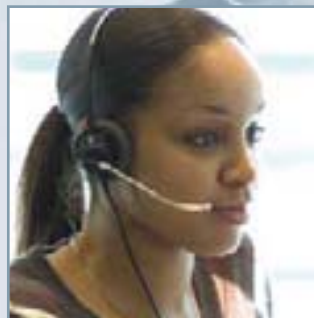


IPCC annual report and statement of accounts



2007/08

Incorporating the IPCC's report
on deaths during or following
police contact



Annual report and statement of accounts 2007/08 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 Chancellor of the Exchequer pursuant to regulation 3 of, and paragraph 3 of Schedule 1 to, the Revenue and Customs (Complaints and Misconduct) Regulations 2005.

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Chair's foreword

The IPCC has a duty to increase confidence in the complaints system as a whole. Like other public services, expectations of the police service have grown and people are more willing to complain when those expectations are not met.

Four years after the IPCC first became operational, six years after the Police Reform Act 2002 and a decade or more since the first concrete plans for an independent police complaints system began to be drawn up it is time to take stock:

- How far are the original aspirations for the new police complaints system still valid and how far have they been met? How should the complaints system develop in the light of this?
- Over the last year we have been working with the police and the other statutory and voluntary organisations represented on the IPCC Advisory Board to answer these questions.

Public confidence

At the end of the year we published the results of our latest public confidence survey on the IPCC's website. 88 per cent of those who have heard of the IPCC thought they would be treated fairly if they made a complaint to us. 67 per cent thought we were independent and impartial. There is a gap to close and the detail shows variation between different sections of the community – but these are encouraging results.

Confidence in the IPCC itself may be high, but the IPCC has a responsibility to increase confidence in the complaints system as a whole.

The new complaints system has seen an 83 per cent increase in recorded complaints – from 15,885 in 2003/04 to 28,998 in 2006/07. This is a dramatic rise, and we expect a further increase in 2007/08.

But people's actual experience of the system does not appear to match their expectations. Most complaints are dealt with by the police themselves, not the IPCC. The 2005/06 British Crime Survey found that only 24 per cent of people who had made a complaint were satisfied with the way the police had handled it.

IPCC performance

Elsewhere in this report we describe the IPCC's steady improvements in performance in the face of significant increases in demand and static real resources. I am particularly pleased by the work we have done to fulfil our guardianship responsibilities – working to improve the local resolution of low-level complaints and ensuring lessons are learnt from adverse incidents.

Some high-profile cases have tested our resilience and often raised strong emotions, but when tested in the courts or at inquests our investigations have not been found wanting.

The IPCC investigation into the death of Jean Charles de Menezes at Stockwell underground station in July 2005 continued to be our most high-profile investigation. During the year, the Metropolitan Police Service faced trial and was found guilty of health and safety charges. The IPCC also published its Stockwell 1 and 2 reports into the incident itself and the events that followed. The Stockwell case played out the key features of many of our investigations on an international stage: the professionalism and resilience of our investigators under great pressure, the grief and trauma of the family involved, and the lengthy legal processes. These are features of all our cases and are the backdrop to our day-to-day work.

Context

For the future, we need to ensure that the complaints system is in line with the welcome reforms to the police misconduct system set out in the Criminal Justice and Immigration Act. Sir Ronnie Flanagan's recent review of policing rightly emphasises the need to cut bureaucracy and avoid an inappropriately risk-averse culture. We must respond to the European Courts' more stringent requirements for investigations into deaths following police contact.

Like other public services, expectations of the police have grown and people are more willing to complain when those expectations are not met. The most rapidly rising categories of

complaint are about incivility and neglect of duty – the way the police provide a service.

The public confidence survey that we commissioned helps us understand how people want their concerns to be addressed.

In all but the most serious complaints, most people want an explanation or apology rather than an officer punished. Most people would go to their local police station to make a complaint. What puts them off making a complaint is the fear that despite a complex and lengthy process, it will not make any difference. They want the IPCC to be involved in the most serious complaints and incidents, but opinion is divided about whether the IPCC should deal with all complaints.

Future plans

There are five key themes to our response to these challenges:

1. For the vast majority of complaints, we want the emphasis to be on finding out if anything has gone wrong and, if so, quickly putting it right at a local level.
2. We will make full use of our powers to investigate the most serious incidents and complaints independently. We will normally issue an early interim report.

3. We will sharpen our approach to identifying learning and operational lessons arising from our investigations.
4. We will drive improvements in performance across the system by developing an agreed performance framework, which will enable transparent and objective measurements and comparisons.
5. Finally, we will make some changes within the IPCC to ensure that our structures and resources are organised efficiently to support our aims.

The work carried out during the period under review enables us to meet the challenges ahead with confidence. For this, I would like to thank and pay tribute to the IPCC's Chief Executive, Jane Furniss, its staff, my fellow Commissioners and the organisations and individuals who have worked with us to develop the new complaints system, sharing our commitment to making further improvements still.

Deaths following police contact

This report also contains the figures relating to deaths during or following police contact in 2007/08. Each death in these circumstances is dreadful – one is too many; every reduction is important.

I am therefore very pleased to report that there has been a significant – and now sustained – fall in the number of deaths during or following police contact from 107 in 2004/05 to 75 in 2007/08. A greater proportion of those deaths that do occur are now investigated independently by the IPCC.

Frontline officers should take credit for this reduction – their care and professionalism, often when split second decisions have to be made, is literally a matter of life and death. So too should the families and friends of many of those who have died who pushed for the necessary changes to police policy and practice.

More still needs to be done and the work of the IPCC, which this report describes, will continue to be an important part of that process. Nonetheless, it is important that we recognise what has been achieved. Of all the figures set out in this report, it is this reduction in deaths that has pleased me most.

Nick Hardwick
Chair, IPCC

About the IPCC

The Independent Police Complaints Commission (IPCC) was established by the Police Reform Act 2002 and began work on 1 April 2004.

The IPCC deals with complaints and allegations of misconduct against the police in England and Wales. It also has a guardianship role comprising four elements:

- promoting confidence in the police complaints system as a whole
- ensuring that the police complaints system is accessible to all
- setting, monitoring, inspecting and reviewing standards for the operation of the police complaints system
- promoting policing excellence by drawing out and feeding back lessons.

In April 2006, the IPCC's remit was extended to include serious complaints made against the staff of the Serious Organised Crime Agency (SOCA) and Her Majesty's Revenue and Customs (HMRC). February 2008 saw its jurisdiction extended further to include serious complaints and conduct matters relating to officers and officials of the UK Border Agency (UKBA).

The IPCC is independent. It makes its decisions independently of the police, government and interest groups and by law none of its 15 Commissioners can have worked



for the police service, HMRC or SOCA in any capacity.

As well as dealing with complaints, certain types of incident must be referred to the IPCC by the police, HMRC, SOCA and UKBA – for example, when someone has died or been seriously injured following some form of direct or indirect contact with either the police, HMRC, SOCA or UKBA staff using police like powers¹.

The IPCC also deals with appeals from complainants about the recording of complaints, the Local Resolution process² and the outcome of police investigations into complaints.

The IPCC's values

- Justice and respect for human rights
- Independence
- Integrity
- Openness
- Valuing diversity

Types of investigation

When a case is referred to the IPCC, we can decide to return it to the force to be dealt with or to investigate in a number of ways:

IPCC supervised investigation

This is an investigation supervised by the IPCC, but carried out under the direction and control of either the police, HMRC, SOCA or UKBA. Supervised investigations apply in cases where the IPCC decides that a case is of considerable significance and probable public concern. The complainant has a right of appeal to the IPCC about the outcome of a supervised investigation.

IPCC managed investigation

A managed investigation is conducted either by the police, HMRC, SOCA or UKBA, but under the direction and control of the IPCC. Usually, such an investigation takes place when the allegation is of such significance and probable public concern that its investigation needs an independent element.

IPCC independent investigation

An independent investigation is conducted by IPCC staff into incidents that cause greatest public concern, have the greatest potential to impact on communities or have serious implications for the reputation of either the police service, HMRC, SOCA or UKBA.

There is no right of appeal to the IPCC against the outcome of a managed or independent investigation.

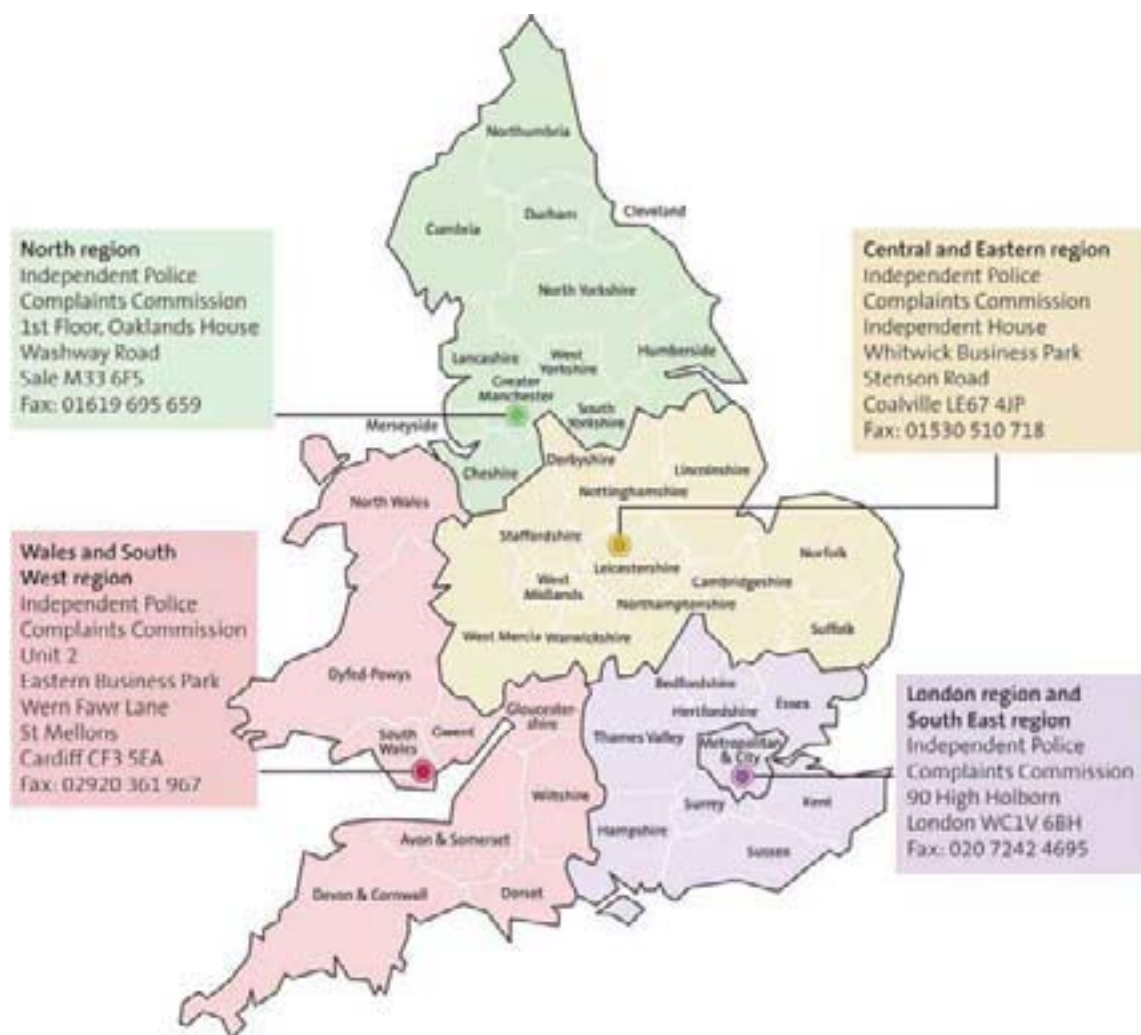
¹ Please visit our website for further information on the types of incident that must be referred to the IPCC.

² Local Resolution means solving, explaining, clearing up or settling a complaint against the police locally. It will not result in misconduct proceedings against an officer or member of police staff and the complaint will be closed after the process has been completed. Complaints can only be dealt with by Local Resolution with the complainant's agreement.

Our offices

The IPCC has four regional offices covering central and eastern England, London and the south east, the north of England, and Wales and the south west.

Commissioners are supported by a professional staff of caseworkers, investigators and support staff, who carry out the day-to-day work of the IPCC under the direction of the Chief Executive.



The year in focus

summary from the
Chief Executive

At the heart of all we do is our commitment to serving the needs of complainants and those being investigated by making sure that the system is fair, even-handed, proportionate and effective.



This report provides my first overview of a full year as CEO. I joined the IPCC in the last few months of the year 2006/07 and so this time last year was reviewing the work of my predecessor.

I am very proud of the IPCC's achievements this year. The organisation has handled some very significant challenges – both in terms of individual cases and situations – and has come through stronger and better placed for the future. There is still much to do, especially given that the IPCC has been in operation for only four years and, as a relatively new organisation, we are still encountering situations that are 'firsts' for us. Nonetheless, the last year has shown that the IPCC is now well established in the area of public confidence and police accountability.

Our performance in 2007/08

The IPCC made significant progress this year, having set some ambitious performance targets. The hard work and commitment of our staff has resulted in improvement across the board, despite rising demand and overall resources remaining static.

Using a more focused approach, we reduced the number of targets we were working towards in order to concentrate on high-priority areas, where performance in the past had not been as strong as we would have liked. The result is that this year has been characterised by month-on-month improvement against all our key targets³:

- demand for our services continued to rise with nearly 10 per cent more referrals and direct complaints and 25 per cent more appeals
- we conducted more independent investigations than in any previous financial year and completed nearly 240 IPCC investigations, 82 of which were independent – a record number
- we significantly reduced the backlog in appeals and improved our timeliness in handling them.

Though I am pleased with progress over the period under review, I know we can make further improvements. We will continue to focus attention where we know our performance can be better still – for example our decision making processes. During the coming year we will develop a more comprehensive system of quality assurance. Additionally, work is now well advanced to produce an internal IPCC scorecard to report our performance. The scorecard, which will be launched in June 2008, will cover a wide range of quality measures. We will publish the results each month.

As part of the IPCC's commitment to meeting the needs of those who

use the complaints system, we have continued to develop a robust approach to customer service. In the coming year, we will for the first time conduct surveys of both complainants and those we have investigated. This will provide us with vital information about their experiences of dealing with us and their views about our service and approach. We are currently piloting a set of IPCC customer service standards and will consider the best way to implement these across the organisation using feedback from this pilot phase.

Satisfying customers is a challenge for any public service, but as a complaint-handling body, the IPCC needs to reconcile meeting customers' expectations with its search for the truth. And throughout, we must preserve our independence and reputation for impartiality. In our case, the customer is not "always right" in terms of the outcome they seek, but they should always receive a high-quality service. We intend to ensure that this is the case.

The IPCC must listen and be responsive to those we are here to serve – the public, complainants, and those against whom complaints are made. We must be seen to deliver an effective and trusted complaints system that is always improving.

Measuring performance across the police complaints system

As part of the IPCC's guardianship role, we must ensure that the

³ See page 57 for detailed breakdown of performance against our targets.

entire police complaints system works effectively. Following the commitment in our last corporate plan to develop a performance framework for the police complaints system as a whole, this year saw us begin work to agree the design and content of the framework.

The performance framework will measure and report on the performance of the IPCC and police forces individually, providing information about the operation of the entire complaints system. It will provide a meaningful and relevant performance management tool and enable Police Standards Departments (PSDs) and the IPCC to work together to improve performance and increase public confidence in the complaints system.

Key stakeholders⁴ are represented on a project board, which I chair. The board met for the first time in January 2008 to agree the project plan. Working closely with our partners and stakeholders in this way is an important part of our work to deliver an improving complaints system.

Through developing the framework, we aim to establish what good performance looks like for the complaints system, agree appropriate performance indicators, and capture information on these indicators in a consistent way. All stakeholders will be able to use the framework to assess the performance of the complaints

system, address poor performance where necessary, and share best practice across the system.

We have organised workshops with stakeholders to discuss what the framework should measure; identifying the most important areas in terms of performance. We are mindful to ensure that the work involved in gathering the data does not place an unnecessary burden on forces. Following consultation and piloting, the work to report on the performance of the whole complaints system will be rolled out from April 2009.

Learning the Lessons – supporting forces with practical information

The Learning the Lessons Committee, created and chaired by the IPCC, met twice during the period under review. It exists to contribute to improvements in the police service by communicating learning from adverse incidents and developing and sharing good practice.

The first three issues of the Learning the Lessons bulletin have now been published, with the aim of sharing good practice and developing excellence in policing. Topics covered so far include:

- police response to victims in cases of domestic violence
- recommendations for improving policing practice
- detention of people in police custody.

⁴ Police professional standards departments (PSDs), the Association of Chief Police Officers (ACPO), the Home Office, Her Majesty's Inspectorate of Constabulary (HMIC), the Association of Police Authorities (APA) and the National Police Improvement Agency (NPIA).

The cases included in the bulletin are chosen because they provide learning opportunities for forces across England and Wales, helping them to improve policies and practices. Forces have been positive about content of the bulletin and value it as a mechanism for alerting them to important issues.

Future challenges

The IPCC faces a number of significant challenges over the coming year. The Commission's 'Stock Take' of the current police complaints system has assessed how far the system has met its original aspirations since its launch in 2004 (see p32 for further details). Our aim is to check that the system as a whole is heading in the right direction. We also want to ensure that the system focuses on 'fixing the problem' that a complainant has identified rather than on establishing only whether misconduct has occurred.

We have worked closely with our Advisory Board to conduct the stock take, as well as consulting our staff. During the coming year we will consult our wider stakeholders and the public on our proposals for changes to strengthen the complaints system. Some changes may require legislative changes and, therefore, Ministerial approval.

The IPCC needs to do more to meet in full our obligations under Article 2 of the Human Rights Act, which requires an effective and independent investigation in any case of death or life-threatening injury resulting from action or inaction by the police. We want to begin our independent investigations into such cases

more quickly, and ensure that post-incident procedures provide our investigators with the best evidence. We also want to share information widely and more quickly in order to reassure the public that an independent investigation is underway, or has been completed. This will require changes to both our own and police practices, and we are currently talking to ACPO and the police staff associations about what is required.

Like any public body, the IPCC has a duty to ensure that we provide value for money. We have launched a significant review and change programme, which will examine our structures and working arrangements. The Home Secretary has already agreed to the Commission's proposals to reduce the number of Commissioners and review their roles and accountabilities. Over the next five years we want to ensure that we focus our resources on meeting operational demand, and we are looking radically at ways to reduce our back office functions. We will review the location of our offices, look to relocate head office functions out of London, and outsource or share more support functions.

The challenges we face are significant for Commissioners and staff at the IPCC. Through these changes we remain keen to ensure that at the heart of all we do is our commitment to serving the needs of complainants and those being investigated by making sure that the system is fair, even-handed, proportionate and effective.

Jane Furniss
Chief Executive, IPCC



The IPCC's report on deaths during or following police contact

The Police Reform Act 2002 gave police forces in England and Wales a statutory duty to refer to the IPCC any incident involving a death that has arisen from police contact.⁵ The IPCC considers the circumstances of all the cases referred to it and decides whether to investigate the death.

This chapter relates to deaths during or following police contact which occurred between 1 April 2007 and 31 March 2008. The purpose is to provide a definitive set of figures for England and Wales and an overview of the circumstances that led to these fatalities.

In producing these statistics, the circumstances of all deaths referred to the IPCC were examined to determine whether they met the criteria for inclusion under one of the following categories:

- fatal road traffic incidents
- fatal shootings
- deaths in or following police custody
- deaths during or following other types of police contact.

⁵ 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.

Definitions of deaths during or following police contact

Deaths of police personnel or incidents that involve off-duty police personnel are not included in these categories.

1. Road traffic fatalities includes deaths of motorists, cyclists or pedestrians arising from police pursuits, police vehicles responding to emergency calls and other police traffic-related activity.⁶

This would not include the following:

- Deaths following a road traffic incident where the police have attended immediately after the event as an emergency service.

2. Fatal shootings includes fatalities where police officers fire the fatal shots.

3. Deaths in or following police 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.⁷

This would include the following:

- Deaths which occur during or following police custody where injuries which contributed to the death were sustained during the period of detention.
- Deaths which occur in or on the way to hospital (or other medical premises) following or during transfer from police custody.
- Deaths which occur as a result of injuries or other medical problems which are identified or develop while a person is in custody.
- Deaths which occur while a person is in police custody having been detained under Section 136 of the Mental Health Act 1983 or other legislation.

This would not include the following:

- Deaths (including suicides) which occur after a person has been released from police custody, except those that meet the criteria outlined above.
- Deaths of individuals who have been transferred to the care of another agency and subsequently die whilst in their care.

⁶ For an example of a road traffic fatality, see the case of Mr Patrick Maughan in 'The IPCC Locally' chapter on page 51.

⁷ For examples of deaths in or following custody, see the cases of Mr David John Battison, Mr Robert Kavarz, Mr Richard Chapman and Mr Christopher Lord in 'The IPCC Locally' chapter on pages 39 to 56.

Definitions of deaths during or following police contact (continued)

4. 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.⁸

This would include the following:

- Deaths which occur after the police are called to attend a domestic incident which results in a fatality.
- Deaths which occur while a person is actively attempting to evade arrest. This includes instances where the death is self-inflicted.
- Deaths which occur when the police are in attendance at a siege situation, including where a person kills himself or someone else.
- Deaths which occur after the police have been contacted following concerns regarding a person's welfare and there is some concern about the nature of the police response.

