HMIC
H M INSPECTORATE OF CONSTABULARY

1995 1997 1998 1999 2000 2001 2002 2003 2004

Annual Report 2003-2004

MEETING AND EXCEEDING OUR OBJECTIVES

REPORT

Of Her Majesty's Chief Inspector of Constabulary 2003–2004

REPORT OF HER MAJESTY'S CHIEF INSPECTOR OF CONSTABULARY

For the year 2003–2004

Queen Anne's Gate
London SW1H 9AT

The Rt Hon Charles Clarke
Secretary of State for the Home Department

I present my report upon the police forces of England and Wales
for the period 1 April 2003 – 31 March 2004

Sir Keith Povey
QPM LLD (Hon) BA(Law) CCMI

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.

CONTENTS

FOREWORD

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

This has been a year of mixed fortunes for the Police Service. The year began with the continuing events surrounding the murders of Holly Wells and Jessica Chapman in Soham; and ended with an acknowledgement that the overall performance of the Police Service continues to improve in reducing crime. The Police Service is accustomed to facing challenges, but even it has been brought up sharply by the range of opinion expressed about it during the year in question. In this report I hope to set out some of the background to this state of affairs, and to explain how, in the face of challenge, the Service has maintained its admirable progress along the performance improvement curve.

Police numbers are at an all time high, all forces have adopted the standard framework set down by the National Intelligence Model, and, according to the British Crime Survey, the risk of becoming a victim of crime is at its lowest point since the survey was instigated in 1981. The efforts and dedication of the Service are to be commended. The benefits of the police reform agenda are beginning to materialise in improvements in service delivery and the use of sophisticated performance management tools (such as the Policing Performance Assessment Framework and iQuanta) is maintaining a relentless focus on performance. A greater emphasis on working in partnership with local authorities and other agencies is reaping the benefits of reduction in crime. The Service is also to be congratulated on its tackling of the terrorism threat: this has been remarkable, and noteworthy.

There is much more on this in the following, detailed chapter on police performance. But at this point, it is relevant to look at modernisation, and at some of the challenges and issues which the Service has faced throughout the past year.

POLICE REFORM

The Service has continued to embrace the challenge of the Government's police reform and modernisation agenda. As a result there has been substantial achievement. The successful deployment of Community Support Officers, the productivity results which have emerged from the use of automatic number plate recognition technology, the ever successful use of DNA techniques and the introduction of the video-based identification parade programme known as VIPER have all contributed to the general improvement in police performance. Much of this work is still at the early stage, and we can confidently expect even greater progress as time passes. Alongside this have been strategies to reduce bureaucracy and to return more officers to frontline policing duties. The implementation of many of these initiatives has resulted in additional strains on an already overburdened service but this does represent investment for the future, the dividend of which is becoming more and more apparent in the form of greater effectiveness.

From left to right: Jane Stichbury CBE QPM BA MA, Tim Hollis QPM, Peter Todd MSc, Denis O'Connor CBE QPM, Everett Henry, Kate Flannery BA CPFA, Robin Field-Smith MBE MA Chartered FCIPD FCMI, Ken Williams CVO CBE QPM BA, Sir Ronnie Flanagan GBE MA, Sir Keith Povey QPM LLD(Hon) BA(Law) CCMI

The Government is now embarking on a second phase in the reform programme. There are some who would say that mounting a second phase now is too soon, and time should be allowed for the early initiatives to bed in and bear fruit. I take a different view. The Service has grasped reform so enthusiastically, and the results from the early initiatives are so considerable, that the impetus for further change is irresistible. I should note here that the credit for much of the pace, range and quality of the implementation of the police reform programme has to be given to the Association of Chief Police Officers. ACPO has been a powerhouse of energy and talent, pushing forward the modernisation agenda with great vigour. I believe that ACPO will be just as positive about any forthcoming proposals, and I myself am particularly taken by the broad aims of phase two as set out in the white paper "Building Communities, Beating Crime": citizen focus, empowering communities and encouraging the concept of localism in the delivery of police services. I know that the Service, ACPO and HMIC, and others, will be alert, however, to the need to ensure that a bureaucratic overhead does not result, particularly in terms of an accountability framework. There is a need to keep matters simple and clear, and to introduce change in this particular area only where absolutely necessary, such is the extent of existing accountability mechanisms. I turn to these issues in more detail in Chapter 3.

CHALLENGES

Soham

The history of the British Police Service is one which is punctuated from time to time by events of such significance that they overshadow everything else. This has been one of those years. The events which began to unfold in Soham in the summer of 2003 have continued to dominate the Police Service agenda even to the present day. It is quite right that they should.

There can be nothing more tragic and heartrending than the death of a child. When two children, Jessica Chapman and Holly Wells, were murdered at the hands of someone in a position of trust, the sense of loss beyond the victims' families became palpable. Nobody in the country appears to have been immune from being touched by this tragedy; nor can they have failed to be impressed by the dignity and courage of Jessica's and Holly's parents. That we have all been so shocked and saddened, and as we feel such regard for these parents, we must do all we can to ensure that such tragedies can be avoided in future.

I therefore was pleased to see that an independent review was quickly ordered by Government. Sir Michael Bichard, a distinguished public servant, has conducted his Inquiry with both rigour and vigour.

However, this is perhaps not the place to dwell at this time on the Service's progress in the areas identified by Sir Michael: that will be a matter for the next Annual Report from HMCIC. Suffice it to say, however, that HMIC will be examining very carefully the Service's response to Sir Michael, and will be building into our inspection programme such examination as would seem appropriate. In terms of our own record, we are presently conducting a root and branch examination of the range of activities we carry out, with a view to returning the focus to our core business, the improvement of policing standards across the piece. HMIC, also, will be reporting back to Sir Michael.

At the time of setting up the Bichard Inquiry the Home Secretary also directed that I conduct a review of the actual murder investigation undertaken by Cambridgeshire Constabulary. This was undertaken by Sir Ronnie Flanagan on my behalf and his subsequent report identified a number of lessons for the future. These are currently being implemented by ACPO.

Overall, though, credit has to be given to the Service that the perpetrators in this case were identified quickly, brought to justice and successfully prosecuted: those involved across the Criminal Justice System need to be congratulated about that.

Race and Diversity

Turning to other matters, at the time of writing my last Annual Report I was shocked and saddened by the revelations arising from the "Secret Policeman" BBC television programme about recruit training. These revelations had a significant impact on the Service, acting as a strong catalyst for a new fundamental reappraisal of attitudes and behaviour. ACPO quickly produced a seven point action plan, inviting HMIC to participate in monitoring the

implementation. The Commission for Racial Equality embarked on a statutory inquiry and quickly produced an interim report highly critical of the majority of Race Equality Schemes produced by a number of forces. These are fundamental, dynamic documents intended to articulate the duty of each force to promulgate race equality.

We shall co-operate fully with this ongoing inquiry and ensure that the resulting recommendations are incorporated into our inspection methodology.

Crimes of violence

The public, the Service and the Government are rightly concerned about the level of violence routinely displayed on our streets. Whilst much violence may be attributable to lesser offences (less than half of the recorded violence against the person offences result in any injury), two aspects make this concern especially relevant. First, that the fall in overall crime figures is not accompanied by a corresponding fall in the public's fear of crime; and, secondly, the use in violence of knives and firearms. These two aspects of the problem are, of course, inextricably linked.

Chapter 1, on performance, provides more of the detail of violence and firearms. There has been a troubling increase in the use of firearms in crime. Although the rate of increase has slowed, the overall picture is one from which one can derive little comfort. Several high profile deaths involving firearms have shown how indiscriminate can be the gun. It was because of such concerns that HMIC mounted a thematic inspection of the illegal use of firearms, as is reported in some detail in Chapter 2. Our work has contributed to early initiatives sponsored at the highest levels of Government. The Service will need to continue its vigorous pursuit of those who turn to firearms to further their criminal careers.

The Service has grasped reform so enthusiastically, and the results from the early initiatives are so considerable, that the impetus for further change is irresistible.

Knives present additional difficulties for the police. They can be more readily obtained by criminals, are relatively inexpensive, and take a multitude of forms. As with guns, the number of incidents involving knives is relatively small, but increasing public concern places the issue at the heart of the Service's priorities. The increasing tendency of young people to carry knives resulted in the introduction of an offence of possessing a bladed article (or, indeed, any offensive weapon) on school premises, reflecting the Government's concern to see schools as safer places.

POLICING STRUCTURES

Forces

An important question posed by the Home Office's consultation paper Building Safer Communities Together was whether the current structure of policing is appropriate for present and future demands. We are fully alive to the sensitivities surrounding this subject and have already provided Ministers with submissions highlighting the key issues and considerations which should be addressed before decisions should be made.

The Home Secretary has the power to amalgamate forces, but only if that would be in the interests of efficiency and effectiveness. HMIC is in a position to provide an independent professional judgement on these criteria and, in recognition of this, has been commissioned by the Home Secretary to provide a detailed assessment of whether the present 43 force structure in England and Wales is the right one to meet the challenges of the future. This work is presently underway.

It can be argued that were England and Wales a greenfield site, policing would be structured according to a more logical design. However, as this is not the case HMIC does not underestimate the complexity of the task. At the heart of the debate is the need to reconcile the tensions between delivering a locally based service with the need to provide an effective response to major crime and events and to

combat organised criminality in its various forms. Structural change is almost always accompanied by upheaval and disruption and it is clear that major change should only be contemplated if it could be shown to deliver a step change in police performance. HMIC is to report its findings to the Home Secretary early in 2005.

Other policing support organisations

HMIC strongly supported the introduction of the National Centre for Policing Excellence and – within Centrex – its role in developing doctrine and codes of practice to inform and support policing. The Service has need of national standards and NCPE has the genuine potential to provide them, and to secure ownership by the key stakeholders.

However, even at this early stage in the life of NCPE, I believe it is timely to review the position and role of NCPE alongside the proposals for the National Policing Improvement Agency. The initial proposals for the NPIA highlight the potential for significant overlaps with NCPE and the Home Office's Police Standards Unit. Whilst in principle supporting its introduction, I must caution against the arrival of a further body in a crowded field unless and until there is real clarity of purpose.

I am of the view that NCPE, Centrex, and PSU in their respective roles of developing national standards, training and consultancy would sit comfortably under the umbrella of a National Police Improvement Agency. HMIC, as an independent body informed by the work of the NPIA, remains well positioned to inspect and report on effectiveness and efficiency. Learning and good practice from inspections would then be fed back into the NPIA, creating the virtuous circle of continuous improvement.

LEADERSHIP

HMIC continues to take an active part in the identification and development of future and present leaders in the Service. This year marked the implementation of the Performance and Development Review of chief constables by the regional HMI. The process has been generally well received by all parties, but does represent a

considerable commitment by HMIs in both time and effort. However, HMIs do welcome the opportunity to spend quality time with chief constables and their respective police authority chairs discussing performance and development opportunities.

The Senior Appointments Panel

The Panel, which I chair, advises the Home Office Ministers on the suitability of applicants to the most senior posts in the Service. During 2003/04 the Panel considered 250 applicants for 47 posts within the ACPO ranks, as shown below. Regional HMIs are required to write an assessment of each applicant to be considered by the Panel alongside other materials. This is a heavy burden on my colleagues, and I am grateful for their contribution to this important process.

POST	NUMBER OF VACANCIES	NUMBER OF APPLICANTS
CC	5	24
DCC	16	70
ACC	26	156

Police Leadership and Development Board

I also chair the Police Leadership and Development Board. This brings together the Home Office, ACPO, APA, the staff associations and HMCIC Scotland, alongside independent members, to promote and develop effective leadership across the Police Service. One of the reasons for setting up the Board, in May 2001, was to bring coherence to this work.

This third year of the Board's existence has indeed shown the need for coherence, as initiatives have emerged and developed. Early on, the Home Office mounted a consultation process around the subject of getting the best leaders to take on the most demanding challenges in the Service. The proposals arising from this work have attracted the interest of Ministers, who have been anxious to see this move forward on the broader front of leadership development. Therefore, the complementary work on reviewing the High Potential Development Scheme, reviewing senior officer training and development, examining leadership provision below senior officer

Readers of my previous reports will appreciate that HMIC has not been immune from the reform process. Indeed, we have frequently reviewed our contribution, methodology and structure, resulting in ongoing adjustment to reflect the dynamic of the service we inspect.

level and for police staff, introducing performance and development reviews, reviewing the Police National Assessment Centre and adapting the Strategic Command Course, has drawn heavily on the Board's resources, expertise and experience.

The implementation of much of this work is likely now to find focus in the central advisory and police leadership development capacities of the proposed National Policing Improvement Agency. This will be a key task for the new body, should it emerge. I look to the Home Office to resource this body sufficiently for it to discharge this vital responsibility with vision and depth.

HMIC

Readers of my previous reports will appreciate that HMIC has not been immune from the reform process. Indeed, we have frequently reviewed our contribution, methodology and structure, resulting in ongoing adjustment to reflect the dynamic of the service we inspect.

Baseline Assessment is the latest embodiment of that response and this too is subject to constant refinement. We also have to respond to external change factors, of which the Bichard Inquiry, the Commission for Racial Equality Inquiry and Sir William Morris's Inquiry (commissioned by the Metropolitan Police Authority to investigate the handling of internal investigations, complaints and grievances involving staff in the Metropolitan Police) are three examples. The content of Baseline Assessment is already being reviewed to ensure we take cognisance of Sir Michael Bichard's recommendations and, doubtless, other inquiries will require HMIC to do more.

Already requests are being made that HMIC become the statutory inspectorate for the proposed Serious and Organised Crime Agency and also for the enforcement arm of Her Majesty's Customs and Revenue.

These are positive and flattering tributes to the work of HMIC, but will require substantial additional resources.

Alongside this are changes within HMIC itself. At the end of 2003, we welcomed Everett Henry as our new Assistant Inspector of Constabulary on Race and Diversity. Everett has found himself very busy very quickly, not least on the CRE-related matters to which I have already alluded.

We have more recently seen the departure of two long serving and stalwart Inspectors of Constabulary, Peter Winship and David Blakey. It was a real pleasure to see Peter's contribution so deservedly recognised by the award of a knighthood in Her Majesty's Birthday Honours. We will miss their experience and their professional application to the work. We welcome in their stead, Denis O'Connor, former chief constable of Surrey, and Jane Stichbury, former chief constable of Dorset. The regional structure depicted in Appendix I illustrates how we are now deployed.

The staff of HMIC have continued to work hard to support myself and the HMIs. New challenges, fresh inspection regimes and changes within the management structure of HMIC have meant little rest. I am extremely grateful for the enthusiasm, energy and commitment of all who work in HMIC.

CONCLUSION

The Service can be proud of the progress made during the past year and can claim credit for many of the initiatives which are making a difference. The next twelve months will be equally demanding and, as I approach retirement at the end of the year, I wish the Service continued success in confronting the challenges which lie ahead. I would also like to take the opportunity to thank my staff, ACPO, APA, the staff associations and everyone else concerned for their support during my happy association with HMIC.

CHAPTER 1
Performance

INTRODUCTION

As in previous years, this year there has been a continued emphasis on the performance of public services, and on the Police Service in particular. In part, this has stemmed from a desire both within the Service and throughout the wider community for more transparency and accountability. The Service has responded positively, embracing the performance culture and working collaboratively with partners to increase trust and confidence in the system.

As this chapter sets out, this year has been a further demanding one for the Service, with the delivery of many existing priorities as well as new challenges. Nevertheless, as ever, there is no room for complacency. The concerns which I outlined in my last annual report about the performance gap between the highest and lowest performing forces must continue to be addressed. If this gap is to be narrowed it is essential that forces at the lower end of the performance spectrum are committed to developing the structures and processes which underpin performance improvements. HMIC acknowledges its role in this. The development of our Baseline Assessment methodology will support forces by identifying key areas for improvement and providing a benchmark against which improvements

PERFORMANCE

FIGURE 1

Notifiable offences recorded by the police in 2003/04

- Drug offences **2.4%**
- Burglaries **13.8%**
- Other property offences (inc fraud and forgery) **25.7%**
- Other thefts **23.2%**
- Theft of/from vehicles **15.0%**
- Violence against the person **16.1%**
- Sexual offences **0.9%**
- Robberies **1.7%**
- All other offences **0.9%**
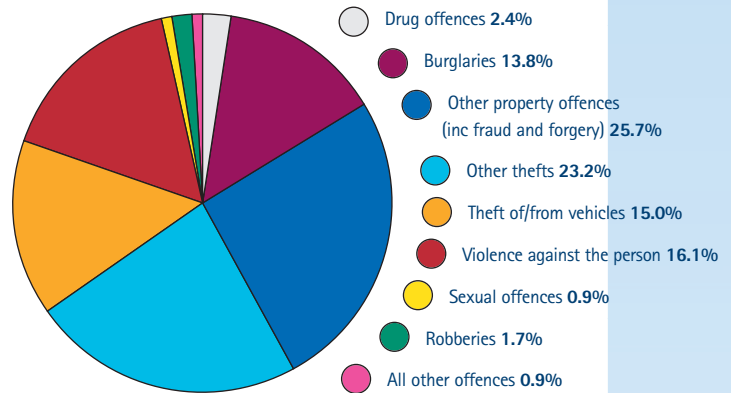
Figure 1 is a breakdown of the notifiable offences which were recorded by the Police Service during the period 1 April 2003 to 31 March 2004. As in previous years, the vast majority of offences recorded during this period were related to property: burglary, criminal damage, fraud and forgery and theft constitute 78% of the total. During this year, the Service recorded more violence against the person offences than burglary offences. Although this is unprecedented in England and Wales, it should be noted that less than half of the recorded violence against the person offences resulted in any injury.

The development of our Baseline Assessment methodology will support forces by identifying key areas for improvement and providing a benchmark against which improvements or otherwise in performance can be effectively monitored.

or otherwise in performance can be effectively monitored.

This chapter outlines and assesses the performance of forces across a wide range of areas. The primary sources for these assessments are the police recorded crime statistics and the British Crime Survey. Both of these datasets have their particular benefits and, therefore, in order to provide a more complete picture of performance I will, where appropriate, make reference to both.

It is also apparent that other crimes which are of particular concern to the public (and the media), such as sexual offences, robberies and drug offences, continue to constitute a very small proportion of total recorded offences.

During 2003/04 just over 5.9 million offences were recorded by the police: a year-on-year increase of 1%. The 2003/04 BCS, however, estimates that overall crime, including those offences which were unreported and unrecorded, has fallen by 5% during this period. The BCS figures also indicate that the risk of becoming a victim of crime during the past year was lower than at any time since the launch of the Survey in 1981.

Violence against the person · Other offences · Robberies
Sexual offences · Drug offences · Burglaries
Other property offences · Other thefts · Vehicle crimes
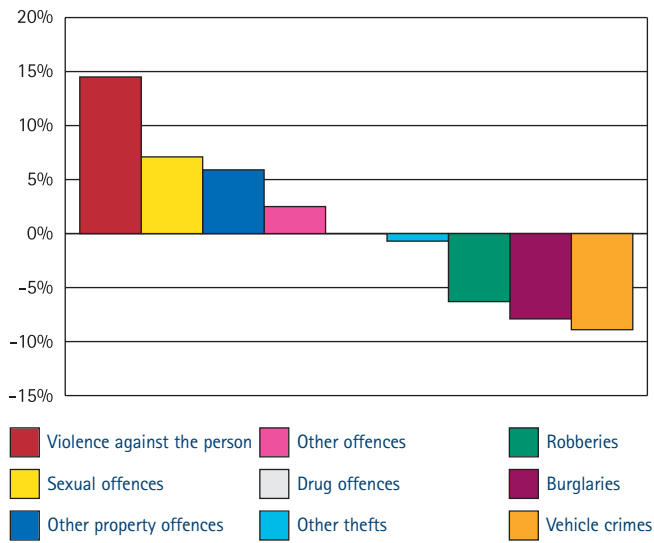
Figure 2 reveals how the number of offences
recorded by the Service[1] has changed between last
year and this year. I am pleased to report that there
have again been reductions in recorded robbery,
burglary and vehicle crime offences this year. These
reductions, in crime categories specifically targeted
by the Government, build upon the decreases I
highlighted in my last Annual Report. Increased
numbers of violence against the person and sexual
offences were recorded this year. However, it is
likely that this is principally a consequence of the
introduction of the National Crime Recording
Standard and of Government and force initiatives to
encourage the victims of such crimes to report them
to the police. BCS figures (which are unaffected by
NCRS) estimate that violent crime fell by 3% this
year: this appears to substantiate this view.

