

Report

of Her Majesty's Chief Inspector of Constabulary

2000/2001

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Report of Her Majesty's Chief Inspector of Constabulary

For the year 2000–2001

Home Office
Queen Anne's Gate
London SW1H 9AT

The Rt Hon David Blunkett

Secretary of State for the Home Department

I present my report upon the police forces of England and Wales
for the period 1 April 2000 – 31 March 2001.

Sir David J O'Dowd

CBE QPM

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STATEMENT OF PURPOSE

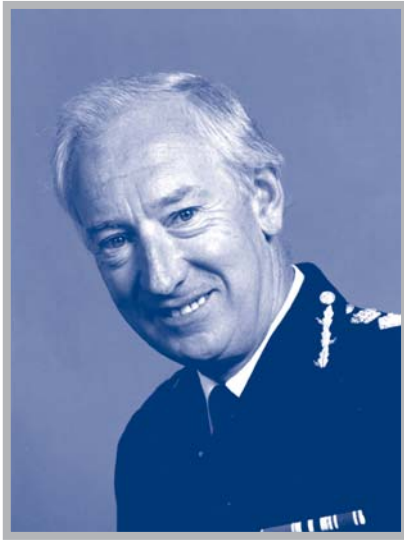
To promote the efficiency and effectiveness of policing in England, Wales and Northern Ireland through inspection of police organisations and functions to ensure:

- agreed standards are achieved and maintained;
- good practice is spread; and
- performance is improved.

Also to provide advice and support to the tripartite partners (Home Secretary, police authorities and forces) and play an important role in the development of future leaders.

VALUES

We will fulfil our remit in a professional, objective and impartial manner. We will be firm but constructive and communicate clearly and frankly. We will approach our tasks with the utmost integrity and respect the personal confidentiality of discussions held during the course of inspection.



2000/01 has been another challenging year for the Service and for HM Inspectorate of Constabulary (HMIC). In addition to delivering a full programme of inspections, the Inspectorate has adjusted its approach to meet the changing needs of the Service and its partners in the tripartite structure. I believe HMIC is now well placed to help the Service through a programme of change which all those with a constituency in policing accept as necessary to improving performance. As well as reducing crime levels, the fear of crime, which has an insidious effect on society, must also be

tackled. This requires the police to find new ways of providing more effective reassurance to the public.

The necessity for change does not denote a failing Service, it is the mark of a Service that has already proved its willingness to respond to well-founded criticism and changing public needs and which is able to consolidate the many successes of recent years.

A Changed Inspectorate

HMIC has moved away from cyclical inspections to target the inspection effort where need is greatest and where the most benefit can be gained. I am pleased that early indications suggest the considerable effort and thinking which produced the risk assessment model was a sound investment. As with any innovation, work continues to refine the underpinning methodology and I anticipate continuing improvement in its efficiency and credibility.

We have prepared ourselves for our inspection role in relation to Best Value, a discipline welcomed because of its rigour, transparency and customer focus. The HMIC approach is to inspect Best Value Reviews some six to nine months after their approval by the local police authority in the professional belief that it is of more benefit to authorities and forces to inspect when progress has been made in implementing proposed improvements. It is too early in the process to provide a definitive appraisal, but there are initial indications of audit trail frailties between inputs and outcomes, as previously identified in the HMIC thematic *What Price Policing?* (1998).

There is a learning curve for everyone with a Best Value role, particularly police authorities who carry the statutory duty. The processes have demanded considerable effort and resources from police authorities which have had to be accommodated within existing provision. Reducing the bureaucracy of the system should be a priority. Best Value also breaks new ground in giving HMIC a statutory role of inspection of police authorities. I am pleased by the response of police authorities to this change and trust they will continue to see inspection as an aid to their endeavours and not as a threat to their role. HMIC is assisting the Association of Police Authorities (APA) to construct a profile of an effective police authority. This will help authorities in their Best Value scrutiny role and provide tangible reassurance of HMIC support to police authorities in carrying out their Best Value duties.

The tradition of inspecting at force level will be supplemented by intense inspection activity at Basic Command Unit (BCU) level. Although the inspection of more than 300 BCUs over a five-year period presents a significant logistical challenge, the logic for inspecting at that level is compelling. BCUs are the divisions making up a police force and are predominantly coterminous with local authorities. BCUs are therefore at the hub of local partnership activity. They are the recognisable face of policing to residents and local businesses. They are at the core of activity in delivering reductions in the volume crimes of domestic burglary and vehicle crime. It is important, therefore, that inspection of BCUs answers the questions: "Why are some BCUs more effective than others? Why is the disparity of performance in BCUs of a similar background so great?". To address these questions inspection necessarily concentrates on performance and leadership.

Trends emerging from the first wave of BCU inspections include:

- the differing nature and quality of corporate force support;
- the variable impact of partnerships on performance;
- the need for an appropriate leadership style to be linked to the specific needs of a BCU;
- the difficulty in breaking out of the constraints of reactive policing; and
- competing demands on resources at corporate level (organised crime, illegal drugs distribution etc.) and those required to meet BCU targets (domestic burglary, vehicle crime etc.).

The early work is promising and as a more detailed picture emerges I am convinced that there will be valuable lessons for the Service as a whole, with performance improving across the board.

FOREWORD

While the development of effective methods is vital to the quality of inspections, so too is the calibre of those undertaking the inspections. HMIC has expanded its comprehensive policing expertise to include people with distinguished track records in particular areas.

The thrust of inspection activity is driven by the regional HMIs who play the pivotal role in improving the performance of forces in their respective regions. The cutting edge of their inspection is sharpened by the respect in which they are held by both chief constables and police authorities who regularly seek their advice.

The professional knowledge and experience of Her Majesty's Inspectors of Constabulary (HMIs) has been enhanced by the addition of three non-police Assistant Inspectors of Constabulary (AICs), appointed for their particular expertise. Two AICs specialising in race and diversity have proved an invaluable support to HMIs and their staff when assessing the progress or vulnerabilities of forces in this key area. The addition of an AIC on secondment from the Audit Commission has also proved of great value. Her wide experience of rigorous analysis across the public sector as a whole, combined with her particular audit knowledge of policing has brought a welcome perspective to the team.

Timely and effective training of police officers is a prerequisite of improved performance and professionalism. The wide-ranging and necessary changes in police training demanded an expert in the training field. Our new HMI, a non-police officer with extensive experience in training and its management, is already making an impact carrying out, for example, a full review of training for police probationers.

Together, our non-police colleagues, are adding value to policing as they add value to the Inspectorate.

Service Delivery

The blend of the right people, properly motivated and led, is also key to the enhancement of police performance throughout England and Wales. HMIs have reported that morale is fragile in response to seemingly limitless demand, concern about the adequacy of police numbers and, at times, the inadequate level of supervision. The Service finds a climate of continual change and a miscellany of priorities and targets unsettling. I am pleased therefore that efforts are being made to rationalise the police performance indicators.

The reluctance of some opinion formers, particularly sections of the media, to acknowledge success in adverse and sometimes dangerous circumstances, while never failing to spotlight errors and professional vulnerabilities, has a debilitating effect. My view is that police morale suffers through an ongoing sense of frustration at

obstacles to the improvement of both service delivery and their own professionalism. However, success breeds success, and as officers and other staff begin to see the positive effects of their efforts morale should begin to rise.

The welcome increase in officers achieved through the Crime Fighting Fund should, in time, reduce the burden of reactive policing and improve the feeling of security for officers dealing with violent situations. At present this is tempered by concern as to further progress once the Crime Fighting Fund provision ends in 2003/04. In the meantime notable progress has been achieved in tackling volume crime (particularly domestic burglary and vehicle crime), and staff are beginning to recognise and build on these successes.

On the other hand, officers are frustrated that the Service seems to have lost its way in supplementing the considerable human effort with the benefits of technology. On the positive side the roll-out of the National Automated Fingerprint Information System (NAFIS) to all forces in England and Wales was a great success. The design and technical quality of the system has moved forward the automation of fingerprint identification and retrieval, and performance targets have been surpassed in most cases. It is an excellent example of world-class technology. The benefits of the substantial increase of the DNA database following increased funding are also beginning to be felt. However, other technology lags behind.

The National Strategy for Police Information Systems (NSPIS) suffered more reversals. The acquisition of additional funding to deliver the national roll-out of the Custody and Case Preparation system (designed to reduce bureaucracy and make better use of officers' time) has not been matched by the availability of a product. It has proved necessary to separate the two elements, but even so, significant slippage has continued in the delivery of the custody application. 'Airwave' (a digital, trunked radio scheme to replace an ageing predecessor) is also desperately awaited by front line officers. It is important that technical problems discovered during piloting are quickly resolved, but the basic TETRA product is good. Front line officers need to see technological advances realised to boost performance. Continued failure to deliver promised improvements will only further damage morale.

At the same time, forces need to demonstrate that they are respected custodians of the technology currently in use and maximise its potential. The Police National Computer (PNC) is an invaluable technological aid, and it is not acceptable that inordinate delays in inputting vital data became the norm. HMIC will continue to play a full part in ensuring that the situation is regularised by April 2002.

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Front line staff have much to be proud of:

- responding to an increasing number of 999 calls from the public – 9.6 million last year, an increase of 3% year on year;
- a sustained reduction in the incidence of domestic burglary (down almost 9% on the previous year), and of vehicle crime (down just over 7% on the previous year);
- a 9% reduction in the number of complaints recorded against them.

Such achievements need to be seen in the context of the wide range of duties undertaken by the police and in particular the way in which they and their leaders have responded, with the now expected flexibility, to unforeseen events.

- The fuel crisis made a significant demand on the time of officers who judiciously maintained the balance of competing freedoms – the rights to protest, and to carry on lawful business.
- Officers played their part in safeguarding the future of the livestock industry during the recent outbreaks of foot and mouth disease while dealing sensitively with the emotional stress of farmers and members of the public understandably disturbed by the necessary slaughter.
- The floods that ravaged so much of the country last autumn saw police forces at full stretch in support of colleagues in the emergency services and local authorities.
- Dealing with the aftermath of major incidents including, for example, the Hatfield rail crash, particularly liaison with families of the victims.

Such events can have high emotional and physical costs for officers involved in them, and their families, as can the many thousands of day-to-day incidents that are dealt with equally professionally without attracting national media attention.

There are countless shades of opinion on the whole range of policing issues, but there is one point of agreement that should be a source of satisfaction to front line staff. It is the collective view that there should be more officers and they should be more visible. Such a view is an indication of the value the public places on its police officers and the reassurance they represent. Although police numbers will increase through the impetus of the Crime Fighting Fund, visibility is not dependent on numbers alone. Careful judgements will be needed by police leaders on the balance of deployments, and staff will need to acknowledge some change in working practices. The visibility of uniformed police officers on the street is a source of reassurance to the public – a fact

that is sometimes understandably difficult for officers locked into a spiral of reactive policing to grasp. A customer-focussed Service must offer the services those customers demand. Our thematic inspection *Open All Hours*¹ will provide good practice and guidance to forces as they strive to improve visibility and accessibility.

The ratio of officers to members of the public is much lower in England and Wales than many other countries. HMIC supports innovative approaches to improving that ratio. I was hesitant to support a move away from the culture of the volunteer that has marked the proud tradition of the Special Constabulary. Declining numbers and increasing demands on the professionalism of the Special Constabulary however, lead me to believe that financial remuneration is the only way forward. The retention of experienced regular officers after 30 years service, without prejudice to their pension entitlement, would also be a welcome development.

There are other aspects of demand that are even more difficult to satisfy. The unlawful use of firearms alarms the public and they are entitled to a professional and measured police response. Officers confronting the armed, or supposedly armed, criminal have a difficult series of decisions to take in rapid succession in a highly charged atmosphere. If subsequent events show that officers' interpretations of the original evolving situation were erroneous, the result can be catastrophic. The police, whose primary mission is to preserve life, may end a life unnecessarily. The negative impact on public opinion is incalculable, and positive relations with a particular community may be fractured or lost. The impact on the officers themselves, their families and colleagues, is traumatic.

The Inspectorate is pleased to join with the Association of Chief Police Officers (ACPO) and the Police Scientific Development Branch (PSDB) in an exhaustive search for a less lethal substitute for firearms in appropriate situations. The solution is not as simplistic as some commentators would have the public believe. If there is a viable alternative it will be found but the ultimate judgement must rest on the protection from death and injury of the innocent public, police officers and suspects.

Changes and Challenges

Although I have the privilege to serve until the end of 2001, this is my last annual report. As my five-year tenure as Her Majesty's Chief Inspector of Constabulary draws to a close, it is appropriate to reflect on the achievements and problems of the Service during that time, the contribution made by HMIC, and how key issues are likely to be taken forward in the future.

¹ To be published in December 2001

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Throughout, HMIC's strategic thrust has been to assist the Service to meet emerging challenges, through realising continuous improvement in performance as well as delivering the right service, at the right time, in the right way, through an intense and incisive programme of force and thematic inspections. Individually the twenty thematic inspection reports, for example, have provided specific remedies in discrete areas of policing and its management: collectively they have proved a catalyst for improvement in overall policing performance.

It needs little more than a retrospective glance at the totality of our inspection activity to recognise recurring and common strands that are the key to progress and improved performance:

- leadership
- integrity
- productive partnerships
- nurturing public confidence.

Positive, credible and visible leadership is the key factor marking the difference between excellence and mediocrity. Policies, processes and streamlined organisational arrangements are, of course, important tools in constructing the foundations for improvement, but HMIC has consistently found, in all aspects of policing, that it is leadership that 'makes it happen'.

My colleagues and I have had the satisfaction of witnessing outstanding examples of sound leadership at chief officer and other senior management levels. There is no doubt that the Service benefits from the influence of some exceptional leaders. The challenge is to raise the ability of the average to that of the best and to provide the mechanisms to produce the leadership of the future. HMIC has played, and will continue to play, its full part in the Home Office led project to achieve this objective.

An essential quality of police leadership is demonstrable integrity. This quality must permeate throughout every police organisation, where the highest standards are demanded even at the most junior and inexperienced level. In very few institutions can the professionalism and, at times the raw courage, of the many be so tainted and corroded by the unprofessionalism or criminality of the very few. In addition to the practical guidance offered in the thematic *Police Integrity* (1999), HMIs place great importance on carrying out their statutory duties in respect of complaints against police.

The Service has shown a clear commitment to problem solving through partnership for many years. It was reassuring that the Government confirmed the value of a partnership approach by placing a statutory responsibility regarding crime and

disorder, and its reduction, on local partners through the Crime and Disorder Act 1998. Our thematic *Beating Crime* (1998) was timely in offering advice to those partners in the relatively early days of their statutory relationships. The headline message of that thematic, which involved contributions from other inspectorates and representatives of overarching bodies, was that an encouraging beginning would, over time, deliver tangible and sustainable results. More recently, the thematic *Calling Time on Crime* (2000) dealt in more detail with mechanisms for effective partnership working.

It is my belief that achievement would be greater if there were a more compelling synergy across the span of partnership responsibilities. Regional Crime Reduction Directors, local Crime and Disorder Reduction Partnerships (CDRPs), urban regeneration schemes, Drug Action Teams (DATs), and Youth Offending Teams (YOTs) are part of an apparently ever increasing number of partnership structures designed to have an impact on crime reduction. Often it is the police service that strives to provide the link between bodies that have different funding schemes and diverse agendas.

Perhaps the most vital partnership of all is that between police and public. The confidence of the public in their police is the backbone of consensual policing which remains a source of envy in so many parts of the world. It is a cause for concern therefore, that there are signs of some erosion of public confidence in the ability of the police to make an impact. This is a particular feature in relation to those repetitive instances of anti-social behaviour that, while historically seen by many practitioners as low level on a sliding scale of importance, in fact strike at the heart of quality of life. Despite the inherent difficulties the Service must make inroads in this area. Less than a decade ago there was widespread belief amongst opinion formers and even police officers that the burglary problem was intractable and year on year rises in the number of victims were inevitable. Events and effort have proved that 'intractable' and 'inevitable' have no place in the vocabulary of crime and disorder reduction.

The Service has made significant progress in developing the skills of meaningful consultation, particularly its listening skills. *Winning the Race: Policing Plural Communities Revisited* (1999) encouraged the Service to go beyond established consultative mechanisms with representative bodies to establish dialogue with 'hard to reach' groups. The poor, the young, particularly the disaffected young, are disproportionately affected by crime but seldom have a voice in the consultative process. The most recent inspection, *Winning the Race: Embracing Diversity* (2000) noted examples of refreshingly innovative approaches in a growing number of forces to bridging the communication gap. That continuing to build the confidence of all the people in their policing is an imperative, is clearly demonstrated by events in West Yorkshire, Lancashire and Greater Manchester in the past few months. Public

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confidence will increase only as future successes in reducing crime are realised and the Service is acknowledged by all to be dealing sensitively with the legitimate needs of a diverse community.

It has been an exciting period of office as HMIC has maintained its relevance and increased its credibility in what have been, and remain, dynamic times for the Service. I am proud that HMIC has delivered on its strategic promises while, like the Service, being ever willing to carry out supplementary important tasks as they arise.

It is appropriate that this report records my thanks to Ministers, officials in the Home Office, the Association of Chief Police Officers, the Association of Police Authorities and the staff associations for their support and the wisdom of their contributions. The will of all, irrespective of their organisational perspective, to progress the Service through change provides a firm platform for future success. HMIC looks forward to working with the new Police Standards Unit and to playing as full a part in the programme of reform as it has played in its conceptual phase.

The support, the ability and the energy of HMIs and the many individuals who have served the Inspectorate have been the foundation of our achievement. I took particular satisfaction that HMIC was the first section of the Home Office to achieve the Investors in People (IIP) award. The majority of our staff are on relatively short term secondments from their forces and, in addition to spending much of their HMIC life 'on the road', are based at different sites across the country. The IIP award was therefore that much more significant.

The best predictor of future improvement through change is the response to the challenges of change in the recent past. Forces and HMIC have both demonstrated an ability to embrace these challenges as opportunities to improve the quality and relevance of their respective services. I am confident that the Service is willing and able to maximise the benefits that further developmental change will offer. I am equally confident that HMIC is well placed to play its full part in assisting the Service through the forthcoming demands of the police reform agenda.

I wish the Inspectorate and my successor well in meeting these challenges.

Sir David O'Dowd CBE QPM

HM CHIEF INSPECTOR OF CONSTABULARY

CHAPTER ONE

Inspections



CHAPTER ONE

Inspections

Reflecting HMIC's commitment to continuous improvement in the inspection process, and in response to wider developments across government and the police service, there have been significant changes to the nature and content of the inspection function over the course of the year. These have crystallised around the need for increased scrutiny of performance, especially of locally delivered services.

- The Local Government Act 1999 placed a duty of Best Value on police authorities, requiring them to publish annual Best Value Performance Plans (BVPPs) and to carry out Best Value Reviews (BVRs) of all their functions over a five-year period. The Act also extended HMIC's responsibilities, giving it a remit, for the first time, to inspect police authorities. Although few BVR inspections have, as yet, been carried out, HMIC has been working closely with police authorities over the course of the year on developing review procedures and inspection methodology.
- In 1999 the then Home Secretary tasked HMIC with undertaking, from April 2001, a rolling programme of inspections of all BCUs in England and Wales over a five-year period. This was designed to examine in more detail the complexity of policing at local level, to identify the reasons why performance varies so markedly in apparently similar BCUs, and to trigger improved performance – particularly in tackling volume crime. HMIC developed and piloted a new methodology during the year to meet these goals.
- While the Inspectorate has continued to carry out inspections of selected police forces it no longer routinely inspects every police force at set intervals but has, as heralded in last year's report, moved to a risk based assessment process designed to prioritise and target such inspections. It has however, continued to scrutinise the efficiency plans of all 43 police forces.
- Responding to part of the government's *Way Forward* agenda for police training, HMIC has established a dedicated training inspectorate during the year.
- HMIC was tasked by the previous Home Secretary to carry out a review and inspection of the processing of criminal records on the PNC to improve, significantly, efficiency and effectiveness.
- HMIC has also maintained a programme of thematic inspections of specific aspects of police performance and participated in a number of joint inspections with other inspectorates (details of these are given in Chapter 3).

Best Value Review Inspections

The Local Government Act 1999 (Best Value), places a statutory duty on police authorities to secure continuous improvement in the delivery of police services, having regard to a combination of economy, efficiency and effectiveness. The first BVPPs were published in March 2000, and the first reviews commenced in April 2000.

The 1999 act also amended the Police Act 1996 to introduce, for the first time for HMIC, a responsibility to inspect police authorities for the purposes of Best Value (that is, to examine the effectiveness of the arrangements put in place to discharge the authorities' statutory obligations). To complement its statutory role of formally inspecting all Best Value Reviews, HMIC is presently sharing emerging experience with both the Association of Chief Police Officers and the Association of Police Authorities. It is vital that both are able to build on the accumulating experience of good and poor practice, especially around the costs of Best Value processes and the need to avoid an over-bureaucratic approach. This will link with the developing model of police authority effectiveness (led by APA with support from HMIC), and in particular identify the most efficient ways of discharging Best Value oversight.

In inspecting the BVRs carried out by authorities HMIC will be examining two aspects; first, how good is the service under review at present, and second, how likely is it that the service will improve as a result of the review? In view of the latter, HMIC took the decision to inspect BVRs some six to nine months after they are signed off by the police authorities, to allow a period of maturation. Consequently the first inspections commenced in March 2001, and only one was completed within the financial year. There are, however, around 320 scheduled for 2001/02, (of which 21 were completed up to the end of August 2001).

Best Value has presented some significant challenges for police forces and authorities. For authorities, the dual prospects of additional statutory responsibility and of a new inspection process have increased members' involvement in scrutinising service delivery issues. For some chief constables, this greater involvement has presented a potential challenge to their operational independence and the respective responsibilities have needed clarification. Overall, however, the response to Best Value has been positive and has engendered greater co-operation between authorities and forces.

As yet, it is rather early to draw firm conclusions but some common themes have emerged from the first BVR inspections:

- a general lack of financial costing of services and options;
- an insufficiently strategic approach (leading to some reviews too small in scope to be of great value); and
- an over-concentration on the process rather than service improvement.

CHAPTER ONE

Inspections

The paucity of financial material within reviews was disappointing, since this issue was identified by HMIC in its thematic report *What Price Policing?* in 1998. That report noted the absence of a transparent audit trail linking resources to outcomes. Some three years after its publication the shortcomings are still marked. The problems associated with the selection of services for review have been recognised and future years' programmes have already been subject to amendment, with many of the smaller subjects being consolidated into more appropriate, larger scale, reviews.

There have also been some early pointers for amendments to the inspection process. There is a need to look at ways of reducing the bureaucratic burden on police authorities of the BVR processes. Some changes can also be made to the inspections process. It is already clear for example, that a 'one size fits all' inspection is not appropriate. As a result, differential inspections – from the in-depth to the less detailed, 'light touch' inspections conducted as desktop exercises – have been introduced. This enables greater effort to be focussed on the most important and potentially influential service reviews. To better co-ordinate inspections and reduce the overall inspection burden on forces, wherever possible a number of reviews will be inspected in one visit and generic aspects of the individual reports reviewed in combination.

HMIC has been co-operating closely with other Best Value inspectorates, through the Best Value Inspectorate Forum, which has allowed the benefits of lessons learned in other disciplines to be shared across the organisations involved. There is also a great deal of work underway to prepare for cross-cutting and joint inspections of services which involve more than one agency (e.g. Community Safety). In a related development, the ACPO/APA Best Value Training Project has the potential to provide a national framework against which the BVRs of training can be conducted. It should also result in a national costing model for police training, which will be a benchmark for costing of other areas.

The lessons and messages from the first year of Best Value are:

- while Best Value puts a statutory responsibility on authorities, it requires a partnership approach between the authority and the force to achieve improvements in services;
- although the Best Value processes are important, they are not an end in themselves and the focus must be on outcomes and improvements to the actual service delivered; and
- to be able to focus on service delivery, it is vital that options are fully costed and resources linked to outcomes.

Basic Command Unit Inspections

In recent years the focus of crime reduction activity has moved from police force level to a more community-based approach. There is an especial emphasis on partnership, as set out in the Crime and Disorder Act 1998, the government's Crime Reduction Strategy (2000) and the HMIC thematic *Calling Time on Crime*. BCUs represent the most important level at which there is engagement between the police and local communities. They are also the primary means of delivering the sought for reductions in volume crime in the Home Secretary's priority areas of domestic burglary and vehicle crime in all forces, and of robbery in the five largest metropolitan forces.

All the BCUs (there are currently just over 300 of these, although numbers fluctuate from time to time as a result of internal police force reorganisation) in England and Wales will be inspected by HMIC over a five-year period from April 2001. The inspection programme will be an iterative process, which will be subject to an ongoing and rigorous evaluation of its impact – which must be seen to add value. Inspection will follow the model set out in *Going Local* (2001), a handbook for police forces on the principles and method being adopted by HMIC.

At its heart, the approach outlined in *Going Local* seeks to answer the question "Why are some BCUs more effective than others?". To address this question, BCU inspections will focus on performance (the delivery of crime reduction targets) and leadership. As well as providing an independent assessment of performance to the local BCU commander, the chief constable and the police authority, inspection teams will liaise closely with the relevant Regional Crime Reduction Directors to ensure that partnership issues are taken properly into account. The BCU inspection programme as a whole will draw together and disseminate examples of good practice with a view to enhancing performance nationally. In the meantime the transparency of the inspection model enables BCUs to begin reviewing their own performance.

To enable it to undertake the new BCU inspection programme, HMIC has supplemented its regional inspection teams with experienced BCU commanders seconded for limited periods from police forces. Although HMIC is in the initial stages of its five-year inspection programme, early experience suggests that BCU management teams can derive significant benefits from pre-inspection preparation. Such activity is, in effect, a stocktake of where the BCU stands in relation to acknowledged good practice. The impact of an inspection is reinforced by follow-up work six months later to examine the progress made in implementing the action/improvement plan drawn up as one of the inspection outcomes. Where progress is deemed to be inadequate, the force will be asked to take urgent remedial action to avoid a re-inspection.