This would not include the following:

- The death of someone who has attended a police station as a visitor, witness or in a professional capacity.
- Deaths which occur when the police attend an incident where a person receives, or has received fatal injuries, either self-inflicted or otherwise, such as when they have been called to a reported suicide attempt and there are no concerns about the behaviour of the officers involved.
- Deaths which occur in a police vehicle when that vehicle is being used in lieu of an ambulance to transport a person to a medical facility.

Findings

In 2007/08 there were **75** deaths during or following police contact, of which:

- **23** were **road traffic fatalities**
- **5** were **fatal police shootings**
- **21** were **deaths in or following police custody**
- **26** were **deaths during or following other police contact.**

Below we present demographic information on the people who died and give details on the nature of these deaths. The Appendix contains additional information on those people who died in terms of age, gender and ethnicity. It also contains additional information on the nature of deaths and details fatalities across police forces.

Since April 2006, deaths which occur during or following contact with HMRC and SOCA have to be referred to the IPCC and will

⁸ For an example of a death during or following other police contact, see the case of Mr and Mrs Stirland in 'The IPCC Locally' chapter on page 42.

therefore be reported on here. In 2007/08 HMRC referred one death which met the criteria for inclusion in the statistics. There were no deaths during or following contact reported by SOCA.

Road traffic fatalities

Demographics

During 2007/08, there were 17 police-related RTIs, which resulted in the deaths of 23 individuals. Sixteen of those who died were male and seven were female. The average age at the time of death was 40 years: seven of the people who died were under 21 years of age. Five people were reported to be from minority ethnic groups. Of these, one individual was of Asian origin, one person was a Brazilian national and three people were of Black ethnic origin.

Nature of death

Seventeen people died during or shortly after a **police pursuit**. Of these:

- nine individuals were the driver of, or a passenger in, the pursued vehicle and died when their vehicle crashed into a tree, or collided with another vehicle
- six people died after their car was hit by a vehicle being pursued by the police
- on two occasions, a pedestrian was struck by a vehicle being pursued by officers.

One of the 23 fatalities involved a police vehicle that was **responding to an emergency call**. The incident

occurred when the police vehicle collided with another vehicle that had crossed its path.

Five fatalities occurred during **'other' types of police traffic activity**, for example, standard police patrol. Of these:

- three took place after the vehicle they were driving collided with a police vehicle
- one person suffered fatal injuries after the motorcycle on which they were the pillion passenger failed to stop when signalled to do so by officers
- one incident occurred after a pedestrian crossed the road, walking into the path of a police motorcyclist.

Fatal shootings

Four men and one woman were fatally shot by police officers in 2007/08. Two of the shootings involved armed officers from Kent Police and three people were shot by officers from the Metropolitan Police Service. Two of these people died during the same incident. Three of the individuals were reported to be from a Black background and two were White. Their ages ranged from 36 to 52 years.

Deaths in or following police custody

Demographics

Twenty-one people died in or following police custody, 20 were male and one was female. Eighteen individuals were reported to be

White, one person was of Black ethnic origin, one individual was of mixed White and Asian background, and one person was identified as being Latin American. The average age of those who died was 42 years, with the youngest person reported to be 20 years old.

Nature of death

Two of the 21 people were declared dead while in police custody. Of these, one man died after collapsing in his cell, and the other died in the police van after experiencing breathing difficulties on arrival at the police station. Nineteen people died in hospital after having been taken ill, or identified as unwell, whilst in police custody.

Five of the 21 people who died were identified as having mental health needs. Two of them had been detained under Section 136 of the Mental Health Act 1983. Seventeen people were known to have some link with drugs or alcohol. For example, they had recently consumed, were intoxicated with, or were found to be in possession of drugs or alcohol at the time of arrest. The cause of death for eight individuals was found to be directly related to drug or alcohol use. Of these:

- two individuals died after being restrained whilst under the influence of stimulant drugs (one death was the result of excited delirium and the other of a cardiac arrest)
- two of the deaths were caused by cocaine intoxication
- two people died from symptoms associated with long term alcohol misuse
- one person died after consuming a combination of methadone and alcohol
- one individual asphyxiated on plastic wraps of drugs he swallowed during arrest.

For more information on cause of death see Appendix. Details of a recent study exploring near deaths in police custody can be found on page 25.

Deaths during or following other police contact

Demographics

Twenty-six people died during or following other police contact, 20 were male and six were female. Of the 26 individuals, 24 were White and two were of a mixed ethnic background. The average age of those who died was 37 years.

Nature of death

This category of death is broad and includes deaths that involve a range of circumstances. In many of these cases, the circumstances are being investigated to identify whether officers could have done more to try to prevent the death. The 26 deaths in this category can be grouped as follows.

Six of the 26 deaths occurred when the individual was apparently trying to avoid contact with officers. Of these:

- two people died when they were fleeing officers on foot – one was

run over attempting to cross a road and the other died after running onto live railway lines

- four people died following a jump, or fall, from a balcony or window while officers were present at the premises.

Six of the deaths were apparent suicides. Of these:

- two men took their lives while officers were present at the address. One individual cut his throat while armed officers surrounded his property and the other man shot himself after shooting dead a police officer
- four of the deaths occurred after police contact. In three instances the police had been contacted either directly, or by a family member, regarding a suicide threat and one woman killed herself a few hours after speaking to officers about an incident of domestic violence. In all four cases there is concern about the police response to the initial contact.

Six people died after the police had been contacted with concerns about their behaviour or welfare:

- in two instances, individuals died after officers decided no action was necessary after speaking to them in the street
- four people died after there was an allegedly⁹ flawed response by the police which meant that the person had already died or was very seriously ill by the time they were found.

Five deaths were alleged murders. Of these:

- three women and one man were allegedly murdered by their partners following recent contact with officers
- in another case, there were concerns about the police handling of a case which resulted in a man allegedly being murdered by his neighbour following a longstanding dispute.

The remaining three deaths involved:

- two people dying shortly after being restrained by officers. In both these cases, officers restrained the individual when they were assisting ambulance staff to administer treatment, rather than seeking to make an arrest. One of these men had an existing serious head injury and the other was suspected to be suffering from a diabetes-related fit
- one man collapsing during a verbal confrontation with officers after they had entered his premises during a suspected domestic incident.

Trends

This section makes some comparisons between deaths in 2007/08 and those which occurred in the previous three financial years. The figures presented in Table 1.1 show a decrease of nine deaths in the overall number of

⁹ At the time of writing, many of these cases were subject to an ongoing investigation. Therefore, the circumstances presented here relate to those 'alleged' at the time the incident was reported to the IPCC and could change on completion of an inquest or investigation.

fatalities from 84¹⁰ in 2006/07 to 75 in 2007/08. Much of this change is accounted for by a decrease in the number of road traffic fatalities and also fewer deaths occurring in or following police custody.

Table 1.1: Fatalities by type of death and financial year, 2004/05 to 2007/08

	Fatalities				
	2004/05 N	2005/06 N	2006/07 N	2007/08 N	<i>Change in fatalities 06/07 to 07/08 N</i>
Road traffic fatalities	44	48	36	23	-13
Fatal shootings	3	5	1	5	4
Deaths in or following police custody	36	28	27	21	-6
Deaths during or following other police contact	24	39	20	26	6
Total deaths	107	120	84	75	-9

Table 1.2 shows the number of separate incidents which resulted in fatalities. There are more fatalities than incidents because a single incident – for example, a road traffic collision – can result in the death of two or more individuals.

When looking at incidents rather than fatalities, the decrease over the year is more marked. In 2007/08 there were 14 fewer fatal incidents, with 68 in 2007/08 compared with 82 in the previous year.

¹⁰ This is an increase of two deaths from the figure given in the report 'Deaths During or Following Police Contact: Statistics for England and Wales 2006/07'. One of these was not referred to the IPCC until after the 2006/07 report had been compiled. The other was only considered suitable for inclusion following an investigation.

Table 1.2: Incidents by type of death and financial year, 2004/05 to 2007/08

	Incidents				<i>Change in incidents 06/07 to 07/08</i> N
	2004/05 N	2005/06 N	2006/07 N	2007/08 N	
Road traffic fatalities	43	42	35	17	-18
Fatal shootings	3	5	1	4	3
Deaths in or following police custody	36	28	27	21	-6
Deaths during or following other police contact	23	37	19	26	7
Total deaths	105	112	82	68	-14

Road traffic fatalities

The number of road traffic fatalities decreased by 13, from 36 in 2006/07 to 23 in 2007/08. When looking at the number of separate road traffic incidents, the decrease is more marked – a fall of 18 incidents, from 35 in 2006/07 to 17 in 2007/08. This notable difference is because in 2007/08 three incidents resulted in a total of nine fatalities. In 2006/07 only one road traffic incident resulted in multiple deaths when two people died in the same collision. The number of incidents has reduced across all types of road traffic collisions. This includes eight fewer fatal pursuits and eight fewer incidents involving ‘other’ police traffic activity, for example, collisions that occur during standard police patrol. Further information on road traffic fatalities can be found in the Appendix. Findings from an IPCC research

study examining police RTIs occurring over a two and a half year period can be found on page 28.

Deaths in or following police custody

Since 2004/05, the number of deaths in or following police custody has decreased annually, with a fall of six deaths in the most recent financial year (from 27 in 2006/07 to 21 in 2007/08). In 2007/08, there were no apparent suicides in police custody compared to two in 2006/07, one in 2005/06 and two in 2004/05. In 2008/09 the IPCC will conduct a detailed review of custody deaths over several years which will seek to establish possible reasons for this ongoing fall. The Appendix contains further information on deaths in or following police custody in the last four financial years.

Deaths during or following other police contact

In this financial year there has been an increase of six reported deaths occurring during or following police contact, from 20 in 2006/07 to 26 in 2007/08. As stated in previous reports, the deaths included in this category involve a diverse range of circumstances which makes it difficult to identify one specific set of circumstances that accounts for changes in the numbers of fatalities. The broad definition applied to this category also means that, out of all the death categories, this is the most likely to fluctuate over time. The only point of note is that in 2007/08 only one death occurred in a siege situation compared with four in 2006/07 and three in 2005/06.

Apparent suicides¹¹ following release from police custody

The IPCC also collates figures on apparent suicides following release from police custody. These figures are presented separately from the overall statistics on deaths during or following police contact. This has proved a difficult area to define and previous analysis has shown inconsistencies in the referral of these deaths across forces. IPCC guidance now asks forces to refer all fatalities that occur within two days of release from police custody, or those where the period spent in

custody may have been relevant to the subsequent death.

In 2007/08, the IPCC was notified of 45 apparent suicides that occurred after people had been released from police custody and that met the criteria for inclusion in this category. Nearly all of these deaths (44 of the 45) occurred within two days of release, with 28 occurring within 24 hours of release. In many of these cases, a causal link between the police contact and the death has not been established, but the case has been included because of the proximity between the contact and the death. The IPCC decided that it was necessary for it to have some involvement in the investigation of eight of these fatalities.

Just over half of the individuals (23) were reported to have known mental health needs and two of them had been detained under the Mental Health Act 1983. Eighteen people were reported to be in possession or under the influence of drugs or alcohol at the time they were arrested, or were known substance users. Four of these individuals had been arrested for a drink- or drug-related offence. Twelve of those who died were arrested for a sexual offence, with nine of these detained in connection with sexual offences or indecent images of children.

¹¹ The term 'suicide' does not necessarily relate to a coroner's verdict as, in most 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, for example, a hanging, or where there was some evidence of 'suicidal ideation', such as a suicide note.

Investigations

Once the IPCC is notified of a fatality, it considers the circumstances of the case and decides whether to independently investigate, or alternatively to manage or supervise a police investigation. In some circumstances it is decided that a particular case is best dealt with locally by the police force in which it occurred. (See page 7 for a description of each type of investigation).

Table 1.3 shows the level of investigation for each of the fatalities in 2007/08.¹² In 2007/08, the IPCC had some form of involvement in the investigation of 69 per cent of fatalities (52).¹³ Compared with 2006/07, there

has been an increase in the number and proportion of deaths independently investigated by the IPCC, from 26 per cent in 2006/07 to 49 per cent in 2007/08. There has been a corresponding decrease in the number and proportion of fatalities subject to managed and supervised investigations. In 2007/08, 19 per cent of investigations into deaths were managed compared to 37 per cent in 2006/07. Only 1 per cent were supervised compared to 11 per cent in 2006/07. At the same time local investigations increased from 26 per cent in 2006/07 to 31 per cent in 2007/08. Examples of cases which the IPCC have investigated are included in The IPCC locally chapter on page 39.

¹² The type of investigation can be re-determined at any stage throughout the investigative proceedings as deemed appropriate by the IPCC. In 2007/08, investigations into ten fatalities were re-determined. In five cases the IPCC increased its level of oversight and in five incidents the level of IPCC involvement was reduced. The investigation type reported on here is that most recently recorded.

¹³ To maintain consistency with the rest of this section, the table includes details of individual fatalities rather than incidents. However, it is important to note that this overestimates the actual number of investigations, as in the table an investigation involving multiple fatalities will be counted more than once, for each fatality that occurred.

Table 1.3: Deaths during or following police contact by type of fatality and investigation type, 2007/08

Type of Investigation	Road traffic fatalities		Fatal shootings		Death in or following police custody		Death during or following other police contact		Total	
	N	%	N	%	N	%	N	%	N	%
Independent	6	26	5	100	11	52	15	58	37	49
Managed	6	26	0	-	2	10	6	23	14	19
Supervised	1	4	0	-	0	-	0	-	1	1
Total IPCC involvement	13	57	5	100	13	62	21	81	52	69
Local	10	43	0	-	8	38	5	19	23	31
Total deaths	23	100	5	100	21	100	26	100	75	100

Note: 1. Investigation type as reported on the IPCC Case Tracking Management System, April 2008.
 2. Percentages are rounded and therefore may not add up to 100 per cent.

Further tables providing more detailed information on the individuals who died can be found on the IPCC website at: www.ipcc.gov.uk

Gathering evidence to drive improvement

As part of its guardianship role, the IPCC carried out several large research projects over the course of the year under review. These projects are an important part of the IPCC's role. Through our research we assess performance and progress, develop an overview of current practice, and gather evidence about what works well.

Increasing public confidence

The IPCC has a statutory duty to increase public confidence in the complaints system so it is important that we measure confidence at regular intervals to assess our performance.

In 2004, we contracted the British Market Research Bureau to carry out the first confidence survey. The questions were asked of a representative sample of approximately 4,000 people across England and Wales and a booster sample of 1,000 people from minority ethnic groups. The questions asked about people's willingness to complain, and awareness and perceptions of the IPCC.

We recently organised a second survey using the questions asked

in 2004 in order to assess any changes over time. In addition, we asked some new questions to find out what things people think the IPCC should be working on. The responses to these questions have been fed into our organisational Stock Take to help us plan our work in the future.

The key findings of the survey include:

- **Eighty-eight per cent of respondents who had heard of the IPCC thought they would be treated fairly if they were to make a complaint against a police officer to the IPCC.** This compares to 86 per cent of people in the previous survey.
- **Sixty-nine per cent of respondents thought that the IPCC was independent of the police. This compares to 64 per cent of respondents in the previous survey.** Of those people who had heard of the IPCC, 26 per cent thought that the IPCC was part of the police, this compares to 30 per cent of respondents in the previous survey.
- **Sixty-four per cent of respondents had heard of the IPCC.** This compares to 62 per cent of respondents in the previous survey. As with the

previous survey, respondents from minority ethnic backgrounds and young people were less aware of the IPCC.

- Of those respondents who had heard of the IPCC, **67 per cent were very or fairly confident that the IPCC deals with complaints against the police in an impartial way.** This compares to 65 per cent in the previous survey.
- Respondents were asked how likely they would be to complain if they were really unhappy about how a police officer behaved towards them, or handled a matter in which they were involved. **Seventy four per cent of respondents said they would definitely or probably complain. This compares to 75 per cent of respondents in the previous survey.**

The 2006/07 British Crime Survey¹⁴ found that respondents experienced a low level of satisfaction with the way that police handled complaints – 64 per cent of those surveyed who had made a complaint in the last five years were very dissatisfied with the way that the police handled it. We will run our public confidence survey on a yearly basis in order to assess progress, with the next survey taking place in autumn 2008.

Near misses in police custody – learning from the experiences of the largest police force

While deaths in custody are a relatively rare event, evidence suggests that a substantial number of ‘near miss’ incidents occur each year. The IPCC carried out a piece of research into this area, in partnership with the Metropolitan Police Service’s (MPS) Linguistic and Forensic Medical Services, and Forensic Medical Examiners¹⁵ (FMEs). In March 2008 we published our findings.



We defined a near miss as ‘any incident which resulted in, or could have resulted in, the serious illness or self-harm of a detainee’. Our research centred on a 12-month period (May 2005 – April 2006) and focused on the MPS. The MPS is

¹⁴ The British Crime Survey is run by the Home Office and asks questions on criminal victimisation and contact with the criminal justice system. It questions a representative sample of approximately 40,000 people living in England and Wales aged 16 years and above. A sub-sample of these (10,000 people) was asked about their experiences of the police.

¹⁵ Forensic medical examiners (FMEs) are doctors employed to support the police in the care of detainees. They are commonly called to police stations to examine detainees who may have medical conditions or be intoxicated with drugs or alcohol and decide whether they are fit to be detained or interviewed.

the largest of the 43 police forces operating in England and Wales and employs over 130 FMEs. In 2005/06, these FMEs conducted a total of 195,905 detainee examinations (MPS, 2007). Conducting the study in the MPS allowed us to draw on the experiences of a large number of FMEs who attend to a broad and diverse detainee population.

A total of 121 near misses were reported during the 12-month period, with the severity of the incidents varying considerably from case to case. The most common incidents involved:

- attempted suicide/self-harm (46 per cent)
- drugs consumption or possession (33 per cent)
- medical conditions (14 per cent)
- alcohol consumption (7 per cent).

Despite existing regulations, guidance and policies, our study identified areas where improvements can be made. These areas touch on issues concerning:

- the training given to custody staff so that they are sufficiently aware of and are able to identify certain risks and conduct appropriate assessments
- the need to reinforce to custody staff the importance of following procedures and training centring on the care of vulnerable detainees.

Our report made a number of recommendations for police forces across England and Wales, and we will continue to monitor their implementation.

Local Resolution – the fast and flexible response to complaints

Following the results of research into the handling of complaints resolved locally¹⁶, we made it a priority this year to promote the benefits of Local Resolution to police officers, police staff and members of the public. Local Resolution means solving, explaining, clearing up or settling a complaint against the police locally. It will not result in misconduct proceedings against an officer or member of police staff and the complaint will be closed after the process has been completed. Complaints can only be dealt with by Local Resolution with the complainant's agreement.

The research was carried out by The Institute for Criminal Policy Research at King's College, London on behalf of the IPCC and the Police Foundation. It found that the Local Resolution process has real potential for dealing with low-level complaints, but that it is not always used to its full potential. In particular, it noted that neither officers nor complainants are well informed at the outset about the process. The process for communicating the conclusion of the resolution has also been poor.

¹⁶ The research reports were published on 25 June 2007.

We began work aimed at managing expectations of the Local Resolution process among frontline officers and complainants by providing key information about what Local Resolution is, and what it is not. The project will highlight the way in which Local Resolution affects frontline officers, and how it can benefit them.

We want to provide forces with tried and tested examples of effective ideas and good practice in resolving matters locally. We are also in the process of updating and expanding the information available on Local Resolution. IPCC statutory guidance already includes information about how Local Resolution should be carried out. We plan to develop good practice and minimum standards for effective and confident handling of complaints by Local Resolution. We will use forces' experiences of Local Resolution and IPCC experience of Local Resolution appeals to do this.

Following separate consultation meetings with both an internal project team and an external project group, we agreed the following actions:

- we will review current IPCC and force guidance about Local Resolution and use this, along with consultation with relevant stakeholders, to inform work to produce a set of minimum standards
- in consultation with the Police Federation, we will update the joint IPCC/Police Federation leaflet about the police complaints system. We will expand the general information about Local Resolution, and include any relevant information about the new misconduct regulations, due to be implemented in October 2008. We will re-launch the leaflets later this year and distribute copies to all Federation members
- in consultation with UNISON and the PCS, we will update our jointly published leaflets about the police complaints system and Local Resolution. We will re-launch the leaflets and distribute copies to all UNISON and PCS members
- we will expand the information about Local Resolution available on the IPCC website. We will also aim to create an area where forces can share ideas and information about Local Resolution
- after consultation with internal and external stakeholders, including the Citizens Advice Bureau, we will update the IPCC leaflet about Local Resolution aimed at members of the public.

Research into road traffic incidents involving the police

Approximately 40 people die each year in road traffic incidents (RTIs) involving the police. Such incidents cause suffering and pain to those involved, and investigating the incidents can require the use of significant public resources.

Police officers may be involved in RTIs when driving in a variety of capacities – for example, they could be responding to an emergency call, or pursuing a vehicle that has failed to stop. Both the police and the public have expressed concern about RTIs involving the police, which can have a detrimental effect on public confidence in the service. While specific high-profile cases can create much media attention, little robust evidence was available to inform public debate and policy development.

We examined serious and fatal injury police RTIs over a two and a half year period from April 2004 to September 2006¹⁷. Our research analysed the trends in the data and looked at the nature and circumstances of RTIs in more depth. It also sought to highlight any lessons for policy and practice to help prevent future incidents.