The tables at Appendix IV of this report provide
further and more detailed statistical data.
In considering the performance indicated in these
tables and elsewhere in this report, readers should
bear in mind the following factors:

- all the recorded crime data detailed in this report
  has been collected directly from forces by the
  Home Office's Research, Development and
  Statistics (RDS) Directorate. RDS has again been
  key to the development of this chapter of my
  report, for which I am grateful. All statistical data
  contained within my report is, unless otherwise
  stated, drawn from RDS's Crux-Matrix database.
  The data is believed to accurate, although
  subsequent readjustments may occur;

- no two police forces are the same: they all face
  particular challenges born of the specific
  demographic and geographical characteristics of
  the locality in which they operate. Clearly, the
  challenges which arise from policing populous
  conurbations are considerably different to those
  which the police encounter in large, sparsely
  populated areas;

- the composition of crime recorded in each force
  varies, to some degree, from the national picture
  outlined in Figure 1;

- resource inputs and budget allocations vary from
  force to force, and this may have considerable
  effects on performance; and

- quantitive data, used in isolation, cannot provide
  a truly comprehensive overview of performance.
  In order to produce a more comprehensive picture,
  HMIC, through its inspection activity, contextualises
  the raw statistical data and, in partnership with
  our colleagues in the Home Office, advises forces,
  Ministers and other stakeholders about the
  performance trends in each force.

Some of these complications can be addressed by
comparing the performance of a force or BCU to
those in their Most Similar Family Groups. The
Policing Performance Assessment Framework provides
a structure by which sophisticated comparative
analyses of performance – a prerequisite for the
identification of those forces which require the
greatest performance improvements – can be produced.

1 Unadjusted for the effects of the National Crime Recording Standard

PUBLIC SERVICE AGREEMENT (PSA) TARGETS

One objective of the Government's police reform programme is to "... establish a clear set of policing standards in order to drive up the performance of every police force and to reduce significantly the performance gap between the best and worst performing forces and BCUs"[2].

PSA 1 Reduce crime and the fear of crime; improve police performance overall, including by reducing the gap between the highest Crime and Disorder Reduction Partnership (CDRP) areas and the best comparable areas; and reduce:

- **vehicle crime by 30% from 1998/99 to 2004;**

- **domestic burglary by 25% from 1998/99 to 2005; and**

The combined recorded crime rates for vehicle crime, domestic burglary and robbery over the last three years indicate that the gap between the highest CDRP areas and the best comparable areas has narrowed from 28.5 offences per 1,000 population in 2001/02 to 23.3 per 1,000 in 2003/04.

Underpinning this aim are the Public Service Agreement targets of performance improvement for the Police Service. The primary objective of the Police Service during the 2003/06 National Policing Plan's duration is the delivery of improved police performance and greater public reassurance, with particular regard to:

- tacking anti-social behaviour and disorder;

- reducing volume, street, drug-related and violent and gun crime in line with local and national targets;

- combating serious and organised crime operating across force boundaries; and

- increasing the number of offences brought to justice.[3]

The measures set by PSAs 1 and 2 are specifically targeted to improve the Police Service's performance, although the Service also makes significant contributions to the delivery of many of the other Home Office targets. Effective partnerships with other relevant national and local agencies, and community engagement, are all fundamental to achieving this.

- **robbery in the ten Street Crime Initiative areas by 14% from 1999/2000 to 2005; and maintain that level.**

The past year has witnessed the Service making considerable progress towards these targets. The combined recorded crime rates for vehicle crime, domestic burglary and robbery over the last three years indicate that the gap between the highest CDRP areas and the best comparable areas has narrowed from 28.5 offences per 1,000 population in 2001/02 to 23.3 per 1,000 in 2003/04. This suggests that the risk of becoming a victim of crime is falling more quickly in higher-crime than lower-crime areas[4]. Furthermore, responses to the 2003/04 BCS interviews indicate that the percentages of adults who are very worried about burglary, vehicle crime and violent crime continue to fall. This is heartening news as it indicates that the actual reductions in real crime are finally beginning to impact positively on public perception, ie fear of crime.

2 The National Policing Plan 2003-2006, P.5
3 The National Policing Plan 2003-2006, P.9
4 Home Office Statistical Bulletin 10/04, P. 95

Vehicle crime

Figure 3 shows the percentage change in vehicle crime per 1,000 population in each force between last year and this year. As can be seen, this year has witnessed a decrease in the volume of recorded vehicle crime offences. Moreover, 38 of the 42 forces have achieved a reduction from last year and these forces should be commended. These local reductions are reflected in an overall decrease of 9% in recorded vehicle crimes across England and Wales this year. As Figure 3(a) illustrates, this constitutes a resumption of a national downward trend in such crimes. Since their peak in 1995, recorded crimes of this nature have fallen by one-third; BCS figures show a 51% reduction over the same period. The PSA 1 target requires the Police Service to reduce vehicle crime by 30% from the figures estimated in the 2000 BCS by March 2005. Encouragingly, as Figure 3(b) indicates, significant progress has been made towards this target, with a 28% reduction from the baseline having been achieved so far.

Figure 3(a)

Vehicle crime offences recorded in England and Wales 1998/99 to 2003/04

	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
■	1,077,726	1,043,918	968,447	983,323	975,924	889,171
●	20.5	19.8	18.3	18.6	18.7	16.9

■ Recorded offences   ● Recorded offences per 1,000 population
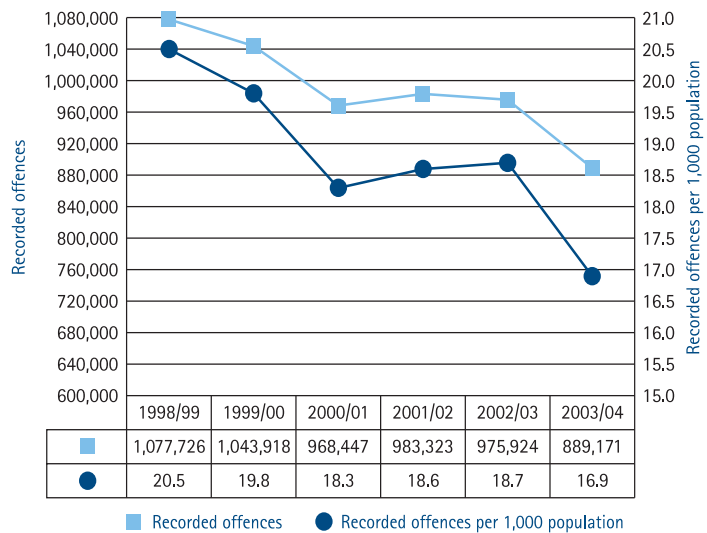
Figure 3(b)

Vehicle crime incidents in England and Wales, based on British Crime Survey interviews

Target – 30% reduction from baseline

	2000	2001	2001/02 Interviews	2002/03 interviews	2003/04 interviews
Vehicle crime	2,956,000	2,619,000	2,697,000	2,366,000	2,121,000
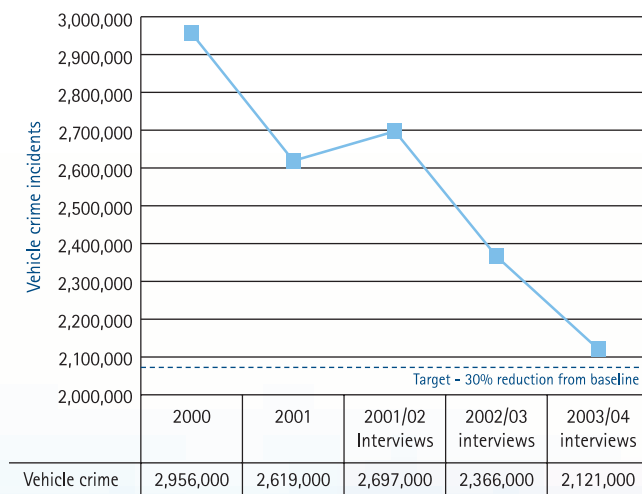
Figure 3

% Change in vehicle crime per 1,000 population between 2002/03 and 2003/04
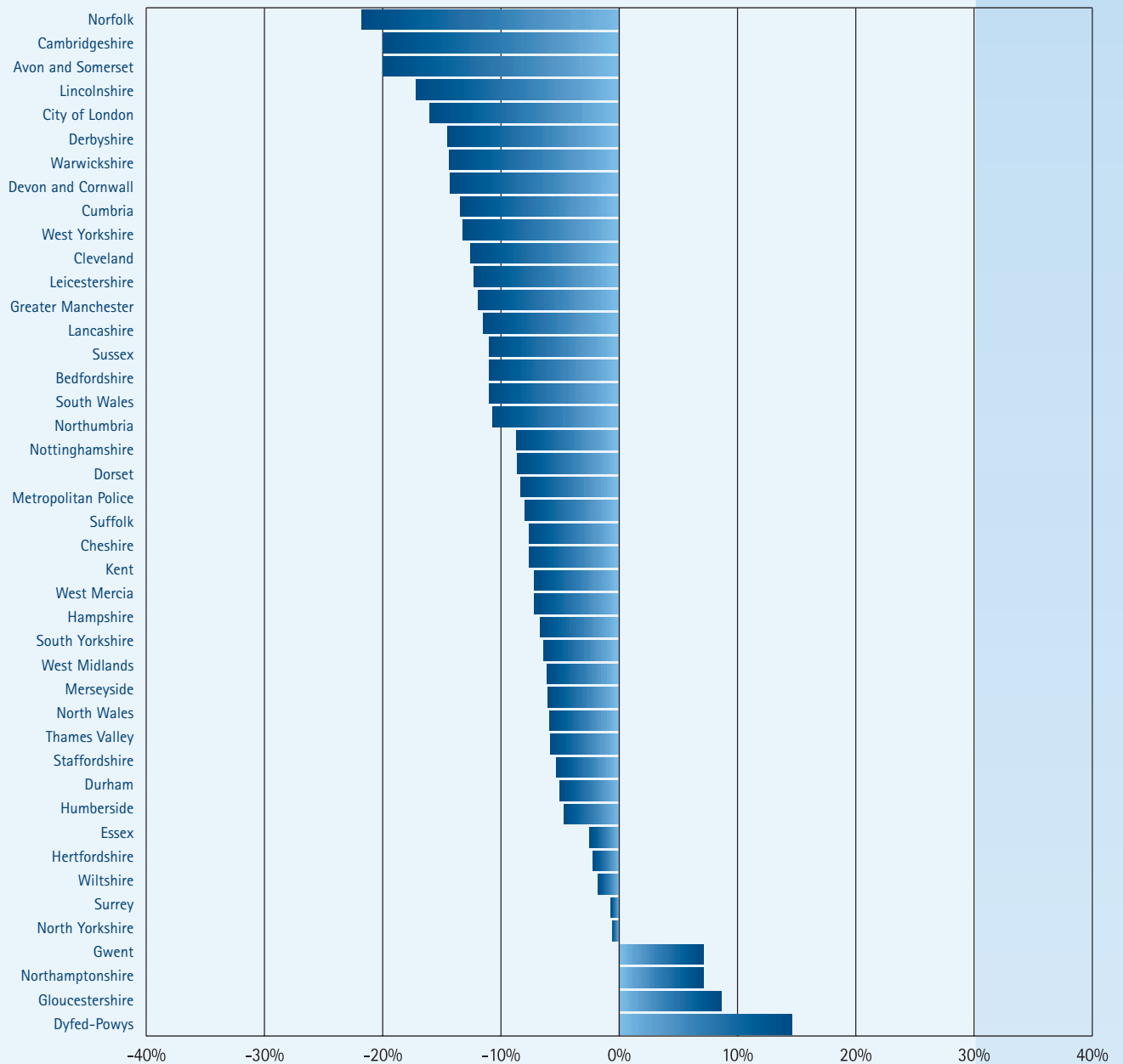
Further information is contained in Table 3 in Appendix IV.

Domestic burglary

Figure 4 shows the percentage change in domestic burglary per 1,000 households in each force between last year and this year. 72% of forces recorded fewer domestic burglaries this year than during the previous 12 months. Taking England and Wales as a whole, the number of domestic burglaries recorded by the police fell by 8% and, according to BCS estimates, underlying offences fell by 3%. As Figure 4(a) illustrates, the reduction in offences recorded this year follows two consecutive year-on-year increases during the period when the NCRS was

introduced. As with vehicle crime, the Service is on track to achieve the PSA target set for domestic burglary reduction. As can be seen from Figure 4(b) the 26% reduction in such offences since 2000 already exceeds the target. I commend the Service for this achievement and encourage it to maintain these positive performance levels.

Figure 4(a)

Burglary dwelling offences recorded in England and Wales 1998/99 to 2003/04

	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
■	73,349	442,602	402,984	430,347	437,571	402,333
●	22	20.7	18.4	19.4	19.8	18.2

■ Recorded offences ● Recorded offences per 1,000 population
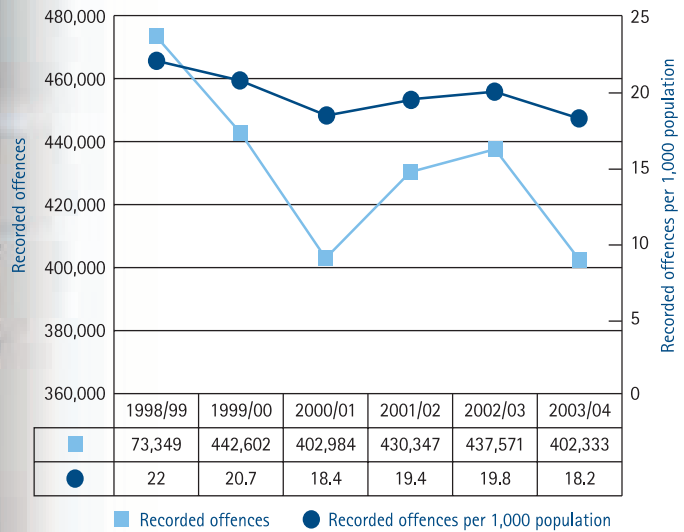
Figure 4(b)

Burglary dwelling incidents in England and Wales, based on British Crime Survey interviews

Target – 25% reduction from 2000 BCS

	2000	2001	2001/02 Interviews	2002/03 interviews	2003/04 interviews
Domestic burglary incidents	1,284,000	1,063,000	991,000	974,000	943,000
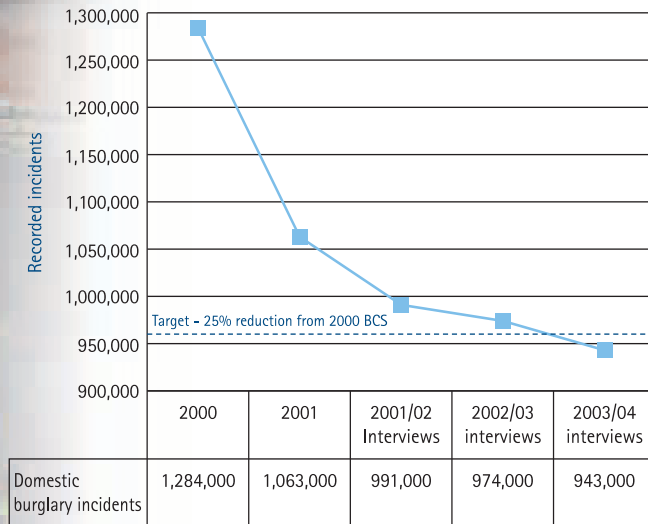
Figure 4

% Change in domestic burglary per 1,000 households between 2002/03 and 2003/04
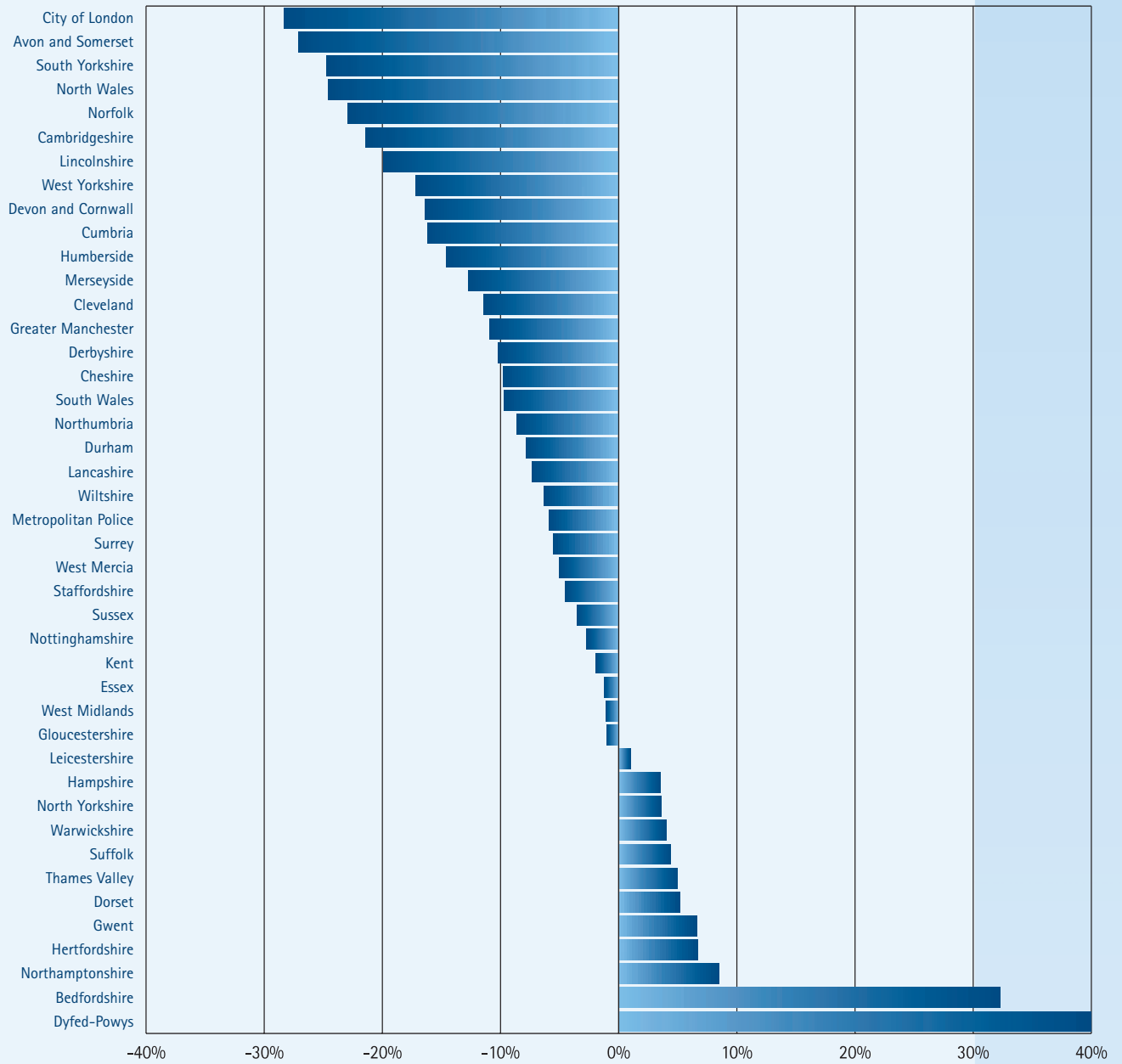
City of London	
Avon and Somerset	
South Yorkshire	
North Wales	
Norfolk	
Cambridgeshire	
Lincolnshire	
West Yorkshire	
Devon and Cornwall	
Cumbria	
Humberside	
Merseyside	
Cleveland	
Greater Manchester	
Derbyshire	
Cheshire	
South Wales	
Northumbria	
Durham	
Lancashire	
Wiltshire	
Metropolitan Police	
Surrey	
West Mercia	
Staffordshire	
Sussex	
Nottinghamshire	
Kent	
Essex	
West Midlands	
Gloucestershire	
Leicestershire	
Hampshire	
North Yorkshire	
Warwickshire	
Suffolk	
Thames Valley	
Dorset	
Gwent	
Hertfordshire	
Northamptonshire	
Bedfordshire	
Dyfed-Powys	

-40% -30% -20% -10% 0% 10% 20% 30% 40%

Since their peak in 2001/02, recorded robberies have fallen by almost one quarter across the Street Crime Initiative forces. However, as a consequence of the increases which occurred between 1999/00 and 2001/02, the volume of robberies recorded in these forces will have to decrease considerably if the PSA target is to be achieved by March 2005.