Some emerging issues from the first inspections include:

- the importance of setting the BCU's performance in the context of the force-wide corporate framework, and the level/quality of specialist support provided by headquarters to the BCUs;
- the variable impact that CDRPs have on BCU performance. For some BCUs, the effectiveness of local partnership working is a determining factor in the BCU's own success while in other places the role of partner agencies has, so far, had only a marginal impact. This may well reflect differing degrees of maturity among partnerships, a point that will be explored at regular intervals with Regional Crime Reduction Directors. (HMIC has no statutory locus in reviewing the contribution of crime reduction partners, and the effectiveness of CDRPs must be judged an early candidate for a cross-cutting review, undertaken by a joint inspection team);
- some BCUs are struggling to make sense of a plethora of objectives and priorities generated at national, force and local level. A critical success factor is the ability to focus the efforts of police officers and support staff towards achievement of principal targets. Where this focus is blurred, effort is diffused and BCUs struggle to excel;
- the characteristics of effective leadership do not fit within a neat template. Different styles are needed in varying circumstances. A very directive, 'hands-on' style that works well in a struggling BCU is likely to stifle innovation and creativity in a more settled and successful BCU. The lessons from BCU inspections will generate a menu of approaches and techniques rather than a blueprint;
- despite an almost universal commitment to an intelligence-led, problem-solving policing style, many BCUs are finding it difficult to break out of the reactive cycle of responding to incidents, often at repeat locations; and
- although some remedies lie within the control of the BCUs, a perennial problem for policing is that it remains the service of first and last resort. Public expectation and demand management are vital dimensions, and the contributions of other agencies to meeting calls for services and information need to be addressed by central government, local government and police authorities. The benefits of a national public information line, for example, are beginning to be discussed more widely.

Even in its very early stages, the BCU inspection regime is highlighting some critical issues that begin to explain variations in performance at the local level. The analysis of 'what works' will never be a precise science because environment and the policing context – both determining factors in performance – vary widely, but inspections are emerging as a powerful tool to illuminate success and thereby are enhancing performance where appropriate by spreading best practice.

Training

A sound training base is crucial to the police service given the nature of its work and the continuous recruitment of new personnel. Over 80% of police training is delivered at police force level. There needs therefore to be a clear, consistent approach, and an improved status for those involved. The new training inspectorate established within HMIC during the year will help to ensure that this is the case.

A central police training function is currently provided by National Police Training (NPT). The Police and Criminal Justice Act 2001 has established the legal framework for the creation of the Central Police Training and Development Authority (CPTDA), to which the existing NPT structure will migrate by 1 April 2002. CPTDA will be subject to inspection by HMIC and the training inspectorate is currently developing the necessary methodology and protocols. As well as providing advice and support to CPTDA the training inspectorate will also inspect the Best Value Reviews of training undertaken by police authorities in year three of the current cycle (2002/03).

The existing inspection protocol for training has been reviewed, aligned to the EFQM model, and validated. The new protocol has been offered to the ACPO/APA Best Value in Training Project, to inform their own methodology. Concurrently HMIC has been assisting the project team with the development of a national costing model.

Force Inspections

The Inspectorate recognises the increasing burden of inspection being placed on police forces and is working to rationalise its own inspection programmes to minimise the impact on forces. This has not been easy to achieve during 2000/01 as the new BCU and BVR inspection regimes have begun to come on stream, and further and better co-ordination in these areas is still needed.

However, inroads have been made in the force inspection programme. HMIC developed and introduced a new risk assessment procedure to help select those police forces which would gain most benefit from an inspection during the year. The

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assessment takes account of each force's performance during the preceeding year in a number of key areas including, for example, delivery of crime targets, Best Value performance indicators and leadership. As well as allowing for a comparison of overall performance relative to other forces, the risk assessment also identifies specific areas of performance within an individual force which may be a cause for concern. This led to a number of 'focused inspections' within forces during the year. The approach was widely welcomed by the Service and the APA as targeting genuine need.

Performance is not the sole determining factor in identifying forces for inspection. Other reasons include:

- significant changes in circumstances (for example, the appointment of a new chief constable or senior team);
- no inspection within the last three years;
- good practice that might usefully be disseminated; and
- self nomination.

Details of the forces selected for inspection are given at Appendix III. Those forces not selected for inspection nevertheless received detailed feedback on their performance based on the results of the risk assessment.

Inspections themselves follow a standards based approach. Recommendations for improvement are made in any areas of weakness identified as a consequence. Following receipt of an inspection report, police authorities are required to comment on the report and to let the Home Secretary have a copy of their response. Reports have not yet been published for all inspections conducted as part of the 2000/01 round, owing to the timing of the later inspections. The 20 reports published up to the end of August 2001 contained a total of 114 recommendations. No recommendations have been rejected, although 31 currently remain under consideration by the relevant forces owing to the recency of the reports. Of the 83 recommendations already accepted, 27 have already been completed and the remainder are being actively pursued.

Emerging from the inspections have been a number of core issues with wider relevance across the Service.

Sickness Absences

Police officer sickness absences rose in 2000/01 compared to the previous year, from an average of 11.6 to 12.2 days per officer per year. Overall, 5% of the total available police officer working days in England and Wales in 2000/01 were lost to sickness absences. This equates to approximately 6,400 police officers – or just slightly more than the total police strength for the whole of Kent and Essex combined. Absences on

this scale, particularly where they are long term, undoubtedly have implications for the ability of each force to improve performance and offer reassuring visibility to the public.

The current national position is not markedly different to that prevailing at the time of the HMIC thematic inspection on sickness absence *Lost Time* (1997). This in turn commented that the incidence of police sickness had held steady at around 5.5% of total police force strength or an average of 12 working days per officer per year since 1991. It is disappointing therefore, that despite sustained effort in some quarters, and significant progress by individual forces, little impact has been made on the national totals.

| Year | Total sick days | Percentage of total strength | Average sick days per officer |
|-----------|-----------------|------------------------------|-------------------------------|
| 1997/98 | 1,597,000 | 5.6 | 12.7 |
| 1998/99 | 1,468,140 | 5.1 | 11.7 |
| 1999/2000 | 1,432,963 | 5.1 | 11.6 |
| 2000/01 | 1,516,147 | 5.2 | 12.2 |

What the national figures mask are the significant variations between individual forces. The average absences per officer per year in Humberside, Northumbria and Northamptonshire, for example, were 8.6, 8.8 and 9.8 days respectively, while at the other end of the scale South Wales, Gwent, Greater Manchester Police (GMP) and the City of London reported averages of 16.1, 15.4, 14.8 and 14.9 sick days per officer per year. Around two thirds of the total days lost were accounted for by long term sick leave (absences of 28 days or more).

Sickness absences amongst support staff also showed a slight increase from the previous year from an average of 12.4 to 12.6 days per staff member per year. Again there were significant differences between forces with average absences ranging from 8 days (Cumbria) to 17.3 days (North Wales) per support staff member.

It is not easy to establish common reasons for the variations in sick leave between forces. Some are undoubtedly accounted for by differences in recording practices. Central guidance is now dated and does not easily accommodate the changes that some forces have made to shift patterns. This can make direct comparison of figures difficult. Greater Manchester Police for example, have calculated that depending on the precise methodology used the average number of sick days per officer per year could be reduced by as much as three days (from 14.8 to 11.6). However, failures to adhere properly to the guidance compound the problem. Work is currently being undertaken by ACPO to standardise sickness recording methods, and it is clear that this is sorely needed.

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However, while recording practices may go some way towards explaining variations between forces they do not necessarily account for the relatively high levels of sickness overall. Amongst the forces with the highest levels of sickness there is some evidence of correlation between success in reducing the number of medical retirements and increases in long term sickness (which is perhaps to be expected). Reductions in opportunities for police officers not fully fit for front line duties to take up restricted duties (due to increasing civilianisation of support functions) further contribute to the numbers on long term sick leave.

Specific local conditions also appear to have a bearing. In Gwent for example, the average waiting time for initial National Health Service assessment of back and joint complaints (some of the most common causes of police absence) is around two years. As well as undertaking a fundamental review of all sickness management processes, Gwent is seeking to short cut such NHS delays through funding private medical treatment where appropriate, and increased use of its occupational health unit.

Given the nature of the work, higher than average levels of sickness might be expected amongst police officers, but the same should not hold true for support staff. Yet the figures show that nationally, the average sickness rates for both groups are comparable and in some forces support staff sick leave is substantially higher than that for officers. Morale appears to be a particular problem amongst support staff. Until relatively recently support staff were not managed directly by chief constables and can feel excluded from policies designed primarily to meet police needs. It is arguable that in tackling sickness, insufficient attention has been paid to date to the need to develop force strategies applicable to all staff, although the situation is improving.

The messages of *Lost Time* still hold true. Clear strategies and policies, accurate and rigorous recording, proper engagement with those on sick leave at key stages, and top management support and drive remain the requirements for effective management of the issue. These are common features in the best performing forces.

Northamptonshire for example has seen a gradual but sustained reduction in sickness levels due to a proactive health and welfare unit offering in house treatment, immediate contact by a welfare officer with anyone off due to stress or depression, and coaching for senior staff in managing sickness issues. A holistic approach to sickness absence, ensuring that procedures are properly embedded at all levels of management policy and practice is critical to success.

Assaults

Although the number of serious assaults on officers rose slightly from last year, it is still substantially below the figure of 900 serious assaults recorded in 1996/97, an indication of the continuing effectiveness of protective clothing and equipment designed to help officers to control violent incidents without risking dangerous close

contact. There are indications that the overall level of assaults on officers has now reached a plateau after several years of significant reductions. While progress to date in reducing assaults is welcome it reinforces the question of why sickness levels generally continued to rise over the year. Although the number of days lost as a result of assaults was up on last year, it was still substantially below the figure for 1996/97, and only 2% of sickness absences during 2000/01 were attributable to assaults while on duty.

England and Wales – Assaults on police

| Year | Fatal Assaults | Serious Assaults | Other Assaults | Total |
|----------------------|----------------|------------------|----------------|--------|
| 1996/97 | 0 | 901 | 14,587 | 15,488 |
| 1997/98 | 1 | 857 | 12,723 | 13,581 |
| 1998/99 | 0 | 331 | 12,202 | 12,533 |
| 1999/2000 | 1 | 299 | 12,552 | 12,852 |
| 2000/01 ¹ | 1 | 345 | 11,564 | 11,910 |

Total number of assaults on police leading to sick leave in England and Wales

| 1996/97 | 1997/98 | 1998/99 | 1999/2000 | 2000/01 |
|---------|---------|---------|-----------|--------------------|
| 2,476 | 1,965 | 1,881 | 1,615 | 1,399 ² |

Total number of sick days resulting from assaults on police in England and Wales

| 1996/97 | 1997/98 | 1998/99 | 1999/2000 | 2000/01 |
|---------|---------|---------|-----------|---------------------|
| 41,166 | 33,729 | 31,693 | 23,575 | 24,561 ³ |

Medical Retirements

To reduce the number of medical retirements, the HMIC thematic *Lost Time* (1999) suggested that forces set a target that medical retirements should not exceed a maximum of 33% of all retirements each year. Twenty seven forces now achieve the 33% target with others making significant improvements on last year's figures (Figure 1 refers). For example Lincolnshire, Nottinghamshire, Suffolk, Northumbria, Gwent and GMP have all seen decreases of 10 percentage points or more in medical retirements compared to last year, owing to positive management action combined with changes in policy.

There are some difficulties in continuing to rely on the 33% target since the total number of retirements from a force each year varies. This can mean that relatively small changes in the number of medical retirements can have a disproportionate effect on the percentage of total retirements that these make up. This accounts in large part for the increases of 10 percentage points or more in medical retirements

¹ Figures from Metropolitan Police Service (MPS) not yet available

² Excludes figures from MPS, Cleveland and South Wales

³ Excludes MPS and South Wales

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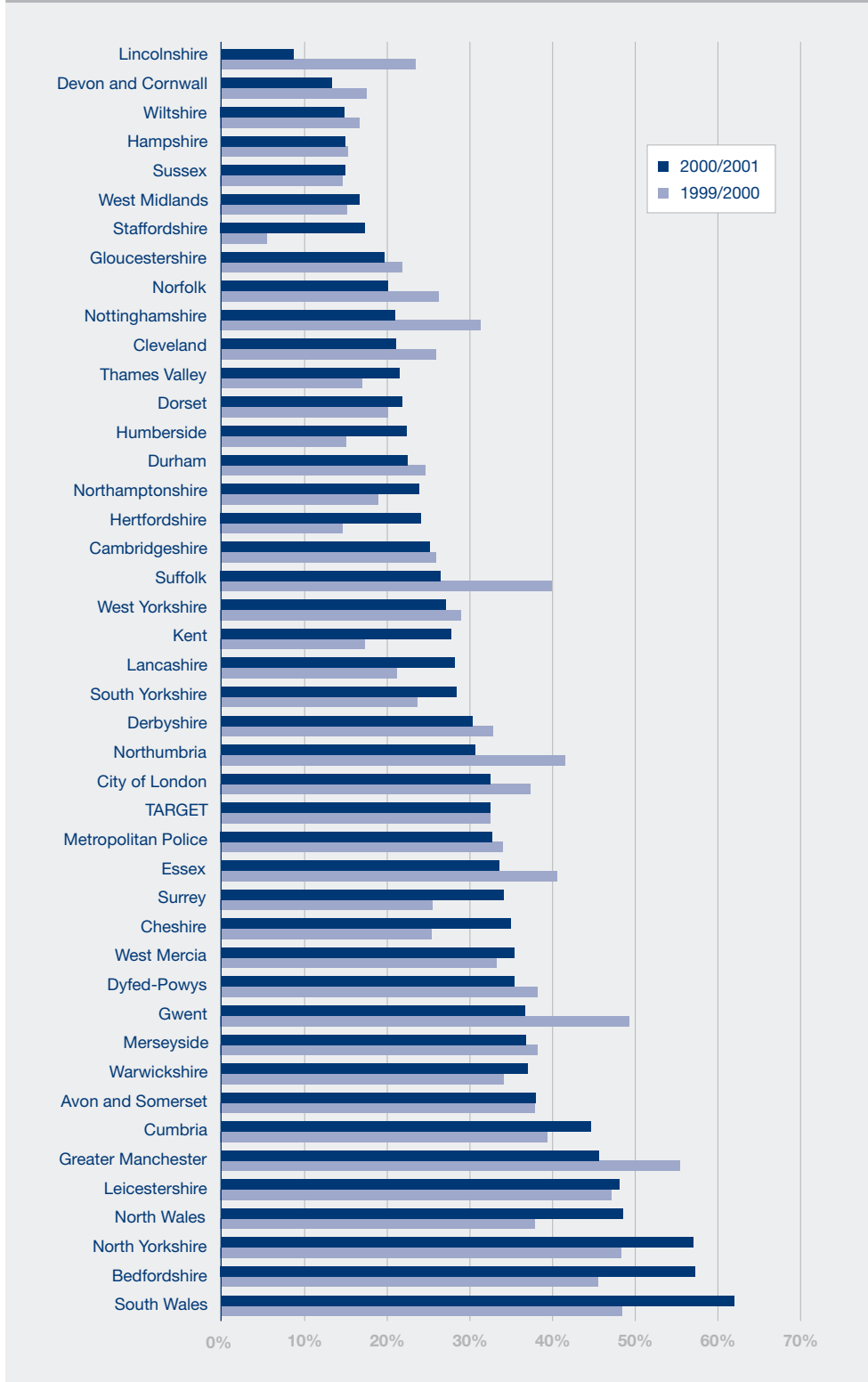
from forces such as Hertfordshire, Staffordshire, Cheshire and Bedfordshire, none of which had an increase of more than six in the number of medical retirements compared to 1999/2000. This suggests the need to develop a more meaningful method of measuring progress in future.

The headline figures point to a gradual improvement in the position over time. In total 3,853 police officers retired from the Service in 2000/01. Thirty one per cent of these retirements were on medical grounds – the same proportion as last year. Although this is not an insignificant number, it is a marked improvement on the figure for 1996/97 when 45% of police officers retired on medical grounds. In numerical terms this equates to 1,209 officers retiring on medical grounds in 2000/01 compared to 2,012 in 1996/97.

Within this, as with sickness, there are significant variations between forces with the percentage of medical retirements ranging between 9% (Lincolnshire) to 63% (South Wales). In the latter case, a history of high levels of sickness, especially long term sickness, has led the force to take a much more proactive approach to both sickness and medical retirements. Those on long term sickness are encouraged to return to restricted or recuperative duties as soon as possible (subject to medical advice) but cases are carefully reviewed if such duties extend to a length of twelve months. The aim is to ensure that the vast majority of the police strength is genuinely fit for any duties arising. Proper funding provision for medical retirements has enabled the force to manage the numbers on restricted duties down from a high of 160. The force is also reviewing the effectiveness of a range of best practice measures introduced to tackle sickness levels. Ironically, as noted above, in other forces success in reducing medical retirements has been offset by increases in long term sick leave amongst officers.

Retirement on medical grounds will continue to have a legitimate place for staff seriously injured in the line of duty or too ill to continue to fulfil the requirements of the job. The challenge however, is to get the balance between sick leave and use of medical retirement right while having regard to the financial, operational and personal consequences of both. Regrettably, there continues to be evidence of the misuse of medical retirement provisions in a limited number of cases. As recommended in *Lost Time*, it remains desirable to amend current regulations in ways that reduce the scope for abuse of systems designed to protect those in genuine need. There also remains a need to enable officers to leave the Service with dignity where they decide that they can no longer continue as police officers. It is necessary to look at this in the round and to develop the right package of measures to improve still further on progress to date in this difficult area.

Figure 1 – Percentage of police retirements that were for medical reasons



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Police Numbers

By the end of March 2001 the total police officer strength was 125,519 an increase of 1,349 officers on the previous year. The increase was boosted by the Crime Fighting Fund (CFF), which gives chief officers in England and Wales additional resources to take on 9,000 extra recruits over and above their previous recruitment plans in the three years to March 2003 at a rate of 3000 each year. Some 2,800 CFF new officers were recruited during 2000/01 with forces receiving around £40m from the fund. A number of forces encountered recruitment difficulties during the year. Flexibility within the CFF allowed those forces to defer part of their 2000/01 CFF allocation into 2001/02. Other forces were so successful in recruiting that they were able to bring forward part of their 2001/02 CFF allocation into 2000/01.

The vast majority of wastage is accounted for by officers retiring (either on completion of their service or on medical grounds). The relative proportion of voluntary resignations amongst female officers was more than double that for male officers (although on a par with voluntary resignations by male officers from minority ethnic groups). A factor for female officers in this may well be maternity leave and subsequent decisions about childcare but it is disappointing to see such levels of voluntary resignations for a group already in such a minority within the Service. However, forces are taking active steps to address this through the implementation of retention policies, increased use of part time working and family friendly policies. The recently published 'Gender Agenda' will also help shape future policy in this area.

The number of female officers increased by almost 1,000 during 2000/01, a 5% increase over 1999/2000. Female officers now comprise 17.1% of the total police strength in England and Wales. Female officers make up 21% of minority ethnic police officers. Minority ethnic officers, however, make up only 2% of the total police strength (although representation varies from force to force with West Midlands having the highest proportion, at 5%, of minority ethnic officers). Further information on the recruitment and retention of minority ethnic officers is contained in Chapter 2.

Call Management

In 2000/01, the police service in England and Wales received just over 17.5 million calls for service⁴ from the public, of which 9.6 million were 999 calls. For most people telephone calls are the first, and for some the only, point of contact with the police. Public satisfaction with, and confidence in, the Service as a whole is significantly influenced, for better or worse, by the efficiency and quality of such initial contact.

The speed with which 999 calls are answered is subject to targets in all forces, and these were met in 87% of cases. Speed of connection, however, is only one element in call management. Public perception of the service they receive is directly aligned to the *way* they are dealt with once connected. A non-emergency call that is answered swiftly but then simply connected to a recorded message is likely to be a source of irritation rather than satisfaction. Worse still, transfer to an unanswered extension generates both anger and a repeat call. Internal research conducted by a number of forces indicates that in some cases up to 40% of all telephone demand consists of repeat calls triggered in this way. This represents a significant, and wholly avoidable, level of both additional workload for call centres and dissatisfaction for the public.

Most forces have recognised the importance of addressing call handling deficiencies and some have established consolidated call centres. These have followed widely varying models and, accordingly, achieved varying levels of success. It is encouraging that several police authorities have chosen to examine call handling in the first year of Best Value Reviews.

The quality of call handlers and their training also varies widely. While some forces have specific recruitment programmes and training designed to NVQ standards, others persist in deploying staff who are on restricted duties or with limited specialised training and, perhaps unsurprisingly, produce less satisfactory results. Under-resourcing in some forces has also created significant problems in meeting peak demands and generated further complaints from the public.

The Service should take greater heed of the emerging examples of good practice as well as learning from the longer established commercial call handling industry. It is important to have a clear and consistent vision of success. Call centres must be adequately resourced with appropriate staff, provided with training that is tailored to the specific requirements of the role.

⁴ Calls for service, while predominantly consisting of telephone calls, also include automated calls triggered by burglar alarms, and the number of visitors to public counters in police stations.

Call handling poses both a threat and an opportunity to the Service. There is only one chance to make a good first impression and the Service cannot afford to present an unprofessional initial response to telephone callers. A positive experience during such contact can boost public confidence and increase support across the whole range of policing activity. Given the importance of this matter HMIC is considering conducting a thematic inspection of the subject.

Complaints

HMIC has a statutory duty to review the investigation and handling of complaints. This is an important indicator of public confidence in the police service. It was therefore encouraging to see that in 2000/01 the number of complaints recorded fell by 9%, to 28,969 (see Figure 2) with 29 forces recording a decrease. Of the 14 forces experiencing increases only three were in excess of 10% on the previous year (the highest being Staffordshire with an increase of 28%, or 174 additional complaints). The percentage of substantiated complaints was up slightly (from 2.3% to 2.9%).

The Police and Criminal Evidence Act allows for the informal resolution of complaints, enabling minor complaints to be resolved quickly and simply with the agreement of the complainant. It provides the Service with an opportunity to provide early explanations and resolve complaints without undertaking lengthy investigations. HMIC has encouraged greater use of informal resolution procedures where appropriate. It is encouraging to note that around a third of complaints were informally resolved in 2000/01, a similar proportion to last year.

It was however, disappointing to note that the percentage of investigated cases completed within 120 days (the ACPO standard investigation time) fell from 76.3% to 71.4%. While nine forces investigated over 90% of complaints within 120 days (with Durham achieving an impressive 98%), others were considerably below the target, including two forces investigating less than 50% of complaints within the time limit (North Wales 34% and Gwent 26%). Such delays in investigating complaints undermine public faith in the system and can be detrimental to the morale of the officers who are the subject of the complaint.

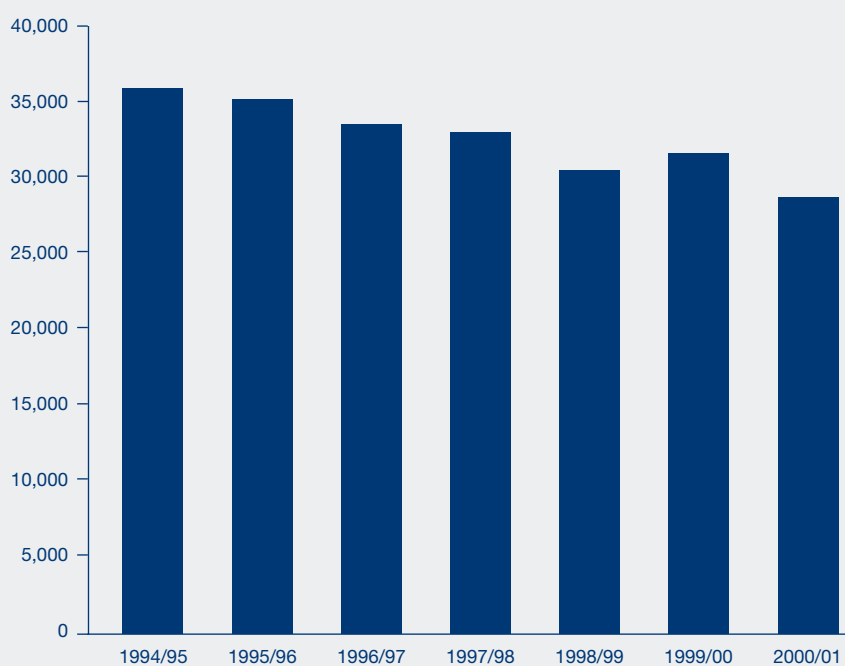
Complaints need to be seen in the wider context of civil litigation against forces. Civil claims can fall into one of several categories:

- Public Liability Claims (malfeasance) – for example assault, false imprisonment and malicious prosecution;
- Employer Liability Claims – for example as the result of accidents;

- Road Traffic Accident Claims; and
- Employment Tribunals

Available information indicates an increase in both the number of claims and total amount paid out compared to 1999/2000. The police received 16,142 civil claims in 2000/01, an increase of 33% on the previous year. Of these 6,497 (40%) were for malfeasance, 3,837 for accidents, 5,490 for road traffic accidents and 318 were employment tribunals. Payments to claimants amounted to over £18m, while the legal costs to forces were in excess of £12m. However, data from some forces is as yet incomplete and the figures may therefore increase. Such increases particularly in malfeasance claims, are a matter of concern, both in terms of the potential message sent out about the professionalism of the Service and because of the drain on police funds, although they appear to mirror wider trends of an increase in compensation claims generally.

Figure 2 – Number of complaints recorded by the 43 forces of England and Wales



Source: Home Office GIM 12 return, table 1, row A, column 4

Firearms

The use of firearms by criminals is of understandable and proper concern to the public. The latest figures available (1999/2000) show that nearly 17,000 crimes recorded by the police involved the criminal use of firearms, a large proportion of these offences being related to the trafficking or supply of drugs.

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The latest figures show an increase of 22% on the previous year. This is a significant increase on the average level of 12,000 to 14,000 such crimes per year over the past ten years but approximately half of the increase over the previous year reflects an increase (of 1,438 offences) in the misuse of air weapons. There was an apparent real increase in the use of firearms in the commission of some offences: 30% – 33% up in cases of robbery, burglary, criminal damage and violence against the person. However, changes to crime recording categories, which now include criminal damage under £20 and common assault, have increased the number of crimes recorded. More crimes, although of a less serious nature, are included than in previous years. This is not to diminish the gravity of the situation and the potential lethality of air weapons must draw an appropriate police response to a worrying trend.

The criminal use of firearms imposes a heavy duty on police forces and individual police officers to plan, equip and train to prevent and respond in a way which secures the safety of the public, police officers and, wherever possible, the armed criminal. HMIC has worked closely with ACPO in their production of a new Manual of Guidance on the Police Use of Firearms and uses this extensive and helpful document as one of the key points of reference in carrying out inspections. However, HMIC and ACPO recognise that the Manual requires constant revision in the light of experience in order to achieve the highest standards of safety in this sensitive field.