Our research found that pursuit incidents generally involved young male drivers – 98 per cent were male and 52 per cent aged between 17 and 24. The drivers were often disqualified from driving, uninsured, and in many instances were inexperienced drivers. Most of those who were seriously or fatally injured in these incidents were the drivers of the pursued vehicles or their passengers. However, a significant number of those killed or seriously injured were in an unrelated vehicle or were cyclists or pedestrians – see table below.



¹⁷ 'Police Road Traffic Incidents: A Study of Cases Involving Serious and Fatal Injuries'.

Table 1.4: Other road users and pedestrians' injury level

	Driver of an unrelated Vehicle	Occupant of an unrelated vehicle	Pedestrian	Cyclist
Fatal injuries	0	1	3	1
Seriously injuries	5	8	6	2
Minor injuries	9	7	1	0
No injuries	5	2	0	0
Total	19	18	10	3

We made a series of recommendations concerning:

- revisions to ACPO's guidelines
- training for police drivers
- induction and management of pursuits
- investigations into pursuits and subsequent reports
- emergency response incidents
- improving data collection.

The research findings have been used to support work to revise the ACPO Guidelines, and driven the need for these Guidelines to be codified. Information on fatal RTIs in 2007/08 can be found in the chapter on deaths during or following police contact on page 13.

Firearms and licensing – swift action taken after series of cases

Firearms licensing featured in a series of cases – two in 2005, two in 2006 and five in 2007 (see case study below). Many of these cases

involved deaths, including that of a police officer.

Working with ACPO, the Police Federation, the National Policing Improvement Agency (NPIA) and the Home Office, the IPCC began work in 2007 to identify the issues arising from these cases, and the action needed to address them.

It quickly became clear that changes to the Home Office Guidance would be the most effective way to prevent such cases being repeated. The IPCC proposed changes to the Guidance, focusing on:

- greater weight being given to a series of convictions and allegations (especially domestic violence), and to the inclusion of false information on the application
- bind overs being considered as a relevant factor in applications
- obtaining confirmation from GPs that medical information given

Licensed firearm used in man's death

In May 2007, a man used a licensed firearm to fatally injure himself. When he had applied for a firearms license, the man had indicated that he had suffered from depression in the past. This prompted the firearms licensing bureau to approach his GP and request a report about his condition. The GP requested a fee of £98.50 to produce the report and the firearms licensing officer, mindful of budgetary constraints at his force, decided not to go ahead with the request. He felt it would be sufficient to question the man about his condition during the mandatory interview that firearms licence applicants must attend.

The man was questioned about his condition on two occasions. He stated that he was over the stress he had been suffering from, and was no longer taking anti-depressant medication. The two members of police staff who dealt with his application recorded that he seemed a positive, forward looking individual. Two referees, who had stated that they knew no reason to deny the man a firearms certificate, agreed with their assessment. Ultimately, the man was granted a certificate on the strength of the information he and his referees had provided, and on the opinion that the licensing officers had formed of his character and demeanour.

Following the man's death, the IPCC conducted an independent investigation into the granting of the firearms certificate. Part of the investigation involved reviewing the Home Office document: 'Firearms Law: Guidance to the Police 2002'. Although police staff had obtained information about the man's medical background direct from him, the full facts about his condition could not have been ascertained without a report from his GP. Therefore, our investigation concluded that the license was granted inappropriately.

The IPCC supplied the Coroner involved in the case with details of its recommendations. At the conclusion of the inquest into the man's death, the Coroner issued the Home Office with a Rule 43 letter – a mechanism through which Coroners report that action should be taken to prevent the recurrence of similar fatalities.

on the application is accurate (with any resultant fees paid by applicant).

Our proposals received a mainly positive reception and were subsequently agreed by the Firearms and Explosives Licensing Working Group (FELWG), which makes recommendations to the Home Office on firearms licensing issues.

Review supports Force to develop strategic use of stop and search

During 2007 we identified a high number of complaints arising from stop and search incidents in the West Midlands area¹⁸. In close collaboration with West Midlands Police, whose support was highly constructive and positive, we carried out a review of the use of stop and search in some Operational Command Units of the West Midlands area.

Section 60 of the Criminal Justice and Public Order Act 1994 provides police officers with the power to stop and search individuals for offensive weapons or dangerous instruments. It requires authorisation from an Inspector or above. Authorisation is necessary as it is an intrusive and exceptional power that does not require any reasonable suspicion that an individual actually possesses such items. Fundamentally, Section 60 bestows enhanced powers on the police to stop people and search them in anticipation of violence. It

¹⁸ In the year 2004/05, West Midlands Police carried out 20,310 stop and searches out of a total of 41,301 in England and Wales.



is not a power to be used to tackle routine crime.

The review examined the appropriateness of the use of stop and search in the West Midlands area. It also looked at:

- the systems and processes in place to record stop and search incidents
- the level of training given to officers in connection with stop and search
- attitudes to, and use of stop and search within West Midlands Police compared with forces that have similar policing issues.

Our review found a number of concerns, including the over representation of people from

black and minority ethnic (BME) communities in the stop and search statistics, and an apparent lack of consultation with local communities on the use of this exceptional power. The evidence showed that within the West Midlands Police, stop and search had become a 'first line' tool used to combat serious, but routine crime problems.

We made a number of recommendations to the Force and are delighted that their response to the review has been so constructive. The Force is now taking forward work to implement the recommendations.

Working with others to raise standards



The IPCC has continued to work closely with several other organisations over the course of the year.

Our focus in contributing to such work is on improving and refining the complaints system for the benefit of those who use it.

IPCC Advisory Board guides our 'Stock Take' of the complaints system

People, rightly, have high expectations of the police complaints system – and more and more are using it. But people's experiences of using the system do not appear to match their expectations.

Like other public services, expectations of the police have grown and people are more willing to complain when those expectations are not met. Most complaints are dealt with by the police themselves, not the IPCC. The 2005/06 British Crime Survey found that only 24 per cent of people who had made a complaint to the police were satisfied with the way it was handled. The IPCC is determined to change this.

In spring 2007, the IPCC initiated a detailed assessment of the progress the complaints system had made towards meeting the original aspirations behind its development. This process is known as the 'Stock Take'. The Stock Take is about ensuring that the complaints system is heading in the right direction.



The Commission asked the IPCC Advisory Board, which includes representatives from most of the organisations involved in the complaints system, to take a leading role in the Stock Take, steering its direction and making firm proposals for change. IPCC staff were also consulted, and other relevant information – for example, the results of our public confidence survey and some information from the British Crime Survey – was considered.

In October 2007, the Advisory Board reached a shared view of five key shifts that would improve the police complaints system:

1. fix the problem not just the culpability
2. move from a slow to a fast system
3. develop a more proportionate system
4. reduce the cost of the system
5. instil a learning culture.

The IPCC must ensure that the complaints system is in line with the welcome reforms to the police discipline system set out in the Criminal Justice and Immigration Bill. Sir Ronnie Flanagan's recent review of policing emphasises the need to cut bureaucracy and avoid an inappropriately risk-averse culture. The IPCC must also respond to the European Courts' more stringent requirements for investigations into deaths following police contact.

Work is now in progress to produce a detailed report outlining the Stock Take proposals. Following its publication, the IPCC will begin a consultation process with all interested parties.

Police misconduct regulations – preparing for the new system

The Taylor Review of Police Discipline Arrangements was published in 2005. It led to the development of a new system for dealing with police performance and discipline, and we anticipate that the new procedures will take effect in October 2008.

In response to this new system, the IPCC has set up an internal project team to prepare its staff for the changes that the new system will bring. A Project Board, with responsibility for delivering the policy, guidance and tools necessary to operate the new system, meets every month and is assisted by a working group of representatives from across the IPCC regions.

We welcome the new misconduct and unsatisfactory performance procedures, which should provide a fair, open and proportionate method for dealing with alleged misconduct, and encourage a culture of learning and development for individuals and police forces. The IPCC is working closely with police partners to prepare for the implementation of the new procedures. We are

conscious that it is in the interests of both our organisation and the police service to reach a fully shared understanding across many areas of detail, and work in this area is continuing.

New guidance to ensure consistent recording of complaints

The police have a duty under the Police Reform Act 2002 to record complaints about the conduct of a person serving with the police. Recording such complaints accurately and consistently contributes to public confidence in the complaints system, as well as providing a sound evidence base to inform policy and practice.

Working with representatives from a number of police PSDs, the IPCC produced guidance to encourage consistent recording practice. The guidance was written specifically to reflect the needs of those who have day-to-day responsibility for recording police complaints using specialist software. Answers to a series of frequently asked questions were also included.

The guidance aims to improve the quality and consistency of reporting. Importantly, it also recommends that where decisions are taken not to record complaints, the reason for the decision is explained clearly to the complainant, along with details of their right of appeal to the IPCC.

In future, we plan to integrate the recording guidance into our Statutory Guidance publication. New IPCC guidelines will improve investigations into discriminatory behaviour.

Work has advanced this year to produce guidelines to support investigations into allegations of discriminatory behaviour. These guidelines, aimed at investigators within the IPCC and in the police service (PSDs), will provide a valuable tool for investigators, supporting their work right from the point at which a complaint of discriminatory behaviour is made.

We developed draft guidelines covering all forms of discrimination and consulted on the content.

This draft version encapsulated the principles of the former Police Complaints Authority's (PCA) guidelines¹⁹ and incorporated feedback from investigation practitioners who had used the PCA guidelines since their publication in 2003. IPCC investigators made a significant contribution to the draft guidelines.

We consulted widely on the draft guidelines and received comments from investigation practitioners and those with an interest in tackling discrimination, including the Gay Police Association (GPA). This feedback will help us to produce a document that will benefit all those involved in investigating complaints about discriminatory behaviour. The final guidelines will be published during 2008.

¹⁹ 'Investigating allegations of racially discriminatory behaviour'.

Contributing to the work of the Forum for Preventing Deaths in Custody

We are a member of the Forum for Preventing Deaths in Custody, which exists to learn lessons and effect change to prevent deaths in custody. We contributed to the work of the Forum throughout the year by attending meetings, publishing the Forum's first annual report in September 2007, and hosting a press conference to mark its publication.

Sharing our experiences with other organisations working internationally

Each year the IPCC receives many requests from organisations working overseas that are keen to learn about its work, and the police complaints system in England and Wales. This gives us a great opportunity to champion independent oversight of policing, but also to learn lessons that we can feed into our day-to-day work.

In the financial year 2007/08 the IPCC welcomed 15 delegations from 17 different countries through its offices, hosting a total of 55 visitors.

IPCC Commissioners and staff have also participated in a small number of international seminars run overseas to provide practical support and expertise, with their costs funded entirely by the agencies concerned.

The IPCC also hosted a visit of Thomas Hammerberg, Human Rights Commissioner at the Council of Europe, during his recent visit to the UK.

Throughout the year the IPCC has maintained its close association with the EU-funded, UK Home Office managed twinning project to develop an independent police complaints commission and complaints system for the Turkish National Police and Gendarmerie. The IPCC has also been active in promoting closer co-operation between oversight agencies working internationally through its membership of the European Partners Against Corruption Network (EPAC) and with its support of a project to develop an international network for organisations involved in the independent oversight of policing (INIOP).

With the introduction of its principles of engagement for international activity, the IPCC has worked hard to ensure that work undertaken has a clear benefit to the IPCC's day-to-day business, and where possible such activity is funded entirely by external sources.

For more information see www.epac.at (European Partners Against Corruption Network) or www.iniop.org (International Network for the Independent Oversight of Policing).

Our wider responsibility for complaints

As well as dealing with complaints against the police, since April 2006, the IPCC has also been responsible for serious complaints made against the Serious Organised Crime Agency (SOCA) and Her Majesty's Revenue and Customs (HMRC).

In addition, February 2008 saw the IPCC's duties extended to cover complaints and conduct matters relating to UK Border Agency (UKBA)²⁰ officers and officials in England and Wales. Our remit in relation to UKBA is restricted to the most serious matters involving Immigration Officers exercising police-like powers in the community.

Working with these additional organisations provides a real opportunity to share learning and good practice across public sector business areas – to the benefit of the members of the public who come into contact with the organisations.

HMRC work during 2007/08

The IPCC's jurisdiction over HMRC came into effect on 1 April 2006. We are responsible for complaints and allegations of misconduct involving all HMRC staff and relating to incidents that occurred on or after 1 April 2006.



²⁰ UKBA, formerly the Border and Immigration Agency (BIA), is part of the Home Office and is responsible for managing immigration control in the UK. It also considers applications for permission to stay, citizenship and asylum.

The IPCC's role in relation to HMRC covers:

- all mandatory referrals, which includes serious complaints and incidents such as alleged assaults, discriminatory behaviour, corruption and deaths during or following contact with HMRC staff
- voluntary referrals, when HMRC decide that it is appropriate for other allegations to be referred to the IPCC
- appeals against HMRC non-recording of a mandatory referral
- appeals against the outcome of an investigation of a mandatory referral.

Following receipt of a referral, the IPCC must decide the mode of investigation:

- we can independently investigate the allegation
- the allegation can be investigated by the police or HMRC under the management or supervision of the IPCC
- the allegation can be investigated locally by either HMRC or the police.

Investigations in the period under review

We received 39 mandatory referrals from HMRC during 2007/08:

- three were subject to independent investigation
- two were subject to a managed investigation
- 10 were subject to a supervised investigation

- 20 were sent back for local investigation by HMRC
- four have been referred back to HMRC to deal with as it decides.

The IPCC received five appeals relating to HMRC complaints in 2007/08. Four of these were against the outcome of an investigation – one has been upheld, two were not upheld and one was not valid. We also received one appeal against the non-recording of a mandatory referral and determined that this was not a valid appeal.

Highlights during 2007/08

- HMRC became a member of The Forum for Preventing Deaths in Custody. We are supporting their membership.
- We began work to develop statutory guidance for HMRC, which led to agreement between us that the regulations be rewritten to provide a clearer remit for the IPCC's work.
- Discussions about a change of remit are underway. The outcome of these will be reflected in the new regulations, which will be finalised with the statutory guidance for HMRC and published during the coming year.

Our SOCA investigation work

SOCA was set up on 1 April 2006 to reduce the harm caused by organised crime. During the period 1 April 2007 to 31 March 2008, SOCA referred 14 complaints and conduct matters to the IPCC, five of which involved complaints from members of the public.

We returned 12 of these matters to SOCA for local investigation. Of the remaining two matters, one is subject to a supervised investigation, and the other is subject to a managed investigation.

We received seven appeals against the outcomes of investigation, three of which have been upheld or partially upheld.

UKBA work

We have set up internal systems for handling any complaints we receive about UKBA officers and officials. We have communicated our new responsibilities through stakeholders and community groups, and organised awareness sessions for UKBA and IPCC staff who could be affected.

Casework for any UKBA complaints will be carried out by staff in the IPCC's Wakefield office.

The IPCC locally



Our work in the Central region

Forces covered

Cambridgeshire
Derbyshire
Leicestershire
Lincolnshire
Norfolk
Northamptonshire
Nottinghamshire
Staffordshire
Suffolk
Warwickshire
West Mercia
West Midlands

Regional Director: Peter Goode
Commissioners: John Crawley,
Amerdeep Somal and Len Jackson

Important regional issues

Birmingham focus group hears views of young people

In August 2007, staff from the IPCC's Central region ran a focus group with a youth organisation in Birmingham called Young Disciples. The group discussed issues such as:

- stop and search
- anti-social behaviour orders (ASBOs)
- police attitudes and behaviour, including racist behaviour
- police harassment
- police officers' responses to victims of crime
- relevance of police officers' racial background.

More than 20 young people took part in the focus group. The policing issues that they felt had most impact on their lives were stop and search, anti-social behaviour orders (ASBOs), and racial discrimination. A strong theme throughout the discussions was the fact that young people fear they may be victimised by the police if they make a complaint about their conduct or behaviour. The young people present reported that this fear, and a sense that the law favours the police, makes them reluctant to make a complaint.

Tackling police/community relations in Telford

Some IPCC investigations over the course of this year highlighted poor relations between the local community and the police in Telford. In an attempt to address some of the issues behind this, and in conjunction with the Manager at Telford Race Equality and Diversity Partnership, and the Equality and Diversity Manager at Telford and Wrekin Council, two local focus groups were organised in June 2007. One session was held specifically for women and the other was open to everyone.

Approximately 15 people took part in each session, and attendees represented a wide range of Black and minority ethnic organisations. A number of issues were raised, all of which had had an impact on public confidence in the local police. After the focus groups, IPCC staff met representatives of the local policing command and Telford Race Equality and Diversity Partnership. The meeting was held to share information about local issues and agree a way forward. As a result, the local command in Telford has produced an Action Plan and work is underway to develop police/community relations and improve confidence in the police locally.

Building relationships with local police organisations

In January 2008, the region hosted its first meeting with the Gay Police Association (GPA). The event gave GPA members and other lesbian, gay, bisexual and transgender (LGBT) officers the chance to share experiences about their work in the 12 forces across the region. It was also a useful opportunity for officers to discuss the various ways in which forces are dealing with LGBT issues in the local community.

The meeting provided the opportunity to meet local IPCC staff, who explained the organisation's role and provided information about its work in the region. The National Co-ordinator of the GPA led a discussion on the issues that LGBT police officers and staff face. His frank and open approach encouraged colleagues to contribute and the session proved to be very useful. This was followed by an external speaker, who provided information about LGBT issues in the community, and acted as a sounding board for the discussion that followed.

Those who attended the event found it a useful and supportive forum in which to share experiences and learn from colleagues. We aim to arrange a similar meeting on an annual basis.

Key cases in 2007/08

Force directed to hold misconduct hearing in public

Early in 2007, the IPCC for the first time used powers granted under the Police Reform Act 2002 to direct a force to hold a misconduct hearing in public. This followed our independent investigation into the actions of Warwickshire Police prior to the death of Colette Lynch in Rugby on 3 February 2005. Ms Lynch died after being stabbed by Percy Wright, who was convicted of her manslaughter on the grounds of diminished responsibility.

We published the findings of our investigation in August 2006. John Crawley, the Commissioner responsible for Warwickshire Police, subsequently consulted all interested parties on his proposal that the misconduct hearing for the two police officers involved should be held in public. Despite some opposition to holding the hearing in public, after considering all the responses, and the gravity of the case, the IPCC's decision to hold the misconduct hearing in public was confirmed.

The case was heard by a panel of three people – one member was independent (i.e. non-police), and two were senior officers from uninvolved forces. The focus of the hearing was the actions of two police officers who responded to a domestic violence incident reported by Ms Lynch two days before her death. The panel found that the officers had breached the Police Code of Conduct in relation to the conscientious and diligent performance of their duties. They were each fined five days' pay.

Space was allocated at the venue, a local hotel, for the family, members of the public, media representatives and other interested parties. Attendance varied throughout the week-long hearing.

The IPCC considers the hearing to have been a successful step forward in promoting greater openness and accountability of the police complaints and conduct systems, as envisaged by Parliament in the 2002 Act. Lessons from this case were shared with forces through the Learning the Lessons Bulletin in June 2007.

Couple's murder leads to complaint that force did not provide adequate protection

In February 2008, the IPCC published the findings of its independent investigation into the actions of officers from Nottinghamshire and Lincolnshire police forces in the weeks and months before the high-profile murders of Joan and John Stirland in Lincolnshire in August 2004. Mrs Stirland's son had been engaged in criminal activity and the couple was killed after being targeted by rival criminals seeking revenge for the shooting of one of their associates.

The case was referred to the IPCC in December 2004 and our investigation was suspended at one stage to grant primacy to a criminal trial concerning the deaths. We also examined a number of separate complaints made by Mr and Mrs Stirland's family.

The investigation explored the management of intelligence, the assessment of that intelligence and the police response to it by both of the forces involved. We looked at how intelligence was shared, managed and communicated between the forces. After analysing the actions of 13 police officers and staff, we found that seven Nottingham officers were in breach of the police conduct regulations relating to performance of duties. None of the failings we discovered amounted to serious misconduct. Neither of the two Lincolnshire police staff concerned was found to be in breach of regulations relating to the performance of their duties.

The IPCC investigation report made a number of significant recommendations relating to the way that forces share intelligence. Implementation of these recommendations will help forces to avoid the errors of judgement seen in this case happening again.

Review of use of Taser by West Midlands Police

Mr Yassin Omar was convicted of terrorism offences at Woolwich Crown Court in connection with the 2005 terror attacks in London. Following his conviction, the IPCC confirmed that it had reviewed the actions of West Midlands Police officers, who had used a Taser during Mr Omar's arrest. The review had been agreed with the Chief Constable of West Midlands Police.

IPCC Commissioner John Crawley said: "Our assessment of this incident demonstrated that it was well planned and professionally executed in the best tradition of British policing of using the minimum force necessary. In doing so, it is evident that the West Midlands police officers engaged in the forced entry and arrest of Mr Omar acted with both outstanding courage and remarkable steadfastness of judgement."

Independent investigation into death in custody

On Monday 12 March 2007, Derbyshire officers arrested Mr David John Battison, aged 47, at his home in Derbyshire on suspicion of committing a public order offence. While travelling in the police vehicle, he became unwell and was transferred to hospital, where he died the following day.

The IPCC investigation established that Mr Battison consumed toxic liquid from a bottle left in his possession while he was transported in the back of the police vehicle. He had obtained the bottle after being allowed to return unsupervised into his home following his arrest.

The IPCC established that the arrest was lawful. However, we uncovered a number of areas of concern relating to the way in which the arrest was undertaken:

- following his arrest, Mr Battison was allowed to return unsupervised into his home to collect personal belongings
- the arresting police officer did not search Mr Battison's bag before placing him in the back of the police car
- Mr Battison was then allowed to travel unrestrained and alone in the rear of the police car.