Robbery

Figure 5 shows the percentage change in the number of robberies recorded per 1,000 population in each force between last year and this year. It is encouraging to report that this year is the first since 1997/98 in which the majority of forces in England and Wales achieved reductions in recorded robberies. However, it should be noted that due to the small volume of robberies recorded in many forces (in 24 forces less than one robbery was recorded per 1,000 population during the past year) the relatively small changes are too slight to be statistically significant. Looking at the national picture, Figure 5(a) shows that following a marked increase in recorded robberies between 1998/99 and 2001/02, offences have fallen for the second consecutive year: decreasing by 6% during the twelve months to April 2004. This is in contrast to other recorded violent crimes which, primarily due to the continuing effects of the NCRS, once again increased this year.

Unlike the PSA targets relating to domestic burglaries and vehicle related theft, the robbery PSA refers specifically to the ten forces covered by the

Government's Street Crime Initiative. These forces accounted for 76% of the 101,195 robberies recorded in England and Wales this year, compared to 77% of the 2002/03 total. Since their peak in 2001/02, recorded robberies have fallen by almost one quarter across the Street Crime Initiative forces. However, as a consequence of the increases which occurred between 1999/00 and 2001/02, the volume of robberies recorded in these forces will have to decrease considerably if the PSA target is to be achieved by March 2005.

Figure 5(a)

Robbery offences recorded in England and Wales 1998/99 to 2003/04

	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
■	68,835	84,277	95,154	121,359	108,032	101,195
●	1.3	1.6	1.8	2.3	2.1	1.9

■ Recorded offences　● Recorded offences per 1,000 population
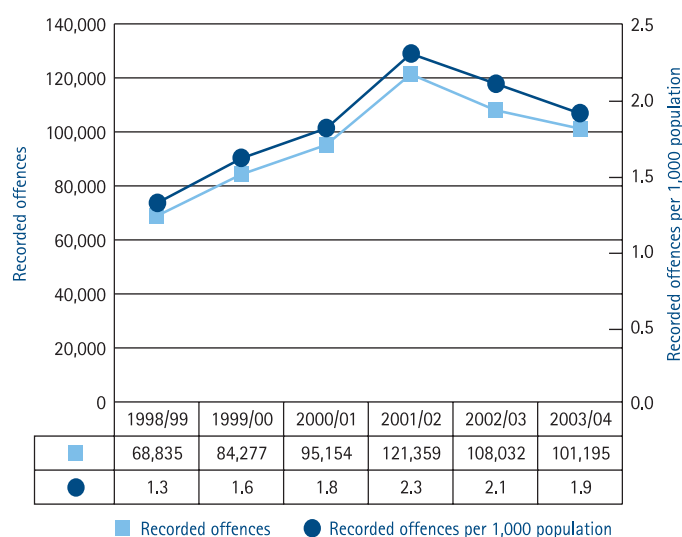
Figure 5

% Change in robbery per 1,000 population between 2002/03 and 2003/04
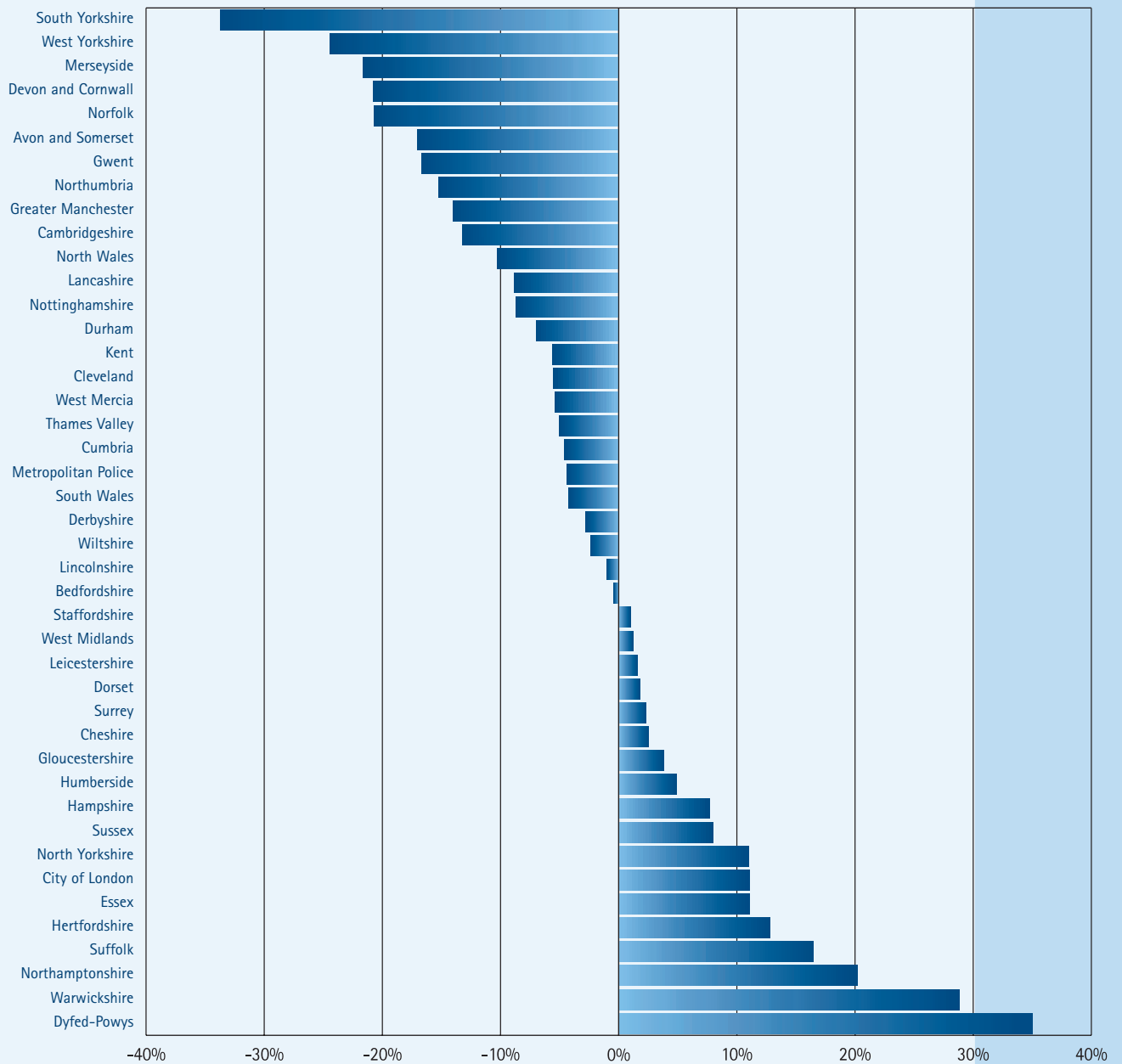
Figure 5(b)

Recorded robberies in the Street Crime Initiative forces

	1999/00	2000/01	2001/02	2002/03	2003/04	% change 1999/00 to 2003/04	% change 2002/03 to 2003/04
Avon & Somerset	36,317	40,992	53,547	42,493	40,639	11.90%	−4.4%
Greater Manchester	10,092	11,351	13,322	10,249	10,371	2.76%	1.2%
Lancashire	8,634	9,918	11,027	10,745	9,246	7.09%	−14.0%
Merseyside	2,663	2,405	3,155	2,994	2,347	−11.87%	−21.6%
Metropolitan Police	3,088	3,781	5,674	4,947	3,738	21.05%	−24.4%
Nottinghamshire	2,381	2,765	4,889	3,504	2,908	22.13%	−17.0%
South Yorkshire	1,659	2,147	2,894	2,406	2,286	37.79%	−5.0%
Thames Valley	1,768	2,050	2,725	2,799	2,556	44.57%	−8.7%
West Midlands	1,122	1,438	1,952	2,112	1,400	24.78%	−33.7%
West Yorkshire	1,058	1,224	1,608	1,409	1,285	21.46%	−8.8%
SCI Forces	68,782	78,071	100,793	83,658	76,776	11.62%	−8.2%

Gun crime

I highlighted in my last Annual Report that recent increases in the criminal use of firearms are of significant concern to the public, the Service and to the Government. As Figure 6 illustrates, for the sixth consecutive year the police recorded more offences involving firearms other than air weapons in the past twelve months than during the previous year[5]. Although this year's rise of 0.9% is the smallest during the period since 1997/98, the continuing upwards trend remains a cause for concern. There have, however, been some encouraging developments this year, with both firearm robberies and firearm homicides falling by 13% and 15% respectively; and offences involving handguns decreasing by 7%.

Having identified the criminal use of firearms as an issue of concern to the Service nationally, HMIC undertook a thematic inspection into the problem during 2003. A number of tragic fatal shootings which took place during the period of the inspection highlighted the deep concerns of communities, police and the Government as to what was happening. The emerging findings of the ongoing thematic inspection were fed into work being progressed by ACPO and the Home Office who, together with HMIC, published a joint action plan on gun crime towards the end of the year. Evidence which emerged both from the inspection and other sources regarding difficulties in funding informed the commitment made by the Home Office to review funding arrangements for local initiatives. Subsequently, the Government has awarded 54 grants to a variety of projects.

I regard this as a good example of the work of HMIC being conducted flexibly and in a fast and focused way, thereby contributing to the improvement of the overall response to a problem presenting enormous challenges to certain communities. In addition, there has been continued HMIC involvement in the Home Secretary's gun crime summit meetings and with other high level groups who are taking these initiatives forward. I am pleased that the evidence contained in the inspection report, and the recommendations subsequently made, have contributed so positively to addressing the problem of gun crime.

Figure 6

Recorded crimes involving firearms other than air weapons

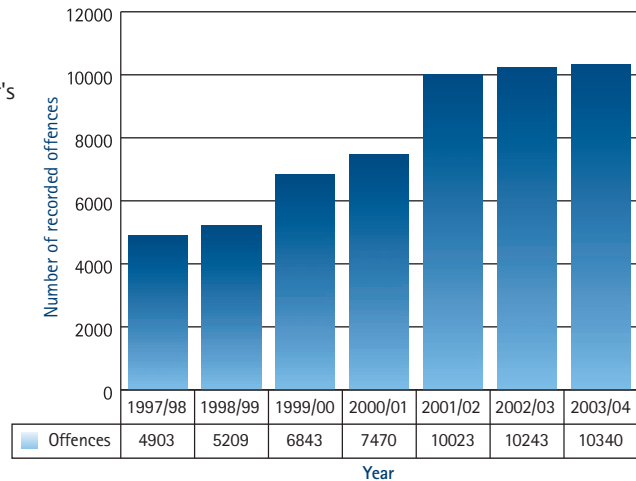|	1997/98	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04
Offences	4903	5209	6843	7470	10023	10243	10340

PSA 2 Improve the performance of all police forces and significantly reduce the performance gap between the best and worst performing forces, and significantly increase the proportion of time spent on front-line duties

During the past year HMIC has played a major role, in partnership with stakeholders in the Home Office, in developing a measure of the proportion of time spent by police officers on front-line duties. This measure, and the figures which forces will shortly be returning to the Home Office, will provide the baseline against which future performance targets for the Service in this important area will be set.

DETECTIONS

Detecting crime is a vital element of reassuring the public and reducing offences. The police detected 1,393,988 crimes during the year to 31 March 2004, an increase of 0.4% from the previous 12 months. The overall detection rate for all crimes recorded in 2003/04 was 23.5%. This rate is unchanged from the previous year, although the continuing effect which NCRS has on crime recording is believed to have

---

5 Based on provisional figures for 2003/04 published in Home Office Statistical Bulletin 10/04: Crime in England and Wales 2003/04: P. 79

depressed both years' rates. Moreover, the vehicle crime, domestic burglary and robbery detection rates achieved this year also all remained within 0.2% of the 2002/03 figures.

CONFIDENCE AND SATISFACTION

In addition to measuring the volume of crime across England and Wales and gauging the public's fear of crime, the BCS also assesses public confidence in the criminal justice system. In this year's survey, 58% of respondents who had been victims of crime professed that they were fairly or very satisfied with the police's handling of their incident. This rate has remained virtually unchanged for the past four years, following a decline in victim satisfaction with the police during the late 1990s (as shown by Figure 7). PPAF will further seek to measure public

satisfaction in key areas such as making contact with the police; action taken; being kept informed; their treatment by staff, as well as the overall service provided by the police.

Figure 7

Trend in victim satisfaction with police response
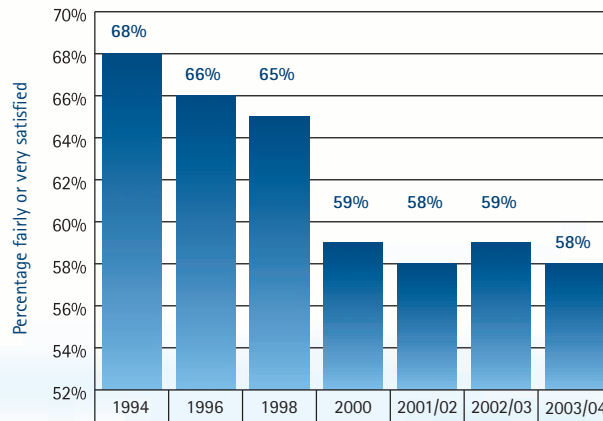
Notes:
1. Results from 1996 onwards differ from those previously published because of new calibrated weights
2. Excludes 'don't knows' and 'too early to say' responses

POLICING NUMBERS

On 31 March 2004, in England and Wales and at the end of the year under review in this report, there were 139,200 full-time equivalent police officers, including those on secondment and Central Service (in areas such as HMIC, in all totalling 2,095)[6]. This is a record number – as was the previous year's total of 133,366 – and well exceeded the Government's target of 132,500 by March 2004.

The Police Service has added 6,113 officers during the year, an increase of 5.4% and by far the largest year-on-year increase in the Service's officer establishment witnessed in at least the last 35 years.

In addition, there were 73,822 full-time equivalent staff operating in support of the warranted officers. Among these were 67,597 police staff (32% of total strength), 1,652 traffic wardens (1%) and 3,409 Community Support Officers (2%) of which an encouraging 19% were recruited from minority ethnic backgrounds. The rapid growth in the number of CSOs employed by forces since 2002 is especially heartening. The Service has long exceeded the 2003-2006 National Policing Plan target of deploying 1,000 CSOs by March 2004 and is well on course to far exceed the revised target of 4,000 CSOs in post at the end of 2005 (as set out in the 2004-2008 National Policing Plan). As I have noted elsewhere in this report, their visible presence within our communities has without doubt made a valued contribution to public reassurance and the fight against crime. As such, the Government proposal to recruit a further 20,000 by 2008 is particularly welcomed by HMIC.

Figure 8

Total police officer strength (full-time equivalents: change in number of officers from previous year)
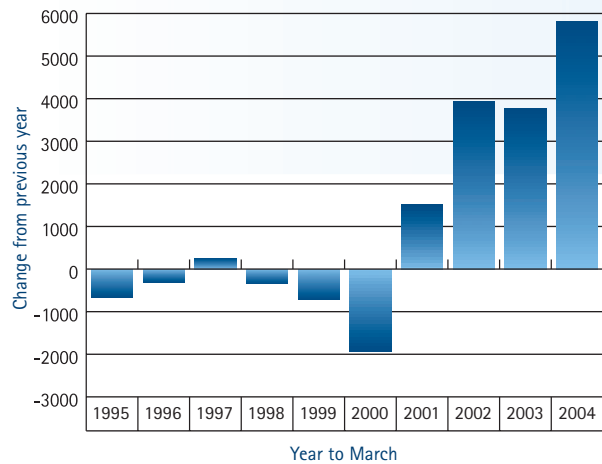
In order for the Service to work effectively with the communities that it serves, it is essential that it represents those communities. As at 31 March 2004, 4,629 minority ethnic officers were serving in England and Wales. These officers accounted for 3.3% of total police officer strength, compared with 2.9% the previous March. Although it is encouraging to note the continuation of the upward trend in the proportion of minority ethnic officers in the Service, the representation of ethnic minorities in warranted ranks remains considerably lower than the 2004 target milestone of 4%.

There is a similar situation to report about minority ethnic representation among police staff employees. Although the proportion of police staff coming from minority ethnic backgrounds has increased steadily during the past few years and by March 2004 accounted for 5.7% of staff, this was again short of the milestone of 6% set in Dismantling Barriers. Although the situation vis a vis the Special Constabulary is more encouraging - minority ethnic persons account for 5.1% of specials, compared to a milestone target of 5% - it is clear that much remains to be done in this area, both to encourage people from minority ethnic communities to apply to the Police Service and by ensuring that every effort is made to retain them once they have joined.

6 These figures exclude those officers who were on maternity/paternity leave or career breaks

Although it is encouraging to note the continuation of the upward trend in the proportion of minority ethnic officers in the Service, the representation of ethnic minorities in warranted ranks remains considerably lower than the 2004 target milestone of 4%.

Women now constitute one in five police officers, compared with 19% in March 2003. There remains, however, a large disparity between the proportion of women in junior ranks and those in more senior positions, with female officers constituting only 8.9% of officers of superintendent rank or above.

OTHER AREAS OF PERFORMANCE

STATISTICS ON RACE AND CRIMINAL JUSTICE

Racially and religiously aggravated offences

As Figure 9 illustrates, since the introduction by statute of racial motivation as an aggravating factor in certain crimes in 1999/00, there has been a continuous increase in the volume of racially aggregated offences recorded by the police. During the year to 31 March 2004, a record 35,022 such crimes were recorded in England and Wales: an increase of 13% from 2002/03. Although this increase appears disconcerting, the introduction both of the National Crime Recording Standard and the Anti-terrorism, Crime and Security Act 2001 (which ensures that religiously motivated offences are recorded with racially motivated ones) are at least partially responsible for the rises witnessed over the past two years. Harassment has, in particular, been affected by the introduction of NCRS. Moreover, as Figure 9(a) shows, non racially or religiously

aggravated common assault, criminal damage, harassment and other wounding offences have increased at a greater rate over the past two years than those which were racially or religiously aggravated.

