



# Her Majesty's Chief Inspector of Constabulary

Annual Report 2001-2002





# Report

of Her Majesty's Chief Inspector of Constabulary

2001/2002

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# **Report of Her Majesty's Chief Inspector of Constabulary**

**For the year 2001-2002**

Home Office  
50 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 2001 - 31 March 2002

**Sir Keith Povey**

*QPM BA(Law)*



## 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.*

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## Foreword

Her Majesty's Chief Inspector of Constabulary  
Sir Keith Povey QPM BA (Law)

# A turning point for the police

*This is my first report as Her Majesty's Chief Inspector of Constabulary, taking up this position in January this year. I join a long line of illustrious predecessors at the head of HMIC, and I am not simply maintaining tradition by acknowledging the outstanding success of the last HMCIC, Sir David O'Dowd. Sir David took office as change was in the air, and it is now my job to build on the foundations he has bequeathed me.*

*The police service is at a turning point. After many years of steady modernisation, during which the police have striven to keep pace with a changing environment and mounting public expectation, we now have a radical reform programme designed to equip the service to face the challenges of the 21st century. Although this annual report looks back, principally at the year just passed, I would be selling readers short if I did not look towards what lies ahead for police officers and the public alike. Indeed, much of what HMIC has done throughout the past year has been in preparation for the challenges ahead.*



**From left to right:** Robin Field-Smith MBE MA MCIPD. Peter Todd MSC. David Blakey CBE QPM MBA DL. Kate Flannery BA CPFA. Mike Franklin. Sir Keith Povey QPM BA(Law). Tim Hollis QPM. Peter Winship CBE QPM MA(Oxon). Sir Ronnie Flanagan GBE MA. Ken Williams CBE QPM BA.

## THE POLICE SERVICE

### Police Reform

The Police Reform Act (2002) and the Government White Paper "Policing a new century: a blueprint for reform" set the agenda for the police service for the next ten years. The Government has clearly outlined its intention of improving police performance across the service to deliver real benefits in crime and disorder reduction, increased detection rates, safer communities and enhanced public confidence.

Key stakeholders in the service have been actively involved in shaping the reform programme and their challenge now is to deliver the improvements to which we are all committed. HMIC has a major role to play in stimulating the process and working with the service to drive up performance. Our methodology is described in greater detail in Chapter 2, together with an outline of proposed changes to enable us better to contribute to the reform programme.

### Other Challenges

The year under review, as ever, presented the police service with a number of significant challenges. In addition to dealing with ever increasing calls for service, reported crime, social disorder and high public expectations, the unexpected and unforeseen had the potential to seriously jeopardise public safety.

Certainly the most serious of these were the terrorist attacks in the United States of 11 September 2001. Even with the passage of time, the immensity of the tragedy and the weight of the implications beyond the United States have not diminished.

The effect on policing in England and Wales was dramatic, and instant. In all major conurbations, police officers were

immediately deployed on the streets, offering, on the one hand, a highly visible and reassuring presence; and on the other providing a new level of vigilance to counter any further or imitative attacks within these shores. I cannot praise too highly the managerial skill of senior police officers in achieving that visibility, nor can I congratulate too highly the bravery and commitment to their work which was shown by all those - senior and junior - who patrolled our streets with such dignity and professionalism. The police service often excels in times of adversity, and it was well up to the mark on this occasion.

For the police service, in the longer term, we have to acknowledge that a new, different and less visible threat now exists in our world. The danger to the public's safety and security remains high and is likely to be so for the foreseeable future. The challenge this presents to the police is a complex and fundamental one: to counter the threat to that safety and security from terrorism, whilst at the same time maintaining its capacity to deal with its core business. Policing this new threat has been expensive and maintaining performance in the face of these resource and other demands is now being addressed daily by managers throughout the service.

*Other critical issues faced by the service during the year included the following:*

Violent community disorders erupted in Bradford (twice), Burnley and Oldham during the spring and summer of 2001. They were some of the worst in 20 years. There was less serious disorder in a number of other places, and many more towns, mainly in the north, were identified by forces as being at significant risk of serious disorder. In the four main outbreaks, over 400 police officers were injured and it is estimated that over £9 million of damage was caused.



A total of 395 people were arrested over the period of the disturbances with serious charges of violent disorder and rioting preferred against 60. These disorders presented forces with considerable public order challenges. Mutual aid was called upon to control the situation and restore public order. For understandable reasons, forces' community and race relations approaches once again came under very close scrutiny from a number of reviews and inquiries established after the disturbances.

The foot and mouth crisis began very early in 2001, and involved massive diversion of policing resources for some considerable time before the necessary interventions (the responsibility of other agencies) could take effect. As with all traumatic sequences like this, the police service, being part of the community, is coming to terms with the aftermath. Inevitably, much of the effort was concentrated in rural areas and stretched forces were given aid by forces not geographically affected: a sign of forces' willingness to help beyond their immediate responsibilities.

A significant number of major enquiries were experienced by the police service in 2001/02. In the absence of any national investigative body or reserve of officers to deal with such normally high profile incidents, chief officers inevitably have to re-direct resources to meet the need. This results in abstractions from Basic Command Unit (BCU) resources, pulling officers away from their day to day responsibilities, with a high probability that core performance could be badly affected. A key challenge for police leaders is to ensure constant review of their allocation of resources to achieve optimum service delivery.

An issue of particular concern to forces in the south east is the ability to recruit and retain officers in such numbers as to maintain and improve their delivery of service. Significant numbers are transferring to other forces where either additional

benefits are the lure (Metropolitan) or quality housing is available at affordable prices. This phenomenon may benefit from an Inspectorate review in the forthcoming year.

The year under review witnessed the retirement of an unprecedented number of Chief Constables as their fixed term appointments came to an end. This presents both a challenge and an opportunity. A challenge in that significant experience becomes lost to the service, experience gained by senior officers over many years in many roles. And an opportunity in that the police service at the very top finds itself constantly refreshed by new talent with bright and innovative ideas. Leadership is a significant issue for HMIC, hence Chapter 3 being devoted to this subject alone.

The issue of gun crime and its connections with the drugs trade, particularly crack cocaine, is beginning to overshadow other efforts being made to reduce crime and the fear of crime. The increasing number of drug related firearms incidents, the rise in the use of crack cocaine, and the turf wars being fought between drug dealers all combine to strike fear in the heart of the worst affected communities. The successful investigation and prosecution of these offenders is made the more difficult by the reluctance of witnesses to come forward and give evidence for fear of intimidation and retribution. The response of the forces most affected is to form dedicated teams of officers wholly committed to tackling this violence within our societies by use of the most sophisticated means available. The Metropolitan Police have established 'Operation Trident' and Avon and Somerset has set up 'Operation Atrium'. This is certainly an area where serious consideration is being given by the Inspectorate to the potential benefits of a thematic inspection.

Despite all these challenges, the police service has continued to perform well, as the detailed material in Chapter 1 indicates. However, as always, some forces are performing better than others and the main challenge facing the leaders of these forces, and a requirement of the reform programme, is to ensure continuous improvement in that performance to the benefit of the public they serve.

### Resources

Over a three year period (2000/01 to 2002/03), Police Authority budgets (net expenditure after direct grants such as Crime Fighting Fund) have grown by 9%. Details are given in Table 14 in Appendix IV. Again, this provides forces with opportunities to offer even greater effectiveness to the communities they serve. However, it has to be said that police pensions are a significant aspect of Police Authority costs: these have grown by 15% over the past three years and are set to climb further.

The year 2001/02 also saw significant progress towards the Government target of increasing police numbers. The Crime Fighting Fund has provided the necessary resource to recruit an additional 9000 officers over and above previous plans in the three years to March 2003. The number of police officers in England and Wales is now the highest ever - 129,603 at 31 March 2002, compared to 124,170 in March 2000. The Home Secretary has set targets for strength to reach 130,000 officers by March 2003 and 132,500 officers in 2004.

Growth has been achieved through a substantial increase in recruitment - from 4,535 officers in 1999/2000 to 7,415 in 2000/01 and to 10,215 in 2001/02. On the other hand, wastage from the service (retirements etc) has remained fairly stable, though rates do vary from force to force.

Such growth does put considerable strain on the infrastructure and all those who have played a part in recruiting and training these new officers are to be congratulated. The proportion of probationer constables now delivering front line services has increased dramatically resulting in a pressing requirement for increasing supervision.

On a related issue, forces must not lose sight of the introduction in 1999 of minority ethnic employment targets in the police service, which followed from one of the Stephen Lawrence Inquiry recommendations. The Home Office Dismantling Barriers action plan set forces recruitment, retention and progression targets to be achieved by 2009. These targets were designed with a view to bring into line ethnic minority representation within the communities served by each force. It has been noted that some forces are experiencing difficulty meeting their local targets. These forces will be offered support and assistance through annual reviews conducted jointly by HMIC and the Home Office against an agreed recruitment, retention and progression framework. The outcome of these reviews will be action plans agreed with Chief Officers to assist those forces to meet their 2009 target. HMIC has emphasised that such reviews are to be accompanied by the promulgation of good or promising practice when it is identified.

## HMIC

Chapter 2 in this report describes in detail the work of HMIC, and Chapter 4 tells how we are ourselves preparing for the joint challenges of reform and performance improvement. I will leave those chapters to speak for themselves, but I should emphasise how HMIC itself has embraced reform during the last few years.

We have moved from a treadmill - for the inspectors as much as the inspectees - of annual force inspections, to a portfolio of inspection activities to reflect developing circumstances. Our principal inspection format of inspecting a force as a whole, or such components as need be, is based wholly on an evidence- and data-based risk assessment process. This ensures that the resources of HMIC can be brought to bear on those forces and their activities which will benefit most from our scrutiny, analysis, support and guidance.

We also direct considerable attention to inspecting the operational organisms which make up forces - the Basic Command Unit. In his last annual report, my predecessor presciently noted that this part of our portfolio represented a "significant logistical challenge". We are facing that challenge, having inspected 60 BCUs in 2001/02, the first year of a five year programme to inspect all 318.

On internal matters, I was pleased to see that our Investors in People award was regained in July 2002. We will be building on that success. I am fortunate in having so many professional, dedicated and hard working people in HMIC.

### A new inspection methodology

Moving away from the convention of annual inspections of each force had allowed HMIC to develop the risk assessment approach. With more than just an eye to the police reform agenda, we have undertaken (and will be implementing in inspection year 2003/04) a refinement of this approach. This will lead to agreed baseline assessments of each force's performance and operating environment.



From these will flow an inspection programme for each force, tailored to the performance improvement needs which relate specifically to that force. Continuous assessment will follow. I look forward to reporting on the emerging outcomes of this new methodology in a year's time. For the moment further details are given in Chapter 2.

### The Police Standards Unit

We have a new partner in our search for greater policing excellence, the Police Standards Unit. HMIC and PSU have a common objective to help forces and BCUs raise their performance levels to those of the best. Failing forces, once identified, will be subject to graded support and collaborative intervention designed to achieve substantial improvement measured against agreed indicators and timescales. Although sharing this common objective, we do have quite different rules and functions, described further in Chapter 4.

We have developed a protocol to describe how our related interests in further improving police performance will be best implemented. I look forward to reporting next year on how our programmes have served the police service, and noting how we have avoided the obvious potential pitfalls of two organisations with different but related responsibilities working in the same field.

### Other organisations

I will be continuing my predecessor's work in meeting and consulting with ACPO, APA, the Police Federation and the Superintendents' Association and Unison; as well as other representative bodies such as the National Black Police Association, the Gay Police Association, and the British Association of Women Police. I value these contacts.

I also maintain a working relationship with the heads of other Inspectorates, not least the HMCIC for Scotland, Sir Roy Cameron.

### Arrivals and departures

As ever, twelve months sees significant changes in the HMIC cast list. Retiring this autumn is Dan Crompton, who has served as HM Inspector in the northern region for seven years, with great distinction. We will be sorry to lose his considerable experience, and wish him a long and fruitful retirement.

I welcome as his successor Ken Williams, joining us from his post as chief constable of Norfolk and who will add a further injection of operational command experience. I am also delighted to have secured the services of Sir Ronnie Flanagan, former Chief Constable of the PSNI, who replaces me in the Eastern Region.

I continue to be supported admirably by Peter Winship, David Blakey and Robin Field-Smith; and by Peter Todd and Tim Hollis as police Assistant Inspectors. One of HMIC's two lay assistant inspectors on race and diversity, Maqsood Ahmad, chose this year to pursue his career elsewhere: he brought a considerable background in his field, from which HMIC and the police service benefited. Our other lay assistant inspector, Mike Franklin, continues the work begun by Maqsood and himself, and I have put in place extra resources to support his important contribution.

Finally, I congratulate Kate Flannery's success in securing appointment as a further lay HM Inspector. At a time when women are securing their position at the very top of police forces it is particularly pleasing to acknowledge Kate's achievement. Kate moves up from being an assistant inspector, and has already made her mark by driving forward our new inspection methodology.

## CONCLUSION

***It will be apparent from what has just been read, and what follows later in this report, that HMIC has a tough job to do. I am confident that at the end of my tenure as Her Majesty's Chief Inspector of Constabulary, I will be able to survey a police service which is performing way beyond present expectations, and which is applauded for the increased levels of service delivery being experienced by communities. Those communities will be being reassured to greater levels than at present by an effective service which is focused on driving down crime and dealing sympathetically and professionally with victims and witnesses.***

***There is no doubt that the spotlight is on the police service. The public has high expectations of its police officers. Through the work described in this report we are striving to support the service in its ambition to meet - and exceed - those expectations. Tough challenges lie ahead, but in the best traditions of the service they will be met and overcome - with the help of HMIC.***

# Police Performance and achievement

Recent years have seen gradually but steadily increasing attention on police performance. All public services have faced increasing interest in this regard, and the police service cannot be immune from this development. HMIC is an independent mechanism to check - and double check - what is actually being delivered. The police reform programme will strengthen and develop HMIC's role, to challenge the worst performers, and recognise the best. The focus of all HMIC's inspection work is therefore on improving performance by encouraging forces to concentrate on delivery.



This is not a sterile process, it has connections with outputs and outcomes of all that police forces set out to achieve. Preparation for inspection can be as valuable as the inspection itself. There is shared attention given to the relevant data used by inspection teams, in both headquarters and local levels. Where there are any connections or tensions between policy formulators in forces and those actually tasked with delivery, HMIC will examine these and recommend, where appropriate, changes in approach, tactics or strategy.

HMIC has a role to promulgate good practice and to encourage the take up of good practice across the service. This approach finds reflection in the increasing steps being taken towards national models and national approaches, the National Intelligence Model (NIM) being just one. As forces and BCUs move towards self-assessment techniques, such as in Best Value, HMIC will inevitably move towards validating the results of those processes, verifying their effectiveness in terms of performance and delivery.

## PERFORMANCE AND RESOURCES

All public services need to demonstrate to the public the improvements in performance which are achieved from the increasing consumption of resources. They cannot and must not be excluded from this accountability process. Policing is

generally regarded, correctly, as providing a good service that the public demands more of. However, the service's overall ability to evidence the link between the investment in resources and outcomes remains poor.

The pressures on the service to forge more effective links between the use of resources and the delivery of improved performance are now considerable. HMIC's last report called on Police Authorities and Chief Constables actively to pursue this challenge, but the pace of change in this area remains slow. While performance management frameworks in most forces have improved in recent years, most fail to include support services. Similarly, the service's ability to cost these activities also remains poor.

It is over a year since ACPO launched its activity based costing model (ABC), yet it has not been fully embraced by the service and considerable efforts will need to be undertaken in many forces to ensure that this minimum standard is achieved. Policing, as was well demonstrated by the Home Office-led TV advertising campaign to recruit police officers, is a complex and challenging occupation which is vital to society. It is essential that the service develops its processes for measuring what operational staff (both police officers and support staff) actually do to enable these vital activities to be costed.

The Treasury has placed the full implementation of the ACPO ABC model as a key requirement in the results of the 2002 Spending Review. It is therefore likely that full implementation of the ACPO ABC model will be required, possibly as a condition for achieving the Efficiency Plan in 2003/04. On this basis, all forces and Police Authorities will need to plan now to expand their activity survey in 2003 to comply with the model.

The key to ABC is activity analysis, and for most forces this involves using a card which has to be completed every 15 minutes for a three-week sample period each year. Understandably, this system is disliked by officers and is both time consuming and expensive to operate. Indeed, reliance on such out-dated technology can be regarded as absurd.

The limitations in the use of such manual methods could undermine the use of activity analysis as a comparative tool. The service now needs to consider how it can use technology to capture activity data on a more effective basis especially from operational support departments. A few forces are already progressing this issue and are able to make use of technology to capture activity analysis from command and control, activity recording and other systems. This should be the norm not the exception. To achieve this, the service, led by the Home Office, needs to develop a strategy, using IT, to enable a more continuous collection of activity data.

## MINISTERIAL PRIORITIES AND BEST VALUE PERFORMANCE INDICATORS

For 2001/2002 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;
- to increase trust and confidence in policing amongst minority ethnic communities.

These are priorities carried over from 1999/2000 and 2000/01, emphasising the Government's continuing 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. National crime reduction targets were set. These are to reduce:

- vehicle crime by 30% by 2004;
- domestic burglary by 25% by 2005; and
- robbery in the principal cities by 14%, by 2005.

Increasing concern about the rise in street crime offences led the Home Office to set up the Street Crime Initiative (SCI) in March 2002 for the ten police forces which accounted for over 80% of recorded robbery offences in 2001/02.

This initiative represents a unique approach, by tackling a single crime issue as a 'national emergency'. The personal leadership of the Prime Minister and the establishment of a cross-departmental ministerial steering group to drive timely decision-making added to its uniqueness and the potential importance of any transferable lessons emerging. SCI is important in its own right but could also provide a prototype for other future initiatives and a catalyst for change in the wider criminal justice system.

There is immense energy being expended across agencies in all ten areas and the momentum of SCI has achieved advances in some important areas of collaborative working. Published results show an impressive reduction in street crime since SCI was initiated. However, some concern over differences between initial targets set and performance reported has been observed.

If SCI is to be a model for future initiatives and a pilot for lasting systemic change across the criminal justice system, it will be important to evaluate both the intended outcomes of the initiative and any consequential and unforeseen results of the approach. It will also be vital to identify the key elements to achieve sustainability of any positive advances made. HMIC continues to lead a joint criminal justice inspection of SCI and will be reporting on its findings on 1 April 2003.

As part of the Best Value regime, the Home Office 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 encouraged 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 for the Environment, Transport and the Regions<sup>1</sup> in December 2000 and have formed the basis for data collection by HMIC in 2001/02. There are 32 BVPIs measuring police performance; next year the government will be focusing more on key areas of performance by reducing the suite of BVPIs to only 18. In this chapter only those which impact on the ministerial priorities, as shown in Figure 1, are examined in detail. Further performance information is contained in the tables in Appendix 4.

Figure 1

Ministerial Priority for 2001/02	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"> <li>1. Recorded crime and crime detection figures (incorporating vehicle crime, domestic burglary and robbery targets).</li> <li>2. Percentage of cases meeting joint performance management quality targets.</li> <li>3. The number of public disorder incidents.</li> <li>4. Performance on repeat victimisation.</li> </ol>
To increase trust and confidence in policing amongst minority ethnic communities.	<ol style="list-style-type: none"> <li>1. Investigation and detection of racist incidents/racially aggravated crimes.</li> <li>2. Stop/searches under PACE of ethnic persons compared to white persons.</li> <li>3. Percentage of ethnic minority officers in force compared to ethnic minority population of force area.</li> </ol>

<sup>1</sup>now the Office of the Deputy Prime Minister and the Department for Transport

### Supporting BVPIs for each of the Home Secretary's priorities

The remainder of this chapter looks at police performance against these 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.