HMIC has recently conducted a national survey (including Scotland with the support of HM Chief Inspector of Constabulary for Scotland) of the use of tactical options for armed entry to buildings; a specialist inspection of the use of firearms by the National Crime Squad; and a formal inspection of the police firearms capability of Sussex Police. Each of these inspections has produced recommendations for improvement at local and national level on such issues as the development of tactical options, the training of command officers, and the recording of command decisions. HMIC has also made suggestions for improving the provision of training for officers required to deal with the outcome of an incident where shots have been fired, and will continue to work closely with ACPO to ensure that its findings inform national policy in this sphere.

There is a continuing search for means by which the dangers presented by the criminal use of firearms can be lessened. While much of the effort has, rightly, been focused on the training of those police officers authorised to use firearms, there is increasing interest in the opportunities presented by less lethal technologies to control armed criminals. HMIC is working closely with the Police Scientific Development Branch, the Home Office, the Northern Ireland Office and ACPO to assess products presently available and the potential effectiveness of those still under development. Again it should be emphasised that public safety is paramount and, while articles about pepper

sprays, glue guns and electric stun guns may capture public interest, no novel equipment should be introduced into operational use without the most rigorous testing.

Police National Computer (PNC)

In July 2000, the HMIC thematic report *On the Record* highlighted widespread poor performance across the Service against the standards for timeliness and quality of data required for input to PNC. These concerns were heightened early in 2001 when, in anticipation of the establishment of the independent Criminal Records Bureau (CRB), the Home Affairs Select Committee called for urgent and positive action to ensure the accuracy of PNC data available to the new bureau.

The Information Commissioner held discussions with ACPO, the Home Office and HMIC and, as a result, in March the Home Secretary issued a direction, under Section 54(3) of the Police Act 1996, for HMIC to conduct a review and inspection designed to assist ACPO to drive up forces' performance in the areas of greatest concern. The focus of the inspection was in two areas; first, to tackle delay in the input of arrest and summons details; and second, to clear a backlog of over 200,000 cases awaiting input of final court results. Both situations were in clear breach of ACPO's own PNC compliance strategy.

It was agreed that all forces must eradicate their deficiencies by April 2002 and that clear and tangible progress towards that goal must be made by the end of August 2001. HMIC worked closely with staff at PNC and the Police Information Technology Organisation (PITO) to produce fortnightly performance updates and established four inspection teams to visit forces that were identified as likely to have the greatest challenge to achieve targets.

The inspection highlighted two key problem areas. The first was poorly designed processes for arrest and summons notifications. Often the manual forms passed through numerous departments before input to PNC. The second problem, mainly affecting the case results, was simply one of resources. There were often insufficient trained staff to cope with both the clearance of backlogs and the influx of new work.

During the five months of close monitoring and targeted visits, HMIC teams were able to disseminate good practice and help forces to identify their individual problems and solutions. There were significant improvements in many forces on arrest and summons input and the majority cleared their backlog of case results in accordance with targets set. A few forces showed no improvements whatsoever and a very small number actually suffered increased backlogs.

The practical problems in respect of PNC were relatively straightforward. Simple process changes and redirection of resources were proven to achieve results. The inspection teams found that in the successful forces clear ownership was taken at chief officer level and appropriate resources targeted to address the problems. Disappointingly, such ownership and prioritisation was largely absent in the failing forces despite the persistent efforts of ACPO, APA and HMIC, and this is being actively addressed.

Performance and Resources

Performance management in the police service has traditionally been associated with operational policing. It is common in all other sectors for operational managers to be challenged on their use of resources to deliver operational aims by both directors of operations and finance – particularly where the latter role is accorded full ‘top team’ status. This is far from the current situation across the police service, which must move more quickly to reflect this broader corporate position. Affordability is every bit as relevant a parameter in policing as elsewhere. Alongside this, HMIC has noted that the performance culture and performance review process should be as rigorously applied to corporate support services as to operational matters.

Efficiency Plans

2000/01 was the second year in which police authorities were required to produce Efficiency Plans as part of their Policing Plans. These indicate how the 2% efficiency gains are to be achieved and are intended to provide a direct link between resources and outcomes. Most authorities and forces found the introduction of Efficiency Plans a challenge as they focus attention on linking specific resources from efficiency initiatives to specific improvements in operational performance.

HMIC, supported by external auditors, reports to Home Office Ministers on the performance of each authority and force in delivering the 2% target. All authorities and forces are on track to achieve the 2% target for 2000/01. HM Inspectors have, however, found it necessary to remind many authorities and forces that they must monitor regularly the implementation of their efficiency gains alongside performance information.

At the end of their second year it is clear that Efficiency Plans are achieving their original objective of producing 2% efficiency gains year on year. HMIC considers that it is now appropriate for greater rigour to be introduced to the process. In particular it should be expected that all Best Value Reviews should seek to make a contribution to Efficiency Plans. New guidance from the Home Office on the framework and

management of Efficiency Plans, focusing on how authorities and forces can link the source of efficiency gains to their application to drive performance, would be beneficial.

Activity Based Costing

In December 2000, ACPO agreed a new Activity Based Costing model – this was first identified as a need in the HMIC thematic report *What Price Policing?*. It is now crucial that the Service implements this agreed approach to collecting data on police activities and applies the costing model without delay.

In any organisation, knowing what staff are actually doing on a continuous basis is a vital part of management information. The added impetus for a reliable analytical capability comes from the decision to inspect all BCUs in England and Wales from April 2001. There remains within the Service a general inability to cost the resources that have been applied to each BCU to deliver the recorded level of performance. This is particularly the case with central operational support services that contribute to local performance. Activity Based Costing represents the most effective framework currently available to cost all the resource inputs into BCUs. It is however, seen by many as not user friendly and much more effort should be directed towards securing second generation technical products that are both less burdensome and invisible to front line staff.

The Service has been very slow to develop any agreed framework for activity based costing, it must now move much more quickly to ensure that it can capture comprehensive data on how staff resources are deployed, while at the same time developing the technical methods to achieve this.

CHAPTER TWO

Police Performance



CHAPTER TWO

Police Performance

In common with other public services, the performance of the police service is increasingly a matter of public interest, leading to greater openness in communicating performance to local communities. The goal of HMIC has always been to raise the level of the performance of the police, both in partnership with government and other statutory agencies and, from this year onwards, within the Best Value framework applicable to all local and police authorities. The year has seen a consolidation of various target-setting exercises to set clear goals for the Service. HMIC continues to work to identify disparities in levels of performance and reasons for them and to assist all forces to achieve the standards of the best performers.

Ministerial Priorities and Best Value Performance Indicators

For 2000/01 the Home Secretary set two priorities for the Service:

- to reduce local problems of crime and disorder in partnership with local authorities, other local agencies and the public; and
- to increase trust and confidence in policing amongst minority ethnic communities.

Both are continuing priorities from 1999/2000, emphasising the Government's commitment to both the partnership approach set out in the Crime and Disorder Act 1998 and to the Home Secretary's Action Plan in response to *The Stephen Lawrence Inquiry* report. National crime reduction targets have been set. These are to reduce:

- vehicle crime by 30% by 2004 (with an initial milestone for 2000/01 to achieve a 7.2% reduction from the 1998/99 figure);
- domestic burglary by 25% by 2005 (with an initial milestone for 2000/01 to achieve a 5% reduction from 1999/2000); and
- robbery in our principal cities by 14%, by 2005.

As detailed in Chapter 1, this year has also been the first year that police authorities have been subject to the statutory duty of Best Value. A key aspect of Best Value is that the authority should set quantitative performance targets to be achieved over the five-year reporting period. The Home Office has issued statutory guidance requiring all forces to set reduction targets for vehicle crime and domestic burglary and, for the five largest metropolitan forces, robbery. The guidance also encourages forces to set targets in all other areas of their business. A suite of Best Value Performance Indicators (BVPIs) was drawn up by a cross-agency working group, which included

HMIC. The indicators were published jointly by the Home Office, Audit Commission and Department of the Environment, Transport and the Regions⁵ in December 1999 and have formed the basis for data collection by HMIC in 2000/01. There are 33 BVPIs measuring police performance. In this chapter only those which impact on the ministerial priorities, as shown in figure 3, are examined in detail. Further performance information is contained in Appendix IV.

Figure 3 – Supporting BVPIs for each of the Home Secretary's priorities

| Ministerial Priority for 2000/01 | Supporting BVPIs |
|--|---|
| To reduce local problems of crime and disorder in partnership with local authorities, other local agencies and the public. | <ol style="list-style-type: none"> 1. Recorded crime and crime detection figures (incorporating vehicle crime, domestic burglary and robbery targets). 2. Percentage of cases meeting joint performance management quality targets. 3. The number of public disorder incidents. 4. Outcome of arrests for notifiable offences. 5. Performance on repeat victimisation. |
| To increase trust and confidence in policing amongst minority ethnic communities. | <ol style="list-style-type: none"> 1. Investigation and detection of racist incidents/racially aggravated crimes. 2. Stop/searches under PACE of minority ethnic persons compared to white persons. 3. Percentage of minority ethnic officers in force compared to minority ethnic population of force area. |

Although this chapter focuses on those crimes which have been identified as priorities by the government, a significant contribution to the overall levels of crime also arises from the activities of organised crime groups. Crimes such as the growth of trafficking in humans for purposes of economic migration or for exploitation, illegal drugs dealing, and the steep rise in the smuggling of alcoholic drinks and tobacco, pose a heavy economic burden to the country. The crime groups involved are often well organised and dangerous, quick to seize on opportunities to make money at the expense of the state and the individual, regardless of the consequences.

⁵ now the Department for Transport, Local Government and the Regions

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HMIC is responsible for inspecting the National Criminal Intelligence Service (NCIS) and the National Crime Squad (NCS), the two bodies at the forefront of the work to identify and combat organised crime, and works closely with them and police forces, to develop the necessary intelligence and operational processes for success. Collective effort is key to this and the National Intelligence Model provides an excellent means by which this can be achieved. HMIC will continue to support the introduction of the model and will expect to see it as an integral tool of operational management at all levels within police forces.

The remainder of this chapter looks at police performance against the BVPI targets during the reporting year. The interpretation of force performance against the various targets and indicators can be complex. No figure taken in isolation can give a true picture of performance, but must be placed in the appropriate context. In considering performance during 2000/01 the following factors should be borne in mind:

- except where otherwise indicated, the data used to compile this section and the tables at Appendix IV, have been provided by the forces directly to HMIC. Figures may differ slightly from statistics published elsewhere by the Home Office Research, Development and Statistics Directorate because of differences in definitions as to what is included in certain categories, and differing calculation methods (for example whether personnel numbers are calculated on a head count basis or full time equivalent basis);
- while direct comparisons between forces highlight apparently clear differences in performance, this needs to be balanced against the different size of forces and the type of policing undertaken (for example the problems encountered in policing urban and rural areas are quite different). Local circumstances will therefore influence relative priorities and deployment. However, grouping police BCUs into 'families' with similar underlying characteristics provides a more valid basis for comparison. The initial BCU family groupings are based on 1991 Census data which is now dated. Use of 2001 Census data, when available, may therefore result in some re-groupings;
- there is a wide variation in performance targets set by forces. Forces which have set challenging targets may be performing better (even where they fail to meet these targets) than forces which have set less ambitious targets which they have delivered. Equally, when comparing percentage changes, it is important to bear in mind the large difference in the volume of offences between the smallest forces and those covering large urban areas;
- it is often more meaningful to look at trends in performance over time. However, as of April 1998, changes were made to the rules for counting

recorded crime. This led to apparent significant increases in recorded crime in financial year 1998/99, the categories which were most affected being drug offences, violence against the person and fraud and forgery, although all categories were affected to some extent. The full effects of this are still bedding in, meaning that it is difficult to assess accurately whether differences of performance in 2000/01 represent significant upward or downward trends;

- there were also changes made to the rules for recording of detections as of April 1999 (most importantly, disregarding detections obtained by post-sentence prison visits), which led to a significant decrease in detections in the financial year 1999/2000. Although these changes have made comparisons difficult, they are central to the drive to achieve more accurate and ethical crime recording practices. Further changes in recording practices during 2001/02 will contribute to delivery of this aim; and
- on April 1 2000, as a consequence of the creation of the Greater London Authority, the boundaries of the Metropolitan Police District were realigned. For historical reasons the force had policed parts of Surrey, Hertfordshire and Essex beyond Greater London. The realignment meant that the Metropolitan Police Service (MPS) handed over policing of these areas to their respective counties. As a consequence the three counties have all experienced some (sometimes significant) increases in crime levels on the previous year.

Priority 1 – to reduce local problems of crime and disorder in partnership with local authorities, other local agencies and the public

The HMIC thematic report *On the Record* addressed the gap between the levels of crime recorded by the police and those produced by the British Crime Survey (BCS). It concluded that forces' interpretation of Home Office counting rules varied widely, resulting in discrepancies in the classification of offences. HMIC recommended that there should be a common approach to crime recording practice. Since then, the ACPO has established a National Crime Recording Standard, published in July 2001, which recommends that the *prima facie* approach be adopted, whereby any report of a possible crime should be treated and recorded as though a crime has occurred, unless there is credible evidence to the contrary. Inevitably, forces which have not previously adopted this approach can expect to see some increases in recorded crime as they implement the new standard. Some forces have already changed their procedures during this financial year and have seen recorded crime increase in some categories.

A recent Home Office study⁶ predicted that the categories most affected will be those offences classified as ‘less serious’, such as common assault, harassment and vehicle interference. The study acknowledged, however, that it is extremely difficult to disentangle the impact of the new standard from other changes such as changes in policing policy or real changes in the level of crime, nor is the impact consistent across forces adopting the standard. It is anticipated that all forces will have adopted the standard by April 2002, leading to more accurate recording, a lessening of the differences between recorded crime and the results of the BCS, and more effective intelligence-led policing and deployment.

Figure 4 shows notifiable⁷ offences recorded by the police for the period 1 April 2000 to 31 March 2001. As in previous years, the bulk of recorded crime was related to property, with theft, criminal damage, fraud and burglary making up 82% (4,260,810) of all offences recorded. The next largest category was violent crime, accounting for 14%. Of these violent offences, 13% (95,154) were robberies and 5% (37,299) sexual offences. The remaining 600,873 violent crimes included 850 homicides, 30,816 offences classified as more serious (i.e. life threatening) and 569,207 classified as ‘less serious’ offences.

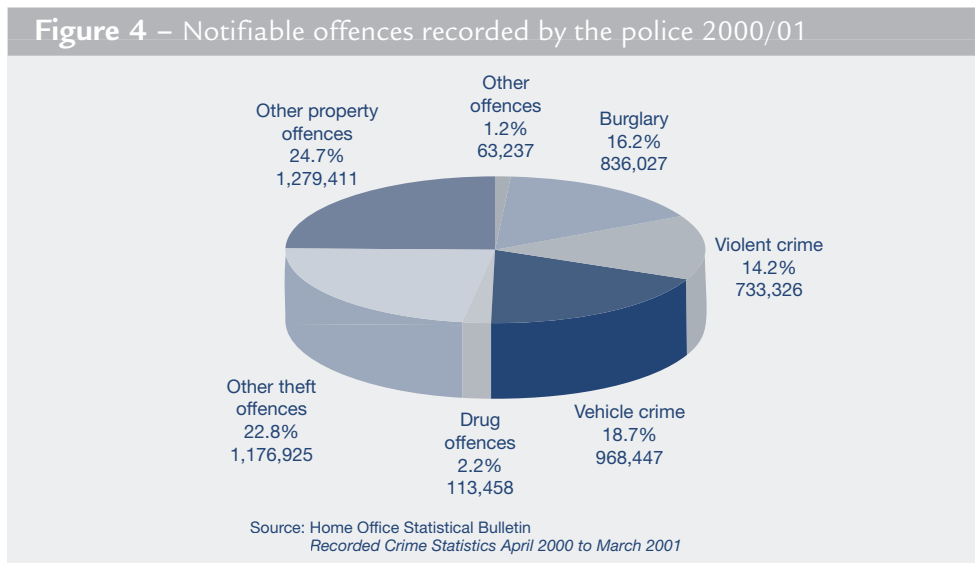


Figure 5 shows the change in recorded crime since the previous year. Overall, the number of offences recorded by the police has fallen by 2.5% and there have been encouraging decreases of 9% in domestic burglary and 7% in vehicle crime (theft of and from vehicles). However the worrying trend of rising levels of robbery and other violent offences is continuing, with robbery of mobile phones constituting a large part of this increase. The five largest metropolitan forces⁸ account for over 70% of robbery offences nationally and their police authorities have therefore been required to set five-year targets for reducing this category of crime.

⁶ Simmons, Jon: *An initial analysis of police recorded crime data to end of March 2001 to establish the effects of the introduction of the ACPO National Crime Recording Standard* (2001)

⁷ includes all indictable and triable-either-way offences, plus a few closely associated summary offences.

⁸ Metropolitan Police Service, West Midlands, Greater Manchester, West Yorkshire and Merseyside.

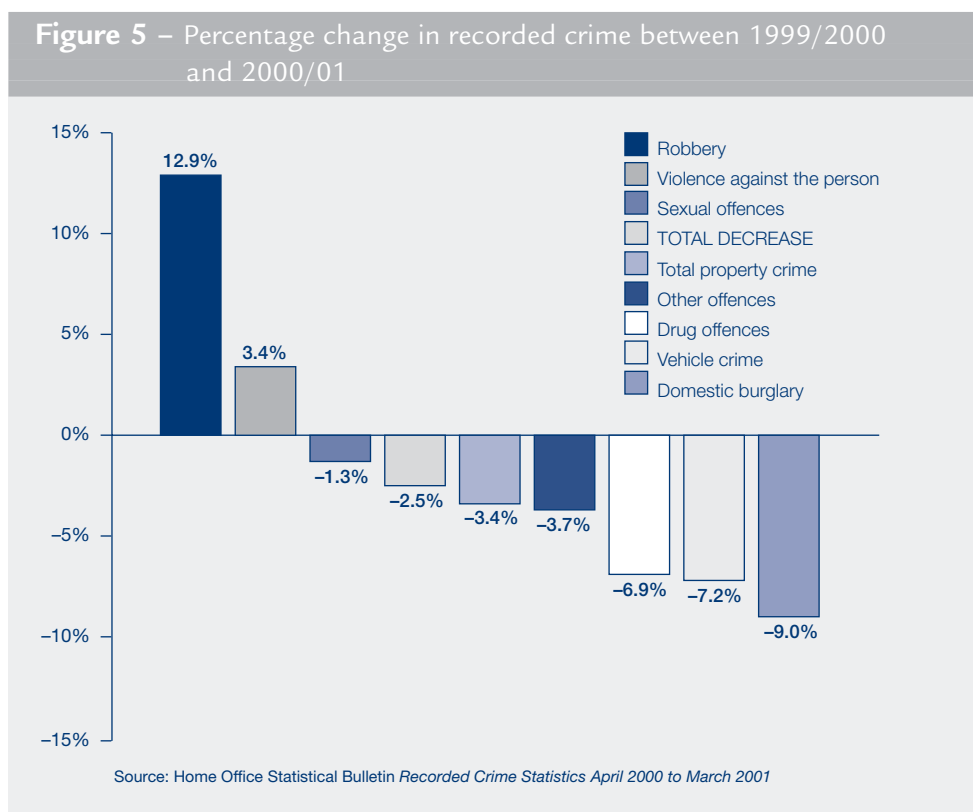


Figure 6 (overleaf) shows the individual milestones or targets set by police authorities in the key areas of domestic burglary, vehicle crime and robbery, and whether or not these were achieved. The Best Value guidance on target setting requires all authorities (who are not already achieving this) to set a five year target of improving their performance on domestic burglary and vehicle crime to the current level of performance of the top ten forces. Each target is particular to each force's need to improve its performance and no authority is expected to set a target equating to an improvement of more than 40% or less than 10%.

Reducing Domestic Burglary

The national April 2001 milestone of a 5% reduction in domestic burglary across England and Wales was achieved, indicating that, if current performance is maintained, the five year target of a 25% reduction by March 2005 will be achieved. This national headline figure is welcome news, but does not take into account the variations between forces. Figure 7 shows that 37 out of 42 forces⁹ have recorded a decrease in this type of crime, contributing to an overall reduction of 9.0%, or 39,618 offences. Five forces recorded an increase. Of these, Lancashire introduced the new Crime Recording Standard during the year and Hertfordshire took over territory

⁹ the City of London force is excluded due to its low resident population.

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Figure 6 – Achievement of individual force targets for 2000/01

| Force | Vehicle crime/ 1,000 population target | | Domestic burglary/ 1,000 households target | | Robbery/1,000 population target (metropolitan forces only) | |
|---------------------|--|---|--|---|--|---|
| Avon and Somerset | 22.4 | ✓ | 20.5 | ✓ | | |
| Bedfordshire | 24 | ✓ | 15.5 | ✓ | | |
| Cambridgeshire | 16.4 | ✓ | 17.6 | ✓ | | |
| Cheshire | 11 | X | 13 | X | | |
| Cleveland | 24.2 | X | 37.5 | ✓ | | |
| Cumbria | 10.1 | ✓ | 10.3 | ✓ | | |
| Derbyshire | 17.6 | ✓ | 15 | ✓ | | |
| Devon and Cornwall | 12.5 | X | 9.6 | X | | |
| Dorset | 15.5 | ✓ | 10.8 | ✓ | | |
| Durham | 14.3 | ✓ | 16.6 | ✓ | | |
| Essex | 13.9 | ✓ | 9.8 | ✓ | | |
| Gloucestershire | 18.9 | ✓ | 19.8 | ✓ | | |
| Greater Manchester | 31.7 | ✓ | 37 | X | 3.2 | X |
| Gwent | 15.7 | ✓ | 13.3 | ✓ | | |
| Hampshire | 13 | ✓ | 9.2 | ✓ | | |
| Hertfordshire | 14.5 | ✓ | 9.5 | X | | |
| Humberside | 23 | ✓ | 33.1 | ✓ | | |
| Kent | 16.9 | ✓ | 13.9 | ✓ | | |
| Lancashire | 14.6 | ✓ | 18.2 | ✓ | | |
| Leicestershire | 19.4 | ✓ | 18.9 | ✓ | | |
| Lincolnshire | 10.7 | ✓ | 16 | ✓ | | |
| Merseyside | 21.8 ¹⁰ | ✓ | 23 | ✓ | 1.8 | ✓ |
| Metropolitan Police | 21 | X | 25.5 | ✓ | 6.0 ¹¹ | ✓ |
| Norfolk | 12.8 | ✓ | 9.9 | X | | |
| North Wales | 11 | ✓ | 7.8 | X | | |
| North Yorkshire | 11.5 | ✓ | 14.7 | ✓ | | |
| Northamptonshire | 19.4 | ✓ | 19.2 | ✓ | | |
| Northumbria | 17.5 | ✓ | 19.6 | X | | |
| South Wales | 25.1 | ✓ | 16.3 | ✓ | | |
| South Yorkshire | 21.3 | ✓ | 29.5 | ✓ | | |
| Staffordshire | 16.2 | ✓ | 19.2 | ✓ | | |
| Suffolk | 9.4 | ✓ | 8 | ✓ | | |
| Surrey | 9.2 | ✓ | 8.8 | X | | |
| Sussex | 15.8 | ✓ | 13.5 | ✓ | | |
| Thames Valley | 22.3 | ✓ | 17.8 | ✓ | | |
| Warwickshire | 17.2 | ✓ | 15.7 | ✓ | | |
| West Mercia | 13.5 | ✓ | 11.5 | ✓ | | |
| West Midlands | 27.5 | ✓ | 32.2 | ✓ | 3.5 | X |
| West Yorkshire | 25.7 | X | 33.5 | X | 1.4 | X |
| Wiltshire | 10.5 | ✓ | 9.5 | ✓ | | |

Compulsory target setting applies to the first Best Value period, 1 April 2000 to 31 March 2005. Forces have the option of setting yearly milestones. This table shows the 2000/01 milestone for each force to have done so, converted into a per 1,000 measure and rounded to one decimal place. All targets were taken from forces' Best Value Performance Plans.

Three forces continue to work towards longer-term targets as follows:

City of London: to reduce both vehicle crime and domestic burglary by 10% by 2004/05

Dyfed-Powys: to reduce vehicle crime by 30% and domestic burglary by 42% by 2004/05

Nottinghamshire: to reduce both vehicle crime and domestic burglary by 30% by 2004/05

Progress towards meeting these targets is monitored on an annual basis.