Figure 9

Racially aggravated offences 1999/00 to 2003/04

■ 1999/00 ■ 2000/01 ■ 2001/02 ■ 2002/03 ■ 2003/04
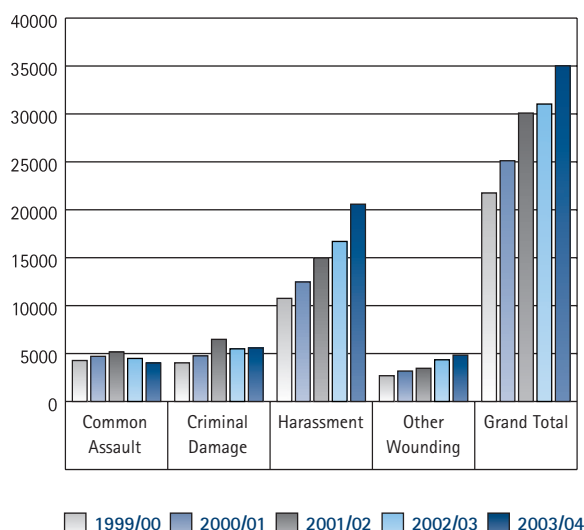
Racial incidents

Regrettably, the year to 31 March 2004 saw the fifth annual increase in the number of racist incidents recorded by the police in the last six years. As Figure 10 shows, during 2003/04 racist incidents increased in 28 of the 39 forces for which data is available.

HMIC will continue to engage with these forces to ensure that trust within the respective communities is manifested and upheld.

Figure 10

% Change in racist incidents between 2002/03 and 2003/04

Figures for five forces were not available at the time of publication
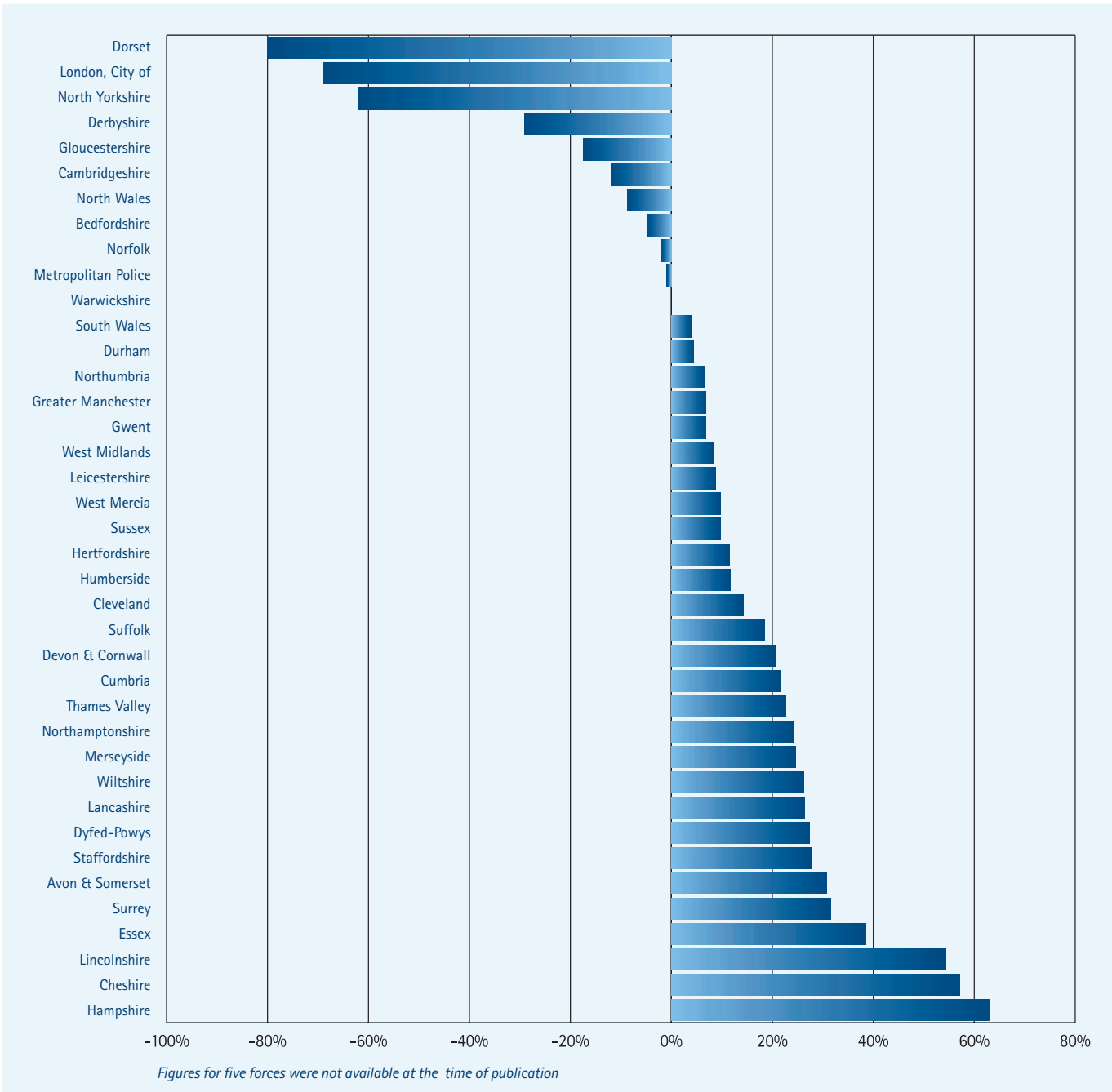
Stop and search

The total number of persons stopped and searched by the police fell by 15% this year, whereas the number of minority ethnic persons who were subject to stop/searches fell by only 9%. Consequently, the proportion of persons stopped and searched who were from a minority ethnic group has increased once again (see Figure 11) and now one in four people stopped are from minority ethnic communities. It remains difficult to ascertain

the underlying determinants of this significant disparity across ethnic groups. HMIC continues to monitor this via the Lawrence Steering Group Committee and has introduced into Baseline Assessment measures for assessing the fair and proportionate use of stop and search powers. HMIC will work with forces to ascertain the underlining causes and make recommendations where necessary.

In addition, HMIC are members of a number of consultative and sub groups which include the Association of Police Authorities sub group on Stop on Search whose work has included production of the leaflet titled " Know your Rights". Other work on the implementation of Recommendation 61 from the Lawrence Inquiry report regarding the recording of all searches is ongoing.

Figure 11

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

1999/00	2000/01	2001/02	2002/03	2003/04
14	17	20	23	25

For the third consecutive year, the percentage of stops and searches resulting in arrest has fallen. Although each of these annual decreases have been relatively small, the total proportion of stop/searches resulting in arrests has now fallen by 1.4 percentage points from a peak of 13.8% in 2000/01. Underlying the overall decrease in the arrest rate, the fall in the arrest rate among minority ethnic persons has far exceeded that amongst white persons (decreases of

3.9% and 0.6% respectively). Consequently, there has been a convergence of the two rates, with 12.2% of minority ethnic persons arrested following a stop and search, compared to 12.45% of white persons.

Complaints

HMIC has a statutory duty, under Section 7 of the Police Act 1996, to review the investigation and handling of complaints. This is an important indicator of public confidence in the Police Service. It is disappointing to see that after a three-year downward trend, the total number of complaints recorded by the Police Service has increased by 2.7% this year (see Figure 12). 28 forces recorded a higher number of complaints than during the previous year, and of these ten experienced an increase in excess of 10%.

Recorded complaints are investigated by the police unless they are either withdrawn; dispensed with by the Police Complaints Authority, under the Police (Dispensation from the Requirement to Investigate Complaints) Regulations 1985 and 1990; or informally resolved, under Section 69 of the Police Act 1996 and by the Police (Complaints) (Informal Resolution) Regulations 1985. As informal resolutions of complaints enable forces, with the agreement of the complainant, to resolve minor complaints quickly and simply, HMIC encourages appropriate use of this means of resolving complaints. Since 1994/95, around one-third of recorded complaints have been informally resolved and it is encouraging to see that, despite a small decrease this year, 35.1% of complaints were resolved this way during 2003/04.

For a fourth consecutive year, the proportion of substantiated complaints has increased. During the year under review, 4% of complaints recorded by the police were substantiated, compared to 3.8% during 2002/03. More information is provided in Table 7 in Appendix IV.

The year ahead heralds major developments in this key area of HMIC's work. As of 1 April 2004, responsibility for the handling of complaints against the Police Service passed from the Police Complaints Authority to the new Independent Police Complaints Commission. The IPCC, established under the provisions of the Police Reform Act 2002, has been granted substantially greater powers than its predecessor. Unlike the PCA, the IPCC is authorised to initiate, conduct and oversee investigations into serious issues; will, under certain circumstances, have full police powers and the associated rights of access to evidence and property; and will set forces new standards for their internal investigations. To ensure that forces achieve these standards and comply with their guidance, the IPCC has been granted statutory powers to inspect and audit forces. We will work closely with the IPCC in this area, drawing upon our expertise in conducting inspections and upon our detailed knowledge of the forces' policies, processes and performance.

Figure 12

Number of complaints recorded by the 43 forces in England and Wales
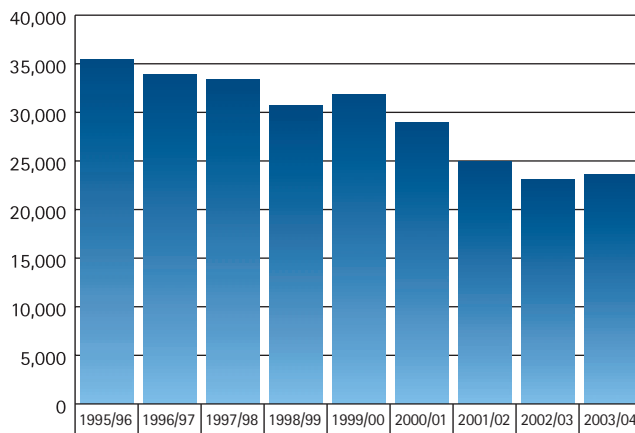
OTHER ISSUES

Sick leave

The temporary loss of staff through sickness has a major impact on forces' effectiveness and efficiency and it is, therefore, reassuring to see that the Service has, for the third consecutive year, been successful in reducing sickness levels both among police officers and police staff. During the year to March, an average of 9.4 working days was lost through sickness per officer in England and Wales. Overall, this greatly surpasses the Government's target of 11.5 days per officer by 2006. However, the National Policing Plan 2003-2006 expressly states that this target applies to each force, rather than the Service in its entirety and, consequently, as Table 9 in Appendix IV illustrates, five forces need to improve their performance if this target is to be met. The situation is similar in respect to police staff (see Table 10) where this year's average of 10.8 sick days per employee is well ahead of the 2006 target of 12 days, although four forces are currently not on course to meet this.

Police medical retirements

The Service has made considerable progress during the past few years in reducing the number of police officers taking early retirement on medical grounds. As Figure 13 illustrates, both the number and the rate of medical retirements recorded last year were less than one-sixth the 1994/95 levels. During 2003/04, the first full year since the launch of the Government's Strategy for a Healthy Police Service, the rate has fallen from 6.2

medical retirements per 1,000 officers to 3 per thousand: well inside the 2004/05 milestone of 7.5 per thousand. Individual forces' performance is even more encouraging, with 42 forces now on track to meet the target compared to only 28 this time last year.

This year has also seen the Service make substantial progress in reducing medical retirements amongst police staff. Only 2.9 employees per 1000 police staff

retired on medical grounds during the year to March 2004, halving the previous year's rate. Once more, the Service as a whole and 95% of forces are within the performance milestone of 6.5 days per thousand.

I urge the three forces which currently fall outside these milestones to redouble their efforts during the coming year in order for the Service to achieve the 2005/06 targets.

Figure 13

Officer medical retirements and medical retirements per 1000 officers 1994/95 to 2003/04
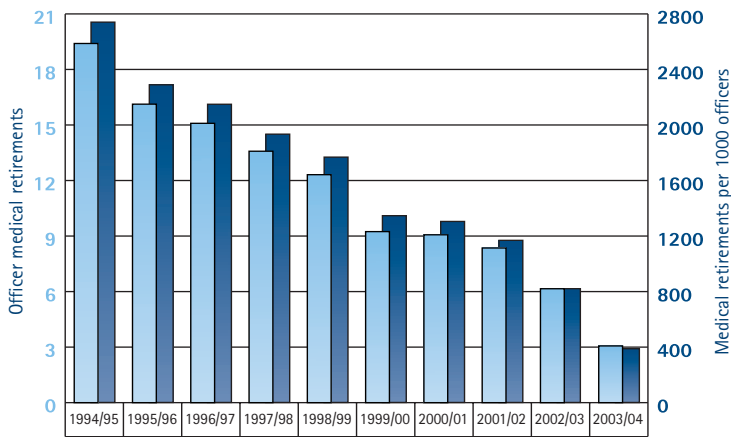
Assaults

As Table 8 in Appendix IV shows, assaults on police officers have increased in 21 forces this year, whilst 19 forces saw a reduction from the number of assaults recorded in 2002/03. Across these 40 forces as a whole, this year there were 1.9% fewer assaults on officers than during the previous year, although serious assaults increased by 1.7%.

Baseline Assessment

HMIC has long kept its methodology for inspection under review. In 2002 we identified a need to rethink the conventional formal inspection methodology used at force level in the light of the police reform programme; new business in the form of efficiency plans, BVR inspections and BCU inspections; comprehensive performance assessments; and pressures to undertake more cross-cutting work across the Criminal Justice System.

Of these, perhaps the most pressing is the impact of the police reform programme. Although aspects of it have proved contentious, the broad thrust of the reform initiative is supported by the whole Service. Although HMIC is an independent inspectorate, and not a Home Office policy unit, we are a lead player in all of the key discussions and are committed to the scale and nature of the improvements which the reforms will promote. So, it is vital that our inspection regime supports, and continues to shape the development of, these reforms.

HMIC's bringing together a range of quantitative and qualitative information and judgements allows us to compile a comprehensive assessment of each force, the Baseline Assessment. This generates a bespoke, three-year inspection programme for each force, with areas of critical weakness or under-performance being made subject to a focused inspection. A key point is that this programme is synchronised with the force's own assessment of where its strengths and weaknesses lie, and its proposals for tackling the latter. Where a force is performing well, the inspection activity is simply to analyse, learn and disseminate good practice. Where a force has a sound action plan to improve an area of under-performance, the inspection activity may simply be to keep a watching brief, unless HMIC's help is requested. The Baseline Assessment thus promotes what can be seen as a shared agenda for improvement.

In summary, this is a new methodology which reflects the changing environment in which police forces and authorities are operating. The main features of the new approach are:

- an in-depth inspection of the force providing a rational platform for future inspection activity, focusing on areas with the greatest potential for improvement;

- 4-band gradings, used to judge performance of police functions and activities;

- assessment structured around frameworks of core issues and questions, with descriptions of good performance;

- significantly more use of self-assessment and the views of other regulators and partners; helping to guide decisions around earned autonomy for high performing forces; and

- a tailored programme of inspection activity for each force, driven by the assessment but integrated with each force's strategic development plan.

Baseline Assessment is not itself an inspection. While it is designed to set out comprehensively the strengths of each force and the areas where it should improve, it intentionally avoids being a detailed analysis of the processes underpinning performance. That sort of detailed examination will, when necessary, be part of the tailored programme of inspection.

The Grading Process

For the first time in its reports, HMIC is using in baseline assessments an explicit grading system, using the four bands currently applying to local government Comprehensive Performance Assessments: Poor, Fair, Good and Excellent. HMIC takes the view that its assessments of forces' performance should be easily understood by members of the public; that these assessments should be transparent; and that the basis of assessment must always be objective, evidence-based and consistent across the country. Wherever possible, the starting point for assessment is quantitative evidence, comparing performance against forces in the most similar force group (or against national figures where appropriate), over time and against national or locally set targets. This is supplemented by qualitative assessments of leadership, systems, structures and processes. However, not all police activities lend themselves to quantification. For example, evaluating critical areas such as strategic management, diversity and performance management requires a qualitative assessment based on acknowledged good practice and professional judgement.

Relationship between the Baseline Assessment and PPAF

When the Baseline Assessment process was first developed and trialled, PPAF was in very embryonic form, with considerable fluidity around the domain structure. HMIC decided to press ahead with the Baseline Assessment programme so that a substantive graded assessment could be completed by the end of 2003/04. It has always been our intention to migrate to the PPAF configuration and ensure that the two approaches were complementary, with Baseline Assessment adding qualitative and contextual judgement to the quantitative comparative rigour of PPAF. Almost as soon as the first Baseline Assessment reports were published, work began on transferring the evidence base to the new PPAF domain structure. Some frameworks have transferred intact – for example, Professional Standards – while others, such as Volume Crime, have been split (in this case to reflect the PPAF division between reducing and investigating crime).

HMIC's First Baseline Assessments of Police Forces in England and Wales

The first Baseline Assessment reports, published in June 2004, show that the majority of communities throughout England and Wales are being very well served by their local police, and I congratulate those forces which are performing well. However, the public's expectations of the Police Service continue to rise and forces must work increasingly hard to ensure that they are meeting local needs. I am committed to an open and transparent assessment of how well forces are doing in tackling crime and disorder and providing a reassuring visible presence. It is vital

HMIC takes the view that its assessments of forces' performance should be easily understood by members of the public; that these assessments should be transparent; and that the basis of assessment must always be objective, evidence-based and consistent across the country.

that we identify and learn from successful policing practice and support those who need help to secure better levels of performance.

It is worth noting that no force is good at everything nor bad at everything. Inevitably, each force has strengths and some areas for improvement, but a number of forces fared particularly well in the overall assessment while others are shown to be relatively weak performers. Good overall assessments were achieved by (in alphabetical order) Kent, Lancashire, Northumbria, Staffordshire and Suffolk, followed closely by two of the country's largest and busiest forces, Merseyside and West Midlands. Of these forces only Suffolk is a small, mainly rural force – the type of force which traditionally shows up well in tables based predominantly on volume crime and detections performance, whereas forces with difficult policing environments struggle in conventional rankings. It is significant that three large metropolitan forces fare well from the Baseline Assessment approach. This confirms the more comprehensive and contextual nature of the exercise – the qualitative aspect of the assessment gives forces credit for performing relatively well in very challenging circumstances.

HMIC commends these forces for an impressive achievement but emphasises that they cannot afford to be complacent. HMIC will look for continuous improvement, and will expect particular efforts to be made in those few areas which were graded less favourably.

Conversely, a small number of forces attracted more Fair and Poor grades, reflecting the need for substantial improvement to catch up with their peer forces. Five of these are forces already identified by the Home Office as in need of support (Cambridgeshire, Cleveland, Humberside, Nottinghamshire and West Yorkshire) and in each case this support is beginning to show results. Two other forces are flagged as needing to address areas of poor performance (Lincolnshire and North Yorkshire). HMIC will work closely with all of these forces to help them put their performance back on track.

Among the other forces was a mixed pattern of strengths and areas for improvement. Certain themes emerge from HMIC's overall assessment. There is an

encouragingly high standard nationally in the management of critical incidents and the oversight of police officer integrity, while forces are making impressive contributions to crime reduction work in partnership with councils and other local agencies. However, HMIC's work highlights a need for urgent improvement in the way that calls from the public are dealt with, in the tracking and arrest of criminals who operate across force boundaries and in the way that police officers and staff are managed. In each of these areas HMIC will conduct thematic reviews to identify how improvement can best be secured.

The identification of which forces have emerged well from the assessment, and those with problems to address, is based on the gradings together with a wealth of other information held by HMIC, and its professional judgement. It is not possible to create any meaningful ranking of forces from the gradings alone. Although they cover a significant range of policing activity they are not yet comprehensive. More importantly, the activities have not been weighted: practitioners and observers would agree that crime and reassurance are more important in terms of public outcomes than, say, forensic management. As these measures are further refined and subject to sophisticated weightings when it becomes easier to apply comparative gradings. This is a longer-term aim.

The creation of this baseline of forces' performance has been a major exercise for HMIC, made possible by the support of individual forces and authorities as well as the Association of Chief Police Officers and the Association of Police Authorities. Forces worked particularly hard to marshall the evidence needed to inform the assessments, and this was then probed and validated by HMIC staff, bringing into play third party evidence (such as from local auditors and Crown Prosecutors). HMIC intends to build upon this self-assessment approach as it develops the Baseline Assessment methodology and integrates it with other Home Office performance assessment arrangements. The next full set of Baseline Assessment reports will be published in Autumn 2005: the next report from HMCIC will deal fully with those results.