HMIC welcomes the work that the Home Office has instigated on reviewing the scope and means of measuring police performance. A new set of policing 'domains' covering key areas of policing is being developed by the Home Office in consultation with ACPO, APA, HMIC and force representatives. This collaborative approach will help to ensure that the new measures of performance are practical and reflect current policing demands and expectations. HMIC will use the indicators agreed under the 'domains' project to assist in their assessments of police performance.

As said in last year's Annual Report, in considering performance the following factors should be borne in mind:

- except where otherwise indicated, the data used to compile this section and the tables at Appendix 4 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;
- 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) 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, this is made difficult by several changes in crime recording practices over the last few years. These changes have made comparisons difficult, however they are central to the drive to achieve more accurate and ethical crime recording practices. As from April 2002 all forces have been

recording crime in accordance with the National Crime Recording Standard (NCRS), which introduces a victim-focused approach to recording crime. An initial assessment of the impact of this in forces which introduced NCRS early shows that the introduction of the new standard has caused recorded crime to increase;

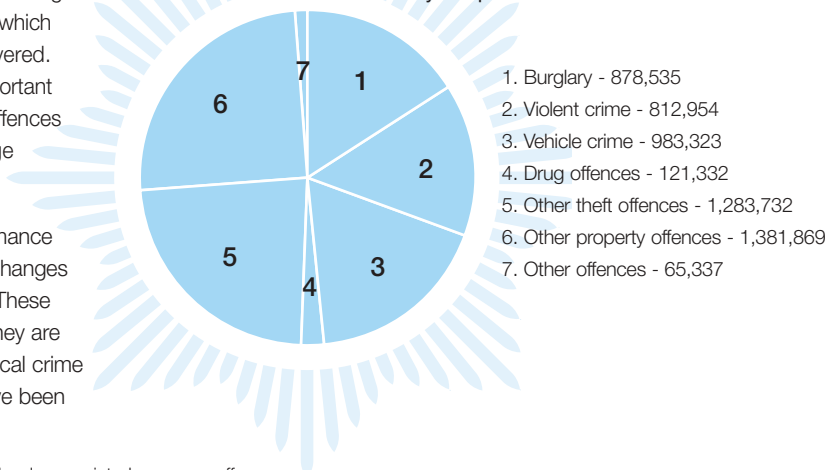
- there were also changes made to the rules for recording of detections as of April 1999 (most importantly, disregarding detections obtained by post-sentence prison visits), which led to a significant decrease in detections in the financial year 1999/2000.

### PRIORITY 1 - TO REDUCE LOCAL PROBLEMS OF CRIME AND DISORDER IN PARTNERSHIP WITH LOCAL AUTHORITIES, OTHER LOCAL AGENCIES AND THE PUBLIC

Crime levels appear to have been reasonably stable over the last year, following a period of steady decline. The British Crime Survey, which asks adults about their experience of crime, estimates that there were 2% fewer crimes in 2001/02 than in 2000. The police recorded just over 5.5 million crimes in 2001/02, a 7% increase compared to 2000/01. Changes in police recording practices have caused some of this increase and the Home Office estimates that the underlying increase is actually 2%.

Figure 2 shows notifiable<sup>2</sup> offences recorded by the police for the period 1 April 2001 to 31 March 2002. As in previous years the bulk of recorded crime was related to property, with theft, criminal damage, fraud and burglary making up 82% (4,527,459) of all offences recorded. Violent crimes accounted for 15% of the total. Of these violent offences, 15% (121,375) were robberies and 5% (41,425) sexual offences. The remaining 650,154 violent crimes included 886 homicides, 31,464 offences classified as "more serious" (ie life threatening) and 617,804 classified as "less serious" offences.

**Figure 2**  
Notifiable offences recorded by the police 2001/2002



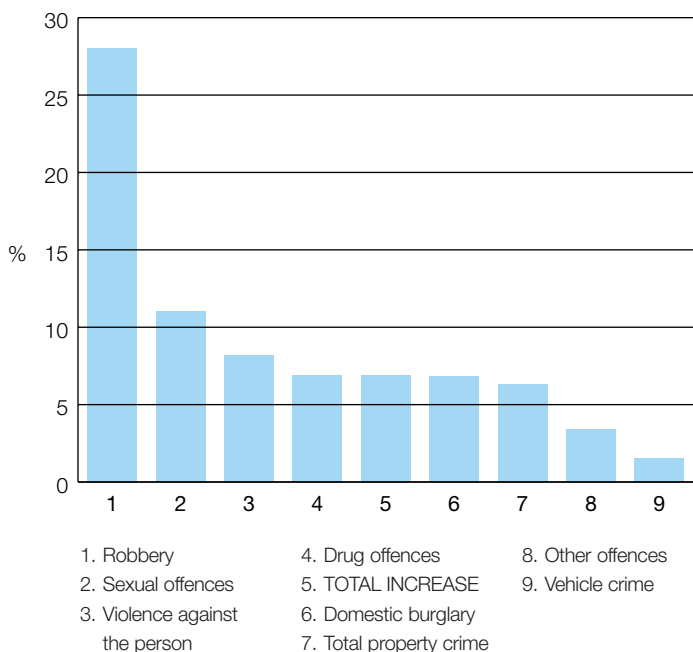
<sup>2</sup>includes all indictable and triable-either-way offences, plus a few closely associated summary offences



Figure 3 shows the change in recorded crime since the previous year. Because some forces moved to use of the NCRS before April 2002, some of the increase in crime is considered to be due to the change in recording practices rather than changes in the real level of crime, as mentioned earlier.

The worrying increases seen last year in levels of robbery and other violent offences have continued into 2001/02. In other crime categories the decreases seen last year have reversed and there have been increases in all crime categories.

**Figure 3**  
Percentage change in recorded crime between 2000/01 and 2001/02



**Reducing domestic burglary**

The forces in England and Wales have together reduced the number of recorded domestic burglaries by some 9% between 1998/99 and 2001/02. Forces must make further inroads in this area if they are to meet the challenges set by government. Out of all 43 forces, Figure 4 shows that only ten out of 42 forces recorded a decrease in this type of crime compared to last year. No figures are shown for the City of London Police because of its low resident population.

HMIC carried out work earlier this year to identify those forces most at risk of not meeting their crime reduction targets. Forces were asked to provide information on the work they were doing in order to help meet the domestic burglary and vehicle crime targets, and to identify barriers that were preventing them from meeting their targets. This helped identify common problems

and to identify good practice that could be adopted by other forces. The Police Standards Unit is now working with forces identified as likely to miss their targets in order to help them to improve their performance.

The Home Office made extra resources available for forces during 2000/01 for targeted initiatives. These crime reduction programmes are in the process of being evaluated and reports on the effectiveness of various schemes will be published over the forthcoming 18 months.

**Reducing vehicle crime**

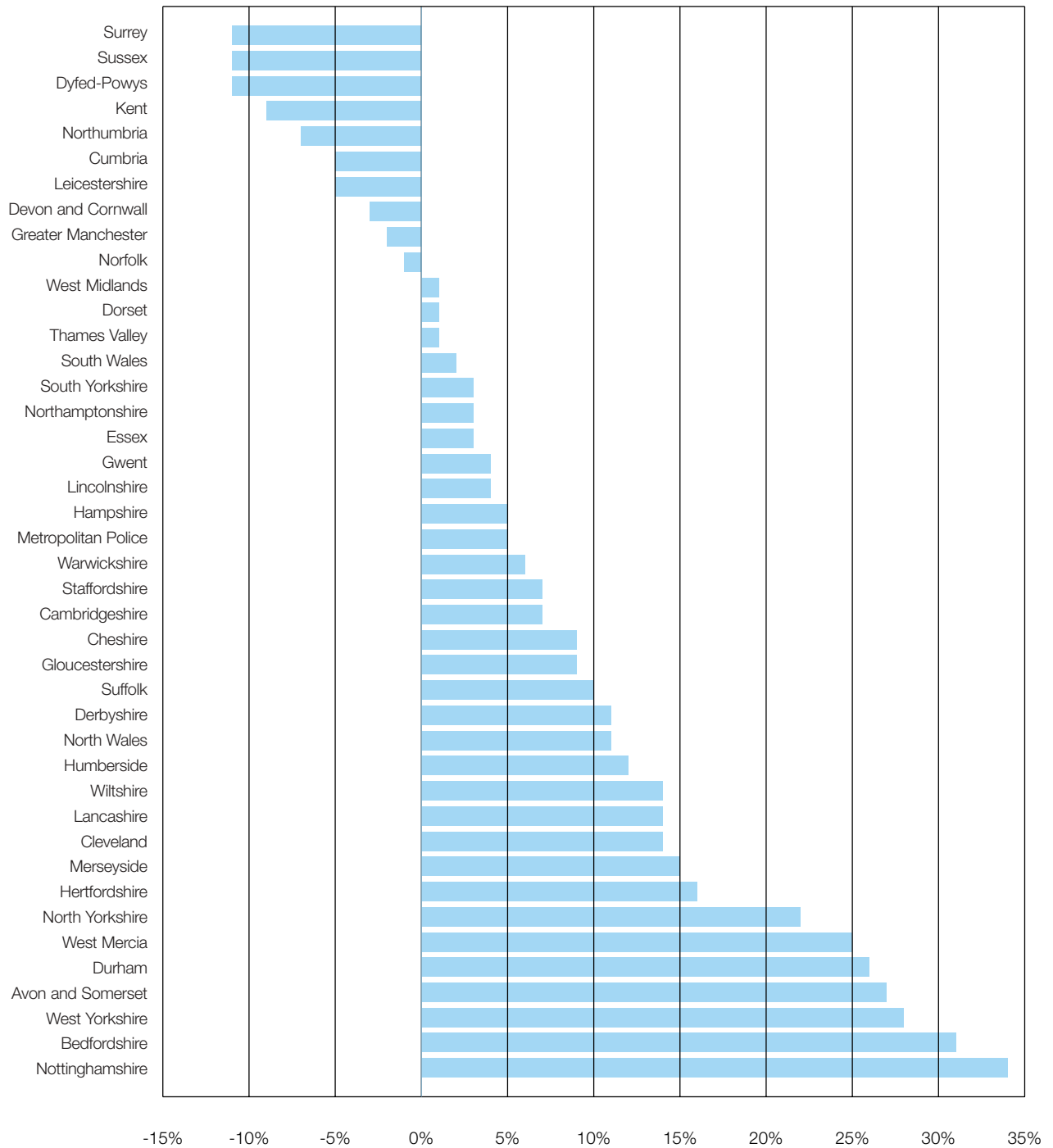
Between 1998/99 and 2001/02, vehicle crime decreased by 9%. Like domestic burglary, there is work still to be done to further reduce vehicle crime. Figure 5 shows the changes in levels of vehicle crime over the past year. There was mixed performance across England and Wales, with some forces achieving large reductions in the vehicle crime rate whilst others recorded high increases.

As with domestic burglary, HMIC carried out work earlier in the year to identify forces most at risk of failing to meet their domestic burglary reduction targets, and this is now being taken forward by the Police Standards Unit.



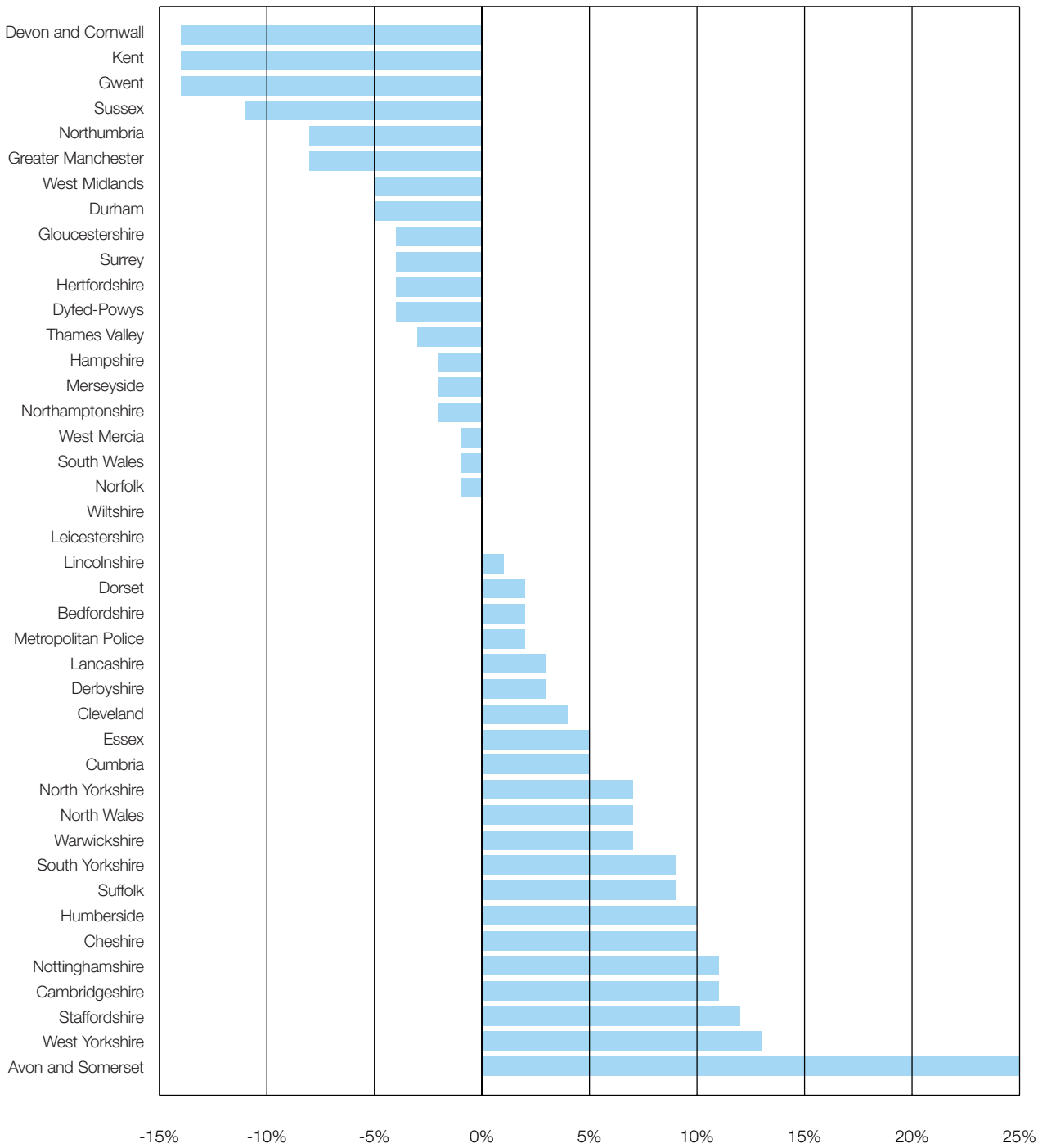
**Figure 4**

Percentage change in domestic burglary per 1,000 households between 2000/01 and 2001/02



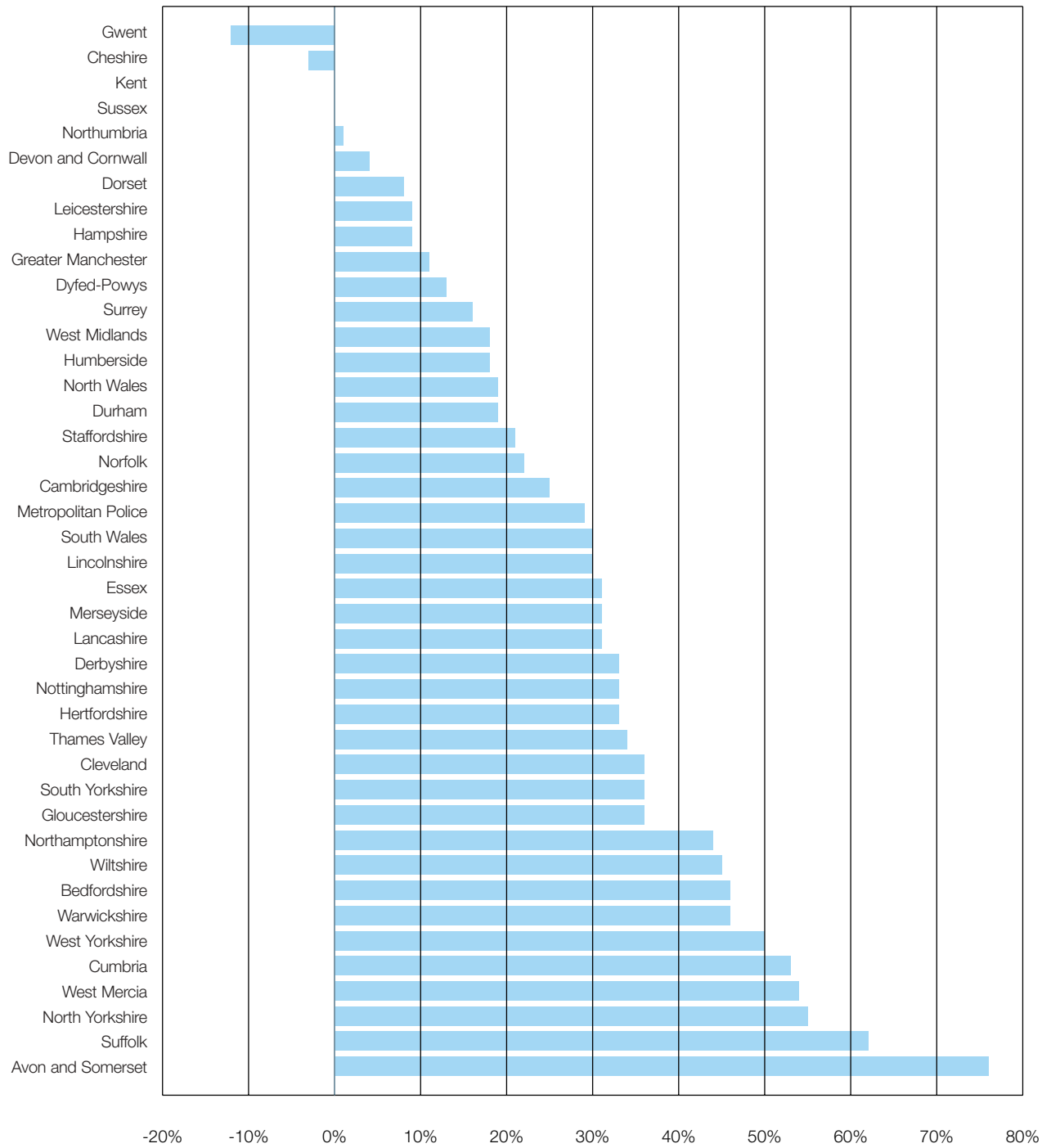
**Figure 5**

Percentage change in vehicle crime per 1,000 population between 2000/01 and 2001/02



**Figure 6**

Percentage change in robbery per 1,000 population between 2000/01 and 2001/02



## Reducing robbery

Mounting public concern - shared by the Government - about the level of recorded street crime led to the establishment in March of this year of the SCI. The Prime Minister led this and the issue was treated as a national emergency. The ten forces in which the highest levels of street crime were recorded were involved and the focus was on robbery, snatch theft, car-jacking and relevant firearms offences. Progress has been made in improving cross-agency working and in reducing robbery. HMIC has been closely involved with other inspectorates in assessing the work of the SCI to date, and this role will continue during this year. Figure 6 provides relevant data. However, this information needs to be considered carefully, as some of the forces which show large increases in recorded robberies are actually experiencing low levels of this crime, even allowing for the increases. It must be remembered that over 80% of all robberies recorded took place in the SCI forces.

## Detecting crime

Detecting crime is a vital element of reducing crime and reassuring the public. The overall detection rate for all crimes in England and Wales in 2001/02 was 23.4%, a decrease of one percentage point from the previous year. As in past years, the actual number of detections has increased (by 2.2%) but this has not kept pace with the increase in total recorded crime which increased by 7%. The increase in recorded crime can be attributed in part to early adoption in some forces of the NCRS. Home Office research shows that the detection rate would have remained at about 24% if adoption of the NCRS had not increased recorded crime levels.