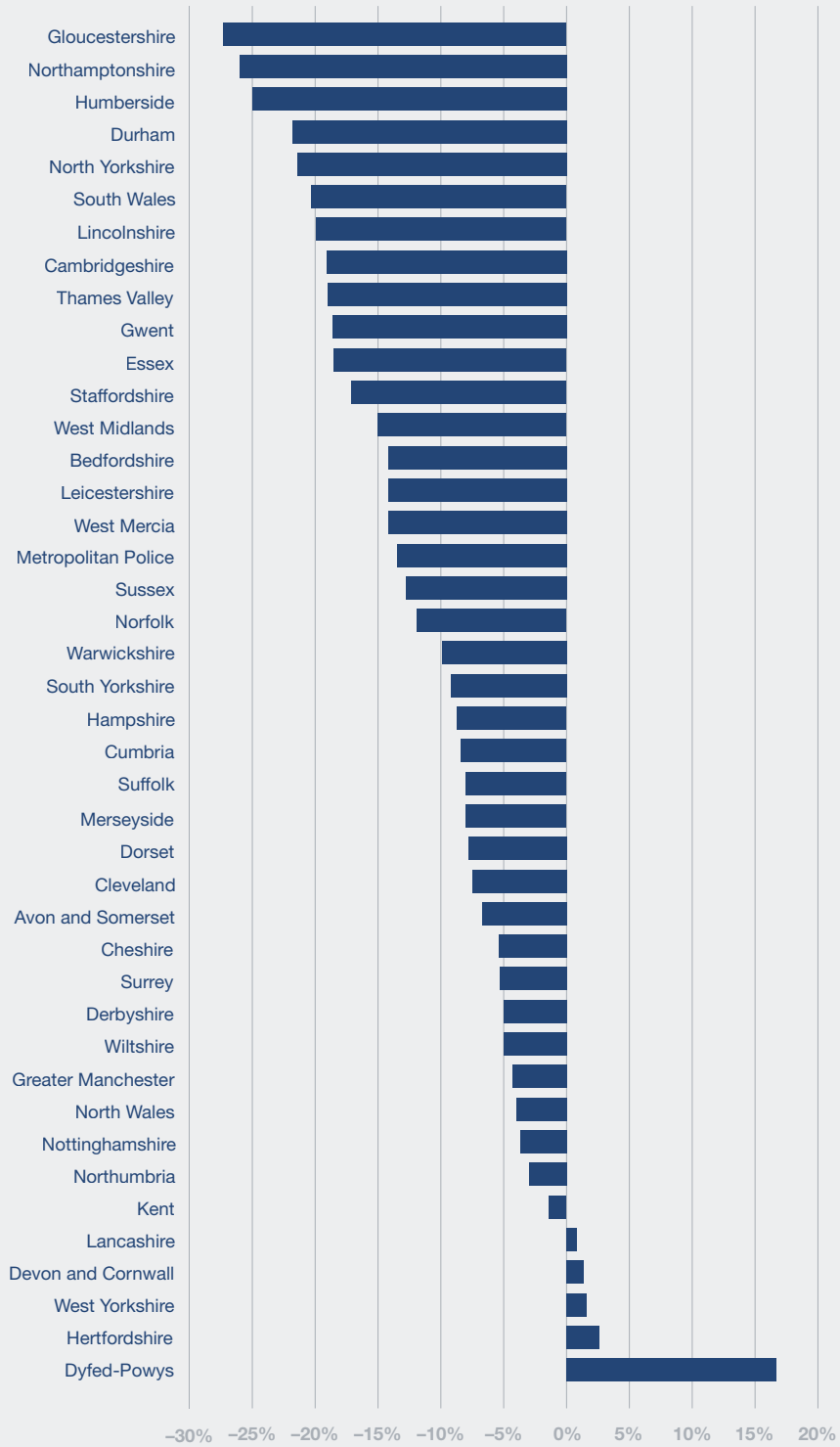
✓ denotes target achieved

X denotes target missed

¹⁰ Merseyside give separate targets for taking without consent and theft from. Total obtained by adding the two.

¹¹ The Metropolitan Police reported on 'street crime', which has a wider definition than robbery.

Figure 7 – Percentage change in domestic burglary per 1,000 households between 1999/2000 and 2000/01



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previously policed by the MPS; this makes it difficult to determine whether the increases are real or a product of the changes. Dyfed-Powys historically experiences a very low level of burglary and although the crime rate per thousand population went up by over 16% this, in reality, only represented an increase of 11 offences. Devon and Cornwall reduced their estimate of the number of households in the force area to accord with the Department for Transport, Local Government and the Regions estimate, which caused an increase in the crimes per 1,000 household rate, despite the fact that the number of offences dropped by 404 compared to the previous year. West Yorkshire achieved a significant reduction in domestic burglary in 1999/2000 (almost three times the national average) and has found it difficult to make further inroads during 2000/01.

To aid all forces in achieving their Best Value targets, the Home Office has made extra resources available through a bidding scheme for specific initiatives. Successful bids this year included property marking, Neighbourhood Watch schemes, improving security of vulnerable homes, and media campaigns. HMIC welcomes the introduction of these targeted initiatives and the effect that they have had on this type of crime, although the nature of challenge funding raises important questions for the future when the extra resources will not necessarily be available. Forces must work to ensure that any initiatives, partnerships and improved standards of performance are sustained and that the problem solving approach, so well-suited to multi-agency initiatives (as explored in *Calling Time on Crime*) continues to be utilised.

Reducing Vehicle Crime

Of the 42 forces⁹, 37 also recorded decreases in vehicle crime (Figure 8). Overall the number of offences fell from 1,043,918 to 968,447 a decrease of over 7% from 1999/2000. Of the five forces recording an increase, Kent introduced the new Crime Recording Standard while the other four forces were unable to match their success in reducing domestic burglary with similar success in reducing vehicle crime. Although not everything can be a priority, these forces need to ensure that they are balancing priorities in the most effective way to address all national targets.

Work on reducing vehicle crime has been co-ordinated by the Home Office led Vehicle Crime Reduction Action Team (VCRAT), and has included initiatives such as the ACPO secured car parks scheme and public awareness schemes, with the aim of delivering a 30% reduction in vehicle crime by March 2004. Since 1998/99 there has been a fall of 10% in vehicle crime – well above the two year milestone of 7.2% – reflecting the hard work put in by forces and partners although, as with burglary, there are significant variations between forces. To achieve the national target, some individual force targets are extremely challenging (the MPS has set a target of a 31% reduction over five years), and will demand sustained effort if they are to be delivered.

Twelve forces, which together accounted for 34% of recorded vehicle crime, did not achieve the two year 7.2% milestone.

If there is to be a realistic prospect of meeting the five year target forces, particularly those with the higher volume of vehicle crime, will need to exploit the full range of scientific and technical opportunities and good practice detailed in the thematic *Under the Microscope* (2000). HMIC will continue to play its part in stimulating further and improved performance.

Reducing Robbery

Specific robbery targets were agreed with each of the five largest metropolitan forces which, if delivered, will achieve a national reduction of 14% in robbery by March 2005. Other forces are also expected to set local targets for robbery. Robbery, and violent crime generally, have increased steadily over recent years, and the Home Office has allocated extra funding to authorities of the five largest metropolitan police forces for robbery and street crime initiatives. These include public information campaigns, mobile phone marking, extra CCTV cameras and offender/victim profiling.

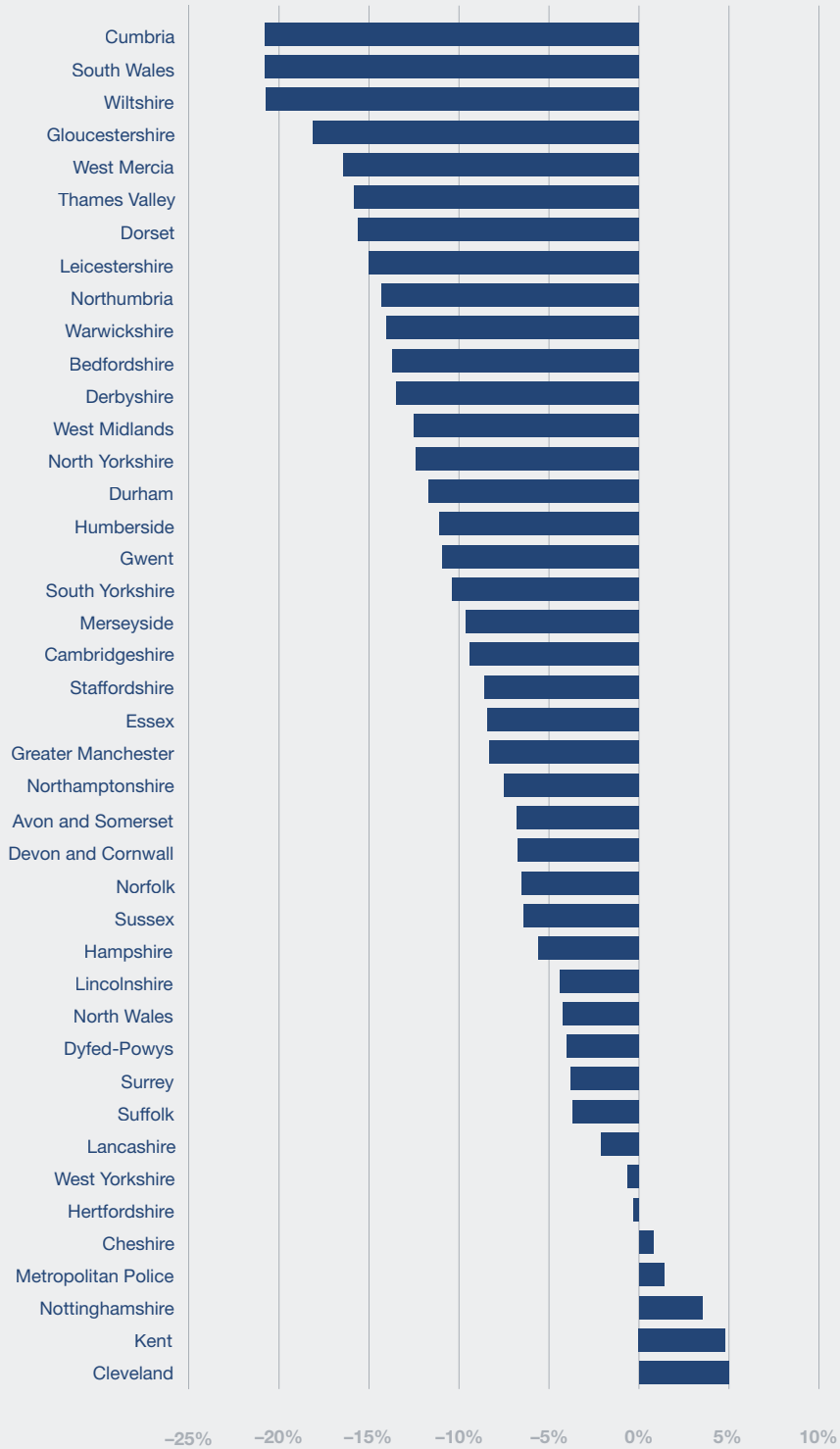
The targets are challenging, particularly against a background of a rising number of this type of offence and performance in the first year has not been encouraging. Four of the forces reported an increase in robberies and only Merseyside reported a decrease (10%). Overall, for the five forces, the number of robberies increased from 60,794 to 68,447, an increase of 12.6%. Nationally the increase was 84,227 to 95,154, or 13%.

The nature of robbery makes it a particularly difficult type of offence to tackle. Forces must therefore be inventive in their approaches, making full use of available technology (such as CCTV), co-operation with other partners and organisations, and intelligence-led policing to target, detect and prevent offenders. The ability of the police service to tackle this offence effectively will be a key public measure of their effectiveness. HMIC will monitor closely the approach of forces and BCUs, promulgating good practice from those demonstrating success to others with similar problems.

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Figure 8 – Percentage change in vehicle crime per 1,000 population between 1999/2000 and 2000/01



Detecting Crime

Detection of crime is a vital element in reducing crime and forces have therefore been encouraged to set local detection targets. It is, however, difficult to judge recent trends as new standards for recording detections were introduced from 1 April 1999, which have had a large influence on the detection rate for all crimes (falling from 29.3% in 1998/99 to 25.2% in 1999/2000). The overall detection rate for all crimes in England and Wales in 2000/01 was 24.4%, a decrease of 0.8 percentage points from the previous year, a fall which can in part be attributed to forces adopting the new standards and applying them more rigorously. The fall in detection rate was balanced by an increase in the percentage of those detections which resulted in a charge or summons – up one percentage point to 58% (the level was 51% in 1998/99).

This reflects the emphasis on primary rather than secondary detections obtained through methods such as post-sentence prison visits to gain further admissions to crimes not already recorded by police. The remaining 42% of detections were made up of cautions (17%), crimes taken into consideration by the court (8%) and cases where there was no further action (16%).¹²

There were large variations in detection rates across police forces. Dyfed-Powys had the highest rate (62.7%), whilst the MPS had the lowest (15.0%). While this may be in some way attributable to working methods, any explanation needs to take account of the huge difference in these two policing environments. Perhaps of more value than comparisons between police forces are comparisons between BCUs which cover similar areas in different forces, drawn from HMIC BCU inspection reports. Through these focused and detailed inspections, key strands of activity which impact upon performance, such as leadership, tackling crime and disorder problems and partnership working, are investigated and good practice, as well as areas for improvement, identified. Identifying differences between BCUs within family groups can be a catalyst for real improvement.

There was also wide variation across crime type. The highest rate of detections was for drug offences (95.4% nationally). However, this is unsurprising given that crimes in this category rarely come to the attention of the police unless an offender has been apprehended. Other than drug offences, and miscellaneous low-volume offences, the highest detection rate was for violent crimes (55.4%), reflecting the fact that, with this type of crime, the offender is often known to or can be identified by the victim. In contrast detection rates were much lower for domestic burglary (14.2%) and vehicle crime (8.4%), which are usually committed away from the eyes of witnesses.

¹² this does not add up to 100% because Durham were unable to provide a breakdown of detections.

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Among proven ways to increase detections in volume crime are improved collection and analysis of intelligence, and better use of forensic science and the training of all staff in effective crime scene management. The thematic report *Under the Microscope* gave advice on managing scene examinations and identifications and also on how to manage the intelligence which flows from such activity. Follow up work this coming winter, to examine some of the key statistics revealed in *Under the Microscope* will gauge progress made and encourage further investment in this vital field. The thematic *On the Record* has also identified how the investigative and crime reduction capabilities of PNC and the Phoenix intelligence system are not always fully realised, resulting in missed opportunities for improved performance.

File Quality

Across England and Wales in 2000/01, 64% of adult full files, and 63% of youth full files, were rated by the Crown Prosecution Service (CPS) as satisfactory or sufficient to proceed, and were received within the time limit. Across forces performance varied markedly and some examples of the ranges are given in the table below.

| Files judged satisfactory or sufficient to proceed by CPS and within time limits | |
|--|--|
| Full adult files | Range = 94% (Sussex) – 31% (Durham) with 6 forces over 80% and 7 under 50% |
| Full youth files | Range = 94% (Avon and Somerset) – 32% (Gwent) with 10 forces over 80% and 6 under 50% |

Much of this performance is clearly below standard. HMIC recognises however, that there are considerable difficulties within the current Criminal Justice System (CJS) including changes to systems and IT. To improve the monitoring system, HMIC is currently involved in work to develop joint performance management for all CJS agencies, which will replace the current exclusive focus on the police.

Reducing Public Disorder

Disorder incidents per 1,000 population ranged from around 10 to over 100 and the percentage of persons arrested and subsequently charged, reported for summons or cautioned varied between less than 50% and more than 90%. Such wide variations provide cause for concern that forces are not applying uniform standards in recording these indicators. The issue has been addressed by amending the definitions for 2001/02 and this should reduce the variation in future years.

As well as having a detrimental effect on quality of life, disorder is one of the main contributing factors to the public's perception of crime levels and their fear of crime. The HMIC thematic *Keeping the Peace* (1999) looked at how the police dealt with disorder

incidents and stressed the importance of using proven intelligence-led crime reduction techniques such as targeting 'hotspots' and active or known perpetrators and engaging in preventative measures. Although not an easy option, a problem solving approach by police was strongly endorsed as getting to the root of local problems and leading to long term benefits. This approach requires clear and determined leadership and close engagement with the local community and other partners. Effective approaches to this complex but rewarding approach were set out in *Calling Time On Crime* which also addressed the use of new powers such as Anti-Social Behaviour Orders.

Repeat Victimisation

HMIC also collected data on the percentages of victims of domestic violence and domestic burglary that had been victims of the same offence in the previous twelve months. These varied from less than 10% to almost 50% for domestic violence and from less than 10% to almost 30% for domestic burglary, indicating that some forces are not effectively targeting crime 'hotspots'. HMIC does not believe, however, that the picture of repeat victimisation is complete. It will not be complete until indicators are introduced to monitor repeat victimisation involving more than one type of crime, to enable persistent harassment of individuals to be targeted. The thematic *Calling Time on Crime* outlined the need for a clear statement in all forces' Crime and Disorder Reduction Strategies emphasising the importance of targeting repeat victims of crime and disorder. The identification of repeat victimisation is key to crime prevention and reducing the fear of crime and should be a central part of any effective intelligence process.

The preceding commentary highlights the wide range of crime challenges facing the Service and the difficulties in tackling all of these simultaneously with success. Good progress has been made against the national vehicle crime and domestic burglary targets and individual forces and BCUs have achieved some impressive results in key areas. The pressing need now is to narrow the gap between the best and worst performing forces across the whole range of issues. Work on improving consistency of recording will ensure that there are no false discrepancies in future crime figures, allowing for still closer scrutiny and comparison.

It is clear that there are common threads to the prevention and detection of crime and disorder. Most, including the active use of innovative partnership to exploit good practice, are documented in successive HMIC thematics. As HMIC's experience of inspection at BCU level expands in the coming year it is anticipated that good practice, almost bespoke to particular types of BCU, will become available. Its spread will lead to improved BCU performance which in turn will lead to improved aggregated performance by forces and the levelling out of current disparities. The tendency to imitate the best will raise the common denominator of performance. This anticipated trend is central to the delivery of all the challenging crime reduction targets.

Priority 2 – to increase trust and confidence in policing amongst minority ethnic communities.

HMIC has long recognised the crucial importance of this issue as evidenced by the work on the first two of its trilogy of thematics in the *Winning the Race* series.

Consistently the series emphasised the necessity of community and race relations being at the very heart of police strategic thinking and operational action. The two non-police AICs (race and diversity) have supported HMIs and their staff in assessing how forces are taking forward this priority. They have proved particularly adept in validating experiences and interpreting the evidence gathered during inspection.

Chief constables, police authorities, staff associations and Home Office colleagues, have, at the invitation of HM Chief Inspector of Constabulary, sought guidance from the two AICs in developing their own policies. The AICs' credibility has enabled them to build up a network of community organisations that will prove valuable touchstones for policing, and they are well placed to develop mechanisms for co-operation with young people, whose voice on policing often goes unheard.

If any reminder was needed that good community and race relations are cornerstones of policing, it was provided by the public order disturbances in Oldham, Leeds, Burnley and Bradford earlier this year. While there is research and anecdotal evidence that the causal factors are widespread – education, housing, allocation of regeneration funds, activities of right-wing extremists and police/minority ethnic community relationships – it serves as a reminder to forces that partnership and consultation mechanisms ought to be in place and well oiled, and that establishing dialogue with the younger (and harder to reach) members of local communities is paramount. Despite some criticism of police handling of these disturbances, there was also much local praise, not sufficiently recognised in media reporting. These disturbances only served to underline a message in the *Winning the Race* thematic reports: good community and race relations are not transient priorities but constants. HMIC is confident that the Service has received the message, even if more work remains to be done.

As HMIC work in this area progressed, the later *Winning the Race* thematics made it clear that two key elements in increasing trust and confidence – operational and staffing issues – are inextricably linked. The delivery of operational services and staff issues around recruitment, retention and progression are often compartmentalised by forces from the concept of maintaining the trust and confidence of the community, but sustained progress in achieving the latter is unlikely to be realised unless the interdependence of all three elements is recognised.

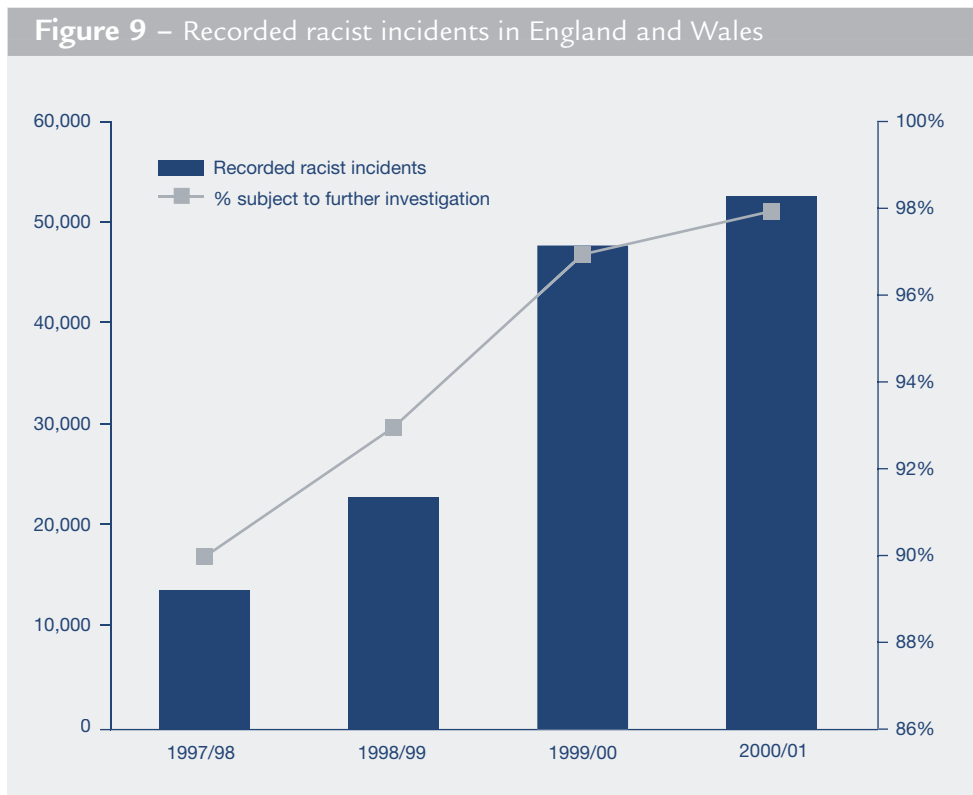
Service Delivery

There are two principal aspects of service delivery:

- response to requests for assistance from the public including the investigation of crimes against them; and
- the use of discretionary powers, including the use of powers of stop and search.

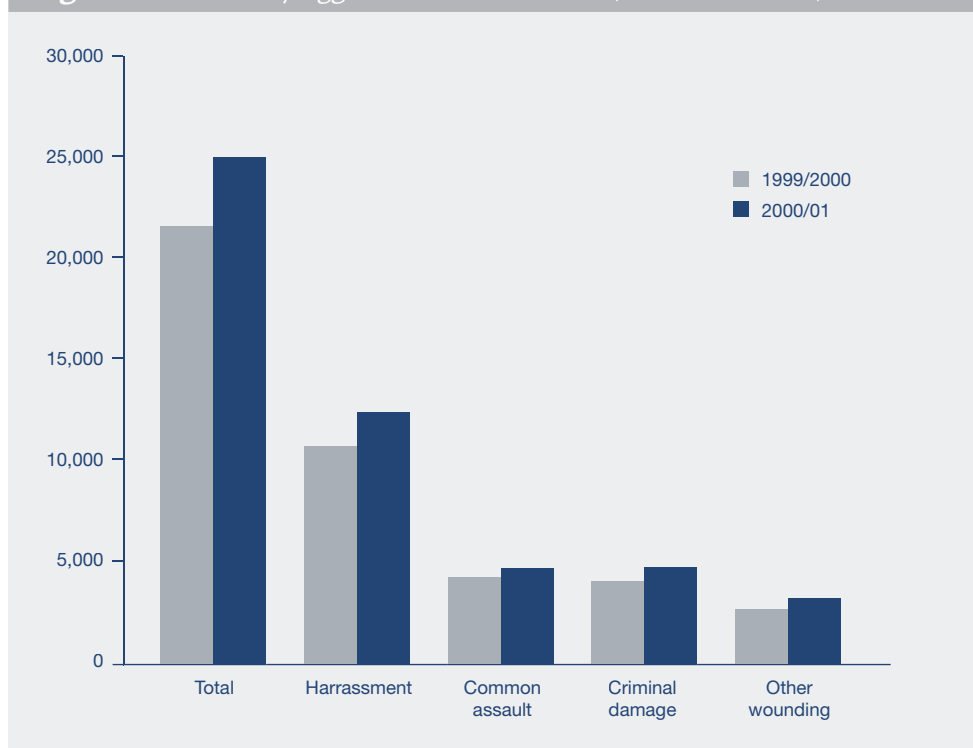
Racist Incidents

Minority ethnic communities are disproportionately affected by most categories of crime and are particularly vulnerable to activity directed against them on racial grounds. The specific and special investigative response to racist crime and racist incidents, where the emotional impact often outweighs the physical harm or financial loss, is a key plank in building trust and confidence. Figure 9 shows the recorded racist incidents (although not all of these are recorded as crimes) over a four-year period. HMIC is not alarmed by the exponential growth in recorded incidents. It is evidence of the more enlightened approach by forces, spurred by the thematics and the recommended broader definition of such incidents in *The Stephen Lawrence Inquiry* report, to put in place processes and training to record the volume of incidents more accurately. The revised definition of a racist incident and its rationale is now almost universally understood at all levels across the Service. There is reassurance within Figure 9 that the percentage of incidents subjected to further investigation has increased significantly despite the substantial growth in the number recorded.



Racially Aggravated Offences

This is the second full year since the welcome introduction by statute of racial motivation as an aggravating factor in certain crimes, with corresponding enhanced penalties. Figure 10 shows the growth in such offences year on year. Some of this growth may be attributable to the new legislation bedding in and to practitioners becoming more familiar with its use. The increases in assault categories should also be seen in the wider context of the increase in violent crime, and the increasing willingness of victims of racist incidents to report them and of police to record them. The increased detection rate across all categories, shown in Figure 11, needs to be consolidated and improved in future years, although the fact that the overall rate is higher than the rate for non-racially aggravated offences in the same category (which was 30% in 2000/01), is encouraging.

Figure 10 – Racially aggravated offences 1999/2000 and 2000/01**Figure 11 – Detection of racially aggravated crime**

| | 1999/2000 | | 2000/01 | | Change | |
|-----------------|------------------|-------------|------------------|-------------|------------------|-------------|
| | Number of crimes | % detected | Number of crimes | % detected | Number of crimes | % detected |
| Harassment | 10,758 | 38.8 | 12,455 | 42.4 | +1,697 | +3.6 |
| Other wounding | 2,687 | 43.2 | 3,176 | 45.3 | +489 | +2.1 |
| Common assault | 4,257 | 32.8 | 4,711 | 35.4 | +454 | +2.6 |
| Criminal damage | 4,030 | 18.8 | 4,761 | 20.8 | +731 | +2.0 |
| TOTAL | 21,732 | 34.4 | 25,103 | 37.4 | +3,371 | +3.0 |

Source: Home Office Statistical Bulletin *Recorded Crime Statistics April 2000 to March 2001*

Stop and Search

Trust and confidence are not solely dependent on a professional and sensitive response to the victims of racist crimes or incidents and to proactive preventative action. Equitable service delivery is also dependent on police officers using their discretionary powers fairly and accountably. Within a wide range of such discretions, the use of stop and search powers has been at the centre of public debate. The figures indicate significant disproportion:

Figure 12 – Percentage of all persons stopped and searched that were of minority ethnic origin

| 1997/98 | 1998/99 | 1999/2000 | 2000/01 |
|---------|---------|-----------|---------|
| 19 | 15 | 14 | 17 |

Visible minority ethnic citizens represent approximately 6% of the population, so the disproportion is ostensibly disquieting. However, it is difficult to isolate the variable factors that may explain some of the disparity.