We recommended that one officer receive words of advice in relation to his failure to maintain the positive duty of care for Mr Battison. In addition to this, significant wider recommendations about the search and supervision of prisoners and their transportation emerged from this case. We shared this learning with all forces through the Learning the Lessons Bulletin.

The IPCC also invited Derbyshire Constabulary to consider drafting a specific policy about the search and transportation of people under arrest, reinforcing the potential dangers to them, to officers, and to the public at large.

Our work in London and the south east

Forces covered and other areas of work

Bedfordshire
British Transport Police
City of London
Essex
Hertfordshire
Kent
London Borough Parks Police
Metropolitan Police Service
Port of Tilbury
SOCA
Surrey
Sussex
Thames Valley

Regional Directors: Judy Clements and Derek Bradon

Commissioners: Deborah Glass, David Petch, Mehmuda Mian-Pritchard and Nicola Williams

Important regional issues

Advice and support for local communities

Staff from the IPCC's London and south east region established a Community Advisory Group to bring together members of London's diverse communities, and to provide advice on some areas of our work. The Group has contributed to discussions about our work to improve public confidence in the police complaints system in London. It also provides specific support for individual IPCC investigations in the Metropolitan area.

The Group met twice in the period under review. Its members are taking part in an extensive induction programme to ensure that they are fully informed about our role.

Staff have also begun a series of visits to a wide range of community groups across the region. For example, representatives from various Strategic Police Independent Advisory Groups met IPCC staff to discuss concerns about the complaints system, and to help build public confidence in the system. This work is ongoing, and will help to develop our strategy to engage with local communities effectively.

Family Liaison Managers – a regional perspective

The death of someone in police custody or following police contact is a traumatic and upsetting time for the family and friends of the individual concerned.

When such cases arise, the IPCC offers the family and friends of the deceased access to a dedicated Family Liaison Manager (FLM). FLMS are specially trained members of our investigation staff. Working with families during this difficult time, they provide information and advice about the investigation into the death of their loved one. They can also signpost people to sources of additional support.

A vital link for bereaved families

The IPCC began an independent investigation into the fatal shooting of a man by police in 2007. We appointed two Family Liaison Managers (FLMs), who met the man's wife and family at a very early stage. They were extremely upset and confused about their relative's death, and had many questions that they hoped to have answered.

At the first meeting, the FLMs explained their role to the family and prepared them for what the investigation would involve. They explained how the investigation would be conducted, and informed them of the likely media interest in the case and the content of press releases.

Establishing a positive and trusting relationship between the FLMs and the family at the outset of the investigation benefited all those involved in the case. Throughout the investigation, the family was able to raise questions whenever they needed to. They received information at regular face-to-face meetings and through telephone calls. The FLMs were also able to facilitate the return of much of the man's personal property in a sensitive manner.



Key cases in 2007/08

Death in custody results in criminal charges

In July 2005, Robert Kavarz was arrested and charged with assault. He was kept in custody until his court appearance, which was scheduled to take place the next day.

The following morning he was found to be unwell and was taken to hospital. He died later that day. A post mortem examination discovered that he had consumed large amounts of methanol and that his death was the result of methanol poisoning.

The IPCC managed the subsequent investigation, which concluded in May 2006. The file was passed to the Crown Prosecution Service (CPS), which decided to bring a charge of misconduct in a public office against a Detention Officer – a member of police staff. He had allegedly failed to check on the welfare of the detained man and falsely recorded that he done so.

After admitting the charge in court in February 2008, he was sentenced to six months' imprisonment. The judge commended the IPCC Deputy Senior Investigator and six MPS officers who were involved in the investigation.

Investigation highlights police failings

On 21 January 2006 Peter Woodhams was the victim of a serious assault. The Metropolitan Police Service (MPS) investigated the assault, but no suspects were spoken to or arrested and the investigation was marked as 'complete' on 17 March 2006. On 21 August 2006, Mr Woodhams was fatally shot.

The IPCC received a referral from the MPS concerning its investigation into the assault on Mr Woodhams in January 2006, and we began an independent investigation. We subsequently received complaints from Mr Woodhams' fiancée, Jane Bowden, and from members of the Woodhams family.

Our investigation, a summary of which was published in October 2007, highlighted several failings in the primary investigation into the assault. As a result, police response teams have received additional training on maximising evidential opportunities during the initial response to an incident – particularly in relation to forensics, CCTV and witnesses. We also recommended that detective inspectors should retain responsibility for supervising serious crime investigations, and for the officers conducting them.

The MPS has now made changes to supervision arrangements – detective inspectors review investigations after 28 days, and investigations into serious assaults can be completed only after they have been reviewed and authorised. These reviews ensure that all evidence and potential leads have been investigated thoroughly and concluded, and that minimum standards have been met.

Following the MPS investigation into Mr Woodhams' death, two men were charged with murder. One was found guilty and a 17-year-old youth was acquitted. The MPS also reopened its investigation into the assault on Peter.

Our investigation concluded that two officers should face a misconduct hearing, three sergeants should receive written warnings and one Detective Constable should receive words of advice.

The misconduct hearing was held in October 2007 and, as a result, both officers were required to resign. However, their sanctions were varied after the officers exercised their right to a review of the original sanctions by an MPS Assistant Commissioner. The Assistant Commissioner decided that the sanctions imposed were not proportionate in the circumstances and varied them to a reduction in rank for one officer and a fine of 13 days' pay for the other.

Coroner makes national recommendations following man's death

Richard Chapman was taken to a police station after starting a fire. While at the police station, he injured himself and became ill. An ambulance took him to hospital and he was placed on life support, but died three days later.

The IPCC carried out an independent investigation into his death. An inquest recorded a narrative verdict and found that Mr Chapman's death was caused by pneumonia following a heart attack. Heart disease, physical, emotional and mental stress were all sited as contributory factors. The hearing concluded that the officers involved had used reasonable force in dealing with Mr Chapman.

The case prompted the coroner to write to the Home Office, the Healthcare Commission and ACPO in connection with mental health awareness training for police and paramedics. He also pointed out the importance of appropriate recording of use of force by police officers, the design of police cells and constant observation of vulnerable detainees. IPCC investigators were praised for the thoroughness of their investigation.

When our investigation into the case was completed, a custody officer was given words of advice. This was in relation to the performance of his duties, with particular reference to maintaining custody documents, ensuring constant observation of vulnerable detainees, and appreciating the urgency of such situations.

Our work in the north region

Forces covered and other areas of work

Cheshire
Cleveland
Cumbria
Durham
Greater Manchester
HMRC
Humberside
Lancashire
Merseyside
Mersey Tunnel
Northumbria
North Yorkshire
Port of Liverpool
South Yorkshire
Tees and Hartlepool Port Authority
West Yorkshire

Regional Director: David Knight
Commissioners: Mike Franklin, Gary Garland, Nicholas Long and Naseem Malik

Important regional issues

Engaging with young people

Over the last year, the region has increased communication with young people, making initial contact with over 300 youth groups. We provided information about our remit and work, and attended a number of events aimed at young people in Greater Manchester, Yorkshire and Northumbria.

In particular, staff from the region took an IPCC information stand to university fresher fairs across Greater Manchester, raising awareness of our role among young people. In the coming year, we hope to build on this work by making contact with secondary schools through the citizenship programme. We are investigating the possibility of developing a DVD for inclusion in lessons.

Community involvement

As well as involvement in youth events, the IPCC also participated in a number of community events in Hulme (Greater Manchester), Wansbeck (Northumberland), Dewsbury (West Yorkshire), Rochdale (Greater Manchester) and Cumbria. The main aim of attending such events was to increase public knowledge of the IPCC, as well as being on hand to respond to queries from members the public.

Staff from both the North West and North East offices attended Manchester Pride, distributing information about the IPCC. This three-day event takes place over the August Bank Holiday weekend in Manchester's gay village, and provided an opportunity to inform members of the gay and lesbian community about the IPCC's work and role.

Working in partnership with other organisations

Following publication of the first Learning the Lessons Bulletin in 2007, which focused on disseminating information gathered as a result of cases concerning domestic violence, the region hosted a workshop at the National Women's Aid conference. This was followed up by distributing information through Women's Aid to its members.

We made use of existing local distribution and publication networks – such as libraries, criminal justice events and information road shows – to showcase and distribute our literature to a wide audience. Regional staff also represented the IPCC at the national Citizens Advice Bureau (CAB) annual conference in York.

Commissioners' work with local groups and police forces

Commissioners from the region held regular meetings throughout the year with local key stakeholder groups, including independent custody visitors, independent advocacy groups, local councillors, student unions, women's groups, the local black police association and LGBT groups. IPCC staff have forged strong links with many of the diverse communities throughout the region, which we look forward to strengthening over the coming year.

Commissioners and staff continued to reinforce relationships with the police locally. Regular meetings took place with senior officers from PSDs to discuss progress on cases and any ongoing issues with the complaints systems. The region hosted a meeting with Deputy Chief Constables with responsibility for professional standards and held a best practice seminar for senior professional standards officers.

Casework Managers and Investigators now deliver presentations about the IPCC as part of induction and training courses run by Greater Manchester Police for their officers and Police Community Support Officers (PCSOs). We have also offered to deliver these presentations to other forces across the region.

Key cases in 2007/08

Praise for officer's bravery after vehicle fire

In June 2006, a group of young men were trapped in a burning car, which crashed after a police pursuit in Bolton. Mr Patrick Maughan, aged 16, died in the collision and three other car passengers were very seriously injured. The incident was referred to the IPCC and a managed investigation into the incident took place.

The investigation determined that PC Ian Beaumont had seen a Ford Sierra Sapphire, which did not appear to have a tax disc displayed. The Sierra was being driven by 18-year-old Mr Tyrone O'Connor, and was carrying Mr Maughan and two other passengers.

The Sierra failed to respond to a request to stop and a pursuit ensued, which ended when the Sierra collided with railings, a tree and a heavy goods vehicle. Mr Maughan was pronounced dead at the scene.

Accounts from witnesses revealed how PC Beaumont risked his safety and led attempts to rescue the car's occupants from the fire. Our investigation report praised PC Beaumont, and two passers-by, for their bravery. It also found that PC Beaumont had acted professionally in dealing with the pursuit.

Mr O'Connor subsequently pleaded guilty to causing death by dangerous driving and was given a four-year prison sentence.

Death in custody leads to changes to cells

Mr Christopher Lord was taken to West Didsbury Police Station in Manchester after being arrested by two police officers in January 2007. He was subsequently discovered in his cell with a ligature round his neck, which had been created using a cord taken from a jacket he was wearing. The ligature was fixed to a plughole in the cell wash hand basin. Mr Lord was pronounced dead at the scene.

After receiving a referral from Greater Manchester Police, the IPCC began an independent investigation. The investigation concluded that the officers involved in Mr Lord's detention had followed all procedures correctly in their dealings with him. They had carried out a full risk assessment in connection with Mr Lord's detention, and an officer had searched him. That search did not reveal the cord.

We raised the fact that Mr Lord had managed to fashion a ligature by connecting the cord to the cell wash hand basin with Greater Manchester Police. As a result, the force arranged to replace the basin plug holes in order to minimise the risk of any similar event taking place.

After a three-day inquest into Mr Lord's death, held in October 2007, a jury delivered a verdict of misadventure.

Recommendations made to improve handling of emergency calls

Mr Thomas Lunt died in Widnes in February 2007 as a result of blood loss after severing an artery. He had been celebrating his 18th birthday.

Cheshire Constabulary referred the matter to the IPCC after it became apparent that emergency calls had been received which, with hindsight, referred to incidents involving Mr Lunt. The IPCC managed Cheshire Constabulary's investigation into how these emergency calls were handled.

The investigation found that a woman had dialled 999 after she saw a man who she believed to be drunk. The woman initially hung up before speaking to an operator, but then called back and spoke to a call handler. She explained that the man was lying down on a bench and had apparently gone to sleep. The call handler advised that police would investigate.

Because the first 999 call had been terminated, a police sergeant separately contacted the woman. She explained that she had since called back and recounted what she had seen to the officer. At no stage was there any suggestion that the man was injured. The officer explained that resources were limited, and that if a patrol became free he would send it to investigate. The log in relation to these calls was closed ten minutes later and no patrol was deployed because there was no suggestion the man was injured.

A subsequent 999 call reported a "200-yard long" trail of blood in the same area. This call was taken by the same call handler who had received the call about the "drunk man". However, the call operator misinterpreted the information given by the caller and, as a result, another call handler sent two officers to the wrong location. When they did not discover any blood, this call was assumed to be a hoax. The two officers sent to search for the blood were not told about the earlier emergency call relating to man seen in this area, despite the fact that they were in a position to investigate.

The investigation into this matter led to three police officers and two call handlers receiving advice, and the force has made changes to its call handling procedures. An inquest into Mr Lunt's death returned a verdict of accidental death.

Our work in Wales and the south west

Forces covered

Avon and Somerset
British Transport Police
Civil Nuclear Constabulary forces
Devon and Cornwall
Dorset
Dyfed-Powys
Gloucestershire
Gwent
North Wales
Port of Bristol
Port of Portland
South Wales
Wiltshire

Regional Director: Mike Benbow
Commissioners: Ian Bynoe, Tom Davies and Rebecca Marsh

Important regional issues

Report on deaths in custody in South Wales

The IPCC published the findings of its review into deaths in custody and 'near misses' in custody in South Wales Police in December 2007²¹. The review resulted in a series of recommendations, including:

- improved training for custody staff dealing with vulnerable people
- providing homeless people with advice about access to hostels on release from custody

- enhancing work with stakeholder organisations engaged with vulnerable people – for example, health organisations, and agencies dealing with homeless people and people with drug or alcohol issues
- a system of checks for CCTV systems operating in custody centres to ensure the accuracy of the time shown on recordings, and to ensure that tapes are changed regularly and recording heads cleaned regularly.

The force has already begun to implement the report's recommendations, and our investigators have carried out follow-up work, including running training sessions for custody officers.

Our commitment to publishing information in Welsh

As a designated public body, we completed work to comply with the Welsh Language Act 1993, and our Welsh Language Scheme was subject to public consultation until 24 March 2008.

We are currently considering the responses to the consultation, and will continue to liaise with the Welsh Language Board to finalise the scheme and develop our Welsh language service.

²¹ 'A review of death in or following custody occurring within South Wales Police custody centres 1 April 2004-1 April 2006.'

Working with others effectively

In 2007, IPCC Chair, Nick Hardwick, signed a Memorandum of Understanding (MOU) between the IPCC and the Healthcare Inspectorate Wales. This followed work to define the scope of the MOU.

The finalised MOU is a clear statement of what each organisation can expect in investigations that involve both health services and the police. It also clarifies what each organisation is obliged to deliver in these situations.

Key cases in 2007/08

Improving cross-sector communication

Ms Sally Ann Heppell's body was discovered on 10 April 2006 after police were notified that a property in Liskeard had been burgled and a decomposing corpse found. On 12 April 2006, Devon and Cornwall Constabulary notified the IPCC that concerns about Ms Heppell's welfare had been reported to them in 2003, and we began an investigation into the force's response to her death.

Evidence suggested that the likely time of Ms Heppell's death was between February and April 2003. The last confirmed sighting of Ms Heppell was on 6 February 2003. Police were first contacted with concerns about her in May 2003, so there is no suggestion that her death could have been prevented by earlier police action.

However, neighbours and family members contacted the police on several occasions in 2003 with concerns about Ms Heppell's well-being and whereabouts. Poor standards of policing resulted in unverified information that Ms Heppell had gone into a 'home' being recorded. Also, important information, such as the presence of flies in her home, was missed due to over-reliance on previous logs and inaccurate research and recording.

Our investigation identified a number of procedural and individual shortcomings for the police force and other health and social services agencies. A lack of mental health awareness and inadequate missing person training in the Call Management and Communication Department led to Ms Heppell not being appropriately risk assessed or treated as a missing person.

Our report²² made specific recommendations, accepted by the force, for improvements to inter-agency working between the police, health providers, social services etc. It also recommended that two officers, a police constable and sergeant, receive constructive guidance.

²² Published in September 2007, after the inquest into the death had taken place.

Serious allegations made against Chief Constable

In October 2007, IPCC Commissioner Mr Tom Davies received details of a number of serious allegations against the then Dyfed-Powys Police Chief Constable, Mr Terence Grange.

We began an independent investigation, which found that Mr Grange had breached force policies by misusing the force computer system and the corporate credit card entrusted to him. Mr Grange also failed to attend some official meetings because of personal matters.

On 19 November 2007 Mr Grange stated his intention to resign from his post and effectively took immediate retirement.

Our investigation established significant failings in the systems and processes associated with use of the Dyfed-Powys Police corporate credit card. In addition, force policies relating to expenses claims had not been followed.

As is usual in such cases, the IPCC passed its investigation file to the Crown Prosecution Service (CPS), which considered whether sufficient evidence existed to warrant prosecution for misconduct in public office and obtaining monies by deception. We also forwarded our report to the Dyfed-Powys Police Authority to consider possible breaches of conduct. However, because Mr Grange resigned his post he was no longer subject to the police misconduct regulations.

The CPS decided that the allegations concerning misuse of the force computer system were not sufficiently serious to proceed with prosecution for misconduct in a public office. It also concluded that it would not be able to satisfy a jury that Mr Grange had been dishonest in his use of the force credit card.

Our investigation made a number of recommendations, including the strengthening of policies and procedures relating to expenses claims and use of corporate credit cards. In order to prevent any recurrence of this incident, we also advised Dyfed-Powys Police to impress upon all staff – regardless of their rank or position – their duty to use force computer systems appropriately.

Investigation upholds complaints against South Wales Police

In July 2007 we concluded an independent investigation into complaints made against South Wales Police by Mr Geoffrey Cole. The complaints concerned the Force's initial response to Mr Cole's allegation that he was the victim of a serious sexual assault while walking his dogs close to his home. Mr Cole's wife contacted the police to report the assault almost immediately after it happened and a criminal investigation began. Mr Cole waived his right to anonymity and the case received coverage across the media.

Mr Cole made eight complaints – three concerning the actions of South Wales Police, one against a superintendent, and four against the forensic medical examiner. The IPCC has no remit under the Police Reform Act to recommend or comment on any resulting discipline against a medical practitioner. Therefore, we referred the matters concerning the medical examiner to the Healthcare Inspectorate for Wales.

After a painstakingly detailed investigation, the IPCC upheld some of Mr Cole's complaints. Of the four complaints against individual officers and the force, the IPCC upheld two, and partially upheld the other two. Our investigation also found some issues with the way in which South Wales Police conducted their initial investigation into the case, especially during the so-called 'golden hour' of an investigation. We made a number of recommendations, two of national significance:

- ACPO guidance should be changed to reflect the fact that victims' confidence in the police can be seriously damaged if they are given incorrect information
- police forces should have in place arrangements for specially trained officers to accompany victims of rape and/or serious sexual assaults to a forensic examination. In the event that such an officer is not available immediately, a family liaison officer should be deployed to assist the victim and accompany them to the forensic examination.

The Force responded positively to our recommendations, many of which have now been implemented.

Performance data

Against an increasingly familiar story of rising demand for our services, the IPCC delivered strong performance improvement over the past year.

We used a more focused approach, reducing the number of targets we were working towards in order to prioritise the most important aspects of our service. Thanks to the commitment of our staff and the co-operation of our stakeholders, we now have a firm grip on the performance issues we have faced in the past.

Referrals and investigations

Growth in demand was again an issue in 2007/08. The number of conduct matters and complaints referred to the IPCC from across the complaints system rose nearly 10 per cent to 2,208 (see Figure 1). This increase was largely from police forces – referrals from other authorities remained fairly stable – 14 from SOCA and 39 from HMRC.

We received our first referral from UKBA, which was brought within our jurisdiction on 25 February 2008.

The IPCC aims to communicate decisions on how a referral will be investigated within two working days in 75 per cent of cases. This ensures that those affected by complaints are aware of how the issue will be dealt with as quickly as possible. Our performance last year was well above target, with 85 per cent of all referrals being communicated to the relevant force within two working days.