CONCLUSION

As outlined in the beginning of this chapter, the Service has been presented with many challenges and demands and while much progress has been made, my concerns over the disparity between forces remains. Performance with regards to detection rates in particular must improve. Forces must not only demonstrate how they are rising to these challenges, but also how they will develop further in order to raise the game of the police as a truly efficient and effective service in England and Wales.
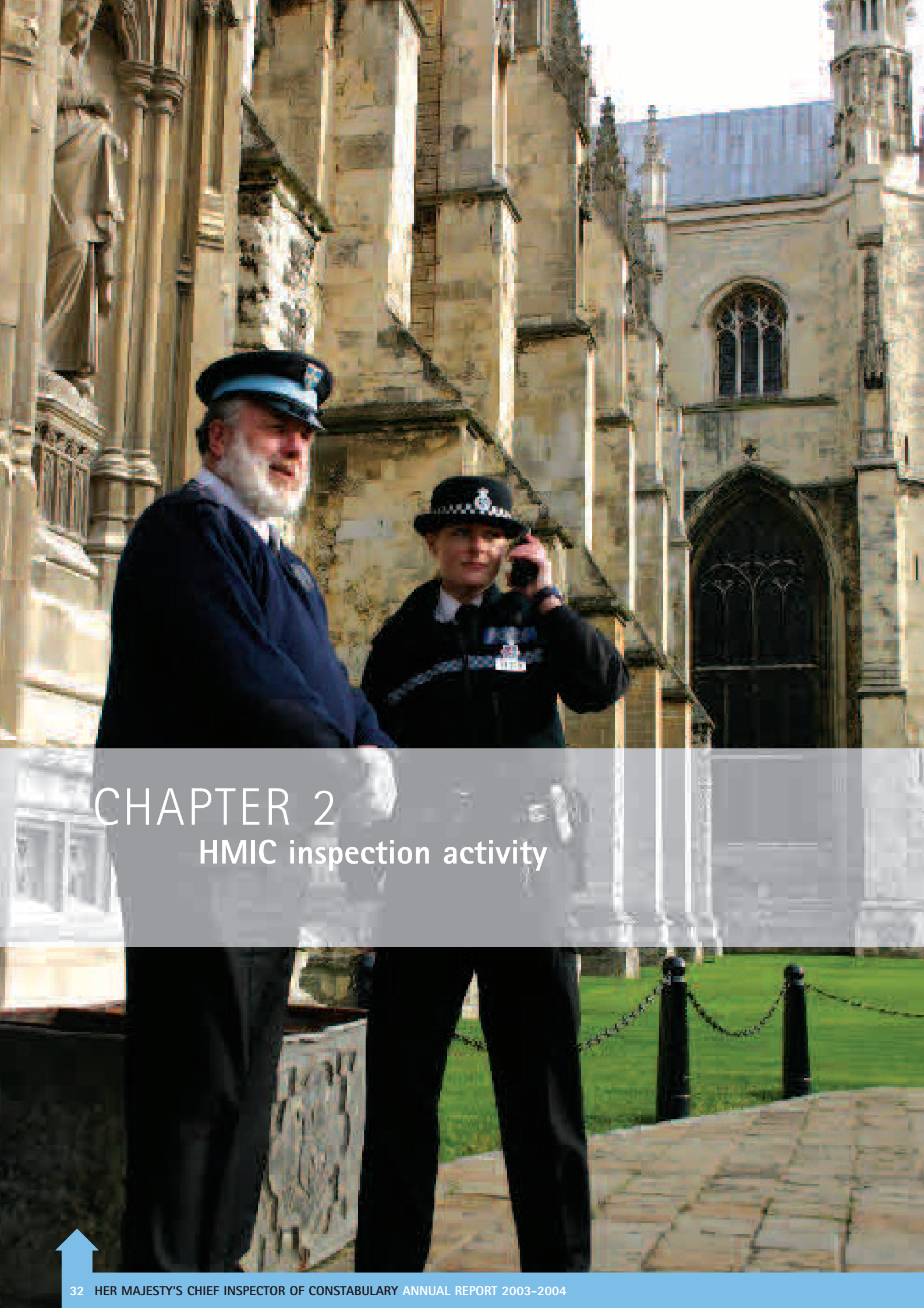
CHAPTER 2
HMIC inspection activity

Baseline Assessment has been the focus of life in HMIC over the past twelve months or so. These assessments have given us the opportunity to work in a different way with forces, to delve deeply into their own self assessments of performance across a range of policing activities. We now have a more comprehensive picture of how police performance is presently standing, and our work over the current year and beyond to build on these assessments will enable us to track evermore carefully how performance is improving and developing.

Whilst Baseline Assessment has consumed so much of our time and resources, we have not overlooked the complementary work in other areas.

BASIC COMMAND UNIT INSPECTIONS

HMIC has continued its programme of inspecting (and re-inspecting, where appropriate) Basic Command Units. 2003/04 saw 50 new inspections, and 33 BCUs were re-visited. This has been the third year of this five-year programme in which more than 230 BCUs have now been inspected or revisited with a view to establishing within the overall context of the host force how local performance is being

sparsely populated countryside. However, they share many aims and objectives. Scrutiny of the Service's performance has moved over time from overall force outcomes to include the performance of individual BCUs. This recognises that policing is a very locally delivered service and should be inspected accordingly.

The inspections focus on performance against key operational targets and on leadership. They will now be conducted in the context of the Baseline Assessment programme in a more integrated way than hitherto, underlining the relevance of local units' performance to that of forces overall.

BEST VALUE REVIEW INSPECTIONS

2003/04 was the third year in which HMIC inspected forces' Best Value Reviews. It is therefore sensible at this point to consider what this programme has revealed during this third year:

- While some forces have integrated Best Value into their organisational improvement programme, there continues to be others where Best Value is considered as a slow and bureaucratic process, with few positive outcomes.

The inspections focus on performance against key operational targets and on leadership. They will now be conducted, in the context of the Baseline Assessment programme in a more integrated way than hitherto, underlining the relevance of local units' performance to that of forces overall.

maintained, developed and improved. That the Service's performance overall is improving demonstrates how valuable this particular form of inspection is.

It is worth reminding ourselves that there are almost 300 very different and individual BCUs in England and Wales. Their size will range from 100 to more than 1,000 officers, serving areas which may be densely populated, ethnically diverse inner cities or

- There is still a general lack of outcome evaluation; however, work is in progress within a number of the forces to introduce post-implementation processes and more robust tracking of recommendations.

- The key finding remains that Best Value, when used as a tool for continuous improvement, is contributing to improvements in policing services. Well over half the reviews were graded with either promising or excellent prospects for improving services.

The Baseline Assessment process has provided a picture of the national position in respect of Best Value within the forces. Best Value was not one of the graded elements of Baseline Assessment. However, it is now our intention to pursue the principles of Best Value Review inspections in the more integrated environment of Baseline Assessment, as with BCU inspections. This will enable us to help the Service discern how performance in these associated areas can continue to improve.

THEMATIC INSPECTIONS

Thematic inspections are major enterprises and are widely regarded as an indication of how influential can be the inspection process. Two good examples of this genre have emerged recently, illustrating this point.

"Modernising the Police Service"

This was a major piece of work for HMIC, achieving publication in the summer of 2004. Whilst the report falls outside the timeframe of this Annual Report, it is appropriate to pick out some of its significance, the fieldwork and consideration of results having taken place throughout 2003/04.

In recent years, the Police Service has made significant investment in what has often been described as "the civilianisation process" and non-sworn police staff now account for around a third of all police personnel. The ratio of officers to non-sworn staff varies considerably between forces and there is little standardisation of the roles performed.

The recent shift in the roles undertaken by non-sworn staff from routine support and administrative tasks, towards the performance of a much wider range of professional, specialist and front-line roles has increased the potential sensitivity of the issue. Whilst there is a general acceptance of the need for a professional, dedicated and skilled non-sworn component in modern policing, there is less consensus about the scale and extent to which staff are directly involved in operational service delivery.

Both the HMIC thematic inspection, Open all Hours, and Sir David O'Dowd's Policing Bureaucracy

Taskforce pointed to a lack of strategic direction in relation to the use of non-sworn staff in the Service. In addition the pace of change has quickened in recent years, particularly after the Police Reform Act. Take-up of the new posts introduced by the Act has been variable, with only Community Support Officers being widely, but not universally, adopted.

Our recommendations were many, but among the more significant was the need for a national policing resourcing strategy, to better align the workforce to the policing challenges facing the Service. Another was the development of performance criteria (within the development of PPAF) to demonstrate the contribution of the extended policing family and police staff to front line operational policing. This echoes points made elsewhere in this report about the need for the Service to make good use of the valuable resource which CSOs, for example, represent.

"Guns, Community and Police" – The criminal use of firearms

As a result of a number of tragic shooting incidents in 2003, there was considerable public anxiety over the level of gun crime. I therefore directed that this thematic inspection be undertaken.

The inspection team viewed the problem from three angles: the nature and extent of the problem; the role of the community; and the police response. The inspectors drew several conclusions, including:

- a weakness was that law enforcement agencies lack a strategic framework which would allow them to deliver an accurate, intelligence-led risk assessment upon which to base co-ordinated operational activity;

- the criminal use of firearms is the most visible and violent manifestation of a wide range of issues at work within the communities affected - social, economic and criminal. Gun crime is not specifically a policing problem albeit the police have a key role to play in tackling the issue on the street. Consequently, the longer-term solutions are not solely dependent on police activity. Communities and community groups must be part of the overall strategy to combat gun crime on many levels;

- the inspection has highlighted the importance of the overall police response to the problems created by gun crime. Whilst the role played by armed officers is important it should not be the first or only police response to the problem; and

- a sensitive but effective police response is a key element of creating the trust and confidence within the local community which will, in turn, allow them and other agencies to address some of the deep-seated problems within their area in the longer term.

Whilst the criminal use of firearms represents only a small percentage of crime overall, understandably the issue does generate a good deal of public alarm and media interest. The picture is complicated by the fact that gun crime is not specifically a crime as such, rather it comprises the use of firearms to commit a range of offences including violent assault, robbery and burglary. The use of firearms is also perceived to present a significant risk to innocent members of the public and to front line police officers. The prevention of gun crime is a shared responsibility between the police and the community.

It is important to emphasise that a good deal of work has already been undertaken by a variety of agencies including ACPO and the Home Office. In a number of instances the HMIC findings strongly support this

activity, albeit perhaps seeking to expedite implementation of what is planned. There are, however, a number of practical steps which can be taken to improve overall co-ordination and to enhance the involvement of other agencies responsible for working to improve local communities.

Given the nature of concerns in this field, early sight of these findings was given to those working to deal with this problem, with the Prime Minister taking a keen personal interest. The latest data shows that while shooting-related deaths have fallen, the rise in firearms offences continued throughout 2003/04, underlining the importance of this thematic inspection.

Our thematic inspection programme continues, with a further two examples presently under way.

Proceeds of Crime Act

The Proceeds of Crime Act 2002 strengthens the hands of law enforcement agencies, enabling them to strike at the heart of the criminal business cycle by recovering unlawfully obtained proceeds. It consolidated existing powers of criminal confiscation and opened up new avenues, most notably in the areas of money laundering, civil recovery and taxation powers - all of which can be used in conjunction with each other. But even this

early in the lifetime of the Act, key players share a concern that adoption of the new powers has been patchy and that significant potential remains, as yet, untapped. This review sought to examine both the strategic and practical approaches of criminal justice agencies - specifically, the police, the Crown Prosecution Service and the courts - to secure the impact that the legislators had envisaged for the Act. The report of the review became available as this Annual Report was being compiled.

Call Handling

The Service accepts that there is a need to improve call handling and management which, according to the results of our Baseline Assessments, indicates that there are a number of areas which fall short of an acceptable standard of service delivery.

This has damaged the Service's relationship with the public. Many have little or no faith in its ability to provide a timely and quality service in 999 emergency call handling, non-emergency call handling and the response to both. Anxiety centres on:

- concern at the overload on the 999 system;

- poor performance in the time taken to answer 999 calls passed from the service provider;

- poor performance in both primary and secondary non-emergency call handling;

- poor use of technological solutions in call handling and management functions;

- poor analysis in terms of measurement of demand;

- lack of any quality measurement and management;

- concern at the apparent lack of supervision and general leadership in many forces; and

- many HR concerns in respect of training, sickness, stress, retention and personal development and progression.

The thematic inspection is now underway, and will report during 2005.

A measure of the success of these inspections can be gauged from the actions which have been taken since our 2002/03 thematic inspection of Special Branch and ports policing, "A need to know". The recommendations arising from this inspection have helped ACPO and the Home Office, in particular, to develop policy and practice in this important area. These include:

- Home Office produced new guidelines for the work of Special Branch giving greater clarity of role and responsibilities within the national security arena;

- the National Co-ordinator of Special Branch is overseeing a number of workstreams to enhance the effectiveness of Special Branch and ports; and

- Regional Intelligence Cells across the country are demonstrating their effectiveness in co-ordinating intelligence particularly for the benefit of security services.

However, we recognise that these inspections, while influential and comprehensive, are time consuming and highly resource intensive. We need to deploy resources at this level only where that is clearly the way to tackle an identified problem, and where its resolution will bring major benefits across the Service. Where a problem exists, and which may be susceptible to inspection resolution through quicker and cheaper means, we will increasingly turn to thematic reviews - designed to produce answers which may be implemented rapidly.

Where a problem exists, and which may be susceptible to inspection resolution through quicker and cheaper means, we will increasingly turn to thematic reviews - designed to produce answers which may be implemented rapidly.

TRAINING & PERSONNEL INSPECTIONS

The work of the training and personnel arm of HMIC continues apace.

Centrex

Turning first to Centrex, the Home Office NDPB for national police training, HMIC mounted an EFQM-based inspection of the organisation. The report of this inspection was published early in 2004, and we know - not least from an assessment of "hits" on the HMIC website - that this is now a document which is regularly referred to.

We have since looked at the training of trainers work carried out by Centrex, which has itself given us further insights into training issues within the wider Service.

A continuing interest is in Centrex's performance data, which we now review regularly. An issue for us has been the turmoil at the top of the organisation. Paul Pugh has done a fine job as interim Chief Executive, and we welcome the arrival of Norman Bettison, former chief constable of Merseyside, as the permanent head of the organisation.

Best Value Reviews of training in forces

A further major project has been the programme of inspecting all 43 forces' BVRs in training. Data for each force has been gathered, with this being analysed alongside the force's training strategy and annual plan.

Three of these inspections have now been completed. A feature of our reporting on these inspections has been our reports being succinct and published entirely electronically.

The assistance and co-operation of ACPO and APA throughout this programme has been helpful and welcome.

Personnel

Work in this area has been able to proceed by the secondment to HMIC of a senior member of police staff, as lead staff officer. This has enabled us to provide specialist assistance to mainstream inspection teams during the Best Value Review and Baseline Assessment programmes.

A present task is the formal inspection of forces' adoption of the National Recruitment Standards, work which is being conducted closely with the Home Office and Centrex.

Police Skills and Standards Organisation

HMIC conducted an inspection of PSSO during the summer of 2003. We were greatly assisted by the Chief Executive of the employment national training organisation.

Adult Learning Inspectorate

Our relationship with ALI continues to develop. We will be working to a memorandum of understanding between HMIC and ALI which will facilitate greater collaborative inspection work between both organisations, to mutual benefit.

POLICE NATIONAL COMPUTER COMPLIANCE AUDITS

HMIC has in place a team of auditors to examine how the Service (including Scotland) is complying with the rules and practices surrounding the Police National Computer.

In 2003/04, the PNC team's inspection protocols were tested in four forces in a full inspection activity, followed by a further five. The intention is to have inspected at least 14 forces in 2004. It was planned during 2005 to complete the inspection of all English, Welsh and Scottish forces: however, the presence in this last batch of several large forces; the need to revisit those forces inspected earlier; and to reflect on Sir Michael Bichard's recommendations, means that the PNC inspection programme will continue into 2006.

Criminal Justice Chief Inspectors Group, and it now finds clear expression in the nature and volume of the inspection work which flows from the decisions taken by that Group, as the following paragraphs show.

Youth Offending Teams

Youth Offending Teams were established by the Crime and Disorder Act 1998. While the Youth Justice Board has a statutory role in performance monitoring, external inspection scrutiny has been taken on by HM Inspectorate of Probation, with a programme of work which began in September 2003 (after pilot inspections in June and July). This programme is delivered in conjunction with eight other bodies: Audit Commission; Commission for Social Care Inspection (formerly Social Services Inspectorate); Estyn (HM Inspectorate of Education and Training in Wales); Commission for Healthcare Audit and Inspection (formerly Commission for Health Improvement); HM Inspectorate of Prisons; Ofsted; Social Services Inspectorate for Wales; and ourselves.

HMIC's contribution to this work has been via seconded officers allocated to YOT inspection, overseen by HMIC. All 155 YOTs in England and Wales are to be inspected over a five to six year cycle. This is the first form of multi-agency inspection conducted as a cycle. Inevitably, there has been the need to align inspection processes, cultures and so on, but any obstacles have been overcome and a successful and vibrant new inspection regime is in place.

Area CJS Inspections

Another new area of work in which HMIC is engaged is in these geographically-based inspections which focus on the operation of a criminal justice area and, within that context, the interfaces between the agencies. These are led by Her Majesty's Crown Prosecution Service Inspectorate, with ourselves and Her Majesty's Magistrates' Courts Service Inspectorate; Her Majesty's Inspectorate of Prisons; and Her Majesty's Inspectorate of Probation. The pilot joint inspection was conducted in Gloucestershire, and published in February 2004.

The Government has established 42 criminal justice areas, each of which has a Local Criminal Justice Board (consisting primarily of the chief officers of the main agencies). The LCJBs are charged with

THE BOTSWANA POLICE SERVICE

I was honoured to be asked early in 2004 by the Vice President of Botswana to conduct a review of performance management and associated issues within the Botswana Police Service. I found much for that Service to be proud of, and I trust that my report and recommendations will reinforce the friendship and mutual trust which exists between the Republic of Botswana and the United Kingdom.

WORKING WITH OTHER INSPECTORATES

I have been a staunch proponent of greater collaboration across the other four inspectorates working in the Criminal Justice System. It continues to be crystal clear to me that much can be gained by our working as closely with our CJS inspectorate partners as do the substantive partners in the CJS itself. Much of this is managed strategically via the

establishing and delivering, at a local level, targets to support the achievement of robust national targets designed to improve the overall efficiency and effectiveness of the criminal justice system. Those targets, which form the backbone of Public Service Agreements, involve:

- improving the delivery of justice by increasing the proportion of crimes for which an offender is brought to justice; and a reduction in the proportion of ineffective trials; and

- improving the level of public confidence in the criminal justice system, including increasing that of minority ethnic communities, and increasing, year on year, the satisfaction of victims and witnesses, whilst respecting the rights of defendants.

The pilot joint inspection looked, against this background, at how effective the criminal justice agencies in Gloucestershire were in working together to deliver the outcomes necessary to achieve the local targets set by the LCJB, in furtherance of national targets set by the Government. It also examined the treatment of prisoners as they moved between the police, courts, prisons and the escort contractors.

Crime and Disorder Reduction Partnerships

In November 2003 HMIC, Ofsted, the Commission for Social Care Inspection and the Audit Commission jointly inspected the Crime and Disorder Reduction Partnerships in Norfolk. This was an ambitious and complex process following an agreement with the former Department of Transport, Local Government and the Regions and Norfolk County Council to pilot joint inspection. The vehicle for inspection was the joint best value review of the effectiveness of Norfolk CDRPs, which had been carried out by the county council, seven district councils and Norfolk Constabulary.