There are those who argue that the figures provide evidence of ongoing stereotyping by police officers in their use of the powers because searches are not in due proportion to the ethnic make-up of the population. HMIC does not subscribe to this view and urged (in *Winning the Race: Policing Plural Communities Revisited* and *Policing London: Winning Consent*) for independent research to establish the ‘available population’. This would provide a more sound and dynamic basis for assessing fairness in the use of stop and search powers, rather than demographic data which is inevitably outdated and in any event does not reflect the population on the streets. It was interesting that the subsequent research conducted by the Policing and Reducing Crime Unit of the Home Office into ‘available population’¹³ ironed out much, but not all, of the apparent disproportionality.

What is important is that police officers treat whoever they stop and search with fairness and with respect for their dignity. It is also an important and ongoing responsibility of all in the Service with managerial or supervisory responsibilities to be aware of the stop and search profiles of their teams and of individual officers. Leadership responsibility cannot be properly discharged without seeking an explanation of apparent disproportion and taking any necessary remedial action.

There has been a significant reduction in the total number of people stopped and searched irrespective of their ethnic background. Over one million people were searched in 1997/98 compared to 689,398 in 2000/01. Officers at street level are taking extra care to assure themselves that any suspicion triggering stop and search is reasonable and therefore lawful. It is also possible that officers feel apprehensive about the use of the powers, however legitimate, in what they construe as the hostile climate of the ongoing debate. It is significant that *The Stephen Lawrence Inquiry* report, and the then Home Secretary in his response to that report, both acknowledged the contribution of the proper use of the powers to the prevention and detection of crime. Training and supervision should rebuild confidence in the proper use of the powers so that their acknowledged value to tactical policing is not dissipated.

¹³ MVA/Miller, John: Police Research Series paper 131 *Profiling Populations Available for Stops and Searches* (2000)

The Stephen Lawrence Inquiry report recommended that all police stops should be the subject of a written record. This has been comprehensively debated, including at a one-day conference sponsored by the APA. A majority view was that the recording of all stops would be an administrative millstone around the neck of the police service and the delay caused would probably be resented by those persons stopped. The Home Secretary has recently agreed that written records should be completed in those instances where a person is stopped "and asked to account for their actions or conduct".

Recruitment, Retention and Progression

Visible ethnic minorities will not be attracted to remain in or join a Service perceived as insensitive in its service delivery to the policing needs of minorities. At the same time, unless the Service provides a welcoming and sustaining environment for actual and prospective minority ethnic staff, members of visible minority ethnic communities might justifiably feel that their communities have no stake in policing.

Two years ago chief constables and police authorities committed their forces to the Home Secretary's challenging targets for a more representative police service. The aim is that by the end of the decade forces will represent the ethnic composition of the population they police. Within the same time frame minority ethnic officers and support staff will achieve their due representation in the ranks, grades and specialisms of the Service. The first milestone falls in 2002 and it is anticipated that 28 of the 43 forces will either meet or be very close to meeting their targets. In fact 12 forces have already done so for police officers, 15 for support staff and 20 for the Special Constabulary. Fifteen are unlikely to meet the police officer target at the current and anticipated rate of progress.

HMIC is pleased that the Home Office led group helping forces and monitoring progress, is taking advantage of the active help and expertise of our non-police Assistant Inspectors (race and diversity). The good practice highlighted in *Winning the Race: Embracing Diversity* is being followed up by the group and will be disseminated to forces. The metropolitan forces face the higher targets and the greatest difficulties for a number of reasons. The intention of the four largest, MPS, West Yorkshire, West Midlands and Greater Manchester to work together on common problems is a positive indication of their collective intention to move forward.

CHAPTER TWO

Police Performance

Research shows that last year's centrally funded national recruitment campaign has increased the appeal of the police service to minority ethnic young people, particularly those from an African-Caribbean background. Consistent effort and imagination is needed to capitalise on this increased interest to translate it into recruits. Forces should make full use of the willing resources within the National Black Police Association and their own Black Police Associations at force level. These are the personnel who have experienced the barriers and have much to contribute to secure their removal. However, much remains to be done in this area. Ensuring that those recruited are properly valued is a whole Service issue, requiring appropriate training for all personnel. HMIC will, therefore, be conducting a thematic inspection of the available training in support of diversity issues in 2002.

While addressing with the necessary energy the specific internal problems of building a truly representative police service, the need for a holistic approach must not be forgotten. Appropriate and sensitive service delivery to minority ethnic communities is as vital a component of progress as providing the right internal environment.

CHAPTER THREE

Thematic inspections and joint working



Thematic Inspections

The focus of the inspections described in Chapter 1 is on an individual force or BCU in England and Wales. It can be difficult for other forces and BCUs facing similar problems to benefit from the learning experience or good practice of others. So that the Service as a whole can make progress on particularly problematic aspects of policing, HMIC has invested substantial effort and resources in its series of thematic inspections over several years. Last year's annual report provided an impact study of the thirteen thematics undertaken since 1997. The appropriateness of the choice of issues and the contribution to improvement on those issues across the Service were the striking features of that analysis. The importance that HMIC attaches to its thematic work is reinforced by the many suggestions from the Service and from other agencies for particular topics to be subject to a thematic scrutiny. The collective view is that thematics do make a difference in key areas.

Reducing Crime

Three thematics completed during 2000/01 aimed to help the Service to achieve long-term reductions in crime, in line with Government targets. Although much of the work and publication was within the reporting year, the reporting cycle allowed a detailed synopsis of each in last year's annual report. Briefly therefore:

- *Calling Time on Crime* provided a comprehensive review of crime reduction activity;
- *Under the Microscope* examined how the Service used scientific and technical support to reduce volume crime; and
- *On the Record* inspected crime recording practice in forces and the use of the Police National Computer (PNC) and the Phoenix intelligence system.

Together these reports contained 79 recommendations to take the Service forward in improving performance in these crucial areas.

Community and Race Relations

HMIC believes that community and race relations should be at the core of police strategic thinking and tactical action. It is essential to improving performance and to increasing the confidence of the public in both their police service and their own sense of safety. The treasured doctrine of consensual policing is also dependent on sound community and race relations. The importance of the issue led to unparalleled Inspectorate activity, producing three thematic inspections on the issue over a four-year period. The third inspection, *Winning the Race: Embracing Diversity*, was ground breaking in that all 43 forces were inspected as opposed to conclusions being drawn

from selective inspections of representative forces. HMIC believed it imperative to benchmark the progress of all forces against the recommendations of the earlier inspections. The fact that there was a remarkable synergy between the findings and recommendations of the two earlier thematics and many of the recommendations and observations of *The Stephen Lawrence Inquiry* report provided confirmation of the original judgements made by HMIC. It was regrettable that the Service had not grasped the opportunities presented by the recommendations of the first inspection, *Winning the Race: Policing Plural Communities*.

The inspection of every force in *Winning the Race: Embracing Diversity* allowed each force to be placed in one of three clusters in each of ten key areas. The clustering technique enabled each force to identify its developmental needs in particular areas and to pinpoint those other forces exhibiting good practice from which they might learn. Overall the inspection provided substantial grounds for optimism that the Service is at last on the road to recovery. Real leadership from chief officers and others is now evident, and the range of innovation in relation to consultation, recruitment and service delivery has proved varied and impressive.

There will always be room for further improvement. The Service needs to ensure that the gains it has now secured from the thematics and its response to the organisational shock of *The Stephen Lawrence Inquiry* report are consolidated, and not dissipated by other priorities. The need for vigilance amongst the police leadership to keep community and race relations in its rightful place, at the core of policing, will be mirrored by the ongoing vigilance of HMIC, which will continue to encourage, advise and criticise.

Community and race relations issues have been incorporated into the HMIC risk assessment model for inspections and the two non-police Assistant Inspectors of Constabulary, recruited for their expertise on minority ethnic matters, have a specific remit to help and advise HMIs on this important element of their inspections.

Plans are well advanced for a wide-ranging inspection of training in support of diversity in 2002. This is part of a follow-up to the eight recommendations in *Winning the Race: Embracing Diversity*, but the inspection will also include issues of gender, sexuality, belief and disability.

The London Perspective

The Home Secretary's action plan to take forward the recommendations of *The Stephen Lawrence Inquiry* report, required HMIC to 'inspect and report on the way murders are currently being investigated by the Metropolitan Police Service and on how undetected murders are and have been reviewed'. HMIC took the brief a stage further by undertaking a twin inspection into the development of strategy and policy

CHAPTER THREE

Thematic inspections and joint working

associated with community and race relations, and the implementation of that policy. The joint report of HMIs David Blakey and Dan Crompton, on the murder and diversity issues respectively, *Policing London: Winning Consent* was published in January 2000. In that report both HMIs gave undertakings to revisit the MPS after a year to assess progress against their recommendations. Community and race relations strategy and policy were revisited as part of the comprehensive re-inspection of all forces, as reported in *Winning the Race: Embracing Diversity*. That inspection found considerable improvement in the MPS approach, including a number of examples of innovation and good practice.

The result of the follow-up inspection on the murder issues was published as part of the report of the 2000/01 inspection of the MPS. HMI David Blakey was pleased to find that eight of his 12 recommendations had been met and that there was good evidence of progress on a further two. A further recommendation had been overtaken by subsequent events and the last required co-operation between forces which has been slow to develop. Overall, the positive response of the MPS to the original report, *Policing London: Winning Consent*, was evidence of a refreshing willingness to change and improve.

HMI was particularly pleased to note that MPS had gone beyond the recommendations to incorporate many of the observations of the critical report into their thinking and procedures. Much had been achieved in respect of both murder investigation and review and diversity strategy and policy implementation. Indeed the MPS now leads on issues such as the review of unsolved murders and on the training of Senior Investigating Officers and chief officers in murders with a significant impact on a particular community. Overall the improvement in the MPS clear up rate for murder is impressive, since it was accomplished during a period of dynamic change, including the appointment of a new commissioner and a new police authority.

Public Reassurance

A visible police presence and an accessible police service are primary sources of reassurance to the public. Survey upon survey and countless opinion polls provide a clear message that a visible police presence is a significant factor in whether people feel safe. A thematic inspection, *Open All Hours*, has been examining visibility and accessibility issues and the resulting report will be published towards the end of 2001.

The report will provide a menu of options for increasing police visibility without a detrimental impact on other parts of the policing role. Traditional and normal means of improving the accessibility of the Service will be examined and good practice identified. Emerging findings indicate a need for visibility and accessibility to be reflected in an agreed performance framework once national standards have been established. Public and police alike need to know what expectations are reasonable.

Police Probationer Constable Training

During 2001 the training inspectorate has been conducting a major thematic inspection of probationer constable training, called *Training Matters*. This has involved a comprehensive data analysis of the various stages of the two-year probationary period, a programme of inspection of 14 forces, all NPT centres and satellites, and the Peel Centre, Hendon, as well as a number of regional workshops. The inspection has had the benefit of a reference group with membership from the tripartite structure, staff associations (including the National Black Police Association, (NBPA), the Lesbian and Gay Police Association (LAGPA), the British Association of Women Police (BAWP) and the National Conference of Police Chaplains (NCPC)), as well as the CPS, the Open University and the Adult Learning Inspectorate (ALI). Two inspectors from ALI have also been involved in some of the fieldwork, and have provided valuable input both on the quality of the training, and the methodology used by HMIC. Some effort has also been directed at canvassing the views of the communities who are policed, and where probationers will get their first taste of real policing.

The inspection has to be seen in the context of the induction and initial training of people in a single entry system. There is a need to provide balance between knowledge and skills (which come easily to the training environment), and attitudes and behaviours (which have to be developed and nurtured over time). In addition, the inspection is taking place against the background of increased numbers of new recruits entering training (owing to the effects of the Crime Fighting Fund) and the constant demand for police to be more efficient, pro-active and visible.

Initial findings show that probationer training is enjoying the commitment, enthusiasm and expertise of many dedicated trainers and tutors. There are also some notable pockets of good practice. Set against this is a concern about a lack of consistency both through the stages of the two-year programme, and across the delivery models in forces and even NPT. There is real fragility in the tutor system, combined with weaknesses in supervision. These failings can be attributed to a lack of clarity in the requirements, confusion over priorities, inadequacies in the quantity and quality of resources and a lack of overall structure of monitoring and evaluation.

The final report, due to be published at the turn of the year, will aim to chart a way forward, which will ensure a firm foundation for the future on an enduring basis.

Follow-up to Thematic Work

Last year's annual report outlined the changed procedure to monitor progress in forces in response to the recommendations in thematic inspection reports. Their importance and volume meant that it was too great a burden in the course of a force

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Thematic inspections and joint working

inspection to handle the necessary follow-up. A revised procedure was devised in 1998 whereby regional HMIs would pursue progress in forces on the implementation of thematic recommendations and the adoption of good practice through correspondence with chief constables in their region. The product would then be assessed during force inspections. This approach has proved a useful interim measure but has suffered some residual difficulties. The risk assessment model for inspection has provided an opportunity to build forces' progress in following up thematic recommendations into that process. In addition, key thematic recommendations are being incorporated into HMIC inspection protocols so that they can be specifically addressed during inspections.

Cross-cutting Inspections

For many years the police service has been firmly committed to working in partnership with other agencies and is pleased that key aspects of partnership now have statutory backing. Logically, cross-agency activity demands cross cutting inspection. HMIC has led, or been involved in, such inspections for some time.

At the request of the Youth Justice Board, HMIC joined with the Inspectorates of the Crown Prosecution Service and Magistrates' Courts Service to assess progress in reducing delays in the youth justice system. Emphasis was placed on assessing progress, and identifying the barriers to such progress, towards achieving the Government target of reducing the national average time from the arrest to sentence of a persistent young offender by half, from 142 days in 1996 to 71 days by March 2002.

This joint inspection found that the evident commitment of key staff to reducing delays had not necessarily permeated through their agencies. While reductions in the average number of days were encouraging, the report noted that there were still examples of inordinate delay that must not be allowed to be hidden within the averages. In addition to spotlighting examples of good practice, the report made 39 recommendations. Eight are specifically to be addressed by the police service, while some of the remainder require joint action. The Inspectors reported that the focus on reducing delay had produced measurably beneficial results and that, with continued commitment and effort across the various agencies in responding to the recommendations of the inspection, the 71 day target would be achieved. In fact an impressive response to the report by all agencies has resulted in the average time being reduced to 73 days, reassuringly close to the target.

HMIC contributed to further inspection activity involving agencies within the Criminal Justice System. Section 1 of the Magistrates' Courts (Procedure) Act 1998 enabled the

courts to reduce delays in processing motoring and other summary offenders. In addition the new procedure would reduce the number of police officers required to attend court. The legislation did not impose the changed procedure on courts and their partners, but provided the option.

A joint inspection, led by the Magistrates' Courts Service Inspectorate, sought to identify the extent to which the procedure had been adopted and the reasons for failing to do so. Within those forces that failed to recognise the value of the new procedure there was some confusion as to the intended benefits. There was an unwillingness to balance the burden of some additional administrative cost with the saving in court appearances by front line officers. Insufficient weight was being given to the latter when the visibility of officers on patrol is so important. The Inspection report targeted six recommendations at the police service while some of the other 14 required the improvement of inter-dependent working between the agencies.

Two further joint inspections are ongoing. The Crown Prosecution Service Inspectorate is leading an inspection of the handling of rape cases, in particular seeking to identify why only some 9% of reported rapes result in convictions. HMIC is also engaged in a joint inspection, with the Fire Service Inspectorate, of arson and how it might be prevented. Both studies are expected to yield rewarding results.

The Year Ahead

The list of intended work is as varied as it is important.

Child Protection (1999), enabled the Service to sharpen the focus of its efforts and provided guidance for improved inter-agency working, vital in this important area of work. There are still examples of systems failures in joint working that can, and do, have catastrophic results. Such failings are the source of understandable public disquiet and, more importantly, fail children who are amongst the most vulnerable victims. A multi-agency team led by the Social Services Inspectorate, in carrying out a statutory review on this issue, will construct a framework to enable the different agencies to work more effectively together.

A mapping exercise will be undertaken into the current collaborative practice between forces. Has the advice of the value for money thematic *What Price Policing?* been heeded? Where are forces now on collaborative procurement? What arrangements are in hand to share facilities such as control rooms? Depending on the product of the initial mapping exercise the work may expand into a full thematic.

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HMIC will support the Association of Police Authorities in endeavouring to build a profile of an effective police authority. The work will establish how best a police authority can discharge its Best Value scrutiny role. The training necessary for members, and whether that training is provided, are other important areas for investigation. The product should provide examples of good practice to be shared amongst authorities. Importantly, police authorities should also gain a tool for self-assessment.

The role of Special Branches will be studied and the cross-cutting work on persistent young offenders will be revisited to assess progress, as will the work done for *Under the Microscope*. HMIC will, together with other Inspectorates, look at the issue of the amount of officers' time spent at court. Improvements to the court listings system could free officers for other duties, for example providing the visible police presence that the public values.

This wide ranging programme should provide the basis of improvement in each discrete area while contributing to improvement of overall service delivery.

CHAPTER FOUR

The future



CHAPTER FOUR

The future

Policing in the immediate future, and over the next few years, will be influenced to a large degree by the reform of the police service currently underway. The Service itself, in conjunction with HMIC, has been instrumental in instigating the reform programme and both remain at the heart of this work and fully engaged in development of proposals for change.

While, as previous chapters demonstrate, in many areas the police have performed well, a willingness to engage in critical self-appraisal and to adapt to meet the changing demands and pressures on modern policing are vital if the Service is to continue to deliver all that is required of it.

The groundwork for the reform programme was laid as far back as 1999 during meetings between the Prime Minister and chief constables, although precise proposals and strategies remain under debate and it is not as yet possible to say what the final outcomes will be. However, the agenda comprises three packages of related activity

Goal A – Catching more criminals

Goal B – Reducing the fear of crime

Goal C – Improved efficiency and effectiveness

Catching More Criminals

There have been some successes against certain types of crime (in particular vehicle crime and domestic burglary), while others (particularly robbery and violent crime) have increased. As well as the need to tackle such volume crime, the threat from organised crime grows ever more apparent. Class A drug trafficking, organised immigration crime, fraud, money laundering, paedophile crime (including on-line child abuse), other hi-tech and internet crime, and cross sector criminal activity, are all identified as serious threats. These are complex crimes, often involving large networks of dangerous and ruthless criminals, sometimes working internationally. The nature of these offences and those involved in them, require the development of sophisticated countermeasures.

Tackling crime is not solely the job of the police service, nor is it the police service's only job. However, in the eyes of the public, tackling crime should be a high priority for the police service. At volume crime level, police forces need to develop the forensic and data based processes which will help to catch prolific and persistent offenders (especially burglars and car thieves), a relatively small number of whom are responsible for a large proportion of total crime. There has been success here, but more can be done. There is little doubt that some criminals escape conviction, or

repeated conviction, through their full exploitation of the legal process, by intimidation of witnesses, by the use of technology and by the lack of an effective police response to their persistent and increasingly varied criminal activities. The legal process may be reformed in the light of any recommendations flowing from Lord Justice Auld's review of the criminal courts, and witness intimidation and the abuse of technology can and must be tackled.

The development of professional investigators to confront this group of professional and persistent criminals is a matter of great importance. National standards have been produced by ACPO, for example for the investigation of murder, and extension of that principle would be helpful for the investigation of other crimes. The selection, training and retention of specialist investigators are also matters likely to be high on the agenda. HMIC is confident that progress can quickly be made in this important area. Hard choices about the use of staff will always have to be made. The correct choice now and in the immediate future lies in developing ever more professional investigators with the skills and equipment to tackle persistent offenders.

As indicated elsewhere in this report, the police service must have at its disposal the widest possible range of advanced technological and scientific support if it is to realise its full potential to bring crime down. A Review Group established by ministers, has recently reported on IT issues. The Group has provided a medium through which the principal tripartite stakeholders have been able to pledge further collaboration in the acquisition of national core systems.

In addition, the Home Office is consulting on the scope to integrate all aspects of science and technology, embracing relevant research as well as scientific techniques. A particular focus is placed on gleaning the maximum evidential value from all crime scenes including recovered stolen or damaged vehicles. The reform programme will take a composite approach to these issues to progress them.

Finally, police training is a critical enabler of operational effectiveness, and enjoys the attention of many committed, enthusiastic and expert individuals. What it still lacks is a structured approach embracing the whole cycle from requirements to evaluation, linked to organisational and individual needs, as well as the concept of investment in the future, and status/recognition for those involved in forces, or on secondment to NPT. The range of measures in the *Way Forward* agenda, published by the Government in May 2000, will go a long way to providing what is required. However, attention also needs to be paid to changing attitudes and cultures which hinder effective learning and undermine those involved in its delivery. HMIC, through its training inspectorate, will work with the tripartite structure to achieve the important outcomes of a national competency framework and national occupational standards (for which

the new Police Skills and Standards Organisation will be the key enabler); a core curriculum, and the structured positioning and resourcing of training through forces' annual human resource plans.

Reducing the Fear of Crime

Despite reductions in crime over recent years, British Crime Survey analysis indicates that the public's fear of crime has not mirrored this, with insignificant reductions, for example, in fear about domestic burglary and vehicle crime (although fear of violent crime has shown a significant reduction). Public reassurance is a complex concept linked to individuals' perceptions of the extent to which order and security exist in their environment. Thus anti-social behaviour and sustained low level disorder (vandalism, noise etc) can have a much greater impact on perceptions than recorded crime rates.

Action taken by police and partners to reduce crime and disorder should have long term benefits in enhancing reassurance. The recent thematic inspection report, *Calling Time on Crime*, considered the steps being taken by partnerships to tackle these issues. Research has also shown that the *visibility* of the police presence in public places and the speed and quality of *access* to the police or to police services can also serve to reassure. This is most likely to provide reassurance on a day-to-day basis. The HMIC thematic inspection on visibility and accessibility currently being undertaken (Chapter 3) will therefore be important in informing the reassurance strand of the reform programme.

The thematic is not restricted to looking at the policing contribution to visibility and accessibility alone. It will recognise the importance of working in partnership and consider how partners are supplementing the patrol function through the development of, for example, Neighbourhood Warden schemes. It will also look at how partners are working with forces to open joint access points.

Steps are already being taken by forces to increase the visibility of current resources. These include:

- uniform patrol by specialist officers normally deployed in plain clothes
- higher profile use of support staff
- increased marking of vehicles
- use of volunteers
- increase in Special Constabulary numbers

The effectiveness of these, and a number of other initiatives, will be considered and illustrated with examples from the fieldwork.

The form of policing most valued by the public is that which is delivered by beat officers, who are known by the local community. Knowing that there is a named dedicated officer for the community is often more reassuring than the mere sight of officers on patrol. Different models of community policing will be considered and the benefits of each will be discussed. It is a paradox that the element of policing seemingly most valued by the public, is regarded by many police officers as a role of the lowest status. If this is to change, the Service must stop paying lip service to enhancing the role of the patrol constable and put in place meaningful strategies to properly reward and value such officers.

Increased visibility must be supported by improved quality of service. As noted in Chapter 1, there remains considerable scope for improvement in the handling of, for example, calls for police assistance. The issues of accessibility and service quality will be addressed through consideration of how contact is managed through the telephone system and the scope for using e-technology. The inspection team has visited nearly sixty public access points (police front counters, police surgeries etc.) and best practice gleaned from these visits will be presented alongside a critique of the current position.

Finally, the inspection team has recognised the importance of perceptions when dealing with levels of confidence and have therefore reviewed how the Service should go about marketing their services and achievements.

Efficiency and Effectiveness

The quality of leadership is fundamental to all strands of police activity and progress. The Service must have chief officers who can give a clear, credible and sustained leadership and who are not simply good managers. The close involvement of HMIC in this area was recognised as essential from the outset given the Inspectorate's long-standing pivotal role in many aspects of senior leadership of the police service.

HMIC was represented at senior level on the cross-cutting Home Office Working Group on Police Leadership, established to examine this area. The Group had the critical task of designing a comprehensive framework for the future development, modernisation and further professionalisation of police leadership throughout England and Wales. The Group concluded its work in the early part of 2001, and a number of key structures have now been established to take forward the proposals.

CHAPTER FOUR

The future

The Police Leadership and Development Board (PLDB) is the over-arching leadership strategy group. It has a decisive role to play in delivering the vision of a new era of police leadership. Its principal aim is to promote and develop effective leadership across the police service. It will do so by ensuring that effective procedures and mechanisms exist for making senior police appointments and that all other areas affecting police leadership, such as the recruitment and development of those with the potential to reach senior positions, are being properly addressed.

The PLDB is chaired by Her Majesty's Chief Inspector of Constabulary and is perhaps unique in its comprehensive representation from all parts of the Service. This includes ACPO, APA, the staff associations and other interest groups such as the NBPA and LAGPA. It also has an independent member to ensure that ideas and personnel developments from outside the Service are captured. The PLDB is still in its infancy but already it oversees, and has initiated, work in areas such as senior appointments, senior officer training and the new fast-track scheme (the replacement of the existing Accelerated Promotion Scheme).

A further important structure established in the wake of the Working Group is the Senior Appointments Panel. Again, HMIC has been instrumental in the formation and refinement of this element of police leadership. Like the PLDB, the Panel is chaired by Her Majesty's Chief Inspector of Constabulary. Its role is to create a more effective, professional and streamlined senior police officer appointments process and to contribute to securing the best possible leaders for the police service.

The Senior Appointments Panel is the most developed of the new leadership arrangements. It has already begun to tackle such issues as the timetabling of senior police appointments, the creation of a comprehensive personnel database, and has engaged in the preparation of approved candidate lists for the appointment of officers to the ranks of assistant chief constables through to chief constable. Future work will involve the creation of a comprehensive career development monitoring function for senior police officers.

The Service needs to revise its own approach in parallel, looking at leadership at every level, from the most senior staff to first line supervisors. Within forces, BCU commands are particularly challenging posts at the cutting edge of service delivery. Officers should be selected for these against detailed competencies. Identifying and developing those suited to be the most senior leaders – not only those making up the ACPO ranks, but from whom future leaders of national bodies such as the NCS and NCIS can be drawn – is also a critical issue.

To achieve this, the Service must take developmental opportunities seriously, ensuring that those advancing into the senior ranks are properly managed and trained *en route*.