We decided to investigate over 250 of the more than 2,200 matters referred to us under our own direction and control – 100 of these were classed as independent

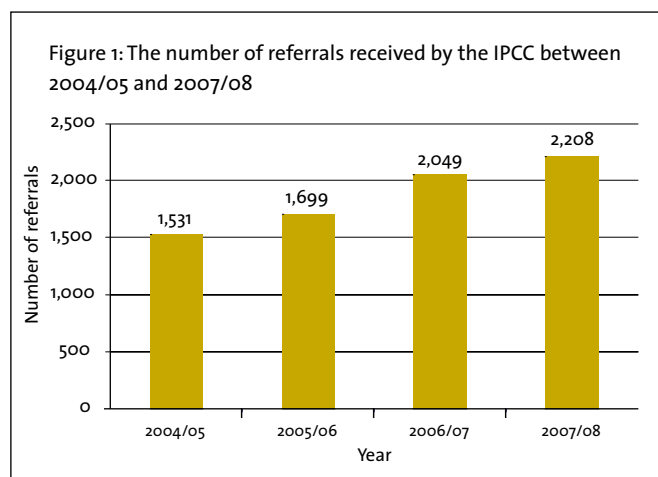


Figure 2: Number of independent investigations started and completed by the IPCC between 2004/05 and 2007/08

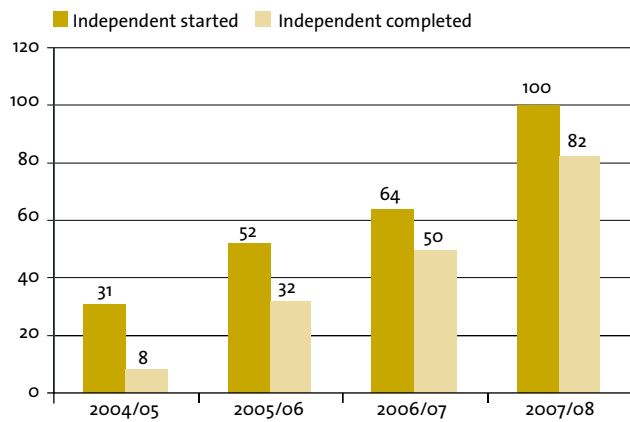
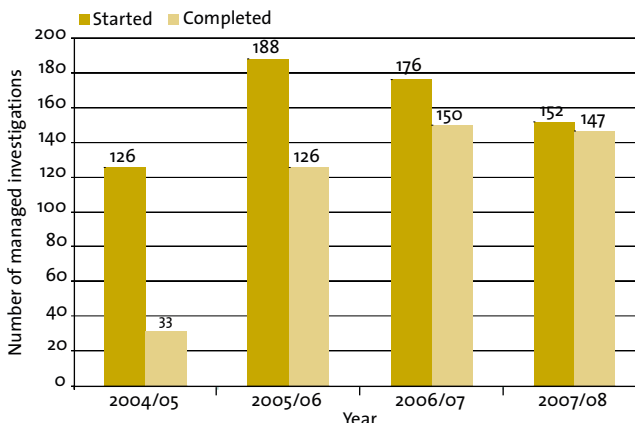


Figure 3: Number of managed investigations started and completed by the IPCC between 2004/05 and 2007/08



investigations, which involved using our own investigators. We carried out significantly more independent investigations than the previous year (see Figure 2). This was due to pressures associated with developments in human rights law. It was also the result of our commitment to ensuring that no new external force investigations began (this means one police force investigating another). As we investigated more matters independently, we were able to reduce the number of managed investigations we started from 176 in 2006/07 to 152 in 2007/08 (see Figure 3).

We concentrated on completing open investigations and while we completed 82 outstanding independent investigations last year – two-thirds more than in 2006/07 – we are still beginning more than we are completing in a year due to increased demand (see Figure 2). However, we closed the gap on the number of managed investigations begun and completed – beginning just five more than we completed in 2007/08 (see Figure 3). By concentrating on completing existing investigations, we reached our target of ensuring that half were closed within 156 working days. We also significantly reduced the number of remaining external force investigations from 15 at the beginning of the year to three by the end of the year.

Handling appeals from complainants

We received 4,141 appeals from complainants during 2007/08, an increase of 25 per cent on the previous year (see Figure 4). Our performance in dealing with appeals within our target timeframe also improved dramatically (see Figure 5). Last year we set a more ambitious target for communicating receipt of appeals to relevant forces. We aimed to notify forces that we had received an appeal within one working day in 90 per cent of cases – a target we reached.

For several years, our performance on completing appeals has languished below 35 per cent within 25 working days, resulting in a backlog of hundreds of appeals. After adopting staged targets and better distribution and triage processes we have now significantly reduced this backlog. Performance on non-recording and local resolution appeals improved from 33 per cent completed on time in 2006/07 to 87 per cent by the end of 2007/08. While less dramatic, we also improved our timeliness on our handling of the more complex investigation appeals, nearly tripling previous performance with a rise from 20 per cent to 55 per cent completed with 25 working days.

Figure 4: Number of appeals received by the IPCC between 2004/05 and 2007/08

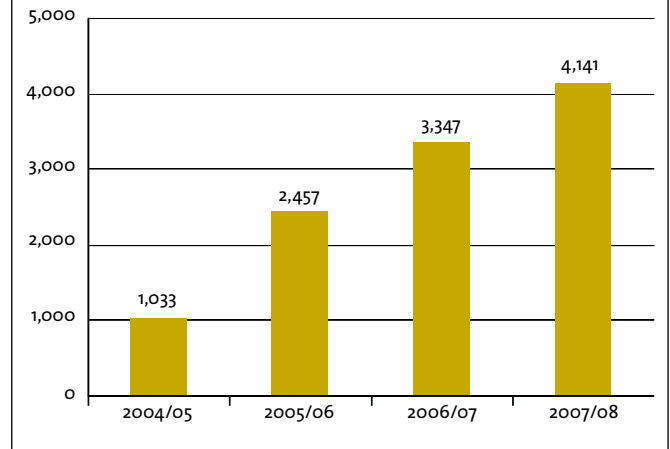
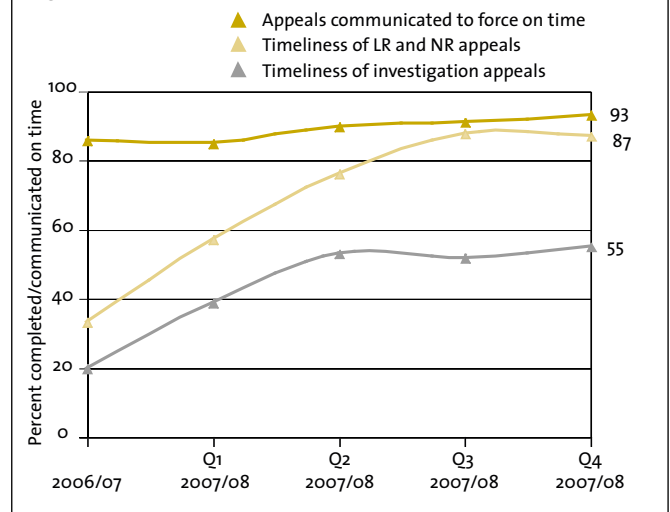


Figure 5: Timelines of appeals

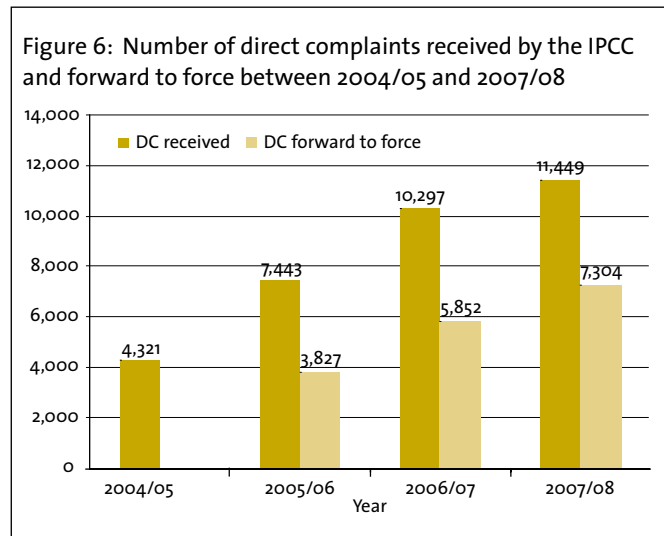


Direct complaints from the public

We continue to receive a large volume of complaints directly from the public. These are handled by our Telephone Complaints Centre (TCC). In 2007/08 we received nearly 11,500 direct complaints through the TCC, over 10 per cent more than in the previous year (see Figure 6). This increase in demand prevented us from making significant improvements to the timeliness of our handling of these complaints. We set a target to respond to the complainant and forward the complaint to the relevant force within two working days. In 2007/08 we achieved this in 54 per cent of cases on both targets. This is still significantly short of our target of 80 per cent, but it is a marginal improvement on the figure achieved in the previous year.

Completing outstanding cases from the old complaints system

Since 2004, the IPCC has dealt with over 5,000 'legacy' cases. These are cases that were carried over from the previous police complaints system. A high percentage of these cases have now been reviewed and completed. During 2007/08, only 18 new legacy cases were recorded and 78 cases were completed. Going forward, the IPCC will focus on completing the 27 legacy cases that remain open.



Staff and support services

The IPCC treats complaints against its own staff concerning conduct issues very seriously. There were 378 complaints against IPCC staff during 2007/08, which was a 72 per cent increase on the year before. However, only 12 of these cases were upheld – down from 19 upheld in 2006/07. 83 per cent of complainants received a substantive response within ten days of lodging a complaint. This exceeds our target of 75 per cent.

We received a total of 226 requests for information under the Freedom of Information Act during the period under review. This is similar to the number of requests received the previous year. The number of requests for information under the Data Protection Act has been increasing – a total of 73 such requests were made in 2007/08. Despite the increase in demand for information, the IPCC has continued to meet the statutory target for providing a response within 20 working days in 85 per cent of information requests.

Although there has been a slight increase in staff turnover and sickness rates, the IPCC is in line with the rates experienced by other small public sector organisations. IPCC staff turnover rates increased from 9 per cent to 11.1 per cent last year, compared to a public sector average of 11 per cent. IPCC staff sickness rates increased from 2.9 per cent to 3.3 per cent last year, compared to a public sector average of 3.2 per cent.

Looking to the year ahead

Though we are immensely pleased with progress over the period under review, we recognise that further improvements are, of course, possible. We will maintain the focus of our attention where we know our performance can be better still. For instance, we continue to start more investigations than we complete and need to look at ways to better manage the demands associated with our investigations, and work with police forces to improve performance on managed investigations. We also need to address the capacity issues involved in dealing with direct complaints – despite some initial improvement at the start of the year, we were unable to sustain this and performance slipped back to a level similar to that reported in 2006/07.

A key challenge for the IPCC will be managing the increasing number of independent investigations while resources remain static. Work will also continue towards completing the final three external force investigations after we significantly reduced this type of investigation last year.

Over the coming year, we must continue to manage the organisation carefully, continuing to achieve staged improvements in our performance against a backdrop of expected continued growth in appeals. We will also be running a significant change programme across the IPCC, with no extra resource to help manage this work. We have adjusted the targets in our Business Plan to reflect this, and we are confident that our more focused approach puts us in a good position to deliver these improvements.

The hard work and focused effort our staff have put in over the past year have led to solid improvements in our performance. We are also grateful to our stakeholders for their understanding and partnership during this time of rising demand and significant change. We look forward to working together throughout 2008/09 to further improve the IPCC's performance, and that of the entire complaints system.

Our aims

for 2008/09

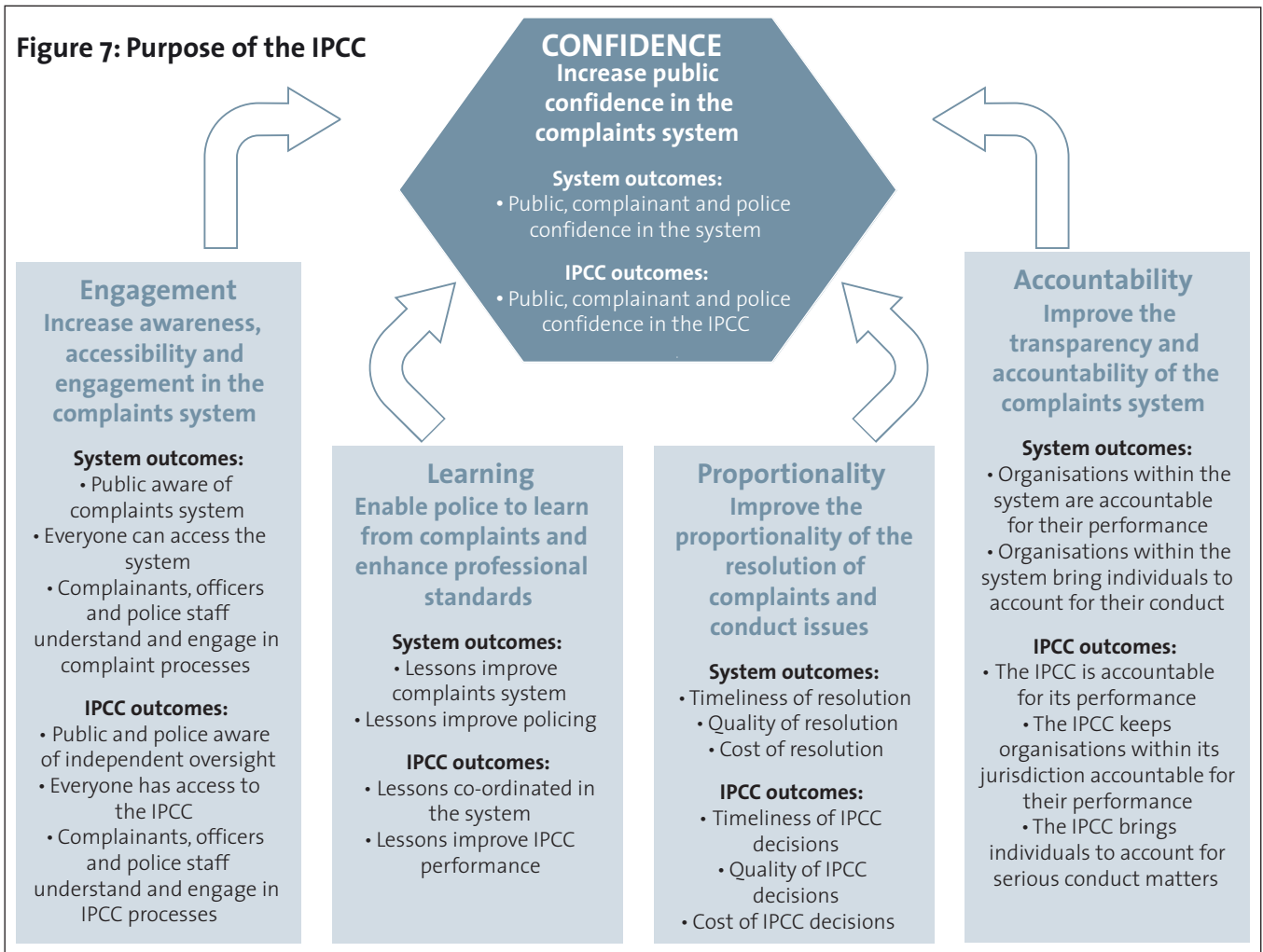
Our aims for the complaints system

Over the past year, the IPCC and its stakeholders have refined the aims for the complaints system. At the heart of the IPCC's work is our belief that public confidence in the police complaints system will lead to greater trust in the police service as a whole, and that this in turn will contribute to an increase in the overall effectiveness of the police service. Therefore, increasing public confidence in the system is the underlying purpose of the IPCC.

Four aims support us in achieving our purpose:

- **engagement:** increase awareness, accessibility and engagement in the complaints system
- **learning:** enable police to learn from complaints and enhance professional standards
- **proportionality:** improve the proportionality of the resolution of complaints and conduct issues
- **accountability:** improve the transparency and accountability of the complaints system.

Figure 7 sets out our purpose and the four aims that underpin it. For each of the aims, we have worked with stakeholders to develop agreement about the key outcomes for both the system as a whole, and the IPCC in particular. It is against these outcomes that we are developing performance indicators for our performance framework. The performance framework will contain performance indicators that measure the success of the complaints system – both as a whole and in its constituent parts (i.e. the IPCC and police forces individually).



IPCC Commissioners

and senior staff

This is a list of Commissioners' current responsibilities. Some of these responsibilities have been taken on since the end of March 2008 and this list is current at the date of publication.

Nick Hardwick is the Chair of the IPCC. Based at the national office in London, he is accountable to the Home Secretary for the performance of the IPCC. He chairs the IPCC National Cases Committee; the IPCC Advisory Board, the Learning the Lessons Committee, and was chair of the IPCC Diversity Committee until August 2007.

Lead organisational contact: Home Office, ACPO (with Rebecca Marsh), police staff associations, HMIC (with Rebecca Marsh), IPCC Advisory Board, police staff (with Ian Bynoe).

Policy lead role: counter terrorism.

John Wadham was Deputy Chair of the IPCC and was based in the national office in London until he left the organisation to become Legal Director at the Equality and Human Rights Commission. He chaired the Casework and Investigations Committee until he left the IPCC in August 2007.

Lead organisational contact: coroners, CPS, custody ombudsmen/Forum for Preventing Deaths in Custody, INQUEST, international and overseas police oversight bodies, Legal Services Commission, National Muslim Organisations (with Mehmuda Mian-Pritchard), PALG, MPS (with Deborah Glass), Information Commissioner (FOI and Data Protection), police staff (with Nick Hardwick).

Policy lead role: corruption, discipline (including Taylor Review residual issues) (with Amerdeep Somal), UKBA – IPCC preparations (with Nicholas Long), stop and search (with Mike Franklin).

Ian Bynoe (Wales and South West region) was appointed interim Deputy Chair in August 2007. He chaired the Guardianship Committee until August 2007.

Police force responsibilities: Devon and Cornwall, Dorset, Wiltshire and Port of Portland.

Policy lead roles: Learning the lessons, mental health, health and social services (with John Crawley).

John Crawley (Central region)
Police force responsibilities:
Staffordshire, Warwickshire, West
Mercia, West Midlands. Also chairs
the IPCC Guardianship Committee.

Lead organisational contact:
Healthcare Commission and other
health agencies in England, police
authorities/APA (with Rebecca
Marsh).

Policy lead roles: mental health,
health and social services (with
Ian Bynoe), member of the Forum
for Preventing Deaths in Custody;
member of the Learning the
Lessons Committee.

Tom Davies (Wales and
South West region)
Police force responsibilities: British
Transport Police, Dyfed-Powys,
Gwent, North Wales, and South
Wales.

Lead organisational contact:
National Assembly for Wales and
government agencies within Wales,
including health agencies.

Policy lead role: inspection of IPCC,
police negotiators (with Mike
Franklin), represents the IPCC on the
Joint Quality Board.

Mike Franklin (North region)
Police force responsibilities:
Cheshire, Lancashire, Merseyside,
Mersey Tunnel and Port of Liverpool.

Policy lead role: Gypsies and
Travellers, stop and search, police
negotiators (with Tom Davies).

Gary Garland (North region)
Police force responsibilities:
Cleveland, Durham, Northumbria
and Tees and Hartlepool Port
Authority. Gary Garland also has
responsibility for Her Majesty's
Revenue and Customs.

Policy lead role: HMRC.

Deborah Glass (London and South
East region)
Police force responsibilities:
City of London, Thames Valley,
Metropolitan Police Service (North
East), Surrey, London Borough
Parks Police in North East London
and Hertfordshire. Also chairs the
IPCC Casework and Investigations
Committee.

Lead organisational contact: MPS,
ACPO (Firearms and Conflict
Management Committees).

Police lead role: firearms and less
lethal weapons.

Len Jackson (Central region)
Police force responsibilities:
Cambridgeshire, Lincolnshire,
Norfolk, Nottinghamshire, Suffolk,
Cambridgeshire and University and
Port of Felixstowe. Also chairs the
IPCC Resources Committee.

Policy lead role: police dogs.

Nicholas Long (North region)

Police force responsibilities: Humberside, North Yorkshire, South Yorkshire, and West Yorkshire. Also has national responsibility for UKBA.

Lead organisational contact: British and Irish Ombudsmen Association, successor to John Wadham as contact for international and overseas police oversight bodies.

Policy lead role: custody (including ACPO Custody Forum and Forum for Preventing Deaths in Custody), UKBA/IPCC preparations, public order, family liaison, single non-emergency number.

Laurence Lustgarten

(London and South East region)
No allocated responsibilities during the period. Resigned in August 2007.

Naseem Malik (North region)

Police force responsibilities: Greater Manchester and Cumbria. Also chairs the IPCC Diversity Committee (since August 2007).

Policy lead role: domestic violence, women and gender issues, Local Resolution.

Rebecca Marsh (Wales and South West region)

Police force responsibilities: Avon and Somerset, Gloucestershire, Port of Bristol and the Civil Nuclear Constabulary forces.

Lead organisational contact: police authorities/APA (with John Crawley), HMIC (with Nick Hardwick), ACPO (with Nick Hardwick).

Policy lead role: IPCC inspection powers, police authorities/APA (with John Crawley).

David Petch (London and South East region)

Police force responsibilities: Bedfordshire, Hampshire, Metropolitan Police Service (North West) and Essex, including the Port of Tilbury. Also responsible for SOCA.

Lead organisational contact: SOCA.

Policy lead role: road traffic incidents.

Mehmuda Mian Pritchard

(London and South East region)
Police force responsibilities: Metropolitan Police Service (South East).

Lead organisational contact: National Muslim Organisations.

Amerdeep Somal (Central region)

Police force responsibilities: Derbyshire, Leicestershire, Northamptonshire.

Lead organisational contact: Commission for Racial Equality (including Morris Inquiry residual issues).

Policy lead role: discipline, including Police Advisory Board Working Group reforms to police misconduct system following Taylor Review.

Nicola Williams (London and South East region)
Police force responsibilities: Kent, Sussex, Metropolitan Police Service (South West), Ministry of Defence, Heathrow and Port of Dover police forces, London Borough Parks in South West London and Royal Botanic Gardens Constabulary.

Policy lead role: Guidelines on Investigating Allegations of Racially Discriminatory Behaviour.

Chief Executive, Directors and Regional Directors

Jane Furniss: Chief Executive

Barry Simpson: Director of Corporate Services and Deputy Chief Executive

John Tate: Director of Legal Services

Philip Geering: Acting Director of Policy and Research (until February 2008)
Director of Strategy and Business Improvement (appointed February 2008)

Alex Louis: Interim Director of Communications (until November 2007)

Sarah Clifford: Director of Communications (resigned March 2008)

Peter Goode: Director of Central Region

Judy Clements: Director of South East Region

Derek Bradon: Director of London Region

David Knight: Director of North Region

Mike Benbow: Interim Director of Wales and South West Region (appointed June 2007)
Director of Wales and South West Region (appointed August 2007)

Statement of accounts 2007/08

Foreword to the accounts

These accounts have been prepared by the IPCC in accordance with the requirements of the Financial Reporting Manual (FRM) produced by the Treasury and the Accounts Direction given by the Secretary of State. They have been prepared with the consent of the Treasury and in accordance with paragraph 17(1) of Schedule 2 to the Police Reform Act 2002.