The percentage of detections resulting in a charge or summons has again risen this year, up one percentage point to 59%, reflecting the increasing emphasis on primary detections. The remaining detections were made up of cautions (16%), crimes taken into consideration by the court (8%) and cases where there was no further action (16%).

HMIC has been working with forces throughout the year to promulgate good practice in securing detections. One part of this work has been the follow-up inspection of the HMIC thematic inspection *Under the Microscope (2000)*, the purpose of which was to examine how the use of scientific support within forces has improved since the inspection report was published. The second inspection, *Under the Microscope Refocused (2002)*, is discussed in Chapter 2. HMIC will ensure that matters relating to scientific support continue to be addressed during inspections at BCU and force level.

The NIM is being rolled out in forces within England and Wales. This will put in place a model for effective intelligence-led policing and law enforcement throughout each force, setting requirements for the contribution of patrolling, reactive, proactive and intelligence staff. This standardisation of intelligence-related activities in forces will enable forces to improve their structures, processes and practices, improving the use and flow of intelligence between local, cross-border and international levels. HMIC fully supports the use of NIM and encourages forces to implement its use as soon as possible. HMIC inspections will increasingly focus on the implementation of NIM, at both BCU and force level, looking amongst other aspects at leadership on NIM within the force, use made of NIM and the level of investigative expertise.

The PNC database, subject of an HMIC thematic inspection in 2000, again received much attention this year. The Information Commissioner expressed concerns about the quality and timeliness of data held on PNC and there was a danger that if the deficiencies were not addressed the database would not be available for use. Forces were failing to meet the standards set in ACPO's PNC compliance strategy and the Information Commissioner directed that by 31 March 2002 all forces should have cleared or validated the entire backlog of outstanding case results, or have a viable plan to achieve this within two to three months.

HMIC carried out a two-part inspection, the first part working with forces to help them meet the Information Commissioner's requirements, the second part looking at how to best manage PNC in the longer term. Key recommendations from the second inspection are that nationally agreed quality and timeliness standards should be renegotiated and that national codes of practice should be drawn up. Further information on this is given in Chapter 2.

## File quality

During 2001/02, forces were permitted to measure performance with regard to the quality and timeliness of prosecution files by one of three methods:

- dip sampling;
- exception reporting; and
- full census monitoring.

The different practices being used by forces makes accurate comparison of performance on a national basis problematic. However, there continue to be great variations in performance both across the forces, and also between each force's quarterly results.

HMIC continues to work with other agencies to develop a more integrated performance management system based on attrition analysis throughout the Criminal Justice System, replacing the current system that focuses only on police performance at one stage in the process.

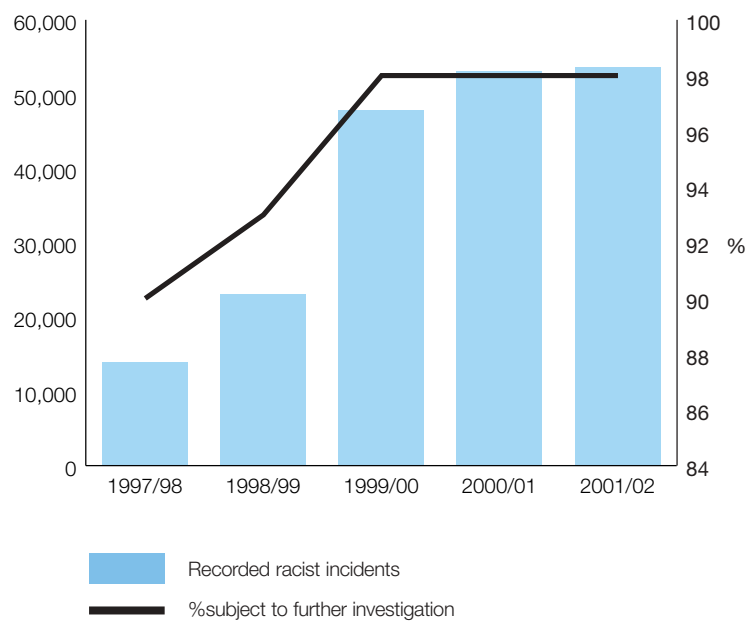
**PRIORITY 2 – TO INCREASE TRUST AND CONFIDENCE IN POLICING AMONGST MINORITY ETHNIC COMMUNITIES**

It is a requirement of the Race Relations (Amendment) Act that all forces should prepare and publish a Race Equality Scheme by May 2002, showing how they were progressing and prioritising work on addressing race inequalities in their service provision or internal policies. HMIC has ensured that all forces have prepared a Race Equality Scheme which complies with guidance produced by ACPO on how to prepare the scheme.

**Racist incidents**

The exponential growth in the number of recorded racist incidents has levelled off, and the number recorded in 2001/02 was less than one per cent higher than in 2000/01. The percentage of incidents subjected to further investigation has remained reassuringly high at 98%.

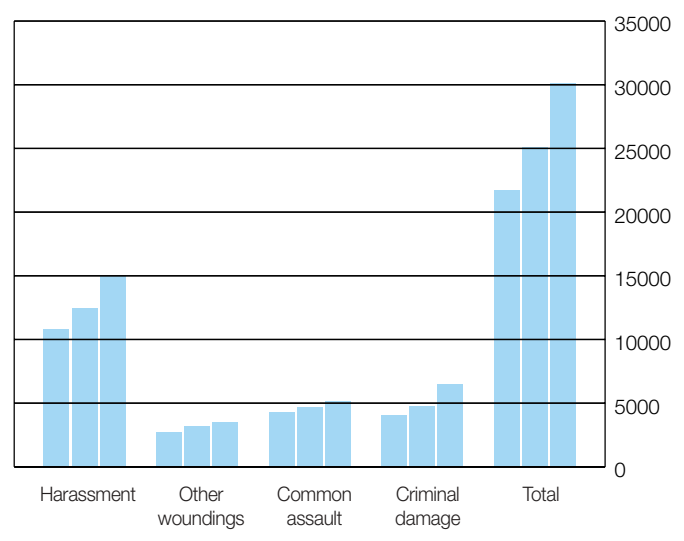
**Figure 7**  
Recorded racist incidents



**Racially Aggravated Offences**

The number of recorded racially aggravated offences has continued to increase, from 21,732 in the first year of introduction (1999/2000) to some 31,113 in 2001/02, an increase of 39% over the three years. Some of this growth may be attributable to the new legislation bedding in and to practitioners becoming more familiar with its use. The number of detections for racially aggravated crimes has also continued to increase, by 38% between 1999/2000 and 2001/02, from 7,484 to 10,291. Over this time the detection rate has increased from 34% to 37%, then back down to 34% in 2001/02. The detection rate is several percentage points higher than for the same crimes without the racial aggravation factor; in 2001/02 the detection rate for these was 28%.

**Figure 8**  
Racially aggravated offences 1999/2000 to 2001/2002



Source: Home Office Statistical Bulletin *Crime in England and Wales 2001/02*

**Figure 9**

Detection of racially aggravated crime

	2000/01		2001/02		Change	
	Number of crimes	Percentage detected	Number of crimes	Percentage detected	Number of crimes	Percentage detected
Harassment	12,468	42	14,986	40	+ 2,518	- 2.0
Other wounding	3,176	45	3,473	40	+ 297	- 5.3
Common assault	4,711	35	5,174	33	+ 463	- 2.4
Criminal damage	4,761	21	6,480	18	+ 1,719	- 3.3
TOTAL	25,116	37	30,113	34	+ 4,997	- 3.2
Comparative non-racially aggravated crimes	1,391,571	30	1,524,930	28	+ 133,359	- 2.4

**Stop and search**

The number of persons stopped and searched has increased over the past year, from 689,398 in 2000/01 to some 727,459 in 2001/02, reversing the steady downwards trend seen since 1997/98 when over one million people were searched. The proportion of those stopped who were from a minority ethnic group has increased again, to 20% in 2001/02. It is difficult to isolate the reasons for this significant disparity, but it is an issue of which my regional HMIs are well aware and one which they closely monitor.

Recommendation 61 of the Lawrence Inquiry Report set out proposals for all 'stops' as well as 'stops and searches' to be recorded by the police. The Government accepted the recommendation in principle last year, and is committed to rolling out recording of stops to all areas, doing so in a way that is the least bureaucratic for the police and individuals concerned. There will be a phased implementation in all forces, starting with six forces to be selected shortly. The implementation will need to be monitored carefully in order to ensure that the additional administrative requirements do not deter police officers from making stops.

Draft revised guidance on 'stops and searches' was published in March 2002. The draft guidance aims to make the code fairer and easier to understand. It also emphasises the role of intelligence in stop/searches, which should help to ensure better targeting of stops and searches; currently an average of 14% of stop/searches lead to an arrest. The police authority's role in monitoring stop/searches will be formalised, bringing increased

attention and accountability to this important area. A revised code will soon be put before Parliament (without the recommendation 61 element).

**Figure 10**

Percentage of all persons stopped and searched who were of minority ethnic origin

1997/98	1998/99	1999/20	2000/01	2001/02
19	15	14	17	20

## Recruitment, retention and progression

The number of minority ethnic officers has increased by 14% over the last year, from 2,904 in 2000/01 to 3,316 in 2001/02. However, the proportion of all police officers from a minority ethnic background has increased only marginally, from 2.5% in 2000/01 to 2.6% in 2001/02. In 1999, the Home Secretary launched an initiative entitled "Dismantling Barriers to reflect the community we serve", which set ten-year targets for the recruitment, retention and progression of minority ethnic personnel within the police service. Milestone figures were set by police forces and the first of these milestones was reached in March 2002.

On recruitment, forces have adopted targets to recruit minority ethnic staff so that by 2009 the composition of the force is representative of the community it serves. As of March 2002, 22 of the 43 forces in England and Wales have met their 2002 milestone in respect of police officers. Of these, seven forces have already achieved their 2009 target. Eight forces have come within five minority ethnic officers of meeting their milestone and 13 forces have missed their milestone by six or more minority ethnic officers. Figures are similar for support staff and for the Special Constabulary, with 17 forces having met their 2002 milestone for support staff and 21 forces having met their 2002 milestone for Specials.

Targets were also set regarding progression. These targets are staged to take effect at different times for different ranks in the period up to 2009. HMIC is pleased to note that the target on progression (that from 2001 the percentage of minority ethnic officers with five years to under ten years service at sergeant and above is equal to the percentage of white officers with five years to under ten years service at sergeant and above) has been achieved in 2002. 10% of all minority ethnic officers with five to ten years service are at the rank of sergeant and above, compared with 9% of white officers with the same criteria. Similar targets have been set for higher ranks, but these are not due to be reached until later in the programme. However, it is encouraging that in the 12 month period to 31 March 2002, there has been a significant increase (53%) in the number of minority ethnic superintendents, from 15 to 23.

HMIC will be working closely with the Home Office to help those forces which are having most difficulty in recruiting enough minority ethnic staff, in order to assist them meet the long-term recruitment, retention and progression targets. The forthcoming report of the Diversity Matters thematic inspection will focus attention on matters relating to this subject.

## OTHER AREAS OF PERFORMANCE

### 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 is therefore very encouraging to see that the number of complaints recorded in 2001/02 has fallen to just under 25,000, a fall of 14% compared to the previous year. Only six forces recorded a higher number of complaints than last year, and of these only three experienced an increase of over 10% on the previous year. The percentage of substantiated complaints has been slowly increasing over the past few years, from 2.3% in 1999/2000 to 3.4% in 2001/02.

The Police and Criminal Evidence Act allows for the informal resolution of complaints, enabling police forces to resolve minor complaints quickly and simply, with the agreement of the complainant. HMIC encourages the appropriate use of this means of resolving complaints, and is pleased to see that about a third of all complaints were resolved informally in 2001/02, a similar proportion to the last few years.

Despite the decrease in the number of complaints, the percentage of investigated cases completed within 120 days (the ACPO standard investigation time) has fallen over the last few years, from 76.3% in 1999/2000 to 70.0% in 2001/02. This is disappointing as delays in reaching conclusions about cases can undermine public confidence in the complaints handling system and can affect the morale of officers who are the subject of complaints. Nine forces investigated 90% or more of complaints within 120 days (with Durham this year investigating all complaints within the time limit). However, other forces performed less well, with GMP (49%), North Wales (26%) and North Yorkshire (22%) performing particularly poorly.

### Civil Claims

Civil litigation against forces has been increasing markedly over the last few years, reflecting wider trends of an increase in compensation claims generally. Some of the increases in civil claims seen over recent years will have been due to improved recording and monitoring systems within forces; however, the underlying trend in the number of claims is still considered to be upwards. Civil claims can fall into one of several categories:

Public Liability Claims (malfeasance) - for example assault, false imprisonment and malicious prosecution;

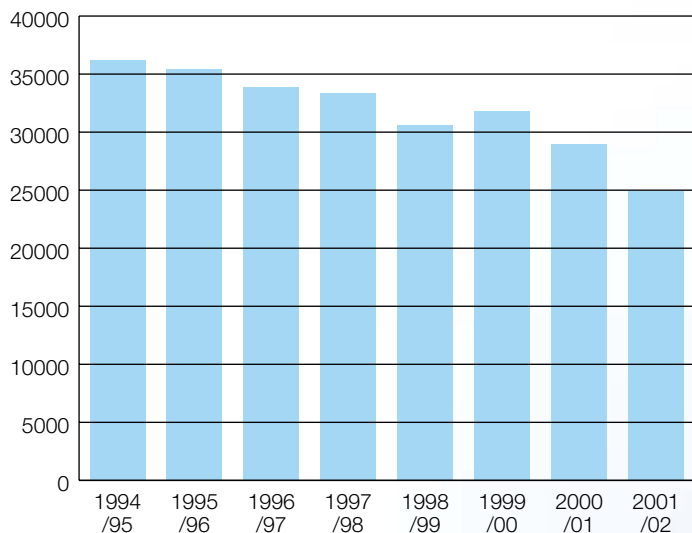
Employer liability Claims - for example as the result of accidents;



Road Traffic Accident Claims;  
 Human Rights Claims; and  
 Employment Tribunals.

Available information indicates an increase in the number of claims and a slight decrease in the total amount paid out compared to 2000/01. For those forces which were able to provide data, the total number of claims has increased by 7%. Within this the number of malfeasance claims, which make up 48% of all civil claims, has decreased by 2%. The number of employment tribunal claims, which contribute less than 2% of all claims, has gone down by 11%, and the number of public liability claims has decreased by 24%. However, the number of road traffic accident claims, which make up 44% of all claims, has increased by 29%. The total amounts paid in claims and the legal costs to forces are, for those forces which are able to provide data, similar to figures for 2000/01.

**Figure 11**  
 Number of complaints recorded by the 43 forces in England and Wales



**Other issues**

Other areas of performance do not sit neatly within the two areas covered by the Ministerial priorities as they are more a measure of internal management processes rather than service delivery. These are considered here.

**Sickness**

It is pleasing to see that forces have been successful this year in slightly reducing sickness levels amongst police officers, from an average of 12.2 working days lost per officer in 2000/01 to an

average of 11.5 in 2001/02. Successful initiatives in forces that have reduced sickness levels include the provision of private health care, better management and closer monitoring of sickness absences, case reviews with the assistance of occupational health and welfare departments and better management back to work of officers on long-term sick leave. Amongst support staff the situation has also improved, with the average number of days sick leave decreasing from 12.6 per support staff member in 2000/01 to 12.0 in 2001/02.

**Medical retirements**

The number of police officers retiring on medical grounds decreased from 1,209 in 2000/01 to 1,114 in 2001/02, continuing the gradual downwards trend in both the number and rate of medical retirements. In 2000/01 there were ten medical retirements per 1,000 officers, whilst in 2001/02 there were nine per 1,000 officers. The medical retirement rate for support staff members also decreased, from six per 1,000 support staff in 2000/01 to five per 1,000 staff in 2001/02.

**Assaults**

Fewer assaults on police officers were recorded in 2001/02 compared to the previous year, although within the overall total the number of serious assaults increased by 11% to 400. Roughly one in every seven assaults leads to officers having to take sick leave, although compared to the overall levels of sick leave the impact of assaults is small, with less than 1% of sick absences being due to assaults.

**CONCLUSION**

*When measuring the performance of 43 forces across a range of indicators, it is inevitable that some will be seen to be performing better than others. The challenge for all is to continually improve, but with the poorer performers able to evidence greater improvement.*

# Inspection activity

A major role of HMIC, outlined in our Statement of Purpose - shown earlier in this report - is 'to promote the efficiency and effectiveness of policing in England, Wales and Northern Ireland through inspection of police organisations and functions'. We discharge this by concentrating our inspection activity on five main areas, with the objective that our Inspections should always be relevant, timely and add value, and advance the science of policing.

The five main areas of inspection activity are: full force inspections; focused force inspections; Basic Command Unit (BCU) inspections; Best Value Review (BVR) inspections; and thematic inspections. At any point in time, HMIC may be invited to engage with other, non-Home Office forces, by invitation across any of these specialisms. In addition, HMIC works closely with other criminal justice system inspectorates, and with the Audit Commission. Appendix III in this report shows the volume of activity across these specialisms in which HMIC engaged during 2001/02. HMIC also reviews force resources and efficiency plans; audits PNC and information management activity; and inspects police training.

## FULL FORCE AND FOCUSED INSPECTIONS

Each summer HMIC agrees its programme of force inspection visits for the forthcoming year. Decisions on whether or not to inspect a force are based on a thorough assessment of each force's performance in the previous year, covering a range of issues including corporate health, service delivery, fair access and race and diversity, quality of service, leadership, complaints, Best Value and findings from previous inspections. Those forces performing less well than others are inspected, although sometimes forces performing very well are inspected in an attempt to identify good practice. If a force has not been inspected for three years, it will automatically be inspected regardless of performance. On average about twelve forces are inspected each year. HM Inspectors visit each of their forces to give feedback on the outcomes of the Risk Assessment process to the Police Authority and Chief Officer team.

The Risk Assessment process serves also to point up those forces where particular functions or areas of activity would merit from engagement with HMIC by means of a focused inspection.

In 2001/02, there were ten full inspections and eleven focused inspections. Details are given in Appendix III.

### Findings

Inspections draw out findings, issues and recommendations which are particular to individual forces' circumstances.

Inevitably, though, there can be aspects of issues arising in different forces simultaneously, giving an incidental picture of the challenges facing forces collectively. Some of the more important matters identified in this year's full and focused inspections are as follows.

### Performance

Levels of performance are at the forefront of Inspectors' minds as they examine forces. Chapter 1 has set out the performance of the service during this year. During 2001/02 HMIC, noted that while on the one hand there is an ever-increasing attention given to performance management issues, and the clear emergence of a performance development culture, there still remains scope for improvement. In several cases, HMIC has recommended a review of performance management, and an examination of lines of accountability. Issues such as these will continue to be central to an inspection team's brief.

### Strategic Planning

Forces are complex organisations, and appropriate strategic and corporate planning processes are vital. HMIC looks for evidence of the strength of such planning mechanisms, not least because they contribute so crucially to the effectiveness of resource allocation and the prioritisation of activities. In some instances, HMIC has noted that the link between strategic planning and the performance and target focus needs to be strengthened. HMIC has also recommended that such planning considerations be applied, where lacking, to IT, information services and communications plans and strategies.

As with full force inspections, HMIC, when scrutinising forces on a focused basis, looks for sound bases for strategic planning and decision making. Some of the forces visited in 2001/02 have exhibited signs of needing to develop new strategies; to engage in doing so with interested parties; and to examine those strategies for their capacity to support accountability processes with performance data.