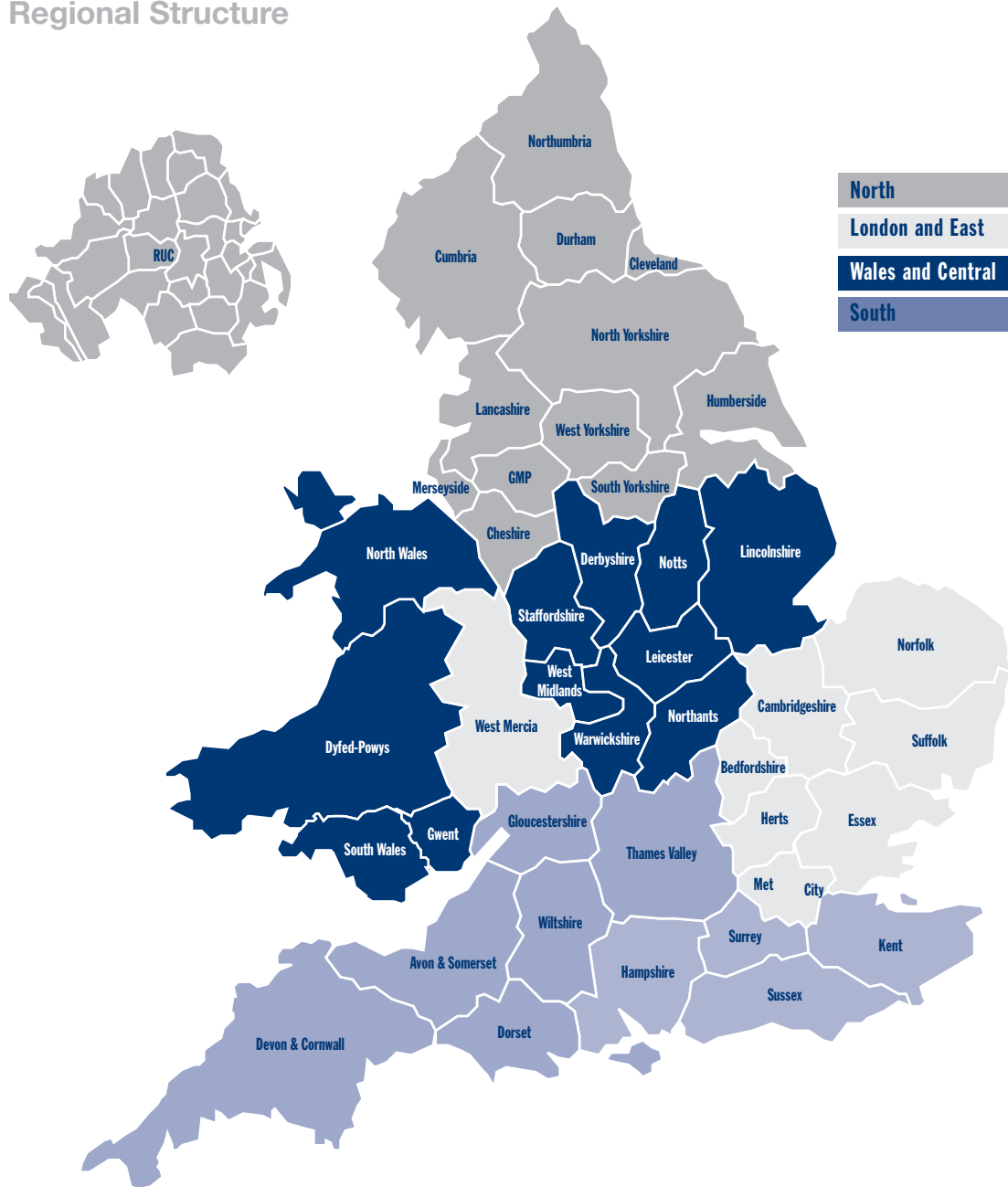
This necessitates the adoption of, and adherence to, appropriate personnel standards, most of which must be national. There will be a vital link between competencies required at each stage of a career, professional performance review with a consistent approach to appraisal, identification of development needs, and appropriate reward. The introduction of national recruitment standards, the national competency framework, and national occupational standards for policing will all contribute to a comprehensive approach. This must be backed by a professional training function (properly seen as an investment by the Service and with the capacity, resources and skills to deliver) and a comprehensive human resource approach, both of which will be subject to regular HMIC inspection.

The police service has entered a critical and challenging phase of its development. There will be necessary changes that will impact to a greater or lesser degree on everyone in the Service. Forces and their personnel are no strangers to change. Policing today is distinctly different to that of even ten years ago. It is more sensitive, more customer-focused, more performance-conscious and more willing to recognise and mobilise the skills and resources of others in the reduction of crime and disorder. Much has already been achieved. The key to realising the potential of the future will be to ensure the coalescence of continuity with the benefits of change.

APPENDICES



Regional Structure



HM Inspector North,
Dan Crompton
CBE QPM



HM Inspector Wales and
Central,
David Blakey
CBE QPM MBA DL



HM Inspector South,
Peter Winship
CBE QPM MA (Oxon)



HM Inspector London &
East (& West Mercia),
Sir Keith Povey
QPM BA (Law)



HM Inspector of
Police Training
Robin Field-Smith
MBE MA MCIPD

APPENDIX II

The Work of the Inspectorate

HMIC is an independent Inspectorate. Its principal role is to inspect and report on the performance and efficiency of the police service in England, Wales and Northern Ireland. However, inspections are also conducted within other government bodies such as the National Criminal Intelligence Service (NCIS), the National Crime Squad (NCS) and National Police Training (NPT), while other non Home Office police forces (for example British Transport Police) are inspected by invitation. HMIC also has a duty under the Local Government Act 1999 to inspect police authorities in relation to Best Value.

HM Inspectors have a further responsibility, under section 77 of the Police Act 1996, to ensure the correct handling of complaints against the Police. The Inspectorate does not itself investigate specific cases, but it is able to assess whether the appropriate procedures have been followed.

Main Objectives (2000/01)

- To inspect and report to the Home Secretary on the efficiency and effectiveness of the 43 police forces in England and Wales.
- To provide advice on policing policy to the Home Secretary and his Ministers, government officials, chief officers of police and police authorities.
- To promote and disseminate good practice.
- To manage the Accelerated Promotion Scheme for Graduates.
- To provide advice to the Home Secretary and police authorities on the selection of chief officers.

(From April 2001 there have been some changes to these responsibilities including the addition of inspecting Best Value in police authorities (see Chapter 1), and new responsibilities in respect of senior appointments (see Chapter 4). Responsibility for managing the Accelerated Promotion Scheme has been passed to the Home Office)

The Structure of HMIC

- HM Chief Inspector of Constabulary is based at the Home Office in London.
- There are five Inspectors of Constabulary (HMIs), of whom four are former Chief Constables and have geographical responsibilities, and the fifth is from a non-police background and is responsible for the inspection of police training throughout England and Wales. (See Appendix I)

APPENDIX II

The Work of the Inspectorate

- Five full time and two part-time Assistant Inspectors of Constabulary (AICs) provide supplementary policy and inspection support. The full time staff consist of two Inspectors seconded from police forces (deputy chief constables), two Inspectors from a non-police background who specialise in race and diversity issues and one Inspector seconded from the Audit Commission. The two part-time AICs are also from non-police backgrounds. The AICs do not have specific regional responsibilities, but conduct inspections in conjunction with the HMIs as necessary.
- Further assistance is provided by police staff officers (seconded from forces), police support staff, and civil servants.

Types of Inspections

The Force Inspection

A core Inspectorate activity through which HM Inspectors of Constabulary conduct detailed examinations of those areas of policing organisation and practice judged to be central to the efficient and effective discharge of the policing function.

Triggered through a risk assessment process, these standards based inspections check on the performance of forces in key areas (including ministerial priorities and crime targets, and objectives set locally by police authorities), and make recommendations for improvement where weaknesses are identified.

The Thematic Inspection

Examines a key issue across a representative number of forces and comments solely on the effectiveness of performance in relation to that key issue.

This type of inspection identifies deficiencies common to the Service as a whole and disseminates good practice regarding a specific aspect of policing. Such inspections have proved key in identifying critical issues and sticking points and offering solutions for moving the Service forward in areas such as community race relations, sickness absence, efficiency and value for money, crime recording, police integrity and the use of scientific and technological advances to tackle volume crime.

The Best Value Inspection

HMIC is empowered to audit and inspect the extent to which police authorities have fulfilled the criteria to achieve Best Value.

This is a new duty of inspection, introduced under the Local Government Act 1999 (Part 1, section 24 (2)) which gives HMIC a remit to inspect Best Value in police authorities to ensure that Best Value Reviews have been carried out in accordance

with the statutory requirements and that they are likely to bring about the desired improvements. HMIC liaises closely with other Best Value Inspectorates, particularly the District Auditors who also have a role in inspecting Best Value in police authorities. HMIC is represented on the Best Value Inspectorate Forum which ensures co-ordination of inspection activity and methodology.

The Basic Command Unit (BCU) Inspection

Inspections of individual operational police units, factoring in the local context within which they operate, and designed to identify the potential for improvement and to spread good practice.

These inspections focus on the local aspects of policing and are aimed at improving performance and identifying and spreading good practice. Concentrating on leadership and performance, the inspections seek to identify reasons for variations in performance between apparently similar BCUs. HMIC will seek to inspect every BCU in England and Wales over a five-year period.

The Funding of HMIC

The resources for HMIC are funded directly by Central Government and are provided through the Policing and Crime Reduction Group of the Home Office. Each year HMIC receives income from two separate allocations. Our day to day running costs are subject to a specific funding allocation whilst income and capital spending are accounted for separately. Expenditure is controlled by government accounting rules.

In 2000/01 HMIC received a running cost allocation of £6.4m. Figure 13 shows how this allocation was used. The largest elements of expenditure are staff salaries, with those of seconded police staff (38%) being slightly above the costs of Home Office staff (34%). Home Office staff include HM Inspectors and the non-police Assistant Inspectors as well as support staff. The separate funding allocation to cover capital expenditure and income included further costs of £298,000 on the Matrix database. This has been introduced to enhance data analysis of police force performance in support of inspections and to supply information to policy makers within the Home Office. Part of the 2000/01 expenditure was to upgrade the database to allow data at BCU level to be recorded.

HMIC received additional funding in 2000/01 to set up the programme of BCU inspections. Pilots were undertaken during the year to develop the new inspection models and experienced BCU commanders, seconded from the Service, joined HMIC towards the end of the financial year.

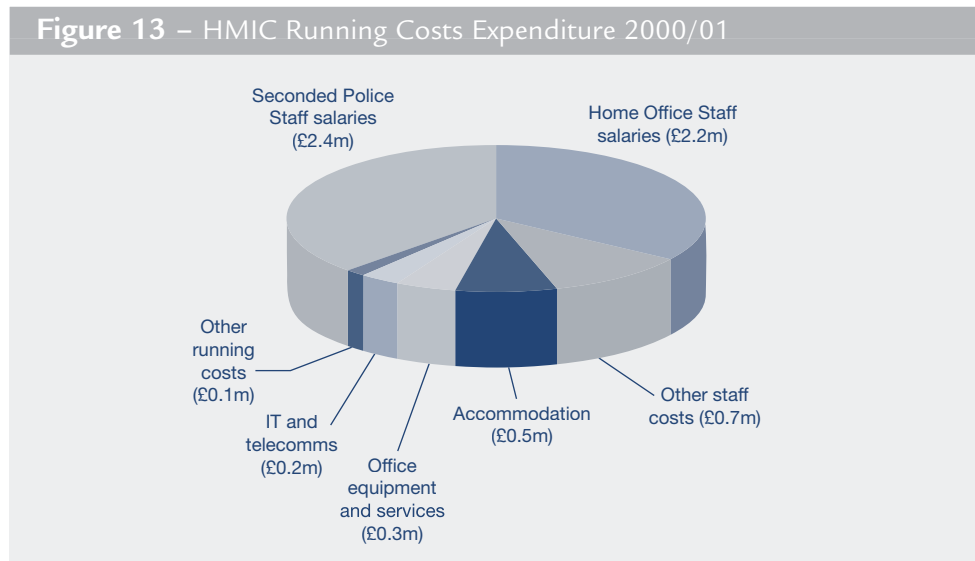
Police authorities and police forces in England and Wales are not charged for inspections: the reports of inspections of individual forces and thematic inspection reports are also issued without charge. Reports are also made available to the Service and the public on the HMIC section of the Home Office internet website.

APPENDIX II

The Work of the Inspectorate

The cost of undertaking all inspections is funded from the annual running cost allocation of funds. Any external income generated through inspecting non-Home Office forces such as British Transport Police and Isle of Man Constabulary cannot be used to increase the running costs provision. The cost of the Inspectorate represents around 0.08% of the total revenue funding made available to the police service in England and Wales in 2000/01.

Figure 13 – HMIC Running Costs Expenditure 2000/01



APPENDIX III

Inspection Programme 2000/01

INSPECTION PROGRAMME 2000/01

| No inspection | Focused inspection (areas of focus) | Full Inspection |
|------------------|--|---------------------|
| Cambridgeshire | Avon & Somerset (<i>Crime Investigation; Firearms</i>) | Bedfordshire |
| Cheshire | | Derbyshire |
| City of London | Cleveland (<i>Finance</i>) | Greater Manchester |
| Cumbria | Essex (<i>Crime Audit; Sickness</i>) | Gwent |
| Devon & Cornwall | | Metropolitan Police |
| Dorset | Hampshire (<i>Information Technology</i>) | Nottinghamshire |
| Dyfed-Powys | Merseyside- self nomination (<i>Personnel & Training</i>) | North Yorkshire |
| Gloucestershire | | North Wales |
| Hertfordshire | Staffordshire (<i>Crime Management; Performance Management</i>) | Sussex |
| Humberside | | Warwickshire |
| Kent | Thames Valley (<i>Crime Management; Ethnic Minority Recruitment; Performance Management; Procurement/Transport/Property; Restorative Justice</i>) | West Mercia |
| Lancashire | | West Yorkshire |
| Leicestershire | West Midlands (<i>Re-structuring; Performance Management</i>) | |
| Lincolnshire | | |
| Norfolk | | |
| Northamptonshire | | |
| Northumbria | | |
| South Yorkshire | | |
| South Wales | | |
| Suffolk | | |
| Surrey | | |
| Wiltshire | | |

Durham was scheduled for an inspection to examine examples of good practice.

HMIC also carried out inspections of the Isle of Man, Royal Ulster Constabulary, Cyprus, and British Transport Police forces by invitation.

The National Crime Squad was also inspected.

APPENDIX IV

Table 1
Total recorded crime

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------------|-----------------------------------|--------------------------------|-------------------|-----------------------------------|--------------------------------|-------------------|
| | ALL NOTIFIABLE CRIMES RECORDED | CRIMES PER 1,000 POPULATION | % CRIMES DETECTED | ALL NOTIFIABLE CRIMES RECORDED | CRIMES PER 1,000 POPULATION | % CRIMES DETECTED |
| Avon and Somerset | 147,104 | 98.8 | 21.8 | 149,254 | 99.4 | 21.6 |
| Bedfordshire | 53,607 | 96.3 | 24.8 | 49,627 | 88.3 | 27.5 |
| Cambridgeshire | 68,722 | 95.5 | 25.3 | 64,343 | 88.8 | 23.8 |
| Cheshire | 64,528 | 65.6 | 30.8 | 63,288 | 64.4 | 29.7 |
| City of London | 7,775 | N/A ¹ | 32.1 | 8,255 | N/A ¹ | 27.3 |
| Cleveland | 65,185 | 117.2 | 21.6 | 64,357 | 115.8 | 21.4 |
| Cumbria | 37,729 | 76.5 | 39.3 | 32,873 | 66.8 | 34.2 |
| Derbyshire | 85,650 | 88.3 | 27.8 | 81,668 | 83.8 | 25.7 |
| Devon and Cornwall | 110,361 | 70.8 | 35.1 | 102,849 | 65.5 | 34.3 |
| Dorset | 52,332 | 75.7 | 25.8 | 50,320 | 72.7 | 24.8 |
| Durham | 48,796 | 80.3 | 32.2 | 44,702 | 73.7 | 34.0 |
| Dyfed-Powys | 23,709 | 49.5 | 65.0 | 22,878 | 47.6 | 62.7 |
| Essex ² | 102,777 | 67.0 | 29.7 | 106,768 | 66.0 | 26.0 |
| Gloucestershire | 50,993 | 91.5 | 30.5 | 49,871 | 88.7 | 31.4 |
| Greater Manchester | 377,086 | 146.3 | 23.5 | 363,454 | 141.0 | 22.2 |
| Gwent | 60,132 | 107.9 | 52.8 | 56,728 | 101.9 | 56.7 |
| Hampshire | 135,174 | 76.3 | 31.8 | 133,552 | 75.0 | 28.7 |
| Hertfordshire ² | 52,741 | 60.0 | 26.8 | 64,215 | 61.6 | 23.8 |
| Humberside | 121,442 | 137.5 | 18.6 | 110,312 | 125.1 | 21.0 |
| Kent | 124,918 | 79.3 | 32.8 | 128,382 | 80.9 | 27.8 |
| Lancashire | 108,866 | 76.3 | 29.3 | 117,633 | 82.5 | 27.0 |
| Leicestershire | 94,577 | 101.8 | 30.4 | 86,422 | 92.5 | 28.1 |
| Lincolnshire | 46,170 | 74.1 | 28.0 | 44,884 | 71.4 | 24.6 |
| Merseyside | 148,172 | 105.1 | 26.1 | 142,807 | 101.7 | 27.9 |
| Metropolitan Police ² | 1,052,047 | 136.9 | 15.8 | 994,233 | 136.6 | 15.0 |
| Norfolk | 59,387 | 75.1 | 30.4 | 57,258 | 71.9 | 25.8 |
| Northamptonshire | 61,240 | 99.4 | 32.6 | 56,731 | 91.3 | 32.7 |
| Northumbria | 142,279 | 99.8 | 30.5 | 134,777 | 95.0 | 31.3 |
| North Wales | 44,606 | 67.8 | 35.5 | 47,708 | 72.5 | 31.0 |
| North Yorkshire | 53,554 | 72.1 | 31.1 | 51,551 | 69.0 | 30.1 |
| Nottinghamshire | 136,875 | 132.7 | 21.5 | 139,903 | 135.5 | 19.8 |
| South Wales | 127,040 | 102.5 | 30.8 | 111,131 | 89.5 | 32.4 |
| South Yorkshire | 131,700 | 101.0 | 24.6 | 125,179 | 96.1 | 25.5 |
| Staffordshire | 98,852 | 93.1 | 22.5 | 104,705 | 98.7 | 22.8 |
| Suffolk | 43,355 | 64.6 | 35.9 | 44,317 | 65.7 | 35.1 |
| Surrey ² | 46,288 | 58.8 | 32.0 | 63,321 | 58.7 | 27.9 |
| Sussex | 136,566 | 91.1 | 24.9 | 136,920 | 90.4 | 23.0 |
| Thames Valley | 191,875 | 91.4 | 20.2 | 187,987 | 88.8 | 22.3 |
| Warwickshire | 38,593 | 76.2 | 22.5 | 36,963 | 72.8 | 22.4 |
| West Mercia | 84,797 | 74.6 | 28.7 | 78,363 | 68.7 | 27.3 |
| West Midlands | 364,887 | 138.8 | 27.2 | 364,879 | 138.9 | 28.1 |
| West Yorkshire | 260,237 | 123.1 | 25.1 | 258,908 | 122.4 | 22.7 |
| Wiltshire | 38,461 | 63.5 | 33.3 | 36,555 | 59.9 | 29.8 |
| England and Wales | 5,301,185 | 101.1 | 25.2 | 5,170,831 | 98.1 | 24.4 |

¹ Due to its low resident population, per 1,000 population measures are not appropriate for the City of London force

² 1999/2000 and 2000/01 figures are not comparable due to boundary changes between these forces

Source: Home Office Research, Development and Statistics Directorate

Crimes which are notifiable to the Home Office include all indictable and triable-either-way offences (that is, all offences which can be tried in the Crown Court), plus a few closely associated summary offences.

Table 2
Recorded domestic burglary

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|------------------------------|-----------------------------|-------------------|------------------------------|-----------------------------|-------------------|
| | DOMESTIC BURGLARIES RECORDED | CRIMES PER 1,000 HOUSEHOLDS | % CRIMES DETECTED | DOMESTIC BURGLARIES RECORDED | CRIMES PER 1,000 HOUSEHOLDS | % CRIMES DETECTED |
| Avon and Somerset | 13,121 | 21.1 | 16.8 | 12,396 | 19.7 | 15.3 |
| Bedfordshire | 3,709 | 16.3 | 13.8 | 3,146 | 14.0 | 16.4 |
| Cambridgeshire | 5,259 | 17.9 | 24.7 | 4,299 | 14.5 | 20.6 |
| Cheshire | 5,379 | 14.2 | 19.7 | 5,449 | 13.4 | 20.4 |
| City of London | 27 | N/A ¹ | 7.4 | 48 | N/A ¹ | 33.3 |
| Cleveland | 7,717 | 33.7 | 11.1 | 7,138 | 31.2 | 11.6 |
| Cumbria | 2,222 | 10.9 | 22.3 | 2,036 | 10.0 | 16.0 |
| Derbyshire | 6,427 | 15.7 | 15.9 | 6,157 | 14.9 | 16.2 |
| Devon and Cornwall | 7,416 | 10.4 | 14.8 | 7,012 | 10.6 | 15.9 |
| Dorset | 3,524 | 11.6 | 15.9 | 3,281 | 10.7 | 14.4 |
| Durham | 4,044 | 16.0 | 15.5 | 3,201 | 12.5 | 16.6 |
| Dyfed-Powys | 696 | 3.5 | 40.5 | 707 | 4.1 | 40.3 |
| Essex | 5,868 | 9.9 | 20.8 | 5,437 | 8.1 | 17.9 |
| Gloucestershire | 4,160 | 18.0 | 27.8 | 3,016 | 13.1 | 24.1 |
| Greater Manchester | 40,953 | 38.7 | 9.5 | 39,184 | 37.0 | 7.9 |
| Gwent | 3,148 | 13.5 | 40.1 | 2,580 | 11.0 | 43.5 |
| Hampshire | 7,372 | 10.0 | 14.6 | 6,798 | 9.1 | 16.4 |
| Hertfordshire | 3,501 | 9.8 | 17.4 | 4,201 | 10.0 | 15.9 |
| Humberside | 13,040 | 35.7 | 10.3 | 9,778 | 26.8 | 11.3 |
| Kent | 8,177 | 12.7 | 21.2 | 8,063 | 12.5 | 17.9 |
| Lancashire | 10,561 | 18.1 | 16.1 | 10,643 | 18.2 | 16.2 |
| Leicestershire | 7,803 | 20.6 | 15.4 | 6,800 | 17.7 | 13.8 |
| Lincolnshire | 4,626 | 17.5 | 14.5 | 3,805 | 14.0 | 12.3 |
| Merseyside | 13,606 | 23.6 | 14.7 | 12,514 | 21.7 | 16.7 |
| Metropolitan Police | 79,504 | 26.0 | 9.4 | 70,169 | 22.5 | 9.9 |
| Norfolk | 3,956 | 11.8 | 15.4 | 3,702 | 10.4 | 14.0 |
| Northamptonshire | 4,907 | 19.7 | 22.5 | 3,689 | 14.6 | 20.9 |
| Northumbria | 12,543 | 20.6 | 15.5 | 11,381 | 20.0 | 15.5 |
| North Wales | 2,219 | 8.3 | 22.7 | 2,178 | 7.9 | 23.5 |
| North Yorkshire | 4,343 | 15.9 | 12.5 | 3,889 | 12.5 | 13.8 |
| Nottinghamshire | 12,612 | 27.9 | 12.7 | 12,260 | 26.8 | 13.6 |
| South Wales | 8,383 | 17.2 | 21.1 | 6,685 | 13.7 | 19.0 |
| South Yorkshire | 16,169 | 31.7 | 13.0 | 14,688 | 28.8 | 13.2 |
| Staffordshire | 9,073 | 21.2 | 10.1 | 7,549 | 17.6 | 11.4 |
| Suffolk | 2,332 | 8.1 | 23.7 | 2,198 | 7.4 | 20.0 |
| Surrey | 2,903 | 9.8 | 16.9 | 4,081 | 9.3 | 12.4 |
| Sussex | 9,596 | 14.7 | 18.2 | 8,498 | 12.8 | 14.0 |
| Thames Valley | 15,498 | 19.1 | 15.5 | 13,222 | 15.5 | 16.5 |
| Warwickshire | 3,189 | 15.3 | 16.0 | 2,872 | 13.7 | 16.2 |
| West Mercia | 5,668 | 11.9 | 21.5 | 4,948 | 10.2 | 17.5 |
| West Midlands | 35,583 | 34.4 | 15.8 | 30,993 | 29.3 | 15.9 |
| West Yorkshire | 29,623 | 33.7 | 21.7 | 30,206 | 34.3 | 17.4 |
| Wiltshire | 2,149 | 8.8 | 21.8 | 2,087 | 8.4 | 12.8 |
| England & Wales | 442,602 | 20.7 | 14.9 | 402,984 | 18.4 | 14.2 |

¹ Due to its low resident population, figures per 1,000 households are not appropriate for the City of London force

Domestic burglary comprises offence codes 28 – Burglary in a dwelling and 29 – Aggravated burglary in a dwelling