The nature of the IPCC's business and its aims, objectives and activities

The purpose of the IPCC is to ensure that suitable arrangements are in place for dealing with complaints or allegations of misconduct against anyone serving with the police in England or Wales. The IPCC seeks to increase public confidence by demonstrating the independence, accountability and integrity of the complaints system, and so contributing to the effectiveness of the police service as a whole. Further details of the IPCC's aims, objectives and activities can be found elsewhere in this report.

History

The IPCC was created by the Police Reform Act 2002 and was established as an executive non-departmental public body (NDPB)

on 1 April 2003. The organisation became operational on 1 April 2004.

On 1 April 2006, the IPCC's jurisdiction was extended to include serious complaints made against the staff of SOCA and HMRC. On 25 February 2008, IPCC powers were extended to include serious complaints and conduct matters relating to officers and officials of UKBA, formerly the Border and Immigration Agency.

The sponsoring department for the IPCC is the Home Office and the sponsoring unit is the Policing Powers and Protection Unit (PPPU).

The IPCC's Commissioners are appointed by the Home Secretary and are responsible for the governance of the IPCC as a whole, guardianship of the complaints system, and final determination of individual cases. The Commissioners are independent of the police, interest groups, political parties and Government. The decisions that Commissioners make about cases are free from government involvement.

The IPCC executive functions are led by a Chief Executive, who is supported by a senior management team based across England and Wales. The Chief Executive is

accountable to the Commissioners, and has been appointed as Accounting Officer for the IPCC by the Home Office Departmental Accounting Officer.

Commission members

Commissioners are appointed under Schedule 2 (Section 9) of the Police Reform Act 2002, for a term not exceeding five years. The Commissioners who served during 2007/08 were as follows:

Nick Hardwick
(Chair)
John Wadham
(Deputy Chair –
resigned 15 August 2007)
Ian Bynoe
(Interim Deputy Chair from
7 August 2007)
John Crawley
Tom Davies
Mike Franklin
Gary Garland
Deborah Glass
Len Jackson
Nicholas Long
Laurence Lustgarten
(resigned 31 August 2007)
Naseem Malik
Rebecca Marsh
Mehmuda Mian Pritchard
David Petch
Amerdeep Somal
Nicola Williams

Details of Commissioners' remuneration can be found in the Remuneration Report that follows. The Commissioners' disclosures in respect of other interests are publicly available on our website or may be obtained in writing from the IPCC Commission Secretary at 90 High Holborn, London, WC1V 6BH.

Corporate governance and risk management

The IPCC is committed to ensuring a high standard of corporate governance. The Commission is responsible for defining strategy and determining the allocation of resources to ensure the delivery of its objectives. The IPCC has a corporate structure that is made up of committees, which have clear terms of reference.

A risk management framework has been embedded within the IPCC, which is reported to the Audit Committee and to the Commission. Significant risks are identified and assessed, and then actively managed by a series of mitigation and risk reduction activities.

Audit Committee

The Audit Committee reports to the Commission. The role of the Audit Committee is to review the adequacy and effective operation of the internal control systems that underpin the delivery of the IPCC's objectives. It is also responsible for overseeing the IPCC's systems and processes for finance, corporate governance, risk management, accountability and complaints against the organisation.

During 2007/08 the Audit Committee comprised two independent members – Simon Dow (Group Chief Executive of the Guinness Trust), who was the Chair, and John Holden (formerly the Chief Executive of Companies House and Registrar of Companies) – as well as two Commissioners (Tom Davies and David Petch until 6 August 2007 and Mehmuda Mian Pritchard and Nicholas Long from

7 August 2007). Representatives from the National Audit Office, the internal auditors, the Chief Executive, the Director of Strategy and Business Improvement and the Director of Corporate Services all attend by invitation.

Diversity

Diversity is one of the IPCC's core values. We have formed a Diversity Committee that is made up of Commissioners and staff from across the organisation, and is led by a Commissioner.

The Diversity Committee supports the delivery of our diversity objectives, and offers the benefit of insights and on-the-ground experience from staff based in different regions, doing different jobs, and with different backgrounds. During the past year we have published a gender equality scheme and developed revised guidelines for investigating allegations of racially discriminatory behaviour by police officers.

Employment policies

We have put in place policies to create an environment in which all staff can perform to their best ability and contribute to their own and the organisation's success.

During the past year we have monitored recruitment, training, job satisfaction and staff turnover, and have provided regular reports on all of these issues to senior managers and Commissioners.

The IPCC involves staff in decisions about health, safety and welfare. The Public and Commercial Services Union (PCSU) negotiates on behalf of staff, and, in addition, a Staff Council that includes both staff and trade union representatives is in place for the purposes of communication and consultation.

The IPCC gives full and fair consideration to applications for employment from people with disabilities, where the nature of the employment makes this appropriate. The IPCC is similarly committed to enabling any members of staff who may become disabled during their period of employment to continue in their role.

Pension liabilities

The treatment of pension liabilities in the accounts is described in the remuneration report and in policy note 1.9 of the accounts.

Health and safety

The IPCC recognises and accepts its legal responsibilities in relation to health, safety, and the welfare of its employees and all people attending its premises. A Health and Safety Committee, chaired by a Regional Director, deals with these issues. The IPCC complies with the Health and Safety at Work Act 1974 and all other legislation as appropriate. During 2007/08 we produced a Health and Safety Policy and Guidance Manual, and began a comprehensive training programme for all staff.

Environmental policy

We are fully committed to contributing to the achievement of Government environmental targets. The principal elements of our policy are to reduce carbon emissions from our vehicles, and to develop a programme for sustainable procurement in line with Home Office best practice.

Creditor payment policy and performance

The IPCC abides by the British Standard for Achieving Good Payment Performances in Commercial Transactions (BS 7890) and, in particular, aims to pay undisputed invoices in accordance with contract terms. During the year to 31 March 2008, 92 per cent of invoices were paid in accordance with contract terms (the figure was 90 per cent in 2006/07). No interest was paid in respect of the Late Payment of Commercial Debts (Interest) Act 1998.

Research and development

The IPCC research programme supports the long-term aims of the organisation and helps to ensure that its work is informed by robust evidence. Research undertaken during the year under review includes: deaths following police contact, public confidence in the complaints system, 'near-miss' incidents in police custody, and road traffic incidents involving the police. The reports resulting from this research have been published on our website.

Charitable donations

No donations to charity were made by the IPCC during the year. Where Commissioners and staff receive gifts as a result of their normal duties, these gifts or an equivalent value are donated to either Oxfam or Macmillan Cancer Support. Details are recorded in a register, which is available to the public and may be obtained in writing by contacting the Commission Secretary at 90 High Holborn, London, WC1V 6BH.

Going concern

Grant in aid for the IPCC for 2008/09 has already been included in our sponsoring Department's estimate, which has been approved by Parliament. 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.

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 on the balances contained in the accounts.

Auditors

Arrangements for external audit are provided under paragraph 17 (1) of Schedule 2 to the Police Reform Act 2002, 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. The fees for these services for 2007/08 are estimated at £38,000 (the figure was also £38,000 in 2006/07). The auditors have received no remuneration for non-audit work.

Internal audit services are provided under contract by RSM Bentley Jennison, who was appointed on 1 April 2007 with the agreement of the sponsor unit.

The Accounting Officer has taken all steps to ensure that she is aware of any relevant audit information, and to ensure that the IPCC auditors are also aware of that information. As far as the Accounting Officer is aware, there is no relevant internal audit information of which the IPCC auditors are unaware.

Management commentary

Financial results for the year

The activities of the IPCC are mainly funded by grant in aid from the Home Office. In 2007/08, the IPCC had a resource allocation from the Home Office of £32.273 million. The IPCC also received £1.920 million other income, which included funding for HMRC investigations as provided for under Section 28 of the Commissioners for Revenue and Customs Act 2005, and funding for work to establish an infrastructure for investigating referred complaints from UKBA.

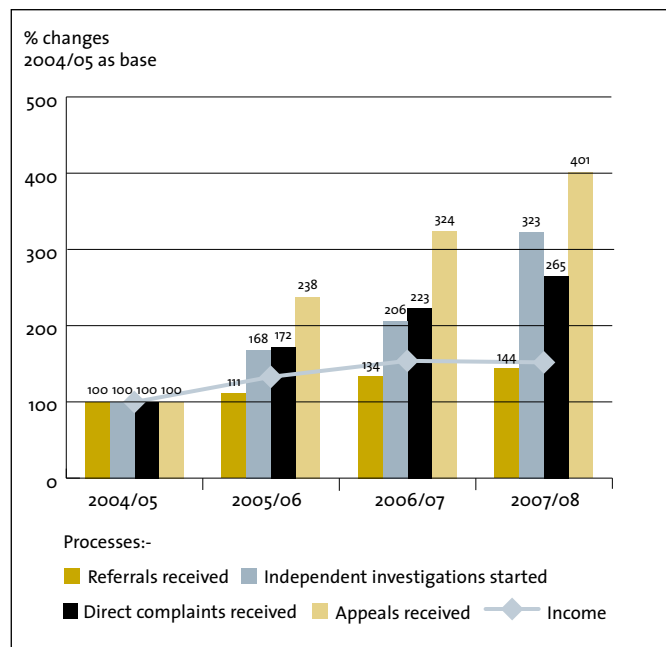
During the year, IPCC resource expenditure was £34.278 million, resulting in a £0.085 million overspend. The Home Office was kept informed of our expenditure at all times.

The IPCC also received from the Home Office a capital budget allocation of £2.1 million. Actual capital expenditure in the year was £1.598 million in respect of IT hardware, IT software, cars and leasehold property.

Financial trends

Since the inception of the IPCC in April 2004 our resource funding has grown to a stable level of £34.2 million. This is shown in the table below.

£ millions	2004/05	2005/06	2006/07	2007/08
Income	22.506	29.932	34.598	34.193
Expenditure	21.755	30.070	34.533	34.278
Outturn (over) spend	0.751	(0.138)	0.065	(0.085)



Over the same period our workload has grown substantially, putting pressure on our capacity. The chart above shows the upward trend in workload against income.

Our Corporate Plan for 2008/09, available on our website, sets out how we propose to manage

demand for our service within the limits of our capacity and resources. We are committed to achieving an effective balance between a timely response and delivery of a high-quality, considered decision.

Business achievements for the year

The main business achievements for the year have been to:

- commence jurisdiction over UKBA
- initiate work to develop a performance framework for the police complaints system as a whole
- publish three issues of the Learning the Lessons bulletins to enable the police to improve policies and practice
- undertake a Stock Take of the progress the complaints system has made towards meeting the original aspirations behind its development
- complete 229 independent and managed investigations
- deal with 4,141 appeals.

Further information is contained elsewhere in this report.

Business focus for the future

The IPCC has developed five aims for the complaints system, to be delivered by 2010/11. Each year, our business plan sets out the key developments that we will be working towards over the next year under each of the five aims.

Our key developments for next year include major projects to:

- develop proposals to take forward the results from our stock take of the complaints systems as a whole
- implement the new misconduct system and CPS referral threshold
- begin implementation of the new performance framework
- increase awareness, accessibility and engagement in the complaints system
- establish a business-wide change and efficiency programme.

Further information is contained elsewhere in this report and in the IPCC Corporate Plan 2008/09 – 2010/11, available on our website.

Remuneration report

The IPCC aims to ensure that the remuneration packages it offers are competitive and designed to attract, retain and motivate senior executives and other employees. In setting remuneration, the IPCC works within Government policy guidelines for public sector pay. The following sections provide details of the remuneration and pension interests of the Commissioners and the Chief Executive.

Remuneration policy

The IPCC Chair is appointed by the Crown. The Commissioners are appointments of the Secretary of State. The Chief Executive is appointed by the Commission with the approval of the Secretary of State. All of these appointments are made in accordance with the Code of Practice for Public Appointments, issued by the Commissioner for Public Appointments.

The Secretary of State reviews the Chair and Commissioners' salaries annually. The Commission has established a Remuneration Committee, which is responsible for considering – and making recommendations to the Secretary of State on – the base salary and benefits of the Chief Executive. The Remuneration Committee is also responsible for determining the specific remuneration and other employment benefits of the other directors. The Remuneration Committee is comprised of the IPCC Deputy Chair and four Commissioners. In addition, when the Committee meets to consider Directors' remuneration, the Chief Executive also attends.

Subject to approval by the Home Office of the IPCC's overall remuneration strategy, the Commission has delegated to the Resources Committee and Senior Management Team the determination of the remuneration packages and other employment benefits of all other IPCC employees.

The IPCC has established a job grading structure with salary scales for each grade. Job evaluation is undertaken to ensure that different roles within the IPCC are positioned fairly in the job grading structure, and annual appraisals are conducted with each employee to determine performance and identify areas where additional training is required. The base salary for each employee is determined by taking into account individual performance and the relevant salary scales for the job.

Service contracts

The IPCC Chair is a Crown appointment for a period of five years, which is terminable by Her Majesty with no notice period. In March 2008, the Home Secretary announced that Her Majesty has approved the reappointment of Nick Hardwick as Chairman of the IPCC for a further period of five years. This will take his period of appointment to the maximum allowed (ten years).

Commissioners are usually appointed for a fixed period of five years. The current five-year terms of office for IPCC Commissioners will expire during the course of 2008/09, providing an opportunity to form a new Commission.

The new Commission will consist of ten operational Commissioners and two non-executive Commissioners in addition to the Chair. The selection process for the operational Commissioners and the two non-executive Commissioners began in spring 2008.

The Chief Executive, Jane Furniss, was appointed by the Commission on 4 December 2006 in accordance with the Civil Service Commissioners' Recruitment Code. The Chief Executive's contract has no fixed period and is terminable on up to six months' notice by the IPCC.

The Chief Executive appoints Directors. Their contracts have no fixed period and are terminable on up to six months' notice by the IPCC.

Bonuses

The Chair and Commissioners do not receive a bonus. The Chief Executive was not eligible for a bonus in 2007/08 and will first become eligible for a bonus in

2008/09. The Directors are also eligible for performance bonuses and these are approved by the Remuneration Committee. The maximum bonus payable is limited to 20 per cent of salary.

Remuneration

The information in the remuneration table below is subject to audit by the NAO.

Name and job title	Start date	Salary 2007/08 £'000	Salary 2006/07 £'000
Nick Hardwick (Chair)	03/02/03	105 – 110	105 – 110
Jane Furniss (Chief Executive)	04/12/06	125 – 130	35 – 40 (115 – 120 annual equivalent)
John Wadham (Deputy Chair) resigned 15/08/07	30/06/03	30 – 35 (75 – 80 annual equivalent)	75 – 80
Amerdeep Somal	01/09/03	60 – 65	70 – 75
David Petch	01/04/04	70 – 75	70 – 75
Deborah Glass	01/04/04	70 – 75	70 – 75
Gary Garland	01/10/03	70 – 75	70 – 75
Ian Bynoe	01/04/04	70 – 75	65 – 70
John Crawley	01/01/04	70 – 75	70 – 75
Laurence Lustgarten resigned 31/08/07	01/09/03	30 – 35 (70 – 75 annual equivalent)	70 – 75
Len Jackson	01/10/03	70 – 75	70 – 75
Mehmuda Mian Pritchard	01/04/04	40 – 45	55 – 60
Mike Franklin	01/09/03	70 – 75	70 – 75
Naseem Malik	01/10/03	70 – 75	70 – 75
Nicholas Long	01/09/03	65 – 70	65 – 70
Nicola Williams	01/04/04	70 – 75	70 – 75
Rebecca Marsh	15/09/03	70 – 75	70 – 75
Tom Davies	01/10/03	70 – 75	70 – 75

Salary

Salary includes gross salary; performance pay or bonuses; overtime; reserved rights to London weighting or London allowances; recruitment and retention allowances; private office allowances and any other allowance to the extent that it is subject to UK taxation. This presentation is based on payments made by the IPCC. These bandings do not include a 6.7 per cent salary increase backdated to 1 April 2006 approved by HM Treasury in April 2008. The salary increase is accrued for in the financial statements.

Benefits in kind

No Commissioner received any benefits provided by the IPCC that were treated by the Inland Revenue as a taxable emolument.

Payments to third parties

No payments were made to third parties for services of Commissioners. The Chief Executive was seconded from the Home Office until 30 April 2007 and £13k is owed to the Home Office for her services. This value is included in the remuneration report.

Pension benefits

The Chair, Commissioners and all staff are eligible for membership of the Civil Service Pension scheme. Certain IPCC Commissioners who served as members with the Police Complaints Authority (PCA) participate in a 'Broadly by Analogy' pension scheme as an alternative to membership of the Civil Service Pension scheme.

The information in the pension benefits table below is subject to audit by NAO.

Name and job title	Total accrued pension at age 60 at 31/03/08 and related lump sum £'000	Real increase in pension and related lump sum at age 60 £'000	CETV at 31/03/08 £'000	CETV at 31/03/07 as restated £'000	Real increase/ (decrease) in CETV £'000
Nick Hardwick (Chair)	7.5 – 10 Nil lump sum	0 – 2.5 Nil lump sum	151	109	21
Jane Furniss (Chief Executive)	40 – 42.5 122.5 – 125 lump sum	2.5 – 5 10 – 12.5 lump sum	888	710	75
John Wadham (Deputy Chair) resigned 15/08/07	15 – 17.5 Nil lump sum	0 – 2.5 Nil lump sum	268	281	(10)
Amerdeep Somal	12.5 – 15 Nil lump sum	0 – 2.5 Nil lump sum	171	147	(4)
David Petch	7.5-10.0 Nil lump sum	0-2.5 Nil lump sum	125	119	0
Deborah Glass	7.5 – 10.0 22.5 – 25.0 lump sum	0 – 2.5 5.0 – 7.5 lump sum	123	90	18
Gary Garland	15 – 17.5 Nil lump sum	0 – 2.5 Nil lump sum	268	235	(7)
Ian Bynoe	25 – 27.5 Nil lump sum	2.5 – 5.0 Nil lump sum	383	306	60
John Crawley	2.5 – 5 Nil lump sum	0 – 2.5 Nil lump sum	93	69	14
Laurence Lustgarten resigned 31/08/07	37.5 – 40 Nil lump sum	0 – 2.5 Nil lump sum	773	785	(1)
Len Jackson	7.5 – 10 Nil lump sum	0 – 2.5 Nil lump sum	180	150	8
Mehmuda Mian Pritchard	10 – 12.5 30.0 – 32.5 lump sum	0 – 2.5 5.0 – 7.5 lump sum	144	113	19

Name and job title	Total accrued pension at age 60 at 31/03/08 and related lump sum £'000	Real increase in pension and related lump sum at age 60 £'000	CETV at 31/03/08 £'000	CETV at 31/03/07 as restated £'000	Real increase/ (decrease) in CETV £'000
Mike Franklin	5 – 7.5 20 – 22.5 lump sum	0 – 2.5 0 – 2.5 lump sum	121	94	11
Naseem Malik	15 – 17.5 Nil lump sum	0 – 2.5 Nil lump sum	190	153	0
Nicholas Long	5 – 7.5 Nil lump sum	0 – 2.5 Nil lump sum	104	78	13
Nicola Williams	2.5 – 5 Nil lump sum	0 – 2.5 Nil lump sum	70	48	12
Rebecca Marsh	5 – 7.5 Nil lump sum	0 – 2.5 Nil lump sum	68	50	8
Tom Davies	7.5 – 10 Nil lump sum	0 – 2.5 Nil lump sum	170	148	10

The Cabinet Office has advised us that due to certain factors being incorrect in their CETV calculation last year there may be a slight difference between the final period CETV for 2006/07 and the start of period CETV for 2007/08 for PCSPS members. The updated figures are disclosed above under the heading CETV at 31/03/07 as restated.

Broadly By Analogy pensions

A 'Broadly By Analogy' (BBA) pension arrangement entitles the recipient to benefits that are similar to those provided by the PCSPS classic scheme described above, and obliges the IPCC and the member to make contributions in line with the PCSPS. The IPCC is responsible for funding future pension benefits and retaining pension contributions. BBA pensions are held by the following

Commissioners: David Petch, Deborah Glass, Ian Bynoe and Mehmuda Mian Pritchard. The BBA pension disclosures take account of the backdated salary increase referred to above in order to accurately assess the pension liability of the IPCC. The CETV disclosures for BBA pensions also take account of the backdated salary increase and this has resulted in a restatement of the opening CETV as this was not included in the prior year's calculation.

Civil Service pensions

Pension benefits are provided through the Civil Service pension arrangements. From 30 July 2007, civil servants may be in one of four defined benefit schemes; either a 'final salary' scheme (classic, premium or classic plus); or a 'whole career' scheme (nuvos).

These statutory arrangements are unfunded with the cost of benefits met by monies voted by Parliament each year. Pensions payable under classic, premium, classic plus and nuvos are increased annually in line with changes in the Retail Prices Index (RPI). Members joining the service since October 2002 may opt for either the appropriate defined benefit arrangement or a good-quality 'money purchase' stakeholder pension 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, classic plus and nuvos. Benefits in classic accrue at the rate of 1/80th of final pensionable earnings 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. Classic plus is essentially a hybrid with benefits in respect of service before 1 October 2002 calculated broadly as per classic and benefits for service from October 2002 calculated as in premium. In nuvos a member builds up a pension based on his or her pensionable earnings during their period of scheme membership. At the end of the scheme year (31 March) the member's earned pension account is credited with 2.3 per cent of their pensionable earnings in that scheme year and the accrued pension is uprated in line with RPI. In all cases members may opt to give up (commute)

pension for lump sum up to the limits set by the Finance Act 2004.