### Structural Issues

Given the complexity of force organisations, it is essential that the structure of each force best meets its tasks. Clearly, the ideal structure will be influenced by the geography of the area served, the diversity of the communities served and the economic and social nature of those communities. HMIC looks to see that forces have taken steps to ensure that they are best organised to deliver and perform. During this year, HMIC has recommended reviews to force management structures to address a range of operational challenges, some of which arise from the particular dispersed BCU pattern adopted.

## Professional Standards

The public has an increasing wish to see those who work in public services operating at the highest level of professional standards. Police officers are in the forefront of this development. Evidence of maintaining these standards are a prime test for HMIC. In two cases this year, HMIC has found it necessary to recommend reviews of force complaints and discipline procedures, in one case to reflect a rise in complaints which would indicate a pressing need to improve individual officers' conduct.

Two forces undergoing focused inspection have given rise to Inspectors' observations in this area. In one case, the department concerned (and other departments) needed, in the Inspector's view, a greater level of resourcing. This will be reviewed in due course. In another, it was seen that the number of informal resolutions of complaints had fallen, possibly due to a need for training of first line supervisors. At the same time, the Inspector felt that there was scope for organisational learning arising from complaints about the organisation, and that information should be captured accordingly.

## National Intelligence Model

HMIC has felt the need in both full and focused inspections to recommend that forces further develop their approach to the NIM; that they raise the profile of understanding of the model among staff; and that resources be provided accordingly. Other recommendations made about intelligence gathering and use indicate that the service should look critically to its capacity in this area, especially as the NIM is explicitly a strand in the police reform implementation programme.

## Call Handling

This is a key touchstone for HMIC to judge the broader performance of a force. HMIC judges that, while great strides have been taken in improving the service provided, and while it will continue to monitor progress, it has felt it necessary to remind forces during a full inspection that it should further review its priority grading of its response to emergency calls.

Four forces in focused inspections have shown that the call handling procedures adopted need early review. This is clearly an area for concern. HMIC has considered launching a thematic inspection of this function, but has concluded that sufficient attention is being given to it through full and focused inspections. Nevertheless, it remains a matter of significant interest to HMIC and an area which will be monitored on a regular basis.

## Human Resources issues

HMIC will consider data and information on a wide range of HR issues when assessing a force during an inspection.

Particular issues which have been brought out this year include:

- HR Plans: HMIC recognises a need to build HR strategies and plans into wider strategic documents and to ensure that these are developed after full consultation with stakeholders;
- Civilianisation: Further work needs to be done in some forces to encourage civilianisation, such as funding for additional support staff in order to release further operational staff to front-line duties. This implies, however, a corresponding need to ensure that support staff are properly deployed, and are trained and developed to give of their best;
- Training: Aside from the inspection of police training described a little further on in this chapter, Inspectors have identified training needs in the areas of community relations, management training, and in some specialist operational functions. In such cases, HMIC believes that a robust training needs analysis process should be conducted and an effective evaluation process put in place to measure performance improvement; and
- Occupational health: The provision of an occupational health department in a force implies an acceptance by force management of its value. In such cases, appropriate resources should be provided to reflect that value and to ensure resilience.

## Diversity

This area continues to be one of importance and interest to HMIC. Recommendations this year included a need to identify a single, ACPO officer to take the lead in forces on this issue, to provide greater resources to the relevant departments, and to build relevant strategies (including training in diversity matters). Establishing independent local advisory groups has also been recommended. Overall, HMIC is pleased to report significant progress has been made in this area building on the three earlier thematic inspections on diversity. However, race and diversity continues to be a key area for HMIC attention and this year's thematic inspection on community and race relations training will maintain the focus.

## BCU INSPECTIONS

Last year's Annual Report first mentioned this new area of activity for HMIC.

All BCUs (currently numbering just over 300, although numbers fluctuate from time to time as a result of internal police force reorganisation) in England and Wales are being inspected by HMIC over a five-year period from April 2001. The inspection regime focuses on performance against key operational targets and leadership, and promotes good practice around the management of intelligence and forensic submissions. The methodology and outcomes of inspections are subject to ongoing and rigorous evaluation in order to maximise their 'added value'. The approach was detailed in an inspection handbook, *Going Local*, (2001) and HMIC is aware that many BCUs use the contents for self-assessment prior to inspection. In 2001/02, some 60 BCUs were inspected; details are in Appendix III.

In determining the annual programme of BCU inspections, the principle of 'worst first' is applied but moderated by other factors, such as logistics and the need to analyse and learn from high performers. BCUs are selected on the basis of analysis of performance data, but where there is little to choose between BCUs, practical considerations such as co-ordinating with force-level inspections influence decisions about which BCUs to inspect. The BCU inspection timetable for the year ahead is agreed about the same time as the force-level inspection programme. 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 forces. All inspection regimes must give careful consideration to their impact - how can inspection add value? The actual inspection is often a catalyst for change and improvement, but the drive lies with the body under inspection. The preparation for inspection, the learning from the analyses provided by inspection and the changes implemented post-inspection are the factors bringing about beneficial change. A sense of ownership, and more importantly leadership, are essential ingredients to ensure that inspection creates a shared agenda for improvement at BCU level. To this end, a key product of BCU inspection is the action or improvement plan formulated by the BCU - hopefully with support from force HQ. HMIC tracks progress in implementing the plan through informal contacts and then formal follow-up after six and twelve months.

If the six-month follow-up identifies that the BCU is making good progress and on an upward trajectory in terms of performance, no action is taken until 12 months has elapsed. At this point, a short inspection visit will capture formally the progress made by the BCU and a report is published on



HMIC's website. Clearly, different approaches are needed if a BCU is failing to remedy weaknesses and secure improvement. In such cases it may be appropriate to trigger HMIC activity at the six-month point. If a re-inspection at this stage confirms that the BCU's performance is deteriorating, the Chief Constable and police authority are advised that a referral will be made via Ministers to the Police Standards Unit. PSU has the brief from the Home Secretary to put a range of intervention measures in place which should bring the BCU back to acceptable levels of performance. We expect that such referrals will be few in number, but the principle that communities should not be jeopardised by poor BCU performance is a vital one in maintaining confidence in policing.

## BEST VALUE REVIEW INSPECTIONS

HMIC also carries out inspections of Best Value Reviews. The inspections are carried out some six to nine months after the review has been finished, and the inspection timetable is largely determined by the Best Value Review timetable of each force.

Best Value is a performance framework introduced by the government in 1999, requiring local authorities to deliver services to clear standards and by the most economical,

efficient and effective means available. The Audit Commission reported on Best Value in the 410 local councils in England and Wales in 2001 (*Changing Gear* - best value annual statement 2001). There was a mixed picture, with some gains but with many councils under-delivering.

### Emerging themes from inspections

By March 2002, HMIC had inspected 154 BVRs, involving almost all 43 English and Welsh forces. Overall, HMIC found that forces have applied significant energy towards developing an effective review process. In the early months of inspection, however, four issues emerged:

- the inconsistent scale and scope of services selected for review;
- different degrees of Police Authority engagement in critical stages of the process;
- absence of costing of services and options; and
- over-emphasis on the process of Best Value, rather than on service improvement.

### Scope and scale

In an effort to include every aspect of the business, forces generally chose to review too many different services, many too small in scale to justify the effort and resources of a full challenge, consult, compare, compete review. Following early reviews by councils of various non-strategic areas, the Audit Commission recommended fewer reviews but tackling more strategic issues. HMIC gave the same advice to Police Authorities.

### Police Authority engagement

Best Value is a duty placed on Police Authorities. In some forces, Police Authority members took a lead role in establishing and progressing reviews, deciding options to be implemented and then monitoring implementation. In other forces member involvement was more peripheral and represented only token acknowledgement of the duty bestowed under the legislation.

### Costing of services and options

In the absence of service-wide activity based costing, few of the early BVRs contained valid costing of either the existing service or the options under consideration. For example, one force carried out an entire Best Value Review which made no mention of costs. This issue featured in HMIC's feedback in the early inspections.

### Focus on the process

In general, Best Value teams concentrated too closely on the detail of the process. This resulted in the creation of a highly bureaucratic and process-driven approach, losing sight of the intended customer focus and service improvement. This has improved significantly in the light of experience and feedback.

All that said, HMIC is able to report a generally positive approach to continuous improvement. Exchange of good practice and experience between HMIC and the Association of Police Authorities helped forces avoid replicating problems experienced elsewhere.

### The inspection regime

HMIC learned from the early inspections, and adapted accordingly. The original intention to use a single inspection regime did not survive early contact with the reality of inspecting such a wide variety of service reviews. While the core of HMIC's approach has been retained, it was quickly apparent that some reviews warranted greater concentration of effort than others. A risk assessment process now determines whether inspection will be Standard (usually involving a week in force with significant reality checking), Limited (needing only one to two days in force) or Light touch (completed as a desktop inspection, without any force visit).

### Spreading good practice

HMIC's view is that inspectorates should provide pre-review advice to authorities. Such early advice gives clear notification of expectations and helps to avoid repetition of costly and avoidable errors or omissions. Accordingly, in late 2000, HMIC issued guidance to all Police Authorities setting out how HMIC would approach inspection and the areas of particular focus.

In the spirit of continuous improvement, in January 2002, with the benefit of the lessons from early inspections, HMIC updated the guidance and expanded it significantly to provide advice on all stages of the process, including reviewing. This Best Value Toolkit does not amount to mandatory direction, but is intended to help forces by setting out proven good practice. It has been welcomed by Police Authorities and best value practitioners within forces and will continue to be updated as further good practice is identified.

### The future of Best Value in policing

Changes to the Best Value regime will affect the policing sphere. The pattern of a five-year cycle of reviews may be removed and the annual Best Value Performance Plan may change in format and publication date. Whatever the changes, however, the principles of achieving continuous improvement in service delivery and providing the most cost-effective, efficient and effective services will remain and HMIC will continue to inspect authorities and identify and promulgate examples of good practice.

### THEMATIC INSPECTIONS

Since 1993, HMIC has adopted a thematic approach to its inspection activity, going beyond those function-based and force-based issues which, while relevant in those functions and in those areas, are particular and specific. HMIC has now completed (alone or in partnership with other inspectorates) more than 30 inspections of this thematic kind, and they are well received within the service as means to raise the game and to strive towards excellence on a national and broad basis.

Thematic inspections focus on a particular issue or theme (for example, reassurance and visibility in the *Open All Hours* thematic) and involve a representative sample of forces to gain a better understanding of current practices and where improvements could be made. HMIC's thematic inspection programme is determined partly through HMIC's identification of emerging issues of concern and partly through requests for inspection from the Home Office and other inspectorate bodies. Requests for HMIC to carry out inspections are sometimes made at very short notice, an example being HMIC presently visiting the ten target street crime forces.

Several significant thematic inspections were reported on in 2001/02.

#### ***“Open All Hours”***

This inspection looked into the role of police visibility and accessibility in public reassurance. It was conducted by myself when in my earlier role as a regional HMI, and against the backdrop of a ‘reassurance gap’ - where significant police successes in reducing crime have not been matched by corresponding increases in public perceptions of safety.

The inspection determined that reassurance was influenced by two factors, the level of security (personal and property) and order (behaviour and physical) which exist within local environments. These factors can be influenced by media

reporting; by what is observed; and by those elements of race, age and gender which define the levels of perceived vulnerability. In these circumstances, the reassurance agenda can be a difficult one for the police to address. Public expectations of the numbers of patrolling police officers are well documented and well known and, although it is clear that communities recognise that patrolling is not their top priority, unmet expectations exist. The style and nature of the service delivered is as relevant as the visibility of that service.

The inspection recognised that there are three themes which therefore emerge: visibility, accessibility and familiarity. Taken together, these three can raise levels of public reassurance, particularly where other agencies (and not solely those in the criminal justice system) provide reassurance generators, such as better street lighting, CCTV systems, graffiti removal and warden patrols.

The report concluded:

“Enhancing public reassurance is central to what the police service and its partners are trying to achieve and all police officers and staff appreciate the role of visibility, accessibility and familiarity in an overall strategy for achieving this. Forces will therefore be pursuing the core objectives of reducing crime and disorder in a way that maximises those three elements.

There is a greater uniformed presence on the streets and the public have confidence that, should a problem arise, they will have ready access to the appropriate information and services delivered by staff who take ownership of the problem. Everybody will be receiving a service which meets a number of core quality standards.

Measures of public reassurance and confidence in policing will have improved, shown by an increased willingness by the public to provide help and assistance to the police.”

#### ***“Under the Microscope - Refocused”***

In this inspection, HMIC looked again at the investigative use of DNA and fingerprints, examining the extent to which the police service had responded to the earlier thematic inspection report of July 2000.

This work began in January 2002, being reported on in June 2002. It is relevant to this annual report in that HMIC concluded that there had been a mixed take-up of the recommendations of the earlier thematic inspection, and that the issues should continue to be addressed throughout HMIC's programme of BCU and force inspections. Some related work indicates that greater attention to scientific and technical support issues, along the lines recommended in this report, would have a significant

impact on detection rates. This indicates the inter-relatedness of the different aspects of HMIC's work. It also shows the need for HMIC to consider how to make its thematic inspections have even greater impact: work that I shall report on in my next annual report.

### **"Training Matters"**

January 2002 saw the publication of *Training Matters*, a thematic inspection of the training programme employed throughout the police service in relation to probationer constables. This was the first time such an in-depth examination of the programme had been undertaken.

The report contains 59 recommendations, each being written in such a way as to indicate which section of the Service has the responsibility for taking it forward. In addition, a risk assessment process has been included together with an indication of the level of investment involved in each proposal. An action group, made up of key stakeholders, whose terms of reference are specifically to ensure action is taken in respect of the report findings, has been formed.

The findings of this inspection included these aspects which were found to be detrimental to the effectiveness and efficiency of the training programme:

- the management structures lack clarity, the capacity for direction, and unified commitment;
- the learning requirement does not accord with the needs of a police officer in the twenty-first century, nor are the means of meeting it effective;
- training delivery is inconsistent and lacks robust quality assurance;
- the fragility of the tutor constable system;
- ineffective or inadequate supervision; and
- insufficient community involvement.

Nevertheless, the programme was found to be reasonably effective in these respects:

- the commitment and hard work of trainers, tutor constables and supervisors;
- the foundation provided by the training delivered at the Centrex and Hendon training centres;
- the resolve and endurance displayed by the majority of probationer constables;

- the learning opportunities provided by the workplace training and development aspect; and
- pockets of noteworthy practice encountered.

## **THEMATIC INSPECTIONS IN PLACE, OR IN PROSPECT**

### **"Diversity Matters"**

During 2002 HMIC is conducting a thematic inspection of training provided to the police service in support of race and diversity. The Inspection will provide a benchmark of the progress the police service has made three years after the publication of the Report by Sir William Macpherson into the Stephen Lawrence case; and also any progress made in respect of other seminal pieces of work (such as *The Gender Agenda* and the Race Relations Amendment Act of 2001).



The Inspection will also provide the Home Office with both quantitative and qualitative information three years into the contract awarded to an outside provider to deliver race and community relations training.

Police Authorities and Chief Constables will be provided with an assessment as to how race and diversity training is helping them make progress towards improving the trust and confidence of their communities. By undertaking the Inspection in 2002 it will mean they receive feedback at least 30 months after they should have started any post-Macpherson training.

The report of the Inspection will be published in early 2003.

Other thematic inspections are underway, including ones on Prison Service Advisers, Arson, Special Branch and Ports

Policing, Homicide in Northern Ireland and the Policing of Level 2 Criminality. These will be considered in the next Annual Report.

HMIC is presently considering, or scoping the need for, further thematic inspections on Gun Crime, Officer Recruitment and Retention, Civilianisation and Domestic Violence. In the light of further consideration when the scoping studies are to hand, these potential thematic inspections may not proceed. Those that do will find reference in the next Annual Report.

## INSPECTION OF POLICE TRAINING

### Involving communities in the Training Function

One of the key drivers for the service's investment in training is to ensure that the correct staff are trained to the appropriate levels on time. Fundamentally, policing is a people business and its methodologies and successes are firmly embedded within the communities the police serve. It is therefore critical that the service develops staff with the right knowledge, skills, understanding attitudes and behaviours to meet the present and future needs of the police and its communities.

In order to fulfil the training function, the training need, design, delivery and evaluation of police training must include a meaningful relationship with the communities to ensure that the training delivered is fit for purpose.

Lord Scarman's report into the Brixton riots, and, more recently, the Home Affairs Committee Fourth Report – *Police Training and Recruitment*, and the *Stephen Lawrence Inquiry Report* (both published in 1999), have highlighted the importance of engaging communities in the critical role of training.

HMIC expects that forces will involve communities in the training process wherever appropriate. HMIC has therefore developed an inspection methodology which includes consultation with community groups on training issues. The most recent thematic inspections, *'Training Matters'* and *'Diversity Matters'* have included consultation meetings with community groups.

The Best Value Reviews of Police Training which have been undertaken since April 2002 assume that forces will engage in a consultation process with their communities to inform the training function. Some forces have struggled with this concept.

Key messages coming from communities during interactions with HMIC are that communities want to be involved and feel they have much to offer. Engagement may occasionally be challenging for both parties, but the added benefits are significant. These messages are similar to the findings of the

Scarman Report and other reports from the early 1980's and onwards. The service has started to include its communities, the environment is now right to support that work. HMIC will focus on community consultation during training inspections.

### Centrex

The Central Police Training and Development Authority (trading under the name Centrex) was formed as a non-departmental public body, out of National Police Training, on 1 April 2002. HMIC assumed responsibility for the inspection of Centrex. The responsibility within HMIC rests with the Training Inspectorate based at Woking.

## POLICE NATIONAL COMPUTER AND INFORMATION MANAGEMENT

### PNC

The Police National Computer (PNC) is the only truly national police computer system. It holds within it the potential to liberate a 'golden thread' of intelligence which can be woven through many aspects of policing to provide front line officers with reliable, accurate and timely information on which to base their decisions. Unfortunately, and for a number of reasons (many of which lie outwith this report), the PNC is often seen as little more than a records archive on which to store the previous convictions of individuals, as such, it has in many forces been supplanted by more modern and functionally rich local systems. While these alternative systems may well better address local needs, they fail to recognise the national perspective and cross border crime.

It is important to note that the failings of the PNC are not directly attributable to technology, but rather to the poor processes which many forces have employed in entering their data. The PNC can only ever deliver to its full potential when all forces recognise the value of the system, the need to share intelligence on a national basis, and the need to adhere to national performance standards.

In July 2000 the HMIC thematic report *"On the Record"* highlighted the widespread poor performance across the service against the standards for timeliness and quality data required for PNC - standards set in ACPO's own PNC Compliance Strategy. Such were the concerns that the Home Secretary issued a direction to HMIC to conduct a review and inspection to assist ACPO to drive up forces' performance in two critical areas: the unacceptable delay in entering arrest and summons reports, and the clearance of a backlog of some 216,000 cases which were awaiting the input of court results.



It was agreed that forces must eradicate their deficiencies by April 2002 and that clear and tangible progress towards that goal must have been achieved by the end of August 2001. HMIC divided the inspection into two distinct phases to match this timetable. The first phase to August 2001 was discussed in HMCIC's last Annual Report. The second phase was completed in April 2002 and drew heavily on the lessons learned in the first phase, thereby allowing HMIC to focus more closely on the acute areas of concern in the failing forces.

The inspection programme was one of the most intensive ever undertaken by HMIC and drew heavily on both internal resources and upon a number of individuals with extensive experience in the PNC, seconded on short term from forces across the country, to whom thanks are extended. It is pleasing to note that the inspection assisted forces in achieving a satisfactory result with the following performance levels being recorded in April 2002:

#### **Case Results**

The Service's target for case result clearance was achieved. The backlog of case results from pre-July 2000 was reduced from 216,000 to around 25,000, most of which had been validated, and all forces were either within profile or actively targeting the areas flagged.