Source: Home Office Research, Development and Statistics Directorate

APPENDIX IV

Table 3
Recorded vehicle crimes

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|----------------------------|--------------------------------|-------------------|----------------------------|--------------------------------|-------------------|
| | VEHICLE CRIMES RECORDED | CRIMES PER 1,000 POPULATION | % CRIMES DETECTED | VEHICLE CRIMES RECORDED | CRIMES PER 1,000 POPULATION | % CRIMES DETECTED |
| Avon and Somerset | 34,411 | 23.1 | 7.2 | 32,348 | 21.5 | 8.2 |
| Bedfordshire | 14,442 | 25.9 | 8.8 | 12,592 | 22.4 | 13.5 |
| Cambridgeshire | 12,443 | 17.3 | 7.7 | 11,348 | 15.7 | 8.5 |
| Cheshire | 12,176 | 12.4 | 8.0 | 12,253 | 12.5 | 8.3 |
| City of London | 611 | N/A ¹ | 15.9 | 664 | N/A ¹ | 19.3 |
| Cleveland | 13,030 | 23.4 | 6.8 | 13,666 | 24.6 | 6.3 |
| Cumbria | 5,414 | 11.0 | 13.7 | 4,278 | 8.7 | 11.5 |
| Derbyshire | 18,121 | 18.7 | 8.5 | 15,737 | 16.2 | 7.4 |
| Devon and Cornwall | 21,438 | 13.8 | 9.8 | 20,145 | 12.8 | 9.3 |
| Dorset | 11,427 | 16.5 | 7.5 | 9,658 | 13.9 | 6.2 |
| Durham | 9,126 | 15.0 | 9.2 | 8,047 | 13.3 | 10.3 |
| Dyfed-Powys | 2,203 | 4.6 | 31.5 | 2,120 | 4.4 | 25.9 |
| Essex | 20,429 | 13.3 | 11.7 | 19,747 | 12.2 | 8.7 |
| Gloucestershire | 10,244 | 18.4 | 10.3 | 8,464 | 15.1 | 12.7 |
| Greater Manchester | 87,932 | 34.1 | 7.4 | 80,592 | 31.3 | 6.3 |
| Gwent | 9,107 | 16.3 | 23.8 | 8,109 | 14.6 | 28.3 |
| Hampshire | 23,363 | 13.2 | 8.9 | 22,182 | 12.5 | 9.2 |
| Hertfordshire | 12,578 | 14.3 | 13.3 | 14,890 | 14.3 | 9.9 |
| Humberside | 21,880 | 24.8 | 6.2 | 19,415 | 22.0 | 6.8 |
| Kent | 22,465 | 14.3 | 11.1 | 23,737 | 15.0 | 10.8 |
| Lancashire | 20,812 | 14.6 | 10.9 | 20,353 | 14.3 | 9.2 |
| Leicestershire | 18,940 | 20.4 | 11.1 | 16,200 | 17.3 | 12.9 |
| Lincolnshire | 6,871 | 11.0 | 11.4 | 6,627 | 10.5 | 7.8 |
| Merseyside | 33,735 | 23.9 | 7.4 | 30,377 | 21.6 | 9.1 |
| Metropolitan Police | 174,997 | 22.8 | 4.5 | 168,152 | 23.1 | 4.7 |
| Norfolk | 10,428 | 13.2 | 7.7 | 9,823 | 12.3 | 7.2 |
| Northamptonshire | 12,255 | 19.9 | 15.7 | 11,440 | 18.4 | 19.7 |
| Northumbria | 26,199 | 18.4 | 11.6 | 22,355 | 15.8 | 10.8 |
| North Wales | 7,501 | 11.4 | 11.1 | 7,186 | 10.9 | 8.6 |
| North Yorkshire | 8,596 | 11.6 | 9.1 | 7,585 | 10.1 | 7.8 |
| Nottinghamshire | 24,716 | 24.0 | 6.6 | 25,609 | 24.8 | 5.3 |
| South Wales | 33,053 | 26.7 | 12.8 | 26,237 | 21.1 | 11.8 |
| South Yorkshire | 29,523 | 22.6 | 8.4 | 26,409 | 20.3 | 7.0 |
| Staffordshire | 17,601 | 16.6 | 6.7 | 16,071 | 15.2 | 6.1 |
| Suffolk | 6,501 | 9.7 | 12.4 | 6,291 | 9.3 | 9.2 |
| Surrey | 7,455 | 9.5 | 13.1 | 9,830 | 9.1 | 6.7 |
| Sussex | 25,140 | 16.8 | 6.2 | 23,791 | 15.7 | 7.0 |
| Thames Valley | 50,464 | 24.0 | 6.7 | 42,856 | 20.3 | 9.2 |
| Warwickshire | 8,621 | 17.0 | 7.7 | 7,430 | 14.6 | 9.7 |
| West Mercia | 15,743 | 13.9 | 9.8 | 13,218 | 11.6 | 9.2 |
| West Midlands | 77,031 | 29.3 | 9.3 | 67,356 | 25.6 | 10.0 |
| West Yorkshire | 58,298 | 27.6 | 9.1 | 57,988 | 27.4 | 9.8 |
| Wiltshire | 6,598 | 10.9 | 11.1 | 5,271 | 8.6 | 10.4 |
| England & Wales | 1,043,918 | 19.9 | 8.4 | 968,447 | 18.4 | 8.4 |

¹Due to its low resident population, figures per 1,000 population are not appropriate for the City of London force

Vehicle crime comprises offence codes 37.2 – Aggravated vehicle taking, 45 – Theft from a vehicle and 48 – Theft or unauthorised taking of a motor vehicle

Source: Home Office Research, Development and Statistics Directorate

Table 4
Recorded robberies

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|--------------------|-----------------------------|-------------------|--------------------|-----------------------------|-------------------|
| | ROBBERIES RECORDED | CRIMES PER 1,000 POPULATION | % CRIMES DETECTED | ROBBERIES RECORDED | CRIMES PER 1,000 POPULATION | % CRIMES DETECTED |
| Avon and Somerset | 2,381 | 1.6 | 15.2 | 2,765 | 1.8 | 14.5 |
| Bedfordshire | 615 | 1.1 | 19.8 | 663 | 1.2 | 22.6 |
| Cambridgeshire | 548 | 0.8 | 25.4 | 539 | 0.7 | 25.2 |
| Cheshire | 466 | 0.5 | 36.1 | 486 | 0.5 | 39.1 |
| City of London | 49 | N/A ¹ | 14.3 | 53 | N/A ¹ | 41.5 |
| Cleveland | 839 | 1.5 | 19.3 | 932 | 1.7 | 17.1 |
| Cumbria | 90 | 0.2 | 51.1 | 94 | 0.2 | 38.3 |
| Derbyshire | 584 | 0.6 | 29.8 | 773 | 0.8 | 24.5 |
| Devon and Cornwall | 487 | 0.3 | 41.7 | 452 | 0.3 | 39.6 |
| Dorset | 241 | 0.3 | 28.2 | 309 | 0.4 | 19.1 |
| Durham | 236 | 0.4 | 42.8 | 231 | 0.4 | 41.6 |
| Dyfed-Powys | 28 | 0.1 | 67.9 | 23 | 0.0 | 91.3 |
| Essex | 626 | 0.4 | 28.1 | 700 | 0.4 | 25.9 |
| Gloucestershire | 291 | 0.5 | 28.9 | 363 | 0.6 | 33.9 |
| Greater Manchester | 8,634 | 3.3 | 15.4 | 9,918 | 3.8 | 14.4 |
| Gwent | 216 | 0.4 | 52.3 | 244 | 0.4 | 50.8 |
| Hampshire | 732 | 0.4 | 36.3 | 794 | 0.4 | 32.1 |
| Hertfordshire | 420 | 0.5 | 27.9 | 508 | 0.5 | 33.9 |
| Humberside | 950 | 1.1 | 17.4 | 999 | 1.1 | 20.3 |
| Kent | 827 | 0.5 | 41.6 | 1,000 | 0.6 | 26.3 |
| Lancashire | 1,058 | 0.7 | 29.7 | 1,224 | 0.9 | 25.2 |
| Leicestershire | 1,023 | 1.1 | 29.0 | 1,067 | 1.1 | 27.2 |
| Lincolnshire | 178 | 0.3 | 42.7 | 191 | 0.3 | 37.7 |
| Merseyside | 2,663 | 1.9 | 18.1 | 2,405 | 1.7 | 21.3 |
| Metropolitan Police | 36,317 | 4.7 | 11.6 | 40,992 | 5.6 | 11.9 |
| Norfolk | 297 | 0.4 | 27.9 | 330 | 0.4 | 25.8 |
| Northamptonshire | 481 | 0.8 | 39.5 | 604 | 1.0 | 33.4 |
| Northumbria | 1,389 | 1.0 | 32.3 | 1,381 | 1.0 | 28.8 |
| North Wales | 146 | 0.2 | 46.6 | 163 | 0.2 | 38.7 |
| North Yorkshire | 212 | 0.3 | 34.4 | 186 | 0.2 | 32.8 |
| Nottinghamshire | 1,768 | 1.7 | 20.9 | 2,050 | 2.0 | 18.1 |
| South Wales | 519 | 0.4 | 45.7 | 460 | 0.4 | 45.4 |
| South Yorkshire | 1,122 | 0.9 | 27.3 | 1,438 | 1.1 | 28.4 |
| Staffordshire | 697 | 0.7 | 24.5 | 796 | 0.8 | 24.4 |
| Suffolk | 223 | 0.3 | 52.9 | 177 | 0.3 | 44.6 |
| Surrey | 224 | 0.3 | 31.3 | 456 | 0.4 | 35.5 |
| Sussex | 1,020 | 0.7 | 22.0 | 1,241 | 0.8 | 22.9 |
| Thames Valley | 1,659 | 0.8 | 23.4 | 2,147 | 1.0 | 24.9 |
| Warwickshire | 224 | 0.4 | 29.9 | 252 | 0.5 | 28.2 |
| West Mercia | 359 | 0.3 | 36.5 | 423 | 0.4 | 34.3 |
| West Midlands | 10,092 | 3.8 | 17.8 | 11,351 | 4.3 | 20.8 |
| West Yorkshire | 3,088 | 1.5 | 28.3 | 3,781 | 1.8 | 22.8 |
| Wiltshire | 258 | 0.4 | 28.7 | 193 | 0.3 | 29.0 |
| England & Wales | 84,277 | 1.6 | 18.1 | 95,154 | 1.8 | 17.9 |

¹ Due to its low resident population, figures per 1,000 population are not appropriate for the City of London force

Robbery comprises offence codes 34A – Robbery of business property and 34B – Robbery of personal property

Source: Home Office Research, Development and Statistics Directorate

APPENDIX IV

Table 5
Number of 999 calls received and percentage answered within target

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|-----------------------------------|--|--------------------------|--|--|--------------------------|
| | NUMBER OF 999 CALLS RECEIVED | TARGET TIME FOR ANSWERING 999 CALLS (SECS) | % ANSWERED WITHIN TARGET | NUMBER OF 999 CALLS RECEIVED | TARGET TIME FOR ANSWERING 999 CALLS (SECS) | % ANSWERED WITHIN TARGET |
| Avon and Somerset | 242,832 | 10 | 90.1 | 247,089 | 10 | 90.0 |
| Bedfordshire | 74,464 | 15 | 77.0 | 96,448 | 15 | 84.7 |
| Cambridgeshire | 104,306 | 12 | 89.9 | 108,622 | 12 | 88.8 |
| Cheshire | 134,361 | 15 | 83.6 | 140,593 | 15 | 86.0 |
| City of London | Dealt with by Metropolitan Police | | | Dealt with by Metropolitan Police | | |
| Cleveland | 99,665 | 10 | 91.9 | 97,969 | 10 | 79.2 |
| Cumbria | 47,516 | 10 | 98.5 | 48,310 | 10 | 92.0 |
| Derbyshire | 126,060 | 10 | 92.0 | 133,524 | 10 | 94.5 |
| Devon and Cornwall | 206,823 | 10 | 86.1 | 224,879 | 10 | 84.5 |
| Dorset | 79,772 | 10 | 80.7 | 92,609 | 10 | 79.6 |
| Durham | 61,657 | 10 | 98.2 | 57,548 | 10 | 98.7 |
| Dyfed-Powys | 39,689 | 8 | 92.3 | 38,699 | 8 | 90.5 |
| Essex | 206,635 | 15 | 86.2 | 243,347 | 15 | 91.8 |
| Gloucestershire | 67,994 | 12 | 95.3 | 70,939 | 12 | 94.6 |
| Greater Manchester | 578,719 | 15 | 85.4 | 573,911 | 15 | 89.6 |
| Gwent | 73,226 | 6 | 92.6 | 62,867 | 6 | 93.5 |
| Hampshire | 269,027 | 10 | 80.4 | 341,999 | 10 | 73.6 |
| Hertfordshire | 132,878 | 10 | 83.2 | 164,191 | 10 | 84.5 |
| Humberside | 117,289 | 15 | 93.7 | 116,450 | 15 | 96.2 |
| Kent | 209,215 | 10 | 94.6 | 235,208 | 10 | 84.5 |
| Lancashire | 199,547 | 10 | 91.9 | 179,880 | 10 | 86.3 |
| Leicestershire | 147,905 | 15 | 90.1 | 153,115 | 15 | 90.1 |
| Lincolnshire | 66,665 | 10 | 92.4 | Unable to provide due to change of computer system | | |
| Merseyside | 292,549 | 10 | 89.5 | 311,183 | 10 | 88.6 |
| Metropolitan Police | 2,412,981 | 15 | 71.5 | 2,319,688 | 15 | 83.6 |
| Norfolk | 82,340 | 10 | 93.0 | 84,179 | 10 | 91.4 |
| Northamptonshire | 84,243 | 10 | 95.4 | 92,769 | 10 | 89.2 |
| Northumbria | 245,139 | 10 | 79.7 | 256,646 | 10 | 79.5 |
| North Wales | 91,610 | 10 | 87.8 | 95,442 | 10 | 91.6 |
| North Yorkshire | 75,513 | 5 | 85.7 | 72,120 | 5 | 84.8 |
| Nottinghamshire | 199,583 | 15 | 89.8 | 219,156 | 15 | 90.3 |
| South Wales | 252,018 | 10 | 78.6 | 238,890 | 10 | 85.6 |
| South Yorkshire | 218,692 | 15 | 87.7 | 225,552 | 15 | 90.0 |
| Staffordshire | 136,256 | 15 | 78.6 | 144,061 | 10 | 82.9 |
| Suffolk | 88,740 | 10 | 94.9 | 100,203 | 10 | 93.7 |
| Surrey | 102,628 | 15 | 86.3 | 134,192 | 15 | 86.2 |
| Sussex | 201,365 | 10 | 81.4 | 270,692 | 10 | 90.0 |
| Thames Valley | 285,747 | 10 | 88.6 | 312,420 | 10 | 88.2 |
| Warwickshire | 67,219 | 15 | 91.0 | 71,820 | 15 | 91.2 |
| West Mercia | 144,960 | 10 | 92.7 | 145,974 | 10 | 92.3 |
| West Midlands | 561,684 | 15 | 96.9 | 571,912 | 15 | 97.5 |
| West Yorkshire | 423,838 | 15 | 85.6 | 437,061 | 15 | 86.4 |
| Wiltshire | 53,801 | 15 | 96.3 | 65,777 | 10 | 88.4 |
| England & Wales | 9,307,151 | 11.6 (average) | 83.8 | 9,597,934 | 11.4 (average) | 87.1 |

Table 6
Immediate response

| FORCES | Target times (mins) | | | Percentage of immediate response incidents within target time | | | OVERALL FOR FORCE |
|---|---------------------|-------|-------|---|-------------|-------------|-------------------|
| | URBAN | RURAL | OTHER | URBAN | RURAL | OTHER | |
| Avon and Somerset | 15 | 20 | | 90.4 | 88.0 | | 89.8 |
| Bedfordshire | 10 | 20 | | 82.8 | 90.0 | | 84.6 |
| Cambridgeshire | 10 | 20 | | 80.6 | 86.0 | | 82.3 |
| Cheshire | | | 15 | | | 77.8 | 77.8 |
| City of London | 4 | | | 95.3 | | | 95.3 |
| Cleveland | 10 | 20 | | 92.9 | 96.0 | | 93.1 |
| Cumbria | 10 | 20 | | 92.8 | 90.5 | | 91.8 |
| Derbyshire | 10 | 20 | 15 | 82.7 | 89.6 | 90.2 | 84.1 |
| Devon and Cornwall | 15 | 20 | | 80.2 | 84.2 | | 82.6 |
| Dorset | 10 | 20 | | 79.4 | 82.0 | | 79.8 |
| Durham | | | 10 | | | 92.1 | 92.1 |
| Dyfed-Powys | | 15 | | | 82.7 | | 82.7 |
| Essex | 10 | 20 | | 77.5 | 85.7 | | 81.1 |
| Gloucestershire | 10 | 20 | | 91.0 | 92.2 | | 91.6 |
| Greater Manchester | 10 | | | 83.6 | | | 83.6 |
| Gwent | 20 | | | 96.7 | | | 96.7 |
| Hampshire | | | 15 | | | 94.6 | 94.6 |
| Hertfordshire | | | 15 | | | 83.2 | 83.2 |
| Humberside | 15 | 20 | | 86.3 | 85.8 | | 86.2 |
| Kent | 10 | 20 | 20 | 93.6 | 97.2 | 91.7 | 94.0 |
| Lancashire | | | 15 | | | 93.7 | 93.7 |
| Leicestershire | | | 15 | | | 82.3 | 82.3 |
| Lincolnshire | 10 | 20 | | 81.8 | 81.7 | | 81.8 |
| Merseyside | 10 | | | 88.6 | | | 88.6 |
| Metropolitan Police | 12 | | | 76.4 | | | 76.4 |
| Norfolk | 10 | 20 | | 80.2 | 88.8 | | 83.4 |
| Northamptonshire | 10 | 17 | | 89.0 | 84.1 | | 87.6 |
| Northumbria | 10 | 20 | | 92.1 | 93.9 | | 92.2 |
| North Wales | | | 20 | | | 89.7 | 89.7 |
| North Yorkshire | 15 | 20 | | 94.2 | 86.1 | | 92.2 |
| Nottinghamshire | | | 15 | | | 91.5 | 91.5 |
| South Wales | | | 15 | | | 87.6 | 87.6 |
| South Yorkshire | | | 10 | | | 79.7 | 79.7 |
| Staffordshire | 10 | 20 | | 88.5 | 93.0 | | 89.6 |
| Suffolk | | | 15 | | | 92.9 | 92.9 |
| Surrey | | | 15 | | | 78.3 | 78.3 |
| Sussex ¹ | - | - | - | - | - | - | - |
| Thames Valley | | | 15 | | | 79.8 | 79.8 |
| Warwickshire | 10 | 20 | | 92.9 | 94.1 | | 93.4 |
| West Mercia | 10 | 20 | | 89.1 | 89.4 | | 89.2 |
| West Midlands | 10 | 15 | | 87.0 | 87.4 | | 87.0 |
| West Yorkshire | | | 15 | | | 89.0 | 89.0 |
| Wiltshire | 10 | 20 | | 87.3 | 89.6 | | 88.3 |
| England & Wales ² | | | | 81.6 | 87.4 | 85.8 | 83.4 |

¹ Sussex does not set targets for immediate response incidents

² Figures for England & Wales exclude Sussex

APPENDIX IV

Table 7
Net budget revenue expenditure

| FORCES | NET BUDGET REVENUE EXPENDITURE (£'000S) | EXPENDITURE PER POLICE OFFICER (£'S) | EXPENDITURE PER STAFF MEMBER (£'S) | EXPENDITURE PER HEAD OF POPULATION IN FORCE AREA (£'S) |
|----------------------|---|--------------------------------------|------------------------------------|--|
| Avon and Somerset | 181,349 | 60,621 | 39,198 | 120.8 |
| Bedfordshire | 66,057 | 62,762 | 41,016 | 117.5 |
| Cambridgeshire | 79,693 | 61,942 | 40,731 | 109.9 |
| Cheshire | 114,954 | 57,149 | 40,089 | 117.0 |
| City of London | 57,977 | 79,421 | 59,281 | 9651.6 |
| Cleveland | 83,594 | 58,162 | 40,243 | 150.4 |
| Cumbria | 67,335 | 64,282 | 41,171 | 136.9 |
| Derbyshire | 111,924 | 61,768 | 39,354 | 114.9 |
| Devon and Cornwall | 183,617 | 62,582 | 40,152 | 117.0 |
| Dorset | 80,458 | 59,422 | 37,318 | 116.2 |
| Durham | 83,928 | 52,628 | 38,503 | 138.3 |
| Essex | 186,668 | 62,598 | 40,562 | 115.4 |
| Gloucestershire | 68,615 | 58,821 | 39,491 | 122.1 |
| Greater Manchester | 393,249 | 57,200 | 39,349 | 152.6 |
| Hampshire | 203,482 | 58,793 | 40,079 | 114.2 |
| Hertfordshire | 125,155 | 64,579 | 43,261 | 120.0 |
| Humberside | 117,319 | 61,008 | 42,171 | 133.1 |
| Kent | 192,854 | 58,574 | 37,715 | 121.5 |
| Lancashire | 187,196 | 57,404 | 38,749 | 131.3 |
| Leicestershire | 109,062 | 52,803 | 36,264 | 116.7 |
| Lincolnshire | 72,746 | 62,443 | 41,309 | 115.7 |
| Merseyside | 254,597 | 62,379 | 45,533 | 181.4 |
| Metropolitan Police | 1,836,700 | 71,464 | 49,243 | 252.3 |
| Norfolk | 90,919 | 64,073 | 42,367 | 114.2 |
| Northamptonshire | 74,350 | 63,547 | 37,513 | 119.7 |
| Northumbria | 212,242 | 55,721 | 40,620 | 149.6 |
| North Yorkshire | 83,188 | 63,624 | 43,361 | 111.3 |
| Nottinghamshire | 133,331 | 58,762 | 39,658 | 129.1 |
| South Yorkshire | 178,154 | 55,431 | 37,372 | 136.8 |
| Staffordshire | 127,434 | 59,410 | 41,294 | 120.2 |
| Suffolk | 71,996 | 63,565 | 40,387 | 106.7 |
| Surrey | 123,711 | 59,263 | 41,107 | 114.8 |
| Sussex | 169,963 | 58,974 | 37,037 | 112.2 |
| Thames Valley | 235,849 | 62,776 | 41,204 | 111.4 |
| Warwickshire | 58,471 | 63,486 | 43,088 | 115.1 |
| West Mercia | 125,849 | 64,514 | 41,320 | 110.3 |
| West Midlands | 389,995 | 52,557 | 37,614 | 148.5 |
| West Yorkshire | 296,936 | 61,669 | 39,009 | 140.4 |
| Wiltshire | 71,119 | 66,466 | 41,157 | 116.5 |
| England Total | 7,302,036 | 62,127 | 41,991 | 146.8 |
| Dyfed-Powys | 59,025 | 55,831 | 41,155 | 122.8 |
| Gwent | 76,135 | 59,741 | 40,946 | 136.8 |
| North Wales | 84,019 | 60,972 | 41,532 | 127.7 |
| South Wales | 179,084 | 58,774 | 39,992 | 144.2 |
| Wales Total | 398,263 | 58,944 | 40,661 | 135.6 |

Source: BUDGETED expenditure, from the Department for Transport, Local Government and the Regions (DLR), and the Welsh Assembly
Actual expenditure figures from audited accounts were not available at time of going to press

Table 8
Complaints against the police 2000/01

| FORCES | TOTAL COMPLAINTS RECEIVED | TOTAL COMPLAINTS COMPLETED | NUMBER OF COMPLAINTS SUBSTANTIATED | % COMPLAINTS SUBSTANTIATED | NUMBER OF COMPLAINTS INFORMALLY RESOLVED | % COMPLAINTS INFORMALLY RESOLVED |
|----------------------------|---------------------------|----------------------------|------------------------------------|----------------------------|--|----------------------------------|
| Avon and Somerset | 845 | 873 | 27 | 3.1 | 289 | 33.1 |
| Bedfordshire | 194 | 181 | 6 | 3.3 | 77 | 42.5 |
| Cambridgeshire | 281 | 341 | 18 | 5.3 | 82 | 24.0 |
| Cheshire | 495 | 533 | 10 | 1.9 | 226 | 42.4 |
| City of London | 60 | 57 | 3 | 5.3 | 33 | 57.9 |
| Cleveland | 318 | 340 | 5 | 1.5 | 145 | 42.6 |
| Cumbria | 283 | 262 | 0 | 0.0 | 114 | 43.5 |
| Derbyshire | 298 | 374 | 7 | 1.9 | 171 | 45.7 |
| Devon and Cornwall | 704 | 837 | 22 | 2.6 | 275 | 32.9 |
| Dorset | 267 | 232 | 5 | 2.2 | 59 | 25.4 |
| Durham | 181 | 171 | 4 | 2.3 | 72 | 42.1 |
| Dyfed-Powys | 157 | 155 | 4 | 2.6 | 75 | 48.4 |
| Essex | 549 | 597 | 12 | 2.0 | 185 | 31.0 |
| Gloucestershire | 258 | 259 | 5 | 1.9 | 75 | 29.0 |
| Greater Manchester | 1,807 | 2,138 | 40 | 1.9 | 725 | 33.9 |
| Gwent | 487 | 635 | 8 | 1.3 | 359 | 56.5 |
| Hampshire | 523 | 661 | 20 | 3.0 | 217 | 32.8 |
| Hertfordshire | 491 | 558 | 20 | 3.6 | 231 | 41.4 |
| Humberside | 364 | 354 | 14 | 4.0 | 122 | 34.5 |
| Kent | 620 | 781 | 63 | 8.1 | 178 | 22.8 |
| Lancashire | 682 | 808 | 26 | 3.2 | 293 | 36.3 |
| Leicestershire | 333 | 334 | 13 | 3.9 | 144 | 43.1 |
| Lincolnshire | 313 | 362 | 7 | 1.9 | 158 | 43.6 |
| Merseyside | 911 | 1,384 | 36 | 2.6 | 498 | 36.0 |
| Metropolitan Police | 5,830 | 5,877 | 138 | 2.3 | 1,831 | 31.2 |
| Norfolk | 365 | 452 | 17 | 3.8 | 115 | 25.4 |
| Northamptonshire | 221 | 215 | 7 | 3.3 | 68 | 31.6 |
| Northumbria | 661 | 614 | 12 | 2.0 | 308 | 50.2 |
| North Wales | 297 | 348 | 13 | 3.7 | 176 | 50.6 |
| North Yorkshire | 441 | 392 | 16 | 4.1 | 138 | 35.2 |
| Nottinghamshire | 770 | 815 | 26 | 3.2 | 285 | 35.0 |
| South Wales | 747 | 832 | 17 | 2.0 | 237 | 28.5 |
| South Yorkshire | 582 | 630 | 14 | 2.2 | 244 | 38.7 |
| Staffordshire | 803 | 699 | 34 | 4.9 | 179 | 25.6 |
| Suffolk | 229 | 295 | 5 | 1.7 | 83 | 28.1 |
| Surrey | 460 | 368 | 17 | 4.6 | 136 | 37.0 |
| Sussex | 1,814 | 1,900 | 79 | 4.2 | 579 | 30.5 |
| Thames Valley | 768 | 798 | 45 | 5.6 | 154 | 19.3 |
| Warwickshire | 205 | 192 | 9 | 4.7 | 52 | 27.1 |
| West Mercia | 410 | 538 | 11 | 2.0 | 138 | 25.7 |
| West Midlands | 1,884 | 1,650 | 38 | 2.3 | 498 | 30.2 |
| West Yorkshire | 795 | 933 | 19 | 2.0 | 427 | 45.8 |
| Wiltshire | 266 | 259 | 11 | 4.2 | 102 | 39.4 |
| England & Wales | 28,969 | 31,034 | 903 | 2.9 | 10,553 | 34.0 |