The partnership pension account is a stakeholder pension arrangement. The employer makes a basic contribution of between 3 per cent and 12.5 per cent (depending on the age of the member) into a stakeholder pension product chosen by the employee from a panel of three providers. The employee does not have to contribute, but where they do make contributions, the employer will match these up to a limit of 3 per cent of pensionable salary (in addition to the employer's basic contribution). Employers also contribute a further 0.8 per cent of pensionable salary to cover the cost of risk benefit cover (death in service and ill-health retirement), which is provided centrally.

The accrued pension quoted is the pension the member is entitled to receive when they reach pension age, or immediately on ceasing to be an active member of the scheme if they are already at or over pension age. Pension age is 60 for members of classic, premium and classic plus and 65 for members of nuvos.

Further details about the Civil Service pension arrangements can be found at the website www.civilservice-pensions.gov.uk

Cash Equivalent Transfer Values

A Cash Equivalent Transfer Value (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 contingent spouse's 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 their 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 figures include the value of any pension benefit in another scheme or arrangement which the individual has transferred to the Civil Service pension arrangements. They also include any additional pension benefit accrued to the member as a result of their purchasing additional pension benefits at their own cost. CETVs are calculated within the guidelines and framework prescribed by the Institute and Faculty of Actuaries and do not take account of any actual or potential reduction to benefits resulting from Lifetime Allowance Tax which may be due when pension benefits are drawn.

The CETV disclosures for PCSPS pension holders have been prepared on the same basis as the salary disclosures in the remuneration report which do not take account of the backdated salary increase. This is because the IPCC provider was unable to provide the detailed calculations in time for inclusion in this report.

Real increase in CETV

This reflects the increase in CETV effectively funded by the employer.

It does not include 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.

Jane Furniss
Chief Executive and Accounting Officer
25 June 2008

Statement of the Commission's and the Accounting Officer's responsibilities for the Statement of Accounts

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

In preparing the accounts, the Accounting Officer is required to comply with the requirements of the Government Financial Reporting Manual, and in particular to:

- observe the Accounts Direction issued by the Secretary of State, with the consent of the Treasury, including the relevant accounting and disclosure requirements, and apply suitable accounting policies on a consistent basis

- make judgements and estimates on a reasonable basis
- state whether applicable accounting standards as set out in the Government Financial Reporting Manual have been followed and disclose and explain any material departures in the accounts
- prepare the accounts on a going-concern basis.

For the year under review, the Accounting Officer for the Home Office had appointed the Chief Executive, Jane Furniss, as Accounting Officer for the IPCC.

The responsibilities of an Accounting Officer, including responsibility for the propriety and regularity of the public finances for which the Accounting Officer is answerable, for keeping proper records and for safeguarding the IPCC's assets, are set out in the Accounting Officers' Memorandum issued by the Treasury and published in *Managing Public Money*.

Statement on internal control

Scope of responsibility

As Accounting Officer, I have responsibility for maintaining a sound system of internal control that supports the achievement of the IPCC's policies, aims and objectives, while safeguarding the public funds and assets for which I am personally responsible, in accordance with the responsibilities assigned to me in *Managing Public Money*.

The IPCC provides information to the sponsoring department, the Home Office, via regular meetings. In particular, I discuss with the sponsoring unit, the PPPU, the IPCC's 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 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 IPCC 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 within the IPCC for the year ended 31 March 2008 and up to the date of approval of the annual report and accounts, and accords with Treasury guidance.

Capacity to handle risk

Responsibility for risk management is cascaded throughout the IPCC, with managers and individual members of staff taking responsibility for managing specific risks that could affect the achievement of their objectives and targets, and for identifying opportunities that could enhance those objectives and targets.

Risk management guidance to help staff manage operational risks has been developed and published on the IPCC intranet, with further support and risk management advice provided by the Risk and Assurance Manager. Advice and training on information risk is also provided by the Security Manager.

The 2007/08 internal audit review of risk management concluded that the IPCC risk management framework and practice provided substantial assurance that systems are in place to ensure that risks are identified, measured and appropriately managed, thus assisting the achievement of our objectives.

The risk and control framework

The IPCC risk and control framework extends to cover all the work we undertake.

The internal control framework includes formal procedures to ensure that:

- risk management is embedded into directorate plans and reviewed regularly by senior management
- all reports to the Commission and subsidiary Committees contain consideration of risk to achieving objectives
- risk registers are regularly reviewed by management teams including operational directors, myself and risk owners
- an annual review of risk management is undertaken, which includes the IPCC risk policy and guidance.

The main structures that we have in place for identifying, evaluating, and managing risk are:

- meetings of Commissioners at which the strategic risk register is reviewed and progress against IPCC strategic plans are reviewed along with overall performance
- meetings of the Audit Committee, under an independent Chair, with both Commissioner and independent members, which receives reports on risk management and internal audit functions. The Audit Committee also approves the annual internal audit plan and receives regular reports on progress against this plan and on matters arising from it, including any control weaknesses identified
- regular reports by internal audit (provided under contract by RSM Bentley Jennison), which provides me with an independent opinion of the adequacy and effectiveness of the IPCC's system of internal control together with recommendations for improvement
- regular Management Board review of the strategic risks linked to the delivery of the business plan and corporate objectives
- an annual assurance to the Accounting Officer, from executive directors on the system of internal control within their operating areas
- registers of corporate level risks, which are reviewed at least quarterly by the Commission and operational risk registers for

each business objective, which are regularly reviewed by the executive directors.

Proper management of information risk is important for IPCC. The main measures we have taken to manage information risk are:

- compiling a comprehensive set of security policies, which have been approved by the Management Board
- conducting a formal annual review and providing an internal security assurance to the Home Office Departmental Security Officer
- creating a Security Management Group chaired by the Director of Corporate Services that monitors the day-to-day effectiveness of our policies, processes and other security arrangements
- employing dedicated information management and security staff who ensure that all IPCC personnel are vetted and undergo a security induction before they are allowed access to our information
- ensuring that all IT systems have Government Secure Internet accreditation, which includes independent third party penetration testing and a thorough review of all IT-related infrastructure
- ensuring secure processes for visitor management and physical access to our offices
- adoption of the Cabinet Office's Protective Marking System to ensure that all electronic and hard copy documents and information is properly identified and protected

- ensuring that all laptops and other mobile devices are encrypted. A secure access service is in place for people who connect remotely via laptop or PDA device
- electronic communication of personal data is undertaken on the Government Secure Intranet or the Police National Network. Where personal data is communicated by magnetic or optical media it is always encrypted and the requirements of the MPS are adhered to for communication by hard copy.

During the year under review we improved our capacity to respond to changes in risk by developing an IPCC balanced scorecard to be implemented during 2008/09. We have also introduced operational risk registers for all directorates and made improvements in recording time for work undertaken for HMRC and UKBA. In addition, the Audit Committee has reviewed our implementation plan and risk assessment for the impact of International Financial Reporting Standards on the IPCC.

Review of effectiveness

As Accounting Officer, I have responsibility for reviewing the effectiveness of the system of internal control. My review of the effectiveness of the system of internal control is informed by the work of the internal auditors and the executive managers within the IPCC 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 control by the Commission and by the Audit Committee, which reviews, and where it considers necessary, advises on mechanisms for the assessment and management of internal control and risk.

I am pleased to note that in their 2007/08 annual assurance report, the internal auditors have formed the opinion that the IPCC has adequate and effective risk management, control and governance processes to manage the achievement of the organisation's objectives. I have discussed with the internal auditors and the Audit Committee our plans to ensure that continuous improvement of the system is in place.

Jane Furniss
Chief Executive and Accounting Officer
25 June 2008

The Certificate and Report of the Comptroller and Auditor General to the Houses of Parliament

I certify that I have audited the financial statements of the Independent Police Complaints Commission for the year ended 31 March 2008 under schedule 2, paragraph 17(2) of the Police Reform Act 2002. These comprise the Income and Expenditure Account, the Balance Sheet, the Cash Flow Statement and Statement of Total Recognised Gains and Losses and the related notes. These financial statements have been prepared under the accounting policies set out within them. I have also audited the information in the Remuneration Report that is described in that report as having been audited.

Respective responsibilities of the Commission, Accounting Officer and auditor

The Commission and Chief Executive as Accounting Officer are responsible for preparing the Annual Report, the Remuneration Report and the financial statements in accordance with the Police Reform Act 2002 and the HM Treasury directions made thereunder and for ensuring the regularity of financial transactions. These responsibilities are set out in the Statement of the Commission's and the Accounting Officer's Responsibilities.

My responsibility is to audit the financial statements and the part of the remuneration report to be audited in accordance with relevant legal and regulatory requirements,

and with International Standards on Auditing (UK and Ireland).

I report to you my opinion as to whether the financial statements give a true and fair view and whether the financial statements and the part of the Remuneration Report to be audited have been properly prepared in accordance with the Police Reform Act 2002 and the HM Treasury directions made thereunder. I report to you whether, in my opinion, the information, which comprises the Management Commentary and the sections The year in focus, Performance data, Our aims for 2008-09 and IPCC Commissioners and senior staff, included in the Annual Report, is consistent with the financial statements. I also report 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.

In addition, I report to you if the Independent Police Complaints Commission has not kept proper accounting records, if I have not received all the information and explanations I require for my audit, or if information specified by HM Treasury regarding remuneration and other transactions is not disclosed.

I review whether the Statement on Internal Control reflects the Independent Police Complaints Commission's compliance with HM Treasury's guidance, and I report if it does not. I am not required to consider whether this

statement covers all risks and controls, or form an opinion on the effectiveness of the Independent Police Complaints Commission's corporate governance procedures or its risk and control procedures.

I read the other information contained in the Annual Report and consider whether it is consistent with the audited financial statements. This other information comprises the Foreword to the Accounts and the sections Chair's foreword, About the IPCC, The IPCC's report on deaths during or following police contact, Research work in 2007/08, Key themes arising from IPCC investigations and casework, Working with others to raise standards, Our wider responsibility for complaints, The IPCC locally and the unaudited part of the Remuneration Report. I consider the implications for my report if I become aware of any apparent misstatements or material inconsistencies with the financial statements. My responsibilities do not extend to any other information.

Basis of audit opinions

I conducted my audit in accordance with International Standards on Auditing (UK and Ireland) issued by the Auditing Practices Board. My audit includes examination, on a test basis, of evidence relevant to the amounts, disclosures and regularity of financial transactions included in the financial statements and the part of the Remuneration Report to be audited. It also includes an assessment of the significant estimates and judgments made by the Commission and Accounting Officer

in the preparation of the financial statements, and of whether the accounting policies are most appropriate to the Independent Police Complaints 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 and the part of the Remuneration Report to be audited are free from material misstatement, whether caused by fraud or error, 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 also evaluated the overall adequacy of the presentation of information in the financial statements and the part of the Remuneration Report to be audited.

Opinions

In my opinion:

- the financial statements give a true and fair view, in accordance with the Police Reform Act 2002 and directions made thereunder by HM Treasury, of the state of the Independent Police Complaints Commission's affairs as at 31 March 2008 and of its net expenditure for the year then ended
- the financial statements and the part of the Remuneration Report to be audited have been properly prepared in accordance with the Police Reform Act 2002 and HM Treasury directions made thereunder
- the information, which comprises the Management Commentary and the sections The year in focus, Performance data, Our aims for 2008-09 and IPCC Commissioners and senior staff, included in the Annual Report, is consistent with the financial statements.

Opinion on Regularity

In my opinion, 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.

Report

I have no observations to make on these financial statements.

T J Burr
Comptroller and Auditor General
National Audit Office
151 Buckingham Palace Road
Victoria
London
SW1W 9SS
3 July 2008

Income and expenditure account

for the year ended 31 March 2008

	Notes	2007/08 £'000	2006/07 £'000
Gross income			
Income from activities	3	1,920	3,325
Non-operating income	8	83	–
Expenditure			
Employment costs	4	(19,093)	(19,986)
Administrative costs	6	(14,892)	(14,229)
Loss on revaluation of fixed assets	9/10	(168)	(178)
Cost of capital	7	(125)	(140)
Net expenditure on ordinary activities after cost of capital		(32,275)	(31,208)
Reversal of cost of capital	7	125	140
Net expenditure for the year		(32,150)	(31,068)

All results arise from continuing activities.

The notes on pages 91 to 111 form part of these Accounts.

Statement of total recognised gains and losses

for the year ended 31 March 2008

	Notes	2007/08 £'000	2006/07 £'000
Net expenditure for the year		(32,150)	(31,068)
Grant in aid received towards resource expenditure	2	29,647	28,754
Grant in aid received towards purchase of fixed assets	2	1,853	1,846
Surplus on revaluation of fixed assets and intangible fixed assets	15	23	937
Actuarial gain (loss)	5	43	(96)
Total recognised (loss) gain for the year		(584)	373

The notes on pages 91 to 111 form part of these Accounts.

Balance sheet

at 31 March 2008

	Notes	31 March 2008 £'000	31 March 2007 £'000
Fixed assets:			
Intangible assets	9	1,936	1,890
Tangible assets	10	4,054	4,832
		<u>5,990</u>	<u>6,722</u>
Current assets:			
Debtors	11	1,401	1,768
Cash at bank and in hand	12	1,419	1,173
		<u>2,820</u>	<u>2,941</u>
Current liabilities:			
Creditors due within one year	13	(2,672)	(3,178)
Net current assets (liabilities)		<u>148</u>	<u>(237)</u>
Creditors due after one year	14	(30)	(112)
Total net assets before provisions		<u>6,108</u>	<u>6,373</u>
Provisions	19	(1,550)	(1,231)
Total assets less all liabilities		<u>4,558</u>	<u>5,142</u>
General reserve	15	5,274	5,153
Revaluation reserve	15	372	960
Pension reserve	15	(1,088)	(971)
Total capital and reserves		<u>4,558</u>	<u>5,142</u>

The notes on pages 91 to 111 form part of these Accounts.

Jane Furniss

Chief Executive and Accounting Officer **25 June 2008**

Cash flow statement

for the year ended 31 March 2008

	Notes	2007/08 £'000	2006/07 £'000
Operating activities			
Net cash (outflow)/inflow from operating activities	16	(29,679)	(28,617)
Returns on investments and servicing of finance		–	–
Purchase of intangible fixed assets	9	(722)	(260)
Disposal of tangible fixed assets	8	23	–
Purchase of tangible fixed assets	10	(876)	(1,586)
Net cash outflow before financing		(31,254)	(30,463)
Financing			
Cash drawn down from Home Office	2	31,500	30,600
Income in respect of pension transfers		–	333
Increase in cash in the period		246	470

The notes on pages 91 to 111 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 pages 87 to 90 together with the Notes on pages 91 to 111 have been prepared on an accruals basis (subject to paragraph 1.3 below) in accordance with the Accounts Direction given by the Secretary 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 with the current edition of FReM.

1.2 Accounting conventions

The accounts have been prepared in a form directed by the Secretary 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 Going concern

The accounts have been prepared on a going concern basis. It is assumed that as a matter of public policy the Home Office will provide funding for the continued operation of the IPCC.

1.4 Value Added Tax

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

1.5 Notional costs

The FReM requires that 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 3.5 per cent applied to the average value of capital employed during the period less cash balances.

1.6 Grant in aid

Grant in aid received is used to finance activities and expenditure that support the statutory and other objectives of IPCC. The FReM requires that grant in aid is treated as financing and is credited to the general reserve because it is regarded as a contribution from a controlling party.

1.7 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 £5,000. Fixed assets are carried at valuation in existing use by using indices published by the Office for National Statistics or using an index embedded in the contract for our case management software.

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.

1.8 Depreciation

Fixed assets are depreciated at rates calculated to write them down to estimated residual value on a straight-line basis over their estimated useful lives. Assets in the course of construction are not depreciated until the asset is brought into use.

The Anite Public Sector Ltd contract with IPCC provides that IT equipment supplied by them will be replaced to the end of the contract ending in 2009-10, therefore these assets are depreciated over that period. This contract commenced in July 2003.

Asset lives are in the following ranges:

- furniture – ten years
- non-Anite IT equipment and infrastructure – three-five years
- vehicles – three years
- leasehold improvements – to the first lease break
- intangible assets – three-five years

1.9 Pension costs

Pensions are ordinarily to be provided by the provisions of the PCSPS which is described more fully in the remuneration report on pages 73 to 80. 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 accruals basis.

In the case of some former members of the Police Complaints Authority, 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.

These financial statements are fully compliant with Financial Reporting Standard 17: Retirement Benefits.

1.10 Operating leases

The costs of operating leases held by the IPCC are charged to the income and expenditure account in the period to which they relate on a straight-line basis.

2 Grant in aid

The IPCC is funded by grant in aid received from the Home Office under their budget for building a safe, just and tolerant society.

	2007/08	2006/07
	£'000	£'000
Received for revenue expenditure	29,647	28,754
Received for capital expenditure	1,853	1,846
	<u>31,500</u>	<u>30,600</u>

The grant in aid of £1,853k received for capital expenditure exceeds the £1,598k cost of assets purchased as the scale of capital expenditure in March 2008 was over-estimated when the capital funding was drawn down from the Home Office.

3 Other income

IPCC received income from HMRC for infrastructure costs and investigations undertaken under section 28 of the Commissioners for

Revenue and Customs Act 2005. Income was received from UKBA for setting up the infrastructure to undertake investigations into appropriate referrals. Rental income was received for an operating lease from the Security Industries Authority (SIA). The Home Office paid the IPCC for the cost of seconded staff.

The IPCC financial objective for income from other government bodies is full cost recovery in accordance with the Treasury Fees and Charges Guide. This financial objective was achieved. The analysis below is provided for fees and charges purposes and as directed by the FReM, not for the purposes of Statement of Standard Accounting Practice 25.

	2007/08			2006/07
	£'000			£'000
Fees and charges	Income	Costs	Surplus	Income
Home Office income	175	(175)	–	119
HMRC income	909	(791)	118	2,645
SIA income	634	(634)	–	203
UKBA income	202	(201)	1	358
Total	1,920	(1,801)	119	3,325

Our income from HMRC is based on actual costs of work undertaken and a set sum agreed at the start of the financial year for the estimated costs of the infrastructure needed for the expected level of referrals. The 2007/08 surplus arises because the costs of infrastructure were lower than originally expected. In addition an adjustment has not been made for the actual level of referrals being lower than originally expected, as IPCC capacity costs cannot be readily adjusted for short term changes in the level of referrals.

4 Employment costs

4.1 Staff costs and Commissioners' remuneration

	2007/08			2006/07
	£'000			£'000
	Permanent	Other	Total	Total
Commissioners and CEO				
Salaries and emoluments	1,299	10	1,309	1,354
Social security cost	136	1	137	146
Pension contributions	394	2	396	645
Staff				
Salaries and emoluments	13,062	693	13,755	14,401
Social security cost	1,085	–	1,085	1,021
Pension contributions	2,411	–	2,411	2,419
Total staff costs	18,387	706	19,093	19,986
Less: recoveries in respect of outward secondments	(168)	–	(168)	(119)
Net staff costs	18,219	706	18,925	19,867

Permanent staff includes staff on fixed-term contracts generally of 12 months' duration. Other staff costs includes temporary and inward seconded staff.

Commissioner remuneration includes an accrual for a salary increase backdated to 1 April 2006 but only approved in April 2008.

4.2 Staff numbers (incl. Commissioners)

The average number of staff employed through the year to 31 March 2008 (full-time equivalent) may be analysed as follows:

	2007/08			2006/07
	Permanent	Other	Total	Total
Commissioners and CEO	16	–	16	18
Management	25	–	25	23
Administrative and support	105	9	114	125
Investigator and casework	238	5	243	249
Total staff numbers	384	14	398	415

5 Pensions

5.1 Broadly By Analogy pensions

Certain Commissioners who served as members with the PCA receive pension benefits Broadly By Analogy (BBA) with the PCSPS.

The BBA pensions provision is unfunded, with benefits being paid as they fall due and guaranteed by IPCC. There is no fund and therefore no surplus or deficit or assets. The scheme liabilities for service have been calculated by the Government Actuary's Department using the following financial assumptions:

	<u>2007/08</u>	<u>2006/07</u>
Rate of inflation	2.8%	2.8%
Rate of increase in salaries	4.3%	4.3%
Rate of increase in pensions payment and deferred pensions	2.8%	2.8%
Rate used to discount scheme liabilities	5.3%	4.6%

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

	2007/08 £'000	2006/07 £'000
Pension provision		
Balance at 1 April	971	152
Increase in provision	<u>117</u>	<u>819</u>
Present value of liabilities	<u>1,088</u>	<u>971</u>

Other amounts to be disclosed in order to understand the change in provision.

	2007/08 £'000	2006/07 £'000
Overnight increase (decrease) in liabilities (including change in real return)	–	(2)
Current service cost (net of employee contributions)	79	67
Employee contributions	34	15
Interest cost	47	10
Actuarial (gains) losses	(43)	96
Transfer in	–	633
Benefits paid	<u>–</u>	<u>–</u>
Increase in provision	<u>117</u>	<u>819</u>

No transfers out have been made, nor have any participating Commissioners retired.