#### **Arrest/summons**

Arrest/summons performance was more mixed with only four forces consistently hitting the one day target, nevertheless, 41 of the 48 forces monitored showed major improvements. The average input delay fell from 55 days to 11 days, with the average percentage input within 24 hours rising from 38% to 69%; and 28 forces achieving input within ten days (judged within the inspection as more realistic for manual systems).

It is important that the service does not relax its focus on this issue, as there remains a significant distance to travel before it can be deduced that the problems are resolved. To assist forces in maintaining this focus, HMIC has reviewed its internal processes for auditing forces' use of the PNC. Within the coming year we will have doubled the size of the PNC Compliance Audit Section with auditors based across the four regional offices of HMIC. They will be working to a far more demanding, rigorous and transparent inspection protocol which will have been informed by the results of a new risk assessment methodology which is currently being piloted in a number of forces.

#### **Information Management**

It is disappointing to note the delays in the delivery of products procured through the National Strategy for Police Information Systems (NSPIS). The police service is no different from other organisations in its need for information, and its inability to liberate information from the plethora of data it captures is undoubtedly inhibiting its performance – a situation which is unlikely to improve significantly until a number of underlying NSPIS systems have been delivered.

Tempting though it is to rehearse the debate as to the causes of the delays and failures in delivery, it is important instead to recognise the lessons learned and to move forward and deliver information tools which will be a credit to a modern police service.

To some extent this may be achieved through the concept of Programme Valiant, which offers a component based view of technology rather than the previous application procurement approach. Programme Valiant, if it is able to secure the considerable funding necessary, may go towards developing an information-centric and joined-up police service. However, it is heavily reliant on developing technologies and the programme's ability to succeed has yet to become clear.

The delays in delivering the hoped for solutions are driving a number of forces to set in place alternative strategies to deliver information throughout their organisations. Some of these are particularly exciting technologically and are providing good quality information to officers over all manner of devices, including mobile data to Personal Digital Assistants (PDA's). HMIC has recently learned of a dispute over the identity of a disqualified driver which was settled at the roadside by the officer being able to download to his PDA a picture of the individual, thus confirming his identity and leading to an arrest at the scene.

While these individual developments are laudable and pragmatic they do carry with them the overhead of a number of forces working simultaneously to reinvent the wheel. HMIC has in place a small central resource who provide specialist support to regional offices in inspecting information management and communications, thereby capturing the national picture, sharing good practice and reducing the likelihood of forces working in isolation. HMIC also provides members for working groups and committees in the police service and the Home Office, to help maintain consistency of approach in planning and developing systems and strategies.

This team is also charged with membership, albeit often limited to an observer status, of a number of influential ACPO committees which are directing the development and delivery

of information and communication strategies across the service. Within the Home Office, HMIC has membership of a number of working groups which are meeting the challenges of delivering a joined-up criminal justice system. The input at these levels is invaluable as it allows HMIC early sight of developing trends and a voice with which to share its pan-force and pan-agency knowledge.

### EFFICIENCY PLANS

2001/02 was the third 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 transparent link between resource inputs and measurable performance outcomes.

HMIC, supported by external auditors, report to Home Office Ministers on the performance of each authority and force in delivering the 2% target. HMIC has found it necessary frequently to remind many authorities and forces that they must monitor, regularly, the implementation of their efficiency gains alongside performance information.

For the three years which Efficiency Plans have operated the service has achieved over £560m of efficiency gains which have been recycled back into front line police (see Figure 12).

**Figure 12**  
Efficiency Plan Gains achieved 1999/2000-2001/02

	Net Expend £m	2% Target £m	Achieved £m
1999/00	7,466	149	184
2000/01	7,699	154	186
2001/02	8,238	165	213

### WORKING WITH OTHER INSPECTORATES

The steady and welcome growth in partnership working within the Criminal Justice System, and in conjunction with other agencies adjacent to the CJS, is reflected in HMIC working alongside other Inspectorates. HMIC values these opportunities to engage with the police service's partners.

At the time of writing, joint thematic inspections are either underway or in planning on Arson, Listing and Management of

Criminal Cases in the Crown Court (following on from similar work in the Magistrates' Courts), Prison Liaison, and Multi-Agency Public Protection Panels (itself a follow-up to "Safeguarding Children", a joint Chief Inspectors' report which was published at the time of writing).

Joint working has resulted in two inspection reports relevant to this annual report. One concerns following up the progress made in reducing delay in the youth justice system (with Her Majesty's Magistrates' Courts Service Inspectorate, and Her Majesty's Crown Prosecution Service Inspectorate); the other the investigation and prosecution of cases involving allegations of rape (with HMCPSI).

#### Rape

The purpose of the inspection into rape matters was to analyse and assess the quality of the investigation, decision-making and prosecution by the police and the Crown Prosecution Service of allegations of rape. In doing so, its aim was to ascertain, if possible, the reasons for the high attrition rate, and to identify good practice and make recommendations to address this.

The difficulties faced by the police when investigating allegations of rape cannot be overstated. The inspectors acknowledged the difficulties, which are in part supported by key statistics that highlight the problem. However, these problems support the need for a more professional approach at the outset if the criminal justice system is to secure more convictions and greater support for current and future victims. The inspection concluded that a more concerted approach in the areas of statement taking and interviewing of alleged offenders, together with a better application of the forensic disciplines, can help to achieve this.

#### Delays

The inspection was to evaluate the progress made by the criminal justice agencies since the main, February 2001, report. The focus of the inspection was on the effectiveness of locally based youth case progression groups in managing persistent young offender cases, and how the agencies had set out to reduce delay.

A background to the inspection was the Government's objective of halving the average time between arrest and sentence for these offenders, from 142 days to 71 days by 31 March 2002. That target had been met by September 2001, reflecting the commitment to improvement of individuals in the criminal justice agencies. However, analysis showed that the performance across areas was variable.

Recommendations for the police service included avoiding unnecessarily lengthy periods on police bail, and the setting of realistic timescales for the processing of summons cases; and setting targets for holding identity parades and submitting forensic evidence.

### **A NEW INSPECTION METHODOLOGY: THE “BASELINE ASSESSMENT”**

I announced in January 2002 a review of the formal inspection process. A complementary review was to look at sharpening the focus on performance outcomes and improving the style of reporting inspection messages. After preliminary work, these two streams merged.

The outcome is the ongoing design of a baseline assessment.

The baseline assessment will produce a tailored, three-year inspection programme for each force, with areas of weakness or under-performance being subject to a focused inspection. BCU and BVR inspections will be programmed in and will feed the continuous assessment, as will structured visits by staff officers. Annually, HMIs will spend time with the chief officer team and authority to report on the outcome of inspection activity during the previous year. At the end of the three-year cycle, the initial baseline assessment will be re-written, informed by the range of inspection work but also drawing systematically on other relevant sources of evidence. The three-year cycle reflects the timescale for the new police planning process, as well as mirroring HMIC's current three year rule.

Some of this is very familiar territory and will pose no difficulty. Other aspects will be more challenging, especially the first time around. The assessment of strategic management and leadership, for example, will be more rigorous and transparent than before. In some areas, we may need to rely upon evidence, and possibly self-assessments, from forces themselves (for example, asking for copies of reports from other agencies and regulators, and using EFQM or IIP documentation to inform HMIC's judgements).

Next year's annual report will comment on progress made to implement this new and exciting approach to HMIC's work.

### **CONCLUSION**

*This chapter alone demonstrates how heavy a programme HMIC has completed this year. We have embarked on new forms of inspection, and with the police service are learning the lessons from those inspections. Reflecting the needs of the service and the pressures it faces, we are in the process of redesigning our main inspection methodology to introduce even greater effectiveness into our relationship with the police service.*

*We are continuing with a substantial and valuable programme of thematic inspections, enjoying, where possible, the services of other Inspectorates.*

*This volume of work continues into the present year, and beyond. HMIC is under no doubt that its work will grow ever more complex, and it is preparing to meet those new challenges which lie ahead.*

# Leadership

There is widespread recognition that good leadership at all levels is central to improvements in performance across the police service. The Government is committed to improving officers' ability to lead. There have been wide differences of approach between forces in nurturing and developing leadership skills. HMIC is playing a central role in a series of long-term reforms, in partnership with all key stakeholders. The aim is to produce a systematic, end-to-end process for getting the best talent into the police service, for developing individuals to the full, and enabling them to reach their potential. Police Officers' 'can do' attitude is one of the service's greatest strengths. HMIC is committed to capitalising on that and the service's other strengths.

## POLICE LEADERSHIP DEVELOPMENT BOARD

The Police Leadership Development Board was established in May 2001 to steer and advise on all aspects of police leadership and to bring coherence to the work. The Board, chaired by HMCIC, is taking forward work focused on attracting talent into the service, and bringing individuals on to achieve their maximum potential.

The Board's terms of reference are:

To promote and develop effective leadership across the police service by:

- i. ensuring that there are effective procedures for making senior appointments;*
- ii. developing and supporting mechanisms for the recruitment and development of those with potential to reach senior positions;*
- iii. ensuring leadership training and development needs are fully addressed; and*
- iv. offering strategic oversight to the programmes of work relevant to leadership which are part of the police reform programme.*

The Board's membership includes the tripartite organisations as well as all the staff associations and two independent members with experience of leadership theory and practice in other organisations. Centrex, HMIC and HMCIC Scotland are also members.

The Board's work to develop leadership capacity in the police service has made good progress. Initiatives undertaken so far include:

- A review of police national assessment centre processes (formerly known as Extended Interviews) in partnership with stakeholders, to ensure that they are the most suitable to select those likely to occupy the most senior posts in the service. For example, processes have been tailored to meet the requirements of the new High Potential Development Scheme both in terms of design and flexibility of arrangements.
- A review of senior officer training and development was conducted under the Board's auspices last year with the aim of establishing a systematic approach to identifying and meeting the development needs of senior officers. One of the central findings was that training and development provision had not kept pace with the increasing demands at superintending level and that much of what is currently offered only to the relatively few superintendents who pass the senior police national assessment centre and who attend the Strategic Command Course would be of benefit to superintendents more generally. The review recommended that enhanced training and development opportunities should be available for BCU commanders and their teams, and open to superintendents more widely. The Board endorsed the review's recommendations in January and they have subsequently been endorsed by Ministers.

As a result, Centrex were commissioned to design a new BCU Leadership Development Programme which started from September 2002. The programme is open to all forces and will be rolled out regionally from April 2003. The package is intended to deliver a structured programme, via modules, tailored to meet individual needs and aligned to the National Competency Framework. It is focused on five priority areas for development (training needs analysis, transformational leadership, achieving and transforming BCU performance, implementing BCU performance plans, critical incident one and two). It will focus strongly on transformational leadership elements - the ability to motivate and inspire others to achieve results.

Another major project flowing from this programme is the overhaul of the existing accelerated promotion arrangements. A brand new scheme, the **High Potential Development scheme**, which was launched in February 2002, will attract candidates from both inside and outside the service. The scheme is a performance driven and competency based career development programme, which can be tailored to individual needs, and will embrace the new National Competency Framework for all ranks. The new scheme aims to maximise the talent pool in the police service and to remove unnecessary barriers to advancement of the most able. Candidates will be able to progress at their own rate, and it may even be possible



for the very best candidates to reach Superintendent in five years. Overall, the scheme is designed to attract and develop the very best leaders to meet the challenges facing the police service of the future.

The Board has also commissioned two further strands of work looking at leadership in a wider context. First, a three year research project to examine the exercise of leadership at all levels of the service and how the work of each rank, from the front-line officer upwards, is supported by leaders at each level. This research will look at the requirements from Constable, for example as a beat manager, to BCU Commanders. It will link with other projects, such as the National Competency Framework, and it is hoped will ultimately lead to the setting of agreed benchmark standards for leadership across the police service.

Secondly, and more immediately, the Board has commissioned a project on the leadership needs of officers at junior and middle ranks and of support staff at all levels. The first stage of the work, conducted in May 2002, was a ground clearing audit of how far HR processes meet the leadership requirements of these staff. Drawing on the results of that audit the Board has endorsed a work programme focusing on three key areas:

- The development of leadership training for post probation constables;
- The development of central packages for sergeants and inspectors; and
- Further research into the leadership development needs of support staff.

A major step forward has been the development of the National Competency Framework which will provide an objective basis for selection and promotion decisions and will inform the design of training programmes.

Ministers and the Board have endorsed proposals for a major project to review the incentives and disincentives, rewards and recognition and barriers and opportunities to getting the best leaders to take on the most demanding challenges in the police service. A report on emerging findings will be presented to Ministers and the Board very soon. A final report with recommendations will be presented in March 2003.

Agreement in principle has been reached between the Home Office, the Association of Police Authorities and the Chief Police Officers' Staff Association for a national system of performance and development reviews (PDRs) for all chief officers. Concerns about the operational independence have been recognised and accountability to the police authority for the policing plan will be a distinct process from the development review to be carried out by HMIs (for Chief Constables) and Chief Constables (for other chief officer ranks). Guidance has been developed and training will be provided on use of the system. PDRs should be introduced for chief officers in all forces from 1 April 2003. This will assist in identifying the most capable leaders in the service with the necessary skills to take on the most complex and demanding commands.

## SENIOR APPOINTMENTS PANEL

A Senior Appointments Panel has also been created, to co-ordinate arrangements for approving the filling of ACPO-level posts.

Although the appointment of senior police officers has always been the preserve of police authorities (the advent of the Panel does not alter that position), the constitutional arrangements in England and Wales as reflected in statute require ministerial approval of candidate suitability. (The Police Reform Act 2002 includes a provision enabling this power to be delegated to HMCIC as Chair of the Panel). There was a strong feeling, both within government and across the service, that the processes surrounding senior appointments could and should be improved. It was felt that the best way of doing this was to create a small cross-representational body which would be dedicated to giving closer scrutiny and attention to senior appointments thereby creating and maintaining a more effective, professional and streamlined senior police appointment process, with the ultimate aim of securing the best leaders for the service.

The Panel's membership is relatively small but consists of representatives from across the service. They are:

- HMCIC as chair;
- Head of the Home Office's Police Leadership and Powers Unit;
- Two representatives from ACPO;
- Two representatives from the APA; and
- An Independent Member.

The Panel had its inaugural meeting in April 2001 and has met every four to six weeks since. Such is the nature of its work the Panel will remain a permanent feature of the senior appointments landscape for the foreseeable future.

In brief, the Panel's main terms of reference are to:

- *consider each candidate for ACPO positions in England and Wales and make recommendations to Ministers as to their suitability for Ministerial approval;*
- *create and co-ordinate a timetable for all senior appointments across the country and ensure that, wherever possible, clashes do not occur between two or more recruiting police authorities;*
- *maintain comprehensive records on all chief officers and potential chief officers in the country (a database to facilitate this now exists);*
- *co-ordinate arrangements for the new performance review procedures for all ACPO officers; and*
- *maintain an on-going dialogue with all key stakeholders in the senior appointments process (including ACPO, APA, Home Office, Staff Associations, other interest groups and those elements of the police leadership regime such as the Police Leadership Development Board). This to ensure that the work of the Panel adds value to the overall aim of securing the best leaders for the service.*

In terms of its core responsibility - recommendations to ministers on senior appointments - at its meetings between August 2001 and September 2002 the Panel considered:

112 applications for 14 Chief Constable and equivalent level posts;

60 applications for nine DCC and equivalent level posts; and

131 applications for 17 ACC and equivalent level posts.

The Panel also successfully negotiated with recruiting police authorities last autumn, traditionally the busiest period of senior appointments, a timetable for ACC and equivalent posts which meant that selection and interview clashes were avoided, and is operating a similar system during 2002.

While continuing its core responsibilities the Panel will be reviewing and suggesting improvements to assessments carried out by Chief Constables and HMIs of candidates for senior police positions. It will also be considering career development for senior officers. As part of this work it will be assessing all external training and development courses offered to senior officers within the service and recommending new approaches on how these opportunities should be allocated.

The Panel will also be involved in the monitoring of the new PDR system for all chief officers and the introduction of the national competency framework for chief officers.

## CONCLUSION

***HMIC, in addition to its responsibilities with regard to the Board and the Panel, has other interests in leadership development in the service. Leadership is already a key theme in BCU Inspections, and will feature more prominently in inspections generally as the new inspection methodology is deployed: one of the three headings in the baseline assessment is "leadership and corporate governance". One further development under present consideration is the use of an inspection protocol based on the emerging PLDB business: forces would be inspected for progress against that protocol. With Ministers showing increasing interest in police service leadership issues, it is certain that, whatever tool is adopted, these issues will be priorities for the immediate future.***

# The challenges ahead

## POLICE REFORM PROGRAMME

When the Home Secretary introduced to Parliament the police reform White Paper “Policing a New Century: A Blueprint for Reform”, on 5 December 2001, he said: “I pay tribute to the professionalism and expertise of police and the civilian staff working with them. We all owe a debt of gratitude for the bravery that is often displayed by policemen and women. Our reform agenda will build on success”. He also said that he was “placing before the House a radical reform agenda for both the police service and those who work alongside it”. Debate and argument about this reform agenda was closely followed by HMIC and the police service.

The Police Reform Act 2002 includes the following provisions of particular interest to HMIC:

- An annual National Policing Plan, which will set out the Government’s priorities for policing;
- Powers for Chief Officers to designate civilian support staff as Community Safety Officers (CSOs) and to set up accreditation schemes for street wardens, security guards and similar staff employed by other agencies (to be known as Accredited Community Safety Officers). The powers of detention for CSOs will be piloted in six forces and evaluated by HMIC before being rolled out nationally;
- Powers for the Home Secretary to issue to chief officers and police authorities codes of practice based on the best policing methods;
- Powers for the Home Secretary to intervene if an HMIC report shows that a force is clearly failing; and
- Powers for the Home Secretary to require chief officers to retire or resign, and powers to suspend.

### Implementing the Programme

The strategic direction for implementation of the Police Reform programme is being set by the Police Reform Implementation Steering Group, chaired by the Minister for Policing and including senior level representation from ACPO, APA, MPS, the Police Federation, the Superintendents Association and Unison. The nine strategic priorities for the police reform programme agreed by the Steering Group (and which are regularly reviewed) are:

- The outcomes of the bureaucracy taskforce;
- The leadership training agenda;
- Citizen Focus;
- Performance management and best practice (including NCPE);
- The National Intelligence Model;
- Science and Technology Strategy;
- Human Resource planning and management;
- Community Support Officers and the Extended Police Family; and
- The Non-Emergency Number.

All of these are of significant interest to HMIC.

### HMIC engagement with the reform process

On a wider front, HMIC has a significant role to play in the implementation of the police reform programme, consolidating upon the significant contribution it has already made in devising and developing the police modernisation agenda so far. As elements of reform are implemented HMIC will build in and, where necessary, re-shape its inspection methodology, to ensure it can accurately report on their impact upon the service. I will advise the Home Secretary where implementation of reform is proving problematic or, conversely, where notable success or achievement is evident.



As a consequence, HMIC's inspection reports will strongly feature the reform programme, particularly as the change agenda beds down and becomes part of everyday mainstream policing.

### National Policing Plan

Section 1 of the Police Reform Act 2002 requires the Home Secretary to prepare an annual National Policing Plan which must be published by 30 November each year. The Plan must set out what he considers are the key strategic priorities for police forces in England and Wales over a three year period.

The Plan will provide the strategic national overview against which chief officers and police authorities should be preparing their own local three year strategy plans and annual policing plans under the Act. Chief officers and police authorities must, in preparing and publishing their strategy plans, have regard to the National Policing Plan.

One of the first steps we will be taking will be to examine the implementation of the Plan at the local level. In particular, we will be scrutinising police authorities' local strategic plans and annual policing plans, to ensure that the range of reform issues is fully addressed.