Source: Home Office GIM 12 return, table 1, row A, column 4 and table 3, row X columns 6, 5 and 1

APPENDIX IV

Table 9
Assaults on police officers

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|----------------|----------------------|---------------|-------------------------|----------------------|---------------|
| | FATAL | SERIOUS ¹ | OTHER | FATAL | SERIOUS ¹ | OTHER |
| Avon and Somerset | 0 | 3 | 402 | 0 | 7 | 325 |
| Bedfordshire | 0 | 0 | 97 | 0 | 16 | 109 |
| Cambridgeshire | 0 | 0 | 160 | 0 | 2 | 152 |
| Cheshire | 0 | 3 | 236 | 0 | 7 | 218 |
| City of London | 0 | 1 | 43 | 0 | 0 | 44 |
| Cleveland | 0 | 0 | 13 | Not available | | 342 |
| Cumbria | 0 | 1 | 102 | 0 | 2 | 83 |
| Derbyshire | 0 | 5 | 273 | 0 | 3 | 229 |
| Devon and Cornwall | 0 | 6 | 305 | 0 | 5 | 219 |
| Dorset | 0 | 3 | 165 | 0 | 2 | 130 |
| Durham | 0 | 3 | 218 | 0 | 0 | 291 |
| Dyfed-Powys | 0 | 4 | 85 | 0 | 4 | 108 |
| Essex | 0 | 1 | 169 | 0 | 2 | 208 |
| Gloucestershire | 0 | 5 | 138 | 0 | 1 | 175 |
| Greater Manchester | 1 | 36 | 904 | 1 | 31 | 943 |
| Gwent | 0 | 5 | 200 | 0 | 8 | 183 |
| Hampshire | 0 | 29 | 356 | 0 | 1 | 373 |
| Hertfordshire | 0 | 2 | 158 | 0 | 2 | 157 |
| Humberside | 0 | 0 | 265 | 0 | 2 | 242 |
| Kent | 0 | 12 | 280 | 0 | 6 | 276 |
| Lancashire | 0 | 45 | 249 | 0 | 64 | 254 |
| Leicestershire | 0 | 0 | 218 | 0 | 0 | 236 |
| Lincolnshire | 0 | 1 | 127 | 0 | 4 | 114 |
| Merseyside | 0 | 23 | 497 | 0 | 0 | 119 |
| Metropolitan Police | 0 | 0 | 1,391 | Not currently available | | |
| Norfolk | 0 | 0 | 294 | 0 | 0 | 354 |
| Northamptonshire | 0 | - ² | 189 | 0 | - ² | 138 |
| Northumbria | 0 | 20 | 493 | 0 | 29 | 501 |
| North Wales | 0 | 0 | 104 | 0 | 0 | 106 |
| North Yorkshire | 0 | 7 | 97 | 0 | 7 | 111 |
| Nottinghamshire | 0 | 6 | 416 | 0 | 1 | 315 |
| South Wales | - ³ | - ³ | 317 | 0 | 7 | 52 |
| South Yorkshire | 0 | 8 | 190 | 0 | 7 | 205 |
| Staffordshire | 0 | 4 | 425 | 0 | 1 | 206 |
| Suffolk | 0 | 0 | 129 | 0 | 1 | 126 |
| Surrey | 0 | 2 | 138 | 0 | 8 | 225 |
| Sussex | 0 | 5 | 397 | 0 | 9 | 388 |
| Thames Valley | 0 | 1 | 141 | 0 | 0 | 288 |
| Warwickshire | 0 | 3 | 139 | 0 | 1 | 150 |
| West Mercia | 0 | 12 | 361 | 0 | 11 | 253 |
| West Midlands | 0 | 30 | 911 | 0 | 75 | 1,790 |
| West Yorkshire | 0 | 9 | 656 | 0 | 6 | 693 |
| Wiltshire | 0 | 4 | 104 | 0 | 13 | 133 |
| England & Wales | 1 | 299 | 12,552 | 1 | 345 | 11,564 |

¹ serious assaults are those for which the charge would be under Sections 18 and 20 of the Offences Against the Person Act

² Northamptonshire are not able to separate serious and other assaults

³ South Wales were not able to provide a breakdown of assaults in 1999/2000

Table 10
Sickness absence - police

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|---|---|-------------------------------------|---|---|-------------------------------------|
| | TOTAL NUMBER OF WORKING DAYS LOST TO SICK LEAVE | NUMBER OF DAYS LOST TO LONG TERM SICK LEAVE (INCLUDED IN TOTAL) | AVERAGE DAYS SICK LEAVE PER OFFICER | TOTAL NUMBER OF WORKING DAYS LOST TO SICK LEAVE | NUMBER OF DAYS LOST TO LONG TERM SICK LEAVE (INCLUDED IN TOTAL) | AVERAGE DAYS SICK LEAVE PER OFFICER |
| Avon and Somerset | 34,485 | 19,969 | 11.5 | 40,147 | 25,921 | 13.4 |
| Bedfordshire | 12,853 | 7,618 | 12.4 | 13,544 | 7,812 | 12.9 |
| Cambridgeshire | 15,003 | 9,371 | 11.8 | 17,143 | 11,286 | 13.3 |
| Cheshire | 25,027 | 15,523 | 11.9 | 27,513 | 21,001 | 13.7 |
| City of London | 9,571 | 5,905 | 12.5 | 10,487 | 8,380 | 14.9 |
| Cleveland | 18,306 | 11,918 | 12.6 | 18,955 | 12,747 | 13.2 |
| Cumbria | 13,286 | 7,691 | 11.9 | 13,755 | 8,263 | 13.1 |
| Derbyshire | 22,156 | 14,127 | 12.4 | 21,022 | 13,252 | 11.6 |
| Devon and Cornwall | 31,549 | 17,622 | 10.9 | 33,034 | 18,656 | 11.3 |
| Dorset | 13,224 | 5,986 | 10.1 | 13,485 | 7,479 | 10.0 |
| Durham | 16,795 | 10,610 | 10.6 | 20,801 | 13,572 | 13.0 |
| Dyfed-Powys | 11,493 | 7,555 | 11.0 | 12,191 | - ¹ | 11.5 |
| Essex | 40,919 | 22,714 | 14.2 | 40,455 | 23,314 | 13.6 |
| Gloucestershire | 11,433 | 5,882 | 10.1 | 12,261 | 6,170 | 10.5 |
| Greater Manchester | 95,359 | 67,022 | 13.9 | 101,464 | 74,253 | 14.8 |
| Gwent | 16,871 | 11,545 | 13.2 | 19,569 | 13,676 | 15.4 |
| Hampshire | 35,518 | 22,177 | 10.2 | 42,184 | 28,064 | 12.2 |
| Hertfordshire | 18,432 | 8,894 | 10.4 | 22,847 | 12,192 | 11.8 |
| Humberside | 18,104 | 8,183 | 9.1 | 16,485 | 11,271 | 8.6 |
| Kent | 34,681 | 18,492 | 10.7 | 38,148 | 21,731 | 11.6 |
| Lancashire | 40,407 | 26,438 | 12.4 | 40,858 | 29,022 | 12.5 |
| Leicestershire | 25,079 | 14,295 | 12.5 | 22,596 | 12,177 | 10.9 |
| Lincolnshire | 13,519 | 6,517 | 12.0 | 13,236 | 6,240 | 11.4 |
| Merseyside | 49,678 | 35,897 | 11.9 | 54,256 | 37,971 | 13.3 |
| Metropolitan Police | 248,163 | 157,261 | 9.6 | 278,933 | - ¹ | 10.9 |
| Norfolk | 17,497 | 8,232 | 12.5 | 16,694 | 6,889 | 11.8 |
| Northamptonshire | 12,081 | 4,609 | 10.6 | 11,416 | 5,211 | 9.8 |
| Northumbria | 37,947 | 29,565 | 9.9 | 33,666 | 26,502 | 8.8 |
| North Wales | 15,459 | 9,483 | 11.3 | 16,234 | 9,599 | 11.8 |
| North Yorkshire | 16,944 | 9,994 | 12.8 | 17,000 | 10,013 | 13.0 |
| Nottinghamshire | 31,457 | 24,461 | 14.0 | 25,460 | 17,875 | 11.2 |
| South Wales | 45,991 | 31,190 | 15.5 | 49,043 | - ¹ | 16.1 |
| South Yorkshire | 41,611 | 27,776 | 13.1 | 39,232 | 27,719 | 12.2 |
| Staffordshire | 27,460 | 16,192 | 12.5 | 28,424 | 15,059 | 13.3 |
| Suffolk | 12,513 | 6,385 | 10.6 | 12,179 | 8,735 | 10.8 |
| Surrey | 19,753 | 11,106 | 11.1 | 24,715 | 14,578 | 11.8 |
| Sussex | 32,473 | 17,051 | 10.7 | 32,437 | 16,275 | 11.3 |
| Thames Valley | 53,509 | 36,752 | 14.1 | 53,659 | 38,793 | 14.3 |
| Warwickshire | 13,090 | 7,631 | 14.4 | 12,472 | 7,449 | 13.5 |
| West Mercia | 27,141 | 12,873 | 13.7 | 26,563 | 16,698 | 13.6 |
| West Midlands | 90,046 | 64,982 | 12.2 | 96,800 | 68,001 | 13.0 |
| West Yorkshire | 55,255 | 23,929 | 11.2 | 62,554 | 40,832 | 13.0 |
| Wiltshire | 10,827 | 4,349 | 10.0 | 12,219 | 5,855 | 11.4 |
| England & Wales | 1,432,963 | 885,771 | 11.6 | 1,516,147 | 780,633 | 12.2 |

¹ Dyfed-Powys, the MPS and South Wales were unable to provide information on long term sick leave at the time of going to press

APPENDIX IV

Table 11
Sickness absence - support staff

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|---|---|--|---|---|--|
| | TOTAL NUMBER OF WORKING DAYS LOST TO SICK LEAVE | NUMBER OF DAYS LOST TO LONG TERM SICK LEAVE (INCLUDED IN TOTAL) | AVERAGE DAYS SICK LEAVE PER STAFF MEMBER | TOTAL NUMBER OF WORKING DAYS LOST TO SICK LEAVE | NUMBER OF DAYS LOST TO LONG TERM SICK LEAVE (INCLUDED IN TOTAL) | AVERAGE DAYS SICK LEAVE PER STAFF MEMBER |
| Avon and Somerset | 19,759 | 9,495 | 11.8 | 20,186 | 10,175 | 12.3 |
| Bedfordshire | 6,034 | 2,720 | 11.0 | 6,358 | 2,988 | 11.4 |
| Cambridgeshire | 7,698 | 4,617 | 11.5 | 7,646 | 4,446 | 11.4 |
| Cheshire | 12,567 | 6,815 | 14.1 | 13,538 | 9,822 | 15.8 |
| City of London | 4,330 | 2,603 | 14.4 | 3,522 | 2,388 | 15.1 |
| Cleveland | 6,522 | 3,712 | 10.2 | 9,430 | 6,218 | 14.7 |
| Cumbria | 4,803 | 2,283 | 9.5 | 4,698 | 2,289 | 8.0 |
| Derbyshire | 12,071 | 6,835 | 11.8 | 14,324 | 9,099 | 13.9 |
| Devon and Cornwall | 21,175 | 12,148 | 14.1 | 20,060 | 9,983 | 12.2 |
| Dorset | 9,203 | 3,759 | 11.4 | 8,537 | 4,426 | 10.6 |
| Durham | 5,668 | 3,016 | 9.0 | 6,182 | 3,656 | 10.6 |
| Dyfed-Powys | 3,971 | 2,362 | 8.6 | 5,152 | 3,380 | 13.7 |
| Essex | 23,904 | 12,064 | 15.3 | 22,531 | 11,329 | 13.9 |
| Gloucestershire | 6,612 | 3,055 | 12.1 | 5,937 | 2,587 | 10.4 |
| Greater Manchester | 48,595 | 31,049 | 15.6 | 48,840 | 32,827 | 15.7 |
| Gwent | 6,638 | 3,726 | 11.2 | 7,649 | 4,715 | 13.1 |
| Hampshire | 13,543 | 6,604 | 8.6 | 16,392 | 8,394 | 10.1 |
| Hertfordshire | 10,859 | 4,498 | 11.1 | 13,109 | 6,399 | 13.7 |
| Humberside | 9,459 | 3,894 | 9.8 | 9,849 | 6,374 | 11.5 |
| Kent | 19,342 | 9,390 | 11.2 | 20,986 | 10,898 | 11.5 |
| Lancashire | 17,447 | 10,289 | 11.7 | 20,066 | 13,029 | 12.8 |
| Leicestershire | 13,083 | 6,897 | 14.0 | 12,359 | 5,884 | 13.1 |
| Lincolnshire | 5,847 | 2,780 | 10.2 | 6,602 | 2,746 | 11.1 |
| Merseyside | 20,824 | 13,476 | 12.7 | 25,104 | 16,872 | 16.6 |
| Metropolitan Police | 144,309 | 80,415 | 12.1 | 130,821 | Unable to provide data | 11.3 |
| Norfolk | 8,602 | 2,884 | 11.2 | 9,379 | 4,409 | 12.9 |
| Northamptonshire | 7,268 | 3,197 | 10.2 | 6,659 | 2,626 | 8.2 |
| Northumbria | 19,007 | 12,946 | 12.6 | 17,864 | 13,431 | 12.6 |
| North Wales | 7,756 | 3,626 | 16.2 | 11,177 | 6,096 | 17.3 |
| North Yorkshire | 6,744 | 3,242 | 11.4 | 6,926 | 3,662 | 11.3 |
| Nottinghamshire | 17,412 | 11,297 | 15.8 | 17,428 | 11,894 | 15.9 |
| South Wales | 24,775 | Unable to provide data | 18.8 | 20,940 | Unable to provide data | 14.6 |
| South Yorkshire | 22,198 | 12,203 | 12.9 | 23,013 | 14,524 | 14.8 |
| Staffordshire | 11,622 | 7,474 | 12.1 | 12,128 | 7,005 | 12.9 |
| Suffolk | 6,044 | 2,673 | 8.8 | 6,131 | 3,850 | 9.4 |
| Surrey | 8,784 | 4,445 | 11.3 | 11,715 | 5,713 | 12.7 |
| Sussex | 16,575 | 7,303 | 12.1 | 18,012 | 7,966 | 10.6 |
| Thames Valley | 24,661 | 13,245 | 12.4 | 22,699 | 12,904 | 11.5 |
| Warwickshire | 6,280 | 3,729 | 14.2 | 5,521 | 2,938 | 12.7 |
| West Mercia | 11,927 | 5,144 | 10.8 | 13,339 | 7,391 | 12.2 |
| West Midlands | 47,943 | 32,395 | 15.4 | 47,463 | 30,981 | 16.1 |
| West Yorkshire | 30,803 | 14,351 | 10.8 | 30,859 | 10,716 | 11.0 |
| Wiltshire | 7,234 | 3,184 | 11.3 | 5,798 | 2,367 | 8.8 |
| England & Wales | 739,896 | 391,840 | 12.4 | 746,928 | 339,395 | 12.6 |

Table 12
Medical Retirement - Police

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|----------------------------|-----------------------------|-----------------------------|----------------------------|-----------------------------|-----------------------------|
| | POLICE MEDICAL RETIREMENTS | POLICE ORDINARY RETIREMENTS | % MEDICAL RETIREMENT POLICE | POLICE MEDICAL RETIREMENTS | POLICE ORDINARY RETIREMENTS | % MEDICAL RETIREMENT POLICE |
| Avon and Somerset | 40 | 64 | 38.5 | 42 | 67 | 38.5 |
| Bedfordshire | 18 | 21 | 46.2 | 18 | 13 | 58.1 |
| Cambridgeshire | 10 | 28 | 26.3 | 11 | 32 | 25.6 |
| Cheshire | 17 | 49 | 25.8 | 22 | 40 | 35.5 |
| City of London | 11 | 18 | 37.9 | 9 | 18 | 33.0 |
| Cleveland | 15 | 42 | 26.3 | 9 | 33 | 21.4 |
| Cumbria | 20 | 30 | 40.0 | 24 | 29 | 45.3 |
| Derbyshire | 12 | 24 | 33.3 | 12 | 27 | 30.8 |
| Devon and Cornwall | 20 | 92 | 17.9 | 15 | 94 | 13.6 |
| Dorset | 10 | 39 | 20.4 | 12 | 42 | 22.2 |
| Durham | 8 | 24 | 25.0 | 8 | 27 | 22.9 |
| Dyfed-Powys | 12 | 19 | 38.7 | 14 | 25 | 35.9 |
| Essex | 51 | 73 | 41.1 | 34 | 65 | 34.0 |
| Gloucestershire | 8 | 28 | 22.2 | 7 | 28 | 20.0 |
| Greater Manchester | 132 | 103 | 56.2 | 110 | 128 | 46.3 |
| Gwent | 25 | 25 | 50.0 | 16 | 27 | 37.2 |
| Hampshire | 20 | 109 | 15.5 | 17 | 95 | 15.2 |
| Hertfordshire | 10 | 57 | 14.9 | 13 | 40 | 24.5 |
| Humberside | 11 | 63 | 15.3 | 20 | 68 | 22.7 |
| Kent | 18 | 84 | 17.6 | 29 | 74 | 28.2 |
| Lancashire | 17 | 62 | 21.5 | 30 | 75 | 28.6 |
| Leicestershire | 22 | 24 | 47.8 | 28 | 29 | 48.8 |
| Lincolnshire | 10 | 32 | 23.8 | 4 | 41 | 8.9 |
| Merseyside | 45 | 71 | 38.8 | 47 | 79 | 37.3 |
| Metropolitan Police | 289 | 549 | 34.5 | 225 | 451 | 33.3 |
| Norfolk | 12 | 33 | 26.7 | 10 | 39 | 20.4 |
| Northamptonshire | 5 | 21 | 19.2 | 8 | 25 | 24.2 |
| Northumbria | 43 | 59 | 42.2 | 28 | 62 | 31.1 |
| North Wales | 15 | 24 | 38.5 | 31 | 32 | 49.2 |
| North Yorkshire | 25 | 26 | 49.0 | 37 | 27 | 57.8 |
| Nottinghamshire | 21 | 45 | 31.8 | 16 | 59 | 21.3 |
| South Wales | 52 | 54 | 49.1 | 76 | 45 | 62.8 |
| South Yorkshire | 24 | 76 | 24.0 | 30 | 74 | 28.8 |
| Staffordshire | 3 | 50 | 5.7 | 9 | 42 | 17.6 |
| Suffolk | 15 | 22 | 40.5 | 14 | 38 | 26.9 |
| Surrey | 14 | 40 | 25.9 | 18 | 34 | 34.6 |
| Sussex | 16 | 91 | 15.0 | 16 | 89 | 15.2 |
| Thames Valley | 19 | 91 | 17.3 | 20 | 71 | 21.9 |
| Warwickshire | 9 | 17 | 34.6 | 15 | 25 | 37.5 |
| West Mercia | 27 | 53 | 33.8 | 28 | 50 | 35.9 |
| West Midlands | 28 | 153 | 15.5 | 29 | 142 | 17.0 |
| West Yorkshire | 45 | 108 | 29.4 | 44 | 116 | 27.5 |
| Wiltshire | 8 | 39 | 17.0 | 5 | 28 | 15.2 |
| England & Wales | 1,232 | 2,732 | 31.1 | 1,209 | 2,645 | 31.4 |

APPENDIX IV

Table 13
Medical Retirement - Support staff

| FORCES | 1999/00 | | | 2000/01 | | |
|----------------------------|-----------------------------------|------------------------------------|------------------------------------|-----------------------------------|------------------------------------|------------------------------------|
| | SUPPORT STAFF MEDICAL RETIREMENTS | SUPPORT STAFF ORDINARY RETIREMENTS | % MEDICAL RETIREMENT SUPPORT STAFF | SUPPORT STAFF MEDICAL RETIREMENTS | SUPPORT STAFF ORDINARY RETIREMENTS | % MEDICAL RETIREMENT SUPPORT STAFF |
| Avon and Somerset | 11 | 20 | 35.5 | 15 | 23 | 39.5 |
| Bedfordshire | 6 | 7 | 46.2 | 4 | 14 | 21.9 |
| Cambridgeshire | 1 | 12 | 7.7 | 5 | 9 | 36.9 |
| Cheshire | 6 | 14 | 30.0 | 6 | 7 | 46.2 |
| City of London | 2 | 11 | 15.4 | 3 | 3 | 50.0 |
| Cleveland | 1 | 6 | 14.3 | 3 | 4 | 42.9 |
| Cumbria | 6 | 8 | 42.9 | 3 | 4 | 40.1 |
| Derbyshire | 7 | 4 | 63.6 | 4 | 7 | 35.2 |
| Devon and Cornwall | 13 | 13 | 50.0 | 20 | 14 | 59.7 |
| Dorset | 7 | 16 | 30.4 | 5 | 9 | 35.7 |
| Durham | 1 | 5 | 16.7 | 3 | 1 | 75.0 |
| Dyfed-Powys | 6 | 3 | 66.7 | 5 | 5 | 50.0 |
| Essex | 12 | 21 | 36.4 | 17 | 23 | 42.3 |
| Gloucestershire | 2 | 4 | 33.3 | 0 | 7 | 0.0 |
| Greater Manchester | 34 | 11 | 75.6 | 27 | 18 | 60.0 |
| Gwent | 6 | 2 | 75.0 | 4 | 5 | 44.4 |
| Hampshire | 7 | 26 | 21.2 | 6 | 18 | 25.0 |
| Hertfordshire | 1 | 14 | 6.7 | 7 | 16 | 30.3 |
| Humberside | 4 | 7 | 38.1 | 7 | 13 | 34.6 |
| Kent | 9 | 19 | 32.1 | 5 | 29 | 14.7 |
| Lancashire | 8 | 18 | 30.8 | 10 | 14 | 42.2 |
| Leicestershire | 4 | 11 | 26.7 | 2 | 15 | 12.1 |
| Lincolnshire | 2 | 5 | 28.6 | 2 | 8 | 15.8 |
| Merseyside | 17 | 16 | 51.5 | 12 | 23 | 34.3 |
| Metropolitan Police | 104 | 248 | 29.5 | 95 | 188 | 33.4 |
| Norfolk | 3 | 7 | 30.0 | 3 | 5 | 40.0 |
| Northamptonshire | 5 | 9 | 35.7 | 3 | 8 | 27.3 |
| Northumbria | 6 | 22 | 21.4 | 8 | 30 | 21.1 |
| North Wales | 4 | 10 | 28.6 | 6 | 16 | 27.3 |
| North Yorkshire | 3 | 17 | 15.0 | 1 | 4 | 20.0 |
| Nottinghamshire | 13 | 6 | 68.4 | 9 | 11 | 45.0 |
| South Wales | 18 | 4 | 81.8 | 9 | 9 | 50.0 |
| South Yorkshire | 5 | 14 | 26.3 | 8 | 8 | 50.0 |
| Staffordshire | 4 | 29 | 12.1 | 2 | 19 | 9.5 |
| Suffolk | 10 | 6 | 62.5 | 1 | 6 | 14.3 |
| Surrey | 4 | 10 | 28.6 | 3 | 17 | 15.0 |
| Sussex | 6 | 26 | 18.8 | 8 | 29 | 21.6 |
| Thames Valley | 2 | 30 | 6.3 | 3 | 21 | 12.7 |
| Warwickshire | 2 | 6 | 25.0 | 1 | 5 | 16.7 |
| West Mercia | 8 | 24 | 25.0 | 17 | 22 | 43.6 |
| West Midlands | 8 | 28 | 22.2 | 11 | 33 | 24.4 |
| West Yorkshire | 12 | 27 | 30.8 | 15 | 22 | 40.5 |
| Wiltshire | 4 | 12 | 25.0 | 5 | 9 | 35.7 |
| England & Wales | 394 | 808 | 32.8 | 381 | 749 | 33.7 |

GLOSSARY

| | |
|-------|--|
| ABC | Activity Based Costing |
| ACPO | Association of Chief Police Officers |
| AIC | Assistant Inspector of Constabulary |
| ALI | Adult Learning Inspectorate |
| APA | Association of Police Authorities |
| BAWP | British Association of Women Police |
| BCS | British Crime Survey |
| BCU | Basic Command Unit |
| BVPI | Best Value Performance Indicator |
| BVPP | Best Value Performance Plan |
| BVR | Best Value Review |
| CCTV | Closed Circuit Television |
| CDRP | Crime and Disorder Reduction Partnership |
| CFF | Crime Fighting Fund |
| CJS | Criminal Justice System |
| CPS | Crown Prosecution Service |
| CPTDA | Central Police Training and Development Agency |
| CRB | Criminal Records Bureau |
| DAT | Drug Action Team |
| DLTR | Department for Local Government, Transport and the Regions |
| EFQM | European Foundation for Quality Management |
| EISEC | Enhanced Information Source for Emergency Calls |
| GMP | Greater Manchester Police |
| HMCIC | HM Chief Inspector of Constabulary |
| HMI | HM Inspector of Constabulary |
| HMIC | HM Inspectorate of Constabulary |
| IIP | Investors in People |
| IT | Information Technology |
| LAGPA | Lesbian And Gay Police Association |
| MPS | Metropolitan Police Service |
| NAFIS | National Automated Fingerprint Information System |
| NBPA | National Black Police Association |

| | |
|-------|--|
| NCIS | National Criminal Intelligence Service |
| NCPC | National Conference of Police Chaplains |
| NCS | National Crime Squad |
| NIO | Northern Ireland Office |
| NPT | National Police Training |
| NSPIS | National Strategy for Police Information Systems |
| PACE | Police and Criminal Evidence Act 1984 |
| PITO | Police Information Technology Organisation |
| PLDB | Police Leadership and Development Board |
| PNC | Police National Computer |
| PSDB | Police Scientific Development Branch |
| RDS | Home Office Research, Development and Statistics |
| SAP | Senior Appointments Panel |
| TETRA | Trans European Trunked Radio |
| VCRAT | Vehicle Crime Reduction Action Team |
| YOT | Youth Offending Team |