5.2 Civil Service pensions

The PCSPS is an unfunded multi-employer defined benefit scheme but the IPCC is unable to identify its share of the underlying assets and liabilities. The scheme actuary valued the scheme as at 31 March 2007. You can find details in the resource accounts of the Cabinet Office: Civil Superannuation (www.civilservice-pensions.gov.uk).

For 2007/08, employers' contributions of £2,653k were payable to the PCSPS (2006/07 £2,567k) at one of four rates in the range 17.1 per cent to 25.5 per cent of pensionable pay, based on salary bands. The scheme's actuary reviews employer contributions every four years following a full scheme valuation. From 2008/09, the salary bands will be revised, but the rates will remain the same. (The rates will be changing with effect from April 2009.)

The contribution rates are set to meet the cost of the benefits accruing during 2007/08 to be paid when the member retires, and not the benefits paid during this period to existing pensioners.

Employees can opt to open a partnership pension account, a stakeholder pension with an employer contribution. Employers' contributions of £65k (2006/07 £0k) were paid to one or more of the panel of three appointed stakeholder pension providers. Employer contributions are age-related and range from 3 per cent to 12.5 per cent of pensionable pay.

Employers also match employee contributions up to 3 per cent of pensionable pay. In addition, employer contributions of £1k (2006/07 £2k), 0.8 per cent of pensionable pay, were payable to the PCSPS to cover the cost of the future provision of lump sum benefits on death in service and ill health retirement of these employees.

Contributions due to the partnership pension providers at the balance sheet date were £83. Contributions prepaid at that date were £0.

6 Administrative costs

	2007/08	2006/07
	£'000	£'000
Administrative costs include the following:		
IT costs	3,204	3,083
Accommodation rental on lease premises	2,808	1,387
Depreciation and amortisation costs	2,185	2,597
Accommodation costs other than rental costs	1,898	2,212
Travel and subsistence	760	862
Training	537	713
Recruitment costs	373	582
Provisions	183	(14)
Professional services	163	83
Audit fee – internal	61	43
Finance Cost	47	10
Audit fee – external	38	38
Loss on impairment of assets	–	488
Other costs	2,635	2,145
Total	14,892	14,229

IT costs include amounts due to Anite Public Sector Ltd for the provision of IT infrastructure and support services.

The external auditors received no remuneration for non-audit work.

7 Cost of capital

In accordance with the FReM 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 3.5 per cent applied to the average value of capital employed during the period excluding bank balances.

8 Non-operating income

This is the £83k profit on disposal of cars used by investigators. Net cash proceeds in the year were £23k and there is a capital debtor of £60k for the remaining amount.

9 Intangible fixed assets

	2007/08
	<u>£'000</u>
	Software and licences
Cost or valuation	
Cost/valuation at 1 April 2007	4,622
Additions	722
Revaluations	–
Transfers	–
Disposals	<u>(112)</u>
Cost/valuation at 31 March 2008	<u>5,232</u>
Amortisation	
Amortisation at 1 April 2007	2,732
Transfers	–
Disposals	(112)
Charge for the year	689
Backlog amortisation	<u>(13)</u>
Amortisation at 31 March 2008	<u>3,296</u>
Net book value at 31 March 2008	<u>1,936</u>
Net book value at 31 March 2007	<u>1,890</u>

10 Tangible fixed assets

	£'000			
	IT and AV equipment	Vehicles	Fit out, furniture and fittings	Total
Cost or valuation				
Cost/valuation at 1 April 2007	2,213	398	5,945	8,556
Additions	396	396	84	876
Revaluations	(255)	1	(63)	(317)
Transfers	–	–	–	–
Disposals	–	(334)	–	(334)
Cost/valuation at 31 March 2008	2,354	461	5,966	8,781
Depreciation				
Depreciation at 1 April 2007	1,272	398	2,054	3,724
Transfers	–	–	–	–
Disposals	–	(334)	–	(334)
Charge for the year	421	28	1,047	1,496
Backlog depreciation	(139)	–	(20)	(159)
Depreciation at 31 March 2008	1,554	92	3,081	4,727
Net book value at 31 March 2008	800	369	2,885	4,054
Net book value at 31 March 2007	941	–	3,891	4,832

11 Debtors

	2007/08	2006/07
	£'000	£'000
Staff advances	38	34
Trade debtors	640	709
Other debtors	68	340
Prepayments and accrued income	655	685
Total debtors at 31 March	1,401	1,768

All debts and amounts recoverable are due within one year.

12 Cash at bank and in hand

	2007/08	2006/07
	£'000	£'000
Total at 1 April	1,173	703
Net change in cash balances	246	470
Total at 31 March	1,419	1,173

The cash at bank and in hand is held at the Co-operative Bank.

13 Creditors due within one year

	2007/08	2006/07
	<u>£'000</u>	<u>£'000</u>
Trade creditors	(893)	(1,490)
Accruals and deferred income	(1,046)	(937)
Other creditors	(34)	(64)
Taxation and social security	<u>(699)</u>	<u>(687)</u>
Total at 31 March	<u>(2,672)</u>	<u>(3,178)</u>

14 Creditors due after one year

	2007/08	2006/07
	<u>£'000</u>	<u>£'000</u>
Deferred income	–	(58)
Property rent accruals	<u>(30)</u>	<u>(54)</u>
Total at 31 March	<u>(30)</u>	<u>(112)</u>

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 up to the date of the first rent review.

15 Movements on reserves

	£'000			
	General reserve	Revaluation reserve	Pension reserve	Total reserves
Total at 1 April 2007	5,153	960	(971)	5,142
Net expenditure for the year	(32,150)			(32,150)
Grant in aid received towards resource expenditure	29,647			29,647
Grant in aid received towards purchase of fixed assets	1,853			1,853
Unrealised surplus on revaluations of fixed assets	–	23		23
Transfer from revaluation reserve	611	(611)		–
Actuarial gain in year	–	–	43	43
Movement in pension reserve	160	–	(160)	–
Total at 31 March 2008	5,274	372	(1,088)	4,558

The transfer of £611k from revaluation reserve to general reserve is due to a review of the basis of calculation.

16 Reconciliation of net operating cost to net cash inflow/outflow

	2007/08 £'000	2006/07 £'000
	<u> </u>	<u> </u>
Net expenditure on ordinary activities	(32,275)	(31,208)
Profit on disposal of assets	(83)	–
Cost of capital	125	140
Depreciation and amortisation	2,185	2,597
Unrealised loss on revaluation of fixed assets	168	178
BBA pension provision	160	390
Dilapidations provision	94	61
Other provisions	108	(75)
Loss on impairment of assets	–	488
Decrease (increase) in debtors	427	(1,039)
(Decrease) in creditors due within one year	(506)	(72)
(Decrease) in creditors due after one year	(82)	(77)
	<u> </u>	<u> </u>
Net cash (outflow) from operating activities	<u>(29,679)</u>	<u>(28,617)</u>

17 Capital commitments

At 31 March 2008, the IPCC has no capital commitments outstanding (£42,563 at 31 March 2007).

18 Commitments under leases

The IPCC had no finance leases in the period. At 31 March 2008 the IPCC had the following annual commitments under operating leases.

	2007/08	2006/07
	<u>£'000</u>	<u>£'000</u>
Expiring in less than one year	185	-
Expiring in one to five years	110	206
Expiring in more than five years	<u>2,584</u>	<u>2,328</u>
Total at 31 March	<u>2,879</u>	<u>2,534</u>

19 Provisions

Provisions have been made for BBA pensions.

For property provisions the IPCC recognises a dilapidation provision for all leased properties where it has an obligation to bring the property into a good state of repair at the end of the lease. The provision is based on the estimated costs of reinstatement of modifications the IPCC has made and the repair obligations required during the lease. The estimated cost of reinstating modifications made to the buildings is £168,000 (£145,000 for 2006/07). In line with FRS12, the costs of reinstatement have been recognised as part of the fit-out assets and will be depreciated over the lease terms. In addition £186,000 (£115,000 for 2006/07) has been provided for current wear and tear obligations.

The majority of other provisions is for legal costs including IPCC representation at the September 2008 inquest into the death of Mr Jean Charles De Menezes who was fatally shot by officers from the Metropolitan Police Service on 22nd July 2005. The remainder of this provision is for bad debts and other costs where IPCC has a constructive obligation at balance sheet date. The amounts of each provision are not disclosed as it would seriously prejudice negotiations with other parties in respect of the matter for which the provision was made.

	2007/08			Total
	£'000	£'000	£'000	
Total at 1 April 2007	971	260	–	1,231
Increase/(decrease)	117	94	108	319
Total at 31 March 2008	1,088	354	108	1,550

20 Deferred income

These are monies received for fixed assets additions for work being undertaken for HMRC. These amounts will be recognised in the Income Statement over the useful life of the assets.

	2007/08	2006/07
	£'000	£'000
Deferred income to be recognised within one year	45	19
Deferred income to be recognised in one to five years	–	38
Total at 31 March	45	57

21 Intra-government balances

	2007/08 £'000	2006/07 £'000
Debtors		
Balances with central government bodies	698	1,125
Balances with local authorities	5	5
Sub total of intra-government balances	703	1,130
Balances with bodies external to government	698	638
Total at 31 March	1,401	1,768
Creditors		
Balances with central government bodies	(446)	(281)
Balances with local authorities	(27)	(59)
Balances with trading funds and public corporations	(30)	–
Balances with NHS trusts	–	(1)
HMRC in respect of taxation and social security	(449)	(687)
Sub total of intra-government balances	(952)	(1,028)
Balances with bodies external to government	(1,750)	(2,262)
Total at 31 March	(2,702)	(3,290)

22 Post-balance sheet events

There are no post-balance sheet events to report. These accounts have been authorised for issue on 3 July 2008 when the Certificate and Report of the Comptroller and Auditor General was due to be signed.

23 Contingent liabilities

The IPCC has a contingent liability in respect of a number of legal claims or potential claims against the IPCC, the outcome and timing of which cannot be estimated with certainty. The maximum value of the contingent liability is estimated to be of £293k however, the IPCC considers that this value is substantially in excess of any potential settlement. Full provision is made in the financial statements for all liabilities that are expected to materialise.

24 Special payments

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

25 Financial instruments

The IPCC has no borrowings and relies on grant in aid from the Home Office for its cash requirements. It 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 per cent below the base rate. Interest earned must be returned to the Home Office.

26 Related party transactions

The Home Office is a related party of the IPCC. During the year ended 31 March 2008 the Home Office provided grant in aid.

As part of its normal operating activities the IPCC uses Forensic Science Service Ltd, which is a Government-owned company and as such is a related party. On occasion these forensic costs are shared with the relevant police authority and this is included in other income (£ok 2007/08, £ok 2006/07).

HMRC, UKBA and SIA are Government bodies and therefore are related parties. The income from these bodies is shown under other income and the amounts owed by these bodies are classified as trade debtors and amount to £626k (£792k at March 2007).

During the year ended 31 March 2008 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 would have an interest.

27 Financial targets

For the year 2007/08 the IPCC had a formally agreed financial target to stay within the Home Office resource allocation of £32.273 million.

Allowing for income from other activities the IPCC has exceeded this target by £85k equivalent to 0.2 per cent of resources available.

28 Resource outturn

The IPCC resource outturn is shown below.

	2007/08 £'000	2006/07 £'000
Resources		
Resource target set by the Home Office	32,273	31,273
Additional funding approved by the Home Office	–	–
Income from other activities	<u>1,920</u>	<u>3,325</u>
Resources available to IPCC	<u>34,193</u>	<u>34,598</u>
Expenditure		
Employment costs	(19,093)	(19,986)
Administrative costs	(14,892)	(14,229)
Loss on revaluation of assets	(168)	(178)
Cost of capital	<u>(125)</u>	<u>(140)</u>
Resources expended by IPCC	<u>(34,278)</u>	<u>(34,533)</u>
IPCC resource outturn (over) under spend	<u>(85)</u>	<u>65</u>

Appendix

Deaths during or following police contact: additional tables

Table A1.1: Type of death by gender, 2007/08

Gender	Road traffic fatalities		Fatal shootings		Deaths in or following police custody		Deaths during or following other police contact		Total	
	N	%	N	%	N	%	N	%	N	%
Male	16	70	4	80	20	95	20	77	60	80
Female	7	30	1	20	1	5	6	23	15	20
Total	23	100	5	100	21	100	26	100	75	100

Note: Percentages are rounded and therefore may not add up to 100 per cent.

Table A1.2: Type of death by age group, 2007/08

Age group	Road traffic fatalities		Fatal shootings		Deaths in or following police custody		Deaths during or following other police contact		Total	
	N	%	N	%	N	%	N	%	N	%
Under 18 yrs	1	4	0	–	0	–	0	–	1	1
18-20 yrs	6	26	0	–	1	5	2	8	9	12
21-30 yrs	4	17	0	–	3	14	5	19	12	16
31-40 yrs	4	17	4	80	6	29	9	35	23	31
41-50 yrs	1	4	0	–	7	33	7	27	15	20
51-60 yrs	1	4	1	20	2	10	2	8	6	8
61yrs & over	6	26	0	–	2	10	1	4	9	12
Total	23	100	5	100	21	100	26	100	75	100

Note: Percentages are rounded and therefore may not add up to 100 per cent.

Table A1.3: Type of death by ethnicity, 2007/08

Ethnicity		Road traffic fatalities		Fatal shootings		Deaths in or following police custody		Deaths during or following other police contact		Total	
		N	%	N	%	N	%	N	%	N	%
White		17	74	2	40	18	86	24	92	61	81
<i>Of which:</i>	White British	15	65	1	20	16	76	22	85	54	72
	White Irish	2	9	0	–	0	–	0	–	2	3
	Any other white background	0	–	1	20	2	10	2	8	5	7
Asian or Asian British		1	4	0	–	0	–	0	–	1	1
<i>Of which:</i>	Asian Pakistani	1	4	0	–	0	–	0	–	1	1
Black or Black British		3	13	3	60	1	5	0	–	7	9
<i>Of which:</i>	Black Caribbean	1	4	2	40	0	–	0	–	3	4
	Black African	1	4	0	–	0	–	0	–	1	1
	Any other black background	1	4	1	20	1	5	0	–	3	4
Mixed race		0	–	0	–	1	5	2	8	3	4
<i>Of which:</i>	White & Black Caribbean	0	–	0	–	0	–	1	4	1	1
	White & Asian	0	–	0	–	1	5	0	–	1	1
	Any other mixed background	0	–	0	–	0	–	1	4	1	1
Any other ethnic group		1	4	0	–	1	5	0	–	2	3
<i>Not known</i>		<i>1</i>	<i>4</i>	<i>0</i>	<i>–</i>	<i>0</i>	<i>–</i>	<i>0</i>	<i>–</i>	<i>1</i>	<i>1</i>
Total		23	100	5	100	21	100	26	100	75	100

Note: Percentages are rounded and therefore may not add up to 100 per cent.

Table A1.4: Type of death by region and force, 2007/08

Region	Force	Road traffic fatalities	Fatal shootings	Deaths in or following police custody	Deaths during or following other police contact	Total
Central	Cambridgeshire	0	0	0	2	2
	Derbyshire	0	0	0	0	0
	Leicestershire	0	0	0	0	0
	Lincolnshire	0	0	1	0	1
	Norfolk	0	0	0	0	0
	Northamptonshire	0	0	0	0	0
	Nottinghamshire	0	0	0	0	0
	Staffordshire	0	0	0	1	1
	Suffolk	0	0	0	0	0
	Warwickshire	0	0	0	0	0
	West Mercia	0	0	1	1	2
West Midlands	2	0	0	0	2	
Central total		2	0	2	4	8
London and South East	Bedfordshire	0	0	0	1	1
	City of London	0	0	0	0	0
	Essex	0	0	0	2	2
	Hampshire	0	0	1	2	3
	Hertfordshire	1	0	0	1	2
	Kent	1	2	1	2	6
	Metropolitan	4	3	4	2	13
	Surrey	0	0	1	0	1
	Sussex	1	0	0	2	3
	Thames Valley	1	0	0	1	2
London and South East total		8	5	7	13	33

Table A1.4: Type of death by region and force, 2007/08 (continued)

Region	Force	Road traffic fatalities	Fatal shootings	Deaths in or following police custody	Deaths during or following other police contact	Total
Northern	Cheshire	0	0	2	1	3
	Cleveland	0	0	1	0	1
	Cumbria	0	0	0	0	0
	Durham	0	0	0	1	1
	Greater Manchester	2	0	3	1	6
	Humberside	3	0	0	0	3
	Lancashire	0	0	2	1	3
	Merseyside	0	0	1	1	2
	North Yorkshire	0	0	0	0	0
	Northumbria	0	0	1	0	1
	South Yorkshire	0	0	0	1	1
West Yorkshire	0	0	0	3	3	
Northern total		5	0	10	9	24
Wales and South West	Avon & Somerset	1	0	0	0	1
	Devon & Cornwall	2	0	0	0	2
	Dorset	0	0	0	0	0
	Dyfed Powys	0	0	0	0	0
	Gloucestershire	0	0	0	0	0
	Gwent	5	0	0	0	5
	North Wales	0	0	0	0	0
	South Wales	0	0	1	0	1
	Wiltshire	0	0	0	0	0
Wales and South West total		8	0	1	0	9
HMRC		0	0	1	0	1
Total		23	5	21	26	75

Table A1.5: Road traffic incidents by nature of incident, 2004/05 to 2007/08

Road traffic incidents	2004/05		2005/06		2006/07		2007/08	
	N	%	N	%	N	%	N	%
Pursuit related	22	51	27	64	19	54	11	65
Emergency response related	6	14	4	10	3	9	1	6
Other police related	15	35	11	26	13	37	5	29
Total	43	100	42	100	35	100	17	100

Note: Percentages are rounded and therefore may not add up to 100 per cent.

Table A1.6: Deaths in or following police custody by nature of death, 2004/05 to 2007/08

Police involvement	2004/05		2005/06		2006/07		2007/08	
	N	%	N	%	N	%	N	%
Apparent suicide attempt in cell/in transit to station	2	6	1	4	2	7	0	–
Died in custody/on arrest (non-suicide)	7	19	5	18	2	7	2	10
Concern raised or taken ill in custody/on arrest, died in hospital	26	72	22	79	22	81	19	90
Death following release (non-suicide)	1	3	0	–	1	4	0	–
Total	36	100	28	100	27	100	21	100

Note: Percentages are rounded and therefore may not add up to 100 per cent.

Table A1.7: Deaths in or following police custody and deaths during or following other police contact by cause of death, 2006/07 and 2007/08

Cause of death	2006/07		2007/08	
	Deaths in or following police custody	Deaths during or following other police contact	Deaths in or following police custody	Deaths during or following other police contact
Internal/external/multiple injuries	2	8	1	4
Hanging/asphyxiation/drowning	4	3	1	3
Drug or alcohol overdose/poisoning	3	1	5	1
Stab/gunshot wounds	0	3	0	3
Natural causes/internal organ failure	11	1	7	4
Long-term alcohol/drug misuse	4	1	2	1
Total known causes	24	17	16	16
<i>Awaited/no post mortem</i>	3	3	5	10
Total all	27	20	21	26

Note: There is an increase of two deaths during or following other police contact in 2006/07 compared to the figure given in the report 'Deaths During or Following Police Contact: Statistics for England and Wales 2006/07'. This is because two deaths were added after the publication of the report.

Glossary of terms

Acronyms

ACPO: Association of Chief Police Officers

APA: Association of Police Authorities

ASBO: Anti-social behaviour order

CAB: Citizens Advice Bureau

CCTV: closed-circuit television

CPS: Crown Prosecution Service

FLM: Family Liaison Manager

FME: Forensic Medical Examiner

GPA: Gay Police Association

HMIC: Her Majesty's Inspectorate of Constabulary

HMRC: Her Majesty's Revenue and Customs

IPCC: Independent Police Complaints Commission

LGBT: lesbian, gay, bisexual and transgender

MPA: Metropolitan Police Authority

NAPA: National Association of Police Authorities

NDPB: non-departmental public body

MOI: method of investigation

MOU: Memorandum of Understanding

NPIA: National Police Improvement Agency

MPS: Metropolitan Police Service

PCA: Police Complaints Authority

PCSO: Police Community Support Officers

PSD: Police Standards Department

RTI: road traffic incident

SOCA: Serious and Organised Crime Agency

TCC: Telephone Complaints Centre

UKBA: United Kingdom Border Agency

Glossary

Appeal

An application by a complainant for the IPCC to review a police decision.

Association of Chief Police Officers (ACPO)

An independent body that works on behalf of the police service rather than its own members. It leads and manages the development of the service in England, Wales and Northern Ireland.

Custody suite

Used to house anyone who has been detained, the suite is set up with CCTV and is usually staffed by a police custody officer and civilian detention officers.

Guardianship

The process of setting up, monitoring, inspecting and reviewing the operation of the police complaints system to ensure accessibility and excellence.

HM Coroner

An independent judicial officer who enquires into deaths reported to him/her.

Independent investigation

An investigation carried out by IPCC staff.

Learning the Lessons Committee

A multi-agency group established to help the police service improve by learning from investigations and other operations of the police complaints and conduct system.

Local Resolution

The term used to describe situations when a complaint is resolved at a local level – such as in a police station.

Managed investigation

An investigation carried out by the police under the direction and control of the IPCC.

‘Near-miss’ case

An incident where death or serious injury could have occurred but was averted.

Police Federation of England and Wales

The representative body to which every police officer below the rank of superintendant belongs. Each of the 43 police forces in England and Wales is a branch of the Police Federation.

Referrals

Specific complaints or incidents that could damage public confidence in policing and that the police must refer to the IPCC.

Supervised investigation

An investigation carried out by the police and supervised by an IPCC Commissioner.



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