### Pay reform

Another strong focus of interest for HMIC will be the implementation of the pay reform structures. We will examine the processes adopted to see that they are fair and are leading to the desired outcomes. A specific duty placed on HMIC is to monitor forces' management of a 15% reduction in overtime over the next three years. We will be particularly keen to gauge the impact of this on operational effectiveness, ensuring the quality and capability of policing services are undiminished by the reduction of overtime. Moreover, we will be looking for innovative approaches to meeting what will undoubtedly be a significant challenge to the service. Where proven success is found we will promulgate it to other forces who may be finding the reduction target more difficult to meet.

Another relevant and important new aspect of the police pay reform programme is the regime of competency related payments and special priority payments. HMIC will monitor the implementation of these features to ensure that police leaders are taking advantage of these innovative and flexible arrangements to drive up performance and to achieve the overall objectives of the reform programme.

### Chief officer appraisals

An important aspect of the reform programme is the new regime of chief constable appraisals to be conducted by HMIs. In turn, chief officers will be implementing appraisals of Deputy and Assistant Chief Constables. These are time consuming but necessary developments and their outcomes will be closely monitored by HMIC.

## PERFORMANCE

The primary role of HMIC is to report upon the efficiency and effectiveness of forces. This task is essentially about improving the performance of the police service. In conjunction with the Police Standards Unit and other areas of the Home Office, HMIC will form part of a joint action team to examine monthly data on the performance of each force. The joint team will focus particularly on those forces whose performance is falling below the performance trajectory set in any particular area of crime or wider community safety. At first there will be engagement with a force, to establish if there are particular circumstances giving rise to the falling off in performance. A more searching discussion will follow where the basis for the reduced performance cannot be readily identified or accounted for. In such circumstances or where performance is consistently below expectations, collaboration would be the next step. HMIC and/or PSU will examine more closely on the ground the circumstances giving rise to the performance concerns. Adjustments to policies and practice may follow, at which point collaboration would be suspended. However, in cases where performance is giving grave cause for concern, HMIC may advise the Home Secretary that his powers of intervention under the Police Reform Act 2002 should be considered.

The processes described above are under development, but will clearly extend and enhance the respective roles and powers of HMIC. They will also formalise the approaches which both HMIC and PSU have deployed to ensure better delivery from what is, after all, a key public service.

Perhaps never before in the history of the police service has there been such a rigorous drive to improve performance and delivery so that the benefits of a safer, more secure society are felt by all. HMIC recognises its part in this drive.

My organisation's impact and influence upon the performance of forces will be crucial in the coming months. I pledge that raising the performance and all aspects of delivery by forces will be at the heart of all of the Inspectorate's work.

I and my fellow HMIs have already been actively assessing and working on how the Inspectorate itself needs to change and evolve to meet what is unquestionably a new era. A different,



quite radical, new inspection regime is emerging, one where the performance tests are tough, but where continuous improvement in performance can be carefully monitored and forces will be able to receive helpful feedback on their progress.

## HMIC AND THE POLICE STANDARDS UNIT

The focus on performance outcomes and achievement of targets for crime reduction, highlighted above, mean the imperatives for HMIC and PSU to work in complete harmony are, and will remain, enormous. That is why I and the head of the PSU have been working closely on a joint protocol which will define, in unambiguous terms, how our respective organisations will work together in the future.

In engaging in collaboration, HMIC and PSU will always need to be cognisant of each other's roles and purposes. The Inspectorate has a long established responsibility (defined in statute) to gauge the efficiency and effectiveness of forces throughout England and Wales. Whilst performance is a key issue for HMIC, our remit is much wider, encompassing both the strategic development and future direction of the service as a whole. The new PSU must take on the complementary but vital task of using the findings and 'professional diagnosis' of the Inspectorate to further improve those performance enhancements achieved by and through HMIC's various mechanisms of inspection. HMIC is fully committed to a productive working relationship with the PSU both now and in the future.

## OTHER CHALLENGES

On organised crime, it is quite clear that the police service faces significant challenges in the areas of Class A drugs trafficking, organised immigration crime, fraud, money laundering, use of firearms and associated gun crime, high tech crime and paedophile crime. These are areas where different policing approaches and techniques are necessary. At the national level, HMIC is closely engaged with the National Criminal Intelligence Service (NCIS) and the National Crime Squad (NCS) to provide support and encouragement to forces facing these concerns in increasing volume.

HMIC's planned inspection of NCIS has been postponed so that an external contractor (PA Consulting Group) can undertake a review of NCIS's resource use and performance management. In the light of the outcomes of that review, HMIC will consider how best to add value through its planned inspection of this critical national service. In relation to both NCIS and NCS, HMIC's position is one of collaboration as well

as inspection. Engaging closely and regularly with these organisations will assist the police service as a whole to deal with this kind of crime.

A further challenge for the police service will be the Home Secretary's wish to take police officer numbers beyond the original 130,000 target of the Crime Fighting Fund (CFF), to 132,500 by March 2004. As already mentioned, forces have not always found the recruitment, training and absorption of new officers an easy task. Raising the recruitment targets yet further will present an even greater challenge. However, forces have improved their skills in this area, and are now better equipped than ever to meet this new target. HMIC recognises that the drive to recruit more police officers raises further concerns for forces in the south-east of England in particular, as outlined earlier in this report.

Increased police numbers coming forward from the Government's Crime Fighting Fund is, needless to say, very welcome. However, in addition to CFF recruitment, the service will need to gear itself up to replace those who will be retiring as a result of the recruitment "bulge" which took place in the mid-1970s. Experienced officers are approaching the date on which they are entitled to retire, and many may choose to do so. The service is therefore at risk of losing immense swathes of expertise, which will not easily be replaced. HMIC will be looking closely to see that forces have strategies in place firstly to recruit sufficient numbers of staff to replace those leaving; and, secondly, to provide those new staff with training and development opportunities to fill the gap left by their departing colleagues.

In terms of efficiency, the police service will have to continue to deal with the requirement to find annual efficiency savings of 2% as well the requirement to manage a reduction in overtime, already mentioned in this chapter. HMIC will work with forces, both through the inspection process and through more informal liaison, to encourage the effective delivery of these targets.

## REDUCING BUREAUCRACY

My predecessor as HMCIC, Sir David O'Dowd, has, at the time of writing this report, just published the results of his Policing Bureaucracy Task Force. The task force was commissioned by the Home Secretary to look at ways of reducing bureaucratic burdens on the service and increasing officer visibility on the ground. Sir David's report looked at the whole range of policing activity, from initial contact on the street, to the custody and case preparation process, to the encounter at court, and makes 52 "change proposals". The task force has reviewed the paperwork and procedures which soak up police officers' time, building on the findings of an



earlier Home Office study “A diary of a police officer” which found that officers were spending 43% of their time in the police station, with only 17% being spent on reassurance patrols, mostly in vehicles.

At the time of writing, it is too early to predict the likely outcome of the task force’s recommendations, but a Policing Bureaucracy Implementation Steering Group (which will be jointly chaired by the Home Office and ACPO) will oversee a five year implementation of the task force’s findings and recommendations. HMIC will be fully engaged with that process, and will be building the strands of the implementation plan into its inspection approaches.

## CONCLUSION

*I positively welcome the challenge of police reform and modernisation. HMIC will be at the heart of the implementation of the programme of reform, helping the police service make the most of the opportunities it presents. The Inspectorate is also integral to the drive to raise police performance and delivery so as to bring about a truly modern, responsive and, above all, effective public service.*

*As I said in my Foreword, the police service is at a turning point. The reform programme offers a real opportunity for today’s leaders to modernise the service, deliver quantifiable improvements in performance, and increase public confidence, in a highly motivated, well equipped, professional 21st century police service.*



## THE WORK OF THE INSPECTORATE

Her Majesty's Inspectorate of Constabulary 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) - now the Central Police Training and Development Authority - Centrex, 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.

Her Majesty's 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.

### The structure of HMIC

- Her Majesty's Chief Inspector of Constabulary is based at the Home Office in London.
- There are now six Inspectors of Constabulary (HMIs), of whom four are former Chief Constables and have geographical responsibilities; two are from non-police backgrounds, of whom one is responsible for the inspection of police training throughout England and Wales.
- Three Assistant Inspectors of Constabulary (AICs) provide supplementary policy and inspection support. These consist of two AICs seconded from police forces (deputy Chief Constables), and an AIC from a non-police background who specialises in race and diversity issues. 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. Focused forms of these inspections are also conducted in relation to specific areas.

### 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 duty of inspection, introduced under the Local Government Act 1999 (Part 1, section 24 (2)), 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

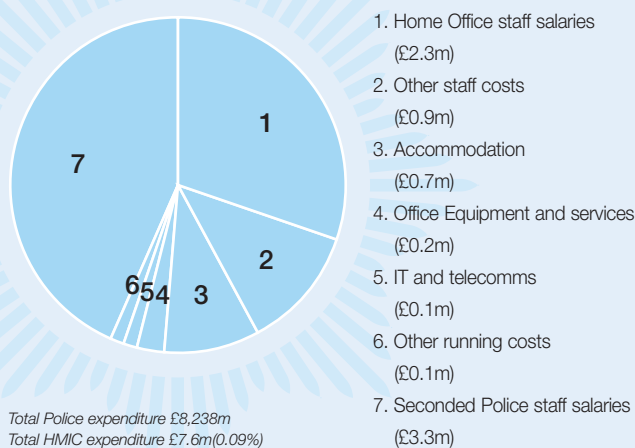
*Inspections of individual operational police units, factoring in the local context within which they operate, and designed to identify the potential for improvement and to spread good practice.*

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. 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.

**Figure 13**  
HMIC Running Costs Expenditure 2001/02



In 2001/02 HMIC received a running cost allocation of £7.6m. Figure 13 shows how this allocation was used. The largest elements of expenditure are staff salaries, with those of seconded police staff (44%) being higher than those of Home Office staff (30%). Home Office staff include HM Inspectors and the non-police Assistant Inspectors, as well as support staff.

HMIC received additional funding in 2001/02 to undertake inspection of forces at BCU level and to commence inspections of Best Value Reviews. Nevertheless, the Inspectorate has again needed to demonstrate the ability to respond to Ministerial priorities and take on additional work, sometimes at short notice.

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

The cost of undertaking all inspections is funded from the annual running cost allocation of funds. Unlike some partner organisations any external income generated through inspecting non-Home Office forces such as British Transport Police and Isle of Man Constabulary has not been available for use to increase running costs provision. This restriction has however been lifted with effect from April 2002.

Benchmarking exercises with other inspectorates have demonstrated that HMIC provides a cost-effective service. The cost of the Inspectorate represents only 0.09% of the total funding made available to the police service in England and Wales in 2001/02. During the last year, and in conjunction with the Home Office IT service provider Sirius, we have developed a time recording system for use by Inspectorate staff which will enable the costs of individual inspections to be calculated. The system went live on 1 April 2002.

# Inspection programme 2001/02

## FULL INSPECTIONS

City of London

Dyfed-Powys

Essex

Leicestershire

Sussex

West Midlands

National Crime Squad

and, by invitation:

Guernsey

Isle of Man

Sovereign Base Area Police - Cyprus (unpublished report).

## FOCUSED INSPECTIONS

### Cleveland

(operational performance; professional standards; finance)

### Cumbria

(personnel and development; crime recording; call handling)

### Durham

(tackling volume crime; working in partnership; discipline and complaints; managing sickness and medical retirements)

### Gwent

(race and diversity)

### Kent

(core performance management; complaints and discipline; finance/procurement/transport/property management; partnership issues; assault clinics; measures to deal with organised crime)

### Lancashire

(crime recording and crime performance; sickness and medical retirements; call handling; finance; firearms licensing)

### Lincolnshire

(strategic planning and performance review; crime management; call management; financial management)

### North Yorkshire

(race and diversity)

### South Yorkshire

(crime performance; call handling; community and race relations and diversity; discipline and complaints and professional standards)

### Surrey

(core performance management; finance/procurement/transport/property management; complaints and discipline)

and, by invitation:

### British Transport Police

(absence management; Best Value; crime management and detections; IT; race and diversity; relationships with train operating companies)

**BASIC COMMAND UNIT INSPECTIONS**

Avon & Somerset (3)  
 Cambridgeshire (2)  
 Cheshire (1)  
 City of London (2)  
 Cleveland (1)  
 Derbyshire (2)  
 Devon & Cornwall (1)  
 Dorset (2)  
 Durham (1)  
 Dyfed-Powys (2)  
 Essex (2)  
 Gloucestershire (1)  
 Greater Manchester (1)  
 Gwent (2)  
 Hampshire (1)  
 Kent (2)  
 Lancashire (2)  
 Leicestershire (2)  
 Lincolnshire (2)  
 Metropolitan Police (5)  
 Norfolk (2)  
 Northumbria (1)  
 North Yorkshire (1)  
 South Wales (2)  
 South Yorkshire (1)  
 Staffordshire (2)  
 Sussex (3)  
 Thames Valley (5)  
 West Mercia (2)  
 West Midlands (4)

**BEST VALUE REVIEW INSPECTIONS**

Avon & Somerset (3)  
 Cambridgeshire (1)  
 Cheshire (1)  
 City of London (3)  
 Cleveland (4)  
 Cumbria (2)  
 Derbyshire (1)  
 Devon & Cornwall (6)  
 Dorset (7)  
 Durham (3)  
 Dyfed Powys (4)  
 Essex (1)  
 Gloucestershire (1)  
 Greater Manchester (2)  
 Hampshire (4)  
 Humberside (2)  
 Kent (4)  
 Lancashire (1)  
 Leicestershire (9)  
 Lincolnshire (5)  
 Merseyside (2)  
 Metropolitan Police (1)  
 Norfolk (6)  
 North Yorkshire (5)  
 Northamptonshire (3)  
 Northumbria (4)  
 Nottinghamshire (2)  
 South Wales (13)  
 South Yorkshire (4)  
 Staffordshire (1)  
 Suffolk (6)  
 Surrey (2)  
 Sussex (3)  
 Thames Valley (5)  
 Warwickshire (2)  
 West Mercia (6)  
 West Midlands (7)  
 West Yorkshire (2)  
 Wiltshire (10)

# Performance information

Table 1

Total recorded crime

Force	2000-01			2001-02		
	Number of recorded crimes	Recorded crimes per 1,000 population	Percentage of recorded crimes detected	Number of recorded crimes	Recorded crimes per 1,000 population	Percentage of recorded crimes detected
Avon and Somerset	149,254	99.4	21.6	178,991	118.4	14.3
Bedfordshire	49,627	88.3	27.5	52,239	93.9	24.7
Cambridgeshire	64,343	88.8	23.8	69,559	95.3	22.5
Cheshire	63,288	64.4	29.7	70,990	72.3	25.6
City of London	8,255	N/A <sup>1</sup>	27.3	10,098	N/A <sup>1</sup>	33.8
Cleveland	64,357	115.8	21.4	72,003	129.5	20.4
Cumbria	32,873	66.8	34.2	37,324	75.9	32.5
Derbyshire	81,668	83.8	25.7	89,841	91.9	24.7
Devon and Cornwall	102,849	65.5	34.3	101,425	63.9	31.5
Dorset	50,320	72.7	24.8	54,951	79.3	26.5
Durham	44,702	73.7	34.0	50,175	82.7	32.7
Dyfed-Powys	22,878	47.6	62.7	24,003	49.7	64.1
Essex	106,768	66.0	26.0	113,150	69.5	26.1
Gloucestershire	49,871	88.7	31.4	50,467	89.3	29.9
Greater Manchester	363,454	141.0	22.2	380,801	147.3	20.9
Gwent	56,728	101.9	56.7	46,938	84.2	55.4
Hampshire	133,552	75.0	28.7	135,961	75.7	29.5
Hertfordshire	64,215	61.6	23.8	67,437	64.2	24.3
Humberside	110,312	125.1	21.0	117,463	133.3	19.8
Kent	128,382	80.9	27.8	120,155	75.2	28.2
Lancashire	117,633	82.5	27.0	137,760	96.4	26.1
Leicestershire	86,422	92.5	28.1	88,535	94.3	28.3
Lincolnshire	44,884	71.4	24.6	49,797	78.5	27.3
Merseyside	142,807	101.7	27.9	150,934	107.1	23.8
Metropolitan Police	994,233	136.6	15.0	1,057,360	143.5	14.1
Norfolk	57,258	71.9	25.8	58,954	73.3	25.0
Northamptonshire	56,731	91.3	32.7	60,485	96.6	31.2
Northumbria	134,777	95.0	31.3	139,130	98.4	31.5
North Wales	47,708	72.5	31.0	54,116	82.3	27.6
North Yorkshire	51,551	69.0	30.1	59,149	78.5	25.9
Nottinghamshire	139,903	135.5	19.8	159,240	154.3	17.6
South Wales	111,131	89.5	32.4	116,708	94.2	32.6
South Yorkshire	125,179	96.1	25.5	134,764	103.5	23.4
Staffordshire	104,705	98.7	22.8	117,274	110.6	23.7
Suffolk	44,317	65.7	35.1	50,492	74.3	32.5
Surrey	63,321	58.7	27.9	61,970	57.3	24.9
Sussex	136,920	90.4	23.0	135,110	88.7	25.5
Thames Valley	187,987	88.8	22.3	196,980	92.6	24.5
Warwickshire	36,963	72.8	22.4	42,211	82.8	25.1
West Mercia	78,363	68.7	27.3	102,149	89.1	29.4
West Midlands	364,879	138.9	28.1	372,257	142.1	28.9
West Yorkshire	258,908	122.4	22.7	298,847	141.4	19.3
Wiltshire	36,555	59.9	29.8	38,889	63.4	30.2
<b>England and Wales</b>	<b>5,170,831</b>	<b>98.1</b>	<b>24.4</b>	<b>5,527,082</b>	<b>104.4</b>	<b>23.4</b>

<sup>1</sup>Because of its low resident population, figures per 1,000 population are not appropriate for the City of London Police

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

Source: Home Office, Research and Statistics Directorate



**Table 2**  
Recorded domestic burglaries

Force	2000-01			2001-02		
	Number of recorded domestic burglaries	Recorded crimes per 1,000 households	Percentage of recorded domestic burglaries detected	Number of recorded domestic burglaries	Recorded crimes per 1,000 households	Percentage of recorded domestic burglaries detected
Avon and Somerset	12,396	19.7	15.3	15,995	25.1	10.7
Bedfordshire	3,146	14.0	16.4	3,685	15.7	14.0
Cambridgeshire	4,299	14.5	20.6	4,670	15.4	20.4
Cheshire	5,449	13.4	20.4	5,956	14.5	19.7
City of London	48	N/A <sup>1</sup>	33.3	39	N/A <sup>1</sup>	33.3
Cleveland	7,138	31.2	11.6	8,235	35.8	12.4
Cumbria	2,036	10.0	16.0	2,112	10.1	17.8
Derbyshire	6,157	14.9	16.2	6,748	16.4	21.2
Devon and Cornwall	7,012	10.6	15.9	6,922	10.3	16.0
Dorset	3,281	10.7	14.4	3,346	11.0	17.9
Durham	3,201	12.5	16.6	4,023	15.7	20.4
Dyfed-Powys	707	4.1	40.3	714	3.6	41.0
Essex	5,437	8.1	17.9	5,597	8.2	17.0
Gloucestershire	3,016	13.1	24.1	3,387	14.2	24.1
Greater Manchester	39,184	37.0	7.9	39,081	36.2	8.4
Gwent	2,580	11.0	43.6	2,562	11.3	37.9
Hampshire	6,798	9.1	16.4	7,122	9.6	19.5
Hertfordshire	4,201	10.0	15.9	4,953	11.4	11.9
Humberside	9,778	26.8	11.3	10,988	29.8	10.3
Kent	8,063	12.5	17.9	7,550	11.4	16.2
Lancashire	10,643	18.2	16.2	12,102	20.4	18.2
Leicestershire	6,800	17.7	13.8	6,522	17.3	15.2
Lincolnshire	3,805	14.0	12.3	3,854	14.3	17.6
Merseyside	12,514	21.7	16.7	14,347	24.8	14.5
Metropolitan Police	70,169	22.5	9.9	73,931	23.2	9.3
Norfolk	3,702	10.4	14.0	3,659	10.6	15.4
Northamptonshire	3,689	14.6	20.9	3,840	15.0	15.8
Northumbria	11,381	20.0	15.5	11,250	18.5	16.4
North Wales	2,178	7.9	23.5	2,433	8.9	15.7
North Yorkshire	3,889	12.5	13.8	4,754	15.1	9.7
Nottinghamshire	12,260	26.8	13.6	14,333	33.1	11.1
South Wales	6,685	13.7	19.0	6,845	13.6	20.0
South Yorkshire	14,688	28.8	13.2	16,188	29.5	12.8
Staffordshire	7,549	17.6	11.4	8,083	18.7	14.9
Suffolk	2,198	7.4	20.0	2,447	8.6	19.0
Surrey	4,081	9.3	12.4	3,654	8.2	12.2
Sussex	8,498	12.8	14.0	7,618	11.4	14.2
Thames Valley	13,222	15.5	16.5	13,397	15.5	20.1
Warwickshire	2,872	13.7	16.2	3,046	14.4	24.0
West Mercia	4,948	10.2	17.5	6,077	12.9	18.3
West Midlands	30,993	29.3	15.9	31,219	29.5	18.1
West Yorkshire	30,206	34.3	17.4	34,678	39.1	14.6
Wiltshire	2,087	8.4	12.8	2,399	9.5	18.1
<b>England and Wales</b>	<b>402,984</b>	<b>18.4</b>	<b>14.2</b>	<b>430,361</b>	<b>19.4</b>	<b>14.2</b>