At the conclusion of the inspection the CDRP service provided across Norfolk was judged to be fair and the prospects for improvement promising. Joint recommendations were made for all the authorities involved, with more specific feedback provided individually.

Violence at home

In February 2004 we published jointly with Her Majesty's Crown Prosecution Service Inspectorate a substantial report into the investigation and prosecution of domestic violence.

This is a significant problem, which three facts make clear:

- every minute, the police receive a domestic violence call;

- every day, thousands of children witness domestic violence; and

- every week, two women are killed by a partner or ex-partner.

As the Police Service and the CPS are the two criminal justice agencies which investigate and prosecute such cases, it was entirely appropriate to conduct this inspection jointly. The inspection found

I have been a staunch proponent of greater collaboration across the other four inspectorates working in the Criminal Justice System. It continues to be crystal clear to me that much can be gained by our working as closely with our CJS inspectorate partners as do the substantive partners in the CJS itself.

many instances of good practice and dedicated service by individuals, but service varied. The inspectors concluded that a professional initial response would lead to better classification of incidents as crimes, and hence better evidence gathering, and eventually arrest. A greater number of charges for criminal offences would result, thus bringing more offenders to justice.

The inspection report put forward 22 recommendations. In my view, the most important of these as they apply to the Service are:

- forces allocate specific responsibility for the monitoring and review of force domestic violence policy to ensure that it remains relevant and up to date. Where implementation of policy has been devolved to BCU/local command area level, responsibility should also be allocated within BCUs/local command areas to monitor and ensure compliance;

- forces revisit their minimum standards of investigation for domestic violence in light of the findings of this review; and ensure that such standards reflect the term 'effective' as opposed to 'enhanced' evidence gathering;

- forces review Domestic Violence Officers' role and job descriptions to ensure that the role is meeting the public's needs and expectations and that job descriptions accurately reflect work undertaken; and
    - as part of the process, assess workload and responsibilities to ensure that staffing levels are realistic and levels of responsibility are appropriate;
    - review administrative functions with a view to providing adequate administrative support; and
    - identify line management responsibilities clearly and ensure that those responsibilities are included within the relevant supervisors' job descriptions.

The inspection took place during the consultation period for the White Paper "Safety in Justice: The Government's Proposals for Domestic Violence", which has in turn led to the Domestic Violence, Crime and Victims Bill, published in December 2003.

Persistent and Prolific Offenders

In Autumn 2002, the Government introduced the Narrowing the Justice Gap programme to increase the overall number of offenders brought to justice. Recognising that a relatively small number of offenders were responsible for a disproportionate number of offences, a key element of this strategy was aimed at tackling those described as Persistent Offenders. In October 2003, the other Criminal

Justice Chief Inspectors and I commissioned a short and focused thematic inspection to examine the practical workings of local persistent offenders schemes together with other local initiatives directed at a slightly different set of offenders which had become known as Prolific Offenders. The inspection was a collaborative effort by all five CJS inspectorates with representatives from the Audit Commission.

A principal recommendation across the Criminal Justice System was that responsibility for the development of work with priority offenders should be located within Crime and Disorder Reduction Partnerships, which should include consulting with representatives from the courts and CPS. CDRPs are better placed than Local Criminal Justice Boards to deliver the necessary range of rehabilitative services locally. In detail, we said that:

- each CDRP should identify a minimum number of priority offenders it will work with intensively;

- each CDRP should agree and monitor adherence to local protocols with criminal justice agencies and providers of rehabilitative services for work with priority offenders;

- priority offender interventions should have the explicit twin aims of rehabilitation and crime reduction.

HMIC will examine how these recommendations have been taken up, as we review the relevant PPAF component in our Baseline Assessment work.

Child Protection

Another area which received HMIC attention (along with the Commission for Health Improvement and the Social Services Inspectorate) was child protection. Building on other work in recent years, this inspection audited the implementation of recommendations made by Lord Laming after his inquiry into the Victoria Climbié case.

These audits found many examples of good practice in the protection of children. The work will be followed up by further scrutinies to encourage further improvements in practice and performance. HMIC has provided feedback to forces, and will be monitoring implementation.

CONCLUSION

HMIC's activity during this year has been substantial and broad-ranging, and has entered a new phase with Baseline Assessment drawing together many of our inspection strands into an integrated whole. Our contribution to improving police performance will now be even more substantial.

Against this backdrop, however, has been continuing uncertainty about the role and structure of CJS inspection. Various proposals to integrate the five criminal justice Inspectorates have been explored, the most recent being a proposal to merge all five into one omnicompetent Criminal Justice Inspectorate, the aim being to achieve a more joined-up criminal justice system.

This proposal underestimates the complexity of policing and understates the vast range of policing activity which lies outside the criminal justice system.

The Police Service of England and Wales is not just a law enforcement agency. It provides a 24 hour, seven days a week service to the community acting as gatekeeper and point of entry to many other public services and having a fundamental responsibility for community safety in its broadest sense. The command and control of critical incidents, counter terrorism, public order, traffic patrol, call handling and reassurance policing are all examples of activity unrelated to the criminal justice system yet vital to community confidence. Such activity is comprehensively inspected by HMIC.

A less radical but more effective way of addressing inspection of the criminal justice system would be to increase the incidence of joint, collaborative inspections, as outlined earlier, but leaving intact those Inspectorates with the skill and expertise to scrutinise and professionally encourage their core agencies.

Considerable thought needs to be given to the longer-term vulnerabilities of not having an Inspectorate dedicated to the inspection of the Police Service staffed by professionals whose judgement and expertise are highly valued by the key stakeholders.

CHAPTER 3
Some Fundamentals: Structures, Localism, Accountability and Leadership

Throughout this report, my final Annual Report as Her Majesty's Chief Inspector of Constabulary, I have alluded to structural matters, the importance of high levels of performance in locally delivered services, accountability matters and leadership. In this closing chapter, I will expand on these four fundamental issues. These are far from being the only issues with which the Police Service has to deal, as we have already seen: they are, however, those which in my view amount to the basic DNA of the Police Service and are those which are most in focus as I write.

STRUCTURES AND LOCALISM

I began my career as a probationary Constable on the beat in 1962 at the same time as the Royal Commission on the Police was presenting its final report to Parliament. This was the last occasion when the Service underwent a full scale review of this kind. Among other matters, it recommended the creation of the post I presently hold. It was also instrumental in promoting the reduction in the number of police forces, ultimately to the present 43 in England and Wales. It is also interesting to note, as I have earlier, that the Government once again is reviewing the number of forces which

In terms of structures, strong arguments can be mounted for an amalgamation of some forces so as to create forces of a sufficient size to deal with the increasing menace of organised and international crime. On the other hand, local identity and local involvement are vitally important, too. These two conflicting views will be difficult to reconcile, and this is not the place to attempt that. What I will expect the Service to do, whatever decisions emerge, will be to take advantage of the opportunities which this study will present either in the form of a reduced number of forces, greater collaboration between forces, or the identification of lead forces to develop their expertise in dealing with specific issues. Irrespective of outcome, the overriding principle must be that the local face of policing continues to be community focused and to be community alert.

In 2001 HMIC undertook a thematic inspection, "Open All Hours", exploring matters of community empowerment and the role of police visibility and accessibility in public reassurance. This thematic was visionary in providing the Service with a menu of options designed to address community safety and public confidence. Recommendations included the setting of national call handling standards,

In terms of structures, strong arguments can be mounted for an amalgamation of some forces so as to create forces of a sufficient size to deal with the increasing menace of organised and international crime. On the other hand, local identity and local involvement are vitally important, too.

would best present a viable critical mass to tackle the criminality challenges which the Service is facing.

the introduction of a single non-emergency phone number, enhanced payments for patrol, neighbourhood policing teams and many more tactical options designed to increase visibility.

It is in this context that I particularly value the contribution which has been made by police Community Support Officers. These are now a familiar sight, and are becoming valued by the public as a reassuring sight and as a means of accessing police services rapidly, easily and effectively. 3,409 CSOs are now in place, and we expect to see 4,000 in place by the end of 2005. This will ensure the continuing release of police officers to fight and reduce crime, and to tackle the ever-present threat of terrorism activity. The 2004 Spending Review settlement has cemented this feature of policing life, by providing greater funds to support the extension of the CSO concept. It is now time, though, for the Service to ensure that CSOs are fully trained and are fully effective, and are deployed in such ways as to ensure that their effectiveness can be maximised. It is this, rather than the simple numerical advantage, which HMIC in collaboration with Home Office RDS will be seeking to identify over the coming months.

I have been particularly encouraged by the readiness of the Service to take on board CSOs as a useful addition to the policing family. There are, however, those who continue to denigrate the value of this new form of policing. My long years in the Service permit me to recall the arguments which were being deployed at the time of the introduction of traffic wardens, early in my career: we do not hear those arguments now. The public values the reassurance provided by authorised figures in uniform, many of which have long since departed from our surroundings.

I see all this as particularly relevant in the context of reassurance: fear of crime has not fallen to the extent that the falling crime figures should perhaps anticipate. This is a complex subject, and may in part be explained by my using a quote, which I am fond of using, from Colin Merritt, the Chief Executive Officer of Monsanto UK: "With increased prosperity, we have become more protective of our rights, our lives and environment. The safer our

lives have become, the more we worry about them. This allows the media to turn any incident into a big event." This is known as the paradox of prosperity, and helps to explain why there remains much work for the Police Service to do, alongside its criminal justice system partners, to reassure the public further. Only in this way can an environment be created in which civil renewal can thrive, and communities develop and contribute to the wider society.

ACCOUNTABILITY

The Royal Commission Report made it quite clear that there are rightful concerns about the direction and control of a chief officer of police in operational matters. This continues to resonate in the Police Service today, and finds a base in the present discussions about local accountability.

I welcome the police reform programme's attention to accountability issues, addressing, as it does, the need to ensure that the growing independence and authority of Basic Command Units should find expression in an accountability mechanism both within the force and within the local community. These are not easy matters to resolve, however. There is, as I have mentioned already, a clear danger that a bureaucratic approach to this might be adopted: this would be against the current trend to reduce administration and bureaucracy, and would provide those who have a mind to do so, both within the Service and without, to clog up the accountability mechanism to their own ends. This needs to be avoided.

There are deeper concerns here, too. Chief officers are not simply managers of large, complex organisations. Ultimately, they are operational commanders, and it is that role where accountability needs to be clear and unequivocal. The recent proliferation - for very good reasons - of a range of organisations, systems and processes with legitimate

interests in policing has had the unintended side-effect of obscuring that certainty. The police authority, district auditor, crime and disorder reduction partnerships, local criminal justice boards, local strategic partnerships and local scrutiny committees, alongside the new performance monitoring processes such as PPAF, have all contributed to the development of what I might term a proxy accountability environment.

This can be unhelpful. Certainly, chief officers should be responsible to their police authorities in the ways which are understood by both parties; and the operational decisions taken by each force find their final accountability in the Courts. Those bodies in which the police find themselves partners are entitled, in my view, to hear police officers explain policy and practice, and district auditors provide a valuable check and balance on the finance and efficiency fronts - but the Service is not accountable to them. Moreover, they are not accountable to HMIC, nor do they report to the Home Office.

As the clarity of accountability is no longer so pure, a burden rests on the Service's senior managers to distinguish clearly between accountability and a broader demand for information.

> *Those bodies in which the police find themselves partners are entitled, in my view, to hear police officers explain policy and practice, and district auditors provide a valuable check and balance on the finance and efficiency fronts - but the Service is not accountable to them. Moreover, they are not accountable to HMIC, nor do they report to the Home Office.*

LEADERSHIP

HMIC welcomed the Home Office consultation exercise on getting the best leaders to take on the most demanding challenges in the Service and believes that implementing the outcomes of the review will be of major importance. One aspect of this process has been the introduction of the chief officer PDR process which, while supported by HMIC, has placed additional and demanding requirements on regional HMIs. This is a new step and one which is central to the Government's drive to enhance the leadership skills of the most senior police officers in the Service. HMIC will report on this process in 2005.

The review of senior officer training and development has resulted in the replacement of the Strategic Command Course by a modular Senior Leadership Development Programme related to individual need within an organisational set of requirements, and delivered on a modular basis. HMIC is a regular contributor to the SLDP modules. This is the gateway to the ACPO ranks. I have high hopes that the redesigned course will attract a greater number of women to these ranks: the SCC often posed a barrier to those women who have family and domestic responsibilities.

The review of leadership development below senior officer level and for police staff has resulted in the creation of a Core Leadership Development Programme, with a significant component delivered locally and/or by e-learning. The National Police Leadership Centre, part of Centrex, manages and hosts much of the delivery of these programmes, linking also to leadership work across the public and private sectors. There is now a good foundation and the potential to provide necessary support to leaders in contributing to police reform.

PDRs have now been introduced for all staff within the Service. Progress is commendable, and while there is still work to do to improve quality, HMIC believes the target of 100% coverage in 2004/05, backed by a quantitative PPAF measure, is achievable. The introduction of a chief officers' PDR process and the introduction of PDR-linked performance bonuses for superintendents has helped to embed PDR as a key HR process, and is a significant contributor to individual and force performance improvement. All this points to a clear connection between high levels of good leadership and top performance within and by forces. I believe that this link needs to be articulated better: the Senior Appointments Panel is already moving towards considering performance issues in the context of individuals' applications for ACPO posts and the introduction of performance and development reviews at this level will help inform the Panel's deliberations.

CONCLUSION

Recent years have seen an increasing and unrelenting focus on performance, resulting in enhanced levels of scrutiny and monitoring and a much tighter framework of accountability. There is no doubt that this framework has driven up performance and encouraged those under the spotlight to try harder. I believe the Service has responded magnificently to these challenges whilst simultaneously embracing the most radical reform programme in its history. As I approach retirement I do so confident in the knowledge that the calibre of leadership currently within the Service is as high, as dedicated and as professional as I have ever encountered. The Service is in good heart and well equipped to meet the challenges which lie ahead.

APPENDIX I
HMIC Regional structure

Police Service of Northern Ireland

Northumbria

Durham

Cleveland

Cumbria

North Yorkshire

Humberside

Lancashire

West
Yorkshire

Merseyside

Greater
Manchester

South
Yorkshire

Cheshire

Derbyshire

Lincolnshire

North Wales

Nottinghamshire

Staffordshire

Norfolk

Leicestershire

West
Midlands

Northamptonshire

Cambridgeshire

Suffolk

West Mercia

Warwickshire

Dyfed–Powys

Bedfordshire

Gloucestershire

Hertfordshire

Essex

Gwent

Thames Valley

South
Wales

Met & City

Wiltshire

Surrey

Kent

Avon & Somerset

Hampshire

Sussex

Devon & Cornwall

Dorset

	Wakefield Regional Office
	Bromsgrove Regional Office
	Woking Regional Office
	Cambridge Regional Office

APPENDIX II
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, the National Crime Squad and 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; and

- further assistance is provided by police staff officers (seconded from forces), police staff, and civil servants.

TYPES OF INSPECTIONS

Our Baseline Assessment methodology is described in Chapter 1. These are our principal inspection environments.

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 race and diversity, sickness absence, efficiency and value for money, crime recording, police integrity, the use of scientific and technological advances to tackle volume crime, and training.

The Best Value Review 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, and has begun to conduct re-inspections.

THE FUNDING OF HMIC

The Funding of HMIC – Our Resources

The resources for HMIC are provided directly by Government through the Crime Reduction and Community Safety Group of the Home Office. Each year HMIC receives resources from two separate allocations. Day to day running costs (including income) are the subject of a specific funding allocation, while capital expenditure is accounted for separately.

During 2003/04 HMIC's running costs resource consumption totalled £8.23m. This excludes the value of staff provided free of charge by forces and income of £0.2m. Figure 14 indicates how the resources were applied.

It can be seen from the figure that the majority of our costs relate to seconded police officers and Home Office staff (HMIs, non-police Assistant Inspectors, specialist support and administration staff). A key feature of the way HMIC undertakes inspections is through the use of police secondments. For many officers a secondment to HMIC is increasingly seen as an essential part of their career development.

For resource management HMIC is considered to be part of the Home Office and must follow their accounting and budgeting arrangements and therefore some costs such as HQ accommodation, corporate IT and central services costs are not charged to individual Units and do not appear as costs to HMIC.

Police authorities and forces in England and Wales who are funded by the Home Office are not charged for any inspections. External income is generated from the inspection of non-Home Office forces both within the UK and abroad. 2003/04 was an average year for these inspections, which are carried out by invitation, and generated income of £0.2m.

In addition, HMIC received in 2003/04 a capital allocation of £0.2m. This was mainly used to equip a new office for our regional team in Wakefield, who relocated at the end of a lease.

Comparisons with other Inspectorates indicate (even allowing for central costs within the Home Office not being charged to individual units) that HMIC is cost effective with overall running costs of less than 1% of the net revenue expenditure for all police authorities and forces.

How we use our resources

From April 2002 HMIC have implemented an activity recording system to measure how all our resources are applied and to cost all inspection activities.

Figure 15 indicates how HMIC used its resources in 2003/04. The table illustrates that HMIC undertakes a wide range of functions including professional policing advice to the Home Office, Senior Appointments and, a new activity for 2003/4, the annual appraisal (PDRs) of chief constables. The increase in inspection activities in 2003/04 reflects the move to Baseline Assessments.

In 2003/04 the cost of policing in England, Wales and Northern Ireland (including the 43 local police forces/authorities and the Non-Departmental Public Bodies such as NCIS, NCS and BTP) exceeded £10bn.

The overall cost of HMIC (including all its activities) is less than 0.09% of the cost of policing. For the average force inspection our total costs were less than the equivalent of two full time employees per force inspected.

The actual deployment of resources reflected HMIC's statutory responsibilities and our business plan for 2003/04 which focused, alongside the introduction of Baseline Assessment, on a balance between Thematic Inspections, Force Inspections, Best Value Inspections and the continuance of the programme to inspect all individual Basic Command Units in every force. In addition the figure also demonstrates the resources applied to activities which are a specific responsibility of HMIC - to provide professional policing advice to the Home Office and to support the process of appointing senior officers in the Service.

Figure 14
HMIC Expenditure 2003/04

- Home Office Salaries (£2.7m) **32%**
- Seconded Police Officers (£3.4m) **41%**
- Travel & Subsistence (£1.1m) **13%**
- Accommodation (£0.7m) **9%**
- Office Expenses (£0.2m) **3%**
- Other - (£0.3m) **4%**
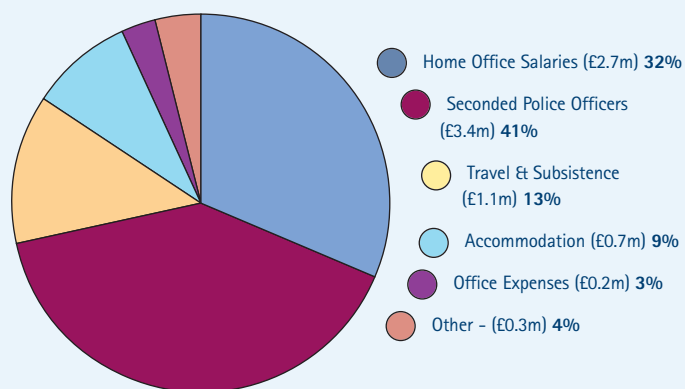
Source: HMIC

Figure 15

How HMIC used its resources

	2003/4		2002/3	
	£k		£k	
Force Inspections (including Specialist)	3,293	37.7%	2,288	29.3%
BCU Inspections	1,076	12.3%	1,546	19.8%
Thematic Inspections	1,826	20.9%	1,448	18.5%
Best Value Inspections	622	7.1%	833	10.7%
Advice to Authorities and Forces	415	4.8%	356	4.6%
Senior Appointments	363	4.2%	399	5.1%
Chief Constables – Annual PDR	76	0.9%	–	–
Police Support to Home Office, Advice to Ministers, etc	786	9.0%	500	6.4%
Efficiency Plans Inspections	164	1.9%	168	2.2%
Working for other Inspectorates	68	0.8%	82	1.1%
Other	42	0.5%	186	2.4%
Total	8,737	100.0%	7,806	100.0%

Note: In accordance with good practice Figure 15 includes the cost of staff such as seconded police officers who have been provided by Forces without charge. The estimated value of these "free" officers in 2003/4 is £300k. (Source – HMIC)

APPENDIX III

OFFICE OF PUBLIC SECTOR REFORM PRINCIPLES OF INSPECTION: HER MAJESTY'S INSPECTORATE OF CONSTABULARY'S POSITION REGARDING THESE PRINCIPLES

1) Improvement in services

HMIC's Statement of Purpose shows that our principal role is "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". Our force inspection activity, whether at force level, Basic Command Unit or Best Value review levels, produces recommendations which feature as part of the review when forces are re-inspected. Our new inspection methodology, Baseline Assessment, takes force performance across a number of specific characteristics as the starting point for devising inspection programmes tailored to the needs of each force. Baselines will be returned to each autumn, providing regular opportunities to demonstrate the trajectory and nature of performance improvement.

