pensions.gov.uk](http://www.civilservice-pensions.gov.uk).

#### 5.4 COMMISSIONERS PENSIONS PROVIDED BY BROADLY BY ANALOGY (BBA) ARRANGEMENTS

Certain Commissioners who served as Commissioners with the Police Complaints Authority (PCA) receive pension benefits broadly by analogy (BBA) with the Principal Civil Service Pension Scheme (PCSPS). BBA arrangements entitle the recipient to benefits similar to the PCSPS and obliges contributions in line with the PCSPS. However, in the case of BBA's, the IPCC is responsible for meeting the future pension costs, and retaining pension contributions. As such, the IPCC recognises an actuarially adjusted liability in this respect.

The accumulated liability of BBA pensions accumulated by reference to previous service (within the PCA) will not be transferred to the IPCC and will remain a liability to be met by the Home Office, as PCA's sponsoring department. Therefore the IPCC recognises a liability in respect of services from 1 April 2004 only.

The liabilities associated with Commissioners holding BBA pensions are as follows:

	<b>2004-05</b>
	<b>£</b>
Assets	–
Present value of liabilities	62,400
<b>PROVISION</b>	<b>62,400</b>

The scheme liabilities have been calculated by the Government Actuary's Department using the following financial assumptions:

	<b>2004-05</b>
An investment return in excess of price increases	3.5%
An investment return in excess of earnings increases	2.0%
Assumed gross rate of return	6.1%
Nominal rate of increase in salaries	4.0%
Nominal rate of price inflation	2.5%

No transfers have been made into the scheme (notably arising from ex-PCA service) and no transfers out have been made, nor retirements of participating Commissioners.

The following amounts have been recognised in the Income and Expenditure Account, and the Statement of Total Recognised Gains and Losses for the year:

	<b>2004-05</b>
	<b>£</b>
Current Service Cost	62,400

During 2004, HM Treasury announced that the real investment return in excess of inflation for valuing pension scheme liabilities is to change from 3.5% to 2.8% pa with effect from 1 April 2005.

The impact of this change in the real discount rate will be an increase in the pension liability of £10,400 as at 1 April 2005. The capitalised value of the pension benefits payable by the IPCC Pension Scheme as at 1 April 2005 is £72,800.

#### 5.5 STAFF NUMBERS (INCL. COMMISSIONERS)

The average number of staff employed through the year to 31 March 2005 (full time equivalent) may be analysed as follows:

	<b>2004-05</b>
	<b>NO.</b>
Commissioners and Chief Executive	19
Management	18
Administrative and support	56
Investigative and casework	115
	<b>208</b>

The total number reported includes casual and agency staff employed, covering posts intended to be permanent with respect to the envisaged final structure.

The number of staff employed as at 31 March 2004 were as follows:

	<b>2003-04 NO.</b>
Commissioners and Chief Executive	14
Management	10
Administrative and support	56
Investigative and casework	121
	<b>201</b>

## 6 ADMINISTRATIVE COSTS

Administrative costs include the following:

	<b>2004-05 £'000</b>	<b>2003-04 £'000</b>
Travel and Subsistence	735	268
Training	496	413
Accommodation Costs other than rental costs	631	1,355
IT Costs	2,098	1,052
Depreciation and Amortisation Costs	2,325	520
Recruitment Costs	707	2,095
Professional Services	421	1,009
Audit Fee – External	38	39
Audit Fee – Internal	46	–
Other Costs	1,977	729
Accommodation Rental on Lease Premises	1,671	867
	<b>11,145</b>	<b>8,347</b>

The increase in administrative costs reflect the fact that IPCC became operational from 1 April 2004 and is no longer engaged in a purely build process. IT costs include amounts due to Anite Public Sector for the provision of IT infrastructure and support services.

## 7 COST OF CAPITAL

In accordance with the Executive Non-Departmental Public Bodies: Annual Reports and Accounts Guidance published by HM Treasury, a notional charge for the cost of capital employed in the period is included in the Income and Expenditure Account along with an equivalent reversing notional income to finance the charge. The charge for the period is calculated using the Treasury's discount rate of three and a half per cent applied to the mean value of capital employed during the period.

## 8 INTANGIBLE FIXED ASSETS

	<b>SOFTWARE LICENCES £'000</b>
<b>COST OR VALUATION</b>	
Cost/Valuation at 1 April 2004	742
Additions	48
Revaluations	(76)
Disposals	–
<b>COST AT 31 MARCH 2005</b>	<b>714</b>
<b>DEPRECIATION</b>	
Amortisation at 1 April 2004	58
On Disposals	–
Charge for Year	224
<b>AMORTISATION AT 31 MARCH 2005</b>	<b>282</b>
<b>NET BOOK VALUE AS AT 31 MARCH 2005</b>	<b>432</b>