<sup>1</sup>Because of its low resident population, figures per 1,000 household are not appropriate for the City of London Police

Domestic burglary consists of two offences: 28 Burglary in a dwelling and 29 Aggravated burglary in a dwelling

Source: Crime figures from Home Office, Research and Statistics Directorate

Table 3

## Recorded vehicle crime

Force	2000-01			2001-02		
	Number of recorded vehicle crimes	Recorded vehicle crimes per 1,000 population	Percentage of recorded vehicle crimes detected	Number of recorded vehicle crimes	Recorded vehicle crimes per 1,000 population	Percentage of recorded vehicle crimes detected
Avon and Somerset	32,348	21.5	8.2	40,791	27.0	6.8
Bedfordshire	12,592	22.4	13.5	12,724	22.9	9.8
Cambridgeshire	11,348	15.7	8.5	12,745	17.5	6.4
Cheshire	12,253	12.5	8.3	13,445	13.7	8.9
City of London	664	N/A <sup>1</sup>	19.3	892	N/A <sup>1</sup>	24.2
Cleveland	13,666	24.6	6.3	14,251	25.6	6.8
Cumbria	4,278	8.7	11.5	4,490	9.1	11.3
Derbyshire	15,737	16.2	7.4	16,303	16.7	8.1
Devon and Cornwall	20,145	12.8	9.3	17,549	11.1	9.2
Dorset	9,658	13.9	6.2	9,811	14.2	6.4
Durham	8,047	13.3	10.3	7,652	12.6	12.1
Dyfed-Powys	2,120	4.4	25.9	2,052	4.3	31.9
Essex	19,747	12.2	8.7	20,861	12.8	10.7
Gloucestershire	8,464	15.1	12.7	8,140	14.4	12.6
Greater Manchester	80,592	31.3	6.3	74,775	28.9	6.3
Gwent	8,109	14.6	28.3	7,019	12.6	44.3
Hampshire	22,182	12.5	9.2	21,859	12.2	8.8
Hertfordshire	14,890	14.3	9.9	14,367	13.7	12.4
Humberside	19,415	22.0	6.8	21,278	24.2	6.3
Kent	23,737	15.0	10.8	20,598	12.9	11.9
Lancashire	20,353	14.3	9.2	21,015	14.7	10.1
Leicestershire	16,200	17.3	12.9	16,329	17.4	16.1
Lincolnshire	6,627	10.5	7.8	6,782	10.7	11.4
Merseyside	30,377	21.6	9.1	29,982	21.3	7.0
Metropolitan Police	168,152	23.1	4.7	174,260	23.6	4.5
Norfolk	9,823	12.3	7.2	9,805	12.2	8.3
Northamptonshire	11,440	18.4	19.7	11,338	18.1	19.8
Northumbria	22,355	15.8	10.8	20,408	14.4	12.0
North Wales	7,186	10.9	8.6	7,710	11.7	8.7
North Yorkshire	7,585	10.1	7.8	8,176	10.8	7.8
Nottinghamshire	25,609	24.8	5.3	28,520	27.6	4.6
South Wales	26,237	21.1	11.8	25,881	20.9	12.9
South Yorkshire	26,409	20.3	7.0	28,721	22.1	5.7
Staffordshire	16,071	15.2	6.1	17,960	16.9	7.3
Suffolk	6,291	9.3	9.2	6,915	10.2	12.9
Surrey	9,830	9.1	6.7	9,431	8.7	6.8
Sussex	23,791	15.7	7.0	21,240	14.0	8.0
Thames Valley	42,856	20.3	9.2	41,780	19.6	11.4
Warwickshire	7,430	14.6	9.7	8,017	15.7	9.9
West Mercia	13,218	11.6	9.2	13,116	11.4	9.4
West Midlands	67,356	25.6	10.0	63,624	24.3	11.7
West Yorkshire	57,988	27.4	9.8	65,439	31.0	7.3
Wiltshire	5,271	8.6	10.4	5,272	8.6	12.9
<b>England and Wales</b>	<b>968,447</b>	<b>18.4</b>	<b>8.4</b>	<b>983,323</b>	<b>18.6</b>	<b>8.6</b>

<sup>1</sup>Because of its low resident population, figures per 1,000 population are not appropriate for the City of London Police

Vehicle crime consists of three offences: 37.2 Aggravated vehicle taking, 45 Theft from a vehicle and 48 Theft or unauthorized taking of a motor vehicle

**Table 4**  
Recorded robberies

Force	2000-01			2001-02		
	Number of recorded robberies	Recorded robberies per 1,000 population	Percentage of recorded robberies detected	Number of recorded robberies	Recorded robberies per 1,000 population	Percentage of recorded robberies detected
Avon and Somerset	2,765	1.8	14.5	4,889	3.2	10.4
Bedfordshire	663	1.2	22.6	959	1.7	16.8
Cambridgeshire	539	0.7	25.2	679	0.9	21.5
Cheshire	486	0.5	39.1	472	0.5	32.2
City of London	53	N/A <sup>1</sup>	41.5	46	N/A <sup>1</sup>	17.4
Cleveland	932	1.7	17.1	1,264	2.3	18.3
Cumbria	94	0.2	38.3	144	0.3	42.4
Derbyshire	773	0.8	24.5	1,029	1.1	24.3
Devon and Cornwall	452	0.3	39.6	474	0.3	33.8
Dorset	309	0.4	19.1	334	0.5	19.2
Durham	231	0.4	41.6	276	0.5	35.9
Dyfed-Powys	23	0.0	91.3	26	0.1	80.8
Essex	700	0.4	25.9	920	0.6	24.7
Gloucestershire	363	0.6	33.9	498	0.9	26.1
Greater Manchester	9,918	3.8	14.4	11,027	4.3	14.1
Gwent	244	0.4	50.8	215	0.4	57.7
Hampshire	794	0.4	32.1	872	0.5	30.0
Hertfordshire	508	0.5	33.9	683	0.6	31.3
Humberside	999	1.1	20.3	1,182	1.3	17.0
Kent	1,000	0.6	26.3	1,003	0.6	26.8
Lancashire	1,224	0.9	25.2	1,608	1.1	24.1
Leicestershire	1,067	1.1	27.2	1,166	1.2	20.7
Lincolnshire	191	0.3	37.7	251	0.4	32.3
Merseyside	2,405	1.7	21.3	3,155	2.2	18.5
Metropolitan Police	40,992	5.6	11.9	53,547	7.3	11.3
Norfolk	330	0.4	25.8	407	0.5	23.8
Northamptonshire	604	1.0	33.4	877	1.4	31.9
Northumbria	1,381	1.0	28.8	1,387	1.0	31.9
North Wales	163	0.2	38.7	194	0.3	33.5
North Yorkshire	186	0.2	32.8	291	0.4	28.9
Nottinghamshire	2,050	2.0	18.1	2,726	2.6	16.4
South Wales	460	0.4	45.4	595	0.5	41.8
South Yorkshire	1,438	1.1	28.4	1,952	1.5	23.7
Staffordshire	796	0.8	24.4	964	0.9	22.4
Suffolk	177	0.3	44.6	289	0.4	40.5
Surrey	456	0.4	35.5	529	0.5	31.6
Sussex	1,241	0.8	22.9	1,250	0.8	27.0
Thames Valley	2,147	1.0	24.9	2,894	1.4	25.9
Warwickshire	252	0.5	28.2	370	0.7	29.7
West Mercia	423	0.4	34.3	654	0.6	28.0
West Midlands	11,351	4.3	20.8	13,322	5.1	20.8
West Yorkshire	3,781	1.8	22.8	5,674	2.7	20.3
Wiltshire	193	0.3	29.0	281	0.5	32.4
<b>England and Wales</b>	<b>95,154</b>	<b>1.8</b>	<b>17.9</b>	<b>121,375</b>	<b>2.3</b>	<b>16.6</b>

<sup>1</sup>Because of its low resident population, figures per 1,000 population are not appropriate for the City of London Police

Robbery consists of two offences: 34A Robbery of business property and 34B Robbery of personal property

Source: Home Office, Research and Statistics Directorate

Table 5

## Number of 999 calls received

Force	2000-01			2001-02		
	Number of 999 calls received	Target time for responding to 999 calls (secs)	Percentage of 999 calls responded to within target time	Number of 999 calls received	Target time for responding to 999 calls (secs)	Percentage of 999 calls responded to within target time
Avon and Somerset	247,089	10	90.0	341,630	10	81.3
Bedfordshire	96,448	15	84.7	110,354	15	93.2
Cambridgeshire	108,622	12	88.8	129,839	12	85.9
Cheshire	140,593	15	86.0	157,612	15	92.9
City of London <sup>1</sup>						
Cleveland	97,969	10	79.2	122,688	10	66.6
Cumbria	48,310	10	92.0	62,668	10	77.0
Derbyshire	133,524	10	94.5	162,593	10	92.4
Devon and Cornwall	224,879	10	84.5	272,352	10	80.5
Dorset	92,609	10	79.6	113,985	10	72.6
Durham	57,548	10	98.7	59,926	10	92.1
Dyfed-Powys	38,699	8	90.5	53,118	8	86.1
Essex	243,347	15	91.8	273,571	15	89.7
Gloucestershire	70,939	12	94.6	84,864	12	91.6
Greater Manchester	573,911	15	89.6	641,041	15	88.3
Gwent	62,867	6	93.5	81,244	6	93.5
Hampshire	341,999	10	73.6	379,775	10	73.0
Hertfordshire	164,191	10	84.5	190,737	10	87.5
Humberside	116,450	15	96.2	139,136	15	94.7
Kent	235,208	10	84.5	273,872	10	76.9
Lancashire	179,880	10	86.3	286,350	10	78.6
Leicestershire	153,115	15	90.1	180,503	15	87.4
Lincolnshire <sup>2</sup>				93,734	10	90.9
Merseyside	311,183	10	88.6	371,775	10	74.8
Metropolitan Police	2,319,688	15	83.6	2,496,367	15	73.6
Norfolk	84,179	10	91.4	100,316	10	83.8
Northamptonshire	92,769	10	89.2	113,066	10	89.5
Northumbria	256,646	10	79.5	296,105	15	87.5
North Wales	95,442	10	91.6	109,332	10	94.4
North Yorkshire <sup>3</sup>	72,120	5	84.8			
Nottinghamshire	219,156	15	90.3	323,016	10	74.4
South Wales	238,890	10	85.6	286,337	10	87.4
South Yorkshire	225,552	15	90.0	207,078	15	90.6
Staffordshire	144,061	10	82.9	175,366	10	85.7
Suffolk	100,203	10	93.7	117,452	10	88.8
Surrey	134,192	15	86.2	147,139	10	87.5
Sussex	270,692	10	90.0	301,931	10	84.8
Thames Valley	312,420	10	88.2	379,649	10	91.2
Warwickshire	71,820	15	91.2	89,051	15	88.2
West Mercia	145,974	10	92.3	151,279	10	93.9
West Midlands	571,912	15	97.5	680,757	10	96.2
West Yorkshire	437,061	15	86.4	533,523	15	74.7
Wiltshire	65,777	10	88.4	101,065	10	91.5
<b>England and Wales</b>	<b>9,597,934</b>		<b>87.1</b>	<b>11,192,196</b>		<b>82.5</b>

<sup>1</sup>The City of London's 999 calls are dealt with by the Metropolitan Police<sup>2</sup>Lincolnshire Police was unable to provide figures in 2000-01 because of a change in its computer system<sup>3</sup>North Yorkshire Police is unable to provide figures for 2001-02

Table 6

Incidents requiring an immediate response 2001-02

Force	Target times (minutes)			Percentage of incidents requiring an immediate response responded to within target time			Overall
	Urban	Rural	Other	Urban	Rural	Other	
Avon and Somerset	15	20		83.9	85.3		84.2
Bedfordshire	10	20		83.4	91.4		85.4
Cambridgeshire	20	10		82.4	85.9		83.5
Cheshire			15			82.9	82.9
City of London	6			89.5			89.5
Cleveland	10	20		88.5	94.7		88.8
Cumbria	10	20		92.8	90.1		91.7
Derbyshire	10	20	15	75.9	86.0	87.7	77.9
Devon and Cornwall	15	20		80.3	84.8		82.9
Dorset	10	20		76.2	83.3		77.3
Durham			10			90.0	90.0
Dyfed-Powys		15			79.5		79.5
Essex	10	20		80.2	88.1		83.7
Gloucestershire	10	20		91.7	93.9		92.8
Greater Manchester	10			81.6			81.6
Gwent		15			84.9		84.9
Hampshire			15			92.4	92.4
Hertfordshire	15			91.6			91.6
Humberside	15	20		85.4	83.3		85.1
Kent	10	20		91.3	94.2		92.2
Lancashire			15			91.7	91.7
Leicestershire			15			82.0	82.0
Lincolnshire	10	20		79.3	81.1		80.6
Merseyside	10			82.4			82.4
Metropolitan Police	12			72.5			72.5
Norfolk	10	20		81.0	87.2		83.5
Northamptonshire	10	17		86.5	82.8		85.4
Northumbria	10	20		91.5	93.3		91.6
North Wales			20			93.7	93.7
North Yorkshire	15	20		93.5	85.1		91.5
Nottinghamshire			15			85.0	85.0
South Wales			15			86.1	86.1
South Yorkshire	10			78.3			78.3
Staffordshire	10	20		85.3	87.1		86.0
Suffolk			15			92.9	92.9
Surrey			15			75.2	75.2
Sussex <sup>1</sup>							
Thames Valley			15			74.8	74.8
Warwickshire	10	20		94.4	94.9		94.6
West Mercia	10	20		87.4	89.4		88.0
West Midlands	10	15	15	83.8	79.9	86.8	84.0
West Yorkshire			15			88.7	88.7
Wiltshire	10	20		86.2	89.1		87.6
<b>England and Wales</b>				<b>78.7</b>	<b>86.9</b>	<b>85.4</b>	<b>81.4</b>

<sup>1</sup>Sussex Police does not set targets for immediate response incidents

Table 7

Net revenue expenditure 2001-02 (£)

Force	Actual net revenue expenditure	Expenditure per police officer	Expenditure per member of staff	Expenditure per 1,000 population
Avon and Somerset	194,595,000	62,849	40,956	128,734.5
Bedfordshire	71,807,500	67,387	45,081	129,011.0
Cambridgeshire	84,131,000	61,768	39,484	115,216.4
Cheshire	120,533,000	58,545	40,674	122,692.4
City of London	60,941,000	79,830	60,333	N/A <sup>1</sup>
Cleveland	92,394,000	63,223	44,254	166,176.3
Cumbria	70,487,135	64,083	40,714	143,320.7
Derbyshire	121,690,000	65,865	42,690	124,452.9
Devon and Cornwall	203,604,000	66,699	42,484	128,319.2
Dorset	85,272,276	61,743	39,963	123,064.0
Durham	87,589,000	54,210	38,970	144,369.5
Dyfed-Powys	62,558,898	55,225	39,182	129,575.2
Essex	190,298,000	64,670	41,612	116,826.1
Gloucestershire	71,138,000	60,256	40,536	125,943.4
Greater Manchester	432,769,000	59,967	41,459	167,350.7
Gwent	79,491,000	59,620	41,147	142,610.3
Hampshire	216,200,000	62,132	42,327	120,331.7
Hertfordshire	130,005,000	71,027	43,443	123,717.7
Humberside	128,205,904	62,527	43,971	145,539.7
Kent	212,092,000	63,224	39,924	132,720.7
Lancashire	197,083,000	59,658	40,806	137,873.3
Leicestershire	113,124,000	54,941	38,399	120,511.2
Lincolnshire	76,054,000	63,471	41,806	119,902.3
Merseyside	272,500,000	66,058	47,660	193,348.5
Metropolitan Police	2,128,386,000	81,264	56,961	288,841.7
Norfolk	98,400,000	67,039	42,405	122,388.1
Northamptonshire	77,060,000	63,469	39,264	123,119.7
Northumbria	221,697,000	56,432	41,036	156,787.1
North Wales	89,451,000	59,555	41,671	135,985.1
North Yorkshire	95,000,000	67,548	45,079	126,011.4
Nottinghamshire	140,825,000	60,451	41,223	136,431.9
South Wales	190,643,000	59,963	41,389	153,833.8
South Yorkshire	189,480,266	59,233	40,943	145,582.5
Staffordshire	132,268,329	62,008	41,664	124,708.5
Suffolk	76,934,000	63,978	39,998	113,154.9
Surrey	122,050,641	61,278	40,220	112,942.5
Sussex	183,875,000	63,561	41,213	120,773.3
Thames Valley	251,799,000	66,927	42,865	118,337.7
Warwickshire	60,474,000	62,434	42,083	118,585.8
West Mercia	135,164,000	66,964	39,848	117,875.2
West Midlands	413,600,000	54,463	38,805	157,922.9
West Yorkshire	328,699,800	67,232	44,712	155,534.0
Wiltshire	75,540,000	65,265	41,505	123,132.2
<b>England and Wales</b>	<b>8,385,909,749</b>	<b>66,010</b>	<b>44,770</b>	<b>158,438.3</b>

<sup>1</sup>Because of its low resident population, figures per 1,000 population are not appropriate for the City of London Police