2) Focus on outcome

Inevitably, HMIC's inspections of forces have had to examine processes and practices, not least to ensure compliance with the law. However, performance assessments are based on delivery as expressed in the data, rather than on the processes which seek to deliver on those outcomes: nevertheless, where performance is particularly poor (or especially good), examination of the processes which deliver this performance are analysed diagnostically.

3) Ensuring a user perspective

HMIC recognises that its processes should seek out the citizen view. As a result, Baseline Assessment has meant engagement on a broader level with communities and other consumers of police services (such as other CJS partners), to determine the extent to which expectations are being met.

4) Proportionate to risk

HMIC inspections have been based on a Risk Assessment process, carried out in the summer preceding the inspection year which followed. This ensured the targeting of our inspection resources where they were most needed. Baseline Assessment refines this yet further, so that not only is inspection activity targeted across forces, it is targeted within forces so that the greatest benefit can be achieved with our finite resources.

5) Encouraging self assessment

Baseline Assessment starts from the premise that performance review (which will lead to the baseline being defined) is initially by way of self assessment. These assessments are then viewed from the professional perspective of inspection teams based regionally, and who are familiar with forces in question, to validate robustly the self assessment products.

6) Providing impartial evidence

The Baseline Assessment self assessment processes are set against the data drawn from the Home Office collection of data from forces. Contextualising the data to each force's particular situation is something which HMIC can do with confidence, and enables the assessments to reflect the policing problems faced, and the environment in which each force operates.

7) Clear and disclosed criteria

Baseline Assessment is based on a documented methodology, which has been made available to forces prior to the exercise. This was piloted in a number of forces, and has been the subject of development and discussion with interested parties for some time. Thus, each force has been assessed on the basis of one single methodology. Scores within the four regional offices have been moderated to ensure consistency; this has been followed by a national moderation to achieve this across England and Wales as a whole.

8) Open and transparent processes

With disclosed criteria for assessment available to the Service and to the public alike, allied with a broader approach to gathering community and other customer responses, HMIC's processes are fully transparent. Baseline Assessment reports have been circulated widely, and are placed on the HMIC website for ready examination. The Baseline Assessment process includes feedback sessions with force management and the police authority, followed by an opportunity for those to challenge and comment upon preliminary findings before they form part of the published report.

9) Value for money

In addition to performance inspection, value for money considerations are examined in Best Value Review inspections and in complementary resources inspections. We also examine forces' efficiency plans, and advise Ministers about those forces which might be criticised in the light of those plans and their effectiveness.

10) Continuing to learn

Baseline Assessment represents a development of our inspection approach, developed over a period of time and in the light both of the inspection experience of HMIC and the needs of the Police Service to evolve and modernise. Increasingly, our work is conducted - particularly our thematic inspections - in conjunction with other Inspectorates (principally, but not solely, those within the Criminal Justice System), and this gives ample opportunity for discovering different approaches to inspection and considering how they might be adapted for use within HMIC.

APPENDIX IV
Performance information

Table 1

Total recorded crimes

	2002/03			2003/04		
	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	173,866	116.7	15.4	164,943	110.7	15.4
Bedfordshire	60,895	106.7	25.7	62,382	109.3	23.5
Cambridgeshire	85,029	118.7	22	79,960	111.6	23
Cheshire	84,574	85.8	26.4	92,223	93.5	26.8
City of London	10026		36.2	9250		33
Cleveland	73,816	136.4	23.4	74,579	137.8	21.4
Cumbria	37,595	77	30.7	39,539	80.9	31.7
Derbyshire	103,180	107.2	25.7	98,741	102.6	25.2
Devon and Cornwall	131,240	82.5	28.9	131,453	82.6	29.3
Dorset	62,297	89.5	25.4	62,657	90	25.9
Durham	51,177	86.7	34	48,432	82.1	29.5
Dyfed-Powys	25,104	50.8	68.3	31,105	63	46.8
Essex	136,181	83.9	27.3	144,512	89.1	27.5
Gloucestershire	55,775	98.4	29.2	58,097	102.5	28.4
Greater Manchester	379,126	150.8	21.9	367,959	146.4	22.3
Gwent	61,237	110.5	47.7	59,296	107	44.5
Hampshire	152,664	85.3	29.8	178,543	99.8	26.9
Hertfordshire	86,396	83.4	23	95,117	91.8	25.4
Humberside	132,529	152.2	20.2	141,644	162.7	19.4
Kent	130,597	82.2	27.9	137,313	86.4	24.7
Lancashire	130,507	91.8	27.3	151,835	106.8	26.5
Leicestershire	96,143	103	27.2	96,355	103.2	22.5
Lincolnshire	61,949	94.2	23	60,377	91.8	22.4
Merseyside	163,166	119.9	25.3	169,181	124.3	26.6
Metropolitan Police	1,079,877	147	14.5	1,060,927	144.4	15.4
Norfolk	71,270	88.8	24.2	69,846	87	26.4
Northamptonshire	73,509	115.2	28.4	78,582	123.1	27.8
Northumbria	165,496	119.8	31.2	157,051	113.6	30.3
North Wales	65,067	97.4	28.9	46,877	70.1	30.7
North Yorkshire	67,239	89	25.9	71,473	94.6	27.9
Nottinghamshire	161,403	157.7	16.5	159,228	155.6	18.5
South Wales	143,372	119.3	28.6	137,113	114	29.2
South Yorkshire	152,057	120	20.5	141,794	111.9	24.4
Staffordshire	108,626	103.7	31.4	109,396	104.4	33.5
Suffolk	50,315	74.9	34	53,443	79.5	32.6
Surrey	68,452	64.6	21.7	73,252	69.1	22
Sussex	130,887	87.3	23.7	134,557	89.7	24.2
Thames Valley	208,523	99.3	25.5	210,256	100.1	23
Warwickshire	44,196	86.2	25.7	45,714	89.2	25
West Mercia	105,077	90	32.6	106,899	91.5	31.3
West Midlands	350,242	136	26.3	339,292	131.7	25.3
West Yorkshire	322,794	154.5	20.3	325,556	155.8	19.5
Wiltshire	44,225	71.7	27.7	42,956	69.6	27.9
England and Wales	**5,897,696**	**112.4**	**23.5**	**5,919,705**	**112.8**	**23.5**

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 offences and triable-either-way offences (that is, all offences which can be tried in the Crown Court) plus a few closely associated summary offences

Table 2

Recorded domestic burglaries

| | 2002/03 | | | 2003/04 | | |
	Number of recorded domestic burglaries	Recorded domestic burglaries per 1,000 households	Percentage of recorded domestic burglaries detected	Number of recorded domestic burglaries	Recorded domestic burglaries per 1,000 households	Percentage of recorded domestic burglaries detected
Avon and Somerset	14,561	23.1	16.1	10,966	17.4	17.1
Bedfordshire	3,784	16.1	18.7	5,006	21.3	11.6
Cambridgeshire	5,457	18.4	18.6	4,290	14.5	24.8
Cheshire	6,409	15.5	21.5	5,780	13.9	24.2
City of London	46		73.9	33		12.1
Cleveland	7,321	32.4	12.2	6,484	28.7	12.5
Cumbria	2,146	10.2	13.7	1,799	8.5	20.5
Derbyshire	8,551	21.1	16.8	7,680	19	14.6
Devon and Cornwall	7,207	10.5	16.3	6,027	8.8	16.7
Dorset	2,947	9.6	18.1	3,099	10.1	17.3
Durham	3,083	12.3	20.2	2,843	11.4	17.7
Dyfed-Powys	666	3.3	39.2	944	4.6	28.3
Essex	7,138	10.5	17.3	7,055	10.3	16.9
Gloucestershire	3,369	14	27.2	3,335	13.9	24.0
Greater Manchester	42,396	40.5	7.5	37,762	36.1	9.4
Gwent	3,001	13.2	41	3,199	14.1	45.3
Hampshire	6,793	9.1	20.6	7,030	9.4	20.1
Hertfordshire	5,294	12.3	16.8	5,649	13.1	23.4
Humberside	12,191	33.2	10.9	10,410	28.3	11.5
Kent	7,655	11.7	18.5	7,510	11.4	16.5
Lancashire	9,513	16	18.9	8,821	14.9	20.7
Leicestershire	6,450	17	17.8	6,514	17.2	14.1
Lincolnshire	4,290	15.4	15.1	3,438	12.4	13.4
Merseyside	14,608	25.8	14.7	12,760	22.5	17.3
Metropolitan Police	72,237	22.5	11.8	67,996	21.2	10.3
Norfolk	3,820	11	14.4	2,944	8.5	16.7
Northamptonshire	4,871	18.5	16.2	5,284	20.1	14.6
Northumbria	11,179	18.7	17	10,223	17.1	17.7
North Wales	3,227	11.6	17.2	2,484	8.9	27.9
North Yorkshire	4,766	15	12.9	4,936	15.5	14.2
Nottinghamshire	16,418	38.2	9.8	15,980	37.2	11.3
South Wales	8,060	16.3	18	7,275	14.7	18.9
South Yorkshire	17,836	33.4	9.5	13,455	25.2	15.6
Staffordshire	6,458	15	18	6,165	14.4	21.8
Suffolk	2,284	8	20.8	2,385	8.4	18.6
Surrey	4,140	9.4	11.2	3,914	8.8	12.9
Sussex	8,209	12.4	12	7,920	12	16.1
Thames Valley	13,809	16.1	18.3	14,505	16.9	14.3
Warwickshire	3,070	14.3	23.5	3,192	14.9	18.0
West Mercia	6,239	12.9	20.1	5,925	12.2	19.4
West Midlands	26,942	25.8	18.9	26,508	25.4	18.7
West Yorkshire	36,406	41.5	13.5	30,127	34.4	12.6
Wiltshire	2,724	10.7	18.4	2,553	10.1	14.3
England and Wales	**437,571**	**19.8**	**14.6**	**402,205**	**18.2**	**15.0**

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

Table 3

Recorded vehicle crimes

	2002/03			2003/04		
	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	36,249	24.3	8.4	29,008	19.5	5.7
Bedfordshire	11,434	20	11.3	10,171	17.8	10.5
Cambridgeshire	13,345	18.6	8.9	10,672	14.9	13.0
Cheshire	13,903	14.1	11.5	12,844	13	11.8
City of London	694		39	583		23.5
Cleveland	14,294	26.4	7.6	12,493	23.1	7.5
Cumbria	4,753	9.7	8.7	4,114	8.4	12.2
Derbyshire	16,792	17.4	9	14,358	14.9	9.0
Devon and Cornwall	19,377	12.2	10.7	16,601	10.4	11.8
Dorset	9,417	13.5	6.5	8,603	12.4	10.3
Durham	7,446	12.6	11.2	7,073	12	9.5
Dyfed-Powys	2,028	4.1	33.6	2,325	4.7	23.5
Essex	21,570	13.3	10.9	21,040	13	10.1
Gloucestershire	7,740	13.7	11.8	8,407	14.8	16.4
Greater Manchester	67,274	26.8	6.5	59,284	23.6	6.5
Gwent	8,332	15	32.7	8,923	16.1	32.6
Hampshire	22,263	12.4	11.5	20,769	11.6	11.3
Hertfordshire	16,602	16	11.8	16,239	15.7	10.9
Humberside	22,488	25.8	6.9	21,429	24.6	7.1
Kent	20,814	13.1	10.3	19,241	12.1	8.6
Lancashire	18,874	13.3	11.9	16,699	11.7	11.8
Leicestershire	15,986	17.1	14.3	14,016	15	11.5
Lincolnshire	7,857	11.9	8.1	6,503	9.9	7.3
Merseyside	28,054	20.6	7.9	26,364	19.4	10.4
Metropolitan Police	173,392	23.6	4.3	159,057	21.6	4.0
Norfolk	10,739	13.4	6.7	8,396	10.5	8.4
Northamptonshire	11,868	18.6	15.6	12,711	19.9	18.4
Northumbria	20,264	14.7	12.8	18,089	13.1	11.4
North Wales	8,093	12.1	10.1	7,613	11.4	10.0
North Yorkshire	9,570	12.7	6.9	9,516	12.6	9.1
Nottinghamshire	31,009	30.3	4.5	28,317	27.7	4.9
South Wales	30,423	25.3	11.6	27,082	22.5	12.6
South Yorkshire	31,189	24.6	5.8	29,194	23	8.4
Staffordshire	14,557	13.9	15.2	13,785	13.2	11.4
Suffolk	6,282	9.3	10.6	5,782	8.6	9.1
Surrey	9,989	9.4	6.6	9,920	9.4	8.1
Sussex	21,108	14.1	7.4	18,776	12.5	8.7
Thames Valley	37,629	17.9	11.8	35,463	16.9	10.3
Warwickshire	8,477	16.5	12.2	7,256	14.2	14.0
West Mercia	13,076	11.2	12.9	12,134	10.4	12.3
West Midlands	60,838	23.6	12.5	57,111	22.2	12.4
West Yorkshire	64,207	30.7	7.9	55,760	26.7	7.5
Wiltshire	5,551	9	10.5	5,450	8.8	8.5
England and Wales	**975,847**	**18.6**	**8.9**	**889,171**	**16.9**	**9.0**

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

Vehicle crimes consists of three offences: 37.2 Aggrivated Vehicle taking; 45 Theft from a vehicle and 48 Theft or unauthorised taking of a motor vehicle

Table 4

Recorded robberies

	2002/03			2003/04		
	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	3,504	2.4	13.4	2,908	2	15
Bedfordshire	997	1.7	18.9	993	1.7	15.4
Cambridgeshire	906	1.3	20.4	786	1.1	18.7
Cheshire	631	0.6	25	647	0.7	26.9
City of London	45		24.4	50		14
Cleveland	1,434	2.6	19.2	1,355	2.5	17.1
Cumbria	130	0.3	37.7	124	0.3	31.5
Derbyshire	1,048	1.1	24.2	1,019	1.1	19.3
Devon and Cornwall	710	0.4	22.7	562	0.4	27
Dorset	437	0.6	17.2	445	0.6	19.1
Durham	287	0.5	28.9	267	0.5	33.3
Dyfed-Powys	40	0.1	75	54	0.1	50
Essex	1,328	0.8	21.5	1,476	0.9	20.9
Gloucestershire	521	0.9	40.9	541	1	27.2
Greater Manchester	10,745	4.3	15.3	9,246	3.7	16.6
Gwent	329	0.6	40.7	274	0.5	37.6
Hampshire	966	0.5	30.8	1,040	0.6	25.9
Hertfordshire	862	0.8	30.5	972	0.9	34.3
Humberside	1,807	2.1	14.1	1,896	2.2	16.6
Kent	1,242	0.8	24.5	1,172	0.7	22.5
Lancashire	1,409	1	30.3	1,285	0.9	31.5
Leicestershire	1,453	1.6	22.8	1,476	1.6	17.6
Lincolnshire	307	0.5	28	304	0.5	23
Merseyside	2,994	2.2	22.6	2,347	1.7	26.1
Metropolitan Police	42,493	5.8	13	40,639	5.5	12.4
Norfolk	579	0.7	23.5	459	0.6	22.7
Northamptonshire	1,015	1.6	24.3	1,220	1.9	18.9
Northumbria	1,442	1	27.9	1,223	0.9	25.5
North Wales	224	0.3	24.6	201	0.3	36.3
North Yorkshire	356	0.5	20.5	395	0.5	32.4
Nottinghamshire	2,799	2.7	18.8	2,556	2.5	18.3
South Wales	784	0.7	30.7	751	0.6	36.1
South Yorkshire	2,112	1.7	22.7	1,400	1.1	31
Staffordshire	900	0.9	24.3	909	0.9	22.9
Suffolk	249	0.4	33.7	290	0.4	31.4
Surrey	605	0.6	26.4	619	0.6	27.9
Sussex	1,319	0.9	19.9	1,425	1	21
Thames Valley	2,406	1.1	29.1	2,286	1.1	25.2
Warwickshire	354	0.7	26.6	456	0.9	27.9
West Mercia	728	0.6	25.4	689	0.6	31.3
West Midlands	10,249	4	22.9	10,371	4	22.6
West Yorkshire	4,947	2.4	25.5	3,738	1.8	28.3
Wiltshire	336	0.5	25	328	0.5	28.4
England and Wales	**108,029**	**2.1**	**18.5**	**101,194**	**1.9**	**18.4**

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

Table 5

Number of 999 calls received

Force	2002/03			2003/04		
	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 & Somerset	294,920	10	88.5%	287,535	10	88.0%
Bedfordshire	98,058	15	94.3%	89,141	15	94.1%
Cambridgeshire	119,826	12	81.8%	114,903	12	85.3%
Cheshire	118,584	15	91.4%	124,287	15	88.8%
Cleveland	117,371	10	59.2%	104,108	10	79.0%
Cumbria	54,911	10	86.5%	54,017	10	89.5%
Derbyshire	137,130	10	92.2%	139,867	10	91.4%
Devon and Cornwall	249,154	10	90.3%	243,453	1	92.3%
Dorset	90,332	10	69.3%	96,855	10	74.2%
Durham	67,072	6	98.3%	59,327	10	93.6%
Dyfed-Powys	43,890	8	85.3%	45,862	10	88.7%
Essex	225,058	15	89.4%	253,869	15	88.6%
Gloucestershire	70,218	12	91.8%			
Greater Manchester	582,243	15	90.6%	577,175	15	86.9%
Gwent	78,349	6	84.3%	95,206	6	73.0%
Hampshire	273,648	10	91.1%	288,830	10	90.3%
Hertfordshire	166,803	10	78.0%	175,349	10	85.3%
Humberside	111,102			144,793	0	0.0%
Kent	248,306	10	80.3%	247,262	10	90.1%
Lancashire	237,219	10	90.2%	255,226	10	90.4%
Leicestershire	160,134	15	92.2%	156,984	15	89.8%
Lincolnshire	88,508	10	92.2%	89,440	10	96.2%
Merseyside	332,667	10	79.9%	353,178	10	72.9%
Metropolitan Police	2,216,596	15	82.3%	2,288,519	15	87.9%
Norfolk	102,506	10	85.0%	111,465	10	82.0%
Northamptonshire	104,381	10	90.6%	121,598	10	84.4%
Northumbria	260,252	15	90.1%	278,853	15	83.8%
North Wales	110,597	10	88.5%	116,092	10	89.4%
North Yorkshire	82,895	5	69.2%	89,911	10	73.0%
Nottinghamshire	346,680	15	71.6%	296,663	10	83.6%
South Wales	273,301	10	88.2%	276,411	10	82.5%
South Yorkshire	247,052	15	87.0%			
Staffordshire	142,866	10	90.5%	155,884	10	84.3%
Suffolk	105,351	10	75.1%			
Surrey	134,538	10	88.6%	139,586	10	90.4%
Sussex	260,871	10	82.5%	272,396	10	80.1%
Thames Valley	314,661	10	89.4%	330,020	10	88.6%
Warwickshire	75,075	15	90.1%	80,030	15	89.0%
West Mercia	142,665	10	92.3%	148,666	10	93.0%
West Midlands	617,531	10	91.4%	682,181	10	94.8%
West Yorkshire	480,824	15	83.8%	483,959	15	83.4%
Wiltshire	104,669	10	96.1%	87,012	10	89.6%
England and Wales	**10,088,814**		**84.6%**	**9,955,913**		**85.7%**