## 9 TANGIBLE FIXED ASSETS

	INFORMATION TECHNOLOGY INFRASTRUCTURE £'000	INVESTIGATIONS FLEET CARS £'000	FIT OUT, FURNITURE & FITTINGS £'000	AUDIO VISUALS £'000	TOTAL £'000
<b>COST OR VALUATION</b>					
Cost/Valuation at 1 April 2004	4,673	383	3,705	121	8,882
Additions	1,884	–	1,685	97	3,666
Revaluations	(556)	15	73	(18)	(486)
Disposals	–	–	–	–	–
<b>COST AT 31 MARCH 2005</b>	<b>6,001</b>	<b>398</b>	<b>5,463</b>	<b>200</b>	<b>12,062</b>
<b>DEPRECIATION</b>					
Depreciation at 1 April 2004	363	–	99	–	462
On Disposals	–	–	–	–	–
Charge for Year	1,525	133	399	44	2,101
Backlog Depreciation	–	–	1	–	1
<b>DEPRECIATION AT 31 MARCH 2005</b>	<b>1,888</b>	<b>133</b>	<b>499</b>	<b>44</b>	<b>2,564</b>
<b>NET BOOK VALUE AS AT 31 MARCH 2005</b>	<b>4,113</b>	<b>265</b>	<b>4,964</b>	<b>156</b>	<b>9,498</b>

## 10 DEBTORS

	MARCH 31 2005 £'000	MARCH 31 2004 £'000
Sundry amounts recoverable	24	25
Staff Advances	3	17
Prepayments	1,031	216
	<b>1,058</b>	<b>258</b>

All debts and amounts recoverable are due within one year.

Prepayments include rent paid in advance of £359k and a rates rebate of £228k which related to the year 2004-2005 and was refunded in April 2005.

## 11 CASH AT BANK AND IN HAND

	MARCH 31 2005 £'000	MARCH 31 2004 £'000
Cash at bank	472	839
Cash in hand	1	1
	<b>473</b>	<b>840</b>

The cash at bank and in hand is represented by £472k held at a commercial bank and £1k in cash, imprests and floats.

## 12 CREDITORS (AMOUNTS FALLING DUE WITHIN ONE YEAR)

	MARCH 31 2005 £'000	MARCH 31 2004 £'000
Trade creditors	(1,971)	(4,773)
Accruals	(1,585)	(707)
Other Creditors	(23)	–
Amounts due in respect of payroll, tax and pension	(303)	(273)
Amounts due to Consolidated Fund	(54)	(8)
	<b>(3,936)</b>	<b>(5,761)</b>

All creditors noted above are due for settlement within one year.



### 13 CREDITORS (AMOUNTS FALLING DUE AFTER ONE YEAR)

The IPCC notes attributed rental costs of £1,814k in respect of lease premises. These relate to rent free periods attributable to the following leases:

	MARCH 31 2005 £'000	MARCH 31 2004 £'000
High Holborn	(1,763)	(867)
Regional Offices	(51)	–
	<b>(1,814)</b>	<b>(867)</b>

Rent is accrued where there is a rent free period, so that the total amount to be paid over the term of the lease up to the date of the first rent review is apportioned equally over the time period from the commencement date of the lease (the start date of the rent free period) up to the date of the first rent review. Rent became payable on the High Holborn office from 25 March 2005.

### 14 INCOME AND EXPENDITURE ACCOUNT AND RESERVES

	INCOME & EXPENDITURE ACCOUNT £'000	REVALUATION RESERVE £'000	GOVERNMENT GRANT RESERVE £'000	PENSION RESERVE £'000	TOTAL £'000
Opening Balance at 1 April 2004 as previously stated	(3,280)	(389)	7,800	–	4,131
Downward Revaluation taken to Revaluation Reserve for the year ended 31 March 2004	(389)	389	–	–	–
Additional transfer from Government Grant Reserve to take account of Downward Revaluation previously taken to Reserves	320	–	(320)	–	–
Reversal of Other Income Accrual	(557)	–	–	–	(557)
<b>OPENING BALANCE AT 1 APRIL 2004 AS RESTATED</b>	<b>(3,906)</b>	<b>–</b>	<b>7,480</b>	<b>–</b>	<b>3,574</b>
Surplus for Year	751	–	–	–	751
Unrealised Surplus on Revaluations of Fixed Assets	–	88	–	–	88
Transfer from Revaluation Reserve	9	(9)	–	–	–
Movement in Pension Reserve	(62)	–	–	62	–
Capital Expenditure Funding	–	–	3,744	–	3,744
Depreciation	–	–	(2,507)	–	(2,507)
Backlog Depreciation	–	(1)	–	–	(1)
<b>CLOSING BALANCE AS AT 31 MARCH 2005</b>	<b>(3,208)</b>	<b>78</b>	<b>8,717</b>	<b>62</b>	<b>5,649</b>

### 15 CASH INFLOW/(OUTFLOW)

	2004-05 £'000	2003-04 restated £'000
Operating deficit on ordinary activities	(1,756)	(4,653)
Depreciation and Amortisation	2,325	520
Unrealised Loss on Revaluation of Fixed Assets	650	389
BBA Pension Provision	62	–
(Increase)/Decrease in Debtors	(800)	(258)
Increase/(Decrease) in Creditors (amount falling due within one year)	(1,825)	5,761
Increase/(Decrease) in Creditors (amount falling due after one year)	947	867
<b>NET CASH INFLOW (OUTFLOW) FROM OPERATING ACTIVITIES</b>	<b>(397)</b>	<b>2,626</b>

## 16 ANALYSIS OF CHANGES IN CASH

	2004-05	2003-04
	£'000	£'000
Opening balance as at 1 April 2004	840	–
Increase/(decrease) in cash	(367)	840
<b>CLOSING BALANCE AS AT 31 MARCH 2005</b>	<b>473</b>	<b>840</b>

## 17 CAPITAL COMMITMENTS

At 31 March 2005, the IPCC has capital commitments outstanding of £476k. This comprises £388k in respect of residual work associated with the fit out of regional offices, £41k in respect of telephony and a further £47k in respect of contracted Information Technology programmes committed under an ongoing service contract covering the IPCC technology plan.