Table 8

## Complaints against the Police 2001-02

## Force

Force	Number of complaints recorded	Number of complaints finalised	Number of complaints substantiated	Percentage of complaints substantiated	Number of complaints informally resolved	Percentage of complaints informally resolved
Avon and Somerset	657	730	29	4.0	240	32.9
Bedfordshire	195	175	10	5.7	55	31.4
Cambridgeshire	281	306	10	3.3	99	32.4
Cheshire	423	353	4	1.1	194	55.0
City of London	43	49	2	4.1	17	34.7
Cleveland	264	300	18	6.0	137	45.7
Cumbria	201	262	7	2.7	107	40.8
Derbyshire	355	358	9	2.5	203	56.7
Devon and Cornwall	583	646	20	3.1	246	38.1
Dorset	252	263	10	3.8	57	21.7
Durham	162	185	7	3.8	88	47.6
Dyfed-Powys	223	172	3	1.7	105	61.0
Essex	540	779	29	3.7	255	32.7
Gloucestershire	196	211	2	0.9	56	26.5
Greater Manchester	1,699	1,686	45	2.7	634	37.6
Gwent	358	418	13	3.1	179	42.8
Hampshire	634	549	23	4.2	194	35.3
Hertfordshire	487	470	19	4.0	261	55.5
Humberside	355	375	12	3.2	124	33.1
Kent	505	562	43	7.7	134	23.8
Lancashire	612	641	18	2.8	315	49.1
Leicestershire	310	313	6	1.9	106	33.9
Lincolnshire	274	294	7	2.4	146	49.7
Merseyside	715	808	15	1.9	308	38.1
Metropolitan Police	4,943	5,069	168	3.3	1,601	31.6
Norfolk	319	397	12	3.0	117	29.5
Northamptonshire	191	233	5	2.1	76	32.6
Northumbria	554	560	10	1.8	204	36.4
North Wales	320	349	11	3.2	212	60.7
North Yorkshire	370	392	29	7.4	154	39.3
Nottinghamshire	607	671	10	1.5	282	42.0
South Wales	652	742	10	1.3	241	32.5
South Yorkshire	588	519	12	2.3	180	34.7
Staffordshire	591	692	39	5.6	112	16.2
Suffolk	179	219	10	4.6	65	29.7
Surrey	388	488	15	3.1	210	43.0
Sussex	865	1,211	52	4.3	376	31.0
Thames Valley	659	713	11	1.5	195	27.3
Warwickshire	190	181	17	9.4	45	24.9
West Mercia	377	385	10	2.6	111	28.8
West Midlands	1,862	1,984	78	3.9	524	26.4
West Yorkshire	670	804	14	1.7	385	47.9
Wiltshire	266	170	3	1.8	52	30.6
<b>England and Wales</b>	<b>24,915</b>	<b>26,684</b>	<b>877</b>	<b>3.3</b>	<b>9,402</b>	<b>35.2</b>

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

Table 9

## Assaults on police officers

Force	2000-01				2001-02			
	Fatal	Serious <sup>1</sup>	Other	Total assaults on police officers	Fatal	Serious <sup>1</sup>	Other	Total assaults on police officers
Avon and Somerset	0	7	325	332	0	64	272	336
Bedfordshire	0	16	109	125	0	18	76	94
Cambridgeshire	0	2	152	154	0	1	117	118
Cheshire	0	7	218	225	0	5	214	219
City of London	0	0	44	44	0	2	60	62
Cleveland	0	0	342	342	0	44	214	258
Cumbria	0	2	83	85	0	3	77	80
Derbyshire	0	3	229	232	0	0	241	241
Devon and Cornwall	0	5	219	224	0	3	253	256
Dorset	0	2	130	132	0	1	155	156
Durham	0	0	291	291	0	3	301	304
Dyfed-Powys	0	4	108	112	0	7	115	122
Essex	0	2	208	210	0	0	225	225
Gloucestershire	0	1	175	176	0	2	121	123
Greater Manchester	1	31	943	975	0	19	855	874
Gwent	0	8	183	191	0	0	340	340
Hampshire	0	1	373	374	0	5	172	177
Hertfordshire	0	2	157	159	0	0	169	169
Humberside	0	2	242	244	0	12	176	188
Kent	0	6	276	282	0	2	361	363
Lancashire	0	64	254	318	0	57	239	296
Leicestershire	0	0	236	236	0	0	235	235
Lincolnshire	0	4	114	118	0	3	164	167
Merseyside	0	0	119	119	0	0	147	147
Metropolitan Police			Not available		- <sup>2</sup>	- <sup>2</sup>	- <sup>2</sup>	1,438
Norfolk	0	0	354	354	0	8	163	171
Northamptonshire	0	- <sup>3</sup>	138	138	0	- <sup>3</sup>	136	136
Northumbria	0	29	501	530	0	37	501	538
North Wales	0	0	106	106	0	0	111	111
North Yorkshire	0	7	111	118	0	2	109	111
Nottinghamshire	0	1	315	316	0	3	171	174
South Wales	0	11	394	405	0	0	893	893
South Yorkshire	0	7	205	212	0	10	199	209
Staffordshire	0	1	206	207	0	5	174	179
Suffolk	0	1	126	127	0	4	166	170
Surrey	0	8	225	233	0	18	157	175
Sussex	0	9	388	397	0	7	277	284
Thames Valley	0	0	288	288	0	5	315	320
Warwickshire	0	1	150	151	0	4	152	156
West Mercia	0	11	253	264	0	18	234	252
West Midlands	0	75	1,790	1,865	1	11	1,085	1,097
West Yorkshire	0	6	693	699	0	6	1,015	1,021
Wiltshire	0	13	133	146	0	11	101	112
<b>England and Wales</b>	<b>1</b>	<b>349</b>	<b>11,906</b>	<b>12,256</b>	<b>1</b>	<b>400</b>	<b>11,258</b>	<b>13,097</b>

<sup>1</sup>Serious assaults are those for which the charge would be under Sections 18 and 20 of the Offences Against the Person Act<sup>2</sup>The Metropolitan Police is unable to provide information on the severity of assaults<sup>3</sup>Northamptonshire Police is unable to separate serious and other assaults

This table includes figures received from forces after the publication of HMCIC's Annual Report for 2000-01



Table 10

## Days lost to sick leave by police officers

Force	2000-01			2001-02		
	Number of working days lost to sick leave by police officers	Number of working days lost to long term sick leave by police officers	Number of working days lost to sick leave per police officer	Number of working days lost to sick leave by police officers	Number of working days lost to long term sick leave by police officers	Number of working days lost to sick leave per police officer
Avon and Somerset	40,147	25,921	13.4	40,021	22,250	13.0
Bedfordshire	13,544	7,812	12.9	10,145	5,745	9.5
Cambridgeshire	17,143	11,286	13.3	16,076	9,877	12.0
Cheshire	27,513	21,001	13.7	28,395	20,095	13.8
City of London	10,497	8,380	14.4	8,911	6,403	12.1
Cleveland	18,955	12,747	13.2	17,706	12,240	12.2
Cumbria	13,755	8,263	13.1	14,689	9,681	13.4
Derbyshire	21,111	14,019	11.3	22,221	15,586	11.5
Devon and Cornwall	33,034	18,656	11.3	31,464	18,262	10.4
Dorset	13,485	7,479	10.0	13,828	7,846	10.0
Durham	20,801	13,572	13.0	17,813	11,763	11.1
Dyfed-Powys <sup>1</sup>	12,191		11.5	11,593	7,349	10.5
Essex	40,455	23,314	13.6	33,681	20,391	11.2
Gloucestershire	12,261	6,170	10.5	12,835	7,215	10.7
Greater Manchester	101,464	74,253	14.8	90,383	62,943	12.7
Gwent	19,569	13,676	15.4	20,661	15,262	15.6
Hampshire	42,184	28,064	12.2	38,937	25,765	11.1
Hertfordshire	22,847	12,192	11.8	22,647	13,472	11.9
Humber	16,485	11,271	8.6	17,353	10,572	8.6
Kent	38,148	21,731	11.6	37,529	21,598	11.1
Lancashire	40,858	29,022	12.5	38,785	27,265	11.6
Leicestershire	22,596	12,177	10.9	25,927	14,301	12.2
Lincolnshire	13,236	6,240	11.4	14,499	7,658	12.0
Merseyside	54,256	37,971	13.3	53,502	33,250	12.6
Metropolitan Police <sup>1</sup>	278,933		10.9	275,333	174,741	10.4
Norfolk	16,694	6,889	11.8	17,945	11,809	12.2
Northamptonshire	11,416	5,211	9.8	10,151	3,649	8.5
Northumbria	33,666	26,502	8.8	35,515	29,117	9.0
North Wales	16,234	9,599	11.8	15,439	10,601	10.5
North Yorkshire	17,000	10,013	13.0	13,585	6,703	9.9
Nottinghamshire	25,460	17,875	11.2	26,624	19,780	11.4
South Wales <sup>1</sup>	47,993		15.8	40,016	28,863	12.7
South Yorkshire	39,232	27,719	12.2	37,179	26,479	11.6
Staffordshire	28,424	15,059	13.3	30,534	18,414	14.3
Suffolk	12,179	8,735	10.8	10,659	5,716	9.0
Surrey	24,715	14,578	11.8	22,370	12,779	10.9
Sussex	32,437	16,275	11.3	32,404	16,029	11.1
Thames Valley	53,659	38,793	14.3	43,099	29,939	11.4
Warwickshire	12,472	7,449	13.5	10,468	6,181	10.9
West Mercia	26,563	16,698	13.6	26,278	17,031	13.2
West Midlands	96,800	68,001	13.0	99,118	56,671	13.1
West Yorkshire	62,554	40,832	12.9	65,706	36,793	13.4
Wiltshire	12,219	5,855	11.4	14,540	9,442	13.2
<b>England and Wales</b>	<b>1,515,185</b>	<b>761,300</b>	<b>12.2</b>	<b>1,466,564</b>	<b>927,526</b>	<b>11.5</b>

<sup>1</sup> Dyfed-Powys Police, the Metropolitan Police and South Wales Police were all unable to supply figures for the number of working days lost to long term sick leave in 2000-01

This table includes figures received from forces after the publication of HMCI's Annual Report for 2000-01

Table 11

## Days lost to sick leave by support staff

Force	2000-01			2001-02		
	Number of working days lost to sick leave by support staff	Number of working days lost to long term sick leave by support staff	Number of working days lost to sick leave per member of the support staff	Number of working days lost to sick leave by support staff	Number of working days lost to long term sick leave by support staff	Number of working days lost to sick leave per member of the support staff
Avon and Somerset	20,186	10,175	12.3	21,599	10,933	12.5
Bedfordshire	6,358	2,988	11.4	5,675	2,483	10.0
Cambridgeshire	7,646	4,446	11.4	8,578	5,279	11.4
Cheshire	13,538	9,822	15.8	13,071	8,558	13.7
City of London	3,522	2,388	14.2	3,173	2,251	13.1
Cleveland	9,430	6,218	14.7	9,087	5,827	13.9
Cumbria	4,698	2,289	8.0	5,945	3,332	8.9
Derbyshire	14,173	9,221	13.4	13,260	8,783	12.1
Devon and Cornwall	20,060	9,983	12.2	23,999	14,087	13.4
Dorset	8,537	4,426	10.6	8,855	4,861	10.3
Durham	6,182	3,656	10.6	7,483	3,805	11.9
Dyfed-Powys	5,152	3,380	13.7	4,354	2,368	9.7
Essex	22,531	11,329	13.9	22,343	12,169	12.9
Gloucestershire	5,937	2,587	10.4	7,080	3,182	11.8
Greater Manchester	48,840	32,827	15.7	49,336	32,597	14.7
Gwent	7,649	4,715	13.1	8,209	5,437	12.0
Hampshire	16,392	8,394	10.1	18,613	10,534	11.3
Hertfordshire	13,109	6,399	13.7	12,692	6,088	10.9
Humber	9,849	6,374	11.5	10,140	6,138	10.2
Kent	20,986	10,898	11.5	23,641	12,143	11.8
Lancashire	20,066	13,029	12.8	19,783	13,556	11.7
Leicestershire	12,359	5,884	13.1	12,434	6,196	13.1
Lincolnshire	6,602	2,746	11.1	7,229	2,918	11.3
Merseyside	25,104	16,872	16.6	22,252	10,746	12.4
Metropolitan Police <sup>1</sup>	130,821		11.3	127,322	68,765	11.1
Norfolk	9,379	4,409	12.9	12,135	7,577	13.9
Northamptonshire	6,659	2,626	8.2	6,400	2,359	7.7
Northumbria	17,864	13,431	12.6	18,811	14,385	12.6
North Wales	11,177	6,096	17.3	9,975	5,417	15.0
North Yorkshire	6,926	3,662	11.3	7,572	3,574	10.7
Nottinghamshire	17,428	11,894	15.9	17,948	12,155	16.5
South Wales <sup>1</sup>	20,289		14.2	20,769	14,043	14.0
South Yorkshire	23,013	14,524	14.8	23,060	14,840	14.6
Staffordshire	12,128	7,005	12.9	13,723	8,056	12.4
Suffolk	6,131	3,850	9.4	5,615	2,380	7.4
Surrey	11,715	5,713	12.7	14,392	8,285	13.8
Sussex	18,012	7,966	10.6	18,043	7,361	10.7
Thames Valley	22,699	12,904	11.5	19,559	10,011	9.3
Warwickshire	5,521	2,938	12.7	6,248	3,513	13.1
West Mercia	13,339	7,391	12.2	13,065	6,596	10.2
West Midlands	47,463	30,981	16.1	47,296	21,776	14.0
West Yorkshire	30,859	10,716	11.0	35,400	19,823	12.4
Wiltshire	5,798	2,367	8.8	5,750	2,538	8.1
<b>England and Wales</b>	<b>746,127</b>	<b>339,517</b>	<b>12.6</b>	<b>761,914</b>	<b>427,725</b>	<b>12.0</b>

<sup>1</sup>The Metropolitan Police and South Wales Police were both unable to supply figures for the number of working days lost to long term sick leave in 2000-01

This table includes figures received from forces after the publication of HMCI's Annual Report for 2000-01

Table 12

## Police medical retirements

Force	2000-01		2001-02	
	Number of medical retirements	Number of medical retirements per 1,000 police officers	Number of medical retirements	Number of medical retirements per 1,000 police officers
Avon and Somerset	42	14.0	42	13.6
Bedfordshire	18	17.4	8	7.5
Cambridgeshire	11	8.5	10	7.0
Cheshire	22	10.9	22	10.7
City of London	9	12.6	8	10.0
Cleveland	9	6.3	21	14.4
Cumbria	24	22.9	7	6.4
Derbyshire	12	6.6	9	4.9
Devon and Cornwall	15	5.0	19	6.1
Dorset	12	8.9	10	7.0
Durham	8	5.0	15	9.2
Dyfed-Powys	14	13.2	13	11.5
Essex	34	11.6	32	10.8
Gloucestershire	7	6.0	10	8.5
Greater Manchester	110	16.0	57	7.8
Gwent	16	12.6	24	18.0
Hampshire	17	4.9	19	5.3
Hertfordshire	13	6.8	8	4.1
Humberside	20	10.5	11	5.4
Kent	29	8.7	38	11.3
Lancashire	30	9.2	39	11.8
Leicestershire	28	13.6	7	3.4
Lincolnshire	4	3.3	3	2.5
Merseyside	47	11.5	58	14.1
Metropolitan Police	225	9.0	219	8.4
Norfolk	10	7.0	16	10.9
Northamptonshire	8	6.9	6	4.9
Northumbria	28	7.3	33	8.4
North Wales	31	21.5	20	13.3
North Yorkshire	37	28.2	16	11.4
Nottinghamshire	16	7.0	14	6.0
South Wales	76	24.4	50	15.8
South Yorkshire	30	9.4	30	9.4
Staffordshire	9	4.2	24	11.3
Suffolk	14	12.4	13	10.8
Surrey	18	8.7	24	11.9
Sussex	16	5.6	16	5.5
Thames Valley	20	5.4	17	4.4
Warwickshire	15	16.2	7	7.2
West Mercia	28	14.4	28	13.9
West Midlands	29	3.9	30	4.0
West Yorkshire	44	9.1	61	12.5
Wiltshire	5	4.5	3	2.6
<b>England and Wales</b>	<b>1,209</b>	<b>9.8</b>	<b>1,114</b>	<b>8.8</b>

Table 13

## Support staff medical retirements

Force	2000-01		2001-02	
	Number of medical retirements	Number of medical retirements per 1,000 members of the support staff	Number of medical retirements	Number of medical retirements per 1,000 members of the support staff
Avon and Somerset	15	10.0	5	3.0
Bedfordshire	4	8.1	4	7.6
Cambridgeshire	5	7.7	2	2.6
Cheshire	6	7.0	7	7.7
City of London	3	12.9	2	8.1
Cleveland	3	5.1	4	6.4
Cumbria	3	5.1	2	3.2
Derbyshire	4	4.1	3	3.0
Devon and Cornwall	20	12.8	12	6.6
Dorset	5	7.2	4	5.3
Durham	3	5.1	3	4.7
Dyfed-Powys	5	13.3	6	11.9
Essex	17	11.1	8	5.2
Gloucestershire	0	0.0	2	2.8
Greater Manchester	27	9.2	31	9.7
Gwent	4	7.1	6	10.0
Hampshire	6	4.0	3	2.1
Hertfordshire	7	7.1	2	1.7
Humberside	7	8.0	4	4.6
Kent	5	2.8	14	7.2
Lancashire	10	6.9	13	8.2
Leicestershire	2	2.3	2	2.3
Lincolnshire	2	2.6	3	4.1
Merseyside	12	7.9	16	10.0
Metropolitan Police	95	8.8	74	6.6
Norfolk	3	4.1	7	8.6
Northamptonshire	3	4.3	1	1.3
Northumbria	8	5.7	4	2.7
North Wales	6	11.7	5	7.8
North Yorkshire	1	1.7	1	1.4
Nottinghamshire	9	8.7	5	4.6
South Wales	9	7.0	12	8.4
South Yorkshire	8	5.8	8	5.6
Staffordshire	2	2.1	5	4.8
Suffolk	1	1.5	4	5.5
Surrey	3	3.3	6	5.8
Sussex	8	5.2	5	3.2
Thames Valley	3	1.6	1	0.5
Warwickshire	1	2.4	1	2.1
West Mercia	17	15.5	9	6.6
West Midlands	11	3.6	8	2.8
West Yorkshire	15	6.4	10	4.1
Wiltshire	5	8.1	2	3.0
<b>England and Wales</b>	<b>381</b>	<b>6.8</b>	<b>325</b>	<b>5.4</b>

Table 14

Police Authority Budget 2000-01 to 2002-03

	2000-01	2001-02	2002-03
	£m	£m	£m
Total Net Expenditure	7,725	8,169	8,424
Funded by Home Office Police Grant & Other Special Grants	3,828	3,893	4,006
Council Tax	1,239	1,391	1,629
NNDR (Business Rates)	1,199	1,209	1,306
Revenue Support Grant	1,459	1,676	1,483
<b>TOTAL</b>	<b>7,725</b>	<b>8,169</b>	<b>8,424</b>
Source: CIPFA Police Statistics			
	£m	£m	£m
Pay - Police Officers	4,283	4,517	4,751
Pay - Support Staff & Other	1,260	1,431	1,520
Police Pensions	1,029	1,117	1,190

# Glossary

<b>ABC</b>	Activity Based Costing
<b>ACC</b>	Assistant Chief Constable
<b>ACPO</b>	Association of Chief Police Officers
<b>AIC</b>	Assistant Inspector of Constabulary
<b>APA</b>	Association of Police Authorities
<b>BCU</b>	Basic Command Unit
<b>BVPI</b>	Best Value Performance Indicator
<b>BVR</b>	Best Value Review
<b>CJS</b>	Criminal Justice System
<b>CPS</b>	Crown Prosecution Service
<b>DCC</b>	Deputy Chief Constable
<b>DNA</b>	Deoxyribonucleic Acid
<b>EFQM</b>	European Foundation for Quality Management
<b>HMCIC</b>	HM Chief Inspector of Constabulary
<b>HMCPIS</b>	HM Crown Prosecution Service Inspectorate
<b>HMIC</b>	HM Inspectorate of Constabulary
<b>HMI</b>	HM Inspector
<b>HR</b>	Human Resources
<b>IIP</b>	Investors in People
<b>IT</b>	Information Technology
<b>NCIS</b>	National Criminal Intelligence Service
<b>NCRS</b>	National Crime Recordings Standard
<b>NCS</b>	National Crime Squad
<b>NIM</b>	National Intelligence Model
<b>PDA</b>	Personal Digital Assistant
<b>PDR</b>	Performance and Development Review
<b>PLDB</b>	Police Leadership Development Board
<b>PNC</b>	Police National Computer
<b>SCI</b>	Street Crime Initiative











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