The City of London's 999 calls are dealt with by the Metropolitan Police

Humberside did not set a target for 2002/03

Data from three forces are not available at time of publication

Table 6

Net Revenue Expenditure 2003–2004

	Net Revenue	Expenditure per police officer	Expenditure per police staff	Expenditure per 1000 population
Avon & Somerset	£230,992,000	£67,599.04	£60,958.21	£154,990.01
Bedfordshire	£76,225,700	£63,556.37	£60,353.85	£133,534.62
Cambridgeshire	£98,000,000	£69,392.32	£60,355.23	£136,817.05
Cheshire	£135,182,000	£61,322.05	£62,664.04	£137,090.44
Cleveland	£111,077,000	£65,447.59	£76,165.17	£205,252.67
Cumbria	£77,127,355	£62,151.36	£55,854.18	£157,881.89
Derbyshire	£139,000,000	£66,713.70	£63,436.14	£144,415.28
Devon & Cornwall	£230,743,000	£69,683.30	£61,378.27	£145,057.61
Dorset	£103,611,000	£71,305.87	£64,115.72	£148,796.47
Durham	£94,193,329	£55,382.10	£78,352.75	£159,595.34
Dyfed-Powys	£72,002,328	£61,712.40	£70,232.47	£145,717.71
Essex	£216,806,000	£69,481.53	£60,926.58	£133,632.64
Gloucestershire	£90,360,000	£69,640.55	£73,357.26	£159,371.54
Greater Manchester	£493,000,000	£60,779.48	£74,410.94	£196,143.34
Gwent	£91,973,000	£66,853.48	£74,376.91	£166,005.46
Hampshire	£238,040,000	£62,971.21	£66,406.48	£133,007.17
Hertfordshire	£180,163,000	£85,102.57	£66,555.23	£173,878.34
Humberside	£129,578,000	£58,072.09	£69,721.82	£148,825.45
Kent	£227,970,191	£62,955.37	£52,260.49	£143,444.96
Lancashire	£226,559,000	£63,310.10	£71,410.70	£159,334.05
Leicestershire	£128,296,000	£55,773.35	£66,097.89	£137,398.81
Lincolnshire	£81,127,000	£65,398.10	£62,519.84	£123,322.74
London, City of	£71,338,000	£83,335.86	£128,997.14	£9,137,696.94
Merseyside	£276,317,000	£66,928.34	£76,615.54	£203,023.64
Metropolitan Police	£2,533,367,000	£84,347.53	£105,762.93	£344,790.85
Norfolk	£118,087,000	£77,502.71	£62,244.75	£147,100.15
Northamptonshire	£93,023,000	£73,752.27	£55,162.01	£145,749.70
Northumbria	£233,573,000	£57,514.43	£79,117.21	£169,022.96
North Wales	£104,640,000	£64,379.98	£67,412.69	£156,575.68
North Yorkshire	£122,667,000	£79,976.40	£77,303.18	£162,401.43
Nottinghamshire	£155,709,000	£62,117.37	£63,158.98	£152,184.41
South Wales	£223,560,000	£67,497.35	£79,290.09	£185,949.49
South Yorkshire	£203,370,000	£61,493.48	£134,677.66	£160,476.55
Staffordshire	£148,384,653	£64,912.73	£61,797.07	£141,652.21
Suffolk	£87,992,000	£66,941.56	£58,574.64	£130,953.92
Surrey	£151,285,700	£77,915.25	£58,251.33	£142,735.82
Sussex	£211,150,000	£68,330.24	£62,299.92	£140,766.95
Thames Valley	£290,992,000	£70,929.37	£57,832.90	£138,596.72
Warwickshire	£61,826,000	£61,146.06	£60,111.03	£120,593.74
West Mercia	£154,505,000	£65,331.19	£58,876.54	£132,264.92
West Midlands	£436,600,000	£54,518.64	£71,428.22	£169,502.84
West Yorkshire	£349,438,000	£65,764.43	£65,762.21	£167,258.28
Wiltshire	£136,536,000	£111,498.92	£93,464.67	£221,323.47
England and Wales	**£9,636,386,256**	**£69,592.69**	**£73,746.49**	**£183,618.51**

Table 7

Complaints against the police

	Number of complaints recorded	Number of complaints finalised	Number of complaints substantiated	Percentage of complaints substantiated
Avon and Somerset	608	620	38	6.25%
Bedfordshire	205	171	24	11.71%
Cambridgeshire	250	278	18	7.20%
Cheshire	492	552	25	5.08%
City of London	81	57	0	0.00%
Cleveland	282	307	15	5.32%
Cumbria	223	241	7	3.14%
Derbyshire	271	276	9	3.32%
Devon and Cornwall	628	540	24	3.82%
Dorset	219	163	12	5.48%
Durham	200	154	4	2.00%
Dyfed-Powys	193	198	7	3.63%
Essex	500	543	9	1.80%
Gloucestershire	264	259	4	1.52%
Greater Manchester	1433	1717	44	3.07%
Gwent	290	252	4	1.38%
Hampshire	1038	1076	49	4.72%
Hertfordshire	352	293	11	3.13%
Humberside	346	323	14	4.05%
Kent	554	534	31	5.60%
Lancashire	676	691	14	2.07%
Leicestershire	377	286	6	1.59%
Lincolnshire	248	179	10	4.03%
Merseyside	496	471	5	1.01%
Metropolitan Police	4097	4356	120	2.93%
Norfolk	324	288	7	2.16%
Northamptonshire	171	158	2	1.17%
Northumbria	552	660	21	3.80%
North Wales	258	290	18	6.98%
North Yorkshire	281	307	34	12.10%
Nottinghamshire	597	944	72	12.06%
South Wales	543	514	13	2.39%
South Yorkshire	630	628	18	2.86%
Staffordshire	510	518	22	4.31%
Suffolk	259	244	13	5.02%
Surrey	407	424	15	3.69%
Sussex	318	456	42	13.21%
Thames Valley	706	631	13	1.84%
Warwickshire	240	237	21	8.75%
West Mercia	435	435	31	7.13%
West Midlands	2012	1312	55	2.73%
West Yorkshire	794	852	20	2.52%
Wiltshire	212	256	19	8.96%
England and Wales	**23,572**	**23,691**	**940**	**3.99%**

Source: Home Office Research, Development & Statistics

Table 8

Assaults on police officers

	2002/03				2003/04			
	Fatal	Serious	Other	Total assaults on police officers	Fatal	Serious	Other	Total assaults on police officers
Avon and Somerset	0	0	366	366	0	3	490	493
Bedfordshire	0	8	66	74	0	2	115	117
Cambridgeshire	0	2	149	151	0	2	166	168
Cheshire	0	4	348	352	0	13	378	391
City of London	0	0	43	43	0	4	44	48
Cleveland	0	0	59	59	0	0	67	67
Cumbria	0	12	108	120	0	4	107	111
Derbyshire	0	0	290	290	0	1	229	230
Devon and Cornwall	0	7	319	326	0	12	306	318
Dorset	0	1	196	197	0	1	130	131
Durham	0	1	240	241	0	2	219	221
Dyfed-Powys	0	2	132	134	0	4	100	104
Essex	0	0	260	260	0	1	374	375
Gloucestershire	0	1	148	149	0	3	144	147
Greater Manchester	1	25	909	935				
Gwent	0	3	178	181	0	2	207	209
Hampshire	0	12	490	502	0	25	518	543
Hertfordshire	0	1	193	194	0	2	169	171
Humberside	0	21	240	261		14	182	196
Kent	0	25	342	367	0	27	347	374
Lancashire	0	67	264	331	0	6	78	84
Leicestershire	2	8	202	212	0	11	191	202
Lincolnshire	0	6	162	168	0	0	166	166
Merseyside	0	0	10	10	0	0	182	182
Metropolitan Police	–	–	1898	1898	–	–	2349	2349
Norfolk	0	6	220	226	0	16	166	182
Northamptonshire	0	0	149	149	0	7	102	109
Northumbria	0	0	691	691	0	0	39	39
North Wales	0	0	91	91	0	7	89	96
North Yorkshire	0	7	118	125		8	232	240
Nottinghamshire	1	0	391	392				
South Wales	0	5	1037	1042	0	2	702	704
South Yorkshire	0	3	161	164	0	5	187	192
Staffordshire	0	2	144	146	0	0	119	119
Suffolk	0	1	160	161		10	175	185
Surrey	0	0	223	223	0	9	216	225
Sussex	0	11	175	186	0	6	324	330
Thames Valley	0	4	312	316	0	5	308	313
Warwickshire	0	3	201	204	0	0	250	250
West Mercia	0	10	235	245	0	17	210	227
West Midlands	0	2	1262	1264				
West Yorkshire	0	2	779	781	1	9	847	857
Wiltshire	0	1	136	137	0	0	165	165
England and Wales	**4**	**263**	**14,097**	**14,364**	**1**	**240**	**11,389**	**11,630**

The Metropolitan Police are unable to provide information on the severity of assaults.

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

Recording practices may vary between forces.

Table 9

Days lost to sick leave by police officers

| | 2002/03 | | 2003/04 | |
	Number of working days lost to 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 sick leave per police officer
Avon and Somerset	35,946	11.36	36,044	11.04
Bedfordshire	8,859	7.95	9,802	8.48
Cambridgeshire	15,812	11.40	14,571	10.3
Cheshire	24,292	11.48	20,684	9.32
City of London	7,197	9.03	8,602	10.26
Cleveland	15,997	10.41	14,766	8.98
Cumbria	12,543	10.87	12,018	9.86
Derbyshire	20,130	9.95	20,528	9.65
Devon and Cornwall	28,358	8.92	27,285	8.23
Dorset	15,678	11.03	15,622	10.74
Durham	16,798	10.11	16,839	9.82
Dyfed-Powys	11,084	9.59	12,857	10.92
Essex	31,785	10.33	25,468	8.19
Gloucestershire	13,533	11.03	12,598	9.77
Greater Manchester	81,151	10.99	79,544	10.21
Gwent	17,348	10.49	19,140	13.78
Hampshire	34,398	9.46	33,371	8.81
Hertfordshire	20,354	10.60	21,426	10.42
Humberside	16,617	7.84	13,389	6.08
Kent	37,191	10.71	42,182	11.8
Lancashire	37,169	10.88	35,370	10.07
Leicestershire	22,196	10.45	18,941	8.38
Lincolnshire	14,575	11.89	12,270	9.9
Merseyside	53,617	12.97	47,422	11.4
Metropolitan Police	266,003	9.71	246,907	8.38
Norfolk	15,969	10.55	14,184	9.19
Northamptonshire	13,472	10.93	15,229	12.18
Northumbria	35,807	8.92	35,196	8.65
North Wales	14,212	9.02	16,959	10.54
North Yorkshire	14,348	9.95	16,503	11.05
Nottinghamshire	29,191	12.16	28,915	11.59
South Wales	32,660	10.07	33,903	10.24
South Yorkshire	32,071	9.94	27,235	8.29
Staffordshire	26,008	11.78	24,624	10.75
Suffolk	12,035	9.64	10,272	7.86
Surrey	21,166	10.66	19,391	9.87
Sussex	34,902	11.31	34,802	11.31
Thames Valley	40,821	10.62	35,008	8.78
Warwickshire	10,216	10.29	8,108	7.99
West Mercia	24,656	11.52	24,692	10.36
West Midlands	83,797	10.68	65,313	8.12
West Yorkshire	48,843	9.74	43,432	8.26
Wiltshire	15,262	12.88	15,051	12.38
England and Wales	**1,364,067**	**10.36**	**1,206,919**	**9.34**

Table 10

Days lost to sick leave by members of the support staff

	2002/03		2003/04	
	Number of working days lost to 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 sick leave per member of the support staff
Avon and Somerset	24,522	12.8	27,685	12.7
Bedfordshire	5,777	9.2	6,778	9.5
Cambridgeshire	9,856	11.6	10,457	11.2
Cheshire	13,379	12.9	12,297	9.5
City of London	2,513	9.6	2,118	7.6
Cleveland	8,151	11.6	8,958	10.3
Cumbria	6,202	8.5	7,611	9.8
Derbyshire	11,492	9.6	11,477	8.9
Devon and Cornwall	26,554	13.3	25,478	11.6
Dorset	9,853	11	9,818	10.6
Durham	8,350	12.6	7,098	10.3
Dyfed-Powys	5,762	11.1	6,219	11.4
Essex	20,309	11	22,776	11.1
Gloucestershire	7,639	11.7	8,040	11.1
Greater Manchester	48,992	14.3		
Gwent	9,160	13.2	12,820	17.1
Hampshire	17,969	9.8	17,450	8.8
Hertfordshire	16,506	12.4	18,075	12.2
Humberside	8,477	8.1	9,644	8.7
Kent	27,898	12.7	26,405	10.9
Lancashire	24,127	14.1	21,460	11.4
Leicestershire	12,167	11.8	13,976	12.5
Lincolnshire	8,547	12.1	8,199	10.7
Merseyside	27,163	13.7	27,725	13.6
Metropolitan Police	130,160	10.7	146,232	10.4
Norfolk	10,880	11	13,410	11.9
Northamptonshire	5,165	5.7	7,266	7.4
Northumbria	19,616	12.8	17,968	11.2
North Wales	7,699	10.2	9,649	11.3
North Yorkshire	8,641	11.2	8,677	9.8
Nottinghamshire	17,695	15.7	18,553	12.7
South Wales	21,877	13.9	21,578	12.9
South Yorkshire	25,418	13.7	22,923	11.4
Staffordshire	15,121	12.1	14,519	10.2
Suffolk	6,569	8.1	6,157	7.1
Surrey	16,127	12.9	15,589	10.5
Sussex	21,302	11.9	21,290	10.9
Thames Valley	22,634	9.5	25,240	9.4
Warwickshire	6,115	11.2	5,374	9
West Mercia	14,298	10.8	17,611	11.3
West Midlands	43,602	12.6	37,272	10.1
West Yorkshire	32,846	11	31,274	9.3
Wiltshire	6,949	9.1	8,274	9.8
England and Wales	**794,079**	**11.7**	**771,420**	**10.7**

Table 11

Police medical retirements

	2002/03		2003/04	
	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	34	10.8	10	3
Bedfordshire	7	6.3	1	1
Cambridgeshire	8	5.8	4	3
Cheshire	25.4	11.9	9	4.1
City of London	4	4.9	7.85	9
Cleveland	11	7.2	12	7
Cumbria	7	6.1	4	3
Derbyshire	12	6	2	1
Devon and Cornwall	9	2.9	5.5	2
Dorset	3	2.1	9	6
Durham	11	6.9	5.6	3
Dyfed-Powys	11	9.6	7	6
Essex	21	7	15.38	5
Gloucestershire	13	10.5	5	4
Greater Manchester	33	4.5	10	1
Gwent	22	16.3	8	6
Hampshire	11	3	11	3
Hertfordshire	7	3.4	2.85	1
Humberside	10	4.7	2	1
Kent	21	6	9	3
Lancashire	22	6.4	12.61	4
Leicestershire	9	4.2	7	3
Lincolnshire	10	8.1	3	2
Merseyside	51	12.4	23.85	6
Metropolitan Police	150	5.3	58.81	2
Norfolk	13	8.6	6	4
Northamptonshire	3	2.5	3	2
Northumbria	21	5.2	9	2
North Wales	14	9	6	4
North Yorkshire	9	6.2	8	5
Nottinghamshire	16	6.6	12	5
South Wales	33	10.1	13.6	4
South Yorkshire	17	5.3	12	4
Staffordshire	22	9.9	14	6
Suffolk	12	9.8	7.5	6
Surrey	12	6.2	10	5
Sussex	9	3	4	1
Thames Valley	29	7.4	17	4
Warwickshire	8	8	4	4
West Mercia	20	8.8	11	5
West Midlands	21	2.7	13	2
West Yorkshire	23	4.6	11	2
Wiltshire	15	13	2	2
England and Wales	**820.51**	**6.19**	**408.55**	**2.95**

Table 12

Support staff medical retirements

	2002/03		2003/04	
	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	7	3.9	6	3.0
Bedfordshire	1	1.7	2	3.0
Cambridgeshire	0	0.0	3	3.6
Cheshire	7	6.6	8	7.0
City of London	1	3.7	1	3.5
Cleveland	0	0.0	3	3.9
Cumbria	1	1.5	0	0.0
Derbyshire	5	4.7	2	1.8
Devon and Cornwall	13	6.8	5	2.4
Dorset	1	1.3	3	3.6
Durham	3	5.0	8	12.5
Dyfed-Powys	4	8.0	1	1.9
Essex	9	5.1	5	2.9
Gloucestershire	0	0.0	0	0.0
Greater Manchester	25	7.9	14	4.1
Gwent	0	0.0	7	11.1
Hampshire	2	1.2	3	1.6
Hertfordshire	2	1.2	4	2.7
Humberside	3	3.0	1	1.0
Kent	6	2.9	11	4.6
Lancashire	12	7.8	3	1.8
Leicestershire	1	1.1	2	2.0
Lincolnshire	2	3.1	2	3.0
Merseyside	16	9.1	8	4.2
Metropolitan Police	150	13.2	24	1.9
Norfolk	8	8.7	4	4.1
Northamptonshire	2	2.5	2	2.3
Northumbria	4	2.7	4	2.7
North Wales	8	11.4	2	2.4
North Yorkshire	4	5.5	3	3.2
Nottinghamshire	6	5.1	3	2.3
South Wales	10	7.3	9	5.9
South Yorkshire	5	3.3	5	3.2
Staffordshire	5	4.4	5	4.0
Suffolk	5	7.2	3	3.8
Surrey	6	4.8	4	3.0
Sussex	3	1.9	3	1.7
Thames Valley	2	0.8	5	1.9
Warwickshire	2	4.0	2	3.8
West Mercia	3	2.4	6	4.3
West Midlands	11	3.7	6	1.8
West Yorkshire	13	5.1	7	2.3
Wiltshire	0	0.0	1	1.3
England and Wales	**368**	**5.8**	**198**	**2.9**

APPENDIX IV
Glossary

ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
BCS	British Crime Survey
BCU	Basic Command Unit
BTP	British Transport Police
BVR	Best Value Review
CDRP	Crime and Disorder Reduction Partnership
CJS	Criminal Justice System
CPS	Crown Prosecution Service
CSO	Community Support Officer
CRE	Commission for Racial Equality
HMCIC	Her Majesty's Chief Inspector of Constabulary
HMI	Her Majesty's Inspector (of Constabulary)
HMIC	Her Majesty's Inspectorate of Constabulary
HR	Human Resources
IPCC	Independent Police Complaints Commission
LCJB	Local Criminal Justice Board
NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCRS	National Crime Recording Standard
NCS	National Crime Squad
NPIA	National Policing Improvement Agency
PDR	Performance Development Review
PITO	Police Information Technology Organisation
PNB	Police Negotiating Board
PNC	Police National Computer
PPAF	Policing Performance Assessment Framework
PSA	Public Service Agreement
PSNI	Police Service for Northern Ireland
PSSO	Police Skills and Standards Organisation
PSU	Police Standards Unit
RDS	Research, Development and Statistics (Directorate, of the Home Office)
SCC	Strategic Command Course

NOTES