## 18 COMMITMENTS UNDER OPERATING LEASES

As at 31 March 2005 the IPCC had the following annual commitments under operating leases.

	2004-05	2003-04
	£'000	£'000
Expiring in less than one year	–	–
Expiring in one-five years	21	–
Expiring in more than five years	2,038	35
	<b>2,059</b>	<b>35</b>

IPCC had no Finance Leases.

## 19 RESTATEMENT OF PRIOR PERIOD

For the year ended 31 March 2004, the deficit on revaluation of fixed assets of £389k was taken directly to a Revaluation Reserve. This movement should have been taken through the Income and Expenditure Account and as such a prior period adjustment has been made. In addition, accumulated costs of £557K which were to be reimbursed by the Home Office and were accrued as other income as at 31 March 2004 have now been reimbursed by way of Grant-in-Aid. Prior Year figures have been restated to reflect the change in treatment. (See also Note 4).

## 20 POST BALANCE SHEET EVENTS

There are no post balance sheet events to report.

## 21 CONTINGENT LIABILITIES

There are no contingent liabilities to report.

## 22 SPECIAL PAYMENTS

Total special payments made were below the threshold that require reporting.

## 23 RELATED PARTY TRANSACTIONS

The Home Office is considered to be a related party of the IPCC. During the year ended 31 March 2005 with the exception of the Home Office providing grant in aid and internal audit services, no other related party transactions were entered into.

During the year ended 31 March 2005 none of the appointed Commissioners, Directors or key managerial staff undertook any material transactions with the IPCC.

The IPCC has adopted a Code of Conduct based on the Cabinet Office code of practice for Board Members of public bodies. The IPCC maintains a register of interests for Commissioners and all staff who are required to declare interests. The Register of Interests for Commissioners is available to the public and is on our website. Where any decisions are taken which could reasonably be seen as giving rise to a conflict of interest individuals are required to declare the relevant interest and, when appropriate, withdraw from participating in the taking of the decision. The Commissioners and staff codes of conduct are available on our website. IPCC procedures also ensure that investigators are not engaged on investigations in which they have would have an interest.

## 24 FINANCIAL INSTRUMENTS

The IPCC has no borrowings and relies on Grant In Aid from the Home Office for its cash requirements, and is therefore not exposed to liquidity risks. It has no material deposits, and all material assets and liabilities are denominated in sterling, so it is not exposed to interest rate risk or currency risk.

The IPCC cash is held with the Co-operative Bank where it earns interest at 2% below the base rate. Interest earned must be returned to the Home Office and is included in Amounts Due to Consolidated Fund.

## 25 FINANCIAL TARGETS

For the year 2004-2005 IPCC had no formally agreed financial targets other than the need to stay within the Home Office Resource allocation of £23.7 million.

## 26 INTRA-GOVERNMENT BALANCES

	<b>2004-05</b> <b>£'000</b>
Central Government Bodies:	
Inland Revenue	(303)
	<b>(303)</b>



Published by TSO (The Stationery Office) and available from:

**Online**

[www.tso.co.uk/bookshop](http://www.tso.co.uk/bookshop)

**Mail, Telephone, Fax & E-mail**

TSO

PO Box 29, Norwich NR3 1GN

Telephone orders/General enquiries 0870 600 5522

Fax orders 0870 600 5533

Order through the Parliamentary Hotline *Lo-call* 0845 7 023474

E-mail [book.orders@tso.co.uk](mailto:book.orders@tso.co.uk)

Textphone 0870 240 3701

**TSO Shops**

123 Kingsway, London WC2B 6PQ

020 7242 6393 Fax 020 7242 6394

68-69 Bull Street, Birmingham B4 6AD

0121 236 9696 Fax 0121 236 9699

9-21 Princess Street, Manchester M60 8AS

0161 834 7201 Fax 0161 833 0634

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

18-19 High Street, Cardiff CF10 1PT

029 2039 5548 Fax 029 2038 4347

71 Lothian Road, Edinburgh EH3 9AZ

0870 606 5566 Fax 0870 606 5588

**The Parliamentary Bookshop**

12 Bridge Street, Parliament Square,

London SW1A 2JX

Telephone orders/General enquiries 020 7219 3890

Fax orders 020 7219 3866

**TSO Accredited Agents**

(see Yellow Pages)

*and through good booksellers*

ISBN 0-10-293618-8



9 780102 936186